

1. Legal Ad

Documents:

[PB LEGAL AD 7-18-17 REVISED.PDF](#)

2. Agenda

Documents:

[PB AGENDA 7-18-17.PDF](#)

3. 184 Commercial Street

3.I. 184 Commercial Street (Site Walk)

Documents:

[SITE WALK COVER MEMO2.PDF](#)

4. Chapter 30, Affordable Housing

4.I. Proposed Amendments To Chapter 30, Affordable Housing

Documents:

[PB FINAL REPORT - R-7 AFFORDABLE HOUSING 7-18-17.PDF](#)
[AFFORDABLE HOUSING \(PUBLIC COMMENTS TO DATE\).PDF](#)
[ATT A1 JUNE 11TH AFFORDABLE HOUSING \(REPORT\).PDF](#)
[ATT A2 - JUNE 11TH AFFORDABLE HOUSING \(REPORT ATTACHMENTS\).PDF](#)

5. Waterfront Port Development Zone

5.I. Proposed Amendments To Division 18.5, Waterfront Port Development Zone

Documents:

[PB REPORT WPDZ TEXT AMENDMENT.PDF](#)
[PUBLIC COMMENT \(1 OF 6\).PDF](#)
[PUBLIC COMMENT \(2 OF 6\).PDF](#)
[PUBLIC COMMENT \(3 OF 6\).PDF](#)
[PUBLIC COMMENT \(4 OF 6\).PDF](#)
[PUBLIC COMMENT \(5 OF 5\).PDF](#)
[PUBLIC COMMENT \(6 OF 6\).PDF](#)
[ATT 1, DIVISION 18.5, WATERFRONT PORT DEVELOPMENT ZONE_PB 7-14-17.PDF](#)
[ATT 2, WPDZ, TEXT AMENDMENT ILLUSTRATION ,7-14-17.PDF](#)
[ATT 3, TERRY DEWAN GRAPHICS.PDF](#)
[ATT 4, RELEVANT HISTORY MEMO.PDF](#)
[ATT 5, COMPARABLE PORT ZONING TABLE.PDF](#)
[ATT 6, COMPREHENSIVE PLAN SECTION WATERFRONT.PDF](#)
[ATT 7, MAINE PORT AUTHORITY PACKET OF MATERIALS.PDF](#)
[ATT 8, CAMOIN FINAL REPORT - COLD STORAGE ASSESSMENT JUNE 2017.PDF](#)
[ATT 9, TY LIN MEMO, TRAFFIC, MAY 17.PDF](#)

ATT 10, ECON DEV SUMMARY PRESENTATION, 7-13-2017.PDF
ATT 11, WATERFRONT ALLIANCE FORUM, NOTES, 2017-05-16 (1).PDF
ATT 12, DEC 5, 2016 BUILDING HEIGHT DEMO.PDF

**LEGAL ADVERTISEMENT
PORTLAND PLANNING BOARD MEETING
REVISED AGENDA**

The Portland Planning Board will meet on Tuesday, July 18, 2017, with a site walk at 184 Commercial Street followed by a public hearing in Council Chambers, 2nd Floor, City Hall, 389 Congress Street.

Public comments will be taken for each item on the agenda, except for the site walk, during the estimated allotted time and written comments should be submitted to planningboard@portlandmaine.gov

Workshop - 4:30 p.m.

- i. Site Walk; 184 Commercial Street, Fisherman's Wharf Portland, LLC., Applicant. (4:30 – 6:00 estimated time) The Board will hold a site walk at 184 Commercial Street. There is a pending conditional rezoning application for the mixed-use redevelopment of the parcel, which is within the Non-Marine Use Overlay Zone (NMUOZ) of the Waterfront Central Zone. The applicant is seeking a conditional rezoning to allow for the following: a) the hotel use; b) building height increase; c) setback modification from the high tide line; and d) to establish the terms of the marine infrastructure investment. The site walk will start at the sidewalk between the Chandler's Wharf/Fisherman's Wharf parking lot and the Portland Lobster Company. The public is invited to attend, but no public comment will be taken on the site walk.

Public Hearing – 7:00 p.m.

- i. Proposed Amendments to Chapter 30, Affordable Housing; City of Portland, Applicant. (7:00-7:30 p.m. estimated time). The Board will hold a public on a proposed amendment to Division 30, Affordable Housing to clarify that increased density and flexible dimensional standards for affordable housing projects are applicable in the R-7 zone.
- ii. Proposed Amendments to Division 18.5, Waterfront Port Development Zone; City of Portland, Applicant. (7:30 p.m. estimated time) The Board will hold a public hearing on proposed text amendments to Division 18.5, Waterfront Port Development Zone, which have been proposed by the City of Portland's Economic Development Department. The potential amendments, include but are not limited to: a) allowing increased by right and conditional building heights; b) establishing new conditional use design requirements and dimensional standards to affect lot coverage; c) building massing and articulation; and d) the establishment of view sheds.

ELIZABETH BOEPPLE, CHAIR – PORTLAND PLANNING BOARD

CITY OF PORTLAND, MAINE

PLANNING BOARD

Elizabeth Boepple, Chair
Sean Dundon, Vice Chair
Carol Morrisette
David Eaton
Brandon Mazer
Maggie Stanley
Lisa Whited

AGENDA

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BREAK FOR DINNER

PUBLIC HEARING – 7:00 p.m.

1. **ROLL CALL AND DECLARATION OF QUORUM**
2. **COMMUNICATIONS AND REPORTS**
3. **REPORT OF ATTENDANCE AT THE MEETINGS HELD ON JULY 11, 2017:**

Afternoon Workshop: Dundon, Eaton, Mazer, Morrisette and Stanley. Boepple and Whited absent.

Public Hearing: Dundon, Eaton, Mazer, Morrisette, Stanley and Whited. Boepple absent.

Evening Workshop: Dundon, Eaton, Mazer, Stanley and Whited. Morrisette recused. Boepple absent.

4. REPORT OF DECISIONS AT THE MEETINGS HELD ON JULY 11, 2017:

- i. Proposed Amendments to Chapter 30, Affordable Housing; City of Portland, Applicant. Morrisette moved and Eaton seconded a motion to find the proposed text amendments to Division 30 Affordable Housing, Section 14-488 to be consistent with the comprehensive plan and to recommend adoption to the City Council. Vote: 6-0, Boepple absent.

5. NEW BUSINESS

- i. Proposed Amendments to Chapter 30, Affordable Housing; City of Portland, Applicant. (7:00-7:30 p.m. estimated time). The Board will hold a public hearing on a proposed amendment to Division 30, Affordable Housing to clarify that increased density and flexible dimensional standards for affordable housing projects are applicable in the R-7 zone.
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Memorandum

Planning and Urban Development Department

Planning Division

To: Chair Boepple and Members of the Portland Planning Board

From: Christine Grimando, Senior Planner

Date: July 14, 2017

Project #: PEZ.2017-062

CBLs: 031 J031, 031 J030

Re: Site Walk for Fisherman's Wharf: Application for a Conditional Rezoning Application at 184 Commercial Street

Meeting Date: July 18, 2017

On July 18th, there will a site walk at 184 Commercial Street, regarding a pending conditional rezoning application for the mixed-use redevelopment of the parcel, which is within the Non-Marine Use Overlay Zone (NMUOZ) of the Waterfront Central Zone. The applicant is seeking a conditional rezoning to allow for the following: a) the hotel use; b) building height increase; c) setback modification from the high tide line; and d) to establish the terms of the marine infrastructure investment.

Original application materials, previously reviewed at the June 22, 2017 Planning Board workshop, are available here: <http://portlandmaine.gov/AgendaCenter/ViewFile/Agenda/06222017-2084?html=true> and paper copies of the site plan will be available on the day of the walk.

The site walk will begin at 4:30, starting at the sidewalk between the Chandler's Wharf/Fisherman's Wharf parking lot and the Portland Lobster Company. The public is invited to attend, but no public comment will be taken on the site walk.



184 Commercial Street Site Walk Meeting Location



PLANNING BOARD REPORT PORTLAND, MAINE

Division 30 Affordable Housing Text Amendments
City of Portland, Applicant

Submitted to: Portland Planning Board: Public Hearing Date: July 18, 2017	Prepared by: Barbara Barhydt, Development Review Services Manager Date: July 13, 2017
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I. INTRODUCTION

On July 11, 2017, the Planning Board voted unanimously (6-0, Boepple absent) to find the proposed text amendments to Division 30 Affordable Housing, Section 14-488 consistent with the Comprehensive Plan and to recommend adoption of the proposed text amendments to the City Council. The staff reported at that meeting that the public notice for the text amendments had inadvertently omitted the R-7 zone from the list of zones proposed for the incentives. The R-7 zone was part of the proposed text amendments from the Housing Committee and through the Planning Board review. A second public notice was posted for adding the R-7 zone to the list of zones under Section 14-488 (a) Density Bonuses.

Notices appeared in the Portland Press Herald on July 11 and 12. The legal ad was posted on the web page on July 7 and sent to the interested citizen list on July 7, 2017. All public comments received to date are in the compilation of public comments along with the public outreach material.

II. PROPOSED AMENDMENT TO DIVISION 30

The draft amendments offer incentives for affordable housing, which include density bonuses, building height increases, setback reductions in the B-1, B-1b, B-2, B-2b, B-2c, B-3, B-3b, B-3c, B-5, and R-P Zones. The full report submitted to the Board for the July 11th public hearing is included as Attachment A. The proposed amendment before the Planning Board is to include R-7 in the list of zones where eligible project could be located and all of the incentives and requirements as proposed in the recommended Division 30 would be applicable in the R-7. The only proposed change to the pending Division 30 amendments would be to add R-7 to the list of zones as follows:

Sec. 14-488. Density, parking, dimensional bonuses and reductions, and public process.

Notwithstanding any other provision of this chapter to the contrary, in order to encourage low income and workforce units in designated growth areas, eligible projects may avail themselves of the following options.

- (a) *Density bonuses.* The maximum number of units that would otherwise be allowed under this chapter shall be increased for an eligible project in the manner described in the following table:

Eligible projects in all B-1, B-1b, B-2, B-2b, B-2c, B-3, B-3b, B-3c, B-5, **R-7**, and R-P Zones

Percentage Low Income Units for Sale/Rent	Percentage Workforce Units for Sale/Rent	Density Permitted*	Additional Height Permitted***	Setback Reductions**
10%	20%	1.1 x base	N/A	N/A
20%	40%	1.2 x base	10 feet	N/A
30%	60%	1.3 x base	10 feet	5'
50%	100%	2.0 x base	15 feet	5'
75%	N/A	2.5 x base	25 feet	10'

**: "Base" is the number of units allowed under the zoning without this bonus but with any other bonuses applied. In R-P zones, multifamily is permitted with a "base" no less than 1 unit per 1,500 sf. of land area. If an eligible project is providing both workforce and affordable housing units, the applicant shall have the option of utilizing applicable incentives, but not cumulatively.*

*** : Setback reductions are absolute reductions in front, side and/or rear yard setback requirements. The maximum setback reductions in the B-1, B-1b and R-P zones shall be 5 feet.*

**** The maximum additional height permitted in the B-1 zones and the R-P zone shall be 15 feet. In addition, the maximum structure height is 50 feet within 750 feet of the Portland Observatory.*

III. ZONING COMPARISON AND DISCUSSION

A. Location of R-7 Zones:

Residential R-7 zones are located at various locations on the peninsula. The locations are shown by the red hatched lines on the map on the following page and included as Attachment 2.

At all the workshops, the R-7 was included in the discussion. The only concern raised was that there may be some individual R-7 parcels that should potentially no longer be zoned R-7. The R-7 designation previously served as a safety valve of sorts, to allow more dense development when the R-6 zone was more restrictive. Now that the R-6 has been revised, many of the small R-7 zones are no longer needed.

Staff discussed whether to propose map changes to strategically rezone those one- or two-parcel R-7 sites R-6, and the Board recommended doing so as part of a more comprehensive zoning revision rather than at this time. Those sites have been recently redeveloped, often as affordable housing, and are therefore unlikely to utilize these amendments in the meantime. Jeff Levine's memo submitted to the Board for the June workshop is included as Attachment 1.

In addition, there is a proposal for additional affordable housing on Boyd Street as part of the Portland Housing Authority's ongoing effort to upgrade and modernize their facilities. The PHA hopes to move that project forward this fall and apply for tax credits in January. In order for that project to move forward in that timeframe, the R-7 needs to be included in this proposed amendment.



B. R-7 Density:

The proposed density bonuses are based upon the applicable underlying density and the graduated incentives are based upon the percentage of affordable housing units that are either low income or workforce housing. A chart of the current density requirements for the R-7 is presented below (Table 1) and Map of all the zones, including the R-7, is included under the Comprehensive Plan analysis of this report.

Table 1 Density for R-7

EXISTING					Proposed
Zone		Current Density	Minimum Required Lot Size	Current Density Calculated upon example lot size	Range of Units with Density Bonus calculated upon example lot size
R-7		435	0	5,000	12.65 to 28.75

C. Building Height Incentives as it Relates to R-7:

The proposed incentives include building height increases that range from 10 feet to 25 feet depending upon the percentage of low or moderate-income housing proposed within a project. The proposed height increases are as follows:

- 10 ft for projects with 20% low-income housing or 40% workforce units
- 15 ft for projects with 50% low-income housing and 100% workforce units
- 25 ft for projects with 75% low-income housing.

The height incentives up to 25 feet are proposed to apply to the R-7 zone. Table 2 below contains the existing dimensional standards for R-7 are as follows:

Table 2 – Dimensional Standard for R-7

Existing Dimensional Requirements							
Minimum Setbacks					Maximum Setback	Maximum Height	
	front	side	side on side street	rear	Front	On Peninsula	Off Peninsula
R-7	0	5	5	5		50	

D. Reduced Setbacks as it relates to R-7:

The dimensional modifications include reduced setbacks, which are absolute reductions in front, side and/or rear yard setback requirements of 5 and 10 feet. Table 2 above presents the current dimensional standards in the R-7 zone, which currently has the same or lesser setbacks than the proposed reductions. The proposed setback reductions will be most effective for those residential projects (100% residential) in the business zones that must apply the adjoining residential zone standards for housing projects, such as in the B-1 and RP zones.

I. COMPREHENSIVE PLAN ANALYSIS

A. Excerpts from Portland's Plan 2030

The Vision Statement of Portland's Plan 2030 has a vision statement with the six themes of Equitable, Sustainable, Dynamic, Secure, Authentic and Connected. Within the vision statement there are specific statements that apply to affordable housing:

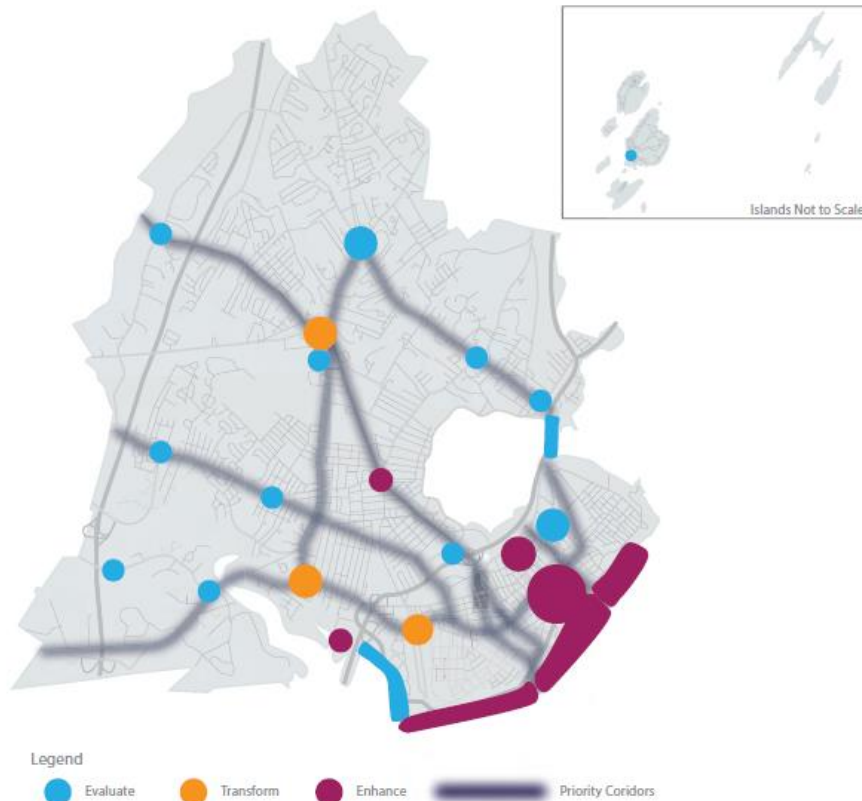
- We will remain an open and inclusive City, celebrating diversity and providing a welcoming and safe place for residents and visitors alike.
- The benefits and costs of our City will be born fairly across the entire City.
- We will incorporate the needs of all our residents in planning for our future.
- We will be committed to accessible housing and healthy food for all our residents.
- We will foster accessible linkages between where we live, work, shop, and play.

The Local Goals under the Policy Guide for Housing include the following:

- Increase, preserve, and modify the overall supply of housing City-wide to meet the needs, preferences and financial capabilities of all Portland households.
- Encourage additional contextually- appropriate housing density in and proximate to neighborhood centers, concentrations of services, and transit nodes and corridors as a means of supporting complete neighborhoods.
- Pursue policies to enable people who work in Portland to have the option to live in Portland.
- Collaborate with surrounding communities on regional housing solutions.
- Encourage quality, sustainable design in new housing development.

The Future Land Use plan calls for focusing future land use on those areas to be prioritized for change or evaluation. The plan states that the “Priority nodes and corridors indicate areas that would be appropriate for new development to provide needed housing, businesses, and services proximate to transit, or areas that otherwise warrant some examination of potential for positive change in form and/or function.” The plan of priority nodes and corridors is below has the zoning map with the proposed eligible zones highlighted with overlay of the nodes and corridors on the map:

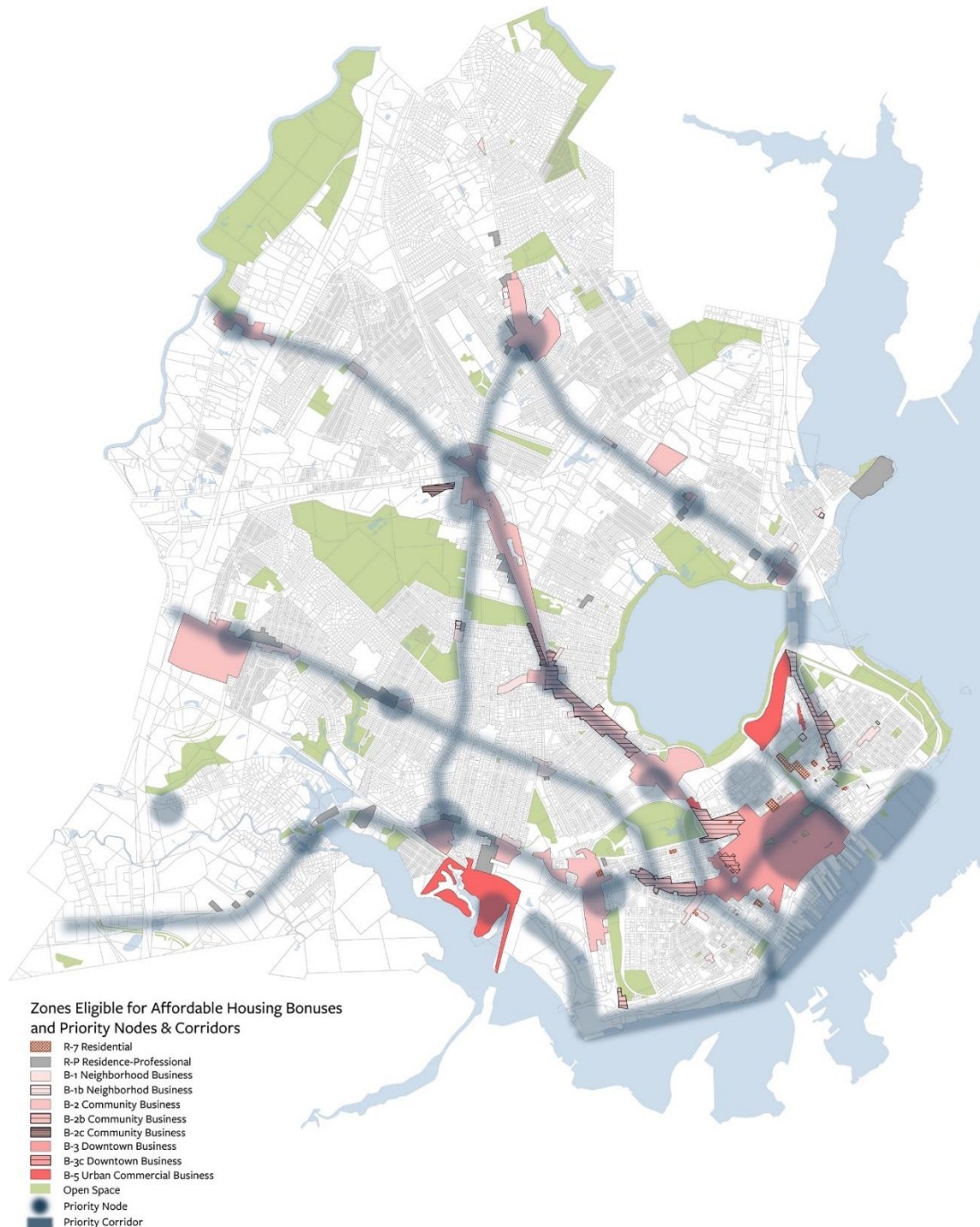
Priority Nodes & Corridors



B. Comprehensive Plan Analysis

The proposed amendment to add R-7 to the list eligible zones for affordable housing incentives in Division 30, as recommended by the Planning Board on July 11th, is intended to meet the City’s goal of increasing, preserving and modifying the overall supply of housing City-wide in order to meet the needs, preferences and financial capabilities of all Portland households. The proposed amendment also addressed the goal to

encourage quality, sustainable design in new housing development. The recommended Division 30 amendments targets significant density bonuses and height incentives for zones along priority nodes and corridors. The R-7 zone is located at various locations on the peninsula (see map of proposed zones overlaid with the nodes and corridors). Thus, adding this zone as an eligible district is consistent with the future land use plan and the goal to promote greater housing density, in and proximate to neighborhood centers, concentrations of services, and transit nodes and corridors, as a means of supporting complete neighborhoods.



II. STAFF RECOMMENDATION

The staff recommends that the Planning Board find the proposed text amendment to add R-7 to the recommended text amendments to Division 30 to be consistent with the Comprehensive Plan and recommend to the City Council adoption of the proposed text amendment.

III. PROPOSED MOTION

On the basis of the material provided in this report, public testimony, a review of applicable policies, and other information, the Planning Board finds that the proposed text amendment to add R-7 to Division 30. Affordable Housing, Section 14-488 **[is or is not]** consistent with the Comprehensive Plan and **[recommends or does not recommend]** adoption of the proposed amendment to the City Council.

Report Attachments:

1. Jeff Levine, Director, Planning and Urban Development, memo on R-7
2. Map of R-7 Zones

Applicant's Submission

- A. Planning Board report on Text Amendments to Division 30, submitted for July 11, 2017 public hearing.

Public Comment and Outreach

- PCA Letter to Neighborhood Organization
- PCB Division 30 – One Page description
- PCC Press Release Division 30
- PC1 Amy Gallant – 6-22-17
- PC2 Chriss Sutherland 6-22-17
- PC3 Cynthia Cochran 3-30-17
- PC4 Dana Totman (Avesta) 6-8-16
- PC5 Jan Bindas Tenney 6-22-17
- PC6 Karen Snyder 5-9-17
- PC7 Karen Snyder 5-10-17
- PC8 Marc Lamontagne 6-22-17
- PC9 Presentation Affordable Housing PortlandMe
- PC10 Quincy Hentzel 6-22-17
- PC11 Zack Barowitz 6-20-17
- PC12 Karen Snyder 6-23-17
- PC13 Cheryl Leeman 6-27-17
- PC14 Donna Warren 6-27-17
- PC15 Zachary Barowitz 7-7-17
- PC16 Cynthia Cochran 6-22-17
- PC17 Sarah Shmitt
- PC18 Greater Portland Landmarks 7-10-17
- PC19 Cynthia Cochran 7-11-17
- PC20 Amy Gallant 6-22-17
- PC21 Bree LaCasse 7-11-17
- PC22 Dee Clarke 7-11-17



Jeff Levine, AICP
Director, Planning & Urban Development Department

Memorandum

To: Planning Board
From: Jeff Levine, Director
Date: June 16, 2017
Re: R-7 Zones and Division 30 Changes

At the last workshop, we discussed whether there should be some cleanup of the R-7 zones as part of the proposed changes to Division 30. The updates to the R-6 zone have made the R-7 somewhat obsolete, although it retains value for uses on public housing campuses and in other limited instances. There was a concern that, should these Division 30 changes pass, there may be unintended consequences in some of the older R-7 zones. While this concern may be more theoretical than real – since most of these sites were recently redeveloped and unlikely to be redeveloped in the near future – it is worth thinking through.

Attached is a map of the existing R-7 zones. There are 12 individual zones, ranging in size from one parcel to several parcels. The parcels behind City Hall, and the parcels on the Portland Housing campus in East Bayside, represent a coherent zone and existing affordable housing. Those zones should remain R-7 for now.

The smaller R-7 zones could be rezoned to the predominant surrounding zoning districts. Those zones – primarily the R-6 zone, but also the India Street Form Based Zone and others – have been recently created or updated and allow more housing than they did when the R-7 zones were adopted.

Staff is seeking feedback about whether to move forward with such changes in the short term – generally parallel to the Division 30 changes – or wait until the overall code rewrite. Based on our analysis, we don't feel there is a rush to change these zones, and such changes would benefit from being part of a more comprehensive approach.



Existing R-7 Zones

- R-7 Residential
- Open Space

Portland, Maine



Yes. Life's good here.

Jeff Levine, AICP
Director, Planning & Urban Development Department

June 15, 2017

Re: Initiative to Encourage Housing For Portland Workers

Dear Neighborhood Leaders (and residents):

I am writing to give you some information about an effort to address a key challenge facing Portland: the housing shortage. In the new Comprehensive Plan, many raised the issue of how to produce housing that average Portland residents and workers can afford, in a way that builds on the existing. After guidance from the City Council's Housing Committee, city staff has been working with the Planning Board on code changes that would encourage workforce housing production in commercial corridors and squares.

The changes being developed would take our current housing incentives section and focus them on the areas that people said they wanted to see new development, such as along Franklin Street and existing public housing campuses. At the same time, density bonuses in most residential zones would be scaled back, to address the idea that new growth should focus on key corridors and nodes.

The changes are in a section of the zoning code called Division 30. They would provide additional density incentives for developments that include certain percentages of units priced for average incomes or below. In developing these bonuses, we spoke to both residents and those who produce workforce housing. We wanted to make sure we provided incentives that could actually produce more housing, yet were consistent with the Comprehensive Plan and based on the existing zoning requirements.

The Portland Housing Authority recently completed a plan for development of more housing on their existing campuses. The need to renovate existing buildings and the desire to produce additional affordable housing drove that process, which resulted in conceptual plans for each of their sites in Portland. The Division 30 changes would also allow the Housing Authority more flexibility on their campus sites to produce more housing as part of a "Planned Residential Unit Development (PRUD)" process. The PRUD process is designed to allow each site to propose a redevelopment plan and, in return, get some the additional development density needed to finance investment – as well as produce needed housing.

The Planning Board held one workshop on this proposal, and will hold a second workshop on Thursday, June 22nd at City Hall at 7 pm. The City Council would potentially take up these items in July.

For more information on this effort, visit the project web page at:

<http://www.portlandmaine.gov/Division30>

The Comprehensive Plan can be viewed at:

<http://tinyurl.com/PortlandsPlan>

Also, attached is a one page information sheet on this effort. Feel free to distribute.

I would be happy to arrange a meeting with your organization, or any other group that wishes to learn more about this proposal. Feel free to contact me via email at jlevine@portlandmaine.gov.

Best,

A handwritten signature in blue ink, appearing to read 'JL', is positioned above the printed name and title.

Jeff Levine
Planning & Urban Development Director

Chapter 14 Land Use Code Division 30 Revisions: Low-Income & Workforce Housing Bonuses

Incentivizing Affordable Housing Development in Priority Growth Areas

Portland's Plan, the City's new comprehensive plan, identifies affordability and supply of housing as one of the city's most challenging issues. As part of a broad effort to address this challenge, the City has recently developed a set of proposed changes to the affordable housing ordinance, Division 30. The City Council's Housing Committee originally developed these amendments in the early spring of 2017. They are now being reviewed by the City's Planning Board.

Why amend Division 30?

The City's existing land use ordinance provides some incentives for affordable housing development, including density and dimensional bonuses, and reductions in parking requirements and review fees. However, these incentives have had modest effect on the city's supply of affordable housing. The proposed amendments to Division 30 are designed to encourage further housing creation, particularly in the city's priority growth areas, by increasing density, dimensional, and height bonuses for affordable housing projects in certain zones. These bonuses should make affordable housing developers more competitive in terms of purchasing sites and securing funding.

How Can You Get Involved?

Whether you are a neighbor, a developer, or an advocate, the City of Portland wants your input on these proposed affordable housing incentives.

There are several ways to get involved:

1. Listen or speak up at a public meeting – the next Planning Board workshop will be Thursday, June 22
2. Send us your comments via email planningboard@portlandmaine.gov

What are the amendments?

The proposed amendments encourage the creation of affordable housing with two incentives:

1. Residential projects in certain commercial and mixed-use zones (the B-1 and B-1b; B-2 and B-2b; B-3, B-3b, and B-3c; B-4; B-5; R-7; and R-P zones) with affordable housing components would qualify for:
 - Density bonuses of up to 2.5 times the base density = *more residential units per lot*
 - Increased building heights of up to 25 feet = *taller buildings to accommodate more housing*
 - Decreased front, side, and/or rear yard setbacks = *larger buildable area*

The bonuses would depend on the proportion of low-income or workforce housing proposed.

2. Planned Residential Unit Developments (PRUDs) in the R-3 and R-5 zones in which half of the units are designated as low-income or workforce housing would be eligible for:
 - Density bonus of 2 times the base density
 - Decreased setbacks

Projects taking advantage of any of these incentives would be required to keep the units as affordable for the longest term permitted under federal, state, and local law.

Stay up to date with the proposed amendments and meeting schedule by visiting the City's website: www.portlandmaine.gov/Division30

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EFFORT UNDER WAY TO ENCOURAGE HOUSING FOR PORTLAND WORKERS

Following the recent City Council approval of Portland’s new Comprehensive Plan, there is an effort to address a key concern raised by many: producing housing that average Portland residents and workers can afford. City staff is working with the Planning Board, after getting guidance from the Council’s Housing Committee, on zoning changes that would encourage additional workforce housing production in commercial corridors and squares.

“The issue of housing affordability and production was raised consistently during the Comprehensive Plan,” says Jeff Levine, Director of Planning & Urban Development. “The changes being developed would take our current housing incentives section and focus it on the areas that people said they wanted to see new development, such as along Franklin Street and existing public housing campuses. At the same time, we are proposing eliminating the ability to use these incentives in many residential zones, to address the idea that new growth should focus on key corridors and nodes.”

The changes are in a section of the zoning code called Division 30. They would provide additional density incentives for developments that include certain percentages of units priced for average incomes or below. “In developing these bonuses, we spoke to both residents and those who produce workforce housing,” said Levine. “We wanted to make sure we provided incentives that could actually produce more housing, yet were based on the existing zoning requirements.”

The Portland Housing Authority recently completed a plan for development of more housing on their existing campuses. The need to renovate existing buildings and the desire to produce additional affordable housing drove that process, which resulted in conceptual plans for each of their sites in Portland. The Division 30 changes would also allow the Housing Authority more flexibility on their campus sites to produce more housing as part of a “Planned Residential Unit Development (PRUD)” process. The PRUD process is designed to allow each site to propose a redevelopment plan and, in return, get some the additional development density needed to finance investment – as well as produce needed housing.

The Housing Committee voted to forward these concepts to the Planning Board, which has held one workshop on them to date. The Planning Board will hold a second workshop on Thursday, June 22nd at City Hall at 7 pm. The City Council would take up these items in July.

For more information on this effort, visit the project web page at:

<http://portlandmaine.gov/Division30>

The Comprehensive Plan can be reviewed at:

<http://tinyurl.com/PortlandsPlan>

Any group interested in learning more about these proposed changes should contact the Planning & Urban Development Department. Staff will be available to answer questions and hear residents’ ideas and thoughts as the process continues.



53 Baxter Boulevard, Suite 202 | Portland, ME 04101
 1-866-554-5380 | Fax: 207-775-5727 | TTY: 1-877-434-7598
aarp.org/me | aarpme@aarp.org | twitter: @aarpmaine
facebook.com/AARPMaine

June 22, 2017

Testimony of Amy Gallant, AARP Maine Advocacy Director, in support of the proposed amendments to Division 30 to support the creation of affordable housing in Portland.

Good afternoon members of the City of Portland Planning Board. My name is Amy Gallant and I am the Advocacy Director for AARP in Maine, representing more than 230,000 members 50+ statewide. AARP is a non-profit, non-partisan member organization representing the interests of 50+ Mainers and their families.

As you know, Maine is the oldest state in the nation with among the oldest housing stock in the nation. Mainers want to remain in their homes as they grow older. Many existing homes, however, have structural barriers that make it difficult for older adults and people with physical limitations to stay safe and well in their homes. Still others struggle with the rent, mortgage, and property taxes, heating expenses, necessary repairs and other housing costs that make staying home cost prohibitive.

Older adults and millennials alike are moving to communities just like Portland. The cost of housing is simply too high for many older Mainers on a low, fixed income. Very few affordable housing developments for older Mainers have been built in Portland in recent years. As HUD diminishes its role in creating affordable housing for all ages, including older renters and home-owners, it is timely for Age-Friendly Communities such as Portland to evaluate current policies and address the creation of affordable housing.

A 2014 AARP survey of 50+ Mainers found that:

- 79% of Mainers 50+ say it is extremely or very important to remain in their home or community.
- Nearly three-quarters of Maine registered voters age 50 and older think funding services that enable seniors to remain in their homes for as long as possible should be a top or high priority for elected officials in the state.
- Nearly seven out of ten think it should be a top or high priority for Maine elected officials to support age-friendly communities by funding services, programs, or infrastructure changes that enable residents to age in place.

For these reasons, AARP Maine supports the proposed amendments to Division 30 to support the creation of affordable housing in Portland. Given the increase in housing costs in Portland, and given that seniors often live on fixed incomes, it is critical that the City take action to address the impediments to building affordable housing. The amendments to Division 30 seem thoughtfully crafted to address the issues that affordable housing developers have identified. However, we are concerned with Section 4 that requires an extra public meeting for

affordable housing developments but no other. Public input is an integral part of any development proposal, but requiring an additional meeting for affordable housing and not all developments is unfair and unnecessary.

AARP urges the Planning Board to keep the needs of those members of the community who are in desperate need of affordable housing in the forefront of their minds as you consider these proposed amendments.

Thank you,

Amy Gallant
AARP Maine Advocacy Director
AGallant@aarp.org / 207-776-6303



Jennifer Munson <jmy@portlandmaine.gov>

Division 30

'cerberus shoal' via Planning and Urban Development <planning@portlandmaine.gov>

Thu, Jun 22, 2017 at 7:18 PM

Reply-To: cerberus shoal <cerberus_shoal@yahoo.com>

To: "planning@portlandmaine.gov" <planning@portlandmaine.gov>

Dear Portland City Council Planning Board,

My name is Chriss Sutherland and I'm a resident of South Portland. I have been working and making art and music in Portland for some 25 years. During that time I have watched as many of my friends and colleagues have found themselves unable to remain in Maine's greatest city due to incessant rent increases and the utter unfeasibility of home ownership. Many of these individuals were part of the artistic work force that created Portland's current cool and cutting edge small urban culture. These specific individuals and the many others that I haven't had the chance to know are the very people that have made and make Portland attractive, unique, and special. What kind of city forces it's personality to leave? Not a city like Portland, Maine. Therefore, I want to commend you on the proposed changes to Division 30. It's a given that in this case, and most cases for that matter, the free market needs some Keynesian guidance and the proposed incentives for both affordable housing and workforce housing are a welcome measure to slow the hemorrhaging that has been taking place over the past decade.

Sincerely,

Chriss Sutherland

To: Housing Committee Councilors:
 Jill Duson (Chair), David Brenerman (Co-Chair), and Brian Batson
 From: Cynthia Cochran, East Bayside resident/home owner since 2000
 Date: March 30, 2017
 Re: Proposed Amendments to Division 30 to support affordable housing in Portland

I have three main concerns with the broad outlines of this proposal, at this time:

ONE

It does not do what it is claiming to do, which is to support the creation of affordable housing along Portland's transportation corridors in conjunction with the discussions and concerns, many arising over the past year/s in this Housing Committee, about the growing scarcity of housing supply for households earning low and moderate incomes and the most often repeated recommendation regarding housing to arise from discussions pertaining to the City's work on its Comprehensive Plan, "to increase housing density along Portland's transit corridors." Instead, the proposed policy restricts the focus of its recommendations to "escalate density bonuses, height, and setback reductions" to just a few, selected zones, within the City. The existing ordinances, pertaining to these selected zones, already allow for greater height, density, density bonuses, and setback reductions than those for all other zones in the City. In addition, many of these zones include areas in the City that are not along the City's major transit corridors, as delineated in the future land use section of the City's new, still in-draft form, Comprehensive Plan. (Please see the attached map from the draft plan with my added labels). It is clear from this map that the "priority" transit corridors are the following: Washington, Forest, Allen, Stevens, and Brighton Avenues, Franklin, High, State, and Congress Streets. I do not know why Auburn Street and Washington Extension are not included in this designation, as they are included in the Metro Line that serves Washington Avenue.

I personally attended many, many of these housing/comp plan discussions, and can attest that the "to increase housing density along Portland's transit corridors" was likely the most popular recommendation of any to arise in these venues. Credit is due to Alex Landry, resident of West Bayside, for being its most prolific supporter.

I believe that this policy idea is popular because it would support two similarly supported goals: 1) development of more housing to help address the housing supply shortage in Portland, and 2) support expansion of the City's transit service area and the frequency and reliability of that transit service. Restricting this policy to the currently proposed zones, would not achieve either of these goals as effectively as a wider, more-inclusive application to all the zones abutting these identified transit corridors. Having researched the corridors, and related zones, it is clear that they include a wide range of the City's zoning designations. (See attached listing). In addition, land parcels that are not located along these transit corridors, should not be swept up in this proposed amendment to Division 30 (See ZONING (Selected Districts) Portland, Maine map included with this amendment proposal to find these unrelated parcels).

TWO

Unlike the consensus surrounding the "increase density along transit corridors" policy, there is no consensus about what the word "affordable" means, nor to the question of "affordable to whom"? This proposed amendment states that its purpose is to "support the creation of affordable housing in Portland" and "particularly for households earning low and moderate incomes," and yet, it does not define any of these terms. How can we assess the effectiveness of this policy approach, until its desired results are clearly, and unequivocally, defined. Would extending the application of the increased density, density bonuses, and setback reductions to a wider, more-inclusive number of City zones abutting these identified transit corridors be a more effective means of achieving these desired results?

I have repeatedly stated, in all related public forums, hearings, workshops, and other meetings, that the lack of housing for working class individuals, (making approximately \$30,000 to \$69,000 annually) has not been addressed by any of the City's housing policy efforts to date. As you know, the recently initiated, inclusionary zoning policy does not address this income level. Its definition of "affordable" is 100% of the area-median income for rental housing, and 120% for housing ownership. The 2015 5-yr American Community Survey (ACS) estimates the area-median income (Cumberland County) for Portland is currently \$78,038. The fact that the policy states "up to 100% and 120%" does not mean that units are built for those of lower incomes. We all see the mass exodus from the City of the people who actually provide most of the services to City residents and to visitors of our City. And yet, so many of our transportation goals relate to reducing the number of vehicles, coming, going, and living in the City. If Portland continues to export its service workers, tradespeople, and small businesses, we are actively undermining many of our stated goals.

THREE

I do not believe that the above two broad policy definitions, targets, decisions, and discussions should be conducted under the auspices of the Portland Planning Board. The volunteer members of this board are unelected, and therefore, unaccountable to the stakeholders of the City of Portland. I also believe that this approach leaves too many, policy-related decisions in the hands of unelected, and therefore, unaccountable, City Staff members. I believe it the responsibility of the elected City Counselors to establish broad, and sufficient, policy direction for implementation by City Staff. I do not think that sufficient policy direction has been achieved at this time, from this Council Committee. Therefore, I am strongly opposed to the staff's request "that the Committee take action on this item to send it to the Planning Board for their review." I strongly believe that the place for these policy discussions, with all City stakeholders, is here, in the Housing Committee meeting format. You took admirable and careful responsibility for the Short-Term Rental policy decision-making and discussions. I ask that you do the same for this proposed policy.

Thank you.

References to City's Draft Comprehensive Plan Re "TRANSIT"

What We Heard: "Strong support for transit-oriented development" PDF pg 15, Plan pg 9

Neighborhood Plans: Applying the Comprehensive Plan Locally:

"Neighborhood plans refer to documents that make recommendations for an area across a host of issues important to that neighborhood's future development, which may include some combination of design, zoning, historic preservation, environmental, transit, or economic development recommendations, for example." PDF pg 16, Plan pg 10

Subject Policy Area Plans: Expansion of Community Policy Snapshots:

"... City partners may work with the City on an economic development plan or a regional transit plan." PDF pg 17, Plan pg 11

Snapshot: Environment: A Healthy City

"Over the past decade, the City has also made a concerted effort to adapt policy to reflect a 21st century approach to sustainability. Since 2014, the City has made a series of zoning changes to promote greater residential density and infill development, coordinate this development with existing and anticipated transit service expansions, reduce parking requirements, and support alternative transportation options." PDF pg 217, Plan pg 15

Future Strategies #7. "Coordinate future land use policy changes with long-range regional transportation planning, including planning for transit, pedestrian, and bicycle improvements, to reduce local and regional vehicle miles traveled." PDF pg 25, Plan pg 19

Snapshot: Economy: A Vibrant City

"The City's exceptional urban form is integral to the health of its economy - its compact, walkable downtown and neighborhood centers, strong transit connections..." PDF pg 42, Plan pg 36

"Remote workers also represent a growing sector of the City's economy, drawn here for Portland's distinct quality of place, and enabled by sound transit and communications systems." PDF pg 15, Plan pg 9

Future Strategies #3. Invest in Infrastructure

"Make physical improvements and expansions to below- and above-grade infrastructure, including utilities, stormwater, transit, parking, and streets, to maintain and accommodate new growth." PDF pg 47, Plan pg 41

Future Strategies #5. Target Areas for Job Growth:

"Evaluate zoning and the condition of existing infrastructure in priority areas - downtown, in identified neighborhood nodes, and along transit corridors - to ensure that employment and housing growth can be supported." PDF pg 47, Plan pg 41

Snapshot: Housing: A Livable City

Density By Design:

"Density is a numerical measure of the number of people or buildings per acre of land. Because it is so often used to illustrate levels of crowding, density has often acquired a negative connotation. However, this connotation fails to take into account the positive contribution that well-designed, dense developments can make to quality of life. Density can provide numerous advantages over the alternative - it can be more environmentally friendly, it can promote transit use, and it can benefit the health of a community by providing customers for local businesses and opportunities for social interaction." PDF pg 52, Plan pg 46

Local Goals:

"Encourage additional contextually appropriate housing density in and proximate to neighborhood centers, concentrations of services, and transit nodes and corridors as a means of supporting complete neighborhoods." PDF pg 53, Plan pg 47

Snapshot: Transportation – An Accessible City

"The City benefits from a dense development pattern which, when coupled with changing demographics and evolving market trends toward more urban living, allows for a high level of reliance on active transportation – bicycling, walking, and transit use – to meet growing alternative transportation demand. Portland is well-positioned to support a robust bicycle and pedestrian network, and viable transit that effectively links jobs, housing, and services." PDF pg 73, Plan pg 67

"By managing growth in automobile traffic demand, Portland will enable more transportation choices, such as public transit, bicycling, and walking. Our transportation investments and policy choices strive to preserve vehicular capacity and regional mobility while enhancing the diverse functions of our streets for all users and multiple modes." PDF pg 73, Plan pg 67

"Over the past ten years, the City's long-range transportation planning has focused largely on developing a more integrated and multi-modal transportation network through public transit enhancements, sidewalk and streetscape improvements, and bikeway network planning, as well as work to the underlying street network. For example, in 2009, the City approved the *Peninsula Transit Study*, with the expressed goals of reducing the number of single occupancy vehicle trips to and from the Portland peninsula and improving the City's livability." PDF pg 74, Plan pg 68

"The City's transportation planning has expanded beyond the peninsula as well, though. In 2012, the City adopted *Transforming Forest Avenue*, a plan designed to modernize this important transportation and retail-commercial corridor via place-based, multi-modal investments. In 2016, the City developed a plan to more effectively link its major

transportation centers and downtown with express bus service through the *Hub Link Transit Study*.” PDF pg 74, Plan pg 68

“... better integrate land use and transportation planning to ensure that density is aligned with transit and bicycle infrastructure.” PDF pg 75, Plan pg 69

Future Strategies #10. Invest in Public Transit

“Support initiatives to strategically increase the frequency and span of service, on-time reliability, and geographic scope of transit service.” PDF pg 79, Plan pg 73

“Develop transit centers, enhance bus stops, and improve transit stop and transit corridor operations and accessibility.” PDF pg 79, Plan pg 73

“Create incentives to spur transit-oriented, mixed use development on corridors and in areas that can support high quality transit service.” PDF pg 79, Plan pg 73

Future Land Use

Priority Nodes & Corridors

“Priority nodes and corridors indicate areas that would be appropriate for new development to provide needed housing, businesses, and services proximate to transit . . .” PDF pg 86, Plan pg 80

Priority Corridors:

“Priority corridors are major arterials that often see heavy vehicular traffic, but also have the capacity to improve mobility by capitalizing on their potential for increased walking, bicycling, and transit use. Priority corridors can also serve as areas of additional mixed-use, higher density growth to take advantage of the transit benefits and services that well-designed, diverse corridors can offer.” PDF pg 86, Plan pg 80

Regional Coordination:

Summary of Regional Coordination Goals, and Strategies #1. Environment:

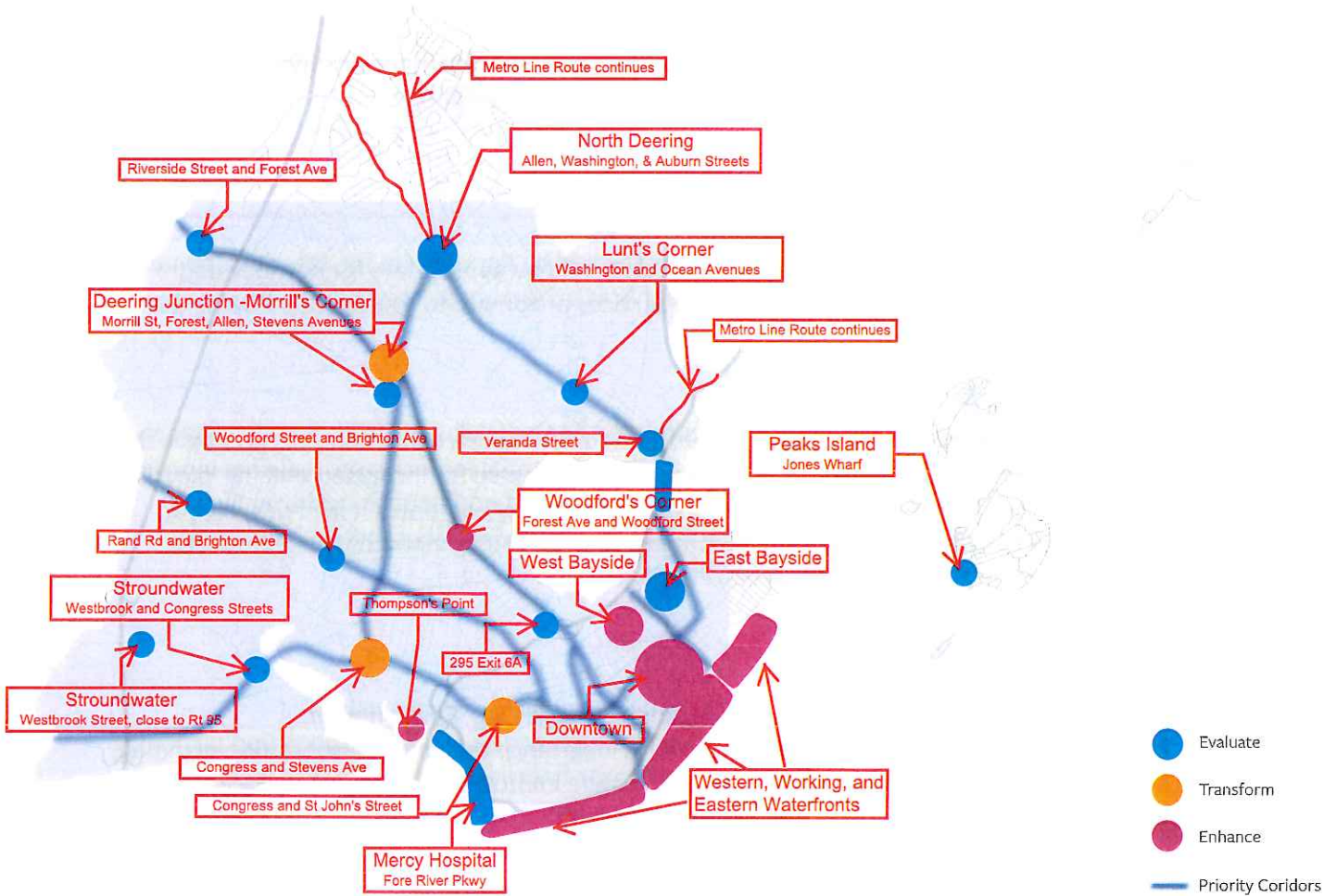
“Coordinate future land use policy changes with long-range regional transportation planning, including planning for transit, pedestrian, and bicycle improvements, to reduce local and regional vehicle miles traveled.” PDF pg 90, Plan pg 84

Implementation

Infrastructure: Invest in Public Transit:

“The City has been actively working with METRO to enhance public transit in the region by expanding the service to new client bases to utilize the service . . .” PDF pg 93, Plan pg 87

Priority Nodes & Corridors



Zones along transit corridors

Washington Ave: Congress outward

IS-FBC
B2b
B4
B1
R6
B1b
R5
RP
C56
R3
C28
C30
R2

Auburn Street

B2
B1
C28
C59
RP
R3
C62
R2
R5

Forest Avenue

B3c
C32
R6
B2b
B5
B2
B2c
R6-A
RP
IL
R5
R3
B1
IM

Brighton Avenue

R5
R3
B1
RP
B2
B4

Congress Street - from East End

R6
B1b
C58
B1
IS-FBC
B3
B2b
C33
C41
B2
IL
R5
B1
C53
RP
C7
RPZ
C14
R2
C8
OP
R1
B4
IM
C60

Stevens Ave - Congress outward

RP
R3
R5
B1
B1b
R5-A
R6-A
B2

Franklin St - Commercial outwards

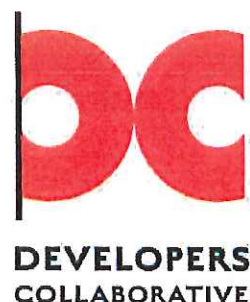
IS-FBC
B2b
B3
R6
B7
R7
Ilb

High Street - Commercial outwards

B5b
B3
R6
B3
C32
C5

Division 30 amendment (3/30/2017):

Proposed zones to support affordable housing: B1, B2, B3, B4, B5, R7, RP



June 8, 2016

City Councilor Jill C. Duson, Chair
and Members of the Housing Committee
City Hall
389 Congress Street
Portland, Maine 04101

Re: Housing Policy Priorities

Dear Councilor Duson and Members of the Housing Committee:

The organizations signing this letter want to express our strong support and appreciation for the work undertaken by the City Council's Housing Committee to address the housing crisis that Portland is currently facing. As developers of affordable housing in Portland with the mission to serve a wide range of low and moderate income groups, like you, we're committed to solving this issue, and want to help your efforts in any way we can.

In regard to the long list of housing policy options discussed at the meeting on May 25th, many of them, across all policy areas, hold promise to help create badly needed new housing and to improve housing security for those whose housing may be in jeopardy. We feel the expansion of the City's housing inventory should be the highest priority. More housing means more choice, more opportunity, reasonable rents, and higher quality energy-efficient buildings. The list of policy options provides some of the important tools needed to make this happen, of which we suggest a focus on zoning, parking, transit-oriented development and use of City resources. We believe this can be done without sacrificing the value and desirability of Portland's traditional neighborhoods.

Portland's zoning ordinance should be modified to:

- Locate higher density/larger/taller buildings along neighborhood edges and transit corridors;
- Encourage the creation of denser village centers/nodes off-peninsula;
- Eliminate parking and height requirements in zones within walking distance of downtown;

- Allow for greater density and height while lowering parking requirements to encourage more affordable housing development;
- Allow more Accessory Dwelling Units (ADUs), in all residential zones; and
- Expand the use of Form Based Codes to other parts of the City.

City Resources:

- Continue to promote and provide tax increment financing (TIF) to housing development projects, to help financially support and encourage the development of housing that is affordable to those with more low and moderate incomes;
- Encourage creative use of city-owned properties, including old schools, as affordable housing opportunities; and
- Develop more revenue sources for the Housing Replacement Fund, which could become an important layer of financing for affordable housing development.

These policy changes are key to addressing some of the city's most pressing housing problems. Again, thank you for your efforts, and please don't hesitate to contact any of us if we can help in any way.

Sincerely,



Dana Totman, President & CEO
Avesta Housing



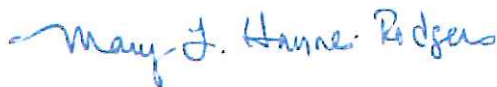
Cullen Ryan, Executive Director
Community Housing of Maine



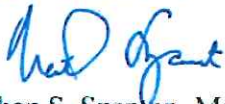
Kevin Bunker, Principal
Developers Collaborative



Mark B. Adelson, Executive Director / President
Portland Housing Authority / Portland Housing Development Corp.



Mary Haynes-Rodgers, Executive Director
Shalom House Inc.



Nathan S. Szanton, Managing Principal
The Szanton Company



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Sincerely,



Dana Totman, President & CEO
Avesta Housing



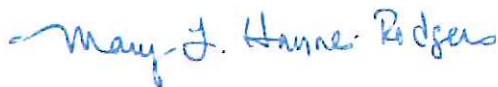
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Developers Collaborative



Mark B. Adelson, Executive Director / President
Portland Housing Authority / Portland Housing Development Corp.



Mary Haynes-Rodgers, Executive Director
Shalom House Inc.



Nathan S. Szanton, Managing Principal
The Szanton Company

Google Groups

Division 30

Jan Bindas-Tenney <jbindastenney@preblestreet.org>

Jun 22, 2017 2:10 PM

Posted in group: **Planning Board**

To the City of Portland Planning Board:

I am writing to submit comments in support of the proposed revisions to the Affordable Housing Ordinance, Division 30.

Please see the attached.

Thank you for your consideration.

best,
Jan

--

Jan Bindas-Tenney
Advocacy Director
Preble Street
38 Preble Street
Portland, ME 04101
207-775-0026 x1166
207-420-0303 (cell)



www.preblestreet.org

The mission of Preble Street is to provide accessible barrier-free services to empower people experiencing problems with homelessness, housing, hunger, and poverty, and to advocate for solutions to these problems.



Preble Street

Turning Hunger and Homelessness into Opportunity and Hope

Florence House

Logan Place

Veterans Housing Services

Maine Hunger Initiative

Advocacy

Food Programs

Clinical Intervention Program

Anti-Trafficking Coalition

First Place

Teen Center

Joe Kreisler Teen Shelter

Resource Center

MMC-Preble Street Learning

Collaborative

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Mark R. Swann
Executive Director

38 Preble Street
Portland, ME 04101
207.775.0026
info@preblestreet.org
www.preblestreet.org



June 22, 2017

Dear City of Portland Planning Board:

My name is Jan Bindas-Tenney and I am the Advocacy Director at Preble Street. I am writing to you in strong support of the proposed revisions to the Affordable House Ordinance, Division 30.

As you know, Preble Street is a social work organization founded on the principles of access for everyone and unconditional positive regard. Since 1975, Preble Street has served some of the most vulnerable people in Maine, working to turn hunger and homelessness into opportunity and hope through 14 low-barrier programs throughout the state. Preble Street provides round-the-clock services 365 days a year to not only meet urgent needs, but to empower people to move beyond the crises in their lives, and to build and advocate for solutions to homelessness, hunger, and poverty.

We are living in an affordable housing crisis in Portland. Preble Street's two overnight shelters: Florence House shelter for women and the Joe Kreisler Teen Shelter must frequently turn people away because our limited emergency beds are full. As the de facto day shelter for the City's Oxford Street Shelter, the Preble Street Resource Center strains to meet a growing need. The lines to use our bathrooms, showers, and laundry are interminable. We serve over 1,200 soup kitchen meals per day and up to 200 Portland households are served at our weekly food pantry.

Too many people experience homelessness in Portland and too many struggle with housing instability. People working service jobs and people with extremely low-incomes, or with disabilities, cannot find stable, permanent places to live. Take for example a woman who has a serious mental health disability: she was evicted from her Grant Street apartment last year at no fault of her own when the building was bought by a developer. She went on to live in a rooming house in East Bayside where her housing situation is not safe and secure and she may need to move again.

It costs a great deal to keep people in homelessness.

At Preble Street we are so glad that the City is pursuing new and creative ways to encourage affordable housing development. It makes a lot of sense to us that the City would prioritize new development in priority growth areas and that the City would take measures to increase housing density in Portland. This is a step in the right direction. It also makes sense to us to curb the affordable housing crisis with development of permanent, stable, housing for workers and people with low-incomes.

I'm thinking of a man who works evenings in the kitchen at a local restaurant and has been unable to find an apartment he can afford. He doesn't get off work until midnight, then heads to the Oxford Street Shelter for a few hours of sleep before he

has to vacate his bed in the morning and the shelter closes for the day. It's not enough sleep. He needs a stable apartment.

Ten years ago, when people experiencing homelessness gained access to a housing voucher it was a fast track out of the shelter. In 2017, on any given day, dozens of people with housing vouchers are in our Resource Center scrambling and working with our caseworkers to find a rental with a monthly price tag under the maximum voucher threshold, *and* with a landlord that will rent to someone coming out of homelessness, *and* within reach of family and community.

Encouraging affordable housing will maintain Portland's best quality: its rich cultural and economic diversity.

We are in support of all the proposed changes, however we'd like to point one place of serious concern in Section 4, which reads: "At a minimum, no less than 60 days prior to application for site plan review, any project that wishes to take advantage of this section must hold a public meeting noticed to all properties within 500 feet of their site."

It seems contrary to good public policy to place additional process requirements *only* on affordable housing developments. We worry that this measure is discriminatory. We ask that you eliminate the requirement for an additional public meeting merely because it is considered an- affordable housing development.

Thank you for your consideration.

Concerns of Proposed Amendments to Chapter 30 to Support Affordable Housing in Portland

Karen Snyder <karsny@yahoo.com>

May 9, 2017 2:30 PM

Posted in group: **Planning Board**

Dear Planning Board and Housing Committee members,

I would appreciate the below concerns be addressed in regards to proposed amendments to Chapter 30 regarding Affordable Housing in Portland:

1) The definition of "Affordable" is vague and should have specific numbers applied. The proposed amendment states that it's purpose is to "support the creation of affordable housing in Portland" and "particularly for households earning low and moderate income". Yet, there are no specific values applied to these words. So that everyone is on the same page, specific numbers need to be applied. For example, low income is a family of 3 where the combined income is less than 35,000 annual income/ year (example only).

This leads to the next point...

2) The Current Inclusionary Zoning Ensure Work Force Housing Requirement is Inadequate Needs Revision

- On October 19, 2015, the City of Portland voted 7-2 to become one of the 200 and more communities in the United States to require a portion of the housing units in new developments to be affordable for the middle class.

<http://www.pressherald.com/2015/10/19/portland-council-approves-requirement-for-affordable-housing-units/>

- The criteria is the development has to be > 10 units, only 10% of Units are required to be "affordable housing" based on median income of 120% but any developer can be opt out with a fine of \$100,000/unit.
- This is clearly not an effective housing policy for the City of Portland because the majority of developers are opting out.
- The City of Portland Maine should revise this policy and require that all new development should have at least 33% affordable housing based on a median income of 70% and a very substantial fine for wanting to opt out. This revised policy should also be retro-active back to when this policy was voted upon.

3) Why is this Proposed Amendment Chapter 30 Change To Support Affordable Housing Addressed in front of the Portland Planning Board?

- The planning board is made up of volunteers that are not accountable to the city of Portland local residents. This issue should only be addressed by city councilors who are accountable to the local residents.
- This issue should remain with the Housing Committee city council members who represent the local residents and not should be addressed with the Portland Planning Board.

In conclusion, I have also developed an Affordable Housing presentation that I would hope provide affordable housing options for the Housing Committee and the Planning Board to consider for future affordable workforce housing developments to encourage affordable workforce/middle class residents.

Because if it is not considered, this is how Portland city government and planning board will effective kill the Portland's all ready disappearing community and neighborhoods...

.

Regards,

Karen Snyder
Munjoy Hill Resident

Last Night Workshop on Proposed Amendments to Division 30 to Support Affordable Housing with Planning Board

Karen Snyder <karsny@yahoo.com>

May 10, 2017 10:51 AM

Posted in group: **Planning Board**

Hi Jeff,

As I attended last night's workshop on the Portland Planning Departments proposed changes that the Housing Committee sent to the Planning Board to review, I was aligned with most of the comments made by the Planning Board members feedback to the planning department proposed amendments to Division 30 to Support Affordable housing:

- 1) 3 of the 6 Planning Board Members commented that this proposed affordable houses changes are quite complex and are hard to understand. *I agree.*
- 2) Additional concern was over the combination of height x setback x density permitted and how that calculation really works. *I agree.*
- 3) Planning Board also commented that these proposed affordable houses changes don't seem to promote any development in the traffic corridors outside of District 1. *I agree.*
- 4) Planning board comments were concerned with the extra 25 feet of height and suggest at max it should only be 15 feet. *I agree.*
- 5) Agree that parking requirements should stay as is. 1 unit = 1 parking space *I agree.*
- 6) Planning board suggested that the Planning department should provide graphics in the next workshop meeting for the following: *I agree.*
 - a) By District, show where the zones are located that would be impacted by this.
 - b) The current allocation of affordable housing percentages by District.
 - b) There was other graph requests....forgot what they were.

Additionally, I did the exercise to exactly understand what low and middle income is defined by Portland planning department since there wasn't specifics in the proposed changes.

**Jeff Levine explained to one of the Planning Board members as to where on the Planning Department website these income level are located. However, this Portland website link then refers to HUD AMI to find the latest low-middle class Cumberland County income level numbers in which I had to find the HUD AMI link on my own. So, based on the HUD link states the below statistics:

<https://www.huduser.gov/portal/datasets/il/il2017/2017ILCalc3080.odn>

- a) Middle Class Income for Cumberland county is \$83,000/year.
- b) Low Income Range for Cumberland county is between: \$28,000 to 86,000 depending on number in family.

I am really not sure how realistic these income levels for Portland's working class and middle class income levels. Because it appears Maine nurses and teachers would be considered low income.

Some additional suggestions that I have are:

- 1) Make the Affordable Housing rules less complex. Why isn't the city of Portland just saying simply, to any developer that flat 25 to 33% of proposed new development should be to available for affordable housing for working class/middle income?
- 2) There needs to be more focus on building affordable housing for working class and middle class in the traffic corridors and not just District 1 which is becoming priced out and only rabbit size units would be available to someone considered middle class income making \$83,000/year
- 3) Why isn't the City using the city owned properties such as the 7 West Bayside properties or outside of District 1 city owned to focus only on affordable housing for the Portland working class and middle class rather than development dedicated to subsidized and high end rentals?
- 4) Please see attached powerpoint that provides additional ideas for Portland Planning department to consider and approach ideas with.

In conclusion, This is indeed a complex issue but ultimately it seems that the focus is stilled geared towards providing financial incentive for developers. Developers are coming to just make a profit.

It is up to City of Portland city government to equalize the inequality with straightforward housing policy guidelines and not complex formulas pushing heights up with unrealistic pre-calculated income levels for supposed Portland working and middle income class. Ultimately, people that work in Portland can't even live in Portland any longer and this is not right.

Regards,
Karen Snyder
72 Waterville

Google Groups

proposed rule changes to PRUDs

Marc Lamontagne <mlamontagne@littlesebagolake.net>

Jun 22, 2017 12:03 PM

Posted in group: **Planning Board**

Dear planning board members,

I am writing to voice my interest and concerns over the proposed rule changes to PRUDs and, specifically, the potential impact it will have on my neighborhood. My family and I own several units at the Galvin Street end of Front Street and along Baxter BLVD. I was lucky to raise my kids there and, now, my son is raising his two children. So we are intimately familiar with the Front Street project. My kids had many close friends who lived in the Front Street projects and, today, we travel through it regularly on our way to Payson Park.

I am pleased that the PHA is exploring redevelopment of these buildings. The buildings are at the end of their useful lives and the residents deserve better. As an aside that may or may not be appropriate in regards to the PRUDs discussion, the PHA has a mixed past of stewardship. This was made obvious recently by their allowing the landscaping go without mowing for months this calendar year. The grass was nearing 3 feet high when it was finally taken care of. It's hard to support a new project when I've witnessed their treatment of current facilities.

This is not, however, the point of my writing. I will miss this week's workshop but do plan to attend the June 27th public meeting. I have dire concerns that these proposed rule changes are being written specifically with the Front Street redevelopment in mind. It is tailoring to precisely what the PHA wants to do in this neighborhood. Without any public vetting or consideration of IF the neighborhood can even support a project the size of which PHA is proposing, these rule changes would basically give them the green light. To double the amount of units in an off-peninsula, quiet neighborhood is irresponsible and insulting to nearby property owners and residents of the projects. Jeff Levine's memo suggests that such changes are in keeping with existing zoning requirement, I respectfully but strongly disagree given the magnitude of the changes which are not in keeping with the character of the existing neighborhood.

We are lucky to live where we do and have purchased homes here precisely to avoid the type of congestion and traffic the PHA is potentially creating. And the city and planning board should not consider rule changes that are so clearly written in the favor of one project. The rule changes in regards to PRUD crossing a public street seems clearly written with PHA Front Street in mind. It's bothersome that PHA has already created significant plans and renderings based on these PRUDs rule changes. They clearly are working on the presumption it's a done deal. I hope that's not the case.

To be clear, I do not oppose redevelopment of the Front Street projects. But I don't support a city-wide rule change that could grossly impact several neighborhoods just so PHA can get additional units on Front Street.

Thank you for your consideration and all the good work you do for the city of Portland.

Marc Lamontagne

It is a Long Road.....
Additional Efforts are Needed by Portland, ME City
Government for Affordable Workforce/Middle Class
Housing/Businesses
March 07, 2017

Presented by: Ian Jacob, Chair of Advocacy Committee and Board Member of West End Neighborhood Association and Karen Snyder, Portland Resident and Owner of Next Stage Consulting, LLC

Today's Agenda on Portland, ME's Affordable Housing Crises

1. What Does Affordable Mean?
2. Example that Portland, ME's Affordable Housing Crises is NOT new.
3. Examples of Portland, ME's Affordable Housing Crises Frustrations
4. Graph Showing The Middle Class Segment of Population Not Given A Chance for Portland Housing
5. Examples of City of Portland, ME Government Giving Breaks to Developers That Do Not Help Affordable Housing
6. Examples of Successful Implementations of Affordable Housing All Ready Implemented in Portland, ME
7. Potential Solutions for Portland, ME's Affordable Housing Crises
8. Next Steps for Portland, ME To Take in Affordable Housing Crises
9. Conclusion
10. Other Issues and Further Implications
11. Questions
12. Appendix

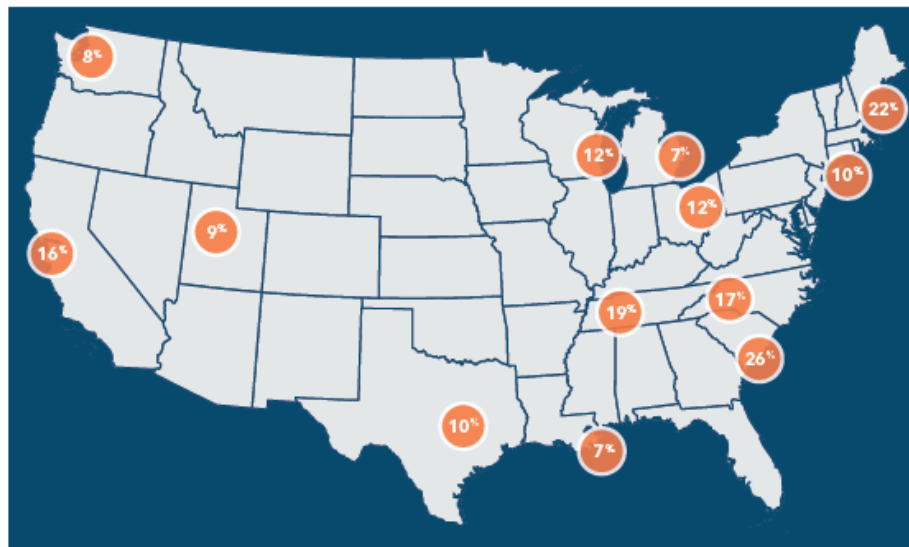
What Does Affordable Mean?

ISLR (Institute for Local Self Reliance) recognizes and researches the affordable commercial rental market as well to provide examples of different policies enacted across the country. <https://ilsr.org/> **Mapping Rising Retail Rents**

What's Affordable?

An apartment is generally considered affordable if the rent is less than 25 percent of the tenants' household income. In the commercial market, affordability is not quite as clearcut, and varies by the type of business, but a rough rule-of-thumb is that rent and other occupancy costs should total less than 10 percent of a business's gross sales. As an example, the average hardware store in the U.S. does about \$150 in sales per square foot annually, and therefore should aim to keep its rent and other occupancy costs at no more than \$15 a square foot. Businesses in better locations can often generate higher sales per square foot and afford higher rents. But a problem arises when a combination of speculative investment, high demand, and limited supply of space sends rents climbing faster than sales growth. Grocers and other businesses that serve the basic needs of a neighborhood are particularly vulnerable, because they often have low gross margins and therefore need to keep their occupancy costs even lower to remain viable.

Mapping Rising Retail Rents



Finding and keeping affordable space is a growing challenge for local businesses in cities across the country. Here are some of the numbers that business owners are facing citywide, and these rates are often higher in the business districts best suited to locally owned enterprises.

Percentage figures are the increase in the cost of space in the last year. All dollar figures are asking lease rates per square foot per year. For comparison, over the last year, median per capita income rose 1% and retail sales grew just 1%. Inflation was 0%.

PORTLAND, MAINE: 22%: Retail lease rates in Greater Portland jumped 22% to an average of \$18. In the city's historic core, lease rates for small retail spaces are now in the \$25-\$35 range.

NEW YORK, NEW YORK: 10%: Retail lease rates in Manhattan shot up 10%. Some neighborhoods saw larger increases. On the Upper West Side, ground-floor rents rose 37% to an average of \$290. In parts of Brooklyn,

CHARLESTON, SOUTH CAROLINA: 26%
Citywide retail lease rates have skyrocketed 26%, to \$27. In downtown Charleston, the average asking price is now \$38.

CLEVELAND, OHIO: 12%
The trend isn't limited to coastal cities. In Cleveland, lease rates are up 12%, to \$14.

NASHVILLE, TENNESSEE, 1900

DETROIT, MICHIGAN: 7%
In Detroit the average retail rent is a lower \$13, but that figure is still a 7% year-over-year increase, more than rate at which retailers are generally able to grow their revenue.

MILWAUKEE, WISCONSIN: 12%
The average asking rental rate for retail space jumped 12% in Milwaukee, to nearly \$15.

SALT LAKE CITY, UTAH, 9%

AUSTIN, TEXAS: 10%
The average rent for retail space rose 10% in Austin, to \$20, and is forecast to rise an additional 8% this year.

OAKLAND, CALIFORNIA: 16%
Oakland is one of the cities under the most pressure. Retail rents have soared 16% in the last year, to \$27 per square foot, and are up 42% since 2013.

SEATTLE, WASHINGTON, 89

<https://ilsr.org/tag/affordable-space/>

Portland, ME's Affordable Housing Issue is NOT a New Issue...

In 1971, Portland City Manager, Joe Menario, gave eminent domain to several hundred poor Italian residents to create Spring Street and the Holiday Inn. Below is an email written by the residences that were evicted from their houses by the City of Portland.

Statement from citizens group regarding the proposed Holiday Inn as printed in the *Portland Evening Express*, February 26, 1971:

"We the residents of the block bounded by Spring, High, Pleasant and Oak Streets, resolve to fight eviction from our homes by Harper Hotels. We resist eviction in City Hall, in the courts, and in our doorways, if necessary.

We take this stand because we feel that the city government and Harper Hotels are putting business concerns over the concerns for human beings. In doing so, we

recognize the legal right of Harper Hotels to buy properties in the free market.

Furthermore, we understand the need for Portland to have new commercial development to increase the tax base of the city.

However, the legal rights of corporations do not justify financial gain at the cost of human suffering. Nor does the need for more tax money give the city administration the right to put Harper Hotels' interest above the human concerns of low income people, not only on this block but throughout the city.

In a normal situation we might consider relocating, but in good conscience we can't because, even if Harper Hotels could relocate us, we know that we would only be dislocating another needy family and there are needy families living in dilapidated, substandard houses. The Portland Housing Authority has committed itself to building over 400 new units of housing but it has been absurdly slow in producing them.

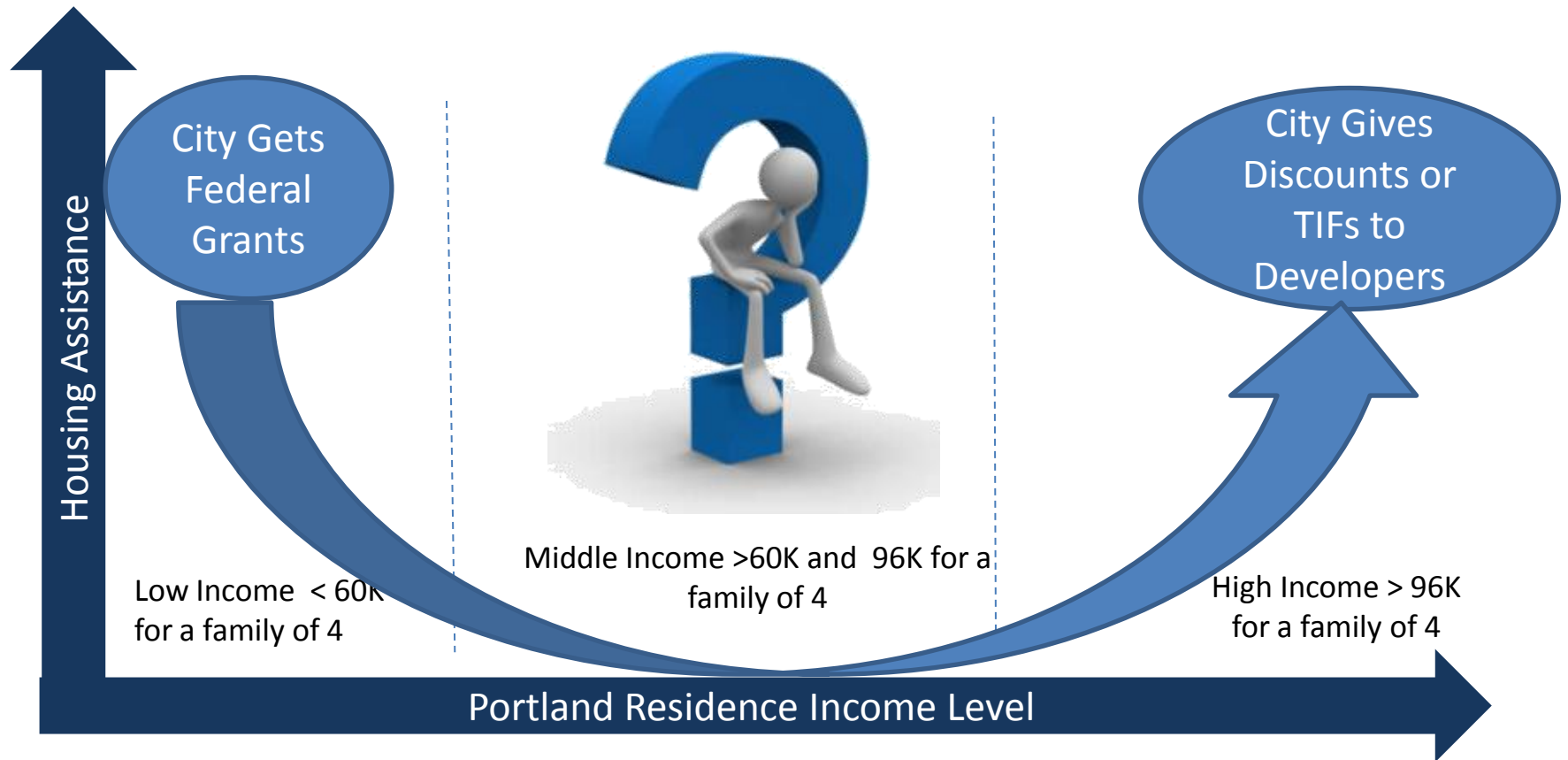
Furthermore, even the renewal authority admits it cannot relocate people into decent homes and must settle for substandard housing.

The City Manager has openly admitted to a housing crisis, but even he has been negligent in hiring a housing coordinator, as authorized by the City Council months ago. The case for old and new low income housing is clear, and opposition is clear. We will not leave our homes."

Example of Portlander's Frustration with Out of State Developers Building High End Condos



Portland, ME City Government's Housing Incentive



Basic Conclusion:

- City of Portland, ME does not have any financial incentive to assist the working or middle class local citizens and put business incentive ahead of their local citizens.
- The last time the city assisted middle class citizens was with the “Good Neighbor” Policy back in 1999 on Munjoy Hill. This gave tax incentives to property owners who lived and/or renovated their property. This city effort revived Munjoy Hill which made it the popular place to live today.

Examples of City of Portland, ME Giving Discounts/TIFs to High End Developers that do not help Affordable Housing

Project	Description of Portland, ME's Discount for Developers
MidTown Project	The City told Developer that the City will build a parking garage.
Thames Street Triangle Property –Part 1	The City sold the property at a value of \$400,000 even though the property is appraised at \$900,000 to CPB2 developer.
Thames Street - Part 2	The City told the CBP2 developer that the city will pay for the \$1.2 million extension of sewer on Thames St to the development with a final total of over \$2 million funded by local tax paying citizens.
Pearl Street Garage, Next to City Hall (Section of Wilmont St)	City sold the through section of Wilmont street of this property at a discount to the developer and closed the street.
Regency Hotel- Milk Street	The City basically sold this section of public street to the Developer of old Armory building. The Developer then gave the city a public easement over parts of the road and street.

Examples of Successful Implementations of Affordable Housing All Ready Implemented in Portland, ME

1. 1999 Good Neighbor Policy

- Portland assisted middle class citizens was with the “Good Neighbor” Policy back in 1999 on Munjoy Hill. This gave tax incentives to property owners who lived and/or renovated their property. This city effort revived Munjoy Hill which made it the popular place to live today.

2. 65 Munjoy Street

- 8 units on a former Adams School parking lot. The units can only be sold by the developer to purchasers qualifying as having an income no more than 120% of the area median income. AND when the purchasers (first AND subsequent) resell, for 90 years, they can only sell to purchasers who are also certified as having an income that is no more than 120% of the area median income. Within that constraint, the market dictates the resale price.

3. 83 Sherman Street – Old Sacred Heart School

- It was acquired by the City and sold following a RFP process to a developer to create 8 loft apartments in the individual classrooms plus individual studio spaces on the bottom floor for low and moderate income visual artists. The purchasers have to qualify as a person who makes a living from the visual arts (as judged according to detailed criteria, I believe by the Public Arts Committee) and as meeting the City's income and resource guidelines. There is a limited equity component, with only a portion of the equity going to the artist when the unit is sold, I believe consistent with the change in the Consume Price Index from time of purchase until time of sale.

Potential Solutions for Portland, ME's Affordable Housing Crises

1) Revise the Inclusionary Zoning-Ensure Workforce Housing Requirement

- On October 19, 2015, the City of Portland voted 7-2 to become one of the 200 and more communities in the United States to require a portion of the housing units in new developments to be affordable for the middle class.

<http://www.pressherald.com/2015/10/19/portland-council-approves-requirement-for-affordable-housing-units/>

- The criteria is the development has to be > 10 units, only 10% of Units are required to be “affordable housing” based on median income of 120% but any developer can be opt out with a fine of \$100,000/unit.
- This is clearly not an effective housing policy for the City of Portland because the majority of developers are opting out.
- **The City of Portland Maine should revise this policy and require that all new development should have at least 33% affordable housing based on a median income of 70% and a very substantial fine for wanting to opt out. This revised policy should also be retro-active back to when this policy was voted upon.**

Potential Solutions for Portland, ME's Affordable Housing Crises

Cont'd

2) Benchmark other Cities Affordable Housing Policies-

City Makes An Concentrated Effort to Focus on Affordable Housing Developers with getting Federal Grants:

A) Boston, MA Affordable Housing Initiatives

<http://www.dotnews.com/2017/dot-housing-starts-get-city-funding>

- Boston Mayor Martin Walsh on Tuesday 2/14/2017 announced funding for 10 affordable housing developments across Boston, a nearly \$22 million investment to preserve or produce 602 housing units. Dorchester and Mattapan projects account for half of these approvals, bolstering several longstanding large mixed-income developments.
- Preserving Boston's affordability is key to ensuring everyone who wants to live here can afford to do so, and I'm particularly pleased this funding will both preserve and add to our existing affordable housing stock," Walsh said. "This will help us continue to build a pipeline of affordable housing, and put us one step closer towards reaching the ambitious goals laid out in our housing plan."
- Funding for these and five other projects is facilitated by more than \$13 million from **the Department of Neighborhood Development (DND)**, and more than \$8 million of linkage funds awarded through **Boston's Neighborhood Housing Trust.**

Potential Solutions for Portland, ME's Affordable Housing Crises Cont'd

2) Benchmark other Cities Affordable Housing Policies

City Makes An Concentrated Effort to Focus on Affordable Housing
Developers with getting Federal Grants:

B) San Francisco, CA -Sponsoring pioneering initiatives
<http://sfmayor.org/housing>

- In 2012, Mayor Lee pushed for the landmark approval of the Housing Trust Fund which invested \$1.5 billion in affordable housing production and housing programs until 2042.

- In 2014, Mayor Lee pledged to construct 30,000 new and rehabilitated homes throughout the City by 2020, with half available to low, working and middle income San Franciscans.



Potential Solutions for Portland, ME's Affordable Housing Crises

Cont'd

2) Benchmark other Cities Affordable Housing Policies

City Makes An Concentrated Effort to Focus on Affordable Housing Developers with getting Federal Grants:

B) San Francisco, CA -Sponsoring pioneering initiatives (cont'd)

- . Continuing to expand San Francisco's homeownership downpayment loan programs, which helps recipients address the upfront hurdles of becoming a homeowner, and create more middle income homeownership opportunities, particularly on land under public control.

Mayor Lee had replenished the Teacher Next Door Loan Program, and working with outside partners to double downpayment loans for moderate income families in San Francisco.

He secured \$80 million of new revenue to help educators and middle-income residents who are paying rent or are buying their first home.

- Mayor Lee created a Teacher Housing Initiative in partnership with SFUSD, which will create affordable housing opportunities for over 500 teachers and educator households.

Potential Solutions for Portland, ME's Affordable Housing Crises

Cont'd

3) The City uses Non-Profit (REIT) Real Estate Investment Trust that builds Affordable Housing without Public Financing.

- Example: Housing Partnership Network

<http://www.housingpartnership.net/>

Housing Partnership Network member exchange

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Housing Partnership Network is a member-driven business collaborative of nearly 100 of the leading housing and community development nonprofits in the country. It was founded 20 years ago by a new breed of entrepreneurial nonprofit that combines social mission with private enterprise to develop solutions to the most challenging problems facing our country.

The HPN approach is based on members sharing best practices through **Peer Exchange** from which new ideas emerge for **Innovation** in the housing and community development sectors. The result is a platform of impactful **Social Enterprises** that inform our **Policy** recommendations and

HPN Headlines ...

HPET Announces a Transition in Leadership
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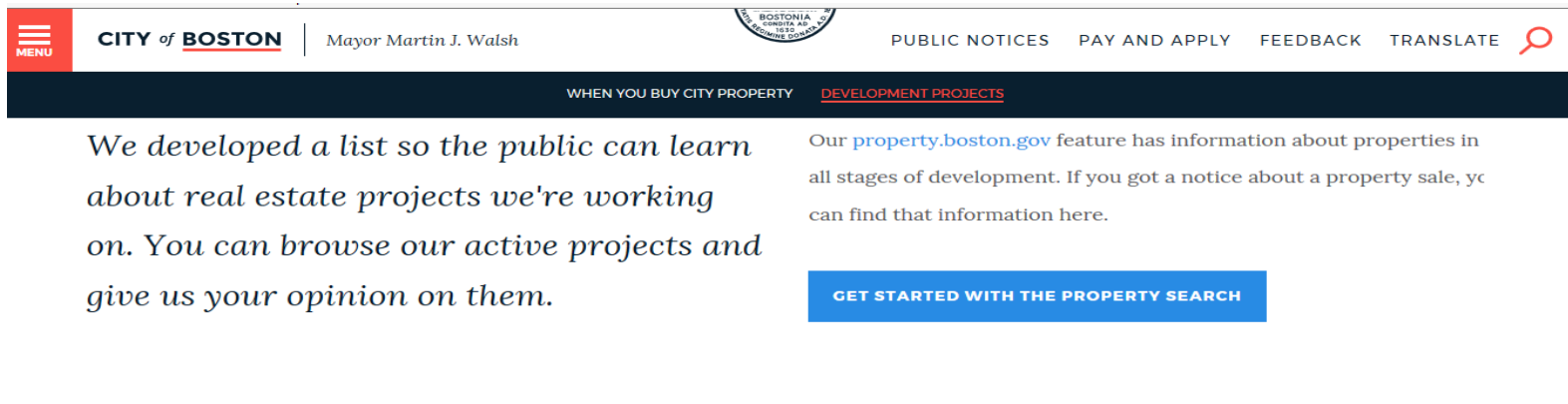
Industry Voice: Upping Our Expertise in Home-buyer Education

www.housingpartnership.net/

Potential Solutions for Portland, ME's Affordable Housing Crises Cont'd

4) City Promote Transparency of City-Owned Properties by Transparent Notification/Advertising for Getting Sustainable/Affordable Housing Proposals rather than “Selective” RFP (Request For Proposal) from Certain Realtors/Developers

A) Good Example of a city promoting transparency is Boston city government website:
<https://www.boston.gov/departments/neighborhood-development/how-we-sell-citys-land-and-buildings#development-projects>



B) City of Portland could put out a Design Challenge for Bayside not only for storm surge ideas that was made public last week but also for city-owned parcels of land that are for sale.

Potential Solutions for Portland, ME's Affordable Housing Crises

Cont'd

5) Example of Portland Residence's Vision of Re-establishing a Neighbor Center in Bayside

Comp Plan Snapshot Goals Relating to Bayside Development

Historic Resources

- Stabilize and enhance historic areas of the City by ensuring quality investment in existing structures and compatible infill development.
- Ensure an appropriate balance of continuity and change as Portland grows and evolves

Economy

- Value innovation and creativity as cornerstones of the local economy, and central to Portland's uniqueness and diversity.
- Invest in, attract, and retain human capital to support a growing economy.
- Respect that our unique quality of place is a key part of our current and future economic success.

Housing

- Increase, preserve, and modify the overall supply of housing City-wide to meet the needs, preferences and financial capabilities of all Portland households.
- Encourage additional contextually appropriate housing density in and proximate to neighborhood centers, concentrations of services, and transit nodes and corridors as a means of supporting complete neighborhoods.
- Pursue policies to enable people who work in Portland to have the option to live in Portland.
- Encourage quality, sustainable design in new housing development.

Transportation

- Promote multi-modal accessibility, enabling residents and visitors of all ages and abilities to participate fully in the social and economic life of the community.
- Support livability by improving the quality of life in neighborhoods and improving the public health of residents.

Potential Solutions for Portland, ME's Affordable Housing Crises Cont'd

5) Example of Portland Residence's Vision of Re-establishing a Neighbor Center in Bayside (cont'd)

Current Bayside View

Note: See Appendix Historical view of this area from 1914.



Bayside Vision of City Owned Property
Parris, Hanover, & Alder Streets / Portland, ME

Aerial / Existing
Blue Anchor Design

February 27, 2017

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Potential Solutions for Portland, ME's Affordable Housing Crises

Cont'd

5) Example of Portland Residence's Vision of Re-establishing a Neighbor Center in Bayside (cont'd)

After – Bayside Vision



Bayside Vision of City Owned Property
Parris, Hanover, & Alder Streets / Portland, ME

Aerial / Proposed
Blue Anchor Design

Potential Solutions for Portland, ME's Affordable Housing Crises

Cont'd

6) Examples of Inspiration from International Cities Revitalization of Abandoned Facilities.

A) Copenhagen, Denmark -

- <https://www.nytimes.com/2017/02/22/business/denmark-copenhagen-carbon-neutral-carlsberg.html>

Portland, ME City Government Next Steps Regarding Affordable Housing?

- 1) The affordability covenants and systems are in place. It would be relatively easy for the City to replicate on other infill development (if they have willing developers).
- 2) Work with the City of Portland Housing Committee these Affordable Housing Solutions and work in tandem with the City of Portland Economic Development Committee (EDC) to make it happen.
- 3) City of Portland makes an effort to revise the requirements for the Inclusionary Zoning “Ensure Housing Workforce” Policy.
- 4) City of Portland (EDC) and Housing Committee reach out to the Affordable Housing Developers shown in solution portion of this slide to request a RFP based on the Design Challenge.

- Boston Developer: *Hearth, Inc.*
- 5) City of Portland (EDC) reaches out to the entrepreneurial non-profit called *Housing Partnership Network* to request a RFP based on the Design Challenge.

Conclusion on Portland, ME Affordable Housing Crises

1. **The affordability covenants and systems are in place. It would be relatively easy for the City to replicate on other infill development (if they have willing developers).**
2. **These solutions should apply to ALL city owned property such as: the 7 West Bayside City Owned properties, parking lots, and the Thames Street gravel parking lot.**
3. **As shown in the Solutions section of this presentation, there are plenty of opportunities for the City of Portland to pursue and focus on affordable housing for the working class and middle class citizens.**
 - **How is it fair that a teacher has to buy her class school supplies but yet can't afford to live in Portland? This is not good for society.**
 - ***Developers are given “breaks” by the City of Portland, why can't the city also give “breaks” to the working/middle class?***
4. **At one time, the city of Portland worked for ALL income levels.. Not just the subsidized, not just the immigrants, and the rich but also the working and middle class. It has been proven time and time again, when the middle class is excluded or reduced, this reduces the vitality of a place.**
5. **It has also been proven time and time again that keeping an emphasis on ensuring affordable housing as well as local businesses thrive and are in neighborhoods, it provides more sustainability for all citizens.**

Other Issues and Further Implications

With More People moving into Portland, ME, this will Trigger Additional Issues besides Affordable Housing.....

1. **Retail Rental Space for Local entrepreneurial business** are being pushed out of the City of Portland to Westbrook.
2. **Revive the Portland, ME At One-Time Ordinance** that limited the amount of “chain” or box stores in Portland, ME to promote more neighborhood and locally owned stores.
 - This ordinance was almost immediately killed by the City Councilors in **2009**.
<http://ilsr.org/wp-content/uploads/files/images/portlandordinancesupport.pdf>
<http://www.theforecaster.net/task-force-rejects-portland-chain-store-restrictions/>
3. **Parking Congestion Issues...** Don't build parking garages. Force people to car pool, ride bikes, walk, bus, etc... In addition, revoke R6 zone ordinance that does not require any new developments to supply parking or the first 3 units.
4. **Climate Change** – How will the weather affect Portland? Acidification of the Bay affect the fisheries? Storm Surge Flooding of Back Cove?
5. **Greening The City** – City is getting hotter.. We need more trees to remove CO2 from the air and cool the temperature of buildings and asphalt.
6. **Banning Pesticides** – It is getting in everything... For example, Monsanto's Roundup is in the food chain and has been proven to cause cancer.
<http://www.ecowatch.com/monsanto-ordered-to-pay-46-5-million-in-pcb-lawsuit-in-rare-win-for-pl-1891143419.html>

Questions?



Appendix

Historical View of West Bayside Property from 1914 Richard's Atlas



Richards Atlas of Portland Maine 1914

Adler and Hanover St. Parcel

- 8 Building Lots
- 10 Structures

Hanover and Parris St. Parcel

- 24 Building Lots
- 47 Structures

Parris and Brattle St. Parcel

- 2 Building Lots
- 3 Structures

Kennebec Parcel

- 1 Building Lot
- 2 Structures

Note: Map content provided by Ian Jacob

Google Groups

Affordable Housing Ordinance Revisions

Quincy Hentzel <qhentzel@portlandregion.com>

Jun 22, 2017 2:34 PM

Posted in group: **Planning Board**

To Members of the Portland Planning Board:

On behalf of the Portland Regional Chamber of Commerce, I would like to add our support for the Affordable Housing Ordinance Revisions before you this evening. We all know one of the key challenges facing our city is the shortage of housing. Affordable housing is in even more demand. The increasing cost of housing options in our region, in large part, can be tied to supply and demand – and currently demand is high; supply is low. In an effort to help curb and ultimately reverse this trend, it is critical that our city add new housing units to keep housing costs down over time. The proposed amendments before you are designed to encourage further housing creation, particularly in the city's priority growth areas. The revisions allow for increasing density, dimensional, and height bonuses for affordable housing projects in certain zones. These bonuses should make affordable housing developers more competitive in terms of purchasing sites and securing public funding. By allowing density in the appropriate areas of our city such as along arterials, transportation corridors, and in our bustling downtown, Portland will be taking needed steps to increase our affordable housing supply to support those who choose to make this city their home.

Thank you for the opportunity to weigh in with our support for these proposed affordable housing ordinance revisions.

Sincerely,

Quincy Hentzel

Quincy H. Hentzel**Interim CEO**

Portland Regional Chamber of Commerce

443 Congress St., Portland, ME 04101

Phone: 207-772-2811 ext 231

Fax: 207-772-1179

qhentzel@portlandregion.com

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Additional signaturesRe: Comments Division 30 Affordable Housing proposed text amendments.

Zack Barowitz <zbarowitz@gmail.com>

Jun 20, 2017 4:53 PM

Posted in group: **Planning Board**

Jeff,
A few others signed on, please see below.
Thank you,
Zack

Dear Chair Boepple and Members of the Portland Planning Board,

We congratulate your staff for crafting the Division 30 Affordable Housing proposed text amendments. By creating incentives, these amendments are a great step toward addressing Portland's affordable housing crisis for the development of new, critically needed market rate, workforce and low-income housing.

At the same time, we strongly urge you to broaden the proposed amendments, by expanding the areas of the city where they will apply. This will create a more equitable development environment; result in more housing; and better align with the City's 2017 Comprehensive Plan. We need to encourage future investment and opportunities to grow our tax base, and population, citywide.

Furthermore, we ask that you consider the following recommendations:

1. As drafted, we believe the amendments are designed to address barriers identified by existing developers of affordable housing but are not as future-oriented as they should be and may not provide sufficient incentives to market-rate developers. For example, the 2017 Comprehensive Plan strategies include:

- Building along priority corridors;
- Creating incentives to spur transit-oriented, mixed use development along corridors and in areas that can support high quality transit; and
- Encouraging housing density in and near neighborhood centers, concentrations of services, and transit corridors as a way to support complete neighborhoods.

Incentives for transit-oriented, higher density housing for all incomes should be in place along *all* the major transit or priority corridors. These corridors include Brighton, Washington, Stevens, and Allen Avenues as well as Congress Street. Encouraging new mixed income and mixed use development off the peninsula and along major transit routes will provide economic opportunities and ensure future growth on currently underdeveloped land. We support the inclusion of the areas around Morrill's Corner and Warren Avenue as drafted, as well as the proposed no minimum parking requirement and maximum of one space per unit.

2. We further recommend applying these incentives to the R-6 zone. Population on the peninsula is decreasing. There are many areas in the R-6 that could benefit from density and height incentives that would keep the peninsula a healthy, mixed income area. We need more housing for a mix of incomes to remain a vibrant city center.

3. Although we also support the height and density bonuses as drafted. The height bonuses could even be increased with appropriate design guidelines. Height will be less problematic if the City takes steps to provide context sensitive development; preserve neighborhood scale, and promote sensitive transitions. We urge you to consider design guidelines, such as:

- Eliminating side setbacks where 3-4 story row house style developments yield desired density; and
- Encouraging architectural step-backs to ensure light and air.

4. Furthermore, to insure that families of three or more may have affordable options in projects of mostly market rate studio and one-bedroom units, we strongly recommend that the size (i.e., bedroom count) of workforce and affordable units be determined according to need and not merely commensurate with the rest of the project (with allowances for square footage).

We also suggest adding more clarity in the text to ensure that affordable units will be equal and equivalent to market rate units with regard to size and amenities. Density bonuses should not apply to projects where individual luxury units are disproportionately large - and affordable units are disproportionately small - in terms of total square footage of the project.

5. There appear to be no numerical goals for these incentives over the next 2, 3 or 5 years. The 2017 Comprehensive Plan requires the addition of metrics. We urge you to add a required annual report to track performance to these amendments. In order for the City to know if the incentives are successful it will need to know the number of projects; type of housing (rental, ownership) built; total units; and number of units by affordability level. Measuring and reporting on progress will let us all know whether these changes are having the desired effect or if they will need to be revised sooner rather than later.

6. Finally, it would help both policymakers and citizens, when evaluating these text amendments, to be able to see via a chart the current incomes, by household size, that will qualify for the affordable housing incentives including affordable rental rates and purchase prices and how those figures will be updated over time.

Adopting these amendments in an expanded geographic area would be a solid, albeit modest, step toward addressing Portland's critical need for additional affordable/workforce housing and an overall expansion of our housing stock to help meet the goals of the 2017 Comprehensive Plan.

Thank you for your consideration of these comments.

Sincerely,
Wendy Cherubini
Zack Barowitz
Markos Miller
Ana Lagunez
Ian Jacob
Clifford Tremblay
Steve Hirshorn
Joey Brunelle
Carol Morris
Damon Yakovleff

Gwvnn Williams

Will Watman
Carrie Watman

--

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Jennifer Munson <jmy@portlandmaine.gov>

Feedback Request from Planning Board Meeting on Chapter 30 Affordable Housing-6/22/2017

'Karen Snyder' via Planning and Urban Development <planning@portlandmaine.gov>

Fri, Jun 23, 2017 at 1:46 PM

Reply-To: Karen Snyder <karsny@yahoo.com>

To: Jeff Levine <jlevine@portlandmaine.gov>, Planning Board <planningboard@portlandmaine.gov>

Cc: Planning and Urban Development <planning@portlandmaine.gov>, Pa Ag <pagopian1@yahoo.com>, Joey Brunelle <joey.brunelle@gmail.com>, John O'Brien <obrien.john.david@gmail.com>, Steven Biel <stevenjonbiel@gmail.com>, Ian Jacob <iancasperjacob@gmail.com>, Eastbayside Info <info@eastbayside.org>, "Cynthia L. Cochran" <ccochran@maine.rr.com>, Douglas Martica <tica1529@gmail.com>, Barbara Vestal <vestal@chesterandvestal.com>, Belinda Ray <bsr@portlandmaine.gov>, Mary Casale <dirtgirl1@aol.com>, "Maggy W." <mwnola@gmail.com>

Good Afternoon Jeff and Planning Board Members,

I have a couple of requests/comments based on last night's Planning Board meeting regarding the Chapter 30 Affordable Housing Efforts.

1) Several of the public voiced last night that we were not notified of the Planning Department of public meeting held last Thursday (6/15/2017) regarding the Affordable Housing Division 30. Local residents were not either notified or the email notification was sent on the day of the meeting.

Per your comments last night, you said you would hold an additional meeting for the people that were not notified or the ones notified on the day of the meeting.

As such, I am requesting an additional meeting for the public regarding the Chapter 30 Affordable Housing Efforts with sufficient time be given and to use the standard email communication channel that you normally use for all other Planning board meetings and/or notifications.

2) The affordable housing issue in Portland is worse than I thought.

I was quite surprised to hear of the massive number of requests for Housing Vouchers that PHA (Portland Housing Authority) and Avesta reported last night. PHA stated they had over 7,000 and Avesta had 1,600 pending Housing voucher requests. This is a total of 8,600 pending housing voucher request for local residents because they can not afford to live in Portland any longer. This is almost 50% of the total rental units available to rent in Portland that are not affordable for local Portland residents.

3) Because of the extreme amount of housing voucher requests stated last night, while I appreciate the Planning Department is focused on Division 30 Affordable housing ordinance, I believe at the same time the Planning Department needs to make an effort in recommending changes to the current Inclusionary Workforce Housing Ordinance to make it more effective in order to make a dent in this 8,600 pending housing voucher requests.

- To provide a reason for revising the current Inclusionary Workforce Housing Ordinance, I am also requesting an analysis from your department as to how effective the current Inclusionary Workforce Housing Ordinance has so far been by providing the different number of development projects that are suppose to consider the Inclusionary Workforce Housing Ordinance, the number of affordable units created (or proposed) vs the overall total amount of units created (or proposed). Below is an example:

Project	Overall Total # Units Constructed or Proposed	# of Units Affordable Constructed or Proposed

123 Cookie Way	20	1
456 Monarch Lane	15	0
678 Bee Street	19	1

Even though you have not provided the above requested results yet from what I have currently seen in several proposed developments with the current Inclusionary Workforce Housing ordinance, I am estimating that the current ordinance is probably not that effective.

-For Portland, ME, to help reduce the 8,600 pending housing voucher requests, I would recommend increasing the current requirement for affordable housing from 10% to possibly 25-33% with no "out" clause. It will still be profitable for the developers.

-One example of this being the case, is that the 155 Sheridan developer still thinks it is profitable to build 19 condos instead of the 36 condos it originally was planned to build prior to the implementation of the new Ft. Sumner Park overlay ordinance. That is almost a 50% a reduction in condos and the developer still wants to build.

-Additionally, San Francisco Planning department recently changed their Inclusionary Workforce Housing Ordinance requiring all new development to have 18% affordable with no "out" clause. Developers are still building in San Francisco.

4) I am also requesting feedback to why the 7 West Bay side city owned properties are not considered for affordable housing opportunities? The city all ready owns this land.

-During PHA (Portland Housing Authority) Jay Waterman's presentation last night, it appears that the focused -on area for concentrated affordable housing again is only centered on Franklin arterial creating a highly concentrated high rise wind tunnel on Franklin arterial.

Other parts of the city need to also be considered for Affordable Housing such as the traffic corridor nodes and the 7 West Bay side properties that the city currently owns but wants to sell.

5) I think it was a mix reaction with the Planning Board but I truly believe that the affordable housing square footage should be the same as the non-affordable units. Why? Because more than likely the developers will ensure that if they do provide Affordable housing units, it will be dramatically smaller in foot print to the other units offered when in fact it needs to be larger with more bedrooms to promote more economic diversity such as a lower middle class family able to live there or restaurant workers sharing the unit so they can afford to live in Portland. Who would want to live in a shoe box closet size affordable unit if making a teacher's salary?

6) There were several additional public comments that R3 and R5 needs to be included in the Chapter 30 affordable housing and not just focused on Franklin Arterial in addition to also focus on the other traffic corridors that the public bus system covers.

In conclusion, I hope the Portland Planning Department incorporates last night's public comments when implementing or revising these affordable housing ordinances and to also consider the above suggestions. The recommendations for Chapter 30 Affordable Housing requirements need to be streamlined in conjunction with revising the Inclusionary Workforce Housing Ordinance because currently, I believe the current Inclusionary Workforce Housing ordinance is not that effective.

By streamlining and revising these Portland's affordable housing policies, it should reduce the 8,600 Portland Housing Authority/Avesta pending housing voucher requests made by local Portland residents this year.

Regards,
Karen Snyder
Munjoy Hill Resident

Chair Boepple and Planning Board members – comment on proposed changes to PRUDs

Planned Residential Unit Developments (PRUDs) by design have been very successful in accomplishing the goal of “promoting orderly development of low and moderate-income development” and “to promote an adequate supply of affordable housing” as is the goal for the proposed changes being suggested.

The city when creating PRUDs for off-peninsula R-3, R-5 and R-5A zones had the wisdom and foresight to recognize that there were opportunities for more housing on larger parcels that “shall respond to the physical qualities of a site and complement the scale, character and style of surrounding neighborhood”. The current standards for PRUDs have served the city and zoned neighborhoods well by allowing for higher density projects which meet the established purpose of those zones “to provide appropriate areas of the city for medium density development characterized by single-family and low-density multi-family dwellings on individual lots; to ensure the stability of established medium-density neighborhood by controlling residential conversions; and to provide for planned residential unit developments on substantially sized lots”.

There are wonderful examples of PRUDs such as Eben Hill off Presumpscot Street and others.

The **proposed changes** are not in keeping with the stated purpose of these off-peninsula neighborhood zones nor is it in keeping with the stated purpose of PRUDs. Rather it takes on the **characteristics of an R-6 and R-6A** compact lot development because of the dramatic reductions in density, height, setback and open space requirements. And there is an obvious omission of design standards related to bonuses.

It will impact very much every neighborhood off-peninsula! There has to be integrity to our zoning, and its stated purpose. Change is inevitable, however, unintended consequences must be taken into consideration in order to stem the rising frustration of residents who bought homes in neighborhoods with an expectation that any future development would complement existing established patterns of development.

And finally, if there are projects requesting dimensional bonuses for a PRUD, the rules should not be changed to accommodate such developments rather existing rules should be followed with scrutiny by planning and the Planning Board as to appropriateness for the physical site and compatibility in size and scale to neighboring properties as is the purpose of zoning and the established regulatory process.

Respectfully

Cheryl Leeman
37 Savoy Street
Portland, ME 04103
cal4161@yahoo.com

Current standards for PRUDs:

- 3,000 sf net area per unit
- maximum length of building 140 ft
- building setback of 25 ft for building length of 100 ft or less
or 35 ft for building length greater than 100 ft
- 300 sf for open space per unit
- all land owned in common (contiguous land area)

Proposed changes to PRUDs:

- 1,500 sf net area per unit
- NO maximum # of units or maximum length of buildings
- minimum setbacks reduced 10 ft
- 200 sf of open space per unit
- provision for 'contiguous' land area removed
- option to increase total permitted units by 25%

Examples — Existing PRUDs



Proposed





Jennifer Munson <jmy@portlandmaine.gov>

Fwd: PRUD Front Street Project

1 message

Tuck O'Brien <sgo@portlandmaine.gov>
To: Jennifer Munson <jmy@portlandmaine.gov>

Tue, Jun 27, 2017 at 8:21 PM

Well said!

----- Forwarded message -----

From: Tuck O'Brien <sgo@portlandmaine.gov>
Date: Tue, Jun 27, 2017 at 8:21 PM
Subject: Re: PRUD Front Street Project
To: Donna Warren <dwarren@maine.rr.com>, Justin Costa <jcosta@portlandmaine.gov>, <planningboard@portlandmaine.gov>

Well said!

On Tue, Jun 27, 2017 at 8:15 PM Donna Warren <dwarren@maine.rr.com> wrote:

To whom it may concern:

After the last meeting at the Prescumpscot School we were greatly disappointed that no matter how many concerns were expressed by us, and many others in the neighborhood, it appeared that "the dye was already cast" as relates to the increased population, parking issues, much more traffic, and the proposed modern design of the new buildings in an old established neighborhood such as ours. As we routinely travel on Front St., it has been so disturbing this year to see the total lack of maintenance of the grounds, with the grass having turned to a hay field before it was mowed, etc. We are greatly skeptical about the city doing a better job in the future with many more people living there, given the history. It appears that our hopes that there would be transparency by the City of Portland in the planning process, was in vain. Is it unrealistic to expect that reasonable consideration be given with regard to the input of the surrounding property owners, especially with respect to public safety in our congested neighborhood?

My husband and I, now retired senior citizens, are home owners one block from the present Front Street project, having purchased the property at 904 Baxter Blvd. over 25 years ago. Both dedicated working people, we bought the very small, greatly neglected and long time uninhabited abode, and poured our hard earned money into an addition and complete rehabilitation of the dwelling. Living here now since 1993, and continuing to work very hard, we both looked forward to retirement for many years to come, in our beloved home. More and more these days with the upcoming proposed changes in our very peaceful, small community of neighbors, and only retirement income, we wonder along with several others, if this is really where we want to be.

Please, won't you take our concerns, as mentioned above, into **SERIOUS** consideration and make the necessary corrections to insure the continued security and safety of ours, and many other property owners who will be greatly effected by your decisions.

We greatly appreciate any and all efforts on our behalf.

Burt and Donna Warren

Sincerely,

--
Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: [\(207\) 874-8724](tel:(207)874-8724)
Cell: [\(207\) 553-0255](tel:(207)553-0255)

--
Tuck O'Brien
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Google Groups

Affordable Housing - Div 30 Percentage Affordable: Units or Square footage

Zack Barowitz <zbarowitz@gmail.com>

Jul 7, 2017 6:06 AM

Posted in group: **Planning Board**

Chair Boepple, Member of the Planning Board, Honorable Mayor and Councilors:

I work as at a small residential property management firm where I am involved in all aspects of rental and condominium management. I field multiple calls a day for people looking for housing and routinely provide information for market surveys.

In reviewing the Division 30 affordable housing amendment, I was struck by some ambiguous and what appears to less then fully formed aspects of the document; especially those relating to the concept of "percentage affordable" which in the document refers to as the number of *units* - as opposed to percentage of square footage. It is my conclusion that the Planning Board strongly consider incorporating percentage square footage into the requirements.

This is manifest in the following ways:

- Firstly, the density bonus given for percentage affordable is somewhat ambiguous. Projects with 10% affordable get a small 10% density bonus, whereas projects that are 50% affordable get a 50% bonus. This may seem fair and equitable until one considers that the former example requires a minimum project size of ten units (to meet the 10% threshold) while the latter requires only two units. In addition to the affordable units, the table also calls for workforce units which makes the whole section rather confusing.

- Secondly, in not requiring a unit size minimum, an unscrupulous developer could take advantage of the density bonus and then turn around and build units so small that they would be affordable by virtue of their size, but otherwise market rate. For example, if there is a site where the current max square feet is 2,000 sq', a developer could take advantage of the bonus and a 3,200 sq' luxury unit and then tack on a tiny 180 sq' efficiency unit, thus fulfilling the 50% affordable requirement. In such an instance, the equitable approach is to make the units of equivalent size.

- Thirdly, it is not enough that affordable units be of (at least) equivalent size to the market rate units in the project; because such an approach would ignore the variations in demand across market sectors. For example, if the market is strong for projects comprised of "luxury" studio and one bedroom units, developers will (and are) catering to this segment for their multi-unit projects. However, it may be the case that affordable demand is highest for 2-or- 3- bedrooms affordable units; in which case the developer would not be able to address the affordable housing shortage in the segment (because a 3-bedroom unit cost more to build than a 1-bedroom) even though the affordable units are cheaper to build on a square foot basis (due to the lack of additional kitchens and bathrooms - i.e., a 3-bedroom cost less to build than three studio apartments). Such is the case in NYC where housing advocates clamor for multi-bedroom affordable units while the law prohibits it on the basis that the all units must be equivalent. The lack of affordable 3-bedroom units may be seen most dramatically in the loss of student population and loss of population to neighboring towns. Again, a percentage square footage allotment would better address this glitch.

Thank you for your attention to these concerns.

Zack Barowitz
Huntress Street, Portland

--

207-838-6120
917-696-5649
ZacharyBarowitz.com

To: Portland Planning Board Members via Barbara Barhydt
 From Cynthia Cochran, Vice President/Treasurer, East Bayside Neighborhood Organization
 Date: June 22, 2017
 Re: Proposed Amendments to Division 30 to support affordable housing in Portland

Dear Planning Board Members: Elizabeth Boepple, Sean Dundon, David Eaton, Brandon Mazer, Carol Morrisette, Maggie Stanley, and Lisa Whited,

I am greatly appreciative and supportive of the planning department's efforts to amend our City's zoning policies to provide greater incentives for development of affordable housing units in Portland. However, I am not fully supportive of the current proposed amendments for reasons I will try convey below.

The proposal is both too restrained, and, at the same time too broad in relation to the comprehensive plan goal of increasing density along the City's transit corridors. This results from the methodology applied, of selecting existing zones, mostly commercial/business zones, with two exceptions (i.e. the R-7 and R-P zones), one of them more notable than the other.

It is too restrained because the zones selected do not exist along the vast majority of the land areas defined in the City's comprehensive plan as priority transit corridors. Attachment H, the map showing the eligible zones overlaid by the comprehensive plans priority nodes and corridors, illustrates this fact quite well. The only transit corridor significantly impacted by this proposal, off-peninsula, is Forest Avenue. Even there, the incentives have been scaled back, since the May 9, 2017 planning board workshop, by the newly proposed 15 feet limit to the height bonus for the B-1 zone, which represents more than 50% of the zoning along this transit route. This height limit has also been newly applied to the R-P zone, which in combination with the B-1 zone height cap, effectively reduces these incentives for, almost all, off-peninsula affected areas. Since the B-1, B-1b, B-2, B-2b, and B-2c zones already include a lower density maximum for off peninsula parcels, the impact of this proposal off peninsula is quite limited, relative to its impact on the peninsula. Therefore, this proposal is not strongly supportive of the comprehensive plan's transportation strategy to invest in public transit: "Create incentives to spur transit-oriented, mixed use development along corridors and in areas that can support high quality transit service?" (comp plan page 76). Throughout the development of the City's new comprehensive plan, there was such a large consensus of public support for the "increase density along transit corridors" policy statement that I simply do not understand why this proposed amendment cannot be bolder in the application of these affordable housing incentives to properties located along the off-peninsula portions of the City's major transit corridors.

However, this proposal is also overly broad because some areas included within the selected zones are not located along the priority transit corridors, and would allow for heights that are not "contextually-appropriate" (comp plan goal, page 50). Examples in the East Bayside neighborhood include: the B-5 zone located along Anderson Street, with a single parcel on Fox

Street, as well as the isolated, single R-7 parcels discussed in Attachment E: R-7 Zones Memo. Also, in light of the 15 foot height-cap consideration given to B-1 and R-P zones, it seems pointedly insensitive to R-6 zone residents of Hammond, Winthrop, Monroe, Cleeve, and the eastern end of Oxford Street to allow the full 25 feet bonus to the B-2b zone along the western side of Washington Avenue. With both this, and the B-5 zone previously described, the R-6 zone residents of Hammond Street could potentially find their street-scape environment of, mostly, single-family, 2-3 unit housing structures sandwiched between 75 foot buildings on Anderson Street and Washington Avenue. It's important to note here that over the past few years, as parcels change hands on Hammond, Fox, and Winthrop Streets in East Bayside, the new owners are choosing to either renovate the current housing stock or to tear down and rebuild single family homes. This is quite likely not just a short-term/ personal use decision, but a wise, long-term investment decision that acknowledges the diminishing stock of single-family homes on the peninsula.

It is also necessary to address the inclusion of the R-7 zone in this proposal. It is my assessment that the R-7 zone has been included primarily to support the Portland Housing Authorities' plans for a 70 foot or taller project, located at 58 Boyd Street, along Franklin Street, as well as, the future development of their other R-7 zoned properties nearby. These PHA-owned properties may be the only R-7 parcels that make sense to include in this proposal because they are 1) located along a major transit route; 2) located along an outer edge of a residential neighborhood; 3) already owned by an affordable housing developer; and 4) bordered by other PHA owned properties. However, it is my very strong opinion, based on intentions, goals, and strategies contained in the City's comprehensive plan, as well as my personal experience of being a resident of East Bayside for more than 17 years, that this proposal is not the best, or even the appropriate vehicle for implementing these incentives for these R-7 properties. Please allow me to explain why.

First, it is important that all current planning board members know that the current text amendment proposal is the 2nd time, in roughly 3 years, that planning department staff has formulated a broad zoning policy change around a Portland Housing Authority project in East Bayside. In the spring of 2014, the planning department proposed to rezone the entire R-6 zone in East Bayside to R-7, in connection with PHA's request for greater zoning flexibility for its Bayside Anchor project, located at 81 East Oxford Street. After much push-back from residents, letters to, and coverage by, the Portland Press Herald, and support from other neighborhood association leaders, this overly broad rezoning effort was scaled back to include only those contiguous parcels along Franklin, Boyd, and Mayo Streets that you see outlined on the map in Attachment E: R-7 Zones Memo. This past effort created much tension between East Bayside residents and our valued neighbor, and largest East Bayside residential property owner, the Portland Housing Authority.

It is also important to note that the East Bayside Neighborhood Organization (EBNO) was, and is, completely supportive of the zoning flexibility sought by PHA for its Bayside Anchor project, and for its current 58 Boyd Street project. Over a year ago, on March 15, 2016, Mark Adelson and Jay Waterman presented their 58 Boyd Street project to EBNO board and general

members, and provided a very brief introduction to their overall strategic visioning process for their other properties. However, they did not provide to EBNO board, or general members, at that meeting, nor at any of numerous subsequent meetings, the entire “Strategic Vision Plan of Major Properties for the Portland Housing Authority” report, dated December 2015. I first located this document on the City’s [“Affordable Housing Development” web page](#) after Jeff Levine directed planning board members to look at these web pages for answers to some questions that arose at the May 9th planning board workshop about this housing policy text amendment.

On page 39 of this report (attached), there is an illustration of PHA’s plans for adding over 500 new units to PHA’s East Bayside properties. A reader of this report *should* be able to assume that these unit estimates are based upon the zoning ordinance requirements in place at the time of the issuance of the report (although that does not seem to be the case for the 58 Boyd Street property), and also *should* be able to assume that if this text amendment is approved, as currently proposed, these unit estimates pertaining to the R-7 parcels will increase accordingly. Please know that I am not, necessarily, expressing opposition to applying these incentives to these specific PHA properties. However, I am expressing great concerns about the lack of communication and public engagement, both from the City planning department staff, and from the Portland Housing Authority staff, with East Bayside residents, and their neighborhood organization, in relation to plans for this text amendment and the impact of PHA’s strategic vision for its East Bayside properties. So, once again, policy proposal decisions by planning department staff have created an unnecessary, and unproductive, tension between important East Bayside stakeholders.

Second, these decisions do not support, but instead, undermine, the following comprehensive plan strategies:

Housing Strategy 6: Explore New Tools (page 52)

- Develop additional resources for neighborhood associations and citizen planners, such as neighborhood planning toolkits and processes to enhance communication between neighborhood groups and City staff, to enrich community input.

Housing Strategy 9: Adapt Affordable Housing (page 53)

- Assess the capacity of existing affordable housing developments, many of which were built over four decades ago, to adapt to current best practices, by improving energy efficiency and physical and social connections to surrounding neighborhoods.
- Pursue new opportunities for increased energy efficiency, increased densities, mixed incomes, and greater connectivity to surrounding neighborhoods.

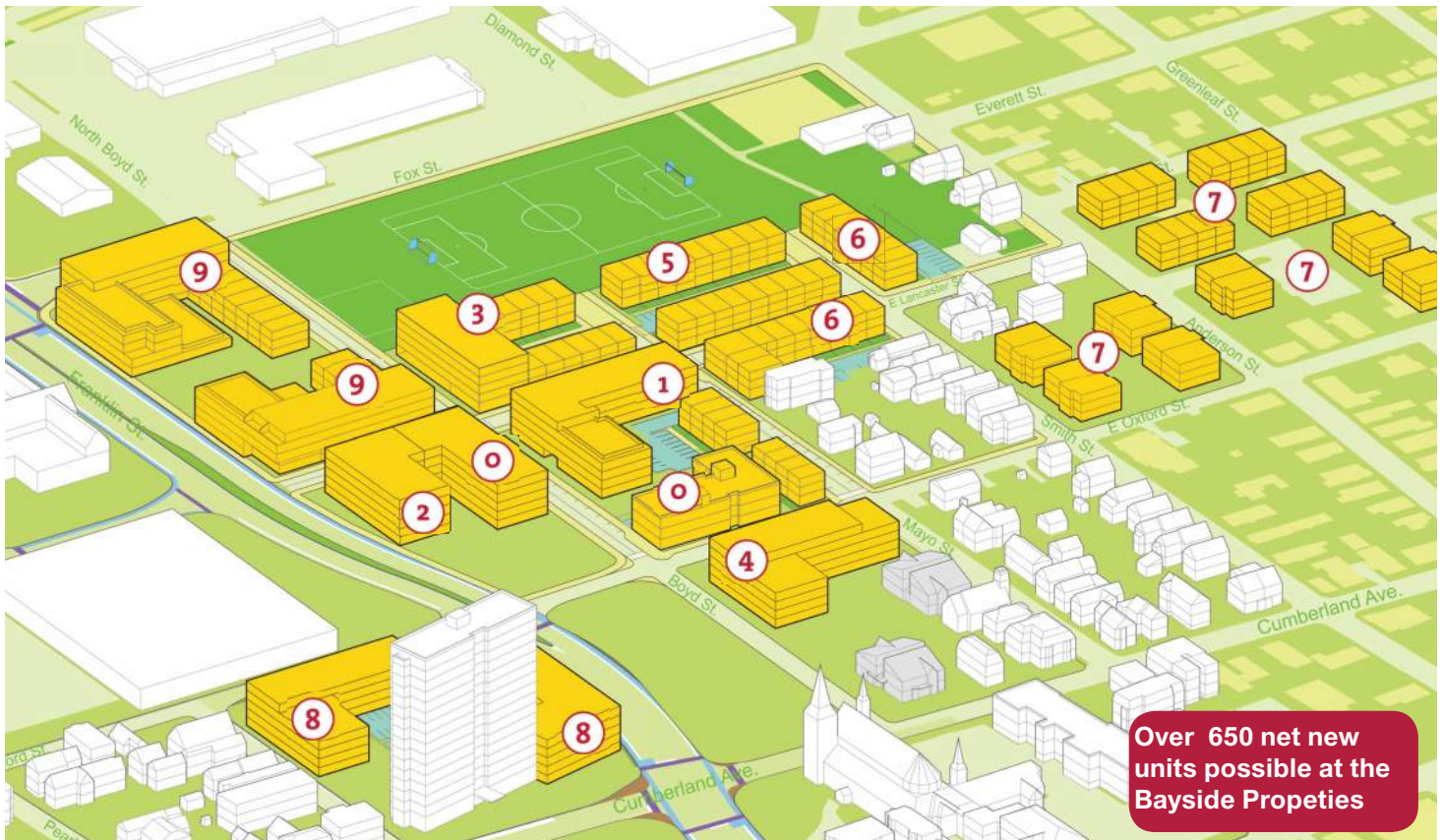
The East Bayside neighborhood is identified as a priority node for **EVALUATION** in the comprehensive plan. This evaluation would be more positive and productive if all stakeholders were engaged and involved in related planning proposals. In particular, in relation to the matter at hand: instead of rushing this proposed text amendment through, and quickly, out of the Housing Committee, and then scheduling the planning board hearing for next Tuesday, only

three workdays from now, and the City Council workshop on July 10, along with an amazingly full agenda, it would be more appropriate to actually conduct “robust public outreach” about this proposal, as the Housing Committee instructed.

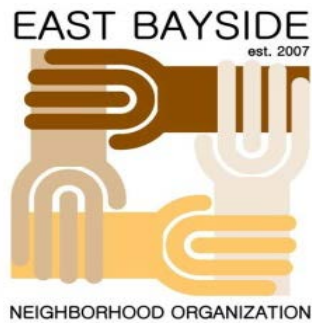
In summary, here are my requests:

- That the planning board public hearing and the City Council workshop on this proposal be rescheduled to allow time for further public outreach and education about this proposal and its impacts on City neighborhoods;
- That the planning board and staff consider possibilities and methods for extending these incentives to more off-peninsula properties, located along the major transit corridors, to better support the City’s comprehensive plan goals related to public transit.
- That the planning board and staff consider fine-tuning the affected, on-peninsula areas within the selected zones, to give more appropriate consideration and equitable sensitivity to the possible impacts on adjacent residential zone property owners; such as eliminating specific areas and extending the 156 foot height cap to the B-2 and B-2b zones, at least on-peninsula
- That communication, public outreach, and neighborhood planning be elevated to priority status, and policy be developed to support this going forward. Please recall the comprehensive plan comments submitted by EBNO’s board members related to this communication issue (see attached).

Conceptual Build out



- | | | |
|--|---|---|
| <p>0 Bayside Anchor, under construction
2016 - 45 units</p> <p>0 58 Boyd, under development
2017 - 48 units</p> <p>1 55 Boyd St.
2018 - 55 units</p> <p>2 58 Boyd, Phase 2
2019 - 48 units</p> | <p>3 "Boyd + Lancaster"
2021 - 60 units</p> <p>4 "Mayo + Oxford"
2022 - 50 units</p> <p>5 Mayo + Lancaster
2023 - 54 units</p> <p>6 56 Mayo
2024 - 30 units</p> | <p>7 Anderson Townhomes
2025 - 111 units</p> <p>8 Franklin Mid-rise
160 units</p> <p>9 "Franklin + Fox"
121 units</p> |
|--|---|---|



Mission: EBNO works in East Bayside to create and maintain a safe neighborhood; help all community members to thrive; ensure East Bayside is represented in city matters; and create a sense of community while preserving and respecting diversity.

To: Portland's Mayor and City Councilors
CC: Portland's City Manager and Comprehensive Plan Project Team
RE: City Council workshop review of proposed comprehensive plan
Date: Monday, May 22, 2017

At the Monday, May 22nd workshop, City Council will review the City's comprehensive plan document as recommended by the City's Planning Board. This plan has been a challenging, long-term project of the City's Department of Planning and Urban Development. We commend the Department for their efforts, and extend our deep appreciation to the members of the project team. They brought together a beautifully designed, well-written overview with detailed background information, and implementation time-lines. The combination resulted in a plan, which strives to integrate aspirational vision with sector-focused policy guides. As such, it will function as an invaluable resource in support of Portland's planning and policy-making, as well as, an uplifting expression of the City's vision of itself, for both current and future citizens.

However, we believe there is still one extremely important policy area missing; one that impacts and underlies all other policy areas. "Communications," both internal and external, are likely to determine the success or failure of the City's attempts to implement its visions, goals, and objectives. The lack of a clear communications policy, which can be known and relied upon by City stakeholders, contributes to a climate of mistrust, and increases the possibility that processes, undertaken in good faith, will fail or be misunderstood.

From previous communications, the EBNO board understands that the project team and Planning Board members believe that various statements related to Communications, which are scattered throughout the plan, are sufficient (see attached list).

We strongly disagree with that assessment. We most certainly appreciate these statements that describe the City's recognition of the value of open government, transparency, and public engagement, and the City's aspirations towards these goals. However, these statements are dispersed throughout the document, always in the context of other policy areas. They do not demonstrate the level of commitment, planned investment, or contextual information as do the policy guides.

In specific, these statements **do not provide:**

- A “snapshot” summary of the City’s historic communications policies and information infrastructure
- Information about recent and ongoing initiatives
- Identified goals, future strategies, or an implementation time-line for those strategies.

We believe that the absence of a Communications policy guide could be interpreted as an absence of genuine commitment to the above-mentioned values.

In summary, we believe that clearly defined, publicly understood communications policies are integral and essential to furthering the City’s vision and goals. As a group, the EBNO Board urges you to strongly consider the inclusion of a “Communications” policy guide in this plan.

Thank you for consideration of our comments and concerns.

East Bayside Neighborhood Organization Board:

Ellen Bailey, President

Cynthia Cochran, Vice-President/Treasurer

Mark Noyes, Secretary

Alex Lehn

Kathleen McKeon

Christian Prasch

Toby Rzepka

Edie Woodward

Comprehensive Plan Statements (Provided by Planning Staff)

Re: Communications, Public Engagement, Transparency and Open Governance

Diverse forums for community engagement will remain essential to a strong civil society. (Vision Statement, p. 6)

We believe a key component of security is a transparent and accessible government. (Vision Statement, p. 6)

Because there is no one technique that engages all schedules, strengths, interests or needs, continued engagement, varied in methods and venues, that seeks to include as diverse a cross section of the community as possible, is essential to carry out the vision of this plan. Robust community engagement with neighborhood organizations, stakeholder groups, and the entire community is integral to implementation of the plan. (Community Engagement, p. 10)

New neighborhood plans should seek to advance the goals of Portland's Plan as specifically tailored to the context and unique qualities of the neighborhood they pertain to. The City will continue to engage in neighborhood planning and communication, as well as develop additional resources, tools and processes to enable citizen planners, neighborhood organizations, and coalitions to contribute to or develop appropriate plans. (Putting Portland's Plan to Work, p. 13)

Develop additional resources for neighborhood associations and citizen planners, such as neighborhood planning toolkits and processes to enhance communication between neighborhood groups and City staff, to enrich community input. (Housing, p. 52)

Engage the community in bringing arts and culture to the open space network. (Recreation & Open Space, p. 59)

Ensure transparency and access to City services and facilities for all residents. (Facilities & Services, p. 65)

Operate City facilities and services in an efficient and effective manner that is responsive to all segments of the community. (Facilities & Services, p. 65)

Provide services that integrate new residents into civic and community life. (Facilities & Services, p. 65)

Strengthen protocols for translation and interpretation services. (Facilities & Services, p. 65)

67 Ray Street
Portland, Maine
04103

July 7, 2017

Dear Chair Boepple and Members of the Portland Planning Board,

As I understand it, the Housing Committee and the Council are considering increasing housing density and affordability along the Forest Avenue transit corridor to address elements of the city's Comprehensive Plan. However, there is clearly so much potential—and need—for intelligently designed and thoughtfully implemented mixed-use development in *all* major transit corridors; **it is my hope the Council will vote in favor of the changes to the proposed Division 30 amendments.**

I write as a Portland public high school teacher and a resident of the area northeast of Washington Avenue between East and North Deering. Tucked away in this stretch of several blocks are small single family homes, early 20th century triple deckers, the 150 affordable housing units managed by PHA called Washington Gardens and the Tamarlane development, and the 50 units comprising the Front Street development. Between Veranda Street and the end of Washington where it intersects Allen Ave. there is only a smattering of businesses on Washington serving this diverse community—most near the intersections of Veranda, Ocean, and Allen avenues. Aside from Anania's and Botto's, none of these businesses offers food or other services that address one's daily needs.

Clearly, Washington Avenue is among the transit corridors that could benefit from the proposed amendments to Div 30, significantly improving our quality of life while simultaneously providing much needed housing options for both workforce and low-income renters. The proposed changes in setback limitations and density incentives make sense, if applied with sensitivity to each neighborhood's needs.

The creation of more affordable and mixed-use development along Washington Ave and other Portland transit corridors off the peninsula such as Brighton, Warren and Stevens Avenues would allow locally owned businesses to thrive, provide services where they are needed, and counteract the exodus of Portland taxpayers to Windham, Westbrook, Gorham, and South Portland where affordable housing is currently much more accessible.

Increased mixed-use development along these transit corridors will necessarily lead to improvements in public transit; this would have the twin advantages of reducing the number of commuters from outside the city while broadening our tax base.

Portland is struggling to define itself as luxury condos and expensive eateries alter the tenor of the city and change our demographics. Broadening the scope of the Div 30 amendments as proposed will help maintain Portland's diversity while also encouraging the creation of small, locally owned businesses, keeping Portlanders, like myself, in Portland. Please vote to adopt the proposed changes to the Div 30 amendments.

Respectfully,
Sarah Shmitt



Monday, July 10, 2017

Chair Boepple and Members of the Planning Board
City of Portland
389 Congress Street
Portland, ME 04101

Re: Proposed Text Amendments to Division 30. *Affordable Housing*

Greater Portland Landmarks urges the Board to approve the proposed Division 30 Affordable Housing text amendments including the added maximum structure height of 50 feet within 750 feet of the Portland Observatory. The Observatory is a National Historic Landmark and its significance is derived from the long distance views from its lantern deck.

As we testified in June, expanding the height to 60-feet in the B1 Zone, with a potential for rooftop projections of another 9-12 feet would potentially allow for buildings higher than the lantern deck on the Observatory. In addition, some of the parcels within the B1 Zone are uphill from the Observatory and new buildings could potentially be as high or higher than the Observatory's overall height. This additional height would have an adverse effect on Portland's signature landmark. We thank the staff for responding to our comments and we encourage the board to approve their proposed change.

Greater Portland Landmarks supports the proposed text amendments in all other zones proposed in the text amendments. As stated in Deb Andrews' memo of June 8th, 2017 the only historic district that would be impacted is a section of the Congress Street Historic District. The Congress Street Historic District is characterized by a variety of building heights and masses. Because of this variety, new construction utilizing the proposed height incentives would have a minimal visual impact on the character of the historic district.

Thank you for considering our views.

Julie Ann Larry
Director of Advocacy

To: Portland Planning Board Members
From Cynthia Cochran, Vice President/Treasurer, East Bayside Neighborhood Organization
Date: July 11, 2017
Re: Proposed Amendments to Division 30 to support affordable housing in Portland

Dear Planning Board Members: Elizabeth Boepple, Sean Dundon, David Eaton, Brandon Mazer, Carol Morrisette, Maggie Stanley, and Lisa Whited,

I hope you will consider the following suggestions in your deliberations regarding this proposal.

Possible Alternative/Additional Methods to Consider

To better target the transit corridors, consider creating a “Transit Corridor Overlay Zone” (i.e. TCOZ #1, #2, and #3 zones, with differing bonuses in relation to abutting zones). Provide a definition for, and determination of the characteristics of a “transit corridor,” and how, and when this designation will be applied going forward.

Consider also, the possibility of rezoning to B-1 or B-1b, the underlying zones that would be designated as “Transit Corridor Overlay Zones.”

Division 30 proposal additions:

Additional conditions, related to massing and scale compatibility with any abutting residential zone housing units should be included for planning board approval of the 25 foot bonus. Just meeting the 75% affordable units criteria, by itself, should not automatically qualify a project for this 25 foot bonus. Additional review should be required to assess the existing site conditions and the project’s impact on the affected residential neighborhood. If the ordinance does not contain this additional criteria, the Level III site plan review cannot be relied upon to incorporate public input about this important matter. (Please see attached illustration as an example of a 25 ft. increase in height).

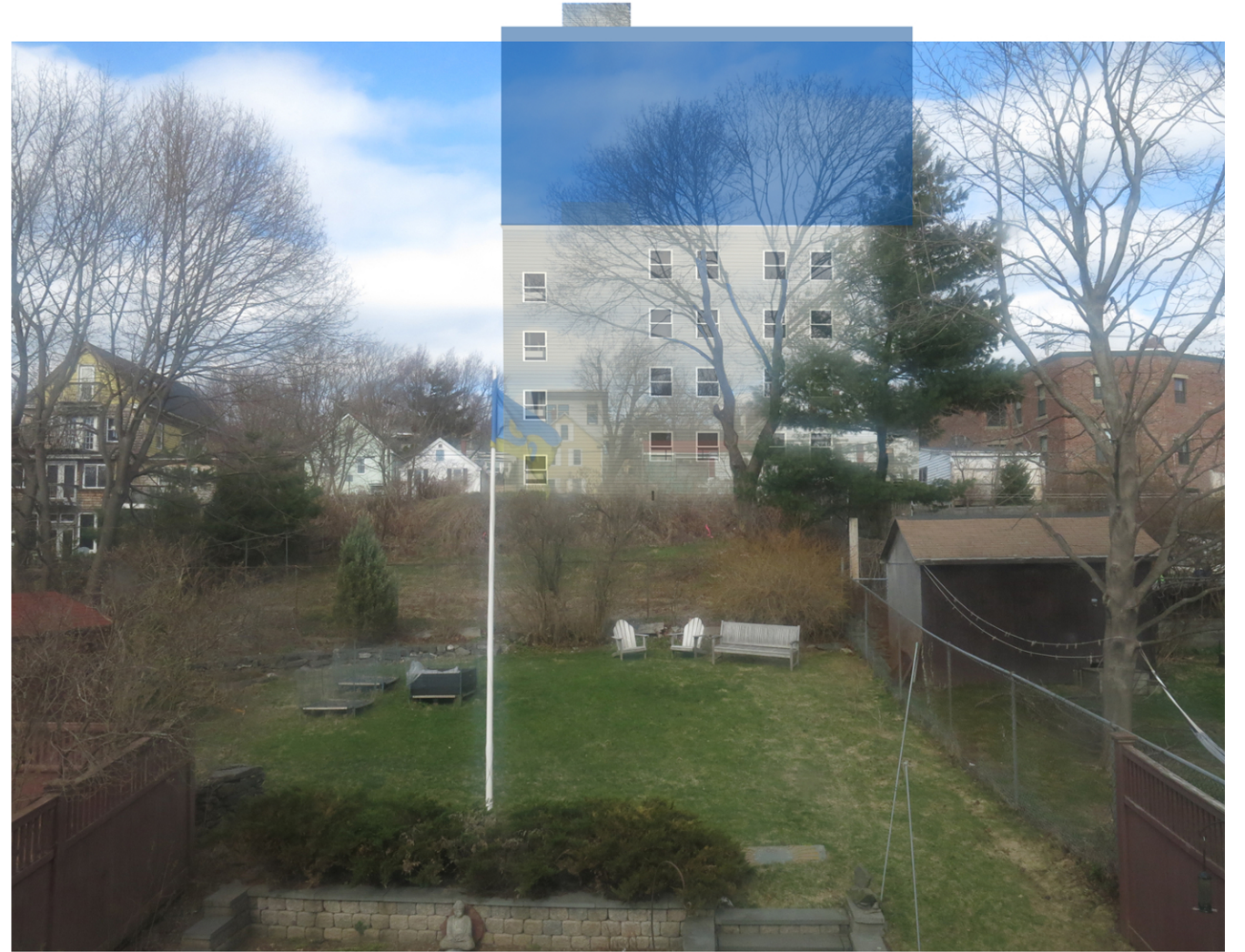
A statement should be included in this amendment stating that these height, density, and set-back bonuses for affordable housing developments will not be utilized as a precedent to allow similar heights, density, and set-back bonuses for developments of any other type (i.e. commercial business, office buildings, and market-rate/luxury housing, etc.)

Data Metrics should include the AMI% levels of all existing and future affordable housing units. This data should be collected for the current affordable housing unit stock, and collected on all new units going forward.

Thank you for your thoughtful consideration of these comments.



Avesta's Thomas Heights - 134 Washington Avenue
Building height from street level - 43 feet



Avesta's Thomas Heights - 134 Washington Avenue
Building height from street level - 75 feet

June 22, 2017

Testimony of Amy Gallant, AARP Maine Advocacy Director, in support of the proposed amendments to Division 30 to support the creation of affordable housing in Portland.

Good afternoon members of the City of Portland Planning Board. My name is Amy Gallant and I am the Advocacy Director for AARP in Maine, representing more than 230,000 members 50+ statewide. AARP is a non-profit, non-partisan member organization representing the interests of 50+ Mainers and their families.

As you know, Maine is the oldest state in the nation with among the oldest housing stock in the nation. Mainers want to remain in their homes as they grow older. Many existing homes, however, have structural barriers that make it difficult for older adults and people with physical limitations to stay safe and well in their homes. Still others struggle with the rent, mortgage, and property taxes, heating expenses, necessary repairs and other housing costs that make staying home cost prohibitive.

Older adults and millennials alike are moving to communities just like Portland. The cost of housing is simply too high for many older Mainers on a low, fixed income. Very few affordable housing developments for older Mainers have been built in Portland in recent years. As HUD diminishes its role in creating affordable housing for all ages, including older renters and home-owners, it is timely for Age-Friendly Communities such as Portland to evaluate current policies and address the creation of affordable housing.

A 2014 AARP survey of 50+ Mainers found that:

- 79% of Mainers 50+ say it is extremely or very important to remain in their home or community.
- Nearly three-quarters of Maine registered voters age 50 and older think funding services that enable seniors to remain in their homes for as long as possible should be a top or high priority for elected officials in the state.
- Nearly seven out of ten think it should be a top or high priority for Maine elected officials to support age-friendly communities by funding services, programs, or infrastructure changes that enable residents to age in place.

For these reasons, AARP Maine supports the proposed amendments to Division 30 to support the creation of affordable housing in Portland. Given the increase in housing costs in Portland, and given that seniors often live on fixed incomes, it is critical that the City take action to address the impediments to building affordable housing. The amendments to Division 30 seem thoughtfully crafted to address the issues that affordable housing developers have identified. However, we are concerned with Section 4 that requires an extra public meeting for

affordable housing developments but no other. Public input is an integral part of any development proposal, but requiring an additional meeting for affordable housing and not all developments is unfair and unnecessary.

AARP urges the Planning Board to keep the needs of those members of the community who are in desperate need of affordable housing in the forefront of their minds as you consider these proposed amendments.

Thank you,

Amy Gallant

AARP Maine Advocacy Director

AGallant@aarp.org / 207-776-6303

Google Groups

Proposed Division 30 amendments

Bree LaCasse <bree@chomhousing.org>

Jul 11, 2017 6:57 PM

Posted in group: **Planning Board**

Dear Members of the Planning Board –

I am writing to urge you to approve the proposed Division 30 amendments developed by city staff. As you are well aware, Portland is facing both an affordability and housing shortage crisis. The current land use ordinance has proven insufficient to address these challenging issues. The proposed amendments will help incentivize much needed quality workforce housing throughout Portland.

The need for quality affordable housing across the State of Maine makes the application process to receive state and federal subsidy highly competitive. In fact, less than 1/3 of applications for state tax credits are awarded each year. Two important scoring components are total cost per unit and application readiness. By comparison to other cities and towns where Community Housing of Maine (CHOM) has developed, Portland's permitting and approval process is longer and more expensive. While this is understandable given the fact that Portland is Maine's largest city, the time and cost of developing affordable housing in Portland can make applications less competitive for state and federal funding. The amendments to increase density and limit set-back requirements will make projects more cost effective and, therefore, more competitive in the tax credit application.

CHOM believes in a robust public process and always meets with neighbors early on in the planning process to discuss our proposed projects and to listen to and address any concerns neighbors may have. We want our projects to serve our communities, and the best way to do so is by ensuring the project meets the needs and aspirations of the neighborhood. However, applying additional process requirements only to affordable housing developments, as the proposed provision No. 4 does, and not for all development projects occurring throughout our city, puts affordable housing at a disadvantage. We would encourage the City to address the need for a more robust public process fairly by instead amending the city code for all site plan applications.

CHOM has two tax credit properties and one planned conversion in Portland with a combined 269 units. All three properties have substantial waitlists, together totaling 505 households. We know that other affordable housing developers in the city have similarly long waitlists.

A predictable process that allows for smart in-fill development and increased density is needed to adequately address the affordability and housing shortage challenges currently facing our city.

Thank you for your service to Portland and your consideration of the proposed Division 30 amendments.

Sincerely,
Bree

Bree LaCasse
Development Officer
Community Housing of Maine

One City Center, 4th Floor

Portland, ME 04101

F: (207) 879-0348

[Website](#) | [Facebook](#) | [Twitter](#)

P: (207) 879-0347

Creating Homes and Inclusive Communities for more than 20 Years



July 11, 2017

Good Evening members of the City of Portland Planning Board.

My name is Dee Clarke. I am an advocate with Homeless Voices for Justice.

Being an advocate on matters of poverty and homelessness does not make me an expert or even that knowledgeable about zoning policies, or density policies.

But it has made me quite knowledgeable about my community and the leaders in my community.

For over 18 years of advocacy I have seen many councilors come and go. I've watched as downtown Portland turned into an arts district, and ywca close its doors, I've watched Congress st businesses come and go as coffee shops pop up on every corner.

I've seen Dearing oaks go through it's few renovations.

For years I've watched councilors let of the hook when they promised that everyone in need of a shelter will always have a place to sleep "via a shelter bed"; **BUT** never a promise to meet the need of a home/an apt. I've seen two 5-year plans come and go and in one now.

Watched One comprehensive plan after the other. ALL WHILE WATCHING HOMELESSNESS GROW. IN THE PAST 10 YEARS I'VE WITNESSED THE SEGRAGATION OF THE PORTLAND.

AND FOR 6 YEARS WITNESSED THE NEGLECT OF THE CITY COUNCILORS- MAYORS- AND MANAGERS DO LITTLE- TO -NOTHING ABOUT THE OVER- DEVELOPMENT- OF LUXUARY APTS - AND CONDO'S WHILE KNOWING THERE WAS A HOUSING SHORTAGE IN PORTLAND **FOR THE WORKING LOW INCOME RENTER AND THE "WORKFORCE" RENTER...**(side note....workforce housing means have an income rather it's money from employment or from assistance. **Workforce housing apt. complexes only includes a small number of rents that are not at market rate.**

And most folks on aid can only access a unit within a workforce housing apt complex if they have a voucher. Workforce housing is great and works for the middle low-income renter. Rents are from 1000. And up for a one bedroom. A renter would need at the least 10/hr and never get sick. And probably need a roommate to be able to rent that a one bedroom.)

Mayor Strimling and City councilors; you had a chance to take a stand and address the **lack of decent low-income rents** by creating *a more* balanced plan.

A plan that allows for low income renters who are getting by paying their rent even when doing without other basic needs; to stay in their apt and not be thrown into homelessness under “no cause evictions. YOU ALL DID NOTHING. No-cause evictions are not new.

However, the mass no cause evictions that brought myself and hvj to several meetings with the mayor and city’s lawyer to work together to quickly put an end to mass evictions ***only was met with “we’re in this together” AND ANOTHER MEETING, WE’R IN THIS TOGETHER LETS SCHEDULE OUR NEXT MEETING*** and NO ACTUALL ACTION while more and more people over the course of 18 months were evicted.

Not one of you city councilors or the mayor or the city manager did a thing. Just held meetings and wrote plans all while people were out on the streets; at least 200 folks in that time frame of asking the city to put a stop to no cause evictions.

I hope these zoning changes will TRULY encourage more REAL affordable housing; inclusive of lower medium incomes, to be developed on the peninsula to resist and push against the systemic racism that rules Portland again and again. Do NOT push lower income folks, folks of color out of the downtown east and west ends and push us out of sight.

Because that is who is always being pushed out. The lowest of income folks. Some with incomes from disability, both physical and mental. People in their 50’s 60’s and single families,

AND WHO ARE THOSE GETTING TO STAY IN TOWN PORTLAND EAST END WEST END? PEOPLE WHO CAN AFFORD LUXUARY APTS., PORTLAND IS BECOMING WHITE CITY, A CITY FOR UPWARDLY MOBILE ENTREPRENEURS, BUSINESS OWNERS, HIGHER EDUCATED HIGHER WAGE/INCOMES.

HVJ SUPPORTS ZONING THAT WILL MAKE PORTLAND TRULY A MIXED RACE, MIXED INCOME, MIXED ABILITY CITY, NOT A SEGREGATED CITY.



PLANNING BOARD REPORT PORTLAND, MAINE

Division 30 Affordable Housing Text Amendments
City of Portland, Applicant

Submitted to: Portland Planning Board: Public Hearing Date: July 11, 2017	Prepared by: Barbara Barhydt, Development Review Services Manager Date: July 5, 2017
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I. INTRODUCTION

The Housing Committee has been evaluating regulatory tools to encourage and support the creation of affordable housing in Portland. The Housing Committee reviewed proposed amendments to Division 30. Affordable Housing and voted at their March 30th meeting to forward the proposed amendments to the Planning Board for review and a recommendation to City Council.

The Planning Board held workshops on this item on May 9, 2017 and June 22nd. The draft amendments have been revised to reflect public comment and Board guidance. The draft amendments offer incentives for affordable housing, which include density bonuses, building height increases, setback reductions in the B-1, B-1b, B-2, B-2b, B-2c, B-3, B-3b, B-3c, B-5, R-7¹, and R-P Zones. Planned Residential Unit Developments (PRUD) are allowed in R-3, R-5 and R-5A zones. The proposed incentives for PRUDS include a density bonus, reduced setbacks, flexibility for the number of units per building and building length to be reviewed during site plan review, allow land on both sides of a street to count toward minimum lot size requirements, and set the minimum recreation space at 200 square feet per unit. Other proposed amendments require that the unit size and affordability provisions meet the City's current inclusionary zoning requirements, that a public meeting must be held prior to submitting an application, and bonuses cannot be applied cumulatively.

The noticing for the public hearing appeared in the Portland Press Herald on July 3rd and July 4th. A news flash was sent to all individuals and organizations through Notify Me. Public comments have been received at the workshops and written public comments are included in the public comments attachment along with the public outreach material.

II. BACKGROUND

A. Current Provisions in Section 14-488

The current density, parking and dimensional bonuses for affordable housing contained in Division 30, Section 14-488 ([Attachment 9](#)) are applicable in all zones, but the incentives are more limited in scope. For example, the maximum density bonus allowed is a 25% increase for projects with 25% or more of the units as affordable units. There is a cross reference to the parking regulations, which states:

...no more than one (1) parking space shall be required. The planning board may establish a parking requirement for affordable housing units for rent or sale within an

¹ The legal ad for the July 11th hearing inadvertently omitted the R-7 from the list of eligible zones for these bonuses, although it had been included in all discussions prior. A second public hearing for this item will be scheduled for July xx to rectify this omission and hold a final Planning Board vote on whether to allow bonuses in the R-7 zone.

eligible project that is less than one (1) parking space per affordable housing unit, regardless of the size of the structure.

Height bonuses are available for projects in the B-2 or B-b zone that contain more than 5 affordable housing units and where 20% or more of the units are affordable, but the heights cannot exceed recommended heights from an applicable height study in the comprehensive plan.

B. Housing Committee Goals

Consistent with the policies of Portland's adopted comprehensive plan, Portland's Plan 2030, the Housing Committee sought to support the development of housing along Portland's transportation corridors and at significant nodes. The March 30, 2017 memo from Jeff Levine, Director of Planning and Urban Development, and from Mary David, Division Director of Housing and Community Development is included as Attachment 2.

As noted in the March 30 memo:

[T]hese amendments would incentivize the creation of significant new affordable housing options for a wide range of households in need. ... [They] would also allow for developers of affordable housing to be more competitive with other developers for site acquisition and more competitive for public funding subsidies. The amendments would be designed to sensitively balance site context with modest height bonuses and small building setback reductions. These small forms of flexibility and zoning relief would provide developers of affordable housing greater project feasibility while also proactively providing clear rules for supporting more affordable housing in a consistent manner.

The proposed text amendments also provide incentives for increased density and more flexible dimensional standards for Planned Residential Unit Developments, which are permitted uses in the R-3, R-5, and R-5A zones.

C. Affordable Housing Definitions in Division 30

Division 30 Affordable Housing defines affordable housing for low and workforce housing as follows:

- Affordable means that the percentage of income a household is charged in rent and other housing expenses or must pay in monthly mortgage payments (including insurance and taxes), does not exceed 30% of a household's income, or other amount established in city regulations that does not vary significantly from this amount.
- Low income housing for rent means a dwelling unit for which the rent is affordable to a household earning 80% or less of Area Median Income (AMI) as defined by the United States Department of Housing and Urban Development (HUD)
- Low income housing unit for sale means a dwelling unit for which the sale price is affordable to a household earning 80% or less of the HUD AMI
- Workforce Housing unit for rent means a dwelling unit which is affordable to a household earning less than 100% of the HUD AMI.
- Workforce Housing unit for sale means a dwelling unit for which the purchase price is affordable to a household at 120% of HUD AMI.

Mary Davis, Housing and Community Development Division Director, submitted a memorandum dated Jun 15, 2017 (Attachment 3), which provides a chart of the 2017 income limits for 30, 50, 60, 80, 100, and 120 % of the Area Median Income (AMI) for households based upon the number of persons (single to a family of 8) within a household. These figures are developed by HUD and apply to the Portland metropolitan area. In addition, HUD's 2017 Fair Market Rents and Workforce Housing Sale prices are listed in the memo. The Fair Market Rents (FMR) by bedroom size for the Portland metro area range from \$911 for an efficiency to \$1,906 for a four-bedroom rental unit. Sale price estimates for Workforce housing are included in the memo and the figures incorporate estimates

for mortgage insurance, condo fee, taxes, insurance and other housing costs. The purchase prices with 5% down range from \$169,474 to \$287,368 for an efficiency to a four-bedroom condo.

III. SUMMARY OF REVISIONS FROM THE ORIGINAL DRAFT

The changes in the draft amendments from the original version forwarded to the Planning Board from the Housing Committee include the following:

1. Addition of B-2c to the list of eligible zones. The B-2c zone is located along portions of the Forest Avenue corridor between Woodfords and Morrill's Corners. It is also found along a portion of Bishop Street.
2. Removal of B-4 from the list of eligible zones. The B-4 zone is along Warren Avenue and Riverside Street. The zone does not permit residential uses and while these are transportation corridors, there is limited or no public transit service currently. At the June workshop, the Board suggested that this could be re-evaluated as part of a node study of Morrill's Corner.
3. Height bonus limited to 15 feet in B-1 and R-P. The height bonuses for B-1 and Residence Professional is capped at 15 feet rather than the original proposal of 25 feet. The massing analysis suggested that the limited increase would be more compatible with the context of the adjoining residential development patterns.
4. Added maximum structure height is 50 feet near Observatory. At the June workshop, the Deb Andrews, Historic Preservation Manager, submitted an evaluation of the proposed amendments on the city's historic districts and landmarks ([Attachment 5](#)). At the workshop, Julie Larry, Portland Landmarks, noted the sensitivity of development near the Portland Observatory. As part of the note on maximum height incentives, the maximum structure height of 50 feet is proposed within 750 feet of the Portland Observatory.
5. Cross reference to off-street parking regulations. The cross reference to the parking provisions for affordable housing units was retained. In the early version, it had been omitted.
6. Neighborhood meeting prior to submission of an application changed to 30 days. The draft includes a requirement for a neighborhood meeting to be held prior to the submission of an development review application. The time frame for this meeting was changed from 60 days to 30 days prior to submission based upon the comments received at both workshops. Public comments were received suggesting that this should be applied to all projects. At this time, the proposal is to focus this requirement on affordable housing projects that are taking advantage of additional development incentives and it serves a good test for future consideration for review processes.
7. Clarify standards for low-income and workforce housing units. At the June workshop, the draft amendments included a provision under Unit Size and Term of Affordability that stated low income and workforce housing units must be comparable size and layout as market rate units and to be affordable for the longest time permitted under all applicable laws. The Board asked for greater clarity on this provision. The proposal now states:

Unit Size and Term of Affordability. In order to be eligible for this section, the low income and workforce housing units must:

1. Meet Section 14-487 Ensuring Workforce Housing, subsection (e) Standards 1,2 and 3; and
2. Be affordable for the longest term permitted under federal, state and local laws.

The standards from section 14-487 are as follows:

(e) Standards.

1. *Projects shall not be segmented or phased to avoid compliance with these provisions. In cases where projects are completed in phases, affordable units shall be provided in proportion to the development of market rate units unless otherwise permitted through regulations.*
 2. *Workforce units are encouraged to be integrated with the rest of the development, should use a common entrance and should provide no indications from common areas that these units are workforce housing units.*
 3. *Workforce units need not be the same size as other units in the development but the number of bedrooms in such units, either on- or off-site, shall be 10 percent of the total number of bedrooms in the development. For the purposes of this section, for every 400 square feet in a market rate unit will count as a bedroom if the actual number of bedrooms in the unit is lower.*
8. Bonuses are not cumulative. Subparagraph f of Section 14-488 has been clarified that the bonuses are not cumulative. The eligible chart also states that a project that is providing both low-income and workforce housing shall have the option of utilizing only one applicable incentive.

IV. PROPOSED TEXT AMENDMENTS

Following are the proposed text amendments, without the changes tracked, in order for the Board to have a clean version to consider. Attachment 1 contains the same amendments with all of the revisions to Section 14-488 tracked for the Board's consideration.

Sec. 14-488. Density, parking, dimensional bonuses and reductions, and public process.

Notwithstanding any other provision of this chapter to the contrary, in order to encourage low income and workforce units in designated growth areas, eligible projects may avail themselves of the following options.

- (a) *Density bonuses.* The maximum number of units that would otherwise be allowed under this chapter shall be increased for an eligible project in the manner described in the following table:

Eligible projects in all B-1, B-1b, B-2, B-2b, B-2c, B-3, B-3b, B-3c, B-5, R-7, and R-P Zones

Percentage Low Income Units for Sale/Rent	Percentage Workforce Units for Sale/Rent	Density Permitted*	Additional Height Permitted***	Setback Reductions**
10%	20%	1.1 x base	N/A	N/A
20%	40%	1.2 x base	10 feet	N/A
30%	60%	1.3 x base	10 feet	5'
50%	100%	2.0 x base	15 feet	5'
75%	N/A	2.5 x base	25 feet	10'

**: "Base" is the number of units allowed under the zoning without this bonus but with any other bonuses applied. In R-P zones, multifamily is permitted with a "base" no less than 1 unit per 1,500 sf. of land area. If an eligible project is providing both workforce and affordable housing units, the applicant shall have the option of utilizing applicable incentives, but not cumulatively.*

*** : Setback reductions are absolute reductions in front, side and/or rear yard setback requirements. The maximum setback reductions in the B-1, B-1b and R-P zones shall be 5 feet.*

**** The maximum additional height permitted in the B-1 zones and the R-P zone shall be 15 feet. In addition, the maximum structure height is 50 feet within 750 feet of the Portland Observatory.*

(b) *Off-street parking.* Off-street parking is required as provided in Division 20 (off-street parking) of this article.

(c) *Planned Residential Unit Developments.* In order to promote orderly development of low- and moderate-income development as PRUDs, any project in which more than 50% of the units are low-income or workforce units for rent or for sale may utilize the following dimensional bonuses and changes:

- a. Minimum lot area per dwelling unit is reduced by 50%;
- b. Maximum number of units and maximum length of buildings do not apply but may be set through site plan review; and
- c. Minimum building setbacks may be reduced to 10'
- d. The PRUD may cross public rights of way provided that the right of way does not count towards minimum lot size nor towards any open space requirements
- e. Minimum Recreation Open Space Area is reduced to 200 sf per dwelling unit of common area designated for recreational purposes by the residents. Minimum contiguous size and setbacks do not apply and shall be set through site plan review.

(d) *Unit Size and Term of Affordability.* In order to be eligible for this section, the low income and workforce housing units must:

1. Meet Section 14-487 Ensuring Workforce Housing, subsection (e) *Standards* 1,2 and 3; and
2. Be affordable for the longest term permitted under federal, state and local laws.

(e) *Required Public Process.* The developer of the project must also commit to a good faith effort to communicate openly with affected properties as their process moves forward. At a minimum, no less

than 30 days prior to application for site plan review, any project that wishes to take advantage of this section must (1) hold a public meeting noticed to all properties within 500 feet of their site and (2) post a sign on the property in question describing the proposed project; intent to submit an application to the city in 30 days (cite anticipated submission date), and contact information for the developer and the Planning Authority (Department of Planning and Urban Development website link). The Planning Board may adopt regulations regarding the content and processes for noticing as part of the Technical Manual.

- (f) *Projects under 14-487.* Projects that are subject to 14-487 that choose to provide the required workforce housing units on site are eligible for a 25% increase in total permitted units. If an eligible project is also subject to 14-487, the applicant shall have the option of utilizing either this bonus or any bonuses they are eligible for under 14-488.1 but not both.

V. ZONING COMPARISON AND DISCUSSION

A. Density:

In general, the proposed density bonuses are based upon the applicable underlying density for each zone and the graduated incentives are based upon the percentage of affordable housing units that are either low income or workforce housing. A chart of the current density requirements for the eligible zones is presented below (Table 1) and Map of the zones is included as Attachment 8.

In some zones, the density is dependent upon whether the zone is on or off-peninsula. For example, the B-1 zone states the allowable density for a residential project is the same as the adjoining or nearest residential zone. The B-1 zone does allow a higher density for multi-family units (1,000 sf/unit) above first floor commercial. Similarly, residential density for the R-P zone is determined by the adjoining residential zone and RP does not have a designated density for multifamily housing. Thus, the proposed text amendments establish a base density of 1,500 sf per unit for multifamily units in the RP zone, which is the same density as the allowable off-peninsula density for the B-2 zone. Please note that the off-peninsula B-2 density can be reduced to 435 sf per unit where a building has active street frontage, but this is not applicable to B-1 or R-P. The B-1, and B-2 zones require a minimum of 435 square feet per residential unit on the peninsula. The B-3 zones and B-5 zone do not set any density limitations.

Jeff Levine, Director, Planning and Urban Development prepared a memo on the land value impacts of the proposed amendments to Division 30, which is included as Attachment 6. Mr. Levine's memo was in response to Board questions. In general, he concluded that the changes would not significantly impact land values. His reasoning included the following;

1. The number of projects likely to take advantage of these changes, while hopefully significant in terms of new housing production, will be small with respect to the total number of parcels within the eligible zones.
2. The projects would take advantage of these changes are inherently less profitable than entirely market-rate developments. Therefore, these changes are more likely to simply allow developers of workforce housing to pay a comparable land cost as market rate developers.
3. Land values respond to zoning changes. However, the rate of that response is slow and often based on the most lucrative use of the land-which in this case would still be market rate development.

Table 1 Density Comparison

Table 1 Density Comparison

EXISTING								Proposed		
Zones	Current Density		Minimum Required Lot Size	Example Lot Size	Current Density Calculated upon example lot size			Range of Units with Density Bonus calculated upon example lot size		
	Off Peninsula	On Peninsula			Off-Adjoining Residential	Off-Penn. Above comm	on	Off Peninsula All resid.	Off Peninsula - above comm.	On Peninsula
B-1	adjoining residential or 1000 sf above 1st floor retail	435	0 or nearest resid.	5,000	2	5.0	11.5	2.2 to 5.0	5.5 to 12.5	12.65 to 28.75
B-1b	adjoining residential or 1000 sf above 1st floor retail	435	0 or nearest resid.	5,000	2	5.0	11.5	2.2 to 5.0	5.5 to 12.5	12.65 to 28.75
B-2	1500 *	435	0	5,000	3.34	3.34	11.5		3.68 -8.35	12.65 to 28.75
B-2b	1500 *	435	0	5,000	3.34	3.34	11.5		3.68 -8.35	12.65 to 28.75
B-2c	1500 *	435	0	5,000	3.34	3.34	11.5		3.68 -8.35	12.65 to 28.75
B-3	no density requirements									Unlimited Density
B-3b	no density requirements									Unlimited Density
B-3c	no density requirements									Unlimited Density
B-5	no density requirements							Unlimited Density		
R-7	435	0	5,000					12.65 to 28.75		
R-P	adjoining residential		6,000	6,000	2			1,500/unit with density bonus 3.68 to 8.35		
* Exception for active street frontage, then 435										

B. Building Height Incentives:

The proposed incentives include building height increases that range from 10 feet to 25 feet depending upon the percentage of low or moderate-income housing proposed within a project. The proposed height increases are as follows:

- 10 ft for projects with 20% low-income housing or 40% workforce units
- 15 ft for projects with 50% low-income housing and 100% workforce units
- 25 ft for projects with 75% low-income housing

The height incentives for the B-1 and R-P zones are capped at 15 feet, which is presented in the third note on the chart of the proposed text amendments. In addition, a maximum structure height of 50 feet is proposed within 750 feet of the Portland Observatory.

C. Reduced Setbacks:

The dimensional modifications include reduced setbacks, which are absolute reductions in front, side and/or rear yard setback requirements of 5 and 10 feet. Table 2 presents the current dimensional standards in the selected zones. Many of the zones have no or minimal setback requirements, but relief would be

provided for those residential projects (100% residential) in the business zones that must apply the adjoining residential zone standards for housing projects, such as in the B-1 and RP zones.

Caitlin Cameron, Urban Designer, developed a series of exhibits (Attachments 10-15) that she presented at the June 22nd workshop, which depict examples of the existing and proposed maximum building envelope and building height for both on and off-peninsula zones. The birds eye views of the building massing and the maximum building footprints show the general context of the built environment of the zones along the corridors and the adjoining neighborhoods.

Table 2 Existing Dimensional Requirements

	Existing Dimensional Requirements								
	Minimum Setbacks				Maximum Setback	Maximum Height		Structure Stepbacks	
	front	side	side on side street	rear	Front	On Peninsula	Off Peninsula	Side	Rear
B-1	0	0 unless abutting a residential zone -5'	10, applies to one street	0 unless abutting a residential zone, 10'	10	45', 50' along Congress if 1st fl comm	35' except where abutting R-6, then R-6	10' at 35' when abut resid zone	15' at 35' when abut resid zone
B-1b	0	0 unless abutting a residential zone -5'	10, applies to one street	0 unless abutting a residential zone, 10'	10	45', 50' along Congress if 1st fl comm	35' except where abutting R-6, then R-6	10' at 35' when abut resid zone	15' at 35' when abut resid zone
B-2 & B-2c	0	0	0	10	10	45', 50' if 1st fl commercial, 65 ft in B-2 and B-2 with 5 Acre lot, and 65' along Franklin		5' at 35' when abut resid zone	15' at 35' when abut resid zone
B-2b	0	0	0	10	10	45', 50' if 1st fl commercial, 65 ft in B-2 and B-2 with 5 Acre lot, and 65' along Franklin		5' at 35' when abut resid zone	15' at 35' when abut resid zone
B-3	0	0	0	0	5	Height Overlay Map		Height Overlay Map	
B-3b	0	0	0	0	5	Height Overlay Map		Height Overlay Map	
B-3c	0	0	0	0	5	Height Overlay Map		Height Overlay Map	
B-5	0	0	0	0	10' between Franklin and Forest	65', except Thompson's Point with MDP -120'			
R-7	0	5	5	5		50			
R-P	20 (or average depth)	10-14' up to 3 stories	10-14' up to 3 stories	20		45 ft or R-6, if abut R-6	45 ft or R-6, if abut R-6		

D. Planned Residential Unit Development (PRUD):

Planned Residential Unit Developments are permitted uses in the R-3, R-5 and R-5A zones, which are located off the peninsula (see map, Attachment 9). To determine the allowable density for a PRUD, the net land area must be calculated as defined in the zoning code:

Net land area: Net land area, as set forth in sections 14-90, 14-120 and 14-130 of this article, shall be calculated by subtracting from gross area the square footage of the following:

- (a) Reserved.
- (b) Existing watercourses, as defined in this section, measured by the area between the top of the banks at the normal high water mark, as defined in this section.
- (c) Reserved.
- (d) Wetlands, as defined in this section;
- (e) Reserved.
- (f) Slopes of twenty-five (25) percent or greater. Where a slope of twenty-five (25) percent or greater was altered to less than twenty-five (25) percent within the two (2) years immediately preceding the submission of the application for development, such slope shall also be subtracted from the gross area.

In the R-3 zone, a minimum gross land area of 3 acres is required for a PRUD and 6,500 sf is the required land area per unit based upon the net land area calculation. Similarly, the R-5 and R-5A zones require a minimum lot area of 2 acres. The minimum net land area per unit in R-5 is 3,000 sf and in R-5A it is 1,600 sf. The proposed amendments would reduce the required land area per unit by half of the current requirements. Thus, the land area per unit would be 3,250 sf in R-3, 1,500 sf in R-5 and 800 sf in R-5A. Below is a chart of the PRUD dimensional standards and proposed affordable housing incentives.

Relief is also proposed from dimensional standards that set a maximum number of units or maximum length of building and instead allow the building design and layout to be reviewed at the time of site plan review. The setbacks are proposed to be reduced from 25 feet to 10 feet and the minimum recreation open space is reduced to 200 sf per unit. There are no proposed building height increases for PRUDs. Another proposed modification is to allow the minimum parcel size to cross a city street, thus the 2 or 3 acres minimum lot sizes, as applicable, could be met with land on both sides of a street instead of one contiguous parcel. The street area may not be used toward meeting the minimum land area nor to meet the recreation calculations.

Planned Residential Unit Development Standards Chart

Dimensional Standards	R-3	R-3 w/50% or more affordable	R-5	R-5 w/50% or more affordable
Lot size needed (acres)	3	3	1	1
Max height (feet)	35	35	35	35
Lot Area/Unit (sf)	6500	3250	3000	1500
Max Length of Bldg (no garage) - feet	100	Set through site plan review	140	Set through site plan review
Max Length of Bldg (garage) - feet	140	Set through site plan review	140	Set through site plan review
Max # units in a building (<5 acre site)	2	Set through site plan review	12	Set through site plan review
Max # units in a building (>5 acre site)	6	Set through site plan review	12	Set through site plan review
Min setback (<4 units in a building) - feet	25	10	N/A	N/A
Min setback (>43 units in a building) - feet	35	10	N/A	N/A
Min setback (<100 feet long) - feet	N/A	N/A	25	10
Min setback (>100 feet long) - feet	N/A	N/A	35	10
Distance between buildings - feet	16	16	N/A	N/A
Min recreational open space (sf/du)	300	200	300	200
Large recreational open space required (sf)	6000	Set through site plan review	6000	Set through site plan review

Public comment has been received raising concerns about the increased density and neighborhood compatibility of the proposed changes to PRUD's in the R-3, R-5, and R-5A zones. The proposed changes are intended to support new housing in locations off the peninsula and to encourage quality and sustainable designs. At the June workshop, there was also public comment that additional incentives should be considered for affordable housing in these zones. The proposed amendments presented in this draft are from the Housing Committee and no changes have been incorporated since the original referral.

E. Unit Size and Terms of Affordability:

The revised section on unit size and the terms of affordability contain the following:

- (c) *In order to be eligible for this section, the low income and workforce housing units must:*
- i. *Meet Section 14-487 Ensuring Workforce Housing, subsection (e) Standards 1,2 and 3; and*
 - ii. *Be affordable for the longest term permitted under federal, state and local laws.*

This section now cross references the standards of review in Division 30 for the required affordable housing units rather than the previous language that required comparable size and layout for both the affordable and market rate units. The applicable standards of Section 14-487 are as follows:

(e) Standards.

1. *Projects shall not be segmented or phased to avoid compliance with these provisions. In cases where projects are completed in phases, affordable units shall be provided in proportion to the development of market rate units unless otherwise permitted through regulations.*
2. *Workforce units are encouraged to be integrated with the rest of the development, should use a common entrance and should provide no indications from common areas that these units are workforce housing units.*
3. *Workforce units need not be the same size as other units in the development but the number of bedrooms in such units, either on- or off-site, shall be 10 percent of the total number of bedrooms in the development. For the purposes of this section, for every 400 square feet in a market rate unit will count as a bedroom if the actual number of bedrooms in the unit is lower.*

F. Required Public Process:

The proposal from the Housing Committee called for an enhanced public process in order to be eligible for the incentives. In the first draft, a neighborhood meeting was required to be held at least 60 days before an application is submitted to the city for review and that a sign be posted on the property announcing the proposed project. The 60-day notice period was questioned at the workshop by housing providers. This language has been revised to require a 30-day notice period. In addition, the process calls for a sign to be posted regarding the pending application and allows the Planning Board to adopt regulations regarding the content and process for noticing as part of the Technical Manual.

VI. COMPREHENSIVE PLAN ANALYSIS

A. Excerpts from Portland's Plan 2030

The Vision Statement of Portland's Plan 2030 has a vision statement with the six themes of Equitable, Sustainable, Dynamic, Secure, Authentic and Connected. Within the vision statement there are specific statements that apply to affordable housing:

- We will remain an open and inclusive City, celebrating diversity and providing a welcoming and safe place for residents and visitors alike.
- The benefits and costs of our City will be born fairly across the entire City.
- We will incorporate the needs of all our residents in planning for our future.
- We will be committed to accessible housing and healthy food for all our residents.
- We will foster accessible linkages between where we live, work, shop, and play.

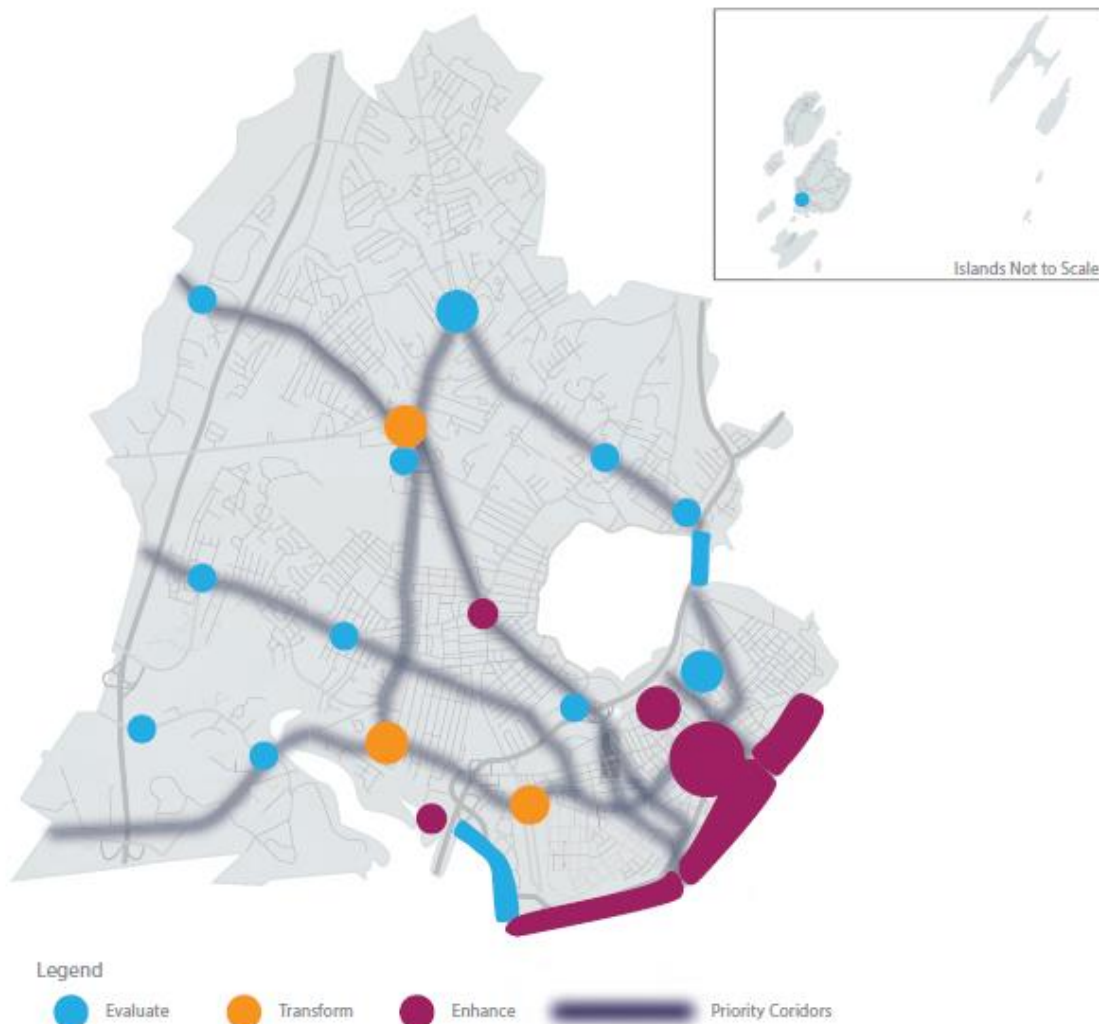
The Local Goals under the Policy Guide for Housing include the following:

- Increase, preserve, and modify the overall supply of housing City-wide to meet the needs, preferences and financial capabilities of all Portland households.

- Encourage additional contextually- appropriate housing density in and proximate to neighborhood centers, concentrations of services, and transit nodes and corridors as a means of supporting complete neighborhoods.
- Pursue policies to enable people who work in Portland to have the option to live in Portland.
- Collaborate with surrounding communities on regional housing solutions.
- Encourage quality, sustainable design in new housing development.

The Future Land Use plan calls for focusing future land use on those areas to be prioritized for change or evaluation. The plan states that the “Priority nodes and corridors indicate areas that would be appropriate for new development to provide needed housing, businesses, and services proximate to transit, or areas that otherwise warrant some examination of potential for positive change in form and/or function.” The plan of priority nodes and corridors is below and Attachment 7 has the zoning map with the proposed eligible zones highlighted with overlay of the nodes and corridors on the map:

Priority Nodes & Corridors



B. Comprehensive Plan Analysis

The proposed Division 30 Affordable Housing text amendments are intended to meet the City’s goal of increasing, preserving and modifying the overall supply of housing City-wide in order to meet the needs,

preferences and financial capabilities of all Portland households. Portland has an aging housing stock, so the proposed incentives for affordable housing address the goal to encourage quality, sustainable design in new housing development. As articulated in Jeff Levine's memo of June 16th, the proposal seeks to increase the viability of affordable housing projects to compete in the real estate market for properties for new construction or rehabilitation. In addition, the proposed density incentives and dimensional modifications within eligible zones and PRUDs addresses the housing goal to provide more opportunities for households to live and work in Portland, specifically low-income and workforce households.

The emphasis on significant density bonuses and height incentives targeted for zones along priority nodes and corridors is consistent with the future land use plan and the goal to promote greater housing density, in and proximate to neighborhood centers, concentrations of services, and transit nodes and corridors, as a means of supporting complete neighborhoods. These amendments are intended to follow as close as possible those priority nodes and corridors, given the existing zoning districts. The proposed affordability bonuses to the PRUD districts are similarly designed to meet the local goals by adding housing in a contextually sensitive way proximate to neighborhood centers, for people who work in Portland. The massing models and footprint analysis prepared by Caitlin Cameron, Urban Designer, depict how the proposed changes work in context with the existing built environment along and adjacent to the corridors.

VII. STAFF RECOMMENDATION

The staff recommends that the Planning Board find the proposed text amendments to be consistent with the Comprehensive Plan and recommend to the City Council adoption of the proposed text amendments.

VIII. PROPOSED MOTION

On the basis of the material provided in this report, public testimony, a review of applicable policies, and other information, the Planning Board finds that the proposed text amendments to Division 30. Affordable Housing, Section 14-488 **[are or are not]** consistent with the Comprehensive Plan and **[recommends or does not recommend]** adoption of the proposed amendment to the City Council.

Attachments:

1. Proposed Text Amendments- Redlined Version, dated June 30
2. Memo, Jeff Levine and Mary Davis, dated March 30, 2017
3. Memo from Mary Davis, dated June 15, 2017
4. Memo, Jeff Levine, Director, dated June 16, 2017, R-7 Zones & Division 30 Changes with map of R-7 zones
5. Memo, Deb Andrews, Historic Preservation Program Manager, June 8, 2017
6. Memo, Jeff Levine, Director, dated June 16, 2017, Land Values & Division 30 Changes
7. Map of Zones Eligible for Affordable Housing Incentives with Nodes and Corridors
8. Map of PRUD Potential Locations
9. Current Section 14-488 of Land Use Code
10. Portland Affordable Housing Map
11. Through 16. Exhibits Prepared by Caitlin Cameron, Urban Designer

Public Comment and Outreach:

- PCA- Letter to Neighborhood Organization
- PCB Division 30 – One Page description
- PCC Press Release Division 30
- PC1 Amy Gallant – 6-22-17
- PC2 Chriss Sutherland 6-22-17
- PC3 Cynthia Cochran 3-30-17
- PC4 Dana Totman (Avesta) 6-8-16
- PC5 Jan Bindas Tenney 6-22-17

PC6 Karen Snyder 5-9-17
PC7 Karen Snyder 5-10-17
PC8 Marc Lamontagne 6-22-17
PC9 Presentation Affordable Housing PortlandMe
PC10 Quincy Hentzel 6-22-17
PC11 Zack Barowitz 6-20-17
PC12 Karen Snyder 6-23-17
PC13 Cheryl Leeman 6-27-17
PC14 Donna Warren 6-27-17
PC15 Zachary Barowitz 7-7-17

Draft - 6-30-2017

Sec. 14-488. Density, parking, ~~and~~ dimensional bonuses and reductions, and public process.

Notwithstanding any other provision of this chapter to the contrary~~÷~~, in order to encourage low income and workforce units in designated growth areas, eligible projects may avail themselves of the following options.

- (a) *Density bonuses.* The maximum number of units that would otherwise be allowed under this chapter shall be increased for an eligible project in the manner described in the following table:

Percentage of new units that are low-income or workforce units	Percentage increase in maximum number of units allowed
5% up to but not including 10%	5% increase
10% up to but not including 15%	10% increase
15% up to but not including 20%	15% increase
20% up to but not including 25%	20% increase
25% or more	25% increase
Projects Under Section 14-487	25% increase

Eligible projects in all B-1, B-1b, B-2, B-2b, B-2c, B-3, B-3b, B-3c, , B-5, and R-P Zones

<u>Percentage Low Income Units for Sale/Rent</u>	<u>Percentage Workforce Units for Sale/Rent</u>	<u>Density Permitted*</u>	<u>Additional Height Permitted***</u>	<u>Setback Reductions**</u>
<u>10%</u>	<u>20%</u>	<u>1.1 x base</u>	<u>N/A</u>	<u>N/A</u>
<u>20%</u>	<u>40%</u>	<u>1.2 x base</u>	<u>10 feet</u>	<u>N/A</u>
<u>30%</u>	<u>60%</u>	<u>1.3 x base</u>	<u>10 feet</u>	<u>5'</u>
<u>50%</u>	<u>100%</u>	<u>2.0 x base</u>	<u>15 feet</u>	<u>5'</u>
<u>75%</u>	<u>N/A</u>	<u>2.5 x base</u>	<u>25 feet</u>	<u>10'</u>

*: "Base" is the number of units allowed under the zoning without this bonus but with any other bonuses applied. In R-P zones, multifamily is permit with a "base" no less than 1 unit per 1,500 sf. of land area. If an eligible project is providing both workforce and affordable housing units, the applicant shall have the option of utilizing applicable incentives, but not cumulatively.

***: Setback reductions are absolute reductions in front, side and/or rear yard setback requirements. The maximum setback reductions in the B-1, B-1b and R-P zones shall be 5 feet.*

*** *The maximum additional height permitted in the B-1 zones and the R-P zone shall be 15 feet. In addition, the maximum structure height is 50 feet within 750 feet of the Portland Observatory.*

(b) *Off-street parking.* Off-street parking is required as provided in Division 20 (off-street parking) of this article.

~~(c) *Building height bonus.* The maximum structure height for an eligible project building:~~

- ~~1. *That is located in a B-2 or B-2b community business zone;*~~
- ~~2. *That contains five (5) or more dwelling units;*
and~~
- ~~3. *Of which 20% or more of new dwelling units created are affordable units for rent or sale, is an additional ten feet above the maximum structure height that would otherwise apply to the building pursuant to this chapter.*~~

~~The total height of the eligible project, including any bonus received pursuant to this subsection, may not exceed the maximum height recommended for the location of the project pursuant to a height study that has been adopted as part of the city's comprehensive plan.~~

(c) *Planned Residential Unit Developments.* In order to promote orderly development of low- and moderate-income development as PRUDs, any project in which more than 50% of the units are low-income or workforce units for rent or for sale may utilize the following dimensional bonuses and changes:

1. *Minimum lot area per dwelling unit is reduced by 50%;*
2. *Maximum number of units and maximum length of buildings do not apply but may be set through*

- site plan review; and
- 3. Minimum building setbacks may be reduced to 10'
- 4. The PRUD may cross public rights of way
provided that the right of way does not count
towards minimum lot size nor towards any open
space requirements
- 5. Minimum Recreation Open Space Area is reduced
to 200 sf per dwelling unit of common area
designated for recreational purposes by the
residents. Minimum contiguous size and
setbacks do not apply and shall be set through
site plan review.

- (d) Unit Size and Term of Affordability. In order to be
eligible for this section, the low income and
workforce housing units must:
 - 1. Meet Section 14-487 Ensuring Workforce Housing,
subsection (e) Standards 1,2 and 3; and
 - 2. Be affordable for the longest term permitted under
federal, state and local laws.
- (e) Required Public Process. The developer of the project
must also commit to a good faith effort to communicate
openly with affected properties as their process moves
forward. At a minimum, no less than 30 days prior to
application for site plan review, any project that
wishes to take advantage of this section must (1) hold
a public meeting noticed to all properties within 500
feet of their site and (2) post a sign on the property
in question describing the proposed project; intent to
submit an application to the city in 30 days (cite
anticipated submission date), and contact information
for the developer and the Planning Authority
(Department of Planning and Urban Development website
link). The Planning Board may adopt regulations
regarding the content and processes for noticing as
part of the Technical Manual.
- (f) Projects under 14-487. Projects that are subject to
14-487 that choose to provide the required workforce
housing units on site are eligible for a 25% increase
in total permitted units. If an eligible project is
also subject to 14-487, the applicant shall have the
option of utilizing either this bonus or any bonuses
they are eligible for under 14-488.1 but not both.

Portland, Maine



Yes. Life's good here.

Mary Davis

Division Director, Housing & Community Development Division

TO: Councilor Duson, Chair
Members of the Housing Committee

FROM: Jeff Levine, Planning & Urban Development Director
Mary Davis, Division Director
Housing and Community Development Division

DATE: March 30, 2017

SUBJECT: An outline of proposed amendments to Division 30 to support the creation of affordable housing in Portland.

Over the past year the City has actively engaged in a number of discussions involving a wide range of stakeholders in an attempt to address concerns related to Portland's housing market. One of the themes that evolved from these discussions was the need for greater housing supply particularly for households earning low and moderate incomes. In conjunction with this discussion and work being done for the new Comprehensive Plan, there appeared to be growing interest in further developing housing along Portland's transportation corridors and business nodes. Staff has developed a proposed framework for amending Division 30 of the City's Land Use code to bridge these two concepts with the aim of creating more affordable housing in areas appropriate for additional development.

The goal of these amendments would incentivize the creation of significant new affordable housing options for a wide range of households in need. It would also allow for developers of affordable housing to be more competitive with other developers for site acquisition and more competitive for public funding subsidies. The amendments would be designed to sensitively balance site context with modest height bonuses and small building setback reductions. These small forms of flexibility and zoning relief would provide developers of affordable housing greater project feasibility while also proactively providing clear rules for supporting more affordable housing in a consistent manner. The following bullet points express some ways in which the Committee could achieve these goals and structure amendments to Division 30 that would provide real opportunity for creating more affordable housing in Portland:

- Amendments would impact certain zones along and within transportation corridors, and business nodes;
 - For example, B-1, B-1b, B-2, B-2b, B-3, B-3b, B-3c, B-4, B-5, R-7, and R-P zones may be areas worthy of consideration;
- Escalating density bonuses, height, and setback reductions based on the percentage of low income and moderate income units in an overall project;



Mary Davis

Division Director, Housing & Community Development Division

- Planned Residential Unit Developments should be amended to allow for reductions in minimum lot areas per dwelling unit, setbacks, and building dimensions.

Attached to this memo is draft language that spells out in detail the proposed changes to Division 30 of Chapter 14 of the City Code that would allow for the outlined incentives to go into effect in the proposed zones. In addition, there is a zoning map highlighting the location of the zones to be impacted by these amendments. Large maps will be provided at the meeting and interested parties will be able to zoom in on electronic copies of the map made available as part of the Housing Committee packet on the City's website.

Following the Committee's deliberation and any related revisions, staff is requesting that the Committee take action on this item to send it to the Planning Board for their review. The City will conduct a robust public outreach for the Planning Board review of these amendments, including use of social media and on-line publicity. The item will ultimately require approval by the full Council who will have the additional benefit of feedback provided by the Committee, Planning Board, and general public to aid in any future decisions.

Portland, Maine



Yes. Life's good here.

Planning & Urban Development Department

TO: Planning Board
FROM: Mary Davis, Housing and Community Development Division Director
DATE: June 15, 2017

Portland City Code (Division 30 Affordable Housing) § 14-485 (3-21-2016) defines affordable as "... the percentage of income a household is charged in rent and other housing expenses, or must pay in monthly mortgage payments (including insurance and taxes), does not exceed 30% of a household's income, or other amount established in city regulations that does not vary significantly from this amount."

The ordinance goes on to define a "*low-income housing unit for rent*" as "...rent is affordable to a household earning 80% or less of Area Median Income (AMI) as defined by ... (HUD)" and a "*low-income housing unit for sale*" as "... sale price is affordable to a household earning 80% or less of the HUD AMI;"

The ordinance defines a "*workforce housing unit for rent*" as "... affordable to a household earning less than 100% of the HUD AMI;" and a "*workforce housing unit for sale*" as "... purchase price is affordable to a household at 120% of HUD AMI;"

The proposed changes to Division 30 do not include any changes to these definitions.

2017 Income Limits and Corresponding Housing Expense

Income limits are calculated by the U.S. Department of Housing and Urban Development (HUD) and used to determine eligibility for several HUD-funded programs including the Community Development Block Grant and HOME programs. HUD develops income limits based on Median Family Income estimates and Fair Market Rent area definitions for each metropolitan area. The City of Portland is included in the Portland, ME HUD Metro FMR Area. (<https://www.huduser.gov/portal/datasets/il/il2017/2017summary.odn>)

HUD determines the median family income amount and the income limits for 30%, 50%, 60%, 80% and 120% of area median income (AMI). The income limits for 100% AMI are calculated by staff utilizing the HUD median family income amount.

Effective April 14, 2017 (updated 6/13/2017)

FY 2017 Income Limit Area	Median Income	FY 2017 Income Limit Category	# Persons in Family							
Portland, ME HUD Metro FMR Area	\$83,400	30% Income Limits	\$17,300	\$19,750	\$22,200	\$24,650	\$28,780	\$32,960	\$37,140	\$41,320
		Monthly Housing Expense @ 30 % of Income	\$433	\$494	\$555	\$616	\$720	\$824	\$929	\$1,033
		50% Income Limits	\$28,750	\$32,850	\$36,950	\$41,050	\$44,350	\$47,650	\$50,950	\$54,200
		Monthly Housing Expense @ 30 % of Income	\$719	\$821	\$924	\$1,026	\$1,109	\$1,191	\$1,274	\$1,355
		60% Income Limits	\$34,500	\$39,420	\$44,340	\$49,260	\$53,220	\$57,180	\$61,140	\$65,040
		Monthly Housing Expense @ 30 % of Income	\$863	\$986	\$1,109	\$1,232	\$1,331	\$1,430	\$1,529	\$1,626
		80% Income Limits	\$46,000	\$52,600	\$59,150	\$65,700	\$71,000	\$76,250	\$81,500	\$86,750
		Monthly Housing Expense @ 30 % of Income	\$1,150	\$1,315	\$1,479	\$1,643	\$1,775	\$1,906	\$2,038	\$2,169
		100% Income Limits	\$58,380	\$66,720	\$75,060	\$83,400	\$90,072	\$96,744	\$103,416	\$110,088
		Monthly Housing Expense @ 30 % of Income	\$1,460	\$1,668	\$1,877	\$2,085	\$2,252	\$2,419	\$2,585	\$2,752
		120% Income Limits	\$68,950	\$78,800	\$88,650	\$98,500	\$106,400	\$114,300	\$122,150	\$130,050
		Monthly Housing Expense @ 30 % of Income	\$1,724	\$1,970	\$2,216	\$2,463	\$2,660	\$2,858	\$3,054	\$3,251

HUD 2017 Fair Market Rents

Fair Market Rents (FMRs) are calculated by the U.S. Department of Housing and Urban Development annually. They are used in a variety of different programs including the Housing Choice Voucher Program, project-based Section 8 contracts, housing assistance payment (HAP) contracts in the Moderate Rehabilitation Single Room Occupancy program, and the HOME Program. The HUD estimates FMRs for 530 metropolitan areas and 2,045 nonmetropolitan county FMR areas.

FY 2017 Fair Market Rents by Bedroom Size Portland, ME HUD Metro FMR Area				
Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
\$911	\$1,028	\$1,301	\$1,755	\$1,906

*The FY 2017 Fair Market Rents for Portland, ME HUD Metro FMR Area are based on the results of a local rent survey.

https://www.huduser.gov/portal/datasets/fmr/fmrs/FY2017hypo_code/2017summary.odn

Inclusionary Zoning – 2017 Workforce Housing Condo Sale Price Estimates
120% area median income

2017 Workforce Condo Sale Price Estimates 120% AMI					
Expenses, Revenues & Prices	Studio	1 Bed	2 Bed	3 Bed	4 Bed
Annual Income	\$68,950	\$68,950	\$78,800	\$88,650	\$98,500
Housing Related Costs @ 30% per Month	\$1,465	\$1,724	\$1,970	\$2,216	\$2,463
P&I Estimate	\$851	\$1,008	\$1,154	\$1,303	\$1,450
Mortgage Insurance Estimate	\$107	\$127	\$145	\$163	\$182
Condo Fee Estimate	\$125	\$150	\$175	\$200	\$225
Tax Estimate	\$298	\$352	\$404	\$454	\$506
Insurance Estimate	\$84	\$88	\$92	\$96	\$100
Mortgage Amount @4.92%	\$161,000	\$190,000	\$218,000	\$245,000	\$273,000
Purchase Price w/5% Down	\$169,474	\$200,000	\$229,474	\$257,895	\$287,368

Portland, Maine



Yes. Life's good here.

Jeff Levine, AICP
Director, Planning & Urban Development Department

Memorandum

To: Planning Board

From: Jeff Levine, Director

Date: June 16, 2017

Re: R-7 Zones and Division 30 Changes

At the last workshop, we discussed whether there should be some cleanup of the R-7 zones as part of the proposed changes to Division 30. The updates to the R-6 zone have made the R-7 somewhat obsolete, although it retains value for uses on public housing campuses and in other limited instances. There was a concern that, should these Division 30 changes pass, there may be unintended consequences in some of the older R-7 zones. While this concern may be more theoretical than real – since most of these sites were recently redeveloped and unlikely to be redeveloped in the near future – it is worth thinking through.

Attached is a map of the existing R-7 zones. There are 12 individual zones, ranging in size from one parcel to several parcels. The parcels behind City Hall, and the parcels on the Portland Housing campus in East Bayside, represent a coherent zone and existing affordable housing. Those zones should remain R-7 for now.

The smaller R-7 zones could be rezoned to the predominant surrounding zoning districts. Those zones – primarily the R-6 zone, but also the India Street Form Based Zone and others – have been recently created or updated and allow more housing than they did when the R-7 zones were adopted.

Staff is seeking feedback about whether to move forward with such changes in the short term – generally parallel to the Division 30 changes – or wait until the overall code rewrite. Based on our analysis, we don't feel there is a rush to change these zones, and such changes would benefit from being part of a more comprehensive approach.



Existing R-7 Zones

-  R-7 Residential
-  Open Space

MEMORANDUM

TO: Chair Boepple and Members of the Planning Board

FROM: Deborah Andrews, Historic Preservation Program Manager

DATE: June 8, 2017

SUBJECT: Proposed Text Amendments to Division 30. Affordable Housing, Historic Preservation Considerations

During the Planning Board's May 9 workshop on proposed text amendments to Division 30 that would provide density and dimensional bonuses for affordable housing, members of the Board requested additional analysis of the potential impacts of the amendments on affected business zones that also fall within a designated historic district. It is my understanding that the Board was particularly interested to know how height would be regulated in these areas.

In all but two of the city's historic districts, the Historic Preservation Board has the authority to require a lower building height if the Board determines it is necessary to achieve compatibility with the surrounding context. In other words, the historic preservation ordinance's height standards supersede the otherwise applicable height allowances. Unless the proposed text amendments provided otherwise, this would be the case for affordable housing developments within historic districts.

Only in the India Street Historic District and the B3 portion of the Congress Street Historic District do the zoning height limits rule. In these areas, the Historic Preservation Board may not impose conditions more restrictive than the dimensional requirements of the zone. In each case, there were specific factors that led to the decision to defer to the underlying zone's height allowance.

In the case of the B3 portion of the Congress Street Historic District, one of the key visual characteristics of the downtown core is its eclecticism—not only in terms of period of construction and architectural style, but also *building scale*. Also, when historic district designation was being considered in 2009, the height limits for Congress Street had only recently been revised following a careful analysis of existing heights. For these reasons, the Historic Preservation Board determined that the height limits established by zoning were appropriate for the nature of the corridor and that it was unlikely the Board would have cause to require a lower height to achieve compatibility. Note that this deference to the zone's dimensional standards does *not* apply within the B2 portion of the Congress Street Historic District (the portion west of

State Street). Here, the historic preservation ordinance height standards supersede the otherwise applicable height allowances.

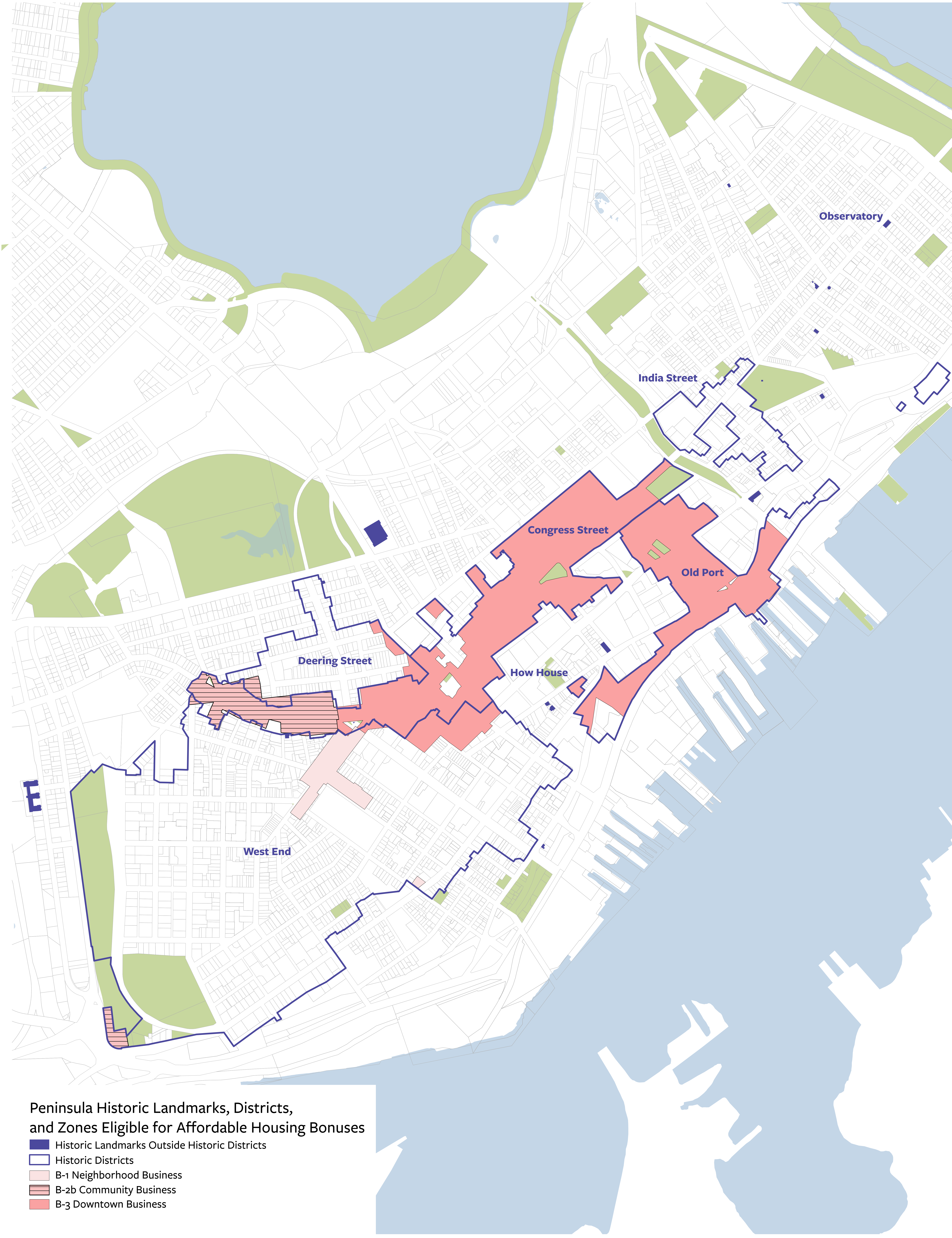
In the case of the India Street Historic District, creation of the historic district was concurrent with the adoption of the India Street Form-based Code. Given the fact that existing building heights were carefully studied as part of the form-based code analysis and that the Code's height allowances reflected the Planning Board's goals for future development as regards scale, the Planning Board elected to have height determined by zoning. Note that the India Street FBC is *not* within the zoning classifications affected by the proposed Division 30 amendments.

I have reviewed the zoning map to identify areas where the Division 30 text amendments would apply within the context of a historic district overlay zone. The following historic districts include one or more business zones:

Congress Street Historic District:	B3 (downtown blocks) <i>Height governed by zoning</i> B2b (west of State Street) <i>Height governed by HP ordinance</i>
Old Port Historic District:	B3 (entire district) <i>Height governed by HP ordinance</i>
West End Historic District:	B1 (Pine Street from State to Clark, intersection of Danforth and Clark) <i>Height governed by HP ordinance</i>
Stroudwater Historic District:	B1 (Congress St. across from Waldo) <i>Height governed by HP</i>

In reviewing the zoning map and historic district overlay map, it appears that the only designated historic area that might be impacted by the Division 30 amendments—in terms of building height—would be the B3 portion of the Congress Street Historic District—see attached map. This would affect the section of Congress Street between Franklin Arterial and State Street as well as Free Street and the side streets between Cumberland and Free. The proposed amendments would come into play were an affordable housing project proposed for a vacant parcel within the district or one where the existing structure is classified as noncontributing and could be replaced. Theoretically, additional floors could be added to contributing historic structures as well.

It should be noted that the proposed amendments might result in impacts on individually designated landmarks located in areas outside contiguous historic districts. The Portland Observatory, for example, is located within a B1 zone. If height bonuses were available for projects in this area, resulting developments would likely materially impact this landmark structure, the original function and significance of which is understood by the relationship of its height with the buildings around it.



**Peninsula Historic Landmarks, Districts,
and Zones Eligible for Affordable Housing Bonuses**

- Historic Landmarks Outside Historic Districts
- Historic Districts
- B-1 Neighborhood Business
- B-2b Community Business
- B-3 Downtown Business

Portland, Maine



Yes. Life's good here.

Jeff Levine, AICP
Director, Planning & Urban Development Department

Memorandum

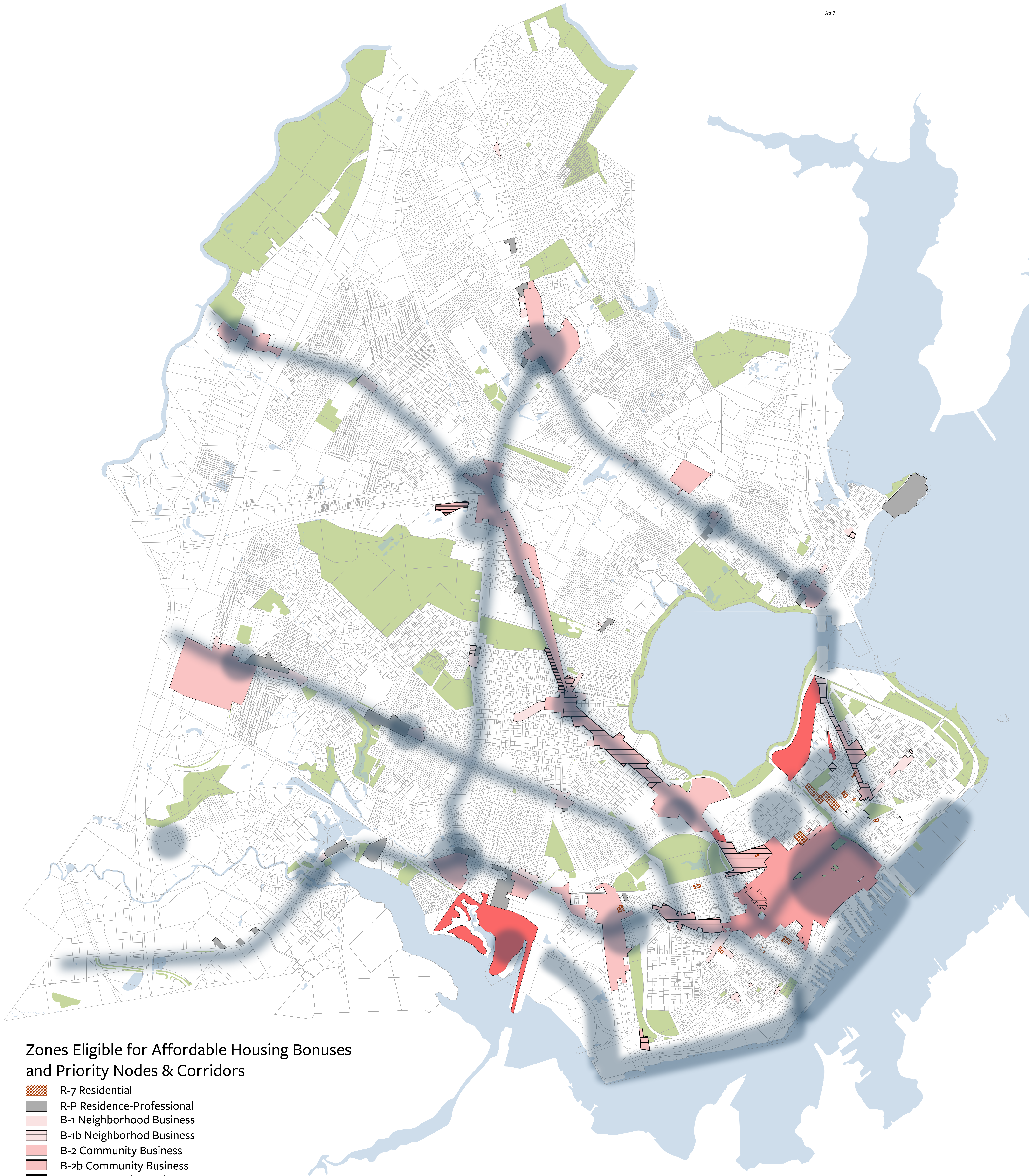
To: Planning Board
From: Jeff Levine, Director
Date: June 16, 2017
Re: Land Value Impacts of Division 30 Changes

At your last workshop, the question was raised as to what impact these proposed changes might have on land values in the areas where they apply. While we have not done extensive research on this question, we have done some analysis. Generally, I don't believe these changes will significantly impact land values.

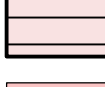
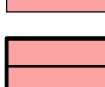
The reasons I came to this conclusion are as follows:

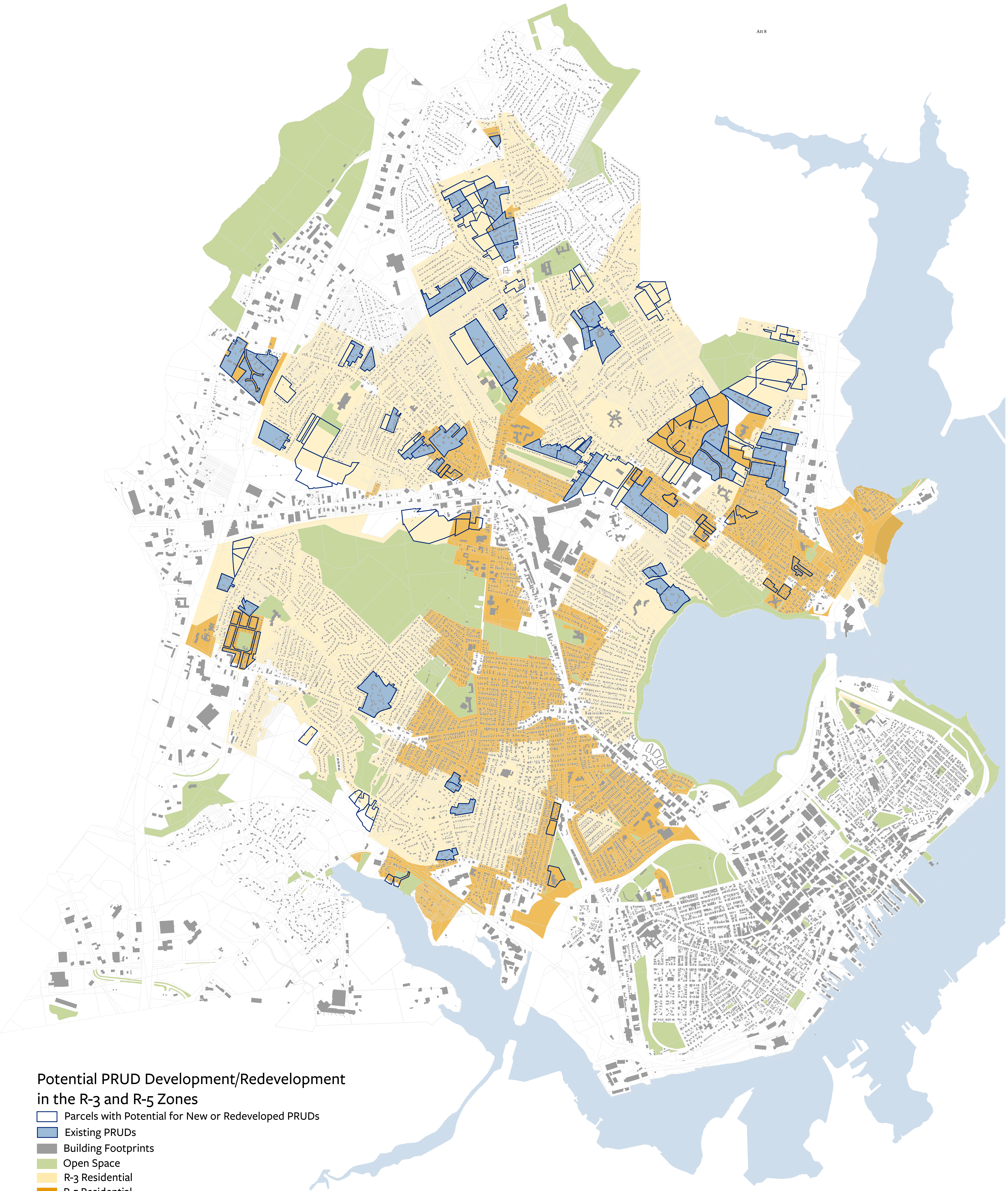
1. The number of projects likely to take advantage of these changes, while hopefully significant in terms of new housing production, will be small with respect to the total number of parcels within the eligible zones.
2. The projects that would take advantage of these changes are inherently less profitable than entirely market-rate developments. Therefore, these changes are more likely to simply allow developers of workforce housing to pay a comparable land cost as market rate developers.
3. Land values do respond to zoning changes. However, the rate of that response is slow and often based on the most lucrative use of the land – which in this case would still be market rate development.

I hope these responses are helpful.



Zones Eligible for Affordable Housing Bonuses and Priority Nodes & Corridors

-  R-7 Residential
-  R-P Residence-Professional
-  B-1 Neighborhood Business
-  B-1b Neighborhood Business
-  B-2 Community Business
-  B-2b Community Business
-  B-2c Community Business
-  B-3 Downtown Business
-  B-3c Downtown Business
-  B-5 Urban Commercial Business
-  Open Space
-  Priority Node
-  Priority Corridor



Sec. 14-488. Density, parking and dimensional bonuses and reductions.

Notwithstanding any other provision of this chapter to the contrary:

- (a) *Density bonuses.* The maximum number of units that would otherwise be allowed under this chapter shall be increased for an eligible project in the manner described in the following table:

Percentage of new units that are low-income or workforce units	Percentage increase in maximum number of units allowed
5% up to but not including 10%	5% increase
10% up to but not including 15%	10% increase
15% up to but not including 20%	15% increase
20% up to but not including 25%	20% increase
25% or more	25% increase
Projects Under Section 14-487	25% increase

- (b) *Off-street parking.* Off-street parking is required as provided in Division 20 (off-street parking) of this article.
- (c) *Building height bonus.* The maximum structure height for an eligible project building:
1. That is located in a B-2 or B-2b community business zone;
 2. That contains five (5) or more dwelling units; and
 3. Of which 20% or more of new dwelling units created are affordable units for rent or sale, is an additional ten feet above the maximum structure height that would otherwise apply to the building pursuant to this chapter.

The total height of the eligible project, including any bonus received pursuant to this subsection, may not exceed the maximum height recommended for the location of the project pursuant to a height study that has been adopted as part of the city's comprehensive plan.

City of Portland: Housing Units Assisted with Public Funds

of UNITS

< 25

26 - 50

51 - 100

101 - 200

TYPE

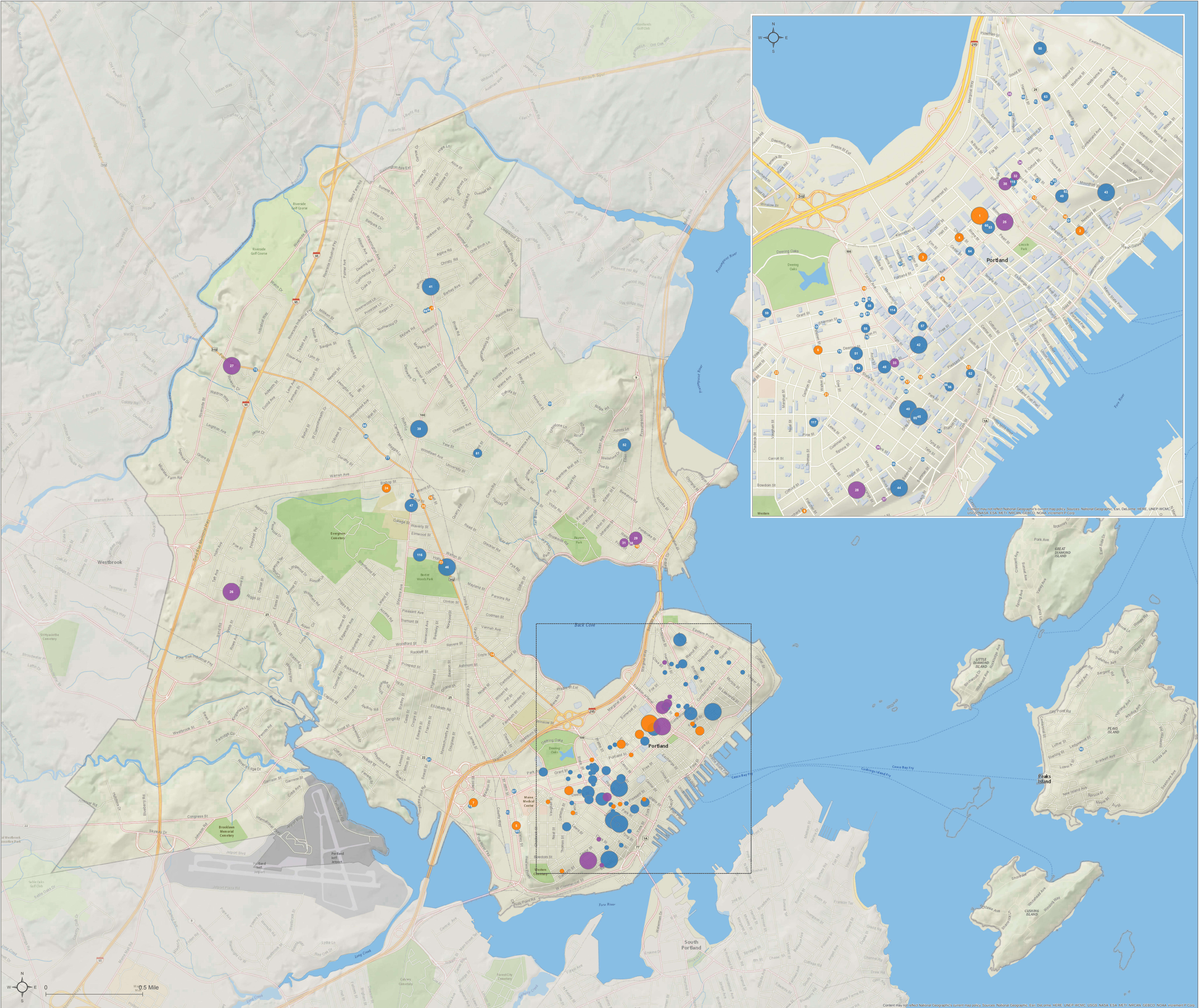
Subsidized

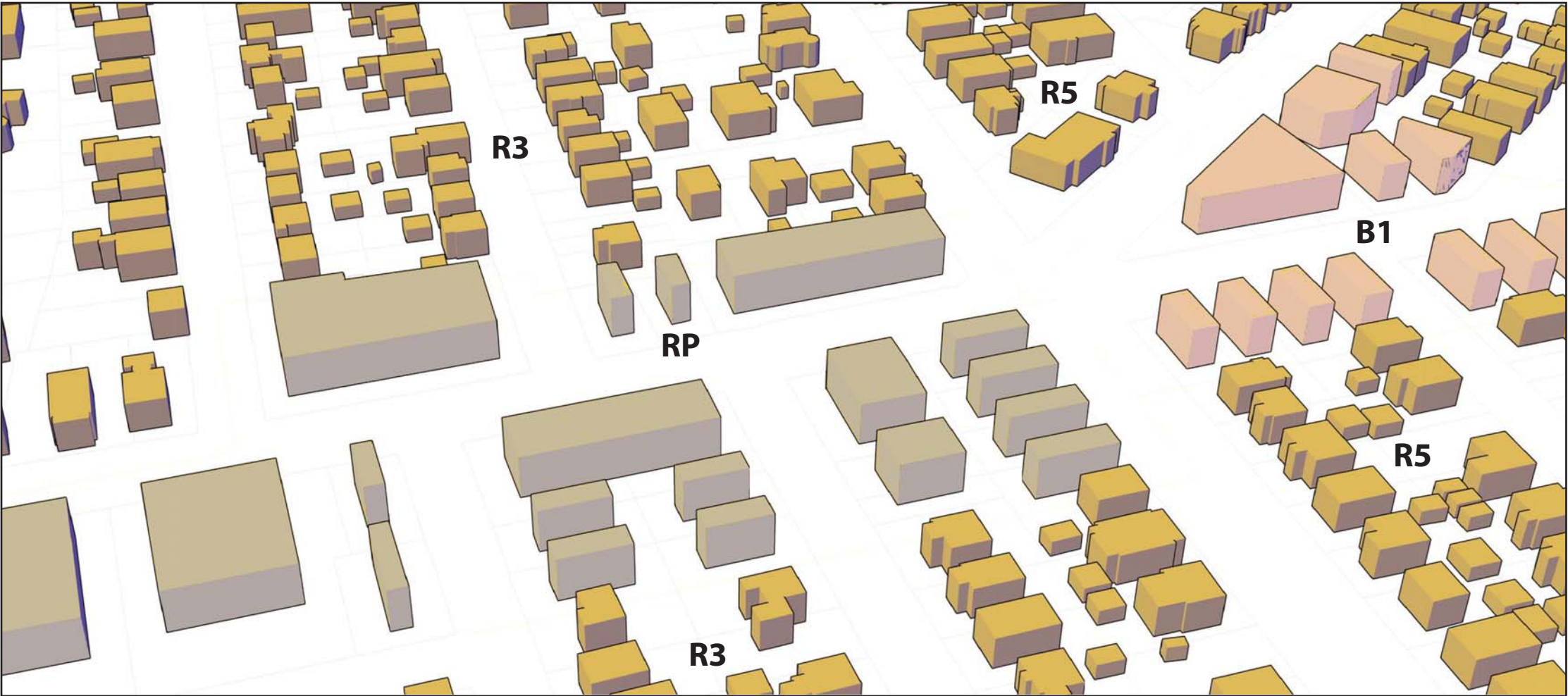
Public Housing

Homeless

REF #	PROPERTY	TYPE	# of UNITS
1	Oxford Street Shelter	Homeless	129
2	Milestone	Homeless	50
3	Salvation Army	Homeless	48
4	Portland Family Shelter	Homeless	45
5	Florence House	Homeless	40
6	Serenity House	Homeless	30
7	Logan Place	Homeless	30
8	Teen Shelter	Homeless	24
9	Family Crisis Shelter	Homeless	16
10	Randall Place	Homeless	12
11	Auburn House	Homeless	12
12	Maine Stay	Homeless	12
13	The Bridge	Homeless	12
14	Crossroads Back Cove	Homeless	12
15	Bell Street	Homeless	12
16	My Choice	Homeless	10
17	Park Street	Homeless	9
18	Spring Street	Homeless	8
19	Park Avenue	Homeless	7
20	Read Street	Homeless	6
21	Brackett Street	Homeless	6
22	Vaughan Street	Homeless	6
23	Holly Street	Homeless	2
24	72 Bishop Street	Homeless	30
25	Franklin Towers	Public Housing	200
26	Sagamore Village	Public Housing	198
27	Riverton Park	Public Housing	150
28	Harbor Terrace	Public Housing	119
29	Washington Gardens	Public Housing	100
30	Bayside East	Public Housing	98
31	Front Street	Public Housing	50
32	Kennedy Park	Public Housing	46
33	Burnham Arms	Public Housing	45
34	Bayside Terrace	Public Housing	24
35	Peninsula Housing	Public Housing	13
36	Dermot Court	Public Housing	4
37	88 Salem Street	Public Housing	3
38	Liberty Square	Public Housing	200
39	Northwest Green Building	Subsidized	1
40	100 State Street	Subsidized	168
41	Auburn Terrace	Subsidized	164
42	Congress Square Plaza	Subsidized	160
43	Munjay South Townhouse Apartments	Subsidized	140
44	Danforth Heights	Subsidized	137
45	75 State Street	Subsidized	120
46	Deering Pavilion	Subsidized	110
47	The Park Danforth	Subsidized	70
48	Lafayette Square Apartments	Subsidized	65
49	North School	Subsidized	60
50	Bayview Heights	Subsidized	59
51	Butler/Payson	Subsidized	56
52	Ocean East	Subsidized	55
53	Pearl Place II	Subsidized	54
54	Longfellow Commons	Subsidized	44
55	Cumberland Park Place	Subsidized	43
56	Elm Terrace	Subsidized	38
57	Oak Street Lofts	Subsidized	37
58	YMCA Apartments	Subsidized	32
59	Iris Park Apartments	Subsidized	30
60	Pearl Place	Subsidized	30
61	Yale Courts	Subsidized	30
62	Danforth Street	Subsidized	30
63	Island View Apartments	Subsidized	29
64	Unity Village at Bayside	Subsidized	26
65	Florence House Apartments	Subsidized	25
66	Chom Scattered Sites Supportive Housing	Subsidized	24
67	Valley Apartments	Subsidized	24
68	Walker Terrace	Subsidized	22
69	Carleton Court	Subsidized	21
70	Sherman Street Project	Subsidized	21
71	PROP Family Housing Phase II	Subsidized	20
72	Bayside East	Subsidized	20
73	Fore River Apartments	Subsidized	20
74	Pleasant Street Housing	Subsidized	20
75	Wellesley Estates	Subsidized	19
76	Burnham Court	Subsidized	18
77	Forest Avenue Apartments	Subsidized	16
78	Beckett Green	Subsidized	16
79	Deering Place	Subsidized	16
80	PROP Family Housing Phase II	Subsidized	16
81	Landmarks on Whitney	Subsidized	15
82	229-231 Congress Street	Subsidized	14
83	Munjoy Commons	Subsidized	13
84	Casco Terrace	Subsidized	13
85	St. Dominic's School Apartments	Subsidized	12
86	Ingraham House	Subsidized	12
87	13 Grant Street	Subsidized	11
88	Meadowbrook	Subsidized	11
89	Shalom Apartments	Subsidized	10
90	Fay Garman House	Subsidized	11
91	1 Sherman Street	Subsidized	10
92	PROP II	Subsidized	10
93	Shaler Commons (Munjay Commons)	Subsidized	10
94	Shalom Apartments	Subsidized	11
95	Shalom House	Subsidized	10
96	38-44 Alder Street	Subsidized	9
97	PROP Family Housing I	Subsidized	9
98	60 Emerson Street	Subsidized	9
99	Rosa True School	Subsidized	8
100	Sacred Heart School/ Parkside Studios	Subsidized	8
101	98 India Street	Subsidized	7
102	214-216 Danforth Street	Subsidized	6
103	232 High Street	Subsidized	6
104	236 High Street	Subsidized	6
105	Parkside Court	Subsidized	5
106	48-50 Brackett Street	Subsidized	5
107	PROP Phase I	Subsidized	2
108	45 Hammond Street	Subsidized	4
109	Derneest Street Homes	Subsidized	4
110	PROP Phase I	Subsidized	4
111	Sheridan Street	Subsidized	2
112	253 St. John Street	Subsidized	2
113	Thomas Heights	Subsidized	18
114	409 Cumberland Avenue	Subsidized	46
115	Bayside Anchor	Subsidized	36
116	Motherhouse Apartments	Subsidized	66
117	17 Carleton Street	Subsidized	37

All locations are approximate.
Prepared by the Greater Portland Council of Governments for the City of Portland (June, 2017).
For more information contact the City of Portland's Planning and Urban Development Department.





Existing Zoning max bldg envelope

R-P Residence-Professional

For residential buildings, dimensional standards of abutting residential zone should be used.

R3 minimums

Front Yard = 25'
Side Yard = 16'
Side Yard on Side Street = 20'
Rear = 25'
Lot Coverage = 35%*
Height max = 35'

R5 minimums

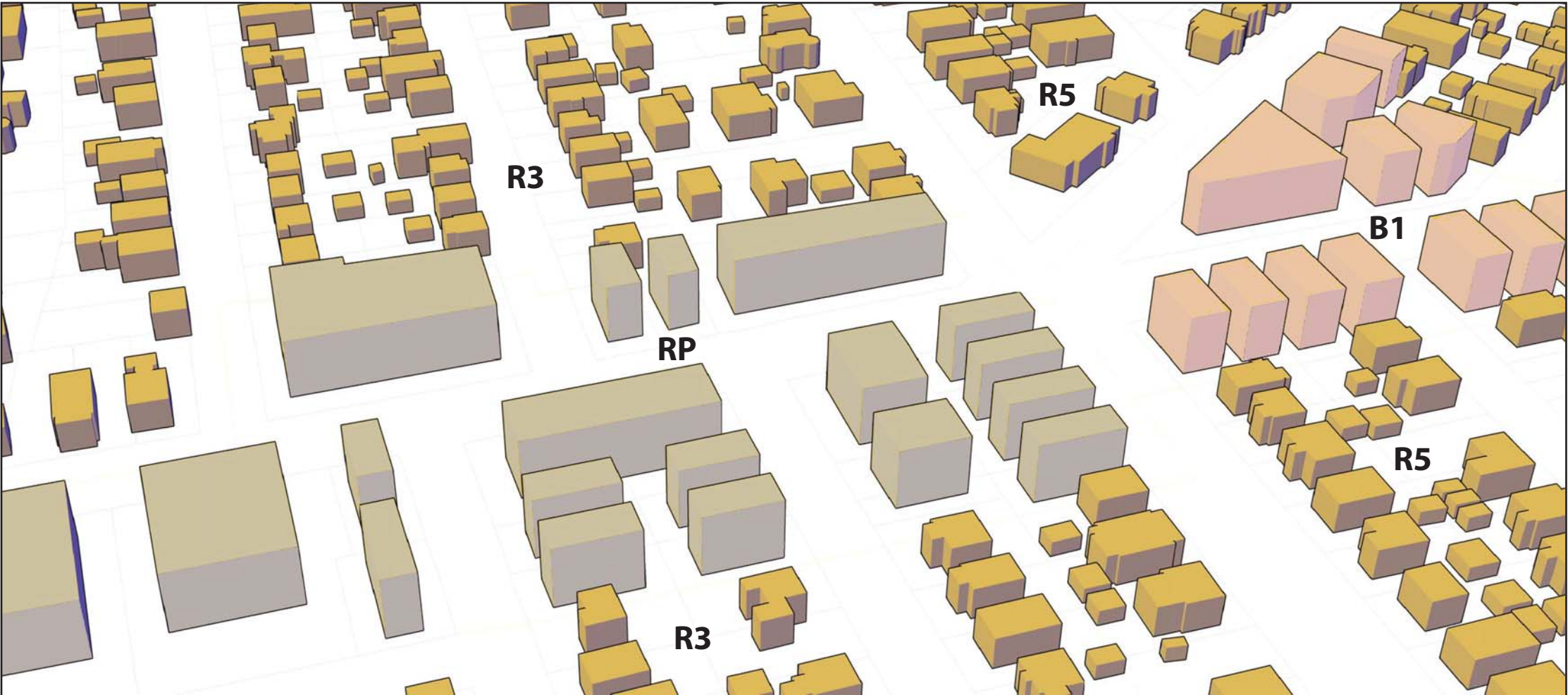
Front Yard = 20'
Side Yard = 14'
Side Yard Side Street = 15'
Rear = 20'
Lot Coverage = 40%*
Height max = 35'

B-1 - Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R5 minimums

Front Yard = 20'
Side Yard = 14'
Side Yard Side Street = 15'
Rear = 20'
Lot Coverage = 40%*
Height max = 35'



Density Bonus +15' height, -5' setback

R-P Residence-Professional

For residential buildings, dimensional standards of abutting residential zone should be used.

R3 minimums

Front Yard = 20'
Side Yard = 11'
Side Yard on Side Street = 15'
Rear = 20'
Lot Coverage = 35%*
Height max = 50'

R5 minimums

Front Yard = 15'
Side Yard = 9'
Side Yard Side Street = 10'
Rear = 15'
Lot Coverage = 40%*
Height max = 50'

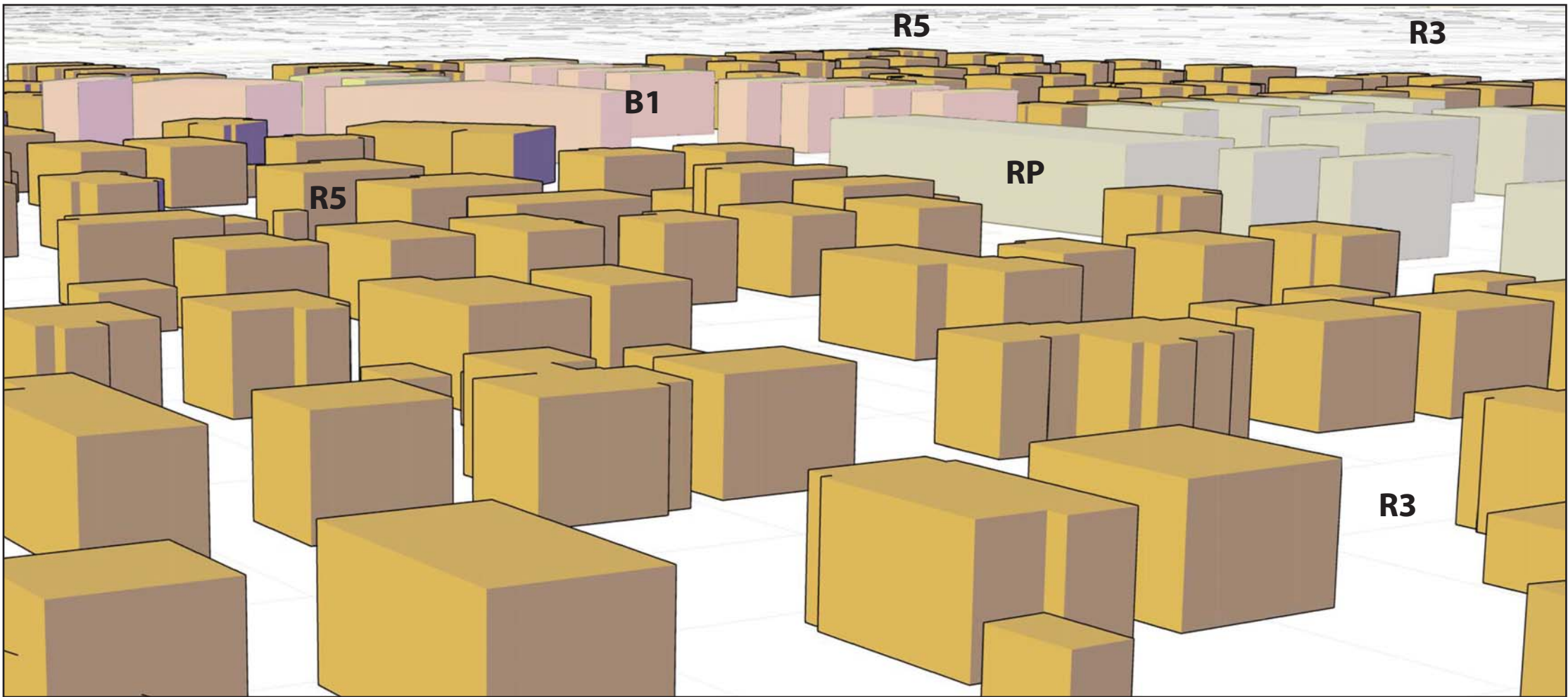
B-1 Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R5 minimums

Front Yard = 15'
Side Yard = 9'
Side Yard Side Street = 10'
Rear = 15'
Lot Coverage = 40%*
Height max = 50'

*In most cases, the lot coverage maximum is the limiting dimensional requirement for building footprints rather than the yard setbacks



Existing Zoning max bldg envelope

R-P Residence-Professional

For residential buildings, dimensional standards of abutting residential zone should be used.

R3 minimums

Front Yard = 25'
Side Yard = 16'
Side Yard on Side Street = 20'
Rear = 25'
Lot Coverage = 35%*
Height max = 35'

R5 minimums

Front Yard = 20'
Side Yard = 14'
Side Yard Side Street = 15'
Rear = 20'
Lot Coverage = 40%*
Height max = 35'

B-1 - Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R5 minimums

Front Yard = 20'
Side Yard = 14'
Side Yard Side Street = 15'
Rear = 20'
Lot Coverage = 40%*
Height max = 35'



Density Bonus +15' height, -5' setback

R-P Residence-Professional

For residential buildings, dimensional standards of abutting residential zone should be used.

R3 minimums

Front Yard = 20'
Side Yard = 11'
Side Yard on Side Street = 15'
Rear = 20'
Lot Coverage = 35%*
Height max = 50'

R5 minimums

Front Yard = 15'
Side Yard = 9'
Side Yard Side Street = 10'
Rear = 15'
Lot Coverage = 40%*
Height max = 50'

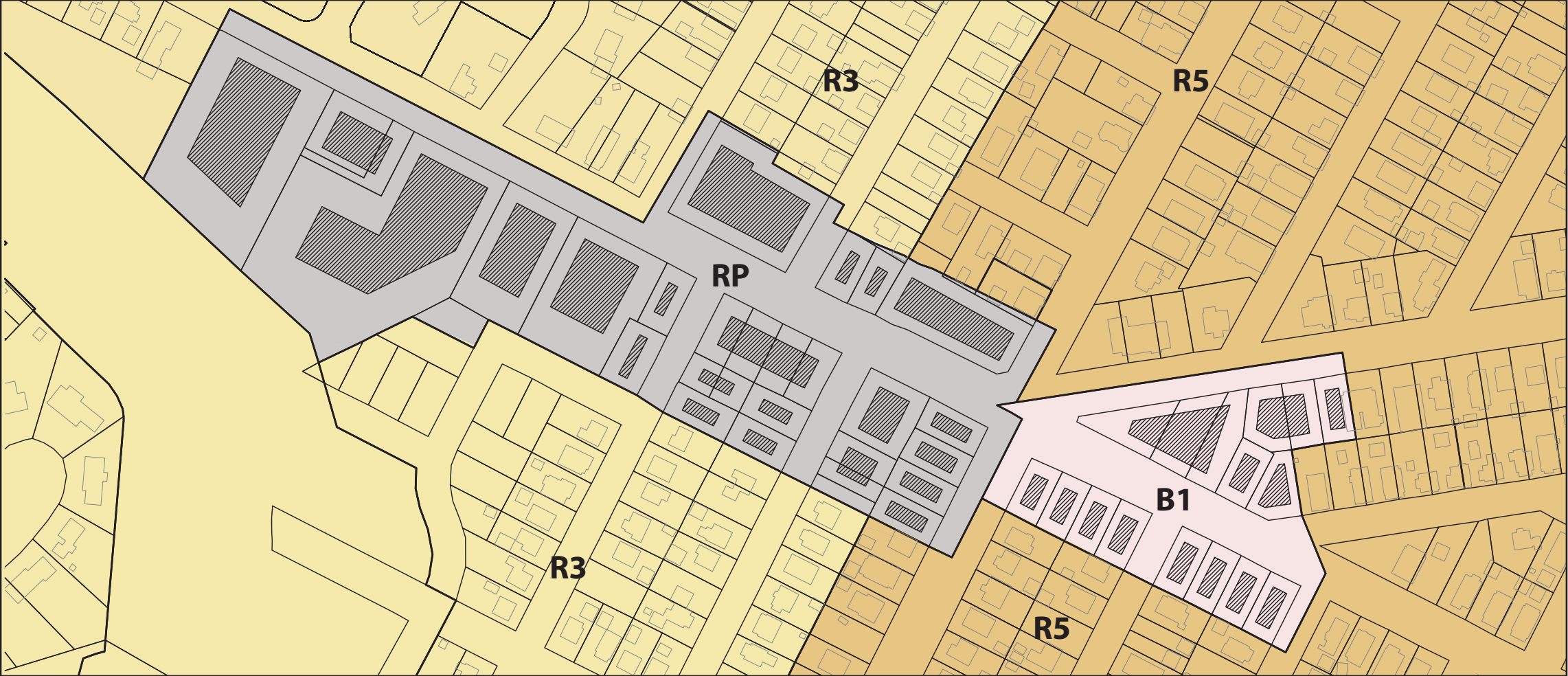
B-1 Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R5 minimums

Front Yard = 15'
Side Yard = 9'
Side Yard Side Street = 10'
Rear = 15'
Lot Coverage = 40%*
Height max = 50'

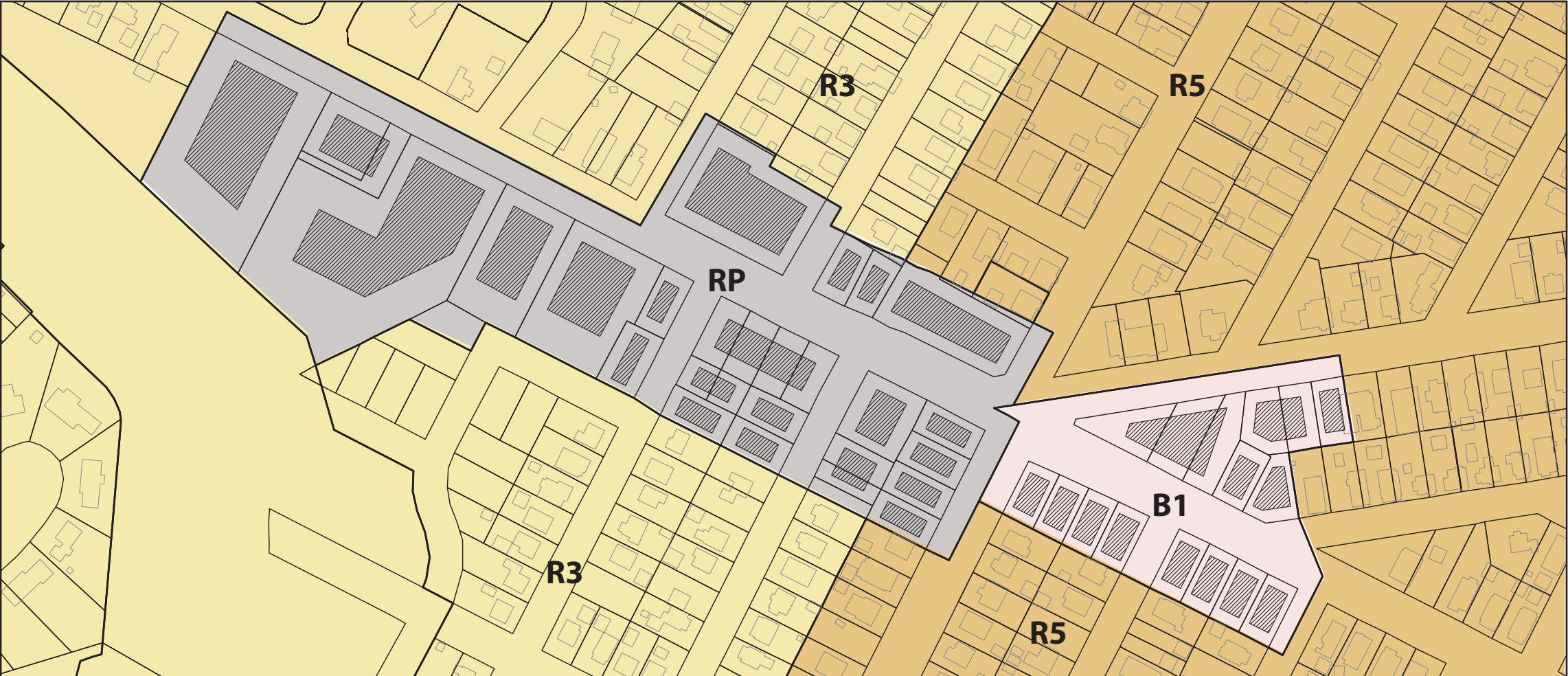
*In most cases, the lot coverage maximum is the limiting dimensional requirement for building footprints rather than the yard setbacks



Existing Zoning max bldg envelope

R-P Residence-Professional	
For residential buildings, dimensional standards of abutting residential zone should be used.	
R3 minimums	R5 minimums
Front Yard = 25'	Front Yard = 20'
Side Yard = 16'	Side Yard = 14'
Side Yard on Side Street = 20'	Side Yard Side Street = 15'
Rear = 25'	Rear = 20'
Lot Coverage = 35%*	Lot Coverage = 40%*
Height max = 35'	Height max = 35'

B-1 - Neighborhood Business	
For residential buildings, dimensional standards of abutting residential zone should be used.	
R5 minimums	
Front Yard = 20'	
Side Yard = 14'	
Side Yard Side Street = 15'	
Rear = 20'	
Lot Coverage = 40%*	
Height max = 35'	

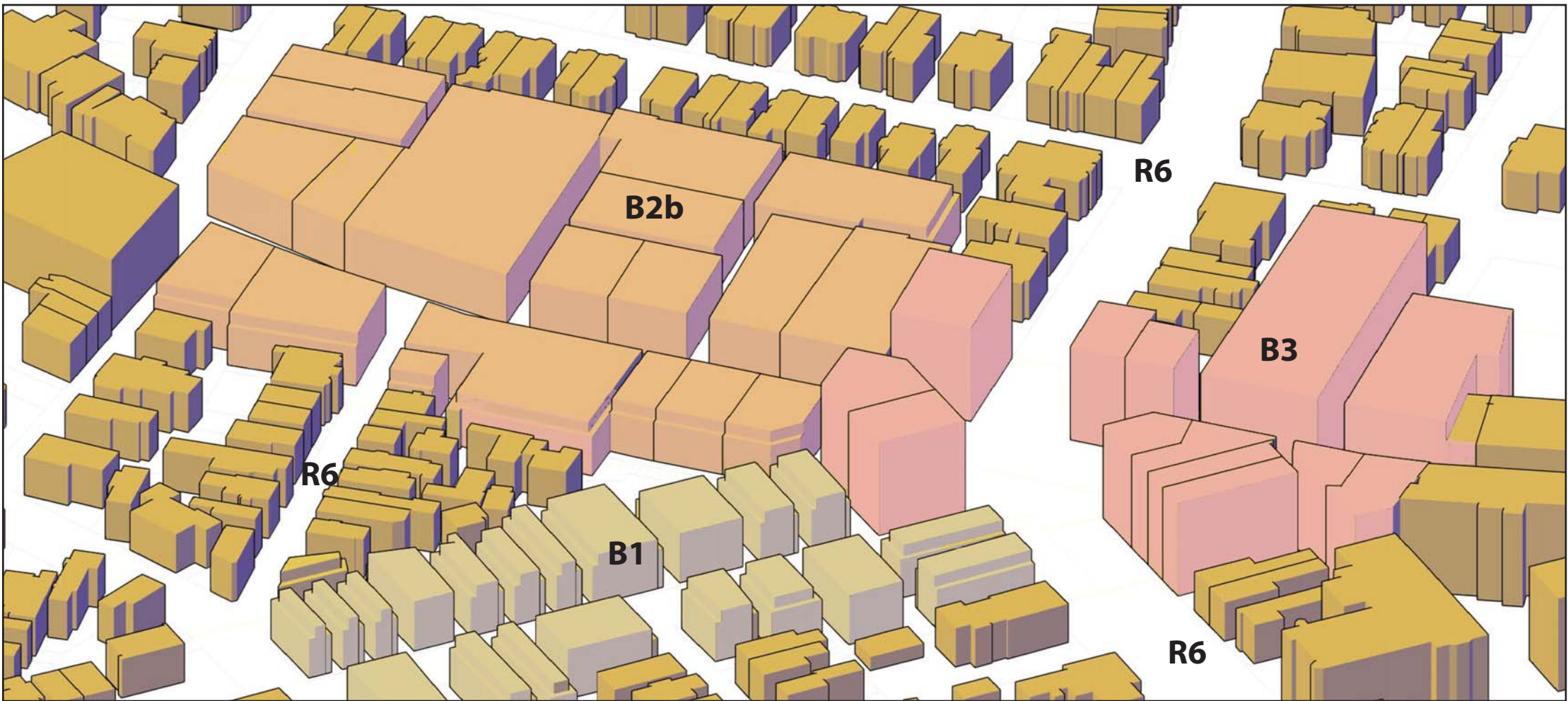


Density Bonus +15' height, -5' setback

R-P Residence-Professional	
For residential buildings, dimensional standards of abutting residential zone should be used.	
R3 minimums	R5 minimums
Front Yard = 20'	Front Yard = 15'
Side Yard = 11'	Side Yard = 9'
Side Yard on Side Street = 15'	Side Yard Side Street = 10'
Rear = 20'	Rear = 15'
Lot Coverage = 35%*	Lot Coverage = 40%*
Height max = 50'	Height max = 50'

B-1 Neighborhood Business	
For residential buildings, dimensional standards of abutting residential zone should be used.	
R5 minimums	
Front Yard = 15'	
Side Yard = 9'	
Side Yard Side Street = 10'	
Rear = 15'	
Lot Coverage = 40%*	
Height max = 50'	

*In most cases, the lot coverage maximum is the limiting dimensional requirement for building footprints rather than the yard setbacks



Existing Zoning max bldg envelope

B-2b Comm. Business & B-3 Dwntn Business

Dimensional Requirements

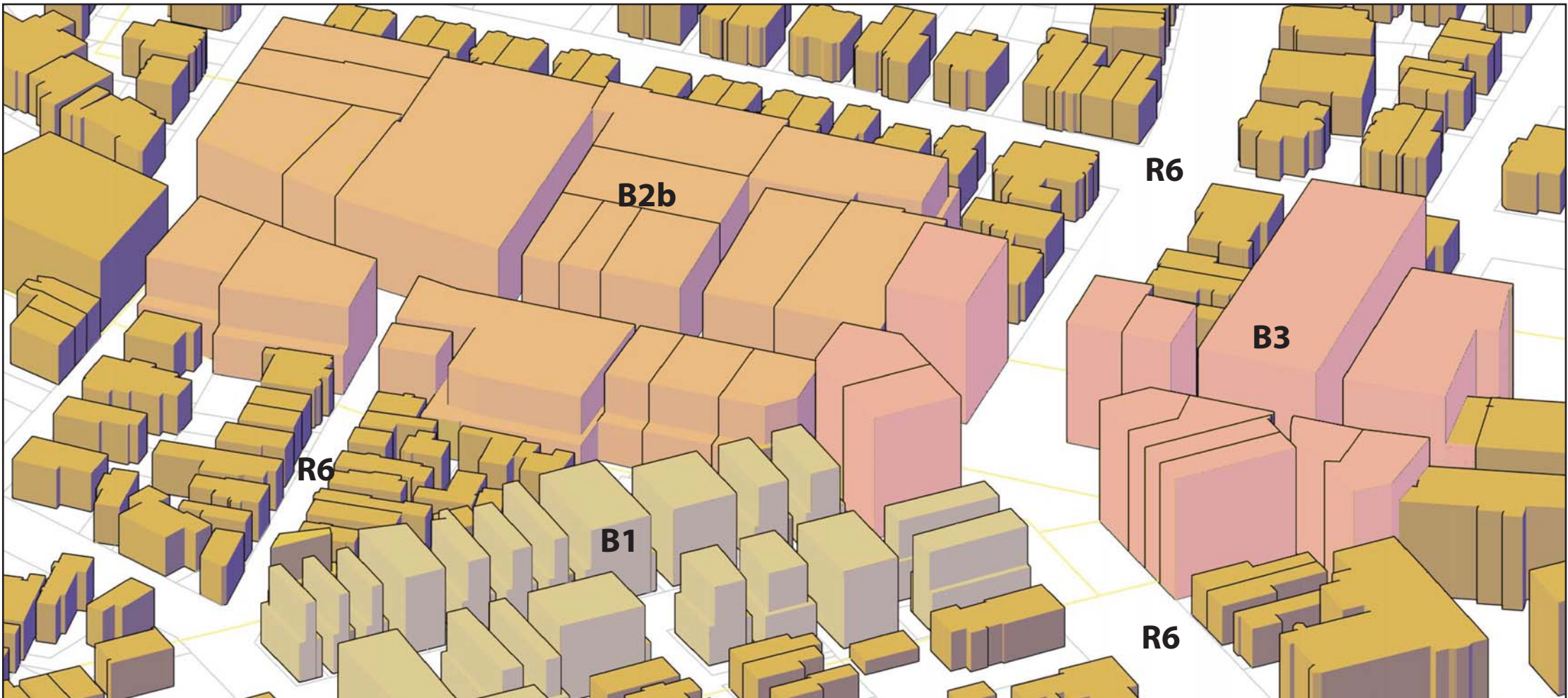
- Front Yard min = 0'
- Side Yard min = 0'
- Side Yard on Side Street = 0'
- Rear min B-2b = 10' B-3 = 0'
- Lot Coverage = 100%
- Height max B-2b = 45' B-3 = 85' (height overlay)
- Stepback side B-2b = 5' above 35' (abutting residential)
- Stepback rear B-2b = 15' above 35' (abutting residential)

B-1 - Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R6 minimums

- Front Yard = 5'
- Side Yard = 5'
- Side Yard Side Street = 0'
- Rear = 10'
- Lot Coverage = 60%*
- Height max = 45'
- Stepback side = 10' above 35'
- Stepback rear = 15' above 35'



Density Bonus +25' height -10' setback

B-2b Comm. Business & B-3 Dwntn Business

Dimensional Requirements

- Front Yard min = 0'
- Side Yard min = 0'
- Side Yard on Side Street = 0'
- Rear min = 0'
- Lot Coverage = 100%
- Height max B-2b = 70' B-3 = 110' (height overlay)
- Stepback side B-2b = 5' above 35' (abutting residential)
- Stepback rear B-2b = 15' above 35' (abutting residential)

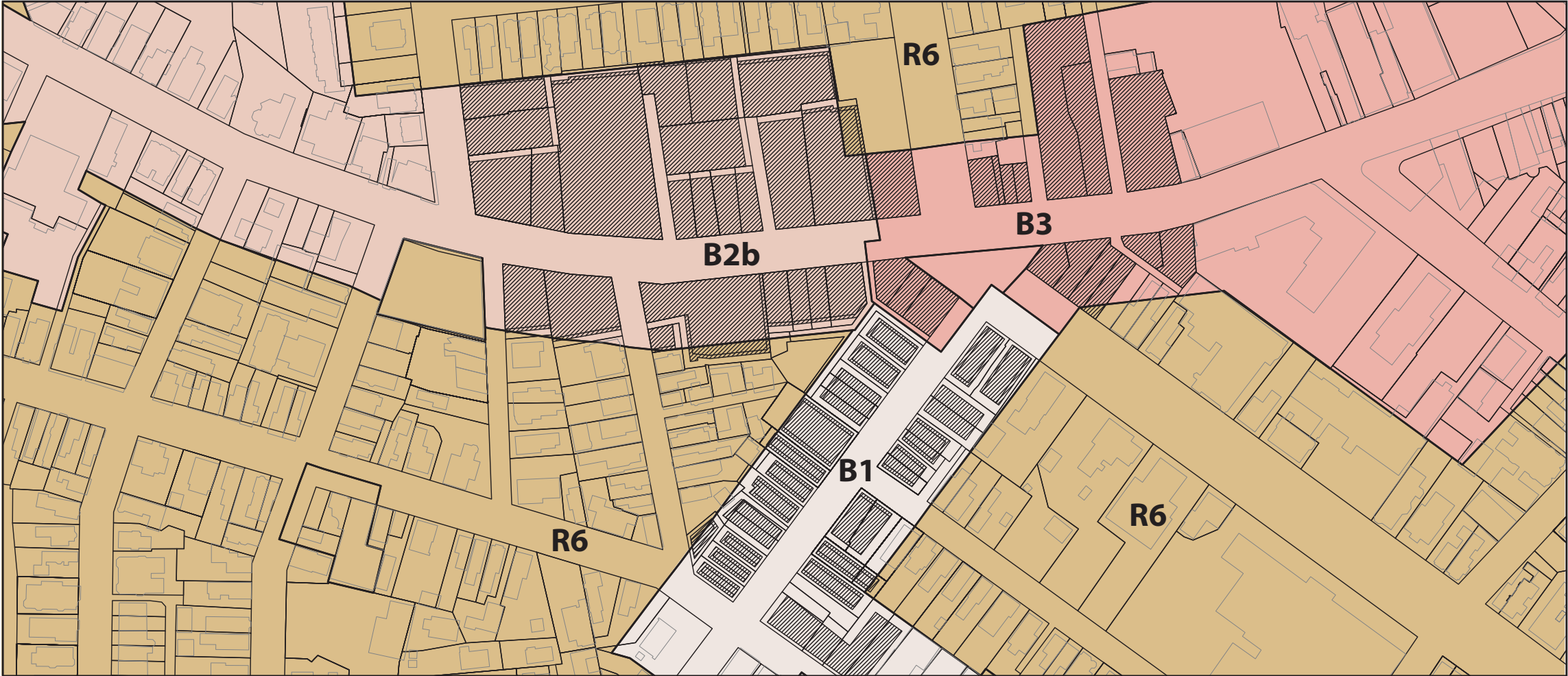
B-1 Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R6 minimums

- Front Yard = 0'
- Side Yard = 0'
- Side Yard Side Street = 0'
- Rear = 0'
- Lot Coverage = 60%*
- Height max = 70'
- Stepback side = 10' above 35'
- Stepback rear = 15' above 35'

*In most cases, the lot coverage maximum is the limiting dimensional requirement for building footprints rather than the yard setbacks



Existing Zoning max bldg envelope

B-2b Comm. Business & B-3 Dwntn Business
Dimensional Requirements

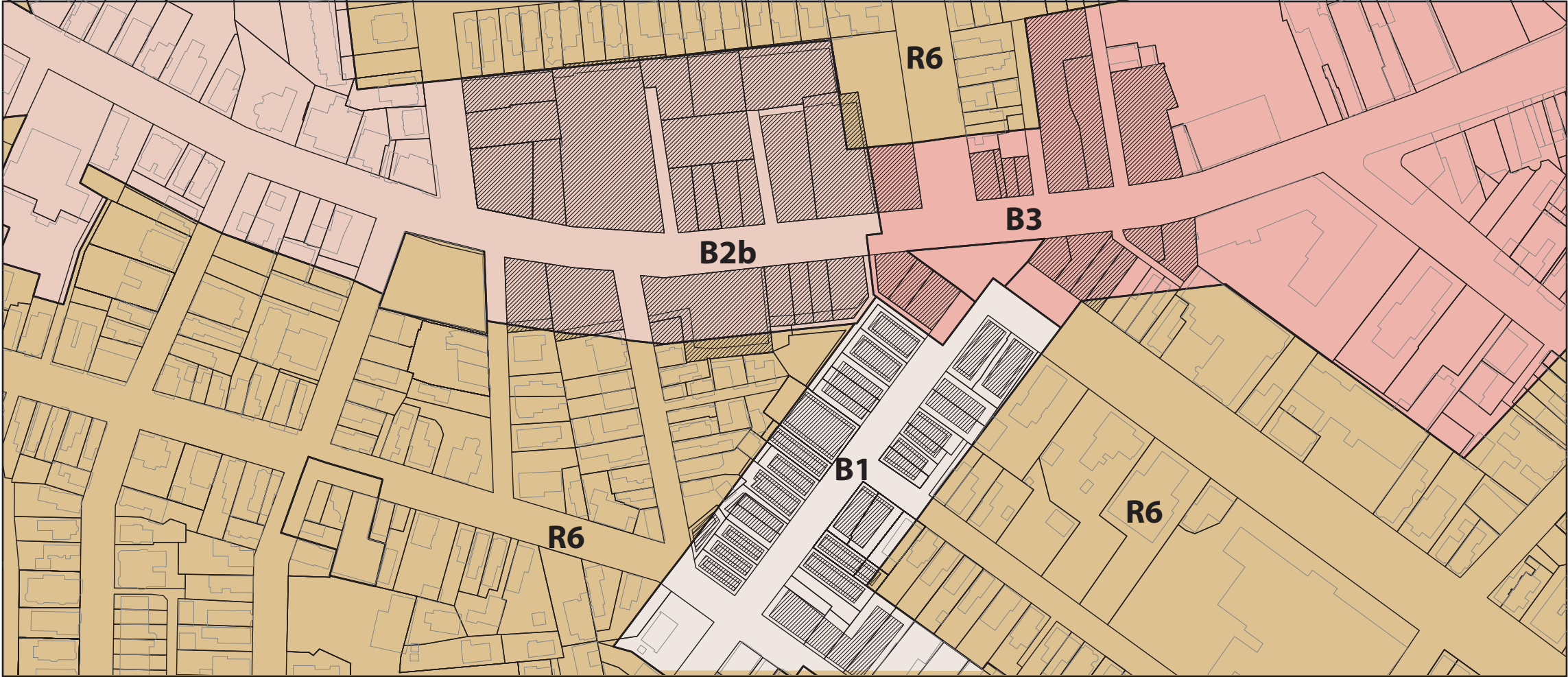
Front Yard min = 0'
Side Yard min = 0'
Side Yard on Side Street = 0'
Rear min B-2b = 10' B-3 = 0'
Lot Coverage = 100%
Height max B-2b = 45' B-3 = 85' (height overlay)
Stepback side B-2b = 5' above 35' (abutting residential)
Stepback rear B-2b = 15' above 35' (abutting residential)

B-1 - Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R6 minimums

Front Yard = 5'
Side Yard = 5'
Side Yard Side Street = 0'
Rear = 10'
Lot Coverage = 60%*
Height max = 45'
Stepback side = 10' above 35'
Stepback rear = 15' above 35'



Density Bonus +25' height -10' setback

B-2b Comm. Business & B-3 Dwntn Business
Dimensional Requirements

Front Yard min = 0'
Side Yard min = 0'
Side Yard on Side Street = 0'
Rear min = 0'
Lot Coverage = 100%
Height max B-2b = 70' B-3 = 110' (height overaly)
Stepback side B-2b = 5' above 35' (abutting residential)
Stepback rear B-2b = 15' above 35' (abutting residential)

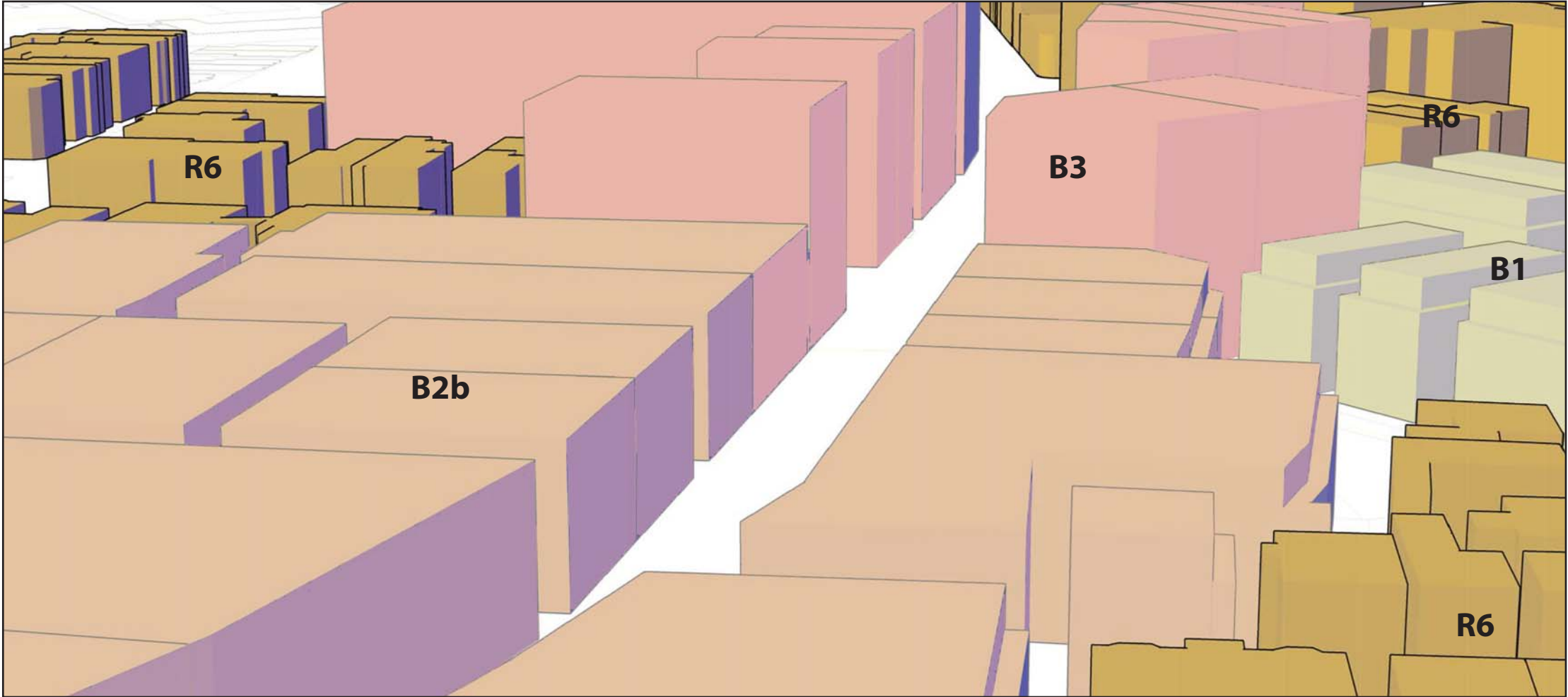
B-1 Neighborhood Business

For residential buildings, dimensional standards of abutting residential zone should be used.

R6 minimums

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Side Yard = 0'
Side Yard Side Street = 0'
Rear = 0'
Lot Coverage = 60%*
Height max = 70'
Stepback side = 10' above 35'
Stepback rear = 15' above 35'

*In most cases, the lot coverage maximum is the limiting dimensional requirement for building footprints rather than the yard setbacks



Existing Zoning max bldg envelope

B-2b Comm. Business & B-3 Dwntn Business
Dimensional Requirements

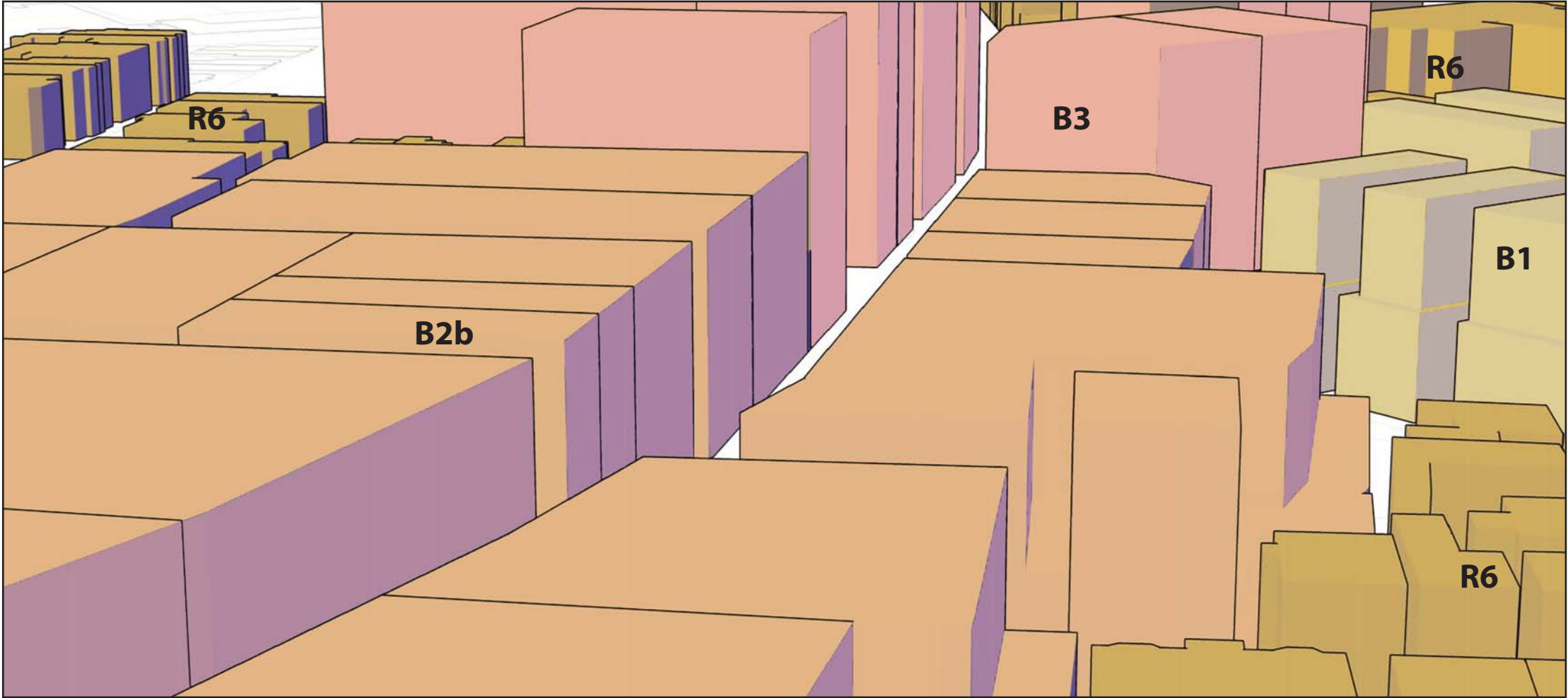
- Front Yard min = 0'
- Side Yard min = 0'
- Side Yard on Side Street = 0'
- Rear min B-2b = 10' B-3 = 0'
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PLANNING BOARD REPORT PORTLAND, MAINE

Waterfront Port Development Zone Text Amendment
City of Portland Economic Development Department, Applicant

Submitted to: Portland Planning Board
Public Hearing Date: July 18, 2017

Prepared by: Matthew Grooms, Planner
Date: July 13, 2017

I. INTRODUCTION

The City of Portland's Economic Development Department submitted an application for a text amendment to the Waterfront Port Development Zone to facilitate the development of infrastructure beneficial to marine-related uses found throughout Portland's working waterfront. The Planning Board has considered potential text amendments and supporting rationale at 4 separate workshops and held a site walk of the WPDZ on May 18th 2017.



Figure 1: Extent of WPDZ

Notice of the workshop appeared in the Portland Press Herald on July 6th and 7th and 509 notices were distributed to abutters within 500 feet of the Waterfront Port Development Zone.

The report is structured as follows:

- | | |
|--------------------------------------|--|
| I. Introduction | VII. Proposed Amendments |
| II. Background | VIII. Summary of Revisions From Previous Draft |
| III. Timeline/Process | IX. Public Comment |
| IV. Guide to Material Attached | X. Policy Discussion |
| V. Current Ordinance | XI. Staff Recommendation |
| VI. Discussion of Significant Issues | XII. Motions |

II. BACKGROUND

Pursuant to a request for proposals issued by the Maine Department of Transportation and Maine Port Authority, the company Americold, was selected to design, construct and operate a

regionally scaled cold storage warehouse that would complement and add value to intermodal and marine operations at the International Marine Terminal. Improved cold storage with direct marine, rail, and highway connections, is seen as a significant benefit to Maine's food and beverage industries serving both import and export shippers. Americold representatives have indicated that the existing 45-foot height restrictions would significantly restrict the ability of the WPDZ to house a sufficiently scaled, efficient modern facility. Staff began to research this request and heard from other uses in the zone, concerning lack of clarity in the existing zoning as well as limitation of the current dimensional standards.

In response to this information, the City of Portland initially requested a text amendment to the WPDZ that would reformat the WPDZ text and allow additional building heights in the area. Over time the proposal has evolved to incorporate additional design and performance standards, modifications and clarifications to both the use and dimensional elements of the zone and overall clarification and readability modifications. The final proposal before the board is based on extensive stakeholder engagement and research by both the city, neighborhood organizations and Port Authority and involves substantial compromise by all involved. The proposal has come before the Planning Board for four workshops, the first, on October 25, 2016, the second, on January 24, 2017, the third which included a site walk of the WPDZ on May 18, 2017 and the fourth, on June 27, 2017.

Following the workshop on October 25, 2016, the Planning Board determined that it would first be necessary to comprehensively articulate the importance of the Port of Portland to the local, regional and state economy and move forward with far greater consideration of the potential visual impacts that such a zoning amendment would bring to the surrounding neighborhood and city as a whole. At that time, members of the public were particularly concerned about the massing of buildings and the potential for a 70-foot high wall along the entirety of West Commercial Street, loss of visual access to the water from Commercial Street, impact on private views and the area's role as gateway to the city. Community members were similarly concerned with the impact of increased heights on the City's burgeoning tourism economy. The current zoning, while limited to 45' foot buildings, allows 100% lot coverage with zero lot line setbacks.

At the January 24th workshop, in response to feedback from the October 25th workshop, representatives of the Maine Port Authority presented material highlighting the importance of cold storage to the region, the potential economic impacts that such a project would bring to the city, and rationale for the size of the facility being sought. Additional information was presented regarding the history of the western waterfront and its traditional role as the industrial sector of Portland's working waterfront. According to Bill Needelman, the Waterfront Coordinator for the City of Portland, facilities located within this zone were at various times more significant and taller than they are today and that as time as progressed, needs within the port have changed significantly. His argument stated that when the original text for the WPDZ ordinance was adopted in 1993, the market demand for facilities of this size did not exist at this location. However today, as the zone continues to develop, prior regulations must be reviewed and revised where necessary to accommodate changes in the market. Finally, Planning Staff discussed conceived revisions to the ordinance that were intended to allow increased building heights on a conditional basis while mitigating concerns related to excessive building massing, view corridor impacts and building design.

The Planning Board recommended that the City provide additional research to substantiate the need for taller structures while also requesting additional information regarding traffic and

visual impacts. To accommodate these requests, the City of Portland in conjunction with the Maine Port Authority and Maine Department of Transportation compiled relevant research and information at the request of the Planning Board to further evaluate this text amendment. The City of Portland hired the economic development planning firm Camoin Associates to produce a review of the market for cold storage facilities and a cost analysis per pallet position that would rationalize a facility of a certain size (*Needelman Memo June 27th, Attachment A*). The firm T.Y. Lin, under contract with the City, produced a projected traffic impact assessment under full build-out of this project. To perform the visual impact analysis, the City hired the Yarmouth based consulting firm, Terrence J Dewan & Associates, to produce a sketch-up model which contextually illustrated current zoning, proposed zoning and likely build-out scenarios based on stakeholder discussions (*Planning Memo May 18th, Attachment 2*). The firm Woodard and Curran, hired by the Maine Port Authority, has produced its own economic analysis intended to justify the need for a facility capable of accommodating 15,864 pallet positions. These items were presented to the Planning Board at the May 18th workshop as basis for the proposed zone change.

At the May 18th workshop, members of the Planning Board, city staff and other interested parties participated in a site walk of the WPDZ facilitated by Mr. Needelman, looking specifically at the context of the site in relationship to surrounding uses, and potential placement of future buildings. At the conclusion of this workshop, the Planning Board advised staff that for the following workshop, they would like to see the completed market study from Camoin Associates, completed traffic impact analysis by T.Y. Lin and a draft copy of the zoning text amendments.

The Planning Board held its final workshop on the text amendment for the WPDZ on June 27th, where the Board was presented with the completed market study produced by Camoin Associates as well as the updated modeling of the proposed zoning completed by Terry Dewan & Associates. Staff then discussed the draft text amendment, outlining a number of changes which were proposed for the sections regarding purpose, use, dimensional standards and performance standards. Staff also presented a number of alternative concepts for the Board's consideration based upon stakeholder feedback of the originally proposed language. The Planning Board asked staff to consider additional changes to the performance standards, specifically in strengthening conditional use ties with the success of the working waterfront. Members of the Board were in favor of proposed regulatory measures intended to preserve the vista from public open space, to maintain view corridors throughout the length of the zone, to setback taller buildings away from West Commercial Street, and to limit development intensity by means of minimum lot sizes, building length maximums and lot coverage.

III. TIMELINE/PROCESS

The proposed text amendment is the result of an approximately year long process, during which time City staff have facilitated and participated in extensive dialogue determining the future direction of the WPDZ. We have worked to gather input from industry professionals, waterfront stakeholders, residents of the West End Neighborhood and other interested parties in order to produce a cohesive and comprehensively balanced regulatory framework that assesses the needs of the entire zone, not simply one or two land owners, and fully considers the implications of the various proposed alterations. We have made use of Planning Board workshops to further test, present relevant material and open up dialogue regarding the proposed text amendment. Discussions at these four workshops have served to hone and affirm the approaches taken by staff. For reference, staff has compiled a timeline of relevant (where

discussion of zoning text amendment, research in regards to proposed text amendment and cold storage took place) meeting dates which demonstrate the extent to which this effort was collaborative and iterative.

07/15/2016: Tour of the IMT/discussion of Americold proposal with members of the public
08/24/2016: Community outreach meeting with members of the public at the IMT
09/14/2016: West End Neighborhood Association meeting
10/13/2016: West End/Western Prom Joint Neighborhood Association meeting
10/25/2016: Planning Board workshop to discuss text amendment of the WPDZ
11/02/2016: Meeting with Portland Society of Architects
11/03/2016: Neighborhood Meeting at the Reiche School
12/02/2016: Check in with Neighborhood Association Representatives
12/05/2016: On-Site Building Height Demonstration
12/12/2016: Meeting with Neighborhood Association Representatives
01/09/2017: Presentation to the Portland Community Chamber Board
01/18/2017: Meeting with Neighborhood Association Representatives
01/24/2017: Second Planning Board Workshop
02/03/2017: Meeting with City Manager and Neighborhood Association Representatives
02/08/2017: Presentation to the Convention and Visitor Bureau Board
03/14/2017: Internal Graphics Scoping Meeting
03/17/2017: Meeting with T.Y. Lin to discuss trip counts and traffic impact report
03/21/2017: Meeting with City Departments, Port Authority, Greater Portland Council of Governments and State to discuss relevant research needed to move forward
03/29/2017: Meeting with Terry Dewan & Associates to discuss modeling
04/04/2017: Internal discussion of zoning approaches
04/04/2017: Meeting at IMT with Neighborhood Association Representatives
04/24/2017: Meeting to discuss planning of Public Forum
04/25/2017: Meeting with City Manager and Neighborhood Association Representatives
05/08/2017: Meeting with Terry Dewan & Associates to provide updated direction on graphics
05/09/2017: Meeting with Camoin & Associates to discuss Draft Report
05/10/2017: Eggs and Issues Presentation at the Portland Community Chamber
05/12/2017: Internal meeting to prepare for Planning Board workshop
05/16/2017: Preview of Visual Material and Conceived Zoning Approaches with West End Residents
05/16/2017: Waterfront Alliance Public Forum
05/18/2017: Third Planning Board Workshop
05/26/2017: Meeting with Camoin & Associates to discuss Draft Report
06/12/2017: Meeting to discuss zoning approach with West End neighborhood residents
06/15/2017: Meeting with Camoin & Associates to discuss Draft Report
06/16/2017: Meeting with West End neighborhood residents
06/26/2017: Marine Operators Meeting
06/27/2017: Fourth Planning Board Workshop
06/29/2017: Site walk of West Commercial Street and Danforth Street with West End Neighbors
07/10/2017: Meeting with City Manager and West End neighborhood residents
07/12/2017: Meeting with West End neighborhood residents

IV. GUIDE TO MATERIAL ATTACHED

1. Division 18.5, Waterfront Port Development Zone – Draft Amendment

Developed by Planning staff in close cooperation with other City Departments, waterfront stakeholders, industry professionals and residents of the West End Neighborhood, this text amendment, while still subject to change, is going before the Planning Board who will vote to either recommend or not recommend final adoption by the City Council.

2. Accompanying Graphic of Proposed Text Amendment

This graphic representation is intended as a visual aid that conveys proposed dimensional standards and geographically illustratable elements of the proposed text amendment.

3. Modeling Material Completed by Terry Dewan & Associates

The City of Portland's Planning Office hired consultants Terry Dewan & Associates to model existing zoning, proposed zoning and a likely build-out scenario in order to better understand the shortcomings of the existing ordinance, rationally improve upon those shortcomings and illustrate the impact of proposed amendments. The likely build-out scenario provides a realistic vision of how the zone would appear based upon approved and proposed site plans and stakeholder input. Modeling was provided in a variety of formats including section views, perspective views from various locations, photorealistic representations and Google Earth flyovers.

4. History of Studies and Regulatory Events Related to the Western Waterfront

This memo was produced in order to provide a detailed timeline of events which informed and led to the creation of existing regulatory structures and the on-going dialogue surrounding allowable building heights and the location of certain uses, specifically cold storage within the WPDZ. The findings of this research illustrate that the questions being considered in this text amendment process have been continually under discussion during the past half-century further, that relevant long-range plans which have been used to inform past regulatory decisions clearly indicate the need to revisit zoning language periodically in order to accommodate changes in market and development trends.

5. Comparative Ports Table

This table illustrates height limitations in similarly situated industrial port zones within relatively comparable ports around the United States.

6. Comprehensive Plan – Waterfront Section

Following adoption of the new Comprehensive Plan on June 5, 2017, staff made changes to the proposed draft language in order to better conform with the goals outlined in this document. The Comprehensive Plan, while not regulatory in nature, is intended to define a community's future development vision and serves as the basis for The Planning Board's recommendation to the City Council.

7. Maine Port Authority Material

Compiled during the course of the application and review process, the Maine Port Authority (MPA) has provided an extensive packet of material in support of the proposed zone height amendment. Concentrating on the value of and need for cold storage, much of the later material responds to specific requests from critics of the process to justify the proposed scale of development for Americold. The MPA has also included letters and statements of support from multiple marine and non-marine interests.

The MPA submission includes both new information and resubmitted material from previous workshops.

8. Camoin & Associates Market Study

In answer to the question of whether the cold storage is needed at the scale proposed, the City of Portland Economic Development Department contracted with Camoin and Associates to provide a market analysis and peer review of the Americold proposal.

9. T.Y. Lin Traffic Study

In answer to the question of whether taller structures would exacerbate traffic congestion on West Commercial Street, the Economic Development Department contracted TY Lin engineers to provide a traffic analysis.

10. Bill Needelman, Waterfront Coordinator, Summary Presentation

The Economic Development Department has condensed supporting information for the process into a brief 10 minute summary presentation.

11. Waterfront Alliance Forum Notes

On May 16, 2017, the Waterfront Alliance held a public forum to discuss the proposed zone amendments and the Maine Port Authority proposal. The attached notes provide an excellent record of a panel discussion framed around questions from the public.

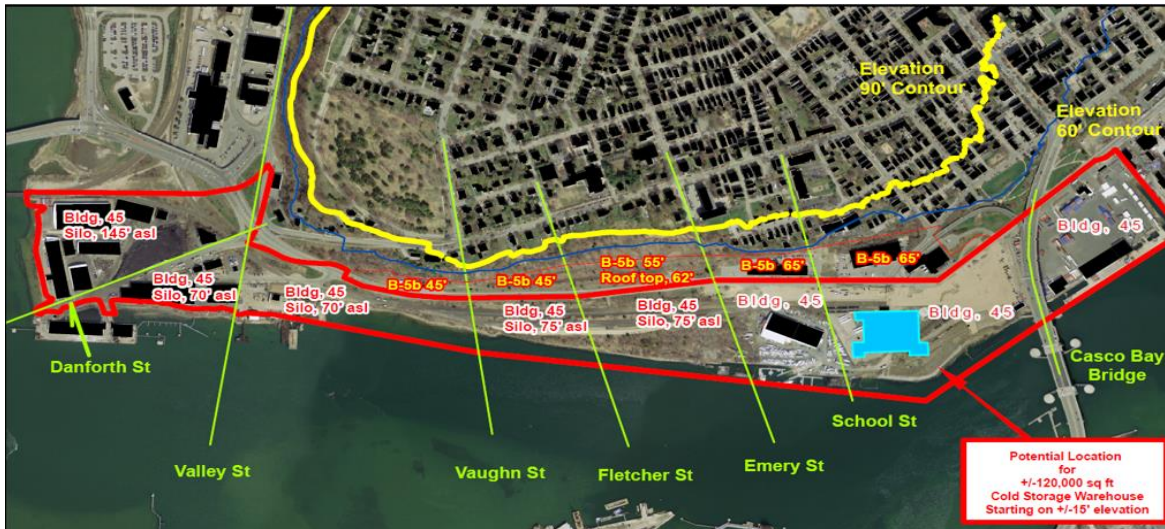
12. Building Heights Demonstration

On December 5, 2016, the Maine Port Authority and the City of Portland cooperated to position two elevated boom trucks at 70 feet in height in the approximate location of the proposed Americold site to demonstrate the potential size of larger structures and to provide validating documentation of potential view impacts. Photos from the event have been augmented to reflect anticipated view impacts from various vantage points.

V. CURRENT ORDINANCE

As currently written, the intent of the Waterfront Port Development Zone is to facilitate the transport of goods by water to and from Portland that require deep water access as provided by the Fore River Channel. Permissible uses include industries that either require direct deep-water access or directly contribute to the port's activity. As an industrial zone, limited regulations exist pertaining to building dimensions for by-right permissible uses. Maximum building height is capped at 45' feet above average grade, with a separate silo provision under which maximum structure heights may conditionally increase to between 70' feet and 145' feet above either average grade or mean sea level depending on location within the zone. Additional requirements pertaining to the entire zone include 100% allowable lot coverage and a minimum 5' foot setback from the edge of any pier, wharf or bulkhead with no additional setback requirements.

For structures exceeding 45' feet in height, additional requirements include a 150' foot separation between other structures, a setback requirement of 1' foot for each vertical foot of structure height above 45' feet, prohibited development within established view corridors, proportional building width requirements based upon lot width, interior storage stacking requirements and FAA approval for structures measuring over 45' feet in height.



XIII. DISCUSSION OF SIGNIFICANT ISSUES

A. Why is the Port Important to Portland?

The second Planning Board workshop in January of 2017 provided an opportunity to ground the current discussion in the history, current importance, and future potential for the Port of Portland. The following information is excerpted from the previous workshop material and is supported by recent material in Attachment 7 as provided by the Maine Port Authority.

The goal for the zoning amendments is to align the building height regulations of the WPDZ with the requirements of infrastructure and buildings that implement the purpose of the zone. As quoted from the purpose statement:

“Transport of goods by water to and from Portland is an important component of both the local and regional economy. This commerce is dependent upon land with direct access to the dredged deep water channel of the Fore River.

Waterfront land with direct deep water access shall be restricted to uses which contribute to port activity. This zone exists, therefore, to ensure the continued viability of the Port of Portland. ... ” Portland Land Use Code, Division 18.5, Sec. 14-318, Purpose

Established in 1993 in the aftermath of a non-marine use moratorium, the WPDZ was created to be and remains the heart of marine freight and industry for Portland, the region, and the State.

History and Policy of the Western Waterfront:

The choice of the Western Waterfront to be the center of deep water activity in Portland is no accident. Since before the days of the Cumberland and Oxford Canal, the Fore River created the interface between land and sea, between forests, farms and markets, and between the city and the world. With the mid-19th century introduction of rail transport, West Commercial Street was positioned along transport linkages north and south and manufacturing boomed.

The image on the right shows how street, rail, and marine transport interfaced around large scale industry. The West End neighborhood to the right developed in conjunction with

transportation and industry with higher end residential buildings already evident along Danforth Street and more modest housing clustering nearer to the port.

Later in the 20th century, coal gasification dominated the Western Waterfront, with additional large scale bulk transport of kaolin clay and other products as seen in the image below.

With natural gas replacing coal gas, and loss of other manufacturing industries following WWII, the Western Waterfront entered a significant decline through the second half of the 20th century until very recently. One bright spot within the district was the retention and modernization of the Merrill Marine terminal at the far westerly extent of the port. The Merrill terminal successfully transitioned from a bulk freight facility to a mixed bulk and break-bulk facility with modern warehousing serving the forest products industry.

As noted above, the WPDZ was established as the regulating framework for the Western Waterfront in 1993. Set within the context of lighter marine industries and marine passenger zoning to the east, the WPDZ solidified freight activity along West Commercial Street. Despite the long-term decline of the district, the Western Waterfront retained the key components that drew port activity to the area 150 years before – connections to other modes of transport. The combination of **deep water, railroads, and interstate highway** creates the indispensable recipe for efficient modern logistics. The Western Waterfront, uniquely along the Portland Waterfront, retains these connections. By preserving this land for port activity, and foregoing

multiple opportunities for competing high value non-marine development, the City committed to waiting game through the 1990s and early 2000s to “keep the port in Portland.” Thanks to the resilience of long-term facilities (Merrill Marine Terminal,) the foresight of new industries (Portland Yacht Services,) and the strategic investments of the Maine Port Authority (making

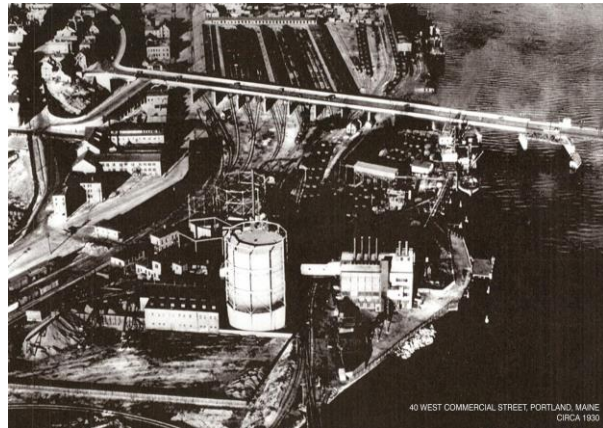


Figure 3: The Portland Gasworks silos in the foreground of this image, with the multiple rail sidings and sheds located east of the “Million Dollar Bridge”(replaced by the Casco Bay Bridge,) demonstrates both the scale and intensity of use that dominated the site.

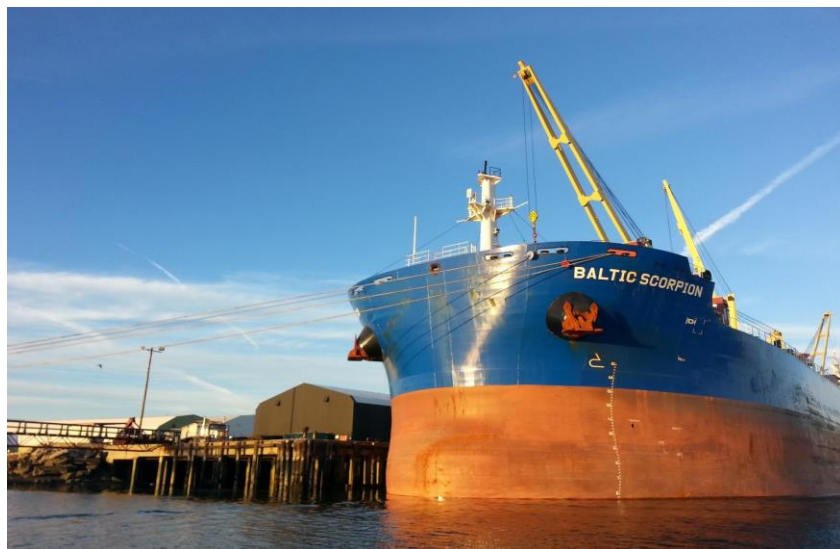


Figure 4: Freighter unloading road salt at the Merrill facility, currently operated by Sprague Energy. Locally consumed commodities such as road salt demonstrate the direct benefit that port activity plays in our everyday lives

investments and bringing Eimskip to the port,) the City of Portland has the remarkable opportunity to fully implement policies decades in the making.

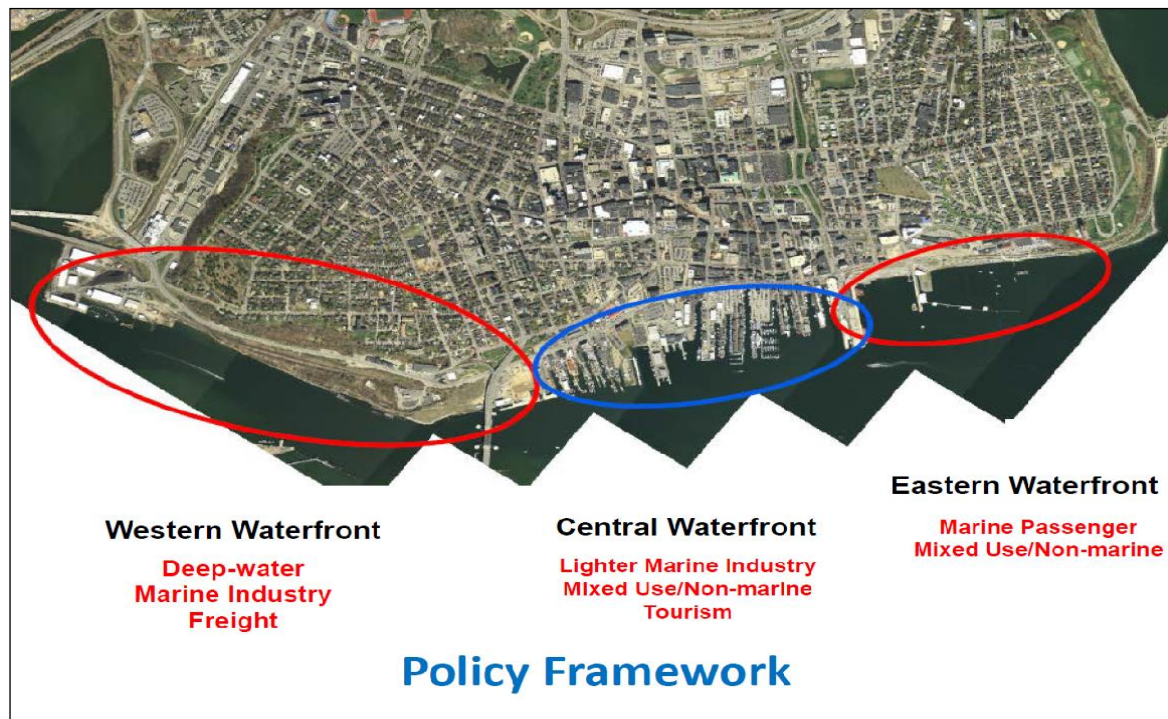


Figure 5: Portland's current waterfront land use strategy

The Regional Importance of the Port of Portland

Portland serves an indispensable role in Maine's Economy as a transportation hub. The following anecdotes provide an overview of some important considerations.

- There are only **3 true ports in the State of Maine** – of these, Portland is most critical
- Maine has only **20 miles of working waterfront** left – out of +/- 5300 miles of coast*
- The WPDZ has over **1.5 miles of potential for working shoreline** – **over 7% of the state total**
- The port is our most efficient connection to **international markets** - Eimskip
- Centers of Commerce need to be Centers of Transportation
- **Manufacturing** needs Transportation Infrastructure, and the Port is considered "critical" for manufacturing growth **
- The Port of Portland accounts for **3,700 jobs** and generates more than **\$101 million in annual income.*****
- Activity in the Port of Portland results in **\$200 million in direct economic impact.******
- **Indirect regional economic and employment benefits** of increased Port activity have not been yet been calculated, but are assumed to be significant for emerging **food and beverage** industries(See updated benefits calculated in Attachment 7)

Export Growth is a Significant Opportunity for the Portland Region and Maine

In 2015, the City of Portland Economic Development Department and the Greater Portland Community Chamber of Commerce commissioned the *Maine Center for Business and Economic Research* at the University of Southern Maine to research opportunities for

economic growth resulting from increased international export. The resulting report, *An export market assessment of the Greater Portland region, December 2015* (Ryan Wallace, Principal Investigator,) summarized that exports currently support a small but important component of Greater Portland employment. Significant to this process, the report also noted that many of the key products exported rely on refrigeration (food and pharmaceuticals) and that growth in these sectors is possible due to the opportunities provided by Eimskip and marine transportation.

Summarized Observations from the Export Market Assessment Report:

- Regional output is stagnant, state output is declining.
- Exports from Portland, however, have jumped with the arrival of Eimskip, New England exports lag the nation.
- Exports support a significant number of jobs in the Portland region, but a small share of overall employment - 6,500 jobs in the Portland Metropolitan area in 2014; 2,900 of which are directly supported by exporting industries.
- Industry employment and industry trade specializations are in related industries. Key goods producing industry employment specializations in the Portland region are in seafood processing, pharmaceutical and medicine manufacturing, pulp, paper, and other forestry related products, beverage manufacturing, sugar and confectionary manufacturing, among others.
- A vast majority of top exports from Portland are destined for northern EU countries, with the exception of seafood products, which are shared with both the Eimskip countries and exports elsewhere.
- Strong growth in export markets along Eimskip service areas.
- Import markets in Eimskip service area countries are healthy. Top import product categories that relate to Portland and Maine export capacity have shown strong growth since 2010, growing on average between 30 and 60 percent.

B. Why Increased Height?

Increased building heights have been sought for this portion of Portland's waterfront since before the WPDZ was adopted in 1993. In 1988, Merrill's Terminal on Cassidy Point submitted a text amendment application for the then I-3B District, to permit concrete silos at a height of up to 150' feet. This amendment, which was modified further prior to its ultimate adoption, was carried into the WPDZ as bulk storage standards. In 2011, the City of Portland solicited a request for qualifications and interest in developing a deep cold storage facility at the site of the Portland Fish Pier (*Attachment 4*). This request, which went unfulfilled, was followed by a request for proposals by the Maine Port Authority for a cold storage facility at the International Marine Terminal, for which Americold was ultimately selected. Americold has since indicated that a height of 68' feet would be necessary to develop a viable cold storage facility in this location based upon the number of pallet positions it could reasonably accommodate. This figure is further supported by a survey of other recently completed cold storage facilities, which in comparison with Americold's proposal for its Portland facility, are significantly larger.

Additionally, efficient and cost-effective boat repair needs to have interior space large enough to hold the vessel. If the port is to expand opportunities to be home for larger yachts and commercial vessels, the service requirements of these vessels need to be provided within the port. Larger buildings are the only way to service larger vessels.

The argument for increased building height supported by zoning practices in other similarly oriented industrial waterfronts within the region, where standard permissible heights significantly exceed the 45-foot limitation found within the WPDZ. In Bath, Maine, Portsmouth, New Hampshire and New Bedford, Massachusetts, all communities with an industrial waterfront zone, the standard allowable height for that zone is respectively 100' feet, 70' feet and 100' feet. While contextually these port zones differ from the WPDZ, specifically in regards to their proximity to residential uses, these height allowances indicate a rationale for structures taller than 45' feet amongst the Port of Portland's counterparts. Similarly, in looking at a more comprehensive list of port zoning districts found across the country, it is clear that the proposed maximum conditional building height of 75' feet would be in line with limits placed elsewhere (*Attachment 5*). Within the City of Portland itself, the maximum building for the Central Waterfront Zone is 50-feet. The WPDZ is further constrained by its limited geographic area, measuring just under 90 acres in area with roughly 8,000 feet of water frontage. Given the scope of this zone, it is imperative to maximize the space available through building height increases.

Articulated through public comment and testimony, there are several arguments for why increased building heights should not be permitted within the zone. By increasing the allowable height of structures, the potential for private and public view obstruction increases considerably. Others are concerned that increased building heights within this zone would be out of character for Portland's working waterfront, and detrimental to West Commercial Street's identity as a gateway into the city. Staff have responded to these concerns by introducing a number of mitigating regulatory schemes, intended to soften the visual impact, and maintain tangible connections between both visitors and residents with the activities of the working waterfront and scenic vistas.

The Board is asked to review this material within the context of the opportunities presented. The benefits of port activity and the opportunities summarized above can only be realized if the infrastructure creates the environment for efficient operations. Cold storage needs to be of a size that generates enough activity to warrant the significant investment. Given the available land, taller structures are the only mechanism to accommodate that activity.

Significant neighborhood discussion and feedback has focused on the "need" for taller buildings. Implicit in this discussion is the premise that the buildings should be as small as possible. The Board is also asked to consider the issues from alternative perspectives: What are the appropriately sized structures that implement the purpose of the zone within today's economic realities? What sized buildings capitalize on the real and significant opportunities presented? What sized buildings promote the policies of working waterfront and port activities included in the Comprehensive Plan?

Finally, as a community we should be ready to respond to the next opportunity without needing to change the zoning rules. In 1993, the marine and export economies were in a very different place than today. Likewise, our understanding of port infrastructure requirements was also based on past experience – largely defined by neglected and antiquated facilities. Moving forward, our zoning code should not only respond to current opportunities, it should anticipate that new Port opportunities likely will arrive that we do not foresee. Taller building potential provides the Port with flexibility to grow. The significant restrictions proposed for lot coverage, view protection, and lower building heights in sensitive areas provide balance with upland abutters promoting compatibility between Neighborhood and Port uses.

C. Why Cold Storage? Cold Storage is Key to the Port

The Maine Port Authority has produced a significant volume of material supporting the needs and benefits of cold storage, much of which is compiled into Attachment 7. Attached information states:

- Portland, Greater Portland, and the State of Maine are food producing communities.
- Over \$600,000,000 in product moved through the IMT last year – and that number is expected to grow if Cold Storage capacity increases at the Port.
- The Port’s primary carrier, Eimskip, is the North Atlantic leader in “refrigerated logistics” - Eimskip carries food.
- Eimskip’s position in the Port of Portland provides opportunities for international trade that have not existed in Northern New England for generations.
- Food producers, food carriers, and food distributors need refrigerated warehousing.
- Locating refrigerated warehousing in the Port creates efficiencies not otherwise achievable.
- Without a refrigerated warehouse on the waterfront, Portland’s relationship with Eimskip, and our access to efficient transport and trade are at risk.
- Export options are transformational opportunities for Food Manufacturing
- Cold storage adds benefits for fishing, lobstering, and aquaculture if located on the waterfront.

The impetus for building height amendment request generated from the internal capacity needs of the cold storage use – proposed at 15,000+ pallet positions. The plan view (horizontal foot print) extent of the proposed building on the IMT site is constrained by a number of factors including the size of the site (6.3 acres,) the shore line, the location of rail infrastructure, and the need for truck circulation and parking. Vertically, pallet capacity grows in large increments as additional layers of pallet racks are added. In order to meet the business model requirements for pallet capacity, the refrigerated warehouse needs over 55 feet of clear space from the finished floor to the bottom of the roof structure. The finished floor height is dictated by the height of truck loading docks. The roof structure depth is dictated by the clear span requirements of the use, and other roof loading needs. As currently envisioned, the building is planned at 68 feet tall, as measured from the surrounding grade.

An analysis of the 15,000 pallet capacity proposed by the Maine Port Authority and Americold is thoroughly discussed in the report by Camoin Associates, Economic Assessment of the Proposed Portland Waterfront Cold Storage Facility. June 2017, (*Attachment 8*).

For this assessment, Camoin took the following approach:

- Analysis of market conditions based on national market research
- Interviews with potential users of the facility (cold storage)
- Review of data on comparable facilities near ports
- Review of the economic competitiveness model and facility demand model completed by engineering firm Woodard & Curran for the Maine Port Authority

In addition to the process outlined above, Camoin met with and evaluated significant research by West End neighbors. Notably, Mark McCain and Tom Robinson, an economist in his own right, provided extensive analysis. While not in total agreement, the summary findings below benefitted from and were informed by the neighborhood research.

Summary of Findings

The following are major findings from Camoin's assessment of the cold storage market nationally, regionally, and locally:

- Cold storage is part of critical infrastructure for supporting export-based economic strategies for selling to buyers outside of Maine and the US. While refrigerated storage services are primarily consumed by industries in the food sector, industry operators also provide a variety of services to pharmaceutical companies, hospitals, fur producers and other companies that require temperature-controlled storage facilities. Overall, this segment has grown significantly over the past five years as downstream customers have increasingly outsourced warehousing and distribution functions to improve operating efficiencies, and demand is expected to continue to grow over the next five years
- Currently, the supply of cold storage warehousing in the Portland area is rather limited, and demand exists for additional public cold storage capacity in the Portland region. Key drivers of demand include the increase in demand for and production of food products requiring refrigeration, specifically seafood; and increasing trade activity locally through the Port of Portland as well as nationally.
- A new cold storage facility in Portland would provide additional capacity for expanding local seafood processing operations. Cold storage users interviewed for this report mentioned that local cold storage capacity allows companies to better oversee their supply chains and ensure that storage conditions are adequate. In addition, in cases where goods are being shipped from Portland to Boston and back, there could be significant cost savings in being able to cut Boston out of the supply chain.
- Typical key success factors nationally for a cold storage facility include: optimum capacity utilization, ability to automate (for very large facilities), long-term contracts with operators, and appropriate facilities and related logistics infrastructure.
- It is critical that any new cold storage facility be price competitive with facilities that potential customers are currently utilizing elsewhere, especially those in the Boston area, which are most relevant to this analysis. Prices would have to be on par with existing facilities in order to induce users to make the switch to a local facility. Price competitiveness is also needed to meet the long-term state and local economic goals and objectives of the International Marine Terminal.
- In order to be able to charge a competitive price, a cold storage facility must be able to capitalize on economies of scale associated with the size of the facility. Square footage is less critical than cubic feet; because cold storage operators pay a premium for climate control, they want to maximize their vertical space.
- Americold's proposed facility with a capacity of 15,864 pallets reasonably falls within the capacity range that is being built in the market nationally and regionally. It is in the upper middle of the pack relative to other public facilities nationally, and compared to two key competitor facilities located near ports in Everett, Massachusetts, and Norfolk, Virginia, Americold's proposal for Portland is significantly smaller.
- Physical constraints associated with the waterfront site necessitate that the facility be built to an interior clearance height of 55' in order to achieve this level of capacity.
- While a smaller facility could potentially be profitable, the return on investment may not be sufficient for a prospective developer/operator who has many other investment opportunities. The lack of any qualified proposals received by the DOT and Port Authority for smaller facilities likely indicates that a smaller facility is not a competitive investment opportunity.
- Camoin's review of the Woodard & Curran model finds its model to be reasonable in terms of capacity utilization.

Additional information supporting the need for taller structures is provided in the Maine Port Authority packet. (*Attachment 7*)

D. Visual Impacts of Proposed Text Amendment

Throughout this process, a key concern among both proponents and opponents of this text amendment has been the perceived visual impact of taller incongruous industrial buildings thereafter allowable within the WPDZ. Most individuals have indicated and reaffirmed their support of a working industrial waterfront zone within Portland, however there have been questions as to whether taller buildings are necessary to the success of Portland's port development zone. The subject of taller buildings is addressed within the preceding section of this report, and it is felt that the addition of regulatory standards that would permit taller buildings is rationally supported and essential to the success of Portland's marine-related and water-dependent users. Staff's approach has instead been to mitigate the intensity of development within the zone, preserve public vistas, maintain view corridors along West Commercial Street and improve the aesthetic of new industrial buildings. These proposed regulatory standards are specifically intended to address concerns regarding long views of new developments as seen from public vantage points, private residences and street rights-of-way within the West End Neighborhood as well concerns regarding the zone's gateway characteristics for the pedestrian or vehicle traveling into Portland along West Commercial Street.

These standards, which include a variety of limitations regarding maximum building heights, maximum building lengths, view corridors, lot coverage, minimum lot size and building setbacks, have undergone an iterative visual testing process, made possible by the modeling completed by Terry Dewan & Associates (*Attachment 3*), during which time certain approaches were either refined or abandoned altogether. These modeling exercises have been an integral component of the public outreach process, and have helped to illustrate how certain standards would relate contextually with the surrounding built environment. They have also informed on-going discussions with various stakeholders, discussions which have yielded numerous additional zoning related suggestions including alterations to the maximum allowable building height, maximum building footprint standards, minimum lot size standards, building height measurement standards, building separation standards and revised view corridor dimensions. Based upon these suggestions, staff have implemented a number of suggestions, including hard caps for building height, increased minimum lot sizes for taller structures and widened view corridors. The goal of this process has been to balance the needs of waterfront users against these various listed concerns and establish a successful regulatory framework which allows for the successful development of the port development zone in a contextually sensitive manner.

E. What is the Traffic Impact of the Proposed Re-zoning?

Given the well-known traffic issues on West Commercial Street, neighbors have expressed the reasonable question of how increased building heights may increase traffic along the corridor. To answer this question, the Economic Development Department contracted with TY Lin International to conduct a traffic assessment and analysis.

Using traffic counts provided by Americold from 2016 and new counts generated for the analysis, Tom Errico, PE produced a memo included herein as Attachment 9.

The TY Lin analysis documents current conditions, estimates background traffic growth from anticipated downtown development, and adds the additional traffic growth expected to result from the proposed increase in building size that would be permitted through the proposed text amendments.

In summary, traffic generated by the rezoning is minimal compared with the existing volumes and potential traffic generated by non-port related development. As taken from Mr. Errico's memo, page 13:

Traffic Generation Impacts of Building Height Zone Change

Increased traffic levels associated with increasing the height limit within the noted western waterfront area will be associated with development programs for the Cold Storage Facility and building or program changes at the New Yard site.

Cold Storage Facility

As noted previously, the Cold Storage Facility would be expected to generate 20 trucks entering and exiting daily or about 2 trucks during a peak hour.

New Yard Facility

According to information provided by the owner of the New Yard facility, increases in the allowable building height would allow for consolidation of operations which would likely result in an increase of about 10 employees. Assuming a worst-case scenario of all 10 employees driving a single-occupant vehicle, and that all arrive and depart during peak hours, 10 vehicles would arrive during the AM peak hour and 10 vehicles would exit during the PM peak hour.

The above two projects would be expected to generate approximately 12 peak hour trips. This level of trip generation would not be expected to create traffic congestion or safety issues in the West Commercial Street area.

F. Marine Linkage

At the June 27th workshop, the Planning Board requested that City staff strengthen language in the proposed text amendment in support of marine-related and water-dependent uses. The WPDZ is an integral component of Portland's three-tiered working waterfront, and one of the few remaining industrial port zones in the State of Maine. The City has continually reaffirmed its commitment to maintaining the western portion of Portland's waterfront as a marine industrial zone, notably in Portland's recently approved Comprehensive Plan, where goals stated include, "invest in infrastructure", "improve freight facilities", "support traditional and marine industries".

In support of these goals and in response to Planning Board feedback, multiple revisions have been incorporated into the proposed language which are intended to foster uses in line with the priorities established in the waterfront use hierarchy pyramid (*Attachment 6*). Only certain uses, deemed to be either water-dependent or marine-related are permitted to take advantage of the conditional height bonus, and compatible non-marine uses would now be required to demonstrate that they are either supportive of a marine-related or water-dependent use, or could be relocated or adapted to make way for such uses. Additionally, compatible non-marine uses currently identified as permitted been reclassified as conditional uses.

VI. PROPOSED AMENDMENTS

A. Summary

Since the previous workshop, staff have regularly met and worked with waterfront stakeholders, representatives of the Western Promenade Neighborhood Association and other interested parties to mitigate key zoning related concerns and produce a well-balanced new approach to zoning along Portland's western waterfront. The goal of this effort has been to sensibly assess the needs of Portland's working waterfront, taking into consideration recommendations from industry professionals both inside and outside of Portland and weighing those needs against legitimate community concerns regarding both visual and traffic impacts. We have also honed our approach based upon revelations from the visual impact analysis completed by Terry Dewan & Associates (*Attachment 3*). The proposed amendment has also been refined so that it is more consistent with relevant policy goals of the recently adopted Comprehensive Plan. The result of this ongoing dialogue and modeling is the draft text attached to this report. (*Attachment 1*)

Many alterations are non-substantive, for example; minor wordsmithing and reformatting (i.e. use of tables and graphics) so as to create a document in line with recently approved text amendments. Such changes are clearly visible in the attached draft amendment. Substantive changes are discussed point by point with references to their placement within the document.

B. Substantive Amendments

a. Section 14-47. Definitions

Two changes are proposed to the Definitions section of the Land Use Code. First, the definition for cold storage has been included, as this use has now clearly been added as a conditional use within the WPDZ. Second, the definition for the use 'truck terminal' has been modified to read, "*A facility primarily for handling and storage of goods transported by trucks, including the fueling, servicing, and storage of those vehicles or trailers (except body repairs, frame straightening and painting), as well as facilities for drivers, such as food, restrooms and showers, lodging, and retail related to truck supply. This definition does not apply to truck activity incorporated into or ancillary to an intermodal transportation facility.*" It is suggested that this use be made prohibited as a direct response to raised concerns regarding the development of 'truck-to-truck' shipping facilities within the WPDZ, outside the scope of intermodal transportation facilities necessary to the success of a working port.

b. Section 14-318. Purpose

The purpose section of a zoning ordinance is intended to provide guidance in understanding the intent of a given district and should be used as a point of reference when interpreting language. As currently written, a portion of the purpose statement reads much like a regulation, "*Waterfront land with direct deep water access shall be restricted to uses which contribute to port activity*". Striking this portion of the text, staff sought instead to clearly define the industrial port's importance to the City of Portland without defining allowable uses, as this is accomplished later in the document.

In discussing non-marine uses, staff has simplified the text, allowing for permanent non-marine uses so long as they do not preclude marine development. Additionally, the word "industrial"

has been removed as certain non-industrial uses are permitted within the zone that are not classified as a marine use.

c. Section 14-319. Permitted and Conditional Uses

In line with recent zoning text changes, the Permitted and Conditional Use sections have been combined into a single table which displays both use categories within a single section. The City has identified a need to streamline and rewrite portions of the zoning code, with the eventual goal of having a universal use table in which all uses and corresponding zoning districts are listed within a single table within the zoning ordinance. The newly proposed use table for the WPDZ will then be much easier to import into the universal use table.

Specifically, staff is suggesting minor alterations to existing permitted and conditional uses. New uses include, “*marine retail and yacht brokerage*” which is being added as a conditional use and, “*cold storage facility*” which has been added to the existing category, “*Warehousing, and storage of goods which are awaiting shipment via cargo carriers*” which is proposed to change from permitted to conditional and “*commercial berthing*” which has now absorbed the use “*tugboat, fireboat, pilot boat...*” and has been classified as permitted. The use, “*boat storage facilities, excluding rack storage*” has been altered to state only, “*boat storage facilities*” as marinas are later added as a prohibited use, and it is proposed that the use change from conditional to permitted. Finally, staff suggests changing the use, “*wind energy systems*” to “*renewable energy systems*”, a more comprehensive category and making the use conditional as opposed to permitted.

It is suggested that three uses, currently identified as commercial uses, be recategorized as industrial uses based upon their definitions and descriptions, “*Intermodal transportation facilities...*”, “*Marine cargo container...*” and “*Cold storage facility, warehousing...*”.

At the June 27th Planning Board workshop, members of the Board asked staff to strengthen ties between allowable increased building heights and uses considered either marine-related or water-dependent. In response, certain permissible and conditional uses have been selected for a secondary conditional use category which allows increased building heights. A further clarifying note has been inserted beneath the use table which defines height limitations.

d. Section 14-320. Conditional Use Standards

As conditional uses are now located under Section 14-319, the heading and intent of this section has been revised, reflecting more specifically common demonstrable characteristics that shall be exhibited by all uses classified as conditional. The introductory paragraph has been broken out into list form so as to be more easily read, and features a few substantive changes. Staff suggests first that general access to the water be maintained, and that the words right-of-way be struck, with the words “for water-dependent uses” being added to the end. Further, recognizing that the WPDZ is critically important for both water dependent and marine-related uses, staff suggests that the words, “*water dependent*” be added. Finally, in order to clarify the language stating that conditional uses shall be “*physically adaptable or relocatable to make way for future development of water-dependent uses*” and strengthen ties between conditional uses and the success of the working waterfront, staff suggests adding the line “*operationally support one or more water dependent use(s), or is located in a building or structure that is*” which clearly identifies what must be adaptable or relocatable.

e. Section 14-320.1. Prohibited Uses

Minor changes within this section include an alteration to residential uses removing the line, “*not in existence on May 5, 1987*” as there are no residential uses in existence within the WPDZ and therefore the line is unnecessary. Additionally, the use, “*marina, including marina associated with boat storage facilities*” has been added as a prohibited use, as the use is not in line with the purpose of the WPDZ. Additionally, in order to address resident concerns regarding the development of truck to truck shipping facilities within the WPDZ, the use “*truck terminal*” has been added as a prohibited use.

f. Section 14-320.2.(a). Dimensional Requirements

As with the aforementioned use table, dimensional requirements for the WPDZ have been placed into a table, broken down by allowable building heights. With the proposed zoning rewrite, dimensional standards for all zones would similarly be placed into a universal table.

Minimum Lot Size: In the existing language, there is no applicable minimum lot size. As proposed, on lots where buildings measure less than 50’ feet in height, there will remain no minimum lot size. For new buildings measuring greater than 50’ feet in height, it would be required that the minimum lot size be 5 contiguous acres, and that only one such building be constructed for lots east of Cassidy point. The purpose of this amendment is to limit the number of new buildings built greater than 50’ feet in height.

Maximum Lot Coverage: The current ordinance permits 100% lot coverage. Staff suggests reducing this figure to 50% for lots east of Cassidy Point so as to prevent excessive massing and comprehensive obstruction of water views, while maintaining 100% lot coverage for buildings on Cassidy Point, as the depth and geographical context of these lots in relation to the West End Neighborhood preclude extensive visual impact.

Maximum Building Height: The WPDZ currently permits by right buildings measuring up to 45’ feet above average grade, and then additionally, silos measuring from between 70’ feet and 145’ feet above mean sea level.

Staff suggests first removing reference to mean sea level, and measuring building height exclusively from average grade. Also, under this proposed amendment, the stated building height would constitute an absolute cap, inclusive of roof forms and rooftop appurtenances. Current standards allow these elements to exceed above the stated maximum height. For example, a gabled roof building is measured from the mid-point of the roof, thereby allowing considerable extrusion above the maximum height. The hard cap is intended to prevent this from occurring.

We suggest increasing permissible building heights to 50’ feet in two locations; within 100’ feet of West Commercial Street in order to reduce the street canyon effect of taller buildings, and east of the Casco Bay Bridge so as to maintain vistas of Casco Bay from public open spaces. East of Cassidy Point, excluding the areas just described, staff suggests increasing permissible building heights to 55’ feet, as this would account for the tallest building now in existence and prevent the creation of new non-conforming structures. On Cassidy Point itself, the suggested height is 60’ feet, as the visual impact of taller buildings in this location has been determined to be less than in other sections of the WPDZ. The proposed increases in height are in part a response to stakeholder input and are further supported by research compiled by staff looking at industrial port zones in other communities. A hard cap building cap is beneficial

from a stand point of clarity, predictability and transparency. Taller buildings would be allowed through the conditional use mechanism.

In terms of conditionally allowable building heights, staff suggests a maximum height of 75' feet for uses specifically identified as qualifying for the height bonus, permissible only on lots greater than 5 acres in size east of Cassidy Point and on all lots on Cassidy Point. This alteration would effectively replace the existing bulk storage height requirements, for with the exception of silos permissible at the current Sprague Energy site up to 145' feet above mean sea level, all other silo height requirements measured 75' feet or less.

In order to retain the silo provision previously established for the WPDZ allowing silos up to 145' above mean sea level, staff has calculated that the approximate equivalent would be 130' feet above average grade. This, as with the existing ordinance, would be permissible only in the area west of the right-of way extension of the western most segment of Cassidy Point Drive, the current Sprague Energy site. Additionally, setback and proportional building dimension language has been removed as it was determined that such standards effectively precluded silos from being constructed.

Maximum Building Length: One of the key concerns raised by residents of the West End Neighborhood was the parallel run of taller buildings along West Commercial Street. In response to this concern, a revised building length standard is now being proposed, which would limit the run of a building or portion of building above 60' feet in height to 300' feet, with all buildings including portions of taller buildings lower than 60' feet in height being limited to a maximum length of 450' feet.

All buildings within 100' feet of West Commercial Street or east of the Casco Bay Bridge would be limited to a maximum building length of 300' feet as well. This regulatory standard was drafted in order to prevent the development of an unbroken street wall along West Commercial Street and further protect vistas from public open space.

g. Section 14-320.2.(b). Additional Bulk, Height and Location Standards

The newly proposed amendment extensively edits this particular section, as it is suggested that standards for bulk storage be largely removed in order to improve the document's ease of use and allow for greater flexibility in site location selection for new developments. For example, in the proposed amendment, staff suggests removing language regarding maximum horizontal diagonal measurements for buildings over 45' feet, the proportional setbacks, building separation, the percentage based building width requirement and the view corridor provisions for Vaughan Street and Emery Street. Further amendments include removal of language regarding the placement of rooftop appurtenances and rewording of the language regarding accessory uses.

In discussions with stakeholders, it was determined that this section of the ordinance and language as described is very difficult to understand and implement. The modeling of these provisions as completed by Terry Dewan & Associates demonstrates the onerous nature of these requirements, which essentially limit development to a few compact buildable envelopes. This amendment retains the intent of these existing mitigating provisions while removing redundancy, simplifying language and providing greater flexibility to the property owners. Many of these standards are now embedded within the dimensional use table.

New recommendations include the establishment of one view corridor measuring at least 60' feet in width per lot providing visual access between West Commercial Street and the water, excluding Cassidy Point, as well as removal of the height requirement for accessory uses.

The existing view corridor language relates to two rights-of-way within the West End Neighborhood, Emery Street and Vaughan Street. In our visual assessment, it was determined that the Vaughan Street right-of-way essentially passes through an already unbuildable lot where the rail corridor and lot dimensions preclude large scale development. Views from the Emery Street right-of-way are blocked by existing vegetation. In response, staff is suggesting the new provision, which would ensure regular and consistent visual access to the water for people traveling along West Commercial Street.

In regards to accessory uses, it is suggested that the reference to the height at which an accessory use would be allowed be removed, as the additional height allowances proposed for the zone now pertain to all buildings and are no longer limited to bulk storage facilities. This for example, would allow for a cafeteria or separate office space to be located above 50' feet in height within new developments.

h. Section 14-320.3. Performance Standards

A new line is proposed that would require all projects triggering a site plan review to submit a narrative demonstrating compliance with applicable performance standards, intended to strengthen adherence with said standards. Additionally, Section 14-318. No Adverse Impacts on Marine Uses, has been relocated within the Performance Standards to provide additional clarity on how they are to be interpreted and enforced.

New performance standards are proposed for the WPDZ titled "*Design and Visual Character*" which would apply to all uses. These standards are a response to board feedback received at the May 18th workshop, where it was stated that limited design standards would be appropriate for this zone, given its proximate relationship with the West End Neighborhood and its context as a gateway into the city. Suggested standards include:

- Screening of mechanical equipment with consideration of long views
- Organizational massing with emphasis on certain building elements (i.e. entries, corners, different uses)
- Equal treatment for all building facades
- Building articulation elements (i.e. varied texture, color, materials, shadow lines, murals)
- Scaling or articulation element (i.e. stepback, canopy, fenestration) for street facing facades within 50 feet of West Commercial Street

Concerns have been received over the course of the application of the about the noise levels of the zone and hours of operations for current and future tenants. The approach to these concerns is multi-pronged. Portland is conducting a city-wide noise study, currently underway, which includes direct monitoring of sites within the WPDZ. The conclusion of this study will form a data-driven basis for any resulting changes in noise standards. In regard to the City's current ability to regulate noise and other site impacts, the Land Use Code includes multiple standards for review of noise, lighting, and site operations, including Site Plan standards (Sec. 14-526), Conditional Use standards (Sec. 14-474) applicable to conditional uses across all zones, the WPDZ performance standards (Sec. 14-320.3). Any new development proposal in the WPDZ would be subject to review under each of these sections, specific to the variables of each site plan application. The Planning & Urban Development Department is also committed

monitoring noise conditions in the western waterfront and reporting back to the Planning Board and City Council with findings and any recommended changes within two years.

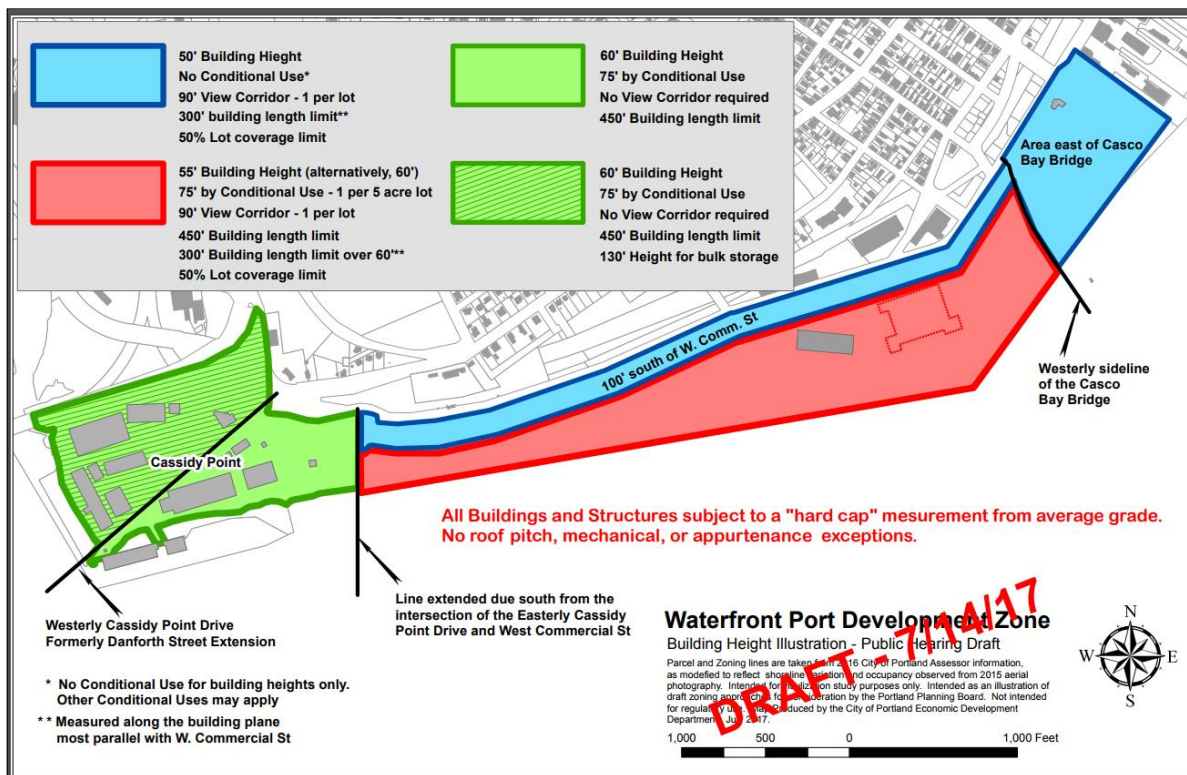


Figure 6: Visual Aid to Proposed Text Amendment

VII. SUMMARY OF REVISIONS FROM PREVIOUS DRAFT

The changes in the draft amendment from the previous version provided to the Planning Board at the June 27th workshop include:

1. **Revised Truck Terminal Definition.** At present, the use 'truck terminal' is generally defined within Section 14-47 of the Land Use Code, and does not explicitly call out ancillary features typically located within a truck terminal, or specify truck-based shipment of goods as a principal feature. The definition has since been revised in line with public concerns regarding the development of a truck terminal within the WPDZ and succinctly identifies the use 'truck terminal' as predominantly truck-truck shipment of goods. The intent is to prohibit this use from the WPDZ.
2. **Permitted and Conditional Use Table.** The use "commercial berthing" has been added as a permitted use, with the existing use, "tugboat, fireboat, pilot boat and similar services" being condensed under commercial berthing. In response to Planning Board feedback, conditional height bonuses were tied to particular water-dependent and marine-related uses, with a new conditional use mechanism being applied to uses otherwise listed as permitted that wish to take advantage of increased building heights.
3. **Strengthened Conditional Use Standards.** The proposed language now requires that conditional uses demonstrate that they operationally support one or more water dependent use(s) if they cannot be physically adapted or relocated to make way for water-dependent uses.

4. Truck Terminal as Prohibited Use. In line with public concerns, staff have revised the definition of truck terminal so as to not preclude necessary port infrastructure and operations, and added truck terminal as a prohibited use.
5. Dimensional Table.
 - a. Minimum Yard Setback: Removal of language regarding minimum yard setback for conditional uses, as this is not a true building setback, and this limitation is now located exclusively in the maximum height cell.
 - b. Minimum Lot Size: Increase of minimum lot size for conditional uses seeking height bonus from 4 acres to 5 acres.
 - c. Maximum Building Height: Previously, staff had proposed a maximum permitted building height of 50' feet across the entire zone, with a conditional height maximum of 75' feet, limited to areas further than 100' feet from West Commercial Street and west of the Casco Bay Bridge. With this revision, the proposed maximum permitted height would be 50' feet within 100' feet of West Commercial Street and east of Casco Bay Bridge, 55' feet east of Cassidy Point and west of the Casco Bay Bridge, not including those areas defined as being limited to 50' feet), and 60' feet on Cassidy Point. Meanwhile, conditional height maximums remain unchanged.
 - d. Maximum Building Length: In order to more precisely target concerns raised by the public, the maximum building length has been revised from a universal 400' feet (excluding Cassidy Point) to a maximum building length for all building of 450' feet, with the caveat that buildings or portions of buildings above 60' feet in height, within 100' feet of West Commercial Street, and east of Casco Bay Bridge be limited to 300' feet in length. Public comments indicated a concern with the visual impact of taller buildings with large building length dimensions, and of buildings within more sensitive locations (i.e. visible from Harbor View Park, immediately adjacent to West Commercial Street). To compensate for these reductions, the maximum allowable building length for other buildings was appropriately increased.
6. Additional Bulk Height & Location Standards: Given that multiple heights now constitute maximum permissible heights, the reference in regards to conditional uses qualifying for the height bonus has been changed to reference maximum permissible heights as opposed to a specific figure.
 - a. View Corridors: In response to neighborhood input and Planning Board feedback, a wider view corridor measuring 90' feet as opposed to 60' feet is suggested. This figure has been tested through visual modeling completed by Terry Dewan & Associates (*Attachment 3*).
7. Performance Standards. In order to further strengthen enforcement of WPDZ performance standards, staff has suggested the addition of a requirement that any project subject to site plan review shall submit a narrative which explains how that project meets applicable performance standards. This document would be reviewed at time of site plan submittal.
 - a. Relocation of Section 14-318.5. No Adverse Impact on Marine Uses to Performance Standards: This section, which currently is located after the Purpose Section, has been relocated to the performance standards as the items

listed therein are appropriate to be listed as performance standards, and with the addition of the impact narrative, would strengthen the zone's commitment to fostering a successful working waterfront.

VIII. PUBLIC COMMENT

A. Written and Verbal Public Comment

Since this application was first submitted in October of 2016, 166 public comments have been received by the Planning Office. These comments have been almost specifically concerned with the proposed allowable height of 70 feet, which was felt to be damaging of the quintessential aesthetic qualities of the western waterfront, particularly its smaller scale industrial maritime character and key visual access to the Fore River. Additional public comments highlighted a concern that this zone change would negatively impact the quality of the western waterfront as a gateway into Portland along Commercial Street or from either the Casco Bay Bridge or Veterans Memorial Bridge, as the proposed ordinance would allow for a 75-foot wall of edifice that would obstruct neighborhood views of the city's water resources. Aside from the larger contextual impacts derived from the proposed ordinance, individuals were also concerned about the potential loss of private views, increases in noise and pollution, poor aesthetics for new developments and finally a potential detrimental impact on property values.

Since the June 27th workshop, a number of new public comments have been received which specifically discuss alternative strategies for meeting the pallet position requirements of Americold and augmenting the proposed performance standards to be in line with limited industrial zones within the city, as opposed to medium industrial zones. Other comments received discuss the balance between economic justification and aesthetic characteristics of the zone and finally additional comments were received which expressed concerns over perceived traffic impacts.

This concern in particular, which is in regards to increased truck traffic at this location, has in part been addressed by the traffic impact report completed by T.Y. Lin, which demonstrates minor traffic impacts resulting from developments along West Commercial Street. The T.Y. Lin Report specifically identifies a future build-out of the cold storage facility and the Canal Landing Phase III project. Estimates for truck traffic are for 20 trucks per day and a total of 1.25 trucks estimated per hour either entering or leaving. The Canal Landing project would meanwhile generate approximately 230 trips. This number is relatively insignificant when compared with a ten year build out scenario for other development currently being reviewed. It is anticipated that these projects will generate 660 new peak hour trips along West Commercial Street (*Attachment 9*). Staff are also suggesting making the use '*truck terminal*' a prohibited use.

The City has also received numerous public comments from individuals and groups, largely consisting of waterfront stakeholders, who support the project and state that the zone change would facilitate economic development and growth of the Port of Portland. Numerous comments also note favorably the mitigating concepts of the proposed amendment which help to alleviate the additional proposed height allowances. These groups and individuals cite the importance of having a competitive working waterfront and embrace the zone's characteristics as the city's industrial port. The amendment was also supported by the Portland Society for Architecture.

B. Public Forum (May 16, 2017)

On May 16th, the Waterfront Alliance hosted a public forum at the Mariner's Church Banquet Hall. This event was organized as an open house where individuals could discuss concerns in greater detail, with five stations, each pertaining to a different topic (Economic benefit to the City, Business of Cold Storage, History of the Working Waterfront, Zoning and Visual Impact and Traffic Impacts), staffed by representatives from the state, industry professionals and city staff. A moderated panel discussion followed the open house portion of the event, with five panelists; John Henshaw, Executive Director of the Maine Port Authority; William Needelman, Waterfront Coordinator for the City of Portland; Caitlin Cameron, Urban Designer for the City of Portland; Patrick Arnold, CEO of New England Ocean Cluster; and Steve Landry, Traffic Engineer with Maine Department of Transportation. Questions for the panelists were collected from those in attendance and presented by Moderator Craig Freshley. A total of 35 questions were asked, falling to the following pre-defined categories; economic impact, building size and zoning, noise and local impact, working waterfront appropriateness, future plans of Eimskip and Americold, Process, and at the end of the session, individuals were permitted to ask questions that had not previously been submitted. (*Attachment 11*)

IX. POLICY DISCUSSION

The policies informing waterfront zoning in Portland were derived from the Waterfront Alliance Recommendations to the City of Portland, 1992, which was adopted by reference as the policy basis for waterfront zoning in 1993. The Waterfront Alliance Report succinctly laid out the policies for the waterfront generally in the preamble and the further established geographic sub-districts differentiated by water depth and focus of use.

The Waterfront Alliance Preamble states:

Our recommendations are based upon the recognition that as a working waterfront, Portland Harbor should be a regional economic force that supports local economies through jobs and tax revenues.

Water-dependent users are the lifeblood of Portland's waterfront and their interests must be protected above all others. We further recognize that diversity is the key to the economic stability of the working waterfront, the proper maintenance of its infrastructure and its long-term growth. Measures to promote diversity include zoning, as well as economic assistance and partnerships between private and public interests.

In order to maintain and expand the Port as a working waterfront for the enjoyment and economic benefit of all, the Waterfront Alliance recommends the following measures be taken:

- 1. Preserve the entire perimeter of the Harbor from Turkey's Bridge to the Veteran's Memorial Bridge for berthing*
- 2. Recognize that property with direct water access is limited and should be reserved exclusively for marine use.*
- 3. Allow marine compatible use of other property that does not interfere in any way with the activities of water dependent users.*
- 4. Divide the waterfront into four zones that reflect the type of berthing or land use that each zone can accommodate.*

5. *The Alliance believes that the City should renew its commitment to promoting public access to the Port for the benefit and enjoyment of its citizens and continue to insure ecological safety through the promotion of environmentally sound practices.*

The Waterfront Port Development Zone was developed with the intent of sensibly, rationally and pragmatically continuing to foster a viable deep-water industrial port in this location, which historically has held that role. According to the purpose statement of the zone:

Transport of goods by water to and from Portland is an important component of both the local and regional economy. This commerce is dependent upon land with direct access to the dredged deep water channel of the Fore River.

Waterfront land with direct deep water access shall be restricted to uses which contribute to port activity. This zone exists, therefore, to ensure the continued viability of the Port of Portland. Uses in the port development zone, while governed by the same performance standards as other industrial zones, are limited to those uses which are dependent upon deep water and which contribute to port activity.

Non-marine industrial activity may be allowed only on a temporary basis and only to the extent it will not preclude or impede any future water-dependent development.

Within the 1992 Waterfront Alliance Report, the western waterfront currently encompassed by the WPDZ was specifically called out as an important resource for the city, with potential to support deep draft vessels and excellent transportation linkages. Recent growth in port activity shows the wisdom and success of these long-standing policies. The current request for taller buildings promotes greater industrial and transportation activity on the land most critical for support of port operations. The proposed text amendment for the WPDZ is consistent with the intent of the policies to promote the western waterfront for deep water port activity.

A. Economic Development Policies

In addition to land use policies, the City Council has adopted an *Economic Development Vision and Plan (2011)* which supports port activity and development. As summarized below, the Plan outlines principles, visions, goals and actions including the following:

Growing its Tax and Employment Base

1. Support industry sectors that are innovative and have high growth, high value potential to provide future opportunities for economic development, including “Marine and marine related working waterfront, port related, and cargo”
2. Support a working waterfront, recognizing... “the Western Waterfront, Portland’s essential deep water port edge and acreage...” and, “Provide continued support for the International Marine Terminal (cargo shipping)”

B. Comprehensive Plan Policies

The comprehensive plan, which was recently approved by the Portland City Council outlines goals and policy recommendations for Portland’s working waterfront based upon recent trends

in waterfront development and up-to-date public sentiment. Several local goals called out within the waterfront section stand out as particularly relevant, including:

1. Prioritize and promote Portland's unique mix of water-dependent, marine-related uses and compatible non-marine uses
2. Maintain and modernize infrastructure to support the working waterfront and port capabilities
3. Ensure the future of the marine economy through support for emerging marine industries and mitigation of market trends that could compromise the balance between marine industries and competing development

Under this proposal, these goals are met in a variety of different ways. Cold storage is a limited industry at present within the City of Portland, and the need for refrigerated storage is increasing as the import and export of food products has grown significantly in recent years. The development of cold storage would increase the viability of existing enterprises, expand a limited industry to attract new jobs and investment opportunities, and establish the Port of Portland as a more competitive market. Given Portland's prominent ties with new markets in northern Europe via Eimskip, and a location perfectly situated to take advantage of excellent transportation linkages, the development of a cold storage facility in this location is highly sensible. Revision of zoning to allow increased building heights would similarly allow other industries to expand as well.

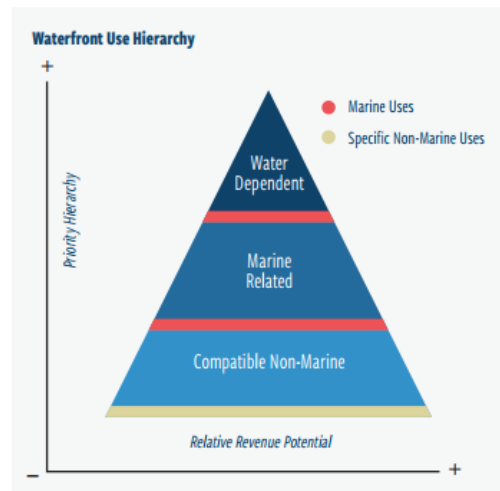


Figure 7: Waterfront Hierarchy Pyramid from Comprehensive Plan

Proposed amendments serve to create a more flexible regulatory environment intended to facilitate the development of infrastructure depended upon by a variety of marine-related uses. Specifically, by allowing cold-storage explicitly and permitting increased building heights, existing waterfront stakeholders will have the opportunity to expand operations and this zone in particular may attract new industries and outside investment. The waterfront use hierarchy pyramid has been fully incorporated into the proposed text, with a strengthening of the conditional use standards so as to promote only those compatible non-marine uses which either support a marine-related or water-dependent use, or can be adapted or relocated to make way for a more appropriate use. Further, building height bonuses are explicitly tied to certain marine-related and water dependent uses which have been deemed important to the future success of Portland's working waterfront. (Attachment 6)

X. STAFF RECOMMENDATION

The staff recommends that the Planning Board find the proposed text amendments to be consistent with the Comprehensive Plan and recommend to the City Council adoption of the proposed text amendments.

XI. PROPOSED MOTION

On the basis of the material provided in this report, public testimony, a review of applicable policies, and other information, the Planning Board finds that the proposed text amendments to

Division 18.5. Waterfront Port Development Zone **[are or are not]** consistent with the Comprehensive Plan and **[recommends or does not recommend]** adoption of the proposed amendment to the City Council.

Attachments:

1. Division 18.5, Waterfront Port Development Zone – Draft Amendment
2. Graphic Representation of Proposed Text Amendment
3. Modeling and Visualizations Produced by Terry Dewan & Associates
4. History of Relevant Studies and Regulatory Actions Regarding Western Waterfront
5. Comparative Ports Table
6. Waterfront Section of the Comprehensive Plan
7. Maine Port Authority Material
8. Camoin & Associates Market Study
9. T.Y. Lin Traffic Study
10. Bill Needelman, Waterfront Coordinator, Summary Presentation
11. Waterfront Alliance Forum Notes, May 16, 2017
12. Building Heights Demonstration
13. Public Comments

WPDZ Public Comment

PC1

On Sat, Oct 22, 2016 at 4:22 PM, Ashley Salisbury <ashleysalisbury@gmail.com> wrote:

Hi Bill,

I own 26 Brackett street down by York. I was a big supporter of the Emskip rail extension and think the new Yacht Co. building has been a good addition. Both enable working waterfront while preserving PORTLAND'S AESTHETIC APPEAL that drives the TOURIST ECONOMY.

Even a 45' storage block would be a blight in that location--blocking the thousands of motorist views as they come in and out of town and destroying the small scale charm that makes our city unique.

This project is wrong for that location and will surely create a long and expensive battle with the residents.

Thanks for your consideration, I hope to meet you at the community engagements.

Best,
Ashley Salisbury

On Sat, Oct 22, 2016 at 3:11 PM, Dana Sawyer <dsawyer@meca.edu> wrote:

Hi Bill Needelman,

In anticipation of the meeting on Nov. 3rd please send me a much better map of the proposed area of development for WPDZ than is on the card you mailed out, which doesn't even show the location the bridge to South Portland.

Is Eimskip proposing to raise it's buildings to 70 feet? As the city makes its plans is it considering the loss of property values to homes in the westend that will lose value as a result of having a building used for storage block the views they've paid for? I ask this rather cynically because history has shown that the city council has had a bad history of favoring the large building projects of its new "citizens" over the wishes of its longtime tax payers, and not always with beneficial results.

Thanks for sending this along and see you at the meeting,

Dana Sawyer
33 Tyng St.

"What is taken in by contemplation must be given out in love." Meister Eckhart



Planning Board Workshop, 10-25-16, complete packet, reduced.pdf

4780K

On Fri, Oct 21, 2016 at 5:38 PM, Eli Dale <elidale@maine.rr.com> wrote:

Dear Mr. Needelman, – and everyone else who is advocating to break Portland's codes...

Don't you DARE change the zoning of the waterfront for the cold storage facility. They knew perfectly well about the 45' height restriction when they bid on that property.

I AM SICK TO DEATH of Portland changing the rules to benefit developers and screwing the public at every turn. You are all RUINING Portland. (And YES, I AM YELLING).

Portland has a **brand** as a old-European style city, but you all want to built too much, too tall, too expensive, too ugly. The City has STANDARDS and YOUR JOB IS TO PROTECT THOSE STANDARDS. Instead, City Hall doesn't give a hairy owl pellet for Portland, her beauty, her history, her people.

NO HEIGHT INCREASES -- ANYWHERE. If you want to be in public service, then serve the public. It is shameful that Portland is a city where the citizens have to sue their public servants to get them to follow the city's own rules. Please remember, Keep Portland Livable WON their legal action. We are not supposed to be at war.

Very sincerely,
Eli (Elizabeth) Dale
40 Salem Street

On Sun, Oct 23, 2016 at 5:30 PM, Karen Sarfaty <sarfatyk@gmail.com> wrote:

Dear Mr. Needelman,

I'm writing to express my aversion over Americold's proposal to build a cold storage facility on Commercial Street in Portland.

This type of building and business belongs in a warehouse district, not a historic neighborhood.

If approved, their request to change the city zoning laws to accommodate their buildings height requirements will devalue the waterfront.

As the gateway to our beautiful city, the waterfront should be inviting, the roadway open and the air clear. That's Maine.

My west end neighborhood does not need an increase of semi trucks 24/7 that will pollute with noise, increase in carbon dioxide emission gases and create traffic jams. Commercial Street is not that wide. I see the negative impact from the expansion of Eimskip.

Please consider saving our waterfront from Americold's proposal.

Thank you,

Karen Sarfaty

On Sun, Oct 23, 2016 at 10:37 AM, walworth <walworthmccain@maine.rr.com> wrote:

Bill Needelman, waterfront coordinator
City of Portland
389 Congress Street
Portland, Maine 04101

Dear Bill,

I am dismayed that Americold Logistics LLC is prepared to break commitments outlined in its winning bid to develop a cold-storage warehouse on International Marine Terminal land. I'm even more dismayed that the city's Economic Development Department is promoting a "text change" to allow Americold to build 56% higher than current zoning allows.

The combined result would be a massive blight, 70 feet tall and spanning almost three acres, at the gateway to Portland's waterfront.

As a neighbor, I'm willing to let Americold obliterate my river view. It's sensible to develop the western waterfront. But Americold must hold to its stated commitment of abiding by Portland's "current regulations and guidelines" and building "a showpiece facility ... designed architecturally to enhance its harmony with the local surroundings."

A blank white box doesn't fulfill that promise. Americold needs to incorporate appropriate details, materials and massing into its project.

As for height, Americold provided three building footprint options in its RFP application last year -- and gave no indication that current zoning would be a problem or a deal breaker.

A majority of Americold's 175-plus warehouses are less than 45 feet high, the current zoning limit. Anything higher would erode the human scale that helps define Portland's waterfront. The "text change" to benefit this real estate investment trust controlled by multi-billionaire Ron Burkle must be rejected.

Best wishes,
Mark McCain
45 Summer Street

SIDNEY ST. F. THAXTER & MARY E. MCCANN

49 SUMMER ST.
PORTLAND, MAINE 04102
(207) 653-6692

October 24, 2016

City of Portland
Planning Division
389 Congress St.
Portland, ME 04101

RE: Request for Waterfront Zoning Text Change for Building Height

Dear Elizabeth and Board Members:

My wife Mary and I are neighbors overlooking the area of the proposed zoning change. Knowing you will have a workshop on October 25th and then a hearing afterward on the same day, we felt it best to get our thoughts to you in writing.

The City's Economic Development Department is requesting a major change in the Waterfront Port Development Zone to change the height limit from 45 feet to 70 feet. Bill Needelman noted at a neighborhood meeting that this change is being requested to benefit the Americold Freezer Storage project on land they lease from Maine Port Authority. Americold was chosen to develop the site by the Maine Port Authority and submitted a detailed proposal which is based on the existing zoning with a height of 45 feet.

Why Neighbors Oppose the Change in Zoning.

- This is a significant zoning change which admittedly is being requested solely to benefit the Americold zoning but includes the area all the way to the Merrill Terminal. Bill Needelman stated the area from the Americold project to Merrill Terminal is being added to avoid being challenged as a spot zone. This is not the result of a long range planning process but in reaction to one project.
- Americold bid on the project with a favorable lease from the Maine Port Authority. That bid is based on a 45 foot height restriction which they accepted. They have also noted publicly that the project works economically with a 45 foot height restriction.
- The additional impacts of the proposed change all the way to the Merrill Terminal raise the prospect of a long wall of 70 foot buildings stretching from Portland Yacht

Services to Merrill Terminal. This will destroy what is now a workable entrance to a beautiful city and change the entire landscape of this area.

In summary, Americold contracted to build with the 45 foot limit and there is no reason to give them a gift which will have a major negative impact on the city. It is difficult enough for the neighbors to deal with 104,000 square foot building which is a huge 45 foot high white block, not unlike the buildings on Read Street. Please keep the 45 foot limit.

Sincerely,

A handwritten signature in blue ink, reading "Sidney St. F. Thaxter". The signature is written in a cursive style with a large, looping initial 'S'.

Sidney St. F. Thaxter and
Mary E. McCann



185 International Drive
Portsmouth, New Hampshire 03801
(800) 225.1560

October 24, 2016

Mr. Bill Needleman
Waterfront Coordinator
City of Portland Planning Board
Portland Maine

RE: Proposed Changes to Portland WPDZ

Dear Mr. Needleman

On behalf of Sprague Operating Resources LLC owner of Merrill's Marine located on the far western end of the Waterfront Port Development Zone (WPDZ) I would like to offer our support for part but not all of the proposed text changes.

Sprague has been working closely with the Maine Port Authority and Eimskip to promote the development of the IMT into a competitive container handling terminal for both international and domestic freight. We sincerely believe that having this freight offering is of great benefit to all businesses in Maine and is a major positive contributor to the overall health of the working waterfront in Portland harbor. In the early stages of the container offering Sprague provided transitional services while the IMT infrastructure was enhanced and its operational capabilities were ramped up. Both parties continue to work closely to promote trade through the port and to leverage our mutual capabilities as an extension of the ports ability to efficiently serve the region. We therefore wholeheartedly support option 1 increasing the maximum building height throughout the eastern end of the zone to 70 feet to allow for the construction of a cold storage warehouse. Having this facility in Portland harbor will be for the benefit of the region's economy including the Maine fishing industry.

We do though respectfully request that you do not eliminate the increased building height allowances on the far western end of our facility. While originally envisioned to support bulk cement imports, Sprague has more recently begun working with multiple parties interested in utilizing Portland for other bulk export opportunities which would require either silos or large domes for storage. While no such proposal is immediately forthcoming we have had advanced discussions with several large and well heeled entities with interest in trying to meet a growing international demand with product manufactured in Maine. Much of this product is currently being shipped out of the Southeastern U.S. and or the Pacific Northwest but increasing international demand is creating an emerging opportunity for Maine businesses to compete in this market. Having the storage capability currently allowed in the building code is an absolute necessity to allow for the competitively priced loading of this product onto bulk export vessels. The elimination of this storage capability would make this venture all but impossible to advance.



In the past 10 years the Maine economy has changed greatly and Sprague's traditional paper mill exports have dropped precipitously. Having the ability to have bulk silo and or dome storage may become a major determinant in our ability to adapt to changing trade opportunities now and in the future.

Thank you for this opportunity to comment on your proposed changes.

Sincerely,

Jim Therriault
VP, Materials Handling
Sprague Operating Resources LLC
185 International Drive
Portsmouth NH 03820

----- Forwarded message -----

From: **Fae Jolie-ge** <faejoliege@yahoo.com>

Date: Tue, Oct 25, 2016 at 10:00 AM

Subject: 70' bldgs?

To: wbn@portlandmaine.gov

PC8

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the Economic Development Department (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,

Fae silverman
1 Cliff Street, 04102

Sent from my iPhone

----- Forwarded message -----

From: **Meghan Phillips** <meghan.rowe.phillips@me.com>

Date: Tue, Oct 25, 2016 at 9:35 AM

Subject: Americold facility

To: wbn@portlandmaine.gov

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the city (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,

Meghan Phillips
24 Brackett Street, #4
Portland, ME 04102

----- Forwarded message -----

From: **Kerry MacDonald** <kmace04@msn.com>
Date: Tue, Oct 25, 2016 at 9:34 AM
Subject: URGENT: PLZ READ
To: "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the city (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,

Kerry MacDonald

120 Pleasant Ave

Portland Maine 04103

----- Forwarded message -----

From: **Steve Davis** <sspringerdavis@gmail.com>

Date: Tue, Oct 25, 2016 at 9:24 AM

Subject: Say no to the cold storage unit

To: wbn@portlandmaine.gov

To whom it may concern:

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

Such a structure would not fall within current zoning restrictions, and the restrictions should not be modified to benefit this company.

Sincerely,

Stephen S. Davis
25 Anderson St.
Portland, ME 04101

----- Forwarded message -----

From: **Nina Hope** <nina@ninahopecreative.com>

Date: Tue, Oct 25, 2016 at 9:16 AM

Subject: Proposed cold storage facility

To: wbn@portlandmaine.gov

Dear Bill,

I am writing to protest changing the Waterfront Zoning in Portland to allow 70' buildings, as well as to protest the proposed construction of the Americold facility.

This proposal would mar our attractive, working waterfront.

We have zoning laws that were legislated for the benefit of all of us in Portland. Why should a large, out-of-state corporation get to bypass them and create something that will detract from our city's cherished waterfront?

Sincerely,

Nina Hope

25 Anderson Street

Portland, ME 04101

----- Forwarded message -----

From: **Alison** <alisonfreund@gmail.com>

Date: Tue, Oct 25, 2016 at 8:54 AM

Subject: Waterfront Zoning Change

To: wbn@portlandmaine.gov

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the city (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,

Alison Freund
645 Congress St
Portland ME 04101

----- Forwarded message -----

From: **Gretchen Preneta** <gpreneta@gmail.com>
Date: Tue, Oct 25, 2016 at 8:47 AM
Subject: STOP the Storage Facility
To: wbn@portlandmaine.gov

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the city (on behalf of giant out of state corporations) can get around them with a "text change."

I am both a year-round Portland resident and a part-time resident on one of the islands in the bay. I am committed to making Portland a livable city for it's citizens, a destination for tourists, and a hub of marine business. This does not fit with that vision at all.

Sincerely,

Gretchen Preneta
356 Capisic St.
Portland, ME 04102

----- Forwarded message -----

From: **peter green** <plgmaine@yahoo.com>
Date: Tue, Oct 25, 2016 at 7:24 AM
Subject: Fw: western waterfront building height
To: "wnb@portlandmaine.gov" <wnb@portlandmaine.gov>

PC15

On the good side, a big Americold building would be an excellent opportunity for public art, on it's sides and even on top. I'd vote for that.

----- Forwarded Message -----

From: peter green <plgmaine@yahoo.com>
To: "wnb@portlandmaine.gov" <wnb@portlandmaine.gov>
Sent: Tuesday, October 25, 2016 7:00 AM
Subject: Fw: western waterfront building height

Good morning Bill,

I don't need you to reply as I just read the article explaining things in the PPH.

I'll go on your record right now as someone who thinks 45 feet is enough for anything on the waterfront. I see no good thing about building part of what will develop into a tall wall of buildings blocking the rest of the city from seeing things. I feel the same way about the architecturally BORING and ANTISEPTIC wall that will be built on the east end.

And a question I would ask is that if Americold goes bankrupt and leaves that giant box there, a condition be put in its original approval (if it even gets one) that it remove the building before it goes belly-up.

See you at the meeting.

Peter Green

PC16

----- Forwarded message -----

From: **Heidi Fisher** <heidifisher44@yahoo.com>
Date: Tue, Oct 25, 2016 at 10:29 AM
Subject: protest construction of Americold facility
To: "wnb@portlandmaine.gov" <wnb@portlandmaine.gov>

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland. the city planners do not seem to have a long range strategic view of what we want and need Portland to be; either we are going to be a fully working waterfront or a commercial tourist attraction. neither are being well executed at this time and compete with one another constantly. The residents suffer constantly with the short-sightedness from Portland City Planner.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the city (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,

Heidi Fisher
53 Spring Street, South Portland, ME

PC17

----- Forwarded message -----

From: **Woody Higgins** <threadbear@roadrunner.com>
Date: Tue, Oct 25, 2016 at 12:13 PM
Subject: Coldstorage Facility
To: wbn@portlandmaine.gov

This is to voice my concern about the change in the zoning laws to allow this building and perhaps other overly large structures in our area. While I have no objections to a cold storage building, I do think it should conform to the current laws.

Susan L. Higgins
24 Brackett Street, Unit 1
Portland 04102

Sent from my iPad

----- Forwarded message -----

From: **JANET STEBBINS** <jjstebbi@twc.com>

Date: Tue, Oct 25, 2016 at 1:50 PM

Subject: Waterfront Zoning Change

To: wbn@portlandmaine.gov

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted to a comprehensive plan with citizen participation--if the Economic Development Department (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,

Janet J. Stebbins
501 Cumberland Ave #1
Portland, ME 04101

PC19

----- Forwarded message -----

From: **Elizabeth Fraser** <elizabeth@fraserartstudio.com>

Date: Tue, Oct 25, 2016 at 1:37 PM

Subject: Waterfront Zoning

To: wbn@portlandmaine.gov

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the city (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,

Elizabeth Fraser
81 Congress, Portland

----- Forwarded message -----

From: **Jen Micoleau** <jen@springboardpilates.com>
Date: Tue, Oct 25, 2016 at 1:08 PM
Subject: PROTESTING Waterfront Zoning Changes
To: wbn@portlandmaine.gov

Dear Bill,

I am writing in protest of changing the Waterfront Zoning to allow 70' buildings, and to protest the construction of the Americold facility as proposed.

This proposal is at best a misguided use of our still-picturesque working waterfront, and at worst a cynical negotiating tactic by an out of state corporation hoping to exploit Portland.

I am confused as to why this is even being presented to the citizens: why do we have zoning laws--carefully drafted with citizen participation--if the Economic Development Department (on behalf of giant out of state corporations) can get around them with a "text change."

Sincerely,
Jennifer Micoleau
61 Mountfort Street
Portland, ME 04101

I aim to respond to emails within 48 hours. If you are canceling an appointment or need to reschedule an appointment, please call or text (207) 712-1382. Thank you.

jennifer micoleau | 207.712.1382
pilates www.springboardpilates.com
yoga & sculpture www.wellbeingbasics.com
design www.behance.net/JenniferMicoleau
books & boxes <http://index.meca.edu/>

----- Forwarded message -----

From: **Bruce Baker** <brucewbaker.me@gmail.com>

Date: Fri, Oct 28, 2016 at 9:28 AM

Subject: harbor zoning change

To: wbn@portlandmaine.gov

Bill,

I will not be able to make this meeting.

As I see it, the changes will be west of the bridge. If so, and if "working waterfront" (not law offices), I am ok with it.

Just some initial response.

Bruce Baker
125 York Street



Jennifer Munson <jmy@portlandmaine.gov>

Fwd: Americold, etc.

1 message

William Needelman <wn@portlandmaine.gov>
 To: Jennifer Munson <jmy@portlandmaine.gov>

Mon, Nov 7, 2016 at 4:12 PM

More WPDZ comments

Bill Needelman
 Waterfront Coordinator
 Economic Development Department
 City of Portland, Maine
 389 Congress Street
 Portland, Maine 04101-3509

(207) 874-8722 tel.
 (207) 756-8258 fax.
wn@portlandmaine.gov

----- Forwarded message -----

From: <fsreilly@aol.com>
 Date: Mon, Nov 7, 2016 at 2:27 PM
 Subject: Americold, etc.
 To: wn@portlandmaine.gov
 Cc: JPJ@portlandmaine.gov, sthibodeau@portlandmaine.gov

Dear Bill,

I would like to briefly follow up on my remarks last week at your presentation regarding Americold and its plans to install a 70 foot cold storage unit.

As I said, your proposal has much bigger ramifications than the matter in question. With so many variables derived from that meeting it seems to me there is both an opportunity and challenge therein, to wit:

1)Height Control, establishing it, hopefully 45ft, once and for all, and that goes for anything that is in future development, which I believe this area is set for at this time, e.g. an Industrial Park, Campus, Gateway Park, Marina Park, etc.

2)Establish Pollution Levels

3)Traffic Control

4)Reconfigure 70 ft installation by separating storage from offices in order to come in at the current 45ft height max.

There's more, as I know you now realize, but for now just let me end by saying our skyline as well as our water view is of major importance and not only to us residents, but to the future of Portland's draw for businesses and new residents, as well as the lucrative tourist trade. This is the Gateway to the City and should have strict ordinances on future development. Perhaps the engagement of a major architectural/engineering firm specializing in seaport locations would be propitious.

As always,
 Frank

----- Forwarded message -----

From: **Gail Spaen** <gspaen@meca.edu>

Date: Mon, Nov 14, 2016 at 9:17 AM

Subject: Please forward re: proposed zoning change on Western waterfront

To: sgo@portlandmaine.gov

Cc: JPJ@portlandmaine.gov, WBN@portlandmaine.gov, estrimling@portlandmaine.gov,

sthibodeau@portlandmaine.gov, jduson@portlandmaine.gov, jhinck@portlandmaine.gov, nmm@portlandmaine.gov

PC23

Dear Mr. O'Brien,

Please forward to members of the planning board. Many thanks.

.....
Dear Planning Board - Beth Boepple, Sean Dundon, Carol Morrisette, David Eaton, Kristien Nicols, Lisa Whied, Maggie Stanley,

We own a property on the corner of Salem and Clark Street. Photo number 2 in the City's application for the Waterfront Port Development Zone Text Amendment is the view from our building. Our property value, the sense of open space and neighborhood well being will be radically affected by the rezoning of the Western Waterfront to accommodate the building of the cold storage facility. And subsequently, if the the whole Western Waterfront is rezoned, all of the other neighborhoods and property values to the West of the bridge will be effected as well.

I've lived and worked in Portland and the surrounding towns for the last 35 years. I am a proponent of a working waterfront and appreciate the industrial quality along Commercial Street. Sprague did an excellent job developing the boatyard, complete with landscaping and set backs that are in proportion with the scale of the area. I'd like to see the rest of the Western Waterfront be developed with this type of care.

The Americold building is going to take up an extreme amount of space. This huge cold storage facility will be a static, architectural volume placed right in front of an established local neighborhood. In one of the plans the building takes up the entire footprint of the property with no indication that there will be any landscaping at all. Out of proportion with the scale of the area, it will be aesthetically akin to oil or water tanks

The hardest part for me is that I sense the economics of this proposed zoning changes benefits the City of Portland's bottom line more than the well being of the local population and the careful consideration of the aesthetics of Portland. Once rezoned, there will be no turning back. In the future, there will be others that ask for an exception to the 70' ft height limit and we will end up with taller and taller buildings impacting the neighborhood corridor all along the Western Waterfront.

There must be a good compromise. Anything that you can do to make sure that our neighborhood and our property values will be preserved will be greatly appreciated.

Sincerely,
Gail Spaen

.....
Gail Spaen
33-35 Salem Street

PC24

----- Forwarded message -----

From: **William Dawson** <bill2fish@gmail.com>

Date: Monday, November 14, 2016

Subject: Western Waterfront

To: sgo@portlandmaine.gov

Sir:

I live i the West End and I am vehemently against the Americord proposal. Just the "Osha Back-Up" beeping that goes on 24/7 is enough to drive me out of here! The addition of this 70' eyesore will not be welcome by me. And what about the increase in vehicle traffic?

William Dawson 34 Brackett St., Portland

—
Tuck O'Brien

City Planning Director

Department of Planning and Urban Development

Office: (207) 874-8724

Cell: (207) 553-0255

W^m. Norris Dale, Jr.
40 Salem St.
Portland, ME 04102
207-233-2292

November 10, 2016

Ms. Elizabeth Boepple
City of Portland Planning Board
389 Congress St.
Portland, Maine 04101

Dear Ms. Boepple,

My wife and I bought our house on Salem Street over forty years ago. At that time there was a grain silo and a huge coal-gas storage tank in the prospective Americold location. We understood about waterfront industrial uses then, and we understand and support them now. When Americold first approached the city, we attended meetings, and the project had our full support. No one, neither Americold nor the city, spoke about wanting a height variance.

Now, from what I have heard and read, Americold has returned to the table with a totally inflexible proposition requiring a deviation from Portland's comprehensive plan. We feel that we are the victims of a purposeful bait-and-switch scheme on Americold's part.

I find Americold's take-it-or-leave-it position just a bit condescending and irritating; don't you? Portland's planning board has been getting a name for getting out the rubber stamp whenever a development opportunity arises. So why should a minor "text" change get in Americold's way?

In the interest of keeping Portland liveable, I now ask that you and the zoning apparatus stand up and hold Americold to the existing 45-foot height limit.

Sincerely,



Norris Dale

cc. Mayor Ethan K. Strimling
Councilman Spencer Thibodeau
Mr. Ian Jacobs, WENA

From the Portland Planning Board Website:

*As part of the development review process, zoning, drainage, traffic, environmental considerations, and infrastructure improvements are assessed, as well as a proposal's consistency with the city's comprehensive plan. **Compliance is important** for the protection of the public's health and safety and the general livability of our community.*

Fwd: input from resident, Please share this note with your colleagues on the Planning board

Tuck O'Brien <sgo@portlandmaine.gov>

Wed, Nov 30, 2016 at 2:29 PM

To: Jennifer Munson <jmy@portlandmaine.gov>

Cc: Bill Neddelman <WBN@portlandmaine.gov>

----- Forwarded message -----

From: **michael curtis** <mrudgec@gmail.com>

Date: Wednesday, November 30, 2016

Subject: input from resident, Please share this note with your colleagues on the Planning board

To: sgo@portlandmaine.gov

To: Planning Director Tuck O'Brien and Planning Board members:

As we all reflect on the recent national election, an underlying theme emerges of anger at the "establishment." There is a perception that corporations can "strong arm" their way through government to gain financial advantage. Many of us ask how we can influence the world in a positive way. In our Portland family this manifest by having a family from the city shelter to our home for their first ever Thanksgiving.

I ask each of you to consider an action you can engage in that will help fight the cynicism some hold towards those in power. Americold wants the rules changed to maximize their profit. The zoning change they insist upon to a height of 70 feet for their proposed facility on Commercial Avenue would block the beauty of the waterfront to present and future Portland residents. It would lower our quality of life while maximizing their profit. It is possible to have an appropriately scaled, and profitable, cold storage facility within the existing height rules. There are other developers of cold storage facilities who would be very interested in developing this property if Americold cannot follow the existing regulations.

I urge you not to bow to the threats that Americold makes about the need for height regulations to be adjusted. Have you been able to listen to experts on cold storage facilities other than from representatives of Americold? Are you aware that they are a company based in Georgia which operates over 180 cold storage warehouses throughout the world? They are the largest cold storage company in the United States. I seriously question that they are not be able to profitably operate a warehouse 45 feet tall.

While we all need to welcome those from outside our community to be a part of the special place we proudly call Portland, I would urge that we ask of newcomers to the community that, as they join us, they follow our rules. The family from the shelter, whom we had to our home for Thanksgiving, have a boy who played on the PAYSA U-10 soccer team I coached this past Fall. He was delighted to join our community and learn the rules of the game of soccer. Whoever develops a cold storage facility on our waterfront, let's welcome them to our community, but expect them to follow our rules. If they will engage with our community in a positive way, then sure, we can make thoughtful and reasonable changes to enable their ongoing success. But please, do not give the largest company of its kind in this country a free pass on damaging the beauty and character of our city. They are not interested in the character of the city of Portland. I am grateful that there are people like you for whom this is the focus of your work.

Thank you very much for considering my input on this proposed zoning change.

Michael Curtis
354 Danforth Street
Portland Maine, 04102
mrudgec@gmail.com
[207-699-4074](tel:207-699-4074)

Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: [\(207\) 874-8724](tel:(207)874-8724)
Cell: [\(207\) 553-0255](tel:(207)553-0255)

PROPELLER CLUB OF THE UNITED STATES

PC27

To Promote, Further and Support an
American Merchant Marine.



To aid in the development of needed
River, Great Lakes and Harbor Projects.

November 14, 2016

PORT OF PORTLAND, ME

Elizabeth Boepple
Chair, Planning Board,
City of Portland
389 Congress St.
Portland ME 04101

Dear Chair Boepple:

The board of the Propeller Club, Port of Portland, has asked me to write concerning the zoning modification necessary for construction of a modern cold store warehouse in the WPDZ just west of the Casco Bay Bridge. The modification would allow a building height of seventy feet, the same height as the Sprague warehouses near the Veteran's Memorial Bridge.

The Portland Chapter of the National Propeller Club was chartered in 1932. We are 150 pier and terminal owners, tug companies, chandlers, shipwrights, ships agents and professionals. The members are all owners and operators of businesses in the Port of Portland, and we are all dependent on and dedicated to promoting commerce in the Port of Portland.

The Port of Portland has always handled food. Everyone knows the Portland Cold Store Building on Union Wharf, built primarily for fish but which also handled corn, berries and many other products. Yet for decades the port has been without a cold store warehouse usable in conjunction with deep water shipping. Virtually every serious recent study of the Port of Portland, whether privately commissioned or government sponsored, has identified a cold store warehouse as conspicuously lacking among the Port's assets. From first hand knowledge our members know of specific business opportunities that the Port's lack of a freezer warehouse has caused Portland to fail to win.

There's good reason the studies point to our lack of a cold store warehouse, for the benefits of such a warehouse extend throughout the state and region. More and more, Maine's farms and other food producers recognize that to compete with big operations across the world they must produce value added food. Even before the freezer plant is completed its sales people will fan out across Maine and the

region to show food brokers and producers how a frozen product can aid their bottom line. While container loads of frozen product are currently shipped from the Port, the freezer warehouse will be able to handle pallet loads, allowing smaller Maine food producers, those who could never fill a container, inexpensive access to distant markets. This point is key.

The Propeller Club as an institution knows that a healthy port must be tended with care. Cargoes decline and new cargoes take their place, some moving in modern containers, some in bulk and some in break-bulk, and all by sea. A healthy port adapts to and provides accommodation for the new cargoes, and even across the centuries that port continues to thrive. Such has been the experience of the Port of Portland - but not without exception. Recall the cement silos proposed in the 1990's for the western waterfront, and which met with organized opposition from residents who chose to live overlooking the western waterfront. Those three silos were finally built, but in New Haven, where they, their ships and their many well-paid employees are still busy.

Persons responsible for a port would do well to keep foremost in mind that even ships which have used a port for decades can steam over the horizon and never return. If Portland wants blue water shipping we must strive to adapt to the shipping marketplace, or, as have so many ports, whither. The proposed modest and logical alteration in allowable building height in the WPDZ will allow private capital to build a much-needed port facility, a facility which will improve opportunities for businesses far inland, and which will allow the Port of Portland to continue to be a powerful driver of the regional economy.

Very truly yours,



William York
President, Propeller Club, Port of
Portland, Maine.

cc: William Needleman

Fwd: Comments for the Planning Board

1 message

Tuck O'Brien <sgo@portlandmaine.gov>

Mon, Nov 28, 2016 at 9:54 AM

To: Jennifer Munson <jmy@portlandmaine.gov>

Cc: Bill Neddelman <WBN@portlandmaine.gov>

----- Forwarded message -----

From: **Leslie Pohl** <leslienpohl@gmail.com>

Date: Sun, Nov 27, 2016 at 8:53 PM

Subject: Comments for the Planning Board

To: Stuart Tuck O'Brien <sgo@portlandmaine.gov>

Attn: Tuck O'Brien

Dear Portland Maine Planning Board-

My name is Leslie Pohl and I live at 263 York Street in Portland's West End. I would like to comment about the proposed zoning change on the Western Waterfront (from a max building height of 45' to 70'). I have been attending the meetings over the past several months, just trying to gather information and figure it all out.

At this point, I think it's important to consider the impact that this zoning change would have on the residential neighborhood abutting the working waterfront. **I do not think the zoned building height should be changed.**

Addressing the Americold Cold Storage building specifically... from what I have heard, the building can't be made to look more attractive (i.e. - it has to be a white rectangle to maximally function as a cold storage facility). Also, a green roof is not possible. Therefore, **Americold should not be given a variance to rise higher than 45 feet.** Americold originally submitted two other designs that were very close to the zoning height (ie - 45' feet internal height), so they should be able to tweak those to meet the current zoning requirements of 45' maximum.

In closing, if the neighbors are going to have to look at an *unattractive white rectangle* that blocks the water... at least Americold can build it to the lower, currently-zoned height.

Thank you for your time.

Warm regards,

Leslie Pohl

----- Forwarded message -----

From: **Penny Stevens** <penny.stevens714@gmail.com>

Date: Sun, Dec 4, 2016 at 9:00 PM

Subject: Raising the height on the Americold Building

To: Jon Jennings <jpj@portlandmaine.gov>

We are concerned about the proposed raising of the building heights on West Commercial St. We feel that the building height should not be increased above the existing limit of 45 feet. A higher structure would impose an industrial environment adjacent to an historical district and a well maintained residential area. West Commercial St. is the southern entry way into what Henry Wadsworth Longfellow called "The beautiful city by the sea" An imposing white featureless structure there will diminish the view of the waterfront that visitors and residents should have when they approach our historical gem.

We ask you to reconsider raising the height above 45 ft.

Dick and Penny Steven
260 Vaughan St.
Portland, Maine 04102

From: Rosanne Graef <rgraef@gwi.net>
Date: Mon, Dec 5, 2016 at 5:40 PM
Subject: West Commercial Street - Americold Proposal & Zoning Change
To: Tuck O'Brien <sgo@portlandmaine.gov>
Cc: Ethan Strimling <estrimling@portlandmaine.gov>, Spencer Thibodeau <sthibodeau@portlandmaine.gov>

PC30

Dear Mr. O'Brien - Please deliver copies of this letter to the members of the Planning Board for their consideration in preparation for the December 13 workshop. Thank you. Sincerely, Rosanne Graef

Dear Members of the Planning Board,

I am writing to you in opposition to the proposed rezoning of sections or all of the land in the WPDZ along West Commercial Street.

I have several reasons for my opposition as follows:

1) The rfp process followed by the City that resulted in the current proposal by Americold was issued to several potential applicants, only two of whom applied. Under the zoning rules in effect at the time of the rfp's issuance, the allowed height was less than what is now being proposed by the Economic Development Department and Americold. If those other potential applicants had been aware of how supportive the Economic Development Department is of changing rules after the game has started, they may have submitted proposals that would be superior to the one from Americold which has been accepted. At this point we'll never know unless the rfp is reissued with whatever zoning conditions will actually prevail so everyone gets a fair shot.

2) I lived at the corner of York and Clark Streets in the early 1970s. At that time, this was considered to be a blighted neighborhood and was within the boundaries of the Model Cities program. Many of the houses and apartments were definitely on the downhill slide with absentee landlords and general economic conditions that led to neglect and deterioration of many buildings. Since that time a lot has changed in this neighborhood and over the past 40 years many people have bought, built and upgraded homes in the area between Danforth Street and West Commercial Street, investing hundreds of thousands of dollars as well as untold hours of time and effort in making this a valuable part of Portland's West End. Below, you'll find a summary of the assessed valuations and property taxes paid by owners of these residential properties bordered by the west side of Brackett, south side of Danforth and West Commercial St. As you can see, this neighborhood is a source of significant value and revenue for the City of Portland. It's worth noting that these figures are based on assessed values, we all are aware that the current selling prices are often 2-3 times what's reflected here.

Granting a height exception or rezoning part or all of the WPDZ for increased height will cast a pall over this entire residential area. Who will want to buy a home in order to gaze out at a huge white wall? What accommodation will be made for homeowners whose greatest financial investment is their home which is now not as desirable as when there were views of the bridge, the far shore, ships, tugs, tides, sparkling water? Who wins in this scenario?—international companies at the expense of residents of Portland. The Economic Development Department is all gung-ho for this proposal and is intent on changing the zoning to accommodate Americold's assertions that it's their proposal or nothing. Where's the Residential Protection Department who'll go to bat for the people who live here?

(see photos below)

Total Net Taxable	\$53,356,100.00	
Total Tax		\$1,127,252.91

	\$13,093,000.00	\$276,393.40	\$2,528,600.00	\$53,383.80	\$1,384,800.00	\$29,232.96	\$3,453,500.00	\$72,903.42	\$459,200.00	\$9,693.72		\$4,699,600.00	\$99,208.65	\$1,042,000.00	\$21,996.68	\$874,400.00	\$18,458.62	\$2,039,500.00	\$43,953.90	\$742,500.00	\$15,674.18	\$254,500.00	\$5,372.50	\$21,685,100.00	\$457,772.74	\$1,099,400.00	\$23,208.34
	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax		Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax	Net Taxable	Tax
	Salem St		Summer St		York St		Brackett St.		Hamlin Ct		Clar k St			Briggs St		School St		Orange St		Bond St		Danforth Pl		Danforth St		Emery St	

3) The area where the proposed cold storage facility would be located is in the public scenic view from Harbor View Park and therefore should be included in the moratorium on new development recently passed by the City Council.
(see photos below)

4) This facility will not be only for marine-related activity, much of the traffic will be in goods that are transported by truck and train only and never go on or off a ship. Why does an oversized storage facility need to be built on the Western Waterfront to accommodate land-based transportation of these goods that may only require dry storage? Why can't a cold storage facility be built at a more suitable spot inland (say Danville Junction or another intermodal station) for truck and train transfer of those goods that require refrigeration or freezing? Why here on the shoreline of the peninsula of Portland which has a naturally restricted geography and a densely populated residential area close by?

5) This unnecessary transfer of goods strictly to and from trucks and trains will result in an as yet unquantified increase in truck traffic along West Commercial Street. West Commercial is intended to be a funnel for traffic coming from I-295 and the Veterans Bridge and headed for the Casco Bay Bridge. Adding more truck traffic to this stretch could result in more cut-through trips selecting to go on Danforth Street, once again having a negative impact on a residential area, in order to reach the State Street entrance to the bridge.

There will also be the issues of increased noise (engine noise and back-up beeping) and pollution from the increase in truck traffic.

6) We have never been shown what the actual proposal will look like or what its effect on the views and impressions of entering Portland via West Commercial Street, the Casco Bay Bridge, or looking across the river from South Portland will be. We've gotten some two-dimensional drawings, some overhead photos and a few photos taken from public streets. Surely there's 3-D modeling capability to be had, but when neighbors asked about that possibility, city employees said it was too expensive. We are being asked to buy a pig in a poke, not knowing what we'll be getting until it's way too late.

If this zoning change is made and this massive building is built, it is something we are going to be stuck with for decades. It will be an eyesore much in the same way the grain elevators at the other end of Commercial Street eventually were. At the time those were erected, they were the best solution for the purpose, this behemoth being considered now is not. There are other ways of accomplishing Americold's mission and bringing this sort of economic activity to Portland and to Maine that do not necessitate degrading this part of the peninsula. The alternatives may cost more and may not be as easy, convenient and lucrative for Americold, et al., but there's much more to consider than money.

For your information, I have attached a few photos taken from some of the homes in this area as well as from Harbor View Park, the Casco Bay Bridge and across the Fore River in South Portland. I hope that you will be able to visualize the unsightly scar this mammoth storage building would be and reject these increased height requests.

Thank you for devoting your time and effort in serving on the Planning Board.

Sincerely,

Rosanne Graef
30A Salem Street

Re: Public Comment for W. Commercial Street

Rosanne Graef <rgraef@gwi.net>

Tue, Dec 6, 2016 at 11:33 AM



From Casco Bay Bridge



From 30 Salem St.



From 36 Salem St



From 48 Salem St



From 88 Salem St



From 116 Salem St



From 258 Danforth St





From 259 York St



Harbor View Park at corner of Brackett/York



From lawn at Harbor View Park



From lawn at Harbor View Park



From Lawn at Harbor View Park



From South Portland side of river - Portland Yacht Services is at the left



From South Portland side of river - Portland Yacht Services is at the left

December 6, 2016

City of Portland Planning Board
Beth Boepple, Chair
Sean Dundon, Vice Chair
David Eaton, Carol Morrisette, Kristien Nichols
Maggie Stanley, Lisa Whited
389 Congress Street
Portland, Maine

Dear fellow Portland residents,

As supporters of a cold-storage warehouse on public International Marine Terminal land, we want to achieve the right balance between expanding economic development of the inner harbor and safeguarding the growing vitality of both the adjoining neighborhood and a key gateway into Portland.

A little background: last year the Maine Port Authority submitted a request for proposals¹ to Americold Logistics LLC and six other cold-storage operators that qualified for the project.² The RFP specified the allowable maximum building height of 45 feet, but did not explain the Economic Development Department's intention to seek a significant height increase.

The other six cold-storage operators based their economic models on a 45-foot height maximum. If the Planning Board decides the EDD's proposed Zone Text Amendment has merit, it is essential that the Port Authority first submit a revised RFP to the seven applicants, with details of the potential change.³ All else being equal, negotiations should be initiated with the applicant proposing a building height closest to the current maximum.

However, it is our belief that the height increase should be rejected as bad policy, bad for Portland and unnecessary: Americold Logistics' winning proposal⁴ in the first RFP round provides the template for a modern, efficient warehouse at the existing 45-foot height limit.

¹ <https://assets.documentcloud.org/documents/2167668/west-cold-storage-rfp.pdf>

² The applicants were XTL Inc., a logistics company based in Philadelphia; Lineage Logistics of Colton CA; Wilmington Cold Storage Inc., with warehouses in Wilmington and Stoughton MA; Preferred Freezer Services, with 200 million cubic feet of cold storage space nationwide; Eastern Impact LLC of Portland, lead entity in a consortium created for the project; and Eimskip.

³ Along with a basic fairness issue, the proposed increase in allowable height significantly increases the value of this publicly owned land – and the opportunity to negotiate higher rent payments from the private developer selected to lease the land.

⁴ <http://www.mediafire.com/file/58yngg05ckivyg2/AmericoldRFPproposal.pdf>

Although the company is currently proposing a 68-foot high warehouse with “conventional” storage of frozen product,⁵ its RFP proposal includes three other designs. Page 20 shows a “very narrow aisle” (VNA) option with 15,200 pallets in double-deep rows. As compared to conventional warehouses with 12-foot wide aisles, VNA warehouses achieve much higher storage density with aisles about six feet wide, and use lift trucks with pallet forks that pivot left and right.⁶

As designed, the VNA warehouse would not conform to current zoning because its finish height would be 12 feet higher than its 45-foot interior height. But a building with a finish height of 45 feet could store 15,200 pallets by incorporating 30,000 square feet of proposed expansion space into the initial construction.⁷

The total building footprint would be 149,530 square feet.⁸ If current Americold analysis points to a smaller useable footprint,⁹ an independent engineering firm should investigate all options for building configurations on the 6.3-acre shoreland site, including use of a state submerged lands lease.

Although Americold maintains that its current proposal is the only option for an economically viable warehouse, we disagree. After submitting a FOIA request to the Port Authority, we received a copy of an RFP proposal submitted by another applicant. Mindful of neighborhood impact and zoning regulations, this

⁵ Beginning at grade, there would be a 4’ high loading dock, 55’-4” interior clear height (for eight pallet racks and +/- 6’ of space above the racks), and a 5’ roof system with a 3’ pitch. Capacity would be 10,584 frozen and 5,280 ambient-temperature pallets.

⁶ VNA storage has pros and cons. A key trade-off is that two lift trucks cannot pass in the same aisle – a problem in high-volume operations. Some VNA warehouses reduce traffic issues by storing fast-turnover stock on outside aisles wide enough for trucks to pass each other. Overall, with the right warehouse management system, VNA storage is sensible for a significant share of a facility. If 100% VNA storage as shown in the RFP proposal is not suitable for this warehouse, there are other strategies that should be explored for increasing storage density, for instance, other pallet-rack systems. The most common rack – “selective” – provides the most flexibility, but least storage density. Drive-through racks, pallet-flow racks and push-back racks are among the options that provide much higher storage density, and could be appropriate for a portion of the warehouse. Upfront costs are higher, but reduction of the facility size also reduces construction costs and energy consumption.

⁷ With an interior height of 33 feet, pallet racks would be stacked five high with +/- 3 feet of space above the racks, as compared to seven pallet racks in the 45-foot interior height design.

⁸ The proposed warehouse area is 120,125 GSF, which includes 27,415 SF dry storage, 54,235 SF cold storage, 11,365 SF rail docks, 13,200 SF truck docks, 6,600 SF (2 floors) office space and 3,300 SF maintenance/engineering. Adding 29,405 SF of proposed future expansion, the footprint is 149,530 SF. The “conventional” storage warehouse in the RFP proposal is slightly smaller (including office space, etc.) at 145,000 SF and a finish height of 57 feet.

⁹ The current proposed Americold facility has a footprint approximately 18% smaller than the full VNA build out, but there is space to expand the current footprint. Also, to obtain more cold-storage space, other sites are available nearby for the proposed 6,300 square feet of office space and a large share of the proposed 80 employee parking spaces. For ambient-temperature dry storage, developable land is also available nearby, or space could be made available in Americold's existing 190,000-square-foot warehouse at 165 Read Street.

applicant proposed a modern, efficient warehouse with a 40-foot clear height. The first phase included 50,400 square feet of warehouse space on the IMT land and a 100,000-square-foot warehouse off terminal. The second phase included up to 100,000 square feet of expansion at each warehouse. This split between two warehouses would help comply with restrictions of the Waterfront Port Development Zone, which essentially prohibit warehouse cargo that is not either shipped in or shipped out by water.

According to the Land Use Code, Sec. 14-319, WPDZ uses include:

1. Intermodal transportation facilities principally for vessels with regularly scheduled destination service or for railroad transportation service;
2. Warehousing and storage of goods which are awaiting shipment via cargo carriers.

The inbound transportation mode of goods for “warehousing and storage” is not specified, but considering the context and language in other sections, “waterborne” is implied. References to “truck” or “tractor trailer” are absent in the WPDZ chapter. Further emphasizing the marine-oriented restrictions on warehouses, bulk storage facilities in the WPDZ (Sec. 14-320.2) are limited to “materials delivered to a site by waterborne transportation or awaiting transportation from the site by means of waterborne transportation.”

More generally, WPDZ uses “are limited to those uses which are dependent upon deep water and which contribute to port activity. Non-marine industrial activity may be allowed only on a temporary basis...”

Page 17 of Americold’s RFP proposal calculates that 30,000 TEUs would be moved through the warehouse annually (i.e., 60,000 in/out transports of standard 20-foot-long shipping containers). It is unclear what share of the product would be transported exclusively by land, and therefore be a nonconforming use in the WPDZ. To ensure compliance, the warehouse operator should be required to document annually, for at least the first five years of operation, that all product has been shipped in and/or out by waterborne transportation.

Americold currently says it intends to continue operating its cold-storage warehouse at 165 Read Street. In its RFP proposal last year, the company stated: “Based on our business plan calculations, ***we may well continue to operate this site*** (emphasis added) in conjunction to the new site at the IMT. We are also considering converting it to a dry facility to increase our ability to keep large amounts of dry product, complementing the temperature-sensitive product that customers would store at the new facility.”

Either way, Americold needs to agree that product transferred in/out by ground transportation at the Read Street warehouse (1.7 million cubic feet of storage) will not be consolidated into the waterfront facility (4.3 million cubic feet, as proposed). The company also needs to agree it will develop a replacement off-terminal facility for such product if it closes the Read Street warehouse.

It is our hope that the Planning Board, before moving on to other issues related to this project, will reject the Economic Development Office's application to increase the zoning height for the warehouse site.

In its RFP proposal, Americold says it is "dedicated to implementing and executing programs that are grounded in understanding the current regulations and guidelines in the City of Portland." We believe that Americold, with its cold-storage expertise and engineering talent, can design a warehouse that fits within the city's current regulations, including the 45-foot height limit. If not, one of the other six cold-storage operators is likely up to the task.

Thank you for your work on behalf of our city.

Sincerely,

Sidney St. F. Thaxter, Esq.

Mark Bessire

John and Linda Coleman

Jo Coyne

Rosanne Graef

Ian Jacob

Ted and Leslie Kaynor

Mark McCain

Dr. Mary McCann

William McFarlane

Bob Mittel and Louise Davis

Erik and Caitlin Mushial

Sonia Robertson

Mike Stone

49 Summer Street, sthaxter@curtisthaxter.com

314 Danforth Street, markhcb@gmail.com

26 Cushman Street, jcoleman@theviaagency.com

36 Salem Street, jcoyne@gwi.net

30A Salem Street, rgraef@gwi.net

59 State Street, iancasperjacob@gmail.com

315 Capisic Street, lkaynor@icloud.com

45 Summer Street, smarkmccain@yahoo.com

49 Summer Street, drmmccann@gmail.com

380 Danforth Street, mcfarw@maine.rr.com

24 Brackett Street, rmittel@mittelasen.com

36 Clark Street, erik@allmtngroup.com

336 Danforth Street, robertsonsonia@hotmail.com

116 Salem Street, mstone800@gmail.com



Request for Proposal to Maine Port Authority

Ms. Kim King
Maine Port Authority
460 Commercial Street
Portland, Maine, 04101
Re: IMT West Cold Storage Facility

Dear Kim,

In accordance to Section 10 of the Request for Proposal (RFP) the following details will provide the requested information.

Americold Logistics LLC is a 100% owned subsidiary of Americold Realty Trust (ART). ART is a real estate investment trust organized in the state of Maryland with the majority shareholder being the Yucaipa Companies.

- | | |
|--|---|
| a. Company Name: | Americold Logistics LLC |
| Americold Realty Trust Federal Tax ID: | 93-0295215 |
| Address: | 10 Glenlake Parkway, Suite 600,
Atlanta Georgia, 30328 |
| Company Fax #: | 678-441-6846 |
| Proposal Contact Phone Number: | (c) 404-435-4228, (o) 410-729-1045 |
| Proposal Contact: | Patrick Ballard |

For purposes of responding to the Maine Port Authority RFP, Americold has designated Patrick Ballard as its representative.

Patrick Ballard

Signature: _____

- b.** Americold Logistics LLC has not been debarred from any State or Federal Agencies during the past five years. Attachment 4 contains a formal declaration from Todd Sheldon.

Todd Sheldon

Signature: _____

Kim, the Americold team is pleased to present its response to Maine Port Authority's RFP, outlining our comprehensive cold storage experience, financial capacity and strength within the Northeast market and beyond.

As noted in our Request for Qualification, Americold and Eimskip have developed a Letter of Understanding expressing our mutual intent to establish an agreement for the joint development of a temperature-controlled storage facility incorporating dry storage and office space. Americold's scale, scope, temperature-controlled environment management experience and local, national and international relationships are complimented by Eimskip's commitment to the transportation industry, international transportation capabilities and customer orientation, and we're excited at the possibility of moving forward together to provide you with a remarkable solution.

Throughout this RFP we will focus on Americold's design, build and operate capabilities and incorporate the requested detail outlined in your RFP. Our desire and intent is to bring the Maine Port Authority a collaborative team that will develop a customized, state-of-the-art solution to accommodate your needs now, and all future requirements and solution enhancements envisioned in order to support Portland's International Marine Terminal expansion.

So why are we the best choice for Portland and the Maine Port Authority?



Request for Proposal to Maine Port Authority

- Since 1952, Americold has been a fixture in the local Portland community. Throughout the past 63 years, Americold has stimulated your local economy by bringing in an estimated \$78.4 million in revenues, hired local employees and service providers, and worked with local charities including the [Good Shepherd Food Bank of Maine](#). No other provider has been committed to the city for as long as we have.
- We share your enthusiasm to bring the next generation of state-of-the-art cold storage to Portland, and we are excited by the prospect of creating a campus design that highlights all of the benefits that the Port of Maine has to offer to food processing and production customers, and streamlines the process of bringing those products to market. There's no reason why Portland cannot become Canada's primary winter gateway port once again.
- We're envisioning a showpiece facility for you with the very latest in temperature-controlled supply chain design that you can use to sell Portland as the primary regional perishable production and processing locale: local relationships, regional expertise, national and international connections, and the best seafood anywhere in the world.
- Your food and beverage industry partners will have access to best-in-class IT systems and warehouse management platforms, channeled through either EDI or our proprietary [i-3PL Supply Chain Control](#) system, offering unmatched efficiencies, reduced cost and comprehensive supply chain visibility – all available on any web-enabled smart device.
- Americold operates over [175 facilities](#) with 1 billion cubic feet of temperature-controlled capacity in 6 countries. In the US we have +145 facilities in 38 different states. Our scope, scale, depth of operational capability and breadth of products handled place us in a unique position to be able to continuously evolve our processes and service offerings to maintain the very latest in technological support systems and management activities. Our ability to design, build and operate creative, integrated end-to-end solutions can be witnessed at any one of our facilities.
- Eimskip is contemplating moving their U.S. headquarters to the IMT West Cold storage facility, and storing up to 5,000 pallet positions of ambient space in it. Eimskip works with over 300 customers to ship more than 30,000 tons of products across the North Atlantic, and a new facility in Portland, ME would be an ideal strategic location.
- Our role will be simple: to provide temperature-controlled storage and transportation solutions, but we'll share a common purpose with you: to promote the fruits of the local, hardworking fishing and manufacturing communities in sharing the freshest seafood and locally produced food and beverages with friends, families and customers throughout the northeast and beyond.

We're very much looking forward to working with you and your extended partners in a collaborative effort as this initiative progresses. If you have any questions about our response, please feel free to contact me.

Sincerely,

Patrick Ballard

Vice President, Business Development





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Request for Proposal to Maine Port Authority

Section 1

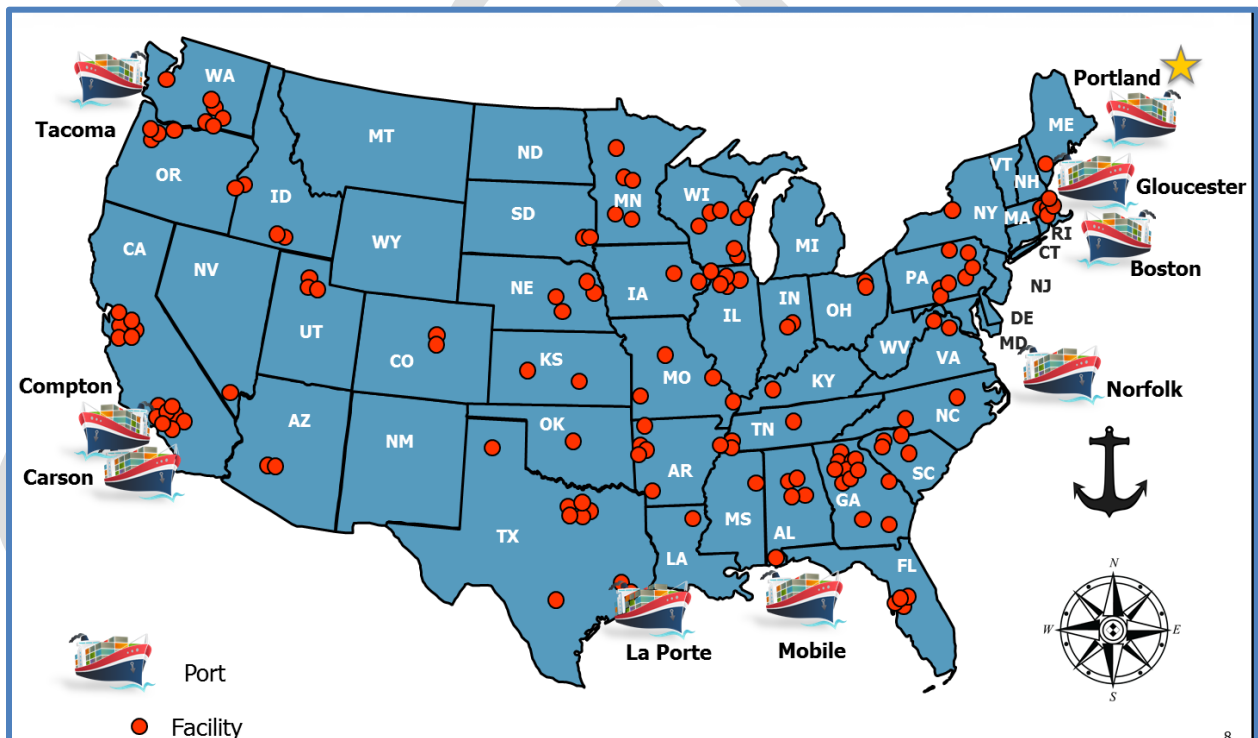
Company Information

Americold is a privately held Real Estate Investment Trust (REIT). Our primary share owners are The Yucaipa Companies (www.yucaipaco.com) and Goldman Sachs (www.goldmansachs.com).

Americold's roots can be traced back to 1903 as Atlanta Ice and Coal company – the company Ernest Woodruff formed by merging three local businesses before he moved on to purchase Coca Cola. Since then the company has grown organically and through acquisitions but has always maintained its local, neighborhood roots. Our very DNA stems from smaller, corner store-type personalities where family values and customer service are top priorities – Frank E. Wagner Jr. worked with Americold since we took over the facility in 1952. He held numerous roles up until retiring in the late 1980s as the GM. Mr. Wagner was the father of our current GM, Michelle Brooks. As companies merged and others were acquired, we took the time to properly integrate systems, associates, processes, values and visions to become the pioneering international company we are today. Today, each of our facilities leverages the collective expertise of the entire enterprise while maintaining unique local characteristics to serve our customers. You won't find that integration in every provider.

Americold is the global leader in developing temperature-controlled warehousing and transportation solutions for the food industry. We offer the most comprehensive storage, distribution, and logistics solutions in the world. Based in Atlanta, Georgia, Americold owns and operates [+175 temperature-controlled warehouses](#) throughout the United States, Australia, New Zealand, China, Argentina, and Canada.

Our US footprint incorporates over 145 facilities with many adjacent to port facilities:



With over 110 years' of continuous improvement, we've never rested on our laurels and have constantly strived to innovate and implement value and efficiencies for our customers. No other provider can offer you the visibility and control over such a large network. Americold's [i-3PL supply](#)

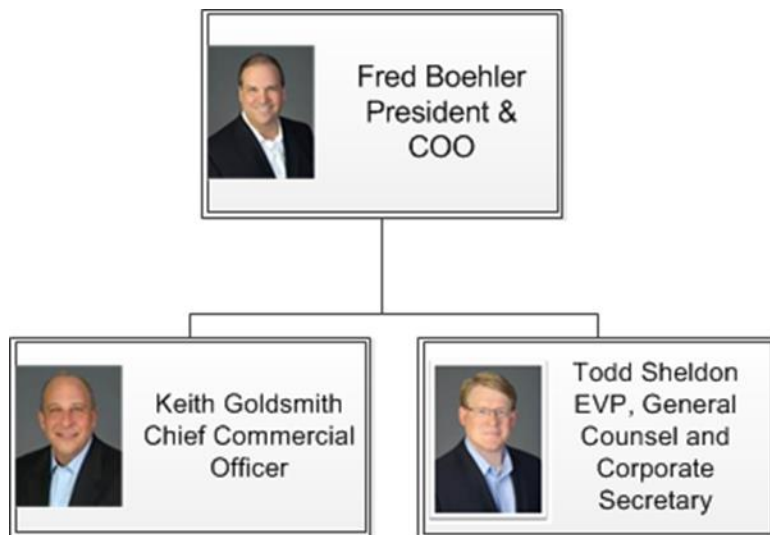


Request for Proposal to Maine Port Authority

[chain control system](#) enables 3000 Seafood, Agriculture, Protein, Poultry, CPG, Bakery and food retailer customers direct access to inventory information on any smart device from the palm of their hands, empowering decision makers and enabling critical choices to be made more quickly.

Americold Team, Structure & Roles

Americold's flat, matrix management structure streamlines decision making to support an efficient and effective operations based structure. Here, we present the team who'll be responsible for designing, building and operating the new Portland facility:





Request for Proposal to Maine Port Authority

Americold & Eimskip Leadership Team				
Name	Title	Legal Relationship	Address	Role
**Fred Boehler	President & COO	Employee	10 Glenlake Parkway, Suite 600, Atlanta, GA 30328	Fred will oversee the entire project from a financial, operations, and customer perspective.
**Todd Sheldon	EVP, General Counsel and Corporate Secretary	Employee	10 Glenlake Parkway, Suite 600, Atlanta, GA 30328	Todd will oversee the entire project from a legal and real estate perspective.
**Keith Goldsmith	Chief Commercial Officer	Employee	10 Glenlake Parkway, Suite 600, Atlanta, GA 30328	Keith will oversee the entire project from a business development and commercial perspective.
** Denotes a team member who will provide legal and financial advice or will act in an advisory role.				



Section 2

Knowledge and Experience

ORIGINAL



Request for Proposal to Maine Port Authority

To provide additional background on our ability to design, build and operate cold storage facilities we are including insight into two design and build projects that were successfully executed in the last couple of years. Many of the team members participating in the Maine Port Authority project were part of the Phoenix and Leesport projects outlined here.

Phoenix, Arizona

Scope: Greenfield design, build and operate grocery retail distribution center; 13.1 acre site.

Start of Operations: January 2014
Project Overview- Phase I
Building Net Area Sq. Ft: 95,475
Parking Spaces: 60
Clear Height: 42 feet
Dock Doors: 10 truck bays/loading docks

Phase II- Includes 7.1 acres of expansion, designed to accommodate an additional 143,000 square foot building. Timing TBD.

Phase I Investment and Revenue Overview:

Building Cost: \$11.6M
Land Acquisition: \$2.7M
FF&E Cost: \$2.9M
Total Cost: \$17.2M
Annual Revenue: \$5.3M
Pallet Capacity: 12,129
Temperature: Frozen, 100% case pick

Leesport, Pennsylvania

Scope: Expansion of current facility to adjacent land owned by Americold

Start of Operations: November 2013
Project Overview-
Building Net Area Sq. Ft: 96,000
Parking Spaces: 150
Clear Height: 28 feet
Dock Doors: 24 truck bays/loading docks

Investment and Revenue Overview:

Building Cost: \$8.3M
Land Acquisition: Already owned
FF&E Cost: \$3.2
Total Cost: \$11.5M
Annual Revenue: \$8.8M
Pallet Capacity: 2652
Temperature: Cooler Distribution Center operation and cross dock, 30% case pick



Request for Proposal to Maine Port Authority

Americold and Eimskip Team Member References

ORIGINAL



Section 3

Financial Capacity

As a private company in a highly competitive industry, Americold only discloses financial information where a non-disclosure agreement is in place. It also limits the use of the financial information disclosed to only those necessary and the information cannot be shared without the company's written consent. We would enter into such an agreement with you as we move forward with the project.

That aside, we will share that Americold currently has approximately XXX in cash. Over the past 3 years, we have refinanced over XXX of debt reducing the overall cost of debt by XXX bps, without significantly increasing our overall leverage ratio. We have strong relationships with construction lenders, CMBS debt originators, bank balance sheet lenders and others. With our balance sheet cash, strong lender relationships, and an equity partner with significant access to capital, we have the capacity to develop, operate and maintain multiple additional facilities, including the Portland proposed facility. We believe in supporting local communities and local businesses, and would look to work with financial institutions with Maine-representation where possible and feasible.

Americold prides itself on creating and maintaining strong vendor relationships with material handling equipment OEMs, such as Crown Equipment and Royal. We also maintain relationships with finance companies that specialize in leasing this type of equipment and have lines of credit with both GE Capital and LaSalle Equipment Finance.

Annually, Americold is audited by Ernst & Young with unqualified audit opinions being issued. Our primary banking relationships are with JPMorgan (New York), Royal Bank of Canada (New York) and Goldman Sachs (New York and Australia). We also have local relationships where warranted in areas where our warehouses are located.



Section 4

Economic Impact within the State of Maine

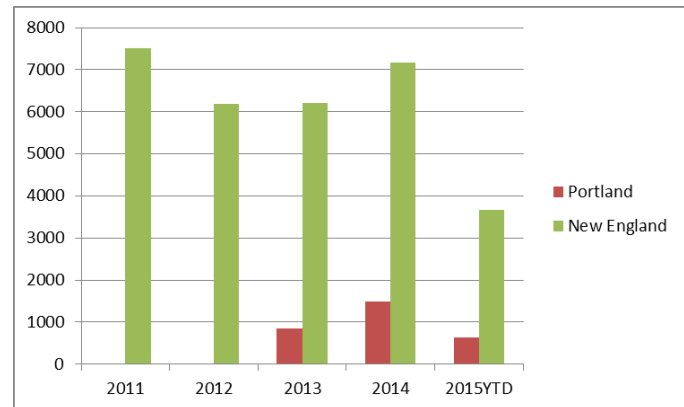
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Request for Proposal to Maine Port Authority

Local Food & Beverage Ocean Imports (TEUs) (source: Zepol)

The chart to the right shows the traditionally more reliable ocean import data for food and beverage products into U.S. New England and Portland specifically. Our proposed Portland facility could easily accommodate all food and beverage imports for the New England region, and with direct rail and exceptional highway connections, Portland would have an outstanding competitive advantage over all other food and beverage import port options for regional customers.



ii) Estimated number of temporary construction jobs:

Based on our experience, approximately 1.25 construction jobs are generated per 975 square feet of construction. With a 145,000 square feet build, we estimate this project creating 186 temporary construction jobs.

iii) Estimated number of permanent jobs:

Based on Monday through Friday (2 shift) conventional steady-state operations, Americold estimates approximately 21 permanent jobs:

- 1 general manager
- 2 manager/supervisory positions
- 4 office clerical/admin positions
- 3 building/refrigeration/equipment maintenance positions
- 11 lift truck operator positions

Eimskip will relocate its US headquarters from Norfolk, VA to Portland, ME. 15 immediate re-locations will occur from Norfolk VA to Portland ME. 50 total positions will support the Eimskip US headquarters.

b) Using the form in [Appendix D](#), the Proposer is required to describe the Proposer's recent and anticipated economic impact upon and within the State of Maine. The use of economic impact in making contract award decisions is required in accordance with Executive Order 2012-004, which states that certain service contracts "...advertised for competitive bid shall include scoring criteria evaluating the responding Proposer's economic impact on the Maine economy and State revenues." Attach the form included in [Appendix D](#) to the proposal. This form does not count against the proposal page limit.

Please reference [Attachment 1/Appendix D](#).



Request for Proposal to Maine Port Authority

Section 5

Development and Operations Concept

a) As requested, the following detail will support the goals described in section 2 of the RFP.

Goal 1: Provide a state-of-the-art cold storage facility that supports the growth of the Maine Port Authority's throughput volume of domestic, import, and export refrigerated commodities;

Through our storied history in Portland, strong cash position and desire to be a collaborative partner to the Maine Port Authority, Americold is committed to designing and building a modern cold storage facility and campus that will utilize the latest construction, refrigeration and automation technology. We envision it to be a showpiece for ourselves and, more importantly, the city of Portland and Maine.

Heavy investments are made annually in research, development and education to ensure our experienced engineering team remains abreast of both current and pending innovations within the industry. We actively recruit and hire expertise from other supply chain verticals specifically to advance our own knowledge and understanding for where the temperature-controlled supply chain will advance.

These investments ensure exceptionally diverse thinking contributes towards final facility designs in order to offer technologically advanced, dependable solutions.

Through our discovery phase, we'll continue to interview you, our current customers, our list of interested parties, and our Business Development management team to fully understand what everyone expects from their new port-side facility. And based on your feedback, our expertise, the needs of the local community, local regulatory guidelines, and through collaboration with Eimskip, we envision building a showpiece facility that addresses current needs and future expectations for import, export, storage, handling and cross-dock requirements of the IMT.

Once a final design is complete and accepted, Americold's Project Management Organization will evaluate the plans and assign experienced project manager engineers to begin vendor negotiations, finalize timelines, and [oversee the construction](#) and implementation of the new facility. Americold has a time proven system of program management that consistently delivers successful projects benefiting all stakeholders. More details on this are in [Section 10](#).

As the new facility is brought to completion and commissioned, Americold's proprietary operating system is deployed to facilitate excellence in all phases of operational execution. Every aspect of operations, including loss prevention, energy conservation, product quality, labor optimization, continuous improvement, and associate development are addressed in this innovative operating system structure. The Americold Operation System (AOS) allows Americold to execute efficiently and consistently, delivering unmatched quality to you and our customers.

Goal 2: Attract new refrigerated and frozen cargo customers for the IMT;

Americold has an extensive portfolio of over 3,000 customers throughout our network. Currently, Americold services more than 50 customers in the existing Portland warehouse with frequent requests for additional space and value-added services from potential new customers. As part of our due diligence for the IMT project, Americold's Business Development team has identified an additional 20 "very interested" new customers for the IMT facility for 2017. But reviewing [Attachment 3](#) you can see the potential is much, much higher.

Eimskip will add the new facility into its network for over 300 shippers and the 30,000 tons of frozen cargo they ship across the North Atlantic. Eimskip already has several customers showing significant interest.



Request for Proposal to Maine Port Authority

Americold's Business Development and Marketing team will execute a three tier commercial strategy that incorporates significant marketing exposure to local and national industry media and events to support a national Business Development focus on new customer acquisition. We've already identified the targets ([Attachment 3](#),) and have the strategy taking shape. This will ensure customer adoption rates meet the financial criteria needed to support the short and long term success of the new IMT facility. We also feel confident that our strategic partnerships with the largest food processing companies and brands in the world will create additional opportunities for the IMT facility.

Goal 3: Maximize revenues from the long-term operation of the cold storage facility;

Americold's entire portfolio of service offerings (including storage, handling, processing, value-added services, and transportation) will be leveraged to create multiple revenue streams around the facility. The majority of our customers outsource their storage and transportation requirements in order to focus on their core business. We've innovatively adapted our capabilities to undertake additional value-added services to ensure that pallets stored with us constantly remain in motion, be it through our relabeling and repackaging programs, kitting, tempering or sloughing, or staging, we've taken the traditional cost-only storage mentality to make it an integral service value-add for our customers. This stickiness bonds our relationships and solidifies long-term, contracted business for our facilities.

Goal 4: Optimize the use of available rail, trucking, and ocean liner shipping services;

The proximity of the IMT to the port as well as the availability of rail access will allow customers to take advantage of Americold's intention to incorporate all-mode facility access, enhancing the long-term value of the IMT to the local, national and international customer base. Dozens of Americold's facilities are connected to rail lines enabling significant transportation cost savings for our customers.

Most of our facilities make the time and cost advantages of cross-docking operations available to our customers, and some of our port facilities operate container loading/unloading, documentation services, FDA and USDA prep work and intermodal options too. If there's an advantage for our customers then we look to integrate the activity as a value-added service offering in our facilities.

Eimskip has identified clients that are very interested in utilizing the dry storage capacity and in utilizing containers to be carried on PanAm's intermodal stretch to the NY/NJ region with the goal of reducing truck volumes between Portland and NY/NJ.

Goal 5: Support the development and growth of Maine's F&B industry;

A state-of-the-art temperature-controlled IMT facility, designed, built, and operated by Americold's team of professionals, and in conjunction with Eimskip's ocean solutions will be a tremendous asset to the food and beverage industry in Maine and throughout the region. The additional warehousing capacity along with Americold's operations and transportation expertise will be attractive options for both current and prospective food & beverage companies. Americold, in conjunction with Eimskip, will further invest in local Business Development and Marketing initiatives to support achievement of the goals held by the Maine Port Authority and the targets of Americold. We already have a list of 20 very interested customers for the projected 2017 opening.

Goal 6: Design, develop, and operate the facility in a manner that is protective of human health and the environment and so that it complies with applicable environmental regulations and restrictions;

A tremendous volume of resources are dedicated to the safe operation of all Americold facilities. The company maintains a dedicated Continuous Improvement and Safe Quality Foods department to implement policies, train associates in those policies, and perform regular audits of all facilities. Our AOS, highlighted in [Section 9](#), maintains dedicated human health and environment KPIs projected onto facilities to ensure adherence.



Request for Proposal to Maine Port Authority

Americold's engineering team examines and tests the latest sustainable and environmental technologies for applicability in each new design as well as for retrofitting applications. Some of our most recent facility and network enhancements include:

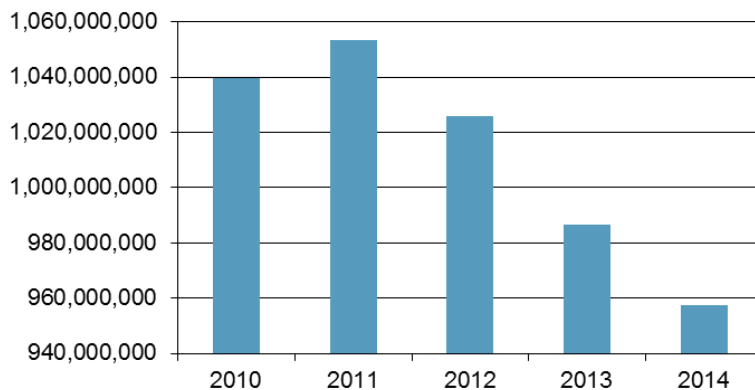
- Motion-sensing LED lighting in 31 facilities saving 10,000,000 kWh per year
- A natural gas fuel cell system provides 600,000 kWh (65% of facility's energy needs) in Salinas, CA
- Solar power system at the Gloucester, MA (April 2013) that produces 500,000 kWh per year
- Reduction in CO2 emissions by +135,000,000lbs since 2010
- Decrease of +118,000,000 kWh of electricity use since 2010, enough to power +11,000 homes/year
- Partnering with SMARTWAY truck service providers
- Condenser capacity increases in 14 facilities to lower operating pressures and decrease refrigeration energy consumption
- Evaluating hydrogen fuel cell technology to eliminate the use of batteries in material handling vehicles
- Modular, zero ammonia refrigeration system planned at Fort Worth, TX facility for late 2015
- Demand-Response partnerships with local utility companies to contribute towards reduced power consumption during peak times
- [ASRS cranes](#) utilized at Americold facilities generate electricity to reduce overall energy costs

Americold's power consumption statistics in kWh:



Request for Proposal to Maine Port Authority

Americold's CO₂e emissions



Due to the size and complexity of the Americold network, the company is extremely adept at complying with the complex regulations which differ considerably among numerous cities, states, and countries. As mentioned, Americold can trace its roots in Portland back to 1952, when the Quincy Market Cold Storage and Warehouse Company was first introduced. We pride ourselves on continuing a strong family heritage and are dedicated to implementing and executing programs that are grounded in understanding the current regulations and guidelines in the city of Portland.

Goal 7: Maximize the direct and indirect economic benefit from the operation of the cold storage facility to the local community and state;

The new IMT facility will employ individuals across multiple skill sets such as warehouse workers, maintenance specialists, office administration, business development and managers. Ancillary positions in and around the port will be positively affected by the new business attracted to the facility. Truck, rail, ocean and other transportation related businesses will also benefit from the additional business generated. Business currently leaving the area due to a lack of refrigerated warehousing capacity would be enticed to keep those products (and dollars) in Portland, and to further expand while partnering with the newest, most modern facility in the country.

Eimskip will locate more than 50 people into approximately 10,000sqft of office space and move its US headquarters from Norfolk, VA to showcase this new facility in Portland, ME.

Goal 8: Comply with the policies of the Maine Port Authority and Main DOT, and support the Maine Port Authority's mission;

The size and complexity of Americold's network has prepared us for navigating and satisfying the complicated regulatory landscape across the USA and 5 additional countries. We are confident in our ability to collaborate with the Maine Port Authority and the IMT to ensure all regulations that pertain to the new facility are understood and that Standard Operating Procedures are in place to effectively manage the day-to-day demands of such regulations and policies.

- b) Identify the market to utilize the cold storage facility, including products to be handled and logistics for connecting product to market. The anticipated volume of containers and rail cars per month, the number of truck trips per month, etc.

In addition to the details provided to support goals 1-8 in Section 2 of your RFP, Americold plans to design and construct an expandable facility with an initial capacity of approximately 15k pallets. We calculate approximately 300,000 pallets (30,000 TEUs) can be handled annually. The product mix will be diverse and will include but not be limited to, Seafood, Agriculture, Protein, Poultry, CPG,



Request for Proposal to Maine Port Authority

Bakery and Produce. Based on Americold's experience in the Portland area, we would expect a multitude of proteins (with the majority being seafood), potatoes, frozen vegetables, fruit and berries, pet foods, dairy, bait, frozen dinners, chocolates, and beverages.

- c) and d) The anticipated volume of containers and rail cars per month, the number of trucks per month, etc. Business plan, including potential cargo activity, key customers, and facility operating plan (equipment, staffing, estimated financials, and operational considerations). The business plan should also describe how the site would be used in relation to the Proposer's other operations.

Based on today's customer base in Portland and plans for a future facility there, the key initial customers are Emskip, Scoular, Penobscot, Bristol Seafood, and Hannaford plus partnerships and volume from the other 50 plus current Americold customers and 20 additional "very interested" customers over and above the 5 listed above. As previously stated, we calculate ~300,000 pallets (30,000 TEUs) annually in and out of the facility. A multitude of equipment options will be evaluated during the design process. Based on the final solution for the building, [ASRS](#) technology is an exceptional option that would be utilized in addition to specialized material handling vehicles. A state-of-the-art warehouse management system will be deployed to guide operational activities including receipts, outbound, and inventory tracking. The facility will employ ~6 to 10 associates initially and will grow from there towards our projections. We currently operate a facility on Read Street in Portland. Based on our business plan calculations, we may well continue to operate this site in conjunction to the new site at the IMT. We are also considering converting it to a dry facility to increase our ability to keep large amounts of dry product, complementing the temperature-sensitive product that customers would store at the new facility.

- e) Reference total future estimated throughput in TEUs imported and exported through Portland, Maine and describe methods that would be used to achieve this projected growth.

The calculated traffic generated by the new facility will be ~30,000 TEUs inbound and outbound. The projected capacity of the facility will be quickly achieved if our marketing strategy runs to plan. Americold's Business Development team has already received very strong interest from enough customers to efficiently fill capacity to the 95% most efficient operating level.

- f) The hours of operation will be determined by the nature of our customer base and the service level needs that they require. Americold operates a multitude of different operational scenarios when it comes to the hours that a facility or campus is open and we will ensure that all customer needs are met while also maintaining the financial performance that is needed to ensure the long term success of the IMT facility. In reality, this facility could be a 24/7 operation, increasing the number of full time jobs available.
- g) Specific proposed measures or methods to protect current environmental conditions. Also proposed measure to minimize or avoid emissions of air pollutants, including but not limited to diesel particulate matter and greenhouse gases, and other sustainability measures to enhance environmental performance.

Temperature maintenance requires significant power and resources but Americold's engineering team considers the local parameters to determine the most suitable applications. For Portland, we will likely utilize a split package Freon (or similar) refrigeration system to leverage Maine's natural climate and to eliminate the need for ammonia in the facility. LEED certification will be pursued for the planning and construction phases. Low energy lighting such as LED and motion sensors,



Request for Proposal to Maine Port Authority

natural gas fuel cell systems to reduce power loads, solar power, hydrogen fuel cell fork lifts, and energy generating [ASRS](#) cranes will all be considered for the IMT facility design. Americold remains focused and diligent on leading the cold storage industry from an environmental stewardship perspective – our most recent environmental projects and enhancements were highlighted as part of our response to Goal 6.

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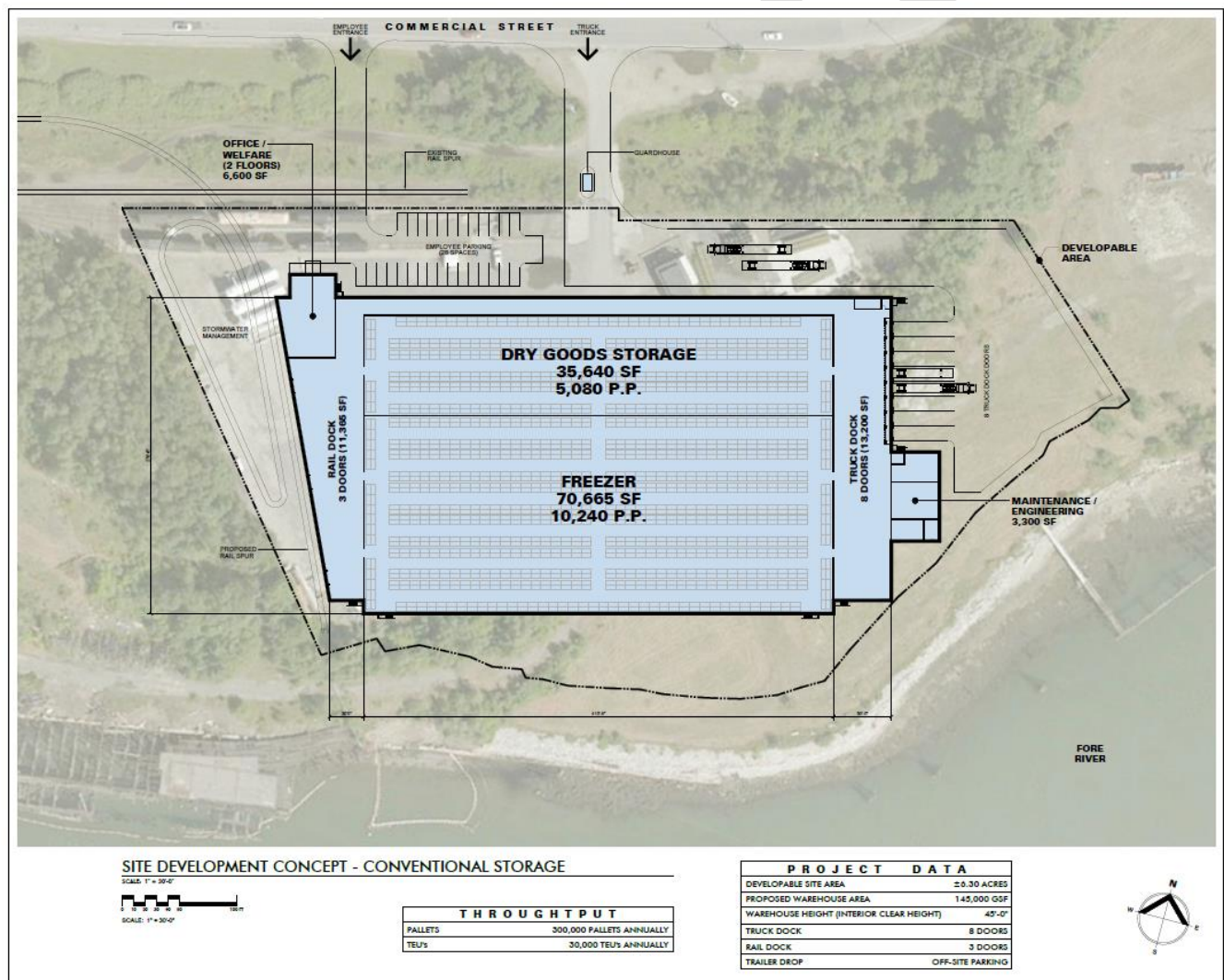
Section 6

Improvements

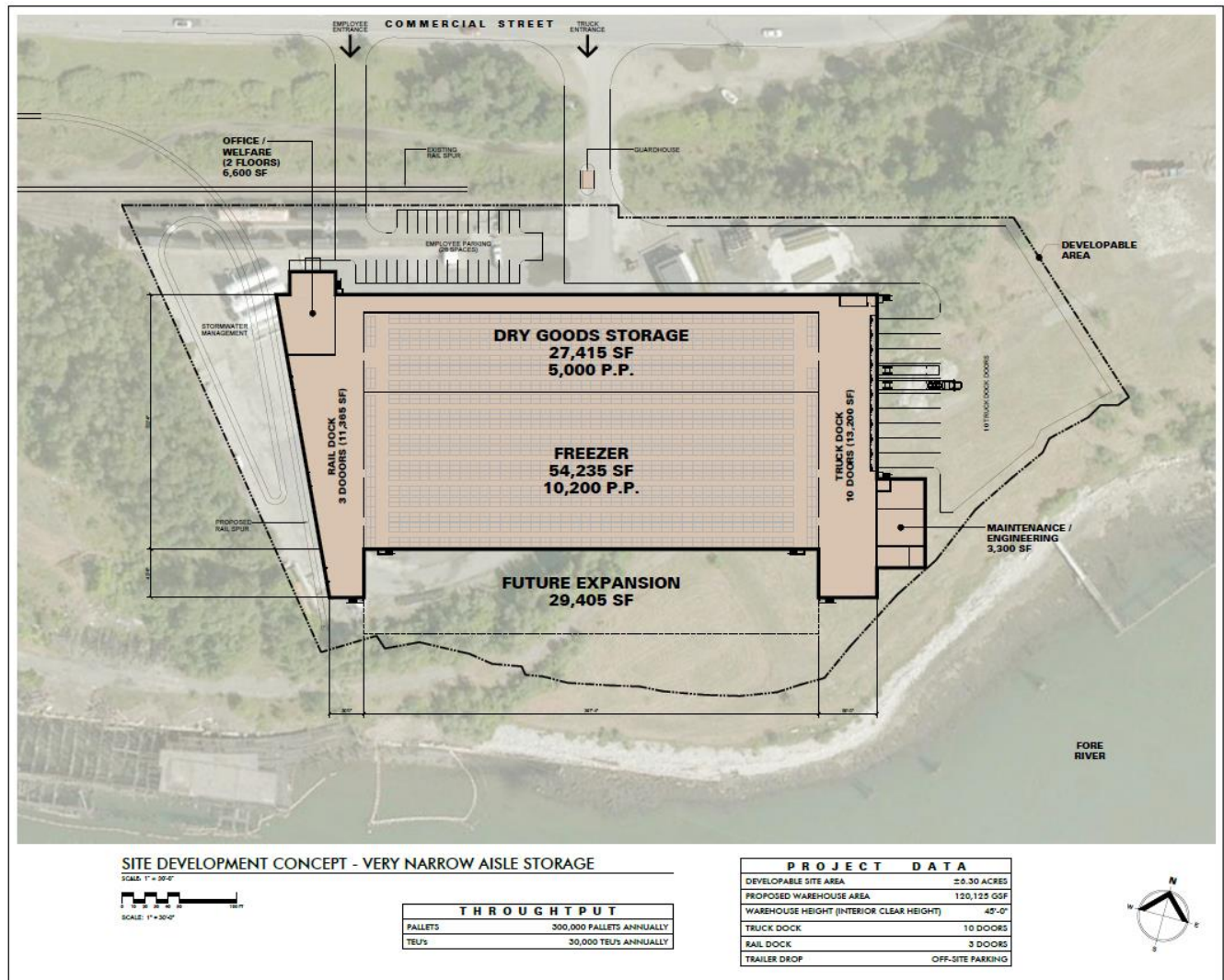
- a) A description of the proposed cold storage facility including general construction type, total square footage and dimensions (length, width, height), refrigeration system details, expected utility needs (including capacity/size), and environmental management approach.

There are a number of factors being considered which drive the final design of the IMT facility. Currently, Americold is creating a multiple design approach so that plans can be reviewed and collaborated in conjunction with the Maine Port Authority. To date, one automated and two 2 conventional facility designs are under consideration, and a selection will be made once more information (customer base, inventory and velocity data, etc.) is finalized.

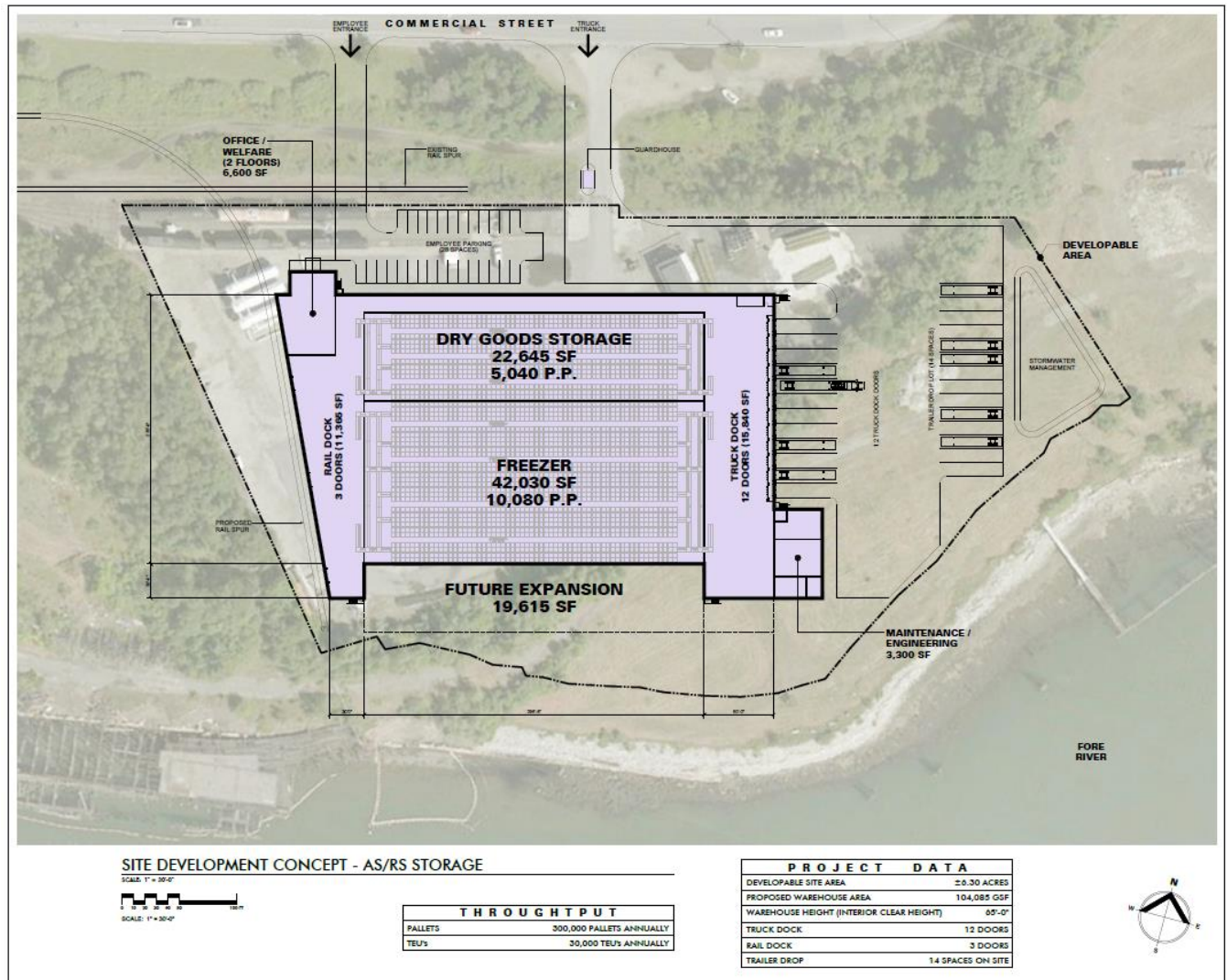
Concept: Conventional Storage



Concept: Very Narrow Aisle Storage



Concept: Automated Storage and Retrieval System (AS/RS)



All three design variations have an initial storage capacity of approximately 15,000 pallets and range from 104,085 ft² (263.5' x 434') to 145,000 ft² (263' x 537') in total area.

The refrigeration system being evaluated is the Alta Expert split Freon system design for approximately 300 TR. This gives maximum flexibility for future temperature changes that may be requested from future customers. This design eliminates the need for ammonia, resulting in a safer operation and reducing the need for regulatory oversight.

Environmentally, the Expert Freon system will be much safer for the proximity to the water. In addition, several technologies will be evaluated to reduce the facility's carbon footprint such as hydrogen fuel cell fork lifts, solar panels, energy efficient lighting (such as LED and motion switches), natural gas fuel cells to augment power to the building, and power generating ASRS cranes.



Request for Proposal to Maine Port Authority

Additional consideration will be given to how the IMT facility is designed architecturally to enhance its harmony with the local surroundings, expected utility needs etc.)

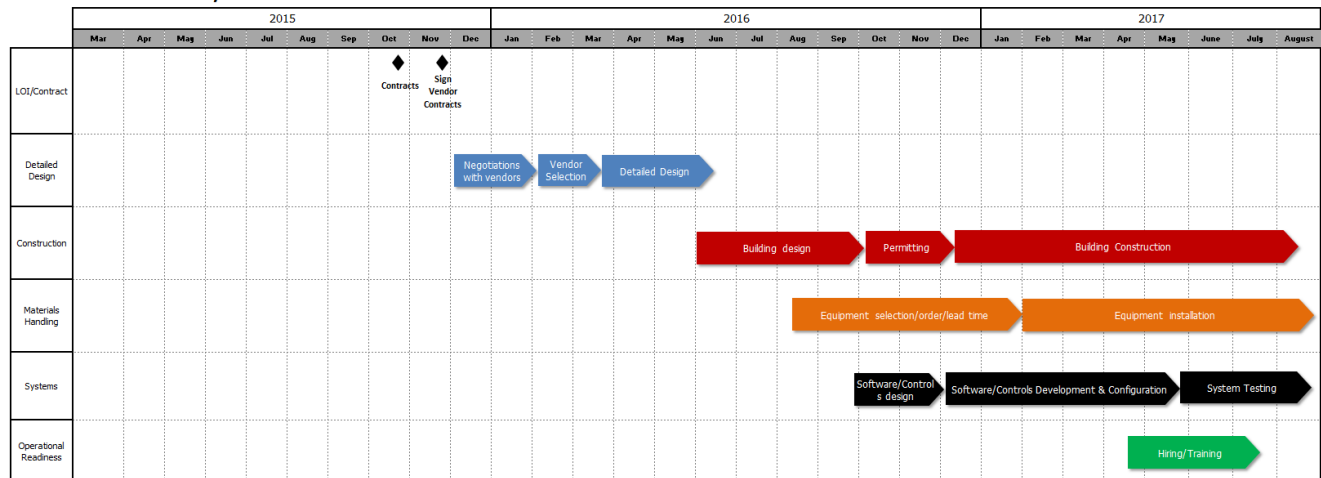
- b) Estimated schedule, including pre-construction tasks (design, permitting, etc.), construction period, any development phasing proposed, and initiation of operations for the development or each phase of development, if applicable. Include brief descriptions and milestone dates.

Americold's major milestones and estimated durations will be as follows:

- Negotiation with vendor(s): **8 weeks**
- Vendor selection: **6 weeks**
- Detail design: **12 weeks**
- Permitting: **8 weeks**
- Building construction: **40 weeks**
- Automation installation: **36 weeks**
- Systems integration: **30 weeks**

Many of these tasks will take place concurrently with a total estimated duration of 18 months. Please click [here](#) if you'd like to see time-lapse imagery of our AS/RS facility extension being constructed at our Indianapolis facility.

Americold Portland, Maine Tentative Timeline



- c) Estimated development costs will be in the range of \$19M to \$30M. The variance in expense is due to the potential use of automation, the overall size of the building and the specific technology and equipment that is used.
- d) Proposed funding sources. As previously addressed in the [Financial Capacity](#) section, Americold has the cash on hand to execute on this deal without any additional outside financing, allowing for the most expeditious project completion timeline. However, Americold may choose to partner with other equity and debt sources to optimize capital costs and risk. We believe in strong, local support and would work with financial institutions that have a prominent Maine presence to determine if financing locally would be beneficial to both Americold and the institution. We intend to explore additional city and state financing options, credits and other incentives as appropriate.



Request for Proposal to Maine Port Authority

Section 7

Rent

- a) Proposed commencement date for payment of rent to the Maine Port Authority.

Rent would commence upon Americold's exclusive access to the site and the ability to begin construction.

- b) Proposed amount of base annual rent over the term of the lease, including all operational and General Property Maintenance costs.

While we acknowledge the significant investment in order to prepare the site for construction, at this point it is difficult to estimate what an appropriate amount of rent would be.

In our experience in developing similar sites on government owned properties, the base rent is often abated (or a nominal fee). Before deciding on a rental rate, Americold would need to understand more fully the impact of variables relating to property tax, zoning, availability of utilities, physical condition, incentive financing, site preparation work, buildable acreage, environmental condition at time of lease, and similar factors – as well as the positive economic benefit of the facility to be constructed on the site and the resulting increase in seaport activity. Operational and General Property maintenance costs during the lease term would be covered by Americold.

- c) Proposed variable rent above base rent (e.g., "participation rent" or "profit sharing").

See b) above.

- d) Proposed rent escalators, including frequency and basis.

See b) above.

- e) Proposed lease term.

Americold's desire is to lease for the maximum term allowed by law. (Minimum 40 years).



Section 8

Lease Terms

ORIGINAL

Section 9

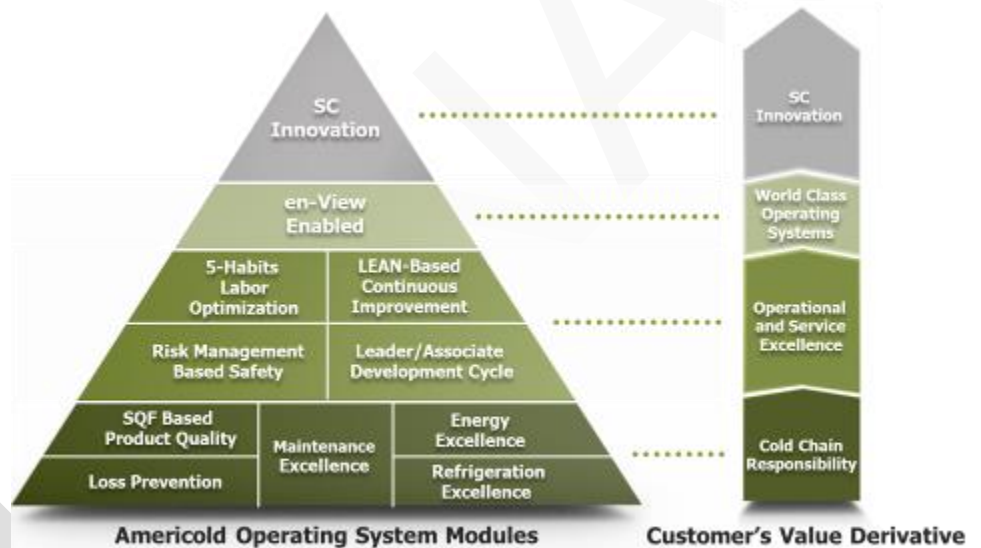
Americold Operating System

The foundation of Americold's operational excellence and its ability to positively deliver on its customers' KPI expectations is the Americold Operating System (AOS). AOS was developed to formalize a proven platform for world class supply chain execution across the entire Americold Network. In addition, the introduction of AOS was designed to streamline management of operating resources, including labor, equipment and facilities. Also addressed are quality and integrity elements such as food quality, safety, loss prevention and sustainability standardization.

AOS is designed to deliver the mechanism and process to innovate for and with our customers for continued mutual growth.

The value of AOS to our customers can be summed up with the following:

- Supply Chain Innovation
- World Class Operating System
- Operational and Service Excellence
- Cold Chain Responsibility



AOS provides structure and rigor around the elements that are the foundation of our business. It's not a program; it is part of our Culture and DNA.

Section 10

Implementation Methodology

Americold's Project Management Organization (PMO) uses an integrated project management approach designed on the principles of industry best practices, tools and techniques to deliver solutions beyond our customers' expectations. This will provide a disciplined, interactive approach to initiating, planning and controlling all project related efforts to ensure the successful completion of the project objective.

The goal of Americold's project management methodology is to provide:

- A consistent and meticulous approach to project management
- A structure to project planning efforts
- Reduced project cost and schedule overruns
- Mitigated risks and timely issues resolution
- Measures and reports on project performance to control deviations

Upon award of the business, our PMO team will assign a Project Manager to oversee the development, construction and opening of the facility. We'll formalize the cross-functional project team, outlined in [Section 1](#), inclusive of subject matter experts, task leaders and steering committee participants to manage the entire implementation process.

Americold's Project Management approach includes five distinct process groups to ensure a successful implementation:



Process 1 – Initiation

The Project Manager will coordinate an official project kick-off meeting to conduct a thorough review of the solution design and business requirements with all project stakeholders to ensure the scope captures all expectations and deliverables.

Process 2 – Planning

Upon the completion of the Initiation process, the project team will create a detailed project plan that covers all areas of the project requirements. This plan will include a detailed project timeline and resource requirements.

Upon the formal acceptance of the project plan by the project stakeholders, the plan will be the baseline template serving as a benchmark for monitoring and controlling project implementation performance.

Process 3 – Execution

Upon the completion of the planning process, Americold will implement the project plan using industry standard tools and techniques to ensure the project remains in scope, on-schedule and within budget.



Request for Proposal to Maine Port Authority

The main tools produce:

- A summary of progress, a 3-4 page overview to give executives a view of the operation
- A KPI review – these key metrics offer greater granularity into the implementation progress and measure elements specifically related to the onboarding process
- A Hiring or Ramp-Up Plan to ensure any new associates are fully up-to-speed before Day 1

Process 4 – Monitor & Control

In addition to weekly progress reporting, stage reviews will also be conducted to ensure the project is achieving the appropriate requirements as it moves along.

These stage reviews allow for the review of a projects' performance against the baseline plan to ensure the project's readiness to advance to the next phase. We would solicit your readiness to move forward before embarking on the next steps of the baseline plan. This provides the opportunity for a more proactive approach to controlling project deviations.

Process 5 – Close Out

Upon the completion of the execution process, the project closeout process will serve as a multi-step administrative progression designed to fully evaluate the successful completion of all project deliverables upon your acceptance, and will formally transfer ownership to the local Americold operations teams.

Section 11

Final Thoughts

Demonstrated Ability to Execute Value-Driven Solutions

- Over 110 years' of Experience supporting the needs of local cold-chain logistics customer
- 63 years within the local Portland community
- Application of industry best practices realized through Americold's position as the global temperature-controlled supply chain leader
- Demonstrated ability to successfully transition and launch cold storage facilities without impacting day-to-day operations
- Operating models designed to drive supply chain innovation and positive financial impact
- Service-intensive solutions driving quality, value and continuity

Sophisticated Technology

- World-class, dynamic and robust technology platforms
- Validated experience integrating with our customers' SAP/ERP systems
- Warehouse Management Systems (WMS) specilized to support cold chain and temperature-controlled logistics needs
- Online inventory visibility and Reporting via our proprietary and recently enhanced [i-3PL Supply Chain Control](#) tool
- Metrics measurements to drive success and decision making

Comprehensive Network

- The largest, most comprehensive warehouse network in the United States (+145 facilities) and the world
- Full capabilities and flexibility to support port, rail and truck service needs now and in the future
- International capabilities in support of distribution needs in Canada, China, Australia, New Zealand, and Latin America
- Operational excellence through the Americold Operating System (AOS) - a proven platform for world class supply chain execution
- Streamlined management of operating resources, including labor, equipment and facilities
- Food quality, safety, loss prevention and sustainability standardization
- Innovation for and with our customers for continued mutual growth

Cold Chain Responsibility

- Solution Design Managers focused on solutioning value-driven options to support the Maine Port Authority International Marine Terminal expansion
- Structured project management approach inclusive of five distinct process steps to ensure the successful implementation and launch of your project objectives
- Experienced professionals who have a distinct understanding of and experience with building, designing and operating state-of-the-art cold storage facilities



Request for Proposal to Maine Port Authority

Industry Stewardship

- Americold and its executive team is committed to **ACTION** values in order to grow the industry, own the cold chain, develop talent and drive supply chain profitability for its customers and itself:

Accountability for results

Customer Focus

Transparent communication

Integrity comes first

Operate with a sense of urgency

Nurture partnerships with others

- Executive Appointments include:

Fred Boehler IARW Board Member

David Stuver WFLO Board Member

Rick Stevens Government Affairs Committee Co-Chair

Kathryn Mullen GCCA Talent Development Sub-Committee

Marc Levin IARW Productivity & Benchmarking Committee, AFFI Board Member

- Association Memberships:



Council of Supply Chain
Management Professionals



GLOBAL COLD CHAIN
ALLIANCE®



NATIONAL
FISHERIES
INSTITUTE





Request for Proposal to Maine Port Authority

Attachment 1

ORIGINAL



Request for Proposal to Maine Port Authority

Attachment 2


americold

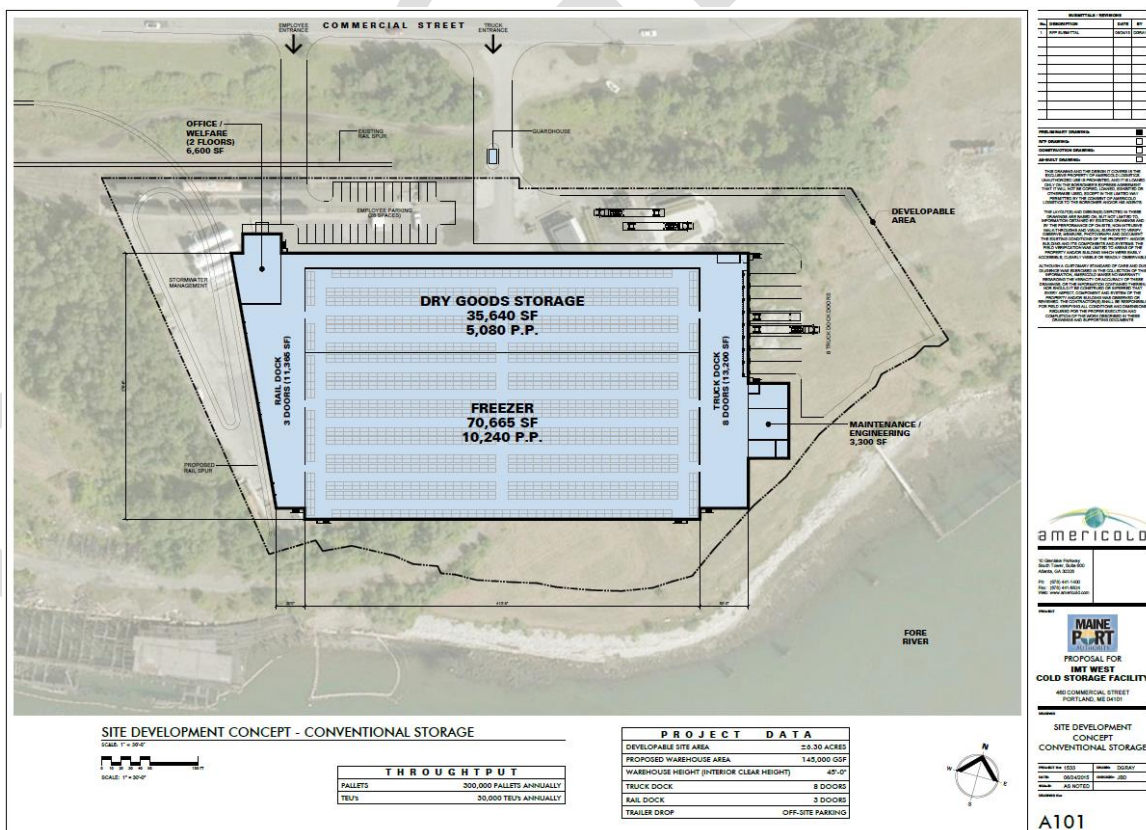
EIMSKIP
COOL CHOICE IN LOGISTICS
PROPOSAL FOR
IMT WEST COLD STORAGE FACILITY

MAINE
PORT
AUTHORITY

LOCATION
PORTLAND, ME
460 COMMERCIAL STREET
PORTLAND, ME 04101

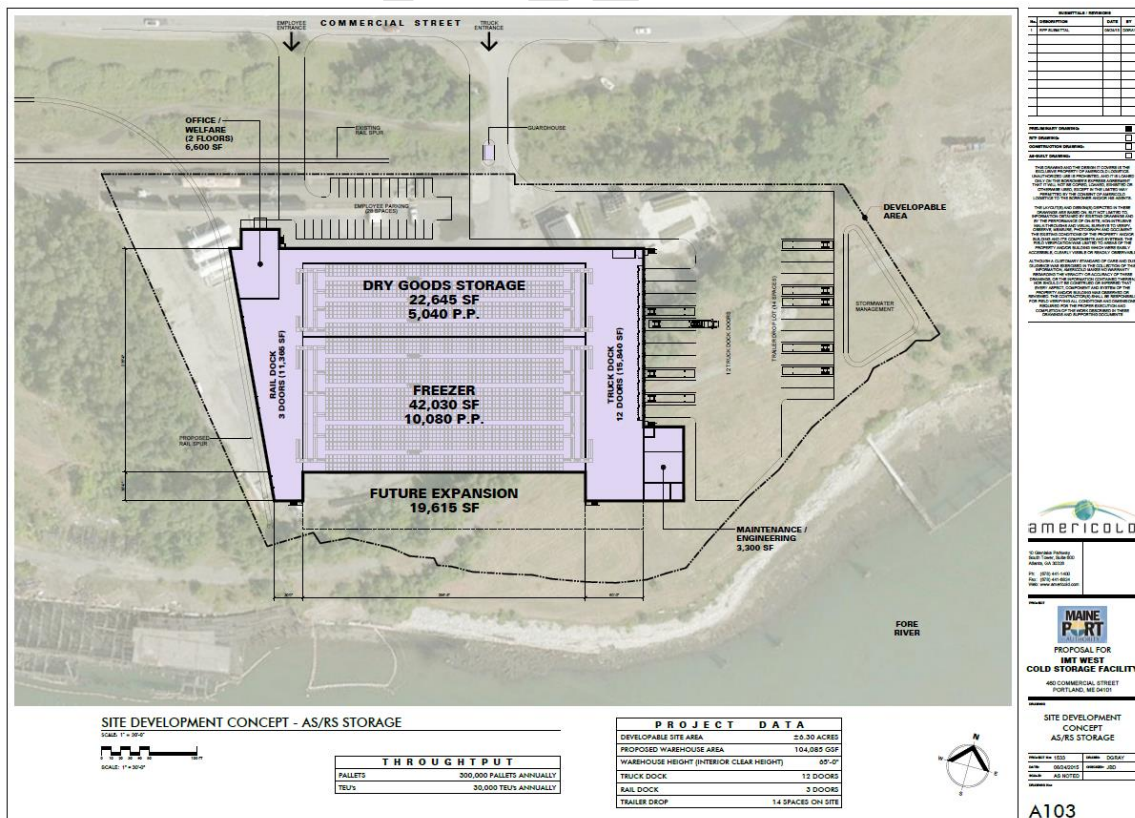
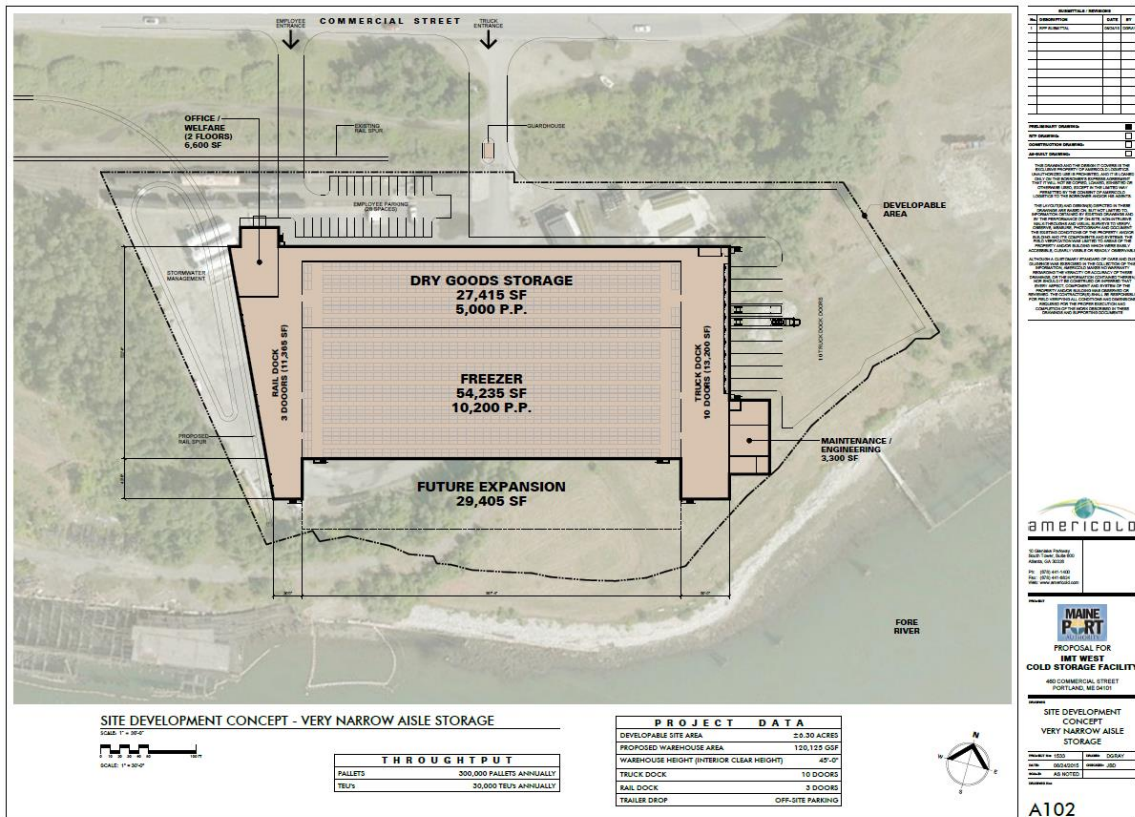
DESIGNER
AMERICOLD LOGISTICS LLC
10 GLENLAKE PARKWAY, SUITE 600
ATLANTA, GEORGIA 30328
PHONE: (770) 441-1400
FAX: (770) 441-6542


AMERICOLD PROJECT No: 1533
RFP SUBMITTAL DRAWINGS
AUGUST 24TH, 2015





Request for Proposal to Maine Port Authority





Request for Proposal to Maine Port Authority

Attachment 3

The below table shows top ocean importers in New England with current Americold customers shaded green (source: Zepol)

Consignee Name	Consignee City	Consignee State	TEUs	Consignee Name	Consignee City	Consignee State		
High Liner Foods	Peabody	MA	509.00	Bristol Seafood	Portland	ME	4.00	1
F W Bryce	Gloucester	MA	172.00	Canadian Fish Canadian Fish Exporters	Auburndale	MA	4.00	2
Atlantika	New Canaan	CT	134.00	Classic Wine Imports	Nonwood	MA	4.00	2
National Fish And Seafood	Gloucester	MA	120.00	Costas Provision	Boston	MA	4.00	2
Eastern Fisheries	New Bedford	MA	118.00	Fortune Laurel	Quincy	MA	4.00	2
The Hadley	Wareham	MA	110.00	Greek Gourmet	East Weymouth	MA	4.00	2
Southstream Seafoods	Warwick	RI	90.00	Hannaford Bros	Winthrop	ME	4.00	4
Rainbow Seafood	Topsfield	MA	64.00	Minuteman International	Fitchburg	MA	4.00	2
Endeavor Seafood	Newport	RI	62.00	Nantucket Distribut	Middleboro	MA	4.00	2
Panapesca Usa	Pembroke	MA	56.00	New England Food Brokerage	Gloucester	MA	4.00	2
Channel Fish	Boston	MA	50.00	Norfolk 12	Norton	MA	4.00	2
Gorton's	Gloucester	MA	48.00	Norwegian Seafood	Everett	MA	4.00	2
Zhangzidao Fishery Group America	Lakeville	MA	42.00	Raw Sea Foods	Fall River	MA	4.00	2
Boston Sword Tuna	Boston	MA	38.00	Tannin 19	Peabody	MA	4.00	2
Isi Seafood	Branford	CT	38.00	Bullard Abrasives	Lincoln	RI	3.27	5
Slade Gorton	Boston	MA	36.00	Freeline Organic Food Usa	Westport	CT	3.00	3
Carmichael International Services	Chelsea	MA	32.00	Mediterra	Salem	MA	3.00	2
Ocean Trawlers Europe	New Canaan	CT	32.00	Olive Harvest	Sudbury	MA	3.00	2
Aps	New Bedford	MA	30.00	Jansal Valley	New Bedford	MA	2.71	3
Great Northern Fish	New Bedford	MA	29.00	Ambassador Brokers	Braintree	MA	2.00	1
Crocker And Winsor Seafoods	Boston	MA	28.00	Bego Usa	Lincoln	RI	2.00	1
The Henry Gonsalves	Smithfield	RI	26.00	Big T D	Chelsea	MA	2.00	2
Stavos Seafood	Boston	MA	24.00	Carolina Wine	Norwood	MA	2.00	1
Northern Fisheries	Little Compton	RI	23.27	Sidney Stockwell	Wakefield	MA	2.00	1
Aquafisk	Manchester	NH	20.00	East Bay Seafood	Boston	MA	2.00	1
Portland Shellfish	South Portland	ME	20.00	Equal Exchange	West Bridgewater	MA	2.00	1
Mammut Sports Group	Williston	VT	19.00	Grand Prix International	Indian Orchard	MA	2.00	1
Limson Trading	Norwalk	CT	18.58	Harbor Blue Seafood	Fairhaven	MA	2.00	1
B l Food Enterprises	West Haven	CT	16.00	Ideal Wine/Spirits	Medford	MA	2.00	1
Seafreeze	North Kingstown	RI	14.00	Logfret	Wakefield	MA	2.00	1
Jedwards International	Braintree	MA	13.00	Livata Waterbury	Waterbury	CT	2.00	2
Mariner Seafood	New Bedford	MA	12.00	Maloney Seafood	Quincy	MA	2.00	1
Rich s Cold Storage	Taunton	MA	12.00	Manzel 4	Danvers	MA	2.00	1
Brewers Supply Group	Providence	RI	10.00	Mise 5	Newton	MA	2.00	1
Fortune Laurel	Wellesley	MA	10.00	Ms Walker Norwood	Norwood	MA	2.00	1
Pioneer International	Wakefield	MA	10.00	Norfolk Ehf	New Bedford	MA	2.00	1
Demoulas Super Markets	Tewksbury	MA	9.00	Pine State Trading	Augusta	ME	2.00	1
Athena Int Foods	Brockton	MA	8.77	Purse Line	Seabasco Estates	ME	2.00	1
Best Foodstuff Usa	Norwood	MA	8.00	Ruby Wines	Avon	MA	2.00	1
Black Pearl Seafood	Boston	MA	8.00	Sea Fresh Usa	North Kingstown	RI	2.00	1
Linnane	North Reading	MA	8.00	Seabod Markets	Quincy	MA	2.00	1
Pier Fish	New Bedford	MA	8.00	Sid Wainer And Son	New Bedford	MA	2.00	1
Chex Finer Foods	Attleboro	MA	7.00	The Jojoba	Waldoboro	ME	2.00	2
Cape Seafoods	Gloucester	MA	6.00	Tuscan Brands Lls	Salem	NH	2.00	1
Century Bank Trust	Medford	MA	6.00	Villa Seafood	Boston	MA	2.00	1
Extra Virgin Foods	Watertown	MA	6.00	Vineyard Road	Framingham	MA	2.00	1
Fundelina Usa	Haverhill	MA	6.00	Z C Trading	Quincy	MA	2.00	1
International Luso Fish	Gloucester	MA	6.00	Mohr Moperson	Boston	MA	1.57	1
Lufthansa German Airlines	Boston	MA	6.00	Pure Italian	Watertown	MA	1.56	3
North Atlantic Pacific Seafood	East Greenwich	RI	6.00	Italimport 1	Malden	MA	1.27	1
North Coast Seafoods	Boston	MA	6.00	Casa Foods	Middleton	MA	1.00	1
Oesse Foods	New Haven	CT	6.00	Dsm Neoresins	Wilmington	MA	1.00	1
J Moniz Company	Fall River	MA	5.00	Gonsalves Imports	Smithfield	RI	1.00	1
Orleans Packing	Hyde Park	MA	5.00	Great Northern Products	Cranston	RI	1.00	1
The Pastene	Canton	MA	4.85	Midtown Markets	Woburn	MA	1.00	1
Aquamarine	Manchester	NH	4.00	Portugalia Imports	Fall River	MA	1.00	1
Atlantic Capes Fisheries	New Bedford	MA	4.00	Souard Oliver	Windsor	MA	1.00	1
B A Brokers	Boston	MA	4.00	Tre Olive	East Longmeadow	MA	1.00	1



Request for Proposal to Maine Port Authority

Attachment 4

Declaration of Todd N. Sheldon

I, Todd N. Sheldon, am over the age of 18 and declare and state as follows:

1. My name is Todd N. Sheldon. I have personal knowledge of the facts contained in this declaration.
2. I am Executive Vice President, General Counsel and Corporate Secretary for Americold Logistics, LLC.
3. I have access to the corporate records for Americold Logistics, LLC.
4. Based on my review of those records, I can confirm that Americold Logistics, LLC has not been barred from providing services to any State or Federal Agency within the last five (5) years.
5. I declare that the foregoing information contained in this Declaration is true and correct as of the date hereof.

Todd N. Sheldon

Dear Planning Board Members,

We are writing with regards to the proposed zoning change for the Waterfront Port Development Zone (WPDZ). We strongly feel that Americold is a distinct project and should be treated as such by the planning board and the city council. We strongly oppose any changes across the WPDZ beyond those, if any, that are required for Americold. Indeed, if a change is required it is important that it be treated as an exception rather than a precedent, and be recognized as such by the city. Our reasons for this position are as follows:

- **The Americold project is unique and specific to the Port Authority and the International Marine Terminal.** The planning board should treat it as such. The merits of this project are linked to its connection to the Marine Terminal, and specifically the development of an intermodal transport network to serve the development of Eimskip's business. The Port Authority has stated they have no additional space at the Marine Terminal for development of additional large buildings. As a result, the city's proposal to extend any zoning change across the WPDZ is unnecessary. The neighbor to the west, Portland Yacht Services, is an unrelated business with no connection to intermodal transport. Representatives of Sprague/Merrill's Marine Terminal, further to the west, have already spoken out against the city's plan for the WPDZ and want to be exempted.
- **Why should we think tall warehouses will support the development of a working waterfront?** A blanket change in zoning height will turn the waterfront port development zone into the western waterfront warehouse zone. This stands in direct contradiction to any vision of creating a working waterfront. Warehouses require huge footprints with an exceptionally low number of employees per square foot. Do we really need to make a blanket change to the zoning laws to store and maintain super-sized yachts? Whatever opportunity may exist in the future to bring meaningful skilled jobs to the western waterfront would be squandered by making this a "mega-warehouse" center.
- **The entrance to the city is at risk of becoming an oppressive wall of warehouses.** The visual impact of Americold project alone will have a dramatically adverse effect on the entrance to the city. Turning the western waterfront into a wall of warehouses will create a "tunnel" entrance to the city that will be oppressive and unwelcoming. It will adversely affect the value of surrounding properties and thus, the potential future tax base of the city. It stands in stark contrast to any reasonable urban plan that appropriately integrates industrial, commercial and residential interests to create an economically vibrant and appealing city.

For the above reasons we strongly urge the planning board to limit the consideration of any zoning change to the Americold project/The International Marine Terminal. Furthermore, we urge the planning board to adopt a deliberate approach to the remainder of the WPDZ that considers the cumulative effect that each supersized warehouse has on the waterfront, the neighborhood, and the city as a whole. Specifically, we believe it is extremely important that the city wait to measure the impact of traffic, truck noise echoing off the Americold building and the consequences of its visual impact on the entrance to the city before considering additional tall buildings and warehouses on the WPDZ.

Sincerely,

Tom and Laura Robinson
320 Danforth Street

Jo Coyne
 36 Salem Street
 Portland, Maine 04102
 207.775.3902 / jcoyne@ghi.net

December 6, 2016

Planning Board
 City of Portland
 389 Congress Street
 Portland, Maine 04101

Dear Chairperson Boepple and Board members:

Late last spring, a few of us in the Salem/Clark/Summer Street neighborhood decided to look into the proposed cold storage facility that we'd heard about in the press. At that point we knew only that Americold's submission in response to the Maine Port Authority's Request for Proposal (RFP) had been selected as the winning bid. We contacted the manager of Americold's current facility on Read St., who referred us to MPA Director John Henshaw, who referred us to Bill Needelman. A meeting and tour of the site were planned for interested neighbors for mid-July.

Several neighbors gathered at the International Marine Terminal, along with John and Bill. Tuck O'Brien also was present. John and Bill talked about the need for cold storage and the RFP process. Many of us had seen huge white warehouses after Googling "cold storage facility" and we asked what to expect. . We were told Americold was in the early development stage and no plans had been submitted yet. We were reminded that current zoning limited building heights to 45' (depending on the roof line) and that Americold would have to apply for an exception if they wanted to build higher. **No mention was made of the City's intent to rezone the western waterfront to 70'.**

Shortly after the meeting, several neighbors sent a letter to Americold expressing hope that Americold's project would be on the lower end of the height/mass spectrum for cold storage facilities since a wide range of efficient, economically viable sizes exist. Late in August an "outreach" meeting was held at the IMT, with officials from the City, Americold, Eimskip, and the Port Authority, along with WENA President Ian Jacob, WPNA President Anne Pringle and neighbor Mark McCain. Americold officials talked of building to 65' but said they wanted to build an attractive building and have an open dialogue with neighbors and city officials. **Again, City officials said nothing about plans to rezone the waterfront.**

On October 13, WENA and WPNA hosted a meeting of neighbors, Americold executives and city officials. Americold insisted they needed to build to 70'. Bill Needelman presented a proposal for rezoning the western waterfront to 70' that had been crafted by the Economic Development Department (EDD) and that soon would be sent to the Planning Board. **This was the first time the proposal to rezone the western waterfront was made public.**

The proposal, which you later gave a first reading at your October 25 workshop, offered three options:

1. Rezone building heights in the entire western waterfront to 70".
2. Rezone to 70' only for warehouse facilities such as those needed for cold storage.
3. Rezone to 70' only for the site currently under consideration by Americold.

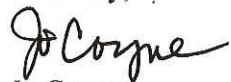
Since the Port Authority's RFP clearly indicated a height limit of 45' and Americold's submission contained three alternatives, two at 45' interior height and one at 70', we question the City's push to rezone at 70', especially since another RFP applicant proposed a 40' interior height building. Additionally, even though the City speaks only of the need for cold storage, all of Americold's alternatives propose a significant amount of dry storage. Dry product can be stored elsewhere, such as in Americold's existing facility on Read Street, although industry insiders speculate that Americold will want to consolidate operations. **The waterfront is zoned for marine use only. A cold storage facility of reasonable size is appropriate to the Americold site. A warehouse of any size storing substantial amounts of dry product is not.**

The implications for Commercial Street traffic are huge. The I-295 connector was built to direct through-traffic off the peninsula and is used heavily by commuters. Truck traffic on Commercial Street will increase dramatically even if a 45' high cold storage facility is built. Imagine what the street would be like with a 70' warehouse for cold and dry goods being trucked in and out, in addition to goods coming in by ship and out by truck or rail.

About 60 residents attended the City-sponsored neighborhood meeting on November 3 to speak in opposition to the proposed 70' rezoning, including some who do not live in the West End but who feel strongly that a huge, out-of-scale white box has no place on Portland's waterfront. Residents clearly want the City to achieve a better balance between economic development and existing neighborhoods than what's on the table. The fourth rezoning option that EDD plans to present on December 13 will not resolve the conflict.

It is clear that what is being proposed for the Americold site is a warehouse, plain and simple, despite all the talk of cold storage needs. Current zoning at 45', which was set after careful study, is sufficient for a reasonably sized facility that will meet those needs. Waterfront development doesn't have to be ugly and out-of-scale. Please help protect our beautiful port.

Sincerely,



Jo Coyne

Dec. 4, 2016

Dear Ms. Boepple,

We are concerned about the proposed raising of the building height on Commercial Street, in particular the Americold Building. We feel strongly that the building height should not be increased above the existing limit of 45 feet. A higher structure would impose an industrial environment adjacent to a well maintained residential area and an Historic District. West Commercial Street is the southern entry way into what Henry Wadworth Longfellow called " the beautiful city by the sea"

The proposed building is a featureless white structure that will eliminate the view of the waterfront there.

We ask you to vote not to raise the height of the Americold Building.

Dick and Penny Stevens
260 Vaughan St.
Portland, ME 04102

336 Danforth Street
Portland, Maine 04012
207-774-1288/207-871-0790 FAX
robertsonsonia@hotmail.com

December 6, 2016

RE: Waterfront Zoning Text Change for Building Height

Dear Members of the Planning Board:

The three text amendments the Economic Development Department is proposing to the WPDZ have their genesis in the Americold cold storage building project.

Text Change One which adds cold storage specifically as a permitted use makes sense. Eimskip obviously needs cold storage to continue to be the economic engine for Portland's waterfront that it is. Change One should be approved.

Only Americold may require immediate zoning changes. Leave the remainder of the WPDZ as currently zoned. This would be consistent with Merrill/Sprague zoning being left as is at their request.

Text Change Two has evolved over the past two months from 70' to 50'. We see no reason to change the existing 45'. Originally Americold responded to an RFP for a 45' cold storage building. We would like to see a 3D model of what it is Americold is actually proposing and what height it is they now say they need. At whatever height this is going to be a **massive** structure.

Leave the height at 45'. An exception for the Americold structure should be made only if Americold can honestly demonstrate beyond reasonable doubt a cold storage facility cannot be built within a 45' height limitation.

Portland Yacht Services property is really the remainder of the WPDZ. As no plans are on record other than retail buildings along Commercial Street at 45', there is no reason to raise the height to 50'. The Central Waterfront height was just raised to 50' to accommodate development. As there is no

planned development, there is no reason to change the height. As Merrill/Sprague's zoning remains as it is , so should the zoning on this property remain as it is. Development of this property will have significant impact. Before any zoning is changed along this waterfront, a master plan needs to be submitted for consideration.

This process has been moving at lightning speed. Economic Development is the only entity that has had more than two months to analyze the impact of a height change along the entire zone. It seems sensible to wait to see what the Americold building looks like. It could be more of a blight than anyone anticipates.

Economic Development has said the city needs to be ready for future unanticipated business growth. That growth being unidentified as yet does not need more height than 45'. And if the need presents itself , sthe height issue can be reexamined.

Western Commercial Street is the gateway to Portland. To raise the height limits jeopardizes that gateway. It will be very easy to reduce Portland to a Hartford, CT - a city on water no one can see. The vision of a wall of 350' long buildings along both sides of Commercial Street is truly the stuff of nightmares.

Text Change Three proposes changes that are sweeping in their impact. Once again no one has had time to adequately consider all the implications of these changes.

Too much. Too fast. Proceed with Americold. Americold is the current economic engine. Time is needed to thoroughly examine zoning changes to the remainder of the WPDZ. Let the current zoning stand as iss at 45'. Reject Text Changes Two and Three.

Thank you for your consideration,

Sonia B. Robertson

John O. Robertson

Fwd: The West Commercial Street cold storage facility

1 message

Tuck O'Brien <sgo@portlandmaine.gov>
To: Jennifer Munson <jmy@portlandmaine.gov>

Mon, Dec 5, 2016 at 3:36 PM

----- Forwarded message -----

From: **Jill Osgood** <osgood.jill@gmail.com>
Date: Monday, December 5, 2016
Subject: The West Commercial Street cold storage facility
To: sgo@portlandmaine.gov

Dear Mr. O'brien,

As a long time resident of Portland and the west end, I ask that as the Planning Director of our wonderful city you provide a voice of moderation and reason in this time of economic and population growth.

We can all agree that the economic explosion that Portland has experienced in the last several years is a positive thing. I remember the days of the early 90's when you could drive the length of Congress Street and see every other store front empty. I enjoy watching the Eimskip containers being loaded on to the ships and as a student of USM recognize the prosperous relationship the city now has with Iceland.

I also realize that Portland will continue to grow, in some ways positively and in some ways not. Someday all of Commercial Street will be developed. What I ask is for mindful growth. Zoning limitations have been carefully and thoughtfully put in to place. What is the sense of this process if every time a new development comes along a request is made for a revision of the current zoning law?

There is no reason other than more money for the zoning height to be changed for the cold storage facility. Please keep the limit to 45 feet, the current legal limit.

Regards,
Jill Osgood
41 Brackett Street
Portland, Maine

--
Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: (207) 874-8724
Cell: (207) 553-0255

December 6, 2016

To the Members of the Planning Board:

A significant argument for overturning the existing provisions of the Waterfront Port Development Zone is that the current height, bulk and siting requirements are bizarre and convoluted, difficult to interpret and confusing. Staff has said that they appear to have been designed for a specific development scheme that never came to pass. We have heard that this cumbersome zoning shoulders at least as much of the blame for the lack of development along West Commercial St. as the previous ownership of the parcels, market conditions, small parcels and the problematic soils.

In fact the existing WPDZ provisions are not particularly cumbersome and in the words of one former Planning Board member, *"were developed after a lot of thought to careful rezoning appropriate to the City by the Sea"*. Since they are virtually identical to ones adopted for a portion of the Eastern Waterfront formerly occupied by Portland Yacht Service, it is clear that the WPDZ (east of Merrill's operation) was not zoned to satisfy the hankerings of a particular unknown developer.

So why the unusual zoning? Plotting the two height exceptions to the standard 45' max. building height, on a street map of the abutting neighborhoods makes it obvious that greater heights were established in relation to the elevation of these streets. Building heights at 70' above mean sea level* are allowed as Danforth Street starts to rise above Valley St. They go to 75' as Danforth Street rises further toward Emery. But past Emery St., small-scale streets hug the hillside and no exceptions to the underlying 45' are permitted. (see attached)

The 45' height is also not arbitrary, but matched the height on the rest of Commercial St. *"Forty five feet allowed a reasonable rate of return on investment – given the bearing capacity of the soils and in keeping with the long-held commitment to putting taller buildings on the spine of the Peninsula – with heights dropping toward the waterfront. Forty five feet allows a definite return but doesn't wreck the waterfront"* (It has been raised to 50' in the central district to accommodate the ventilation requirements for commercial ground floor uses with office use above which are not permitted in the WPDZ.)

The massing and siting requirements of the current zoning can be seen as a Form Based Code, but without the diagrams. They allow portions of buildings or entire buildings, to be tall, but with substantial separations. The unusual horizontal diagonal measurement frees these buildings to take any form while limiting the mass; limitations to depth make it clear that taller construction must not be applied to the whole lot – thereby obliterating views from above. Tall buildings must be separated from each other by 150' which is clearly designed to allow visual access to the shoreline from Commercial St. Height and siting limitations are adjustable in relation to each other as they are in other parts of the code, such as residential heights and side yard setbacks.

Another argument for the proposed zoning language is that since the district was industrial in the past, these changes will allow it to return to its historically appropriate intended use. However maps of the time show that industry was limited to rail tracks and the gas works. It is doubtful that the substantial buildings that overlook this zone would ever have been built if they looked out over warehouses and grain elevators instead of rail yards. As a cautionary note, the gas works had such a continuing depressing effect on the area immediately facing the Americold project, that a city councilor in 1982 referred to it as a 'combat zone' and a 'slum'.

The proposed language that you are considering trivializes the impact of massive building scale and siting on Commercial St. A 60-foot straight-on view slot between super-sized long buildings will be imperceptible to people in cars entering or leaving Portland. The 450' maximum building length pretends to decrease the wall effect on the street. For comparison sake, a photo of the Noyes Storage Building as seen from the Whole Foods parking lot is attached. That storage building is a petite 30 feet high and 200 feet long. More than double its length and height as is proposed and then imagine a series of these overwhelming buildings along Commercial St. The same street that The West Commercial Corridor Study (January 2016) focused on to "Enhance ... and create an attractive gateway to Portland's waterfront".

If the Planning Board accepts the proposed changes to the WPDZ, it will represent a significant departure from planning principles that have guided Portland's development and protected its assets in the past. Namely that building heights must decrease in height from the spine to the edges. And that visual access to the Fore River and Harbor gives meaning to the City as a whole and character to the neighborhoods that overlook it.

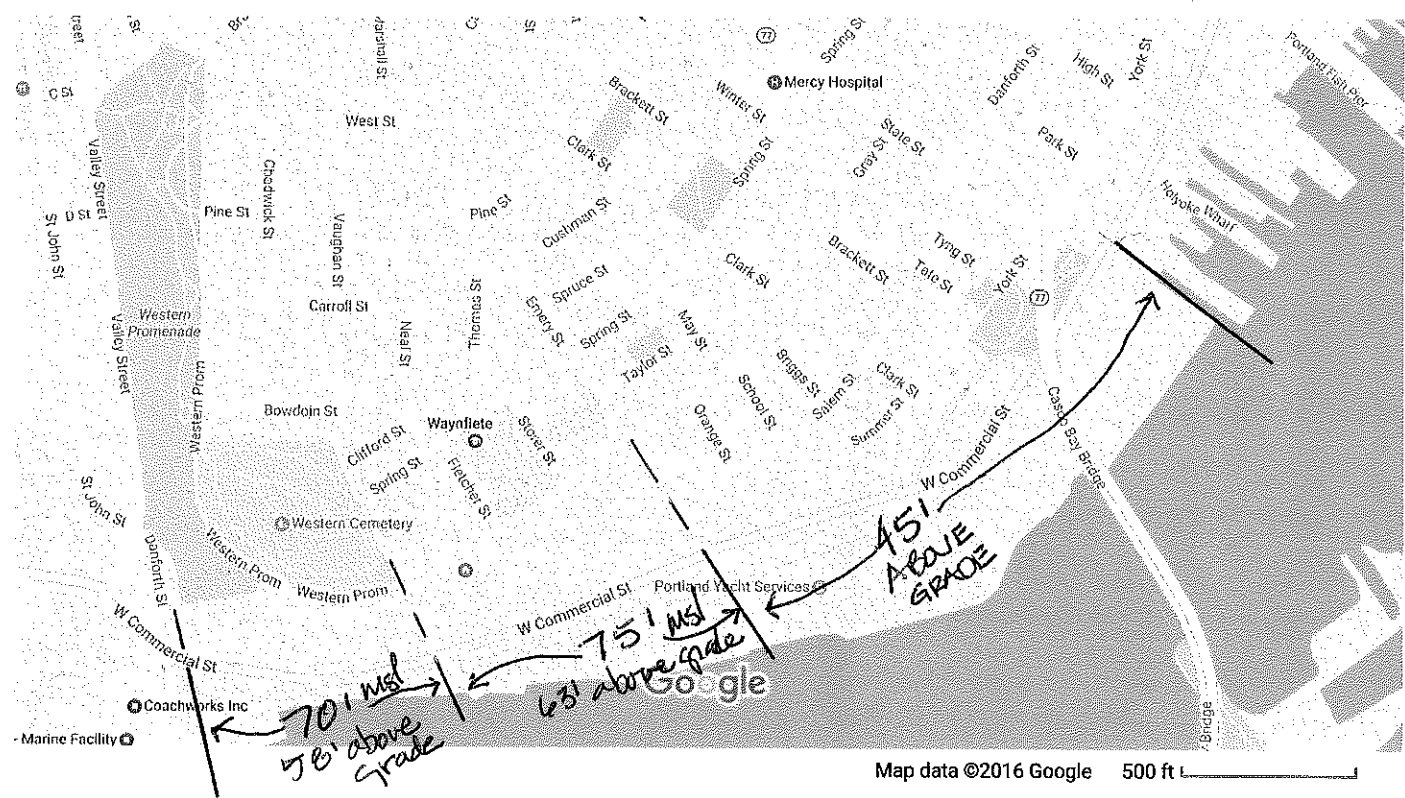
This is not about whether a few individuals have the right to a view, but whether inspiring and valuable character-defining features of the city will be tossed away. Portland can have an industrial zone that doesn't, in the words of the former board member, '*wreck the waterfront*' and bring wholesale devaluation to neighboring residential areas. I urge you to reject the proposed changes to the WPDZ.

Thank you for your attention to this issue.

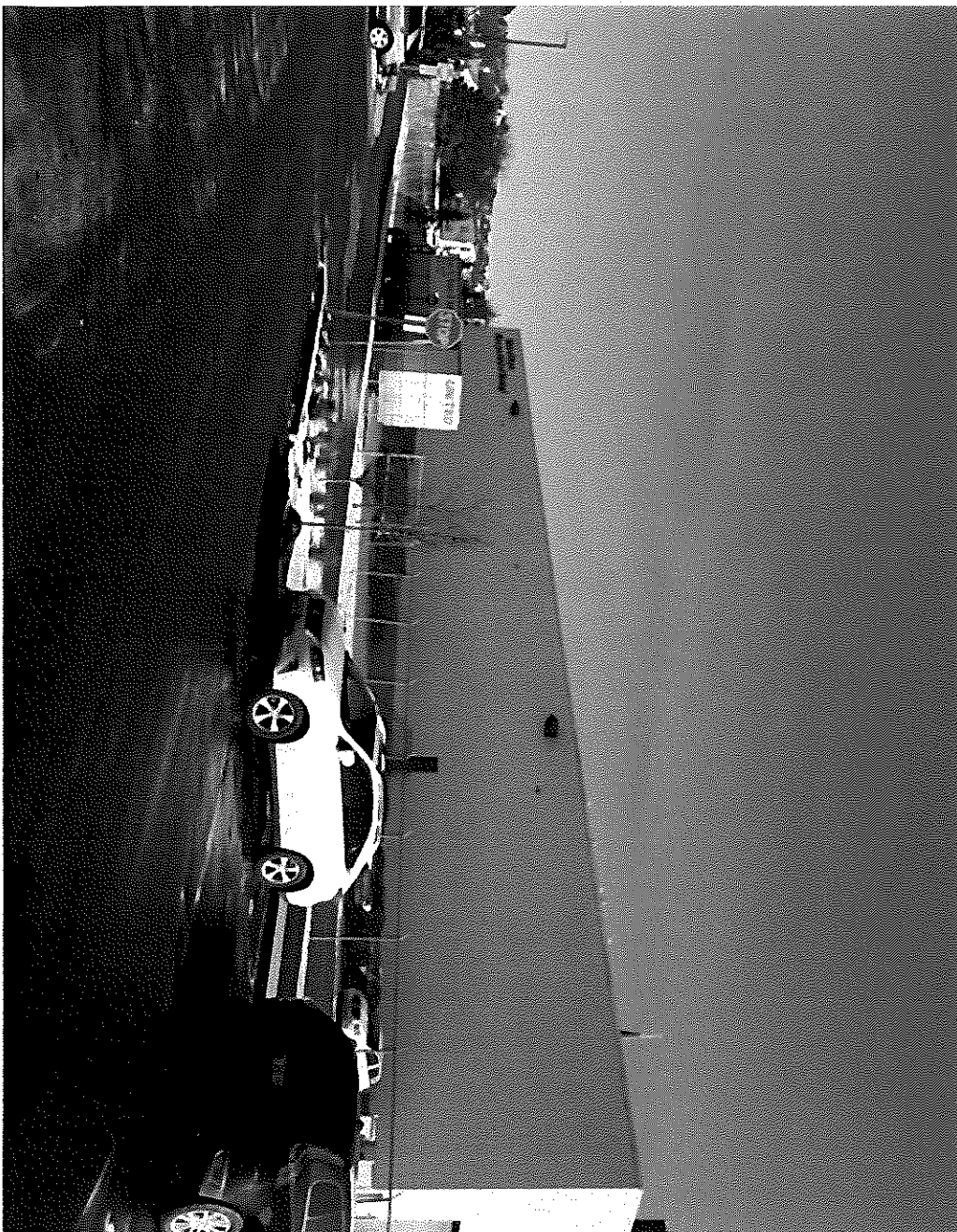
Constance Bloomfield, 380 Danforth St.

* The Mean Sea Level measurement is the cumbersome part of the WPDZ zoning. Its use may relate to a traditional maritime/pier standard – or it may be in the code as recognition that the most important aspect of visual access to water is the actual surface of the water. Simply subtracting the average grade of the zone above mean sea level ($\pm 12'$) from the 70' and 75' height exceptions would clarify the only bewildering part of the WPDZ.

Google Maps



From: **Constance Bloomfield** cbloomfi@maine.rr.com
Subject:
Date: December 6, 2016 at 3:19 PM
To: **constance bloomfield** cbloomfi@maine.rr.com



Sent from my iPhone

December 3, 2016

Members of the City of Portland Planning Board

RE: Western Port Development District proposed zoning amendments

I thank the Planning Board for allowing public comments on the proposed alterations to the zoning for the waterfront district (WPDZ) along West Commercial Street. I will begin by stating unequivocally that developing the waterfront in this area is clearly good for Portland and its economy, so it makes sense to many of us that there is encouragement in zoning for various marine activities in this area. To date, the addition of Portland Yacht Services has proven acceptable to those of us living directly above along the several streets of what could be called the Southern Promenade, which I will henceforth shorten to SoPro. In some ways, it has added to the character of the neighborhood.

However, both the existing zoning and certainly the proposed changes have profound negative effects on the entire SoPro neighborhood, most of which is not only residential, but in an Historic Preservation District as well. The latter imposes strong requirements that development not detract from the essential character of the area. We find that allowed development in the western waterfront will obliterate all views of the Fore River, in most instances leaving only views of the docks on Turner Island and the mud flats on either side. That contrasts sharply with what is visible now, including all the lively marine activity that passes along the River. That is surely a major impact on the character of the adjacent neighborhood.

We are certainly aware that a recent referendum implies that no one has a right to a view. However, the issue here is that proposed 450-foot-long buildings with potential heights of 57 feet above mean sea level (under the current 45-foot limit restriction) or 82 feet above mean sea level (under the proposed 70-foot limit) will eliminate any view of the water for some 60-70 residences (and many times that number of housing units), all to serve the interest of one or two owners. Most realtors would put the value of water views on the Peninsula in Portland at a 15-25% margin. Eradicating that much property value is simply unacceptable. That says nothing about lost property taxes for the City, especially when the SoPro area is experiencing a high degree of turnover, improvements and renovation. For instance, 6 homes at the west end of Danforth Street have changed owners just in the past two years, with consequent revaluations going sharply upward. Those new owners chose this area to see the water and its various marine activities. We certainly did a decade ago, when we purchased a 140-year old house that needed and got a quarter of a million dollars in repairs. Tour buses now stop along Danforth Street to allow visitors to enjoy looking at views of the Fore River.

We have before the City right now an application to build a two-family condominium on the last empty lot on Danforth Street. The plan includes almost full-height glass walls on the south side, overlooking the Fore River. If there is nothing to look at out that window but a steel warehouse wall and roof, at nearly the height of our floor, we will have to cancel that project. That means the loss to the City of about \$20,000 per year in new property tax revenue, in perpetuity. That will also mean the loss of two new housing units, in a period in which housing shortage is an almost a daily subject in the news. In Portland, as in many other cities, views are now monetized, with rather high stakes for both owners and tax revenue. This has to be taken into consideration, regardless of the question of rights to a view.

At the maximum allowable size, very large warehouses or storage facilities will also direct even more noise from Commercial Street into our bedrooms. This will be a major concern if the 24/7 plan for trucking along Commercial Street proceeds. Currently, noise is somewhat objectionable, but half of it is dissipated out over the River. This proposed plan will concentrate that noise by reflecting all of it upward to our homes, while continuing throughout the night.

I know that aesthetics rarely is admitted in planning decisions in relation to economic development. However, the Board must consider what the effect of 70-foot-high, 450-foot-long steel walls along the south side of Commercial Street will do to the impressions that visitors have of Portland. They will create a dark, forbidding steel canyon along most of the length of the street. This is the major gateway to the most attractive part of Portland for tourists—the Old Port. Trying to replicate here the New Jersey entrance to Manhattan (one of the most oppressive and ugly entries to any major city in the world) is very questionable. Most major cities in the US are working very hard to improve their waterscapes and keep waterfront buildings to a lower height. Why are we going in the opposite direction?

We urge the Planning Board to suspend any changes to the existing zoning requirements for height and mass in the WPDZ until these very weighty issues have found a proper balance between economic development and its potentially major negative impact on a large number of Portland citizens living in and enjoying the immediate residential adjacency.

Sincerely,


William R. McFarlane, M.D.

380 Danforth Street
Portland, Maine 04102

----- Forwarded message -----

From: **Samar Post Jamali** <samar.jamali@gmail.com>

Date: Wed, Dec 7, 2016 at 8:53 PM

Subject: Waterfront zoning changes

To: bab@portlandmaine.gov, sgo@portlandmaine.gov

Cc: estrimling@portlandmaine.gov, sthibodeau@portlandmaine.gov, wbn@portlandmaine.gov

PC39

Dear Planning Board:

I am writing to express that I am against the proposed zoning change for the Waterfront Port Development Zone (WPDZ). I strongly oppose any changes across the WPDZ.

My reasons are, briefly:

- the creation of more warehouses will not create more jobs- it will create large spaces with few people employed. This is not a boon for the working waterfront and the people who hope to be employed there and/or maintain jobs there.
- Portland is experiencing popularity and growth unprecedented in its recent history. Destroying the vistas and creating a corridor of warehouses as drivers and travelers and commuters and workers enter from South Portland or 295 via Merrill Terminal will hamper the experience of the city and likely lead to less potential growth.

Much of Portland's appeal, and economic, comes from its working waterfront- a **real** working waterfront - and the open views. Please do not ruin this.

Thank you for your consideration.

Samar Post Jamali
358 Danforth Street
Portland 04102

Samar Post Jamali

----- Forwarded message -----

From: **Devens** <deviehamlen@hotmail.com>

Date: Wed, Dec 7, 2016 at 8:58 PM

Subject: WPDZ zoning

To: "bab@portlandmaine.gov" <bab@portlandmaine.gov>, "estrimling@portlandmaine.gov" <estrimling@portlandmaine.gov>, "sgo@portlandmaine.gov" <sgo@portlandmaine.gov>, "sthibodeau@portlandmaine.gov" <sthibodeau@portlandmaine.gov>, "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>

Dear Planning Board Member,

I am writing to express my opposition to the proposed changes to the zoning along commercial street from Portland Yacht Services to Merrill Marine Terminal. While I support economic development, the proposed zoning changes would detrimental to the very reasons Portland has become so popular - development that is in the with the beauty of the city, smart and sustainable growth, and a unique working waterfront that melds independent businesses, such as fishing, with commerce, and housing.

Sincerely,
Devens M. Hamlen
358 Danforth

Sent from my iPhone

From: Kelly Spence [<mailto:kspence@maineseafoodventures.com>]

Sent: Friday, December 09, 2016 10:15 AM

To: Michelle Brooks

Subject: Support for Americold's New Facility

Hi Michelle,

Ready Seafood supports the move of Americold to the proposed new location on the waterfront in Portland. Ready Seafood is lobster company that ships fresh and frozen lobster products both locally and worldwide. Ready Seafood is committed to the local economy not only with local fishing, research, and sustainability efforts - but by providing jobs to more than 200 employees in the greater Portland area.

We are happy to voice our support in favor of the move to the waterfront. This will facilitate ease of transportation by its location close to the interstate and help keep large trailers off of the roads near the parks and high school around Stevens Avenue, Baxter Boulevard & Washington street.

Please find our attached logo to use in your presentation. If you have any other questions, please let me know.

Thank you!

--

Kelly Spence

Operations Analyst II
Maine Seafood Ventures
2 Custom House Wharf
Portland, Maine 04101
Tel: [508 330 2201](tel:5083302201)
www.maineseafoodventures.com



GREATER PORTLAND COUNCIL OF GOVERNMENTS

December 6, 2016

Mr. William Needelman
Waterfront Coordinator
City of Portland
389 Congress Street
Portland, Maine 04102

Dear Bill,

On behalf of the Greater Portland Council of Governments (GPCOG), I am writing to express our support for the City's application for a text amendment to the Waterfront Port Development (WPDZ). We understand that this change will facilitate the construction of a cold storage warehouse at the International Marine Terminal in Portland.

The Port of Portland is one of Maine's greatest economic assets. According to our own 2008 study, the working waterfront generates over 3,500 jobs, \$100 million in wages, and \$200 million in direct economic impact. Since then, we have identified the expansion of the Port as a critical project for the Comprehensive Economic Development Strategy (CEDS) for the region and the federal Investing in Manufacturing Communities Partnership (IMCP) initiative.

GPCOG is the regional planning agency serving 26 cities and towns in Greater Portland and the Sebago Lakes region. As a federally designated Economic Development District, one of our core responsibilities is the creation of a CEDS for the region. Our strategy, developed from 2011 to 2013, prioritizes agriculture and fisheries as the region's top clusters. To support this cluster, one of the high priority projects in our CEDS update, adopted on June 8, 2016, is to "Increase access of Maine products to global markets," including the development of "cold storage capacity on the waterfront for farms and fisheries." Your project directly supports this goal.

On May 28, 2014, the White House designated the Greater Portland Sustainable Food Production Cluster, led by GPCOG, as one of the nation's 12 Manufacturing Communities. One of our six IMCP goals is to "increase Maine's global food exports by 25%." Achievement of this goal has more economic impact than any other goal in our plan, generating \$133 million and 800 jobs to the state's economy. This impact is related not to the construction or operation of the warehouse but to Maine food manufacturers, which will now have access to new markets in Europe as a result of the warehouse and the transatlantic service associated with it.

Serving the Greater Portland and Lakes Region Communities

970 Baxter Boulevard, Suite 201 ♦ Portland, Maine 04103 ♦ Telephone (207) 774-9891 ♦ Fax (207) 774-7149

For more details on our CEDS or IMCP initiative, please visit our plans online at www.gpcog.org/economic-comm-development/gpcog-economic-dev-district/.

Thank you for your leadership in facilitating the prosperity of the state and region.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Kristina Egan', with a stylized, flowing script.

Kristina Egan
Executive Director

Fwd: Americold Project

1 message

Tuck O'Brien <sgo@portlandmaine.gov>

Thu, Dec 15, 2016 at 8:32 AM

To: Jennifer Munson <jmy@portlandmaine.gov>

Please add

----- Forwarded message -----

From: **Zack** <zpaakkonen@gmail.com>

Date: Thursday, December 1, 2016

Subject: Americold Project

To: estrimling@portlandmaine.gov, sthibodeau@portlandmaine.gov, WBN@portlandmaine.gov, sgo@portlandmaine.gov

Cc: Alice Neal <aaneal@gmail.com>

Dear Mayor Strimling, Councilor Thibodeau, Waterfront Coordinator Needelman, and Planning Director O'Brien -

I am writing as a resident of the affected neighborhood in opposition to the proposed zoning amendment to allow the Americold cold storage project as proposed, and my spouse, Alice Neal-Paakkonen copied on this email, joins in opposition. We are requesting that copies of this message go to the Planning Board for their consideration as we are unable to attend the planning meeting due to scheduling. Please note that we are not in opposition to the project outright. In fact, I have been a resident of Portland for almost 20 years and in that time, have seen large industrial facilities empty and be re-purposed. My wife, Alice Neal-Paakkonen, who joins me in this request, has lived in Portland for 13 years. Frankly, Portland needs industry, and I was glad to see the development of the International Marine Terminal and that lot generally. However, that project was able to be performed without a detrimental impact to Portland residents. On its face, this project is different. If it had remained at the height originally disclosed to residents, the project might well have been a benefit to Portland. However, as currently proposed, it is a detriment, and we oppose the proposed zoning amendment to allow a seventy-foot facility.

Regarding the affected neighborhood, my spouse and I have resided here now for over eight years, and we hope to remain here for a very long time. Over the last several years as a resident of Portland, I have watched project after project go forward in Portland, impacting other neighborhoods. I've also seen the City attempt to go forward with these projects without taking into account the opinions of the residents who have to live with those projects, to detrimental effect on the neighborhoods, the residents, and the relationship between Portland residents and the City. I had hoped this project would be different.

This project, quite simply, is going to destroy the view for a great many people in my neighborhood as well as impact the safety of West Commercial Street. I am especially disappointed that the height viewing scheduled to address concerns was scheduled for a time of day and day of week when many, if not most, of the residents in this neighborhood are at work. I'm trying not to be a cynic about why it was scheduled that way, but it does seem that if the City were really concerned about the thoughts of the residents, it would schedule this viewing, as well as public meetings related to this issue, at times that were easier for residents who have day jobs to attend.

Regarding the view itself, please keep in mind that not only residents of my neighborhood enjoy seeing the water. I often see cars (many of which do not have Maine license plates) pause when at the bottom of Clark Street. I sometimes see them pull over to the side of the road to look at the river, even occasionally getting out to take photos. It is hard to imagine anyone wanting to stop and admire the view if they're faced with a 70-foot industrial wall with compressors, unless they are taking pictures to show people at home how Portland stuck an ugly giant box right in the middle of what would have been (and was once) a spectacular view.

Of course, it's not only the view. Because of where I live, I'm a frequent traveler, usually by car but sometimes by foot, on the affected section of Commercial Street. Given the recent work to the intersection of Beach Street, the driving lane traveling west on Commercial Street is already dangerously tight at crowded times of day as the lane to turn onto the Casco Bay Bridge often backs up considerably and cars in the turn lane hug the center line. Bicycles often are at risk on either side, and pedestrians generally already avoid the area, and if they walk there at all now, walk up onto the (occasionally overgrown and not lit or marked) lawn near the old railroad right of way. When the sun is at the wrong angle, this stretch of road is already extremely dangerous. If Portland now adds to this mix an even larger volume of turning or entering tractor trailer traffic to this stretch of the street, (which my understanding was that the rail line extension for the

marine terminal was designed to assist with but has not eliminated) accidents involving cars, pedestrians, bicycles, and tractor trailers are sure to occur.

Part of what makes Portland the unique place where people stay and causes us to be on top of so many lists are our water views and the fact that, although our streets are getting more crowded, it's generally a safe place to be. As I have lived in Portland, I have seen views and uncongested streets being taken away from residents one neighborhood at a time. There is no reason why we can't preserve both the industrial nature of Western Commercial Street, the current state of traffic, and the views that residents of the neighborhood below Danforth Street and visitors to our city have enjoyed for many decades. Why can't we have both Americold, at forty-five feet, and water views and public safety, too?

Zack Paakkonen

Alice Neal-Paakkonen

--

Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: [\(207\) 874-8724](tel:2078748724)
Cell: [\(207\) 553-0255](tel:2075530255)

----- Forwarded message -----

From: **ashley salisbury** <ashleysalisbury@gmail.com>
Date: Tue, Dec 6, 2016 at 9:12 AM
Subject: Americold Project
To: jpj@portlandmaine.gov

Jon,

I'm frustrated by several aspects of this Americold proposal:

1. Poor cost-benefit analysis. This project will have a steep cost to our city's tourist and residential appeal--the TRUE ECONOMIC ENGINE of our city. No warehouse will add enough benefit to our economy to compensate. Economic development means LONG TERM economic development. We are not a maritime economy; we are a tourist and relocater economy.
2. Disingenuous process. I'm disappointed by the lack of transparency from Mitchell and Needleman on this project--last minute disclosures, poor access to decision makers, everything Jo Coyne has outlined. Expect yet another EXPENSIVE LAWSUIT by citizens against the city.
3. Failure to address true public cost of this project:
 - The GATEWAY TO OUR CITY--the wonderful views as you drive along commercial street--will now greet commuters and tourists with a hideous white box.
 - Sunset views from HARBORVIEW PARK (used by hundreds per day) will be destroyed
 - Tens of thousands of COMMUTERS per day on commercial street and coming over the Casco Bay Bridge will have a HIGHLIGHT OF THEIR DAY--the view of the bridge and bay--ruined.

Maine is DIFFERENT, and that is why TOURISTS come and PEOPLE RELOCATE here. We are not driven only by dollars and short-term thinking, so please rein in this misguided effort to sell our waterfront.

Thank you again for your service and ear,

Ashley Salisbury

26 Brackett Street
Portland Maine

--
Jon P. Jennings
City Manager
City of Portland
389 Congress Street
Portland, ME 04101
(207) 874-8689 Office
(207) 874-8669 Fax
jpj@portlandmaine.gov
www.portlandmaine.gov

----- Forwarded message -----

PC45

From: **Eli Dale** <elidale@maine.rr.com>

Date: Sat, Dec 10, 2016 at 5:12 PM

Subject: Planning Board December 13 Agenda Change

To: sgo@portlandmaine.gov, wbn@portlandmaine.gov

Cc: sthibodeau@portlandmaine.gov, estrimling@portlandmaine.gov, jpj@portlandmaine.gov, bigwhitebox@gwi.net

Dear Planning Board and co-conspirators,

So you decided to postpone the Americold zoning ordinance violation (oh, excuse me, "text change") to another day. Because the Economic Development Department – showing clear bias – finds building an out-of-scale white box on the waterfront "exciting." They need more time to come up with excuses for Americold's bait-and-switch. They need to strategize. And they asked nicely, I guess.

Well, I am now going to ask you nicely: Stop playing games with public comment. Stop being the handmaiden of developers. Stop trying to sneak things past us by changing an agenda four days before a meeting. Confer with *all* stakeholders before you change an agenda.

The damage you have done cannot be undone. Congratulations, you achieved the goal of screwing up public participation in this issue.

People in the West End have worked very hard to keep each other notified of activities regarding Americold. I guess someone in the EDD heard that flyers had been delivered door to door alerting citizens of the meeting on December 13. So what do you do? You hide the matter up your sleeve.

Folks who don't hear about the agenda change will come on December 13 and find they have been bamboozled. They might even get mad at neighborhood organizers, thinking this has become a wild goose chase. Others wait for an undisclosed new date while EDD stays in bed with Americold. Meanwhile, EDD and Planning get to hope that West Enders will not have the energy to put out another flyer. Maybe we'll only have four days notice of the new date and won't be able.

BTW, generally we are not anti-industry or anti-Americold. We are against violating our neighborhood height rules. It is possible to be in favor of development without ruining the quality of life here.

And once again, Planning reinforces its reputation of doing everything it can for developers while ignoring a duty to keep Portland livable.

Very Sincerely,

Elizabeth (Eli) Dale

Salem Street

Hi Bill,

Sadly we are out of town so will not be at cold storage meeting tomorrow.

We strongly support option 2:

Add cold storage as a permitted use BUT retain the 45' height restriction for the entire zone with the exception of the cold storage building the height of which is limited to 70' -including mechanicals I hope!

The cold storage business is an economic engine for portland. BUT Increasing the height of the entire zone to 70' will result in the walling off of commercial st from the water. This is the gateway to our "city by the sea". Option 2 accommodates the cold storage but does not sacrifice the waterfront as has happened in Hartford CT.

Best, Sonia and Jock Robertson

Dear Sirs,

I have lived on the hill overlooking the Fore River for 45 years. It is a very pleasant view but not an ocean view. It is an activity view with trees, buildings, boats, cranes and people doing things. In the past, I often walked my dog along the railroad tracks on the shore of the Fore River below my house. I loved the scenery, but it was not the beauty of raw nature and the sea I saw; it was an historical scene; a mixture of rotten railroad ties, deteriorating shipping piers, old bollards waiting longingly for a docking line. It had it's own sad beauty, reflecting former years when this area was the center of bustling commerce, with ships unloading their cargo to grain elevators and railroad cars and connecting the sea to the land. I remember thinking what a great part of the harbor this was how nice it would be to find some way to bring it back to life, instead of having it remain a sad, derelict reminder of the vibrant past. It looks, now, as if we may have found the ideal lead players in Eimskip and then Americold, and we need to do our best to accommodate their needs as well as our own.

Our City Planner has put together a productive series of community discussions, and most of us have had a chance to share our opinions. We all have our own personal interests and preferences, some large and some small. Some can be accommodated, some cannot. As we work toward the best solution, let us not lose sight of the big picture, that is, the value to the community of having a clean, productive and economically viable industry using this precious piece of property in the most appropriate way and adding real vitality to our working waterfront.

Jeremy R Morton, MD
75 Vaughan Street

----- Forwarded message -----

From: peter green <plgmaine@yahoo.com>

Date: Tue, Oct 25, 2016 at 7:24 AM

Subject: Fw: western waterfront building height

To: "wnb@portlandmaine.gov" <wnb@portlandmaine.gov>

PC48

On the good side, a big Americold building would be an excellent opportunity for public art, on it's sides and even on top. I'd vote for that.

----- Forwarded Message -----

From: peter green <plgmaine@yahoo.com>

To: "wnb@portlandmaine.gov" <wnb@portlandmaine.gov>

Sent: Tuesday, October 25, 2016 7:00 AM

Subject: Fw: western waterfront building height

Good morning Bill,

I don't need you to reply as I just read the article explaining things in the PPH.

I'll go on your record right now as someone who thinks 45 feet is enough for anything on the waterfront. I see no good thing about building part of what will develop into a tall wall of buildings blocking the rest of the city from seeing things. I feel the same way about the architecturally BORING and ANTISEPTIC wall that will be built on the east end.

And a question I would ask is that if Americold goes bankrupt and leaves that giant box there, a condition be put in its original approval (if it even gets one) that it remove the building before it goes belly-up.

See you at the meeting.

Peter Green

Dear Ethan, Spencer and Tuck:

We are writing to express our opposition to proposals to amend current zoning to permit a 70 foot cold storage warehouse and raise height limits to 70 feet along the Western Waterfront.

The proposals before the Planning Board challenge the best interests of the neighborhood and the city in at least seven ways:

1. The value of waterfront: Over the past 30 years most cities have been trying to make the most of their waterfronts as unique and beautiful places that attract tourists and residents alike, with the kind of success Portland has seen already in the Old Port and is encouraging in the East End. The Fore River has equal potential in this regard. In another twenty years, the big tanks remaining along the River are likely to be gone. When these are gone, the Fore River from Thomson's point to the Casco Bay Bridge could become a beautiful shoreline and avenue attracting wildlife, residents and visitors to Portland and South Portland. By allowing the Americold and other enormous warehouses along West Commercial St., however, the City will be blighting this part of Portland and South Portland for the next 50 years, foreclosing any uses other than industrial.
2. Stretching "marine uses" till they break: Portlanders have made it clear in old and new Comprehensive plans that they are in favor of a working waterfront, and "marine uses" have been part of zoning requirements for the waterfront. We don't know what percentage of goods in the Americold Warehouse will actually be arriving or departing by ship. It would be terrible to sacrifice the Western Waterfront to permit the construction of the Americold behemoth only to discover that half of it is being used for goods that could, and should, have stayed off the peninsula at Americold's Reid St. warehouse.
3. Scale: The Americold warehouse's proposed height of seventy feet is out of keeping with the entire city's scale. The proposed building will be a blight on the City reminding us of other eyesores, such as Portland House on the Eastern Prom, or the Franklin Connector. Have we really not learned anything from such huge and poorly conceived projects? A monster cargo hub despoiling the City's entrance is poised to be the next in Portland's architecture of shame
4. Taxes and property values: A wall of warehouses and a truck corridor will seriously compromise the value of the neighborhood that has begun to flourish up the hill from Commercial Street. Residents who have invested in reviving properties that used to be run down and ignored and are now paying significant property taxes to the city.
5. Costs and benefits: It is unclear to us as Portland citizens what calculus the City is using to consider these proposals. Where are the data to support these

proposals? What promises have the City and State made to woo and keep Eimskip and Americold on the Western Waterfront? What are the costs to taxpayers? What are the hoped for returns? The public deserves to have answers to these questions. To maintain trust between the City and its citizens it is essential for the City to practice 'open government' and make clear what the calculus of gain and loss has been for the parties involved. Particularly for the neighbors whose losses in terms of added noise, pollution and traffic, and loss of views and property value have not apparently been included in the City's considerations.

6. Truck traffic and noise.: Where is evidence of the City's examination of the noise and traffic impacts of increasing numbers of trucks? The noise of trucks backing up is already challenging for neighbors and we can only imagine how much worse it will be should the Eimskip and Americold facilities want to go to a 24/7 schedule.
7. Declining air quality. It's likely that air pollution in this part of Portland is already considerable, wedged as it is between two major bridges, flown over by airplanes coming and going from the airport, and serving ships that may use problematic fuels (see: <http://www.enfos.com/blog/2015/06/23/behemoths-of-emission-how-a-container-ship-can-out-pollute-50-million-cars/>) The EPA has called out US ports for the pollution released by ships, trains and trucks. (<https://blog.epa.gov/blog/2016/09/air-pollution-at-our-nations-ports-can-be-reduced-now/>) Particulates from diesel exhaust are significant contributors to deterioration of human health and well-being. (<https://www.arb.ca.gov/research/diesel/diesel-health.htm>) A cold storage warehouse that will be operating refrigeration units 24/7, and many more trucks using diesel fuel and emitting more particulate pollution will add to an already challenging situation for residents.

We would prefer that the City not grant permission to raise any height limits on the Western Water front beyond the current maximums, for the Americold warehouse or for the rest of the Western Waterfront zone .

If however, you view some change as essential, we ask that you think deeply about the Western Waterfront as a gateway to the City – an entrance that serves as an invitation to residents and visitor alike to enjoy values that we all hold: respect for nature, history, and equity. Thomson's Point nearly succumbed to a developmental fate akin to that currently threatening the Western Waterfront. Instead, it's now becoming a lively and attractive site further up the Fore River thanks to imagination and hard work by a creative coalition that formed when big business plans evaporated.

If the City of Portland is determined to sacrifice a beautiful aspect of the West End, it should still give neighboring residents a way a way to preserve and enjoy their waterfront and offer those entering the City a fitting welcome. Many waterfronts in many cities are in congested areas, and even those manage to build walkways, greenways,

and pocket parks. With imagination and thoughtful design for the entire Western Waterfront, the City can and should make sure that West Commercial Street embodies an invitation welcoming the rest of the world to Portland.

Pamela Shaw and Kent Redford 12-6-16

WESTERN PROMENADE NEIGHBORHOOD ASSOCIATION

December 8, 2016

Portland Planning Board
City of Portland
389 Congress Street
Portland, ME 04101

RE: Proposed Changes to the WPDZ

Dear Members of the Board:

Residents of our neighborhood are well aware that it is bounded by two long-established industrial zones, the IMb and WPDZ. Text provisions in both are intended to strike an appropriate balance between business and residential uses.

WPNA has been educating itself since the City announced, with the Americold project as a catalyst, that it proposes three (now four) options to amend the WPDZ. We have held a general neighborhood meeting to solicit reactions from residents, held several small-group meetings with those most affected, met with City staff and Americold representatives, and received a primer from a warehouse engineer.

With this background, WPNA offers the following comments on the proposal before you:

~~First, it must be recognized the WPDZ really consists of four informal "subzones": 1) the MPA parcel (including the Americold site); 2) the Portland Yacht Services parcel, now partially developed; 3) the Cianbro site; and 4) the Merrill/Sprague site. As currently operating, each of these has different uses and different impacts on the affected neighborhoods.

~~There is only one specific proposal in the public domain, the proposed Americold warehouse facility, intended to support the Eimskip container operation. That proposal has changed from the concepts originally submitted to the MPA. WPNA believe that the burden of proof must be placed on Americold to adequately justify to the Board why the increase in maximum height is required to assure a feasible project. If, as a result, a zoning change is approved, we would like to see specific reference to design requirements, allowed hours of operation, noise limitations, lighting mitigation, etc. We recognize that there are performance standards in the existing code, but would like to see site-specific performance standards for this major operation.

~~Further changes to the WPDZ should not be approved at this time and until the community has the opportunity to assess the myriad impacts of the Americold project as it begins operations in a completed facility.

~~As has been identified, the western waterfront is a major gateway to the City of Portland. Recognizing that it is a long-established industrial site, there should be sufficient time allowed for thoughtful community-based planning to assure that uses dependent on the **deep water** (not just water access) contribute to a visually appealing gateway impression and not a massive over-development of the site, which the current zoning appears to preclude and which protections appear to be substantially changed in the proposals before the Board.

From a variety of perspectives, our western waterfront is a significant asset for the City of Portland. **It is essential to continue to seek the proper balance between business and residential interests.**

Thank you for your careful consideration of these points.

Sincerely,

A handwritten signature in cursive script, appearing to read "Anne B. Pringle".

Anne B. Pringle
President

Elizabeth Dale
40 Salem Street
Portland, ME 04102

December 5, 2016

Dear Editor:

Why must Portland's City Hall always buckle under to the demands of developers at the expense of her citizens?

Word seems to have gotten out that any developer that wants to violate Portland's building codes just needs to ask and it shall be given. One of the latest: the shameless bait-and-switch by Americold, which made a bid to build a cold-storage facility on property on the western waterfront, knowing full well the height restriction in that zone was 45 feet. They even presented preliminary sketches of buildings which conformed with code.

"Oh," Americold now says. "We need 70 feet." "Okay," says City Hall, "Whatever you want!" Then they spout whatever talking points have been handed to them about being "a world-class port." Then we have to go to meetings to ask them to do their jobs.

Dear City Hall: Please enforce the ordinance. Please don't make us sue you (again). Please remember you are *civil* servants, not corporate servants. Please remember who pays your salaries.

This is not a NIMBY complaint. I haven't met a single person in the West End of Portland who objects to having industry at the shoreline here. We like Eimskip. We like Portland Yacht Services. We just want our corporate neighbors to be *good* neighbors. Not only should Americold comply with the current code, but they should also commit to aesthetic upgrades: a beautiful mural on the side of the building; a green roof; a varied facade. Americold, you are welcome here if you work on fitting in as a neighbor. Otherwise, please just withdraw and go back to your cave.

Sincerely,
Elizabeth Dale

Portland Press Herald

Posted December 9

Letter to the editor: Portland City Hall seems to tell developer Americold, ‘Whatever you want!’

Why must Portland’s City Hall always buckle under to the demands of developers at the expense of her citizens? Word seems to have gotten out that any developer that wants to violate Portland’s building codes just needs to ask and it shall be given.

One of the latest: the shameless bait-and-switch by Americold, which made a bid to build a cold-storage facility on property on the western waterfront, knowing full well the height restriction in that zone was 45 feet. They even presented preliminary sketches of buildings that conformed with code.

“Oh,” Americold now says. “We need [70 feet](#).” “OK,” says City Hall, “Whatever you want!” Then they spout whatever talking points have been handed to them about being “a world-class port.” Then we have to go to meetings to ask them to do their jobs.

Dear City Hall: Please enforce the ordinance. Please don’t make us sue you (again). Please remember you are civil servants, not corporate servants. Please remember who pays your salaries.

This is not a “not in my backyard” complaint. I haven’t met a single person in the West End of Portland who objects to having industry at the shoreline here. We like Eimskip. We like Portland Yacht Services. We just want our corporate neighbors to be good neighbors.

Not only should Americold comply with the current code, but they should also commit to aesthetic upgrades: a beautiful mural on the side of the building; a green roof; a varied facade.

Americold, you are welcome here if you work on fitting in as a neighbor. Otherwise, please just withdraw and go back to your cave.

Elizabeth Dale

Portland

<http://www.pressherald.com/2016/12/09/letter-to-the-editor-portland-city-hall-seems-to-tell-developer-amicold-whatever-you-want/>

Portland Press Herald

Posted October 27

Letter to the editor: Cold storage building height will ruin waterfront views

As optimistic as the concept “The sky’s the limit” is, in Portland it is an Achilles’ heel: i.e., “a weakness in spite of overall strength, which can actually lead to downfall.”

I grew up with a panoramic view of the New York skyline from the cliffs of Weehawken, New Jersey, before moving to New York, where I had the opposite view of the towering Palisades, both views totally unobstructed.

Later on, in San Francisco, I enjoyed a view of the iconic Golden Gate Bridge. Fourteen years ago, my wife and I left the City by the Bay for Portland, a beautiful historic seaport, where we enjoy another compelling view – the Fore River – from a house that was built by a sea captain.

What if these views were suddenly taken from us? What would be the appeal for residents and tourists? Think of our poor Captain Nathaniel Dyer’s wife if she couldn’t look out over what is now Commercial Street to see if her long-absent husband was on his way home in time for dinner!

We need to engage in serious thought to Americold’s plan to build a 70-foot-high white box cold storage building at the International Marine Terminal, on the western end of Commercial Street’s “waterfront.” Ostensibly, Americold’s plans for this facility are beneficial, nurturing and geographically suitable to Portland’s economy – if they think 45 feet, not 70 feet.

This area has been developing rapidly, with the Gulf of Marine Research Center and Courtyard Marriott fast becoming an attraction for the lucrative tourist trade and new business, including the highly appreciated Eimskip, from India Street along the picturesque waterfront out to the Gateway to Portland.

Let’s continue to enhance our waterfront, not destroy it by changing our slogan from “The sky’s the limit” to “Our waterfront is the limit.”

Frank E. Reilly

Portland

<http://www.pressherald.com/2016/10/27/letter-to-the-editor-cold-storage-building-height-will-ruin-waterfront-views/>

Portland Press Herald

Posted November 7

Letter to the editor: Strict oversight critical to Portland waterfront development

The stretch of the Fore River running from the Veterans Memorial Bridge to the Casco Bay Bridge is now under a bright light, thanks to a proposal from the cold-storage company Americold and the city's Economic Development Department for a zoning change to raise building heights on West Commercial Street to 70 feet from the current 45.

This proposal has come up quickly, and unfortunately, Portland doesn't have much of a plan to guide what and how development happens. So we should pay close attention to big decisions, especially one that would permit the erection of 70-foot warehouses on a key vista and entrance to the heart of Portland.

There's great potential for positive economic development for the city in the "portification" of this area, and it's already happening, with the help of Eimskip, for example.

However, with that development should come the responsibility to ensure we don't sell off the extraordinary mix of vistas, architecture, water and green that makes Portland unique.

In fact, the city has an opportunity to create a truly groundbreaking mixed-use corridor along the Fore River. Let's hit pause on increasing height limits till we can get all those committed to this part of Portland to contribute to a plan that takes into account aesthetic, environmental and economic interests. Together we can create an iconic and appropriate gateway to the city.

Pamela Shaw

Portland

<http://www.pressherald.com/2016/11/07/letter-to-the-editor-strict-oversight-critical-to-portland-waterfront-development/>

Portland Press Herald

Posted December 15

Updated December 15

Letter to the editor: To be a good neighbor, Americold needs to follow Portland zoning rules like everyone else

Americold's request to alter zoning restrictions on the western waterfront should send ripples of concern through all Portland property owners.

Property taxpayers rightfully expect established zoning standards to be upheld. If city officials advocate for zoning changes at the whim of every developer or project proposal, we cease to have effective zoning. It is a paradigm of corrupt governance.

Suggesting that neighbors are rallying around their scenic view is an overt attempt to mitigate the real concerns of property taxpayers. Zoning must be applied equally, regardless if the investor is a local private developer or if the heavy hand of the LePage administration backing a corporation out of Atlanta.

Neighbors of the proposal are not anti-development. On the contrary, the neighborhood has long encouraged development of an area long fallow. Their common perspective and desire, however, is that their neighbors be held to the same standards to which they are held. It is the golden rule of building community.

Americold won a contract and, by their own admission, found themselves unable to deliver without changing the zoning parameters. Instead of acknowledging their failure, they are asking neighbors to shoulder the burden. They are asking for the rules not to apply to them. It is difficult to imagine anything less neighborly.

Gary Wagner

Portland

<http://www.pressherald.com/2016/12/15/letter-to-the-editor-to-be-a-good-neighbor-americaold-needs-to-follow-the-zoning-rules-like-everyone-else/>

August 16, 2016

Patrick Ballard, Vice President
Business Development, Consumer Packaged Goods & Protein Sector
Americold Logistics LLC
10 Glenlake Parkway, Suite 600
Atlanta, Georgia 30328

Dear Mr. Ballard,

As neighbors of the cold-storage warehouse Americold is planning to build next year in Portland, Maine, we are writing in hopes of beginning a dialogue about its design and siting.

The building will span perhaps two acres of waterfront land, making it the largest landmark for thousands of people entering Portland daily from Interstate 295 onto West Commercial Street and over the Casco Bay Bridge. We believe the warehouse could be a notable gateway building for Portland's waterfront, with innovative environmental and design elements that would generate significant good will and good press.

We understand this warehouse needs to be bulky to maximize its cubic footage. A recent research report by the commercial real estate company Jones Lang LaSalle noted that new cold storage buildings have a preferred ceiling height of 36 to 40 feet. We hope the Portland building will be on the lower end of that range to help maintain a sense of scale suitable for the city's waterfront. In addition, without exceeding a reasonable construction budget, the building's facade could incorporate appropriate architectural elements, materials and massing to reflect its status as a gateway building, rather than an expanse of white wall panels.

In view of Americold's record of environmental stewardship, a green roof seems like a natural fit. It would reduce Americold's municipal stormwater-runoff fee and reduce the building's energy demands by as much as 10 percent. It would also be a remarkable visual statement seen by many people, including airline travelers during the standard low-altitude descent into Portland's Jetport.

A built-in-place green roof would add upwards of \$8 a square foot, but cooling equipment would last longer, as would the roof itself, protected from temperature extremes and ultraviolet radiation. As one example of longevity, Ford Motor Company planted out a 10-acre factory roof in Dearborn, Michigan, a dozen years ago, with a life span of another 25 to 50 years.

Finally, in order to maintain view corridors on either side of the warehouse, we would deeply appreciate any design and engineering elements that would reduce its length parallel to West Commercial Street, such as using an automated retrieval system and extending the building footprint farther toward the river.

We would be happy to meet informally with Americold representatives to discuss how our desires as your future neighbors and your functional needs can meld in a positive way. Thank you very much for your time and attention.

Sincerely,

Mark McCain, 45 Summer Street, Portland, Maine 04102 smarkmccain@yahoo.com

Jo Coyne, 36 Salem Street jocoyne@gwi.net

Elizabeth Dale, 40 Salem Street elidale@maine.rr.com

Norris Dale, 40 Salem Street ndale@norrisdale.com

Justin Funk, 90 Salem Street funkj82@gmail.com

Rachael Harkness, 25 Summer Street weyand.rachael@gmail.com

Seth Harkness, 25 Summer Street seth.harkness@gmail.com

Rachel Kobasa, 40 Brackett Street rachel.kobasa@gmail.com

Peter Lawrence, 5 Bond Street plawrenc@gwi.net

Dr. Mary McCann, 49 Summer Street drmmccann@gmail.com

Sara Miller, 96 Salem Street snpdrgn@maine.rr.com

Caitlin Mushial, 36 Clark Street cmushial@yahoo.com

Erik Mushial, 36 Clark Street erik@allmtngroup.com

Pilar Nadal, 40 Brackett Street pickwickindiepress@gmail.com

Karen Sarfaty, 46 Salem Street sarfatyk@gmail.com

Mike Stone, 116 Salem Street mstone800@gmail.com

Sidney St. F. Thaxter, Esq., 49 Summer Street sthaxter@curtisthaxter.com

Jeannie Verrando, 116 Salem Street jeannieverrando@gmail.com

Cornelia Walworth, 45 Summer Street walworthmccain@maine.rr.com

**cc: Fred Boehler, President and Chief Executive Officer, Americold
John Henshaw, Executive Director, Maine Port Authority
Barbara Barrydt, Development Review Manager, City of Portland**

(Also sent by electronic mail 8/16/2016)

Posted November 3, 2016

La Vida Local: Irregular Notes on West End Life / by Rosanne Graef, Past President – WENA

Today's Topic: The Uglification of the Jewel by the Sea

When the Editor of the West End News announced that this month's theme would be "Looking Ahead," I thought, "Great! We can finally move on from the endless campaign!" The uglification topic is not, however, without controversy. As such, please note that the sentiments expressed in this article are solely my own and do not represent those of the West End Neighborhood Association..

If you've been living in Portland for longer than a couple of weeks, you're probably aware of the tensions and discord that have bubbled up around the city in response to any number of development proposals. This is a natural and healthy occurrence. Especially true when the resultant structures will change the look and feel of a neighborhood for many years to come.

What's often most disheartening, though, are not the changes themselves. Rather, be concerned about the round-about way their proponents wriggle them through the permitting process. A straightforward request gets modified, adjusted or expanded to the point where residents who initially endorsed an idea become vehemently opposed.



View from 58 Fore Street. The 2015 Ballot Question 2 asked voters to protect this view from development.

WPDZ and Americold

Case in point is the Waterfront Port Development Zone (WPDZ) on West Commercial Street between the Casco Bay Bridge and Veterans Bridge. Over the past few years, land parcels have changed hands amongst various state, city and private players. The end vision is to resurrect marine-related activity along that stretch. Overall the residents of the immediate neighborhood are supportive of these efforts. Eimskip, the International Marine Terminal and extension of rail access, as well as Portland Yacht Services are largely welcomed waterfront uses.

Now it looks like that honeymoon is approaching its end. The Portland Economic Development Department is requesting a text change in the WPDZ to allow taller buildings, increasing from the current 45' to 70'. Specifically, this change is in support of a cold storage building to be built by Americold which won the City's RFP in 2015 for such a facility. Although looking at an unimaginative big white box is no one's idea of a great view, at 45' it was something that could be lived with. Especially, in light of the economic benefit that would result.



An “ugly” white box could come to dominate the view of the Western Waterfront. Above model is a height study block and not an architectural drawing. -Americold WPDZ Text Amendment (Memo and Attachments), Planning Board materials, October 18, 2016

For Whom Does the Economic Development Department Work?

In August, some informal meetings between city, state and Americold officials and consultants and residents of the neighborhood took place. At those meetings, most residents' concerns focused on the monolithic façades that cold storage facilities present to the world. This was also true at an initial presentation by project consultants Woodard & Curran to the West End Neighborhood Association.

The inappropriateness of that kind of structure facing a highly desirable and expensive residential area seems apparent. Also, consider the sterility and charmlessness a giant warehouse would present to travelers along Commercial Street, one of the more heavily used roadways on the peninsula.

People spoke of color, landscaping, surface materials, visibility of activity. Moreover, they urged Americold to recognize that this parcel of land next to the Fore River is not tucked away in an industrial park. It is in a prime location in one of the most scenic cities on the East Coast. Neighbors want Americold to develop their design with these considerations in mind.

This is when the wriggling began. By the time of a neighborhood meeting on October 13th to present initial concept designs, somehow 45' became an unworkable height limitation. And so the Economic Development Department began the process of requesting a text change in the WPDZ. Indeed, this text change could allow the cold storage building to tower 70 feet on a 120,000 square foot footprint. This is textbook uglification.

Nobody likes to start playing a game and have the ref change the rules after the first round. But it certainly feels like that's what's happening here. Who in City Hall is looking out for the already-developed residential neighborhoods? Is anyone? Or do the charms of the latest suitor always hold sway? Who will stop the uglification of Portland?

<http://www.thewestendnews.com/>

Fwd: Western Waterfront Zone Text Change Workshop postponed

1 message

William Needelman <wnb@portlandmaine.gov>
To: Jennifer Munson <jmy@portlandmaine.gov>

Tue, Dec 20, 2016 at 3:39 PM

Comment for posting.

Bill
Bill Needelman
Waterfront Coordinator
Economic Development Department
City of Portland, Maine
389 Congress Street
Portland, Maine 04101-3509

(207) 874-8722 tel.
(207) 756-8258 fax.
wnb@portlandmaine.gov

----- Forwarded message -----

From: **Elizabeth Parsons** <ecparsons33@hotmail.com>
Date: Tue, Dec 20, 2016 at 1:57 PM
Subject: RE: Western Waterfront Zone Text Change Workshop postponed
To: William Needelman <wnb@portlandmaine.gov>

Hi, Bill:

Thanks for the notice below. Herewith, a few observations about the Americold project specifically and West Commercial more generally from my perspective as a West Ender.

If it is true that Americold responded to the RFP with a building plan that met current code limits; got that plan approved; and subsequently said they'd need a height variance of such magnitude, then that looks like a classic "bait and switch" maneuver. The City's response should be to push back hard, not to capitulate.

West Commercial could be a wonderfully inviting entrance into the City especially in contrast to the very dreary Congress Street entrance off I-95. Careful thought, though, that balances aesthetics, ecological responsibility, and economic interests needs to go into it all. Ideally, the new master plan would do this sort of thing. But, the number and types of construction projects courted and/or approved throughout the City over the past few years do not instill confidence that there is sufficient interest in doing such visionary planning *and in sticking with it*.

Time remains, however, to do things appropriately on West Commercial. The redeveloped IMT has turned out nicely. The Sprague buildings fit well as, of course, does the tree planting on the side opposite the new rail spur. So it's quite possible for Portland to devise something noteworthy and healthy for the rest of West Commercial over the next several years.

It will take a lot of hard work on the part of everyone, however, to make sure we find common ground. I hope City officials are willing to do this. Quite a number of us in the West End are and I'd be happy to expand on anything I've

said here if need be.

Warm regards,

Liz Parsons

Winter Street

From: William Needelman [mailto:wbm@portlandmaine.gov]
Sent: Monday, December 12, 2016 11:47 AM
To: William Needelman; O'Brien, Stuart; Mitchell, Greg; Grondin, Jessica
Subject: Western Waterfront Zone Text Change Workshop postponed

To Western Waterfront neighbors and interested parties,

With the agreement of the Maine Port Authority and Americold, the City of Portland Economic Development Department has requested to postpone the December 13 Planning Board Workshop to consider text amendments to the Waterfront Port Development Zone.

The EDD and proponents of the amendments request additional time to better document and illustrate design concepts that reflect the potential of Portland's International Marine Terminal and the working waterfront.

The next meeting has not yet been scheduled, but we have requested a place on a Planning Board agenda in the month of January to keep potential development options on track.

Please forward to any who may have been interested in attending the meeting. Apologies to all who may be inconvenienced by this change in schedule.

If you have any questions or comments, please contact me at any time

Bill Needelman
Waterfront Coordinator

Economic Development Department
City of Portland, Maine
389 Congress Street
Portland, Maine 04101-3509

(207) 874-8722 tel.
(207) 756-8258 fax.
wbm@portlandmaine.gov

Notice: Under Maine law, documents - including e-mails - in the possession of public officials or city employees about government business may be classified as public records. There are very few exceptions. As a result, please be advised that what is written in an e-mail could be released to the public and/or the media if requested.

Fwd: Zoning changes : Americold

1 message

Tuck O'Brien <sgo@portlandmaine.gov>
To: Jennifer Munson <jmy@portlandmaine.gov>

Fri, Dec 23, 2016 at 2:54 PM

----- Forwarded message -----

From: <bluesmegsun@securespeed.us>

Date: Wed, Dec 21, 2016 at 8:11 AM

Subject: Zoning changes : Americold

To: sgo@portlandmaine.gov

Good morning Mr. O'Brien,

I am writing as a west end home owner & city of Portland property tax payer. I do hope, at this point, that those of us who want a zoning height restriction to be respected & the growth of this great city to be slowed down that you do not refer to us as "anti-development".....nothing could be further from the truth.

I am writing in opposition to this considered 70' zoning change for Americold because when they began their presentation of a storage facility 45' was fully workable & what they were asking for. AS we've seen with so many of these development projects, which are eating up our city at an alarming rate (undoable once done), the bait & switch takes place which is exactly what happened with this project.

I fully respect & want a working waterfront but in regard to these cold storage containers reaching 70' along the Commercial St stretch affecting property owners, their property values & the fabulous Commercial St views I am absolutely against a change that would allow opening this kind of development going down the line.

I could go on listing all of the reasons why I believe the zoning restrictions should NOT BE changed but I think & hope, by now, that you understand what the issues are. I am writing as a woman who has raised her family, established a great business & owned a wonderful old building in the West end & pay extraordinary taxes for my property. We are the backbone of this great city but somehow decisions are being made that impact our quality of lives here & that our input is somehow looked at as "anti" everything instead of information that is honest & has everything to do with our quality of lives.

I love Portland ME but watching what has been allowed in the development of this city, particularly with respect to the VERY high-end condos displacing so many people in a very short time, I am very disappointed.

Please share this with the economic development panel as someone who OPPOSES this considered zoning change.

Thank you for your time.

Most respectfully, Deborah McCoy 185 Clark ST.

--

Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: [\(207\) 874-8724](tel:(207)874-8724)
Cell: [\(207\) 553-0255](tel:(207)553-0255)

Fwd: concerns

1 message

Tuck O'Brien <sgo@portlandmaine.gov>
To: Jennifer Munson <jmy@portlandmaine.gov>

Tue, Jan 3, 2017 at 11:01 AM

----- Forwarded message -----

From: <pamelashelp@aol.com>
Date: Mon, Dec 26, 2016 at 11:47 AM
Subject: concerns
To: sgo@portlandmaine.gov

Dear Tuck O'Brien, and Board Members,

I am writing to share my concerns regarding the proposed zoning change to the Working Waterfront, Portland's West End.

I was on the Board of "Portland West" also, I was appointed V.P. of that Board in the 80ies. When issues concerning the use of the waterfront were presented, we as a Board, focused our energies on strongly supporting that the Waterfront be zoned for Commercial use. Our vision at that time was commercial fishing, and related needs. Our vision was supported. Thankfully. I'm disheartened to think that so little attention to detail is focused today on the Waterfront with this new proposal to expand zoning height from 45' to 70', to accommodate multiple (short term) requests from Americold. As well as Ptd Yacht Services, et all. ...The impact of this zoning change is deplorable. To block this stretch of Commercial Street from it's "view" is unthinkable!!!..

This pristine corridor welcomes folks to the Old Port, and the City of Portland! Magnificent for those visiting via automobile. Traveling this corridor to our City. To block this strip of Nature remaining is unconscionable. This is valuable, visual pristine land...Irreplaceable to those of us living in the area. To destroy more of it is unthinkable!!!

Changes to this corridor demands strict attention to detail. Planning. A VISION for this corridor is essential.

Raising the zoning height does not in any way satisfy the "vision" of the Board of the 80'ies....or of long term planning for today's world.

As an aside..my son, now 32, used to plant a tree down there on every Birthday..thru his growing years...Now, that little "forest" is gone! Sadly. One families story of accessing that waterfront...now blocked from use. Heart breaking!!!

Please, do not approve the increase in zoning...

Pleas, do have a long term vision for this egress to our City.

Thank you for your time.

Sincerely,

Pamela W. Shelton

--

Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: [\(207\) 874-8724](tel:(207)874-8724)
Cell: [\(207\) 553-0255](tel:(207)553-0255)

Fwd: Western waterfront

1 message

Tuck O'Brien <sgo@portlandmaine.gov>

Tue, Jan 3, 2017 at 11:02 AM

To: Jennifer Munson <jmy@portlandmaine.gov>

----- Forwarded message -----

From: <plawrenc@gwi.net>

Date: Fri, Dec 30, 2016 at 2:09 PM

Subject: Western waterfront

To: sgo@portlandmaine.gov

Dear Planning Board member:

The proposed 70-foot height limit in the western waterfront industrial area raises significant concerns about potential uses and activities there. It would allow certain types of development that should be located elsewhere, other than on that narrow strip of land along the valuable shoreline.

Please keep the maximum height at 45 feet, carefully control the proposed uses in that area, and register my opposition to the 70-foot limit.

Peter Lawrence
5 Bond St. (in the Salem-Danforth area)
Portland 04102
772-8717

--

Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: (207) 874-8724
Cell: (207) 553-0255

Fwd: Waterfront zoning - Portland's future is in jeopardy

1 message

Tuck O'Brien <sgo@portlandmaine.gov>

Tue, Jan 3, 2017 at 11:03 AM

To: Jennifer Munson <jmy@portlandmaine.gov>

----- Forwarded message -----

From: **Justin Funk** <Justin.Funk@partnerspharmacy.com>

Date: Tue, Jan 3, 2017 at 7:55 AM

Subject: Waterfront zoning - Portland's future is in jeopardy

To: "sgo@portlandmaine.gov" <sgo@portlandmaine.gov>, "JPJ@portlandmaine.gov" <JPJ@portlandmaine.gov>, "gmitchell@portlandmaine.gov" <gmitchell@portlandmaine.gov>, "WBN@portlandmaine.gov" <WBN@portlandmaine.gov>, "sthibodeau@portlandmaine.gov" <sthibodeau@portlandmaine.gov>

Cc: Jo Coyne <jocoyne@zwi.net>

Good morning,

I am writing to again voice my extreme displeasure with what is being proposed on the west end waterfront. It is clear for the citizens of Portland to see that a need for cold storage or another more suitable business can be met with the 45' building height already allowed through existing zoning.

Was this the plan all along? Trying to pull a bait and switch by building to 70' changes the focus from waterborne commerce to the warehousing. This should have been discussed publicly before going out to bid, not after.

It is troubling to think that everyone that enters Portland will be greeted with such an eyesore of a building. A white box? Really? Let's higher our standards, and keep our city great for everyone near and far, not lower them for the short term benefit of few.

Even more concerning is that the truck traffic on West Commercial will become much more of a nightmare. Entering the city will become dangerous merging into one lane with many more trucks along commercial.

When I purchased my home on the west end I did it because I was proud and excited to be owning a home in Portland and knew that the 45' building height would prevent any drastic changes to our beautiful, historic city. Do not ruin what we have. Let's find the best fit and a win win situation, not what some think is "exciting" for the wrong reasons.

There is nothing exciting about doing the wrong thing.

Sincerely,

Justin Funk
90 Salem Street
Portland, ME

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Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: [\(207\) 874-8724](tel:(207)874-8724)
Cell: [\(207\) 553-0255](tel:(207)553-0255)

Fwd: FW: Americold building on Commercial St.

1 message

Tuck O'Brien <sgo@portlandmaine.gov>
To: Jennifer Munson <jmy@portlandmaine.gov>

Tue, Jan 3, 2017 at 11:57 AM

----- Forwarded message -----

From: **Sara Miller** <sara@snapdragonreps.com>
Date: Fri, Dec 30, 2016 at 4:40 PM
Subject: FW: Americold building on Commercial St.
To: "sgo@portlandmaine.gov" <sgo@portlandmaine.gov>

Dear Tuck,

I sent this over on Dec. 5th but noticed it was not listed in the public letters section so I was asked to re-send to you.

Thanks very much,

Sara

From: Sara Miller
Sent: Monday, December 05, 2016 1:02 PM
To: 'jpj@portlandmaine.gov' <jpj@portlandmaine.gov>; 'estrimpling@portlandmaine.gov' <estrimpling@portlandmaine.gov>; 'stibodeau@portlandmaine.gov' <stibodeau@portlandmaine.gov>; 'WBN@portlandmaine.gov' <WBN@portlandmaine.gov>; 'sgo@portlandmaine.gov' <sgo@portlandmaine.gov>
Cc: 'jsteinglass@woodardcurran.com' <jsteinglass@woodardcurran.com>; 'john.j.henshaw@maine.gov' <john.j.henshaw@maine.gov>
Subject: Americold building on Commercial St.

Good Morning,

I am writing with regard to the proposed building height exception that the city is seeking for Americold.

I live at 96 Salem St. and have been here for approximately 18 years and am 100% against raising the height allowance on future buildings being planned for the West Commercial St. waterfront.

I knew that the waterfront was coded as "working waterfront" when I purchased my home, however when I moved here, the area below my house only included the Star Match Factory.

At that time, there were no plans to erect tall buildings blocking the view & a 45 ft. height limit was on the books.

Several years ago, I attended meetings regarding Phineas Sprague's Yacht Services

plan to move his facility from the East End to the West End. Of course, he was not initially supposed to build where he ended up,

but sold off some of his acreage to allow Eimskip to come to Portland and consequently moved his buildings further West.

I watched his buildings go up with a lot of concern and consternation but was somewhat relieved to keep a very small part of the view I have so enjoyed, which was the

primary reason I bought this property.

There have been other "improvements" to the West Commercial St. corridor which have taken place over the course of the last several years including work on the railway line, new security walls, street improvements, etc.

We are contending with excessive noise from the new railway line and the many cars squeaking across the tracks day and night, which will likely only worsen in the future.

So yes, as residents who support a working waterfront that was on the books when we chose to reside here, we have already supported it and sacrificed quiet, views, etc. up to this point in time.

Now, we are being told that we need to go a step further. Americold, who previously agreed to a 45 ft. height limit, wants 70 feet. And now that they want 70 feet

Phineas Sprague would like 70 ft. for his new buildings which are in the planning stages West of his existing buildings.

There seems to be no problem with this and it seems that whatever Americold and any future builders want will get the okay without regard to the many residents & taxpayers who

are most impacted by this fateful decision.

Is there any thought to our precious waterfront, to the aesthetics of our city, to ruining our neighborhood and property values?

70 foot buildings will not only block the views on a long segment of our Western waterfront; they will most certainly ruin the feeling and aesthetics of a large historic neighborhood. This won't just impact our neighborhood, our view and our home values, but in addition will impact how our city looks to tourists and visitors driving in on West Commercial St.

(yes, those tourists and visitors who are essential to our local economy) This would also affect the view from South Portland; is there any regard to how driving across the bridge from South Portland and seeing a giant white nondescript building blocking everything will make people feel about Portland? What say do we have on something that affects so many of us to such a large degree? I believe that any new height exception is a fateful decision and should be taken very seriously by everyone involved.

I urge all council members, planning board members, Americold representatives, prospective architects, builders and Commercial St. property owners, and any other proponent of

the 70 foot height proposal to please rethink their stance on this. 45 feet is enough. 45 feet is what Americold originally agreed to. 45 feet is what Phineas Sprague originally agreed to. 45 feet will still impact our neighborhood & our view, and that is the height which was on the books when many of us bought our properties and settled in this very special neighborhood.

Please say NO to 70 feet!

Respectfully yours,

Sara C. Miller

Snapdragon Sales, Inc.

Sara C. Miller

P.O. Box 147

Portland, ME. 04112

Tel: 207 772-3755

Fax: 866 481-3755

Cell: 207 939-3807

Email: sara@snapdragonreps.com

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Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: [\(207\) 874-8724](tel:(207)874-8724)
Cell: [\(207\) 553-0255](tel:(207)553-0255)



Jennifer Munson <jmy@portlandmaine.gov>

Fwd: Portland Planning Board meeting re: West Commercial Street

1 message

Tuck O'Brien <sgo@portlandmaine.gov>

Tue, Jan 3, 2017 at 2:45 PM

To: Jennifer Munson <jmy@portlandmaine.gov>

----- Forwarded message -----

From: **Sally Cody** <sally.cody@thorntonacademy.org>

Date: Tue, Jan 3, 2017 at 2:43 PM

Subject: Portland Planning Board meeting re: West Commercial Street

To: sgo@portlandmaine.govCc: JPJ@portlandmaine.gov, gmitche@portlandmaine.gov, WBN@portlandmaine.gov, sthibodeau@portlandmaine.gov

Members of the Portland Planning Board, et al.:

Please do NOT change the existing zoning which limits building heights to 45' on W. Commercial Street. We want to be able to continue to observe the renewed activity along W. Commercial Street and the Fore River. Our view has already been limited by previous construction.

Thank you,

Sara Anne Cody

78 Salem Street

Portland, ME 04102-3916

[207-773-6579](tel:207-773-6579)sally.cody@thorntonacademy.org

--

Tuck O'Brien

City Planning Director

Department of Planning and Urban Development

Office: [\(207\) 874-8724](tel:207-874-8724)Cell: [\(207\) 553-0255](tel:207-553-0255)

Commercial Street Zoning Issue

Mark Bessire <markhcb@gmail.com>

Jan 14, 2017 4:47 PM

Posted in group: **Planning Board**

Dear Planning Board of the City of Portland,

A few years ago the West End community worked with JB Brown to negotiate a deal together for a zoning change that worked for both parties. Today the city seems to have come to the community already having made the decision to change a zoning restriction that was not even requested. We feel strongly that the city is coming to the neighborhood because they have to - not because they want to work with us. This is the sad reason why Portlanders resort to referendum.

We support the development and growth of Portland but feel the city is giving up too much for too little return. The commercial street entrance to Portland is the last chance to have a gateway to the city that reflects our conservation efforts to keep Portland special. It is the city's amenities and culture that created our renaissance and we should not give up those qualities in favor of a zoning change that will forever destroy our last gateway. Hospitality and tourism is our fastest growing economic and jobs engine. Please do not change the zoning and jeopardize our success.

Please do not grant a full zoning change for the entire area under consideration creating a monolith of industrial buildings with no character that will hinder our true growth potential and not benefit the citizens and other businesses of Portland.

Thank you for your time and consideration of this matter.

Sincerely,

Mark and Aimée Bessire
314 Danforth Street
Portland, ME 04102





Posted January 16, 2017

Letter: Portland waterfront project 'a nonstarter'

In its winning bid to build a cold-storage warehouse in Portland, Americold Logistics promised “a showpiece facility ... (in) harmony with the local surroundings.”

But now Americold wants to erect the largest eyesore to ever call the city home: a box 68 feet tall, spanning almost three acres at the gateway to Portland’s waterfront.

You have to admire Americold’s chutzpah, proposing to build 55 percent higher than zoning allows on land it will lease, perhaps for close to nothing, from us Mainers. City staff wants to give Americold the bonus height with a zoning “text change.”

For Americold, it makes perfect sense to push the zoning envelope. After all, its cold-storage customers are focused on what’s inside the building. And its owners, led by the Los Angeles private equity firm of multi-billionaire Ron Burkle, are focused on profit.

Economic development is laudable, but City Hall is giving away the store to Burkle.

The problem with a 45-foot warehouse in Portland is not profitability, or sufficient size to serve the International Marine Terminal, but rather that Americold wants to shift trucked product from its Read Street warehouse to this site, which is zoned solely for port-related uses.

When chasing the holy grail of economic development in past decades, Portland has made judgment errors, often irreparable, that supporters considered faultless. This could happen today with Americold’s titanic warehouse. The Planning Board will be discussing the height increase Tuesday, Jan. 24, at City Hall. They should tell Americold the proposal is a nonstarter.

*Mark McCain
Portland*



Posted January 16, 2017

Letter: Portland waterfront zoning proposal is unfair

Americold's request to alter zoning restrictions on the western waterfront should plunge ripples of concern through all Portland property owners.

Property taxpayers rightfully expect established zoning standards to be maintained. If city officials advocate for zoning changes at the whim of every developer or project proposal we cease to have effective zoning. It is a paradigm of corrupt governance.

Suggesting neighbors are "rallying around their scenic view" is an overt attempt to mitigate the real concerns of property taxpayers. Zoning must be applied equally, regardless if the investor is local private developer or a corporation out of Atlanta, Georgia, backed by the Lepage administration.

Neighbors to the proposal are not anti-development. On the contrary, the neighborhood has long encouraged development of an area long fallow. Their common perspective and desire however is that their neighbors be held to the same standards to which they are held. It is the golden rule of building community.

Americold, by their own admission, found themselves unable to deliver on a contract without changing the zoning parameters. Instead of acknowledging their failure, they are asking neighbors to shoulder the burden. They are asking for the rules not to apply to them. It is difficult to imagine anything less neighborly.

*Gary Wagner
Portland*

Proposed development on Commercial St.

1 message

Aaron Bourassa <aaron@greatfallsinc.com>

Tue, Jan 17, 2017 at 6:00 PM

To: "planningboard@portlandmaine.gov" <planningboard@portlandmaine.gov>

Hello Portland Planning Dept.,

As a lifetime resident of South Portland I am concerned about the visual impact and the traffic created by the proposed zoning changes on the Portland's western waterfront.

Commercial street is an important part of the the vista and gateway not just for Portland, but South Portland as well. Changing the zoning to 70' to build large warehouses would create a waterfront zone that is out of scale with the surroundings and would stand in the way of Portland's connection to the water.

I am also concerned about the added traffic associated with trucks entering and exiting by the bridge. For these reasons I believe that it is important that the planning board contain the size and scale of any Americold facility to the minimum required by Eimskip, and under any condition, remain within the existing zoning restrictions of the western waterfront.

Aaron Bourassa
62 Sawyer St.
South Portland
Maine 04106

The Gateway to Our City

1 message

Hawkes, Alison <ahawkes@capeelizabethschools.org>
To: jmy@portlandmaine.gov

Tue, Jan 17, 2017 at 3:32 PM

I am writing in regards to a proposal to extend the Americold height limit in our lovely neighborhood and our great city, from 45' to 70'.

First of all, last year I voted against a referendum to limit growth on the waterfront. I do want to encourage business and growth. At the time of the referendum, I was even aware that there was a proposal to build in front of our neighborhood. Had I know then that there was a proposal to almost double the height of buildings on the waterfront (apparently just in front of our neighborhood), I would have voted differently and also encouraged others to do the same.

I have accepted the changes in front of our house. I have made peace with the bright lights which seem like they are better suited for a football field with a game in progress. I am ok with the "elephant" crane which is frequently going, even on Sundays. I am ok with the beeping of trucks backing up, and the noise of the train. I am all for Eimskip, as long as they are a good neighbor, and are creating jobs.

I am NOT ok with a huge building that does not meet requirements we would ask at any other place in Portland. It is NOT about losing a view for me. This building will be an eyesore for our entire city. People coming across the "Million Dollar" bridge will see a building which is inordinately disproportional to the rest of the city. People entering the city from Commercial St will be greeted by this monstrosity. The boatyard there now is a nice entry and is aesthetically pleasing. If the cold storage was at the 45' height and more architecturally appealing, I still would not like it but I would accept this as an investment into our city.

I am very upset that this plan has even gotten this far. The planning board does not seem to care about the laws that were made, about the appearance of our city, nor about the lovely neighborhood above the proposed facility. I love our city and live here for diversity. I am not, however, inclined to accept lower standards so that an out of state business can make a profit.

Alison Hawkes
17 Summer St

Under Maine's Freedom of Access law, documents - including e-mail - about school district business are classified as public records and may be subject to disclosure.



Open Minds and Open Doors

Waterfront Port Development Zone text amendments

1 message

'peter green' via Planning Board <planningboard@portlandmaine.gov>

Wed, Jan 18, 2017 at 11:30 AM

Reply-To: peter green <plgmaine@yahoo.com>

To: "planningboard@portlandmaine.gov" <planningboard@portlandmaine.gov>

January

18, 2017

To the Portland Planning Board:

I live in close proximity to the proposed Americold building and where zoning changes are proposed. If these changes are approved, unlike many of my neighbors, my current "view" will not be changed. However, their "view" and the "view" of the tens of thousands of people who daily drive by on Commercial St. will be like a solid punch in the eyes similar to the punch delivered by the Portland House on the Eastern Prom with its outrageous bulk and height.

Portland should not approve yet another architectural eyesore, residential or commercial.

I offer three remedies.

First, keep the reasonable height limit of 45' or raise it no higher than an absolute maximum of 55'.

Second, somehow require the building to avoid being a monolithic intrusion. Perhaps have it pass an architectural review by the Portland Architects Association.

Third, consider asking that rather than one monolithic building, Americold and Eimskip consider building two buildings which complement each other and have the same capacity.

I do have a pretty good “view” of Eimskip and the activity on Commercial St. and approve of and enjoy the the activity and development. Continued building is certainly necessary. However, worthy development must contribute positively to Portland in all directions, and not come at an irretrievable cost.

Thank you for your efforts,

Peter Green
Summer St.

Regarding Height allowance for Americold

Daniel Bushman <danielrbushman@gmail.com>

Jan 18, 2017 9:11 PM

Posted in group: **Planning Board**

To whom it may concern;

My partner and I recently moved to Portland so I suppose that makes us a part of the onslaught of new Mainers. I very much love living on the West End, and as a product of this large movement to make Portland home, a great generator of income for the city among other things, rent continues to rise. My partner and I are paying almost \$2 dollars per sq ft for our apartment. It is not glamorous, nor does it reside in a glamorous neighborhood. Though we are satisfied with this living space now, our satisfaction is primarily due to our view of the water. I am petitioning simply on behalf of fairness that if a building is constructed to block my view, then I would expect rent to be reduced to much more agreeable cost.

The question as I see it is: "Do we wish to maximize the value of our residential neighborhoods, or do we wish to maximize the value of our industrial zones?" The choice is not mine to make, but if I were on the board I would advocate for residential zoning being top priority. Case in point for those of us new Mainers hoping to stick around for a long while, build families and start businesses.

Sincerely,
Daniel Bushman

Waterfront Rezoning

1 message

Jeffrey Musk <jmusk82@gmail.com>

Thu, Jan 19, 2017 at 1:17 PM

To: planningboard@portlandmaine.gov

Dear Sir or Madam,

I am writing to express my strong support in favor of rezoning Portland's western waterfront zone to allow the construction of a cold storage facility in excess of the existing 45-foot height limitation. I believe that the benefits of increased maritime activity on Portland's historic waterfront far outweigh any adverse impact the construction of a facility with a height comparable to existing waterfront structures may have.

As a resident of the West End, I understand that homeowners with harbor facing properties may take issue with vistas being limited by new construction. I, however, feel that the potential economic impact of constructing and operating a modern warehouse facility, as well as the services provided by local businesses to vessels calling at the Port of Portland, must be taken into account.

The Port of Portland is one of Maine's three primary deep-water commercial ports. Allowing continued investment in Portland harbor helps our farmers, fishermen, and manufacturers by providing access to intermodal transportation solutions here in Maine while encouraging railway, truck and ocean carriers to move more freight into, and out of the state.

Having spent the early part of my career as a seafarer onboard cargo ships I have seen first-hand large scale commercial activity at modern ports around the world. I would like nothing more than for the Port of Portland to take every opportunity to participate in, and benefit from, global trade.

Jeffrey Musk

(Letter attached)

Mobile - (207) 239 9494

Mailing - Pine St., Portland, ME 04102



Waterfront Rezoning JAN 17.pdf

23K

January 19, 2017

Planning Board

City of Portland
389 Congress St., 4th Floor
Portland, ME 04101

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Having spent the early part of my career as a seafarer onboard cargo ships I have seen first-hand large scale commercial activity at modern ports around the world. I would like nothing more than for the Port of Portland to take every opportunity to participate in, and benefit from, global trade.

Jeffrey Musk

americold

Deb Keenan <debkeen2@cs.com>

Jan 21, 2017 12:14 PM

Posted in group: **Planning Board**

Dear Planning Board Member:

I've been keeping an eye on the potential development and rezoning of the far western waterfront for some time ... There doesn't seem to be a rezoning that the CITY or the Planning Board doesn't like or approved, these days. When the CITY or their surrogates don't follow the law or listen to "the people" the outcome is always the same ..lawsuits and referenda Having read the public comment I suspect this case will be no different. Lets cut to the chase and avoid all that...reject this rezoning request. Following the law is certainly possible. 45 feet is still pretty darned HIGH !!!

I understand that rezoning request have become second nature BUT the requests should be RARE and NOT the way of doing business in Portland. REZONING requests are asking permission to break the law. They should be approved RARELY and ONLY when there is NO IMPACT on others . They ARE a violation of LAW unless of course your perspective is from being a lawyer who has earned their living thru the development community helping developers negotiate and "maneuver local state and federal regulation"translation helping others break the law .

Laws are supposed to have meaning and be enforced... ZONING laws are no different than any other laws...We expect those charged with enforcing the laws to do so .THAT is your job. Your job as Planning Board members is to ensure that proposed development follows the EXISTING ZONING laws. This proposal does NOT. It is that simple ..Your job is to neither facilitate or obstruct development BUT TO objectively and without bias ensure ALL development follows the EXISTING ZONING law.

ZONING laws exist to provide certainty and to avoid the conflict of incompatible uses. ZONING laws, when respected, work .ZONING laws are intended to protect EVERYONE"s property right equitably. It provides a heads UP as to what is allowed to be built where.. It keeps people from being BLIND SIDED when they buy their most important investment ..their homes .. It gives developers a head up on what is allowed to be built where, BEFORE they make their greatest investment. ZONING provides LONG TERM certainty to all and is intended to do exactly that . NO ONE"s largest investment should be endangered or threatened willy nilly or on a whim. No one's investment should be more important then anyone else's investment.

The problem starts with a REZONING request .Most developers do due diligence BEFORE making a purchase. That is their job and responsibility. MOST developers are respectful of the law and their neighbors and follow the existing laws. Rezoning request should be RARE and should be RARELY approved.

Some developers think they and their project are special. Make no mistake about it : A rezoning request is a request to BREAK the law. They are asking you to do them a favor and to trump the law on others for them. They are asking you to give them permission to BREAK the law. BUT YOUR job is to ensure the zoning law is enforced not broken. YOUR job is to ensure development follows the EXISTING zoning law to protect EVERYONE"S property right equitably You are the Planning department not the economic development department . Your job is NOT

to promote growth or development BUT to ensure any development follows the EXISTING ZONING law with all the nit picky details...like HEIGHT . You are the law enforcer All those nit picky details are there for a reason TO hammer home the ideals of comp plan... those details are the MEAT on the bones of the vision..especially HEIGHT!!!

Do we really, as a community, want to replay FORE STREET ?? This height issue is NOT going away. The height limit is there for a reason ...we,as a community value, one of our greatest resources, our VIEWS.... for EVERYONE not just for those who can "afford it" AND we made that value LAW!! WE are an ocean community and we are connected to the ocean and her VIEWS.

This is a community in conflict .. It is a CONFLICT that is heightened by Planning Board decisions to allow SOME developers to TRUMP the law while other quietly follow it . It is giving preferential treatment to SOME developers ...with deep pockets who hire well connected lawyer,at the expense of ALL others ..

About 5 years ago the planing board was actively "packed" with those connected to the development community TO approve these HUGE rezoning requests already in the pipeline . The majority on the planning board STILL make their living thru the development community How can you possibly be objective in applying the zoning laws...when "growth" and development is your bread and butter? What we have... forgive me.... is a RIGGED system. We have a Planning Board purposely "packed" with development interest, run by a Planning department director connected to the development community, and a city manager connected to the developement community, How can you possibly BE objective? .

I'm sure you are all fine people . BUT how can you possibly leave all your training, and philosophy on life at the door .You are by nature and nurture and career choice innately biased and pro-development ... You were, perhaps even unknown to you, groomed and hand selected to be on the board TO APPROVE these rezoning , TO promote growth and development--- NOT to do your real job as Planning Board member to ensure development meet EXISTING zoning and enforce ZONING law. This is the most UNBALANCED and pro development Planning Board in decades. That needs to stop. We need and deserve a more balanced and neighborhood friendly planning board. You need to start representing US and more importantly the intent of the law. Sure good lawyers can successfully run circle around the loosey goosey comp plan language... BUT SHOULD they?

I lived close to this site for a decade. I've walked this land. I have seen Midnight toxic dumping on this land from my kitchen window , with a magnificent view . I saw 55 gal orange drums with skull and cross bone warning on them dumped in trenches dug on the land , waiting for more drums, to be buried there. I reported to the MDEP at the time ... This land was used for other toxic industries in the past coal gasification and hat making were two uses. There used to be something called "mad hatters disease" it affected workers in the plant ...it was caused by the toxins (I believe mercury) used to "tan' the leather used for the hats.. its a neurotoxin that affect the brain ..

I have a 10 page article written by the Casco Bay Estuary partnership called " The Dirty History of Portland Harbor " Basically they collected and tested samples of the harbor and then back tracked to find the sources of the pollutants on land... This piece of land as well FORE Street are noted in the article. Both pieces of land are highly toxic and SHOULD NOT be disturbed by construction because those now well buried toxins will be disturbed and cause harm. High level of lead and mercury were found "in the inner Fore River ", basically near this site. " the Portland Gas company on West Commercial ,for example yielded coal tars containing potentially carcinogenic polynuclear aromatic hydrocarbons (PAH's) "

There is a reason why some lands remain vacant, have never been developed, and never should be developed .It wasn't an oversight, to ignore " prime land" ... other developers quietly DID the due diligence and then walked away ... from a money pit ..not a money maker.

I urge you to set aside your personal biases, to follow and enforce existing zoning laws as charged by your duty , to protect EVERYONE's property rights and need for certainty equally ... to avoid yet another attempt at legislation thru referenda (or lawsuit). We need to stop doing the same thing over and over and over again

Americold can do what they need to do within 45 feet ..despite all the wringing of hands and their protests!!! Tell them to be a good neighbor and follow the rules like OTHER developers do!!! and stop approving rezonings!!

Public Comment for Jan 24, 2017 Meeting

Dana Hopkins <danahopkins91@gmail.com>

Jan 22, 2017 6:35 PM

Posted in group: **Planning Board**

Dear Public Planning Board,

As a citizen of the West End, and of Portland at large, I would like to formally give my support for keeping the current zoning restriction of 45' high buildings along the waterfront. I do not want to see that restriction increase to 70'.

While I understand that an important part of keeping the city viable is making it attractive to businesses, I also believe that you cannot have a city without happy citizens, and that an integral part of that happiness is the aesthetic beauty of an environment. Portland is quickly becoming a food and culture hub in New England, and part of what attracts new arrivals to the city as well as retains its loyal long time citizens is the astounding beauty of Portland's natural surroundings. I believe that there are more ecologically and aesthetically minded solutions to our industrial storage needs that simply raising the height that buildings can be.

I do not believe I can attend the meeting this Tuesday, but I would love to know more about how this and future matters involving urban planning develop. If you have a mailing list, please add danahopkins91@gmail.com to it.

Sincerely,
Dana

--

Dana Hopkins
C: 404-406-0652
danahopkins91@gmail.com

Western waterfront zone

1 message

chris d <bugnplow@gmail.com>
To: planningboard@portlandmaine.gov

Mon, Jan 23, 2017 at 11:53 AM

Please keep the height restriction at 45'. Allot of west end tax payers are very much opposed to changing the zoning. The sky line will be changed in a drastic way. The new ugly blue 4 plus story box on the corner or Briggs and Salem should give pause to what sun and views this monstrosity will block.

signed,

Chris Dazet

Kathleen Conway

68 Clark St.

Portland ME

Fwd: Americold development

1 message

William Needelman <wbn@portlandmaine.gov>

Mon, Jan 23, 2017 at 2:31 PM

To: "O'Brien, Stuart" <sgo@portlandmaine.gov>, Jennifer Munson <jmy@portlandmaine.gov>

Comments for posting. Thanks Bill
Bill Needelman
Waterfront Coordinator
Economic Development Department
City of Portland, Maine
389 Congress Street
Portland, Maine 04101-3509

(207) 874-8722 tel.
(207) 756-8258 fax.
wbn@portlandmaine.gov

----- Forwarded message -----

From: **Derek Pelletier** <dpellet@gmail.com>
Date: Mon, Jan 23, 2017 at 11:20 AM
Subject: Americold development
To: wbn@portlandmaine.gov

Good morning, Mr. Needelman:

My name is Derek Pelletier and I'm a homeowner in Portland - in the Deering Center neighborhood. I'm writing to express my support for the requested zoning change associated with the Americold facility on Commercial Street. This is an area that is (appropriately) zoned for industrial use and the proposed building is in scale with other infrastructure in the area. Portland has identified this area as the industrial port section of the waterfront and this development is entirely consistent with that plan.

Best regards,
Derek Pelletier



Jennifer Munson <jmy@portlandmaine.gov>

cold storage height restrictions

1 message

caitrona robinson <caitronarobinson0@gmail.com>

Mon, Jan 23, 2017 at 1:13 PM

To: Planningboard@portlandmaine.gov

Dear Sir or Madam,

My name is Caitriona Heavey, I live at 64, Clark street in the West End of Portland.

I am writing to you to ask you not to allow the plans for cold storage to exceed 45 feet high .

Thank you !

Caitriona Heavey

Google Groups

Zoning change request for Commercial St. Riverfront

Meredith Watson Pistole <merecats22@yahoo.com>

Jan 23, 2017 3:36 PM

Posted in group: **Planning Board**

Ladies and gentlemen of the Portland Planning Board;

I am writing of the requested zone change by the owner of the Portland Cold Storage Co. The current zoning is 45'. The request to be at 70' is unneeded. When first announced we were told that the building would be within current zoning. She said that no more space was needed. While we, the residents of Danforth St., School St, Briggs St., Clark St., Salem St., and Summer St., understand and accept the needs of a Working Waterfront, we respectfully request that you keep the building at 45'. If it is changed to 70' not only will it completely obliterate our River Views but it will change the flow of air to our neighborhood and that of the current businesses of Commercial St. I should mention the depreciation of real estate for this part of the West End.

Again, I ask you to keep the height zone at 45'. Thank you,

M.Watson-Pistole

48 Salem Street, 04102

(207 332 7783)

Sent from my iPhone

Cold Storage Warehouse on Waterfront

W. John Funk <funk@gcglaw.com>

Jan 23, 2017 3:45 PM

Posted in group: **Planning Board**

To the Planning Board – My wife, Deborah Chase, and I own a house at 4 Orchard Street in Portland. We have recently learned about the above-referenced proposal and are opposed to its approval by the Planning Board. Its 70' height and 3 acre footprint would be devastating to properties in its vicinity, not only blocking their view of the water, but marring the appearance of Portland with such a gigantic structure. The adverse impact would be wide spread over many neighborhoods and at the ground level would oppressively large. Surely Portland can do better than this. We understand that city planners want to expand the commercial capabilities of Portland's port, but please don't approve this project as presently configured. My wife will attend the meeting tomorrow to seek more information.

W. John Funk

Gallagher, Callahan & Gartrell, P.C.

214 North Main Street

Concord, New Hampshire 03301

603 545-3607 (o)

603 496-6735 (c)

603 226-3334 (f)

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WPDZ Workshop Comment

1 message

Mark Johnson <MJohnson@smrtinc.com>

Tue, Jan 24, 2017 at 11:53 AM

To: "planningboard@portlandmaine.gov" <planningboard@portlandmaine.gov>

Cc: "Carole Merrill (carolemerrill@icloud.com)" <carolemerrill@icloud.com>

Greetings,

On behalf of the Portland Society for Architecture, the attached pdf is hereby submitted as public comment concerning the WPDZ Text Amendment Application being considered by the Board at today's Workshop. A representative from PSA will also publicly read this into the record and bring printed copies for distribution.

Thanks,

Mark G. Johnson ASLA, CLARB, LEED AP

Senior Landscape Architect

Maine Licensed Landscape Architect

SMRT Architects and Engineers

p: 877.700.7678

d: 207.321.3858

smrtinc.com



PSA Member Waterfront Development Zone 1-24-17.pdf

365K



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Portland Society for Architecture

PO BOX 5321
Portland, Maine 04101
www.portlandarchitects.org

Date: January 24, 2017 – DRAFT (MGJ)

To: Chair Boepple and Members of the Planning Board

From: Portland Society for Architecture

Re: Proposed Waterfront Port Development Zone (WPDZ) Text Amendment

The Portland Society for Architecture (PSA) supports the text amendment proposed for the WPDZ, and believes that its successful implementation relies on sensitive site and building design, and its aesthetic treatment and integration into the significant West Commercial Street entryway to the heart of the Old Port.

The western waterfront historically has been the site of intensive transportation and industrial activity, with reliance on the generous channel depths and ease of navigation that this area of the waterfront affords. This has been reinforced by the "Waterfront Alliance Recommendations to the City of Portland, 1992", the Cargo and Passenger Study (ca. 1998), and other city initiatives. The face and character of the area has changed over time from highly industrial and relatively "dirty" uses, to abandonment, to an emerging, and comparatively "cleaner" cargo handling zone. The area's unique location and the confluence of infrastructure and waterfront make it invaluable to the Portland and Maine economies.

The proposed text amendment begins to ensure successful redevelopment of the WPDZ by:

- Conditionally allowing heights up to a conservative maximum of 75 feet, allowing more efficient land use consistent with similarly scaled urban waterfronts; and
- Preventing the possibility of a continuous view-blocking wall of buildings by defining maximum building length, space required between buildings, and establishing view corridors; and
- Emphasizing quality of new design through consideration of scale and articulation of new elements, screening, and visual impact.

The PSA proposes that appropriate design and aesthetic integration of the WPDZ into the city fabric will further be accomplished by:

- Thoughtfully integrating the use of color and materials with massing and articulation, creating built elements that are functional and visually interesting; and
- Acknowledging and anticipating the effects of climate change and sea level rise to create long-lasting port facility infrastructure; and
- While maintaining efficient facility functions, minimize new paving and incorporate low-impact-development (LID) stormwater treatment strategies and native plantings to the greatest extent practicable to benefit and improve the urban and riverine environment; and
- Continuing improvement of the West Commercial Street edge, creating a critical foreground streetscape that unifies and enhances the visual experience of this important entry corridor to the city, and setting the tone for future landside development; and
- Providing safe opportunities for public waterfront access and interpretation of historic and current uses to the extent possible without unreasonably adversely affecting intended functions.

Through consideration of the above, the WPDZ can become a valued and aesthetically integrated component of Portland's urban fabric.



MARPRO ASSOCIATES INTERNATIONAL

11 Katahdin Road, Cape Elizabeth, Maine 04107 USA

207-741-7000

marproassociatesintl@gmail.com

23 January 2017

Portland City Planning Board
c/o William Needleman
City of Portland Planning Department
City Hall,
389 Congress Street
Portland, Maine 04101

Dear Members of the Planning Board:

In the last nine years since leaving the City of Portland as your Director of Ports and Transportation, I have been a consultant providing port development planning services to more than 55 port clients throughout North America. As an educator engaged in senior port executive management training for a non-profit industry association as well as training to the Canadian and U.S. Military on transportation and logistics, I have had the opportunity to view the big picture regarding international commerce and trade.

Portland has been fortunate to attract an international and trans-Atlantic ocean carrier to its port. Eimskip has provided a well-needed and essential service to Maine shippers and the general public. The transportation of imported and exported products has a direct impact on consumer pricing, competitive services and truck traffic, the latter affecting roads and our taxes. According to the US Department of Transportation, water-based services provide the lowest cost of transporting cargo and have the lowest impact on climate change. New England and Atlantic Canada ports are striving to reach the point that Portland has already achieved in obtaining trans-Atlantic service and newly expanded rail.

Several significant East Coast ports are investing in perishable cargo facilities. The demand for import and exported cold storage and frozen commodities is increasing significantly. A great deal of this cargo is now being handled in temperature controlled containers, a mainstay for Eimskip operations. The handling of perishable cargo bound to and from Europe, will continue to grow, according to a recent study in which I was involved. Major ocean carriers are investing in expanded capacity for shipping refrigerated cargo, particularly related to seafood products and agricultural commodities, critical to the economy of Maine.

Operations in the handling of these commodities have changed significantly over the last 30 years. Ground equipment is bigger, requiring enlarged facilities and higher ceilings. It is rare to find a facility that has low overheads or small doors, and those that currently exist are either being demolished or modified at great cost. The building of new facilities in consideration of the long term is critical to the success of the operating company as well as those who depend on those services.

Portland is no longer just a small port that services just its local economy. It is now a regional port coupled with ports in Atlantic Canada, Iceland, Europe and Asia. Cargo handling and its associated services are critical to the port's ability to remain viable and competitive. The City can be limited at times in addressing port requirements. It was for this reason that the citizens of Portland came together in the 1990's to plan their limited waterfront and ensure that all interested parties had an opportunity to be successful. Waterfront zoning was effective in allowing the City to rationalize its facilities during my tenure as your Port Director. The building of the Ocean Gateway terminal at the east end of our short waterfront allowed us to open the International Marine Terminal exclusively to expanded cargo opportunities. Those efforts have been enhanced by the Maine Port Authority. The west end was always intended to be industrial and supportive of port activities and recent development has continued to reinforce that vision.

When height limitations were put into effect, I do not believe that it took into account how new port technologies would affect infrastructure. Larger footprint and higher buildings are the norm in most ports where modern facilities are being developed. While there is always a concern about how the industrial character of our waterfront appears, many of the existing buildings, such as the Gulf of Maine Research Center, have sought variations to a standard that was put into place that tried to anticipate the future in regard to building heights.

Portland's industrial waterfront has a very limited footprint. Through zoning, it has been clustered in what was an underutilized location that has now begun a process of growth and success. Expandability is one of the key issues which limit port success. In Portland's case, vertical development is a crucial factor in meeting expansion needs and the ability to accommodate modern cargo handling and storage technology.

Every new project I had been involved in always considered architecture and views. I am sure that process will continue that process and reach a reasonable conclusion. City planners must consider the visual impact, of course. But planners must also consider the project's impact on Portland's ability to effectively compete in international trade to the benefit of all of our citizens. It is imperative that all opinions be taken into account but certainly the critical importance of this facility to the continued viability of the current ocean carrier service and good paying; steady waterfront employment cannot be underestimated.

I encourage the Planning Board to approve the height variance which will allow Americold to build a facility that meets state-of-the-art requirements. This will not only support the increase of activity in the Port, but also provide increased employment, tax revenue and opportunities that support our current common carriers and the expansion of our maritime activities in the State of Maine.

Sincerely,

Capt. Jeffrey W. Monroe

Capt. Jeffrey Monroe, MM, AMPE
Senior Port and Maritime Consultant

Google Groups

Re: application for WPDZ zoning change

Joyce Walworth <joycewalworth@gmail.com>

Jan 23, 2017 4:49 PM

Posted in group: **Planning Board**

January 23, 2017

City of Portland Planning Board
Beth Boepple, Chair
389 Congress Street
Portland, Maine

Dear Ms. Boepple and members of the Planning Board:

I do not live on Portland's West End, but I think the proposed 70-foot Americold warehouse is bad for Portland and not necessary for a vibrant port facility. Residents of this city want a working waterfront, not an obliterated waterfront.

We as taxpayers have spent millions of dollars to upgrade the International Marine Terminal because we want to expand cargo that moves in and out of Portland by water. Unless it's directly related to the IMT's central mission of waterborne shipping, we don't want to increase congestion on Commercial Street with more tractor-trailer traffic. Already this is happening at the IMT, despite zoning that restricts uses to those "dependent upon deep water and which contribute to port activity."

As one example, as many as 130 tractor trailers of Poland Spring water pull into the terminal every week for transfer at the rail siding. Rail transportation is a great thing, but this is a marine terminal in a congested urban location. Its function, like the zoning says, should be restricted to port activities.

I am distressed at the enormous amount of time this poorly conceived proposal has wasted -- by city staff paid by our tax dollars, by the Planning Board already buried with more pressing work, and by residents trying to play catch-up after this zoning bonus was developed behind closed doors.

I respectfully ask that you vote against the application for a WPDZ zoning change.

Joyce Walworth
135 Sheridan St (Unit 203)
Portland, ME 04101

Ryan D. Zachar
88 Skylark Rd.
Portland, ME 04103

January 23, 2017

City of Portland Planning Board
289 Congress St
4th Floor
Portland, ME 04101

Dear Chair Boepple and Members of the Portland Planning Board,

I am writing in support of the text amendments to the Waterfront Port Development Zone (WPDZ) allowing conditional use of taller building heights in Portland's waterfront zones. I have had the opportunity to read the proposals for the Americold cold storage warehouse to be placed at the International Marine Terminal as well as the concerns of area residents. Notwithstanding these concerns I encourage the planning board to support allowing the construction of buildings in excess of the current 45' restriction based on their economic merit.

Continued development of the Port of Portland is critical to maintain a working waterfront; a delicate balance of residential and commercial interest the city has rightfully strived to achieve. Nevertheless in order for development to continue is must be economically viable for the developer. Constructing a cold storage warehouse is a large capital investment, and the unique aspects of the property appear to give justification to the building height requested. I was impressed with the height studies done to illustrate the effect of the height and footprint. The renderings prepared by the facilities developer were also helpful. From these renderings it appears the building would blend in with its neighbors, the Portland Yacht Services shed and Casco Bay Bridge. The obstructions also seem to be relatively limited to only a small part of the western waterfront zone, and likely would still exists even if the building was limited to 45'.

In summary, I appreciate the due diligence that city employees, the Planning Board and members of industry have conducted to research costs and benefits of increased building heights in the WPDZ. Please continue to support these economically sound proposals appropriately.

Sincerely,

Ryan D. Zachar



Jennifer Munson <jmy@portlandmaine.gov>

Planning Board Workshop 01/24

1 message

Christopher Hughes <crshughes89@gmail.com>

Mon, Jan 23, 2017 at 6:32 PM

To: planningboard@portlandmaine.gov

Hello,

My name is Christopher Hughes. I am a resident of Portland at 42 Salem St. It is of my opinion that 45' is high enough for a cold storage facility on our waterfront. Please deny an adjustment to 70'. That would be great.

Thanks

Christopher Hughes

Fwd: Economic Development & Americold Postponement Request

1 message

Rosanne Graef <rgraef@zwi.net>

Wed, Feb 1, 2017 at 1:33 PM

To: Jennifer Munson <jmy@portlandmaine.gov>

Hi - Here's my letter from 12/10/16. - Rosanne

Begin forwarded message:

From: Rosanne Graef <rgraef@zwi.net>

Subject: Economic Development & Americold Postponement Request

Date: December 10, 2016 at 11:40:48 AM EST

To: Tuck O'Brien <sgo@portlandmaine.gov>

Cc: Ethan Strimling <estrimling@portlandmaine.gov>, Spencer Thibodeau <sthibodeau@portlandmaine.gov>, Jason Shedlock <jshedlock@portlandmaine.gov>, Jo Coyne <jocoyne@zwi.net>, walworth <walworthmccain@maine.rr.com>, Constance Bloomfield <cbloomfi@maine.rr.com>, Anne Pringle <oldmayor@maine.rr.com>, Pamela Shaw <pskhmail@gmail.com>, Pete Thaxter <sthaxter@curtisthaxter.com>, Ian Jacob <iancasperjacob@gmail.com>, Sonia Robertson <robertsonsonia@hotmail.com>, steve graef <stevegraef@hotmail.com>

Dear Mr. O'Brien -

I, along with several others copied on this message, submitted comments to the Planning Board this past week in anticipation of their December 13 workshop on the Economic Development Department's proposed WPDZ zoning text changes that would accommodate the increased height Americold is requesting for its cold storage facility on West Commercial Street. Late Friday afternoon we all received notices that EDD and Americold had requested that their request be tabled and scheduled again for a PB meeting in January.

My question is, what has happened to our submissions? Shortly after I e-mailed my letter, I got 2-3 e-mails from City staff requesting that I resend some photos that did not go through and Jennifer Munson said that she was making copies for the PB members' packets. However, any submissions concerning this project did not appear in the packet released on Friday, only the tabling request stating, **"The applicants and proponents of the amendments request additional time to better document and illustrate design concepts that reflect the exciting potential of Portland's International Marine Terminal and the working waterfront. We additionally request a place on a Planning Board agenda in the month of January to keep potential development options on track."** Have the Planning Board members actually received copies of our submissions or are staff holding them back to help them rebut and poo-poo our concerns simultaneously with delivering the packets?

If it is the case that the letters have not been delivered as scheduled in advance of the planned December 13th workshop, this is evidence of favoritism being shown by the EDD toward pushing through the proposed changes and the low regard in which the residents of the neighborhood are held and I request that the submissions be delivered to the PB members as soon as possible.

If, however, the packet has been delivered to the PB members, I request that the contents of it be made available to the public immediately so that we may have the same consideration in preparing for the January meeting with the Planning Board.

Sincerely,

**Rosanne Graef
30A Salem St.**

Cold Storage Warehouse

1 message

Clare Mohs <ClareAMohs@hotmail.com>

Tue, Jan 24, 2017 at 1:35 PM

To: "planningboard@portlandmaine.gov" <planningboard@portlandmaine.gov>

Bait and switch. Cold storage is a good and necessary thing for the waterfront. Winning a bid knowing the height allowed and then coming back to try to bully a change. That behavior is as much of a blight as the oversize box which will be a constant reminder.

TO: Chair Boepple and Members of the Portland Planning Board
FROM: Carol L. Kelly, 15 Briggs Street, Portland, ME 04102
RE: Proposed Amendment to the Waterfront Port Development Zone
DATE: January 24, 2017

Thank you, Chair Boepple and Members of the Planning Board. I would like to offer a counter-balancing economic perspective – an alternative to the outdated “give them anything they want” approach that is before you in the proposed amendment to the Waterfront Port Development Zone.

I’ll start by pointing out an obvious truth: it’s 2017 and yes, business is good here. We are enjoying a stronger economy in Portland and the evidence is everywhere you look. I’ve lived in Portland since 1982, was in the construction trades for 15 of those years, and I’ve never seen so much commercial development. Portland is the vibrant, exciting small city I’ve always known it to be, which even a few years ago wasn’t always so obvious to the naked eye.

So, with bidding wars for land and fast-tracked construction projects all over the peninsula, why are we acting so desperate to meet one company’s wish list? The proposed amendment simply doesn’t reflect the current environment – we are setting our negotiating sights low when we are actually in an era of unprecedented leverage. Let’s be smart with our natural resources and not give up a valuable community asset – our physical and visual connection to the water - in order to achieve our planning objectives.

Our West End Waterfront neighborhood is not filled with luxury homes. And it has been slower to respond to the strengthening economy, but it is finally happening. One of my neighbors has a new building going up on Briggs Street and I have purchased and renovated the two-family home next door, which includes one unit designated for folks on General Assistance and one market rate, but affordable unit. Between the two of us, we have invested over \$1 million just on the one block of Briggs Street and I can count at least another half dozen renovations that happened around the neighborhood this past year.

I can also point to at least a dozen empty lots in our neighborhood. In fact, I own four of them, and each parcel could be used for infill housing, which has been my long-term intent. The West End Waterfront neighborhood might well have some of the greatest capacity for new housing embedded in an existing neighborhood on the entire peninsula.

So let’s do some quick math. Twelve infill parcels with three 2-bedroom units per parcel at a very conservative \$250,000 value per unit... that’s \$9 million added to the city’s property tax rolls and 36 new units of housing for at least 72 residents.

I would propose that without some common-sense height limits that protect water views from the upper floors, parcel owners like myself are going to be far less likely to take on these construction projects in a neighborhood that could still go either way in terms of development. So, while the city is potentially bending over backwards to help one company change the rules after winning the bid, you are also putting millions of dollars in potential property value and dozens of new affordable housing units in jeopardy.

Which approach takes the long view? Which approach shows that we value our natural resources, which includes our water views, and understand their value to our economy? Which approach shows that Portland is not a place where sweetheart deals get cut at City Hall, and that our leaders are committed to enforcing the same fair rules for everyone – residents and businesses alike?

What's before you is an incomplete analysis. As you deliberate, please consider these opportunity costs – economic, aesthetic, and that of a good government that is a fair broker and steadfast steward of our natural resources.

Thank you.

Sonia Robertson 1-24-17

This discussion and analysis of the future of Portland's working waterfront provides an opportunity for current decision making to reflect upon past history. It is an opportunity not be squandered.

Not so long ago it was determined there was a need to move traffic rapidly and efficiently from one side of the peninsula to the other. Thus the Franklin Street Arterial was born with the loss of one thousand houses and an entire neighborhood to say nothing of the fractured families and disrupted lives. Today the Franklin Street Arterial is viewed as too wide, too out of scale and too obviously visually and physically disruptive to the area. Meetings were held, money was spent and plans drawn up to recreate a "neighborhood" feel by constructing buildings on the edge of the arterial. So today we are trying to replace what we destroyed by over building the Arterial in the first place.

Today there is a need for cold storage warehousing. At 75' this warehouse is the building equivalent of the Franklin Street Arterial. It is too big, too out of scale and too disruptive to the visual gateway to Portland. Rather than try to scale it back like the Arterial after the fact, build it correctly now. Proposals were submitted for a 45' facility. While there is time, revisit those proposals and approve a building that is in scale with the location and meets the current zoning requirements.

When the Holiday Inn proposed building the first new hotel in Portland in decades one of their demands was that Spring Street be widened, be divided by concrete barriers and be extended to their front door. The result ? Another street that was too wide, too out of scale and too divisive for its location. More money was spent after the fact to reduce the negative impact of Spring Street by removing the barriers and reducing the traffic lanes.

Americold has made similar demands that the City approve a building that is too large, too out of scale and too disruptive to the area. There will not be any remedial action available to ameliorate the massive intrusion this building will be on the waterfront. If it is built there it will stand for generations a hulking bulk on the banks of the Fore River forever asking the question : "Who let this happen?"

You are responsible for the future of this site. Do not permit a third project to be constructed that is too big, too out of scale and too visually disruptive. Take the time to examine building alternatives so that cold storage works for the waterfront as well as for the entire City.

WPDZ - PROPOSED REZONING – PLANNING BOARD WORKSHOP 1.24.17

MY NAME IS ANNE PRINGLE AND I AM SPEAKING ON BEHALF OF THE WPNA.

FIRST, PLEASE UNDERSTAND THAT WE ARE WELL AWARE THAT OUR NEIGHBORHOOD IS BORDERED BY TWO INDUSTRIAL ZONES. APPROPRIATELY, CITY POLICY HAS LONG BEEN TO STRIKE THE RIGHT BALANCE BETWEEN ABUTTING USES. WHILE “FLEXIBILITY” IS SOUGHT FOR PORT DEVELOPMENT, THIS MUST BE BALANCED AGAINST PREDICTABILITY AND IMPACT ON RESIDENTS WHO HAVE MADE SIGNIFICANT INVESTMENTS BASED ON EXISTING ZONING.

SECOND, PLEASE ALSO KNOW THAT WE DO NOT OPPOSE A COLD STORAGE FACILITY. IN FACT, WE ARE VERY SUPPORTIVE OF THE EIMSKIP CONTAINER OPERATION AND WANT TO SEE IT GROW TO SERVE MORE MAINE BUSINESSES. A COLD STORAGE FACILITY IS CRITICAL TO EIMSKIP’S SUCCESS.

THAT SAID, THE STATED PURPOSE OF THE ZONE AND FACILITY IS TO SUPPORT WATERBORNE COMMERCE. AS SUCH, ITS SIZE SHOULD BE DIRECTLY CORRELATED TO WHAT IS **DEMONSTRATED** AS EIMSKIP’S NEEDS, NOT AMERICOLD’S BUSINESS PLAN.

SO THE KEY QUESTION IS **WHAT SIZE FACILITY DOES EIMSKIP REALLY NEED**? I UNDERSTAND THAT THE FOOTPRINT AND HEIGHT OF THE BUILDING IS A FUNCTION OF THE NUMBER OF PALLETS TO BE HANDLED AND THE LAND AVAILABLE. SO THE BASIC QUESTIONS, WHICH SHOULD BE ABLE TO BE EASILY ANSWERED, ARE: HOW MANY PALLETS IS EIMSKIP CURRENTLY HANDLING? WHAT IS THE PROJECTION OF HOW MANY WILL BE HANDLED IN TEN YEARS? THE ANSWERS TO THESE QUESTIONS WILL ALLOW US TO DETERMINE HOW LARGE A FACILITY

EIMSKIP **NEEDS** TO SUPPORT ITS WATERBORNE COMMERCE. THE PROPOSED BUILDING IS DESIGNED TO HANDLE 15,800 PALLETS. WHERE DID THIS NUMBER COME FROM? HOW IS IT RELATED TO EIMSKIP'S NEEDS?

JUST LAST WEEK, I LEARNED THAT CITY STAFF, IN THE DRAFT COMP PLAN, IS PROMOTING A STRATEGY TO "FACILITATE THE DEVELOPMENT OF THE WESTERN WATERFRONT AS A 21ST CENTURY LOGISTICS HUB".

WHAT DOES THIS MEAN? IS THE INTENT TH AT OUR LIMITED DEEP WATER LAND BE USED FOR NON-MARINE WAREHOUSING, WHICH COULD AND SHOULD BE LOCATED ELSEWHERE? DOES THIS LANGUAGE SUPPPORT AMERCOLD'S DESIRE FOR A LARGE "STATE-OF-THE-ART" COLD STORAGE FACILITY THAT COULD HANDLE NON-MARINE COMMERCE, INCLUDING FROM OUT-OF-STATE, AWAITING TRANS-SHIPMENT VIA TRUCK OR RAIL, NOT SHIP?

THE CURRENT LANGUAGE ALLOWS "INTERMODAL TRANSPORTATION FACILITIES **PRINCIPALLY FOR VESSELS WITH REGULARLY SCHEDULED DESTINATION SERVICES** OR FOR RAILROAD TRANSPORTATION SERVICES." I EMPHASIZE - "**PRINCIPALLY FOR VESSELS WITH REGULARLY SCHEDULED DESTINATION SERVICES**".

THESE TWO QUESTIONS – WHAT DOES EIMSKIP TRULY NEED FOR COLD STORAGE AND IS THE INTENT FOR A LOGISTICS HUB ON THE WESTERN WATERFRONT TO SERVE NON-MARINE COMMERCE – NEED TO BE ANSWERED BEFORE ANY CONSIDERATION IS GIVEN TO CHANGING THE EXISTING HEIGHT LIMITATION.

FINALLY, CONSIDERATION OF ANY CHANGE TO THE REST OF THE ZONE SHOULD BE DELAYED UNTIL IMAGES OF THE PROPOSED IMPACT OF THE

PROPOSED CONDITIONAL ZONING STANDARDS IS MODELED. MUCH OF THE FOCUS HAS BEEN ON THE COLD STORAGE FACILITY, BUT THE IMPACT OF THE PROPOSED CHANGES ON THE REST OF THE WESTERN WATERFRONT COULD BE EVEN MORE SIGNIFICANT. LET'S TAKE THE TIME TO STRIKE THE RIGHT BALANCE...

THIS COMMUNITY SPENT 18 MONTHS DEVELOPING A HEIGHT AND MASSING REGIME FOR BAYSIDE. SHOULDN'T WE SPEND A LITTLE MORE TIME DEVELOPING A CAREFULLY-CRAFTED BALANCE FOR THIS VERY IMPORTANT GATEWAY TO THE CITY?...

THANK YOU FOR YOUR CAREFUL CONSIDERATION OF THESE COMMENTS.

RE: Amended Project and Proposed Zoning Changes

Dear Chair Boepple and Members of the Planning Board:

I am writing regarding Americold's request to change the height restriction in the present zoning ordinance from 45' to 70'. I am a lifelong resident of Portland, mostly on the West End, and over the years I have been actively involved in City governance having been Chair of the Historic Preservation Board and a member of the Charter Commission.

When this project first came to my attention last fall, the City and the developer Americold, in seeking to increase the height restriction from 45' to 70', were trying to create the impression that the existing 45' height limitation in the Waterfront Port Development Zone was merely a remnant of earlier zoning and little thought had been put into setting this height limitation. That is clearly not the case as the 1989 Portland Maine Downton Height Study confirms.

The 1989 Downtown Height Study is a thorough and thoughtful piece addressing directly the issues and process that the Board will be addressing with respect to the requested change for the Americold development.

The report is lengthy, so below I will quote the pertinent language and pages of the report which demonstrate why this Board should not increase the height from the present 45 foot limit.

Page 1 - "How tall is too tall? What building heights and forms create a good skyline? What does it mean for a building to be in scale with its surroundings? What views are important? These are some of the basic questions which have prompted this study of building heights on the Portland peninsula."

- "Building heights have been a focus of much debate in deciding the appropriateness of new buildings in downtown Portland."

- "But building height must be viewed in combination of other factors that also influence whether a new structure seems to fit with its surroundings; and how height is interpreted is largely dependent on the context. A one hundred foot building can appear to be the right height among other buildings of similar dimensions, but it would overwhelm surroundings if they were twenty-five foot buildings."

- "The overriding purpose of this study is to recommend policies that will ensure that new buildings are compatible with the existing fabric of Portland."

Page 2 - "That envelope itself has come under increasing criticism as well, on the grounds that it is resulting in harsh streets, often devoid of sunlight, and that is

insensitive to such factors as important views to the harbor and surroundings. In coping with the proposals which have been made, the City has been forced to consider each proposal for a height variance in isolation, an approach which this study seeks to obviate by outlining a set of consistent standards.”

- “Contextual Relationship – Each element of the city, whether building or landscape, is seen beside its immediate neighbors and against the backdrop of the city as a whole. Likeness is judged through comparisons which include scale, color, height, massing, use, and materials.”

Page 4 - “While buildings in Downton Portland vary considerably in height, the most cohesive areas tend to have one of three typical maximum heights: 45-foot heights in the residential ends of the peninsula and the wharf area;...”

Page 18 - “Case by base review of projects without standards is both unfair and inefficient. While large projects are currently reviewed under site plan review provisions, the absence of clear standards related to the visual environment makes the process frustrating to developers, public officials and the general public. Frequently projects are too far advanced to be changed in substantial ways when they reach the review stage”

- “Simply raising height limits is an inadequate response: other changes to regulations are needed to encourage development which is in keeping with the current character of Downtown Portland.”

Page 21 - “The waterfront should remain at a height limit of 45 feet. This includes the area to the harbor side of Commercial Street. The current provision for height exemptions should be eliminated.”

Page 31 - “Portland has important links to the water. It was founded as a port city, and maintains an active harbor. View corridors to the harbor help recall the city’s history, and re-assert the contemporary presence of the harbor. Views can be to the opposite shoreline, middle of the water basin, or to the near shore, but in each case they offer a glimpse of the water and occasionally of passing boats. View corridors frequently extend across private property and in these areas, the heights of structures must be limited so as to avoid blocking the object of attention.”

I hope in view of this report you will retain the 45’ height limit and avoid a structure that will dominate the entrance to Portland and would be referenced historically as the mistake that should never be repeated.

Sincerely,
Sidney St. F. Thaxter

My name is Rosanne Graef and I live at 30 Salem Street.

As neighbors, by and large, we are not opposed to Eimskip, Americold, the IMT, Portland Yacht Services or the extension of the train. We are not opposed to a cold storage facility. What we are opposed to is granting an increase in the allowed height from 45' to 70 or 75'.

The proposed facility will not be just for marine-related activity, much of the traffic will be in goods that are transported by truck and train only and that never go on or come off a ship. Why does an oversized storage facility for such goods need to be built here on the shoreline which has a naturally restricted geography and a densely populated residential area close by? Why can't a cold storage building conforming to the present zoning language be built here on the waterfront, complemented by an additional, larger cold and dry storage facility at a more suitable spot inland?

If this zoning change is made and this massive building is built, it is something we are going to be stuck with for decades. It will be an eyesore from every angle, much in the same way the grain elevators at the other end of Commercial Street eventually were. At the time those were erected, they were the best solution for the purpose, this behemoth being considered now is not.

In the early 1970s I lived at the corner of York and Clark Streets, at that time considered to be part of a blighted

neighborhood within the boundaries of the Model Cities program. Many of the houses and apartments were definitely on the downhill slide due to economic conditions that led to neglect and deterioration. Since that time a lot has changed in this neighborhood, and over the past 45 years many people have bought, built and upgraded homes in the area, investing millions of dollars as well as untold hours of time and effort in making this pleasant, diverse and friendly neighborhood a valuable asset in Portland's West End.

I urge you not to change the current zoning language in response to the threat of "change it or nothing will be built." There are other ways of accomplishing this mission of bringing this sort of economic activity to Portland and to Maine that do not necessitate degrading the beauty and appeal of this part of the peninsula. The alternatives may cost more and may not be as easy, convenient and lucrative for Americold and its investors, but there's much more to consider here than just money: things such as trust, compromise and playing by the rules.

I have copies of a table of assessed values and property taxes for the residences in the neighborhood that I submitted as public comment. However, when I looked at the packet, this table appeared truncated and I wanted to ensure that members of the board have the entire document.

Thank you for this opportunity to speak.

My name is Jo Coyne and I live at 36 Salem Street. I would like to speak first about West Commercial, a street that is an integral part of my neighborhood.

We have heard next to nothing about how the City plans to deal with additional traffic if Americold is allowed to build a 3-acre, 75' warehouse. Truck traffic already has increased with Aimskip and that trend will continue even if an appropriately-sized cold-storage facility for maritime commerce is built. But a huge warehouse for cold and dry product of all types and eventually, perhaps, additional warehouses servicing a multimodal logistics hub? What are EDD's plans for the street and the traffic?

The recent *West Commercial Street Multi-Modal Corridor Study* follows the 2010 *West Commercial Street Trail Study*. Both offer proposals for enhancing safe pedestrian and cycling opportunities as traffic increases by creating shared-use paths and by improving sidewalks and street crossings. How wonderful it would be to have a waterfront that residents and visitors can really enjoy!

Is this even possible if trucking access to a logistics hub becomes West Commercial's primary function? Will commuters who now use the I-295 connector and West Commercial return to peninsula streets? The study states that business owners in the Central Waterfront do not favor bicycle paths because of the already high level of congestion. Instead of a logistics hub, perhaps the City should be looking to create more vibrancy on West Commercial by helping to relocate some of the downtown Commercial Street activities. Portland's waterfront is limited. Let's give folks reason to explore its entire length.

We continue to seek 3-dimensional imaging that will portray the true impact of the proposed warehouse. Unfortunately, most of the recently posted images by Patrick Costin are from vantage points that minimize the building's mass and height. In one, the 70' or 75' structure appears to be barely half the height of Portland Yacht's 68' red shed. Our own imaging, based on data furnished by Americold tells a different story. We request the opportunity to sit down with Mr. Costin to come up imagery that is satisfactory to all.

Finally, through Maine's Freedom of Access Act, we requested copies of all communications between city staff, the IMT, Americold and its associates. Although the request was made over a month ago, to date we have received no information. We need to have these communications in order to understand how this project moved from a Request for Proposal for a cold-storage facility capped at 45' to demands from an international corporation for a zoning height increase to 75'.

We are happy to know there will be a third workshop. We hope by then needed information about the impact on West Commercial Street will be made available, along with good imaging and the FOAA documents. Thank you.

ATLANTIC NORTHEAST RAILS & PORTS

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PC93

Chalmers (Chop) Hardenbergh, publisher and editor
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28. January 2017

Planning Board
City of Portland
389 Congress Street
Portland 04102

Re: Americold facility text amendment – restrict to marine use

Dear members of the Planning Board:

While I attended the information session and public hearing today, I was overwhelmed by the opposition to raising the height limit – I was not able to stay to give you my comment.

I want to address a different point: assuring Americold will use its new facility for marine-related uses.

As another person wrote [see comments page 49]: ‘It would be terrible to sacrifice the Western Waterfront to permit the construction of [Americold] only to discover that half of it is ... used for goods that could ... stay [at Americold’s Read Street warehouse].’

The Americold proposal states that it will hold 15,000 pallets, of which 5,000 will belong to Eimskip.

It also states (page 17) that Americold may no longer use the Read Street facility for cold storage.

I am concerned that, given we have only 1.5 miles of commercial waterfront left in Portland, the most important part of the entire coast of Maine, Americold could decide to dedicate 2/3rds of its pallet space to non-marine use, and we Mainers would be stuck with that decision.

I ask the Planning Board to either (1) write the zoning language to ensure that the majority of Americold use be for marine purposes, or (2) better, the lease from the Maine Port Authority to Americold require that the majority be for marine use.

Thank you,

/s/ Chop Hardenbergh

Portland's commitment to a working waterfront and affection for Eimskip are being used to usher in a scenario that overturns urban design principles central to Portland's success. This scenario redefines an area that has lain fallow because of its previous ownership, not because of out-of-date zoning. It envisions a regional logistics hub where the waterfront may only be a bit player. This is proposed with little analysis of its impact on life here, beyond a few permanent jobs.

The 1989 Height Study established the principle that higher buildings emphasize the spine and decrease toward the water. It also established other bedrock values - Street Walls, Pedestrian Environment, Massing, View Corridors. It may be old, but this study defined the physical framework for Portland's emergence from urban blight and really terrible planning decisions.

The Shoreway Access Plan, ranked streets (A,B,C) for the water views they offer as public amenities. Danforth between Vaughan and Emery; Beach; portions of York, Clark and Brackett St. are B views. Panoramas were identified at points directly facing the proposed building. All of West Commercial St. is a Class A view – ("foreground or mid-ground view of Portland's waterfront or the water's edge, plus background views of Casco Bay or South Portland").

The Port Authority did not specify the capacity of the cold storage facility it needs. No one has said how much space Eimskip needs. But now Americold's business model is determining the dimensions for the entire zone. What is a view corridor that's blocked by a 50-foot building? How can something 400-feet long, parallel to a road, and 75 feet high not be a wall? Twice as long and 2 ½ times higher than the warehouse I show in your packets. Landscaping and fencing will be like anklets on these elephants.

This situation started with Eimskip's undefined needs, got amplified by Americold's business model, and then morphed to the whole zone. A well-placed source says work on Casco Bay ferries is done outdoors and is constrained by the size of travel lifts, not doors. When Mr. Sprague got approval of his boatyard a few years ago, he told the Planning Board, "My proposal does not require any zone changes or variances ... I believe my proposal represents exactly the kind of thing the city has wanted for 25 years."

New Bedford is cited as precedent for its taller waterfront port structures. New Bedford is cut off from its harbor by huge sheds, a boulevard as wide as an interstate, and something called the 'Octopus Intersection'. It is an active port but only 4 cities in Massachusetts are poorer than New Bedford. That's not for us.

This hullabaloo is NOT like the 58 Fore St affair. The part of that project at issue was not a large swath of land; it knocked out the view of a few residents, not neighborhoods; it did not eliminate a mile-long vista. Importantly, it will provide housing in a market that the City Council, the newspaper, tenant groups, PSA and the Chamber of Commerce had already described as in crisis.

We've been dismissed as vocal neighbors standing in the way of an opportunity. Noisy neighbors did not locate the original State of Maine Visitor Center at the end of Commercial St; noisy neighbors did not put the "Welcome to the City of Portland" sign at the intersection of Commercial St. and Veteran's Bridge; noisy neighbors did not write the existing zoning. Don't be fooled by people who say: "There many gateways to Portland, this one doesn't matter."

I trust you will work through all the ramifications of this proposal and not throw out urban design principles that have been great for Portland based on one developer's business model.

My earlier analysis of the WPDZ zoning in your packet. No mention of silos by the way. Thank you.

Laura Robinson
320 Danforth Street

Portland is blessed with two grand promenades. But it is our smaller promenades—pathways that wind through our pedestrian-scaled streets, past pocket gardens and hillside vistas—that create some of the city’s most magnetic moments. These engaging pathways are both vibrant and unique because of the fabric from which they are constructed: a balanced mixture of commercial, residential, and industrial buildings.

The working waterfront is an important part of this fabric. Everyone entering through Portland’s gateway wants to see and be connected with the water. To see ships being loaded, tugs beeping, cranes lifting. These are features of a working waterfront that can add to the vibrancy of a city.

But warehouse walls destroy this connection. Like a giant cleaver, they cut off the city from the waterfront. They separate the Port from the land. We must not let this happen to our city. To peer around a corner, or stand on a hillside that terminates in a 75’ wall, is to witness a mistake that cannot be erased. A mistake that is avoidable.

Portland’s Historic Preservation program has done a tremendous job preserving our mix of urban fabric. Scrutinizing proposed changes from window mullions, to porch railings, they have safeguarded the extraordinary pedestrian scale and character of our streets. And while the historic districts stop just short of Commercial Street, the vistas they frame do not. When considering changes to waterfront zoning, it is imperative that the planning board respect Portland’s preservation efforts as well as the investments that homeowners have made to uphold preservation in our neighborhoods.

Regarding historical precedent, the city has supplied an 1865 map of West Commercial Street, showing the glassworks buildings –tall and smoke spewing—as a precedent for large industrial buildings on this land. However, it is important to note that all of the John Calvin Stevens and

many of the other antique and historically significant homes on the hillside were built in the early 1900's, after the plant had been torn down.

As an architect, owner and steward of one of the John Calvin Stevens homes, which lingered on the market due to its tremendous state of disrepair, my husband and I did our homework. We studied the zoning and based our investment on the protection offered by the current code. We simply could not, and would not, have bought and restored this historic home if the zoning on West Commercial Street had stood at 75'. The expense of restoration in the West End—or anywhere—can only make *economic* sense, when backed *urban planning* sense.

Portland's hills are tremendous assets. They have enabled the city to evolve throughout its history with a strong connection to the waterfront. I have seen two independent calculations that show seventy feet on Commercial Street would block Danforth and Salem street's connection to the water entirely. Narrow view corridors between mammoth warehouses would do little to alleviate the oppression of such a wall. If we want to take the long view, thinking ten, or perhaps one-hundred years into the future, we should not scar our city with an irreversible change that would sever Portland's port from its land.

Statement to Members of the City of Portland Planning Board

January 24, 2017

RE: Western Port Development Zone proposed zoning amendments

My name is William McFarlane and I live at 380 Danforth Street. I thank the Planning Board for allowing public comments on the proposed alterations to zoning for the waterfront district (WPDZ) along West Commercial Street. I will begin by stating unequivocally that developing the waterfront in this area is clearly good for Portland and its economy, so it makes sense to almost everyone living nearby that there is encouragement in the current zoning provisions for various marine activities in this area. To date, the addition of Portland Yacht Services has proven acceptable to those of us living directly above, along the several streets of what could be called the Southern Promenade. In some ways, it has added to the character of the neighborhood.

However, the proposed changes to existing zoning, in particular raising height limits to 75 feet, will have profound negative effects on the entire neighborhood, which is not only residential, but an Historic Preservation District as well. The latter imposes strong requirements that development not detract from the essential character of the area. We find that the proposed allowed development in the western waterfront will obliterate all views of the Fore River, in most instances leaving only views of the docks on Turner Island and the mud flats on either side. That contrasts sharply with what is visible now, including all the lively marine activity that passes along the River. **That is surely a major impact on the character of the adjacent neighborhood.**

We are certainly aware that a recent referendum implies that no one has a right to a view. However, the issue here is that proposed 400-foot-long buildings with potential heights of 90-95 feet above mean sea level (under the proposed 75-foot limit) will eliminate any view of the water for over 100 residential structures (and 2-3 times that number of housing units and 4-5 times that in affected population). That puts the proposed roof level near the height of Danforth Street itself, which is at 100 feet above mean sea level at the corner of Vaughn Street. That change is apparently being made to serve the interest of one owner, Americold, a multinational corporation based in Georgia.

Most realtors would put the value of water views on the Peninsula in Portland at a 15-20% margin. Eradicating that much property value is unacceptable. Further, over time the effect in lost property taxes for the City will be proportional, especially when the area is now, somewhat belatedly, experiencing a high degree of turnover, improvements and renovation. For instance, 6 homes at the west end of Danforth Street have changed owners just in the past two years, with consequent revaluations going sharply upward. Those new owners chose this area to see the water and its various marine activities. We

certainly did the same a decade ago, when we purchased a 140-year old house that needed a quarter of a million dollars in repairs. Tour buses now stop along Danforth Street to allow visitors to enjoy looking at views of the Fore River and the historic houses along Danforth Street. In Portland, as in many other cities, views are now monetized, with high stakes for both owners and tax revenue. This must be taken into consideration, regardless of the question of rights to a view, which many in City government seem to regard as trivial.

At the maximum allowable size, very large warehouses or storage facilities will also direct even more noise from Commercial Street into our bedrooms. This will be a major concern if the 24/7 plan for trucking along Commercial Street proceeds. Currently, noise is somewhat objectionable, but half of it is dissipated out over the Fore River. This proposed plan will concentrate that noise by reflecting all of it upward to our homes, while continuing throughout the night.

I know that aesthetic considerations are rarely admitted into planning decisions regarding economic development. However, the Board must consider what the effect of 75-foot-high, 400-foot-long steel walls along the south side of Commercial Street will do to the impressions that visitors will have of Portland. The effect will be even worse if J.B. Brown Co. demands equal height limits on the north side, which are now 45 feet. That will create a dark, forbidding steel canyon along the length of the street. This is the major gateway to the most attractive part of Portland for tourists—the Old Port. Trying to replicate the New Jersey entrance to Manhattan (one of the most oppressive and ugly entries to any major city in the world) is very questionable. Most cities in the US are working very hard to improve their waterscapes and keep waterfront buildings to a lower height. Why are we going in the opposite direction?

We urge the Planning Board to suspend any changes to the existing zoning requirements for height and mass in the WPDZ until these very weighty issues have found a proper balance between economic development and its potentially major negative impact on a very large number of Portland citizens living in, and enjoying, the immediate residential adjacency.

Tom Robinson, 320 Danforth Street resident

24 January 2017 comments on WPDZ proposed zoning change

20 years from now, when our grandchildren ask us “why did they choose to put all the warehouses on the waterfront?” What answer should we give?

The city initially told us initially it was just an effort to help Americold and create uniform zoning across the WPDZ. Then Sprague/Merrill objected and the city said, well, maybe just for the other property owners – but really this just means the IMT and Portland Yacht Services. But there is no connection between Eimskip and yacht storage and painting --so why are we linking these two? They need to be treated separately.

Please understand that one of the reasons the community is so united against zoning changes for Americold is that city planners seem intent on using this project as a precedent rather than an exception —and they risk turning the western waterfront into what will amount to a 75’ wall of warehouses.

I want to be clear: most neighbors support a working waterfront and a reasonable building to meet the specific cold storage needs of Eimskip. But even within the existing zoning restrictions the IMT can develop a mammoth 100,000 square foot cold storage facility – far more than enough to serve Eimskip. But no one mentions this. Instead, the city characterizes this as a false choice – change the zoning to 75’ or we lose a “generational” opportunity.

I don’t blame Americold – of course they want the largest building possible so they can integrate Eimskip with their more traditional truck in/truck out business. But truck-in/truck-out belongs on the highway, not the waterfront. The existing 45’ zoning does allow for an economically viable cold storage business on the waterfront .

So let’s be balanced about this. Let’s recognize that each new warehouse will have adverse effects in terms of traffic, the gateway to the city, and the integration of the waterfront with the broader Portland community. These effects are cumulative and that is precisely why this discussion should be limited to Americold. I personally am convinced that zoning changes are unnecessary to develop a cold storage facility– but even if you are not, this discussion should be solely about this specific project and not the broader waterfront zone.

Our current zoning was established precisely to strike an appropriate balance for waterfront development. We can absolutely have a cold storage building within the 45' limit that meets Eimskip's contractual needs – which as we recently learned will only be 20-30% of the facilities capacity initially, potentially rising to 50%.

Let's not be the generation that turns the waterfront into a warehouse zone. Please reject this false choice so we can all get behind reasonable and appropriate waterfront development.

W^m. Norris Dale, Jr.
40 Salem St.
Portland, ME 04102
207-233-2292

January 26, 2017

Ms. Elizabeth Boepple
City of Portland Planning Board
389 Congress St.
Portland, Maine 04101

Dear Ms. Boepple,

I greatly admired your handling of the Planning Board workshop on the 24th. In particular, the Board's expressed need for more hard information made a great deal of sense. But I noticed six other questions that were not answered in the City's presentations, as follows:

1. The warehouse will be the same size as the Read Street facility, which is the largest public cold-storage warehouse in the state. What will keep Americold from shutting down the Read Street warehouse and moving all of its traffic to West Commercial Street? What will be the economic consequences of shutting the Read Street facility down on jobs, property taxes, etc.? What will be the future use of the Read Street warehouse?
2. Has there been a traffic study done for the West Commercial Street corridor? Would improvements be necessary to accommodate increased heavy truck traffic?
3. Yucaipa Cos., a private equity firm based in Los Angeles, owns Americold. Two Yucaipa investment funds own 25.3 percent of Eimskip, according to Eimskip's 2014 annual report. How did this fit into the choice of operators?
4. What incentives have the City and state offered to Americold? TIF financing or other benefits?
5. In the City presentations I did not notice the terms of the lease for the West Commercial site: the city anticipates a yearly tax income of \$163,000, but what about the lease payments?
6. Evidently, there are existing "view corridors" for Vaughn and Emery Streets. How did these come to be? Why is there not a view corridor for Brackett, or Clark, or Briggs Street? What process would we use to designate new view corridors?

Sincerely,



Norris Dale

cc. Mayor Ethan K. Strimling
Councilman Spencer Thibodeau
Mr. Ian Jacobs, WENA

Americold

Mike Stone <mstone800@gmail.com>

Jan 27, 2017 6:51 AM

Posted in group: **Planning Board**

Dear City of Portland Planning Board Members, et al,

My name is Michael Stone. My partner, Jeannie Verrando and I are residents at 116 Salem Street....the next to last house at the dead end of Salem. I have family ties to this neighborhood and the waterfront views from the bridge to Merrill's Marine Terminal dating back over 60 years. In my lifetime I have seen this Western Waterfront area evolve from a thriving port for cargo ships with rail and truck access....to a vacant unused stretch of land begging to be restored to once again provide a viable means of access for international trade and economic development. (I clearly remember 24/7 activity of the china clay boats and scrap metal boats and the rail tracks that went from the docks to Commercial Street. As a young boy I begged my parents for a pair of binoculars so that I could watch this activity from my bedroom window. I still have those binoculars!) Just another historical perspective for you.

I like many, welcome the development of this western waterfront property to provide both marine and non-marine industry. Any development, now and in the future, will clearly benefit the economic growth of the City. However, let's be very careful and mindful of what is done now and the effects it will have for many years to come.

In particular, the height restrictions and the building design requirements. As this is a major port of entry to the Old Port section of the peninsula, we don't want it to become a "warehouse district" with obtrusive buildings that are taller than what sufficiently fits into the topographical landscape of the Western Waterfront...leading up the grade to the areas of Danforth Street.

At the Planning Board workshop on 1/24/17 we all heard some very thoughtful comments...both from a factual and technical standpoint as well as those of a historical and passionate nature. There were a couple of things that were mentioned, but were not very clear to me....and perhaps you who were at the meeting as well. I would like to offer a couple of thoughts and questions to add to your deliberation on this matter.

First, the establishment of the current zoning height of 45 feet for this area. My apologies if I didn't quite pick up on this, but I don't recall hearing what the true rationale was when the 45 foot limit was established in 1993. It would seem to me that proper due diligence would be to really look into this. That would include not only looking back at meeting minutes, but it should also include speaking with Planning Board members at that time....to really understand on a more first hand basis what the mindset was that resulted in the 45 foot limit. That was 24 years ago. I'm guessing that most, if not all, of you were not around back then. All I'm saying here is let's understand what your/our predecessors were thinking back then. I would be willing to bet that after considerable thought and discussion, the thinkers and planners 24 years ago came up with compromising decisions that were mindful of the very logical topographical landscape of the waterfront....which resulted in the 45 foot limit....as well as the future potential for the economic development of this very viable piece of our waterfront property. Please...speak with those who were involved 24 years ago.

As for the Americold proposal. I have to admit that I am a bit frustrated and disappointed about the process that has gotten us to where we are today. You heard someone mention that this seems like a bait-and-switch scenario. I agree as do many others.

What wasn't really made clear was exactly how Americold would be using their Read Street facility in conjunction with the proposed Commercial Street facility. In the 8/31/15 PPH article announcing that Americold was the winning bidder on the proposed cold storage facility, it mentioned that *"Company officials say they're evaluating whether to close the outmoded (Read Street) facility or keep it open for overflow and long-term storage."* If not already done so, it would seem to me that Americold should be very clear with you/us on what their intentions are with the Read Street facility. I wonder....could the cost to construct the additional 25 foot height on Commercial Street be invested in upgrades to Read Street? I don't recall what the square footage of Read Street is, but if you combine it with the square footage of a 45 foot high facility on Commercial Street, I would think that would certainly give them a very substantial footprint here in Portland....within only 4 miles of each other. And, both are accessible by rail and truck.

On a brief note, I totally agree with the comments that were made concerning potentially very significant decreases in property values of residential owners most effected by any development of the Western Waterfront. It concerns us a great deal if any current or future development does not take this into consideration when proposals are put before the Planning Board.

I, as do many others, would welcome Americold to the Western Waterfront to partner with current and future endeavors of Eimskip and others. *EVERYONE* agrees that this is absolutely a tremendous boost for the economic development of the City and further enhances us as a major player on a world stage. I wouldn't want Americold to pull out just because they can't (after the fact) obtain a zoning change for an additional height of 25 feet. They proposed a facility at 45 feet knowing that this was the height limit. They should be held accountable to their original intentions and we should be held accountable to adhere to what our current zoning rules are.

I agree, some rules are made to be broken....but not in this case as it pertains to the Western Waterfront. Please, let's not make decisions that we might very very possibly regret in the future.

Forty five feet is the current limit. Please, let's stick to it.

Thank you,

Michael Stone

Jeannie Verrando

116 Salem Street

Portland, ME 04102

Portland Press Herald

Posted January 24

Letter to the editor: As proposed, warehouse on city waterfront is far too big

Reporting on City Manager Jon Jennings' appearance at a recent Portland Regional Chamber of Commerce event (Page B1, Jan. 7), the Portland Press Herald paraphrased him as having "noted the importance of rezoning the land along the western waterfront to allow for a 70-foot cold storage facility to be built there ... (a proposal that) has generated opposition from West End residents, who are concerned about losing their water views."

Most of us West End residents are fine with construction of a cold-storage warehouse within the city's International Marine Terminal. We understand its importance to Portland's economy.

What we object to are the scale of the proposed warehouse and the likelihood that it will store significant product that neither arrives nor leaves by ship – in violation of zoning restrictions on Portland's western waterfront to activities "dependent upon deep water and which contribute to port activity."

A warehouse that serves the port's cold-storage needs can easily be designed at 45 feet, which current zoning allows. Americold and the city's Economic Development Department are proposing something quite different: a 3-acre, 70-foot warehouse storing both dry and frozen product, much of it never coming near a ship.

West Commercial Street and Interstate 295 connector truck traffic would increase exponentially, aggravating existing congestion and forcing commuters back onto peninsula streets.

Current zoning is intentionally consistent with the city's long-standing practice of placing taller buildings on the peninsula's spine, with heights dropping toward the waterfront. This preserves not only visual access to the water but also the character of the adjacent historic neighborhoods.

The huge warehouse as proposed would dominate the waterfront, blocking views of the water, the harbor, Casco Bay Bridge and the hills of South Portland to all. This is an issue of concern for all Portland-area residents, not just for a few homeowners who might lose personal views.

Jo Coyne

Portland

WPDZ zoning application
Statement to the Planning Board, January 24, 2017
Mark McCain, 45 Summer Street, Portland 04102

A year ago the real estate company CBRE surveyed more than 500 of the largest warehouses built in the U.S. during the last four years. Only eleven had ceiling heights over 40 feet. Americold's proposed warehouse would be taller than any in Maine, and among the tallest in the nation: joining the one-percent club.

According to a memo city staff sent you, 70 feet, bumped up to 75 a day ago, is "the minimum needed to construct a sufficiently large, modern, efficient cold storage facility" here.

That is false. Americold has hundreds of modern, efficient warehouses with roof heights under 45 feet, including new ones in Utah and Pennsylvania. That leaves the claim of sufficiently large. Just as one example, among many, that 75 feet is arbitrary and unnecessary, I have a fact sheet for you showing one initial revision in Americold's proposal that would make it zoning compliant, and bring it within 12 percent of the volume Americold has insisted it needs, without any substantiation.

Jon Jennings recently said "economic analysis must be done to justify the size." Economics cannot be the sole criteria for allowable height, but it needs to be examined. Indeed, independent analysis should have been conducted months ago.

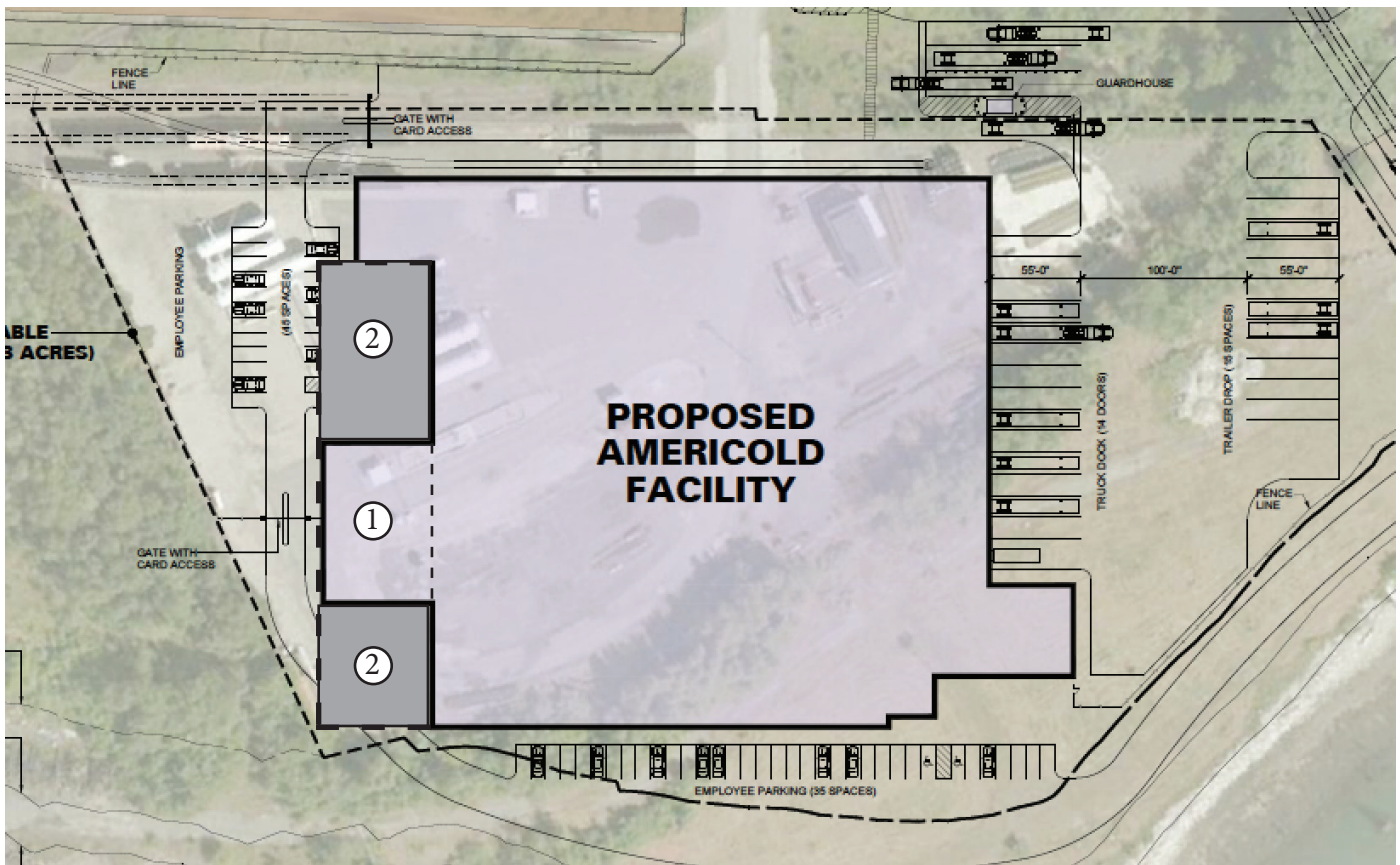
Americold's problem with 45 feet is not profitability or sufficient size to serve our port, but other factors, including its desire to shift product from Read Street to this site restricted to port-related uses. Mindful of that restriction, another applicant proposed a two-warehouse plan, with two-thirds of the product stored off terminal.

All seven cold-storage operators who prequalified for this Port Authority project knew the site was zoned for 45 feet. Only Americold had the audacity to say in its proposal it would honor the city's "current regulations and guidelines," then after being selected, put a gun to the city's head, saying: Give me 70 feet.

For the Port Authority, this was a shoddy way to conduct an RFP for leasing public land. On one side we had Americold, ignoring current regulations and pulling numbers out of thin air. On the other side, we had six applicants who analyzed the economics at the allowable legal height. A 66% height increase would be a staggering after-the-fact change to the RFP.

What happens when the city tells Americold 45 feet is the limit? The company will likely adopt a workable design solution. Or it will say no. In that case the Port Authority can reopen negotiations with the other cold-storage companies. Having spoken to principals at three of them, I can assure you there's still competitive interest in the project. All else being equal, negotiations should be initiated with the applicant proposing the lowest building height.

I respectfully ask that you vote against this application. Thank you.



A 45-foot-high warehouse for Portland's International Marine Terminal

- Remove the corporate-office component of warehouse. **(#1 on footprint.)** There are several development sites nearby to provide Eimskip with office space and parking for its 30 to 50 employees, together with any non-warehouse employees of Americold.
- Add +/-20,000 SF of additional warehouse space. **(#2 on footprint.)** The existing three storage rooms as designed could store 10,720 pallets in a 45-foot-high facility. The expansion space would increase the total to 13,920 pallets -- prior to any additional design or density changes. (The 33-foot-high interior ceiling would allow pallets five high, with three feet of clear space above.)
- Americold insists that only one design option exists for a suitable warehouse -- requiring a 56% zoning height increase. An independent industry consultant should provide the city with an opinion of feasible design and density options.
- As one example, Americold is currently proposing "conventional" cold storage. An earlier design Americold submitted to the Port Authority proposed "very narrow aisle" storage, which would provide 27% greater storage capacity.
- The consultant also should compare Americold's stated need for 15,688 "pallet positions" with realistic projections for waterborne-transportation product that will need cold-storage warehousing. The goal should be to restrict any ground-in/ground-out product beyond the first five years of operation -- a lenient interpretation of "temporary" in the zoning language.

A 12/6 letter from 18 Portland residents to the Planning Board includes much more design and density information.

Mark McCain, 45 Summer Street, Portland 04102 walworthmccain@maine.rr.com

Current Zoning for Warehouse

Colleen Callahan <ecolleencallahan@gmail.com>

Feb 2, 2017 10:22 AM

Posted in group: **Planning Board**

Hi,

My name is Colleen Callahan and I was told that the Portland Planning Board is looking to move forward with the construction of a 3 acre, 70' high warehouse on the Portland waterfront on the West End.

I know that I missed the workshop on the 24th, but I was wondering what the verdict was. If there's still room for say, I'd like to say that I think that the current zoning height for cold storage is just fine. It would be an eye-sore for people that live in the neighborhood, like myself, and I'd like for Portland to continue to preserve the landscape as much as we can.

Thank you.

Colleen Callahan

39 Clark Street
Portland, Maine

Eimskip / Cold Storage / West End

TODD GILMOUR <tgilmour@me.com>

Feb 20, 2017 7:58 PM

Posted in group: **Planning Board**

May I ask why Portland doesn't request that the new cold storage building be approved if the applicant is willing to dig the facility into the ground by approximately 20–25 feet?

This would allow them the interior volume they state they require while mitigating the height above ground.

— Todd Gilmour

Google Groups

Cold Storage Warehouse

Sam Vandam <vandam@vandamdesign.com>

Feb 7, 2017 8:39 AM

Posted in group: **Planning Board**

Dear Planning Board Members,

The proposed cold storage warehouse is way out of scale with it's surroundings. I urge you to reject this proposal.

Yours,

Sam Van Dam, Principal, Van Dam Architecture and Design
Architect, registered in Maine, with 40 years experience.
Former board member and advisor, Greater Portland Landmarks
Graduate, Harvard College, major in architectural history
Graduate, MIT, master of architecture
Member, American Institute of Architects

Sent from my iPad

Jo Coyne
36 Salem Street
Portland, Maine 04102
207.775.3902 / jcoyne@gwi.net

February 26, 2017

Patrick S. Costin, President
Portland Society for Architecture
P. O. Box 5321
Portland, Maine 04101

Dear Mr. Costin:

I'm a bit mystified by the stance of the Portland Society for Architecture (PSA) in support of the city's proposed Waterfront Port Development Zone (WPDZ) text amendment.

When I peruse the *Growing Portland: Not Whether, but How* report on which PSA collaborated, I read of half-mile neighborhoods with live/work/learn/play opportunities within walking distance of home; of land conservation and access to greenways; of the importance of long-standing traditions and public values. I'm told that Portland "must pay careful attention...to matters of good urban planning [and] design" if it "is to retain its attractiveness as a city." (p.2)

And yet the Society endorses rezoning that would obliterate the picturesque waterfront that has given Portland's western gateway so much character by allowing construction of massive warehouses up to 75' high and 400' wide? I don't get it.

So far, attention has been focused mainly on the proposed Americold warehouse. You did some renderings for the City that show the difference that color and materials can make. However, the renderings do not accurately depict mass or size. Some could even be called deceptive and none indicate how out-of-scale the proposed structure would be to its surroundings.

In its submission to the Planning Board, PSA called for creation of "a critical foreground streetscape that unifies and enhances the visual experience of this important entry corridor to the city" and for "safe opportunities for public waterfront access." If the WPDZ text amendment is approved, not only will there be no public waterfront access, the visual experience from the Casco Bay Bridge to the Veterans Bridge will be of a wall of warehouses, broken only by view corridors too narrow to be appreciated from a moving vehicle.

Some have criticized neighbors like me for opposing the WPDZ text amendment, saying we are concerned only with loss of personal views. That is not true. We agree that cold storage is needed. However, we know through research that an adequate facility appropriate to the site can be built within current zoning. We also know that good urban design would not turn the West Commercial gateway into a trucking hub. We hope PSA will agree and will reconsider its position.

Yours truly,

Jo Coyne

copies – PSA Board / Planning Board

Dear Planning Board members: I am submitting a copy of the article that appeared in *The West End News* this week for your files because it provides an excellent summary of the neighborhood meeting that took place on Monday, Feb. 27, 6:30 – 8:30 p.m., at Reiche Community Center. Over 70 people were in attendance. Thank you. Jo Coyne



Western Waterfront Rezoning and Americold Update

Neighbors are concerned that the Western Waterfront could become a 'trucking hub'

by Tony Zeli

Posted March 2, 2017 / Updated March 4, 2017 / <http://thewestendnews.com/western-waterfront-rezoning-update/>

On February 27th neighbors held a public meeting to share information and discuss strategies to keep the Western Waterfront for marine-related development.

Of issue is a proposed cold storage facility slated to be developed by Americold. This warehouse company is currently located on Read Street. They intend to build a second facility on Commercial Street. Americold wants to increase capacity for frozen goods shipped by Eimskip, the Icelandic shipping company that currently operates next door to the development site.

The organizers of the meeting support building a cold storage facility. But they take issue with a current request before the Planning Board to increase building heights in the Waterfront Port Development Zone. The proposal would increase allowed heights from 45 feet to 75 feet above grade to accommodate the Americold development. The City's Economic Development Department made this request on behalf of the Maine Port Authority, the owner of the land. Further, Americold claims that the extra height is necessary to build a profitable facility.

Residents at the meeting voiced concern that the intention is to create a cold storage facility capable of storing far more than just frozen fish from Eimskip. If so, how much of this storage would be marine-related? Neighbors at the meeting wondered if the rezoning request is just a way for Americold to build bigger. Their suspicion is that Americold wants to use the cold storage facility to expand their overall warehouse operations. Ultimately, the question they ask is will a change in zoning lead to other large warehouses in the area and greater trucking activity?

Pete Thaxter presented at the meeting. He said, "What we don't need here is a truck terminal, and that is what we're trying to avoid."

The City released their comprehensive plan draft in February. The proposed comp plan calls for "development of the Western Waterfront as a 21st Century logistics hub that will serve the freight and cargo needs of Maine and Northern New England businesses." Does this mean that the city, and by extension the state, wants to turn the Western Waterfront into a trucking hub? If so, will the zone be used to ship and receive all sorts of products, not just marine-related goods?

Jo Coyne, another presenter, worries about rows of warehouses and trucking taking over what she called, "the last mile of open waterfront we have."

Residents may review and comment on the Comprehensive Plan. Go to <http://bit.ly/2m3TT0b> .



James Dealaman <jdealaman@portlandmaine.gov>

Western Waterfront

1 message

John Bancroft <johnbancroft207@gmail.com>

Sat, Mar 4, 2017 at 2:35 PM

To: "planningboard@portlandmaine.gov" <planningboard@portlandmaine.gov>

Portland Planning Board:

I am writing to express my concern about the proposed plan to change the zoning for the Portland western waterfront raising the height limit of buildings to 75 feet from 45 feet and the stated intention of developing the area into an "intermodal hub".

The current zoning, and I believe the intention for the entire Portland harbor, is to preserve and support the area for marine-related use, supporting fishing, shipping and other marine aspects of our economy. An intermodal hub goes far beyond this intent, promoting transfer of supplies not just to and from ships, but, from trucks to other trucks or rail. That will fundamentally change and threaten the marine activities of Portland harbor, overextend roads from Commercial street to the freeway, and adversely effect non-motorized transportation through the area.

Extending the height restriction drastically effects the view of the harbor from Commercial street and the neighborhood above, where I live and work. The view of Portland Harbor from West End neighborhoods is considered, in your own studies, to be a Class A or B view. Expanding the height restriction over 50% will alter that immensely.

Shippers such as Eimskip need access to refrigerated storage, but, only that which their business requires. Excess space to promote an intermodal hub may be desirable in the area, but, I see no need to place it entirely on the waterfront, where it causes more harm than good. A properly sized facility, adhering to the current zoning restrictions, is a reasonable alternative. A larger facility and intermodal transfer center, if desirable, can be constructed closer to freeway access away from the waterfront.

John Bancroft
322 Spring St.
Portland, ME 04102

Bill Needleman

A working waterfront benefits all. We the undersigned are a group of mariners who are members of an organization established 221 years ago. We are in agreement that a successful working waterfront, one that serves the public and is an economic boost to the area is the long-term goal.

Building a cold storage warehouse on the western side of the bridge that supports the growing container shipping business meets one of those long-term goals.

We are a country of needs. We need to sell our goods and we want our goods delivered at a reasonable price. This type of trade to and from Europe meets those goals.

Portland was built and continues to prosper in large part due to the maritime industry and ours and your support of this proposal will mean that Portland, Maine and all of New England will continue to prosper through trade.

A major financial investment has already been made in the container handling facility. Those tax dollars are our tax dollars. All those blue and white boxes you see by the bridge, coming and going on rail cars, being loaded and unloaded on ships means that commerce in Portland is a success.

A working waterfront cannot survive on cruise ships and a few fishing boats alone. Please join the undersigned in urging the Portland planning board and our city council to approve this proposal.

Captain Jeff Wadman

Captain John Charest

Captain Wayne Komulainen

Captain Charles Crockett

Captain Frank Hale

Captain Alan B. Rich

Captain Benson A. Bowditch

Captain Gary F. Smith

Captain Charles Hall

Captain Richard Ingalls

Captain John Hills

Captain Larry Whittaker

Captain Scott Keller Sr.

Official concerned letter

Rebecca Brakeley <rebeccabrakeley@gmail.com>

May 7, 2017 11:24 AM

Posted in group: **Planning Board**

Dear Portland Planning Board,

I am forwarding this letter to Reiterate our concerns for the Americold structure affecting our condo association. Thank you for listening to our concerns.

Condo owner association member, Scott Keysor, will be present for the walk through on May 18th and will voice our concerns in person.

Rebecca Brakeley
92 Salem St COA President
Portland ME

Sent from my iPhone

Begin forwarded message:

From: Rebecca Brakeley <rebeccabrakeley@gmail.com>
Date: December 12, 2016 at 10:09:06 PM EST
To: estrimling@portlandmaine.gov, sgo@portlandmaine.gov
Subject: Official concerned letter

Please see Urgent Letter attached.

Rebecca
92 Salem COA

Google Groups

scott keysor <scott.keysor@gmail.com>

May 8, 2017 7:48 AM

Posted in group: **Planning Board**

Planning Board,

Our condo owners association is writing to persuade you to reject the construction plans of the Americold cold storage facility proposed to be built on West Commercial Street.

The members of this association stand in strong opposition to the current design plans of the Americold structure. The white, seventy foot high, proposed building would tower over Commercial Street obstructing the views from residences like ours. Property values in the city are largely influenced by views of the water and this building would obstruct the view from Salem Street thus decreasing our property value significantly.

The tax paying property owners of this Association urge you to stand by the current zoning laws that require facilities to not exceed forty five feet in height. Please do not put corporations and big money ahead of Portland's citizens.

Sincerely,

Scott Keysor

92 Salem St COA

Official concerned letter

Rebecca Brakeley <rebeccabrakeley@gmail.com>

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Sincerely,

Scott Keysor

92 Salem St COA

Portland Press Herald

Maine Voices column, Friday, May 12, 2017

City on brink of huge mistake:

Cold-storage facility far bigger than needed

Certainly a solution can be found that avoids scarring the landscape of Portland's valued western waterfront.

By Mark McCain and Sidney St. F. Thaxter
Special to the Press Herald

Take Portland's tallest building, Franklin Towers on Cumberland Avenue. Replicate it 16 times, creating a monolith that extends half a mile to Forest Avenue. That's the volume of shipping containers a warehouse proposed for Portland's waterfront could store every year.

Yet in violation of zoning crafted to ensure a working waterfront, most of that freight would have no maritime connection. Instead, the city's western waterfront would metastasize into a New England truck terminus.

Last year, maritime containers requiring local cold storage would have filled half of one of those 16 Franklin Towers. Even a decade from now, based on our calculations using Maine Port Authority's optimistic projections, only 40 percent of the warehouse freight would arrive or leave by ship. Reasonable people [are upset](#).

We can trace this community conflict to 2014, a year after [the Icelandic company Eimskip began service to Portland](#). At that point, the Port Authority spent \$7.2 million to increase the International Marine Terminal's acreage and, without market analysis, invited proposals for a "northern New England refrigerated logistics facility."

A local consortium designed a 1-acre maritime warehouse and a larger warehouse off-site.

Americold Logistics proposed a much taller, 3-acre warehouse to "easily accommodate all food and beverage imports for the New England region." That's a market area 400 percent larger than the Port Authority specified. Americold also stated that it might shift all its trucked cold-storage freight from an aging warehouse near Morrill's Corner to the maritime facility.

The Port Authority [selected Americold](#) without probing the inflated market size or the likely zoning violation. Later, when Americold announced the warehouse needed to be 60 percent higher than the 45-foot zoning limit, Portland's Economic Development Department shouldered all the work to win a zoning change. City staff did not require Americold to document storage demand, nor did it commission independent analysis until April – after six months of public pressure.

The project's site abuts the Fore River's deep-water channel. To ensure the land is used wisely, Portland requires development to be "dependent upon deep water" and "contribute to port activity." Yet data so far points to a warehouse that will store mostly trucked freight.

Undaunted, and anxious for a showpiece facility, the Port Authority has exaggerated the need for maritime cold storage.

"Most of the seafood that Eimskip delivers to Portland is now shipped to cold-storage warehouses in Massachusetts," Executive Director John Henshaw said at [a January Portland Planning Board hearing](#). "A cold-storage warehouse on the Portland waterfront would keep that seafood here and allow Portland companies to process, package and distribute it."

His prediction of a market-share surge is wishful thinking. We recently looked at three months of Eimskip's cold-storage imports. Nearly 40 percent went to a single processor that uses private warehouses in New Hampshire and Massachusetts. Another 40 percent went to other companies outside Maine. With significant infrastructure and workforce investments already at their current locations, they will not be drawn here by a new warehouse.

Henshaw said customers will include food producers and wholesalers, blueberry and lobster processors, and pharmaceutical companies: "Without cold-storage capacity, companies in these industries find it difficult to compete on a national and international scale."

But blueberry processors and pharmaceutical companies would continue to use mostly private cold storage. A waterfront location would be immaterial for many other companies, and the warehouse would provide scant benefit for Maine companies targeting national and international opportunities.

For on-site storage of international exports leaving by ship, companies would save \$7.50 per 30-cubic-foot pallet, compared with storage 3 miles away, according to the Port Authority: a third of a penny per pound of lobster.

Portland needs modern cold storage, but not on this scale. Wilmington, North Carolina, the 18th largest U.S. container port, recently opened a 3 million-cubic-foot cold-storage warehouse. Huge, yes, but smaller than Americold's proposed warehouse and less than 45 feet high.

Rather than blunder into a development that would scar Portland like the destruction of Union Station a half-century ago, we need a fair and legal solution. One option acknowledges freight will move primarily by truck for many years: Develop a warehouse off the waterfront.

If Eimskip's shipping volume grows by 350 percent within a decade, as it predicts, a maritime warehouse would gain traction. Market growth would allow the first warehouse to transition to exclusively trucked freight. And by then, the Port Authority may have data it now lacks to justify a warehouse taller than zoning allows.

ABOUT THE AUTHORS

Mark McCain, a carpenter, and **Sidney St. F. Thaxter**, a lawyer, are Portland residents.

May 10, 2017,

Beth Boepple, Chair
City of Portland Planning Board
389 Congress Street
Portland, Maine

Dear Chair Boepple and members of the Planning Board,

Here are a few reasons why no height increase should be approved in the Waterfront Port Development Zone for maritime cold storage:

- 1 • More than 80% of cold-storage imports at the International Marine Terminal are trucked to companies outside of Maine. The majority of that freight will never be stored in Maine, despite contrary claims by the Maine Port Authority.
- 2 • IMT cold storage will have a negligible impact on both cost structure and competitiveness beyond state borders for Maine companies, despite contrary claims by the Port Authority.
- 3 • Seven months after the first WPDZ text-amendment application, analysis that stands up to scrutiny still has not been provided about the maritime customer base for IMT cold storage.
- 4 • WPDZ zoning prohibits storage of product that does not either arrive or leave by waterborne transportation, except possibly on a temporary basis.
- 5 • Both the city and state consider northern New England to be the facility's appropriate market area; Americold has proposed a market area with four times as many consumers.
- 6 • There are strong legal and logistical reasons to develop a dual waterfront/inland port strategy.
- 7 • Redesign of Americold's proposed warehouse would make it zoning compliant with modest storage loss; however, appropriate volume is likely much less than proposed.

As you know, Americold Logistics LLC intends to lease 6.3 acres from the Port Authority. It has proposed a 120,000-square-foot facility with 15,864 pallet positions, about one-third "dry" and the rest frozen, with an annual turnover of about 300,000 pallets – equal to about 15,000 forty-foot containers.

The proposed warehouse is an aggregate of four components: Americold's outsized ambitions for IMT cold storage, the Port Authority's desire for a show-piece project, storage of trucked freight inappropriate to a marine terminal, and actual need. The first three components need to be separated from the last one to determine the optimal size.

Very few American ports have cold storage on site, although typically it is available within in a few miles of a port. So, for instance, if the 245-acre Rigby Rail Yard, about three miles away, already had a modern facility with capacity for 5,000 pallets and room for expansion, IMT cold storage would not be a priority.

1 • Growing Portland's Seafood Industry?

The issue is not cold storage at the marine terminal per se, but rather easy access to high-quality cold storage with good highway and rail connections. That does not exist in Portland today.

“Most of the seafood that Eimskip delivers to Portland is now shipped to cold storage warehouses in Massachusetts,” John Henshaw, executive director of the Port Authority, said in a recent statement¹.

“A cold storage warehouse on the Portland waterfront would keep that seafood here and allow Portland companies to process, package and distribute it.”

Most likely, new cold storage in Portland would not generate a surge of related business growth. More than 80% of frozen seafood that arrives by Eimskip leaves by truck, and occasionally rail, to companies out of state for processing, packaging and distribution.² Those companies, which also source from other ports and providers, will not move to Portland when new cold storage becomes available. Nor will some even use it, except perhaps during occasional peak inventory periods.

The largest seafood importer, High Liner Foods, for instance, uses private cold-storage facilities in New Hampshire and Massachusetts for 24,000 pallets.³ Among New England's 50 largest seafood importers⁴, only one is based in the greater Portland area: Portland Shellfish, ranked 26th.

2 • A Boon for Maine Businesses and Exports?

According to the Port Authority, likely customers for IMT cold storage will include food wholesalers, retailers, producers, and processors of products such as blueberries and lobster – as well as perhaps pharmaceutical and biomedical companies. “Without cold storage capacity,” Henshaw stated, “companies in these industries find it difficult to compete on a national and international scale.”

Some industries, however, including blueberry processing and pharmaceuticals, will continue to rely primarily or exclusively on private cold storage. Moreover, a waterfront location is not a key factor for most potential users, and it is a negligible factor in the competitiveness of Maine companies beyond state borders.

The very modest economic benefit of an IMT warehouse will accrue only to product needing on-site storage before being exported by ship: A savings of \$150 per 40-foot container, as compared to storage three or four miles away, according to the Port Authority. That equals \$7.50 for each 30-cubic-foot pallet, or about a third of a penny for each pound of lobster.

3 • A Waterfront Site for Waterborne Freight?

Tom Robinson is providing separate analysis to the board of significant errors and questionable use of data points in maritime freight-volume estimates⁵ produced by Woodard & Curran for the Port Authority.

As one flaw to highlight here, Woodard & Curran did not use Americold's estimate of 20 pallet “turnovers” per pallet position each year, as stated in the RFP proposal. The consultant arbitrarily used an estimate of 12 annual turnovers, which inflated the necessary warehouse size by 60%.

Woodard & Curran also did not develop a baseline estimate of actual demand for storage. The consultant should have started by tabulating data such as pallet volume of Eimskip customers in 2015 and 2016 who used public cold storage elsewhere, but would have preferred on-site storage, and Eimskip freight forwarding which required on-site cold storage.

Instead, the consultant assumed that 100% of Eimskip's "temperature controlled freight" would be stored on-site. Yet High Liner Foods and many of the other out-of-state processors would have little need for the warehouse.

A separate study summary⁶ by Woodard & Curran provided a faulty comparison of Americold's current proposal with an identical facility 45' tall, without any underlying documentation:

"The study looked at the fees charged by four cold storage warehouses in Massachusetts. In each case, the study found it would be cheaper for a Maine company to store pallets in a Massachusetts warehouse than in a 45-foot-tall warehouse in Portland. However, the study found that a 65-foot-tall warehouse in Portland could offer lower fees than all of its competitors in Massachusetts."

That claim does not hold up. The study said an "average" customer of 525 pallet positions would pay \$735 in a 65-foot warehouse or \$782 in 45-foot one. That equals \$36.70 vs. \$39.13 for each stored pallet, or \$48.60 extra per 40-foot container in the 45-foot warehouse, assuming 20 turnovers a year. That's vastly less than \$600 extra, the cost a Maine company would incur by trucking a container to a Boston facility, according to the Port Authority.

4 • Meeting the Spirit and Letter of the Law?

Several city staff members have said that any combination of shipment by truck, rail or ship is permissible in the WPDZ, based on the allowable use of: "Warehousing and storage of goods which are awaiting shipment via cargo carriers."

The next allowable use in the WPDZ section, however, refers to "marine" cargo containers, not simply cargo containers – a modest reflection of repeated emphasis on maritime uses. References to "truck" and "tractor trailer" are absent in the WPDZ section. Reinforcing the maritime restrictions on warehousing and storage, bulk storage facilities in the WPDZ are limited to "materials delivered to a site by waterborne transportation or awaiting transportation from the site by means of waterborne transportation."

Sec. 14-319⁷ of the city's Land Use Code recognizes the importance of a scarce resource abutting the WPDZ: Fore River's deep-water channel. To ensure the land is developed wisely, uses are limited to those "dependent upon deep water **and** [emphasis added] which contribute to port activity. Nonmarine industrial activity may be allowed only on a temporary basis and only to the extent it will not preclude or impede any future water-dependent development."

"And" means the zone is limited to uses that meet both requirements. Without waterborne transportation as one half of the transit process, truck or rail transit fails because it is not "dependent upon deep water."

Mindful of WPDZ restrictions, Eastern Marine of Portland submitted a proposal⁸ to the Port Authority to build a maritime cold-storage warehouse of 50,400 square feet for product pass-through and consolidation. The proposal also included a 100,000-square-foot warehouse to be built off terminal for

long-term cold storage, value-added services and distribution. A possible second phase included expansion of 50,000 square feet at the marine terminal and 100,000 square feet off terminal.

The Port Authority rejected that proposal, according to Henshaw, because Eastern Marine “does not currently operate cold storage facilities. It scored poorly relative to Americold and was unresponsive to some of the RFP requirements.” Atlanta-based Americold, however, also did not respond to some of the RFP requirements. Further, the Port Authority did not discuss any alternatives with Eastern Marine, such as recommending that the local consortium engage an experienced cold-storage manager or establish a joint venture.

5 • Fourteen Million Target Consumers or 3.5 Million?

In its RFP,⁹ the Port Authority sought proposals for a developer to “fill the growing opportunity for a Northern New England refrigerated logistics facility,” a market with 3.5 million consumers. Americold responded with a proposal¹⁰ that included one-third dry storage, although the RFP requested only cold storage. More significantly, it proposed a warehouse that “could easily accommodate all food and beverage imports for the New England region.”

That is an area with four times as many consumers as northern New England, which both Portland’s Comprehensive Plan and the Port Authority specified as the appropriate market area for the warehouse.

Americold has not shared details of its business plan with Portland officials or residents. However, a New England-wide hub would presume, among other growth expectations, that Portland would appropriate three of Boston’s five largest containerized importers: Anheuser Busch InBev, United Liquors and Heineken. Possibly containers would be transshipped from the Port of NY/NJ to Portland – a route that McAllister Towing and Transportation hopes to establish soon.

A ground-transportation hub for New England food and beverage imports in Portland might trim pennies off pallet-distribution costs as compared to Boston, but other impacts would be negative.

A vibrant resurgent neighborhood overlooks the narrow marine terminal site, which parallels a central artery used daily by thousands of commuters, visitors and commercial vehicles. Northern New England product that arrives or leaves by water plays to the strengths of the terminal (although adding traffic to often-congested West Commercial Street). Truck-to-truck and truck-to-rail transfers have a net-negative impact, as would an oversized geographical reach for Portland’s niche port.

6 • One Warehouse and Distribution Hub or Two?

The zoning and urban-siting constraints of an IMT warehouse could be resolved by developing a linked off-terminal facility, as Eastern Marine proposed. It is doubtful that Americold’s Read Street warehouse, built about 60 years ago and retrofitted for cold storage, would be a suitable candidate. It would require significant capital improvements, probably without an acceptable return on investment, to compete with newer facilities. The Portland Press Herald reported on 8/31/2015 that Americold officials “say they’re evaluating whether to close that outmoded facility or keep it open for overflow and long-term storage.”

Ideally, an off-terminal warehouse would be part of an “inland port,” but city, state and regional officials have yet to articulate a plan to integrate that sort of development into regional freight logistics. An inland port would be a trade-development tool by providing higher capacity, lower congestion and lower distribution costs. It would handle appropriate elements of freight distribution, customs clearance, empty container storage and transshipments; it also could nurture small businesses by renting space and equipment in its distribution facility.

Current non-maritime users of the IMT, including L.L. Bean Inc. and Nestlé Waters North America, would be better served by an inland port with easier accessibility than West Commercial Street. The relocation of ground-transit operations also would allow the marine terminal to align its operations with WPDZ restrictions by focusing on waterborne import/export for northern New England.

7 • Does the Design Match the Urban Site?

As a size reference, a 1999 report by Tom Valteau, et al, proposed construction of a 2,000-pallet cold storage warehouse to serve the Portland-area seafood industry, which by then was deeply reliant on frozen imports, as it is today. The 81-page analysis concluded that the warehouse could be self-supporting with little or government subsidy. (In Americold's case, its ground-lease payments will be heavily subsidized by taxpayer investment.)

Portland needs modern cold storage, but not on Americold's proposed scale for our small niche port. Consider Wilmington, NC, the nation's 18th largest container port. It recently opened a three-billion-cubic-foot warehouse for cold storage. Huge, yes, but with a smaller footprint than Americold's proposed warehouse and a finished roof height of 47 feet.

A dual-warehouse plan would ease the marine terminal's “fixed constraints,”¹¹ which have pushed Portland residents into a battle with the Economic Development Department over appropriate height of buildings on the western waterfront. Regardless of the IMT facility's final pallet volume, Americold should revisit design, density and pallet-racking options suitable for the urban site. For instance, an earlier design Americold submitted to the Port Authority proposed “very narrow aisle” storage, which would provide about 25% greater storage capacity than the “conventional” storage Americold now states is necessary for all of its freezer storage.

Additionally, there are development sites nearby for office space to serve Eimskip employees and non-warehouse Americold employees. Elimination of a 65' x 96' wing and about 45 employee parking spaces would allow about 18,000 square feet of additional warehouse space¹² (65' x 278'). Current plans specify a roof height of approximately 65', with racking seven and eight pallets high. If the facility's roof height was reduced to 45', it could store 10,680 pallets with five-pallet racking, prior to any other design changes. The additional warehouse space would increase the total to about 13,500 pallets, including blast-freezer volume.

I believe, however, that projected growth of on-site storage of refrigerated pallets transported by marine vessels will show an appropriate volume far below 13,500 pallets for the IMT.

Sincerely,
Mark McCain
45 Summer Street, Portland

¹ **Statement by John Henshaw, executive director, Maine Port Authority:**
<http://www.mediafire.com/file/7ww7ogymqt1qmgj/Henshaw1-24-17PBcomments.pdf>

² **Refrigerated containers shipped to Portland via Eimskip, first quarter 2014, source: Datamyne**

Maine, and Everett MA cold-storage facility as consignee: 46 containers, 13%

11/ A.C. Inc. Quality Seafood, 125 Black Duck Cove Rd, Beals, ME
10/ Preferred Freezer, Everett, MA
8/ Bristol Seafood, 5 Portland Fish Pier, Portland, ME (59th largest N.E. seafood importer)
8/ Harbor Seafood, 9 Custom House Wharf, Portland, ME
7/ Portland Shellfish, 110 Dartmouth St, S. Portland, ME (26th largest N.E. seafood importer)
2/ Nova Seafood, 555 Commercial St, Portland, ME

NH, VT: 42 containers, 12%

33/ High Liner Foods, Portsmouth, NH (largest New England seafood importer)
8/ Lindt & Sprungli USA Inc, 1 Fine Chocolate Pl, Stratham, NH (only non-seafood consignee)
1/ Aquamarine Seafood Markets, 736 Pine St, Manchester, NH

MA, CT, RI: 170 containers, 49%

67/ High Liner Foods, Peabody, MA (largest New England seafood importer)
21/ Nordic Group, Inc., Nordic Fresh, 326 A St, Suite 2C, Boston, MA
18/ Ocean Trawlers Procurement, aka. Atlantika Inc., 253 Putnam Rd, New Canaan, CT (18th largest N.E. seafood importer)
16/ North Coast Seafoods, 7 Drydock Ave, Boston, MA
10/ Channel Fish Processing Co., 18 Foodmart Rd, Boston, MA (11th largest N.E. seafood importer)
9/ Southstream Seafoods, 100 Metro Center Blvd, Warwick, RI (7th largest N.E. seafood importer)
8/ F.W. Bryce Inc., 8 Pond Rd, Gloucester, MA (2nd largest N.E. seafood importer)
6/ Legacy Seafood Inc., 99 Poppasquash Rd, Bristol, RI
5/ ISI Seafood, Heritage Square, 1700 Post Rd, Fairfield, CT (16th largest N.E. seafood importer)
4/ Trufresh LLC, 2 Craftsman Rd, East Windsor, CT
4/ Arctic Linefish, AS, 100 Widett Circle, Boston, MA
4/ Ipswich Shellfish Fish Market, 8 Hayward St, Ipswich, MA
2/ Great Eastern Seafood, 14 Foodmart Rd, Boston, MA
2/ The Hadley Company, 156 Front St, Marion, MA (6th largest N.E. seafood importer)
1/ Pioneer International Corp., 26 Princess St # 1, Wakefield, MA
1/ Blue Sea Products LLC, 30 North Water St, New Bedford, MA
1/ Juncker Associates Seafood, 1 State Fish Pier, Gloucester, MA
1/ American Pride Seafoods, aka APS LLC, 40 Herman Melville Blvd, New Bedford, MA, subsidiary since 2013 of High Liner Foods

Remaining USA: 17 containers, 11%

34/ Hallvard Leroy USA, 501 Eastowne Dr #265, Chapel Hill, NC
21/ Arctic Fisheries Ltd, 965 Maryvale Dr, Buffalo, NY
6/ Samskip HF
3/ The Scoular Company, 2027 Dodge St, Omaha, NE
2/ Alliance Seafood, 891 South Azusa Ave, City of Industry, CA
1/ Trident Seafoods, 5303 Shilshole Ave NW, Seattle, WA

Canada: 13 containers, 8%

9/ BRT Provisioners Inc., 1368 Hwy 7, Keene, Ontario
8/ Breaker Fish Co., 2165-21000 Westminster Hwy, Richmond, BC
4/ West Fish Canada Ltd., 12 Eaton Ave, Dartmouth, NS
1/ Fisherking Seafoods, 267 Cobequid Rd, Lower Sackville, NS
1/ Marine Harvest Canada, 7200 Coho Rd, Port Hardy, BC

³ 2/24/17 email from Rick Barnhardt, vice president, U.S. supply chain, High Liner Foods, 183 International Drive, Portsmouth, NH, to Mark McCain: We have two self-operated cold storage facilities in New England: at our plant in Portsmouth (8,000 pallet positions) and our distribution center in Peabody MA (approx. 16,000 pallet positions). We also operate a distribution center and plant-attached cold storage in Newport News VA. The containers on Eimskip are bought FOB Peabody or occasionally Newport News. Our intention is to bring the containers into our own facilities directly. We do have seasonal builds in inventory based on our sales pattern and the nature of the quota season in Iceland so we do occasionally have peak needs for outside storage, generally in the fourth quarter. We do have a relationship with Americold nationally and would welcome an option outside of Boston.

We primarily use over the road transit, but we ship intermodal weekly to Southern California (one to two loads) and would be receptive to bringing rail inbound from Seattle (Alaskan Pollack) to a cold storage to be broken and shipped to the Portsmouth production facility.

⁴ Largest New England seafood importers:

<http://www.mediafire.com/file/j7rkznfkzv2ggrh/Page33AmericoldRFPproposal.pdf>

⁵ Woodard & Curran report:

<http://www.mediafire.com/file/l6x9clia6hjcgcgk/Bldg.+Justification.PDF>

⁶ Second Woodard & Curran report:

<http://www.mediafire.com/file/ir6cfc8ma5xcd9y/Woodard%26Curran.pdf>

⁷ Portland WPDZ zoning:

<http://www.mediafire.com/file/m8v6simc0mt28lg/WPDZzoning.pdf>

⁸ Eastern Marine RFP proposal:

<http://www.mediafire.com/file/6zq67xbkg7s6k3c/EasternMarineProposalRFP.pdf>

⁹ Maine Port Authority RFP:

<https://assets.documentcloud.org/documents/2167668/west-cold-storage-rfp.pdf>

¹⁰ Americold Logistics RFP proposal:

<http://www.mediafire.com/file/58yngg05ckivyg2/AmericoldRFPproposal.pdf>

¹¹ EDD application to the Planning Board:

<http://www.portlandmaine.gov/AgendaCenter/ViewFile/Agenda/01242017-1925?packet=true>

¹² Adjusting the project's footprint:

<http://www.mediafire.com/file/1yztqgw8k061dly/removing+office+space.pdf>

Portlanders for the Western Waterfront

36 Salem Street, Portland, ME 04102

zoning45@zwi.net

To The Portland Planning Board,

Attached please find analysis regarding the proposed rezoning of the Waterfront Port Development Zone to accommodate the proposed Americold cold storage facility and to create a logistics hub on the waterfront. We are a group of fellow Portlanders who have been actively involved in this process and believe that these zoning changes are both unnecessary and counter-productive.

Before going into our specific concerns, we want to emphasize that we support a working waterfront and are not opposed to building a cold storage facility at the International Marine Terminal to serve the legitimate cold storage needs of Emskip. The city and the Port Authority have aggressively marketed these zoning changes by suggesting that without these changes development of the waterfront cannot move forward. We strongly disagree. Our analysis exposes deep flaws in their justification, showing that a state-of-the-art facility that accommodates approximately 10,000 pallet positions is both economically feasible and more than sufficient to meet the current and foreseeable future needs of Emskip. Such a facility can be built within the existing code.

While we support cold storage, we strongly oppose turning the western waterfront into a truck hub that consolidates warehouse operations from other parts of the city. The proposed plans would allow the construction of an entire corridor of warehouses along West Commercial Street, each as tall as the Casco Bay Bridge. This is not an appropriate use of the waterfront and will have irreparable implications for traffic along Commercial Street, for the gateway to the city, and the community as a whole.

To support our conclusions, please find attached, the following:

1. The Woodard & Curran study on Emskip's potential cold storage needs that claims that a 10,800 pallet position facility would be insufficient.
2. Our analysis of this study that demonstrates that once you correct the methodological flaws, this study actually proves the opposite-that a facility can be built under current zoning that is more than sufficient.

3. The Woodard and Curran study regarding the costs of alternatively sized cold storage facilities, followed by analysis showing that the report misstates the competitiveness of a 45-foot warehouse vs. alternatives in the Boston area.

Eimskip's cold storage needs can be met within the existing code. Rezoning the entire WPDZ based on the flawed projected needs of a single building opens up the development of a truck hub that is neither marine-related nor an appropriate use of the last mile-and-a-quarter of Portland's waterfront.

Respectfully,

Tom Robinson

on behalf of Portlanders for the Western Waterfront



Proposed State of Maine West Commercial Street Cold Storage Facility

Model of Eimskip Cold Storage Need

The following pages describe a basic model that was prepared to evaluate the current and future projected cold storage needs of Eimskip. The current and projected needs were then considered relative to the storage capacities of:

1. An approximately 120,000 square-foot facility with an interior clearance height of 55 feet, a total building height of approximately 65 feet (as measured per the current zoning¹) and a capacity of 15,864 pallet positions. This configuration is consistent with the latest conceptual model proposed by Americold.
2. An approximately 120,000 square-foot facility with an interior clearance height of 35 feet, a total building height of approximately 45 feet (as measured per the current zoning¹) and a capacity of 10,860 pallet positions. This hypothetical configuration was prepared by Americold to assist with comparative studies but is not being proposed for construction.

Note that the difference in storage capacity specified for each building above is directly related to clearance height. Specifically, the height of the racking system used to store pallets is designed to reach up to the ceiling of the building, with necessary space reserved for lighting and mechanical equipment. The proposed 65-foot building can accommodate a racking system that is 8 rows high while a building that is limited to 45 feet would be able to accommodate a racking system that is 5 rows high. Therefore, though the building footprints are the same, the available storage capacity in each building is significantly different. Do to site constraints the footprint of the building is maximized at approximately 120,000 square feet

The following process was employed during the preparation of this model:

1. Collect Data from Independent Sources

To objectively evaluate the growth of Eimskip's freight shipments and resulting cold storage needs, three independent data sources were employed. These included:

1. Cold storage capacity need reported by Eimskip;
2. The total number of loaded containers shipped through the Port of Portland in 2014 and 2016²; and
3. The number of Eimskip ship calls to the Port of Portland in 2014, 2015, and 2016.

The intent of this method was to use independent sources of data to evaluate the same question, and assess the precision of the results.

¹ Per City of Portland Code of Ordinances, Sec. 14-47 the height of a flat-roofed building is measured for permitting purposes as the vertical distance from grade to the highest point of the roof beams.

² Containers that did not arrive in Portland or depart Portland via an Eimskip ship were excluded from this data.

2. Convert Eimskip's Reported Need to Pallet Positions and Estimate the Rate of Growth

Eimskip has reported the following cold storage capacity need estimates:

1. Immediate cold storage need would fill 30% of the proposed 65-foot cold storage facility's capacity;
2. In 3-5 years, this need will grow to 50% of the proposed 65-foot cold storage facility's capacity; and
3. In 10 years, the need will be three times the immediate need.

The proposed 65-foot cold storage facility contains 15,864 pallet positions, per the current design. Therefore, 30% would equal 4,760. In 3 to 5¹ years, this need would be 50% of 15,864, or 7,932 pallet positions. Finally, in 10 years, the need would be three times that of the current need of 4,760, or 14,280 pallet positions or 90% of the proposed 65-foot facility and 131% of the 45-foot building example. These data points and a linear trendline are plotted on the enclosed chart. A linear trendline was selected as this growth is based on Eimskip's predicted needs at certain points versus a forward-looking projection.

3. Estimate Freight Volume Rate of Growth from Container Data

Using the annual container shipment volumes from 2014 through 2016, Woodard & Curran estimated the total number of pallets shipped through the Port of Portland during these years. It was assumed that each 40-foot container would hold the equivalent of 20 pallets of freight and that each 20-foot container would hold 10 pallets of freight, which are commonly used conversion factors. This total annual volume of pallets was then divided by 12 to estimate the monthly throughput of pallets transiting the Port. Monthly averages were used as a simple and convenient unit of measure. No assumptions were made concerning the duration of storage for each pallet, as this varies widely and is based entirely on customer need as driven by ever-changing market conditions.

Eimskip then provided an estimated ratio of their total freight versus freight that would require storage in a cold storage facility. This factor (35%) was applied to the monthly total generated above to estimate the average number of pallets that would require cold storage each month during 2014, 2015, and 2016. The differences between these three numbers generated rates of growth between 2014 and 2015, and between 2015 and 2016, which were considered the increases in Eimskip freight that would require cold storage over these periods. A review of the available data, though limited, indicates an exponential growth rate, at least in the short term. Therefore, the available rates of growth were projected exponentially forward starting in 2017, and were plotted on the enclosed chart.

4. Estimate Rate of Growth of Port Calls

The number of Eimskip ships that called on the Port of Portland in 2014, 2015, and 2016 was plotted on the enclosed chart. In addition, Eimskip has reported that by 2020, they expect weekly port calls or 52 ships per year. This value was also plotted on the enclosed chart.

¹ For the purpose of this basic model, Woodard & Curran assumed that the 3 to 5-year projected need would be achieved in year 3.

5. Compare the Projected Increase in Eimskip Cold Storage Need to the Capacities of the Proposed 65-foot Building and the 45-foot Building Example

Based on information provided by Americold, the proposed 65-foot building would have a pallet capacity of 15,864 positions and the 45-foot building example would have 10,860 pallets. Eimskip's reported need for cold storage volume was compared to these capacities immediately (in 2017), in 3 to 5 years (assumed to be 2020), and in 10 years (2027), and the percentages of each building occupied by Eimskip freight during these years are presented on the enclosed tables.

Similarly, the annual containerized freight volume that would require cold storage, as developed using the rate of growth in container shipment data from 2014 through 2016, was compared to the capacities of the proposed 65-foot building and the 45-foot building example each year from 2017 to 2024 (the date the capacity of the 45-foot building example was exceeded). The percentages of each building occupied by Eimskip freight during these years are presented on the enclosed tables.

The rate of growth over time as estimated using the three referenced data sources was also compared graphically to the capacity of the 45-foot building example. The result is presented on the enclosed chart.

Findings and Conclusion

The following findings were developed in accordance with the results of this basic modeling effort:

- Consistent with the data presented on the enclosed chart, the rates of growth for Eimskip's reported increases in cold storage capacity need, the projection of increased freight volume that would require cold storage based on 2014 through 2016 container data, and the increase in port calls by Eimskip ships between 2014 and 2016, as well as the projected frequency in 2020, are all similar. This indicates good precision in the evaluation methods used during this modeling effort, and that conclusions that may be drawn from this model are likely reliable.

However, it is important to note that, as with all growth projections, the accuracy of the estimate decreases as the farther away one moves in time from the known data points. Further, with exponential business growth projections, it is expected that the rate of growth will at some point diminish until equilibrium is reached (e.g. due to market saturation or limitations in available shipping capacity). It is not known when equilibrium will occur, therefore, Woodard & Curran did not consider container growth projection data beyond approximately 2024.

- Based on the estimated growth in Eimskip's cold storage needs as assessed using the referenced data sources, the capacity of 45-foot building would be exceeded between 2023 and 2024.
- Greater than 50% of the capacity of the proposed 65-foot building would be occupied Eimskip freight between approximately 2020 and 2021. Therefore, the majority of the proposed building would be occupied by marine-related uses in a relatively short time following the completion of construction.

Consistent with the findings of this model, the following conclusion was derived:

- Based on projected growth rates, a building that is limited to 45 feet in height, with a resulting capacity of 10,860 pallet positions, would be insufficient to fill Eimskip's cold storage needs beyond 2023. As such, continuing to limit the allowable height for buildings in the Waterfront Port Development Zone to 45 feet would increase the risk of losing Eimskip as a container shipping partner for the Port of Portland.

It is relevant to note that this conclusion has been drawn based only on one customer's need, and multiple users are anticipated for the proposed facility. Therefore, it is possible that the capacity of the 45-foot building example will be exceeded by customer needs prior to 2023.

Enclosures

Eimskip Temperature Controlled Needs Estimates Based on Eimskip Growth Predictions, 2014-2016
Maine Port Authority Container Shipment Data, and Current and Predicted Annual Port Calls

Projection of Future Eimskip Need in Pallet Positions (PP) Relative to a 45-foot Building Example Based
on 2014 Through 2016 Container Shipment Data, Eimskip's Estimated 3-5 and 10-Year Growth
Projections, and Projection of Port Freight Growth Based on 2014-2016 Port Calls

**Eimskip Temperature Controlled Needs Estimates Based on Eimskip Growth Predictions,
2014-2016 Maine Port Authority Container Shipment Data, and Current and Predicted Annual Port Calls**

Estimate of Pallet Positions Required to Meet Eimskip's Immediate and Future Needs Based on Growth Predictions Provided by Eimskip	
Total Number of Pallet Positions in Proposed 65-foot Building (PP)	15,864
Eimskip Immediate Need (% of total proposed PPs)	30%
Eimskip Immediate Need (PP)	4,760
Eimskip Projected Need in 3-5 Years (% of total proposed PP)	50%
Eimskip Projected Need in 3-5 Years (PP)	7,932
Eimskip Projected Need in 10 Years: 3X Current Need (PP)	14,280
Percent of Proposed 65-foot Building Projected to be Occupied by Eimskip in 10 Years	90%
PPs in 45-foot Building Example	10,860
Difference Between PPs in 45-foot Building Example and Capacity Required to Fill Eimskip's Projected Need in 10 Years	(3,420)

Estimate of Pallet Positions Required to Meet Eimskip's Immediate Needs Based on 2014 Container Shipment Data	
Total Number of 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	3,999
Total Number of 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	690
Total Number of Pallets Shipped Through the Port (Annual, Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	86,880
Average Number of Pallets Shipped Through the Port Each Month	7,240
Percent of Monthly Average that is Temperature Controlled Freight (Provided by Eimskip)	35%
Capacity Needed to Support Average Monthly Temperature Controlled Freight (PP)	2,540
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	23%

Estimate of Pallet Positions Required to Meet Eimskip's Immediate Needs Based on 2015 Container Shipment Data	
Total Number of 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	4,471
Total Number of 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	835
Total Number of Pallets Shipped Through the Port (Annual, Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	97,770
Average Number of Pallets Shipped Through the Port Each Month	8,148
Percent of Monthly Average that is Temperature Controlled Freight (Provided by Eimskip)	35%
Capacity Needed to Support Average Monthly Temperature Controlled Freight (PP)	2,860
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	26%

Estimate of Pallet Positions Required to Meet Eimskip's Immediate Needs Based on 2016 Container Shipment Data	
Total Number of 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	5,211
Total Number of 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	1,457
Total Number of Pallets Shipped Through the Port (Annual, Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	118,790
Average Number of Pallets Shipped Through the Port Each Month	9,899
Percent of Monthly Average that is Temperature Controlled Freight (Provided by Eimskip)	35%
Capacity Needed to Support Average Monthly Temperature Controlled Freight (PP)	3,470
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	32%

Capacity Need Increase from 2014 to 2015 (PP)	320
Capacity Need Increase from 2015 to 2016 (PP)	610

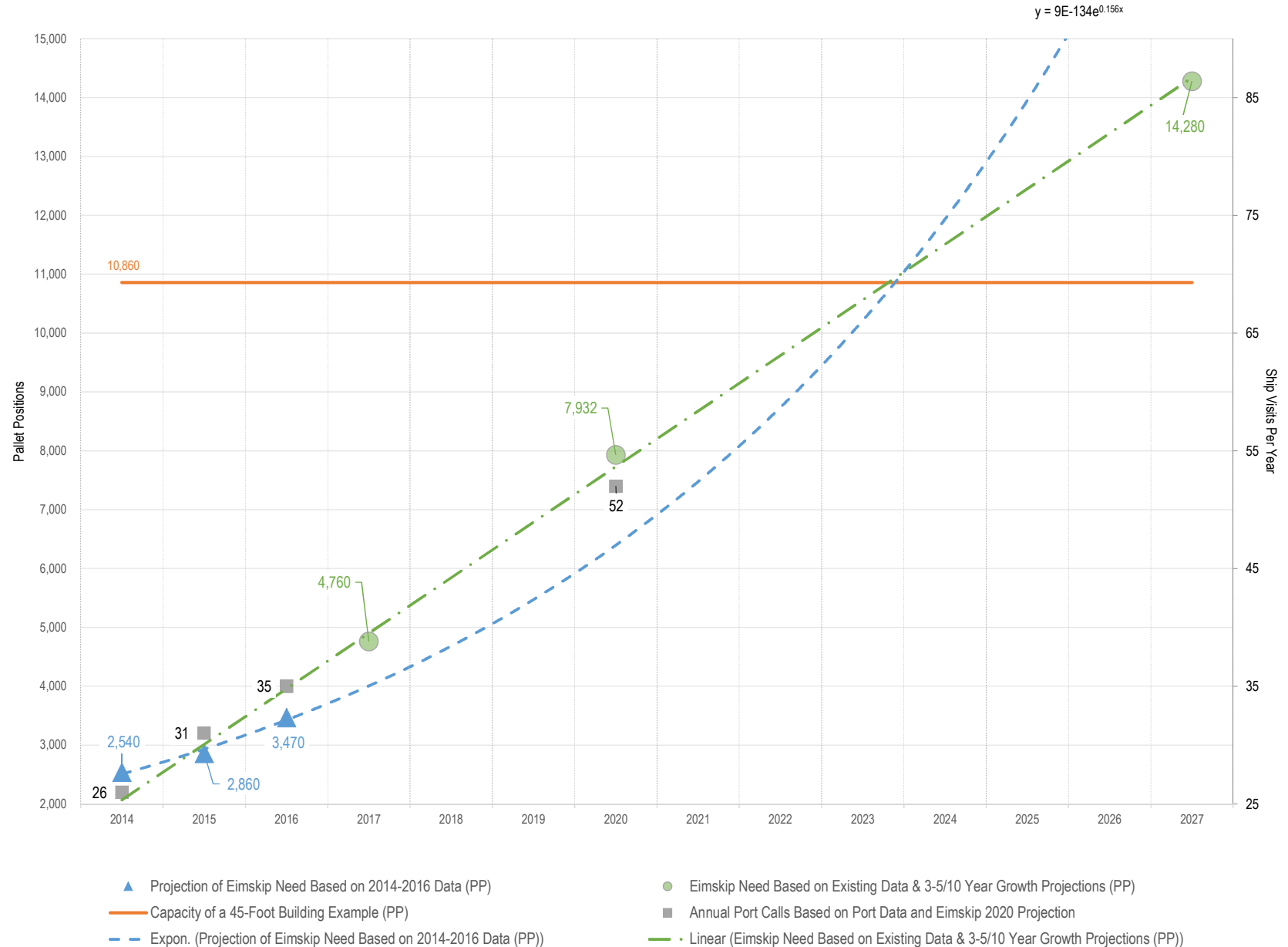
Percent of Proposed 65-foot Building and 45-foot Building Example Filled by Eimskip Using Reported Immediate Need, 3 to 5-year, and 10-year Growth Predictions		
Year	Percent of 45-foot Building Example Filled	Percent of Proposed 65-foot Building Filled
2017	44%	30%
2018		
2019		
2020	73%	50%
2021		
2022		
2023		
2024		
2025		
2026		
2027	131%	90%

Percent of Proposed 65-foot Building and 45-foot Building Example Filled by Eimskip Using Container Shipment Data: Exponential Projection		
Year	Percent of 45-foot Building Example Filled	Percent of Proposed 65-foot Building Filled
2014	23%	16%
2015	26%	18%
2016	32%	22%
2017	37%	25%
2018	44%	30%
2019	51%	35%
2020	61%	42%
2021	71%	49%
2022	84%	58%
2023	99%	68%
2024	117%	80%

Projected Port Growth Based on Annual Total Port Calls		
Year	Total Port Calls	Source
2014	26	Port Authority Data
2015	31	Port Authority Data
2016	35	Port Authority Data
2020	52	Eimskip Growth Estimate

Growth Projections Provided by Eimskip:
1. Immediate cold storage need would fill 30% of the proposed facility capacity.
2. In 3-5 years, this need will grow to 50% of the proposed facility capacity.
3. In 10 years, the need will be three times the immediate need.
4. 35% of total freight shipped by Eimskip would have the need for storage at the proposed facility.
5. By 2020 Eimskip projects to have weekly port calls (52 ships per year).

Projection of Future Eimskip Need in Pallet Positions (PP) Relative to a 45-foot Building Example
Based on 2014 Through 2016 Container Shipment Data, Eimskip's Estimated 3-5 and 10-Year Growth Projections,
and Projection of Port Freight Growth Based on 2014-2016 Port Calls



Analysis of Woodard & Curran Study:

“Proposed State of Maine West Commercial Street Cold Storage Facility Model of Eimskip Cold Storage Need” April 24, 2017

- Objective of the Woodard & Curran (W&C) study prepared for the MPA:
 - Evaluate current and future cold storage needs of Eimskip using alternative methodologies
 - Evaluate those needs relative to a 45' (10,860 pallet positions) vs a 65' (15,864 PP) option
 - The study attempts to demonstrate that Eimskip's stated growth projections are both:
 - Consistent with other methodologies using external data
 - Cannot be met by the 10,860 pallet position facility
 - Provide justification for the Rezoning of the IMT property to allow the taller building
- W&C Study Findings:
 1. Eimskip's projected needs are reasonable based on external data
 2. Eimskip's needs would exceed the facilities capacity by 2023
 3. Greater than 50% of the capacity of the facility would be marine-related uses by 2020-22
 4. The 45' building option is too small
- Problems with the W&C methodology and conclusions:
 - The W&C methodology is deeply flawed and misleading
 - Model assumptions were used which directly contradict statements by Eimskip and Americold
 - Using the same data and appropriate methodologies we refute findings #2-4
 - Without corroborating evidence, the W&C hypothesis that the 10,860 pallet position building is insufficient to meet Eimskip's needs cannot be made based on this study

Objective Data from the W&C Study

- The W&C study was based on the following external data set:

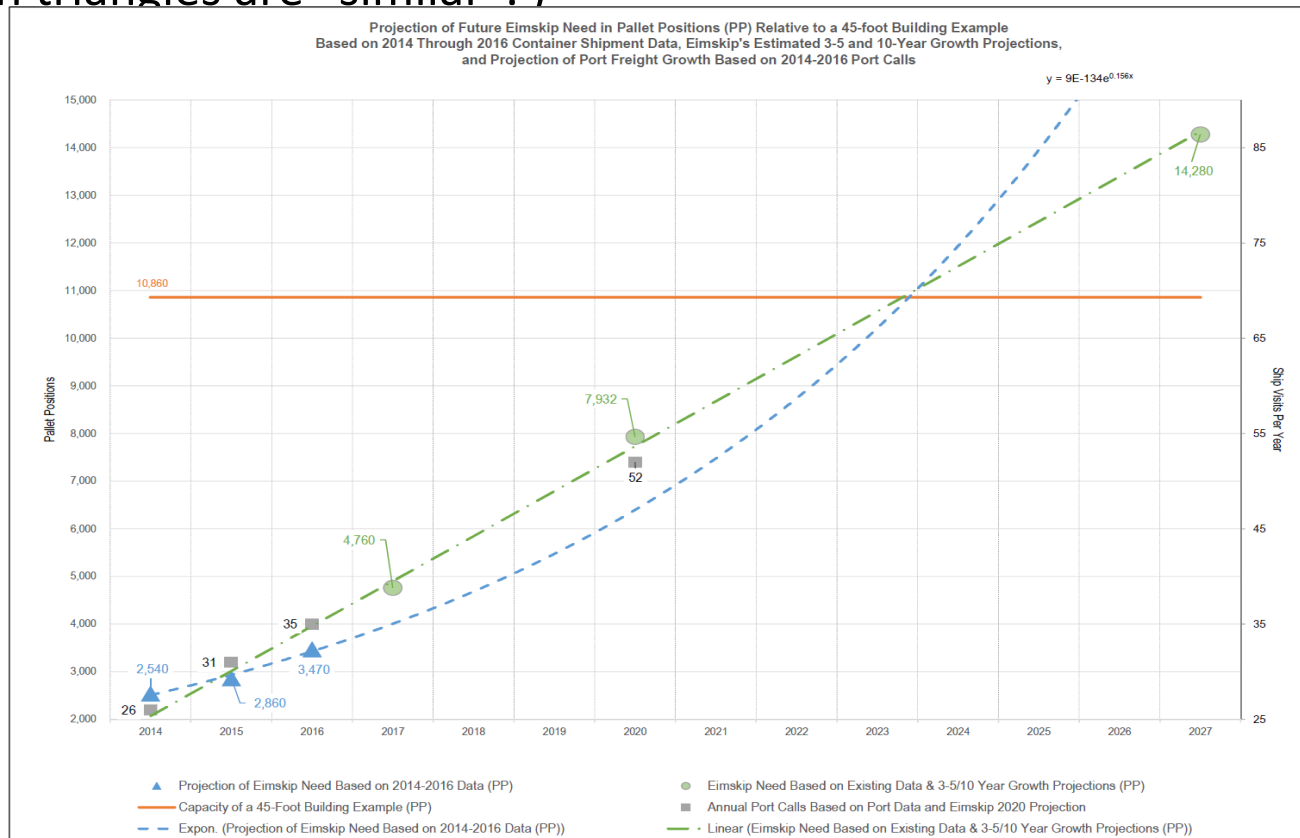
	Eimskip	Eimskip	Eimskip Ratio		Port Calls	Monthly Average
	Potential Need	Potential Need	Freight requiring		Realized and	Container Ship
	Projection	Pallet Equivalent	Temp Control		Eimskip Estimate	Volume thru Port
2014			35%		26	2540
2015			35%		31	2860
2016			35%		35	3470
2017	30%	4760	35%			
2018			35%			
2019			35%			
2020			35%		52	
2020-2022	50%	7932	35%			
2027	90%	14280	35%			

- Key W&C data assumptions:
 - The average pallet utilizing storage will be stored for 1 month
 - All freight requiring cold storage will utilize this facility
 - Eimskip will meet the 2020-2022 estimate by 2020
 - 100 % of freight requiring temperature control utilize the facility (1)

1)The report assumed that 100% of Eimskip's "temperature controlled freight" would be stored at the on-site warehouse. Some major Eimskip customers, however, operate their own cold-storage facilities or prefer public cold storage closer to their operations. A baseline estimate of actual demand would incorporate the pallet volume of Eimskip customers in 2016 who used public cold storage elsewhere, but would have preferred on-site storage, and Eimskip freight forwarding which required on-site cold storage.

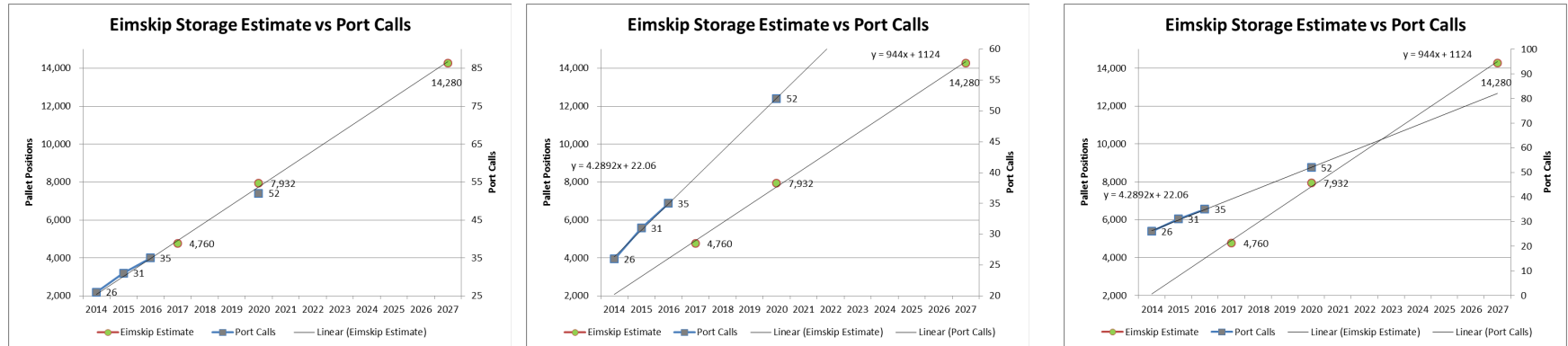
Issue #1: The Right Axis Problem

- W&C report claims the rate of growth of Eimskip's estimated cold storage needs is "similar" to the "increase in port calls by Eimskip ships as well as the projected frequency in 2020...". This claim is based on the chart of the external data below: (i.e. They are saying the Grey boxes and the Green triangles are "similar".)



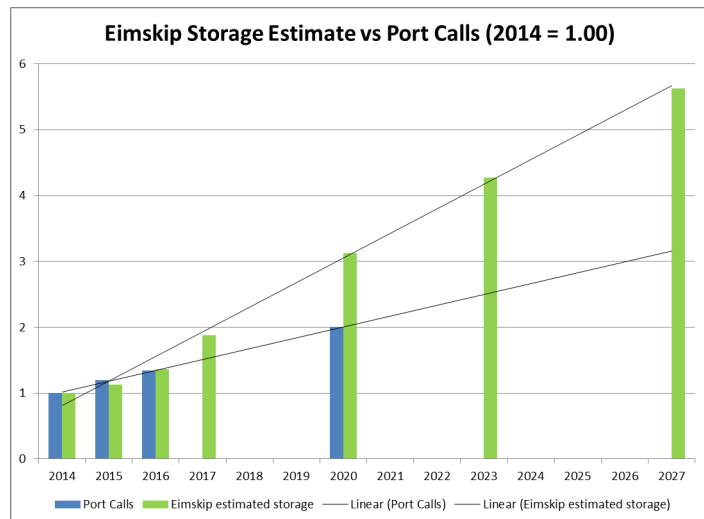
Issue #1: The Right Axis Problem

Question: Which Graph show Port Call growth “similar” to Eimskip’s Storage Estimate?



Answer: You cannot tell visually: they are all the same data! Only the right axis scale is different

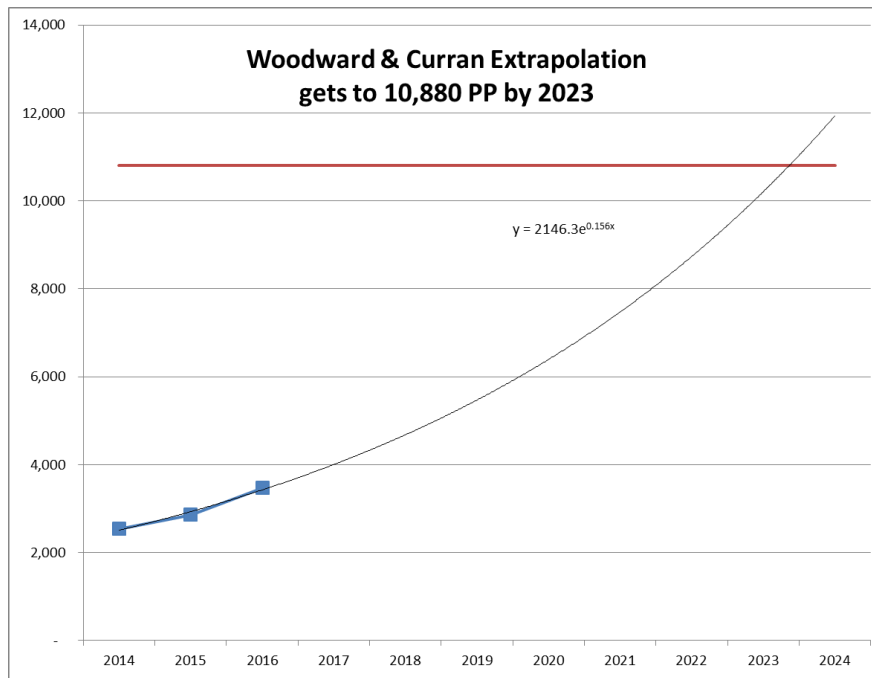
So let’s put them in unitary terms (2014 = 1) and graph them on the same axis



- **Wow! Port calls are growing rapidly (8.5%) but much slower than Eimskip’s estimate of cold storage needs (14%).**
- **Conclusion. They are NOT Similar! The Eimskip storage growth rate estimate is 65% higher than the growth rate for port calls! Why is that?**
- **Just with this change (and there is more), if cold storage demand increased in line with port calls =**
 - 8000 PP by 2020 vs 10860
 - 10160 PP by 2027 vs 14280
 - And this assumes port call grow at 8.5% forever

Issue #2: The Exponential Growth Problem

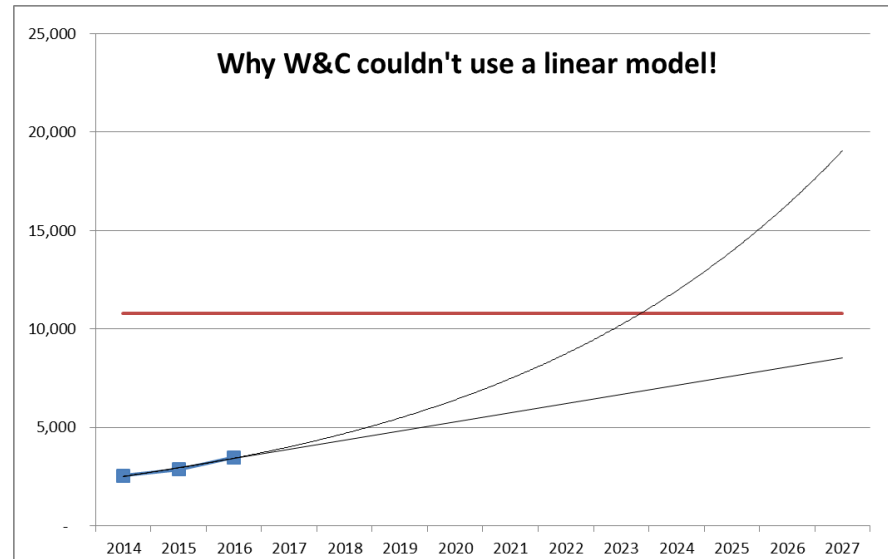
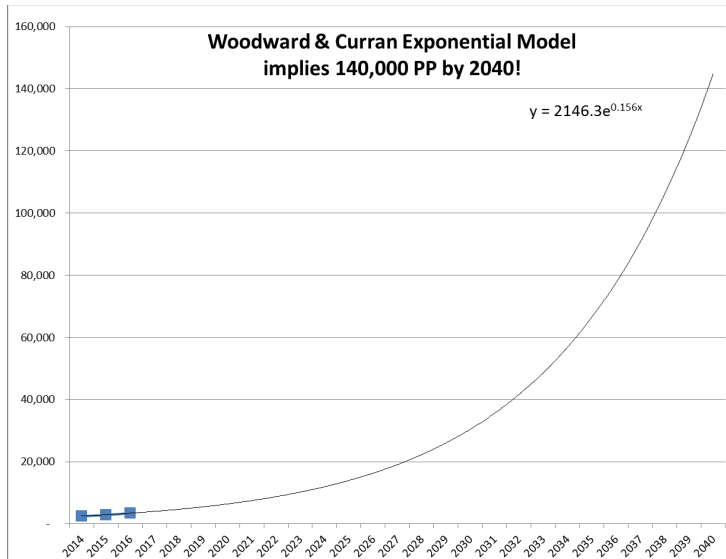
- W&C study compares shipment growth rates with the Eimskip estimate:
 - Evaluates the past 3 years of container shipments from Port Authority data
 - Incorporates Eimskip estimate of 35% being used for cold storage to create an implied historical cold storage demand
 - Assumes an *exponential* growth rate through the study period:



But why would we assume exponential growth? What in shipping grows exponentially?

Also, didn't Eimskip say that 35% of their freight volume will require cold storage? Even Eimskip's aggressive storage estimate is linear rather than exponential....

Issue #2: The Exponential Growth Problem



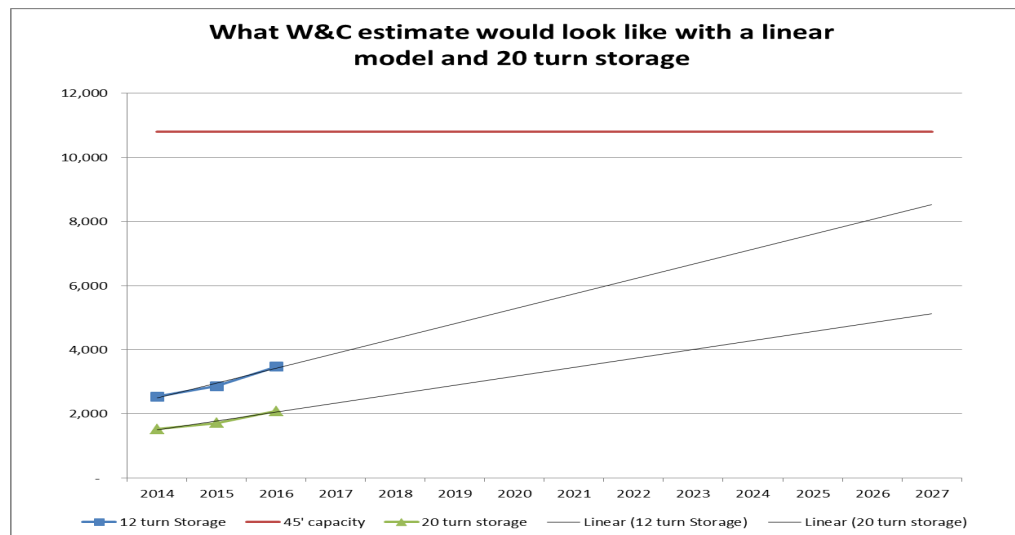
Using a linear growth model, Eimskip wouldn't come close to filling the 45' Facility by 2027. And that is not the answer the report requires...

In other words, the available trend in shipment data implies there must be exponential growth in cold storage demand for the 45' facility to be insufficient...

We conclude: If historical shipment trends persist, a 45' facility is more than sufficient

Issue #3: The Storage Turnover Rate

- W&C study assumes that 12 turn storage by dividing total annual pallets by 12. “No assumptions were made concerning the duration of storage for each pallet, as this varies widely...”
- However, The Americold proposal says explicitly on page 16:
 - “Americold plans to design and construct an expandable facility with an initial capacity of approximately 15k pallets. We calculate approximately 300,000 pallets...can be handled annually.”
 - $300,000 / 15,000$ equals 20 turn storage, not 12 turn storage.
 - Using 20 turn storage, Eimskip would need less than $\frac{1}{2}$ of the Americold facility



Conclusions based on Review of the W&C study

1. The data provided by Eimskip indicates a projected volume growth that is not supported by other metrics.
2. The W&C estimate of average monthly cold storage requirements is too high because it assumes an inventory turnover rate that is inconsistent with Americold's RFP response.
3. The rate of growth in storage requirements is estimated to be 65% higher than the estimated growth in projected port calls – with no reason why.
4. There is no empirical evidence to suggest that cold storage demand will grow exponentially when shipments are projected to grow linearly.
5. Adjusting for these shortcomings of the study methodology:
 - At 45' the proposed building is more than sufficient to meet Eimskip's needs.
 - At 65' the proposed building would be principally used for non-marine related uses for the foreseeable future.

Why not just look at the original Americold response to the Maine Port Authority RFP?

- Page 2: “Eimskip is contemplating moving their U.S. headquarters to the IMT West Cold storage facility, and storing up to 5,000 pallets positions..”
 - What changed from the original proposal? Why was the RFP for 15,000 PPs when Eimskip anticipated a need for 5,000?
- Page 17: “We currently operate a facility on Read Street in Portland. Based on our business plan calculations we may well continue to operate this site in conjunction to the new site at the IMT. We are also considering converting it to a dry facility...complementing the temperature-sensitive product that customers would store at the new facility.”
 - Clearly the RFP anticipates consolidation with Read Street.
 - “may well” means it is possible Read Street remains open, but not necessarily probable.
 - By implication, Americold needs 10k positions for needs beyond Eimskip.
- Page 2: “Americold and Eimskip had developed a Letter of Understanding expressing our mutual intent to establish an agreement for the joint development of a temperature-controlled storage facility...”
 - How could others effectively bid on the project if the principal customer already had an LOU with Americold?

The Business Case for a 65-foot-tall Cold Storage Warehouse Woodard & Curran

The cold storage warehouse proposed for the Portland waterfront could operate as a sustainable business with a building height of 65 feet, but the business model collapses if the height is shortened by 20 feet to comply with current zoning restrictions, according to a new study.

Portland-based engineering consultants Woodard & Curran used anticipated construction costs and industry data to create economic models for two hypothetical cold storage businesses—one with a 45-foot-tall warehouse and one with a 65-foot-tall warehouse.

Using the same footprint for both models, there would be a big difference in the number of pallets that could be stacked inside. The taller warehouse could hold 15,864 pallets, while the shorter one could hold only 10,680 pallets.

The shorter warehouse would operate with less volume, and therefore with lower efficiency and higher costs to the customers. Because larger warehouses in Massachusetts, could undercut the Portland warehouse with lower fees, customers would be more inclined to go there, leaving the Portland facility struggling to attract and retain business, Woodard & Curran concluded.

However, the study found that a 65-foot-tall warehouse in Portland could offer cheaper fees than its competition and therefore succeed in the marketplace.

Using industry standards, Woodard & Curran estimated the annual per-pallet costs for each pallet position in both warehouses. The estimates revealed that for an average cold storage user storing 525 pallets a year it would cost \$410,823 per year to store those pallets in the shorter warehouse rather than the \$385,308 cost for the same amount of storage in the taller one.

The study looked at the fees charged by four cold storage warehouses in Massachusetts. In every case, the study found it would be cheaper for a Maine company to store pallets in a Massachusetts warehouse than in a 45-foot-tall warehouse in Portland. However, the study found that a 65-foot-tall warehouse in Portland could offer lower fees than all of its competitors in Massachusetts.

A 65-foot-tall Portland warehouse would offer Maine food producers lower storage fees and also enable them to reduce their trucking costs. The cumulative cost savings would make their products more competitive. Moreover, the proposed facility's location opens up new International markets. That's because the warehouse would be adjacent to a container terminal served by Eimskip, a steamship line that specializes in moving refrigerated cargo.

Americold says the business won't work financially unless the building is 65-feet-tall. Understanding that the warehouse represents the last piece of a long-range plan that aims to revive the Port of Portland, the City of Portland is seeking to change the zoning to allow the project to move forward.

Completion of the Americold project can help ensure the future success of the Port of Portland and Maine's food production industry.

Response by Mark McCain

walworthmccain@maine.rr.com

207-632-3370

Woodard & Curran provided a faulty comparison of Americold's proposed 65' warehouse with an identical facility 45' tall:

"The study looked at the fees charged by four cold storage warehouses in Massachusetts. In each case, the study found it would be cheaper for a Maine company to store pallets in a Massachusetts warehouse than in a 45-foot-tall warehouse in Portland."

That claim does not hold up:

- The study said an "average" customer of 525 "pallet positions" would pay \$735 in a 65-foot warehouse or \$782 in a 45-foot warehouse annually for each pallet position.
- Using Americold's estimate of 20 turnovers a year, that equals \$36.70 vs. \$39.13 for each pallet stored for an average of 1/20th of a year – or \$48.60 extra per 40-foot container (which holds 20 pallets) in the 45-foot warehouse.
- That's vastly less than \$600 extra, the cost for a Maine company to truck a container (one way) for storage in a Boston warehouse, according to testimony of the Port Authority's John Henshaw at a 1/24/17 Planning Board hearing: "Just trucking a container from the terminal to Americold's Read Street warehouse would cost customers an additional \$150 per container. Trucking to Boston adds more than \$600 per container."
- In its overall analysis for the Maine Port Authority, Woodard & Curran also used faulty assumptions. For instance, although Americold estimate of 20 pallet "turnovers" per pallet position each year in its RFP proposal, Woodard & Curran arbitrarily used an estimate of 12 turnovers, which inflated the necessary warehouse size by 40%.
- Additionally, Woodard & Curran assumed that 100% of Eimskip's "temperature controlled freight" (35% of total volume) would be stored at an on-site warehouse. To establish baseline demand for on-site storage, it should have examined pallet volume of Eimskip customers in 2016 who used public cold storage elsewhere, but would have preferred on-site storage, and Eimskip freight forwarding which required on-site cold storage. That would show, for instance, that many out-of-state importers would not store freight in the warehouse. Potentially, Woodard & Curran is overstating storage demand by 200% - 400% by this error alone.

May 15, 2017

PC113

City of Portland Planning Board
389 Congress Street
Portland, Maine

Dear Members of the Planning Board-

First, I want to thank you for all of your hard work and service to Portland. It is much appreciated!

I am writing with regard to the proposed increase in zoning height on Portland's Western Waterfront. I have been following this issue since the beginning and have tried to have an open mind. I've attended many sessions and community meetings, and have spoken directly with city staff, and listened to many Portlanders express their ideas and concerns.

But I have to say that this situation feels like a classic 'bait and switch.' I attended the very first meeting at the International Marine Terminal last July, and they were talking about how they needed an exception to the zoning height for this one building (the Americold cold storage facility). Then several months later, at another meeting, they suddenly said they wanted to increase the zoning heights for the entire zone!

I recently attended the 'Eggs and Issues' meeting put on by the Portland Chamber of Commerce, and I was blown away by the amount of money and resource (the event was in a large ballroom, with three large video screens) that are being put into promoting this zoning change. Someone has even created a slick new website to promote it (here it is... <https://www.foodeconomymaine.com/>)

I've heard phrases like, "the zoning was created back in the 1990's and it really needs to be updated." Well, I've been to the meetings that show the history of the zoning, and many thorough studies were done at that time to analyze the landscape and create zoning heights that were in proportion to the landscape. **And the landscape hasn't changed since the 90's!**

The western waterfront is a gateway to the city, and is already congested. We need to remember that we have other assets to protect that also bring revenue to the city (i.e. the character and distinctiveness of Portland's neighborhoods which are a big draw to visitors and new permanent residents alike). The West End is a vibrant neighborhood on the peninsula and its views of the water and working waterfront contribute to its uniqueness. **We need protect this valuable asset!**

I have no problem with buildings (including cold storage) that are attractive and functional (and related to port activity) if they remain under the current zoning heights. We have to remember that changing the zoning heights will be a permanent change... once it's done, there is no going back. **I urge you to please oppose this change!**

Thank you for your time in considering these remarks.

Warm regards,



Leslie Pohl
263 York Street
Portland, ME 04102

May 8, 2017

To Members of the Planning Board:

I am very concerned about the proposed zone change on the western waterfront. Specifically, the 75-foot height limit suggests that developers will be allowed very high-intensity operations - a concentrated, heavy-industry area, with trucks and other equipment in and out almost non-stop, and all the accompanying noise, dust and traffic jams. West Commercial Street will likely be tied up many times throughout the day, and possibly the night, by trucks steadily entering and leaving the area. Frustrated drivers will be forced to seek roundabout routes through residential streets. Many of the residents on those streets will also lose valuable views of the water due to the height and bulk of the new buildings.

It seems increasingly that much – maybe most – of the activity will not be related to maritime business. The shoreline is too valuable to be taken up by non-maritime businesses that should be located in other industrial areas. I would urge the City of Portland to assist businesses that want to consolidate their operations to find suitable, affordable sites - inland.

Sincerely,

Peter Lawrence
5 Bond St.
Portland

Google Groups

May 18th review: I support the Re-Zoning needed for Cold Storage Building on West Commercial Street

Jenny Potter Scheu <jpscheu@gwi.net>

May 16, 2017 10:29 AM

Posted in group: **Planning Board**

To:

Elizabeth Boepple, Sean Dundon, David Eaton, Brandon Mazer, Carol Morrisette, Maggie Stanley, and Lisa Whited

Dear Portland Planning Board,

I am writing to support the re-zoning which needs to happen in order go forward with the construction of a large new Cold Storage building on West Commercial Street.

I strongly support the construction of this building as a very important addition to the waterfront/city economy.

Where I live near the eastern end of the Portland waterfront, we have dealt with critics who do not support any development which blocks views of the harbor. I favor thoughtful new development, and submit that there are many existing protections for views. (I would be glad if such a building was built on the east end of Commercial Street!) The important addition of this proposed Cold Storage Building trumps any concerns for it's blocking some of the views from the western neighborhood.

I am sorry that I cannot attend the May 18th site review and workshop, and wanted to express my support for this very important development opportunity.

Thanks so much to each of you - and the Planning staff - for your steady hard work for the city and all citizens.

Best wishes,
Jenny Scheu
jpscheu@gwi.net

Home: 29 Waterville Street, #3, Portland ME 04101

Business: Redhouse Architects, 61 Pleasant Street, Studio 104C, Portland ME 04101

Comment on proposed cold storage

Carson, Keith <Keith.Carson@wssh6.com>

May 16, 2017 11:40 AM

Posted in group: **Planning Board**

Morning all,

I know you've received plenty of public comment on this matter so I'll keep it short: I'm a "fringe west ender" living on York street and this proposed zoning would not impact my views in any way; as such I feel I'm more neutral when assessing this proposal.

Here's what I think:

1. **No great waterfront city builds structures like this in the middle of a boom.** I lived in Plattsburgh, NY for a number of years; in comparison to their neighbors across Lake Champlain (Burlington, VT), Plattsburgh was a very ugly town. Why? Poor use of waterfront space. They chose to build warehouses and even a McDonalds on their side of the lake, while Burlington protected and nurtured their waterfront. We have to think ahead here, Portland Yacht Services looks like it fits with Portland...a giant warehouse does not.
2. **We can continue to grow the port without the excessive height.** I read the studies and reports on both sides and it appears as though Americold is looking well into the future and predicting they might need more space. I certainly understand that from a business perspective, but who knows how volume will actually pan out, and if growth IS as fast as projected...where does it stop? Do they ask for 90 feet in 10 years? At some point Portland has to stay true to scale...it's not a big city.
3. **It defeats the purpose of zoning.** Portland is going wild with residential construction; something I welcome. But how would it be received if the builders on Rufus Deering wanted to go 80 feet? Poorly, I'd say. Zoning is there for a reason, to give residents and businesses a reasonable idea of what to expect around them, and in this case, in front of them. As I stated before my view is NOT impacted, but I admit that I would feel a bit betrayed by the city if they suddenly let the building in front of me change their zoning by 30 feet.

I know this is a difficult decision, and one that isn't easy. I appreciate you hearing my comments.

Keith Carson
Meteorologist
WSSH-TV/WLBZ-TV
keith.carson@wssh6.com

----- Forwarded message -----

From: **Ryan Houghton** <ryan@thehopyard.com>
Date: Tue, May 16, 2017 at 2:02 PM
Subject: Support for the proposed cold storage facility
To: wbn@portlandmaine.gov

To whom it may concern,

While I'm unable to attend the discussions this week, I'm writing to acknowledge support from The Hop Yard, LLC for a modern cold storage warehouse on Portland's waterfront. This is actually a problem for our business today, as we grow our crop (hops) outside of the city but our major storage and distribution need is in and around greater Portland where the bulk of the craft breweries that we supply are. Needing to store outside of the city causes us increased logistical costs and effort. We'd love the opportunity to have something available in town, where most of our owners and employees live and where the bulk of our product goes. Thanks,

Ryan Houghton
The Hop Yard
Ryan@TheHopYard.com
207-838-6850

www.TheHopYard.com

Cold Storage Shed Meeting Thursday Night

Sarah Boucher <sarahjoconnolly@gmail.com>

May 16, 2017 2:53 PM

Posted in group: **Planning Board**

Hi there,

I am writing to express my concerns about the proposed amendments to Division 18.5, Waterfront Port Development Zone.

I have lived on Salem Street for my entire life. My home is located directly above the proposed location for the cold storage shed on Commercial Street.

This waterfront property on Commercial Street is one of the last of its kind in the city and I understand the desire to develop that area. My concern is with the proposed height of the structure that this amendment would allow. 75+ feet is enormous and would dramatically change the landscape of the waterfront as well as the views from Salem Street and the West End. I worry what further structures would be allowed to be added to this area and how things would change. Traffic on Commercial Street is already very busy and I'm sure this will not get better with this building. Another major concern that I have is with the noise. Currently the activity in that area by Eimskip is very noisy. Several nights per week, I am woken up by the creaking and smashing sounds of storage containers being moved and transported. This will get infinitely worse with such a large unit.

I understand that the landscape of Portland is changing, and accept that some type of storage unit will be created in this area that will surely affect the traffic, views, and noise of the neighborhood. However, these factors will be dramatically worse with a building of this size.

I hope that the planning board will be sensitive to the concerns of community members, in coming to an agreement on this amendment. I love Portland and support the growth of the economy and am proud of the working waterfront, but I think we need to take a hard look and see if a 75 foot warehouse on the waterfront is really necessary

Thank you so much!

Sincerely,

Sarah Boucher (Connolly)

Proposed Commercial Street Cold Storage Facility

Joshua Baston <joshua.baston@gmail.com>

Apr 26, 2017 6:33 PM

Posted in group: **Planning Board**

Portland Planning,

I'm a property owner at 42 Munjoy Street and I wanted to write to you to express my strong support for the proposed cold storage facility on commercial street. Portland is certainly an evolving city and its an exciting time to be a resident. While hotels, condominiums, and restaurants have been a boon for the city, I feel like we need to maintain a diversified economy and part of both that economy and of the tradition of the city is a strong working waterfront. Eimskip has been great not only for the City but for the State of Maine as a whole. They are situated in exactly the right space for their type of commercial marine development and I think the cold storage facility is a natural expansion of the established use there. We're not talking about putting it next to the Casco Bay Ferry terminal.

I understand the concerns of West End residents about impacts on their views, but I don't feel this should really be a deciding factor on this type of project. I was in strong support of the Portland company expansion here on the East End for the same reason; I don't feel like a minority of residents should be able to stop a project that is good for the city as a whole. These West End residents all bought their property with views looking across to the South Portland tank farm, could you imagine if those were going up today? If we are worried about public views then we should be far more concerned with the density of buildings going up in the India Street neighborhood and the corridor effect that development will create vs the effect on the views on outer Commercial in the shadow of the Casco Bay bridge. The views in the India Street neighborhood are certainly much more public than the few private views which would be impacted by the cold storage project.

I understand that projects like this often attract a vocal minority of property owners who feel that the project in some way diminishes their quality of life while a majority of residents who may support a project may stay silent. I want to make sure this project gets my voice of support as I feel this type of diversified development is good for the City as a whole. If Portland wants to promote itself as a business friendly city, projects like this need to approved.

Regards,

Josh Baston

From: **Capt. Jeffrey Monroe** <mirage@maine.rr.com>
Date: Tue, May 16, 2017 at 9:03 PM
Subject: Planning Board Letter-Americold Facility
To: Bill Needleman <wbn@portlandmaine.gov>

16 May 2017

Dear Members of the Portland Planning Board (via William Needleman-City of Portland)-

I have watch with interest the discussions surrounding the new cold storage facility planned for Portland. In the last ten years since leaving the City, I have completed some 55 port planning projects for seaports and river ports throughout North America as a port development consultant. In many of those ports, cold storage was a key component. I know that the City has a deep commitment to its working waterfront and the coming of Eimskip and the redevelopment of the International Marine Terminal as a dedicated freight facility has been a great accomplishment. I do want to convey some information which I hope will be helpful based on the work I have done and the executive management programs I have run that now have over 1,140 alumni, among them Bill Needleman and a number of Maine Port Authority personnel as well as Commissioner Bernhardt.

First, give the large number of container ship slots now available in the international market, a large amount of break bulk and neo-bulk perishable cargo has shifted to containers. CMA CGM, the third largest container fleet operator in the world, is building 28 ships which will predominantly handle reefer cargo. The size of containers and the flexibility of shipments make perishable cargo very suitable to containerization. Eimskip handles a large number of these containers and combined with other North American ports including Argentia, Halifax and St. Anthony, Portland has become a prominent player in this market. Portland however is not the only player. Let me summarize what is going on in the region based on studies I have been involved in and research I have completed for various regional ports.

1. Searsport-has adequate dock facilities and over 100 acres on property near the port which could support a large amount of reefer capacity. They are also connected to an aggressive regional railroad that connects with key Canadian markets and various Class 1 railroads serving most of North America.
2. Portsmouth-with the completion of the bridge construction, Portsmouth is look at an expanded pier facility and additional space for warehousing and distribution. The port is well connected to highway routes that can serve Maine and New Hampshire.
3. Boston-the Everett facility that once served Eimskip remains available with lower cost labor and in the heart of the Boston market.
4. New Bedford-well equipped with existing reefer warehouses, they have recently opened a new 20 acre terminal and are converting the State pier to a reefer

warehouse. The existing major operator has a long history with reefer cargo and has recently doubled their imports of fruit.

5. Davisville-while known for its auto processing capacity, Davisville also has existing cold storage warehouse facilities and was one of the ports Eimskip met with before deciding on Portland.

6. New London, CT-one of the best equipped ports in the Northeast mid way between the New York and Boston market, with direct highway and rail service and over 100,000 square feet of existing warehouse space and land for new reefer warehouse construction.

I could go on but suffice to say that the company that now calls on Portland as its anchor port in New England clearly has other choices. Quite frankly, reefer cargo will expand and containerization in this area will increase and that is what most ports hope for.

We suffered for a number of years with small volumes and no service but that has fortunately turned around. Other ports are looking to Portland as an example of what to do, or an opportunity to take advantage of. Carriers focus on cargo volumes and the direct benefit is to the shippers of our State who have often had limited choices on how to move freight. This has led to higher costs for them and our consumers. It may be possible that the entire facility is not just used for port cargo, and that is consistent with what many other ports have. The key is to have a diversity of business mixes and sound financial investment in partnership with the private sector. The Americold proposal is a realistic and fortunate opportunity for the Port.

I have lived in the area now going on 38 years. I served the City for 10 and continue to be an active part of the Port industry. While many communities have similar debates as to what they hope their port areas will become, Portland has always been unique in the extensive debate they have had over what is seemingly a logical progression of development that other ports envy. We had it with Ocean Gateway, the airport, Hadlock Field and so many other projects that have benefited this community.

I continue to be amazed that so many of the voices I have heard in opposition to this project are the same voices that claimed to support our working waterfront. Impacts on views of the side of the bridge and our harbor, truck traffic increase (it is after all Commercial Street), rail movements and related activity all signify Portland is a player in the international transportation network. To have a proposal for a new reefer warehouse is a win and if we can vary heights for research centers and commercial buildings, why should this not be a realistic consideration for an industrial cold storage facility in an industrial zone. That is what the citizens of Portland committed to years ago-a working waterfront. This will evolve over the unused piers, former gas plant, derelict rail yard and scrub brush that so long dominated this area.

I hope the City will take every opportunity to allow the proposed zoning change to move forward and allow the Port to continue to develop. In all honesty, the interest in this goes far beyond the borders of the State of Maine, and one port's failure to decide,

which in itself is a decision, creates an opportunity for another port which you can be assured they will take readily advantage of. After all, did not Portland "attract" Eimskip from Virginia? I hope that the Planning Board and the City Council will act in a favorable manner for this change and continue to support our own working waterfront.

Thank you.

Capt. Jeffrey W. Monroe

Capt. Jeffrey W. Monroe, MM, MTM, AMPE
Senior Maritime Consultant
Marpro Associates International
A Maine and New Hampshire Certified DBE
Portland, Maine
[207-741-7000](tel:207-741-7000)
marproassociatesintl@gmail.com
www.marproassociatesintl.com



Jennifer Munson <jmy@portlandmaine.gov>

Fwd: Support for the proposed cold storage facility

William Needelman <wnb@portlandmaine.gov>

Wed, May 17, 2017 at 11:42 AM

To: Jennifer Munson <jmy@portlandmaine.gov>, "O'Brien, Stuart" <sgo@portlandmaine.gov>

Bill Needelman
Waterfront Coordinator
Economic Development Department
City of Portland, Maine
389 Congress Street
Portland, Maine 04101-3509

(207) 874-8722 tel.
(207) 756-8258 fax.
wnb@portlandmaine.gov

----- Forwarded message -----

From: **Rebecca Griffin** <rgriffin@abovetla.com>
Date: Wed, May 17, 2017 at 11:17 AM
Subject: Support for the proposed cold storage facility
To: "wnb@portlandmaine.gov" <wnb@portlandmaine.gov>

I strongly support the proposed cold storage facility and it's help with long-term economic growth in Maine.

Thank you,

Rebecca Griffin

Owner / Accountant

Above The Line Accounting, LLC

449 Forest Ave, Ste 16

Portland, ME 04101

(207) 459-8962

r.zpgriffin@abovetla.com

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From: **Diane York** <diane@portlandconciergeservices.com>
Date: Wed, May 17, 2017 at 12:39 PM
Subject: Support for the proposed cold storage facility
To: wbn@portlandmaine.gov

I support the building of the proposed cold storage facility
Diane York

--

Diane York
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International: 011 [207.773.7170](tel:207.773.7170)
www.portlandconciergeservices.com

From: **Richard Blumenthal** <rblumenthal@advantagehomecaremaine.com>

Date: Wed, May 17, 2017 at 1:12 PM

Subject: Support for the proposed cold storage facility

To: wbn@portlandmaine.gov

Dear Portland Chamber:

I support the construction of the cold storage facility using the specifications that make the project viable. It will be good for Portland and insure that Emskip will continue to grow its business in Portland and also encourage other businesses to utilize the cold storage facility.

Regards,

Richard Blumenthal, CSA

Certified Senior Advisor

President/Owner

Advantage Home Care LLC

550 Forest Ave Suite 206

Portland, Maine 04101

[207-699-2570](tel:207-699-2570)

www.advantagehomecaremaine.com

From: <murphybts@aol.com>
Date: Wed, May 17, 2017 at 1:28 PM
Subject: Cold store unit public hearing
To: wbn@portlandmaine.gov

Dear Mr. Needleman,

I'm presently at sea on a merchant vessel crossing the Atlantic Ocean and will not be able to attend the upcoming public hearing to show my support for the proposed cold storage building.

Portland 's working waterfront brings tremendous economic impact to the city and the state. Allowing this zoning change will allow Eimskip to expand service. Their increased port calls to Portland, will have a ripple effect benefiting many business in Maine and beyond. I feel the cold storage building will fit the character of Portland s working waterfront.

Passing the zoning change to allow construction of the cold storage building will bring positive change to the city and economic benefits for years to come.

Regards,
John J.Murphy
Chief Engineer MV Patriot.

----- Forwarded message -----

From: **JD Walker III** <jwalkeriii@richexteriorsolutions.com>

Date: Tue, May 9, 2017 at 9:28 AM

Subject: Cold Storage

To: Lisa Whited <lisa@workplacelf.com>

Good Morning Lisa,

Hope all is well.

I'm just reaching out as a concerned resident about the Cold Storage Facility. I do understand the planning board's role in making sure any zoning change that would support building a new cold storage facility needs to be done deliberately and methodically. However, I am mostly concerned about citizens opposition to this project in purely parochial terms (this ruins MY view). I have no connection to this project what so ever, except that I live in Portland. I support this project because it's a great opportunity for growth. The city has historically supported maritime industry and the working waterfront. This should be no exception. Sure, there could be traffic issues on the west side of Commercial, but those can be mitigated through proper planning and should not stop this project from going forward.

Additionally, wouldn't this increase our tax base? With budgets getting tighter and tighter, and taxes continuing to rise, this seems to be a very appropriate way to help.

Thank you for your time.

Best,

JD

J.D. Walker III

Chief Financial Officer

Rich Exterior Solutions

jwalkeriii@richexteriorsolutions.com

c: [207-653-8189](tel:207-653-8189)

p: [207-772-9822](tel:207-772-9822)

Google Groups

WPDZ Zoning Change, Waterfront Referendum, and Lost Jobs

Norris Dale RR <ndale@maine.rr.com>

May 15, 2017 11:15 PM

Posted in group: **Planning Board**

May 15, 2017

As I understand it, the West End's issue with height zoning in the WPDZ is not about a cold storage warehouse for goods coming and going by sea. It is clear from the information given by Mark McCain, Constance Bloomfield, Anne Pringle, and Pete Thaxter that Eimskip's needs could be met within the 45-foot height limit. What West Enders are concerned about is the "transportation hub" which requires the taller warehouse.

The hard-fought Waterfront Referendum set aside waterfront property for marine uses. The referendum result precludes non-marine uses on the waterfront. This means that Americold cannot simply close their Read Street warehouse and move all of their land-based transport and storage to a new, larger facility on the waterfront without risking a second referendum.

Further, apart from the zoning issue, the jobs that will be lost at Read Street will not be replaced in the new waterfront warehouse.

Best regards,

Norris

W^m Norris Dale, Jr.

40 Salem Street

Portland, Maine 04102

(207) 233-2292

ndale@norrisdale.com

**If you've been playing poker for half an hour
and you don't know who the patsy is,
you're the patsy.**

—Warren Buffett

January 2017

TO: Planning Board Members, City of Portland

RE: Request for Height Variance, Americold Freezer Facility, IMT

Members of the Planning Board,

I am Bert Jongerden, General Manager of the Portland Fish Exchange, Treasurer for the Harbor Commission for the Port of Portland and a concerned citizen & property owner in the City of Portland.

I am here today to speak in favor of a height ordinance variance, and to speak in favor of the construction of a deep freeze facility on the Portland waterfront.

First, as having been involved in commercial fisheries for the past 28 years – I've witnessed the decline of groundfish landings at the Portland Fish Exchange from 30M lbs. per year in the early 1990's to less than 3M lbs. per year since 2015. With a steady decline in fresh fish landings – processors of seafood have maintained production, sales and jobs using frozen fish to supplement fresh fish landed at the Portland Fish Exchange.

There a number of seafood processing companies that have maintained an important presence on the Portland Waterfront, providing jobs and economic return to the community by processing fresh & frozen fish & seafood.

What has been difficult for these companies has been the lack of a deep-freeze facility in the State of Maine to hold frozen fish & seafood products. These companies are forced to store, and truck transport to and from their facilities, frozen products at deep-freeze facilities in Massachusetts. The additional cost of trucking and storage is a real financial burden to these companies.

I am asking that the Planning Board Members recognize the economic contributions these companies give to the City of Portland by maintaining a strong presence on the waterfront – and to recognize the need from the seafood processing community for a deep-freeze facility to be constructed.

Second, as a Commissioner for the Port of Portland since 2009 – I am concerned about the direction of the waterfront economy. There has been a strong shift from commercial use to recreational use in the past few years.

With the shift, jobs have been added and lost. But, for the Port of Portland to expand and to be economically diverse – good paying commercial use jobs need to be added.

With construction of a deep-freeze facility – construction jobs are created. When the facility is operational – good paying administrative & dock worker jobs are created. Trucking companies will be shipping & receiving at the facility along with containers of frozen seafood being delivered and picked-up. This facility will add direct economic benefits to the local & state economies.

With addition of the deep-freeze, the International Marine Terminal will reach an important infrastructure milestone to handle all types of container logistics.

Last, as a concerned citizen & property owner since 1990, I have watched Portland's economic climate surge and retreat numerous times. The current housing building boom is concerning in that construction jobs are temporally created, the tax base is expanded, but no real long term jobs are created. I've also seen my property tax bill increase from \$1500 dollars a year in 1990 to \$5,200 in 2017 for the same house.

I ask as a concerned citizen, property owner, business manager and Commissioner this project move forward.

Thank you for your time,

Bert Jongerden

----- Forwarded message -----

From: **Lorne Basile** <lbasile@approvedhomemortgage.com>
Date: Wed, May 17, 2017 at 1:58 PM
Subject: Support for the proposed cold storage facility
To: "wbm@portlandmaine.gov" <wbm@portlandmaine.gov>
Cc: "ghentzel@portlandregion.com" <ghentzel@portlandregion.com>

I am in full support of the cold storage facility, along with the increased zoning for higher buildings on the west end of Portland. Here in Portland and in Maine we need to capitalize on as much economic opportunity as possible. We can no longer accommodate the water views of the few residents this will actually affect. The property values continue to sky rocket here in Portland and it is because of the solid economic decisions we have made. The homeowners have benefited from this in the form of equity, so if the ocean view or a little more traffic is the price to pay then so be it.

Sorry, I am unable to attend that day or I would stand up and say to the folks who are opposing this project directly how much they have benefited from the growth of Portland and how this growth needs to continue.

Lorne Basile
lbasile@approvedhomemortgage.com
Sr. Loan Officer
Approved Home Mortgage/ a Maine Capital Group
4 City Center, 3rd floor
Portland ME 04101
[207-513-1066](tel:207-513-1066) (Direct)
[207-781-4959](tel:207-781-4959) (General Office)
[207-513-1066](tel:207-513-1066) (Fax)
NMLS#367486
www.approvedhomemortgage.com

Google Groups

Waterfront Development Zone Text Amendment Application

Mary E. Costigan <mcostigan@bernsteinshur.com>

May 18, 2017 11:08 AM

Posted in group: **Planning Board**

Chair Boepple and Planning Board Members:

I am writing as a resident of Portland and as a Member of the Board of the Portland Community Chamber of Commerce. I fully support the City's application for a text amendment to the Waterfront Port Development Zone. As set forth in the comprehensive documents provided by the City staff and the Port Authority, an increase in height allowance is necessary to allow the Port of Portland to achieve its full potential. The documents provided show that the proposed 68' building is necessary in order to have an economically viable cold storage facility on the port. Other amendments are proposed that would offset the impact of the increase in height, including a reduction in lot coverage from 100% to 50% and a limitation of one building per lot in excess of 50'. The proposal is consistent with the comprehensive plan, consistent with the goals of the western waterfront as the designated location for marine industrial activities, and will have broad economic impacts far beyond Portland. For these reasons and those set forth by City Staff and the Port Authority, I am hopeful that the Planning Board will recommend that the Council approve the proposed amendment.

Thank you –

Mary Costigan

Mary E. Costigan

Shareholder

207 228-7147 direct

207 774-1200 main

[My Bio](#) | [LinkedIn](#) | [Twitter](#)

BERNSTEIN SHUR

Portland, ME | Augusta, ME | Manchester, NH

Confidentiality notice: This message is intended only for the person to whom addressed in the text above and may contain privileged or confidential information. If you are not that person, any use of this message is prohibited. We request that you notify us by reply to this message, and then delete all copies of this message including any contained in your reply. Thank you.

Google Groups

Western Waterfront Zoning Change - Workshop on 5/18/17

John Ryan <jryan@wright-ryan.com>

May 17, 2017 5:35 PM

Posted in group: **Planning Board**

Dear Members of the Planning Board:

I am writing in support of the proposed zoning changes that include, among other things, an increase in height to 75' in limited areas of the western waterfront. This changes will allow uses that are essential to the long-term health of the working waterfront and the city as a whole and are consistent with the masterplan for the area. While it is important to be sensitive to the needs of the adjacent residential neighborhood (something I know the City will insist upon), the overall economic health of the community and the region has to take priority. I am confident that City of Portland officials will work effectively with the developers of properties in this area to ensure that neighborhood concerns are fully aired and addressed to the greatest extent possible consistent with beneficial economic use of the property.

Thank you in advance for your thoughtful consideration of the proposed changes.

Sincerely,

John Ryan

John W. Ryan

President
Wright-Ryan Construction, Inc.
10 Danforth St
Portland, ME 04101
Phone: (207) 773-3625
Fax: (207) 773-5173
Web: <http://www.wright-ryan.com>

Residence:

29 Waterville St #3

Portland, ME 04101

Dear Planning Board Members,

As President of Oakhurst Dairy and having once owned Port Quality Seafood on the Portland waterfront, I support the zone amendments to allow this cold storage facility to be built at the proposed height on the western end of the waterfront. Food manufacturing is an important component of the Portland economy and modern infrastructure is critical to its future.

Sincerely,

John H. Bennett
President
Oakhurst Dairy
364 Forest Avenue
Portland, Maine 04101
Direct [\(207\) 523-1272](tel:(207)523-1272)<tel:(207)%20523-1272>
Cell [\(207\) 671-1886](tel:(207)671-1886)<tel:(207)%20671-1886>
jbennett@oakhurstdairy.com<mailto:jbennett@oakhurstdairy.com>

From: **Peter A Dion** <peter.dion@cummins.com>
Date: Thu, May 18, 2017 at 10:15 AM
Subject: Cold Storage Warehouse
To: "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>

Dear Sir,

Unfortunately, I am unable to be at the Planning Board meeting this evening but do wish to express my enthusiastic support for the proposed cold storage warehouse currently under consideration by the Board. Portland needs a vibrant commercial waterfront which serves a diverse customer base. I know from firsthand experience that being dependent upon on one market or customer can have catastrophic consequences when (not if) economic conditions change. At this time, the port is very dependent on tourism, and to supplement this and be prepared for future change, we need alternatives and currently this is in the form of the container trade and by extension the new facility. Also, given the changes in South Portland related to the pipeline and movement of bulk petroleum by sea, this new facility is needed now more than ever.

Thank you for your time and consideration.

Best Regards,

Peter A. Dion
Account Manager, Marine Business Region

Cummins Inc.
Marine Upfit Center
470 Riverside Street
Portland, Maine 04103

Office: [207-510-2242](tel:207-510-2242)
Mobile: [207-219-9925](tel:207-219-9925)
salesandservice.cummins.com

From: **Quincy Hentzel** <qhentzel@portlandregion.com>
Date: Thu, May 18, 2017 at 10:46 AM
Subject: Support of Cold Storage Proposal
To: "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>

Good morning Bill – on behalf of the Portland Regional Chamber of Commerce, we would like to provide our strong and enthusiastic support behind the cold storage proposal which the Planning Board will be discussing this evening. The mission of our organization is to support the growth and success of our members and promote regional prosperity. We feel that the addition of a cold storage facility in our City will do both.

We were excited by the findings in the report released this week "Cold Storage: Economic Impact Study for Portland Maine". The state of Maine could see a potential long-term economic windfall of \$500 million to \$900 million if Portland builds a waterfront cold storage warehouse. By building a cold storage facility in our port, we will be providing Maine business owners with the capacity and opportunity to grow their business and to expand into new markets.

Portland is lucky to have Eimskip here in our city – they have helped position us to be an international gateway to the rest of the world not to mention built connectivity and meaningful relationships with Iceland. This proposal will only help Maine become even more globalized, which in this day and age, is becoming more and more essential for growth and success. By building a cold storage facility on the Western Waterfront, Portland will be able to maintain an edge over larger, more crowded ports and the facility will provide incredible opportunities to grow the food and beverage industry - not just in the greater Portland region, but across the state. As we have heard others say before, this is truly a generational opportunity that we must seize to foster needed economic development in our region and state and to keep Maine and our businesses competitive.

Thank you for allowing us to provide comments in support of this effort.

Best regards,
Quincy Hentzel

Quincy H. Hentzel
Interim CEO
Portland Regional Chamber of Commerce
443 Congress St., Portland, ME 04101
Phone: [207-772-2811](tel:207-772-2811) ext 231
Fax: [207-772-1179](tel:207-772-1179)
qhentzel@portlandregion.com
Become a [member](#) today!
Follow us on [Facebook](#), [LinkedIn](#) and [Twitter](#)!

From: **Paul Stevens** <PStevens@smrtinc.com>
Date: Thu, May 18, 2017 at 10:52 AM
Subject: Western Waterfront Rezoning
To: "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>
Cc: "Quincy Hentzel (ghentzel@portlandregion.com)" <ghentzel@portlandregion.com>

As member of the Portland Regional Chamber of Commerce, I am writing to express my strong support of proposed revised zoning. This will enable the change and growth that Portland needs in order to thrive in the coming years. After all the years of "Keep the Port in Portland" to now choose to Diminish the Port in Portland would be a huge mistake.

Speaking as an architect, I support the earlier endorsement of the re-zoning by the Portland Society for Architecture.

Paul S Stevens AIA
A Maine Licensed Architect
SMRT Architecture Engineering Planning
Office [207-772-3846 ext.801](tel:207-772-3846)
Cell [207-650-0892](tel:207-650-0892)
pstevens@smrtinc.com

From: **Will Bartlett** <sbartlet@maine.rr.com>
Date: Thu, May 18, 2017 at 10:56 AM
Subject: Cold storage
To: wbn@portlandmaine.gov

PC135

To: Bill Needleman
From: Will Bartlett
16 St . Lawrence St. ,
Portland, 838-6490.

The proposed cold storage operation on Commercial Street would provide good jobs on our working waterfront. It is set well apart from any residential homes, and I'm certain it won't reduce anyone's home values.

Nimbys (not in my back yard) who are upset by this proposal must have no memory of old Portland, when a building's height was well down the list of things neighbors had to worry about.

Growing up in Portland, it was the odor and the noise of a business that had the greatest impact on neighbors. The coal gasification plant on that site produced considerable smoke and odor. It was surrounded by rail yards, coal dust, the stench of fish processing and the permanent odor of all of Portland's raw sewage being dumped directly into Casco Bay.

Growing up on Presumpscot Street in East Deering, some of my neighbors included a slaughterhouse, the blood from which ran in a stream alongside the road and straight into Casco Bay. There was a rendering plant that ground animal waste into fertilizer. The eye-watering smell of a fire at the city dump on Ocean Avenue was a regular occurrence.

We're a tourist destination now, and I know we will never go back to those earlier days, but we are still an active working waterfront, and a large investment in a clean and efficient cold storage operation will benefit all of us.

From: **Bruce Lockwood** <blockwood@portlandresearch.com>
Date: Thu, May 18, 2017 at 12:53 PM
Subject: Support for the proposed cold storage facility
To: "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>

Hello,

I am writing to show my support for the cold storage facility. This is a huge economic opportunity for the city and should not be missed due to a few loud voices.

The loud voices have won far too frequently in recent years and the City of Portland is now stuck with architecturally deficient condo developments. Look at the East End. It is now home to several 5 and 6 story bunkers – no one has views. It would have been much better to build a few 15 or 20 story buildings with smaller footprints and view site lines. The Mid Town project as it currently stands will be a wall instead of several more graceful tall buildings.

Supporting the cold storage facility is a positive for far more people in Portland and the surrounding area than is rejecting it.

Thank you.

Bruce M. Lockwood
President

One Union Wharf, 3rd Floor
Portland, Maine 04101-4777
Tel: [207.874.2077](tel:207.874.2077), x103
Fax: [207.874.2076](tel:207.874.2076)
www.portlandresearch.com

From: **Justin Lamontagne** <justin@dunham-group.com>
Date: Thu, May 18, 2017 at 12:54 PM
Subject: Support for cold storage
To: "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>

PC137

Afternoon Bill,

Please accept this email as my strong support for the cold storage development and required zone text amendment to make it happen. Feel free to share this with the planning board. I am a lifelong Portland resident and tax payer. I'm also highly involved in the business community. I see this as a perfect fit for the West Commercial stretch. It also aligns with the long term strategic plan of keeping that section of Commercial the working waterfront. I am disappointed but not surprised there is some opposition due to concerns over views, etc. Please do not let the concerns of a few hurt the interests of our entire community. The jobs and prestige this facility will bring to our fine city makes this decision a no-brainer.

I am also an industrial real estate expert in Greater Portland and can say with certainty (see the link below for my report) that we are in DIRE need of additional industrial inventory. This project, even pre-leased, would loosen that burden and perhaps free up some space Eimskip and AmeriCold are currently taking up elsewhere. Any industrial development is good for this sector. We are at critically low inventory rates and it has become inhibiting for new and existing industrial businesses looking to grow and/or relocate in Portland. Again, you can see the stats for yourself in the link below.

Thanks for your efforts.

Justin

Justin Lamontagne, CCIM

Partner | Broker

NAI The Dunham Group

10 Dana Street | Portland, ME 04101

T [207.773.7100](tel:207.773.7100) | F [207.773.5480](tel:207.773.5480) | C [207.272.3013](tel:207.272.3013)

[Listings](#) | [LinkedIn](#) | justin@dunhamgroup.com

----- Forwarded message -----

From: **Daniel T. Haley Jr.** <danielthaleyjr@gmail.com>

Date: Wed, May 17, 2017 at 4:44 PM

Subject: Cold Storage Facility

To: William Needelman <WBN@portlandmaine.gov>

Hi Bill, Just want to reiterate, I fully support the Amerigold proposal.
Dan

----- Forwarded message -----

From: **Bourque, Michael** <mbourque@memic.com>
Date: Thu, May 18, 2017 at 1:30 PM
Subject: Support for cold storage warehouse
To: "wbn@portlandmaine.gov" <wbn@portlandmaine.gov>

Bill:

I am out of town on business and cannot attend tonight's Planning Board meeting. Please share my note with the Board.

As a citizen, homeowner and executive for a company with significant land holdings in the city, I want to express my strong support for changing the zoning along the western waterfront to accommodate larger commercial buildings up to 75 feet, as recommended by staff.

Both the proposed Americold cold storage warehouse and Portland Yacht Services growth would benefit our local economy and enhance our working waterfront. The recent study from Muskie backs this up. These are some of the prime uses for our port, and helps keep the Port in Portland. The 75 foot limit is reasonable and would cause no more obstruction than the Casco Bay Bridge.

Additionally, I would suggest that a reading of Chuck Lawton's recent column about Portland's place in our state's economy. Given our location and economic power from being located along a special harbor, we have a responsibility to our state to provide access for goods from all over our state. This zoning change provides an opportunity to live up to that responsibility.

<http://www.pressherald.com/2017/05/16/charles-lawton-labor-force-data-shows-extent-of-worker-flow-to-portland-area/>

Mb

The logo for MEMIC, featuring the word "MEMIC" in a bold, blue, sans-serif font. The letters are slightly stylized, with the "M" and "E" having a unique, blocky appearance.

From: **David** <david@talusproducts.com>
Date: Thu, May 18, 2017 at 1:52 PM
Subject: Support for the proposed cold storage facility
To: wbn@portlandmaine.gov

I write in support of the proposed cold storage facility on the western waterfront.

I own and run Talus Corp., located on Presumpscot Street in Portland. We design, import and distribute travel accessories and car organizers to retailers (such as Bed, Bath & Beyond, AutoZone and many smaller) throughout the US and in other countries, bringing more than 50 containers a year into Maine and sending most of those goods back out of state to customers. We have 12 employees who are all paid well above minimum wage, ranging from 3 crackerjack warehouse workers to marketing and operations professionals. We also employ temporary labor at peak times and for special projects.

I own our building on Presumpscot Street in Portland, and another industrial building in South Portland, and pay significant taxes in both cities.

The proposed Americold project does not directly affect my business interests as our goods do not require cold storage. As a business owner who understands importing, exporting, and the economics and efficiency of transport, I urge Portland to embrace this development.

Improving our infrastructure - or in this case permitting a private firm to increase the availability of facilities is a necessary precondition to growth. Having immediate access and easy transfer reduces transit times and cuts costs. Both time and incremental cost are like friction - ceaselessly stealing costs from other areas.

Maine is, and always will be, a state of smaller businesses, aqua- and agriculture and entrepreneurship. In order to thrive, those small businesses must have access to markets. Reducing the costs and speeding transit enables small businesses to focus on improved product, increased marketing, and more production. When we bring containers through the Port of Boston, it adds \$400+ in cost. Every stop and transfer adds time, cost and mistakes.

Portland is a wonderful city. I enjoy its restaurants and amenities as much as other residents and our many visitors - who also form an important part of our economy. However Portland also needs to support its working waterfront - whether fishing or shipping so that it does not become a mere facade, a New England Disneyland.

I regret not being able to attend the Planning Board workshop in person, but wish to strongly register my support of the proposed cold storage facility.

David McClees
President
Talus Corp.
299 Presumpscot St.
Portland, ME 04103
[207-871-9230](tel:207-871-9230)
www.talusproducts.com

From: **Hugh S. Cowperthwaite** <Hugh.Cowperthwaite@ceimaine.org>
Date: Thu, May 18, 2017 at 3:03 PM
Subject: letter of support
To: "wbm@portlandmaine.gov" <wbm@portlandmaine.gov>

Hi Bill, I'm planning to attend the Planning Board meeting tonight. I've attached a letter of support that I will plan to read if there is time. If not, perhaps it can be included or emailed to Planning Board members.

Thanks
Hugh

Google Groups

Cold Storage

Justin Levesque <j@shopgeometry.com>

May 18, 2017 6:33 PM

Posted in group: **Planning Board**

To whom it may concern,

I would like to voice my strong support to make any necessary zoning changes / accommodations re: height in order for the cold storage facility to be viable and located within the West End Development Zone.

Waterfront development that enhances Portland's ability to maintain a function port has always been the intended purpose for this piece of land. However, the current restrictions do not consider a sea change in newly available opportunities that will benefit Maine's economy in both the immediate future and for many years to come.

Let's keep the Port in Portland.

Thank you,
Justin Levesque

Sent from my iPhone



To the Members of the Planning Board:

A significant piece of Greater Portland's allure for tourism is its maritime history and working waterfront, coexisting with a vibrant downtown. Visitors immediately feel the sense of place when they are enjoying our rich culture and cuisine, knowing the catch was fresh from the water just steps away. In keeping with the importance of an active and relevant working waterfront, Visit Portland believes that the cold storage facility, largely utilized by the International Marine Terminal and Emskip, will balance the impact on those that live, work, and visit in our region.

The port of Portland must continue to evolve to leverage its heritage of its working waterfront as it has throughout four centuries. The port didn't lose importance after the mast trade and the Age of Sail passed—it thrived in the steam age. Our port did not lose viability when war slowed commerce, it expanded by hosting the North Atlantic Fleet. Much as it was when we first won the rights to be Canada's winter port which brought trains to the waterfront—and also created Commercial Street—the challenges in our ever-present fishing industry has an opportunity to be bolstered and supported with the presence of international shipping and storage. Therefore, on behalf of Visit Portland, the organization responsible for marketing the Greater Portland region for tourism, we are in favor of development on West Commercial Street and a cold storage facility along the Fore River. We expect, and are confident, that the city and the developers will take into consideration the overall impact of our community as it relates to traffic and congestion in order to keep Portland authentic, accessible, and welcoming to visitors and locals.

Tourism is Maine's number #1 economic driver but that doesn't mean that we should solely rely on the economic impacts of this lucrative market. The New England Ocean Cluster has provided research that reflects a potential impact of \$500-\$900 million to Maine's economy with the development of a cold storage facility in Portland. The tie between Portland and Iceland could have significant financial ripple effects throughout our region for many decades into the future.

The City of Portland's website says it all: "With over 350 years of history as a center for shipping, fishing, commerce, and travel, the Portland Waterfront offers a unique mix of heritage and innovation. Combining private and public piers in support of a full range of commercial marine activities, Portland Harbor boasts a true working waterfront in the heart of Maine's largest City... Work and play coexist on the waterfront with a fascinating and evolving mix of uses."

We must protect and grow our working waterfront in order to preserve our economy as well as our historic culture, to keep the waterfront and tourism viable for years to come.

Thank you for your time and attention in this matter,

Lynn Elliotson
President + CEO

VISIT PORTLAND

94 Commercial Street
Portland, Maine 04101
p: 207.772.4994
f: 207.874.9043

.....●●●
visitportland.com

Portland Press Herald

Posted May 16 / Updated May 16

Letter to the editor: Cold storage needed on waterfront, but not in 75-foot-tall building

I agree with almost everything said in the letter to the editor “On cold-storage proposal, give good of city the priority” (May 2, Page A4). However, it’s unfortunate that the writer (Josh Baston) believes cold storage and scenic views are the issues concerning many West End residents.

Portland needs a cold-storage facility on the waterfront. West End residents agree, and we accept that its construction will affect public and personal views. It’s the city’s proposal to rezone the western waterfront to allow buildings 75 feet tall that concerns us.

Current zoning allows building heights of 45 feet and requires that construction be linked to maritime commerce. Data supplied by Emskip and the Maine Port Authority strongly indicate that a cold-storage facility 45 feet in height would be adequate for Portland’s current and foreseeable needs.

Rezoning to 75 feet and easing maritime restrictions would do a few things. They would encourage Americold to move operations at its Read Street facility to the huge waterfront warehouse. They would shift truck traffic to the waterfront for all manner of product unrelated to marine commerce. They would transform the West Commercial Street gateway from one that welcomes residents, commuters and tourists with Portland’s unique blend of residential and commercial waterfront into a tunnel of high industrial walls.

We have one remaining mile of waterfront property. Let’s use it wisely.

Jo Coyne

Portland

Google Groups

Support WPDZ Zone Change

Debbie Fisher <dlf@maine.rr.com>

May 23, 2017 8:24 PM

Posted in group: **Planning Board**

May 22, 2017

Dear Planning Board Members,

I am writing to express my support for the proposed text amendments to Division 18.5, Waterfront Port Development Zone, and hope that the Board will approve the zone changes. No, I am not a resident of Portland; I live in Cape Elizabeth, but believe modifying the current outdated zoning to allow the western waterfront port zone to grow is an issue greater than just the City of Portland. Indeed, the economic opportunities these zone changes will allow will positively affect Cumberland County, the State and the region as a whole.

Not only is it important to keep the Port in Portland; I would argue that it is imperative that we grow the Port in Portland. The first step in doing so is to update the outdated zoning ordinances in the WPDZ that currently handcuff our ability to anticipate new opportunities in cold storage, freight transportation, yacht services and boat repair. While it is important to acknowledge neighbors' concerns, we cannot allow the selfish considerations of a few to literally derail the great economic opportunities that await. Scores and scores of good, solid, well-paying jobs will be created over the long-term, with residual employment opportunities in construction, transportation, food-processing and other fields. Jobs that will attract young professionals, a demographic our aging state desperately needs.

I urge you to approve the zone changes and grow the Port in Portland.

With appreciation and thanks for your hard work and long hours –

Deborah L. Fisher

9 High Bluff Road

Cape Elizabeth, Maine 04107

Google Groups

warehouse alternatives

Jo Coyne <jocoyne@gwi.net>

May 23, 2017 4:43 PM

Posted in group: **Planning Board**

Beth Boepple, Chair

City of Portland Planning Board

389 Congress Street

Portland, Maine 04101

Dear Chair Boepple and members of the Planning Board:

I'm writing to clarify the observations that I made last Thursday at the workshop. It just seems ludicrous for the City and the Maine Port Authority to be putting so many resources into making the case for cold storage when that's not the issue. The group of residents with whom I've been working for almost a year now does not object to construction of a cold storage facility. None of the larger group of residents who have distributed fliers, attended meetings, written letters, sent emails, signed petitions and otherwise been involved object to construction of a cold storage facility. If Portland residents exist who object to cold storage, they are keeping it to themselves.

The issue is not about Portland needing cold storage. The issue is whether we build a right-sized facility for marine-related product or an oversized warehouse for any manner of product to be trucked in and out. The former can be done within current zoning at 45'; the latter wants rezoning at 75'.

Why are these the only alternatives? Why am I hearing nothing about protecting the western waterfront by building to an appropriate scale there and developing an inland port (aka logistics hub) near the turnpike and rail lines? Even though Americold won't admit it, we know one reason for wanting a 75' warehouse is to consolidate operations with the Read Street facility. Read Street is a terrible location for a hub but the existing facility could continue to be used for a few more years. When operations at the new waterfront cold storage are well underway, the City can work toward creation of the inland port if the need has been established.

Do we really have to decimate the waterfront and the West Commercial gateway in order to develop our port and our economy? I believe sensible alternatives exist. I hope you agree.

Finally, thank you for the time you put into serving Portland. I very much appreciate the work that you do.

Sincerely, Jo Coyne

Google Groups

Westerrn Waterfront

Judy Bruenjes <judybruenjes@gmail.com>

Jun 2, 2017 5:37 PM

Posted in group: **Planning Board**

I live at 342 Danforth Street and attended the May 18 meeting. I did not feel that a balanced report was given, since all the allowed presenters support the height increase to 75', and those opposed were given a short 3 minutes. I believe Tom Robinson should be given the opportunity to present his economic analysis of the proposal and assumptions made by Americold. Many of the follow-up emails received by the Planning Board were from business owners who did not attend the meeting, but dashed off a letter in support of the project. Citizens and residents who have dedicated large amounts of time over the past year should be given the equal time to present their case against the proposed zoning changes.

While supporting a cold storage facility in Portland, I do not believe the 75' rezoning is necessary for the project. I also think it is hasty to allow the whole Western Waterfront to be rezoned based on the assumption that more warehouse business may materialize. The waterfront is a limited resource that may have better uses in the future than blocking all access by warehouse space. Warehouse space is really not in the spirit or definition of "working waterfront".

In addition, there is currently a terrible speeding problem on Danforth Street during the morning and evening rush hours as commuters choose to avoid Outer Commercial Street. This will only get exponentially worse if truck traffic increases with the number of new warehouses resulting from the 75' rezoning. I worry about the safety of kids being dropped off at Waynflete school.

Thank you for your time.

--

Judy Bruenjes
207-318-7299

Google Groups

West Commercial St. Americold Project

Dick Douty <dick@bestlobster.com>

Jun 7, 2017 10:46 AM

Posted in group: **Planning Board**

Dear Sirs,

My company has been located on Commercial St. for over 30 years. During the last few years with the emergence of Portland as a destination city, Commercial St. has become increasingly more difficult to navigate.

With the numerous construction projects and increasing popularity this problem will only be exasperated unless improvements are made to a lacking infrastructure.

Considering changing numerous zoning restrictions to accommodate the construction of a massive cold storage building which would produce unimaginable commercial traffic is ludicrous.

There has to be a better location than the gateway to the Old Port. Do you want to bust the boom?

Please think this over thoroughly. Worry about the ramifications if this project is done, not if it is not.

Yours Truly,

Dick Douty

Douty Bros., Inc.

10-A Portland Fish Pier

Portland, ME 04101

(207) 773-2829 office

(207) 776-9830 cell

Google Groups

Precious deep water Port of Portland

Caitlin Mushial <cmushial@yahoo.com>

Jun 12, 2017 12:14 PM

Posted in group: **Planning Board**

June 12, 2017

Beth Boepple, Chair
City of Portland Planning Board
389 Congress Street
Portland, Maine

Dear Ms. Boepple and fellow Planning Board members,

Without clear understanding of the issue, some civic and business leaders in Portland are aggressively lobbying for a 60% zoning height increase as a municipal giveaway to Americold Logistics. Most of their information seems to come directly from a well-financed public relations campaign by the Maine Port Authority and the Portland Economic Development Department.

Case in point, the Portland Press Herald stated: "no company has proposed smaller facility at this site" in a May 18th editorial.

That is false. Two years ago a local consortium proposed a warehouse that met the waterfront site's zoning restrictions, together with a larger warehouse off site. However, Americold won the Port Authority's request for proposals with a vastly oversized warehouse.

In the "Another View" column a day earlier in the Press Herald, John Henshaw of the Port Authority wrote: If we don't approve Americold's behemoth, we will "stifle the potential of homegrown Portland businesses."

If the Port Authority's goal is indeed to support homegrown businesses, it should have encouraged the Portland consortium, Eastern Marine, to link with an experienced cold-storage manager. Instead it selected Americold -- based in Atlanta and controlled by a California billionaire -- without asking questions about the facility's maritime volume, and without an agreement to keep Americold's Read Street warehouse open for non-maritime freight.

One company that declined to bid on the RFP told Maine Public Radio it should be reissued if the city intends to allow a 60% height bonus. Otherwise, "the process is favoritism . . . and it becomes a corrupt process," said Anthony Cerone CEO of Philadelphia-based XTL Inc.

The speed at which the city is willing to raise zoning heights and redefine the vision of our western waterfront to accommodate this out-of-scale cold storage facility is appalling. Despite the hype, it does not appear that this project is really about exporting Maine blueberries, seafood and potatoes. As I understand it, 75% to 80% of the product initially projected to be stored in the warehouse will arrive and leave by truck or rail -- completely unconnected to our deep-water port. That does not seem right.

Sincerely,
Caitlin Mushial
36 Clark st. Portland, ME.

Sent from my iPad

Google Groups

amendments to Division 18.5, Waterfront Port Development Zone

peter green <plgmaine@yahoo.com>

Jun 17, 2017 10:26 AM

Posted in group: **Planning Board**

Planning Board:

I would strongly oppose any significant height and mass changes to this zone.

The simplest action is either no action or minor tinkering.

A major change likely will produce another uncorrectable mistake on the scale of the two residential towers on the Eastern Prom.

All commercial expansion, including that of Eimskip, can comfortably be done within the current zoning.

Very sincerely, (and I should note, I have no view of this zone that will be affected.)

Peter Green
11 Summer St.

Google Groups

Waterfront Zoning

linwood3@gwi.net <linwood3@gwi.net>

Jun 19, 2017 10:04 PM

Posted in group: **Planning Board**

Dear Planning Board members,

I have spoken at previous public meetings about the Americold warehouse but worry that I have inadequately expressed my concerns. I am concerned with the rapid growth we are experiencing, including the size of the proposed warehouse, and that we may lose our quality of life. There used to be and still may be a sign on the Maine turnpike that read "Maine, the Way Life Should Be." I don't want to lose that reputation.

According to the local paper I am being selfish for wanting to hold onto the natural beauty of this place. My response would be to ask, "Who receives the profits from these economic endeavors?" I doubt it'll be the little guy and I question how much of it will benefit anybody in Maine. I don't think big, out-of-state corporations are worrying too much about local residents' pocketbooks or quality of life.

I would side with the zoning requirements made by our prior city leaders. I believe that they got it right. Thank you.

Lifelong resident Linwood Ashton
30 West St #20
Portland ME 04102

Portland Press Herald

OPINION Posted June 13, 2017

Another View: Cold storage ‘behemoth’ not needed for working waterfront

A smaller facility would better fit the needs of the harbor, while non-marine freight can be stored elsewhere.

By Caitlin Mushial / Special to the Press Herald

Your editorial “[Our View: Cold-storage building will keep the ‘port’ in Portland](#)” (May 18) said: “No company has proposed building a smaller facility at this site.” That is false.

Two years ago, a local consortium [proposed](#) a warehouse that met the waterfront site’s zoning restrictions, together with a larger warehouse off site. However, Americold Logistics won the Maine Port Authority’s request for proposals with a vastly oversized warehouse. In the Another View guest editorial a day earlier, John Henshaw of the Port Authority [wrote](#): If we don’t approve Americold’s behemoth, we will “stifle the potential of homegrown Portland businesses.”

If the Port Authority’s goal is indeed to support homegrown businesses, it should have encouraged the Portland consortium, Eastern Marine, to link with an experienced cold-storage manager.

Instead, it selected Americold – based in Atlanta and controlled by a California billionaire – without asking questions about the facility’s maritime volume, and without an agreement to keep Americold’s Read Street warehouse open for non-maritime freight. One company that declined to bid on the request for proposal [told](#) Maine Public Radio’s Fred Bever that the RFP should be reissued if the city intends to allow a 66 percent height bonus. Otherwise, “the process is favoritism ... and it becomes a corrupt process,” said Anthony Cerone, CEO of Philadelphia-based XTL Inc.

The speed at which the Portland Planning Department is willing to raise zoning heights and redefine the vision of our western waterfront to accommodate this out-of-scale cold-storage facility is appalling.

Despite the hype, it does not appear that this project is really about exporting Maine blueberries, seafood and potatoes. As I understand it, 75 to 80 percent of the product initially projected to be stored in the warehouse will arrive and leave by truck or rail – completely unconnected to our deep-water port. That does not seem right.

Caitlin Mushial is a resident of Portland.

Portland Press Herald

MAINE VOICES Posted June 19, 2017

Those who support existing zoning rules shouldn't be called obstructionists

This is not the same as opposing projects that are permitted by current zoning regulations.

By Peter L. Murray / Special to the Press Herald

Both the speakers at the conference and the newspaper coverage failed to differentiate between local citizens' efforts to maintain existing zoning regulations in the face of developer pressure for project-based changes, and neighborhood opposition to projects that are permitted by existing zoning and land use regulations.

One can certainly characterize local citizens' efforts to block or delay projects that comply with established zoning and land use regulations as unreasonable and obstructive. On the other hand, it is a lot harder to criticize citizens who oppose changes to the existing zoning in their neighborhoods to allow projects that would not otherwise comply. They are merely trying to maintain the quality of life that is supposed to be protected for them by the long-term planning and zoning process.

Our existing zoning ordinances are the result of an elaborate planning and legislative process designed to maximize the welfare of all Portland residents in their various neighborhoods. Based on a comprehensive plan, the zoning ordinance seeks to regulate land and building size, location and use in the various neighborhoods so as to maintain a particular character in each neighborhood. Residents are expected to comply with these regulations in the use and improvement of their property. Compliance is enforced.

By the same token, the neighborhood residents can have some sense of security that the zoning ordinances will protect their investments and the amenity of their lives from structures and uses that are deemed inharmonious with what is permitted in that locality.

Portland has long taken its zoning and land use regulation seriously. Homeowners and small businesses are required to comply with local zoning and are not given special dispensation or zone changes to accommodate their wishes.

However, in recent years, it appears that a double standard is emerging. While zoning still counts for ordinary citizens and small landowners, larger developers with more ambitious projects seem to be able to obtain changes in zoning for their proposals almost at will.

Current examples include not only the outsized [cold-storage warehouse](#) being proposed for West Commercial Street, but also the massive residential development proposed [on outer Westbrook Street](#), and the grandiose proposals for redevelopment of the Portland Co. property at [58 Fore St.](#) What these projects have in common is that each of them is of massive scale compared with the usual Portland project, each of them will have a major adverse effect on the quality of life of many neighborhood residents, and each of them requires a zone change that departs from the city's long-range plan for the affected neighborhood.

It is not fair to disparage the efforts of citizens who object to the loss of existing zoning protections in their neighborhoods as obstructive NIMBYism. Portland's record with grandiose projects allowed to sprout in neighborhoods not originally designed for them has not been good.

The 1960s-era Portland House, as well as Promenade East from the 1970s, have forever compromised the skyline of the eastern half of the city. I can imagine visitors thinking: "How could they ever have let those be built?" Holiday Inn by the Bay, across from the McLellan-Sweat Mansion on Spring Street, has been an eyesore ever since it was constructed. Ditto for Franklin Towers.

Every time we have put aside our carefully planned land use regulations to accommodate a grandiose individual project, we have come to regret it. So let's not be so hard on those of our fellow citizens who believe in the quality and integrity of our long-term planning and zoning and want to protect it. They may be really saving our city from our own shortsightedness.

Peter L. Murray is a resident of Portland.

Google Groups

Comparable Ports

Jo Coyne <jocoyne@gwi.net>

Jun 19, 2017 10:36 PM

Posted in group: **Planning Board**

Beth Boepple, Chair

City of Portland Planning Board

389 Congress Street

Portland, Maine 04101

Dear Chair Boepple and members of the Planning Board:

At the May 18 workshop, I promised to research some of the ports that were being offered in comparison to Portland. I'm writing now to make good on that promise. Because the list was so long, I focused on the three ports that were singled out by Woodard & Curran for Waterfront Alliance visuals and by Bill Needelman in packet materials. Matthew Grooms sums up Planning's thinking as follows in his memo of May 12.

V. DISCUSSION OF INCREASED BUILDING HEIGHTS

While this revision is in significant part a direct response to Americold's minimum feasible height of 68', it is supported by zoning practices in other similarly oriented industrial waterfronts within the region, where standard permissible heights significantly exceed the 45-foot limitation found within the WPDZ. In Bath, Maine, Portsmouth, New Hampshire and New Bedford, Massachusetts, all communities with an industrial waterfront zone, the standard allowable height for that zone is respectively 100', 70' and 100'. Similarly, in looking at a more comprehensive list of port zoning districts found across the country, it is clear that the proposed maximum conditional building height of 75' feet would be in line with limits placed elsewhere (Needelman Memo Attachment C). Grooms, p.3

After speaking at length with planning staff in all three of the cities cited--Bath ME; Portsmouth NH; and New Bedford MA--I conclude there is little basis for comparison with Portland. The geography is substantially different in each case and, most importantly, there is little proximity to residential neighborhoods. Of the three communities, the only residences affected substantially by port building heights are those behind BIW and, according to Bath's Planning Director, that is long-established, accepted practice. Building heights along the rest of Bath's port are much lower. Neither Portsmouth's nor New Bedford's ports adjoin residential neighborhoods.

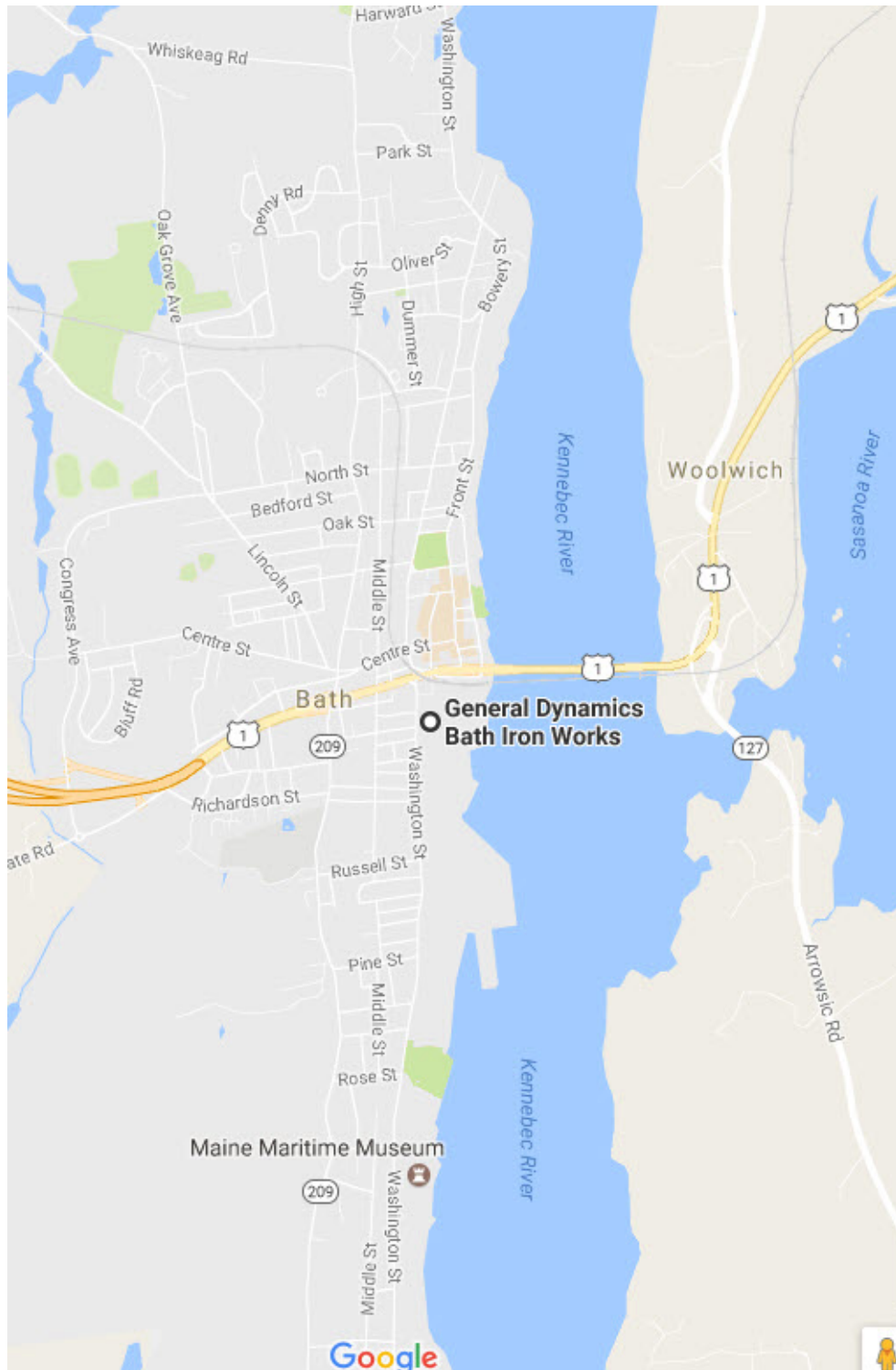
I have attached a thumbnail sketch for each of the three ports. I hope this assists you in understanding the uniqueness of our own port.

Thank you. Jo Coyne

Bath (ME)

The majority of Bath's waterfront is residential and is zoned for building heights of 30' or 45'. The downtown district (Front St north of Oak St) has floor-to-area ratios rather than maximum building heights in order to address massing issues. In that district, the more generous the side set-backs, the taller the building allowed; the narrower the side set-backs, the shorter the building. Maximum building height south of Oak St and east of Commercial St is 35'. (Commercial St runs parallel to the waterfront, between Front St and the water.)

Maximum building height in the shipyard zone where BIW is located is 75' but contract rezoning is allowed for specific projects. There are residential areas abutting the shipyard but building heights of 75' have been allowed for many years and several contract zones have been allowed. There was no opposition to BIW's recent construction request for 110' probably, according to Bath's planning director, because it does not seem out of scale with the rest of BIW.



Port of New Bedford (MA)

Maximum building height is 100' but the only residences in the working port, where tall structures are located, are apartments in the upper floors of some commercial buildings. The port proper has water to the east; to the west is a local road, backed by a parallel 4-lane, 2-way highway (Rte. 18), then by a major business corridor.

The largest residential zone near the port is located on the peninsula adjacent to Clark's Cove, which is densely developed with homes and small shops, with the exception of one high-rise built by the Housing Authority in the 1970s. There are beaches and boat moorings on both sides of the peninsula.



Port of Portsmouth (NH)

Portsmouth has several waterfront zoning districts. The maximum height in the Waterfront Industrial District is 70'. In the immediate downtown (along Bow, Daniel and Market Street) building height maximums are 35-45'. There are residential areas (mostly condominiums) near the industrial districts but no tall buildings exist there and, as of yet, none have been proposed. The historic, ethnic neighborhoods of the waterfront were demolished in the name of urban renewal in the late 1960s. Nearly all truck traffic to the port area uses Market Street off of I-95. With occasional exceptions, truck traffic does not seem to be a problem for the downtown businesses or nearby residents.



Google Groups

Rezoning of Waterfront for EIMSKIP & Sprague, Jr. Benefit.

Carol Mccracken <ca10cken@aol.com>

Jun 23, 2017 2:34 AM

Posted in group: **Planning Board**

Portland is a dying city! Let's be honest here. So many of the decisions made by its leaders are regressive and/or through no vision for this dying place. After watching how its leaders have bungled so many matters in the past, I would not trust them in its latest effort. Give them time. City leaders will bungle this one also. That's partly why I don't support the Economic Development Office's effort to rezone the western waterfront to accommodate EIMSKIP and Sprague, Jr. Give them some time and city leaders will bungle this also.

Carol Mccracken
ca10cken@aol.com

Google Groups

Rezoning outer Commercial Street

Judy Bruenjes <judybruenjes@gmail.com>

Jun 26, 2017 11:10 AM

Posted in group: **Planning Board**

I have read the comments posted to the planing board site. Many are supporting the rezoning for economic development. Many are business owners who have not been involved in the process, have not attended any planning meetings, and are not familiar with the details of he proposals.

I agree with these business owners that a cold storage facility would be an economic boom for Portland. However, that can be done within the existing zoning of 45'. I do not believe any parts of outer Commercial Street should be allowed a rezoning change to 75'. Why have zoning at all if it can be changed at the request of one company?

The whole idea of a working waterfront is keeping the area open for business that need water access. Truck storage facilities can be locating elsewhere, without blocking water access for future generations.

Thanks you.

--

Judy Bruenjes
207-318-7299
342 Danforth Street
Portland,ME

ZACHARY M. PAAKKONEN

June 27, 2017

Testimony of Zack Paakkonen
City of Portland Planning Board
June 27, 2017 Workshop

RE: Proposed Waterfront Port Development Zone Text Amendment

Dear Chair Elizabeth Boepple, Vice Chair Sean Dundon, David Eaton,
Brandon Mazer, Carol Morrisette, Maggie Stanley, and Lisa Whited:

My name is Zack Paakkonen, and I live at 33 Summer Street, Apt. 3. I am testifying in opposition to the height increase. To be clear, I want our port to continue to grow as an economic engine for Maine, but I want to make sure the focus remains on Maine business and the interests of Portland. I worry that Americold intends to use our taxpayer owned land for a northeastern logistics hub where the focus will not be on Maine businesses.

Americold's warehouse fits neatly into the Port Authority's plan to increase out-of-state cargo at a vastly faster pace than Maine cargo. In a successful application for U.S. FastLane money last year, the Port Authority said the terminal is poised to enter a phase of exponential growth, from 6,000 containers last year to 50,000 in 2020, mostly traffic to and from New York, New Jersey and the five other New England states.¹

If the Port Authority truly expects an eight-fold increase in container traffic through this tiny port, it seems foolish to slice off more than a quarter of the acreage for a warehouse that could be built a few miles away by rail or road, like most all other port cold-storage facilities in the US. But if that exponential growth is simply talk to win federal money, honest projections show that even after a decade, less than half of the cold storage freight will be maritime related,² although zoning restricts uses to those "dependent upon deep water and which contribute to port activity" except sometimes on a temporary basis.³

For Americold, this project provides an excellent opportunity to consolidate, upgrade and expand. Its Read Street warehouse is close to obsolete and so is its Boston warehouse. A potential buyer received EPA approval to convert the latter into a recycling facility; more recently the City of Boston proposed an urban redevelopment project that would level it.⁴

¹ <http://www.maine.gov/mdot/tigergrants/docs/tiger2016/fastlane/Narrative.pdf>

² See attached pdf analysis.

³ Portland Zoning Ordinance at page 495, available at <http://www.portlandmaine.gov/DocumentCenter/Home/View/1080>

⁴ See articles at http://www.bizjournals.com/boston/real_estate/2013/09/neighbors-fight-boston-recycling-plant.html and <https://www.bostonglobe.com/business/2015/07/07/mayor-wants-push-ahead-with->

Meanwhile, who is looking after Portland's (and after Maine's) best interest? Not Americold. Not the Port Authority, with its visions of logistics-hub grandeur. Not city staff, now an echo chamber of the Port Authority's fundamentally flawed ambitions.

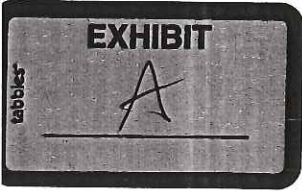
The priority of Portland residents is evident in the public comments from actual residents, property owners (and voters). Reviewing the five outstanding PDF files of public comment shows that those Portland residents who offered comment to date are overwhelmingly in opposition to the height increase. Opposition to the zoning increase isn't only from the West End, but also from the East End, Bayside, Parkside, Deering, and Stroudwater. Of those in support who wrote in, many own businesses here, but for most of them, it wasn't even clear that they reside in the City. And some of those in support supported a facility, as for that matter do many of those opposing the zoning increase, but offered no opinion at all about the height.

In the face of enormous political pressure, the Planning Board needs to tell the Port Authority and city staff: **No to 75 feet.** Too much misinformation and too many missteps have marred this process from the beginning. Our deep-water-access land bought with millions of tax dollars is an exceptional asset. We need to ensure it's developed in a way that considers the people of Portland and the people of Maine a top priority.

Sincerely,

A handwritten signature in black ink, appearing to read 'ZP' followed by a stylized flourish.

Zack Paakkonen



Analysis of Woodard & Curran Study:

“Proposed State of Maine West Commercial Street Cold Storage Facility
Model of Eimskip Cold Storage Need” April 24, 2017

- Objective of the Woodard & Curran (W&C) study prepared for the MPA:
 - Evaluate current and future cold storage needs of Eimskip using alternative methodologies
 - Evaluate those needs relative to a 45’ (10,860 pallet positions) vs a 65’ (15,864 PP) option
 - The study attempts to demonstrate that Eimskip’s stated growth projections are both:
 - Consistent with other methodologies using external data
 - Cannot be met by the 10,860 pallet position facility
 - Provide justification for the Rezoning of the IMT property to allow the taller building
- W&C Study Findings:
 1. Eimskip’s projected needs are reasonable based on external data
 2. Eimskip needs would exceed the facilities capacity by 2023
 3. Greater than 50% of the capacity of the facility would be marine-related uses by 2020-22
 4. The 45’ building option is too small
- Problems with the W&C methodology and conclusions:
 - The W&C methodology is deeply flawed and misleading
 - Model assumptions were used which directly contradict statements by Eimskip and Americold
 - Using the same data and appropriate methodologies we refute findings #2-4
 - Without corroborating evidence, the W&C hypothesis that the 10,860 pallet position building is insufficient to meet Eimskip’s needs cannot be made based on this study

Objective Data from the W&C Study

- The W&C study was based on the following external data set:

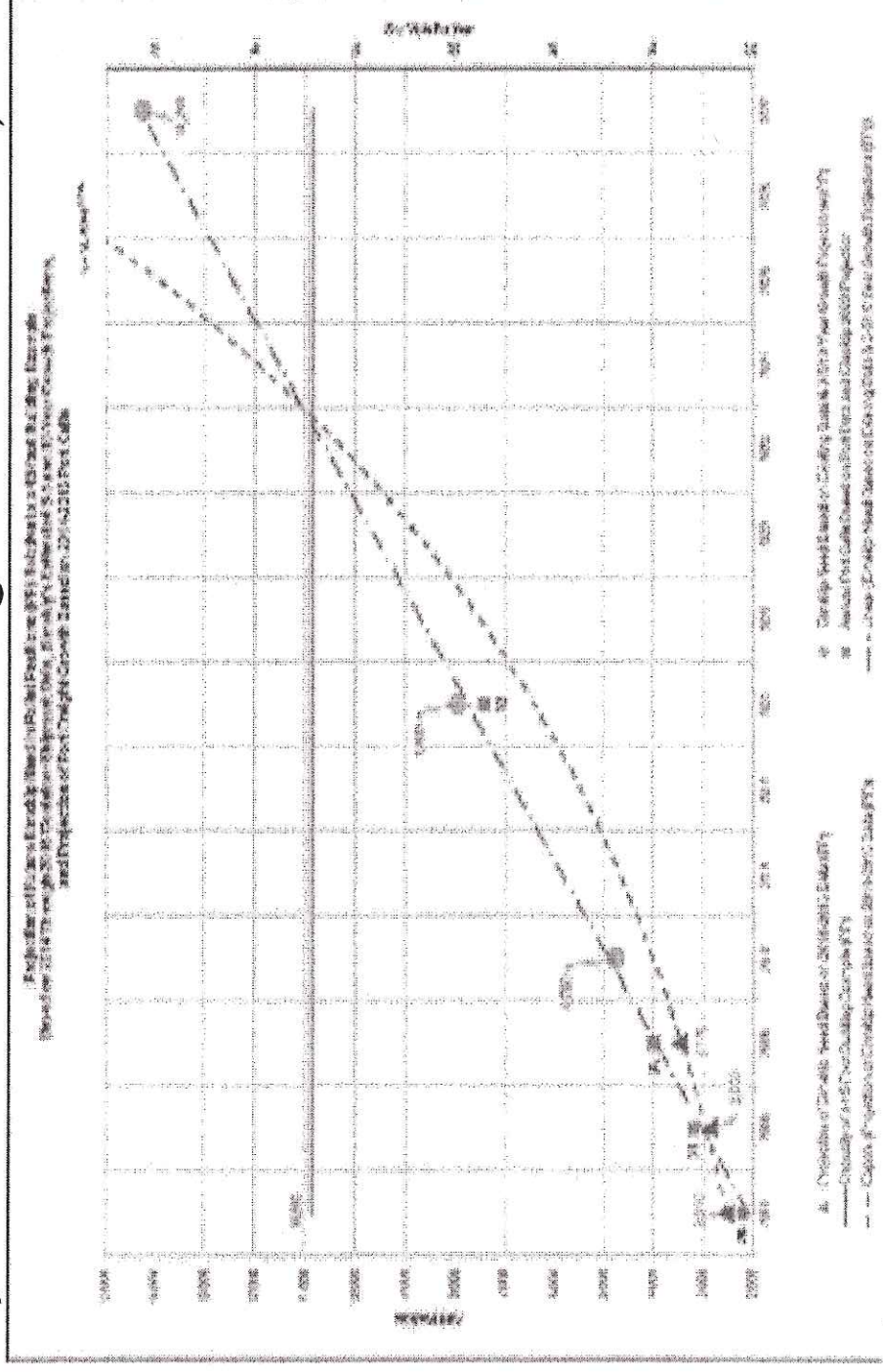
	Eimskip	Potential Need	Eimskip	Eimskip Ratio	Port Calls	Monthly Average
	Potential Need	Potential Need	Potential Need	Freight requiring	Realized and	Container Ship
	Projection	Pallet Equivalent	Temp Control	Temp Control	Eimskip Estimate	Volume thru Port
2014			33%	33%	26	2540
2015			33%	33%	31	2860
2016			33%	33%	35	3470
2017	30%	4760	33%	33%		
2018			33%	33%		
2019			33%	33%		
2020			33%	33%	52	
2020-2022	50%	7932	33%	33%		
2027	90%	14280	33%	33%		

- Key W&C data assumptions:
 - The average pallet utilizing storage will be stored for 1 month
 - All freight requiring cold storage will utilize this facility
 - Eimskip will meet the 2020-2022 estimate by 2020
 - 100 % of freight requiring temperature control utilize the facility

(1) report assumed that 100% of Eimskip's "temperature controlled freight" would be stored at the on-site warehouse. Some major Eimskip customers, however, operate their own cold-storage facilities or prefer public cold storage closer to their operations. A baseline estimate of actual demand would incorporate the pallet volume of Eimskip customers in 2016 who used public cold storage elsewhere, but would have preferred on-site storage, and Eimskip freight forwarding which required on-site cold storage.

Issue #1: The Right Axis Problem

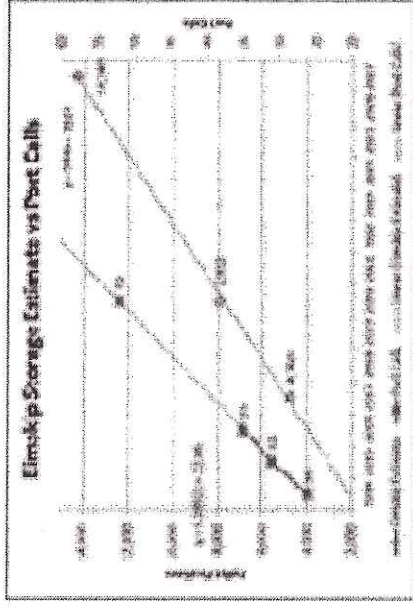
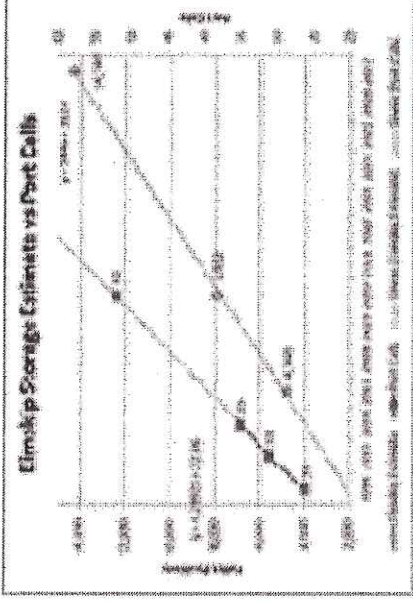
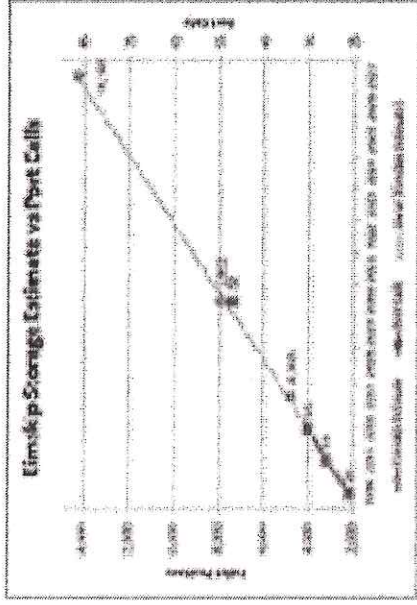
- W&C report claims the rate of growth of Eimskip's estimated cold storage needs is "similar" to the "increase in port calls by Eimskip ships as well as the projected frequency in 2020...". This claim is based on the chart of the external data below: (i.e. They are saying the Grey boxes and the Green triangles are "similar".)



5/1/2017

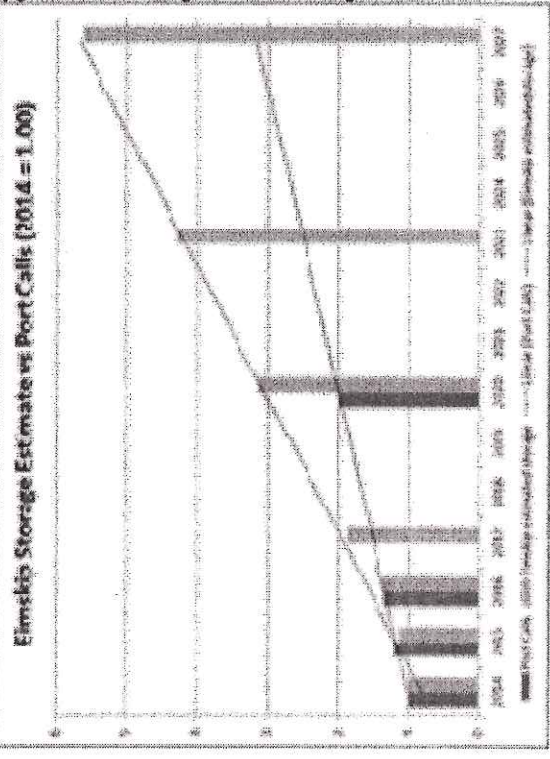
Issue #1: The Right Axis Problem

Question: Which Graph show Port Call growth “similar” to Eimskip’s Storage Estimate?



Answer: You cannot tell visually: they are all the same data! Only the right axis scale is different

So let's put them in unitary terms (2014 = 1)



Wow! Port calls are growing rapidly (8.5%) but much slower than Eimskip’s estimate of cold storage needs (14%).

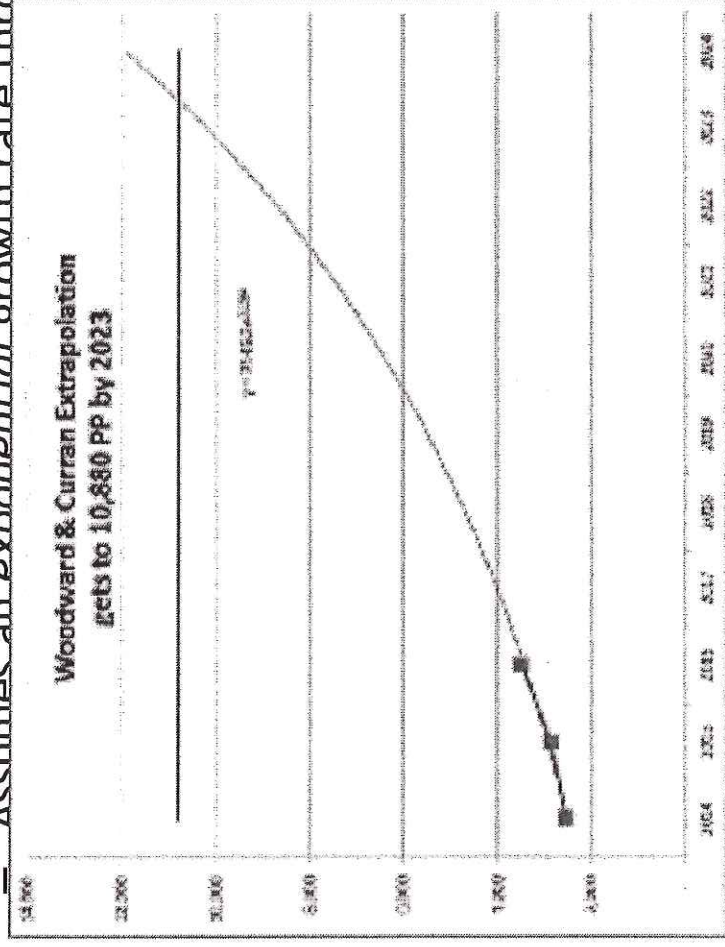
Conclusion. They are NOT Similar! The Eimskip storage growth rate estimate is 65% higher than the growth rate for port calls! Why is that? Just with this change (and there is more), if cold storage demand increased in line with port calls =

- 8000 PP by 2020 vs 10860
- 10160 PP by 2027 vs 14280
- And this assumes port call grow at 8.5% forever

Issue #2: The Exponential Growth Problem

- W&C study compares shipment growth rates with the Eimskip estimate:
 - Evaluates the past 3 years of container shipments from Port Authority data
 - Incorporates Eimskip estimate of 35% being used for cold storage to create an implied historical cold storage demand

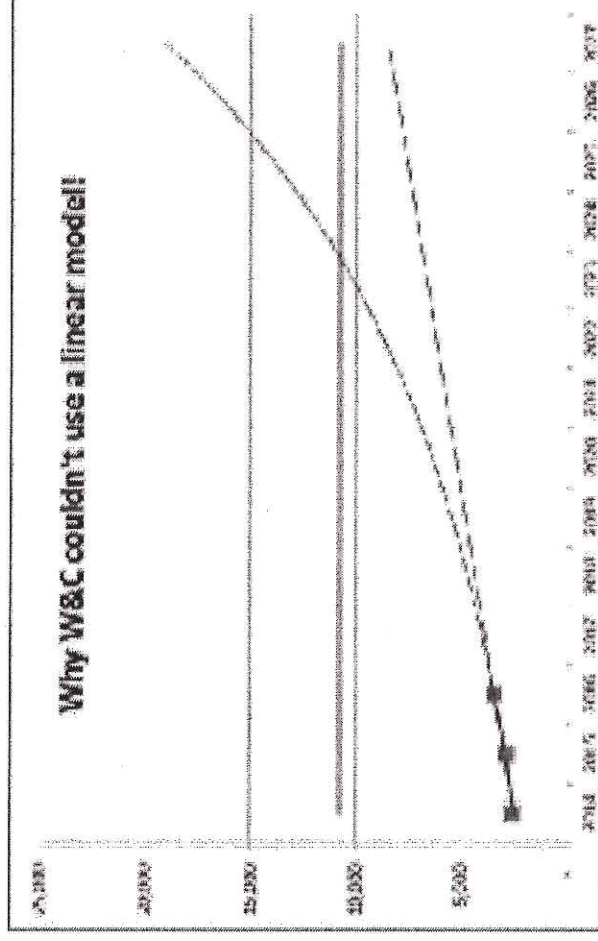
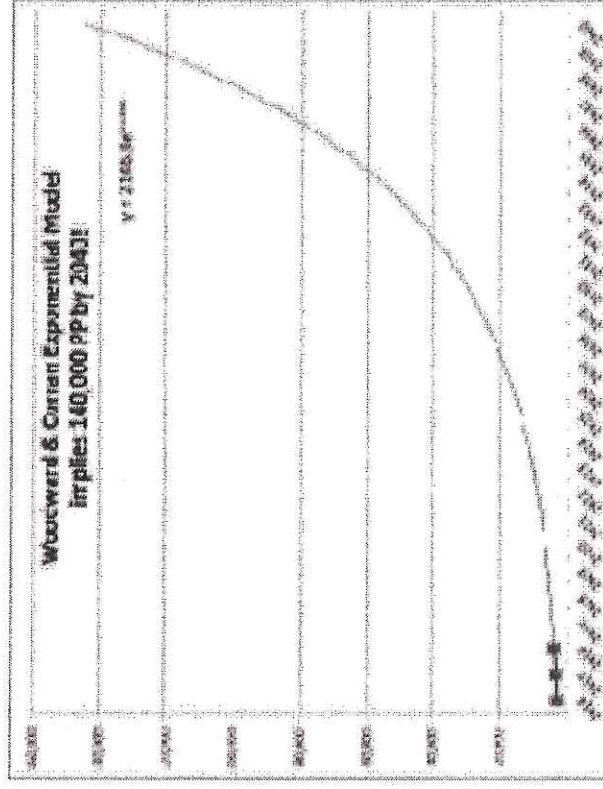
Assumes an *exponential* growth rate through the study period:



But why would we assume exponential growth? What in shipping grows exponentially?

Also, didn't Eimskip say that 35% of their freight volume will require cold storage? Even Eimskip's aggressive storage estimate is linear rather than exponential....

Issue #2: The Exponential Growth Problem



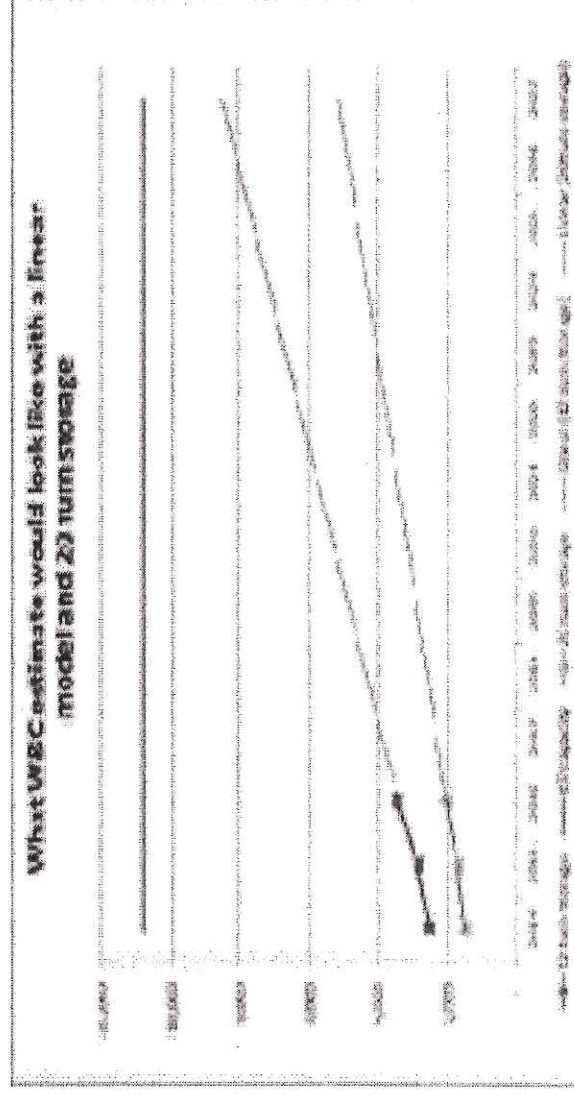
Using a linear growth model, Emskip wouldn't come close to filling the 45' Facility by 2027. And that is not the answer the report requires...

In other worlds, the available trend in shipment data implies there must be exponential growth in cold storage demand for the 45' facility to be insufficient...

We conclude: If historical shipment trends persist, a 45' facility is more than sufficient

Issue #3: The Storage Turnover Rate

- W&C study assumes that 12 turn storage by dividing total annual pallets by 12. “No assumptions were made concerning the duration of storage for each pallet, as this varies widely...”
- However, The Americold proposal says explicitly on page 16:
 - “Americold plans to design and construct an expandable facility with an initial capacity of approximately 15k pallets. We calculate approximately 300,000 pallets...can be handled annually.”
 - 300,000/15,000 equals 20 turn storage, not 12 turn storage.
 - Using 20 turn storage, Emskip would need less than 1/2 of the Americold facility



Conclusions based on Review of the W&C study

1. The data provided by Eimskip indicates a projected volume growth that is not supported by other metrics.
2. The W&C estimate of average monthly cold storage requirements is too high because it assumes an inventory turnover rate that is inconsistent with Americold's RFP response.
3. The rate of growth in storage requirements is estimated to be 65% higher than the estimated growth in projected port calls - with no reason why.
4. There is no empirical evidence to suggest that cold storage demand will grow exponentially when shipments are projected to grow linearly.
5. Adjusting for these shortcomings of the study methodology:
 - At 45' the proposed building is more than sufficient to meet Eimskip's needs.
 - At 65' the proposed building would be principally used for non-marine related uses for the foreseeable future.

Why not just look at the original Americold response to the Maine Port Authority RFP?

- Page 2: “Eimskip is contemplating moving their U.S. headquarters to the IMT West Cold storage facility, and storing up to 5,000 pallets positions..”
 - What changed from the original proposal? Why was the RFP for 15,000 PPs when Eimskip anticipated a need for 5,000?
- Page 17: “We currently operate a facility on Read Street in Portland. Based on our business plan calculations we may well continue to operate this site in conjunction to the new site at the IMT. We are also considering converting it to a dry facility...complementing the temperature-sensitive product that customers would store at the new facility.”
 - Clearly the RFP anticipates consolidation with Read Street.
 - “may well” means it is possible Read Street remains open, but not necessarily probable.
 - By implication, Americold needs 10k positions for needs beyond Eimskip.
- Page 2: “Americold and Eimskip had developed a Letter of Understanding expressing our mutual intent to establish an agreement for the joint development of a temperature-controlled storage facility...”
 - How could others effectively bid on the project if the principal customer already had an LOU with Americold?

Comments to the Portland Planning Board, June 27, 2017

My name is Pamela Shaw, and I live at 198 Danforth St. in Portland. Thank you for the opportunity to speak. I'm here to talk about traffic and logistical issues related to the proposed rezoning.

The performance standards outlined in the proposal, especially for noise, lighting, and vibration, are somewhat reassuring. As an example, keeping sound levels entering the neighborhood below 50 decibels from 7:00 in the evening to 7:00 in the morning is a great start. We greatly hope this will preclude night shifts in the waterfront zone.

There remain several areas of concern, however. I'd like to address four main points, regarding traffic, noise, lighting, and air pollution.

First, though I appreciate the City's intent in commissioning a traffic report, the report is only as useful as the foggy data supplied by Americold. In our neighborhood, we're still concerned that traffic, especially truck traffic, is likely to increase on West Commercial, and more traffic will spill over onto Danforth, which is a residential street with two nursery schools. In addition, any level of traffic noise, and fumes, are likely to bounce off that wall of warehouses and rise up the hill. We want to be sure those impacts will be assessed and mitigated.

The second concern relates to noise. Specifically, what the proposal calls "tonal and impulse sounds," or hum. It's hard to imagine that a refrigerator somewhere between 8 to 10.5 MILLION cubic feet won't vibrate and hum. We want to ensure THAT does not permeate our every waking and sleeping hour. The proposed zoning requires applicants to "employ best practicable sound abatement techniques" to prevent such sounds and then directs: "If tonal and impulse sounds cannot be prevented, to minimize the impact of such sounds in residential zones." Will it be up to Americold to decide what impact is "minimal" in the residential zone? That would be scary, because this is a company that turned up at the first neighborhood meeting last summer to announce how much it wanted to be a good neighbor, and then refused to meet with any neighborhood group since.

Same with lighting, the third concern. Direct light sources shall not have an (QUOTE) "unreasonable adverse impact on adjacent residential zones." (END QUOTE) What is a "reasonable adverse impact?" Who decides it's reasonable?

Finally, we want to be sure that the pollution – the fumes – attendant on diesel trucks, refrigerants, toxic marine paints and resins used in fiberglassing, to name a few possibilities, do not blow into our neighborhood - at the bottom, or the top of the hill.

If necessary, we would like some kind of neighborhood role in addressing the impacts of traffic, noise, light and air pollution. Otherwise, we are counting on you, the planning board, to perform the difficult task of balancing the legitimate economic need for Portland to grow and prosper, with the aesthetic and human qualities that contribute so much to the city that all of us love. Thank you for your work.

Google Groups

Public Comment. Zoning Issue.

Mark Bessire <markhcb@gmail.com>

Jun 27, 2017 11:11 AM

Posted in group: **Planning Board**

Dear Planning Board,

As you make your important deliberation please be careful to not make a blanket zoning decision change that will create a wall of 75 foot buildings where many citizens and visitors enter Portland. We have worked hard to preserve the nature of Portland to have a thriving Peninsula community and a growing hospitality business to support our economy. Please do not undermine that good and hard work.

Please enable us to meet the needs of the immediate request to assist Eimskip to build a strong Portland, but not to sacrifice the Portland we have preserved which is driving our current economic success and is built on quality of life and tourism.

Please do not make a decision that you will regret in ten years and will be a blemish on your committed public service to do good by your community.

Thank you for your time and concern on this matter,

Mark and Aimée Bessire
314 Danforth Street
Portland, ME 04102

Google Groups

Rezoning

Louise Davis <lld41@aol.com>

Jun 27, 2017 1:59 PM

Posted in group: **Planning Board**

Dear Planning Board Members,

If the zoning is changed on the West End waterfront, it will apply to all comers after Americold builds their huge monolith. The West End will be totally ruined. Expensive studies are not necessary to predict the results the proposed zoning change will bring. All anyone will be able to see will be tall industrial structures.

Gone will be the Bay, the Bridge, the River, the South Portland trees and all. The traffic on Commercial Street will be bumper-to-bumper all day and everyone, except for some tourists, will use our residential streets to avoid long waits. Traffic on streets like Danforth will increase many fold. There will be more accidents. People will call for Commercial St. to be widened, and it will be, but that will do very little to change the volume of traffic shunted off onto our residential streets. Pollution will be far worse from all the trucks and other vehicles going to or from industrial waterfront businesses and those trying to avoid them.

Noise will increase exponentially. Property values will plunge. The Americold behemoth will be just the beginning. The zoning change will spell the demise of the West End as we know it today. Right now our West End is a lovely neighborhood. Who do you think will want to live here if you change the zoning? Are you really ready to destroy this historic area of Portland for the sake of money? I pray not. Please, please rethink the sea change you're considering. Pretend all of you live here in the West End.

Louise L. Davis
Resident of the West End
207-232-9088

PLANNING BOARD WORKSHOP 6.27.17 WESTERN PORT DEVELOPMENT ZONE

Members of the Board: My name is Jo Coyne and I live at 36 Salem Street.

I would like to speak with you briefly about the rezoning request that's been on the table for the past several months. For many of us who live in the West End, the journey actually began in May of 2016, with a call to Americold's local manager to learn more about the proposed cold-storage facility we'd heard about in the media. After working our way through referrals to John Henshaw and Bill Needelman, over the next few months we had a site walk and a few other meetings with city, port and even Americold officials without hearing a word about the City's desire to rezone the western waterfront. For five months, we were told only that Americold would have to apply for an exception if they wanted to build higher than 45'.

Imagine our surprise when Bill Needelman announced at a neighborhood meeting in late October that the City would be asking you to approve a rezoning of the entire western waterfront. Since that time, you and we have spent countless hours researching cold-storage facilities, warehousing and any number of other related items. We residents have conveyed factual, well-documented findings that, we feel, substantiate that a cold-storage facility built within current zoning would be sufficient. If our port needs grow as much as predicted by the extensive public relations campaign mounted by the Maine Port Authority and our own Economic Development Department, future warehousing will be required off-peninsula, closer to rail and turnpike corridors.

Siting away from the water, of course, is what most ports would choose to do anyway. An examination of the East Coast's 20 container ports* reveals that all but one lack on-site cold storage. The one exception is an important one for us. The cold-storage facility in Wilmington NC, opened in the fall of 2016. Wilmington NC is the ninth-largest port in the U.S. but their new cold-storage facility has a smaller footprint than Americold's proposed warehouse (365' x 280') and an exterior height (47') only slightly higher than the 45' allowed by our current zoning. Its 10,600 pallet positions with nearly 3 million cubic feet of freezer and cooler space would be more than sufficient for Eimskip's projected needs through the next decade.

We strongly believe that current zoning allows for construction that meets Portland's economic needs and that allows for substantial growth over the next decade. While omitted from the final report, Camoin recognized in its penultimate draft that 45' construction fell within the competitive range for cold-storage facilities. Maintaining current zoning will protect the unique character of Portland's waterfront which exists side-by-side with historic neighborhoods and will prevent the planning debacles of past decades.

*https://www.rita.dot.gov/bts/sites/rita.dot.gov/bts/files/publications/bts_fact_sheets/october_2010/html/entire.html

**<https://www.ajot.com/news/port-of-wilmington-cold-storage-offers-ag-industry-benefits-as-first-in-por>

Some justification for compromise exists, depending on what happens with the rest of the western waterfront. If a hard 50' limit is adopted along the rest of West Commercial Street, the same might be considered appropriate for the cold-storage facility for the sake of consistency. A height of 50' would also be close to the finished height of 52' cited in two of Americold's responses to the original RFP.

We recognize that it's not an easy decision for you. We're sure you want the best outcome for the city's economic growth and for the quality-of-life needs of its residents. We feel confident that none of you wishes, as a member of the Planning Board, to be responsible for a decision akin to those made about Union Station, the Franklin Arterial or Spring Street and the Holiday Inn. We trust you will remember when deciding about the rezoning proposal that urban vitality depends more on people than on dollars. We hope that's why you give so much in service to Portland and we thank you for your time and dedication.

Almost 10% extra capacity not disclosed

An April 24 report by Woodard & Curran compared:

- a zoning-compliant, 45-foot-high warehouse (10,840 pallet positions, interior clear height of 35')
- the "latest conceptual model proposed by Americold" (15,864 pallet positions, clear height of 55')

Each rack level in the Americold design proposal holds 2,168 pallets, so:

Five high = 10,840; Six high = 13,008; Seven high = 15,176; Eight high = 17,344

Math for the zoning-compliant warehouse adds up

Room 1 (dry goods): 12 rows of 52 pallets, plus 60 side-aisle pallets x 5 high = 3,420

Room 2 (freezer): 12 rows of 52 pallets, plus 60 side-aisle pallets x 5 high = 3,420

Room 3 (freezer): 10 rows of 52, 6 rows of 36, plus 64 side-aisle pallets x 5 high = 4,000

Total pallet positions 10,840 + 196 blast-freezer pallets = 11,036

Calculated correctly, the Americold design would hold 17,344 pallets

Room 1 (dry goods): 12 rows of 52 pallets, plus 60 side aisle pallets x 8 high = 5,472

Room 2 (freezer): 12 rows of 52 pallets, plus 60 side aisle pallets x 8 high = 5,472

Room 3 (freezer): 10 rows of 52 pallets, 6 rows of 36, plus 64 side-aisle pallets x 8 high = 6,400

Total pallet positions 17,344 + 196 blast-freezer pallets = 17,540

By not counting one pallet height in the freezer rooms, Americold reduced storage data shared publicly by 1,484 pallets

Room 1 (dry goods): 12 rows of 52 pallets, plus 60 side-aisle pallets x 8 high = 5,472

Room 2 (freezer): 12 rows of 52 pallets, plus 60 side-aisle pallets x **7 high** = 4,788

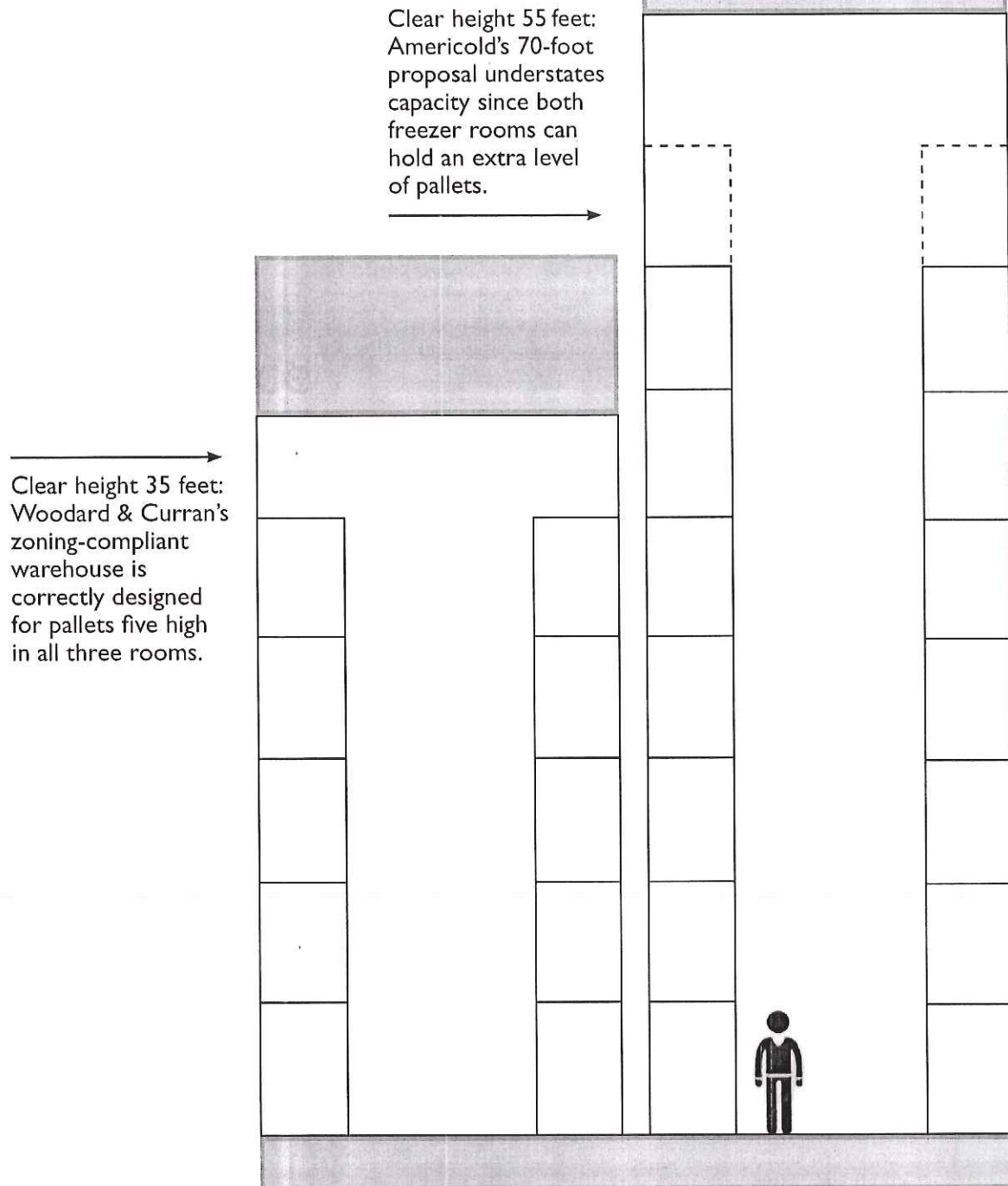
Room 3 (freezer): 10 rows of 52, 6 rows of 36, plus 64 side-aisle pallets x **7 high** = 5,600

Total pallet positions 15,860 + 196 blast-freezer pallets = 16,056

Other attachments:

- sketch to show open space above pallet racks of 35' and 55' interior-height warehouse designs
- 1/20/16 Americold design: 120,140 square feet, 55'4" interior clear height, 15,864 pallet positions

Unused Space



“To reduce the building height by even a small increment will result in the loss of an entire rack layer – with significant loss of capacity. 70 feet is the minimum building height that will result in a structure meeting the business model for the project.” Excessive height above six-pallet storage appears to contradict this 10/20/16 statement from Bill Needelman to the Planning Board.

Americold and Zoning

To: Members of the Portland Planning Board and Interested Residents

From: Carl Cramer – 225 York Street, Unit 2. carl1cramer@gmail.com

June 27, 2017

Thank you for letting me address you this afternoon. My partner Melissa Wood and I moved into a condo on York Street in March of this year and we love it here.

I've tried to do some background searches in order to educate myself about this issue, and I hope I'm not asking any questions which have already been answered. I'm not an agitator, nor am I a city planner.

Are there any representatives here from either Americold or Eimskip?

My primary concern is that most of the public may not be aware of the documents cited below, and they need to be in order to make their own informed decisions. This is an attempt to remedy that omission. Because I – and all others – are restricted to three minutes of speaking time, I will omit certain items from my presentation, but I think all are important.

When Is Zoning Not Zoning?

1. The relationship between Americold and Eimskip. It doesn't seem this has been addressed in prior meetings. Here's what I think I understand.
 - a. In Americold's RFP submission of September 4, 2015, the following appears: "As noted in our Request for Qualification, Americold and Eimskip have developed a Letter of Understanding expressing our mutual intent to establish an agreement for the joint development of a temperature-controlled storage facility incorporating dry storage and office space." If so, why would other parties bother submitting their own applications?
 - b. The Yucaipa Companies were founded 30 years ago. The Yucaipa Companies are the majority shareholder in Americold Realty Trust. Eimskip's board chairman is a Yucaipa Companies partner, and Yucaipa owns about 25% of Eimskip's shares. Has anyone discussed this relationship?
2. The Woodward & Curran report of April 24, 2017. The data in this report seems to be seriously flawed. One example: There is no empirical evidence to suggest that cold storage will grow exponentially when shipments are projected to grow linearly.
3. Only one seaport out of 20 on the east coast considers on-site cold storage a prudent use of land, though some ports span more than a thousand acres. And none offer cold storage for trucked freight. For obvious logistical reasons, most prefer storage away from the port.
4. Has there been any discussion about the Tiger Grant "Fastlane" application for the Maine Intermodal Productivity Project? Among other items in that application is the estimate that the

proposed Americold facility will handle **500%** more containers by 2020 than last year.

These are other considerations which I will not orally express tonight but I think are worthy of consideration:

5. In Penelope Overton's piece in the May 18, 2017 edition of the *Portland Press Herald*, she mentions that Caitlin Cameron, the city's urban designer, said the potential visual impact on the view from Harbor View Memorial Park is "significant," and that officials are considering amendments. What is the status of that, please?

6. I assume soil samples taken from the proposed site show a high level of toxicity. Whose responsibility is that to clean up?

7. Given the aggressive growth expectations of the above assumptions, has there been an impact statement on the effect of increased trucking on West Commercial Street?

8. In Peter L. Murray's piece (Maine Voices) in the June 21, 2017 edition of the *Portland Press Herald*, he eloquently states:

"Our existing zoning ordinances are the result of an elaborate planning and legislative process designed to maximize the welfare of all Portland residents in their various neighborhoods. Based on a comprehensive plan, the zoning ordinance seeks to regulate land and building size, location and use in the various neighborhoods so as to maintain a particular character in each neighborhood. Residents are expected to comply with these regulations in the use and improvement of their property. Compliance is enforced.

By the same token, the neighborhood residents can have some sense of security that the zoning ordinances will protect their investments and the amenity of their lives from structures and uses that are deemed inharmonious with what is permitted in that locality."

Thank you for permitting me to address you today. I have many more questions, but these are the first. When is zoning not zoning? When zoning variances are given for no reasons other than greed (they call it "growth.") . I fear there is a very large white elephant in these proposals. I see a very large, very ugly, not very active slab of a facility on a prime piece of real estate on Portland's harbor if this variance is passed.

Please be honest with the facts. Share the information you have, even if it includes delusional projections. My fear is all the documents I have cited above – without exception – have never been entered into the record for the public to make their own informed decisions.

Why is that? There is a reason.

From: constance bloomfield <cbloomfi@maine.rr.com>

Subject: WPDZ

Date: June 25, 2017 at 10:44:19 PM EDT

To: Tuck O'Brien <stuartobrien@me.com>

Hi Tuck - Thanks for the in -transit conversation Friday. Rather than having another phone call with you on Monday I am attaching a fine-tooth comb review of the WPDZ draft. Some of it is just editing or questions for clarification and some is substantive. All my changes are in italics — either within existing sentences or as new sentences. I hope you will find it useful and also consider the parts that challenge the proposed zone stipulations.

History of view Corridors in Portland. As I understand it, view corridors were originally designed to preserve views down streets toward the harbor. They most particularly addressed the fact that Portland is unique in having finger piers as street extensions; the goal was to keep those views and piers open when viewed from above. They are perpendicular to the views because the view point was always higher than the view and down the extended streets. View corridors are extensions of street corridors. In the WPDZ situation they would be perpendicular to the line of travel and of little use, view-wise, I have suggested that the WPDZ have view sight lines, that may or may not be perpendicular to Commercial St. — but must be continuous.

Constance

LINE BY LINE – SUGGESTIONS AND QUESTIONS - suggested language in italics, sometimes within existing sentences – sometimes new sentences

Section 14-319 – Permitted and Conditional Uses

“....the following uses are permitted, *or are conditionally permitted*,”

Boat storage facilities ---- boat storage facilities are an adjunct of marinas, which are a prohibited use. If you wish to include boat storage facilities as a permitted or conditional use, they should be specifically for the storage of commercial non-recreational vessels. Without that stipulation, at a minimum boat storage should remain a conditional use.

Intermodal transportation is still unclear. What is the intent; what does ‘principally’ mean; what does ‘or’ mean? How about “*principally for vessels ... and associated rail transportation service*”.

After all this talk, why is cold storage a conditional use? Cold Storage Permitted: “*Cold storage facility ... goods that arrive and/or depart primarily by rail or marine freight operations.*” This language is consistent with the Comp Plan. Language that does not include the arrive/ depart stipulations does not prevent Portland from having truck depots.

Utilities ---- since the gas pressure thing seems to be impossible to move and is directly in the way of making Americold a shorter building, it seems that this utility at least cannot be moved ---- which is one of the conditions of the conditional use. Same would apply to sewage --- I am not sure how you can categorized utility uses – in reality they do not meet the enumerated conditions.

Section 14-320 – Conditional Use Standards

Conditional use is not defined in the zoning list of definitions. Several definitions seem to operate in Portland: you have to go to the BZA to get approval; or the PB can put all sorts of conditions on the approval that they would not have jurisdiction to do on as-of-right projects. Here it appears that as long as you meet 5 standards it's OK.

Get rid of old introductory language.

Suggested New Language:

The following conditions will apply to any conditional use being proposed in the WPDZ:

- b. what does allow for adequate access to the water mean? Vehicular, pedestrian, public, visual????
- e. meet *all* additional, not ‘any’

Sec 14-320.2 Prohibited uses

add:

f. *Recreational boat storage*

Dimensional Table – What is conditional about buildings greater than 50 in height ???? ... only that they meet the previously enumerated 5 conditional use standards and the FAA stuff? That is lame. It also means that a permitted use becomes conditional if it is over 50 feet. That is a major internal contradiction since the 5 conditional use standards would have been met by the nature of the permitted use.

You could remove 'permissible as a conditional use' from the table head ----

I would suggest that the Dimensional Table have an intro. that says: *"No conditional use structure can exceed 50' in height. All structures proposed to be greater than 50' in height must meet the following standards and additional siting, design or performance standards that the Planning Board may require."*

Dimensional table:

Minimum Lot Size: Because I believe that the remainder of the WPDZ should NOT be developed more intensively than the Americold site, I would take their lot size as a minimum. It is 6.3 acres – round up to 6.5 acres.

Maximum Height for buildings over 50 feet, should not exceed 65', which I believe is the max. that Americold needs.

Maximum Length: The max length for buildings over 50 feet in height should not be the same as for buildings 50 feet and under. *"Buildings, or portions of buildings, that are greater than 50 feet in height may not exceed 250 feet in length."*

2. *"In addition to the existing Vaughan and Emery Street view corridors there shall be one view sight line per lot of at least 150 feet in width that will be left unbuilt and without surface parking to preserve..... The view sight lines must be continuous from W. Commercial St. to the water, but may or may not be perpendicular to W. Commercial St. Existing view corridors from Emery St. and Vaughan St. to the water shall remain unbuilt and without surface parking."*

3. Accessory uses..... in a building. ADD: *"Buildings that are free-standing but accessory to a permitted or conditional use shall not exceed one story in height and the total square footage of accessory buildings per lot shall not exceed 2000 square feet."*

July 12, 2017

Dear Members of the City of
Portland Planning board,



In regards to all the proposed
buildings along Commercial Street
- from the Casey Bay bridge to
Cassidy point: We would like
to express our view - or rather
to plead with you to please
consider our view (this has a
double meaning)

The proposed cap of 55 ft.
is so important to us if
we have to have huge
buildings like AmeriCold here.
We pay very high taxes ³⁷⁰
for a water view here. (Dunforty)
We don't agree with cutting off
the city of Portland
from the sea !!



Thank you for your
consideration and for
making certain the cap
is maintained at 55!
Chet & Debi Kruk



Jennifer Munson <jmy@portlandmaine.gov>

Fwd: 55' v. 60'

Tuck O'Brien <sgo@portlandmaine.gov>

Thu, Jul 13, 2017 at 3:21 PM

To: Matthew Grooms <Mgrooms@portlandmaine.gov>, Jennifer Munson <jmy@portlandmaine.gov>

Additional public comment.

----- Forwarded message -----

From: **Laura Robinson** <robinson.studio@sbcglobal.net>

Date: Thu, Jul 13, 2017 at 10:09 AM

Subject: 55' v. 60'

To: Tuck O'Brien <sgo@portlandmaine.gov>

Hi Tuck,

Realizing that time is of the essence, I am sending you documentation as generated for the 55' v. 60' rational. This view is from the west end of Danforth. Heights are calculated from the top of the red shed, and software generating the site specific vertical cone of vision which shows that from Danforth Street 55' just allows for a view of the water beyond the oil jetty while 60' does not. Hence while 55 still knocks out the view of the river, it allows for some view of the tidal flat, here shown at high tide.



Here is a public view from Summer Street showing how 55' obstructs the view of the treetops on the opposite shore, while the slightly lower shed does not illustrating the differences that a few feet can make.



More to come,
Many thanks,

Laura

--

Tuck O'Brien
City Planning Director
Department of Planning and Urban Development
Office: (207) 874-8724
Cell: (207) 553-0255

Google Groups

Re: Eimskip / Cold Storage / West End

TODD GILMOUR <tgilmour@me.com>

Jul 10, 2017 8:48 PM

Posted in group: **Planning Board**

From reading an article in the Forecaster, it sounds like recent planning decisions on the western waterfront — setbacks and space between buildings — will mimic a suburban "industrial park" rather than extend the urban fabric of the old working waterfront, so beloved: multi-story buildings with zero setbacks and continuous streetwalls. Relevant examples are across the street from the site on Commercial Street West in those old brick blocks west of the bridge. Why didn't Planning mandate that, to offer best-practice example, please? Is it too late? Why not implement a Form-Based Code here?

Thank you for considering — Todd Gilmour

Sent from my iPhone

On Feb 22, 2017, at 8:56 AM, William Needelman <wnb@portlandmaine.gov> wrote:

Dear Mr Guilmour,

Thank you for your inquiry regarding the opportunity to sink the proposed cold storage warehouse down to mitigate the height concerns. It's a reasonable question that has been raised by several folks during the process. The answer is four fold:

1. Flooding. With the site located at the water's edge and with a proposed finished floor of 15', the concept of sinking the structure would put the working floor below tidally influence ground water and well below storm tide (+/-10'.) To flood proof against such conditions would be extremely expensive and would not entirely eliminate the risk of flooding.
2. Contamination. Existing soils are heavily contaminated from the legacy of coal "gasification" on site. Development on top of these soils is a preferred mechanism to cap, contain, and remove risk of contact with people and the environment. A deep cellar whole, subject to constant flooding from regular tidal influence would be extremely difficult (risky and expensive) to control - and then there is the expense and risk of disposing of the excavated materials.
3. Loading. The proposed warehouse would use fork lifts to manage freight internally, suggesting that the finished floor is even with the loading docks (4 or 5 feet above parking lot grade.) To bring freight down, would require a lift system of some sort that would come at considerable expense (construction and operational efficiency.)
4. Cost of construction. The above issues all have potential remedies, all of which have considerable costs and risks. I have come to think of this facility like a parking garage - Many of us would like to bury garages to get them out of site. Few of us are willing or able to afford the cost of building, or even using, an underground garage unless it is heavily subsidized.

I hope that the above thoughts are useful. Please reach out at anytime if you would like to discuss.

Best regards,

Bill

Bill Needelman
Waterfront Coordinator
Economic Development Department
City of Portland, Maine
389 Congress Street
Portland, Maine 04101-3509

(207) 874-8722 tel.

(207) 756-8258 fax.
wbn@portlandmaine.gov

On Tue, Feb 21, 2017 at 8:24 AM, jmy <jmy@portlandmaine.gov> wrote:
fyi

On Monday, February 20, 2017 at 7:58:16 PM UTC-5, TODD GILMOUR wrote:
May I ask why Portland doesn't request that the new cold storage building be approved if the applicant is willing to dig the facility into the ground by approximately 20–25 feet?

This would allow them the interior volume they state they require while mitigating the height above ground.

— Todd Gilmour

Notice: Under Maine law, documents - including e-mails - in the possession of public officials or city employees about government business may be classified as public records. There are very few exceptions. As a result, please be advised that what is written in an e-mail could be released to the public and/or the media if requested.

Google Groups

for PB public comment WPDZ

Jo Coyne <jocoyne@gwi.net>

Jul 13, 2017 8:07 PM

Posted in group: **Planning Board**

Hi, Jen -

Rosanne Graef's article is part of her *La Vida Local* series. Either that or simply *West End News* would be good listings for the index.

Halsey Frank's should be listed as *Forecaster: Opinion*.

Thanks, Jo

Development and Procedural Failures in Portland

La Vida Local: Irregular Notes on West End Life

Are Portlanders Being Had?

by Rosanne Graef

When it comes to commercial and residential development – especially on the peninsula – it seems that Portland is being engulfed by a procedural failure. These failures lead to suspicion, finger-pointing, ridicule and paralysis. As such, they have produced a cynical, embittered and often angry citizenry.

Although the latest examples include Camelot Farms, [Americold and the western waterfront](#), the Elks Club and [The Portland Company](#), the themes of discontent and frustration extend back through [Midtown](#), [Congress Square Park](#) and other proposals. Further, each proposal has either expired on their own accord or been resolved in the courts, at the ballot box, or – less acrimoniously and perhaps less expensively – in Planning Board or City Council meetings.



View from Harbor View Park of Western Waterfront site where Americold cold storage is slated to be developed.

What precipitates these unpleasant and expensive face-offs? Otherwise congenial and thoughtful people are positioned in opposing corners. The press and commentators take free-range to level meaningless insults. They use terms like “selfish,” “short-sighted,” [“NIMBY-ist,”](#) or “obstructionist” to describe the residents of our city. What has led to this rancor?

The Problem with Development Procedures

From my perspective, the public is brought into the discussion way too late. Consider, by the time neighborhood meetings are held, or Planning Board workshops scheduled, City staff seem to be pretty solidly on board with whatever projects are being proposed, however vague, ill-conceived, inappropriate or contrary to local ordinances they may be. In addition, peripheral players with something to gain have already been rallied as

proxies and surrogates for the actual developers. They've launched costly PR and advertising campaigns, and hosted schmooze-and-booze events to support the projects.

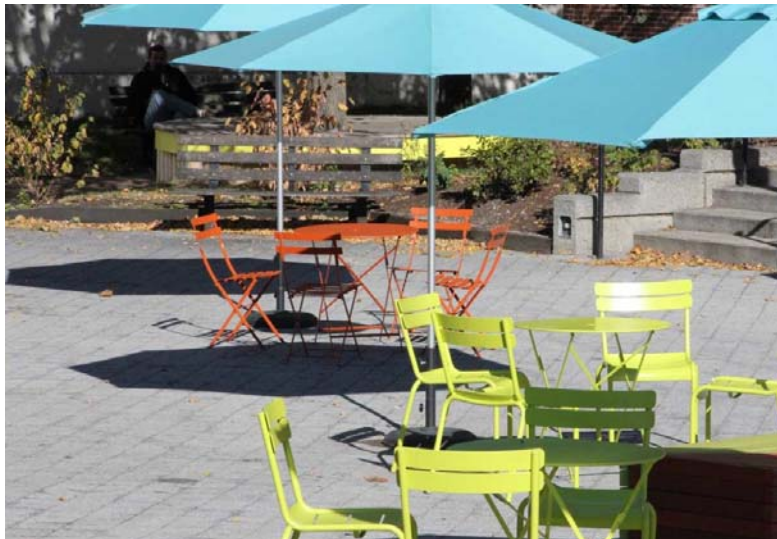
This scenario forces concerned residents to put up a fight. They spend considerable amounts of their own time and money researching the development and rallying support.

Meanwhile, the more clever developers of these projects are spending taxpayers' funds in this battle. They do so by enlisting City department staff (such as [Economic Development](#)) to wage waiver and ordinance-changing requests on their behalf. It's no wonder many Portlanders are pissed. They're footing the bill to pay to fight someone else's battle against themselves!

After years of task forces, study groups, reports from outside consultants, assessments by visiting delegations, deliberations and work by City Council committees, boards and support staff, the resulting resolves and plans can be scrapped in the blink of an eye. Actually, all it takes is a pie-in-the-sky smooth talker to show up and promise to make PWM into a "21st Century world class city." Do those words even have any shared, practical meaning? Or are they just buzz-words du jour that produce a homogenization that renders Portland a boring, repetitive Anytown, USA? Shopping, eating, drinking – everywhere the same.

Respect the People

People will argue that we need growth. But what about Portland's responsibilities to the people who are already here? The Schwartz Building is still going nowhere, while taxpayers have paid out almost \$180,000 in interest on a HUD loan for Midtown. And we have nothing to show for it. Meanwhile, residential derelict buildings (which could be replaced to provide much-needed housing) remain as safety hazards and blights on neighborhoods.



Residents united to save Congress Square Park from development and raised their own resources to improve the downtown open space. (WEN File Photo, 2016)

The people who have made their lives here deserve respect. Indeed, they have built the city and the community bit by bit over the long haul, without making extravagant plans that enrich themselves at the expense of others. The lack of respect destroys the spirit of Portland that so many of us love above all other aspects of our city. Seems like our municipal procedures can be manipulated to push where the glitz is, but the average Portlander is definitely on his or her own.



Portland's planning process isn't working

By Halsey Frank on July 3, 2017

People continue to be dissatisfied by the planning process in Portland. Many of my neighbors are upset by the Planning Board's recommendation that the City Council rezone 44-acre Camelot Farm from R-1 to R-3 to allow the construction of at least 90-100 homes on 30 of those acres that aren't in a floodplain.

These neighbors are concerned that the proposed development will be much denser than the surrounding area. They worry about the runoff from all those homes into the Stroudwater River, about increased traffic on Westbrook Street, which already is jammed during rush hours, and about the loss of one of the last large open spaces within the city's limits and the wildlife that goes with it.

They wonder what happened to the city policy against contract zoning, what homes priced between \$350,000 and \$450,000 have to do with the lack of affordable housing, and why the city didn't rezone the 7-acre Elks Club property on the bus line on outer Congress Street to allow denser residential development, instead of rezoning it for commercial use.

These neighbors feel that the Planning Board and its staff ignored their concerns in favor of the developer's interest in making a profit. As a result, some, including my wife, are working on a referendum to give neighborhoods more of a say about zoning changes.

My sense is that they are not alone.

In Maine, state law encourages municipalities to use comprehensive plans to regulate development. The stated goals of such plans are to promote consistency; protect the health, safety and welfare of citizens; encourage orderly growth and efficient use of public services and facilities; promote economic well-being; encourage affordable housing; protect natural resources, and promote recreation.

Creating a comprehensive plan starts with inventorying a municipality's population, economy, resources, transportation modes, housing stock, development and public services. The next steps are to develop a policy that applies the state goals to that inventory and a strategy to implement that policy, by identifying areas in which growth according to standards and procedures should be encouraged. These are "growth areas," limited to medium density development; "traditional areas," and "rural areas," where incompatible development should be discouraged.

State law requires that local ordinances be consistent with the local comprehensive plan. It also specifically requires that before a municipality creates a contract zone that modifies the criteria of an existing zone to accommodate a developer, it must give notice to owners and abutters and conduct a public hearing. Even then, contract zones must be consistent with the comprehensive plan and the existing zone.

Portland's municipal code identifies the purposes of zoning as reducing congestion; ensuring safety; providing adequate light and air; preventing overcrowding; facilitating adequate public facilities, services and utilities; including transportation; respecting the character of existing zones and their suitability for particular uses, and conserving and stabilizing property values.

The city's recently adopted Comprehensive Plan lists goals such as reinforcing the center, spreading growth fairly, promoting density and infill development, encouraging density near neighborhood centers, and creating and distributing open spaces in areas that are under-served.

The Planning Board assists the city with planning. Among other things, it reviews applications for zoning changes and makes recommendations to the City Council. It does so by holding workshops to provide feedback to applicants, and by holding hearings to provide an opportunity for public comment. The City Council adopts the Comprehensive Plan, passes zoning ordinances, and approves zoning changes and variances.

All this planning and process hasn't produced a lot of satisfaction.

Part of the problem is that the laws, plans and ordinances aren't much more than lists of vague and contradictory aspirations. They don't clearly define and prioritize goals. As a result, they provide little guidance to decision-makers and they inspire little public faith.

The Planning Board doesn't help itself by seeming to give more consideration to developers than residents. There's room for improvement.

Google Groups

Port of Wilmington (NC) Cold Storage

Jo Coyne <jocoyne@gwi.net>

Jul 14, 2017 11:52 AM

Posted in group: **Planning Board**

Dear Planning Board Chair Boepple and board members:

Please find attached an information sheet for the Port of Wilmington (NC) Cold Storage facility, about which we have spoken at one or more WPDZ workshops. We hope the photo and details provided will help illustrate that, even in a much larger port, cold storage is possible at a much lower and smaller profile than the warehouse Americold is proposing.

Thank you for your continued attention to the many issues associated with the WPDZ.

Sincerely,

Jo Coyne
for the Portlanders for the Western Waterfront

36 Salem St
Portland ME 04102
207.775.3902
jocoyne@gwi.net

Port of Wilmington (NC) Cold Storage

The Wilmington port has the only on-site cold-storage facility among all of the East Coast's 20 container ports. Cold-storage facilities at other ports are located away from the water.



Port of Wilmington (NC) Cold Storage
47' high / 375' x 300'

Wilmington's cold-storage facility:

clear (interior) height ranges from 35' to 40'

finish (exterior) height: 47'

101,000 square feet

10,600 pallet positions (double-deep, stacked 5 racks high; can accommodate 6 racks)

3 million cubic feet of freezer and cooler space

opened in Fall 2016

There are three cold-storage areas:

- convertible room (refrigerated or frozen)
- freezer room
- blast-freezing room (capacity up to 200 pallets a day)
- no dry (ambient-temperature) storage

Americold's proposed warehouse:

Building footprint is **19% larger**.

Exterior height of +/-70' is **50% higher**.

Ports:

Wilmington NC is the nation's **18th largest port**. Portland is not among the top 50 ports.

WESTERN PORT DEVELOPMENT ZONE
A Responsible Proposal – Finding the Right Balance...
Portlanders for the Western Waterfront

7/14/17

We BELIEVE:

A cold storage facility is an **essential service** to support an active marine container operation;

Storage of cargo unrelated to marine transport may be allowed on a temporary basis, but should not displace the **priority on storage of waterborne cargo**;

Cargo arriving from or awaiting shipment via marine cargo carrier will either arrive or depart via truck or rail, but the intermodal facility **should not become a “truck/rail depot”** for cargo not intended for marine transport;

Boat service and storage are appropriate uses for waterside land, but the **emphasis should be on commercial-class vessels** rather than recreational vessels;

Marine-related and marine-compatible uses along Commercial Street should be of appropriate **scale and massing**, given the gateway and nearby residential context;

Visual access to the water should be required at least one location per lot;

Hours of operation of external activity should be precluded between 11:00PM and 7:00AM;

The **WPDZ reflects a unique context** (longstanding marine industrial history, gateway to the City, adjacent to established residential neighborhoods) and **care should be taken not to prioritize one category of stakeholders over others**.

We SUPPORT the following:

Building Height

“Hard cap” height of 55’ (no roof averaging, rooftop appurtenances, etc.) east of Cassidy Point Drive to the Waterfront Central Zone western boundary.

- This will accommodate a cold storage facility (six racks high) and handle up to 13,000 pallet positions, based on the building footprint proposed by Americold.
- This total height will accommodate a 50’ door on the PYS proposed paint shed and a 40’ door on the proposed boat storage shed. This will likely result in reduced roof pitch, which presents less danger from ice avalanching off roofs.
- This methodology should be applied City-wide to avoid the contention over roof measurement, which most often leads to public objections arising from confusion over how roof height is measured and the unintended consequence of roof designs more massive than expected.

“Hard cap” height of 50’ along West Commercial Street East of Cassidy Point Drive to the western boundary of the MPA lot.

- This, combined with limits on total length, reduces the impact of scale and massing.

Building Length

Total length 400' on the MPA lot.

- While we prefer a 300' maximum length, we recognize the unique space constraints of the MPA site and can support a 400' maximum on the MPA lot.

Total length 300' east of Cassidy Point Drive and to the western boundary of the MPA lot.

- This will accommodate the proposed PYS paint shed, in order to service a vessel as large as the Machigonne, as desired by PYS.
- This will accommodate the PYS proposed boat storage shed and essentially doubles boat storage capacity.
- The proposed PYS uses are not at all similar to the proposed cold storage and Merrill/Sprague warehouses and there is no compelling case made for assuring "equity" for non-similar uses.

View Corridors

90' wide, require **at least** one per lot.

- Assures more than a narrow visual access to the water.

Definitions (proposed language underlined)

"Cold storage facility": warehousing and storage principally of goods arriving from or awaiting shipment via marine cargo carriers.

- Assures policy intent of focus on waterborne cargo.

We DO NOT AGREE:

Conditional Uses

We do not agree that the conditional use provisions are necessary, as all envisioned uses could be accommodated within a 55' hard maximum height.

Industrial Zone Provisions

We do not agree that the proposed performance standards are adequate to protect the neighborhoods.

- This context, of residential zones at an elevated level over industrial uses, results in unique sound dynamics that allow sound to rise up and into the neighborhoods. A specific performance standard should be developed to address this unique situation.
- **We propose** that performance standards, especially for noise, should meet or exceed low-impact industrial standards and apply 24 hours a day.

To the Members of the Portland Planning Board,

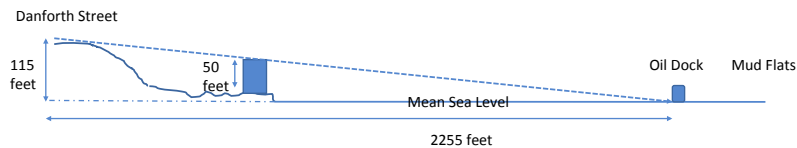
As a supporter of the working waterfront I recognize the need for cold storage. However I am also concerned about unintended consequences that could result from zoning changes.

There are many public views and moments of connection to the water that are enjoyed by pedestrians on Danforth, Fletcher, Emery, Orange, School, Salem and Summer Streets. In addition there are 102 structures and over 200 households that are affected by this decision. In the attached analysis I will focus solely on the issue of height.

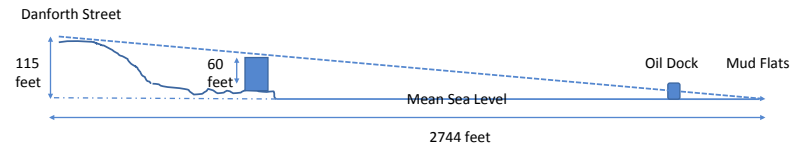
This specific research examines the difference between the impact of zoning at a hard 50', 55' and 60'. The difference is substantial.

Trigonometric software was used in conjunction with Google Earth data to project the view blocked by 50' and 60' buildings from along Danforth Street above the central portion of the PYS parcels. From this height, each foot of building height near water's edge translates to a lost horizontal view of approximately 50'.

Estimated Loss of View from Danforth Street near Storer with a 50' building at water's edge.



Estimated Loss of View from Danforth Street near Storer with a 60' building at water's edge.



The following series of photos uses the combination of the peak of the PYS red shed at 55' 10" and the preceding analysis to demonstrate the impact of the proposed zoning change. Photos begin at the western end of Danforth and move eastward.

The first photograph, from the sidewalk at 380 Danforth, illustrates the difference five feet can make, allowing for at least a sliver of water to be seen with a 55' hard cap.



The second photo is taken from behind 314 Danforth, where several owners have met with Portland Trails in support of establishing a public trail along the pre-existing established footpath. From this vantage point the proposed paint shed would be seen on the oblique, such that the view corridor would offer only a minimal slot between the proposed paint shed and the proposed 320' long storage shed, which would extend beyond the length of the photo to the right.



The photo below was taken about 50' west of the base of Emery Street at the same elevation as the dead end. It illustrates that at a hard 55', the tidal flat, here shown at high tide, is visible. At 60' it is substantially reduced and obliterated at 75.'





This is a public view from Summer Street showing how 55' obstructs the view of the treetops on the opposite shore, while a slightly lower shed does not, illustrating the differences that a few feet can make.



Finally this photo models Americold at 70'. At 60' all of the water would be blocked. 55' would allow a sliver of water that preserves the bridge as a distinct feature.

I am very concerned about the loss of water connection. A hard 60' is 9% greater than a hard 55'. And 55' is 10% greater than the Portlanders for the Western Waterfront's original proposal of a hard 50'. A hard 55' matches the average zoning across West Commercial Street and gives any owner of the site tremendous flexibility. I provide this evidence in hopes that you may more easily visualize the impact on Portland's pedestrian friendly streets and residences.

Laura Robinson, 320 Danforth Street
14 July, 2017



MAINE

Lobstermen's Association, Inc.

2 Storer St, Ste 203 * Kennebunk, ME 04043
207-967-4555 * 866-407-3770 * www.maine Lobstermen.org

To: Chair Elizabeth Boepple and Members of the Portland Planning Board
c/o William Needleman
City of Portland Planning Department
Portland City Hall
390 Congress Street
Portland, ME 04101

July 14, 2017

Dear City of Portland Planning Department:

The Maine Lobstermen's Association (MLA) supports the construction a cold storage warehouse on the Portland waterfront. Creating this critical infrastructure is important to the continued stability and growth of the Maine lobster industry.

Cold storage facilities are part of the critical infrastructure that supports the economic health of Maine's \$550 million lobster fishery. However, the state currently lacks affordable deep-freeze warehouse space. Due to this shortage, Maine's lobster industry is disadvantaged because our lobster companies often must truck frozen lobster meat to cold storage warehouses in the Boston area and then truck the meat back to Maine for distribution. The additional expense of trucking and storing adds costs, making Maine lobster less competitive in the marketplace.

Portland is now a growing hub for frozen lobster exports to Europe in refrigerated containers on Eimskip vessels. The location of a warehouse adjacent to the Portland container terminal would create economic efficiencies and result in lower storage and transportation costs for the industry.

In addition to benefitting the supply side of our industry, a Portland-based cold storage facility will also directly benefit Maine lobstermen. Our lobstermen are increasingly dependent on frozen bait as supplies of more traditional fresh baits have become less stable. The construction of a cold storage facility on the Portland waterfront would provide additional public cold storage warehouse capacity of 15,800 pallets. The waterfront location would make it easier for Portland bait dealers and fishermen to store and access bait supplies.

I want to thank board members and city staff for all the time you have spent working on this important project. Thank you for your consideration.

Sincerely,

Patrice McCarron
Executive Director

Fishermen & Lobstermen
of Portland, Maine
July 8, 2017

Elizabeth Boepple, Chair
City of Portland, Planning Board
389 Congress Street
Portland, Maine 04101

Dear Madam Chair and Board Members:

There are at least four proposed developments which will have an impact on the working waterfront. Those four are 58 Fore Street, 184 Commercial Street, Proprietors of Union Wharf and Reger Dasco Properties at the Rufus Deering Lumber Yard.

It is apparent to the lobsterfishermen of Portland that the day to day business on Commercial Street is becoming more difficult with the increase in vehicular and pedestrian traffic; the fisherman feel with these

additional developments, it will become impossible to do business. In addition, the congestion that will be caused by the proposed developments on the land side of Commercial Street, which uses Franklin and Commercial Streets for access, will make it impossible for marine industry to function. Even now in the summer, cars are stacked from India Street to the Casco Bay Bridge costing time and mortality to an already perishable product from the wharves.

Traditional parking and access to the water, in some areas, can only be utilized during the periods between 1AM to 6AM or not at all.

But protecting these areas is not enough. We must be able to truck our perishable products out where they need to go relatively quickly.

Access to the water is slowly disappearing by parked cars, traffic and people.

With the four proposed developments on that street marine industry will come to a standstill.

The wharves provide deep water access for fishing and lobster vessels like no other place in America. The tens of millions of dollars generated by that access cannot be replaced with relocation or cannot be overstated of its importance to Maine's economy.

The very life blood of Portland will cease to flow if these developments are allowed to happen.

No new offices, condominiums or hotels must ever be allowed on the Wharf side of Commercial Street, if the infrastructure of the maritime trade is to continue to exist.

You can go anywhere in America and see cheap hotels made of plastic and glass or condominiums pushed to the edge of the sea but nowhere in America can you see little wharves built in the 17 and 18 hundreds, working daily to provide jobs and food for the people of Maine and this Country.

We have talked to lobster, groundfish and herring boats the last two weeks on these issues and they have all signed in agreement with these thoughts. We have also collected information about the direct economic impact of these fisheries. It is attached.

Sincerely,
The Lobstermen & Fishermen of
Portland, Maine
July 8, 2017

Lobster

A cursory presentation of the number of boats and gross stock of the boats by wharves in Portland

	Number of Boats	
Maine Wharf	4	30
Custom House Wharf	11	X \$150,000
Portland Pier	9	<u>\$4,500,000</u>
Dimillos	2	
Widgery Wharf	12	
Union Wharf	12	
Merchants Wharf	6	
Hobsons Wharf	10	
Gowens Wharf	2	
Holyoke Wharf	6	
Sturtivants Wharf	5	
Deakes Wharf	<u>5</u>	

Island based boats, with their catch collected by smacks which are based in Portland. Their trucks have to move along Commercial St, too.

84 boats
X \$150,000
 \$12,600,000 + \$4,500,000 Projected gross value of catch
\$17,100,000 (4)

Bait

Herring Boats - 12 to 15 weeks

4,000,000 lbs. weekly at 60¢/lb = \$2,400,000/wk
X 12-15 wks

Pogey Boats

\$36,000,000/yr.

5,000,000 annually at 25¢/lb

\$2,500,000/yr

Bait, over the road

Emskip

Boston

New Jersey

Virginia

as high as 10X more

\$80,000,000/yr

total \$141,000,000/yr
moving over Commercial St.

Ground fish from Portland Fish Exchange

Approx \$15,000,000 from Director

All of which has to move over Commercial
Street,

Ground Fish	\$ 15,000 000
Lobster total	\$ 17,100,000
Herring	\$ 36,000 000
Pogey	\$ 2,500,000
over the road built	\$ 80,000,000
	\$ 150,100,000

and we left out the Douty
& Reedy Bros. who truck
the majority of the
lobsters over the road

X 66 economic multiplier
to estimate full
economic impact of
industry - workers,
income, fuel, ice, repairs
etc

Sec. 14-47

Cold Storage Facility:

Refrigerated facility used for the storage of perishable freight awaiting shipment or wholesaling.

Truck Terminal: A ~~building and premises~~ **facility primarily for devoted to handling** and ~~temporary warehousing~~ **storage** of goods **transported by trucks, including the fueling, servicing, and storage of trucks and trailers** ~~which may include facilities for the maintenance and repair~~ (except body repairs, frame straightening and painting), ~~fueling and storage of trucks or tractor-trailer combinations~~ **as well as facilities for drivers, such as food, restrooms and showers, lodging, and retail related to truck supply. This definition does not apply to truck activity incorporated into or ancillary to an intermodal transportation facility.**

DIVISION 18.5. WATERFRONT PORT DEVELOPMENT ZONE*

***Editor's Note**—See the editor's note to division 18 of this article.

Sec. 14-318. Purpose.

Transport of goods by water to and from Portland is an important component of both the local and regional economy. This commerce is dependent upon land with direct access to the dredged deep—water channel of the Fore River **and Portland Harbor.**

The Port of Portland is integral to the city's economic, cultural and fiscal health. This zone exists to ensure the continued viability of the Port of Portland. ~~Waterfront land with direct deep water access shall be restricted to uses which contribute to port activity. This zone exists, therefore, to ensure the continued viability of the Port of Portland.~~ Uses in the port development zone, while governed by ~~the same~~ **similar** performance standards as other industrial zones, are ~~primarily~~ limited to those uses which are dependent upon deep water and which contribute to

Nonmarine ~~industrial~~ activity may be allowed only ~~on an interim temporary basis and only~~ to the extent it will not have any adverse impact on marine uses. ~~preclude or impede any future water dependent development.~~

(Ord. No. 168-93, § 2, 1-4-93)

~~Sec. 14-318.5. No adverse impact on marine uses.~~

~~No use shall be permitted, approved or established in this zone if it will have an impermissible adverse impact on future marine development opportunities. A proposed development will have an impermissible adverse impact if it will result in any one (1) or more of the following:~~

- ~~(a) The proposed nonwater dependent use will displace an existing water dependent use;~~
- ~~(b) The proposed use will reduce existing commercial vessel berthing space;~~
- ~~(b) The proposed nonwater dependent use, structure or activities, including but not limited to access, circulation, parking, dumpsters, exterior storage or loading facilities, and other structures, will unreasonably interfere with the activities and operation of existing water dependent uses or significantly impede access to vessel berthing or other access to the water by water dependent uses; or~~
- ~~(d) The siting of a proposed nonwater dependent use will substantially reduce or inhibit existing public access to marine or tidal waters.~~

~~(Ord. No. 168-93, § 2, 1-4-93)~~

Sec. 14-319. Permitted and Conditional Uses.

Subject to a determination that the proposed use meets the standards of section 14-318.5 (no adverse impact on marine uses), the following uses are permitted in the waterfront port development zone:

Group	Use	WPDZ
Marine <u>(marine-</u>	Marine repair services and machine shops	P

<u>related)</u>		
Marine	Tugboat, fireboat, pilot boat and similar services	P
Marine <u>(water-dependent)</u>	Harbor and marine supplies and services and ship supply such as fueling and bunkering of vessels	P
Marine <u>(water-dependent)</u>	Shipbuilding and facilities for construction, maintenance and repair of vessels	P/C¹
Marine <u>(water-dependent)</u>	Marine cargo handling facilities, including docking, loading and related storage	P/C¹
Marine <u>(water-dependent)</u>	Boat repair yards	P/C¹
Marine <u>(water-dependent)</u>	Facilities for marine construction and salvage	P/C¹
Marine <u>(water-dependent)</u>	Facilities for marine pollution control, oil spill cleanup, and servicing of marine sanitation devices	P
<u>Marine (marine-related)</u>	<u>Marine Retail and Wholesale Sales, including Yacht Brokerage</u>	<u>C</u>
Marine	Marine products, wholesaling and retailing	C
Marine <u>(marine-related)</u>	Boat storage facilities, excluding rack storage	C <u>P/C¹</u>
Marine <u>(marine-related)</u>	Seafood processing	C
Marine <u>(marine-related)</u>	Seafood packing and packaging	C

Marine <u>(marine-related)</u>	Fabrication, storage and repair of fishing equipment	C
Marine <u>(marine-related)</u>	Ice-making services	C
Marine <u>(marine-related)</u>	Fabrication of marine-related goods	C
Marine <u>(marine-related)</u>	Fish by-products processing, provided that; i. Any fish by-product processing facility has a valid rendering facility license under chapter 12; and ii. The processing of other material wastes or by-products shall not be deemed a lawful accessory use under any other provision of this article.	C
<u>Marine (water-dependent)</u>	<u>Berthing of commercial vessels, such as but not limited to fishing boats, tug boats, fire boats and vessels offering similar services.</u>	<u>P</u>
Commercial <u>Industrial (water-depended)</u>	Intermodal transportation facilities principally for vessels with regularly scheduled destination service or for railroad transportation service	<u>P/c¹</u>
Commercial <u>Industrial (marine-related)</u>	Marine cargo container and chassis maintenance and repair	P
<u>Industrial (marine-related)</u>	Facilities for combined marine and general construction	<u>C¹</u>
Commercial <u>Industrial (marine-related)</u>	<u>Cold storage facility</u> , warehousing, and storage of goods which are awaiting shipment via cargo carriers	<u>c¹</u>
<u>Industrial (compatible non-marine)</u>	Low impact industrial uses, including but not limited to bakeries, breweries, bottling, printing and publishing, pharmaceuticals,	C

	machine shops, manufacture of products, assembly of electrical components, tool and die shops, and the packaging of food, provided that such uses shall be subject to the performance standards set forth in §14-252	
Public <u>(compatible non-marine)</u>	Public uses including pedestrian and bicycle trails	P
Public <u>(compatible non-marine)</u>	Utility substations, including sewage collection and pumping stations, water pumping stations, transfer stations, telephone electronic equipment enclosures and other similar structures, provided that such structures are located more than one hundred (100) feet from the water.	C
Commercial <u>(compatible non-marine)</u>	Off-street parking lots, excluding parking structures	C
Other <u>(compatible non-marine)</u>	Accessory uses customarily incidental and subordinate to the location, function and operation of permitted uses. Food service establishments, and other similar retail and service support uses shall only be permitted as accessory uses if they are part of if they are located within the lot lines of a use set forth in section 14-319(a)3, 6, or (b)1, if all such uses do not exceed two thousand (2,000) square feet in total floor area of the building and each individual use does not exceed one thousand (1,000) square feet in total floor area of the building; and further provided that such accessory uses provide goods or services that are supportive of the principal use and its clientele.	P
Other <u>(compatible non-marine)</u>	<u>Renewable energy systems,</u> Wind energy systems, as defined and allowed in Article X, Alternative Energy (Ord. No. 168-93, § 2, 1-4-93; Ord. No. 38-02/03, § 2, 9-4-02; Ord. No. 33-11/12, 1-18-	<u>C</u>

	12)	
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1. Uses that may be located in buildings that exceed permitted use height maximums. Uses marked P/C will be considered permitted uses when occupying buildings meeting permitted use height maximums, and conditional uses when occupying buildings exceeding permitted use height maximums.

- ~~2. Tugboat, fireboat, pilot boat and similar services;~~
- ~~3. Harbor and marine supplies and services and ship supply such as fueling and bunkering of vessels;~~
- ~~4. Shipbuilding and facilities for construction, maintenance and repair of vessels;~~
- ~~5. Marine cargo handling facilities, including docking, loading and related storage;~~
- ~~6. Boat repair yards;~~
- ~~7. Facilities for marine construction and salvage;~~
- ~~8. Facilities for marine pollution control, oil spill cleanup, and servicing of marine sanitation devices.~~

~~(b) Commercial:~~

- ~~1. Intermodal transportation facilities principally for vessels with regularly scheduled destination service or for railroad transportation service;~~
- ~~2. Warehousing and storage of goods which are awaiting shipment via cargo carriers;~~
- ~~3. Marine cargo container and chassis maintenance and repair.~~

~~(c) Public:~~

~~Public uses including pedestrian and bicycle trails.~~

~~(d) Other:~~

- ~~1. Accessory uses customarily incidental and subordinate to the location, function and operation of permitted uses. Food service establishments,~~

~~newsstands and other similar retail and service support uses shall only be permitted as accessory uses if they are part of and located within the lot lines of a use set forth in section 14-319(a) 3, 6, or (b) 1, if all such uses do not exceed two thousand (2,000) square feet in total floor area of the building or twenty-five (25) percent of the total floor area of the building, whichever is less, and if each individual use does not exceed one thousand (1,000) square feet in total floor area of the building; and further provided that such accessory uses provide goods or services that are supportive of the principal use and its clientele.~~

~~2. Street vendors licensed pursuant to Chapter 19 are a permitted use, but only in the following area of the waterfront port development zone: on Commercial Street from the intersection of India Street to the westerly side of the Maine State Pier.~~

~~3. Wind energy systems, as defined and allowed in Article X, Alternative Energy.~~

(Ord. No. 168-93, § 2, 1-4-93; Ord. No. 38-02/03, § 2, 9-4-02; Ord. No. 33-11/12, 1-18-12)

Sec. 14-320. Conditional Use Standards

Conditional uses shall be permitted in the WPDZ, provided that, notwithstanding section 14-471(c), section 14-474(a), or any other provision of this Code, the Planning Board shall be substituted for the Board of Appeals as the reviewing authority.

~~, and provided further that~~ In addition to the provisions of section 14-474(c) (2) such uses will:

- a. not impede or preclude existing or potential water-dependent development on other lots; and
- b. allow for adequate ~~right-of-way~~ access to the water for water-dependent uses; and
- c. be compatible with water dependent and or marine -related uses; and
- d. operationally support one or more water dependent use(s), or is located in a building or structure that is physically adaptable or relocatable to make way for future development of water-dependent uses; and

- e. meet any additional performance and dimensional standards set forth below.

~~not impede or preclude existing or potential water-dependent development on other lots, will allow for adequate right-of-way access to the water, are compatible with marine uses, and are physically adaptable or relocatable to make way for future development for water-dependent uses, and meet any additional standards set forth below:~~

~~1. Marine:~~

- ~~a. Marine products, wholesaling and retailing;~~
- ~~b. Boat storage facilities, excluding rack storage;~~
- ~~c. Seafood processing;~~
- ~~d. Seafood packing and packaging;~~
- ~~e. Fabrication, storage and repair of fishing equipment;~~
- ~~f. Ice-making services;~~
- ~~g. Fabrication of marine-related goods;~~
- ~~h. Fish by products processing, provided that:~~
 - ~~i. Any fish by-product processing facility has a valid rendering facility license under chapter 12; and~~
 - ~~ii. The processing of other material wastes or by-products shall not be deemed a lawful accessory use under any other provision of this article.~~

~~2. Commercial:~~

~~Off-street parking lots, excluding parking structures.~~

~~3. Industrial:~~

- ~~a. Storage of goods in existing structures;~~
- ~~b. Facilities for combined marine and general~~

~~construction;~~

- ~~e. Low impact industrial uses, including but not limited to bakeries, breweries, bottling, printing and publishing, pharmaceuticals, machine shops, manufacture of products, assembly of electrical components, tool and die shops, and the packaging of food, provided that such uses shall be subject to the performance standards set forth in §14-252.~~

~~4. Public:~~

~~Utility substations, including sewage collection and pumping stations, water pumping stations, transformer stations, telephone electronic equipment enclosures and other similar structures, provided that such structures are located more than one hundred (100) feet from the water.~~

~~(b) The following use shall be permitted only upon the issuance of a conditional use permit subject to the provisions of section 14-474 (conditional uses), and any special provisions, standards or requirements specified below:~~

- ~~1. Temporary wind anemometer towers, as defined in Sec 14-47, are permitted provided the following standards are met in addition to Sec 14-430:~~
 - ~~a. Towers may be installed for the purpose of wind data collection for no more than two (2) years after the issuance of a Certificate of Occupancy for the tower. At the conclusion of the aforementioned two (2) years, the tower must be dismantled and removed from the site within sixty (60) days; and~~
 - ~~b. Towers shall be constructed according to plans and specifications stamped by a licensed professional engineer, which shall be provided to the Board of Appeals with the application; and~~
 - ~~c. Towers shall be set back from habitable buildings by a distance equal to 1.1 times the tower height; and~~
 - ~~d. The applicant shall provide a safety report prepared and stamped by a licensed professional engineer to the Board of Appeals with their~~

~~application for conditional use, which demonstrates how the proposed temporary wind anemometer tower is safe in terms of strength, stability, security, grounding, icing impacts and maintenance; and~~

- ~~e. The applicant shall provide evidence of commercial general liability insurance, such insurance to be satisfactory to Corporation Counsel and cover damage or injury resulting from construction, operation or dismantling of any part of the temporary wind anemometer tower; and~~
- ~~f. Towers and associated guy wires shall be sited to minimize their prominence from and impacts on public ways (including pedestrian ways); and~~
- ~~g. Towers shall be used for installing anemometers and similar devices at a range of heights from the ground to measure wind characteristics (speed, direction, frequency) and related meteorological data, but shall not be used for any other purpose; and~~
- ~~h. A performance guarantee shall be required for the cost of removal of the tower, guy wires and anchors. This requirement may be satisfied by surety bond, letter of credit, escrow account or by evidence, acceptable to the City, or the financial and technical ability and commitment of the applicant or its agents to remove the facility at the end of the use period.~~

~~2. Wind energy systems, as defined and allowed in Article X, Alternative Energy.~~

(Ord. No. 168-93, § 2, 1-4-93; Ord. No. 149-01/02, 2-4-02; Ord. No. 29-09/10, 8-3-09, emergency passage; Ord. No. 33-11/12, 1-18-12)

Sec. 14-320.1. Prohibited uses.

Uses which are not enumerated in either section 14-319 or 14-320 as permitted or conditional uses are prohibited. Those uses that are prohibited shall include, without limitation:

- a. Residential uses ~~(not in existence on May 5, 1987).~~
- b. Hotels, motels or boatels.
- c. Auditoriums, civic centers, convention centers or other

meeting facilities.

d. Restaurants and drinking establishments.

e. Marinas

f. Truck Terminals

(Ord. No. 168-93, § 2, 1-4-93)

Sec. 14-320.2. Dimensional requirements.

In addition to the provisions of Article III, division 25 of this Code, lots in the waterfront port development zone shall be subject to the following requirements:

(a) Dimensional Table

For additional bulk, height and location standards, see Section 14-320.2(b) below.

	Permitted Use Dimensional Standards	Conditional Use Dimensional Standards
Minimum Yard Setbacks	N/A	N/A
Minimum Lot Size	N/A	<u>For lots east of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive, and for structures greater than 60 feet in height, 5 acres, limited to 1 building per lot</u>
Minimum Setback from Pier Line, wharf, or bulkhead, including any attached aprons. <u>(See note 1)</u>	5ft	5ft
Max. Lot Coverage	<u>50% east of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive.</u>	<u>50% east of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive.</u>

	<u>100% west of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive.</u>	<u>100% west of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive.</u>
Max. Building Height, <u>Inclusive of Roof Forms and Rooftop Appurtenances.</u> (See note 2)	<u>55ft east of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive and west of Casco Bay Bridge.</u> <u>60ft west of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive.</u> <u>In no case may any permitted heights exceed 50ft within 100ft of West Commercial Street and all area of the WPDZ east of the Casco Bay Bridge. (See note 4)</u>	<u>75ft, except:</u> <u>130ft for bulk storage facilities west of the projection of the westerly most Cassidy Point Drive segment. (See note 3)</u> <u>In no case may any conditionally permitted heights exceed 50ft within 100ft of West Commercial Street and all area of the WPDZ east of the Casco Bay Bridge. (See note 4)</u>
Maximum Building Length (See Note 5)	<u>450ft except as follows:</u> <u>300ft within 100ft of West Commercial Street and all area of the WPDZ east of the Casco Bay Bridge.</u>	<u>450ft except as follows:</u> <u>300ft within 100ft of West Commercial Street and all area of the WPDZ east of the Casco Bay Bridge.</u> <u>300ft for buildings or portions of buildings exceeding 60ft in height.</u>

1. The setback area may be utilized for activities related to the principal uses carried on in the structure, but shall not be utilized for off-street parking.

2. Buildings and/or structures shall be limited to an absolute height measured from average grade with no portion of the structural roof system or roof top appurtenances exceeding the limits set forth under Sec. 14-320.2(a) with the exception of moveable elements or connection devices as listed under Section 14-320.2(b) (1) (a).
3. Bulk storage dedicated to materials delivered or awaiting transportation to a site by waterborne transportation.
4. Height limitations east of the Casco Bay Bridge are intended to protect vistas of the harbor from public open space.
5. As measured along the building plane most parallel with the southern edge of the West Commercial Street ROW.

~~(a) Minimum lot size: None.~~

~~(b) Minimum frontage: None.~~

~~(c) Minimum yard dimensions:~~

~~Front setback: None.~~

~~Side setback: None.~~

~~Rear setback: None.~~

~~Setback from pier line: Notwithstanding the above requirements, a minimum setback of five (5) feet from the edge of any pier, wharf or bulkhead shall be required for any structure. The setback area may be utilized for activities related to the principal uses carried on in the structure, subject to the provisions of sections 14-319 and 14-320, but shall not be utilized for off-street parking. The edge of any pier, wharf or bulkhead shall include any attached apron(s).~~

~~(d) Maximum lot coverage: One hundred (100) percent.~~

~~(e) Maximum building height: Forty-five (45) feet, except as follows:~~

1. ~~In the areas bounded as described below, facilities for bulk storage of materials delivered to a site by waterborne transportation or awaiting transportation from the site by means of waterborne transportation may be erected up to the maximum heights indicated (above mean sea level):~~

~~a. In the area that lies between Danforth Street~~

~~and the Veterans Memorial Bridge: One hundred forty five (145) feet.~~

~~b. In the area between Danforth Street and the projection of the centerline of Vaughn Street between its intersections with Orchard Street and Danforth Street: Seventy (70) feet.~~

~~e. In the area between the projection of the centerline of Vaughn Street between its intersections with Orchard Street and Danforth Street and the projection of the centerline of Fletcher Street between its intersections with Orchard Street and Danforth Street: Seventy-five (75) feet.~~

~~d. In the area formed by the projection of the centerline of Fletcher Street between its intersections with Orchard Street and Danforth Street easterly to the projection of the centerline of Emery Street between its intersections with Taylor Street and Danforth Street: Seventy-five (75) feet.~~

~~e. In those areas where the maximum height may not exceed forty five (45) feet above grade, no structure may exceed sixty-five (65) feet in height above mean sea level.~~

~~For purposes of this section, a projection of the centerline of a street shall consist of an extension of the centerline of the street to the water side boundary of the waterfront port development zone.~~

~~2.~~(b) Additional bulk, height and location standards:

~~1. For structures exceeding permitted use height maximums: forty-five (45) feet in height above grade within the waterfront port development zone:~~

~~2.1.~~

~~a. The maximum horizontal diagonal measurement of portions of a structure, cluster of structures or equipment exceeding forty five (45) feet in height above grade shall not exceed one hundred (100) feet, except that for each foot~~

~~that the structure, cluster of structures, or equipment is lowered from the maximum permitted height, the maximum horizontal measurement may increase by one (1) foot.~~

~~b. In addition to any other setback requirements, portions of structures or clusters of structures exceeding forty-five (45) feet in height above grade shall be set back a minimum of one (1) foot from the exterior property line of the owner of the underlying fee interest for each foot that the structure or cluster of structures exceeds forty-five (45) feet in height above grade.~~

~~c. No structure or cluster of structures exceeding forty-five (45) feet in height above grade may be located closer than one hundred fifty (150) feet from any other such structure or cluster of structures.~~

~~d. The cumulative width of the portion of structures exceeding forty-five (45) feet in height above grade shall not exceed more than thirty (30) percent of the average width of the lot as measured by a line drawn parallel to the water.~~

~~e. No structure shall exceed forty-five (45) feet in height above grade within the view corridors established by the projection of the street right-of-way lines of Vaughn Street or Emery Street.~~

~~f.a. For purposes of this section only, mMoveable elements such as cranes and gantries, and connection devices such as conveyors or bridges shall not be subject to the space and bulk requirements, but shall be subject to a determination by the Federal Aviation Administration that the location of such equipment will not create a hazard to navigation. ~~Other rooftop appurtenances shall not exceed the maximum height limits set forth in this section.~~~~

~~g.b.~~ The applicant must provide a determination

from the Federal Aviation Administration that structures and equipment will not exceed the applicable height guidelines for the runway approach and will not create a hazard to navigable airspace. Such a determination shall be accepted as conclusive evidence that the proposed development will not create a hazard.

3-2. For each lot located east of a line projected due south from the centerline intersections of West Commercial Street and the easterly most Cassidy Point Drive, at least one view corridor of at least ninety (90) feet in width shall be left unbuilt to preserve a clear line of sight between West Commercial Street and the water.

~~h. Accessory uses in structures which exceed forty five (45) feet in height above grade shall not be located higher than forty five (45) feet within the structure.~~

(Ord. No. 168-93, § 2, 1-4-93)

Sec. 14-320.3. Performance standards.

Proposals in the WPDZ that qualify for Site Plan review shall submit, in addition to the submission requirements of sec. 14-527, a narrative describing how the project complies with the applicable performance standards.

All uses in the waterfront port development zone shall comply with the following standards:

- (a) *Outdoor storage of materials:* Outdoor storage of commodities and materials accessory to normal conduct of business, except pilings and/or cranes, shall be permitted to a maximum height of forty-five (45) feet, and such materials shall be entirely contained, including runoff contaminants and residual material, within a designated area within the lot boundaries.
- (b) *Noise:*
 - 1. The level of sound, measured by a sound level meter with frequency weighting network (manufactured according to standards prescribed by the American National Standards Institute, Inc.), inherently and recurrently generated within the waterfront port development zone between the hours of 7:00 p.m. and 7:00 a.m. from industrial facilities or operation commenced on or after July 1, 1988, shall not exceed fifty-five (55) decibels on the A scale at or within the boundaries of any residential zone, except for sound from construction activities, sound from traffic on public streets, sound from temporary activities such as festivals, and sound created as a result of, or relating to, an emergency, including sound from emergency warning signal devices.
 - 2. In measuring sound levels under this section, sounds with a continuous duration of less than sixty (60) seconds shall be measured by the maximum reading on a sound level meter set to the A weighted scale and the fast meter response (L maxfast). Sounds with a continuous duration of sixty (60) seconds or more shall be measured on the basis of the energy average sound level over a period of sixty (60) seconds (LEQ₁).

3. In addition to the sound level standards otherwise established, facilities or operations established or built in the waterfront port development zone on or after July 1, 1988, shall employ best practicable sound abatement techniques to prevent tonal sounds and impulse sounds or, if such tonal and impulse sounds cannot be prevented, to minimize the impact of such sounds in residential zones. Tonal sound is defined as a sound wave usually perceived as a hum or which because its instantaneous sound pressure varies essentially as a simple sinusoidal function of time. Impulse sounds are defined as sound events characterized by brief excursions of sound pressure, each with a duration of less than one (1) second.
- (c) *Vibration:* Vibration inherently and recurrently generated shall be imperceptible without instruments at lot boundaries. This shall not apply to vibration resulting from activities aboard a vessel or from railroad vehicle activities, or from activities on a pile supported pier.
- (d) *Federal and state environmental regulations:* All uses shall comply with federal and state environmental statutes and regulations regarding emissions into the air, except where provisions of this Code are more stringent.
- (e) *Discharges into harbor areas:* No discharge into harbor water areas shall be permitted, unless permitted by the Maine Department of Environmental Protection under a waste discharge license and as approved by the department of parks and public works in accordance with chapter 24, article III of this Code. All private sewage disposal or private wastewater treatment facilities shall comply with the provisions of chapter 24, article II of this Code and federal and state environmental statutes and regulations regarding wastewater discharges.
- (f) *Storage of vehicles:* Storage of any unregistered automotive vehicle on the premises for more than sixty (60) days shall not be permitted.
- (g) *Landfill of docking and berthing areas:* Landfill of

docking and berthing areas shall be governed by 38 M.R.S.A. Sections 471 through 478, and permitted only if the landfill does not reduce the amount of linear berthing areas or space, or berthing capacity. If approved, construction shall be undertaken using methods approved by the department of parks and public works and shall be accomplished in accordance with the provisions of division 25 of this article and in a manner so as to ensure that a stable and impermeable wall of acceptable materials will completely contain the fill material and will not permit any fill material to leach into docking areas or navigable waters.

- (h) *Off-street parking:* Off-street parking is required as provided in division 20 (off-street parking) of this article.
- (i) *Off-street loading:* Off-street loading is required as provided in division 21 of this article.
- (j) *Shoreland and flood plain management regulations:* Any lot or portion of a lot located in a shoreland zone as identified on the city shoreland zoning map or in a flood hazard zone shall be subject to the requirements of division 26 and/or division 26.5.
- (k) *Lighting:* All lighting on the site shall be shielded such that direct light sources shall not unreasonably interfere with vessels transiting the harbor nor have an unreasonable adverse impact on adjacent residential zones.
- (l) *Signs:* Signs shall be permitted as set forth in division 22 of this article.
- (m) *Storage of pollutants and oily wastes:* On-premises storage of pollutants and oily wastes shall not be permitted for more than forty-five (45) days.
- (n) *Compatibility of nonmarine uses with marine uses:* Nonmarine uses, structures and activities, including but not limited to access, circulation, parking, dumpsters, exterior storage and loading facilities or other structures shall neither unreasonably interfere with the existence or operation of marine uses nor significantly impede access to vessel berthing or other access to the water by existing or potential marine uses.

(o) Design and Visual Character:

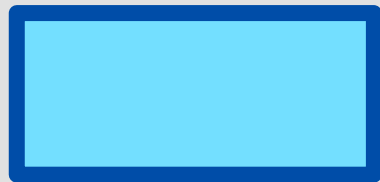
1. Building design, including placement and screening of mechanical equipment, shall take into consideration long views to minimize negative visual impact and provide visual interest. Architecturally integrate exposed industrial systems and equipment where practical.
2. Organize massing to emphasize certain parts of the building such as entries, corners, or different uses.
3. Treat all facades, including the roof, with equal level of detail, and articulation.
4. Vary and articulate building facades to add scale and avoid large monotonous walls. Treatments such as texture, color, material changes, or shadow lines or murals must be used to add visual interest and avoid dull, flat, repetitive facades.
5. A scaling or articulation element such as stepback, canopy, or fenestration shall be required for any street-facing façade within fifty (50) feet of West Commercial Street.

(p) No Adverse Impact on Marine Uses:

No use shall be permitted, approved or established in this zone if it will have an impermissible adverse impact on future marine development. A proposed development will have an impermissible adverse impact if it will result in any one (1) or more of the following:

1. The proposed nonwater-dependent use will displace an existing water-dependent use;
2. The proposed use will reduce existing commercial vessel berthing space;
3. The proposed nonwater-dependent use, structure or activities, including but not limited to access, circulation, parking, dumpsters, exterior storage or loading facilities, and other structures, will unreasonably interfere with the activities and operation of existing water-dependent uses or significantly impede access to vessel berthing or other access to the water by water-dependent uses; or
4. The siting of a proposed nonwater-dependent use will substantially reduce or inhibit existing public access to marine or tidal waters.

(Ord. No. 168-93, § 2, 1-4-93; Ord. No. 240-09/10, 6-21-10, Ord. No. 168-93, § 2, 1-4-93)



50' Building Hieght
No Conditional Use*
90' View Corridor - 1 per lot
300' building length limit**
50% Lot coverage limit



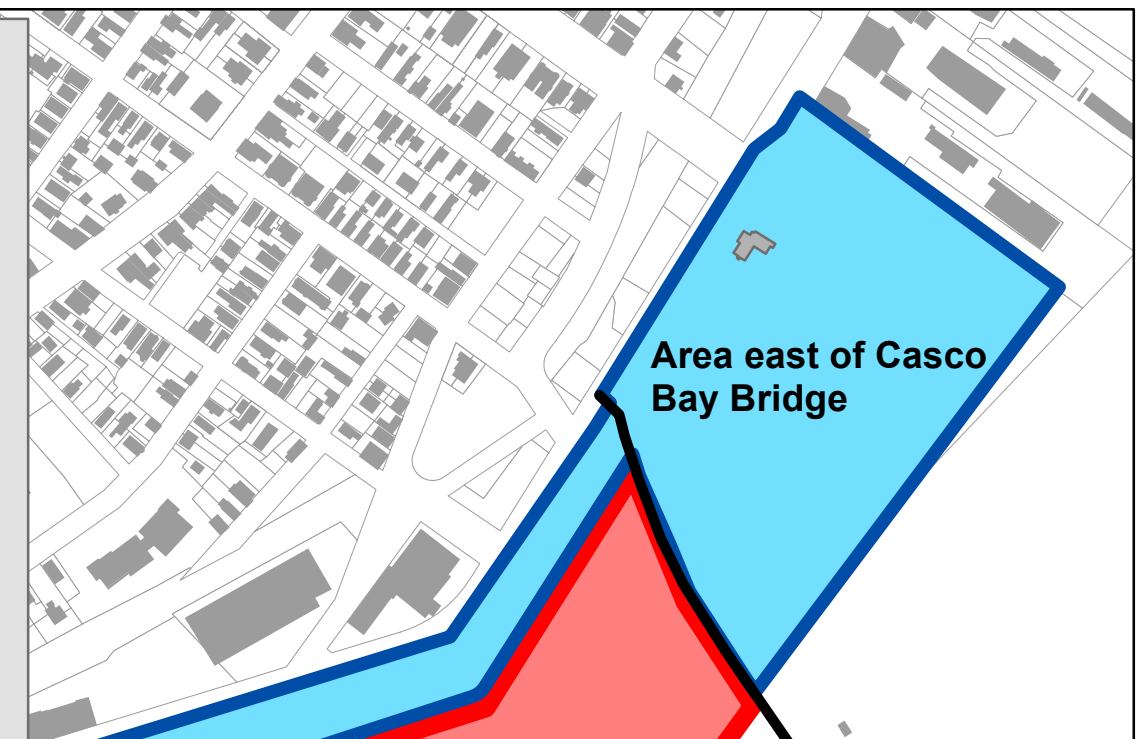
60' Building Height
75' by Conditional Use
No View Corridor required
450' Building length limit



55' Building Height (alternatively, 60')
75' by Conditional Use - 1 per 5 acre lot
90' View Corridor - 1 per lot
450' Building length limit
300' Building length limit over 60'***
50% Lot coverage limit

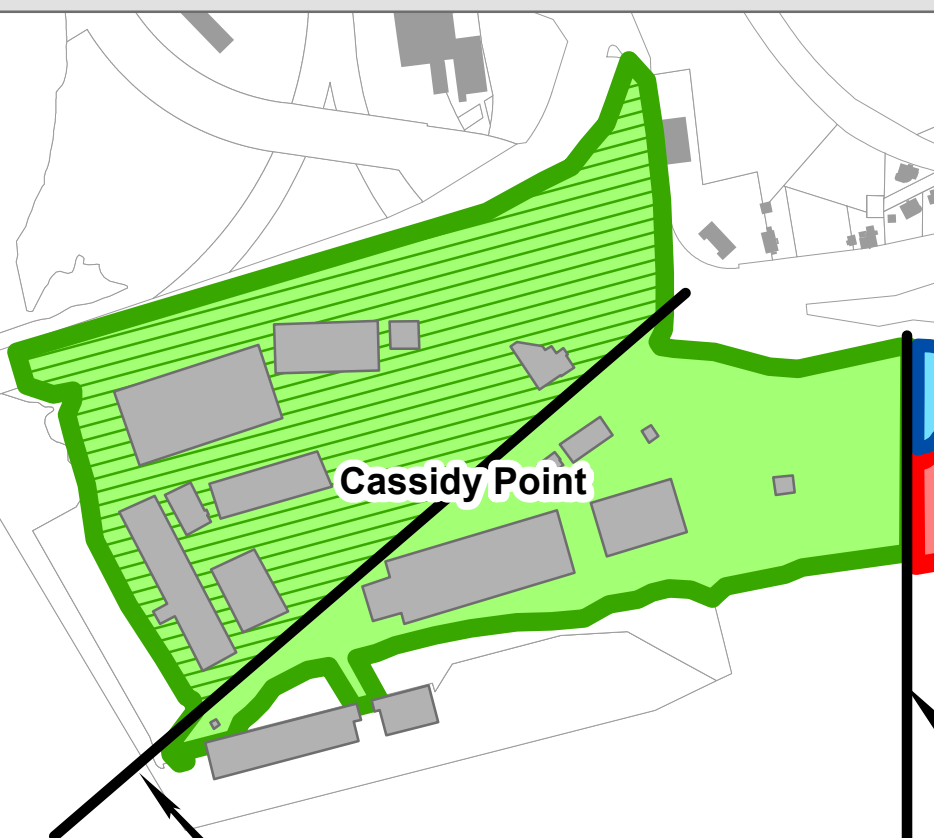


60' Building Height
75' by Conditional Use
No View Corridor required
450' Building length limit
130' Height for bulk storage



Area east of Casco Bay Bridge

Westerly sideline of the Casco Bay Bridge



Cassidy Point

Westerly Cassidy Point Drive
Formerly Danforth Street Extension

Line extended due south from the intersection of the Easterly Cassidy Point Drive and West Commercial St

100' south of W. Comm. St

All Buildings and Structures subject to a "hard cap" measurement from average grade.
No roof pitch, mechanical, or appurtenance exceptions.

*** No Conditional Use for building heights only.**
Other Conditional Uses may apply

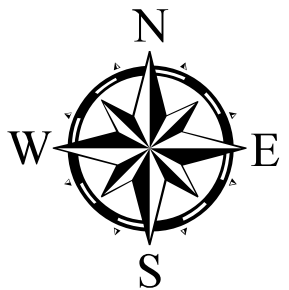
**** Measured along the building plane**
most parallel with W. Commercial St

Waterfront Port Development Zone

Building Height Illustration - Public Hearing Draft

Parcel and Zoning lines are taken from 2016 City of Portland Assessor information, as modified to reflect shoreline variation and occupancy observed from 2015 aerial photography. Intended for utilization study purposes only. Intended as an illustration of draft zoning approaches for consideration by the Portland Planning Board. Not intended for regulatory use. Map Produced by the City of Portland Economic Development Department, July 2017.

1,000 500 0 1,000 Feet



DRAFT - 7/14/17

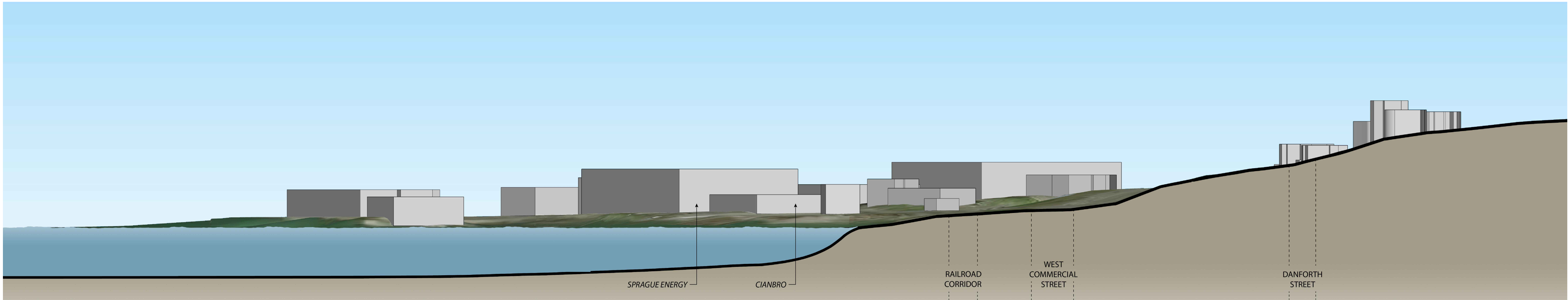
SECTION 1

CASSIDY POINT DRIVE
TO DANFORTH STREET

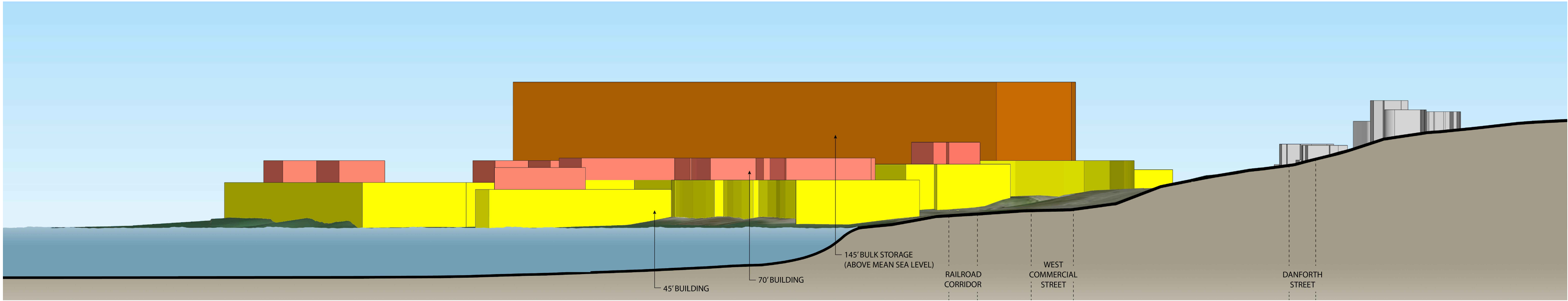
SECTION AERIAL



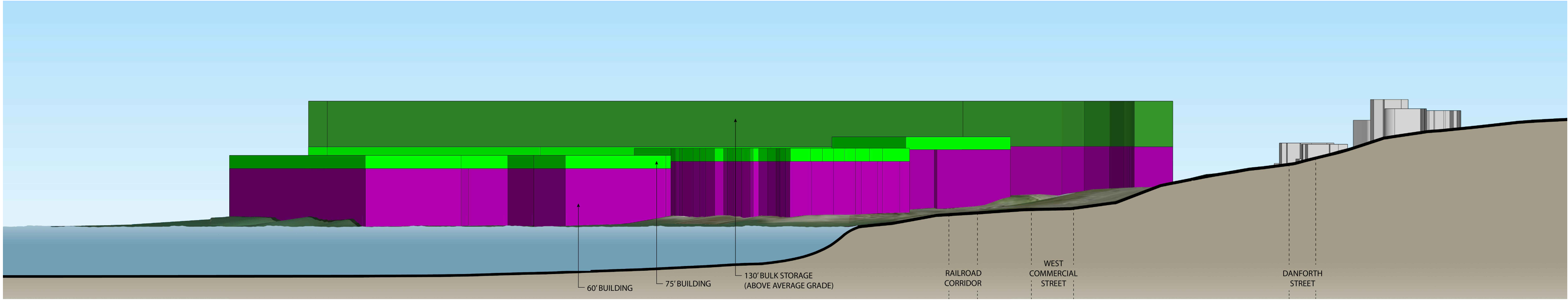
July 7, 2017



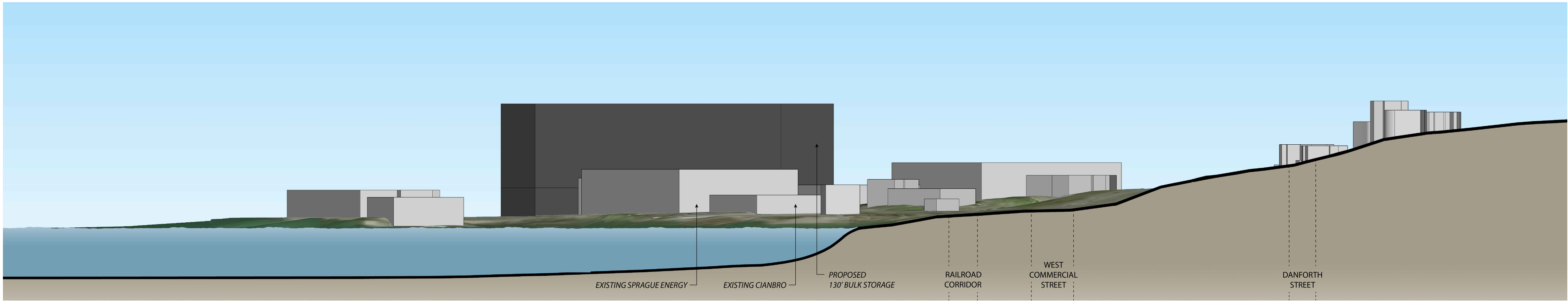
EXISTING CONDITIONS



EXISTING ZONING - Maximum Building Envelope



PROPOSED ZONING - Maximum Building Envelope (potential)



LIKELY BUILD OUT

*Buildings represented as dark gray are dependent on proposed zoning.



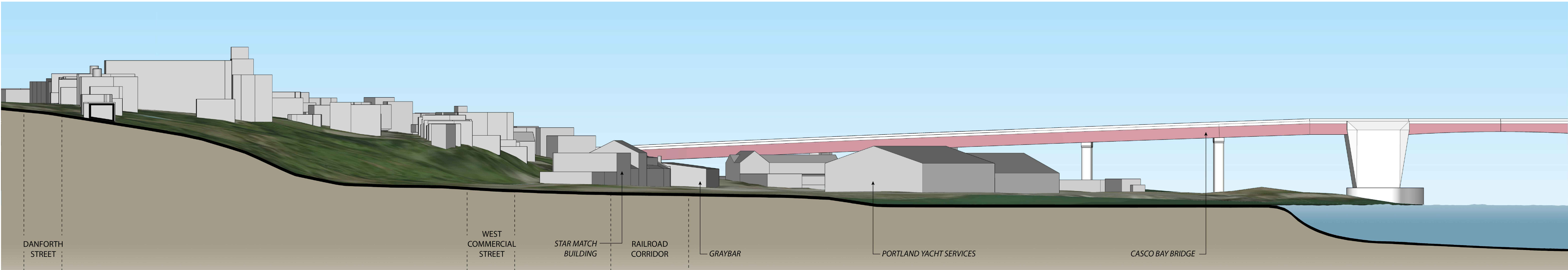
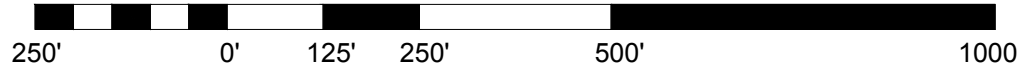
SECTION 2

DANFORTH STREET
TO IMT PARCELS

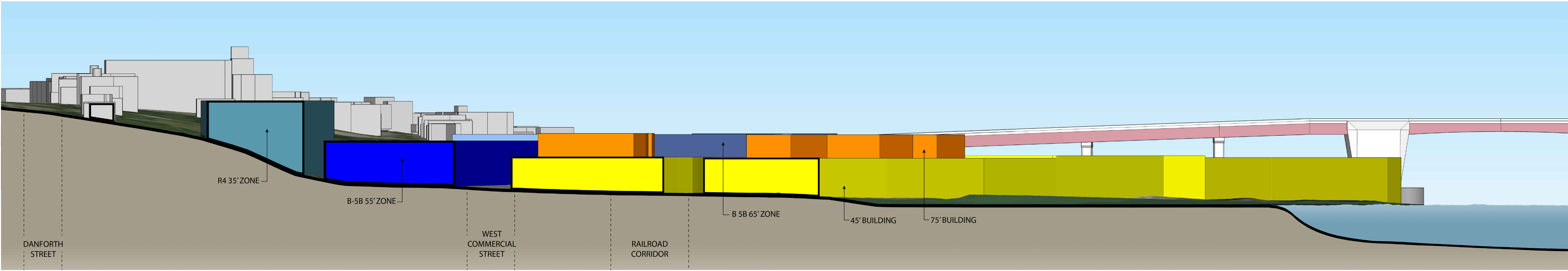
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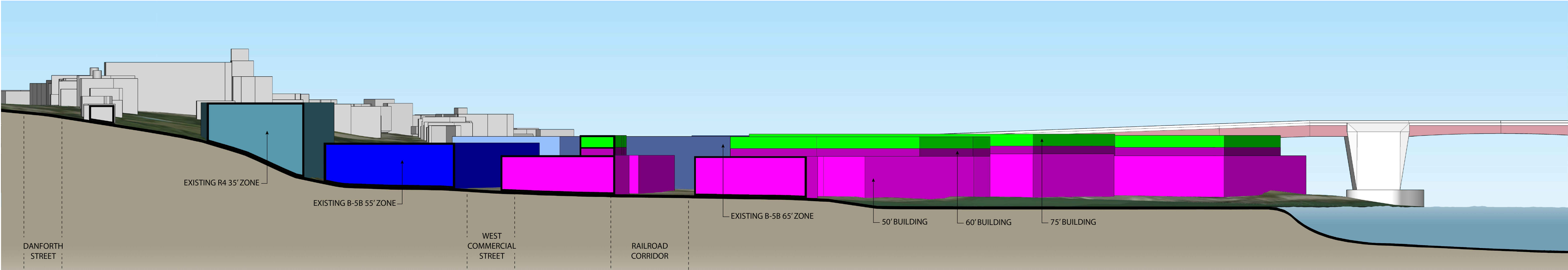
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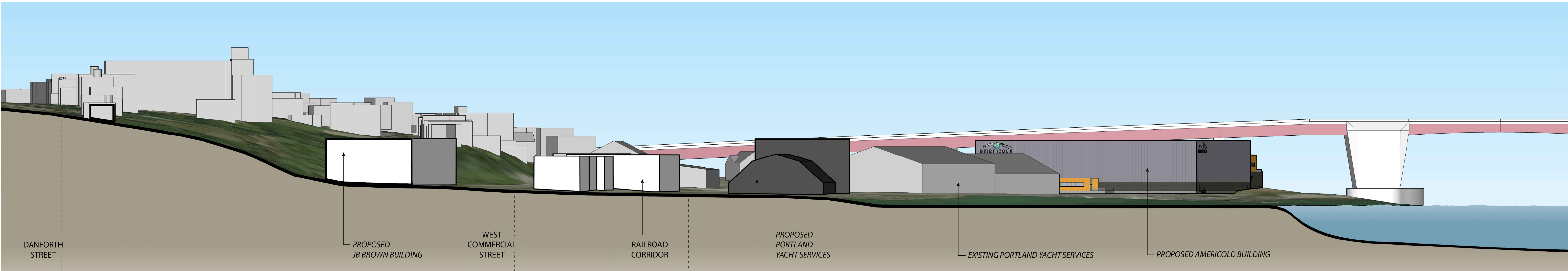
EXISTING CONDITIONS



EXISTING ZONING - Maximum Building Envelope

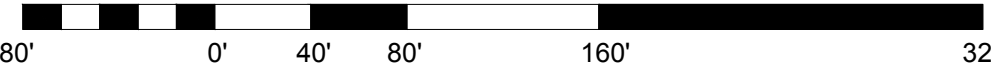


PROPOSED ZONING - Maximum Building Envelope (potential)



LIKELY BUILD OUT

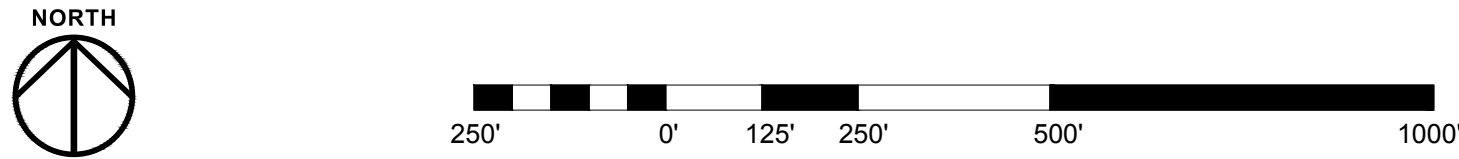
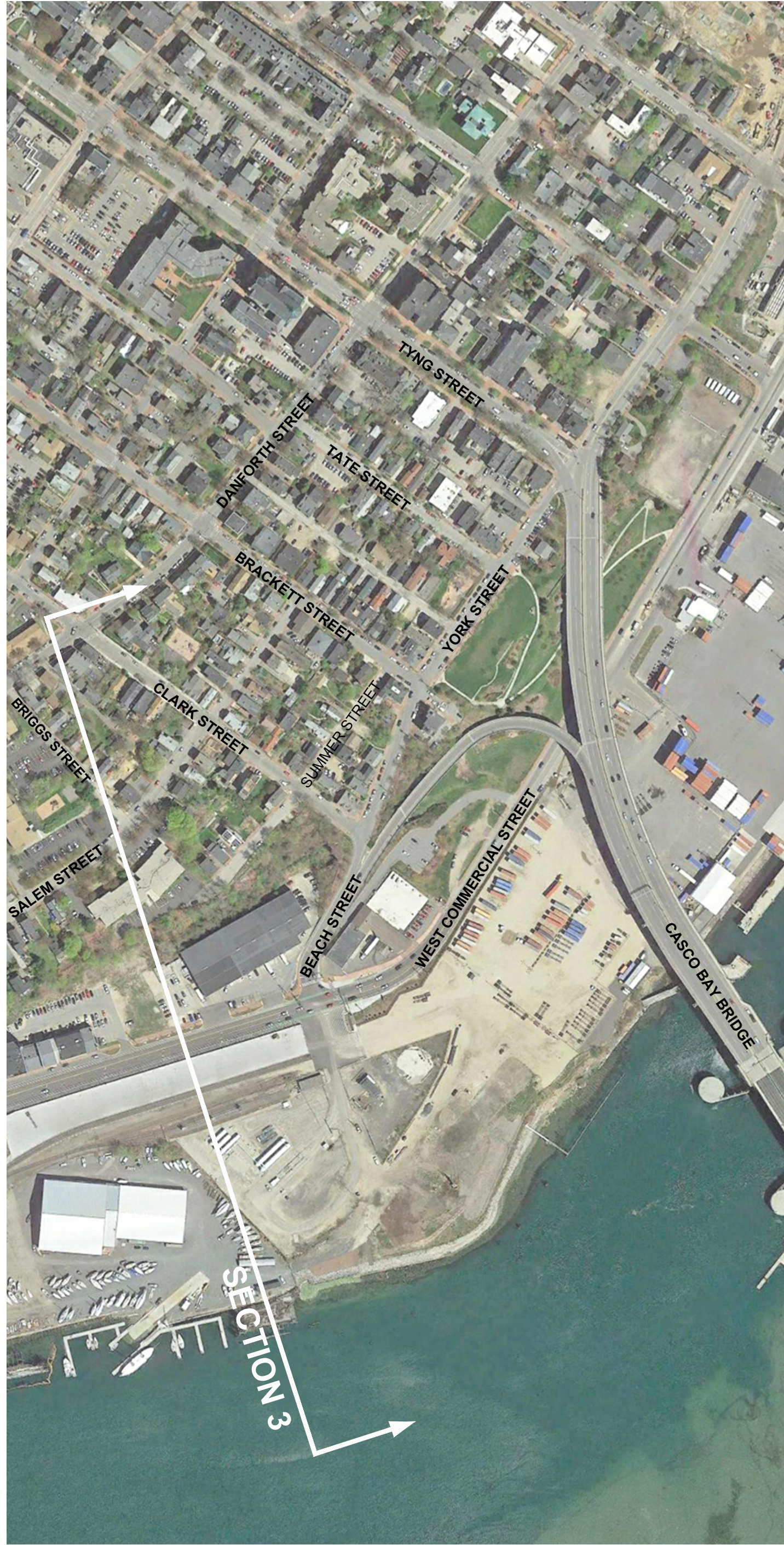
*Buildings represented as dark gray are dependent on proposed zoning.
Buildings represented as white meet existing zoning.



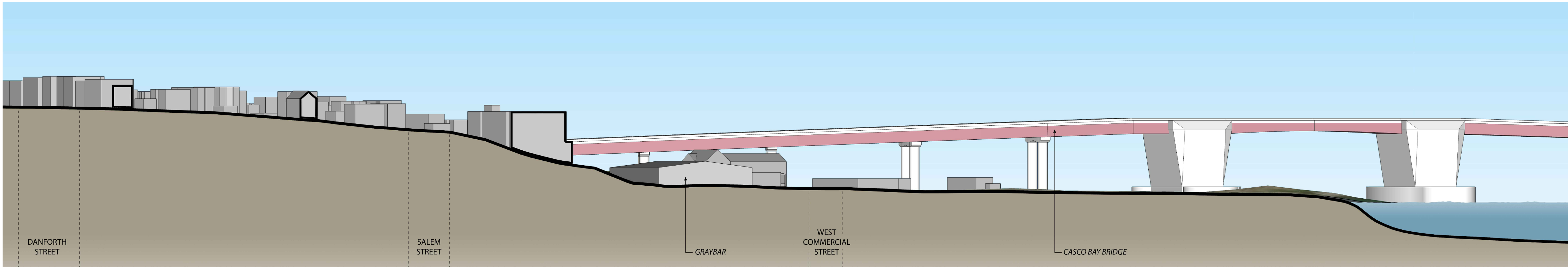
SECTION 3

DANFORTH STREET
TO IMT PARCELS

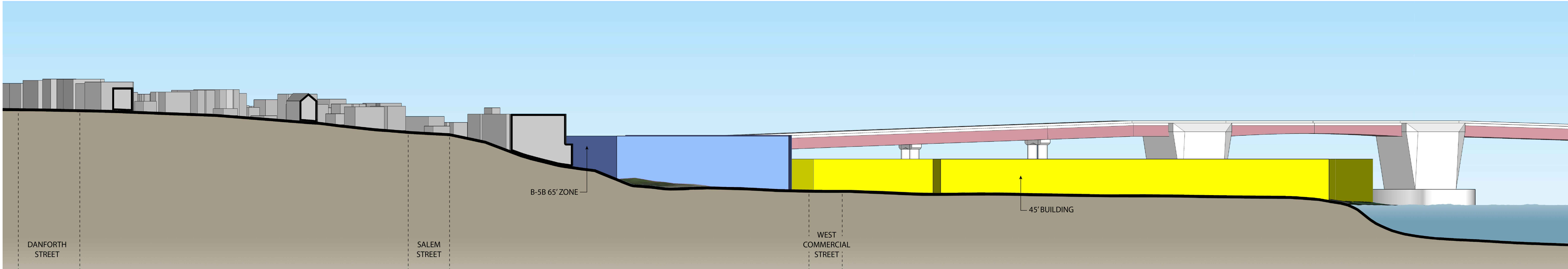
SECTION AERIAL



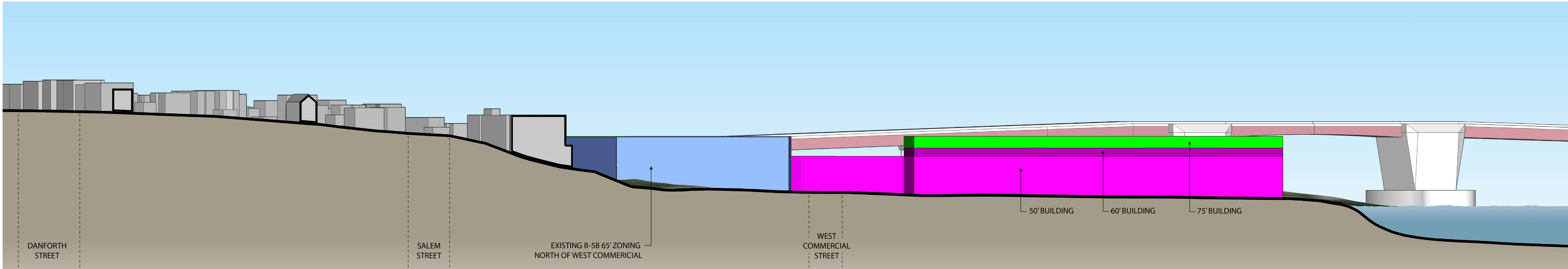
July 7, 2017



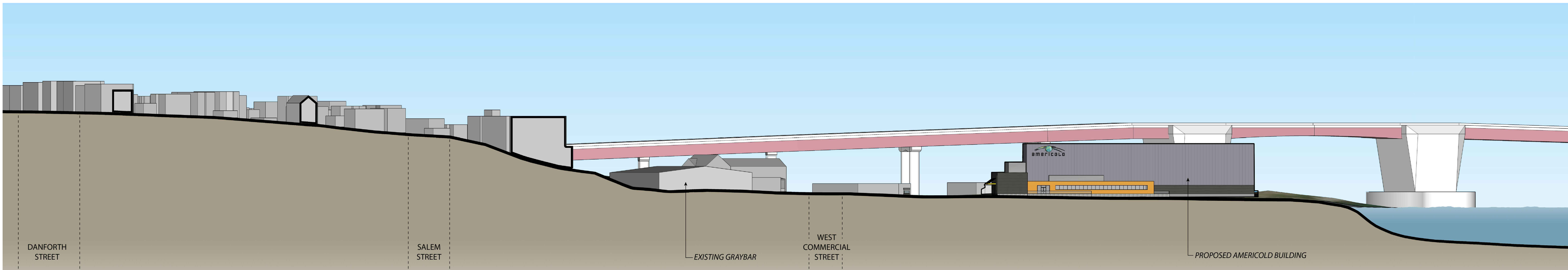
EXISTING CONDITIONS



EXISTING ZONING - Maximum Building Envelope

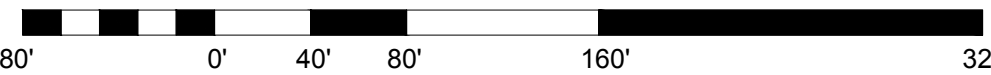


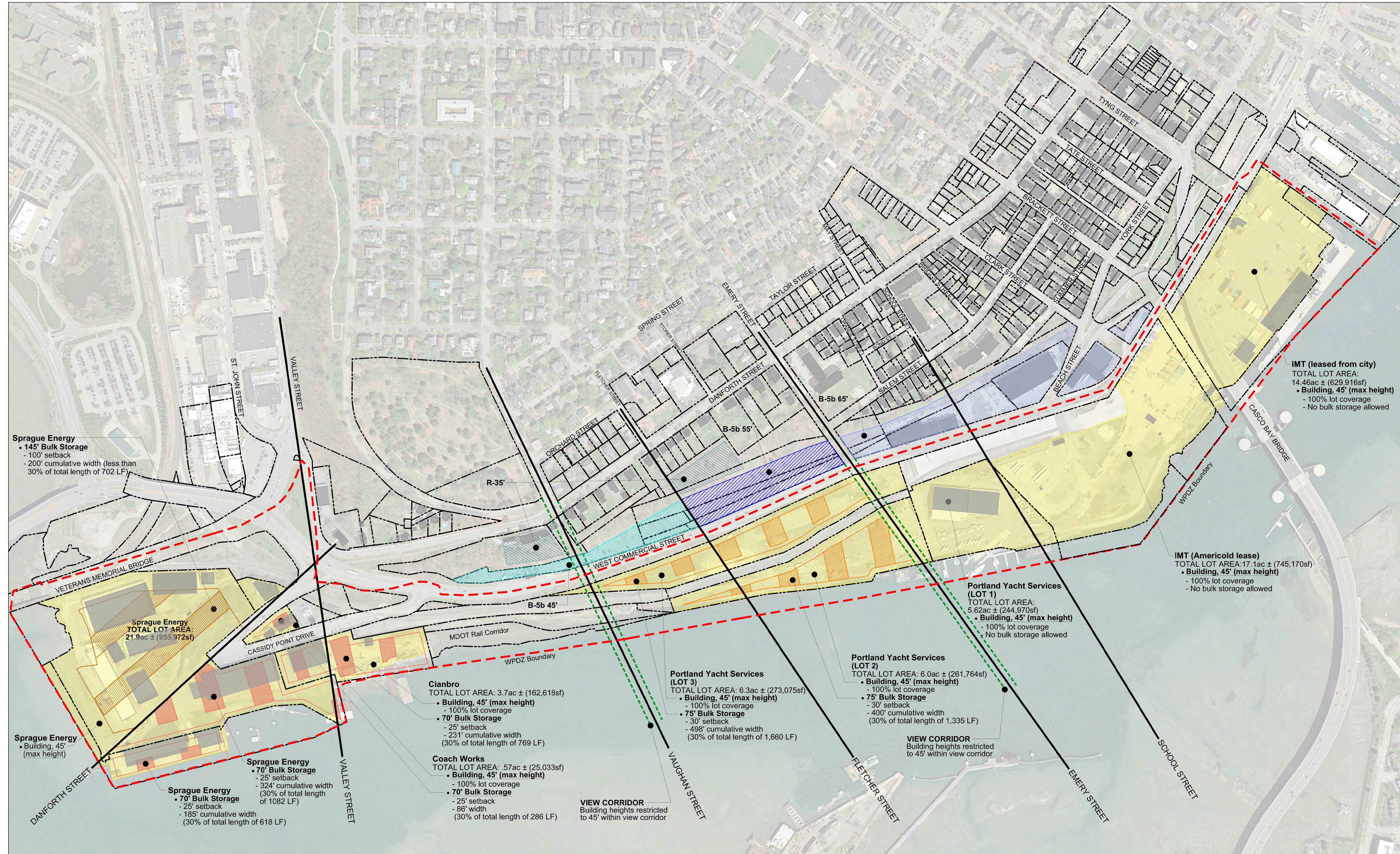
PROPOSED ZONING - Maximum Building Envelope (potential)



LIKELY BUILD OUT

*Buildings represented as dark gray are dependent on proposed zoning.





EXISTING Waterfront Port Development Zone:
Maximum building heights at 45' above mean sea level, 100% lot coverage
Maximum bulk storage heights at 70' above mean sea level between Valley Street and Vaughan Street extensions
Maximum bulk storage heights at 75' above mean sea level between Vaughan Street and Emery Street extensions
Maximum bulk storage height at 145' above mean sea level between Veteran's Memorial Bridge and Valley St extension.

NOTES:
This plan was created using Lidar contours and parcel data from City of Portland (ME OGIS) and aerial imagery from Google Earth dated May 9, 2016.
Building masses and view corridors are graphic interpretations of proposed zoning.

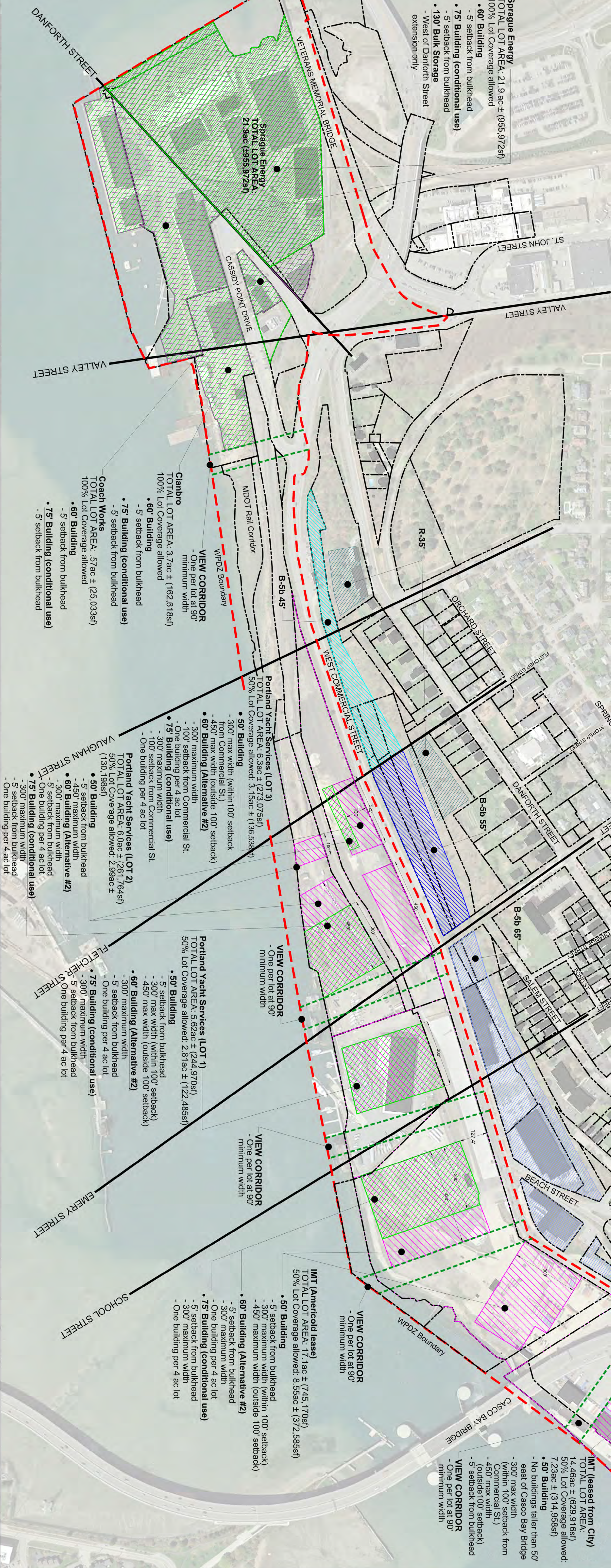
tjd&a
Terrence J. DeWan & Associates
Landscape Architects & Planners
121 West Main Street, Yarmouth, ME 04096
T: 207.846.0757 F: 207.846.0675 W: tjd.net

NORTH
200' 0' 100' 200' 400' 800'

July 6, 2017
S-1

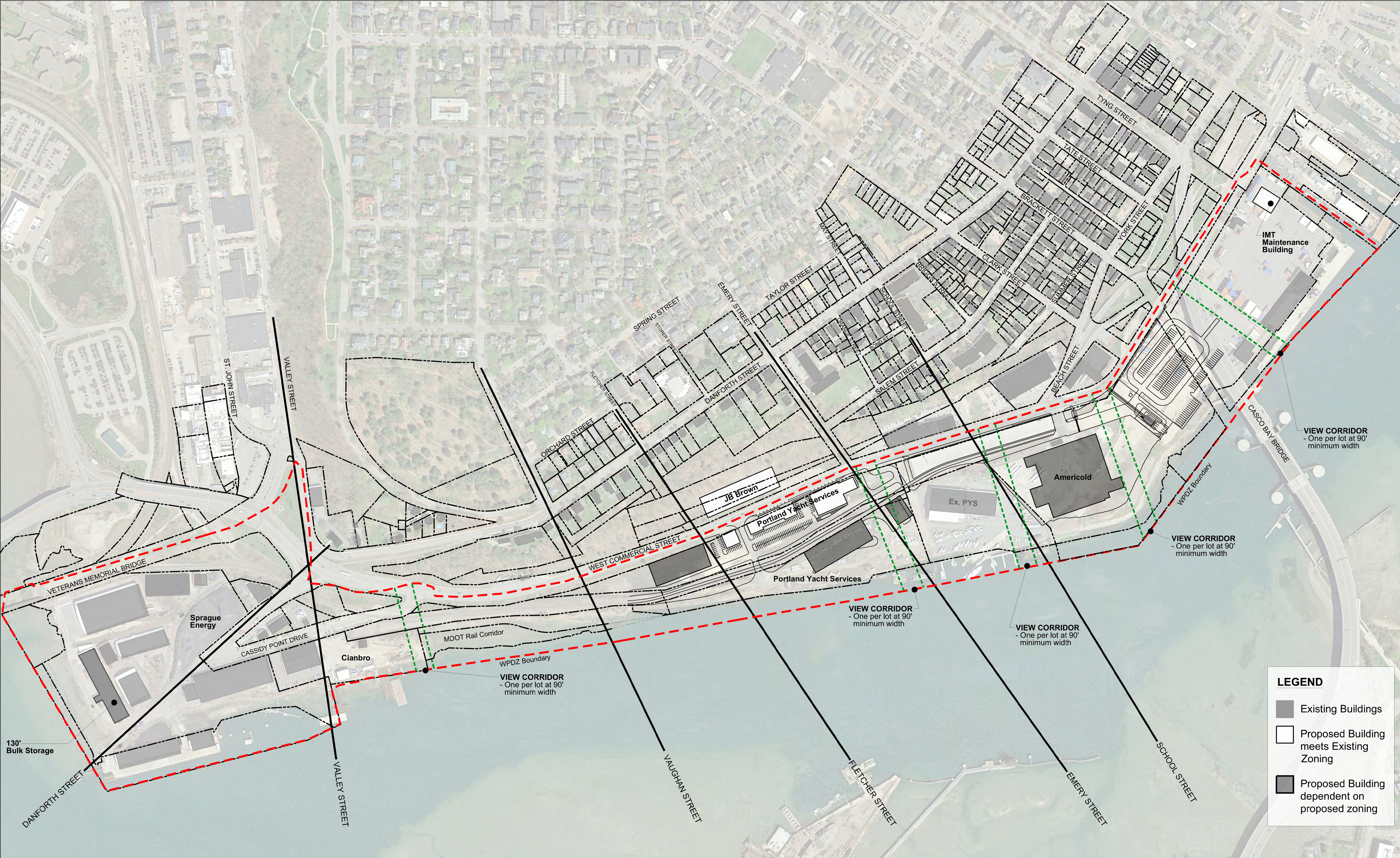
- Alternative Option #1:**
- Allow 50' buildings, by right, everywhere, save for the following exceptions. Measure by typical means (from average grade, allowing roof forms, appearances, etc. to extend)
 - Exceptions: Allow 50' buildings by right with hard cap, no roof form or appearance exceptions.
 - East of Casco Bay Bridge
 - Within 100' of Commercial Street
 - Allow 75' Buildings, as a Conditional use:
 - West of the Casco Bay Bridge
 - 100' south of Commercial St
 - Only 1 such building per 4 acres east of Cassidy Point
 - Hard cap at 75', no roof form or appearance exceptions
 - East of Cassidy Point Drive:
 - Building width limit to 450', parallel with Commercial St
 - For any portion of a building over 60', limit to 300', parallel with Commercial St
 - For buildings within required Commercial Street setback, building length is limited to 300'
 - One View Corridor Per Lot at 90' minimum width
 - West of Cassidy Point Drive:
 - Bulk Storage provisions stay in place
 - Building Width and View Corridor provisions do not apply
 - No limit on building length
- All Buildings, by right and conditional use*

- Alternative Option #2:**
- Allow 50' buildings, by right, in the locations listed below. Measured with hard cap (no roof form or appearances exceptions)
 - East of Casco Bay Bridge
 - Within 100' of West Commercial Street
 - Allow 60' buildings, by right, in all locations save aforementioned exceptions. Measured with hard cap (no roof form or appearance exceptions)
 - West of Casco Bay Bridge
 - 100' south of Commercial St
 - On lots less than 4 acres in size east of Cassidy Point
 - Allow 75' Buildings, as a Conditional use:
 - West of the Casco Bay Bridge
 - 100' south of Commercial St
 - Only 1 such building per 4 acres east of Cassidy Point
 - Hard cap at 75', no roof form or appearance exceptions
 - East of Cassidy Point Drive:
 - Building width limit to 450', parallel with Commercial St
 - For any portion of a building over 60', limit to 300', parallel with Commercial St
 - For buildings within required Commercial Street setback, building length is limited to 300'
 - One View Corridor Per Lot at 90' minimum width
 - West of Cassidy Point Drive:
 - Bulk Storage provisions stay in place
 - Building Width and View Corridor provisions do not apply
 - No limit on building length
- All Buildings, by right and conditional use*



PROPOSED Waterfront Port Development Zone

NOTES:
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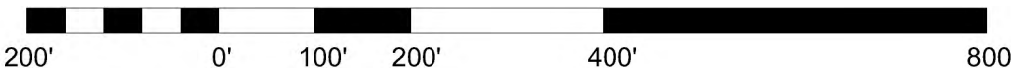


PROPOSED Waterfront Port Development Zone:
Likely Build-Out

NOTES:
This plan was created using:
Lidar contours and parcel data from City of
Portland (ME OGIS) and aerial imagery from
Google Earth dated May 9, 2016.

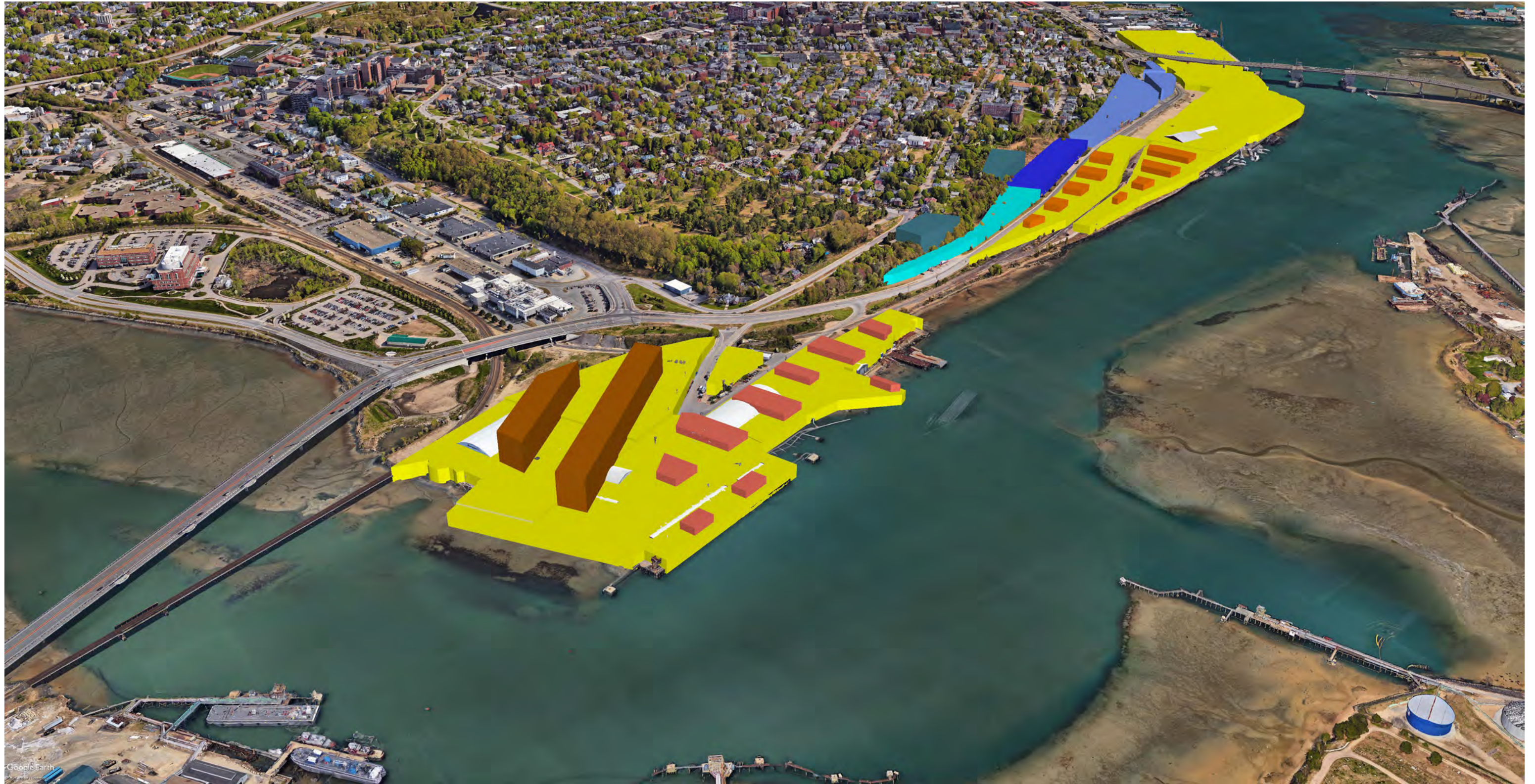
tjd&a

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Existing Conditions bird's eye view looking east with Sprague Energy in the foreground.



Existing Zoning bird's eye view of maximum building envelopes under existing WPDZ.



Proposed Zoning bird's eye view of potential maximum building envelope under proposed WPDZ.



Likely Build-Out bird's eye view looking east with Sprague Energy in the foreground.



Existing Conditions bird's eye view looking north.



Existing Zoning bird's eye view of maximum building envelopes under existing WPDZ.



Proposed Zoning bird's eye view of potential maximum building envelope under proposed WPDZ.



Likely Build-Out bird's eye view looking north.



Existing Conditions bird's eye view looking west with Casco Bay Bridge in the foreground.



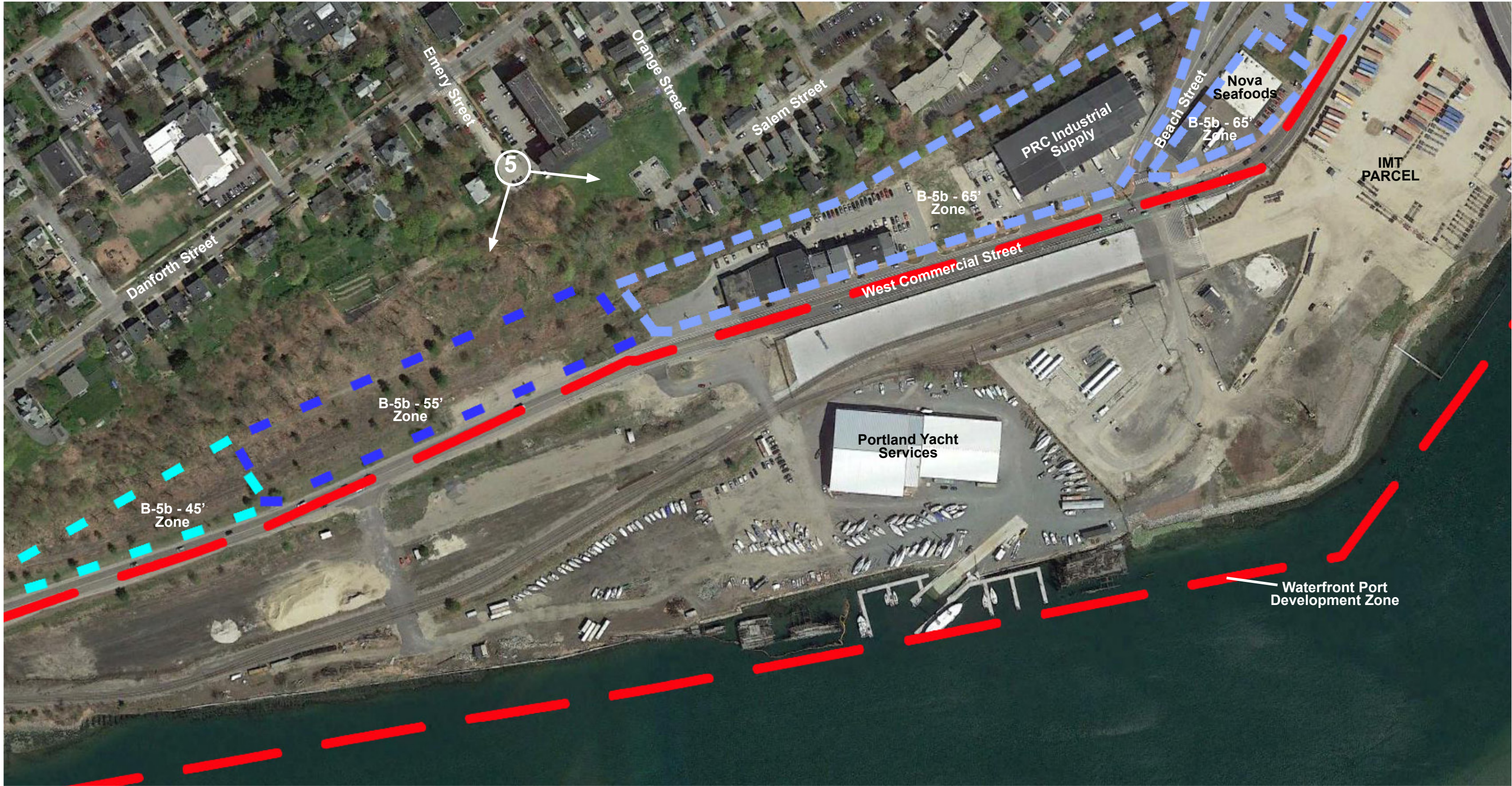
Existing Zoning bird's eye view of maximum building envelopes under existing WPDZ.



Proposed Zoning bird's eye view of potential maximum building envelope under proposed WPDZ.



Likely Build-Out bird's eye looking west with Casco Bay Bridge in the foreground.



VISUALIZATION 5, Emery Street:
EXISTING CONDITIONS and EXISTING ZONING



Existing Conditions panoramic view looking west to south from the end of Emery Street.



Existing Zoning illustration of maximum building envelope under existing WPDZ and B-5b Zones.

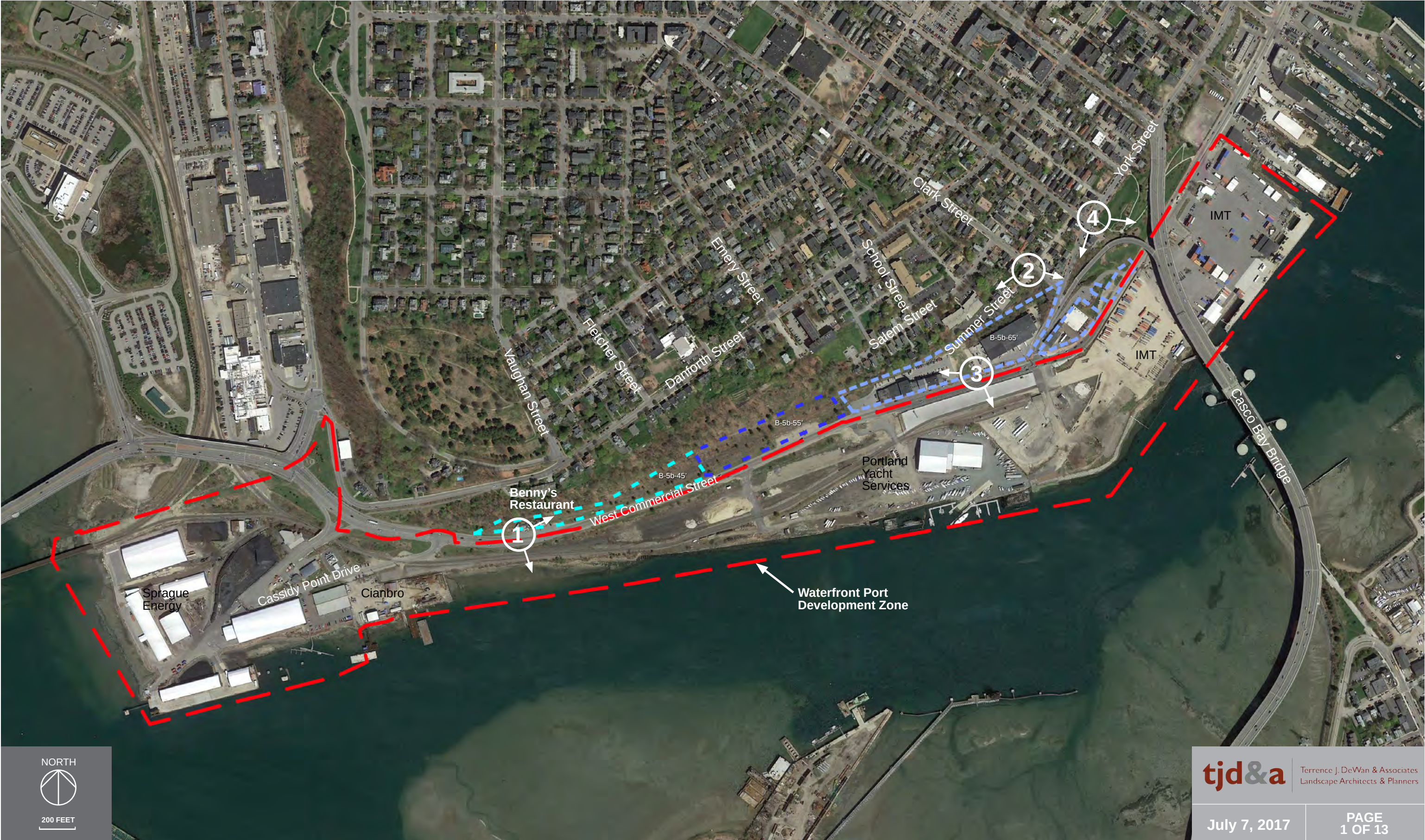
VISUALIZATION 5, Emery Street:
PROPOSED ZONING and LIKELY BUILD-OUT

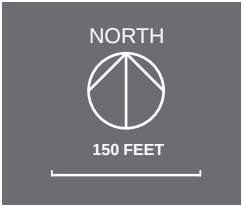
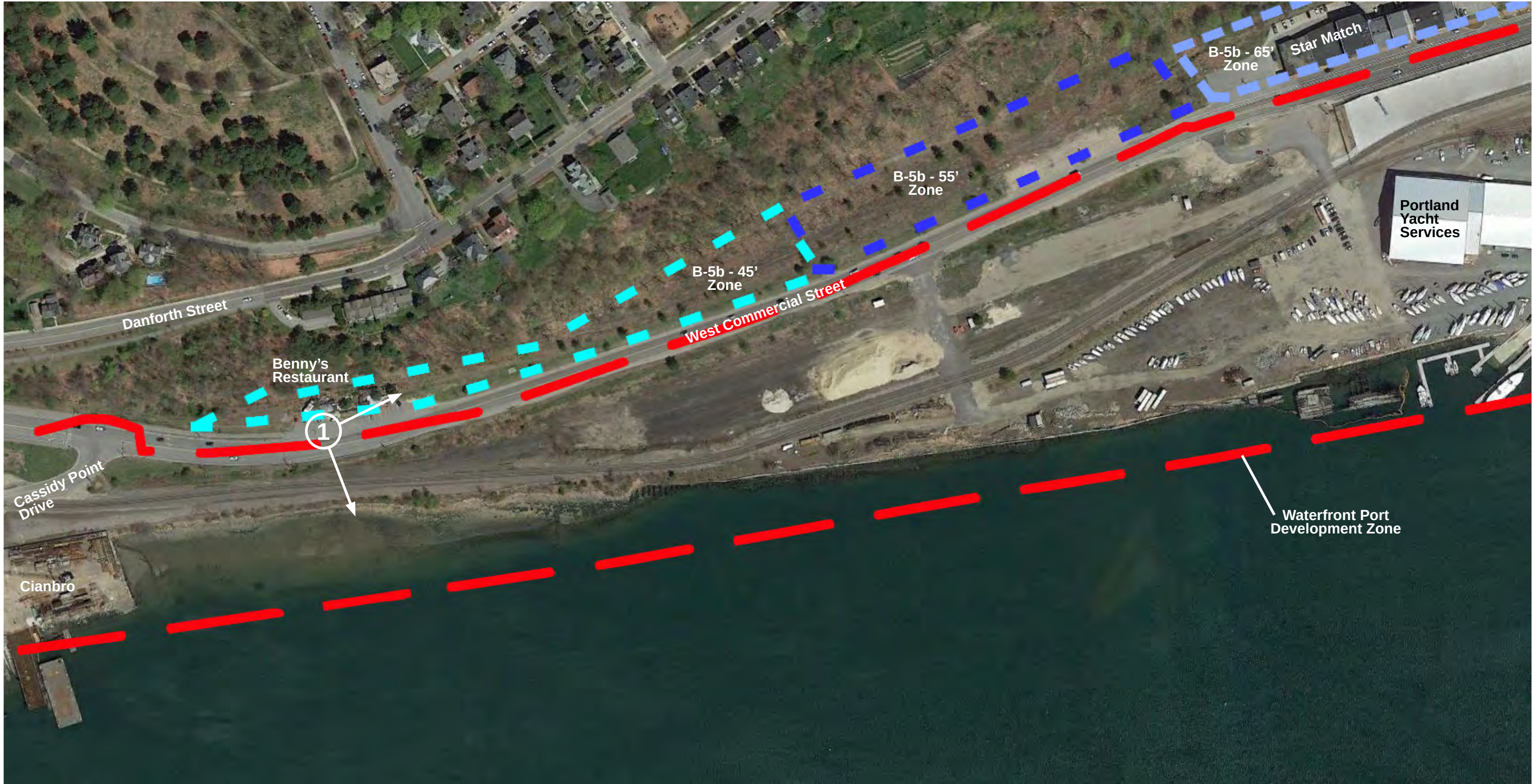


Proposed Zoning illustration of potential maximum building envelope under proposed WPDZ.



Likely Build-Out illustration on the IMT, Portland Yacht Services, and J.B.Brown Parcels.







Existing Conditions panoramic view looking east to south from the parking lot of Benny’s Restaurant along West Commercial Street. (The dark pile in the background is snow storage.)



Existing Zoning illustration of maximum building envelope under existing Waterfront Port Development Zoning (WPDZ).



Proposed Zoning illustration of potential maximum building envelope under proposed WPDZ.



Likely Build-Out illustration of JB Brown and Portland Yacht Services parcels. (Darker gray structures are dependent on proposed zoning.)





Existing Conditions panoramic view looking east to southwest from the intersection of Clark Street and Summer Street.



Existing Zoning illustration of maximum building envelop under existing WPDZ. The existing B-5B

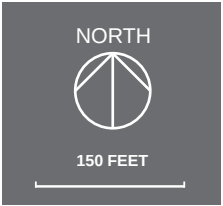
VISUALIZATION 2, Clark and Summer Street
PROPOSED ZONING and LIKELY BUILD-OUT



Proposed Zoning illustration of potential maximum building envelope under proposed WPDZ.



Likely Build-Out illustration of IMT (Americold) and Portland Yacht Services parcels.



VISUALIZATION 3, West Commercial Street
EXISTING CONDITIONS and EXISTING ZONING



Existing Conditions panoramic view looking south to west from West Commercial Street toward the existing Portland Yacht Service parcels.



Existing Zoning illustration of maximum building envelope under existing WPDZ and B-5b Zones.

VISUALIZATION 3, West Commercial Street
PROPOSED ZONING and LIKELY BUILD OUT



Proposed Zoning illustration of potential maximum building envelope under proposed WPDZ.



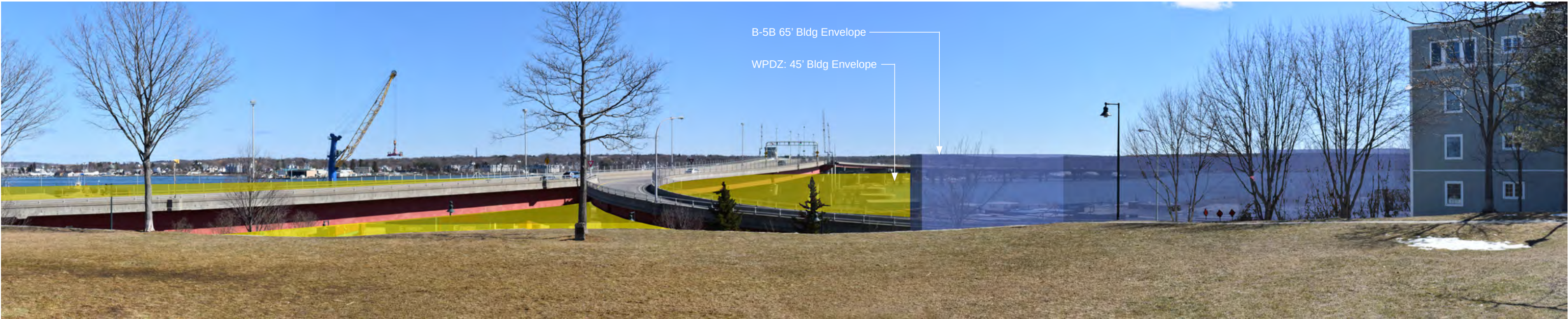
Likely Build Out illustration for the JB Brown and Portland Yacht Services parcels.



VISUALIZATION 4, York Street:
EXISTING CONDITIONS and EXISTING ZONING

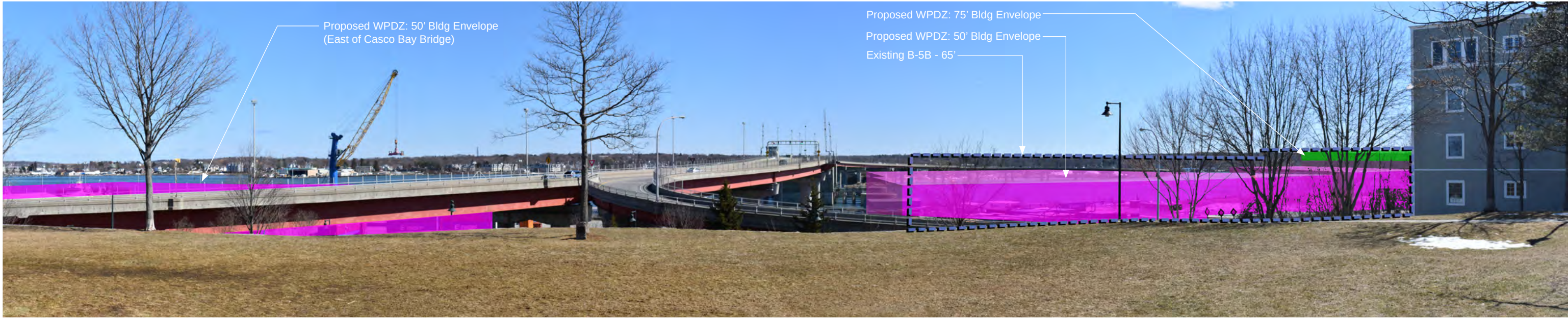


Existing Conditions panoramic view looking west to south from York Street north of Harbor View Memorial Park toward Casco Bay Bridge.



Existing Zoning illustration of maximum building envelope under existing WPDZ and B-5b Zones.

VISUALIZATION 4, York Street:
PROPOSED ZONING and LIKELY BUILD-OUT



Proposed Zoning illustration of potential maximum building envelope under proposed WPDZ.



Likely Build-Out illustration on the IMT Parcels (Americold).



Planning and Urban Development Department

Memorandum

To: Chair Boepple and Members of the City of Portland Planning Board

From: Matthew Grooms, Planner

Date: July 13, 2017

RE: History of Relevant Studies and Regulatory Action Pertaining to Western Waterfront

I. STATEMENT OF PURPOSE

The City of Portland is proposing a text amendment to the Waterfront Port Development Zone (WPDZ) intended to increase permissible building heights within the district to a maximum of 75 feet if all applicable conditional use standards are met. City staff are proposing a series of additional regulatory standards that would mitigate the perceived negative impacts of taller buildings. At present, these consist of a view corridor provision, building length maximums, a reduction in allowable lot coverage, limitations regarding the number of buildings exceeding 50 feet in height and enhanced building articulation and massing standards. These concepts were presented as a workshop item for the January 24, 2017 Planning Board meeting.

Members of the public have voiced concerns over these proposals and have stated that the current permissible maximum height of 45 feet, which was adopted with the creation of the WPDZ in 1993, was determined to be sufficient for the city's industrial waterfront. At several points, both prior to and following the adoption of the WPDZ, western waterfront stakeholders have made coordinated efforts to increase permissible heights within this zone.

The purpose of this memo is to provide an overview of the western waterfront's regulatory history dating from the second half of the twentieth century to the present in order to provide additional context for this proposed text amendment. According to the Waterfront Task Force Recommendations Report, drafted in 1990, "the local government has a responsibility to promote the Port in general, its image, capacities and business climate." The City feels that the proposal for a cold storage facility within the Port of Portland is a major economic opportunity for our municipality and the region and that this text amendment is a critical next step in increasing the competitive advantage of our working waterfront.

II. BACKGROUND

From its initial settlement in the early 17th century to today, the City of Portland has first and foremost been a maritime hub for northern New England. With its sheltered location in Casco Bay, deep-water portage, proximity to Canadian markets, abundant natural resources and excellent access to points in Northern and Western Europe, the Port of Portland has allowed the City of Portland to remain relevant and thrive in the face of an ever-changing global economy. Meanwhile, prominent industries located within the port itself have been in an almost constant state of flux, as conditions both local and abroad have dictated significant market shifts throughout the port's history.

Beginning in 1853 with the development of the Grand Trunk Railway, the Port of Portland served as one of Quebec's premier ice-free winter ports, transporting significant quantities of both imports and exports to the Canadian market. During this same period, the Port of Portland served as a major grain port of entry for the entire Northeast, aided by significant railway connections that served the greater northeast and Canada. Portland's economy continued to thrive throughout the second half of the 19th century, a fact exemplified by the City's ability to quickly and extravagantly rebuild following the Great Fire of 1866, an event in which 10,000 people were displaced and 1,800 buildings were destroyed.

Shortly after the First World War, newly adopted Canadian legislation required that Canadian imports and exports be shipped through Canadian cities where possible. This in conjunction with new ice-breaker technology, meant that increasing quantities of goods were being directly imported and exported through the Canadian port cities of Quebec and Montreal during the winter months, side-stepping the Port of Portland. In the wake of this decline, new industries began developing, most notably, the storage and distribution of petroleum products. This industry alone has been largely responsible for the continued viability of the port, as it has borne a large percentage of the cost for infrastructure and maintenance, though this industry has clustered largely along the South Portland side of the Port of Portland.

During World War II, shipbuilding and non-petroleum based shipping picked up in response to the war effort and bolstered these flagging industries for several years. However, once the war came to an end in 1945, the Port of Portland saw a continual decline in non-petroleum based shipping, with much of the infrastructure and many of the facilities beginning to deteriorate as time progressed. Between 1945 and 1970, only the fishing industry, composed primarily of ground fishing and lobstering operations, remained competitive. This industry became increasingly synonymous with Portland's working waterfront and represented a significant, definitive and highly visible presence within the port. In 1975, with the publication of *City Edges*, researchers determined that while the fishing industry was a key component of Portland's working waterfront, it would never have the same economic potential and transformative characteristics that other maritime industries could potentially have. And so, while perhaps a waterfront placeholder, this industry could quickly be displaced if the market again called for a more lucrative maritime or perhaps even non-maritime based land-use.

III. REGULATORY TIMELINE

A. City Edges (1975)

In 1975, the City of Portland, in consultation with Anderson Notter Associates, INC., produced a report titled 'Portland City Edges: A Plan of Action for Portland's Waterfront', that inventoried waterfront land uses and offered a broad series of policy-based recommendations on how best to clean up the port, improve

infrastructure, solicit investment and draft new, well-informed land-use policies. According to this report, the aim of these recommendations was as follows, “The major thrust of the development strategy is to provide the facilities and amenities necessary to revitalize the waterfront, and to integrate these developments into the healthy, existing fabric of the waterfront and the character of the City of Portland. The aim of the strategy is to reinforce and enhance the unique character of Portland”.

In 1973, the majority of uses found within waterfront areas were defined as transportation related uses. Specifically, rail-based infrastructure tied to either the Portland Terminal Company or the Canadian National Railway, occupied considerable land area. During the early 1970’s, some of this land was sold to the State of Maine for the purpose of developing a new container port. While the majority of land area at this time was tied to railway infrastructure, the composition of floor area was not. In 1973, warehousing, wholesaling, distribution and retail trade constituted 38.73% of the total floor area along Portland’s waterfront, with industrial and processing activities occupying an additional 26.58%. At this time, just over 16% (16.06%) of floor area was either vacant or classified as having limited use. The fishing industry, definitive of Portland’s working waterfront constituted just 2.26% of all floor area while residential, a relative newcomer to the waterfront occupied just over 4% (4.03%). dedicated to warehousing, wholesaling and industrial uses. One Quarter of total floor area was dedicated to distribution activities. 28.5% of total floor area was dedicated to warehousing and wholesaling. 16% was vacant or had limited use. 4% was dedicated to residential.

Whilst the Port of Portland’s success was originally tied with its access to major rail lines, by 1973, the overwhelming majority of product being moved was now truck-based. As a result, waterfront land-uses dedicated to transportation saw the greatest overall reduction in the period following World War II until 1973. Truck-based product movement required significantly less ‘built infrastructure’ than did rail-based transportation. As a result, railway companies steadily began to unload redundant and or unnecessary properties. In 1973, these properties were either still vacant or being redeveloped for other purposes.

The Portland City Edges report describes a waterfront on the cusp of considerable change. While the majority of both land and floor-area located within the waterfront remained either a water-dependent or water-related use, the fastest growing sectors were all non-marine uses. Retail, office, restaurant, service and residential land-uses saw the greatest increases during this period, notably residential which saw a 400% increase and retail which saw a 200% increase. These uses were primarily focused within Portland’s central waterfront, adjacent to the Old Port district. A further concern derived from this report was the increase in rents along Portland’s harbor. Traditionally, properties along Portland’s waterfront held below average rents which enabled a number of low-profit margin industries, especially the fishing industry, to remain viable. As a result, the report notes that as Portland’s waterfront becomes more desirable for non-marine uses, lease rates will inevitably continue to rise, displacing these more traditional industries.

Comprehensive Recommendations:

The Portland City Edges Report included 19 major recommendations for waterfront rehabilitation and ongoing management. For the purposes of this memo, the most relevant recommendations were for the development of a comprehensive waterfront land-use plan in addition to the creation of new protective waterfront zoning districts. The report states that areas in the immediate vicinity of the Old Port should

continue to permit limited, residential, retail and office uses, while both the eastern and western waterfront area should be reserved for future industrial marine activity. In terms of zoning, the report recommended that a new waterfront zone, the W-1, be created. This zone would serve to facilitate the coexistence of non-marine uses and marine uses in an area located between the present-day Casco Bay Bridge and Custom House Wharf. The report also recommended that the eastern and western waterfront zones, at that time zoned I-3b, be changed to I-2, a more restrictive industrial zone.

Recommendations Specific to the Built-Environment and Western Waterfront:

Beyond the aforementioned ‘big picture’ recommendations, this report also makes several highly specific recommendations regarding how best to incorporate future developments within the existing fabric of the built-environment. The report recommends that new facilities as needed be constructed to maintain the competitive advantage of the Port of Portland, further stating that new developments should relate to their specific location through texture, height, mass, materials and form, drawing upon contextual cues for design inspiration so as to complement nearby structures. The report calls for augmented pedestrian access along the western waterfront and provides general input on building and structure heights for developments west of the Million Dollar Bridge, stating that buildings should be no taller than 40 feet and that structures should have a floor to area ratio of between 1.0 and 2.0.

Takeaway:

The Portland City Edges Report was in many ways the first comprehensive assessment of land-use along Portland’s waterfront, with many of the recommendations made later being incorporated into the City’s regulatory structure. For example, the W-1 zoning district was created and served as the city’s first waterfront specific zoning district. The report served as the basis for a number of future municipal investments that were made to improve marine infrastructure and facilitate future investment. A Comprehensive Waterfront Plan, the Development Program for Portland, Maine Waterfront, was later completed in March of 1982. Meanwhile, many of the concerns outlined in this report, declining industries and displacement by non-traditional marine uses would continue to occur in subsequent years.

B. The I-3b Zoning District

Prior to the creation of the Waterfront Port Development Zone (WPDZ) in 1993, the entire area currently zoned WPDZ fell within the I-3b Industrial Zone. This was the least restrictive zoning district located within the city, which allowed by right junkyards, rendering and processing uses and all marine-related uses. This district specifically prohibited residential uses. Parcels within the immediate vicinity of the I-3b district were often either undeveloped or underdeveloped as property owners feared the development of traditional industrial uses on abutting parcels. Similarly, it was felt that the structure of this ordinance was incompatible with its intended impact. For example, off-street parking was required for all new uses, even though it had been determined this requirement led to underutilization of existing sites along the waterfront. In the Portland City Edges Report, it was recommended that the western waterfront area be rezoned from I-3b to I-2, although this ultimately did not occur.

C. Development Program for Portland Maine Waterfront (1982)

In response to the Portland City Edges Report, submitted to the Portland City Council in September of 1975, the City of Portland hired as consultant the American City Corporation (ACC), a subsidiary of the Rouse Company, to develop a comprehensive land development plan for Portland's waterfront. In forming their recommendations, the ACC undertook a market analysis for office, hotel, residential, retail and waterfront related uses while also assessing impacts related to traffic flow, parking, and fishing boat berthing. The intent of this recommendation was to accurately capture citywide and regional demand and for these various services and appropriately designate specific locations for future development so as to accommodate forecasted needs. The approach taken by the ACC stipulated that non-marine uses could coexist alongside marine uses in certain situations without negative impact to either use.

Residential Uses

The report stated that based on current conditions, between 1982 and 1985, the City of Portland would need an additional 1,445 housing units and that Portland's waterfront could reasonably accommodate 40% of that total figure. The report stated that these could either be new garden or townhouse condominiums or rehabilitated rental lofts. The proposed land development plan sets aside limited wharf space to the east of Commercial Street in close proximity of the Old Port for residential development. The plan also calls out the vast majority of land on the west side of commercial street as mixed-use, also able to accommodate residential development and rehabilitation.

Office Uses

The report stated that there was a growing need within Portland for additional Class A office space, in part due to the city's role as the business and financial center of the state and as well to accommodate the growing needs of the then developing Bath Iron Works facility. The report stated that new Class A office space could be utilized as an incentive for new firms to relocate to Portland, and that waterfront office buildings would further entice such investment. The report stated that up to 400,000 square feet of additional Class A office space could be absorbed along Commercial Street by 1986. The land development plan called out minimal wharf space adjacent to the Old Port as appropriate for future office development, with the majority designated land being located on the block between India Street, Fore Street, Hancock Street and Thames Street.

Hotel Uses

ACC stated that, "the addition of a major first class hotel, with complete convention facilities, is essential to the redevelopment of Portland and its waterfront". As stated in this report, this use would serve as a nucleus for the development of other commercial projects, and would considerably augment the city's hotel, convention and restaurant portfolio and emphasize the city's commitment to become a year-round commercial, conference and cultural center. The report projected the need for a 275-room facility, with a restaurant, lounge, banquet hall and coffee shop, citing a figure of roughly 300 part-time and full-time jobs that would be created. The land development plan listed two possible locations for such a facility, the first

being located east of Commercial Street between Union Street and Dana Street, and the second being located at the intersection of Cross Street and Danforth Street.

Retail Uses

This report called out limited need for additional retail along the city's waterfront, stating that new retail establishments should be concentrated in and around the old port. At this time, it was anticipated that new retail would be primarily convenience stores, meant to serve residential and office uses within this area.

Existing Waterfront Uses

A key recommendation of this report was a continued emphasis on waterfront activities, citing the need for a carefully balanced array of waterfront dependent, waterfront enhanced and other desirable uses along Portland's waterfront. Through inventory, this report identified nearly 200 fishing and lobstering vessels berthing within Portland, with a then projected need for additional berthing once the fish pier was completed, as it was anticipated that this piece of infrastructure would attract new operations. The land development plan called out for 10,000 square feet of additional berthing space and preservation of the existing finger pier layout of Portland's waterfront.

Aside from the fishing industry, the report also cited cargo shipping as a new target for investment. It was stated that more than 75% of all shipping through the Port of Portland at that time was crude oil, and that dry cargo shipment was minimal. The land development plan recommended the development of a new container/neo-bulk cargo facility at Merrill's Pier so as to more effectively compete with other northeastern ports.

Tourism/Recreation

Although not specifically tied with a component of the working waterfront, the report stated that additional investment should be made to improve leisure access to Portland's waterfront. Some of the activities discussed within the report for consideration included picnic locations, marinas for pleasure boating and sport fishing and then finally the construction of waterfront promenades and viewing platforms.

D. Working Waterfront Referendum (1987)

In May of 1987, Portland voters approved by a 2-1 margin, a referendum preventing non-marine development along its waterfront for a period of at least five years. This vote came after decades of decline in water-front dependent uses that defined Portland's working waterfront and a gradual supplanting of waterfront property by non-marine uses. Prior to this vote, Portland residents expressed concerns regarding the pace of development and the city's regulatory tools, which were felt to provide insufficient protection for marine industries. During the 1980's prior to the passing of this referendum, Portland residents provided \$30 million towards shipbuilding enterprises, notably a new Portland based Bath Iron Works facility, \$15 million towards the new fish pier and a \$4 million bond towards the development of a shipborne cargo

facility. Despite these investments, many felt that the essential character of Portland's waterfront was slowly and irrevocably moving away from marine uses and as a result put forward this referendum.

E. I-3b Text Amendment for Increased Building Heights – Merrill's (1988)

In 1988, Merrill Industries proposed a zoning text amendment for the I-3b zone, intended to increase permissible building heights for bulk storage facilities (non-human habituated spaces) from 45 feet to 150 feet. Merrill Industries was specifically looking to construct silos for storing uncured cement. In response, the City commissioned a study by ENSR Consulting and Engineering, that was intended to provide a contextual basis for reasonable height restrictions, that was provided to the City in November of 1988. In producing a recommendation, ENSR cited two separate cement silo examples, one located in Boston, Massachusetts and the other in Redwood City, California. Both of these silos measured 120 feet in height, although the example in Redwood City was never actually constructed. This report was used to inform the Planning Board and City Council decision to approve a text amendment with permissible silo heights up to 145 feet above sea level. This language was later incorporated into the new Waterfront Port Development Zone ordinance, adopted in 1993.

F. International Marine Terminal Master Plan (1989)

A Master Plan for the International Marine Terminal was first submitted to the City of Portland in 1989. This site was chosen for its sheltered location within the Fore River Channel where it is well protected from heavy seas and swells. At that time, 90% of total shipping volume (primarily petroleum products) was transported through the South Portland portion of the Port of Portland, with the remaining 10%, consisting of pulp, paper products, fish and other forest products, being transported through facilities located within Portland itself. The master plan highlighted many of the facilities that were then in existence, which included facilities for ship building and repair, piloting, tow operations, customs and immigration, longshoremen, freight handlers and checkers, chandlers, steamship agents and stevedores. No public cargo facilities were then operating and Merrill Industries operated the sole marine terminal within Portland. This facility included a 600-foot-long wharf, 900 feet of berthing space, a 30,000 square foot transit shed and 120,000 square feet of additional covered storage space. Materiel and products shipped through this facility included scrap, coal, timber, paper, bauxite, tapioca, bulk cargo, and small scale container products. In 1989, this facility could handle 1,000,000 tons of cargo, and was perfectly situated to take advantage of existing transportation infrastructure.

The master plan document called for the construction of a publicly owned and operated shipping facility on a 12-acre parcel, previously operated as a ferry port, bounded by the Million Dollar bridge to the west, Deake's Wharf on the east and Commercial Street to the north. These plans indicated that there would be 1,100 feet of frontage on Fore River with a water depth at low tide being between 20 and 25 feet. 900 feet of marginal wharf was proposed and it was stated that a vessel up to 750 feet in length could be accommodated and that there would be 100,000 square feet of storage capacity on-site.

G. Downtown Height Study (1989)

In response to ongoing development pressure, and concerns regarding the visual impact of taller buildings, the City hired the Cambridge, Massachusetts based firm Carr, Lynch, Hack and Sandell to complete a downtown height study that would be used to inform future zoning decisions. The intent of the study was to visualize key trends in building massing and disposition as found within Portland's built environment in an effort to reinforce a cohesive skyline and preserve notable view corridors. Aside from specific building height recommendations, this study included provisions for appropriately scaled street walls, high quality open spaces and pedestrian conducive environments, and contextually sensitive building materials. In regards to building heights along Portland's waterfronts, the study states that building heights should be limited to 45 feet in height. However, this study also indicates that recommendations found within this report should be revisited in the event that development pressures continue. "The recent pressure for development in Downtown Portland is likely to continue for some time into the future, but the rate at which new development occurs will be critical in determining whether growth areas can easily be accommodated within currently permitted building envelopes."

H. Waterfront Task Force (1988-1990)

Following the passage of the Waterfront Referendum in May of 1987, the Community Development Committee of the Portland City Council undertook the development of a new waterfront development plan to replace the 1982 ACC plan. At this time as well, the Mayor of Portland appointed a new waterfront task force to pursue and make recommendations on three of the more complex points raised in the 1988 plan, those being; concerns related to berthing, marketing and the economic impact of land use controls. The Waterfront Task Force developed a comprehensive vision for addressing these concerns and 42 specific policies and initiatives regarding zoning practices, budgeting, administrative processes and an on-going task force work plan.

I. Waterfront Alliance Report (April 14, 1992)

The report produced by the Waterfront Alliance in April of 1992 came at the conclusion of the five-year moratorium on development initiated by the 1987 waterfront referendum. The report outlines a comprehensive series of recommendations that have since gone on to inform the city's entire regulatory framework governing waterfront development. Four separate zoning districts are recommended, each intended to foster a particular type of environment with highly disparate characteristics. These included the West Port Development Zone, the Central Zone, the East Port Development Zone and a Special Use Zone. The West Port Development Zone which later became the Waterfront Port Development Zone, was identified as the area located between Veterans Memorial Bridge and the Million Dollar Bridge, and was intended specifically for water-borne transportation reliant upon deep water access. The report recommended that allowable uses be restricted to those uses contributing to port activity.

J. Three Modern Waterfront Zones (1993)

The 1992 Waterfront Alliance Report, which was later adopted as an element of the Comprehensive Plan, served as the basis for the creation of three new zoning districts along Portland's waterfront, those being

the Waterfront Port Development Zone, the Central Waterfront Zone and the Eastern Waterfront Zone. Uses then permissible under the I-3b zone were reviewed for conformity with the principles and intent of the west port development zone as described in the Waterfront Alliance Report. Building heights remained at 45' feet and a provision for two view corridors was added per recommendations from the downtown height study. Additional dimensional requirements for the zone were derived from the text amendment submitted for the I-3b zone in on behalf of Merrill's Marine Terminal. Since the text for the WPDZ was adopted in 1993, its regulatory framework has remained relatively static aside from a text amendment proposed in 2001 to explicitly allow "Low Impact Industrial Uses" and "Distribution Facilities".

K. Port of Portland Cargo and Passenger Study (May 1998)

In 1998, the Maine Department of Transportation in collaboration with the City of Portland commissioned the Portland Cargo and Passenger Study to recommend a short and long term strategic plan to accommodate expansion at three of the city's deepwater terminal sites; the Maine State Pier, the International Marine Terminal, and Merrill's Marine Terminal. The move to complete this study came in response to increased demand for ferry and shipping services within the city and the relocation of the Bath Iron Works ship repair facility at Maine State Pier. The plan recommended the separation of cargo and passenger facilities as at that time, these facilities often coexisted on a single pier. Specifically, the plan called for the consolidation and relocation of all passenger services to the Maine State Pier, including the Prince of Fundy Cruise terminal which was located at the International Marine Terminal. Meanwhile, improvements would be made to the International Marine Terminal and Merrill's Terminal to accommodate additional container operations. By clustering like uses and reducing scheduling conflicts between incompatible uses, it was projected that revenues for both industries would increase allowing for the future expansion of services. In specific regards to freight and container operations along the city's western waterfront, it was determined that permanent employment opportunities would increase, adding an additional 110 full-time positions, and that bulk and break bulk tonnage would increase from 600,00 to 1,000,000 tons/year.

Ultimately, the concepts identified in this plan were realized, and all water-borne passenger facilities were relocated to the more preferable location at Maine State Pier, adjacent to the Old Port District. The relocation of services has enabled container port operations to expand and has established the western waterfront as a cohesive and industrial port zone.

L. Cold Storage Study (1999)

In 1999, the Greater Portland Council of Governments produced a report regarding the viability of a cold storage facility for seafood storage in the City of Portland. At the time, it was determined that a small cold storage facility could be constructed on the waterfront with little or no government subsidy and that it could become profitable if it captured 75% of the local frozen seafood market. Even then, it was noted that ground fish stocks were being quickly depleted and that the market for seafood processing had shifted towards imported frozen seafood. For example, in 1998, between 12 million and 18 million pounds of frozen seafood were processed annually in the Portland region, with much of that product being stored in cold storage facilities located in Massachusetts. The report recommended a facility capable of storing 2,000 pallet positions, or between 14 million and 18 million pounds of frozen seafood. While the region did not develop a cold storage facility at that time, the report noted that a waterfront cold storage facility in Portland could

be highly successful, as it could cut costs of truck-borne shipping to an inland or off-site location. As stated, this advantage would enable a facility located in Portland to capture more of the local market by offering reduced costs, and could serve to reinvigorate other related industries.

M. Portland Fish Pier RFQ (2011)

In 2011, the City of Portland solicited a request for qualifications and interest in providing a deep cold storage facility at the site of the Portland Fish Pier. In discussions between the city and representatives of the growing seafood processing industry located within Portland, it was determined that a primary issue constricting future expansion was the lack of access to a local deep cold storage facility. This RFQ stated that the existing facility located in Portland is insufficient and lacks the capability to store product at deep temperatures, -20 to -30 degrees, required by the frozen seafood industry. Requirements for submissions included a description of approach in determining the market feasibility of locating a deep cold storage facility within Portland and a recommendation on facility size and location. While this RFQ was not fulfilled, it represents a growing need within Portland for a Cold Storage facility, which ultimately led to the RFP solicited by the Maine Port Authority at the site of the International Marine Terminal.

IV. CONCLUSION

The existing framework which regulates the Waterfront Port Development Zone has remained virtually unchanged over the past two decades. Between the 1987 waterfront referendum in which a 5-year moratorium on development was instituted and the 1993 adoption of the text creating the WPDZ, a focused city-wide effort was made to conduct relevant research, review waterfront development to that time and create a comprehensive strategy for the future development of Portland's waterfront properties. In specific regards to the WPDZ, the end result was a highly successful regulatory structure under which recent development was limited to waterfront dependent or contributing uses, and has in recent years seen significant levels of investment, most notably with the introduction of Eimskip. However, this research into past regulatory action has shown that the essential defining elements of the WPDZ have been in existence since the adoption of the I-3b zoning district with minimal changes in the subsequent decades. The reports and assessments informing the currently adopted ordinance often explicitly state that zoning codes should be revisited to account for changing market trends and development patterns. This includes the downtown height study which serves as the basis for the 45' foot height limitation. The material listed above documents an ongoing discourse that has been occurring within Portland since at least the latter half of the 20th century. Concerns regarding allowable uses, required infrastructure, market trends, the balance between marine and non-marine uses and building design have been an integral component in the creation of waterfront policy during this period.

Port Zoning for Building Height: Snap Shot of US Port Communities

Port	Zone	Maximum BLDG Height	Notes		Tonnage In Million Tons, 2010 USACOE data
Portland, ME	WPDZ	45'	Waterfront Industrial	Higher for bulk storage in certain areas	18.1 mt Including SoPo
Portsmouth, NH	WI	70'	Waterfront Industrial	45' within 200' of certain waterbodies	2.9mt
New Haven, CT	IH	FAR 4.0	Heavy Industry	No direct limit on height. Bldg bulk regulated by "Floor to Area Ratio"	10mt
	IL	FAR 3.0	Light Industry		
	IM	FAR 2.0	Light Industry/Marine		
	BC	FAR 2.0	Marine Commercial		
Providence, RI	W-3	90'	Port/Maritime Industrial District		7.1mt
N. Kingston, RI (Quonset – Port Davisville)	WI	35'	Waterfront Industrial (Planned business park)	Buildings subject to 200' set back from the water	No data – likely included with Prov.,RI
	GI	Variable	General Industrial	"Building height shall not exceed the distance from the lot line"	
Eastport, ME	I-Zone	35'	Commercial Fisheries, Maritime Activities		No data
Searsport, ME	M	40'	Mixed commercial marine		2mt
	I	60'	Industrial (including port activities)	150' Silos, storage....	
Bath, ME	I	60' 100'	Industrial/Shipyard District	Increases to 100' by "special permit"	No freight, Ship bldg
Belfast, ME	WMU1	35'	Waterfront Mixed Use	Increases allowed by contract zoning 65' approved for Front St Shipyard	No freight, Ship bldg
Everett, MA	ID	60'	Industrial District (including port activities)	Increases to 100' by "special permit"	No data, Boston, 19mt
Albany, NY	M-I	55'	General Industrial	Req. more than 100' from residential district	6.8mt
Memphis, TN	I-H	100'	Heavy Industrial, Port		12.1mt
	WD	60'	Waterfront, mixed		
Duluth, MN	I-W	60'	Industrial Waterfront		36.6mt
Cincinnati, OH	RF-M	100'	Riverfront Manufacturing District	Measured above Flood plain. Additional height allowed for silos subject to width restrictions	12.7mt
Vancouver, WA	I-H	No max	Heavy Industry	Setback requirements apply for buildings over 20'	8.4mt

Port Zoning for Building Height: Snap shot of comparable communities, continued

Port	Zone	Maximum Building Height	Notes		Tonnage
Toledo, OH	IG	No Max	General Industrial	Heavy industry	10.7mt
	IL	No Max	Limited Industrial	Light industry, Warehousing	
Wilmington, DE	M-2	90'	General Industry		4.8mt
	W-1	72'	Waterfront Manufacturing		
	W-2	72'	Waterfront Manufacturing/Commercial		
Anacortez, WA	HM	50'	Heavy Marine	Higher by conditional use	8.4mt
	I	30'-50'	Industrial	Higher by conditional use	
Port Angeles, WA	HI	75'	Heavy Industry		0.7mt
Savannah, GA	IH	No Limit	Heavy Industry		34.7mt
Muskegon, MI	WI-PUD	50'	Waterfront Industrial Planned Unit Development		1.5mt
	WM	50'	Waterfront Marine		
	I-2	60'	Industrial General		
Monroe, MI	WC	40'	Waterfront Commercial		No data
	I-2	40'	General Industrial		
Cheboygan, MI	I-2	60'	Heavy Industrial District	Taller possible in “planned developments” subject to greater setbacks	No data
Holland, MI	I-1	40'	Industrial		No data
Mobile, AL	I-2	100'	Heavy Industry		55.7mt
City of Morgan City, LA	H	No Regulation	Heavy Industrial (Draft ordinance)		10mt
Chattanooga, TN	M-1	35'	Manufacturing - heavy	Higher buildings allowed, subject to increased setbacks (1' additional height for 1' additional set back)	2mt
	M-3	35'	Warehouse and Wholesale		
	M-4	35'	Outdoor Industrial Use (including mining)		

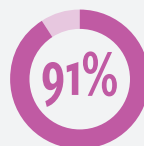
A Port City

WITH OVER 350 YEARS as a center for shipping, fishing, commerce, travel, and tourism, the Portland waterfront offers a unique mix of heritage, ecology, and innovation. Combining private and public piers in support of a full range of commercial marine activities, Portland's harbor boasts a working waterfront in the heart of Maine's largest city. The waterfront also provides public access and invites tourism with dockside restaurants, historic architecture, harbor tours, and local and international ferry service.

This largely successful balance of disparate uses, coexisting next to and sometimes overlapping each other, is the product of decades of policy work on the part of residents, business leaders, marine industry, and local officials. Portland's waterfront policies seek to preserve marine uses, but also provide for a balance of non-marine uses which allow the waterfront to adapt to changing economic trends and evolving infrastructure needs, as well as to spur needed investment. This has proved an iterative process, one necessary for Portland's waterfront to remain responsive and relevant to evolving and cyclical conditions. As of 2016, Portland's is a vibrant port for international trade, lobstering, fish processing, aquaculture, vessel

services, passenger transportation, and recreational boating. Today, amidst flux and challenges, the City's working waterfront is expanding.

Portland's interwoven and adjacent marine-related and compatible non-marine uses provide a unique bridge between the City's maritime activity and the commercial, tourist, and recreational city. Even so, finding a balance between these sometimes competing, sometimes mutually beneficial, always shifting waterfront environments is an ongoing challenge. The waterfront simultaneously faces issues associated with aging infrastructure, public access, development impacts, and climate change. It is clear that investing in initiatives that both directly and indirectly support the City's historic, marine-related industries while allowing the waterfront to adapt to new and emerging marine-related industries and emerging water-dependent uses is the path toward a sustainable, healthy waterfront in the future.



91% of survey respondents support continued protections for Portland's working waterfront.



RECENT & ONGOING INITIATIVES

The foundational document informing current waterfront land use policy in the City of Portland, the 1992 *Waterfront Alliance Report*, established the framework that has underpinned Portland's waterfront resurgence. Though Portland's waterfront and supporting policies continue to evolve, the 1992 report, based on extensive stakeholder engagement, provides a resilient structure for waterfront land use in the City. That structure, at its core, established a priority hierarchy of uses, from water dependent to marine-related and compatible non-marine, and identified primary purposes, uses, and activities best suited for the Eastern, Central, and Western Waterfronts.

There have been subsequent studies, planning, and policy work since the *Waterfront Alliance Report*, such as the 1998 *Port of Portland Cargo and Passenger Study* and the 2000 *Investing in Our Waterfront* report. The City undertook an extensive, multi-year master planning effort for the Eastern Waterfront in early 2000 which resulted in a vision for redevelopment of this area, including policy goals, design guidelines, and a height



study. In 2010, the City completed a comprehensive inventory, policy study, and zoning rewrite for the Waterfront Central Zone with the aim of calibrating the zone to allow for a balance of private investment in pier and wharf infrastructure, as well as continued support for commercial vessel berthing and support activities. And in June 2015, the City rezoned the easternmost portion of the waterfront to the Eastern Waterfront Port zone and B-6 Mixed-Use Zone, including modifications to the permitted heights and building envelopes. As a common thread throughout, the City reaffirmed its commitment

to policies that ensure continued opportunities and functional autonomy for marine economic activity.

In addition to this planning and policy work, there have been a number of waterfront initiatives in the past decade with major impacts on the form and function of the waterfront. Since 2006, the waterfront has seen a resurgence in international passenger ferry service, with the construction of the Ocean Gateway Marine Passenger Terminal and the reinstitution of ferry service to Yarmouth, Nova Scotia in 2014. In 2016, the Maine Port Authority was awarded a \$7.5 million grant for improvements to the International Marine Terminal (IMT), which will build on prior phases of investment in the IMT that connected the terminal to the national rail system for the first time in decades and vastly expanded the terminal's freight handling capacity.

Plans for future improvements are currently underway. The City is in the process of planning a road and utility extension along the Thames Street right-of-way, in keeping with the *Eastern Waterfront Master Plan*, to facilitate future development in the Eastern Waterfront. Plans to design and construct facilities on West Commercial Street, in keeping with the 2016 *West Commercial Street Multi-Modal Corridor Study*, have just begun. And the City is developing plans for enhanced recreational waterfront access at two locations: the East End Beach and ramp, through the East End Waterfront Access Project, and the Amethyst Lot, which has been slated for transformation into a newly designed and reimagined signature open space for recreation and active water use on the Eastern Waterfront.

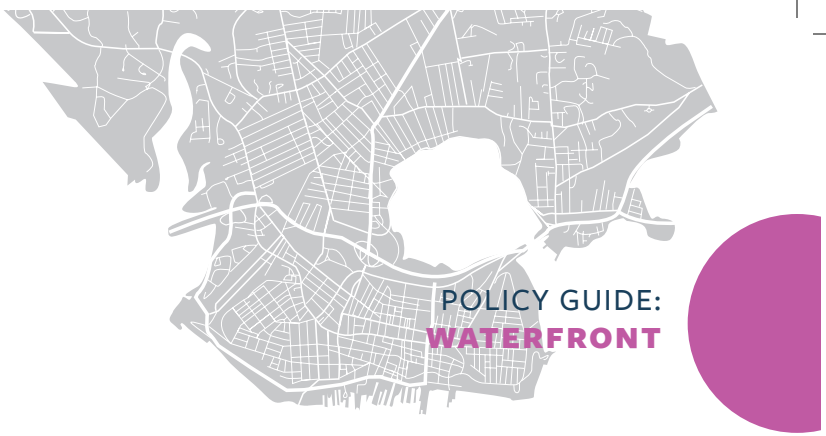


THE EVOLVING WATERFRONT ECONOMY: AQUACULTURE

During the early 1990s, when modern working waterfront preservation policies were developed, Portland's waterfront was highly dependent on ground fishing as a foundational industry. Following the 1990s, the dominance of ground fishing declined dramatically, with the resulting void largely, but not entirely, filled by lobster harvesting, distribution, and support industries. The Portland waterfront is now heavily dependent on the lobster industry.

While we celebrate our success as a lobster port and service center, history cautions against overreliance on a single fishery as the foundation of a community asset as important as the Portland waterfront. Fortunately, aquaculture, the farming of marine animals and plants for human consumption and utilization, provides tremendous opportunities for the marine economy and the future of our working waterfront. Currently, there are fewer than ten aquaculture businesses operating on the Portland waterfront, but significant growth is on the horizon. The State of Maine is investing in the industry with over \$20 million in research and development grants. The number of aquaculture leases is expanding, as are the number of species being farmed. The growing US market acceptance of seaweed as food, as nutritional supplement, and as a component of biotechnology dramatically increases the potential for aquaculture to transform the local marine economy.

All growing industries need space to evolve, experiment, and innovate. To foster this evolution, Portland needs to preserve the capacity within its waterfront to allow newly emerging Marine sectors, such as aquaculture and its support industries, to expand. By doing so, we create new sources of high quality seafood, and secure our place as a working harbor into the next generation.



STATE GOALS

To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.

Coastal communities include the additional required goals:

To promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation and recreation;

To manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources;

To support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources;

To discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety;

To encourage and support cooperative state and municipal management of coastal resources;

To protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs;

To expand the opportunities for outdoor recreation and to encourage appropriate coastal tourist activities and development;

To restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses, and;

To restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.



LOCAL GOALS

In order to support a healthy, diverse, and dynamic waterfront environment,

WE WILL:

Prioritize and promote Portland's unique mix of water-dependent, marine-related uses and compatible non-marine uses.

Recognize and reinforce the respective roles of the Eastern, Central, and Western Waterfronts.

Celebrate, promote, and protect Portland's lobster and fishing industry as a foundation of the region's economy and a feature of civic pride.

Maintain and modernize infrastructure to support the working waterfront and port capabilities.

Ensure the future of the marine economy through support for emerging marine industries and mitigation of market trends that could compromise the

balance between marine industries and competing development.

Recognize and reinforce waterborne transport of goods and people as foundational to our community.

Promote passive and active recreational access to the waterfront.

Create a resilient waterfront in the face of sea level rise, including increased storm frequency and intensity trends.

Develop effective public and private partnerships to promote the Port of Portland as an economic engine for the State of Maine.

FUTURE STRATEGIES

1. ADOPT MEASURABLE OBJECTIVES

- Identify metrics, collect data, and adapt existing waterfront policies.
- Routinely evaluate the capacity of existing waterfront zoning and technical standards to address changing economic drivers that result in new marine uses, dimensional requirements, and infrastructure needs.
- Inventory marine and non-marine use and occupancy in the Central Waterfront to inform evaluation of future opportunities for marine use expansion potential.

2. INVEST IN INFRASTRUCTURE

- Seek funds and create incentives to improve facilities for marine industries, including the maintenance and expansion of public and private berthing, dredging, and land-side infrastructure.
- Develop a capital improvement plan for the Eastern Waterfront for public and private investment in public facilities, including road and utility extensions, to facilitate planned and future development consistent with the *Eastern Waterfront Master Plan*.
- Continue to explore funding for pier maintenance in the Central Waterfront.
- Support private, federal, and state investment in the Western Waterfront.

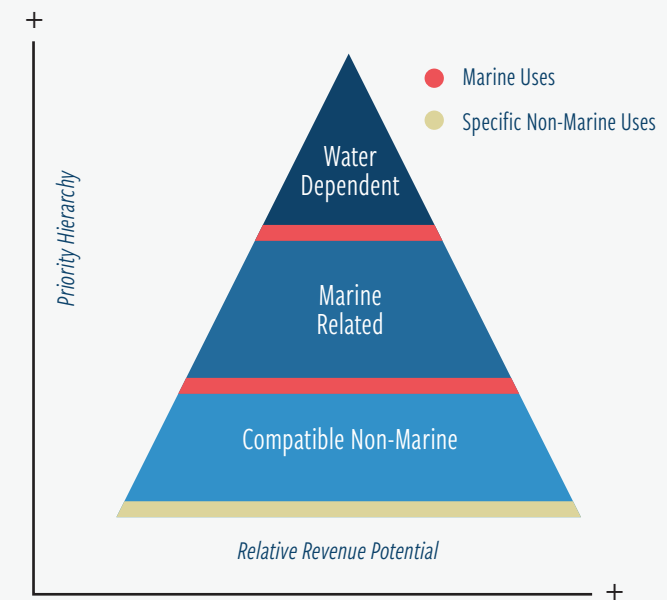
3. EXPAND WATERFRONT ACCESS

- Expand waterfront access for the public where possible and appropriate.
- Program, design, and transform the Amethyst Lot into a signature waterfront open space for community boating, recreation, and active marine use.



- Implement improvements to the East End Beach to expand facilities for non-motorized recreational boating.
- Explore the potential for greater recreational access to and along the Fore River.
- Protect and promote access to the waterfront and Portland islands for commercial and marine activity, including berthing.

Waterfront Use Hierarchy



4. IMPROVE FREIGHT FACILITIES

- Coordinate with Casco Bay Island Transit District for improvements to vehicle and pedestrian circulation on Maine State Pier for improved site layout and freight handling.
- Facilitate the development of logistics and storage infrastructure that supports the economic viability of the port while prioritizing the functional needs of marine transport.

5. VISUALIZE WATERFRONT POLICIES

- Produce illustrated design guidelines for marine and non-marine pier compatibility to serve as accessible, visual guidance for marine protective performance standards.

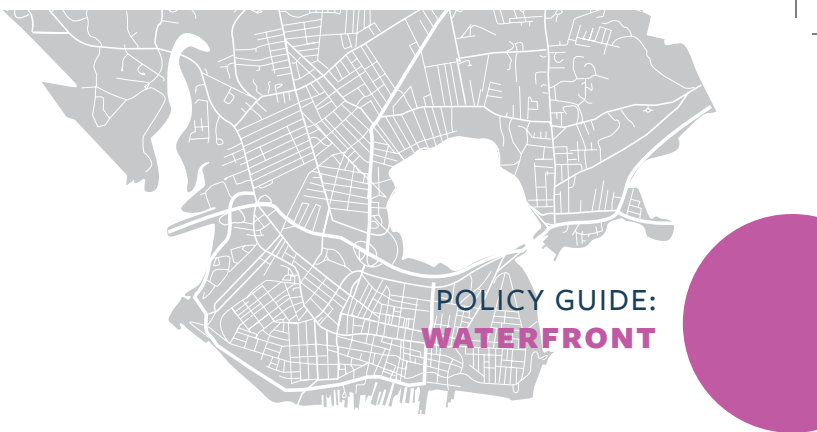
6. PLAN FOR CHANGING CLIMATE

- Develop policies to support both mitigation of and adaptation to rising sea levels, changing water chemistry, increased water temperatures, and escalation of storm frequency and intensity, particularly as they impact piers, wharves, and low-lying infrastructure.
- Study the economic risk of increased storm frequency and sea level rise for all City-owned or managed infrastructure assets.
- Help property owners assess risk to waterfront and near waterfront assets and direct risk assessments to investments in more resilient infrastructure.
- Integrate best practices for adaptive waterfront strategies, including adaptive construction techniques, stormwater infrastructure and utilities, site protection, floodproofing, and risk avoidance, into the City's technical standards and land use code.
- Consider land use tools to incentivize exemplary construction practices for climate resilience.
- Capitalize on emerging trade, fisheries and transportation patterns to the Arctic, Northern Europe, and beyond.



WATERFRONT CHALLENGES

- Buildings, piers, and infrastructure require maintenance and investment over time, including private investment in waterfront property and businesses.
- Retaining public access in the context of a working port, through facilities like the Eastern Promenade, East End Beach, the existing trail network, the Amethyst Lot, and piers that can be accessed by foot or by water, requires active management on the part of the City.
- As the City's waterfront changes, maintaining neighborhood integrity while respecting the needs of a working port must be addressed through quality of design, traffic mitigation, street improvements, and other performance standards.
- Change to water depths due to natural and human-influenced sedimentation requires dredging and responsible disposal of dredged sediments.
- Marine industries require new development forms and transportation systems as they change, with implications for both zoning and public infrastructure.
- Stormwater impacts that degrade harbor ecology and increase sedimentation necessitate robust stormwater runoff mitigation as redevelopment and infrastructure improvements occur.
- As climate change impacts are felt in rising sea levels and increased storm frequencies, Portland's waterfront faces new challenges to its infrastructure and economy that will require new tools and responses.



7. DREDGE RESPONSIBLY

- Coordinate with the Harbor Commission, South Portland, and other appropriate stakeholders to find a financial mechanism to dredge public and private piers and to achieve a Contained Aquatic Disposal (CAD) site for the responsible disposal of sediments.

8. PLAN FOR CITY TERMINALS

- Develop a plan for re-use of the Portland Ocean Terminal property, including evaluation of supporting infrastructure to attract increased and diversified commercial and marine tenants.
- Implement a plan for reconfiguration of the queuing area at Ocean Gateway to allow for more diversified marine activity, such as support for reuse of the Portland Ocean Terminal.
- Explore the feasibility of a new pier between Ocean Gateway and Maine State Pier to support increased commercial use of the waterfront and support for the marine passenger industry.
- Plan for growth of cruise ship visits while continuing to evaluate impacts on other marine industries and the downtown.

9. BALANCE TRANSPORTATION NEEDS

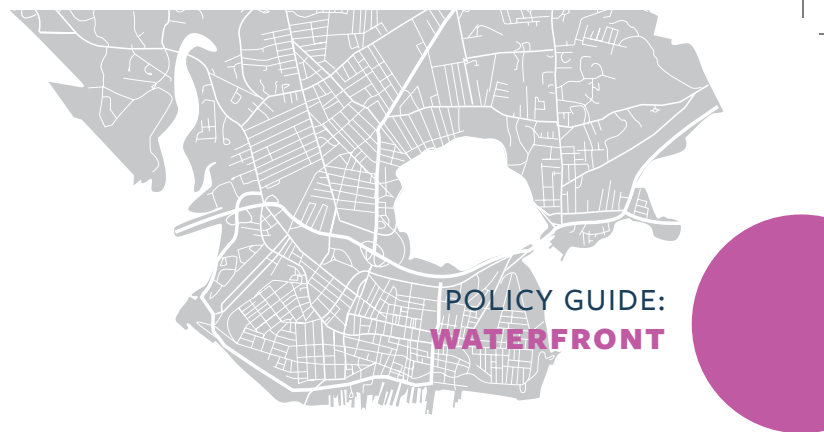
- Address transportation and congestion issues on Commercial Street to balance the mobility needs of marine industrial uses with bicycle and pedestrian safety improvements.
- Maintain Commercial Street, as the sole point of access for most of Portland's water-dependent uses, for truck access, loading, and staging.
- Continue to support local ferry service.



CONSIDERATIONS FOR THE CENTRAL WATERFRONT

The central waterfront is located along the south side of Commercial Street from Maine Wharf to the east to Deake's Wharf in the west, and is characterized by privately held commercial piers running roughly perpendicular to Commercial Street into Portland Harbor and the Fore River. It represents the single largest resource of commercial vessel berthing in Portland Harbor and is an irreplaceable resource of state-wide significance. In addition to private commercial marine holdings, the zone is home to the Portland Fish Pier, the Gulf of Maine Research Institute, berthing for the United States Coast Guard, residential condominiums, retail and restaurant uses, two private marinas, and offices serving marine and non-marine interests. The goal for the central waterfront is to achieve a balance where non-marine economic development benefits the piers, Commercial Street, waterfront uses, and the City by sustaining marine infrastructure, protecting opportunity for commercial marine activity, and promoting appropriate access by the public to views and activities in Portland Harbor.

Since the 1990s, the ground fishing industry has undergone significant contraction - an over 50% loss of ground fishing vessels and an over 2/3 reduction in landings at the Portland Fish Exchange. The area has seen substantial privately-funded economic development, but waterfront infrastructure repairs and maintenance remain costly and necessary. The area has also experienced decreasing water depth at the piers due to natural deposition of sediments exacerbated by storm water overflows into the harbor. Maintenance dredging will be needed to ensure quality commercial berthing opportunities for public and private piers. It is unlikely that berthing revenues alone will support these costs.



- Evaluate and balance the potentially competing needs of cruise ship visits with international ferry service.

10. SUPPORT TRADITIONAL AND EMERGING MARINE INDUSTRIES

- Collaborate with private pier and waterfront property owners to implement waterfront policies that promote and protect the marine economy.
- Continue to support the Portland Fish Pier and Fish Exchange as regional anchors of the seafood economy.
- Promote development of cold storage warehousing to support a competitive Port of Portland by improving capacity to serve the cargo needs of the seafood, agriculture, food manufacturing, and beverage industries of Northern New England.



July 14, 2017

Jennifer Munson, Office Manager
Planning and Urban Development
City of Portland
389 Congress St., 4th Floor
Portland ME 04101

Via Electronic Mail

Re: Planning Board Packet for July 18 Public Hearing

Dear Ms. Munson:

Please find enclosed with this letter materials that have previously not been submitted as part of previous Planning Board Workshops. They include a revised study of Eimskip cold storage capacity need that considers comments received, a letter of support from Bert Jongerden, General Manager of the Portland Fish Exchange and Harbor Commissioner for the Port of Portland, and a letter of support from Patrice McCarron, Executive Director of the Main Lobstermen's Association, Inc.

For reference, we have also included previous submittals and backup material as tabulated appendices.

Thank you for your time and consideration of the attached and appended materials.

Sincerely,

John Henshaw
Executive Director

Enclosed:

June 26, 2017, Woodard & Curran Model of Eimskip Cold Storage Need (Revision 1)
July 13, 2017, Bert Jongerden Letter of Support
July 14, 2017, Patrice McCarron Letter of Support

Appended:

Materials from May 18, 2017, Planning Board Workshop
Economic Impact of IMT Expansion
Agriculture Letter of Support
DECD Letter of Support
Why Does the Cold Storage Warehouse have to be 65 Feet Tall?
Economic Competitiveness Model
Is a 45-foot Warehouse Big Enough to Meet Eimskip's Needs?
Eimskip Needs Model
Cold Storage Economic Impact Study for Portland Maine Spring 2017 USM MBA
USM 2017 Cold Storage Presentation



Proposed State of Maine West Commercial Street Cold Storage Facility

Model of Eimskip Cold Storage Need (Revision 1)

The following pages describe a basic model that was prepared to evaluate the current and future projected cold storage needs of the customers who utilize Eimskip to ship freight through the Port of Portland. This document considers, and where relevant, incorporates comments received from Portland residents Tom Robinson and Mark McCain via the City of Portland.

The current and projected storage needs were considered relative to the capacities of:

1. An approximately 120,000 square-foot facility with an interior clearance height of 55 feet, a total building height of approximately 65 feet (as measured per the current zoning¹) and a capacity of 15,864 pallet positions. This configuration is consistent with the latest conceptual model proposed by Americold.
2. An approximately 120,000 square-foot facility with an interior clearance height of 35 feet, a total building height of approximately 45 feet (as measured per the current zoning¹) and a capacity of 10,860 pallet positions. This hypothetical configuration was prepared by Americold to assist with comparative studies but is not being proposed for construction.

Note that the difference in storage capacity specified for each building above is directly related to clearance height. Specifically, the height of the racking system used to store pallets is designed to reach up to the ceiling of the building, with necessary space reserved for lighting and mechanical equipment. The proposed 65-foot building can accommodate a racking system that is 8 rows high while a building that is limited to 45 feet would be able to accommodate a racking system that is 5 rows high. Therefore, though the building footprints are the same, the available storage capacity in each building is significantly different. Due to operational requirements relative to the size of the development site, the footprint of the building is maximized at approximately 120,000 square feet.

The following process was employed during the preparation of this model:

1. Collect Data from Independent Sources

To objectively evaluate the growth of Eimskip's freight shipments and resulting cold storage needs, three independent data sources were employed. These included:

1. Cold storage capacity need reported by Eimskip;
2. The number of loaded containers shipped through the Port of Portland in 2014 through 2016²; and
3. The number of Eimskip ship calls to the Port of Portland in 2014, 2015, and 2016.

The intent of this method was to use independent sources of information to evaluate future cold storage need, supporting an outcome with a relatively high level of precision considering the limited data.

¹ Per City of Portland Code of Ordinances, Sec. 14-47 the height of a flat-roofed building is measured for permitting purposes as the vertical distance from grade to the highest point of the roof beams.

² Containers that did not arrive in Portland or depart Portland via an Eimskip ship were excluded from this data.

2. Convert Eimskip's Reported Need to Pallet Positions and Estimate the Rate of Growth

Eimskip has reported the following cold storage capacity need estimates:

1. Immediate cold storage need would fill 30% of the proposed 65-foot cold storage facility's capacity;
2. In 3-5 years, this need will grow to 50% of the proposed 65-foot cold storage facility's capacity; and
3. In 10 years, the need will be three times the immediate need.

The proposed 65-foot cold storage facility contains 15,864 pallet positions, per the current design. Therefore, 30% would equal 4,760. In 3 to 5¹ years, this need would be 50% of 15,864, or 7,932 pallet positions. Finally, in 10 years, the need would be three times that of the current need of 4,760, or 14,280 pallet positions or 90% of the proposed 65-foot facility and 131% of the 45-foot building example. These data points and a linear trendline are plotted on the enclosed chart. A linear trendline was selected as this growth is based on Eimskip's predicted needs at certain points versus a forward-looking projection.

3. Estimate Freight Volume Rate of Growth from Container Data

Using the annual container shipment volumes from 2014 through 2016, Woodard & Curran estimated the total number of pallets shipped through the Port of Portland during these years. It was assumed that each 40-foot container would hold the equivalent of 20 pallets of freight and that each 20-foot container would hold 10 pallets of freight, which are commonly used conversion factors.

Eimskip then provided an estimated ratio of their total freight versus freight that would require storage in a cold storage facility, which is 35%. Therefore, 35% of the total freight shipped through the Port of Portland by Eimskip was considered to have the need for cold storage.

As reported by the Maine Port Authority, the goal of the International Marine Terminal is to supply cold storage capacity for all of Eimskip's customers, which would be equivalent to 100% of the refrigerated freight shipped through the Port of Portland by Eimskip. According to the Maine Port Authority, achieving this goal will support the continued relationship between Eimskip and the City of Portland, and the long-term economic vitality of the Port.

West End resident Mark McCain presented information to the City of Portland that reported 80% of frozen imports that arrive through the Port of Portland are shipped out of state for processing, packaging, and distribution. It is not entirely clear if this figure is based on the physical location of the customer, or (more importantly) if this freight entered a cold storage facility outside of Maine prior to processing, packaging, and distribution. Further, the data used to generate this figure represents freight shipments from only the first quarter of 2014, which is approximately one year after Eimskip began service in Portland and may not be representative of current or future conditions.

Regardless, this figure is considered to be overly conservative for future projections as there is currently no cold storage capacity at the International Marine Terminal and the cold storage options in Maine are

¹ For the purpose of this basic model, Woodard & Curran assumed that the 3 to 5-year projected need would be achieved in year 3.

very limited. Therefore, Eimskip customers have no choice but to transport their refrigerated freight outside of Maine for cold storage.

As the 100% goal of the Maine Port Authority may be optimistic, and the 20% figure presented by Mark McCain may be conservative, Woodard & Curran utilized an average of these two ratios (60%) in this analysis of future capacity need to describe what may occur once a cold storage facility is constructed. As such, 60% of the 35% of total freight shipped through the Port of Portland by Eimskip was projected to enter the proposed cold storage facility.

To estimate the amount of freight that would be stored in the proposed facility at any one time, it was necessary to consider the duration that stored inventory would reside in the proposed facility. This information was provided by Americold. Per Americold's anticipated customer mixture and the expected needs of each customer, Americold estimated that freight would reside in the proposed facility for an average of approximately 1.5 months. This equals 8 inventory turnovers per year. Using this factor, the total annual freight that would enter the proposed cold storage facility was divided by 8 to project the average number of pallets of material that would be present at any one time during the year.

Finally, to assess the amount of available pallet positions that would be required to fill the cold storage needs of Eimskip's customers, it was necessary to apply a utilization rate. Consideration of a pallet position utilization rate is an important factor, as a cold storage facility will cease to operate efficiently and meet the needs of its customers if adequate open pallet positions are not available to manage the freight entering and leaving the facility. Woodard & Curran applied a utilization rate of 80% during this assessment, which is a reasonable estimate for the industry. At a utilization rate of 80%, a facility would need to contain a number of pallet positions that is equal to 125% of the product storage need.

The rationale described above was then used to estimate the average number of pallet positions that would be required at the proposed facility (had it been available) at any one time during 2014, 2015, and 2016 to meet Eimskip's customer's needs. The differences between these three numbers generated rates of growth between 2014 and 2015, and between 2015 and 2016, which were considered the increases in necessary cold storage capacity at the proposed facility over these periods (had it been available).

A review of the available data, though limited, indicates an exponential growth rate, at least in the short term. This type of short-term growth can be reasonably expected for an established, growing company that begins doing business in a new location. Therefore, the available rates of growth were projected exponentially forward starting in 2017, and were plotted on the enclosed chart.

It is important to note that, as with all growth projections, the accuracy of the estimate decreases the farther away one moves in time from the known data points. Further, with exponential business growth projections, it is expected that the rate of growth will at some point diminish until equilibrium is reached (e.g. due to market saturation or limitations in available shipping capacity). It is not known when equilibrium will occur, therefore, Woodard & Curran did not consider container growth projection data beyond approximately 2024.

West End resident Tom Robinson noted that a projection of exponential growth is an optimistic method to forecast the projected need of Eimskip's customers for cold storage capacity at the proposed facility. To address some of Mr. Robinson's conclusions, Woodard & Curran also provided a straight-line projection on the enclosed chart. However, Woodard & Curran did not consider the rate of change from 2014 to 2015 in this projection, as this period was too early in Eimskip's tenure of service at the Port of Portland, and would bias the average rate of growth too low. Therefore, the straight-line projection considers only on the rate of growth from 2015 to 2016. Woodard & Curran recognizes that this projection is based on very limited data but it is the most representative option available. However, as this straight-

line projection does not account for increasing rates of growth, which have and are expected to occur in the short-term, it is considered to be an appropriately conservative projection.

4. Review Past and Projected Growth of Port Calls

The number of Eimskip ships that called on the Port of Portland in 2014, 2015, and 2016 and Eimskip's projection of ship calls in 2020 are tabulated below.

Year	Total Port Calls	Source
2014	26	Port Authority Data
2015	31	Port Authority Data
2016	35	Port Authority Data
2020	52	Eimskip Growth Estimate

Based on this information, the number of port calls by Eimskip vessels in Portland has increased over the last several years and is projected by Eimskip to continue to increase.

5. Compare the Projected Increase in Eimskip's Customer's Cold Storage Need to the Capacities of the Proposed 65-foot Building and the 45-foot Building Example

Based on information provided by Americold, the proposed 65-foot building would have a pallet capacity of 15,864 positions and the 45-foot building example would have 10,860 pallets. Eimskip's reported need for cold storage volume was compared to these capacities immediately (in 2017), in 3 to 5 years (assumed to be 2020), and in 10 years (2027), and the percentages of each building occupied by Eimskip freight during these years are presented on the enclosed tables.

Similarly, the containerized freight volume and resulting cold storage capacity need, as developed using the projected exponential rate of growth in container shipments based on data from 2014 through 2016, was compared to the capacities of the proposed 65-foot building and the 45-foot building example each year from 2017 to 2023 (the date the capacity of the 45-foot building example was exceeded). This comparison was also performed using the straight-line growth projection from 2017 to 2027 (the date the capacity of the 45-foot building example was exceeded). The percentages of each building needed to serve Eimskip's customers during these years are presented on the enclosed tables.

The rates of growth over time as estimated using the three referenced data sources (Eimskip forecast, exponential growth projection, and straight-line growth projection) were also compared graphically to the capacity of the 45-foot building example. The result is presented on the enclosed chart.

6. Additional Analysis as Requested by Neighborhood Representatives

Though not initially contemplated as part of this assessment, neighborhood representatives questioned whether a 55-foot building would meet the needs of Eimskip's customers at a meeting at Portland City Hall on June 15, 2017. Like the 45-foot building example, a 55-foot building is not being proposed for development by Americold as it does not meet the needs of future users of the proposed facility. However, to be responsive to this inquiry, Woodard & Curran used the methods described in this document to compare the needs of Eimskip's customers to a theoretical 55-foot building. As a 55-foot building has not been proposed or designed in concept by Americold, a simple averaging of the capacities of the 45-foot building and 65-foot building was used to generate the theoretical capacity of a 55-foot building, which resulted in a figure of 13,362 pallet positions. No further analysis was completed for the purposes of this basic evaluation. Using the methods described in this document, the capacity of a theoretical 55-foot

building would be exceeded by Eimskip's customers between 2024 and 2030, depending on which projection (exponential or straight-line) was used. A tabulated summary of when the capacities of the 45-foot and 55-foot building examples would be exceeded is presented below:

Building Height	Year Capacity Exceeded: Exponential Projection	Year Capacity Exceeded: Straight-line Projection
45 Feet	2023	2027
55 Feet	2024	2030

Findings and Conclusion

The following findings were developed in accordance with the results of this basic modeling effort:

- Consistent with the data presented in this document and on the enclosed chart, Eimskip's freight growth forecast, the projection of increased freight volume and resulting cold storage capacity need based on 2014 through 2016 container data, and the growth of port calls by Eimskip vessels in Portland all show an increasing need for cold storage capacity.
- Based on the estimated growth in Eimskip's customer's cold storage needs as assessed using the referenced data sources, the capacity of 45-foot building example would be exceeded between 2023 and 2027. This range represents results generated by what may be considered optimistic and conservative projection methods, and the most likely result is probably within that range.

It is pertinent to recognize that Eimskip's projection of their customer's future cold storage need, and when that need will exceed the capacity of the 45-foot building example, falls within the range described above.

- At least 50% of the capacity of the proposed 65-foot building would be occupied Eimskip's customer's freight between approximately 2020 and 2022. Therefore, the majority of the proposed building would be occupied by marine-related uses in a relatively short time following the completion of construction.

Consistent with the findings of this analysis, the following conclusion was derived:

- A building that is limited to 45 feet in height, with a resulting capacity of 10,860 pallet positions, would be insufficient to fill Eimskip's cold storage needs beyond a date ranging from 2023 to 2027. As such, continuing to limit the allowable height for buildings in the Waterfront Port Development Zone to 45 feet would increase the risk of losing Eimskip as a container shipping partner for the Port of Portland.

It is relevant to note that this conclusion has been drawn based only on Eimskip's customer's needs, and multiple additional users are anticipated for the proposed facility. Therefore, it is possible that the capacity of the 45-foot building example will be exceeded by customer needs prior to 2023.

Enclosures

Eimskip Temperature Controlled Needs Estimates Based on Eimskip Growth Predictions and 2014-2016 Maine Port Authority Container Shipment Data

Projection of Cold Storage Need in Pallet Positions (PP) Relative to a 45-foot Building Example Based on 2014 Through 2016 Container Shipment Data and Eimskip's Estimated 3-5 and 10-Year Growth Projections

Eimskip Temperature Controlled Needs Estimates Based on Eimskip Growth Predictions and
2014-2016 Maine Port Authority Container Shipment Data

Estimate of Pallet Positions Required to Meet Eimskip's Customer's Immediate and Future Needs Based on Growth Predictions Provided by Eimskip	
Total Number of Pallet Positions in Proposed 65-foot Building (PP)	15,864
Immediate Need (% of total proposed PPs)	30%
Immediate Need (PP)	4,760
Eimskip Projected Need in 3-5 Years (% of total proposed PP)	50%
Eimskip Projected Need in 3-5 Years (PP)	7,932
Eimskip Projected Need in 10 Years: 3X Current Need (PP)	14,280
Percent of Proposed 65-foot Building Projected to be Occupied by Eimskip's Customers in 10 Years	90%
PPs in 45-foot Building Example	10,860
Difference Between PPs in 45-foot Building Example and Capacity Required to Fill Projected Need in 10 Years	(3,420)

Estimate of Pallet Positions Required to Meet Eimskip's Customer's Needs Based on 2014 Container Shipment Data	
Annual Total: 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	3,999
Annual Total: 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	690
Annual Total: Pallets Shipped Through the Port via Eimskip (Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	86,880
Annual Total: Pallets Shipped Through the Port that Would Require Cold Storage (35% of Annual Total)	30,408
Annual Total: Pallets that Would Utilize the Proposed Facility (60% of Total Pallets that Would Require Cold Storage)	18,245
Utilization Rate	80%
Using Projected Turnover and Utilization Rates, Average Required Capacity at Any Point During the Year (PP)	2,851
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	26%

Estimate of Pallet Positions Required to Meet Eimskip's Customer's Needs Based on 2015 Container Shipment Data	
Annual Total: 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	4,471
Annual Total: 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	835
Annual Total: Pallets Shipped Through the Port via Eimskip (Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	97,770
Annual Total: Pallets Shipped Through the Port that Would Require Cold Storage (35% of Annual Total)	34,220
Annual Total: Pallets that Would Utilize the Proposed Facility (60% of Total Pallets that Would Require Cold Storage)	20,532
Utilization Rate	80%
Using Projected Turnover and Utilization Rates, Average Required Capacity at Any Point During the Year (PP)	3,208
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	30%

Estimate of Pallet Positions Required to Meet Eimskip's Customer's Needs Based on 2016 Container Shipment Data	
Annual Total: 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	5,211
Annual Total: 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	1,457
Annual Total: Pallets Shipped Through the Port via Eimskip (Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	118,790
Annual Total: Pallets Shipped Through the Port that Would Require Cold Storage (35% of Annual Total)	41,577
Annual Total: Pallets that Would Utilize the Proposed Facility (60% of Total Pallets that Would Require Cold Storage)	24,946
Utilization Rate	80%
Using Projected Turnover and Utilization Rates, Average Required Capacity at Any Point During the Year (PP)	3,898
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	36%

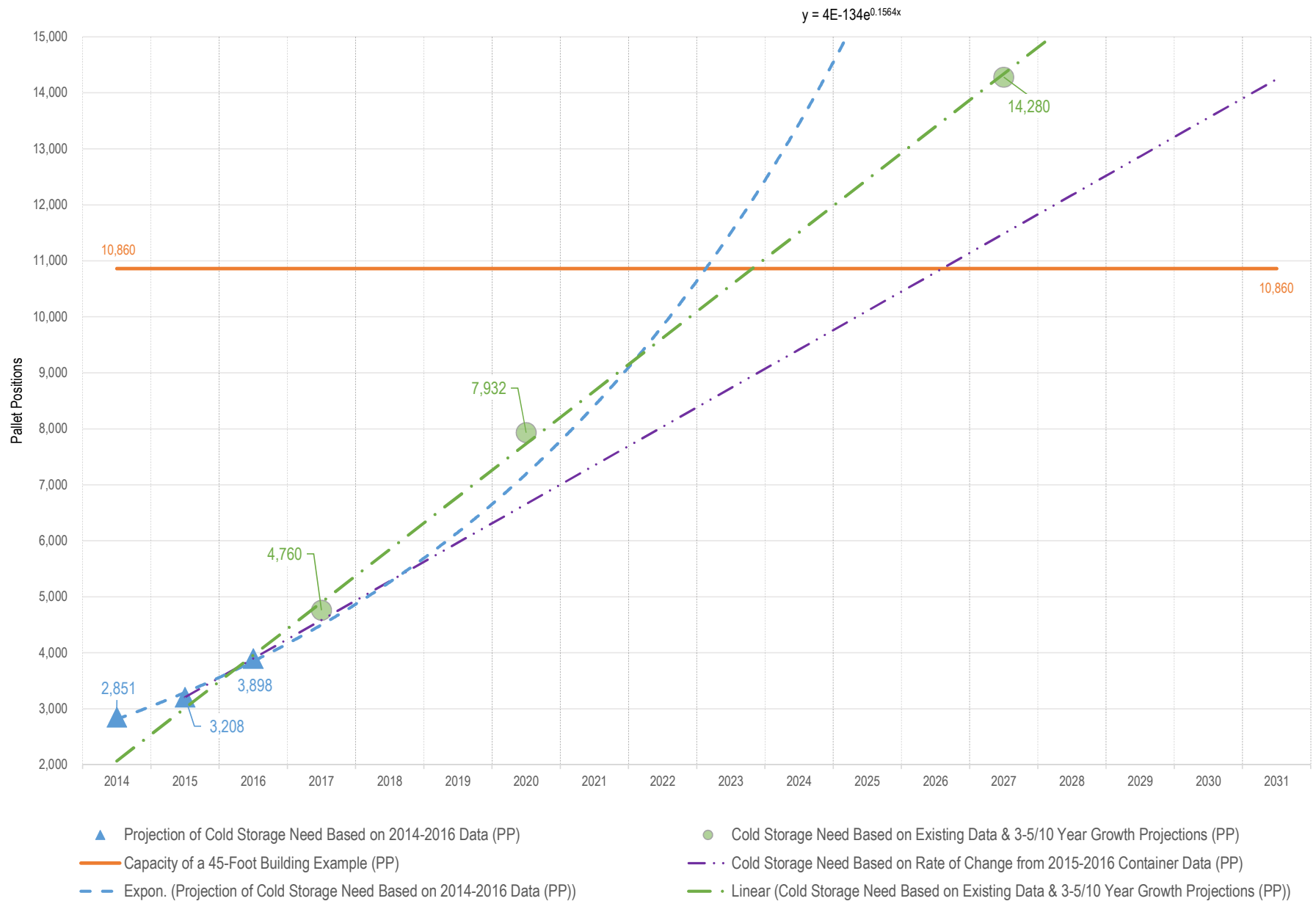
Percent of Proposed 65-foot Building and 45-foot Building Example Filled by Eimskip Using Reported Immediate Need, 3 to 5-year, and 10-year Growth Predictions		
Year	Percent of 45-foot Building Example Filled	Percent of Proposed 65-foot Building Filled
2017	44%	30%
2018		
2019		
2020	73%	50%
2021		
2022		
2023		
2024		
2025		
2026		
2027	131%	90%

Percent of Proposed 65-foot Building and 45-foot Building Example Filled by Eimskip Using Container Data: Exponential Projection		
Year	Percent of 45-foot Building Example Filled	Percent of Proposed 65-foot Building Filled
2014	26%	18%
2015	30%	20%
2016	36%	25%
2017	41%	28%
2018	49%	34%
2019	58%	40%
2020	69%	47%
2021	80%	55%
2022	95%	65%
2023	112%	76%

Percent of Proposed 65-foot Building and 45-foot Building Example Filled by Eimskip Using Container Data: Straight Line Projection		
Year	Percent of 45-foot Building Example Filled	Percent of Proposed 65-foot Building Filled
2014	26%	18%
2015	30%	20%
2016	36%	25%
2017	42%	29%
2018	49%	33%
2019	55%	38%
2020	61%	42%
2021	68%	46%
2022	74%	51%
2023	80%	55%
2024	87%	59%
2025	93%	64%
2026	99%	68%
2027	106%	72%

- Information Provided by Eimskip:**
- 1. Immediate cold storage need would fill 30% of the proposed facility capacity. In 3-5 years, this need will grow to 50% of the proposed facility capacity. In 10 years, the need will be three times the immediate need.
 - 2. 35% of total freight shipped by Eimskip would have the need for cold storage.
- Information Provided by Americold:**
- 1. Based on anticipated customer mix, the proposed facility would turn inventory over 8 times per year.
- Woodard & Curran Assumptions:**
- 1. 60% of total freight that would require cold storage would utilize the proposed facility. This is the average of the Maine Port Authority goal (100%) and an estimate provided by West End resident Mark McCain (20%).
 - 2. In order to efficiently operate the facility, a utilization rate of 80% was used to forecast the number of pallet positions that would be required to support the product storage demand.

**Projection of Cold Storage Need in Pallet Positions (PP) Relative to a 45-foot Building Example
Based on 2014 Through 2016 Container Shipment Data and Eimskip's Estimated 3-5 and 10-Year Growth Projections**



July 13, 2017

I have been involved in commercial fisheries for the past 28 years. I've witnessed the decline of groundfish landings at the Portland Fish Exchange, from 30 million pounds per year in the early 1990's to about 3 million pounds annually since 2015. Despite this steady decline, Portland seafood processors have been able to maintain production, sales and jobs by supplementing fresh fish with frozen fish.

These processors not only use frozen seafood products but create ready-to-prepare frozen lobster tails, lobster meat, fish fillets and minimally processed seafood that require a local, deep-freeze storage facility.

But the lack of a public, deep-freeze facility in the state has been difficult for these companies, which are forced to truck seafood to deep-freeze facilities in Massachusetts and back again to Maine. The additional cost of trucking reduces their margins, giving out-of-state processors a competitive edge in the marketplace.

These Maine businesses could very well have relocated to Massachusetts, taking advantage of better freezer infrastructure and reduced transportation costs. But the owners are committed to maintaining a presence here in Portland, keeping jobs here and the economic return local.

Now there is an opportunity to provide a level playing field for Maine businesses. The Portland Planning Board is considering a zoning change that would allow for the construction of a freezer warehouse adjacent to the container terminal on West Commercial Street.

I ask that residents of the City of Portland support the zoning change and recognize the economic contributions that these companies give to the city's economy.

This freezer facility is not just about seafood processors' needs. Farmers who grow fruits and vegetables, such as blueberries, cranberries, broccoli and potatoes, would benefit from a dedicated deep-freeze facility. Its location adjacent to the container terminal and a rail line would open new domestic and international markets.

Eimskip, one of the world's premier shipping lines for moving frozen seafood, has committed to establishing its North American container operations in Portland. A freezer building is needed to ensure that Eimskip is fully operational for handling freezer containers.

Eimskip cargo volumes are growing, and the company hopes in the near term to schedule ship calls every week. Weekly calls are important because most companies send and receive cargo on a weekly schedule. This new schedule, however, hinges upon a freezer facility being available.

As a Portland resident and property owner since 1990, I have watched Portland's economic climate surge and retreat numerous times. The current housing building boom has created temporary jobs and expanded the tax base, but no real long-term jobs are being created. While the restaurant scene is thriving, not everyone wants to wait on tables or work in a kitchen. We need a diverse economy that provides many kinds of jobs.

I am also concerned about the direction of the waterfront economy, which in recent years has shifted from commercial to recreational uses.

With that shift, jobs have been added and lost. For the Port of Portland to be economically diverse, good-paying, industrial jobs need to be added.

A deep-freeze facility would create construction jobs, administrative jobs, dock worker jobs, trucking jobs, and seafood processing jobs.

The beautiful city we know today is a product of its historic seaport. Our waterfront for centuries has served as a hub for cargo transportation, fishing and industry. While we have added tourism dollars to our economy, we should not turn our backs on our heritage. There is room for both.

I can understand the Western Promenade abutters concerns. They say they support cold storage but not at the capacity proposed. But a smaller capacity is not economically competitive and therefore not viable. A sound assumption is that this facility will experience strong demand once constructed.

This proposed freezer plant is a generational opportunity for the City of Portland and the State of Maine. This is an opportunity to make our port more economically diverse and to create a robust waterfront economy.

Sincerely,

Bert Jongerden, General Manager of the Portland Fish Exchange and Harbor Commissioner for the Port of Portland



MAINE

Lobstermen's Association, Inc.

2 Storer St, Ste 203 * Kennebunk, ME 04043
207-967-4555 * 866-407-3770 * www.maine lobstermen.org

To: Chair Elizabeth Boepple and Members of the Portland Planning Board
c/o William Needleman
City of Portland Planning Department
Portland City Hall
390 Congress Street
Portland, ME 04101

July 14, 2017

Dear City of Portland Planning Department:

The Maine Lobstermen's Association (MLA) supports the construction a cold storage warehouse on the Portland waterfront. Creating this critical infrastructure is important to the continued stability and growth of the Maine lobster industry.

Cold storage facilities are part of the critical infrastructure that supports the economic health of Maine's \$550 million lobster fishery. However, the state currently lacks affordable deep-freeze warehouse space. Due to this shortage, Maine's lobster industry is disadvantaged because our lobster companies often must truck frozen lobster meat to cold storage warehouses in the Boston area and then truck the meat back to Maine for distribution. The additional expense of trucking and storing adds costs, making Maine lobster less competitive in the marketplace.

Portland is now a growing hub for frozen lobster exports to Europe in refrigerated containers on Eimskip vessels. The location of a warehouse adjacent to the Portland container terminal would create economic efficiencies and result in lower storage and transportation costs for the industry.

In addition to benefitting the supply side of our industry, a Portland-based cold storage facility will also directly benefit Maine lobstermen. Our lobstermen are increasingly dependent on frozen bait as supplies of more traditional fresh baits have become less stable. The construction of a cold storage facility on the Portland waterfront would provide additional public cold storage warehouse capacity of 15,800 pallets. The waterfront location would make it easier for Portland bait dealers and fishermen to store and access bait supplies.

I want to thank board members and city staff for all the time you have spent working on this important project. Thank you for your consideration.

Sincerely,

Patrice McCarron
Executive Director

Materials from May 18, 2017, Planning Board Workshop

Economic Impact of IMT Expansion

Agriculture Letter of Support

DECD Letter of Support

Why Does the Cold Storage Warehouse have to be 65 Feet Tall?

Economic Competitiveness Model

Is a 45-foot Warehouse Big Enough to Meet Eimskip's Needs?

Eimskip Needs Model

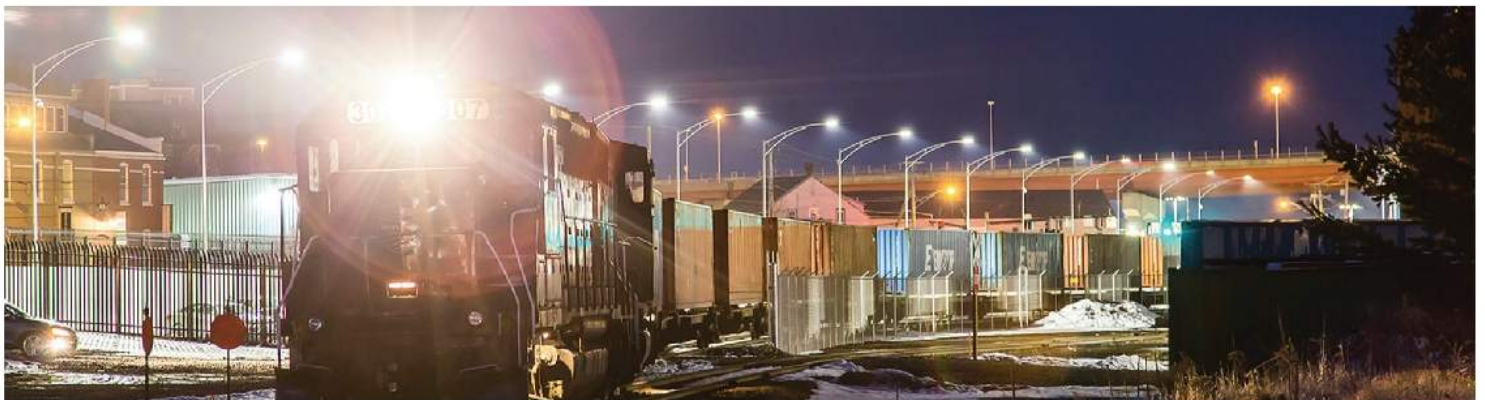
Cold Storage Economic Impact Study for Portland Maine Spring 2017 USM

MBA

USM 2017 Cold Storage Presentation



Economic Impact of the International Marine Terminal Expansion May 2017



I. Executive Summary

The purpose of this report is to quantify the economic, environmental, and transportation benefits associated with the expansion of the International Marine Terminal (IMT) in Portland, Maine. In 2009, Maine was awarded \$5 million from a Federal TIGER I grant for port improvements, which it has since leveraged into \$40 million more of State, Federal, and private investment. Through these investments, infrastructure for rail, truck, and ship transportation have been consolidated in one location, restoring the port's historic national and international trade routes. With another \$30 million in private investment on the horizon, this report quantifies the non-construction impacts of the IMT expansion once full buildout is achieved, including direct, indirect, and induced benefits. Post construction, the IMT is expected to generate 959 jobs, \$47 million in wages, and \$77 million in Gross Domestic Product, which equals \$171 million in total annual impact to the state of Maine.

Annual Economic Impact of International Marine Terminal Expansion

Component	Jobs	Wages	GDP	Total impact
Port Operations				
International Marine Terminal operations	272	\$12,744,608	\$17,692,576	\$35,117,341
Economic				
Value of manufactured goods	687	\$34,581,002	\$59,352,970	\$93,933,972
Environmental				
Reduction in mortality, injury and property damage				\$2,586,770
Reduction in highway maintenance costs				\$8,942,377
Diesel fuel saved				\$18,859,762
Reduction in truck noise				\$855,048
Reduction in emissions and CO2				\$11,282,728
Total	959	\$47,325,610	\$77,045,546	\$171,577,998

These analyses have been generated independently by three agencies:

- **Maine Office of Policy and Management (OPM)** prepared the analysis of the economic impact of the IMT operations in 2015 and 2018, including vessel and marine terminal activities and the build out of the cold storage operations. Home to the State Economist, OPM was established by the Legislature in 2012 to help implement the policies of the Executive branch, including achievement of Maine's long-term economic goals.
- **Greater Portland Council of Governments (GPCOG)** prepared the analysis of economic impacts generated by Maine businesses shipping or receiving goods through the port. Established in 1969, GPCOG is the regional planning agency for cities and towns in Cumberland County.
- **Maine Department of Transportation (MaineDOT)** prepared the analysis of environmental benefits associated with shifting cargo from truck to ship and rail. MaineDOT is a cabinet-level state agency charged with maintaining a statewide transportation system that serves all modes of travel.

This work was performed as an in-kind service to the state of Maine and the city of Portland and not as a fee-for-service product.

II. History

For four centuries, the Port of Portland has served as the gateway to the North Atlantic. Destroyed by war and fire, Portland was rebuilt four times because of its geographic advantage: protected by over 300 islands and ice-free in the winter time, the harbor is one sailing day closer to Europe than any other port on the Eastern seaboard. Before the Civil War, Portland and Maine's coastal communities supplied 50% of the nation's groundfish. From 1850-1920, Portland served as Canada's winter port, warehousing grain railed down from Western Canada for export to Europe. During World War II, Portland served as the headquarters for the North Atlantic Fleet, staging Armed Forces bound for fronts in Europe and North Africa. In addition, 30,000 residents were employed in building the nation's Liberty ships, temporarily boosting the city's population to 100,000 people.

Following the war, the Port of Portland succumbed to a serious slide begun a generation earlier. Its geographic advantage was displaced by the Panama Canal, rise of the West, and construction of competing ports in Halifax and Saint John. While container technology was launched in Boston in 1966, it did not reach Portland until 1980. By then, however, Portland had lost all shipping routes to Europe and the Northeast. Even fisheries were embroiled in crisis. Due to Federal regulation governing the depletion of fish stocks, Portland's fleet shrank to 200 fishermen landing 5 million pounds, down from 102 million in 1950.

Redevelopment was challenged by environmental issues. By the 1970's, Portland was still dumping 14 million gallons of raw sewage into the harbor on a daily basis. Maintenance dredging was stymied by concentrations of heavy metals, the legacy of an era when railyards, shipyards, tanneries, and foundries discharged directly into Casco Bay. By 1978, the Federal government described Portland's waterfront as the "most dilapidated" on the East Coast. From 1944 to 2010, the port was the subject of over 50 reports and planning studies. Desperate to preserve the working waterfront until fortunes changed, Portland residents voted 2-1 in 1987 to enact a moratorium on all new construction.

By the late 1970's, MaineDOT outlined a "three port strategy" to promote industrial development in Portland, Searsport, and Eastport. In 2013, IMT upgrades attracted Eimskip, a logistics company from Iceland, which not only re-established container service to Europe for the first time in 30 years but chose to make Portland its U.S. headquarters. This commitment has leveraged another \$40 million for the following completed or planned improvements:

- Construction of modern terminals for port headquarters, operations, and maintenance
- Demolition of the old ferry buildings, including operations, customs, and maintenance
- Acquisition of 18 acres of abutting land to double the physical footprint of the IMT
- Installation of reefer plugs to permit temporary cold storage of food and beverage products
- Rebuilding the ferry terminal parking lot to support heavy cargo operations
- Creation of a secure 24/7 truck transfer facility
- Relocation of Unitil and NGL Supply Terminal Company, providers of natural and liquefied gas
- Construction of 4,100 linear feet of track to connect the IMT to the National Rail System
- Purchase of a second mobile harbor crane for lifting containers to and from vessels
- Purchase of a new rail packer to load containers onto railcars

Now, the IMT is poised to support a warehouse that will fill a critical gap in global cold chain logistics while supporting the growth of Maine's biotechnology and food and beverage industries.

III. Operations Impact

The most basic analysis of the IMT expansion is to quantify the impacts associated with its function as an intermodal facility. When fully built out, the IMT will directly support permanent jobs and annual expenditures associated with cargo handling, management of the facility and vessel related operations. These direct impacts will exert a ripple effect throughout the regional economy. These multiplier effects, generated by an Input-Output (I-O) software model known as IMPLAN, include:

- **Indirect impacts**, which are the change in sales, income and jobs associated with businesses that supply goods and services to the IMT
- **Induced impacts**, which are the changes in economic activity that result from the spending of wages and salaries for employees of the directly and indirectly affected industries

These value-added measures are added together with labor income to represent the total Output. This output does not include any jobs associated with capital expenditures to build IMT infrastructure or facilities.

The value of each operational component was calculated separately and added together. These components include the following:

- **Vessel operations**, including expenditures for longshoreman and local management associated with vessel operations.
- **Terminal operations**, including expenditures associated with managing and maintaining the terminal facility.
- **MaineDOT oversight** by employees working on IMT related projects, plus outside legal counsel.
- **Cold storage operations**, including projections for ongoing employment and expenditures in 2018 by the private firm that will operate the warehouse.

This analysis incorporates the following assumptions:

- The cold storage warehouse will be operational by 2018 and is projected to generate nearly \$2 million in local expenditures, excluding capital spending
- Continued mid-teens percentage growth rates in container shipments will lead to greater utilization of longshoreman and higher compensation per worker
- Employment associated with vessel operations will increase according to IMT projections
- IMT expenditures will grow at 10% per year through 2018
- Expenditures and purchases flowing to out of state contractors and businesses are assumed to not recirculate locally
- Types of spending, whether for utilities or engineering, have different multiplier effects on the regional economy
- Jobs and employment figures represent head count as opposed to full time equivalents

The results show that the IMT has a sizeable and rapidly growing impact on the local economy. By 2018, the IMT operations discussed above are expected to support 272 jobs in Maine, \$17.7 million in value-added activities and \$35 million in output. This represents 85%-100% growth from 2015 economic impact estimates.

Summary (direct, indirect, induced effects combined)		
	2015	2018
Employment	132	272
Labor Income	\$ 6,786,684	\$ 12,370,607
Value-added	\$ 9,337,180	\$ 17,281,631
Output	\$ 17,846,744	\$ 35,338,397

The operations impact analysis in this section was prepared by the Maine Office of Policy and Management.

IV. Economic Impact

In 2016, Maine exported \$2.86 billion in goods to foreign markets. Prior to the IMT's expansion, Maine businesses faced limited export options. While 87% of freight flows through the state by truck, exports could also leave the state by air as belly freight or commercial cargo; by rail to ports in Canada and the Northeast; or by pipeline to Canada. In addition, certain kinds of bulk cargo, like pulp, could be exported from Sprague's Merrill Marine Terminal in Portland. As part of *Maine's Integrated Freight Strategy* (2014), the MaineDOT conducted a survey of 526 businesses, eliciting a 25% response rate. When asked which ports were used for exports, Canadian ports topped the list, followed by New York, New Jersey, and Boston. Now, for the same \$2,000 to send a truck to the Port of New York plus the cost of shipping overseas, a Maine business can ship a container directly from Portland to Europe. With savings of time and money, Maine businesses are bound to change their business model to incorporate a trade route that has not been available for over 30 years. For businesses, the value is not just in one particular mode of travel, but the efficiency in having all modes consolidated in one location, along with critical infrastructure, such as cold, dry, and temporary storage.

Several businesses have already taken advantage of the operational efficiencies associated with the IMT expansion. Although L.L. Bean still uses the Port of New York for Asian imports, it trucks containers to the IMT's bonded warehouse where they can clear customs faster in Portland than the Big Apple. In addition, Poland Spring now sends bottled water from its Kingfield and Hollis plants to the IMT to take advantage of transportation options by rail and ship. On a smaller scale, Maine's brewers are working with Eimskip to ship craft beer to Iceland and the United Kingdom by container. These businesses have changed the way they do business because it saves them time and/or money, or because doing so increases the value of their brand. With these savings, it stands to reason that Maine businesses that already export will boost production.

Current exporters include manufacturers of food and beverage, forest products, household goods, construction materials, and biomedical kits. New production is reflected in the final market value, or GDP, of manufactured goods. To quantify net new production, the following assumptions were made:

- As the IMT increases in efficiency, it will attract an increasing share of freight, reaching 35,000 containers by 2025, which represents a 20% increase each year.
- About 20% of the IMT's freight is generated by Maine businesses, and this share will increase to 30% by 2025
- Due to savings of money or time, Maine businesses will increase their volume of exports as much as 30% by 2025
- Each loaded container is valued at \$50,000 but will increase over time with the rate of inflation
- One Maine manufacturing job generates \$56,160 in wages and \$116,314 in market value, totaling \$340,107 in direct impact
- This direct impact exerts a multiplier effect of 2.06 in indirect and induced impacts

Under these assumptions, various scenarios were generated, including a "low" scenario, where only 20% of the IMT's throughput originates in Maine and 10% is net new production, to a "high" scenario where 30% of the IMT's throughput originates in Maine and 30% is net new production. For the purposes of this analysis, the midpoint of the range was chosen, leading to the conclusion that by 2020, the IMT expansion will stimulate \$40 million in net new production. Through multiplier effects, the net impact will be 687 jobs, \$34 million wages, and \$59 million in GDP, for a total impact of \$94 million.

The economic impact analysis in this section was prepared by the Greater Portland Council of Governments.

Market Value of Goods Shipped via the International Marine Terminal (IMT)

	2016	2020	2025
Number of containers	6,700	13,893	34,571
Average value	\$50,000	\$57,500	\$62,500
Value of freight at IMT	\$335,000,000	\$798,854,400	\$2,160,658,022
Percent of freight originating from Maine*	Low 20%	Medium 25%	High 30%
Market Value 2016	\$67,000,000	\$83,750,000	\$100,500,000
Market Value 2020	\$159,770,880	\$199,713,600	\$239,656,320
Market Value 2025	\$432,131,604	\$540,164,506	\$648,197,407
Percent of Maine freight that is net new*	Low 10%	Medium 20%	High 30%
Market Value 2016	\$6,700,000	\$16,750,000	\$30,150,000
Market Value 2020	\$15,977,088	\$39,942,720	\$71,896,896
Market Value 2025	\$43,213,160	\$108,032,901	\$194,459,222

* Estimates

Low (2016)				
	Employment	Earnings	GDP	Output
Direct	58	\$3,234,964	\$6,700,000	\$9,934,964
Indirect + Induced	58	\$2,565,661	\$3,255,879	\$5,821,540
Total	115	\$5,800,624	\$9,955,879	\$15,756,504
Medium (2016)				
	Employment	Earnings	GDP	Output
Direct	144	\$8,087,409	\$16,750,000	\$24,837,409
Indirect + Induced	144	\$6,414,152	\$8,139,698	\$14,553,850
Total	288	\$14,501,561	\$24,889,698	\$39,391,259
High (2016)				
	Employment	Earnings	GDP	Output
Direct	259	\$14,557,336	\$30,150,000	\$44,707,336
Indirect + Induced	259	\$11,545,473	\$14,651,457	\$26,196,930
Total	518	\$26,102,810	\$44,801,457	\$70,904,266
Low (2020)				
	Employment	Earnings	GDP	Output
Direct	137	\$7,714,224	\$15,977,088	\$23,691,312
Indirect + Induced	137	\$6,118,177	\$7,764,100	\$13,882,277
Total	275	\$13,832,401	\$23,741,188	\$37,573,589
Medium (2020)				
	Employment	Earnings	GDP	Output
Direct	343	\$19,285,559	\$39,942,720	\$59,228,279
Indirect + Induced	343	\$15,295,443	\$19,410,250	\$34,705,693
Total	687	\$34,581,002	\$59,352,970	\$93,933,972
High (2020)				
	Employment	Earnings	GDP	Output
Direct	618	\$34,714,006	\$71,896,896	\$106,610,902
Indirect + Induced	618	\$27,531,798	\$34,938,450	\$62,470,248
Total	1,236	\$62,245,804	\$106,835,346	\$169,081,150
Low (2025)				
	Employment	Earnings	GDP	Output
Direct	372	\$20,864,627	\$43,213,160	\$64,077,787
Indirect + Induced	372	\$16,547,808	\$20,999,528	\$37,547,335
Total	743	\$37,412,434	\$64,212,688	\$101,625,122
Medium (2025)				
	Employment	Earnings	GDP	Output
Direct	929	\$52,161,567	\$108,032,901	\$160,194,468
Indirect + Induced	929	\$41,369,519	\$52,498,819	\$93,868,338
Total	1,858	\$93,531,086	\$160,531,720	\$254,062,806
High (2025)				
	Employment	Earnings	GDP	Output
Direct	1,672	\$93,890,821	\$194,459,222	\$288,350,043
Indirect + Induced	1,672	\$74,465,134	\$94,497,874	\$168,963,008
Total	3,344	\$168,355,955	\$288,957,096	\$457,313,051

V. Environmental Impacts

The IMT expansion will not only boost manufacturing production, it will bring savings to Maine in the form of reduced social and environmental harm. Most of these savings can be attributed to a singular fact: moving freight by truck has a higher cost to society than movements by ship or rail. These costs include a higher rate of mortality, bodily injury and property damage; higher highway maintenance costs; higher consumption of diesel fuel per ton mile; increased noise; and higher emissions. According to the MaineDOT, the IMT expansion will eliminate 234 million truck-miles from the highway system over a period of 20 years. The cost savings associated with shifting this volume of freight from truck to ship or rail will be widely distributed throughout society: saving lives is an obvious boon for families and employers while a reduction in emissions improves air quality for everyone. Most of the calculations outlined below are derived from the Benefit Cost Resource Guide developed by the U.S. Department of Transportation for the analysis of transportation projects submitted to its Fast Lane program.

Reduction in mortality, injury and property damage: According to the Federal Motor Carrier Safety Administration, for every 100 million vehicle miles traveled, 1.79 trucks are involved in fatal crashes and 29.1 in crashes that result in bodily injury and/or property damage. Every life saved is valued at \$9.6 million, while the value of preventing bodily injury is \$119,433, and property damage, \$18,480.

Reduction in highway maintenance costs: A passenger car weighs 4,000 pounds, and a fully loaded tractor-trailer, 80,000 pounds. Because of the difference in weight, it would take 9,600 cars to cause the same amount of damage to pavement as one 18-wheeler. Each truck removed from the highway saves \$.01 per ton mile in maintenance costs. By 2020, savings will total \$8,942,377 per year.

Diesel fuel saved: Before the IMT expansion, Maine goods left the U.S. primarily through ports in Canada, Boston, New York, and New Jersey. Bringing goods to Portland by truck or rail will save millions in diesel fuel, not to mention the time associated with travel and congestion. For this analysis, MaineDOT used an average diesel fuel price of \$3.12 per gallon.

Reduction in truck noise: The impact of traffic noise is less tangible than other metrics. While noise affects public health, including hearing, sleep, and a personal sense of safety, it is reflected in societal terms by lower property values. In monetary terms, noise is valued at \$0.06 per vehicle mile saved.

Reduction in emissions and CO₂: Emissions generate pollutants that pose a threat to public health and the environment, including carbon monoxide (CO), lead (Pb), nitrogen dioxide (NO₂), ozone (O₃), particulate matter (PM), and sulfur dioxide (SO₂). The value of reducing emissions has been monetized as follows: \$47 per metric ton of carbon dioxide (CO₂); \$1,844 per metric ton of Volatile Organic Compounds (VOCs); \$7,266 per metric ton of nitrogen oxide (NO_x); \$42,947 per metric ton of SO₂; and \$332,405 per short ton of PM.

For purposes of this analysis, the base year of 2020 was used, which is when the IMT is expected to achieve operational efficiency. By 2020, the IMT expansion will save \$42 million in social and environmental costs.

Monetized values of social and environmental outcomes associated with transportation projects

Table 1. Recommended Monetized Values

Cost/Benefit Category	Recommended Monetized Value(s)	Reference and Notes																												
Value of Statistical Life (VSL)	\$9,600,000 per fatality (\$2015)	<i>Guidance on Treatment of the Economic Value of a Statistical Life in U.S. Department of Transportation Analyses (2016)</i> https://www.transportation.gov/office-policy/transportation-policy/2016-vsl-guidance																												
Cost/Benefit Category	Recommended Monetized Value(s)	Reference and Notes																												
Value of Injuries	<table><thead><tr><th>AIS Level</th><th>Severity</th><th>Fraction of VSL</th><th>Unit value (\$2015)</th></tr></thead><tbody><tr><td>AIS 1</td><td>Minor</td><td>0.003</td><td>\$ 28,800</td></tr><tr><td>AIS 2</td><td>Moderate</td><td>0.047</td><td>\$ 451,200</td></tr><tr><td>AIS 3</td><td>Serious</td><td>0.105</td><td>\$ 1,008,000</td></tr><tr><td>AIS 4</td><td>Severe</td><td>0.266</td><td>\$ 2,553,600</td></tr><tr><td>AIS 5</td><td>Critical</td><td>0.593</td><td>\$ 5,692,800</td></tr><tr><td>AIS 6</td><td>Not survivable</td><td>1.000</td><td>\$ 9,600,000</td></tr></tbody></table>	AIS Level	Severity	Fraction of VSL	Unit value (\$2015)	AIS 1	Minor	0.003	\$ 28,800	AIS 2	Moderate	0.047	\$ 451,200	AIS 3	Serious	0.105	\$ 1,008,000	AIS 4	Severe	0.266	\$ 2,553,600	AIS 5	Critical	0.593	\$ 5,692,800	AIS 6	Not survivable	1.000	\$ 9,600,000	<i>Guidance on Treatment of the Economic Value of a Statistical Life in U.S. Department of Transportation Analyses (2016)</i> https://www.transportation.gov/office-policy/transportation-policy/2016-vsl-guidance NOTE: Accident data (particularly those provided through law enforcement records) are typically reported as a single number (e.g. "X number of crashes in Year Y") and/or on the KABCO scale of crash severity. Applicants should convert these values to the AIS scale before applying the recommended monetized values. See Part II Section 3 ("Converting Available Accident Data into AIS Data").
AIS Level	Severity	Fraction of VSL	Unit value (\$2015)																											
AIS 1	Minor	0.003	\$ 28,800																											
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Property Damage Only (PDO) Crashes	\$4,198 per vehicle (\$2015)	<i>The Economic and Societal Impact of Motor Vehicle Crashes, 2010</i> NOTE: Basis is PDO value of \$3,862 (\$2010) per vehicle involved in a PDO crash is an updated value currently used by NHTSA and based on the methodology and original 2000 dollar value referenced in <i>The Economic and Societal Impact of Motor Vehicle Crashes, 2010</i> (revised May 2015), Page 12, Table 1-2, Summary of Unit Costs, 2000". The Resource Guide converted this value into 2015 dollars.																												

Cost/Benefit Category	Recommended Monetized Value(s)	Reference and Notes																																																																																						
Damage Costs for Criteria Air Pollutant Emissions	<table><tr><th>Emission Type</th><th>\$ / short ton (\$2015)</th></tr><tr><td>Carbon dioxide (CO₂)</td><td>(varies)*</td></tr><tr><td>Volatile Organic Compounds (VOCs)</td><td>\$1,844</td></tr><tr><td>Nitrogen oxides (NOx)</td><td>\$7,266</td></tr><tr><td>Particulate matter (PM)</td><td>\$332,405</td></tr><tr><td>Sulfur dioxide (SOx)</td><td>\$42,947</td></tr></table> * See "Social Cost of Carbon (3%)" values below.	Emission Type	\$ / short ton (\$2015)	Carbon dioxide (CO ₂)	(varies)*	Volatile Organic Compounds (VOCs)	\$1,844	Nitrogen oxides (NOx)	\$7,266	Particulate matter (PM)	\$332,405	Sulfur dioxide (SOx)	\$42,947	Corporate Average Fuel Economy for MY2017-MY2025 Passenger Cars and Light Trucks (August 2012), page 922, Table VIII-16, "Economic Values Used for Benefits Computations (2010 dollars)" http://www.nhtsa.gov/staticfiles/rulemaking/pdf/cafe/FRIA_2017-2025.pdf The Resource Guide converts these values into 2015 dollars. NOTE: Emissions units are frequently reported in "tons," but it is important to distinguish between short tons and metric tons. Carbon dioxide emissions (as reported in the SCC guidance and elsewhere) are typically reported in metric tons, whereas emissions for VOCs, NOx, PMs, and SOx are usually measured in short tons. A short ton is 2,000 lbs., while a metric ton is 1,000 kg, equivalent to approximately 2,203 lbs.																																																																										
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The environmental impact analysis in this section was prepared by the Maine Department of Transportation.



PAUL R. LEPAGE
GOVERNOR

STATE OF MAINE
DEPARTMENT OF AGRICULTURE, CONSERVATION & FORESTRY
OFFICE OF THE COMMISSIONER
22 STATE HOUSE STATION
AUGUSTA, MAINE 04333

WALTER E. WHITCOMB
COMMISSIONER

April 4, 2017

To: Chair Elizabeth Boepple and Members of the Portland Planning Board
c/o William Needleman
City of Portland Planning Department
Portland City Hall
390 Congress Street
Portland, ME 04101

Via email -- wbn@portlandmaine.gov

I am writing to support the zoning change that would allow Americold to build a cold storage warehouse on the Portland waterfront. As Commissioner of the Maine Department of Agriculture, Conservation and Forestry, I am frequently asked to provide the perspective of Maine's food producers and I'm anxious to add their insights to the cold storage discussion.

The construction of a modern cold storage warehouse in the proposed location would bring significant benefits to farmers and food processors throughout Maine. The proposed facility would address the missing link in the shortage of warehouse space in the state and lower the cost of storing perishable Maine products, including fruit, vegetables, seafood and meat.

During the critical harvest period the shortage of warehouse space forces Maine wild blueberry growers to sometimes truck their harvested fruit hundreds of miles to be frozen quickly. Capacity to rapidly freeze is a very important component for buyers of Maine blueberries. Plus extra trucking costs make Maine blueberries less competitive in all markets and the added road miles add to the carbon footprint of Maine growers.

The proposed Americold warehouse would be in the perfect location. It is in the best possible place for swiftly and efficiently moving Maine refrigerated cargo to domestic markets via ship, rail, and truck and to opening up new international markets by allowing more cargo access to Eimskip and its international routes. The proposed waterfront location is an answer to the needs of many of Maine's food producers. (I also strongly believe that the presence of the warehouse will attract other food products and maritime shippers for these products to the Port of Portland.)

Location is not our only concern, however. The warehouse must be large enough to operate efficiently and to provide affordable, i.e. competitive, storage fees.

HARLOW BUILDING
18 ELKINS LANE,



PHONE: (207) 287-3200
FAX (207) 287-2400
WEB WWW.MAINE.GOV/DACF

Limiting the facility in size would make it far less economically viable, in fact it would encourage large Maine food processors to use other ports. A smaller warehouse cannot compete with the high volume and lower per-pallet costs found in ports in Boston and New York. Limiting the size of the proposed warehouse may make the project pointless. That would represent a great loss of opportunity for Maine farmers, Portland and for Maine as a whole.

Portland has a well-earned reputation as a "foodie" destination because of its award-winning dining scene. That scene is now spreading up and down the Maine coast, north and inland. Maine chefs are garnering national publicity for their locally sourced Maine produce. Portland and Maine's success in this arena depends on a healthy and diversified Maine agricultural sector. The Americold warehouse would be a key enhancement to Maine's niche agriculture as well as the large scale food production.

This project has the potential to help both urban and rural Maine. It would create jobs in fish processing plants on the Portland waterfront as well as in the farm fields and blueberry barrens of Washington and Aroostook counties. I urge the Planning Board in its deliberations to consider the scope of the economic opportunity that this project provides your city and entire State of Maine.

Thank you for your consideration of this opinion.

Sincerely,

A handwritten signature in cursive script, reading "Walter E. Whitcomb".

Walter E. Whitcomb
Commissioner



STATE OF MAINE
DEPARTMENT OF ECONOMIC
AND COMMUNITY DEVELOPMENT



PAUL R. LEPAGE
GOVERNOR

GEORGE C. GERVAIS
COMMISSIONER

Chair Elizabeth Boepple and Members of the Portland Planning Board
c/o William Needleman
City of Portland Planning Department
Portland City Hall
390 Congress Street
Portland, ME 04101

As Commissioner of the Maine Department of Economic and Community Development I would like to take this opportunity to respectfully urge the Planning Board to support the zoning change that would allow the construction of the proposed cold storage warehouse on the Portland waterfront.

This state-of-the-art facility would address a critical shortage of warehouse space and allow Maine businesses to scale so they can compete in the global marketplace. It would allow them to stay in Maine rather than move to a state that offers better access to modern cold storage facilities.

The warehouse would help Maine's fishermen, farmers, processors, and food manufacturers. It would also provide opportunities for pharmaceuticals, biomedical, and other industries.

The project's economic impact would be far-reaching.

The State Office of Policy and Management recently updated its economic impact analysis of the International Marine Terminal. That analysis measures the direct, indirect and induced effects of the terminal and related operations and expenditures. The office looked at the terminal's impact in 2015 and also in 2018 after the construction of the proposed warehouse.

- In 2015, the total employment impact for the IMT (not including the impacts of capital expenditures) was \$135 million. In 2018, this impact is expected to jump to \$305 million - an increase of 126 percent.
- In 2015, the IMT provided \$9.5 million in value-added activities (contribution to GDP) in Maine (excluding capital expenditure impacts). In 2018, this contribution is expected to increase to \$17.6 million - an increase of 86 percent.



STATE OF MAINE
DEPARTMENT OF ECONOMIC
AND COMMUNITY DEVELOPMENT



PAUL R. LEPAGE
GOVERNOR

GEORGE C. GERVAIS
COMMISSIONER

- The economic impact of IMT operations on output (production or sales) in 2015 was about \$18 million (not including capital expenditure impacts). In 2018, this is expected to increase to \$35.1 million - an increase of 96 percent.
- Including capital expenditures, the total impact on output in 2015 was \$30.4 million. In 2018, the total impact is expected to be \$72.3 million.

I understand that nearby residents are concerned about the project's impact on their views. I ask the board to take into account the project's ability to contribute significantly to Maine's economy, contributing significantly to the lives of all Portland residents, and people across our great state.

Sincerely,

George C. Gervais
Commissioner

April 11, 2017

Why does it have to be 65-feet tall?

The cold storage warehouse proposed for the Portland waterfront could operate as a sustainable business with a building height of 65 feet, but the business model collapses if the height is shortened by 20 feet to comply with current zoning restrictions, according to a new study.

Portland-based engineering consultants Woodard & Curran used anticipated construction costs and industry data to create economic models for two hypothetical cold storage businesses—one with a 45-foot-tall warehouse and one with a 65-foot-tall warehouse.

Using the same footprint for both models, there would be a big difference in the number of pallets that could be stacked inside. The taller warehouse could hold 15,864 pallets, while the shorter one could hold only 10,680 pallets.

The shorter warehouse would operate with less volume, and therefore with lower efficiency and higher costs to the customers. Because larger warehouses in Massachusetts, could undercut the Portland warehouse with lower fees, customers would be more inclined to go there, leaving the Portland facility struggling to attract and retain business, Woodard & Curran concluded.

However, the study found that a 65-foot-tall warehouse in Portland could offer cheaper fees than its competition and therefore succeed in the marketplace.

Using industry standards, Woodard & Curran estimated the annual per-pallet costs for each pallet position in both warehouses. The estimates revealed that for an average cold storage user storing 525 pallets a year it would cost \$410,823 per year to store those pallets in the shorter warehouse rather than the \$385,308 cost for the same amount of storage in the taller one.

The study looked at the fees charged by four cold storage warehouses in Massachusetts. In every case, the study found it would be cheaper for a Maine company to store pallets in a Massachusetts warehouse than in a 45-foot-tall warehouse in Portland. However, the study found that a 65-foot-tall warehouse in Portland could offer lower fees than all of its competitors in Massachusetts.

A 65-foot-tall Portland warehouse would offer Maine food producers lower storage fees and also enable them to reduce their trucking costs. The cumulative cost savings would make their products more competitive. Moreover, the proposed facility's location opens up new International markets.

That's because the warehouse would be adjacent to a container terminal served by Eimskip, a steamship line that specializes in moving refrigerated cargo.

Americold, which won a competitive bid to build and operate the proposed warehouse, says the business won't work financially unless the building is 65-feet-tall. Understanding that the warehouse represents the last piece of a long-range plan that aims to revive the Port of Portland, the City of Portland is seeking to change the zoning to allow the project to move forward.

There is no proposal for a 45-foot-tall warehouse. If the Americold proposal is rejected, there is no alternative plan. Nothing will be built.

Completion of the Americold project can help ensure the future success of the Port of Portland and Maine's food production industry.

<https://www.foodeconomymaine.com/single-post/2017/03/26/Why-Does-It-Have-To-Be-So-Tall>

TomBellMedia created this website for the Maine Port Authority.



Proposed State of Maine West Commercial Street Cold Storage Facility

Model of Economic Competitiveness

The following pages describe a basic economic model that was prepared to explore the difference in costs that could be experienced by a representative future customer at a cold storage facility in Portland under two design scenarios:

1. An approximately 120,000 square-foot facility with an interior clearance height of 55 feet, a total building height of approximately 65 feet (as measured per the current zoning) and a capacity of 15,864 pallet positions. This configuration is consistent with the latest conceptual model proposed by Americold.
2. An approximately 120,000 square-foot facility with an interior clearance height of 35 feet, a total building height of approximately 45 feet (as measured per the current zoning) and a capacity of 10,860 pallet positions. This hypothetical configuration was prepared by Americold to assist with this economic comparison but is not being proposed for construction.

Note that the difference in storage capacity specified for each building above is directly related to clearance height. Specifically, the height of the racking system used to store pallets is designed to reach up to the ceiling of the building, with necessary space reserved for lighting and mechanical equipment. The proposed 65-foot building can accommodate a racking system that is 8 rows high while a building that is limited to 45 feet would be able to accommodate a racking system that is 5 rows high. Therefore, though the building footprints are the same, the available storage capacity in each building is significantly different.

The cold storage industry is highly competitive and the customer pricing, operational expense, and capital asset models utilized by Americold and other cold logistics providers are trade secrets. Therefore, this economic model was prepared using:

- known construction cost estimates developed during Americold's process to select a design/build contractor;
- nationwide industry financial data obtained from the 2006 International Association of Refrigerated Warehouses (IARW) Productivity and Benchmarking Survey Report; and
- current costs for the storage of frozen seafood at Massachusetts-based warehouses that would compete for the market share of the proposed cold storage facility in Portland.

The following process was employed during the preparation of this model:

1. Define Construction Costs:

Costs for the construction of the proposed 65-foot building described above were known as they were prepared by professional cost estimators using real material and labor costs provided by engineers and subcontractors. These costs were then adjusted based on revised subcontractor estimates to account for reductions in materials and labor that would be relevant for a generally identical building, but one limited to 45 feet in height. The construction divisions that required adjustment included insulated wall panels and roof, structural steel, and refrigeration. Per the construction cost estimators, the cost associated with the remaining divisions would not significantly change.



2. Define Operational Expenses

The 2006 IARW Productivity and Benchmarking Survey Report was used to define average nationwide operational expenses based on the volume (cubic footage) of warehouse and loading dock space at the proposed facility and at a 45-foot building. These expenses fell into categories such as plant, administrative, insurance and tax, and interest. In addition, the annual amortized expense of building construction, and the annual asset depreciation were calculated using standard formulas. Note that the expenses and depreciation values listed above were available on a per cubic foot basis so were directly proportional to building volume capacity (i.e., the operational expenses of the proposed building would be proportionally higher than those of a 45-foot building). Finally, the cost of the ground lease for the facility was estimated based on information from the 2006 IARW Productivity and Benchmarking Survey Report and, though no lease terms have been finalized, input from the Maine Port Authority. Note that the cost of the ground lease was considered static regardless of building height.

3. Establish Cost to Customers

To investigate what cost would be experienced by a typical customer, the operational expenses generated above (per cubic foot of storage space) were converted to operational expense per occupied (revenue generating) pallet position. This was accomplished by applying an industry average pallet position utilization rate as obtained from the 2006 IARW Productivity and Benchmarking Survey Report. Note that when the inventory of a facility is too high, productivity goes down, as there are not enough open pallet positions to receive new inventory properly. Therefore, a cold storage facility is not designed to ever be at or close to full capacity.

Based on the established utilization rate, the monthly operational expense per revenue generating pallet position was calculated for each building scenario. The model then relied on average industry per unit cost and revenue data from the 2006 IARW Productivity and Benchmarking Survey Report to assign an upcharge factor (i.e., the percent difference between the facility's cost and the retail price). This enabled the estimation of a monthly per pallet position cost to a customer at the proposed 65-foot building and to a customer at the 45-foot building example.

4. Compare to Competitor Facilities

In 2011, the City of Portland and the Fish Pier Authority issued a Request for Qualifications (RFQ) to identify a developer and operator that would establish a cold storage facility in Portland (either at the Fish Pier or elsewhere). Based on feedback received during the RFQ process and current commonly known market conditions, the products that drive Portland's cold storage needs are being lost to competing facilities in Boston and beyond. Therefore, the single most important factor in the long-term sustainability of a cold storage facility in Portland is the ability to compete with similar facilities that are situated near much larger ports of entry. Based on this condition, this model utilized current customer pricing at four Massachusetts-based facilities as provided by a local frozen seafood industry member. This pricing information was used to develop the monthly storage cost of a pallet of product at these four representative competitor facilities, and then compare these costs to what a customer would experience at the currently proposed 65-foot building, and at the 45-foot building example. When the cost at either the proposed 65-foot and/or theoretical 45-foot building in Portland was lower than the competitor Massachusetts facilities, the customer was considered to elect to utilize the facility in Portland. When the Massachusetts prices were lower, the customer was considered to be lost.

Note that transportation costs from the customer facility (wherever that may be) to the proposed cold storage site in Portland were not considered in this model. This was recommended by cold storage customers due to several factors. First, this facility would need to be competitive for customers located



throughout Maine (and possibly beyond), regardless of their direct proximity to the Portland Waterfront. Therefore, transportation costs for a Massachusetts customer considering storing in Portland and shipping via Eimskip (for example) were considered equal to a Portland customer considering doing the same via the Port of Boston, and these costs were removed from both sides of this model. Similarly, transportation costs for product stored at the proposed facility would be applicable both when the product arrives from the source (e.g., a processing facility) and for when it exits to the marketplace (e.g., a shipping port or another logistics outlet). The transportation costs for these sections of the supply chain would likely be different on arrival and departure for each customer, adding variability and complexity. For this reason, transportation costs were again removed from both sides of this model. Finally, as mentioned previously, the cold storage industry is extremely competitive and a warehouse may adjust their pricing to pull business away from a facility that is located closer to the customer. As such, this model used customer pricing that excluded, and was not biased by, relative transportation costs. In fact, customer pricing from one example Massachusetts facility that the industry member felt was biased low to account for differences in transportation was purposefully excluded from this model.

Findings and Conclusion

The following findings were developed in accordance with the results of this basic modeling effort:

- Customer costs experienced under the two building scenarios are different as the construction and resulting operational expenses of the proposed 65-foot building are lower per unit when distributed over the available revenue generating pallet positions.
- Therefore, in all four cases, a customer shopping for cold storage space at the proposed 65-foot building would select Portland instead of shipping their product south.
- However, due to the higher per unit operational cost of the theoretical 45-foot building, all customers considering storing their product in this smaller building in Portland would be better off (from a financial standpoint) patronizing facilities in Massachusetts.

Consistent with the findings of this model, the following conclusion was derived:

- Due to the highly competitive nature of the cold logistics industry, it would be unlikely that customers would use a 45-foot cold storage warehouse in Portland. This model therefore supports the economic viability of the proposed 65-foot building and does not indicate that a smaller and less competitive building would be sustainable in the marketplace.

Comparative customer costs and the outcome of the competitiveness modeling effort are presented on the following page in graphical form. **Figure 1-1** presents a comparison of estimated costs to the customer per pallet position per month. **Figure 1-2** presents a similar comparison but based on annual cost to the customer, assuming an average volume of 525 pallets of product stored. Calculations utilized to generate these figures are enclosed with this document.



Figure 1-1: Comparison of Monthly Customer Cost Per Pallet Position (PP)

Proposed West Commercial Street Cold Storage Facility Versus Competitive Facilities

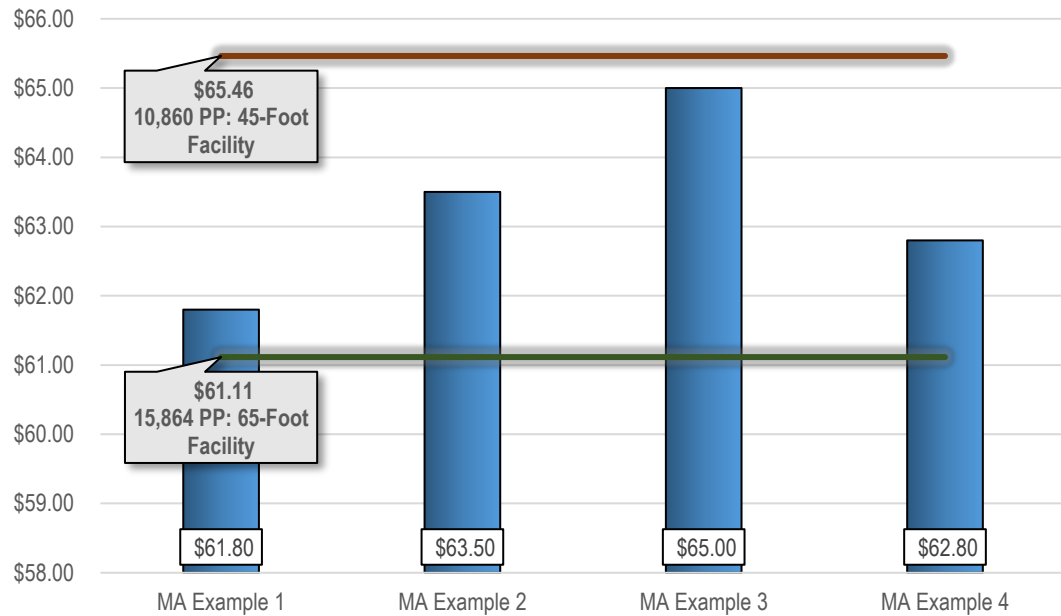
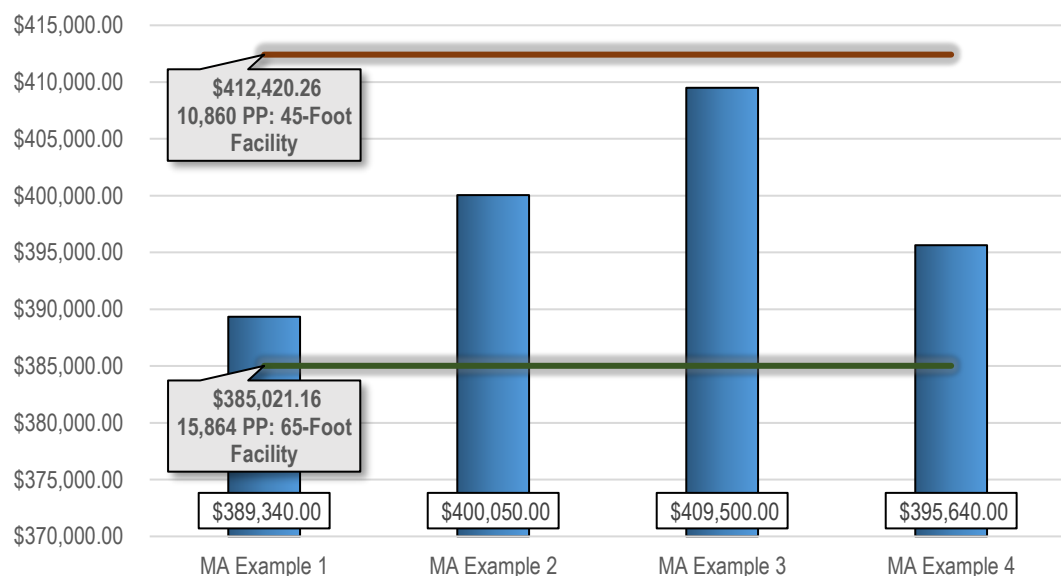


Figure 1-2: Comparison of Annual Customer Cost Assuming an Average Volume of 525 Pallets of Stored Product

Proposed West Commercial Street Cold Storage Facility Versus Competitive Facilities





Enclosures

Sheet 1 - Comparison of Basic Customer Competitiveness Models: 65-Foot Versus 45-Foot Building Height

Sheet 2 - Comparison of Basic Operational Expense Models: 65-Foot Versus 45-Foot Building Height

PROPOSED STATE OF MAINE WEST COMMERCIAL STREET COLD STORAGE FACILITY
SHEET 1 - COMPARISON OF BASIC CUSTOMER COMPETITIVENESS MODELS: 65-FOOT VERSUS 45-FOOT BUILDING HEIGHT

66'10" Building Height (65' as measured per current zoning)			Notes		
Effective Facility Volume (CF)	4,906,050	1			
Maximum Racking System Height (No. of Pallets)	8	2			
Number of Pallet Positions	15,864	1			
Total Construction Cost	\$ 24,040,000	3			
Total Construction Cost per Pallet Position	\$ 1,515.38	5			
Annual Facility Expenses	\$ 5,698,403	6			
Average Annual Utilization Rate	72%	7			
Average Annual Number of Utilized Pallet Positions	11,422	8			
Annual Expenses Per Utilized Pallet Position	\$ 498.89	9			
Monthly Expenses Per Utilized Pallet Position	\$ 41.57	10			
Average Industry Per Unit Upcharge	147%	11			
Monthly Cost to the Customer Per Utilized Pallet Position	\$ 61.11	12			
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 32,085.10	14			
Competitor Example 1: Boston, MA			Result		
Initial Storage Per Pallet	\$ 16.50	15	Customer Stays in Portland		
Handling Per Pallet	\$ 18.80	15			
Recharge Storage Per Pallet	\$ 16.50	15			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 61.80				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 32,445.00	14			
Difference in Monthly Customer Cost	\$ 359.90	17			
Competitor Example 2: Southeast, MA			Result		
Initial Storage Per Pallet	\$ 18.00	15	Customer Stays in Portland		
Handling Per Pallet	\$ 17.50	15			
Recharge Storage Per Pallet	\$ 18.00	15			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 63.50				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 33,337.50	14			
Difference in Monthly Customer Cost	\$ 1,252.40	17			
Competitor Example 3: Southeast, MA			Result		
Initial Storage Per Pallet	\$ 19.00	15	Customer Stays in Portland		
Handling Per Pallet	\$ 17.00	15			
Recharge Storage Per Pallet	\$ 19.00	15			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 65.00				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 34,125.00	14			
Difference in Monthly Customer Cost	\$ 2,039.90	17			
Competitor Example 4: Southeast, MA			Result		
Initial Storage Per Pallet	\$ 13.90	15	Customer Stays in Portland		
Handling Per Pallet	\$ 25.00	15			
Recharge Storage Per Pallet	\$ 13.90	15			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 62.80				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 32,970.00	14			
Difference in Monthly Customer Cost	\$ 884.90	17			

46'10" Building Height (45' as measured per current zoning)			Notes		
Effective Facility Volume (CF)	3,344,250	1			
Maximum Racking System Height (No. of Pallets)	5	2			
Number of Pallet Positions	10,860	1			
Total Construction Cost	\$ 23,560,000	4			
Total Construction Cost per Pallet Position	\$ 2,169.43	5			
Annual Facility Expenses	\$ 4,178,551	6			
Average Annual Utilization Rate	72%	7			
Average Annual Number of Utilized Pallet Positions	7,819	8			
Annual Expenses Per Utilized Pallet Position	\$ 534.40	9			
Monthly Expenses Per Utilized Pallet Position	\$ 44.53	10			
Average Industry Per Unit Upcharge	147%	11			
Monthly Cost to the Customer Per Utilized Pallet Position	\$ 65.46	12			
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 34,368.36	14			
Competitor Example 1: Boston, MA			Result		
Initial Storage Per Pallet	\$ 16.50	15	Customer Lost to Boston, MA		
Handling Per Pallet	\$ 18.80	15			
Recharge Storage Per Pallet	\$ 16.50	15			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 61.80				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 32,445.00	14			
Difference in Monthly Customer Cost	\$ (1,923.36)	17			
Competitor Example 2: Southeast, MA			Result		
Initial Storage Per Pallet	\$ 18.00	15	Customer Lost to Southeast, MA		
Handling Per Pallet	\$ 17.50	15			
Recharge Storage Per Pallet	\$ 18.00	16			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 63.50				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 33,337.50	14			
Difference in Monthly Customer Cost	\$ (1,030.86)	17			
Competitor Example 3: Southeast, MA			Result		
Initial Storage Per Pallet	\$ 19.00	15	Customer Lost to Southeast, MA		
Handling Per Pallet	\$ 17.00	15			
Recharge Storage Per Pallet	\$ 19.00	15			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 65.00				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 34,125.00	14			
Difference in Monthly Customer Cost	\$ (243.36)	17			
Competitor Example 4: Southeast, MA			Result		
Initial Storage Per Pallet	\$ 13.90	15	Customer Lost to Southeast, MA		
Handling Per Pallet	\$ 25.00	15			
Recharge Storage Per Pallet	\$ 13.90	15			
Lumping	\$ 10.00	16			
Total Per Pallet	\$ 62.80				
Representative Average Customer Volume (Pallets)	525	13			
Representative Monthly Customer Cost	\$ 32,970.00	14			
Difference in Monthly Customer Cost	\$ (1,398.36)	17			

- NOTES
1. Based on Americold design plans. Includes total square footage of warehouse space * clearance height + total square footage of dock space (rail and truck) * clearance height.

2. Provided by Americold design engineer.

3. Based on contractor pricing.

4. Based on contractor pricing including a 6.9% cost reduction in insulated wall panels and insulated roof, a 5.8% reduction in structural steel, and a 3% reduction in refrigeration relative to estimated construction cost for a 65-foot building. Assumes that a soil supported foundation would be acceptable for both building heights.

5. Construction cost / pallet positions.

6. Estimated facility expenses. Detail provided in Sheet 2.

7. Based on nationwide industry data from the 2006 International Association of Refrigerated Warehouses (IARW) Productivity and Benchmarking Survey Report.

8. Total pallet positions * utilization rate.

9. Total annual facility expenses / utilized, or in other words, revenue generating pallet positions.

10. Annual figures / 12 months per year.

11. Based on nationwide industry data from the 2006 International Association of Refrigerated Warehouses (IARW) Productivity and Benchmarking Survey Report. Specifically the ratio between cost per case handled versus revenue per case handled.

12. Monthly expenses per pallet position * upcharge %

13. Representative volume provided by Portland-based frozen seafood industry member.

14. Per pallet monthly cost * representative number of units.

15. Customer cost data obtained from representative cold storage providers. Line items are typical of those relevant to frozen seafood users. Unit prices were considered assuming that each pallet contains 2,000 lbs of product and each 40-foot container is shipped with 20 pallets. The above details and assumptions were verified by frozen seafood industry members. Note that transportation charges were not considered in this model as this facility would need to be competitive for Portland-based users as well as those located outside of Portland.

16. Due to variations in lumping fees for each facility that were related to factors outside of typical customer usage, an average cost of \$200 per container and 20 pallets per container was used. Average costs were based on those provided by frozen seafood industry members.

17. Difference shown is between the customer cost to store at the proposed facility in Portland versus the competitor example. A positive result indicates that it is more cost effective to stay in Portland. A negative result indicates that it is less expensive for the customer to store product at the competitor facility.

PROPOSED STATE OF MAINE WEST COMMERCIAL STREET COLD STORAGE FACILITY
SHEET 2 - COMPARISON OF BASIC OPERATIONAL EXPENSE MODELS: 65-FOOT VERSUS 45-FOOT BUILDING HEIGHT

66'10" Building Height (65' as measured per current zoning)		Notes	
Warehouse Floor Space (SF)	78,090	1	
Warehouse Interior Clearance (FT)	55	1	
Dock Floor Space (SF)	29,100	1	
Dock Interior Clearance (FT)	21	1	
Maximum Racking System Height (No. of Pallets)	8	1	
Effective Facility Volume (CF)	4,906,050	2	
Number of Pallet Positions	15,864	1	
Total Construction Cost	\$ 24,040,000	3	
Industry Average Annual Expenses per Cubic Foot of Facility Volume			
		Total Annual Expenses	
Plant	\$ 0.75	6	\$ 3,679,538
Administrative	\$ 0.14	6	\$ 686,847
Insurance and Tax	\$ 0.06	6	\$ 294,363
Amortization of Construction Cost	\$ 0.32	7	\$ 1,562,048
Depreciation	\$ (0.19)	8	\$ (920,635)
Ground Lease	\$ 0.04	9	\$ 200,000
Financial and Interest Expense	\$ 0.04	6	\$ 196,242
Total	\$ 1.16		\$ 5,698,403

46'10" Building Height (45' as measured per current zoning)		Notes	
Warehouse Floor Space (SF)	78,090	1	
Warehouse Interior Clearance (FT)	35	1	
Dock Floor Space (SF)	29,100	1	
Dock Interior Clearance	21	1	
Maximum Racking System Height (No. of Pallets)	5	1	
Effective Facility Volume (CF)	3,344,250	2	
Number of Pallet Positions	10,860	1	
Total Construction Cost	\$ 23,560,000	4	
Industry Average Annual Expenses per Cubic Foot of Facility Volume			
		Total Annual Expenses	
Plant	\$ 0.75	6	\$ 2,508,188
Administrative	\$ 0.14	6	\$ 468,195
Insurance and Tax	\$ 0.06	6	\$ 200,655
Amortization of Construction Cost	\$ 0.46	7	\$ 1,530,859
Depreciation	\$ (0.26)	8	\$ (863,116)
Ground Lease	\$ 0.06	9	\$ 200,000
Financial and Interest Expense	\$ 0.04	6	\$ 133,770
Total	\$ 1.25		\$ 4,178,551

NOTES

1. Provided by Americold design engineer.
2. Simple volume calculation (footprint X clearance height).
3. Based on contractor pricing.
4. Based on contractor pricing including a 6.9% cost reduction in insulated wall panels and insulated roof, a 5.8% reduction in structural steel, and a 3% reduction in refrigeration relative to estimated construction cost for a 65-foot building. Assumes that a soil supported foundation would be acceptable for both building heights.
5. Construction cost / volume.
6. Average industry annual values referenced from 2006 International Association of Refrigerated Warehouses (IARW) Productivity and Benchmarking Survey Report.
7. Construction cost amortized over a period of 31.5 years using an interest rate of 5.25%.
8. Construction cost depreciated over a period of 31.5 years using standard real estate depreciation calculator (<http://www.calculatorsoup.com/calculators/financial/depreciation-property-realestate.php>)
9. Industry annual average of \$0.09 was discounted by 66% to account for a ground lease versus a building and land lease as was contemplated in the IARW Report. Lease value was modeled at 65 feet and is assumed to be consistent regardless of building height. The total dollar value is considered realistic for this site in Portland based on initial lease negotiations with Americold.

April 18, 2017

Is a 45-foot-tall warehouse big enough to meet Eimskip's needs?

A warehouse built to comply with existing zoning restrictions would not meet Eimskip's growing warehousing needs after just six years, according to a [new study](#).

The Portland engineering firm Woodard & Curran examined container shipment data from 2014 and 2016 and Eimskip's growth projections.

The firm found that Eimskip's shipping volumes are growing so fast that a warehouse limited to 45 feet in height would exceed capacity for Eimskip cargo by 2023.

Eimskip has increased port calls from 26 in 2013 to 35 in this year, and the company by 2020 plans to begin weekly calls. That would mean 52 ship calls a year.

The City of Portland's Economic Development Department is seeking a zoning change for the western waterfront that would allow the construction of a 65-foot-tall cold storage warehouse.

Amercold, the world's leading cold storage company, is proposing to build a 65-foot-tall building. A taller building would allow the warehouse to benefit from economies of scale, according to [separate Woodard & Curran study](#). A 45-foot-tall warehouse would hold far fewer pallets, and the warehouse would fail as a business would not be able to offer storage fees lower enough to compete with warehouses in Massachusetts, Woodard & Curran found.

However, a 65-foot-tall warehouse could operate as a sustainable business because it could offer fees that are lower than warehouses in Massachusetts, the study found.

<https://www.foodeconomymaine.com/single-post/2017/04/18/Is-a-45-foot-tall-warehouse-big-enough-to-meet-Eimskips-needs>

TomBellMedia created this website for the Maine Port Authority.



Proposed State of Maine West Commercial Street Cold Storage Facility

Model of Eimskip Cold Storage Need

The following pages describe a basic model that was prepared to evaluate the current and future projected cold storage needs of Eimskip. The current and projected needs were then considered relative to the storage capacities of:

1. An approximately 120,000 square-foot facility with an interior clearance height of 55 feet, a total building height of approximately 65 feet (as measured per the current zoning¹) and a capacity of 15,864 pallet positions. This configuration is consistent with the latest conceptual model proposed by Americold.
2. An approximately 120,000 square-foot facility with an interior clearance height of 35 feet, a total building height of approximately 45 feet (as measured per the current zoning¹) and a capacity of 10,860 pallet positions. This hypothetical configuration was prepared by Americold to assist with comparative studies but is not being proposed for construction.

Note that the difference in storage capacity specified for each building above is directly related to clearance height. Specifically, the height of the racking system used to store pallets is designed to reach up to the ceiling of the building, with necessary space reserved for lighting and mechanical equipment. The proposed 65-foot building can accommodate a racking system that is 8 rows high while a building that is limited to 45 feet would be able to accommodate a racking system that is 5 rows high. Therefore, though the building footprints are the same, the available storage capacity in each building is significantly different. Do to site constraints the footprint of the building is maximized at approximately 120,000 square feet

The following process was employed during the preparation of this model:

1. Collect Data from Independent Sources

To objectively evaluate the growth of Eimskip's freight shipments and resulting cold storage needs, three independent data sources were employed. These included:

1. Cold storage capacity need reported by Eimskip;
2. The total number of loaded containers shipped through the Port of Portland in 2014 and 2016²; and
3. The number of Eimskip ship calls to the Port of Portland in 2014, 2015, and 2016.

The intent of this method was to use independent sources of data to evaluate the same question, and assess the precision of the results.

¹ Per City of Portland Code of Ordinances, Sec. 14-47 the height of a flat-roofed building is measured for permitting purposes as the vertical distance from grade to the highest point of the roof beams.

² Containers that did not arrive in Portland or depart Portland via an Eimskip ship were excluded from this data.

2. Convert Eimskip's Reported Need to Pallet Positions and Estimate the Rate of Growth

Eimskip has reported the following cold storage capacity need estimates:

1. Immediate cold storage need would fill 30% of the proposed 65-foot cold storage facility's capacity;
2. In 3-5 years, this need will grow to 50% of the proposed 65-foot cold storage facility's capacity; and
3. In 10 years, the need will be three times the immediate need.

The proposed 65-foot cold storage facility contains 15,864 pallet positions, per the current design. Therefore, 30% would equal 4,760. In 3 to 5¹ years, this need would be 50% of 15,864, or 7,932 pallet positions. Finally, in 10 years, the need would be three times that of the current need of 4,760, or 14,280 pallet positions or 90% of the proposed 65-foot facility and 131% of the 45-foot building example. These data points and a linear trendline are plotted on the enclosed chart. A linear trendline was selected as this growth is based on Eimskip's predicted needs at certain points versus a forward-looking projection.

3. Estimate Freight Volume Rate of Growth from Container Data

Using the annual container shipment volumes from 2014 through 2016, Woodard & Curran estimated the total number of pallets shipped through the Port of Portland during these years. It was assumed that each 40-foot container would hold the equivalent of 20 pallets of freight and that each 20-foot container would hold 10 pallets of freight, which are commonly used conversion factors. This total annual volume of pallets was then divided by 12 to estimate the monthly throughput of pallets transiting the Port. Monthly averages were used as a simple and convenient unit of measure. No assumptions were made concerning the duration of storage for each pallet, as this varies widely and is based entirely on customer need as driven by ever-changing market conditions.

Eimskip then provided an estimated ratio of their total freight versus freight that would require storage in a cold storage facility. This factor (35%) was applied to the monthly total generated above to estimate the average number of pallets that would require cold storage each month during 2014, 2015, and 2016. The differences between these three numbers generated rates of growth between 2014 and 2015, and between 2015 and 2016, which were considered the increases in Eimskip freight that would require cold storage over these periods. A review of the available data, though limited, indicates an exponential growth rate, at least in the short term. Therefore, the available rates of growth were projected exponentially forward starting in 2017, and were plotted on the enclosed chart.

4. Estimate Rate of Growth of Port Calls

The number of Eimskip ships that called on the Port of Portland in 2014, 2015, and 2016 was plotted on the enclosed chart. In addition, Eimskip has reported that by 2020, they expect weekly port calls or 52 ships per year. This value was also plotted on the enclosed chart.

¹ For the purpose of this basic model, Woodard & Curran assumed that the 3 to 5-year projected need would be achieved in year 3.

5. Compare the Projected Increase in Eimskip Cold Storage Need to the Capacities of the Proposed 65-foot Building and the 45-foot Building Example

Based on information provided by Americold, the proposed 65-foot building would have a pallet capacity of 15,864 positions and the 45-foot building example would have 10,860 pallets. Eimskip's reported need for cold storage volume was compared to these capacities immediately (in 2017), in 3 to 5 years (assumed to be 2020), and in 10 years (2027), and the percentages of each building occupied by Eimskip freight during these years are presented on the enclosed tables.

Similarly, the annual containerized freight volume that would require cold storage, as developed using the rate of growth in container shipment data from 2014 through 2016, was compared to the capacities of the proposed 65-foot building and the 45-foot building example each year from 2017 to 2024 (the date the capacity of the 45-foot building example was exceeded). The percentages of each building occupied by Eimskip freight during these years are presented on the enclosed tables.

The rate of growth over time as estimated using the three referenced data sources was also compared graphically to the capacity of the 45-foot building example. The result is presented on the enclosed chart.

Findings and Conclusion

The following findings were developed in accordance with the results of this basic modeling effort:

- Consistent with the data presented on the enclosed chart, the rates of growth for Eimskip's reported increases in cold storage capacity need, the projection of increased freight volume that would require cold storage based on 2014 through 2016 container data, and the increase in port calls by Eimskip ships between 2014 and 2016, as well as the projected frequency in 2020, are all similar. This indicates good precision in the evaluation methods used during this modeling effort, and that conclusions that may be drawn from this model are likely reliable.

However, it is important to note that, as with all growth projections, the accuracy of the estimate decreases the farther away one moves in time from the known data points. Further, with exponential business growth projections, it is expected that the rate of growth will at some point diminish until equilibrium is reached (e.g. due to market saturation or limitations in available shipping capacity). It is not known when equilibrium will occur, therefore, Woodard & Curran did not consider container growth projection data beyond approximately 2024.

- Based on the estimated growth in Eimskip's cold storage needs as assessed using the referenced data sources, the capacity of 45-foot building would be exceeded between 2023 and 2024.
- Greater than 50% of the capacity of the proposed 65-foot building would be occupied Eimskip freight between approximately 2020 and 2021. Therefore, the majority of the proposed building would be occupied by marine-related uses in a relatively short time following the completion of construction.

Consistent with the findings of this model, the following conclusion was derived:

- Based on projected growth rates, a building that is limited to 45 feet in height, with a resulting capacity of 10,860 pallet positions, would be insufficient to fill Eimskip's cold storage needs beyond 2023. As such, continuing to limit the allowable height for buildings in the Waterfront Port Development Zone to 45 feet would increase the risk of losing Eimskip as a container shipping partner for the Port of Portland.

It is relevant to note that this conclusion has been drawn based only on one customer's need, and multiple users are anticipated for the proposed facility. Therefore, it is possible that the capacity of the 45-foot building example will be exceeded by customer needs prior to 2023.

Enclosures

Eimskip Temperature Controlled Needs Estimates Based on Eimskip Growth Predictions, 2014-2016
Maine Port Authority Container Shipment Data, and Current and Predicted Annual Port Calls

Projection of Future Eimskip Need in Pallet Positions (PP) Relative to a 45-foot Building Example Based
on 2014 Through 2016 Container Shipment Data, Eimskip's Estimated 3-5 and 10-Year Growth
Projections, and Projection of Port Freight Growth Based on 2014-2016 Port Calls

**Eimskip Temperature Controlled Needs Estimates Based on Eimskip Growth Predictions,
2014-2016 Maine Port Authority Container Shipment Data, and Current and Predicted Annual Port Calls**

Estimate of Pallet Positions Required to Meet Eimskip's Immediate and Future Needs Based on Growth Predictions Provided by Eimskip	
Total Number of Pallet Positions in Proposed 65-foot Building (PP)	15,864
Eimskip Immediate Need (% of total proposed PPs)	30%
Eimskip Immediate Need (PP)	4,760
Eimskip Projected Need in 3-5 Years (% of total proposed PP)	50%
Eimskip Projected Need in 3-5 Years (PP)	7,932
Eimskip Projected Need in 10 Years: 3X Current Need (PP)	14,280
Percent of Proposed 65-foot Building Projected to be Occupied by Eimskip in 10 Years	90%
PPs in 45-foot Building Example	10,860
Difference Between PPs in 45-foot Building Example and Capacity Required to Fill Eimskip's Projected Need in 10 Years	(3,420)

Estimate of Pallet Positions Required to Meet Eimskip's Immediate Needs Based on 2014 Container Shipment Data	
Total Number of 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	3,999
Total Number of 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	690
Total Number of Pallets Shipped Through the Port (Annual, Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	86,880
Average Number of Pallets Shipped Through the Port Each Month	7,240
Percent of Monthly Average that is Temperature Controlled Freight (Provided by Eimskip)	35%
Capacity Needed to Support Average Monthly Temperature Controlled Freight (PP)	2,540
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	23%

Estimate of Pallet Positions Required to Meet Eimskip's Immediate Needs Based on 2015 Container Shipment Data	
Total Number of 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	4,471
Total Number of 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	835
Total Number of Pallets Shipped Through the Port (Annual, Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	97,770
Average Number of Pallets Shipped Through the Port Each Month	8,148
Percent of Monthly Average that is Temperature Controlled Freight (Provided by Eimskip)	35%
Capacity Needed to Support Average Monthly Temperature Controlled Freight (PP)	2,860
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	26%

Estimate of Pallet Positions Required to Meet Eimskip's Immediate Needs Based on 2016 Container Shipment Data	
Total Number of 40-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	5,211
Total Number of 20-foot Containers Loaded or Unloaded by Eimskip (Inbound+Outbound, Excludes Empty)	1,457
Total Number of Pallets Shipped Through the Port (Annual, Assumes 20 Pallets per 40-foot Container and 20 Pallets per 20-foot Container)	118,790
Average Number of Pallets Shipped Through the Port Each Month	9,899
Percent of Monthly Average that is Temperature Controlled Freight (Provided by Eimskip)	35%
Capacity Needed to Support Average Monthly Temperature Controlled Freight (PP)	3,470
Capacity of a 45-foot Building Example (PP)	10,860
Percent of a 45-foot Building Needed to Fill Eimskip's Projected Need	32%

Capacity Need Increase from 2014 to 2015 (PP)	320
Capacity Need Increase from 2015 to 2016 (PP)	610

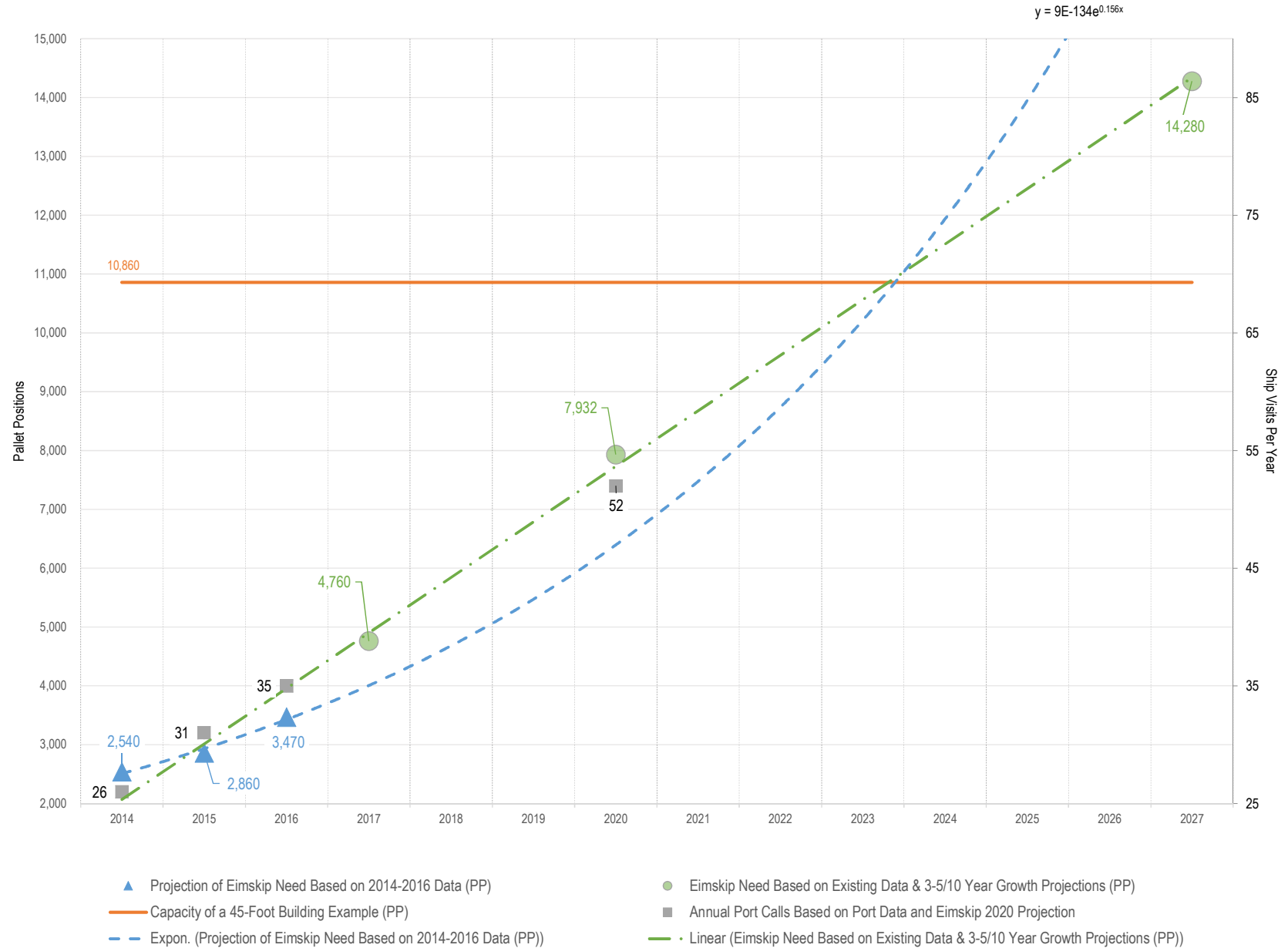
Percent of Proposed 65-foot Building and 45-foot Building Example Filled by Eimskip Using Reported Immediate Need, 3 to 5-year, and 10-year Growth Predictions		
Year	Percent of 45-foot Building Example Filled	Percent of Proposed 65-foot Building Filled
2017	44%	30%
2018		
2019		
2020	73%	50%
2021		
2022		
2023		
2024		
2025		
2026		
2027	131%	90%

Percent of Proposed 65-foot Building and 45-foot Building Example Filled by Eimskip Using Container Shipment Data: Exponential Projection		
Year	Percent of 45-foot Building Example Filled	Percent of Proposed 65-foot Building Filled
2014	23%	16%
2015	26%	18%
2016	32%	22%
2017	37%	25%
2018	44%	30%
2019	51%	35%
2020	61%	42%
2021	71%	49%
2022	84%	58%
2023	99%	68%
2024	117%	80%

Projected Port Growth Based on Annual Total Port Calls		
Year	Total Port Calls	Source
2014	26	Port Authority Data
2015	31	Port Authority Data
2016	35	Port Authority Data
2020	52	Eimskip Growth Estimate

Growth Projections Provided by Eimskip:
1. Immediate cold storage need would fill 30% of the proposed facility capacity.
2. In 3-5 years, this need will grow to 50% of the proposed facility capacity.
3. In 10 years, the need will be three times the immediate need.
4. 35% of total freight shipped by Eimskip would have the need for storage at the proposed facility.
5. By 2020 Eimskip projects to have weekly port calls (52 ships per year).

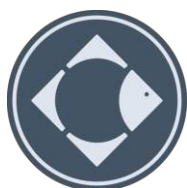
Projection of Future Eimskip Need in Pallet Positions (PP) Relative to a 45-foot Building Example
Based on 2014 Through 2016 Container Shipment Data, Eimskip's Estimated 3-5 and 10-Year Growth Projections,
and Projection of Port Freight Growth Based on 2014-2016 Port Calls



COLD STORAGE ECONOMIC IMPACT STUDY FOR PORTLAND MAINE

MBA Practicum Spring 2017

Prepared for the New England Ocean Cluster



NEW ENGLAND
OCEAN CLUSTER

This report estimates the economic impact of a cold storage facility in Portland Maine focusing on three markets: food, beverage, and biopharmaceuticals. Methods of analysis include qualitative interviews, forecasting, market research, and quantitative linear regression models. Additionally, the cold storage market in Maine was compared with analogous markets. Results show that a cold storage facility built at the port in Portland has a potential economic impact of over \$500 to \$900 million for Maine's economy depending on the size of the facility.



**UNIVERSITY OF
SOUTHERN MAINE**

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Cold Storage Economic Impact Study for Portland Maine

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EXECUTIVE SUMMARY

This report estimates the economic impact of a cold storage facility in Portland Maine focusing on three markets: food, beverage, and biopharmaceuticals. Methods of analysis include qualitative interviews, forecasting, market research, and quantitative linear regression models. Additionally, the cold storage market in Maine was compared with analogous markets. *Results show that a cold storage facility built at the port in Portland has a potential economic impact of over \$500 to \$900 million for Maine's economy depending on the size of the facility.*

Cold storage is currently constraining the growth of the food, beverage, and biopharmaceuticals industries in the state of Maine. Massachusetts has ten times the space and over twice the amount of capacity per dollar compared to Maine. Massachusetts has positioned itself for either growth in its food processing market and/or is acting as an outsourceable state for cold storage in the New England marketplace. Meanwhile, Maine has constrained itself from growth in both markets due to its lack of cold storage capacity.

Through regression analysis it has been found that there is a strong correlation between states' food and beverage GDP, and that states' cold storage capacity:

For every 1,000 cubic feet of cold storage in a state the capacity to grow GDP related to its food cluster in that state increases by \$303,000.

For every 1,000 cubic feet of cold storage in a state the capacity to grow craft beer's economic impact in that state increases by \$10,300

A cold storage facility is a significant piece of infrastructure for a biopharmaceuticals and manufacturing cluster. A facility positioned next to a port with shipping services, direct access to rail, and proximity to an airport and highway grows the export potential of the biopharmaceutical industry. Building a world-class biopharmaceutical development and manufacturing environment would create \$150 - \$380 million in additional exports by 2025, as stated by Agnew & Dubyak (2016).

This report is limited in many ways including: lack of data restricted by private companies in bio-pharmaceutical and other industries; inconsistent

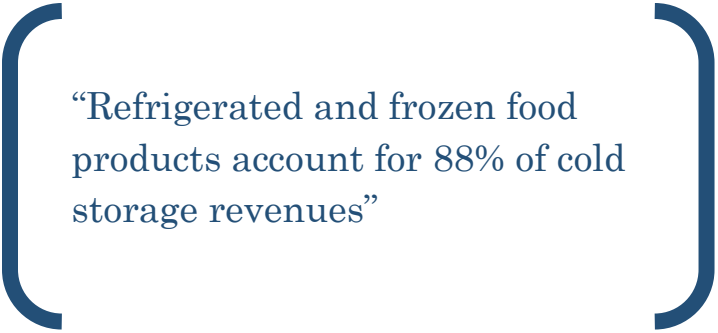
measures of gross domestic product, direct and indirect measures of economy, and economic multiplier effects; missing state and industry data. There were also limitations in contacting specific companies to sustain the independent review of this report.

INTRODUCTION

Cold Chain and Cold Storage

The cold chain is the infrastructure required to sustain product integrity between producers and consumers. A cold chain helps minimize product wastage and is vital for the growth of the food, beverage, and biopharmaceutical sectors. The cold chain consists of: refrigerated trucks, railway wagons, and warehouses; reefer containers (i.e. temperature controlled cargo containers), insulated shipping containers, and more.

Cold storage is a critical component of the food, pharmaceutical, and beverage industries.



“Refrigerated and frozen food products account for 88% of cold storage revenues”

Refrigerated and frozen food products account for 88% of cold storage revenues (Jones Lang LaSalle IP, Inc, 2014)). The remaining 12% is pharma, flora and fur products. The 88% is divided between retailers (22%), wholesalers (33%), and food manufacturers (33%). The high concentration of revenue from food means cold storage is largely recession proof as well, which increases the likelihood their long term success. In addition, cold storage has direct connection with the ability of our food industry to grow and conduct business.

Although these facilities are described as storage only, they are actually a critical component of the food supply chain. Often processing, labelling, and logistics including import and export facilitation are value added services offered by these facilities. In addition, modern facilities use high tech tracking systems that provide the supply chain with up-to-date information about inventory and its movement.

Challenges for cold storage facilities are many, including logistics, high capital costs, access to import and export facilities, transportation access, age, and the unique nature and needs of these facilities.

Most existing dry warehouses are around 22 feet in height, whereas cold storage facilities need extra insulation and padding, thus they require additional vertical space to operate efficiently and economically. Maximizing their vertical space is often critical to the economics of cold storage (Jones Lang LaSalle IP, Inc, 2014).

For these reasons, cold storage is dominated by mostly large companies which can achieve economies of scale, access capital, and develop relationships with national and international companies. According to the Global Cold Chain Alliance (2017), the top 25 cold chain providers collectively have 3 billion cubic meters of cold storage space, which represents approximately 66% of the total US storage.

Current State of Cold Storage

US cold storage has grown by 53% since 1997, according to USDA Capacity (2016), from 2.7 billion cubic feet in 1997 to 4.2 billion cubic feet in 2015. Cold storage and food related GDP of any economy are directly linked. Food manufacturers, producers, retailers, etc. cannot efficiently operate or grow their businesses without proper storage. Food and product is wasted without proper storage, plus costs are typically higher because the supply of cold storage is limited, thus it costs more to use.

Figure 1: US Food GDP and Cold Storage shown below demonstrates the connection between cold storage and the food GDP of the United States over the period between 2001 and 2013.

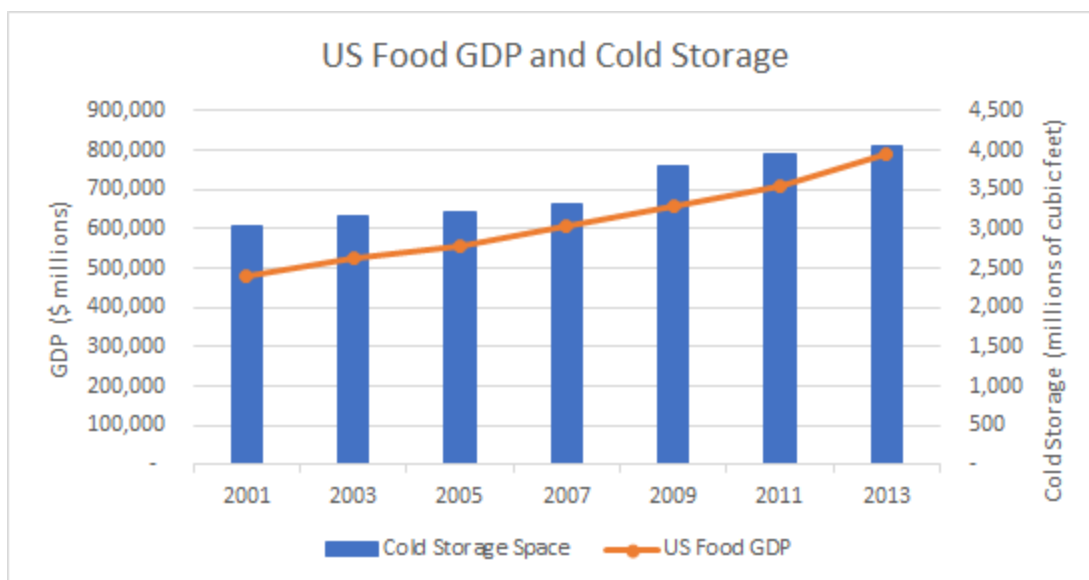


Figure 1: US Food GDP and Cold Storage History in the US. Data sourced from USDA Capacity (2016) and US Bureau of Economic Analysis (2016)

Cold storage in the US has grown from 3 billion cubic feet to 4.1 billion cubic feet between 2001 and 2013, while the US Food GDP has grown from \$478 billion to \$800 billion. Maine's cold storage infrastructure consists of 13 facilities that total 9,729 million cubic feet of storage, which represents 0.2% of the total US cold storage (USDA Capacity 2016).

Currently, Portland has only one major cold storage facility, operated by Americold on Read St in Portland. That facility consists of approximately 1.7 million cubic feet of storage, according to the CEI report by Cowperthwaite & Clime (2015). The report examined integrating Maine seafood into food distribution systems.

Bangor has a large facility owned and operated by Galt Block Warehouse Company, Inc. In fact, it is four separate facilities that are run by Galt Block. They have an estimated cold storage capacity of 3.5 million cubic feet, are adjacent to railroad access, and are near the Bangor International Airport. They've been operating since 1974. They offer import and export logistics along with other services.



Figure 2: Galt Block Warehouse facilities in Bangor, Maine. Photo from Galt Block (2017).

Adding a new facility to Maine's current cold storage infrastructure can significantly increase the opportunity of Maine businesses in the food, beverage, and pharmaceutical industries. A new facility would add somewhere between 2.5 to 4 million cubic feet of cold storage, or put another way, it could increase Maine's total cold storage capacity by 25% to 40%.

Cold storage is currently constraining growth of the food industry in Maine. Compared to other states, Maine has less cold storage capacity per GDP

“Cold storage is currently
constraining growth of the food
industry in Maine”

dollar from food. As seen in figure 3, Massachusetts has ten times the space and over twice the amount of capacity per dollar compared to Maine after reviewing data from the USDA Capacity report, (2016).

Massachusetts has positioned itself for either growth in its food processing market and/or is acting as an outsourceable state for cold storage in the New England marketplace. While, Maine has constrained itself from growth in either market due to its lack of cold storage capacity. This observation matches what we learned from interviews with Maine businesses, as well as those from the Harvard Kennedy School report (HKS, 2015). In addition, CEI conducted research on seafood and found that lack of refrigerated storage was a barrier to seafood businesses (Cowperthwaite & Clime, 2015).

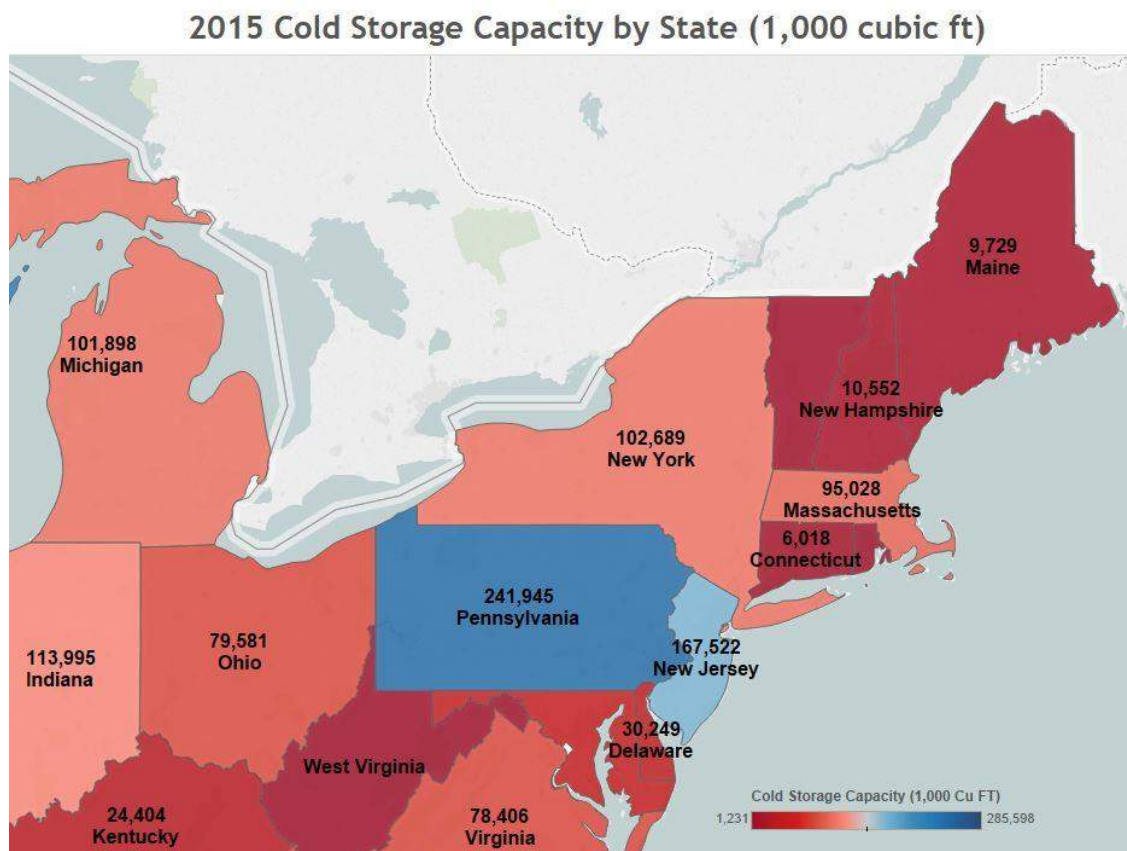


Figure 3: 2015 Cold Storage Capacity by State (1,000 cubic ft). Data sourced from USDA Capacity (2016).

When food related industries do not have sufficient cold storage, they are often inhibited from producing more products. In fact, it has the potential to increase product spoilage if cold storage cannot be obtained, which increases costs for businesses. This is especially true for food related businesses who need large amounts of storage during their harvest seasons. If they cannot access adequate storage, they risk losing valuable product and therefore, income needed to survive and thrive.

This shortage of cold storage supply directly impacts Jasper Wyman's, which is the largest wild blueberry producer in the US. Ed Flanagan, Jasper's CEO, is quoted from Food Economy Maine (2017), "The Maine wild blueberry industry would benefit from additional public cold storage space. In good crop years we have to truck millions of pounds of bulk product out of state and bring it back to pack in finished product. The shorter the trucking distance, the better."

Our quantitative analysis of cold storage in the state agrees with the previous studies and qualitative interviews that were conducted. Figure 4: Maine Food GDP and Cold Storage represents how food GDP has been growing in the state from 2001 to 2013, yet the cold storage supply has largely been flat. This clearly indicates that cold storage is in short supply in Maine.

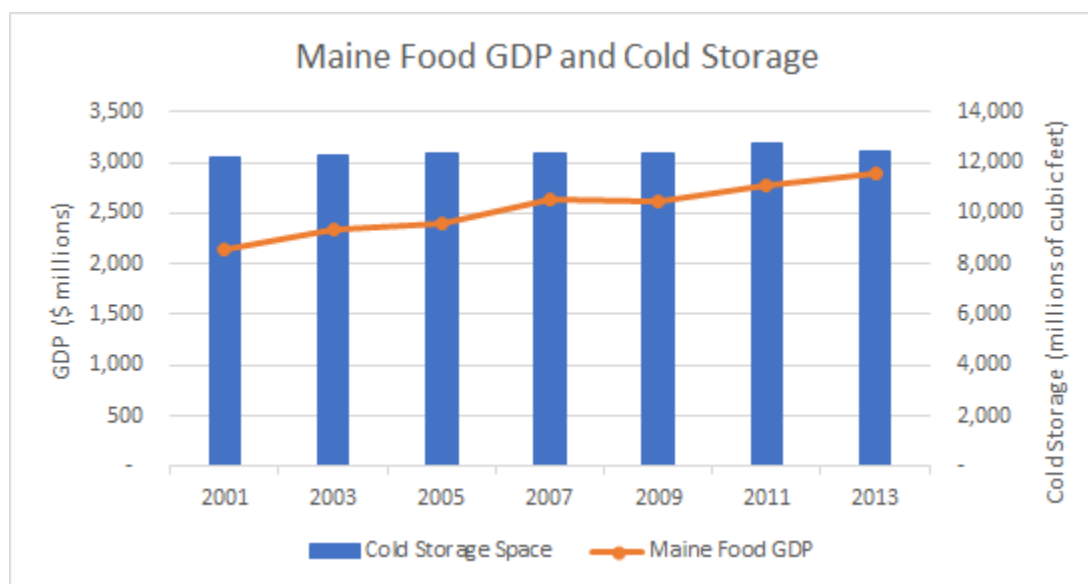


Figure 4: Maine Food GDP and Cold Storage. Data sourced from USDA Capacity (2016) and US Bureau of Economic Analysis (2016)

Maine's Economy

Bureau of Economic Analysis (2016) figures show, Maine's gross domestic product in Q3 of 2016 was just short of \$60 billion. Almost half of that comes from the Portland Metro area (about \$29 billion). The next biggest metro area in terms of GDP is Bangor, which produces about \$6 billion, then Lewiston-Auburn which contributes another \$4 billion in GDP to Maine's economy.

Exports represent approximately 6% of the Maine economy currently (Breece, 2016). The top industries exported, from largest to smallest are pulp and paper, semiconductors, fish and other marine animals, aerospace parts, and timber and logs.

The Bureau of Economic Analysis (2016) ranks Maine near the bottom of all states in Output per Worker (48 of 50). The Portland Metro area is ranked 88 out of 382 total metro areas in terms of GDP. However, Portland is

ranked 265 out of 382 in terms of total 5 year GDP growth. For comparison, Boulder, CO is a slightly smaller economy than Portland and its growth doubled Portland's, at 25% over the same period.

A Harvard study, (HKS 2015), ranks Maine in the bottom 25% of all states in 6 out of 8 metrics used to measure the strength of a state's economy, Figure 5: Maine Performance Scorecard. Additionally, 6 out of 8 of the metrics also show a negative trend.

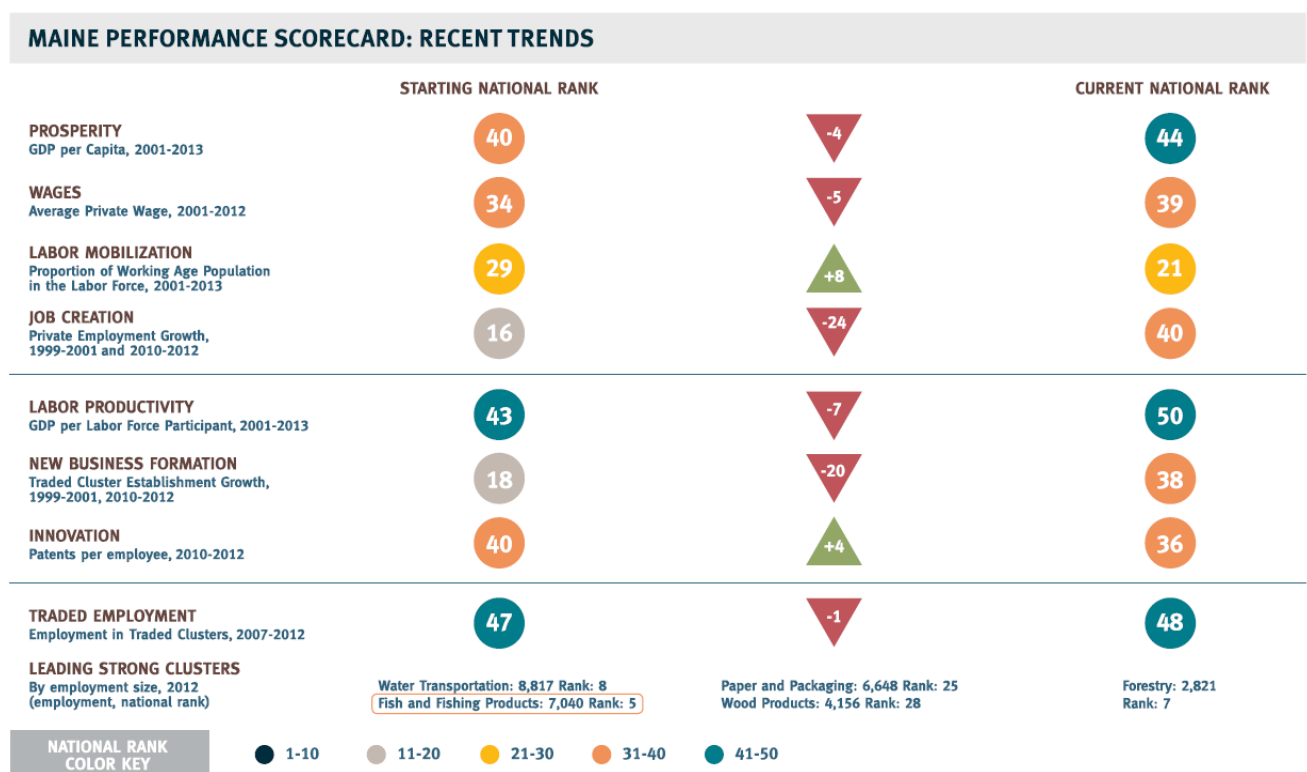


Figure 5: Maine Performance Scorecard sourced from (HKS 2015)

Exports and Imports

Exports play a major part in the US economy by adding to the total value of our businesses and diversifying businesses. US exports totals 2.3 trillion dollars in 2013, which was a 44% increase over 2009, retrieved from US DOC (2014). Exports have contributed to about 30% of the GDP growth between 2008 and 2013, which is double their share of the overall GDP (14%).

Exports have also seen largely steady gains over the past 20 years, approximately 5% real growth. US Department of Commerce (2014), estimated over 11.3 million jobs are supported by exports in 2013. In addition, research conducted by the International Trade Administration

showed that workers in export intensive industries earned on average 18% more than their counterparts, (US Department of Commerce, 2014).

The addition of Eimskip to Portland has helped open the second largest export market, Europe, to Maine businesses, as seen in the Figure 6: Top Exports Markets and Growth, from the Department of Commerce that shows the largest export markets and their growth in 2013.

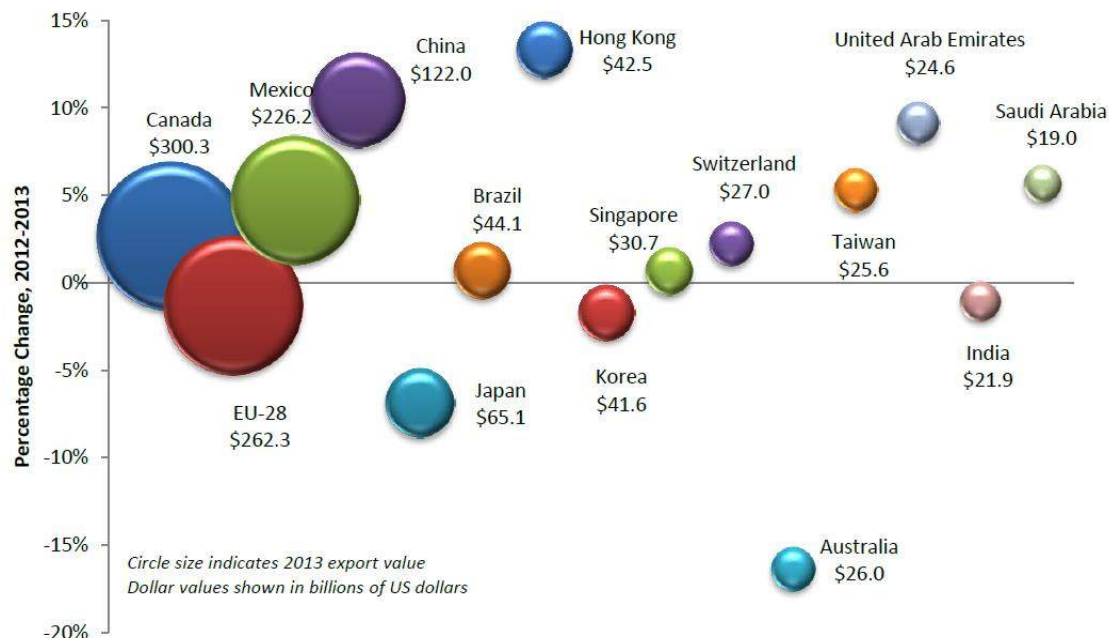


Figure 6: Top Exports Markets and Growth for 2013. Retrieved from the US Department of Commerce (2014).

In 2014, the United States exported 79 million pounds of fresh blueberries (cultivated and wild) valued at \$138 million. Canada was the number one buyer, by far, followed by Japan. Exports of U.S. frozen blueberries were almost 56 million pounds, valued at \$72 million, gathered from USDA Noncitrus Fruits (2016).

The United States is a net importer of fresh and frozen blueberries. In 2014, the nation imported 234.7 million pounds of fresh blueberries valued at nearly \$530.5 million. Over 60 percent of the fresh blueberries originated from Chile, which provides fresh blueberries to U.S. markets during the winter months of mid-November through January. Canada provided almost 20 percent of the fresh blueberries coming into the country (USDA Noncitrus Fruits, 2016).

Blueberries are a high percentage of the fruits and nuts exported from Maine, as can be seen in Figure 7: Maine's Top U.S. Food exports. Per the latest figures from the USDA Noncitrus Fruits (2016), the wild Maine Blueberry production was 101 million pounds. That represents 100% of all wild blueberry production in the US, and 15% of all blueberry production in the US if you include cultivated blueberries as well. The value of the wild blueberry production in Maine is estimated at \$47 million.

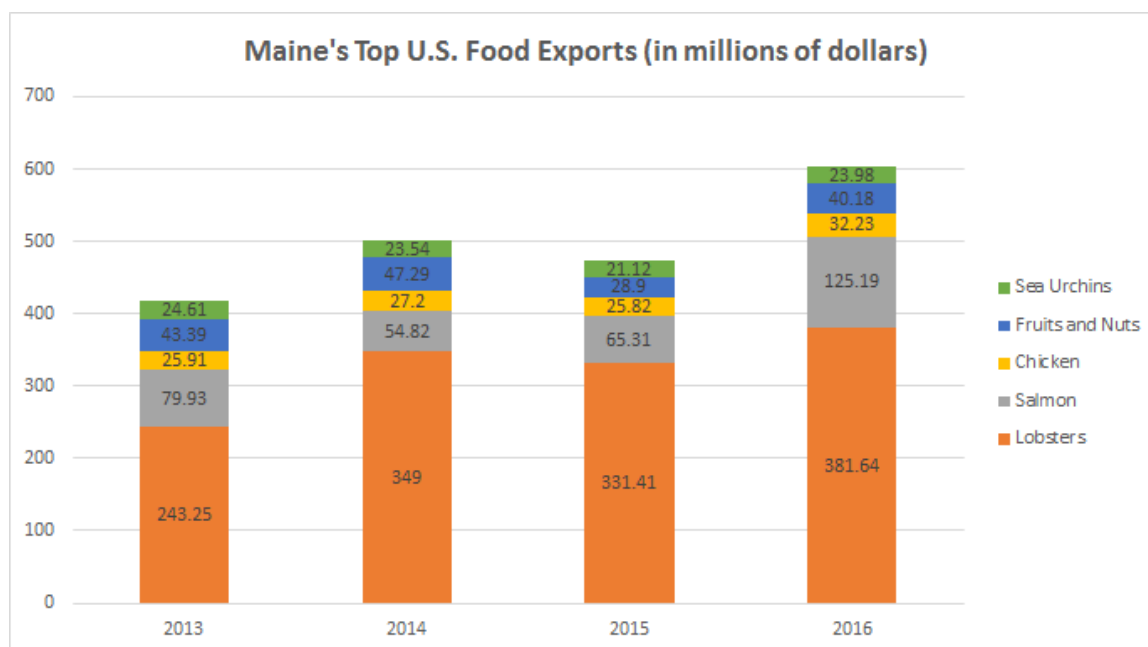


Figure 7: Maine's Top U.S. Food Exports (Origin of Movement) from Maine sourced from United States Census Bureau (2017) top 25 6-digit HS commodities based on 2016 value

Figure 7: Maine's Top U.S. Food Exports shows that lobster is the dominant commodity for Maine's Food Economy. It accounts for 13.3% of Maine's total commodities exported at a value of \$381.64 million in 2016, from data collected by the United States Census Bureau (2017). Peak season for lobster landings are from July through November. August has the greatest amount of landings, 21 million pounds of lobster on average from 2004-2016, Department of Marine Resources (2017). Cold storage facilities are useful during peak seasons to flash freeze seafood in order to ship at a later time or in preparation for processing further down the supply chain.

MARKET ANALYSIS

Food

According to a Harvard report, HKS (2015), Maine's food cluster, which is the cluster of businesses that are involved in the production, processing, storing, etc. of Maine's food, is the second largest cluster in the state, as seen from Figure 8: Employment in Maine's Largest Traded Clusters 2012 . Compared to national averages, Maine's food cluster has a higher concentration of employment, which is an indicator of strength and importance.

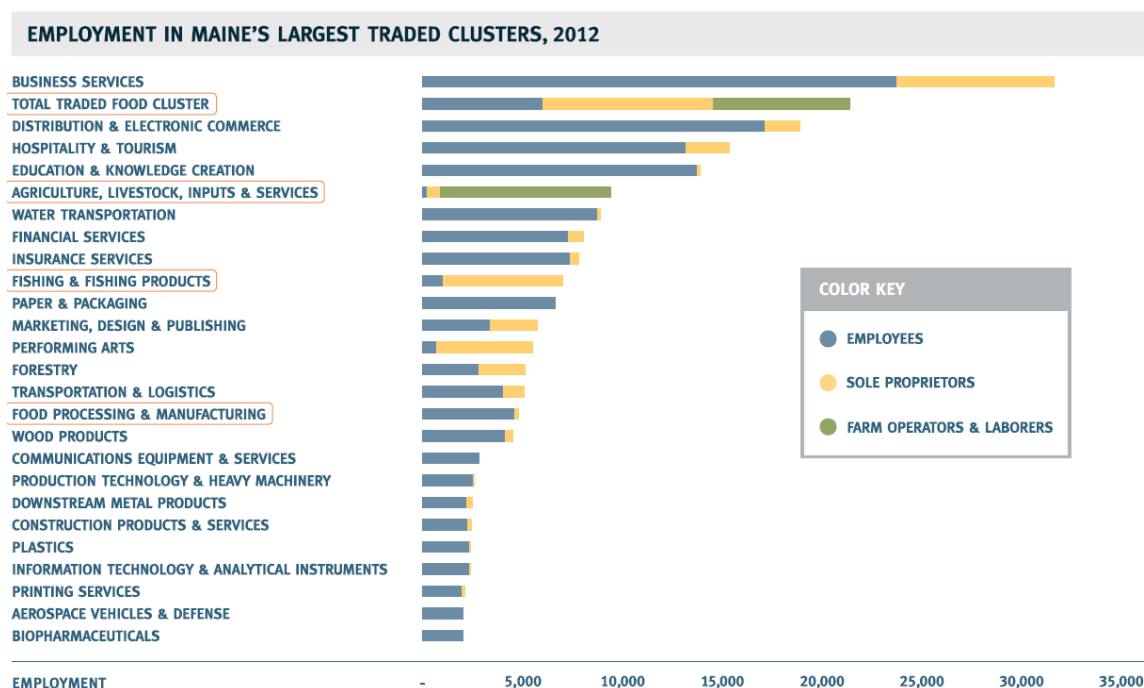


Figure 8: Employment in Maine's Largest Traded Clusters 2012. Sourced from HKS (2015).

The HKS (2015) report, found that the food cluster strength emanates from the state's abundance of natural resources. However, business leaders noted gaps in infrastructure, such as processing and storage that limited their business. For example, Jasper Wyman's transports millions of pounds of blueberries out of state for temporary storage. Having more storage locally would save this company money allowing more dollars to be redirected to growth.

Maine's food industry includes restaurants, grocery stores, food processing companies, and farms and fisheries that grow, raise, or catch food products.

Farming and fishing has always been a large part of Maine's identity, and the success of these industries has an enormous impact on the State's economy. According to the 2015 report *Local Foods to Institutions* prepared by Greater Portland Council of Governments (GPCOG), "Maine is home to over 8,000 farms and lands around \$450 million in seafood annually. Nationwide, Maine ranks 1st in the production of blueberries, 5th in potatoes, 16th in vegetables overall, and 8th in aquaculture." (p. 3) However, Maine is limited with one of the nation's shortest growing seasons. Maine producers need an efficient cold chain, and cost effective availability of cold storage to maximize revenues and growth.

GPCOG's *Local Foods to Institutions* (2015) study includes interviews with local Maine distributors regarding the challenges and opportunities surrounding distribution of local foods in Maine (p. 16). The results of GPCOG's survey suggest that a large percentage of Maine food crops are left to expire and rot due to a lack of cold storage availability and perceived cost barriers. Some food processors in Maine currently use out of state cold storage facilities because they offer much larger storage capacity. Maine's current capacity to handle an increase in seafood imports needing immediate cold storage is severely limited. A cold storage facility at the port of Portland would increase Portland's competitiveness over other ports, as Boston is the primary destination for cold storage of Maine food rather than Portland. The only cold storage warehouse in New England with direct access to rail is in Everett, Massachusetts.

The development of cold storage at the port of Portland could enhance Maine's ability to develop value-added products and capture and retain food-processing opportunities in the State. The availability of a local cold storage facility could increase shelf life of frozen and refrigerated foods, especially for seafood products. Additionally, the added availability of cold storage may enable Maine companies to further develop various sectors of the seafood industry. These developments will translate into additional employment for food processors and positive economic impacts for the State of Maine.

Food Regression Analysis

GDP data from the Bureau of Economic Analysis for each state between 2001 and 2015, combined with cold storage space figures from the USDA between 2011 and 2015 were used to determine if there was a relationship between GDP related to food and cold storage. The USDA cold storage figures can be

seen in Appendix A: Cold Storage by State. Theoretically, food growers, processors, and wholesalers cannot operate and grow their business without additional cold storage since their product would perish. Thus, if we observed states adding cold storage capacity, we would expect their food related GDP to increase more than a state who did not add cold storage.

Using a regression analysis, we found that cold storage capacity was statistically significant to predict increases in food related GDP for a given state. This analysis predicted the food related GDP of the entire US within 1%. For Maine, it's prediction was about 17% under the actual food related GDP. The wide variation is expected given how many local and national factors that also impact each state's food industries.

A linear regression was calculated to predict GDP related to food in a state based on the amount of cold storage in that state. A significant regression equation was found ($F(1,42) = 1147.243$, $p < .000$), with an R Square of .965. A state's GDP relate to food is equal to $316.009 + .303$ (1,000 cubic ft of cold storage) in millions of dollars when cold storage is measured in 1,000 cubic feet. For every 1,000 cubic feet of cold storage in a state the capacity to grow GDP related to food in that state increases by \$303,000.

A typical new cold storage facility might range between 2.5 million and 4 million cubic feet, depending on the exact dimensions. Applying the regression analysis to a potential cold storage facility ranging from 2.5 - 4 million cubic feet could result an economic impact of \$500 - \$900 million dollars for Maine, after accounting for some growth that may naturally occur.

The regression analysis is of course only a correlation. It is impossible to say that just building the facility would cause an increase in the state's GDP related to food. It is up to Maine businesses to take advantage of the infrastructure, and increase their food and food processing production. Cold storage simply gives Maine businesses owners the capacity and opportunity to grow.

“A potential cold storage facility ranging from 2.5 - 4 million cubic feet could result an economic impact of \$500 - \$900 million dollars for Maine.”

Food GDP Growth

Figure 9: Annual long term economic impact of cold storage on food clusters in Maine, shows the potential growth in GDP related to food Maine can achieve with increased cold storage.

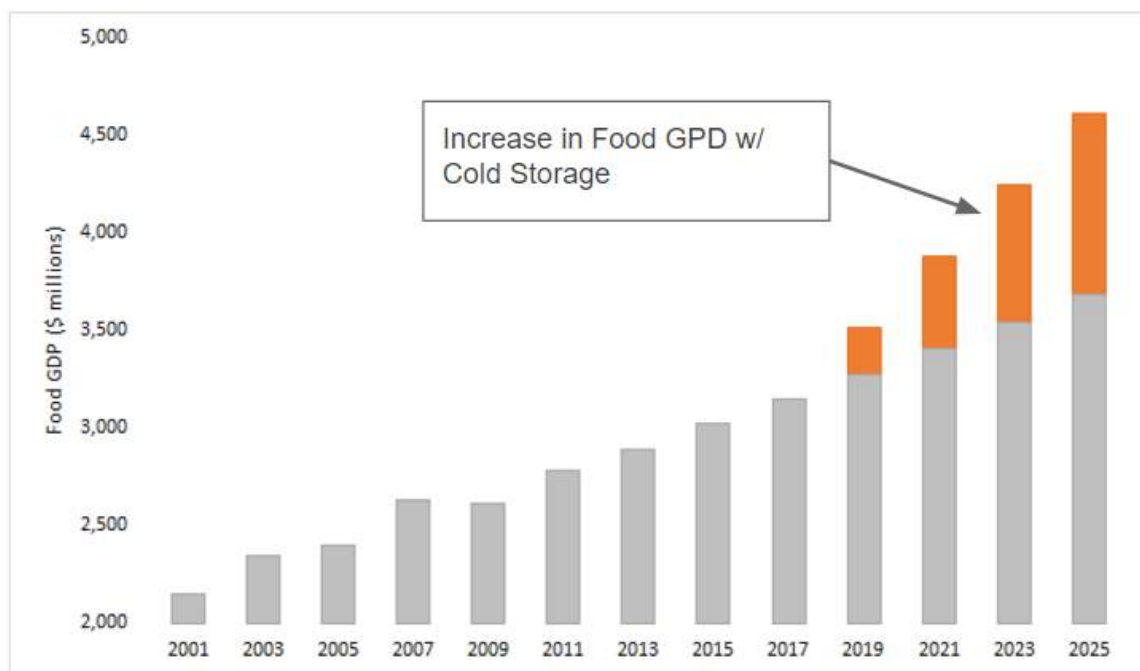


Figure 9: Annual long term economic impact of cold storage on food clusters in Maine. Data sourced from Bureau of Economic Analysis (2015) and USDA Capacity (2016).

Cold storage and its relation to GDP growth makes economic sense.

Economics states that when supply increases, prices should decrease. After prices decrease, demand should rise. Thus, if Maine adds cold storage, the price for storage locally should be lower, especially considering the total cold storage in Maine would increase between 10% and 30%, depending on the size of facility built. Lower storage prices translate to more demand for cold storage. Higher demand for the storage ultimately means there is growth in the food cluster of Maine.

Craft Beer

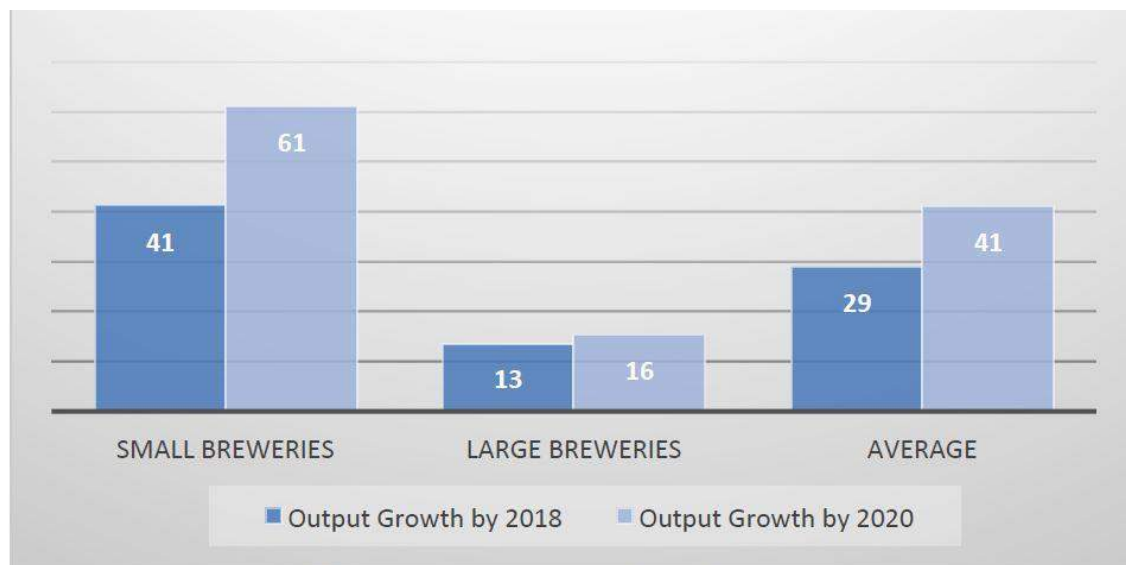
Maine's craft beer industry has grown into a \$228 million dollar impact on Maine's economy, according to a 2017 report by Crawley & Welsh from the School of Economics at the University of Maine (p. 12). This overall breakdown of economic impact can be seen in Table 1: Estimated overall economic impact of the brewery members of the Maine Brewer's Guild on the state of Maine 2016. This equates to 0.4% of Maine's total economy of \$57.3 billion, sourced from the Bureau of Economic Analysis (2017, p. 3).

	Direct Impact	Multiplier Effect	Total Impact
Output	\$157,567,345	\$70,384,221	\$227,951,566
Employment	1,632	545	2,177
Labor Income	\$50,456,100	\$21,980,816	\$72,436,916

Table 1: Estimated overall economic impact of the brewery members of the Maine Brewers' Guild on the state of Maine 2016 from Crawley and Welsh (2017, p. 2).

Craft Beer Growth

According to Crawley & Welsh (2017), "Output in Maine looks strong for the next five years, with breweries anticipating average growth of 39% by 2018, and 41% by 2020" (p. 12). Forecasted output growth for both small and large breweries can be seen in Figure 10: Percentage Change in Forecast Output Growth. Output refers to number of barrels produced, with one barrel equal to thirty-one gallons of beer. Current output is estimated to be 27,554 barrels on average per large brewery, and 520 barrels on average per small brewery. Total output for the state is 299,459 barrels as stated in the Crawley and Welsh (2017) report.



***Output is measured in terms of production of beer**

Figure 10: Percentage Change in Forecast Output Growth. Sourced from Crawley and Welsh (2017, p. 13).

Another economic contribution study of craft beer on states' economies was done by Bart Watson at the Brewers Association (2015). It states that in 2014 the labor income was \$143 million, and that the total economic impact was \$432 million. The results of this study can be seen in Appendix B: Brewers Association Economic Impact 2014 Study. The study methodology includes total impact of beer brewed by craft brewers as it moves through breweries, wholesalers, retailers, as well as all non-beer products like food and merchandise at brewpub restaurants and taprooms. This may account for the increased total impact suggested compared to the Crawley (2017) study. The Watson (2015) data along with USDA Capacity (2016) refrigerated warehouse data were used to see if there was a correlation between amount of cold storage space within a state, and that state's craft beer economic impact on the economy. Refrigerated warehouse data was missing for 2014 from the USDA website, so an average of 2013 and 2015 data was used to estimate 2014 capacity.

Craft Beer Regression Analysis

A linear regression was calculated to predict economic impact of craft beer in a state based on the amount of cold storage in that state. A significant regression equation was found ($F(1,42) = 94.451$, $p < .000$), with an R Square of .697. A state's predicted craft beer economic impact is equal to $2.72E+08 + 10,315.51$ (1,000 cubic ft of cold storage) measured in dollars when cold

storage is measured in 1,000 cubic feet. For every 1,000 cubic feet of cold storage in a state the capacity to grow craft beer's economic impact in that state increases by \$10,316.

A potential cold storage facility ranging from 2.5 - 4 million cubic feet could result in the state's GDP being increased between \$25.8 - \$40.3 million dollars by the craft beer industry.

This too is only a correlation, and should not be misconstrued as causation. Just because a cold storage facility is built does not mean craft beer's economic impact to the state's GDP will immediately go up. It will be up to Maine business owners and entrepreneurs to take advantage of new markets

A potential cold storage facility ranging from 2.5 - 4 million cubic feet could result in the state's GDP being increased between \$25.8 - \$40.3 million dollars by the craft beer industry.

available after cold storage reduces cost for storing craft beer at the port in preparation for export.

Cold storage with access to the port, rail, highway, and airport increases the export potential of Maine beer. Currently only 9% of

small brewery beer sales come from out of state, while 31% of large brewery revenue comes from out of state (Crawley and Welsh, p. 11). There are currently efforts to access Icelandic and European Union beer markets. A converted reefer cargo container will be retrofitted with 50 Maine beer taps to be sent to Iceland music festivals summer 2017 according to McGuire (2017) from the Portland Press Herald. A cold storage facility reduces refrigeration cost due to the high cost of reefer cargo containers. Logistically it will be much easier for breweries that have less than cargo load volume to collaborate in a cold storage facility in order to fill containers in preparation for shipment to new European markets.

Biopharmaceutical

The Biopharmaceutical Industry includes any pharmaceutical drug product derived from biological sources. This includes products that were manufactured or semi-synthesized from a biological source. This industry is mostly made up of companies that work on the research and development,

manufacturing, and distributing aspects of the industry. It encompasses not only human use but veterinary use as well. An aspect of this industry that is weighted differently than other industries is the amount spent on research and development. The average time to develop a drug is 10-15 years and in 2016 the total R&D as a percentage of total sales was 19.8% (Pharmaceutical Research and Manufacturers of America, 2016).

Biopharma Growth

There are many different parts of this industry including: pharmaceuticals which are the basic drugs and medicines; innovative chemically-derived drugs that are heavily based on R&D; and biologics which include vaccines or blood. According Otto, Ralf; Santagostino, Alberto; & Schrader, Ulf (2014), biopharmaceuticals generate global revenues of \$163 billion with a growth rate of more than 8%.

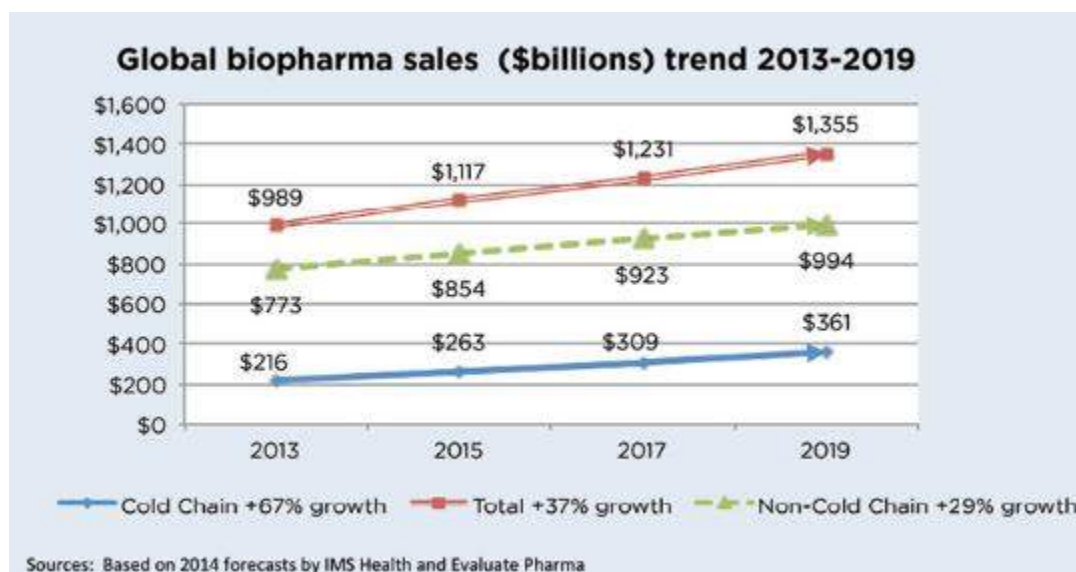


Figure 11: Global biopharma sales. Figure retrieved from Pharmaceuticals Commerce (2015).

Figure 11: Global biopharma sales depicts cold-chain drugs and biologics outpacing overall industry sales growth through 2019. Cold chain products were expected to grow at an average rate of 6% ... “By 2020, 27 of the top 50 sellers will be drugs requiring 2–8 °C cold-chain storage and handling” (Pharmaceuticals Commerce, 2015).

Numerous studies predict that Global biopharmaceutical sales will continue to rapidly increase through the next couple years and along with that growth comes an increased need for the different pieces of the cold chain, specifically cold storage.

Biopharma in Maine

Maine's Biopharmaceuticals industry isn't the largest of Maine's industries, but as discussed previously the industry has growth potential. The Battelle Memorial Institute (2014) study listed Biopharmaceuticals (under the Biotechnology cluster) as one of the target technology clusters that Maine should focus on. This can be seen in Figure 12: Mapping Refined Technology Clusters for Maine. The biopharmaceuticals cluster performs well under Maine employment compared to the US and New England region. Battelle Memorial Institute (2014) states, "This future growth is particularly important for Maine given the cluster's high economic multiplier impacts the state, reflecting both its high wages and good supply chain linkages." For growth, Battelle Memorial Institute (2014) states that more resources within the state would accelerate the economic impacts of this cluster.

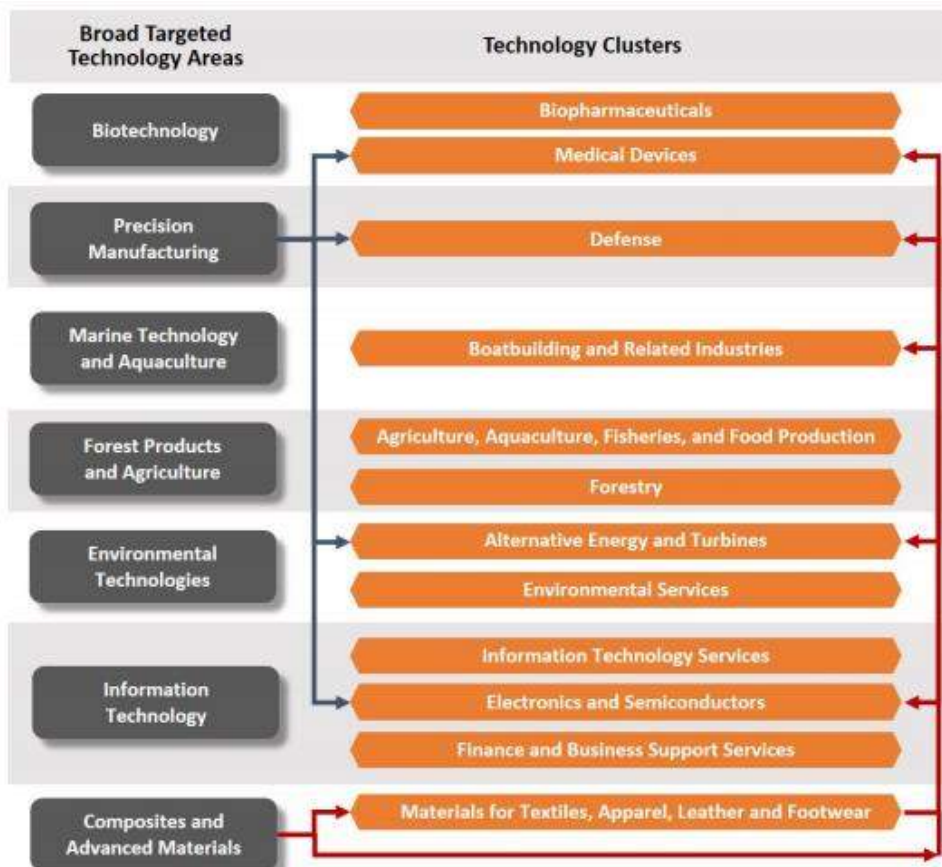


Figure 12: Mapping Refined Technology Clusters for Maine. Retrieved from Battelle Memorial Institute (2014, p. 31).

The biggest economic value of increasing opportunity for biopharmaceutical companies to expand in Maine would be increased employment. Figure 13: Maine Employment Index contrasts the employment index of Maine between 2007-2012 with the US. Biopharmaceuticals in Maine “combine strong indirect and induced impacts, indicating both a strong local supplier network and local income component” (Battelle Memorial Institute, 2014).

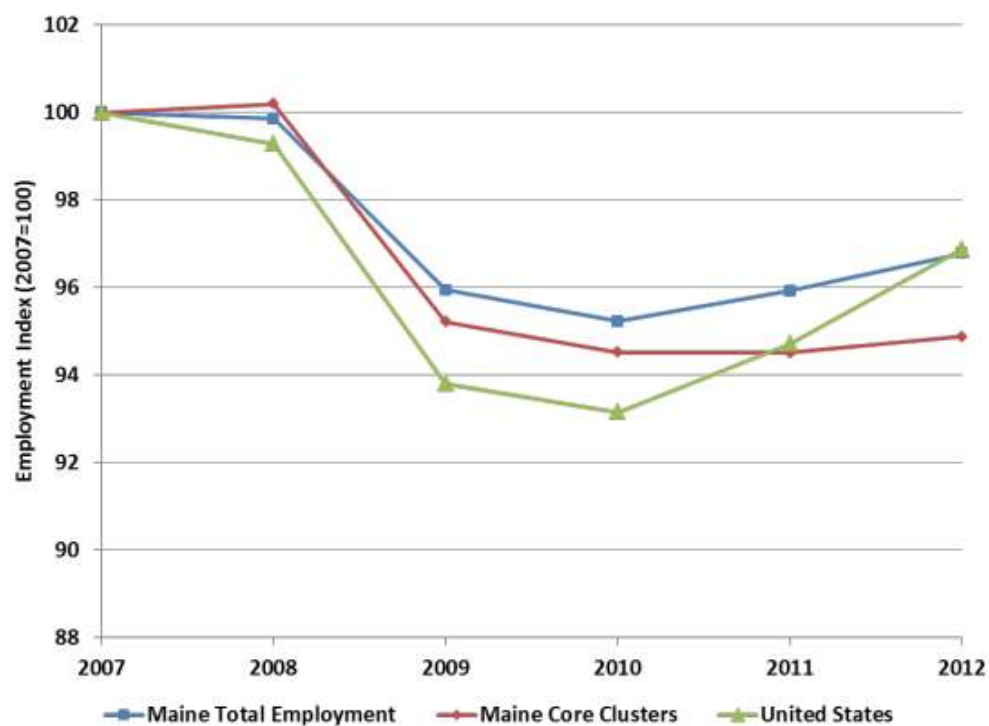


Figure 13: Maine Employment Index, 2007 - 2012. Retrieved from (Battelle Memorial Institute (2014, p. 36).

There are numerous large global companies in Maine that are already utilizing cold storage. Focusing on the companies that are already growing and thriving in Maine that would utilize cold storage is good for bringing early adopters to the facility. We gathered the top 12 “biopharma” companies currently in Maine and dug into which of those already have global relationships. Many of the top 12 already have global relationships which would be an opportunity that the Port of Portland could act on with the availability of cold storage.

According to a study done in 2015 for The City of Portland Economic Development Department by Wallace, R. with L.M. Yeitz and C. Hopkins, pharmaceuticals and medicines are in Maine's top 20 exports by dollar value and also has been increasing the industry's national market share. Although, compared to New England, Maine doesn't have a lot of specialization in this industry. Boston has a strong share of the market. There are opportunities for growth within Maine if infrastructure supports it. There are also opportunities for the companies that are already established in Boston. Maine may be able to attract these companies due to lower wages compared to Boston, more cold storage capacity (or capacity for cold storage growth), and a direct access to northern European markets (Wallace, R. with L.M. Yeitz and C. Hopkins, 2015).

Maine Companies	Location	Business Type	Annual Revenue
Lonza	Rockland	Contract Manufacturing, Primarily Biologics	\$4,000,000,000
Bio-rad	Portland	Tumor Markers	\$2,100,000,000
IDEXX Laboratories	Westbrook	Veterinary Technology and Services	\$1,700,000,000
Putney (acquired by Dechra Vet)	Portland	Veterinary Generics, Human Antibiotics	\$50,000,000
FHC	Bowdoin	Medical Devices	\$10,000,000
ImmuCell	Portland	Biologics, Bovine Technologies	\$10,000,000
LGC Maine Standards	Cumberland Foreside	Calibration Verification and Linearity	\$9,600,000
Maine Biotechnology Services	Portland	Contract Antibody Development, Manufacturing, Assay Services	\$3,300,000
EastCoast Bio	North Berwick	Antigens, Custom Antibodies	\$2,500,000
Sun Diagnostics	New Gloucester	Diagnostic supplies/reagents	\$1,000,000
ViroStat	Portland	Virology Research Products	\$500,000
Mitokine Biosciences	Hancock	GABA measurement	\$200,000

Figure 14: Top twelve Biopharma companies in Maine

List of the top twelve Biopharma companies in Maine by estimated annual revenue. The top six companies are already shipping globally and most likely using some aspect of the cold chain (Maine Biotech, 2017)

On a similar note, widening the view a little to not only Biopharmaceutical companies but to healthcare in general, 8 of the top 25 private employers in Maine are hospitals/health care companies. This includes companies such as MaineHealth (8,501-9,000 employees statewide) and Eastern Maine Medical Center (4,001-4,500 employees statewide), among other with 3,000+ employees. These may not be within the biopharmaceuticals cluster but provide opportunity for companies to come into the state to work with these types of businesses (Maine Department of Labor, 2016).

Biopharma Use of Cold Storage:

In 2014, there was a study published called Perspectives on Cold Storage Investment Opportunities that concluded that the refrigerated storage industry would grow by 3.4% annually between 2014 and 2019. As we've already covered, food, beverage, and secondary food processing makes up most of the cold storage revenue, while biopharmaceuticals fall under the 12% of "pharma, floral, and fur products" category. This study that was performed in 2014 quoted an industry expert that "forecasts that by 2016, about half of the world's top selling drugs, in terms of value, will be temperature-sensitive biologics" (Jones Lang LaSalle IP, Inc, 2014). By this forecast, half of the revenue in the figure above showing the list of Maine biopharma companies most likely needs temperature controlled storage. That is almost 4 billion dollars in annual revenue for companies that need temperature controlled storage just in Maine.

Biopharmaceuticals in Maine are stated to have about 20% of the exports shipped by container. While the industry demands vary, the cold storage/cold chain demand has been projected to increase within this industry and having the infrastructure available would benefit the Port of Portland (Agnew, Tim; Dubyak, Michael; et. el., 2016).

Not only would a cold storage facility promote economic growth, but FocusMaine estimates that building a biopharmaceutical development and manufacturing environment would have huge potential impacts. They estimate that it would create a total of 4,320-12,240 jobs, a combination of new jobs, traded jobs, and indirect jobs. They also estimate that it would create additional exports of \$150-\$380M by 2025, which would only increase if combined with a new cold storage facility (Agnew, Tim; Dubyak, Michael; et. el., 2016).

Although our research does show that there is growth potential within the biopharmaceutical cluster in Maine, we have concluded that the efforts should be placed more on building relationships with the food and beverage industries in Portland who would need cold storage. Portland has the food and beverage advantage above other nearby cities and has a lot to offer globally. Whereas with biopharmaceuticals, the market isn't nearly as strong in Maine and there is not a niche biopharmaceutical market.

CONCLUSION

Limitations and Future Research

This report is limited in many ways including: lack of data restricted by private companies in bio-pharmaceutical and other industries; inconsistent measures of gross domestic product, direct and indirect measures of economy, and economic multiplier effects; and missing state and industry data. There were also limitations in contacting specific companies to sustain the independent review of this report.

Due to limitations, the potential economic impact of over \$500 to \$900 million for a 2.5 to 4.0 million cold storage warehouse was kept as a conservative number. It was also conservative to present the full impact not occurring until 2025 as seen in Figure 9: Annual long term economic impact of cold storage on food clusters in Maine.

Because there was limited publicly available data on biopharmaceutical cold storage exports and GDP related to the biopharmaceutical market in Maine a regression analysis was not completed. Potential future research could be conducted using a ratio of GDP related to biopharmaceuticals and other markets in the state. This would give an estimated number on the impact of the biopharmaceutical market that would utilize cold storage on Maine's economy.

It is also recommended for researchers to gather data directly from area businesses that would potentially use a cold storage warehouse. It is not clear if businesses are prepared or desire to increase exports. The regression analysis simply presents the capacity that Maine's food and beverage GDP can grow with the increase of cold storage capacity. It does not mean Maine businesses will grow because of the increased capacity.

Recommendations

Could a cold storage facility survive and thrive in Maine? Currently, most Maine imports are trucked to Boston for cold storage. However, if one were added in Maine but cost more per pallet, it would likely not be used. The cost per pallet would need to be less per pallet than Boston services to win that business, plus provide Maine businesses with a more cost effective solution.

In addition, we know demand for cold storage in Maine currently exceeds capacity. Our interviews have uncovered that the limited number of cold storage units at the Portland International Port restricts usage. We spoke to at least one company who routinely ships their products out of the state until they're ready for processing.

The Harvard report HKS (2015), also concluded that Maine's utilization of its abundant natural resources is being limited by the lack of processing and storage facilities. This also matches our observation noted above, which showed that Maine has less cold storage than the average US state per million dollars of food related GDP.

As an example, more cold storage will help make it cheaper and therefore more accessible to small businesses. Processing facilities often seek accessibility, which means that more small business can begin using cold storage, larger companies can save money on storage and increase their investment in their business, and new companies are more likely to start as infrastructure hurdles are lowered or removed.

Our analysis only looked at the impact of cold storage, regardless of location. However, cold storage has many natural synergies when paired with a port. The Port of Portland serves an important role in the current and future economic development of the State of Maine in an increasingly global economy. The construction of an in-port cold storage facility would allow for greater local capacity of perishable goods and position Maine to compete for more interstate and international commerce. The current, limited availability and capacity for cold storage in Maine creates a major barrier in the local food processing and distribution network. Extending the shelf life of local fish and produce via local cold storage would conceivably allow for more production and expansion of Maine's food cluster, a critical component of the State's economy. The implementation of a world-class cold storage facility would conceivably lead to an increase in exports and entry to new markets over multiple sectors.

Due to the expected 12% percentage of space dedicated to pharma, floral, and fur products in most cold storage warehouses it is recommended that a cold storage facility focus efforts in filling space with food products. The biopharmaceutical market in Maine has growth potential. However, the biopharmaceutical market is not as strong as neighboring markets. The

infrastructure for a biopharmaceutical development and manufacturing environment is in early stages of development.

The proposed cold storage warehouse construction at the Port of Portland is expected to create over 180 temporary jobs and an additional total of 50 permanent jobs associated with the ongoing operations of the warehouse. The cost to build and operate the facility will create a residual impact on jobs and the State economy.

Regression analysis suggests a strong correlation between states' food and beverage GDP and states' cold storage capacity. The results of this study suggest that a cold storage facility built at the port in Portland has a potential economic impact of over \$500 to \$900 million for Maine's economy depending on the size of the facility. This represents approximately 1% to 1.5% of the total Maine economy.

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Appendix A: Cold Storage by State

	Cold Storage Space (1,000 Cu FT)							2001 to	Cold	GDP	
	2015	2013	2011	2009	2007	2005	2003	2001	change	Storage Change	Change
Alabama	36539	36727	33671	34017	33259	27948	29425	29110	26%	7617	3663
Alaska	3645	2590	2562	2189	2477	2046	4067	3871	-33%	-1281	882
Arizona	18742	18522	18551	16365	17856	14050	16654	16654	11%	1868	4592
Arkansas	92854	95508	95744	95200	91669	79233	87453	82637	16%	12871	3818
California	569936	556771	547959	494953	412469	399495	449271	432639	29%	124132	49587
Colorado	28251	23732	25614	25978	15064	17298	17792	17748	34%	5984	5546
Connecticut	6018	6018	8447	8462	4885	5348	4876	5261	14%	757	1455
Delaware	30249	30752	31252	29131	29031	29031	26139	26161	18%	4591	1263
Florida	285598	277409	283758	273808	239083	252845	253140	231477	20%	45932	11509
Georgia	250205	243293	243588	218421	181302	124948	143611	131601	85%	111692	6958
Hawaii	(D)	(D)	*	*	*	*		3898		0	1300
Idaho	60728	60948	60171	60168	60960	61771	58587	60737	0%	211	3536
Illinois	200294	207107	202428	197610	154454	151489	105393	114814	80%	92293	13784
Indiana	113995	105223	86077	93061	82204	82731	55478	43463	142%	61760	8235
Iowa	91249	90716	93906	92312	79602	92651	74547	73150	24%	17566	11083
Kansas	47560	47560	48695	48589	44653	44490	44490	83464	-43%	-35904	6328
Kentucky	24404	23165	23216	22907	22533	23021	22337	22337	4%	828	6151
Louisiana	15684	12129	13395	15681	15206	18693	13590	10345	17%	1784	4374
Maine	9729	12420	12736	10341	12355	12355	12318	12216	2%	204	880
Maryland	39528	39326	45248	42040	23029	27558	29216	27483	43%	11843	4723
Massachusetts	95028	94212	97853	101497	82655	86808	79727	54658	72%	39554	4853
Michigan	101898	97338	99645	103287	95217	92252	88211	93933	4%	3405	6319
Minnesota	93563	100403	90720	90836	86246	74708	71852	64211	56%	36192	8368
Mississippi	15630	23406	23602	23742	25141	21814	21814	22895	2%	511	3175
Missouri	112098	107100	105145	116528	111320	113637	106564	100817	6%	6283	8186
Montana	1231	1231	1148	1020	984	987	976	976	26%	255	1956
Nebraska	54247	54956	52691	42509	42478	49141	40723	41059	34%	13897	8490
Nevada	(D)	(D)	*	*	*		7370	7370		0	3067
New Hampshire	10552	8352	8352	4497	3694	*	*			0	757
New Jersey	167522	161912	133062	115236	85650	82209	81538	70204	131%	91708	3641
New Mexico	5336	4967	4809	2442	2180	2400	2529	1156	330%	3811	1507
New York	102689	104788	107574	92661	94806	95339	99278	86203	22%	18585	15188
North Carolina	64032	70887	68259	68733	58701	61267	63591	59154	20%	11733	5424
North Dakota	10325	10325	9063	9063	9008	9246	8926	8126	27%	2199	3016
Ohio	79581	80727	74541	63752	61008	63012	77371	70647	14%	10080	10570
Oklahoma	14498	10169	12264	16847	19462	15188	15359	11488	-11%	-1319	3262
Oregon	134369	126703	122272	127028	105012	108707	103967	104364	21%	22339	4755
Pennsylvania	241945	243276	230911	227391	141521	149090	145592	134269	81%	109007	8527
Rhode Island	(D)	(D)	*	*	*	*	*			0	501
South Carolina	27738	27659	24560	23265	22833	22342	24727	24972	11%	2687	3217
South Dakota	11673	11673	11673	13740	10840	11460	12352	12323	-5%	-650	3205
Tennessee	67732	56150	57041	50765	49077	33905	36305	40398	39%	15752	5137
Texas	252709	219153	205272	197738	194065	152832	159529	156650	40%	62503	24425
Utah	46530	38838	38941	37757	31539	32535	30031	26542	46%	12296	2378
Vermont	3683	(D)	*	*	*	*	*			0	665
Virginia	78406	69334	76606	73371	64029	60239	62175	60862	14%	8472	7457
Washington	211209	200819	196792	194539	190698	195424	188961	189140	6%	11679	9316
West Virginia	(D)	(D)	*		2766	2420	2420	2419		0	634
Wisconsin	221687	219705	208451	194403	189649	178753	167305	161583	36%	58122	8139
Wyoming	-	-	*		*	*	*			0	604
US	4,168,921	4,055,385	3,959,354	3,794,974	3,320,194	3,207,497	3,159,535	3,040,796	33%	101,4589	317,390

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Appendix B: Brewers Association Economic Impact 2014 Study

Region	Total Economic Impact 2014				
	Employment (FTEs)	Labor Income	Avg. Wage	Economic Impact	Impact/ 21+ Adult
Alabama	2,624	\$107,721,000	\$41,052	\$437,633,000	\$125.53
Alaska	1,420	\$71,934,000	\$50,647	\$239,149,000	\$469.09
Arizona	8,655	\$348,934,000	\$40,317	\$959,760,000	\$203.25
Arkansas	2,010	\$81,289,000	\$40,440	\$323,795,000	\$153.03
California	50,279	\$2,456,927,000	\$48,866	\$6,886,674,000	\$251.89
Colorado	21,838	\$928,971,000	\$42,539	\$2,715,808,000	\$709.39
Connecticut	4,632	\$226,088,000	\$48,807	\$568,787,000	\$216.34
Delaware	1,710	\$73,647,000	\$43,058	\$264,138,000	\$389.08
District of Columbia	1,425	\$80,918,000	\$56,792	\$149,301,000	\$293.10
Florida	16,686	\$650,903,000	\$39,008	\$2,056,405,000	\$138.40
Georgia	8,269	\$346,614,000	\$41,915	\$1,134,453,000	\$160.78
Hawaii	1,989	\$85,498,000	\$42,979	\$231,509,000	\$221.22
Idaho	2,750	\$99,771,000	\$36,275	\$317,860,000	\$284.73
Illinois	17,059	\$761,778,000	\$44,655	\$2,271,693,000	\$247.08
Indiana	7,939	\$302,417,000	\$38,093	\$1,075,955,000	\$230.56
Iowa	4,674	\$172,508,000	\$36,912	\$636,096,000	\$285.64
Kansas	2,863	\$109,080,000	\$38,097	\$383,281,000	\$188.14
Kentucky	3,401	\$129,543,000	\$38,090	\$495,103,000	\$155.27
Louisiana	3,261	\$142,019,000	\$43,549	\$645,510,000	\$195.98
Maine	3,773	\$142,866,000	\$37,870	\$432,040,000	\$430.85
Maryland	5,492	\$238,760,000	\$43,477	\$651,624,000	\$150.66
Massachusetts	12,551	\$568,228,000	\$45,275	\$1,407,474,000	\$282.77
Michigan	14,773	\$571,606,000	\$38,693	\$1,851,480,000	\$260.03
Minnesota	8,266	\$418,200,000	\$50,592	\$1,324,248,000	\$337.59
Mississippi	1,352	\$54,117,000	\$40,031	\$222,614,000	\$103.74
Missouri	7,383	\$287,457,000	\$38,933	\$921,033,000	\$217.15
Montana	2,617	\$93,564,000	\$35,749	\$328,219,000	\$437.64
Nebraska	3,263	\$127,539,000	\$39,083	\$424,320,000	\$319.80
Nevada	6,189	\$233,345,000	\$37,703	\$480,128,000	\$236.79
New Hampshire	3,566	\$137,389,000	\$38,527	\$358,934,000	\$365.72
New Jersey	9,560	\$480,884,000	\$50,304	\$1,236,010,000	\$190.19
New Mexico	3,036	\$105,156,000	\$34,633	\$340,338,000	\$231.60
New York	19,494	\$1,054,903,000	\$54,116	\$2,920,767,000	\$201.88
North Carolina	9,522	\$374,250,000	\$39,304	\$1,200,318,000	\$168.16
North Dakota	1,253	\$51,276,000	\$40,916	\$173,543,000	\$322.90
Ohio	14,452	\$614,778,000	\$42,539	\$2,161,955,000	\$258.66
Oklahoma	2,574	\$128,345,000	\$49,870	\$415,776,000	\$151.43
Oregon	17,565	\$682,184,000	\$38,837	\$1,837,356,000	\$631.35
Pennsylvania	32,241	\$1,355,719,000	\$42,050	\$4,488,434,000	\$476.98
Rhode Island	1,421	\$59,491,000	\$41,854	\$160,216,000	\$206.39
South Carolina	3,350	\$125,877,000	\$37,573	\$443,241,000	\$127.23

South Dakota	1,355	\$47,329,000	\$34,939	\$156,843,000	\$259.87
Tennessee	6,570	\$255,101,000	\$38,831	\$753,202,000	\$159.20
Texas	23,084	\$1,112,508,000	\$48,194	\$3,769,917,000	\$204.94
Utah	3,049	\$114,368,000	\$37,514	\$389,908,000	\$208.52
Vermont	2,452	\$85,883,000	\$35,031	\$270,841,000	\$579.52
Virginia	8,906	\$381,185,000	\$42,802	\$1,045,835,000	\$173.18
Washington	14,782	\$656,185,000	\$44,392	\$1,653,998,000	\$323.92
West Virginia	1,481	\$57,960,000	\$39,131	\$211,240,000	\$152.16
Wisconsin	14,109	\$533,266,000	\$37,797	\$1,747,499,000	\$420.20
Wyoming	1,261	\$46,639,000	\$37,001	\$149,455,000	\$356.88
TOTAL	424,225	\$18,372,919,000	\$43,309	\$55,721,717,000	\$244.07

Watson, Bart (2015). Brewers Association Economic Impact Study for 2014. Brewers Association. Retrieved from https://www.brewersassociation.org/wp-content/uploads/2015/08/State-by-State-Breakdown_2014.pdf

Cold Storage Economic Impact Study for Portland Maine

University of Southern Maine

MBA 698 - Practicum Spring 2017

Prepared by

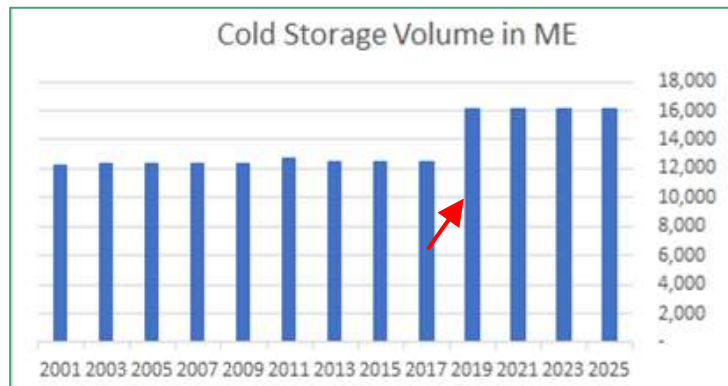
Katy Emerson, Joshua Hansen, Steven Knapp, and Mason Palmatier

Presentation Objective

Objective:

Estimate the economic benefit of building a new cold storage facility in Maine.

Specifically, what impact would it have on the biopharmaceuticals, craft beer, and food market.



Outline:

- I. Cold Chain & Cold Storage
- II. Current State of US Cold Storage
- III. Current State of Maine Cold Storage
- IV. Biopharmaceuticals Market
- V. Craft Beer Market
- VI. Food Market
- VII. Overall Economic Impact

What is the Cold Chain and Cold Storage?

Cold Chain - The infrastructure used to keep products fresh between manufacturers / growers and consumers. (Refrigerated trucks, cold storage warehouses, reefer containers, etc.)

Cold Storage - Large refrigerated warehouses



Why is the cold chain and cold storage important?

Maines economic strength is our food cluster
(Harvard Report 2015).

2nd largest cluster in state with 21,000+ jobs in 2012.

High abundance of natural resources (lobster, blueberry, fish,
potatoes, etc.)

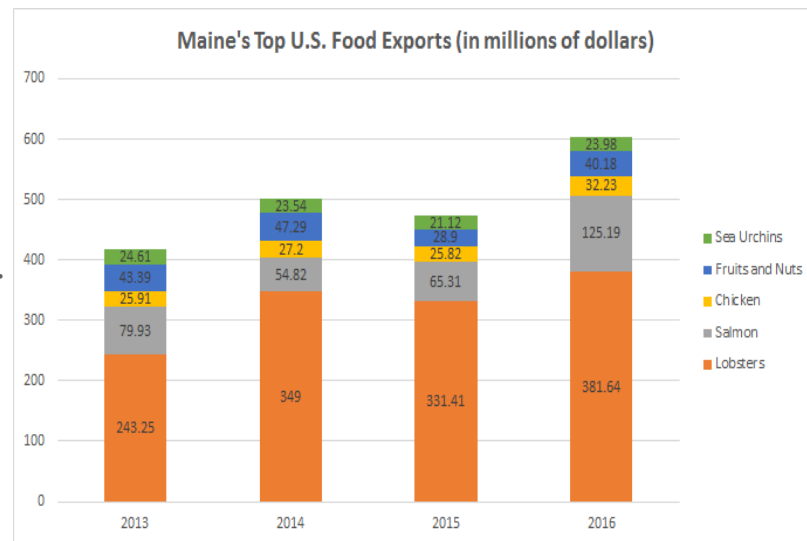
#1 wild blueberry producer in US

Food cluster growth requires additional storage (i.e.
more potato growth requires more storage).

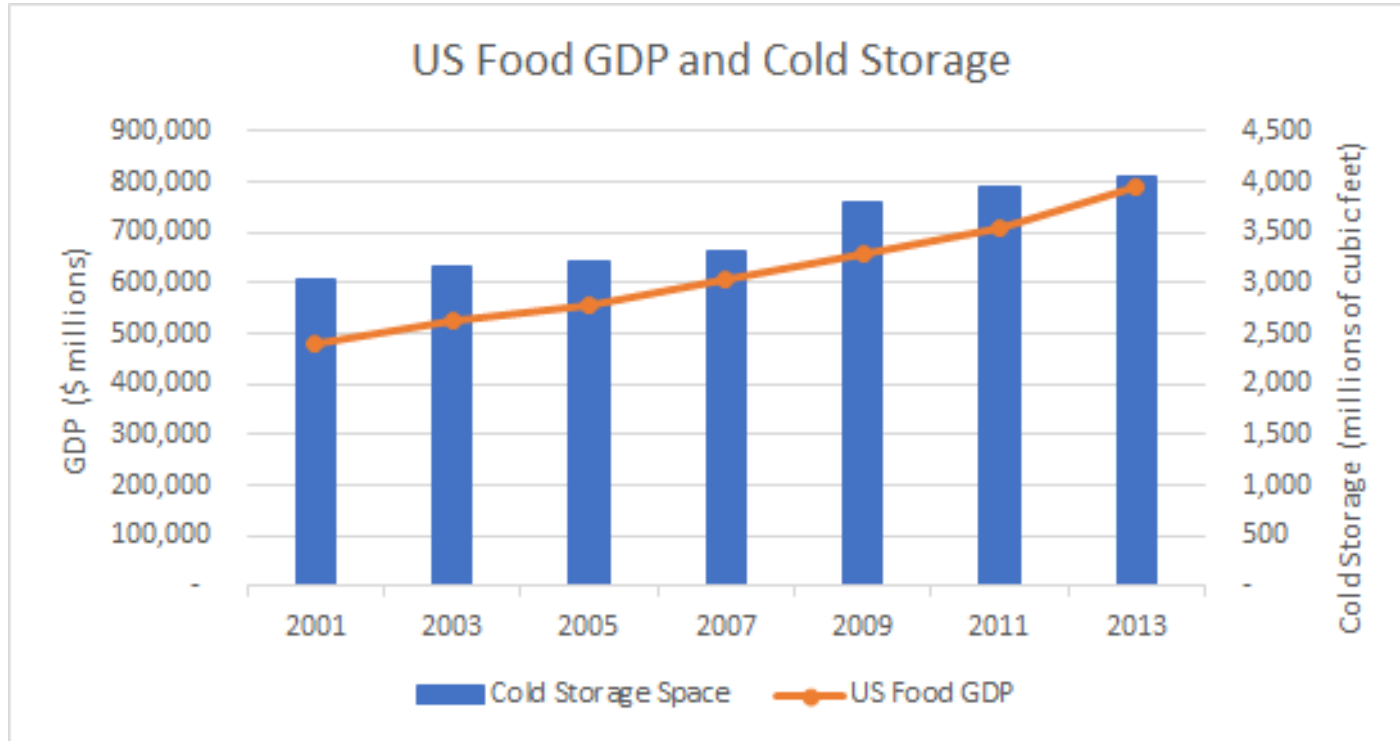
Ensure fresh products for consumers.

Critical component to supply chain.

Natural synergy with an import/export port.



Current state of Cold Storage in the US



Current Maine Cold Storage

Stagnant cold storage industry in ME (flat supply of cold storage since at least 2001).

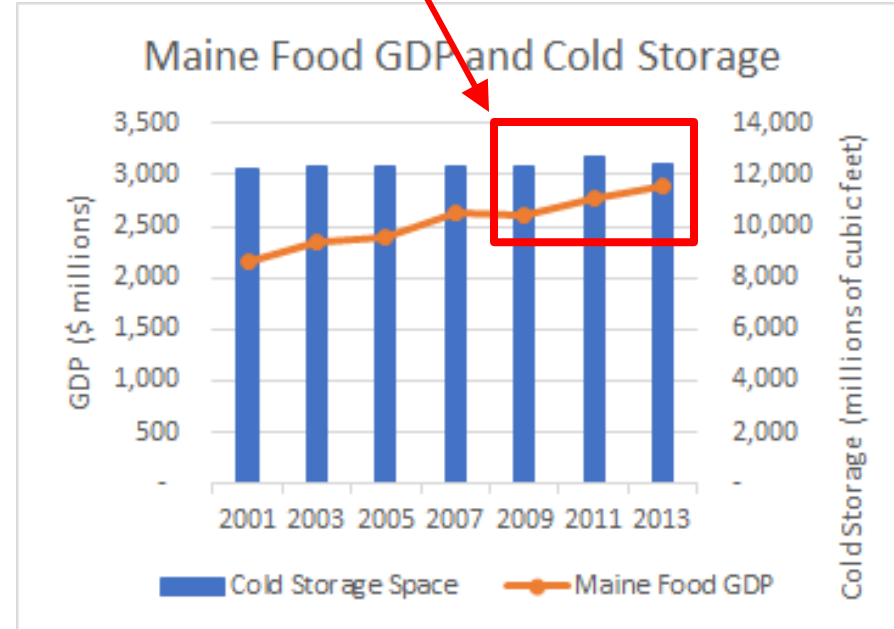
Food industry in ME expanding

Pressure on current cold storage infrastructure.

Jasper Wyman's, #1 wild blueberry producer in the US, forced to use out of state storage.

Most imports are trucked to Boston for storage.

Indicates pressure on current cold storage infrastructure.

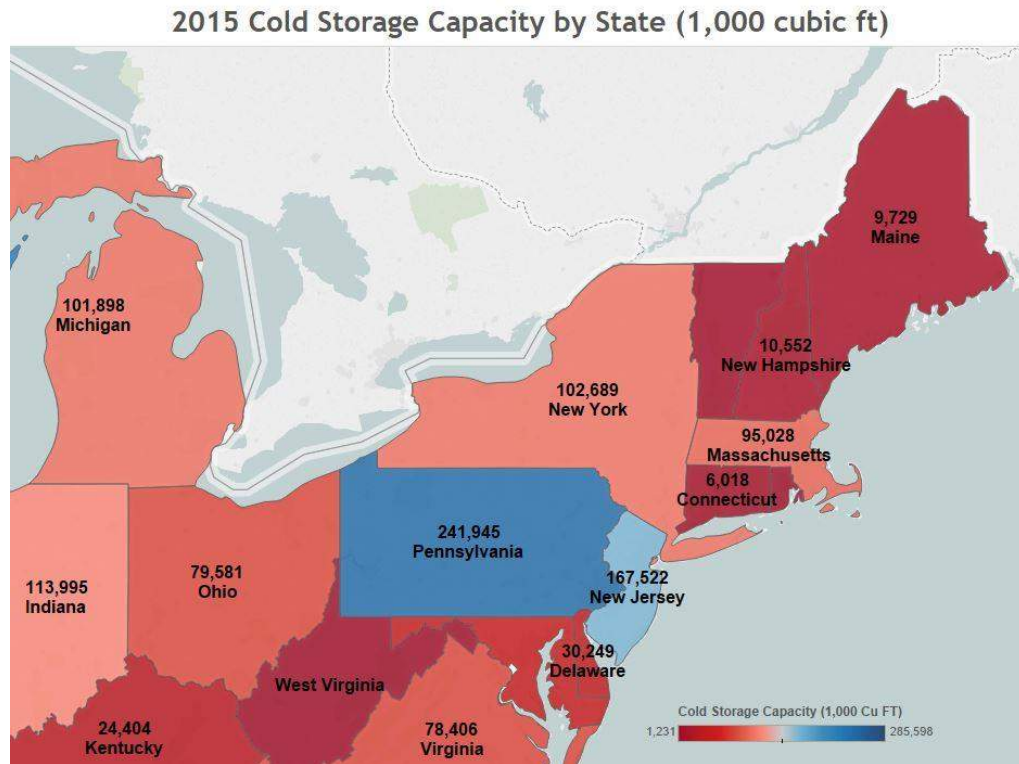


Cold Storage in Maine vs. New England

The amount of cold storage in Maine has remained stagnant over the last 20 years.

Massachusetts has seen its overall capacity rise by 73% over the same 20 year period.

Londonderry, NH opened a 60,000 sq ft facility in 1998. Expanded by 30,000 sq ft, then built an additional 96,000 sq ft facility bringing the total to 212,000 sq ft.



Cold Storage in Maine vs. Other States

Gross refrigerated storage capacity in the U.S. totaled 4.17 billion cubic feet on October 1, 2015, an **increase of 3 percent** since the previous survey was conducted two years ago (USDA, 2016).

No increase for Maine

South Carolina Port yields a statewide employment multiplier of 2.4 - this implies that, on average, for every 10 jobs that are directly supported by the SCPA port operations or port users, an additional 14 jobs are created elsewhere in South Carolina.

Portland's Cold Storage Facility would demand

186 construction employees

21 Full time employees at cold storage facility

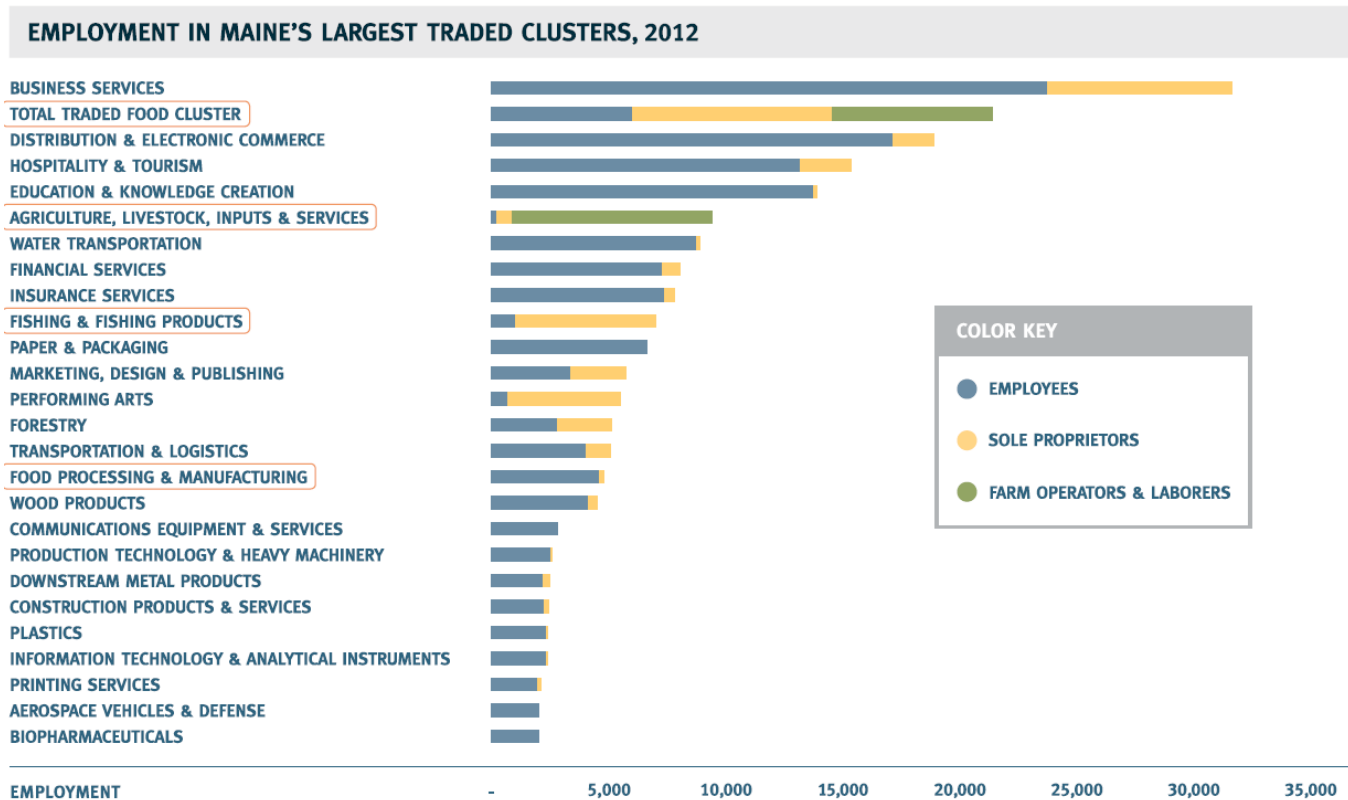
15 more employees for Eimskip after cold storage is fully operational

Total of 50 employees



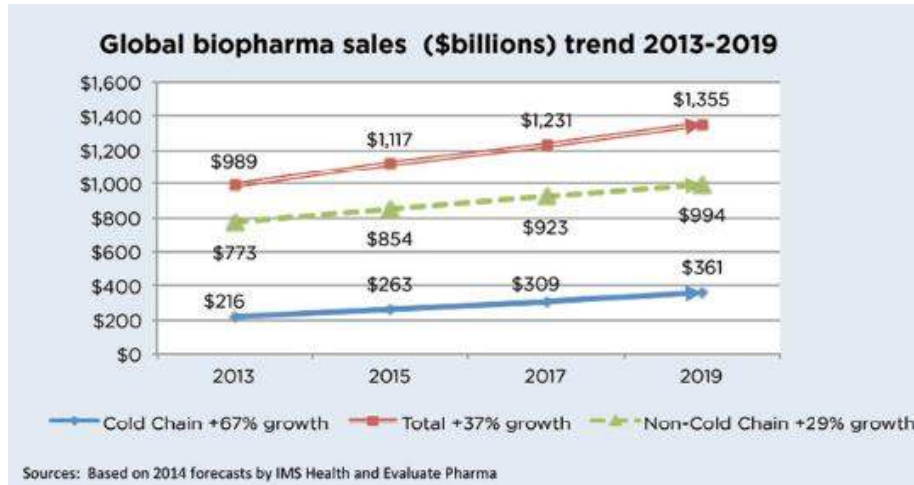
Figure 1: South Carolina Port Capacity

Overview of Maine's Economy by Employment



Source: HKS (2015). Growing Maine's Food Economy. Harvard Kennedy School.

Market Cluster - Biopharmaceuticals



Targeted growth cluster in Maine

Maine's top 20 exports by dollar value

Increasing national market share

Large users of Cold Chain

Source: Pharmaceuticals Commerce (2015). The 2015 Biopharma Cold Chain Landscape.

Market Cluster - Biopharmaceuticals

Total demand for cold storage space by industry

Source: IBISWorld



Wholesalers
33.0%



Pharma, floral, fur products
12.0%



Food manufacturers
33.0%



Retailers
22.0%

Focus Maine

Build a world-class biopharmaceutical
development and manufacturing
environment

\$150 - \$380 million additional net
exports by 2025

Craft Beer Industry

Low End Impact

\$228 million

0.4% of Maine's GDP

Employment of 1,632 people

Output growth of 41% by 2020

Crawley, A. & Welsh, S. (2017). The Economic Impact of the Craft Brewing Industry in Maine. *School of Economics Staff Paper SOE 630-February 2017*. School of Economics University of Maine.

High End Impact

\$432 million

0.75% of Maine's GDP

Includes impact of supply chain on GDP

Indirect Economic Contributions

Watson, Bart (2015). Brewers Association Economic Impact Study for 2014. *Brewers Association*.

High End Impact Regression Analysis of Craft Beer Industry

- The craft beer industry increases the state's GDP by \$10,315 for every 1,000 cubic feet of cold storage infrastructure available in the state.
- A 2 to 4 million cubic foot cold storage facility equals a \$20.6 to \$41.3 million dollar impact on Maine's economy.

Region	Total Economic Impact 2014				
	Employment (FTEs)	Labor Income	Avg. Wage	Economic Impact	Impact/ 21+ Adult
Alabama	2,624	\$107,721,000	\$41,052	\$437,633,000	\$125.53
Alaska	1,420	\$71,934,000	\$50,647	\$239,149,000	\$469.09
Arizona	8,655	\$348,934,000	\$40,317	\$959,760,000	\$203.25
Arkansas	2,010	\$81,289,000	\$40,440	\$323,795,000	\$153.03
California	50,279	\$2,456,927,000	\$48,866	\$6,886,674,000	\$251.89
Colorado	21,838	\$928,971,000	\$42,539	\$2,715,808,000	\$709.39
Connecticut	4,632	\$226,088,000	\$48,807	\$568,787,000	\$216.34
Delaware	1,710	\$73,647,000	\$43,058	\$264,138,000	\$389.08
District of Columbia	1,425	\$80,918,000	\$56,792	\$149,301,000	\$293.10
Florida	16,686	\$650,903,000	\$39,008	\$2,056,405,000	\$138.40
Georgia	8,269	\$346,614,000	\$41,915	\$1,134,453,000	\$160.78
Hawaii	1,989	\$85,498,000	\$42,979	\$231,509,000	\$221.22
Idaho	2,750	\$99,771,000	\$36,275	\$317,860,000	\$284.73
Illinois	17,059	\$761,778,000	\$44,655	\$2,271,693,000	\$247.08
Indiana	7,939	\$302,417,000	\$38,093	\$1,075,955,000	\$230.56
Iowa	4,674	\$172,508,000	\$36,912	\$636,096,000	\$285.64
Kansas	2,863	\$109,080,000	\$38,097	\$383,281,000	\$188.14
Kentucky	3,401	\$129,543,000	\$38,090	\$495,103,000	\$155.27
Louisiana	3,261	\$142,019,000	\$43,549	\$645,510,000	\$195.98
Maine	3,773	\$142,866,000	\$37,870	\$432,040,000	\$430.85
Maryland	5,492	\$238,760,000	\$43,477	\$651,624,000	\$150.66
Massachusetts	12,551	\$568,228,000	\$45,275	\$1,407,474,000	\$282.77

Regression Analysis of Cold Storage and Food GDP

		GDP Change (millions)	Cold Storage Change (1,000's CF)
1	Alabama	3,663	7,617
2	Alaska	-8,134	-1,281
3	Arizona	4,592	1,868
4	Arkansas	3,818	12,871
5	California	49,587	124,132
6	Colorado	5,546	5,984
7	Connecticut	1,455	757
8	Delaware	1,263	4,591
9	Florida	11,509	45,932
10	Georgia	6,958	111,692
11	Idaho	-5,421	211
12	Illinois	13,784	92,293
13	Indiana	8,235	61,760
14	Iowa	11,083	17,566
15	Kansas	-15,938	-35,904
16	Kentucky	6,151	828
17	Louisiana	4,374	1,784
18	Maine	880	204

- Theory: Cold storage and food related GDP are directly related. Food related industries cannot expand without the necessary cold storage.
- However, impact is likely more long term.
- Used USDA and BEA data between 2001 and 2014.

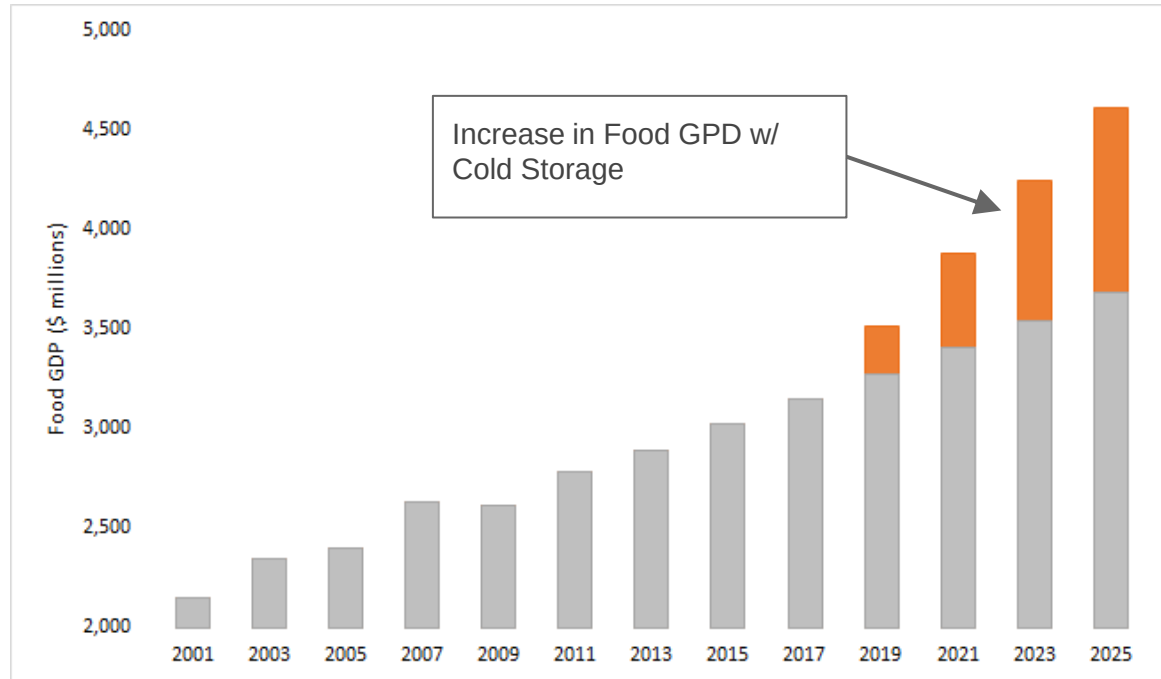
Regression Analysis of Cold Storage and Food GDP

- Results: Our model explains 96.5% of the variation in food related GDP and is statistically significant.
- Caveat: Accuracy can vary widely as you'd expect when predicting economic results.
- Many other factors influence food GDP that are not captured.
- Still useful as a decisioning tool.
- Assumed additional cold storage space of 2 - 4 million cubic feet.

Observation	Predicted Food GDP	Actual GDP	% off
Iowa	14,658	20,096	-27%
Ohio	20,437	27,633	-26%
South Carolina	6,049	8,135	-26%
Colorado	9,934	13,349	-26%
New York	29,023	38,257	-24%
Virginia	22,528	27,099	-17%
Maine	2,526	3,028	-17%
Connecticut	4,913	5,822	-16%
Alabama	8,741	9,777	-11%
California	99,508	111,119	-10%
Texas	52,247	57,394	-9%
Maryland	10,541	11,355	-7%
North Carolina	33,142	34,690	-4%
US	786,510	795,773	-1%
New Mexico	4,090	4,125	-1%
Tennessee	15,896	15,938	0%
Arkansas	10,705	10,302	4%
Florida	38,347	35,605	8%
Delaware	3,279	2,833	16%
Minnesota	20,631	17,703	17%
Oregon	13,609	11,271	21%

\$500 million - \$900 million

Annual Long Term Economic Impact of Cold Storage on Food Clusters in Maine



Summary of Cold Storage Benefits

Keep food production, storage, and distribution local

Facilitate economic expansion of Maine's commercial fishing industry

Increase opportunities for current and new businesses in Maine

Create a competitive advantage for existing businesses in Maine

Capitalize on large growth potential of Maine's biopharmaceutical market

Benefit Maine brewers by offering affordable cold storage near a port

Help reduce costs for farmers, food processors and distributors

Materials from June 27, 2017, Planning Board Workshop

Letters of Support and Testimonials from www.foodeconomymaine.com



June 23, 2017

Jennifer Munson, Office Manager
Planning and Urban Development
City of Portland
389 Congress St., 4th Floor
Portland ME 04101

Re: Planning Board Packet for June 27, 2017 Workshop

Dear Ms. Munson:

Please find enclosed with this letter materials that demonstrate the wide range of support for the proposed cold storage project and the necessary WPDZ zoning change.

We respect the limited time that the Planning Board and City Staff have at their disposal. It is therefore our intent to withhold oral testimony regarding general project support and allow the workshop to concentrate on the issues at hand (i.e., the proposed zoning language and final market study).

Thank you for your time and consideration of the attached materials.

Sincerely,

John Henshaw
Executive Director

SUPPORTERS



Dana Eidsness

Director of the Maine North Atlantic Development Office at the Maine International Trade Center

"I grew up in Portland, on the West End and on Munjoy Hill and have always had a love of Portland's working waterfront. Go to Montreal, Copenhagen or Reykjavik and you will see that what makes them compelling is the juxtaposition between their vibrant downtown presence and their working, maritime environments. Commodities on the move and in value-added transition on the waterfront, tangible trade — the coming and going of ships; there's a rhythm to it and you can see how they are connected to the world. These are dynamic cities with a story to tell. Portland can count itself among these special places.

With Eimskip's presence in Portland; Maine is connected to markets from Halifax, all the way up to Murmansk, Russia.

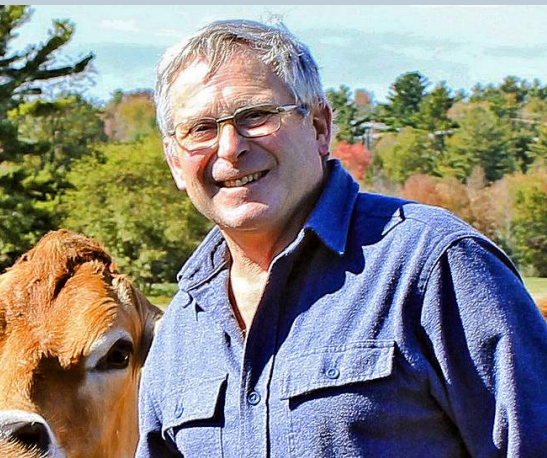
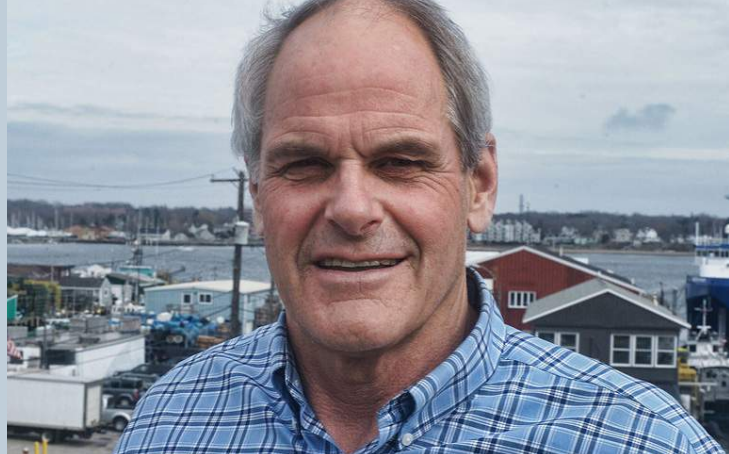
As someone with a lifelong love and connection to Portland, I see the proposed cold storage warehouse as a way to preserve and celebrate our working waterfront history."

Charlie Poole

President of Proprietors of Union Wharf

"I support the Americold cold storage facility as it really puts a stake in the ground. If we are a working port, we are going to have these kinds of facilities to help accommodate tenants like Eimskip.

Eimskip has found that Portland is where they want to be, and part of their being here is they need these types of facilities to help them as they store their cargo as it moves in and moves out. They may not need all of it today. But they certainly need this facility, and they will grow into this facility."



Commissioner Walter Whitcomb

Agriculture, Conservation & Forestry Department

"The construction of a modern cold storage warehouse on the Portland waterfront would benefit farmers and food manufacturers throughout Maine. The proposed Americold facility would address the missing link in the shortage of warehouse space in the state and lower the cost of storing perishable Maine products, including fruit, vegetables, seafood, and meat."

Togue Brawn
Downeast Dayboat
Union Wharf

"Maine produces amazing seafood, meats and produce. The fact that most of it comes from small producers creates logistical (distributional) challenges. Having an opportunity to freeze and store our products close to major transportation options would reduce some of those challenges and put us on a more even playing field with larger, more centrally-located producers.

Maine produces the world's best scallops, but our brief winter season can be a disadvantage when it comes to getting the word out. A cold storage facility close to various transportation opportunities could be a real boon to Maine's growing scallop industry."



SUPPORTERS



Bert Jongerdon
General Manager
Portland Fish Exchange

"With a steady decline of fresh fish landings - processors of seafood have maintained production, sales and jobs to supplement fresh fish landings. What has been difficult for these companies has been the lack of deep-freeze facilities in the state of Maine. These companies are forced to truck and store their frozen products at deep-freeze facilities in Massachusetts."



Brendan Ready
Ready Seafood Co.

"As a seafood processor, our goal is always to create as much value to our customers and suppliers at the highest level. I could not think of a better value proposition than to have new state-of-the-art cold storage in the heart of the working waterfront, which would provide an integrated system allowing harvesting, processing, cold storage, and distribution."



Mike Fox
President
ILA Local 861

"We believe a modern, efficient cold storage facility would be an asset to the Greater Portland area and all of the State of Maine. It is essential for Maine to be welcomed to the whole world, and this is what it would do."



Emily Lane
Calendar Islands
Maine Lobster

"Construction of a cold storage facility adjacent to the International Marine Terminal and its accessibility to ships, trucks and rail will greatly facilitate Calendar Islands' frozen lobster export business"



Ed Flanagan
Jasper Wyman & Son

"The Maine wild blueberry industry would benefit from additional public cold storage space. In good crop years we have to truck millions of pounds of bulk product out of state and bring it back to pack in finished product. The shorter the trucking distance, the better."



Erica Hale
New England Ocean
Cluster

"The cold store is a cornerstone to developing added value opportunities on our food and beverage manufacturing. Industries, like biopharmaceuticals, biotechnology, biomedical and life science products. Maine only participates with state-of-the-art cold storage capacity."



Capt. Jeffrey Monroe
Maritime consultant and
former director of the
Port of Portland

"When height limitations were put into effect, I do not believe that it took into account how new port technologies would affect infrastructure. Larger footprint and higher buildings are the norm in most ports where modern facilities are being developed."



Janine Bisallion-Cary
President
Maine International
Trade Center

"The temperature-controlled storage being developed at the port is a critical component to making the Port of Portland a viable option for many of our importers and exporters. We are losing major revenue and job opportunities by having so much of our products being stored out of state. Having the port storage will allow us to achieve weekly port calls and further enhance Maine's much needed intermodal capacities. This will significantly reduce trucking costs for our small and medium sized businesses."



William York
President of the
Propellor Club
Port of Portland, Maine

"More and more, Maine's farms and other food producers recognize that to compete with big operations across the world, they must produce value-added food...While container loads of frozen product are currently being shipped from the port, the freezer warehouse will be able to handle pallet loads, allowing smaller Maine, those who could never fill a container, inexpensive access to distant markets. This point is key."



Nico Walsh
Maritime Attorney

"The Port of Portland has always handled food. Yet for decades the Port has been without a cold store warehouse usable in conjunction with deep-water shipping. Every serious study of the Port of Portland, whether privately commissioned or government sponsored, has identified a cold store warehouse as conspicuously lacking among the Port's assets. There are dozens of superb business opportunities that Portland has lost because the Port lacks a freezer warehouse."

SUPPORTERS



Peter Handy
Bristol Seafoods

"It comes off the boat and goes straight into the freezer, and that's a more elegant solution in terms of handling it. But the bigger deal for us is we get access to that rail spur."



Jerry Angier
Chamber of Commerce member

"This western zone has always been industrial. How many people remember the coal gasification plant near the old Million Dollar Bridge or the china clay dock on the Fore River in the railyard? It is important that the city allow our zoning laws to accommodate modern business needs."



Capt. Bill Van Voorhis
East Coast Maritime Solutions

"As a 40-year veteran of working on the Portland Waterfront and being a strong supporter of Eimskip, SoliDG, and the Maine Port Authority. I highly recommend building the cold storage facility at the IMT facility for the benefit of the Port of Portland, the State of Maine and our friends to the North."



Larus Isfield
Managing Director Eimskip USA

"Maine's transportation network lagging behind the rest of the US in Intermodalism has affected the state's economy. New market trends with a focus on sustainability is an opportunity to grow Maine as a food producer. Therefore, it is important for the industry to rely on state-of-the-art infrastructure in its pursuit of excellence."



David Bernhardt
Commissioner of MaineDOT

"The construction of a freezer warehouse at the International Marine Terminal is the culmination of over \$150 million in investment by MaineDOT into Portland's waterfront. The state's goal from day one has been to appropriate site various uses while protecting and growing the working waterfront. The public-private partnership that will underlie the freezer warehouse is critical for the public investment to pay off as a long-term asset for both Portland and the State as a whole."



Jack Humeniuk
Representative International Longshoremen's Assoc.

"Cold storage capacity in the port vicinity would be a positive development to assist in making the port activities and operations more productive and cost-effective."



Qunicy Hentzel
Interim CEO at Portland Regional Chamber of Commerce

"A modern cold storage warehouse on the Portland waterfront would provide critical infrastructure for the region's food producers so they can compete in the global marketplace. The proposed location is ideal because the facility would be adjacent to a rail line and Maine's only container terminal."



Hugh Cowperthwaite
Director, Fisheries Project at CEI

"This state-of-the-art facility would address a critical shortage of warehouse space and allow Maine businesses to scale so they can compete in the global marketplace. It would allow them to stay in Maine rather than move to a state that offers better access to modern cold storage facilities."



George Gervais
Commissioner of Dept. of Economic & Community Development

"The opportunities the project provides for Maine's natural resource based industries: fisheries, aquaculture, agriculture and overall food production systems is quite compelling. The project has great potential to continue to strengthen Maine's position in the marketplace and it would be a shame to lose this momentum. If Maine wants to have a global presence and access to markets, we need the infrastructure in place to support this."



Ben Martens
Executive Director of the Maine Coast Fishermen's Association

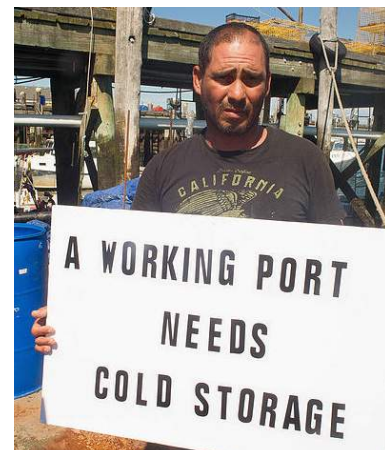
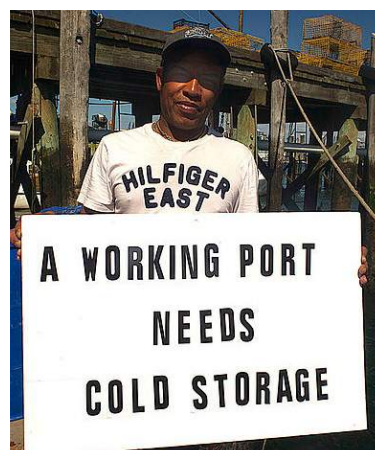
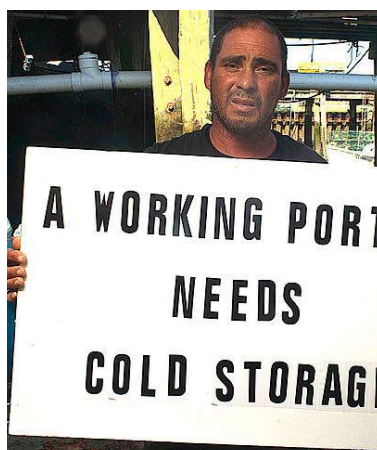
"Even with our vibrant restaurant scene in Maine, the local seafood market can only absorb a finite amount of fresh fish. The ability to store and distribute high quality frozen product is crucial to ensuring a diverse and robust working waterfront in Portland and beyond."



John Jordan
Dropping Springs Bait Co.

"Access to cold storage is critical to the future of the Maine lobster business. More and more inventory needs to be stored in a frozen state. No bait - no lobster fishery."

SUPPORTERS



Economic Assessment of the Proposed Portland Waterfront Cold Storage Facility

FINAL REPORT

June 2017

Prepared for:

City of Portland
389 Congress Street
Portland, ME 04101



120 West Avenue, Suite 303
Saratoga Springs, NY 12866

518.899.2608

www.camoineassociates.com

About Camoin Associates

Camoin Associates has provided economic development consulting services to municipalities, economic development agencies, and private enterprises since 1999. Through the services offered, Camoin Associates has had the opportunity to serve EDOs and local and state governments from Maine to California; corporations and organizations that include Lowes Home Improvement, FedEx, Volvo (Nova Bus) and the New York Islanders; as well as private developers proposing projects in excess of \$600 million. Our reputation for detailed, place-specific, and accurate analysis has led to projects in 29 states and garnered attention from national media outlets including *Marketplace* (NPR), *Forbes* magazine, and *The Wall Street Journal*. Additionally, our marketing strategies have helped our clients gain both national and local media coverage for their projects in order to build public support and leverage additional funding. We are based in Saratoga Springs, NY, with regional offices in Portland, ME; Boston, MA; Richmond, VA; and Brattleboro, VT. To learn more about our experience and projects in all of our service lines, please visit our website at www.camoinassociates.com. You can also find us on Twitter [@camoinassociate](https://twitter.com/camoinassociate) and on [Facebook](https://www.facebook.com/camoinassociates).





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Introduction

In 2015, the Maine Department of Transportation and the Maine Port Authority issued a request for proposals (RFP) for a cold storage facility on a strategic site along the city's waterfront. Two responses were received, only one of which was from a bidder that was deemed to be qualified. The qualified proposal was from Americold Logistics LLC, which is the largest company in the refrigerated storage industry nationally in terms of market share and currently operates an existing cold storage facility on Read Street in Portland.

In the original proposal, Americold submitted a multiple-design approach with the expectation that plans would be reviewed in conjunction with the Maine Port Authority. In issuing the RFP, Maine DOT and the Port Authority purposely did not specify design and size specifications in order to be able to receive proposals that made the most sense in the market and with regard to financial feasibility. Since the submission of the original proposal, Americold has solidified its plans and determined the design that would be most cost- and market-feasible. Anticipated users of the proposed facility include Emskip and its customers, for storage of product being shipped to and from the US through the Port of Portland, as well as Maine and other US producers storing product to be transported via the port, rail, or road to other locations. This includes producers directly related to the Portland waterfront such as fish processors, wholesalers, and bait providers serving the fishing industry, as well as non-seafood products, such as produce.

Design details are presented in the following tables from Americold's Site Development Concept:

Table 1

P R O J E C T D A T A	
DEVELOPABLE SITE AREA	±6.3 ACRES
PROPOSED BUILDING FOOTPRINT	120,140 GSF
PROPOSED BUILDING HEIGHT (INTERIOR CLEAR HEIGHT)	55'-0" (660")
EMPLOYEE PARKING	80 SPACES
TRUCK DOCK	14 DOORS
TRAILER DROP	15 SPACES
RAIL DOCK	3 DOORS

Table 2

B U I L D I N G D A T A	
WAREHOUSE FIRST FLOOR	120,140 SF
WAREHOUSE MEZZANINE	10,935 SF
WAREHOUSE TOTAL	131,075 SF
WAREHOUSE CLEAR HEIGHT	55'-0" (660")
PALLET STORAGE CAPACITY (DRY GOODS)	5,280 P.P.
PALLET STORAGE CAPACITY (FREEZER)	10,388 P.P.
PALLET STORAGE CAPACITY (BLAST)	196 P.P.
PALLET STORAGE CAPACITY TOTAL	15,864 P.P.

The City of Portland commissioned Camoin Associates to conduct an economic assessment of the proposed cold storage facility. The purpose of this assessment is to provide background on the key drivers, performance, and supply chain of the cold storage industry and provide context for Americold's proposal in light of industry and market trends. This context is used to help answer several important questions:

- Based on market conditions, how much capacity (building size and pallet/product volume) does a cold storage facility reasonably need to be competitive?
- How important is the proposed waterfront location to siting a cold storage facility to competitively serve demand?

This assessment will be utilized by the City as it progresses through consideration of the Americold proposal as part of its zoning text amendment process. While the assessment is meant to provide insight into the market conditions surrounding supply and demand for cold storage in Portland, it is not meant to answer whether Americold, or any other future developer, would invest in building a facility that is smaller in size than that which Americold has proposed. That determination can only be made by Americold based on its own market, feasibility, and risk assessment. It also is not meant to make a definitive determination as to the capacity to be utilized by Emskip and its customers.

For this assessment, Camoin took the following approach:

- Analysis of market conditions based on national market research
- Interviews with potential users of the facility
- Review of data on comparable facilities near ports
- Review of the economic competitiveness model and facility demand model completed by engineering firm Woodard & Curran for the Maine Port Authority

Summary of Findings

The following are major findings from our assessment of the cold storage market nationally, regionally, and locally:

- Cold storage is part of critical infrastructure for supporting export-based economic strategies for selling to buyers outside of Maine and the US. While refrigerated storage services are primarily consumed by industries in the food sector, industry operators also provide a variety of services to pharmaceutical companies, hospitals, fur producers and other companies that require temperature-controlled storage facilities. Overall, this segment has grown significantly over the past five years as downstream customers have increasingly outsourced warehousing and distribution functions to improve operating efficiencies, and demand is expected to continue to grow over the next five years
- Currently, the supply of cold storage warehousing in the Portland area is rather limited, and demand exists for additional public cold storage capacity in the Portland region. Key drivers of demand include the increase in demand for and production of food products requiring refrigeration, specifically seafood; and increasing trade activity locally through the Port of Portland as well as nationally.
- A new cold storage facility in Portland would provide additional capacity for expanding local seafood processing operations. Cold storage users interviewed for this report mentioned that local cold storage capacity allows companies to better oversee their supply chains and ensure that storage conditions are adequate. In addition, in cases where goods are being shipped from Portland to Boston and back, there could be significant cost savings in being able to cut Boston out of the supply chain.
- Typical key success factors nationally for a cold storage facility include: optimum capacity utilization, ability to automate (for very large facilities), long-term contracts with operators, and appropriate facilities and related logistics infrastructure.
- It is critical that any new cold storage facility be price competitive with facilities that potential customers are currently utilizing elsewhere, especially those in the Boston area, which are most relevant to this analysis. Prices would have to be on par with existing facilities in order to induce users to make the switch to a local facility. Price competitiveness is also needed to meet the long-term state and local economic goals and objectives of the International Marine Terminal.
- In order to be able to charge a competitive price, a cold storage facility must be able to capitalize on economies of scale associated with the size of the facility. Square footage is less critical than cubic feet; because cold storage operators pay a premium for climate control, they want to maximize their vertical space.
- Americold's proposed facility with a capacity of 15,864 pallets reasonably falls within the capacity range that is being built in the market nationally and regionally. It is in the upper middle of the pack relative to other public facilities nationally, and compared to two key competitor facilities located near ports in Everett, Massachusetts, and Norfolk, Virginia, Americold's proposal for Portland is significantly smaller.
- Physical constraints associated with the waterfront site necessitate that the facility be built to an interior clearance height of 55' in order to achieve this level of capacity.
- While a smaller facility could potentially be profitable, the return on investment may not be sufficient for a prospective developer/operator who has many other investment opportunities. The lack of any qualified proposals received by the DOT and Port Authority for smaller facilities likely indicates that a smaller facility is not a competitive investment opportunity.
- Camoin's review of the Woodard & Curran model finds its model to be reasonable in terms of capacity utilization.

Cold Storage Industry Profile¹

The cold storage industry is comprised of establishments that operate refrigerated warehousing and storage facilities. Temperature-controlled services include blast freezing and tempering. Over the past five years, the Refrigerated Storage industry nationally has benefited from rising levels of consumer spending and trade activity, which have increased the number of goods being shipped and generated demand for industry storage services. Additionally, while industry growth has been somewhat constrained by the decision of some downstream companies to manage their own warehouse facilities instead of outsourcing these functions to cold storage industry operators, this trend has not substantially hampered industry performance. Industry revenue is estimated to increase at an annualized rate of 2.4% to \$5.3 billion over the five years to 2017, including growth of 4.0% in 2017 alone.

Profit, measured as earnings before interest and taxes, is expected to account for 15.8% of industry revenue in 2017, up from 15.4% in 2012. Profit margins within this industry are typically high due to low operating costs. For example, while the maintenance and utilities costs of running a refrigerated warehouse are high, expenses on marketing, legal fees and administration costs are often negligible. Industry profit margins have grown over the past five years primarily due to increased investment in new technologies.

Driver: Demand for food products

While the cold storage industry provides some services to pharmaceutical companies, hospitals and other players outside the food sector, companies involved in the production, distribution and sale of food products constitute the industry's most important downstream markets. To this end, the industry has benefited substantially from recent increases in the level of consumer spending. Over the five years to 2017, consumer spending increased at an annualized rate of 2.5%, enabling everyday consumers to spend more freely on food products. This generated revenue for industry operators engaged in the storage and transportation of those products. Moreover, as consumer spending increased, many consumers began purchasing high-quality, high-margin food brands instead of relying on low-cost generic brand foods, which increased revenue and expanded the profit margins of many downstream food retailers. This trend has placed downstream industries in a better position to demand storage, transportation and logistical services from industry operators, contributing to the Refrigerated Storage industry's strong growth during the five-year period.

Driver: Trade activity

Industry performance is also closely tied to trade activity, as refrigerated storage services are required for transporting most food products and medicines. Over the past five years, the total value of exports leaving the United States has grown at an annualized rate of 2.8%, while the value of imports entering the country has increased at an annualized rate of 3.9% during the same period. These trends have generated substantial revenue for the Refrigerated Storage industry as imported goods typically require industry operators to perform third-party warehousing services like repackaging and carrier tracking, while exported goods are frequently kept in coastal storage facilities prior to being shipped. Trade activity is expected to continue expanding in coming years, as a stronger dollar increases the purchasing power of US businesses and consumers. Despite the threat it poses to US manufacturing industries, a strong dollar will drive higher import volumes, increasing demand for industry storage services.

Driver: Vertical integration

In addition to trends in consumer spending and trade activity, demand for industry services is also significantly impacted by the level of vertical integration in downstream markets. Typically, clients in need of refrigerated storage services outsource these functions to industry operators in an attempt to improve profit margins by avoiding the

¹ IBISWorld Industry Reports. "Refrigerated Storage in the US." February 2017.

substantial costs associated with owning and operating a warehouse. However, in response to changing consumer preferences and the proliferation of Just-In-Time production, by which manufacturers attempt to reduce inventory and warehouse costs by receiving goods only as they are needed in the production process, many companies in the food sector have begun operating their distribution and storage functions internally, completely bypassing industry operators. While this integration provides companies with more flexibility and a greater degree of control over their products, private refrigerated warehouses require substantial capital investment and are generally more expensive than public warehouses run by industry operators. As a result, this form of vertical integration has generally been limited to large-scale food producers like Nestle, Kraft, and Unilever.

Major Companies

The Refrigerated Storage industry exhibits a relatively low level of market share concentration, with the industry's four largest players generating an estimated 36.4% of total industry revenue in 2017. Americold LLC is the largest player, with 15.3% of market share, followed by Lineage Logistics Holdings LLC with 11.5%.

Industry concentration has remained stable over the past five years as the consistent entry of new players into the market has been offset by acquisitions and consolidation on the part of the industry's leading companies. For example, Lineage Logistics' acquisition of Millard Refrigerated Services in 2014 substantially increased the company's share of industry revenue. At the same time, the number of industry enterprises has increased at an annualized rate of 2.2% over the past five years. Moving forward, the level of market share concentration in this industry is projected to remain low.

Industry Outlook

The Refrigerated Storage industry is expected to continue growing over the five years to 2022, supported by increasing demand from downstream markets and higher trade volumes. Improving economic conditions will enable consumers to purchase a greater variety of food products from grocery stores and other retail channels, boosting demand for refrigerated storage. Additionally, growing demand for pharmaceutical goods in countries such as China, Brazil and India will cause US pharmaceutical companies to rely on refrigerated storage facilities to store their goods before they are exported.

Downstream industries are projected to increasingly outsource their logistics and warehouse operations over the next five years, causing industry revenue to grow more substantially than it did during the previous five-year period. According to a 2016 study conducted by Capgemini Consulting, 73.0% of US shipping and transportation companies are expected to increase their use of outsourced logistics services in coming years, whereas just 35.0% are expected to rely more heavily on in-house operations. Overall, industry revenue is expected to increase at an annualized rate of 3.6% over the next five years, totaling \$6.3 billion in 2022. This compares to annualized growth of 2.4% over the last five years.

Supply Chain

Generally, wholesalers, retailers, importers and exporters outsource the storage operations of their supply chain to specialized third-party refrigerated storage operators, either on an as-needed basis or by contract. These storage services can differ substantially in terms of the duration and temperature required, ranging from the short-term storage of fresh produce in tepid conditions to the sub-zero storage of ice cream and other frozen products for extended periods of time. While refrigerated storage services are primarily consumed by industries in the food sector, industry operators also provide a variety of services to pharmaceutical companies, hospitals, fur producers and other companies that require temperature-controlled storage facilities. Overall, this segment has grown significantly over the past five years as downstream customers have increasingly outsourced warehousing and distribution functions to improve operating efficiencies.

Nationally, about 39% of cold storage capacity is consumed by food (including seafood) wholesalers, 28% by manufacturers, 22% by retailers, and the remaining 12% by other goods, including pharmaceutical, floral, and fur products.²

Key Success Factors

The following factors are considered critical for the success of the industry overall and individual cold storage facilities:³

- **Optimum capacity utilization:** Maximum warehouse capacity utilization is crucial to maximizing profit, as unused storage space must nonetheless be kept cold, a costly expense.
- **Automation - reduces costs, particularly those associated with labor:** Increased warehouse automation increases the efficiency of operations by increasing the speed and accuracy of inventory management and the filling out of orders.
- **Output is sold under contract - incorporate long-term sales contracts:** Long-term contracts allow industry operators to negate the risk of a short-term decline in demand and ensure a stable medium-term source of revenue.
- **Provision of appropriate facilities:** Refrigerated warehouses must be meticulously designed to be continuously and efficiently kept at very specific temperatures, as well as equipped with substantial capital machinery.

Additionally, interviews and market research for this project revealed that proximity of a cold storage facility to related logistics infrastructure, such as ports, roads, and rail, are critical to market success.

² JLL. "Perspectives on cold storage investment opportunities." 2014.

³ IBISWorld Industry Reports. "Refrigerated Storage in the US." February 2017.

Market Assessment

An understanding of the dynamics of the cold storage industry is critical for assessing the market viability of the Americold proposal. The above industry profile provides context for analyzing concerns around facility size, potential users, economies of scale, and price competitiveness.

Currently, the supply of cold storage warehousing in the Portland area is rather limited. For companies requiring cold storage capacity, the only options are to use the existing Americold facility on Read Street in Portland, or to build and use a private facility.

However, in order to capture this pent-up demand for cold storage in Portland, it is critical that any new cold storage facility be price competitive. Prices would have to be on par with the nearest existing competing facilities—most critically, those in the Boston-area—in order to induce users to make the switch. Engineering firm Woodard & Curran developed an economic competitiveness model to evaluate how a new facility might compete in the market. The firm found that the monthly cost of four cold storage facilities in Massachusetts ranged from \$61.80 to \$65.00 per pallet position, as provided by a local frozen seafood industry member. A new Portland facility would have to charge customers a price within or around that range in order to compete.

Transportation Costs

Transportation costs will play into the decision of potential users, but they are difficult to analyze due to the variety in structure of the supply chains involved. Woodard & Curran does not consider transportation costs in its competitiveness model, noting that due to the competitive nature of the industry, a cold storage facility may adjust its pricing to pull business away from a facility that is located closer to a particular customer. Some customers might accept a price higher than that offered at Boston facilities if the availability of a Portland facility obviates the need to haul product to and from Boston. However, for most customers, the facility needs to be competitively priced with Boston. Additionally, to continue port and export activities in Portland and Maine it is important for the facility to remain highly price competitive.

Automation

The ability to automate was identified through market research as a key success factor to the cold storage industry. Varying levels of automation can be built into a cold storage facility, and the degree to which automated features are economically feasible depends on the size of the facility. A fully automated facility employs what is known as an automated storage and retrieval system (AS/RS), consisting of a variety of computer-controlled systems for automatically placing and retrieving loads from defined storage locations. Such a system is only economically feasible for very large facilities with enough capacity and storage turnover to justify the high capital expenditures involved. The cold storage facility proposed by Americold for the waterfront would not include an AS/RS.

Economies of Scale

In order to be able to charge a competitive price, a cold storage facility must be able to capitalize on economies of scale associated with the size of the facility. Such facilities have high capital costs compared to conventional warehouse space. According to JLL, costs for cold storage facilities range from \$150-\$170 per square foot, compared to \$60-\$65 per square foot for conventional warehouse space.⁴

Importantly, square footage is less critical than cubic feet; because cold storage operators pay a premium for climate control, they want to maximize their vertical space. When sufficient land area is available to provide the necessary storage capacity, preferred ceiling heights on new buildings are between 36 and 40 feet—higher than the 22-foot

⁴ JLL. "Perspectives on cold storage investment opportunities." 2014.

average clearance height for warehouses built 20 years ago.⁵ Note that ceiling height is sometimes called “interior clearance height” and refers to the height inside the facility between the finished floor and the underside of the lowest obstruction hanging from the ceiling. The full height of the building from finished grade to the top of the roof structure may be considerably higher than the ceiling height.

Facility Size Comparison

According to the Agricultural Statistics Board, only 18.9% of all refrigerated storage facilities are estimated to have storage capacity totaling more than 5.0 million cubic feet, indicating the small size of most industry establishments. Additionally, most of these warehouses are owned by small- to medium-sized companies that operate on a regional level.⁶

Gross refrigerated storage capacity in the U.S. totaled 4.17 billion cubic feet as of 2015. Gross storage capacity refers to the total area under refrigeration, measured from wall to wall and floor to ceiling. Of that amount, approximately 82% was considered usable capacity, divided between freezer (about 77%) and cooler space (about 23%). Usable capacity is the actual area used for storing commodities and excludes space occupied by aisles, posts, coils, blowers, etc.⁷

Cold storage facilities can be public, private, or semi-private. Public facilities are maintained by an operator for storing food for external customers at specified rates per unit. Private and semi-private facilities are maintained by an operator to facilitate the operator’s principal function as a producer, processor, or manufacturer of food products. The space is used to store the owner’s products, although some space may be used by others at specified rates per unit stored. The proposed Americold facility is a public facility, as it would serve external customers.

Nationally, the number of public versus private/semi-private warehouses is split fairly evenly, with 53% public and 47% private/semi-private. However, in terms of gross capacity, public warehouses account for 75% all space, compared to 25% for private/semi-private. The average public refrigerated warehouse is approximately 4.1 million cubic feet, over 2.5 times larger than the average capacity of 1.5 million cubic feet for private/semi-private warehouses. The volume of the warehouse portion of the proposed Americold facility is 4.3 million cubic feet, near the average for public facilities.⁸

Table 3

Refrigerated Warehouse Number and Size, by Type, U.S., 2015			
	Public	Private and Semi-private	Total
Number of Warehouses	763	667	1,430
Percent of Warehouses	53%	47%	100%
Gross Capacity (1,000 cu. ft.)	3,138,463	1,030,460	4,168,923
Percent of Gross Capacity	75%	25%	100%
Average Capacity (1,000 cu. ft.)	4,113	1,545	2,915

Source: USDA

Fifty-nine percent (59%) of public warehouses have a gross capacity of at least 2.5 million cubic feet, compared to 21% of private/semi-private facilities. Thirty percent (30%) have a capacity of at least 5 million, compared to 6% for

⁵ JLL. “Perspectives on cold storage investment opportunities.” 2014.

⁶ IBISWorld Industry Reports. “Refrigerated Storage in the US.” February 2017.

⁷ USDA. “Capacity of Refrigerated Warehouses: 2015 Summary.” January 2016.

⁸ Includes only warehouse capacity (excludes dock capacity, office space, etc.).

private/semi-private. This places the proposed Americold facility (55' ceiling height) in the upper middle of the pack relative to other public facilities nationally.

Table 4

Refrigerated Warehouses by Number and Size Group, U.S., 2015						
Gross Capacity (cu. ft.)	Public		Private and Semi-private		All	
	Number	Percent	Number	Percent	Number	Percent
0-499,999	74	10%	300	45%	374	26%
500,000-999,999	60	8%	106	16%	166	12%
1,000,000-2,499,999	178	23%	122	18%	300	21%
2,500,000-4,999,999	220	29%	100	15%	320	22%
5,000,000+	231	30%	39	6%	270	19%
All	763	100%	667	100%	1,430	100%

There is only one existing public cold storage facility in Maine, the Americold facility on Read Street in Portland. According to Americold's website, this facility has a capacity of 1.8 million cubic feet. The following table shows the number and gross capacity of all public refrigerated warehouse facilities in northeastern states from Maine to Virginia.

Table 5

Public Refrigerated Warehouses by State, Northeast			
	Number	Gross Capacity (1,000 cu. ft.)	Average Capacity (1,000 cu. ft.)
Connecticut	2	**	--
Delaware	5	17,963	3,593
Maine	1	**	--
Maryland	5	26,048	5,210
Massachusetts	20	81,747	4,087
New Hampshire	2	**	--
New Jersey	34	159,324	4,686
New York	27	55,267	2,047
Pennsylvania	38	209,608	5,516
Rhode Island	0	0	--
Vermont	1	**	--
Virginia	15	64,207	4,280

**Withheld in USDA data to avoid disclosing data for individual operations.

--Unable to calculate due to withheld data

Source: USDA, Camoin Associates

The following table shows the proposed facility and the existing Read Street facility compared to two key competitor facilities in Everett, Massachusetts, and Norfolk, Virginia. Both of these facilities are located near ports, the Port of Boston and the Port of Virginia, respectively. These facilities are significantly larger than Americold's

proposal for Portland, and are also larger than the combined capacity of the proposed facility and the existing Read Street facility.

Table 6

Facility Volume Comparison, selected coastal facilities	
Facility	Facility Volume (cu. ft.)*
Americold Proposal	4.3 million
Americold - Read Street, Portland, ME	1.8 million
Preferred Freezer - Everett, MA	6.4 million
Preferred Freezer - Norfolk, VA	7.9 million

*Includes only warehouse capacity (excludes dock capacity, office space, etc.)

Source: Americold; Preferred Freezer

Pricing

Woodard & Curran's competitiveness model⁹ estimates the price per pallet that the cold storage facility operator would have to charge in order to achieve a return on investment that justifies the cost of developing such a facility. The model compares the required price per pallet under the Americold proposal, as well as a smaller illustrative example facility, as shown in the following table. Americold asserts that any loss in height relative to the proposed facility (and resulting loss in capacity) is expected to make the project financially infeasible.¹⁰

Table 7

Cold Storage Facility Comparison							
	Building Footprint (SF)	Warehouse Floorspace (SF)	Dock Floorspace (SF)	Warehouse Interior Clearance Height	Height to Top of Roof	Total Facility Volume* (Cu. Ft.)	Number of Pallet Positions
Americold proposal	120,140	78,090	29,100	55'	62'10"	4,906,050	15,864
Reduced height illustrative example	120,140	78,090	29,100	35'	45'0"	3,344,250	10,860

*Includes total square footage of warehouse space * clearance height + total square footage of dock space (rail and truck) * clearance height.

Source: Woodard & Curran

The relatively small size of the development site, approximately ±6.3 acres, limits the building footprint to about 120,000 GSF to allow for sufficient space on site for truck docking and trailer drops. Because the building footprint cannot be expanded, the only way for the facility developer to achieve the economies of scale associated with a larger facility is to build a taller structure. Site constraints explain why the interior clearance height of 55' in the Americold proposal is significantly higher than the typical range of 36' to 40' for recently constructed facilities nationally.

The Woodard & Curran model estimates a monthly cost per pallet position of \$61.11 for the Americold proposal and \$65.46 for the shorter example in order for the facility to operate profitably. The cost under the Americold proposal falls within the range of \$61.80 to \$65.00 for existing facilities in Massachusetts, indicating that such a facility would be price competitive with its nearest competitors. The cost to customers for the smaller example falls

⁹ Woodard and Curran. "Proposed State of Maine West Commercial Street Cold Storage Facility: Model of Economic Competitiveness." 2017.

¹⁰ Americold Presentation to City of Portland Economic Development Committee. November 1, 2016.

above this range, about 3.4% higher than the average for the four facilities considered, and 7% higher than the cost to customers under the Americold proposal.

Table 8

Monthly Customer Cost per Pallet Position	
Americold proposal	\$61.11
Reduced height illustrative example	\$65.46
MA Competitor Avg.	\$63.28
MA Competitor Range	\$61.80 - \$65.00

Source: Woodard & Curran

Demand for cold storage is highly price elastic, meaning that customers are very sensitive to price and will opt for the facility that minimizes their logistics costs. For Portland seafood processors, this means that while the new facility might be more conveniently located than options in Massachusetts, they will only switch to the new facility if doing so is comparable to their existing costs. Some companies interviewed mentioned that while there are certainly advantages to having more cold storage capacity “in your backyard”—namely, the ability to ensure that product is being stored properly without having to travel out-of-state—the premium that the average company would be willing to pay for this convenience is minimal. Ultimately, price is the number one factor in deciding where to store refrigerated goods.

Capacity Utilization

Anticipated users of the proposed facility include Eimskip and its customers, for storage of product being shipped to and from the US through the Port of Portland, as well as Maine and other US producers storing product to be transported via the port, rail, or road to other locations. This includes producers directly related to the Portland waterfront such as fish processors, wholesalers, and bait providers serving the fishing industry, as well as non-seafood products, such as produce.

Currently, the supply of cold storage warehousing in the Portland area is rather limited. For companies requiring cold storage capacity, the only options are to use the existing Americold facility on Read Street in Portland, or to build and use a private facility. When the Americold facility and private facilities are full, users must turn to facilities outside of Maine, primarily in the Boston area. Some Portland area companies choose to use the Boston-area facilities as their primary cold storage capacity. For example, a company might receive shipments of seafood through the Port of Portland, from where it is shipped to Boston for storage and subsequently hauled back to Portland for processing. In other cases, already processed seafood is sent to Boston for storage until it is needed by downstream customers, which may be located globally.

A new cold storage facility in Portland would provide additional capacity for expanding local seafood processing operations. Interviews conducted for this report mentioned that local cold storage capacity allowed companies to better oversee their supply chain and ensure that storage conditions are adequate. In addition, in cases where goods are being shipping from Portland to Boston and back, there could be significant cost savings in being able to cut Boston out of the supply chain.

In addition to seafood, other products that could be stored at the facility include produce, such as wild blueberries. Wyman’s, for example, is a large blueberry producer that currently must ship millions of pounds of fruit outside of Maine for cold storage and then ship it back into the state for processing. A cold storage facility in Portland would significantly cut down on these freight costs.

A key user of a new storage facility in Portland would be customers of Eimskip, an Icelandic logistics company that transports goods through the Port of Portland. Seafood requiring cold storage comprises a significant portion of Eimskip's cargo volumes through the port.

Woodard & Curran assessed the future storage needs of Eimskip's customers relative to the capacity of the proposed Americold facility to project the capacity utilization of the facility into the future.¹¹ The model employs the following data from independent sources to project utilization:

- Cold storage capacity need reported by Eimskip
- The total number of loaded containers shipped through the Port of Portland in 2014 and 2016.
- The number of Eimskip ships calls to the Port of Portland in 2014, 2015, and 2016.

Woodard & Curran fits trend lines to the data and arrives at the following findings and conclusion:

- The rates of growth for Eimskip's reported increases in cold storage capacity need, the projection of increased freight volume that would require cold storage based on 2014 through 2016 container data, and the increase in port calls by Eimskip ships between 2014 and 2016, as well as the projected frequency in 2020, are all similar. This indicates good precision in the evaluation methods used during this modeling effort, and that conclusions that may be drawn from this model are likely reliable.

However, Woodard & Curran notes, as with all growth projections, the accuracy of the estimate decreases as the farther away one moves in time from the known data points. Further, with exponential business growth projections, it is expected that the rate of growth will at some point diminish until equilibrium is reached (e.g. due to market saturation or limitations in available shipping capacity). It is not known when equilibrium will occur, therefore, Woodard & Curran did not consider container growth projection data beyond approximately 2024.

- Based on the estimated growth in Eimskip's cold storage needs as assessed using the referenced data sources, the capacity of a 45-foot building would be exceeded between 2023 and 2024.
- Greater than 50% of the capacity of the proposed 65-foot building would be occupied Eimskip freight between approximately 2020 and 2021. Therefore, the majority of the proposed building would be occupied by marine-related uses in a relatively short time following the completion of construction.
- Based on projected growth rates, a building that is limited to 45 feet in height, with a resulting capacity of 10,860 pallet positions, would be insufficient to fill Eimskip's cold storage needs beyond 2023. As such, continuing to limit the allowable height for buildings in the Waterfront Port Development Zone to 45 feet would increase the risk of losing Eimskip as a container shipping partner for the Port of Portland.

Camoin Associates reviewed the Woodard & Curran model and considers its findings to be reasonable. Between 2017 and 2027, based on projections from Eimskip, the number of pallet positions used would increase from 4,760 to 14,280, or an average increase of 952 pallets per year. At this rate, Eimskip's needs would surpass the total 15,864 pallet position capacity of the proposed Americold facility by 2029.

Woodard & Curran compared this to 2014, 2015, and 2016 data on actual containers shipped through the Port of Portland by Eimskip. Containers were converted to pallets using standard conversion factors and divided by 12 to estimate monthly throughput of pallets transiting the port. A factor of 35% was applied to account for the share of pallets requiring cold storage, as provided by Eimskip. This amounts to 2,540 pallets in 2014, 2,860 pallets in 2015, and 3,470 pallets in 2016. Woodard & Curran projected these values forward using an exponential trend line. Under

¹¹ Woodard and Curran. "Proposed State of Maine West Commercial Street Storage Facility: Model of Eimskip Cold Storage Need." 2017.

a more conservative approach that assumes a linear growth rate consistent with the 2015-2016 change of 610 pallets per year, Eimskip demand would exceed the full capacity of the proposed Americold facility by 2037. Averaging Eimskip's projections with the linear historical trend model, capacity would be exceeded by 2032, or within 15 years. This averaging approach is still conservative as it is reasonable to assume some level of exponential growth early on as shipments initially increase through the port once the cold storage facility is operational, still bearing in mind that such growth cannot continue indefinitely.

We also note that Woodard & Curran's monthly pallet assumption is very conservative. Dividing annual pallets by 12 is equivalent to assuming a storage turnover rate of 12 times per year. Much of the facility would be dedicated to deep-freeze capacity for frozen seafood storage, which tends to have considerably slower turn. According to Americold, the total warehouse turnover rate at the existing Read Street facility was approximately 5 turns over the last year. Turns for bait were 4.58 per year and turns for seafood were 3.60 per year. Americold indicated that no more than 8 turns would be a reasonable assumption for the new facility.

Furthermore, it should be noted that optimizing capacity utilization is a key factor for maximizing the profitability of a cold storage warehouse. While excessive unused space harms profitability, a facility with too much inventory is also undesirable. An optimal facility utilization rate is around 80-85%. When the cubic capacity of the inventory in a facility exceeds 85%, productivity goes down, as there are not enough open slots to receive new inventory properly.¹² The above projections for the years by which facility capacity will be reached assume 100% capacity utilization, meaning that in reality, the facility will reach a desirable capacity utilization somewhat earlier.

We must stress that the most important evidence supporting the existence of sufficient demand for such a facility is Americold's proposal *per se*. Americold operates over 165 facilities in 6 countries¹³ and has proven expertise and knowledge of the cold storage market. Moreover, the company is already very familiar with the needs of the Portland market given its existing facility on Read Street. Therefore, it can be assumed that Americold has put forth a proposal that it has deemed to be realistic given existing and future market conditions.

Waterfront Location

A unique feature of the proposed Portland Americold facility is its location along the waterfront and adjacent to the Port of Portland. The waterfront location would facilitate logistics for companies importing and exporting through the port. The importance of the waterfront location varies among cold storage-utilizing companies. For Eimskip it is critical. For some seafood processors located along the waterfront, access to a waterfront cold storage facilities precludes the need to navigate through Portland traffic to access the Read Street facility or other non-waterfront location, saving time and cost. Other companies interviewed for this assessment mentioned that the waterfront location would be beneficial but not critical.

It is useful to think of a cold storage facility on the Portland waterfront as one of many pieces that would lend the Port of Portland a competitive advantage over other East Coast ports. A waterfront location would allow port users to leverage multiple transportation options and capitalize on time and cost savings. For example, cold storage users can also take advantage of the rail spur serving the site for shipping products to market. The presence of all these amenities in a single location will allow the port to attract a more diverse customer base and contribute to the long-term economic vitality of Portland Maine.

It is also important to note that increasing the capacity for cold storage in Portland fits with the City's existing Economic Plan by providing continued support for the International Marine Terminal and supporting a working

¹² International Association of Refrigerated Warehouses. "2006 IARW Productivity and Benchmarking Report Survey." p. 53.

¹³ www.americold.com/locations

waterfront.¹⁴ It also fits with the State’s mission through the Maine Port Authority “to develop transportation infrastructure and multi-modal capacity, opening up new markets and transportation logistics for Maine businesses.”¹⁵

¹⁴ See Portland Economic Development Plan at this URL: www.portlandmaine.gov/530/Portland-Economic-Development-Plan.

¹⁵ Maine Port Authority. www.maineports.com.

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TO:	Bill Needelman, Waterfront Coordinator	City of Portland
CC:		
FROM:	Tom Errico, PE	
RE:	West Commercial Street Traffic Analysis	

Introduction

The Purpose of this report is to: 1) summarize traffic volumes on West Commercial Street and at the IMT entrances at the Beach Street intersection and the main entrance east of the Casco Bay Bridge; 2) provide a summary of future traffic changes expected from the IMT Expansion and other possible future development projects; 3) future development growth assumed for Downtown Portland that may impact West Commercial Street; 4) expected impacts associated with the Height Zone Change; and 5) general traffic operations issues.

Traffic Volumes

September 2016 Traffic Data

The following tables present the AM and PM peak period traffic data collected on Tuesday September 13, 2016 between 7:00AM and 9:00AM and 4:00PM and 6:00PM. The data is summarized on an hourly basis and segregates passenger cars, single unit trucks, and tractor trailer trucks.

Key conclusions from the 2016 traffic data as summarized in the tables on the following pages:

- During the PM peak hour (4:30-5:30PM) 993 vehicles were traveling westbound on Commercial Street and 455 vehicles turning left onto the ramp to Casco Bay Bridge. These two sets of volumes are critical to capacity conditions at the intersection.
- During the AM peak hour, 2 trucks exited the IMT Driveway and 1 truck entered the site. IMT had minimal traffic impact during the weekday AM peak hour.
- During the 7:00 to 9:00AM period, 9 vehicles (4 trucks) exited the IMT Driveway and 10 vehicles (3 trucks) entered the site.
- During the PM peak hour, no trucks exited the IMT Driveway and 1 truck entered the site. IMT had minimal traffic impact during the weekday PM peak hour.
- During the 4:00 to 6:00PM period, 6 vehicles exited (1 truck) the IMT Driveway and 3 vehicles entered (1 truck).

Commercial Street/Beach Street/IMT Driveway AM Peak Period September 13, 2016												
Time	Beach St.			Commercial St. WB			IMT Driveway			Commercial St. EB		
	Right	Thru	Left	Right	Thru	Left	Right	Thru	Left	Right	Thru	Left
7-8AM	83	0	4	63	624	1	3	0	3	3	750	444
8-8AM	79	1	3	60	681	5	2	0	1	0	1013	451
7-9AM	162	1	7	123	1305	6	5	0	4	3	1763	895
SU Trucks	0	0	0	4	30	0	0	0	0	0	39	13
TT	1	0	0	1	15	3	2	0	2	0	20	5
7:45-8:45	95	0	1	68	702	2	1	0	1	0	1055	460
SU Truck	0	0	0	2	23	0	0	0	0	0	27	6
TT	0	0	0	1	8	1	1	0	1	0	12	2

Commercial Street/Beach Street/IMT Driveway PM Peak Period September 13, 2016												
Time	Beach St.			Commercial St. WB			IMT Driveway			Commercial St. EB		
	Right	Thru	Left	Right	Thru	Left	Right	Thru	Left	Right	Thru	Left
4-5PM	114	0	9	88	844	0	1	2	2	0	384	426
5-6PM	113	0	7	104	889	1	2	0	1	2	382	430
4-6PM	227	0	16	192	1733	1	2	1	3	2	766	856
SU Trucks	9	0	0	0	21	0	0	0	1	0	14	3
TT	1	0	0	0	4	0	0	0	0	1	2	1
4:30-5:30PM	142	0	8	73	920	0	0	0	0	1	399	455
SU Truck	2	0	0	0	11	0	0	0	0	0	5	3
TT	1	0	0	0	1	0	0	0	0	1	1	1

March 2017 Traffic Data

Video traffic counts were conducted at the Commercial Street/Beach Street/IMT Driveway and the Commercial Street/IMT Main Driveway on Wednesday March 22, 2017 between 6:00AM and 6:00PM. A summary of key conclusions is provided in the following sections and tables.

Commercial Street/Beach Street/IMT Driveway

- During the AM peak hour (6:45-7:45AM), 726 vehicles were traveling westbound on Commercial Street and 348 vehicles turning left onto the Casco Bay Bridge. These two sets of volumes are the critical to capacity conditions at the intersection.
- During the PM peak hour (3:30-4:30PM), 1048 vehicles were traveling westbound on Commercial Street with 416 vehicles turning left onto the Casco Bay Bridge. These two sets of volumes are critical to capacity conditions at the intersection. In comparison to 2016 volumes, westbound Commercial Street was slightly higher and left-turns onto the Casco Bay Bridge was slightly lower.
- During the AM peak hour, 3 vehicles (2 trucks) exited the IMT Driveway and 1 vehicle (not a truck) entered the site. IMT had minimal traffic impact during the weekday AM peak hour.
- During the PM peak hour, 2 vehicles (no trucks) exited the IMT Driveway and 1 vehicle (not a truck) entered the site. IMT had minimal traffic impact during the weekday PM peak hour.
- During the 6:00AM to 6:00PM 12-hour period, 36 vehicles exited (14 trucks) the IMT Driveway and 26 vehicles entered (5 trucks).
- The majority (66%) of trucks enter and exit the IMT site to and from the west towards Veteran's Bridge or the Casco Bay Bridge. It should be noted that some of the trucks arriving or departing to the east may be destined to the Main IMT entrance.
- A review of truck levels at the subject intersection over the 12-hour recording period indicates a steady but relatively low level of truck volume. No distinct peaking of truck activity was identified. Very little truck activity is occurring during the afternoon (3-6PM) peak congestion time period.

Commercial Street/Beach Street/IMT Driveway March 22, 2017												
Time	Beach St.			Commercial St. WB			IMT Driveway			Commercial St. EB		
	Right	Thru	Left	Right	Thru	Left	Right	Thru	Left	Right	Thru	Left
6AM-6PM	718	6	50	1138	7978	11	8	7	21	9	5477	3678
SU Truck	42	0	2	16	211	1	0	0	12	1	170	70
TT	1	0	1	2	44	0	0	0	1	3	39	17
6:45-7:45AM	92	0	4	83	639	1	1	0	2	0	1031	348
SU Trucks	2	0	1	1	16	0	0	0	0	0	17	10
TT	2	0	1	0	3	0	0	0	2	0	6	1
3:30-4:30	83	0	7	117	924	0	2	0	0	1	436	416
SU Truck	3	0	0	0	4	0	0	0	0	0	2	1
TT	0	0	0	0	2	0	0	0	0	0	1	1

Commercial Street/Beach Street/IMT Tractor Trailer Trucks March 22, 2017																	
Start Time	Commercial St. WB				IMT Driveway				Commercial St. EB				Beach St				Total
	RT	TH	LT	UT	RT	TH	LT	UT	RT	TH	LT	UT	RT	TH	LT	UT	
6:00 AM	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	1
6:15 AM	1	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	2
6:30 AM	0	1	0	0	0	0	0	0	0	2	0	0	0	0	0	0	3
6:45 AM	0	0	0	0	0	0	0	0	0	3	0	0	0	0	0	0	3
7:00 AM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
7:15 AM	0	2	0	0	0	0	0	0	0	2	1	0	0	0	0	0	5
7:30 AM	0	1	0	0	0	0	0	0	0	1	0	0	0	0	0	0	2
7:45 AM	0	1	0	0	0	0	0	0	0	2	1	0	0	0	0	0	4
8:00 AM	0	3	0	0	0	0	0	0	1	0	2	0	0	0	0	0	6
8:15 AM	0	2	0	0	0	0	0	0	0	2	0	0	0	0	0	0	4
8:30 AM	0	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	2
8:45 AM	0	1	0	0	0	0	0	0	0	1	0	0	0	0	0	0	2
9:00 AM	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
9:15 AM	0	2	0	0	0	0	0	0	0	2	1	0	0	0	0	0	5
9:30 AM	0	2	0	0	0	0	0	0	0	2	0	0	0	0	0	0	4
9:45 AM	0	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	2

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10:00 AM	0	2	0	0	0	0	1	0	0	1	0	0	0	0	0	0	4
10:15 AM	0	2	0	0	0	0	0	0	0	1	0	0	0	0	0	0	3
10:30 AM	0	3	0	0	0	0	0	0	0	2	0	0	0	0	0	0	5
10:45 AM	0	3	0	0	0	0	0	0	0	0	1	0	0	0	0	0	4
11:00 AM	0	1	0	0	0	0	0	0	0	2	1	0	0	0	0	0	4
11:15 AM	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2
11:30 AM	0	1	0	0	0	0	0	0	0	0	1	0	0	0	1	0	3
11:45 AM	1	1	0	0	0	0	0	0	0	1	1	0	0	0	0	0	4
12:00 PM	0	0	0	0	0	0	0	0	1	3	1	0	0	0	0	0	5
12:15 PM	0	2	0	0	0	0	0	0	0	2	0	0	0	0	0	0	4
12:30 PM	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2
12:45 PM	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
1:00 PM	0	2	0	0	0	0	0	0	0	2	0	0	0	0	0	0	4
1:15 PM	0	0	0	0	0	0	0	0	1	3	0	0	0	0	0	0	4
1:30 PM	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
1:45 PM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2:00 PM	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
2:15 PM	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
2:30 PM	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	1
2:45 PM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3:00 PM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3:15 PM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3:30 PM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3:45 PM	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	1
4:00 PM	0	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	2
4:15 PM	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
4:30 PM	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	1
4:45 PM	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	1
5:00 PM	0	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	2
5:15 PM	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
5:30 PM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
5:45 PM	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	2	44	0	0	0	0	1	0	3	39	17	0	1	0	1	0	108

Commercial Street/Beach Street/IMT Single-Unit Trucks March 22, 2017																	
Start Time	Commercial St. WB				IMT Driveway				Commercial St. EB				Beach St				Total
	RT	TH	LT	UT	RT	TH	LT	UT	RT	TH	LT	UT	RT	TH	LT	UT	
6:00 AM	0	7	0	0	0	0	0	0	0	6	3	0	1	0	0	0	17
6:15 AM	0	6	0	0	0	0	0	0	0	4	1	0	1	0	0	0	12
6:30 AM	0	5	0	0	0	0	0	0	0	5	2	0	0	0	0	0	12
6:45 AM	1	4	0	0	0	0	0	0	0	1	3	0	1	0	0	0	10
7:00 AM	0	1	0	0	0	0	0	0	0	5	4	0	1	0	0	0	11
7:15 AM	0	7	0	0	0	0	0	0	0	3	1	0	0	0	1	0	12
7:30 AM	0	4	0	0	0	0	0	0	0	8	2	0	0	0	0	0	14
7:45 AM	0	2	0	0	0	0	0	0	0	5	1	0	1	0	0	0	9
8:00 AM	1	3	0	0	0	0	0	0	0	5	1	0	1	0	0	0	11
8:15 AM	1	4	0	0	0	0	0	0	0	6	4	0	0	0	0	0	15
8:30 AM	0	16	0	0	0	0	1	0	0	6	3	0	2	0	0	0	28
8:45 AM	1	7	0	0	0	0	0	0	0	4	1	0	1	0	0	0	14
9:00 AM	1	0	0	0	0	0	0	0	0	4	4	0	1	0	0	0	10
9:15 AM	0	8	0	0	0	0	0	0	0	5	2	0	0	0	0	0	15
9:30 AM	0	6	0	0	0	0	0	0	0	3	2	0	0	0	0	0	11
9:45 AM	0	4	0	0	0	0	0	0	0	5	4	0	1	0	0	0	14
10:00 AM	1	4	0	0	0	0	0	0	0	6	2	0	0	0	0	0	13
10:15 AM	1	4	0	0	0	0	1	0	1	4	2	0	0	0	0	0	13
10:30 AM	0	5	0	0	0	0	0	0	0	3	1	0	1	0	0	0	10
10:45 AM	0	2	0	0	0	0	0	0	0	5	1	0	1	0	0	0	9
11:00 AM	0	14	0	0	0	0	0	0	0	3	1	0	3	0	0	0	21
11:15 AM	1	9	0	0	0	0	0	0	0	4	2	0	0	0	0	0	16
11:30 AM	0	5	0	0	0	0	0	0	0	3	2	0	3	0	1	0	14
11:45 AM	1	0	0	0	0	0	0	0	0	3	2	0	0	0	0	0	6
12:00 PM	2	6	0	0	0	0	0	0	0	4	2	0	0	0	0	0	14
12:15 PM	1	4	1	0	0	0	1	0	0	5	2	0	1	0	0	0	15
12:30 PM	2	10	0	0	0	0	0	0	0	2	4	0	1	0	0	0	19
12:45 PM	0	4	0	0	0	0	0	0	0	4	1	0	1	0	0	0	10
1:00 PM	1	7	0	0	0	0	1	0	0	8	0	0	0	0	0	0	17
1:15 PM	0	5	0	0	0	0	1	0	0	7	3	0	1	0	0	0	17
1:30 PM	0	3	0	0	0	0	1	0	0	8	3	0	1	0	0	0	16
1:45 PM	0	4	0	0	0	0	3	0	0	4	0	0	2	0	0	0	13
2:00 PM	0	8	0	0	0	0	0	0	0	5	0	0	2	0	0	0	15
2:15 PM	0	1	0	0	0	0	1	0	0	1	0	0	1	0	0	0	4

2:30 PM	0	2	0	0	0	0	0	0	0	4	1	0	0	0	0	0	7
2:45 PM	0	3	0	0	0	0	1	0	0	3	2	0	2	0	0	0	11
3:00 PM	0	8	0	0	0	0	1	0	0	3	0	0	3	0	0	0	15
3:15 PM	0	4	0	0	0	0	0	0	0	2	0	0	1	0	0	0	7
3:30 PM	0	1	0	0	0	0	0	0	0	0	0	0	1	0	0	0	2
3:45 PM	0	2	0	0	0	0	0	0	0	2	0	0	1	0	0	0	5
4:00 PM	0	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	2
4:15 PM	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
4:30 PM	0	2	0	0	0	0	0	0	0	1	0	0	1	0	0	0	4
4:45 PM	0	2	0	0	0	0	0	0	0	0	0	0	1	0	0	0	3
5:00 PM	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2
5:15 PM	0	5	0	0	0	0	0	0	0	1	0	0	1	0	0	0	7
5:30 PM	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
5:45 PM	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1
Total	16	211	1	0	0	0	12	0	1	170	70	0	42	0	2	0	525

Commercial Street/IMT Main Driveway

- During the AM peak hour (6:45-7:45AM), 1036 vehicles traveled eastbound on Commercial Street and 746 vehicles were traveling westbound on Commercial Street.
- During the PM peak hour (3:30-4:30PM), 1031 vehicles traveled westbound on Commercial Street and 448 vehicles were traveling eastbound on Commercial Street.
- During the AM peak hour, 2 vehicles (2 trucks) exited the IMT Driveway and 3 vehicles (2 trucks) entered the site. IMT had minimal traffic impact during the weekday AM peak hour.
- During the PM peak hour, 1 vehicle (no trucks) exited the IMT Driveway and no vehicles entered the site. IMT had minimal traffic impact during the weekday PM peak hour.
- During the 6:00AM to 6:00PM 12-hour period, 29 vehicles exited (21 trucks) the IMT Driveway and 35 vehicles entered (25 trucks).
- The majority (78%) of trucks enter and exit the site to and from the west towards Veteran's Bridge.
- A review of truck levels at the subject intersection over the 12-hour recording period indicates a steady but relatively low level of truck volumes. No distinct peaking of truck activity was

identified. Very little truck activity is occurring during the afternoon (3-6PM) peak congestion time period.

Commercial Street/IMT Main Driveway March 22, 2017						
Time	Commercial WB		IMT Main Driveway		Commercial EB	
	Thru	Left	Right	Left	Right	Thru
6AM-6PM	9071	6	8	21	29	5547
SU Truck	225	1	2	2	4	149
TT	37	1	2	15	19	24
6:45-7:45AM	742	0	0	2	3	1033
SU Trucks	14	0	0	0	1	18
TT	6	0	0	2	1	3
3:30-4:30	1031	0	0	1	0	448
SU Truck	5	0	0	0	0	2
TT	2	0	0	0	0	1

Commercial Street/IMT Main Driveway Single-Unit Trucks March 22, 2017							
Start Time	Commercial St. WB		IMT Main Driveway		Commercial St. EB		Total
	Thru	Left	Right	Left	Right	Thru	
6:00 AM	4	0	0	0	0	7	11
6:15 AM	4	0	0	0	0	4	8
6:30 AM	1	0	0	0	0	7	8
6:45 AM	1	0	0	0	0	2	3
7:00 AM	2	0	0	0	0	6	8
7:15 AM	7	0	0	0	0	4	11
7:30 AM	4	0	0	0	1	6	11
7:45 AM	6	0	0	0	0	5	11
8:00 AM	5	0	0	0	1	3	9
8:15 AM	4	0	1	0	0	6	11
8:30 AM	14	1	0	0	1	5	21
8:45 AM	6	0	0	0	0	4	10

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9:00 AM	4	0	1	0	1	4	10
9:15 AM	9	0	0	0	0	4	13
9:30 AM	5	0	0	1	0	1	7
9:45 AM	5	0	0	0	0	4	9
10:00 AM	4	0	0	0	0	6	10
10:15 AM	4	0	0	0	0	4	8
10:30 AM	5	0	0	1	0	3	9
10:45 AM	6	0	0	0	0	4	10
11:00 AM	14	0	0	0	0	3	17
11:15 AM	11	0	0	0	0	3	14
11:30 AM	4	0	0	0	0	3	7
11:45 AM	2	0	0	0	0	2	4
12:00 PM	8	0	0	0	0	5	13
12:15 PM	3	0	0	0	0	3	6
12:30 PM	8	0	0	0	0	2	10
12:45 PM	5	0	0	0	0	3	8
1:00 PM	8	0	0	0	0	4	12
1:15 PM	7	0	0	0	0	6	13
1:30 PM	6	0	0	0	0	3	9
1:45 PM	5	0	0	0	0	4	9
2:00 PM	10	0	0	0	0	6	16
2:15 PM	3	0	0	0	0	1	4
2:30 PM	2	0	0	0	0	3	5
2:45 PM	2	0	0	0	0	2	4
3:00 PM	8	0	0	0	0	2	10
3:15 PM	4	0	0	0	0	2	6
3:30 PM	1	0	0	0	0	0	1
3:45 PM	2	0	0	0	0	2	4
4:00 PM	1	0	0	0	0	0	1
4:15 PM	1	0	0	0	0	0	1
4:30 PM	1	0	0	0	0	0	1
4:45 PM	2	0	0	0	0	0	2
5:00 PM	1	0	0	0	0	0	1
5:15 PM	3	0	0	0	0	1	4
5:30 PM	2	0	0	0	0	0	2
5:45 PM	1	0	0	0	0	0	1
Total	225	1	2	2	4	149	383

Commercial Street/IMT Main Driveway Tractor Trailer Trucks March 22, 2017							
Start Time	Commercial St. WB		IMT Driveway		Commercial St. EB		Total
	Thru	Left	Right	Left	Right	Thru	
6:00 AM	3	0	0	0	0	1	4
6:15 AM	2	0	0	0	0	0	2
6:30 AM	4	0	0	0	1	1	6
6:45 AM	4	0	0	1	0	2	7
7:00 AM	1	0	0	0	0	0	1
7:15 AM	1	0	0	0	1	1	3
7:30 AM	0	0	0	1	0	0	1
7:45 AM	0	0	0	0	1	1	2
8:00 AM	1	0	0	2	0	0	3
8:15 AM	2	0	0	0	1	0	3
8:30 AM	0	0	0	2	2	1	5
8:45 AM	0	0	0	1	0	1	2
9:00 AM	0	0	0	0	0	0	0
9:15 AM	0	0	0	0	1	1	2
9:30 AM	1	0	0	1	2	0	4
9:45 AM	0	0	1	0	0	1	2
10:00 AM	2	0	0	1	0	2	5
10:15 AM	3	0	0	0	0	1	4
10:30 AM	0	0	0	1	2	0	3
10:45 AM	1	0	0	2	0	0	3
11:00 AM	1	0	0	0	0	0	1
11:15 AM	2	0	0	0	0	1	3
11:30 AM	1	1	0	0	0	2	4
11:45 AM	0	0	0	0	0	2	2
12:00 PM	0	0	1	0	2	1	4
12:15 PM	0	0	0	2	0	3	5
12:30 PM	1	0	0	1	0	0	2
12:45 PM	1	0	0	0	0	0	1
1:00 PM	0	0	0	0	2	0	2
1:15 PM	1	0	0	0	2	0	3
1:30 PM	0	0	0	0	0	0	0
1:45 PM	0	0	0	0	0	0	0
2:00 PM	0	0	0	0	1	0	1

2:15 PM	0	0	0	0	0	1	1
2:30 PM	0	0	0	0	0	0	0
2:45 PM	1	0	0	0	1	0	2
3:00 PM	0	0	0	0	0	0	0
3:15 PM	0	0	0	0	0	0	0
3:30 PM	0	0	0	0	0	0	0
3:45 PM	0	0	0	0	0	1	1
4:00 PM	1	0	0	0	0	0	1
4:15 PM	1	0	0	0	0	0	1
4:30 PM	0	0	0	0	0	0	0
4:45 PM	0	0	0	0	0	0	0
5:00 PM	1	0	0	0	0	0	1
5:15 PM	1	0	0	0	0	0	1
5:30 PM	0	0	0	0	0	0	0
5:45 PM	0	0	0	0	0	0	0
Total	37	1	2	15	19	24	98

Future Traffic Impacts

This effort consisted of reviewing possible future trip generation impacts associated with West Commercial Street Developments and traffic impacts from future developments in the Downtown area.

West Commercial Street Developments

West Commercial Street Cold Storage Facility

Based upon information provided by the project the following trip generation would be expected:

- Entering and Exiting Trucks per weekday – 20 trucks
- 1.25 trucks estimated per hour (entering or leaving)

Canal Landing Phase III Project

This project anticipated in phases over many years the following:

- 20,350SF Marine Retail
- 12,000SF Office
- 51,600SF New Yard Warehouse
- 16,800SF Marine Retail
- 41,625SF Warehouse

Based upon this program the project would be expected to generate 229 AM peak hour trips and 233 PM peak hour trips.

JB Brown Site (west of Star Match Building)

Based upon available rezone application materials the JB Brown site could consist of about 120,000 square feet of office/commercial space. Based upon ITE Trip Generation methods, this program of development would generate about 200 AM peak hour trips and 200 PM peak hour trips.

10-Year Future Developments in Downtown

The following developments were identified as a possible 10-year buildout scenario in conjunction with the Parking Study and development of a Fair Cost Share for implementation of improvements to Franklin Street.

- 383 Commercial Street (Former Rufus Deering Site) – 22,691SF Retail/275 Residential Units
- 209 Fore Street (Next to Hampton Inn) – 136 Hotel Room
- 3 Portland Square - 300,000SF Office/30,000SF Retail/35,000SF Restaurant/84 Residential Units/145 Room Hotel
- 58 Fore Street (Portland Company) – 123,917SF Office/50,273SF Retail/638 Residential Units/132 Room Hotel/3,800SF Restaurant
- Thames Street Surface Lot – 80,000SF Office)
- Fisherman's Wharf – 93 Room Hotel/30,405SF Office/7,625SF Retail/5,200SF Restaurant
- Shipyard Brewery Expansion – 3,382SF Retail/103 Residential Units
- 101 York Street – 63 Residential Units/7,000SF Restaurant/9,955SF Retail
- 230 Commercial Street (Union and Widgery Wharf) – 18,000SF Office/10,000SF Mixed Use
- 158 Fore Street – 48,000SF Retail/Residential Building; 48,000SF Retail/Office Building; and a 21,000SF Retail/Residential Building
- Portland Fish Pier (Behind Browne Trading) – 10,000SF Marine Use/20,000SF Office
- Portland Fish Pier (Lot 1) – 20,000SF Office/10,000SF Light Manufacturing
- Cotton Street – 10,000SF Retail/10,000SF Restaurant/20,000SF Office/20,000SF Residential
- 40 Commercial Street (Maine State Pier) – 20,000SF Office

Based upon ITE Trip generation data, the above developments would be expected to generate 3,300 weekday PM peak hour trips. Of this amount, about 20% could be assigned to the West Commercial Street area – or 660 weekday PM peak hour trips.

The sum of both the West Commercial Street developments and those associated with a Downtown 10-year plan would be expected to have a significant impacts to traffic conditions on West Commercial Street.

Traffic Generation Impacts of Building Height Zone Change

Increased traffic levels associated with increasing the height limit within the noted western waterfront area will be associated with development programs for the Cold Storage Facility and building or program changes at the New Yard site.

Cold Storage Facility

As noted previously, the Cold Storage Facility would be expected to generate 20 trucks entering and exiting daily or about 2 trucks during a peak hour.

New Yard Facility

According to information provided by the owner of the New Yard facility, increases in the allowable building height would allow for consolidation of operations which would likely result in an increase of about 10 employees. Assuming a worst-case scenario of all 10 employees driving a single-occupant vehicle, and that all arrive and depart during peak hours, 10 vehicles would arrive during the AM peak hour and 10 vehicles would exit during the PM peak hour.

The above two projects would be expected to generate approximately 12 peak hour trips. This level of trip generation would not be expected to create traffic congestion or safety issues in the West Commercial Street area.

Existing Traffic Operations

I have conducted field observations of traffic conditions along West Commercial Street and the key conclusion under current non-summer traffic volume conditions is that traffic consistently queues from the Beach Street/IMT driveway traffic signal to about High Street. The Beach Street/IMT Driveway intersection is the key capacity limiting “bottleneck” on West Commercial Street. The primary factor in this capacity constraint is the outbound through traffic volume competing with the left-turn volume onto the Beach Street ramp. A few thoughts as it relates this issue:

- In the short-term, the traffic signal timing should be evaluated and adjusted to assist in prioritizing outbound traffic movements during the PM peak period. The objective would attempt to balance the delay and queuing between the outbound through movement and the Beach Street left-turn.
- For a long-term planning perspective, alternatives to the use of Casco Bay Bridge via West Commercial from the west should be explored. One consideration is provision of a northbound connection on I-295 at Exit 4 to Broadway in South Portland. In 2010 MaineDOT conducted an I295 Study and a recommendation from that study was adding the subject ramp. The graphic below depicts this concept improvement.



Western Waterfront: Building Height Zoning Proposed Amendments

Drafting Land Use Regulations
for a
21st Century Port

Summary Presentation

July 13, 2017

City of Portland

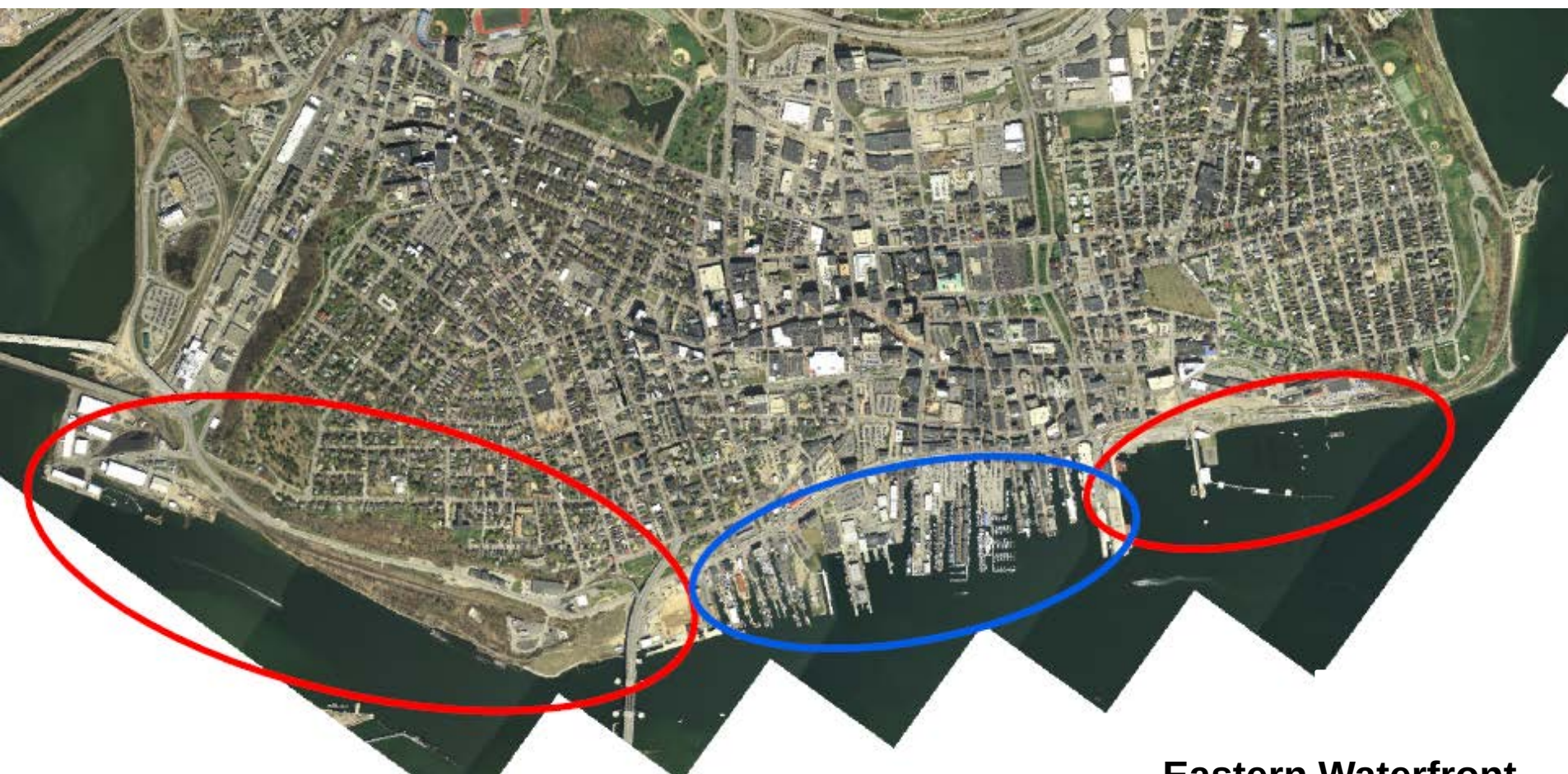
Economic Development Dept



Western Waterfront: Building Height Zoning Proposed Amendments

**Purpose: Modernize
Zoning to reflect new
Port Opportunities**





Western Waterfront

Deep-water
Marine Industry
Freight

Central Waterfront

Lighter Marine Industry
Mixed Use/Non-marine
Tourism

Eastern Waterfront

Marine Passenger
Mixed Use/Non-marine

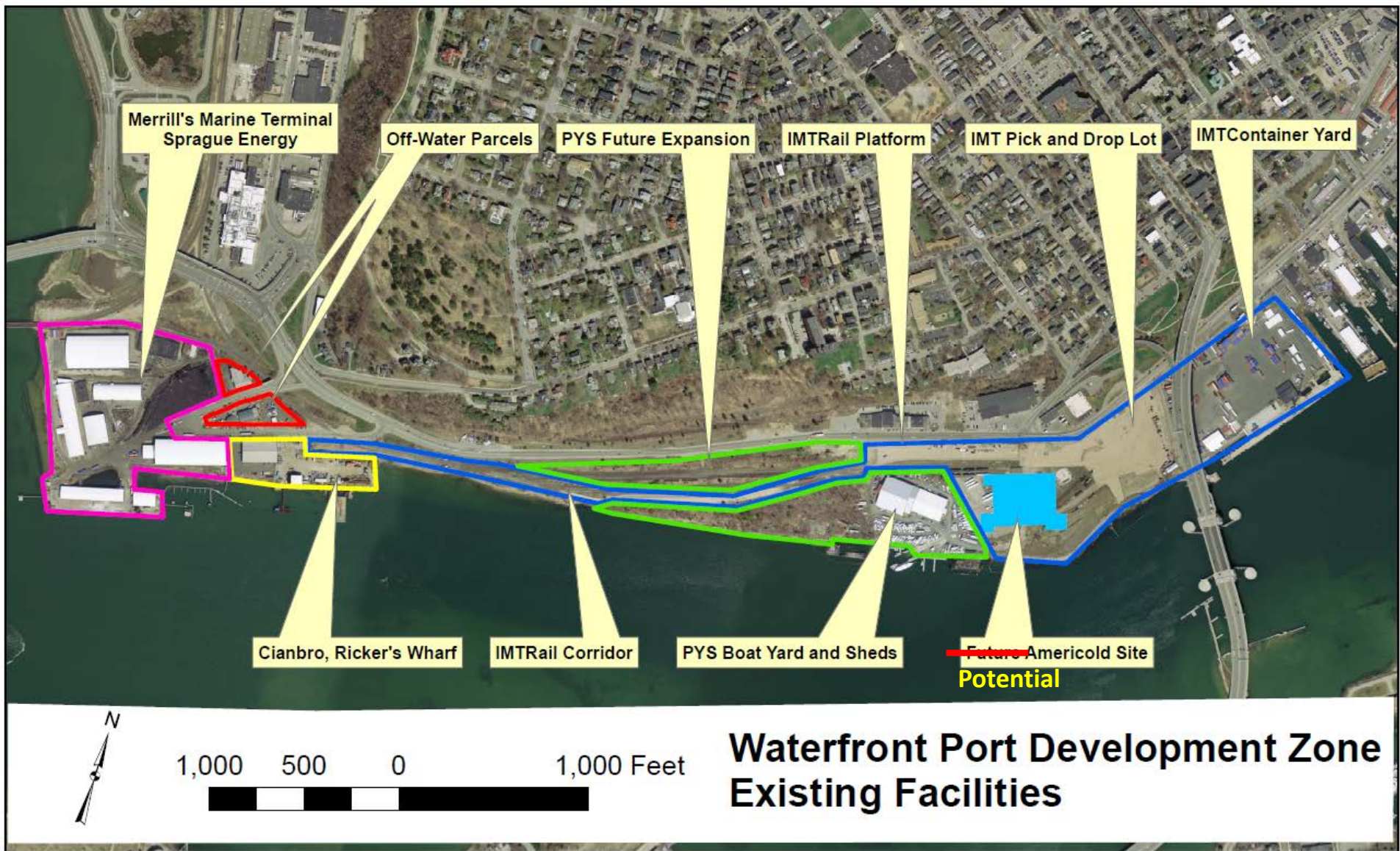
Policy Framework



1,000 500 0 1,000 Feet

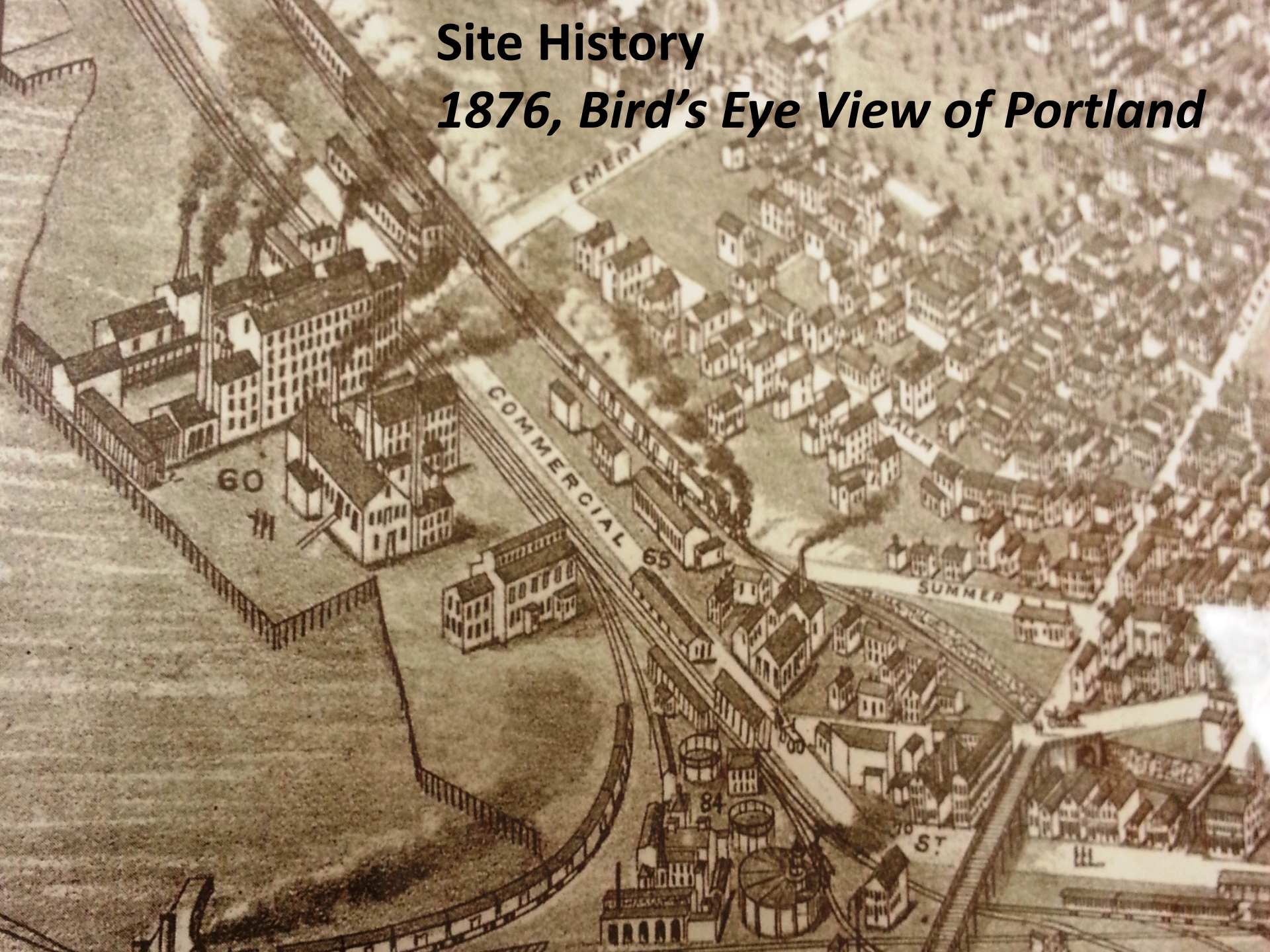


**Waterfront Port Development Zone
Vicinity Map**



Site History

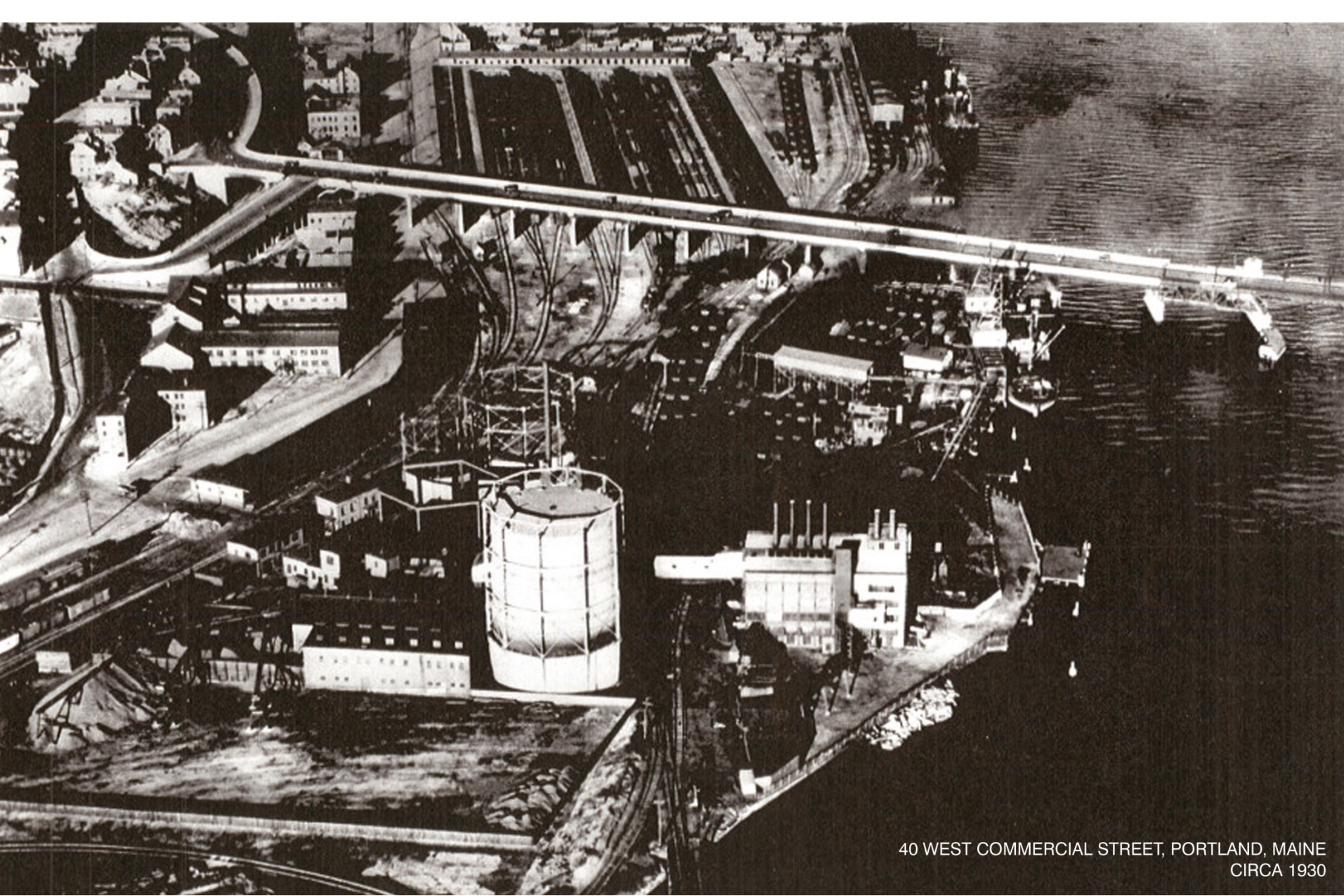
1876, Bird's Eye View of Portland



Site History



West Commercial Street in the late 1800's



40 WEST COMMERCIAL STREET, PORTLAND, MAINE
CIRCA 1930

West Commercial Street in the late 1930's



Western Waterfront: Building Height Zoning Proposed Amendments

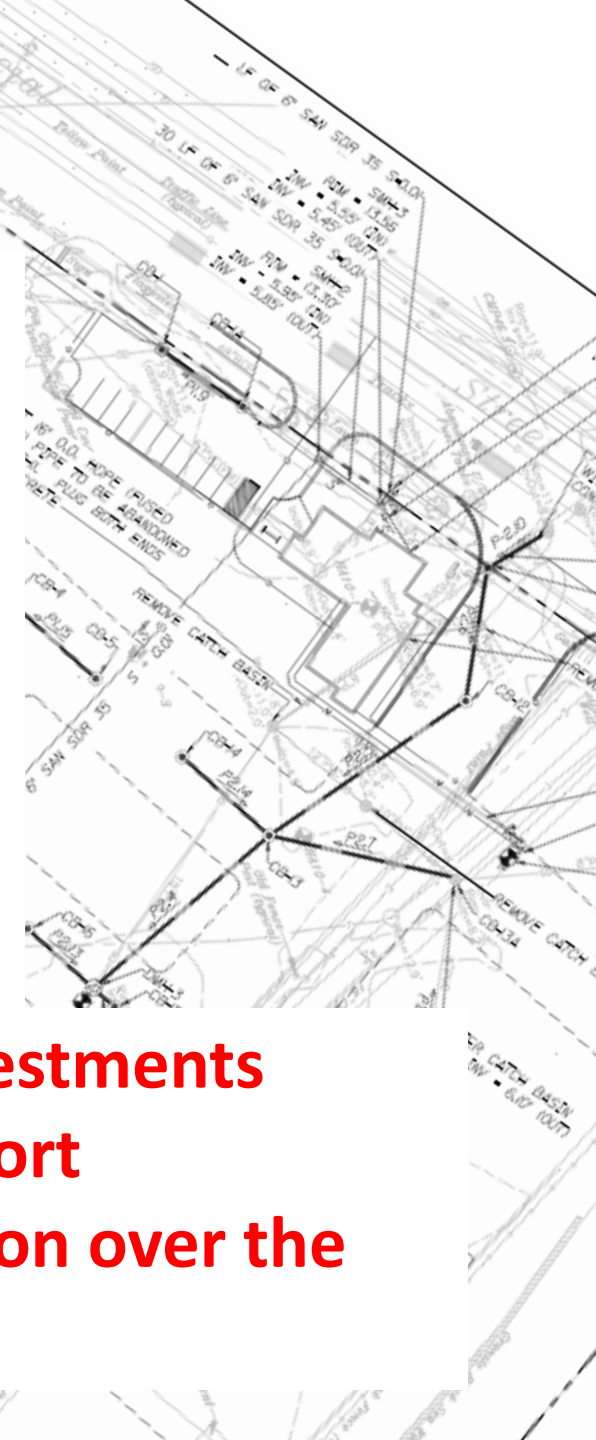
Background:

**Catalyzed by the Maine Port Authority and the
Americold opportunity**

Leverages past State investments that secured the
Western Waterfront as Maine's premier port:

- Casco Bay Bridge
- Veteran's Bridge
- Fore River Parkway
- IMT improvements – 2011 to present
- Future "Fastlane" improvements planned

**Combined Transportation investments
benefiting and premised on Port
development – \$100's of million over the
last 20 years**

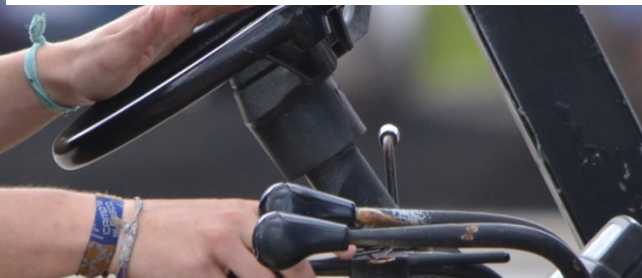


Western Waterfront: Building Height Zoning Proposed Amendments

Why is the WPDZ Zoning Important?

There are huge opportunities for State, regional
and local economy

- Cold Storage solidifies our relationship with **Eimskip**
- **Export** options are transformational opportunities for **Food Manufacturing**
- Adds benefits for **fishing , lobstering, and aquaculture**
- Additional benefits to **vessel repair and small ship service**
- **Bulk Freight** modernization is simplified





Modernized **port zoning** recommits the City as a **port community** for the next generation as consistent with the updated **Comprehensive Plan**

- **4 Planning Board Workshops**
- **Planning Board site walk**
- **Neighborhood meeting**
- **Waterfront Alliance Public Forum**
- **On-site building height demonstration**
- **Multiple meetings with neighborhood leadership (7+)**
- **Outreach to WPDZ property owners and marine operators**

Western Waterfront: Building Height Zoning Proposed Amendments

Support, Opposition, Input

Zone Changes are difficult and **neighborhood opposition** is understandable.

Concerns over *traffic, appearance, and the primacy of Working Waterfront uses* are legitimate.

Neighbors also question the *need for the increased building heights*, both in terms of market demand and industry norms

850+ signatures on **petition against the rezoning**



**In addition to opposition, there is
Significant support demonstrated for Cold Storage:**

- **Fish Industry** - harvesters, wholesalers, processors
- **Export** interests
- Portland Regional **Chamber of Commerce**
- Portland **Propeller Club**
- **Convention and Visitor Bureau**
- **CEI**
- **GPCOG**
- **Portland Fish Exchange**
- **State Agencies:** MDOT, DMR, ACF, DECD
- Individual Portlanders

Studies performed:

- Mapping and view impact assessment
- Comparative sample of Port Zoning
- Traffic Assessment, TY Lin
- Economic Assessment, Camoin Associates (Cold Storage)
- Visual Assessment of Zoning Impacts, TJ Dewan Associates

Additional supporting material:

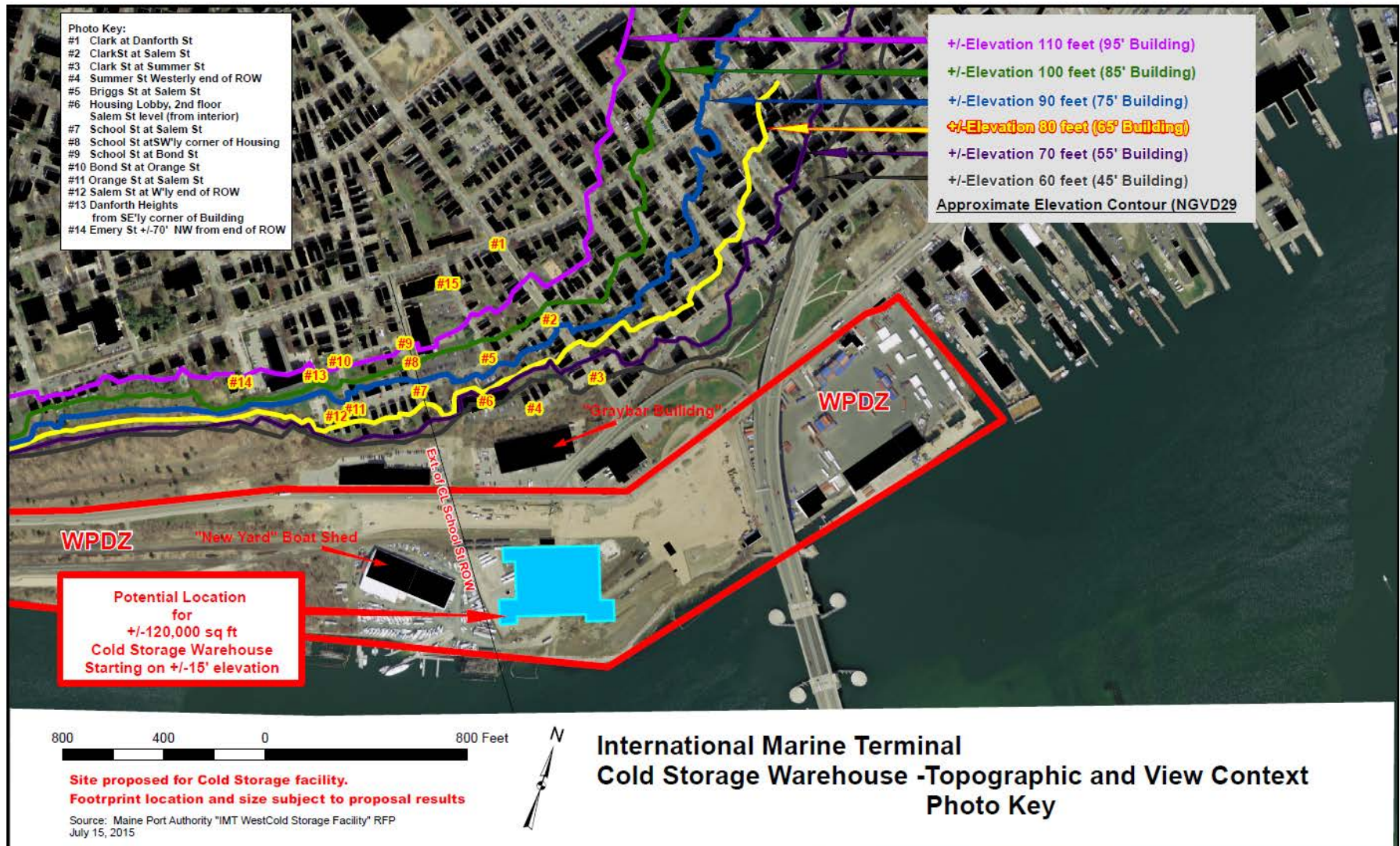
sponsored by the Maine Port Authority by conducted by USM students and GPCOG documenting the benefits of cold Storage.

Neighborhood research and analysis has been significant and contributed to the body of knowledge brought to this process



Western Waterfront: Building Height Zoning Proposed Amendments

Studies performed: Mapping and view impact assessment



WPDZ Building Height Demonstration December 5, 2016



**Western Waterfront: Building Height Zoning
Proposed Amendments**

**WPDZ Building Height Demonstration
December 5, 2016**



70 feet, approximate, east
Lift truck obscured

Approximate area of pote
view impact, waterside ex
estimated

Dec. 2016 On-site Demonstration

Western Waterfront: Building Height Zoning Proposed Amendments

Studies performed: Comparative Port Zoning

Port Zoning for Building Height: Snap Shot of US Port Communities					
Port	Zone	Maximum BLDG Height	Notes		Tonnage In Million Tons, 2010 USACE data
Portland, ME	WPDZ	45'	Waterfront Industrial	Higher for bulk storage in certain areas	18.1 mt Including SoPo
Portsmouth, NH	WI	70'	Waterfront Industrial	45' within 200' of certain waterbodies	2.9mt
New Haven, CT	IH	FAR 4.0	Heavy Industry	No direct limit on height. Bldg bulk regulated by "Floor to Area Ratio"	10mt
	IL	FAR 3.0	Light Industry		
	IM	FAR 2.0	Light Industry/Marine		
	BC	FAR 2.0	Marine Commercial		
Providence, RI	W-3	90'	Port/Maritime Industrial District		7.1mt
N. Kingston, RI (Quonset – Port Davisville)	WI	35'	Waterfront Industrial (Planned business park)	Buildings subject to 200' set back from water	No data – likely included with Prov.,RI
	GI	Variable	General Industrial	Will not exceed 35' height	
Eastport, ME	I-Zone	35'	Commercial Fisheries,		No data
Searsport, ME	M	40'	Mixed commercial		No data
	I	60'	Industrial (including activities)		
Bath, ME	I	60' 100'	Industrial/Shir District		
Belfast, ME	WMU1	35'	Waterfr		
Everett, MA	ID	60'	Indr (including activities)		
Albany, NY	M-I	55'	General Industrial		
Memphis, TN	I-H	100'	Heavy Industrial, Port		
	WD	60'	Waterfront, mixed		
Duluth, MN	I-W	60'	Industrial Waterfront		
Cincinnati, OH	RF-M	100'	Riverfront Manufacturing District	Measured above Flood, Additional height allowed for subject to width restrictions	
Vancouver, WA	I-H	No max	Heavy Industry	Setback requirements apply for buildings over 20'	8.4mt

Port	Zone	Maximum Building Height	Notes		Tonnage
Toledo, OH	IG	No Max	General Industrial	Heavy industry	10.7mt
	IL	No Max	Limited Industrial	Light industry, Warehousing	
Wilmington, DE	M-2	90'	General Industry		4.8mt
	W-1	72'	Waterfront Manufacturing		
	W-2	72'	Waterfront Manufacturing/Commercial		
Anacortez, WA	HM	50'	Heavy Marine	Higher by conditional use	8.4mt
	I	30'-50'	Industrial	Higher by conditional use	
Port Angeles, WA	HI	75'	Heavy Industry		0.7mt
Savannah, GA	IH	No Limit	Heavy Industry		34.7mt
Muskegon, MI	WI-PUD	50'	Waterfront Industrial Planned Unit Development		1.5mt
	WM	50'	Waterfront Marine		
	I-2	60'	Industrial General		
Monroe, MI	WC	40'	Waterfront Commercial		No data
	I-2	40'	General Industrial		
Cheboygan, MI	I-2	60'	Heavy Industrial District	Taller possible in "planned developments" subject to greater setbacks	No data
	I-1	40'	Industrial		No data
		100'	Heavy Industry		55.7mt
		No Regulation	Heavy Industrial (Draft ordinance)		10mt
		35'	Manufacturing - heavy	Higher buildings allowed, subject to increased setbacks (1' additional height for 1' additional set back)	2mt
		35'	Warehouse and Wholesale		
	-4	35'	Outdoor Industrial Use (including mining)		

Conclusion: The proposed zoning is within national norms

TY Lin analysis of recent counts and projected traffic

- Documented congestion issues
- Estimated new traffic generated by development , generally
- Estimated new traffic generated by the upzoning, specifically
- Concluded that taller buildings by themselves **“would not be expected to create traffic congestion or safety issues in the West Commercial Street area.”**



Studies performed: Economic Assessment

Camoin Analysis Approach: Specific to Cold Storage

- National market conditions
- Interviews with potential users of the facility
- Review of comparable facilities
- Review of Woodard & Curran work product for the Maine Port Authority

Studies performed: Economic Assessment

Summary of Findings

The following are major findings from our assessment of the cold storage market nationally, regionally, and locally:

- Cold storage is **critical and demand is growing**
- **Supply** of cold storage warehousing in the Portland area **is limited**
- A new cold storage would provide additional **capacity and cost savings**
- Cold storage facility must be **price competitive** with Boston
- **Pricing needs economies of scale**
- **Americold's proposed** facility (15,864 pallets) is **reasonable**, by national comparison
- The IMT site's **physical constraints** drive the **proposed building height**
- A **smaller facility** could be **profitable**, **but** likely **not** a **competitive** investment opportunity
- Woodard & Curran model of **capacity utilization** for the Americold proposal is **reasonable**

Explaining the need for taller boat sheds, is comparatively easy:

Bigger boats need bigger sheds

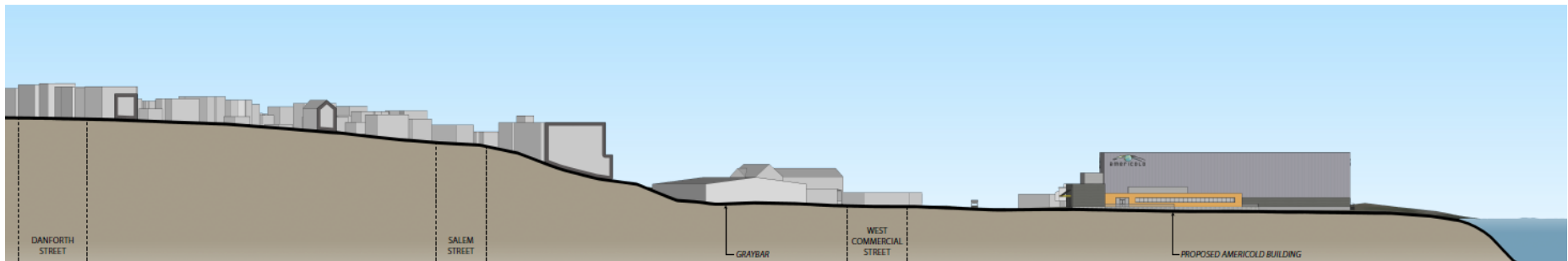
**The City of Belfast
has approved
a rezoning to allow a
65' tall
shed at the Front
Street Shipyard**



TDJ Associates has created 2D and 3D images of:

- Existing conditions
- Current Zoning
- Proposed Zoning
- “Likely” build out scenario

SECTION FROM DANFORTH STREET TO AMERICOLD SITE



**Western Waterfront: Building Height Zoning
Proposed Amendments**

**Studies performed: Visual Assessment
TJ Dewan Associates**



Western Waterfront: Building Height Zoning Proposed Amendments

**Studies performed: Visual Assessment
TJ Dewan Associates**



The Maine Port Authority has generated significant supporting material that will be included with the Council Report.

Additional information and documentation for support for the rezoning is available at:

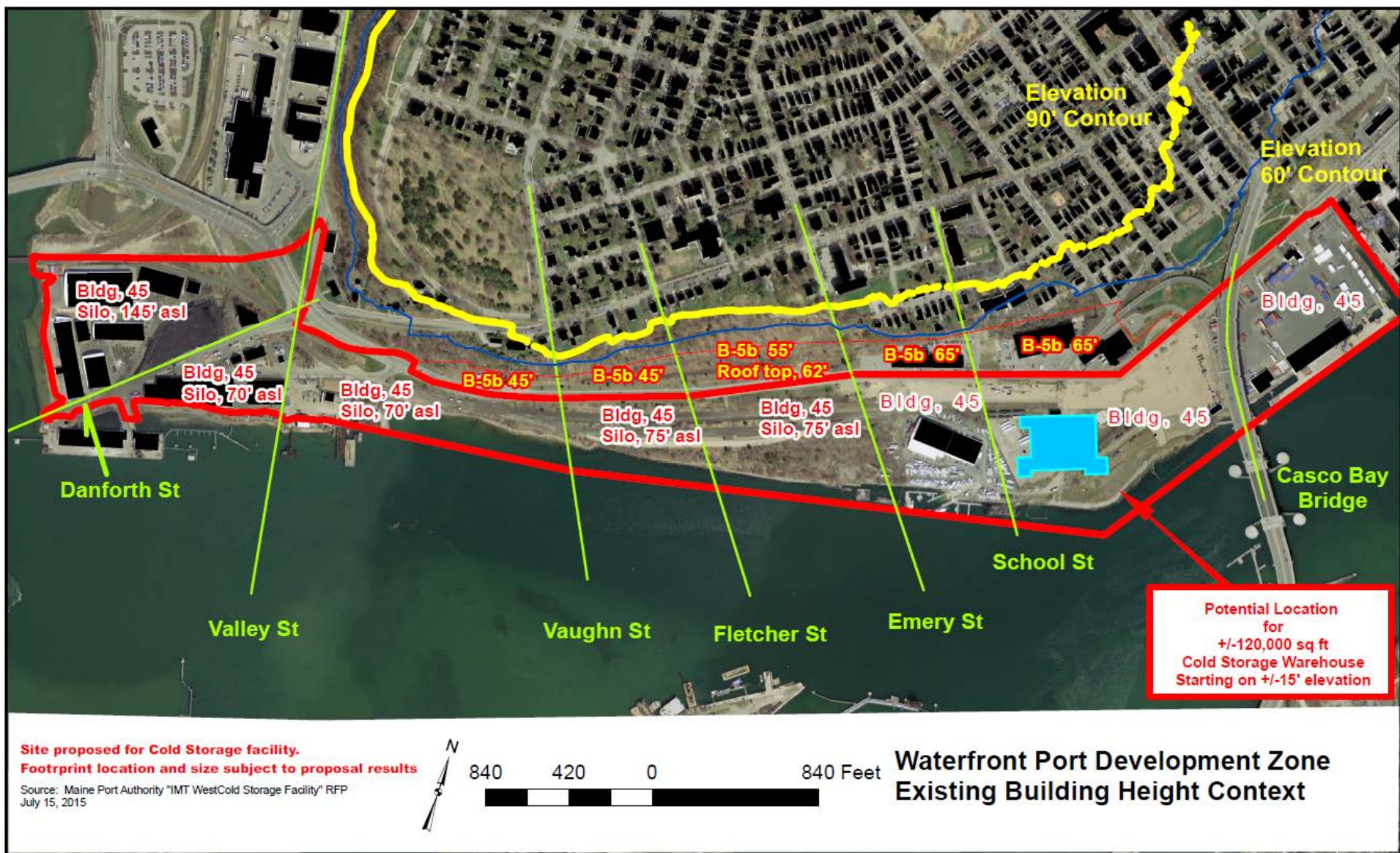
<https://www.foodeconomymaine.com/>

Volumes of background material, reports, public comment, and the complete Planning Board record to date are found on the Planning Division Website at:

<http://www.portlandmaine.gov/1887/Port-Development-Zone-Planning>

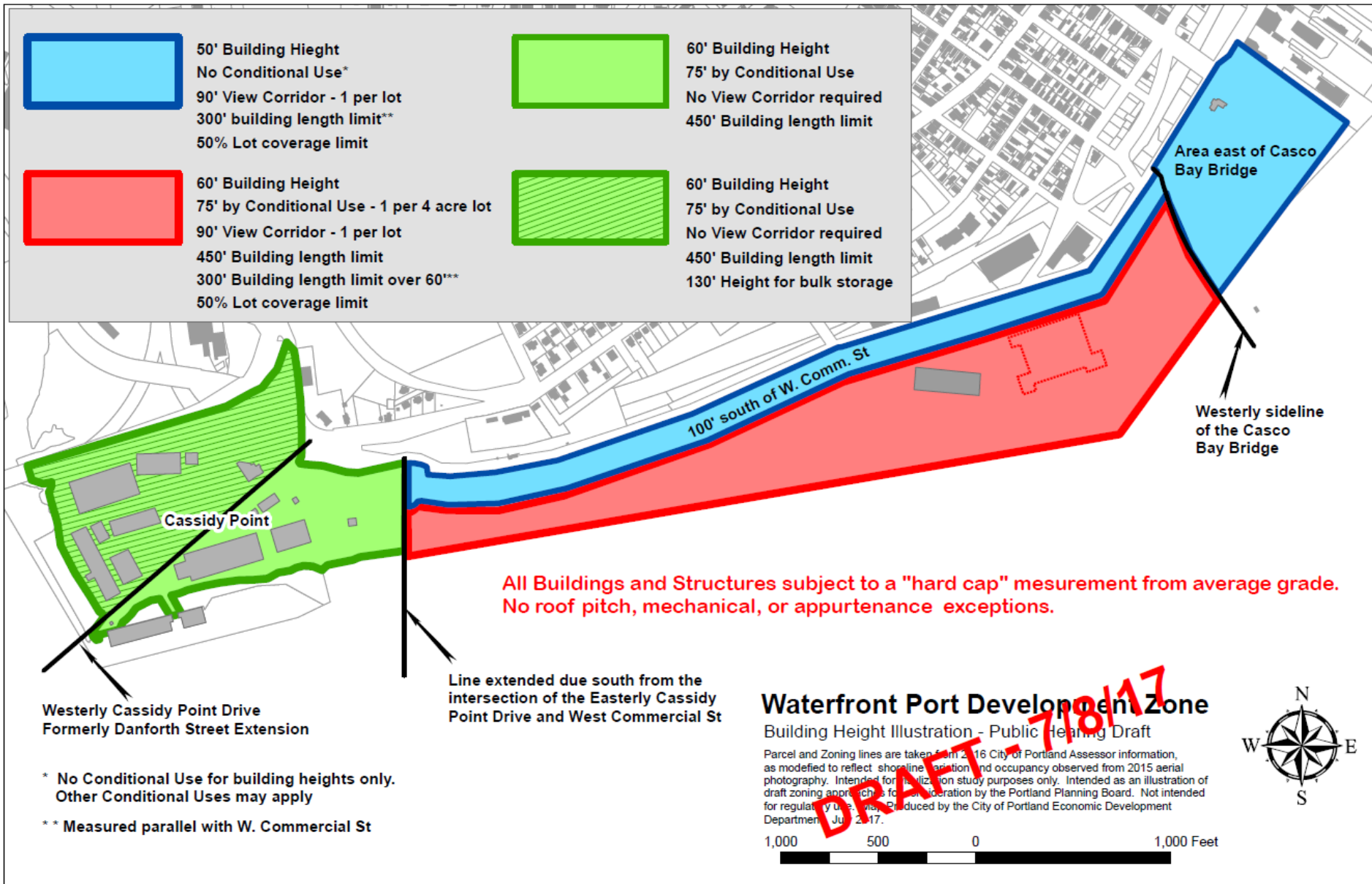
Western Waterfront: Building Height Zoning Proposed Amendments

Existing Zoning



Western Waterfront: Building Height Zoning Proposed Amendments

Proposed Language



The Waterfront Alliance

Waterfront Port Development Zone (WPDZ)
Proposed Changes and Cold Storage

Open House and Panel Session
Draft Report

May 16, 2017
Portland, Maine



Good Group Decisions

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About the Event

The purpose of the event was to answer questions about proposed changes to the Waterfront Port Development Zone (WPDZ) and the need for cold storage on the working waterfront. The focus of the event was not on debating or lobbying but rather on learning and clarifying.

From 4:00 – 6:00 pm, the event was in the form of an Open House. Experts were available at stations around the room on five different topics. Participants were encouraged to wander around and ask questions. Participants were also encouraged to submit written questions in advance of the Panel Session 6:30 – 8:00 pm. During the Panel Session, experts answered participant questions collected and posed by the moderator as well as questions asked directly by audience members. Craig Freshley of Good Group Decisions professionally moderated the Panel Session and his associate Kerri Sands prepared this report.

Slides with the content of the poster boards on display during the Open House can be viewed here: <https://tinyurl.com/mbmumwk>.

Panel Session Welcome and Opening Remarks

Tom Meyers, Chairman of the Waterfront Alliance, opened the Panel Session with the following remarks:

- Welcome and thank you for being here, for both the table displays and the panel session
- The Waterfront Alliance began in the 1980s when there was a proposal to build cement silos on the waterfront. A group that would ultimately become the Waterfront Alliance was asked to help craft zoning recommendations for the waterfront. 25 years later here we are.
- As an organization we do not take positions on issues. We are a collegial group with a wide variety of perspectives represented; we are all interested in maintaining and sustaining the working waterfront.
- Tonight's event is the type of activity for which the Waterfront Alliance was created. We want to be a neutral information clearinghouse for questions and answers. We have a similar format at our monthly meetings. It is in this spirit that we host this event.
- Tonight we will discuss proposed changes to the WPDZ and the need for cold storage. The purpose of tonight's session is to learn, not lobby; to clarify, not debate.
- Please note that this Thursday evening the Portland Planning Board is having a site walk beginning at the International Marine Terminal, followed by a workshop. Both are open to the public and that is the opportunity for comments about the cold storage proposal and zoning changes.

Tom introduced panel moderator Craig Freshley, explaining that Craig is a neutral facilitator and not an expert on waterfront zoning and storage.

Craig reiterated his neutrality and explained the following:

- There are no prepared presentations from the panelists, although the panelists do have slides available that can be shown if helpful.
- The questions for the panelists include questions that arose at prior forums plus questions gathered here earlier tonight. I have organized the questions into logical categories.

The panelists introduced themselves:

- Patrick Arnold, Port Development/Transportation Consultant & Executive; Entrepreneur; Co-Founder and CEO of the New England Ocean Cluster
- Caitlin Cameron, Urban Designer, City of Portland
- Jim Damicis, Senior Vice President, Camoin Associates; completed a market assessment and competitiveness assessment for proposed waterfront cold storage
- John Henshaw, Executive Director, Maine Port Authority
- Steve Landry, Traffic Engineer, Maine Department of Transportation
- Bill Needelman, Waterfront Coordinator, City of Portland

Panel Session Questions and Answers

Written Questions Submitted in Advance

The following questions were submitted in writing to moderator Craig Freshley in advance of the panel session. Craig organized them loosely into categories and read them aloud to the panel.

Economic Impact

1. Who will benefit from larger structures on the Western Waterfront? How will the community benefit?

- John: All, in a variety of ways. Development of a cold storage warehouse will house products from Maine for export, and imported products to support waterfront businesses. This also supports the growth of the food and beverage industry here in Portland area.
- Bill: The cold storage proposal brought us here tonight but other uses on the waterfront will benefit from modernizing land use regulations. For example,

- boat storage and repair businesses will benefit and so will their employees.
- Patrick: Chefs, fishermen, farmers, breweries. The relationship between the depth of the water and the height of structures on land is important. For yacht and fishing boat services and repair, height helps get boats in to be worked on. This benefits all maritime entrepreneurs.
- 2. Can you explain the broad economic impact of a cold storage facility at the port in Portland?**
- John: It has to do with the presence of Eimskip. Cold storage logistics is their core business; they are the premier carrier of refrigerated cargo in the North Atlantic. They offer rates to Maine businesses for importing and exporting. We would not be supporting their continued growth without this facility.
- 3. What opportunities exist for Portland and Maine with enhanced trade with the North Atlantic and what role does the freezer warehouse play in those opportunities?**
- Patrick: Lots of opportunities in Scandinavia and northern Europe to sell Maine product into those markets. These are affluent communities who are willing to pay more; a total of about 330 million people. These markets are as close to Maine as they are to Delaware and New Jersey, from a cost perspective.
 - Also, Scandinavia specifically is more advanced than New England in terms of full utilization of coastal resources. This facility unlocks our ability to get into pharmaceutical, biomedical, and cosmetic products.
 - Companies in Scandinavia are interested in working with coastal companies in the US. This facility helps them do that here rather than going to, say, Massachusetts.
- 4. How will this affect property values in West End neighborhoods within two blocks of Commercial Street?**
- Bill: No analysis has been done on the direct impact on neighboring property values. However, a derelict port would not be good for property values. A port that is a vital and integrated part of the community and that fits within the larger structure of waterfront uses makes sense. Being part of a *vital* waterfront will benefit the West End.

Building Size and Zoning

- 5. Why is the proposed cold storage building 68 feet tall?**
- John: It is based on the available land. We have 6.3 acres to lease to Americold, and we need to have loading dock bays, truck turning radius, and rail access. Between these factors, and stormwater surge management, a small amount of land was left for the building itself.
 - To be economically viable Americold needs capacity for 15,000 pallet positions. This is in part to make sure cold storage pricing is competitive

with the Boston market.

6. How many pallet spots are needed to make a Portland cold storage facility economically viable (approximately)?

- Patrick: As an analogy, I have three kids and can't run a house with a dorm-size fridge. There are baseline economics for your community and they are like baseline economics for your family. For chefs who want to get into processing Maine-branded foods for export, the cost of storage determines where they set up, and the size of the storage facility determines the cost.
- Jim: We looked at the market in general, and prices per pallet. This market is highly competitive. Price matters. Specifically in Maine we need to compete against the northeast/Boston market. As far as pallet capacity, there is no magic number but there are ranges that make sense. The size that is being proposed by Americold makes the price competitive. A smaller facility becomes priced higher.

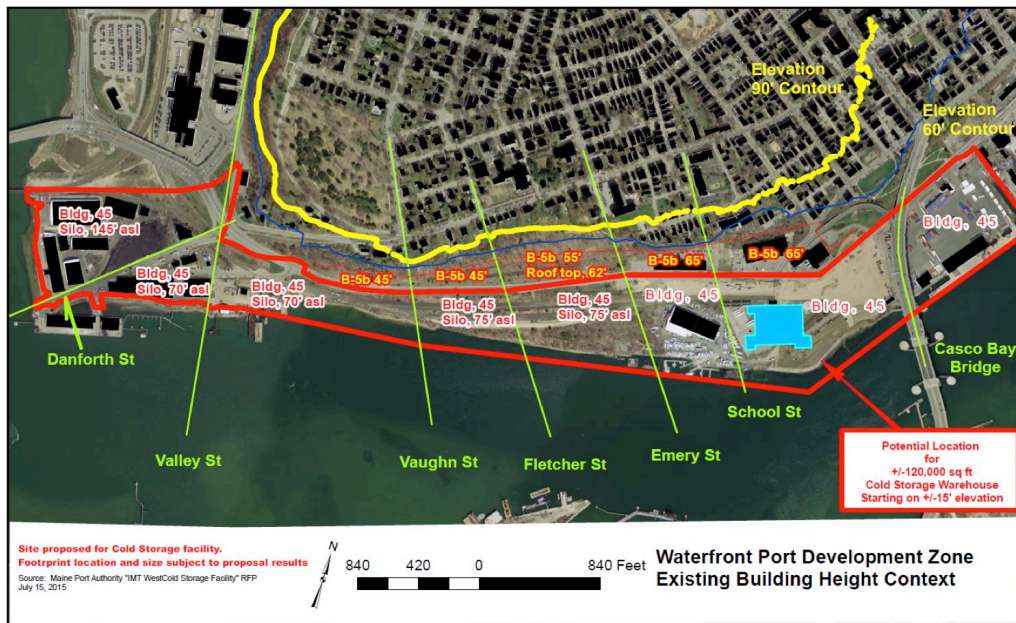
7. Has the Port Authority evaluated expanding the Americold parcel horizontally to avoid the vertical impact?

- John: Yes. We are unable to fit the same capacity on this piece of land given the rail needs, loading docks, and turning radius needs.
- Bill: In general, land constraints are the norm. To go up means you are using land efficiently. This is consistent with what we are seeing elsewhere.

8. Couldn't someone build a 75 ft. structure on Commercial Street now if they want?

- Caitlin: For the zone in question (the western waterfront area, basically from the Casco Bay Bridge west) the answer is "it depends". The max allowed now is 45 ft. but there are provisions that allow for higher structures for bulk storage, like a silo. There are none built now but in this section, such structures could be built as high as 75-145 ft. from sea level. In the B5B zone on the opposite side of the street the maximum heights are 45, 50, and 60 ft. depending on use. Not sure about the rest of Commercial Street.
- Bill: For the Eastern side of Commercial Street the height limit is 45 ft. It's then 50 ft. in the center portion, then back to 45 ft. towards the west side. Keep in mind that building height is funny. Depending on the shape of the roof sometimes these aren't absolute maximums. The "big red barn" at Portland Yacht Services is actually 60 ft. due to the shape of roof, but that wouldn't happen in the zone we are talking about. 75 ft. would be the *absolute* cap, including shape of roof, mechanicals, etc.
- Caitlin: The proposed zoning amendments do not allow for 75 ft. outright without additional limitations and conditions. 50 ft. is proposed to be the baseline height, not 75 ft. Taller buildings are only allowed in cases of bulk storage.

- Bill: This slide shows existing zoning on the western waterfront



- This is a confusing slide, which reflects confusing zoning. One of the goals is to simplify the zoning. The current zoning, with variation by location and use, has not generated a lot of development.

9. How many buildings are expected in the next 5 years? What's the plan?

- Caitlin: This slide shows a likely buildout scenario



- The Planning Board asked us for more info to understand the impacts, including visual: the scale, the massing, the heights created. We worked with a consultant to create visuals to show what is *likely* to be built. We know about some of the property owners' ideas for certain buildings. The

Americold property is next to the Sprague property. There is a master plan grouping of 5 or 6 buildings separated by the rail line. Some of these would require zone changes. None of these are approved; it is just that we are aware of the interest and there is a possibility they might be built. Near the Veterans Memorial Bridge, if we ever build storage or silos at that end, they would happen within that envelope.

10. People say they're okay with a 45 ft. warehouse. Has anyone said they'll build a 45 ft. warehouse?

- John: No. We received two submissions for the RFP. One was non-responsive in a number of areas. That one made a proposal for a smaller building with an internal clearance of 45 ft. The exterior would have been a little taller - about 55 ft. Americold offered two conceptual designs, one had 45 ft. internal clearance height, and the other had 60 ft. The RFP was about finding the most qualified developer, and Americold gave the most comprehensive response.
- Bill: A building of 75 ft. height allows painting of vessels in the winter. If it has a lower height, the vessels need to be smaller. These constraints lower employment and reduce activity.
- Patrick: We could set a limit of, say, only 5,000 pallets, but the reality is whatever you set as a bar will have a price impact on the entrepreneurs trying to develop jobs in this market. The largest space you can afford to have gets you the lowest cost. The higher the cost, the lower the opportunity for the community to participate in these industries. We respect Americold's suggestion for required pallet space.

11. How does the Port Authority justify allowing the zoning to be changed after the RFPs have been reviewed and the winner selected? Is this not unfair to other competitors? Shouldn't there be a new RFP to be fair to all after the zoning decision is made?

- John: We were not trying to design a building; we have limited expertise in cold storage. We were looking for a partner on this project. The design was a result of an iterative process that we went through with Americold. We were trying to fit sufficient capacity on the available land.

12. Is there anyone here in an official capacity who is willing to advocate Portland adhere to the current zoning limit of 45 ft.?

- (There was no response.)

Noise and Local Impact

13. What will be done to abate excess noise from both transportation and operations? Noise travels quite well up the hill into our homes.

- Steve: The volume of traffic generation from a project depends on the type and size. For one story storage, it depends on the square footage. It is low-density

usage, so not a lot of trips. It would have small incremental impact on traffic in the area.

- We do need to reassess the current traffic signal based on current traffic counts, but other than that, no need to add lanes or anything like that.
- John: Like every business we will operate within the noise laws and regulations for the area. I am not familiar with specific regulations for this area but I assume noise limits exist.
- Bill: The facility would be oriented with the primary loading bays pointed away from neighborhoods, to help mitigate noise of truck backup alarms. Also, noise considerations will come up as part of the review with the Planning Board.

14. How many days a week are they going to load the containers? Time of day? How many?

- Patrick: For containers, it would be normal working hours, 8:00 to 4:00. For maritime traffic there is an influx of activity when ships arrive every other week. Usually we see three days of increased use, including one day pre-ship and one day post-ship.

15. How many years will we be dealing with construction traffic issues, noise, etc.?

- John: Americold plans to construct the facility over one year.

16. Regarding building height limits in other ports (chart cites New Bedford, MA at 100 ft. on the waterfront, Bath, ME at 100 ft., Portsmouth, NH at 70 ft.), how close are these ports to residential sections of their cities?

- Patrick: Gloucester has three facilities on their waterfront with residents all around and it has been like that for years.
- (Panelists could not speak to the other cities mentioned.)

Working Waterfront Appropriateness

17. Does the Waterfront Alliance agree that waterfront development must be marine-related, at least 50% or more, per the 1987 referendum?

- Bill: This slide shows the definitions and priorities for uses from the 1992 Waterfront Alliance report to the City.

DEFINITIONS

- Water Dependent - those uses requiring direct waterside or water access for berthing and space - are priority one.
- Marine Related Support Uses - those in support of but not interfering with water dependent - are priority two.
- Marine compatible - those uses that are not either water dependent, marine related support and do not interfere with or are not incompatible with the above - are encouraged.

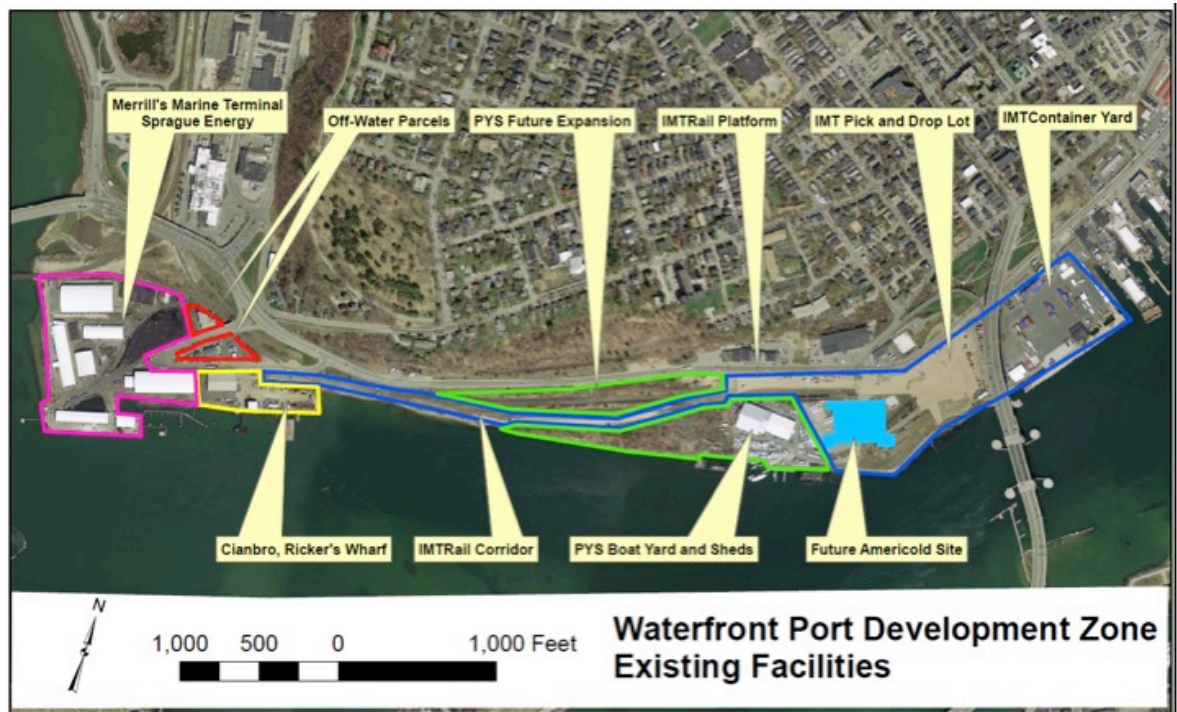
- The report never said, “Everything shall be waterfront related.” It is a question of compatibility and proper operations.
- *Later, in his closing remarks, Tom Meyers of the Waterfront Alliance clarified the following:*
 - The Waterfront Alliance does not take a position on this project. Over the last 25 years we have asked “Is the central waterfront zone able to make the waterfront economically sustainable?” Our members brought us questions about this, and we had sessions where we discussed what’s needed for a sustainable waterfront. As a result, members individually made suggestions to adjust regulations. We didn’t advocate as an organization, but our members used the information as they saw fit.

18.Explain how storage of blueberries and other non-marine food items at the port supports a working waterfront.

- Patrick: This is a great question. For Eimskip to exist as a cold storage carrier, they need to get ships into the harbor. They ship Wyman’s blueberries to Europe; they ship Maine made electronics to Europe. That is all marine use. Any goods that can go into a shipping container are marine business.

19.How much of the planned rezoning of Portland’s waterfront will be for business that is not marine-related?

- Bill: This slide shows the existing parcels and uses in the WPDZ



- With exception of a few small parcels inland off the water, all are marine facilities

Future Plans of Eimskip and Americold

20. How many years should this new facility be able to serve Eimskip, capacity wise?

- John: We are at 30% capacity in the terminal today. There are more efficient ways of handling cargo, lots of room to grow.
- Patrick: Forever. You try to get to the point where you are increasing the number of containers and number of vessels. When you are at 100% capacity, Eimskip is still using the facility but you are charging premium rates. It will take a few years for Eimskip to grow into it but it never ceases to be a competitive advantage.

21. Is it possible that Eimskip will leave Portland if this is not approved?

- Patrick: It's always possible.

22. What will prevent Americold from closing the Read Street facility and moving all their non-marine traffic to the WPDZ?

- Steve: There is no indication that they will do this. There are currently marine related items stored there, for example, lobster bait, which has become significant to Portland. There is lots of truck traffic from the waterfront to Read Street for bait.
- Jim: A working sustainable port has critical infrastructure supporting cold storage. To be in the game, you need it, like you need rail, etc. If Eimskip uses most or all of the space, which is not likely, there could be some non-Eimskip uses. Some are critical to marine related business, like bait. But remember that to be in this market you don't want all your eggs in one basket; you want a resilient facility to serve multiple markets. Making it small and for just one company is not a good idea.

23. Why isn't Americold here to directly answer questions?

- John: My understanding is that they do not want to interfere with the City process to make this change. They want the City to go through its process before they become involved in developing the site.

Process

24. Can a non-resident of Portland write a letter or speak at the Planning Board workshop on Thursday? Will the Board take non-residents' views into consideration?

- Caitlin: Yes, the Planning Board meeting is open to all members of the public. There will be a comment period, and comments can be submitted in writing if you can't attend. You will be asked to state your name and affiliation to Portland, but all are welcome.
- John: Please note that for the Thursday site walk, the meeting point is the Beach Street intersection, inside the black security fence.

25. How much taxpayer money has been spent promoting this zoning change, in total?

- Bill: The City hasn't *promoted* the change. We have answered specific questions about it, which has cost about \$25,000-\$30,000.
- John: The Port Authority has spent about \$30,000 but we generally don't take taxpayer money. Our revenues are based on assets we own.

26. How is the project being funded? Is it a public/private partnership?

- John: The State/DOT acquired the land and transferred it to the Port Authority. The Port Authority will lease the land to a cold storage developer. So if that is considered a public-private partnership then yes.

27. Under state law, zoning is to be “pursuant to and consistent with the comprehensive plan” for the City. The proposed zoning is not consistent with the current comprehensive plan. Is this not unfair to people who invested in residential property only to see the zoning change without a real process to amend the comprehensive plan?

- Caitlin: The WPDZ had an intention around it and the approach has been consistent with the comprehensive plan and policy of the last 25 years. The current zoning has not resulted in the waterfront uses that this area has been intended for, not in an intensive or built out way.
 - In reevaluating the zoning, it does not automatically mean that it's pushing it to be incompatible with the comprehensive plan. We don't believe anything proposed is in conflict with the comprehensive plan.
 - The approach is to reexamine whether the regulations for the zone are the right ones considering that transportation modes and technology have shifted since the regulations were written. It is not a proposal to change the intentions of this section of waterfront.
- Bill: This slide shows language from the 1992 Waterfront Alliance report

Waterfront Port Development Zone

“Transport of goods by water to and from Portland is an important component of both the local and regional economy. This commerce is dependent upon land with direct access to the dredged deep water channel of the Fore River.

Waterfront land with direct deep water access shall be restricted to uses which contribute to port activity. This zone exists, therefore, to ensure the continued viability of the Port of Portland. ...”

Portland Land Use Code, Division 18.5, Sec. 14-318, Purpose

- The language is very specific - the zone exists to continue the viability of the Port of Portland. Boat repair, cold storage - all of that is important to support the Port of Portland.

Questions Asked in Person

Members of the audience were invited to ask questions one at a time.

28. How many jobs are created by a structure like this compared to other potential uses of waterfront property? (Anthony Armstrong)

- John: 186 construction jobs for one year. Ultimately Eimskip wants to move its North American headquarters here, which would bring 30 to 50 positions. The storage facility would bring 21 full time positions. Then there is the multiplier effect for the businesses that will access the storage, the truckers, the railroad.
- Bill: It also helps with retention of existing industries like fish processing, bait, and lobster boats. We have 100 fishing boats on the central waterfront; they all need bait. If we rely on the Read Street facility, which was built in 1952, without major investment, we are at risk.
- John: There will also be more work in the terminal with increased ships calling here. We have increased from 26 calls per year in the past to 35 calls this year. We hope to get to 52 calls per year, or one ship per week, by 2020, according to Eimskip's estimate. This means more work for people in the terminal.

29. Why not create more landfill into the river and build a smaller wider facility?

(Steven Sharp) *[sp?]*

- John: It is very expensive to build that way and very difficult to get a permit for it. My guess is that it is cost prohibitive.

30. The projection is that Eimskip will occupy 70-80% of the storage space by 2020. What happens if growth continues? Where will they store products? (Anne Pringle)

- Patrick: Any capacity you add in close proximity to maritime activity, that is the smallest amount of truck traffic and lowest cost associated with the move. They will have top priority. Some companies pay to ship freight to MA and then back up to ME. We have watched the decline of the food processing industry in the State of Maine. These logistics impact company decisions to locate here or not.
 - Over time we try to keep volume related to maritime needs but also the highest return ratio for local food processors here. As they grow they take lower margin products and try to put them somewhere else. This would give the port a competitive edge now and into the future.

31. There have been two impact studies, one from University of Southern Maine students and one from Woodard & Curran. Does anyone see contradictions

between the two? (Chalmers “Chop” Hardenbergh)

- John: There were a number of studies undertaken and together they present a good picture of the opportunity.
 - Americold studied direct impact on wages and benefits
 - The Governor’s Office looked at direct economic impact
 - DOT looked at social benefits
 - GPCOG analyzed secondary and multiplier effects
 - Together these all help fill out the picture. The USM study was consistent with other work that was done. Their low end was close to the high end of the GPCOG study, so there is some overlap. The Woodard & Curran was targeted at answering very specific questions from the Planning Board and others, about price comparison between here and Boston and the need for cold storage generated by Eimskip over time.
- Patrick: There will be differences and overlaps in the analysis, but each study finds fruit that will come.

32. The handout with the snapshot of US port communities’ tonnage lists 27 locations and only 3 have more tonnage than Portland today. We have 18 million tons and Boston has 19 million. It is striking that of all the max building heights, two-thirds are below 75 ft. If we are where we are today, why do we need more, and why go higher? (Steve Mortimer) [sp?]

- Bill: As the “author” of that comparison document, which was designed to be attached to a Planning Board memo, I gathered a random selection of notes about other communities. I did not include Long Beach, Norfolk, Jacksonville, etc. I used a list from the Army Corps of Engineers. Yes, many comparable ports have a height limit lower than 75 ft. but many have special permit provisions or other zoning mechanisms by which taller structures are allowed. We don’t have that flexibility within the code. Belfast, Maine, has a very low height limit but permitted a 65 ft. building for the Front Street Boatyard.
- Patrick: 80% of that tonnage number is petroleum and that is declining. And petroleum has a different effect on waterfronts anyway compared to dry bulk container shipping. I would recommend taking petroleum out of any analysis.
- Jim: We looked at cubic ft. not tonnage. We broke out by state/public vs. private uses; we used USDA numbers. The larger facility proposed by Americold fits within an average range; it is only very slightly above the average. But if we look at competitors like Norfolk, VA, the Americold facility is fairly small. Also, if we consider what’s allowed for height in different places, it’s very small.
- Caitlin: Also keep in mind site constraints. Each place has different topography, different road/rail infrastructure that is very site specific and will determine how broad or tall buildings can be.

33. If Eimskip is moving cold storage stuff to Boston now, why are they not using the Read Street facility? (Leslie Pole) [sp?]

- Patrick: It’s actually Eimskip’s customers, Maine processors and food companies, who are storing in Boston. They will go where it is most cost competitive. Some

are keeping items at Read Street - turkeys, blueberries, baitfish, redfish. The higher value items are stored in more modern facilities - mostly for insurability reasons.

34.If the proposed building has space for Eimskip to move their North American hub here, were they told initially that we would build this for them? (Leslie Pole) [sp?]

- John: They had indicated they were potentially interested in relocating to Portland, and they saw an opportunity with this new building.
- Patrick: They were not told or guaranteed anything regarding cold storage. They always want it as close as possible to port, but the state is not in a position to guarantee anything, so Eimskip was not guaranteed anything.

35.Has there been an environmental impact study done regarding the additional ships coming in? (Steve Mortimer) [sp?]

- Patrick: There have been lots done. The city, state, and federal governments all have permitting processes that include environmental aspects. Any project on the waterfront has studies completed continuously.
- John: This is one of the most studied pieces of property in Maine, given what we might call a “rich history” of industrial use - coal gasification, glass processing.
- Bill: There is a rigorous development review process associated with a change in proposed height of a building from 45 ft. to 50 ft. with allowance. The height allowance change itself would not require an environment assessment, but every project generated would have its own environmental review.
- John: There has not been a study on this project per se. But in terms of ships, they are required to comply with a variety of laws, and they do so. The increased number of calls will not make that big of an impact.

Closing Remarks

Tom Meyers closed the meeting with the following remarks:

- We very much appreciate your attendance
- Thank you to the panelists and thank you to those who prepared and staffed the table stations
- Thanks to those who will be providing future info, and thanks to those who have gathered information to answer questions in the past
- Please consider becoming a part of the Waterfront Alliance. Members receive meeting minutes, notes, and announcements, which allows you to see what’s on people’s minds.
- Thanks to everyone for your participation

The session adjourned at 8:05 pm.

Attachment D

WPDZ Building Height Demonstration December 5, 2016 Presentation of Results



Approximate Boom Truck Locations

Public Parking

Beach Street

West Commercial Street

WPDZ

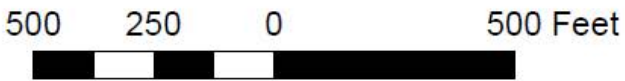
WPDZ

Intern.
Marine
Terminal

Casco bay Bridge

Portland
Yacht
Services

Potential
Americold
Site



Waterfront Port Development Zone
Building Height Demonstration Notice Map

December 5, 2016
8:00 am to 3:00 pm

In case of high winds,
December 7, same times

Attachment D

70 feet, drawn from observed crane location

Approximate area of potential view impact, corrected for easterly crane location, waterside edge, estimated

Lift Trucks



From West Commercial Street near Star Match Co.

Attachment D

Lift Truck

70 feet, approximate, easterly
Lift truck obscured

Approximate area of potential
view impact, waterside extent
estimated

From West Commercial Street on JB Brown land

Attachment D

Lift Truck

Lift Truck

70 feet, drawn from observed
crane location

Approximate area of potential
view impact, corrected for
easterly crane location,
waterside edge, estimated

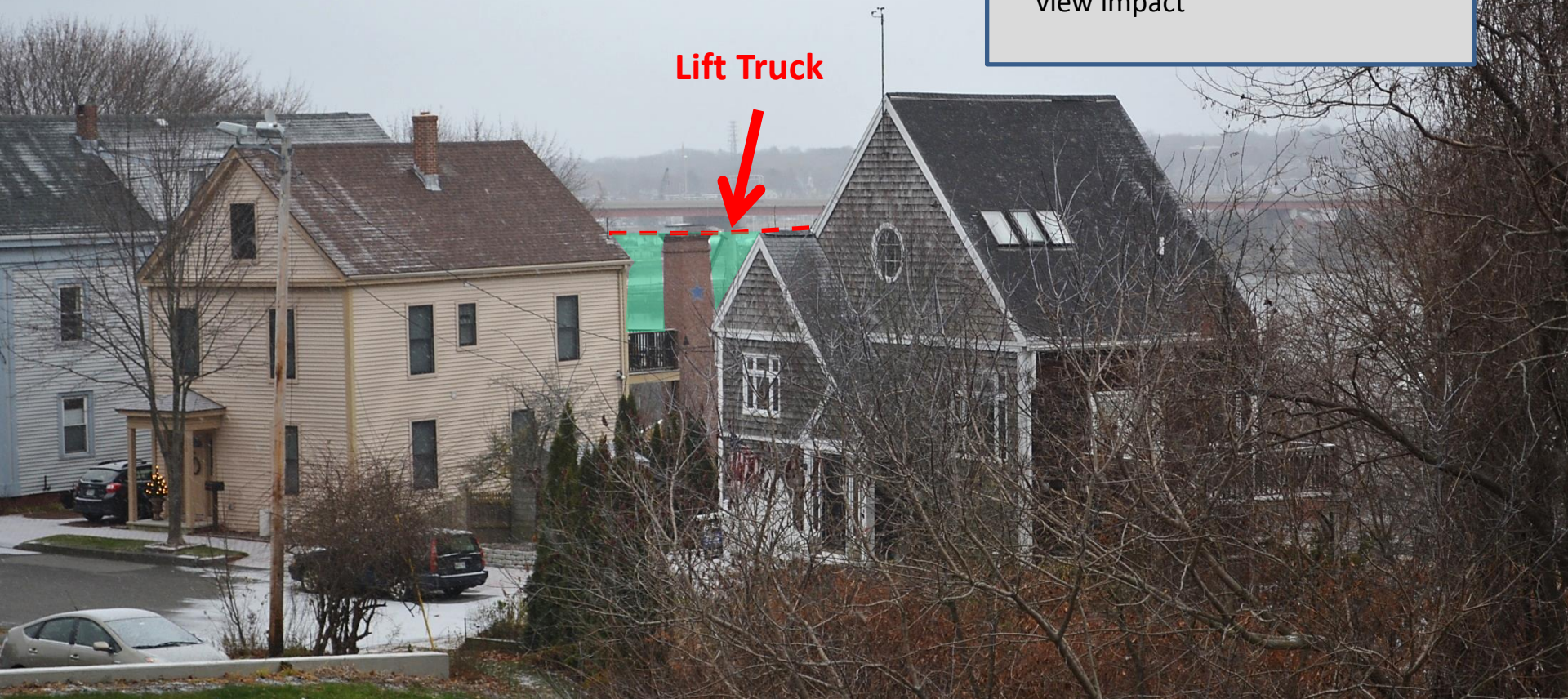
From West Commercial Street near Graybar

Attachment D

70 feet, approximate, easterly
Lift truck obscured

Approximate area of potential
view impact

Lift Truck



From Portland Housing site, south of Danforth, north of Salem

Attachment D

Lift Truck



70 feet, approximate, easterly
Lift truck obscured

Approximate area of potential
view impact, waterside extent
estimated

From Salem St

Attachment D

70 feet, drawn from observed
crane location

Approximate area of potential
view impact, corrected for
easterly crane location

Lift Truck

Lift Truck

From Danforth Heights 2nd floor lobby – below Salem Street

Attachment D

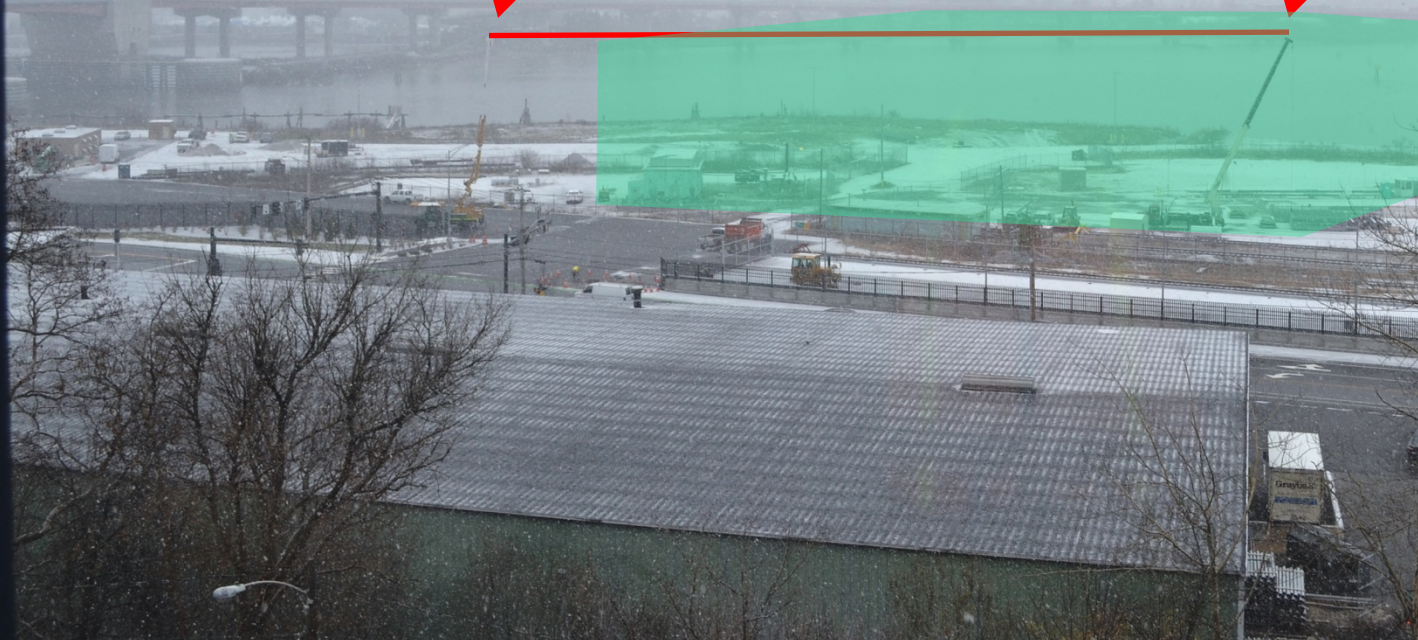
70 feet, drawn from observed
crane location

Approximate area of potential
view impact, corrected for
easterly crane location

Lift Truck



Lift Truck



From Danforth Heights 4th floor lobby – above Salem St

Attachment D

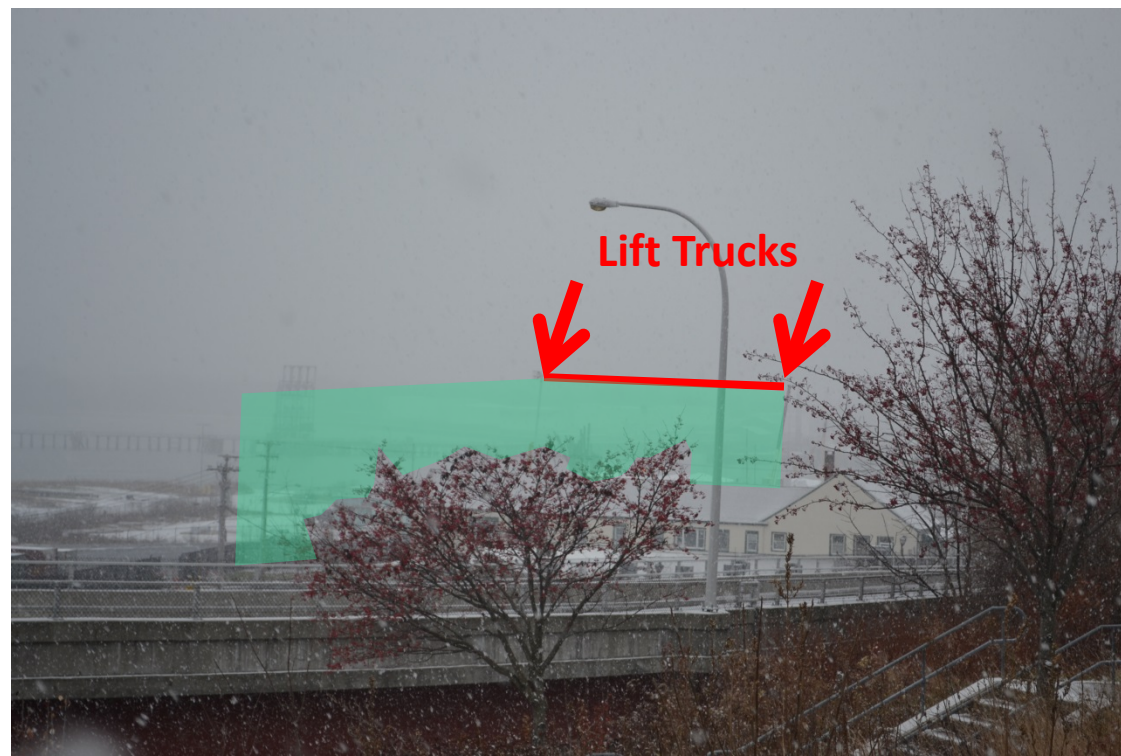
Lift Truck

70 feet, approximate, easterly
Lift truck obscured

Approximate area of potential
view impact, corrected for
easterly crane location

From York at Bracket - Easterly crane obscured

Attachment D



70 feet, drawn from observed crane location

Approximate area of potential view impact, corrected for easterly crane location. Water-side extent, estimated



From Harbor View Park

Attachment D

Lift Trucks

70 feet, drawn from observed
crane location

Approximate area of potential
view impact, corrected for
easterly crane location

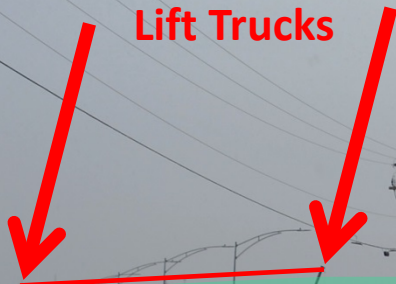
From West Commercial Street just east of Clark Street

Attachment D

70 feet, drawn from observed
crane location

Approximate area of potential
view impact, corrected for
easterly crane location

Lift Trucks



From West Commercial Street near Star Match Co.

Attachment D

Lift Trucks

70 feet, drawn from observed
crane location

Approximate area of potential
view impact, corrected for
easterly crane location

From Commercial Street from International Marine Terminal Office