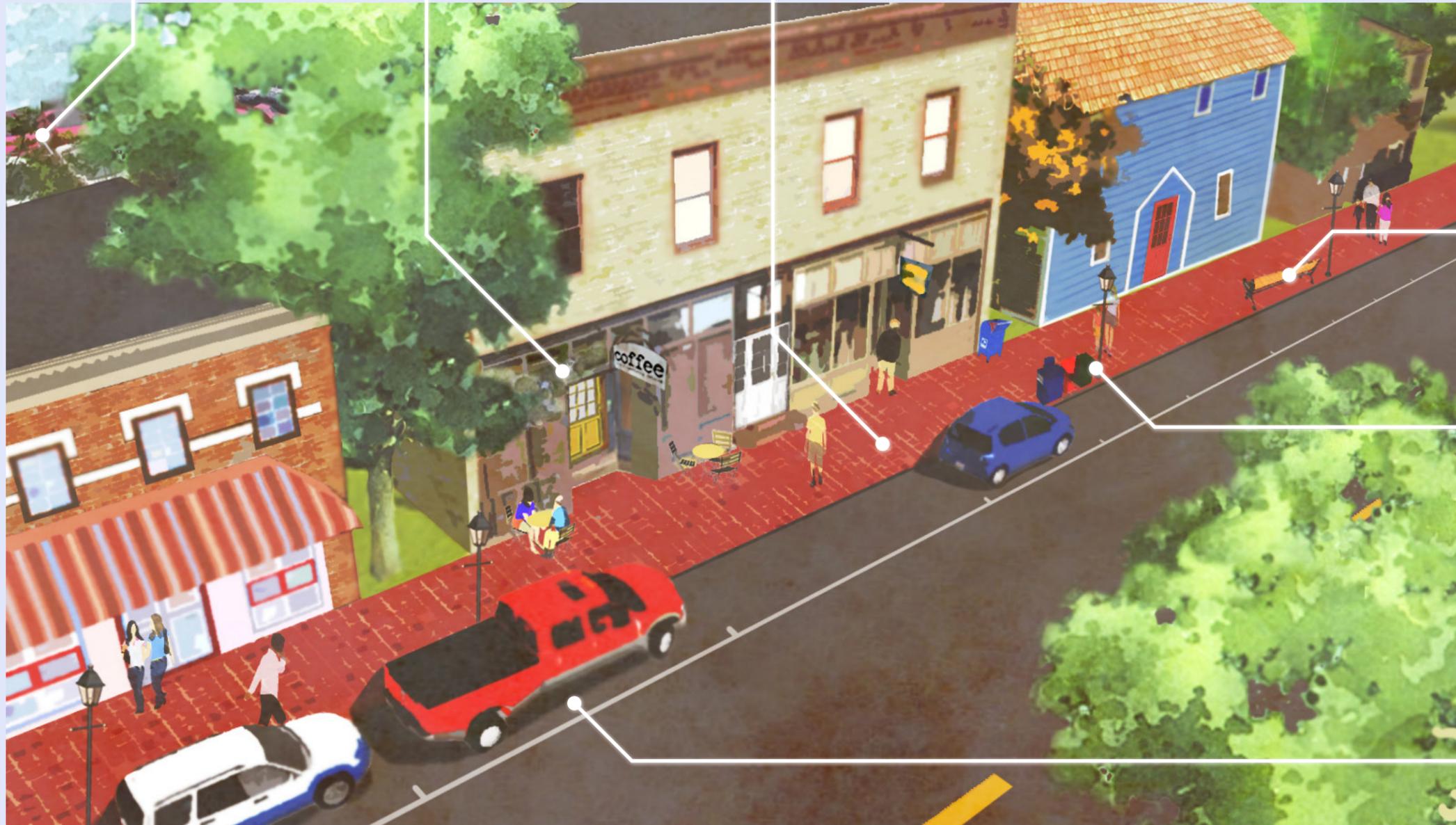


New Gloucester  
Upper Village

Rear parking behind the village strip provides the necessary parking spaces visitors and shop patrons will need without detracting from the pedestrian-oriented atmosphere

New mixed-use buildings in the Upper Village will bring services and amenities to residents and visitors

New sidewalks will delineate pedestrian and vehicular rights of way, improving safety and promoting a village-like atmosphere. The sidewalks will also increase opportunities for Upper Village businesses and retailers



Street furniture provides an attractive atmosphere for visitors and important rest areas

Streetlights and other amenities such as post office boxes, newsstands, and community communication boards will ensure that the Upper Village functions as a welcoming and engaging town center

Street parking will make it easy to visit and enjoy all that New Gloucester's Upper Village has to offer. Spaces will be wide enough to comfortably park larger personal vehicles and keep opening doors clear of passing traffic

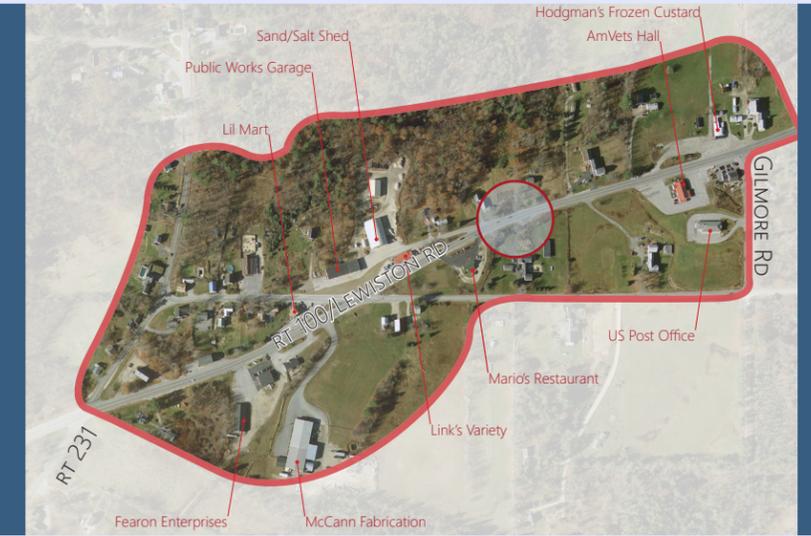
The Village Green provides an attractive public use area while also serving as access control to the Upper Village. This will significantly improve safety and traffic management in the area



New mixed-use buildings in the Village Green, built to human scale, will increase business opportunities and frame the interior of the village, improving safety

A better designed site plan for Link's Variety will allow for the development of the village without disrupting business viability

Street curbing and/or sidewalks throughout the Upper Village will delineate roads from business areas, parking lots, and pedestrians paths to increase safety and manage traffic flows more effectively



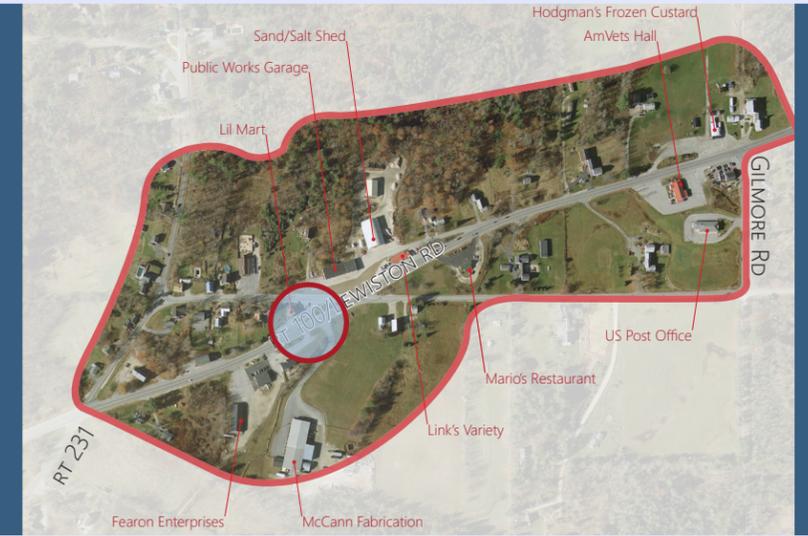
"Psycho-perspective" traffic calming measures like this faux speed bump painted on the road surface can reduce speeds by 7 mph

New reduced speed limit approaching the Upper Village from north and south along Rt 100

Radar monitors advise speeding traffic to slow down

Village gateway signage indicates that drivers should slow down in preparation for the denser neighborhood ahead

Road striping that constricts the perceived roadway surface encourages drivers to reduce their speed and drive carefully



An overhead on-demand Rapid Flashing Beacon Signal provides drivers with a clear signal that pedestrians are crossing ahead

Crosswalk striping highlights pedestrian crossing areas to increase visibility, control where pedestrians cross, and improve safety for everyone

A pedestrian refuge island with a signal flag constricts the roadway and alerts drivers to the village environment where pedestrians may be crossing. Traffic is slowed even without engaging the Rapid Flashing Beacon Signal

Road striping that constricts the perceived roadway surface encourages drivers to reduce their speed and drive carefully

# Upper Village Land Use Zoning

In order to realize the vision and goals laid out for the Upper Village, new zoning and land use ordinances will be needed to encourage appropriate forms of development. Five new zoning categories are recommended to realize the community's vision for the Upper Village. The exact details of each new zone are being developed by the New Gloucester Planning Department in partnership with relevant land use planning Boards and Committees, and community members. The overarching goals of each of the five zones are described below.

## Upper Village-A (UV-A) Zone

The Upper Village-A zone corresponds with the "core" of the Upper Village. UV-A is where residents and visitors will find shopping and eating places, as well as the Village Green. The UV-A zone will also house new businesses that will provide services and amenities to the community. The goal in UV-A is to promote a higher density form of mixed-use development with a pedestrian-oriented atmosphere. Design standards will encourage construction that celebrates New Gloucester's architectural history.

*Summary: UV-A zoning is used for the core of the Upper Village, where services, meeting places, and community amenities are highly concentrated. Features include:*

- *Highest density development in New Gloucester*
- *Design standards and form-based codes*
- *Mixed-use development*
- *Pedestrian-orientation*

## Upper Village-B Zone (UV-B) Zone

The UV-B zone extends from the UV-A zone and shares many of the same goals related to providing a mixed-use, pedestrian-oriented atmosphere. The Upper Village-B district will encourage less density than UV-A to better integrate commercial and public activities with nearby residential areas. UV-B will see a higher proportion of single-family and multi-family residential development, and larger setbacks than UV-A.

*Summary: UV-B provides support for and serves as an extension of the Upper Village core. Features include:*

- *Relatively high-density development*
- *Design standards and form-based codes*
- *Mixed-use and residential development*
- *Pedestrian-orientation*

## Upper Village-C Zone (UV-C) Zone

In zone Upper Village-C a greater emphasis will be placed on residential forms of development. While a higher level of density will be encouraged compared to New Gloucester's existing residential zones, the UV-C zone will not be as densely developed as UV-A or UV-B. Larger setbacks will be required and fewer commercial or mixed-use form of land use will be encouraged to seamless transition from the Upper Village into surrounding residential and lower density neighborhoods.

*Summary: UV-B provides support for and serves as an extension of the Upper Village core. Features include:*

- *Relatively high-density development*
- *Less restrictive architectural and design standards*
- *Predominantly residential with some mixed-use and retail development*
- *Pedestrian-orientation*

## Transitional Use District (TUD) Zone

In the Transitional Use District, the goal will be to limit sprawling forms of development and provide a buffer between the Upper Village zones and New Gloucester's predominantly rural forms of development. In the TUD, slightly higher densities will be allowed for properties connected to public utilities, but densities will be lower than those promoted in the UV-A, UV-B, or UV-C zones.

*Summary: TUD provides a buffer between the Upper Village and surrounding neighborhoods*

- *Opportunities for commercial and higher-density development linked to water infrastructure*
- *Limited design standards, with an attention to limiting sprawl*

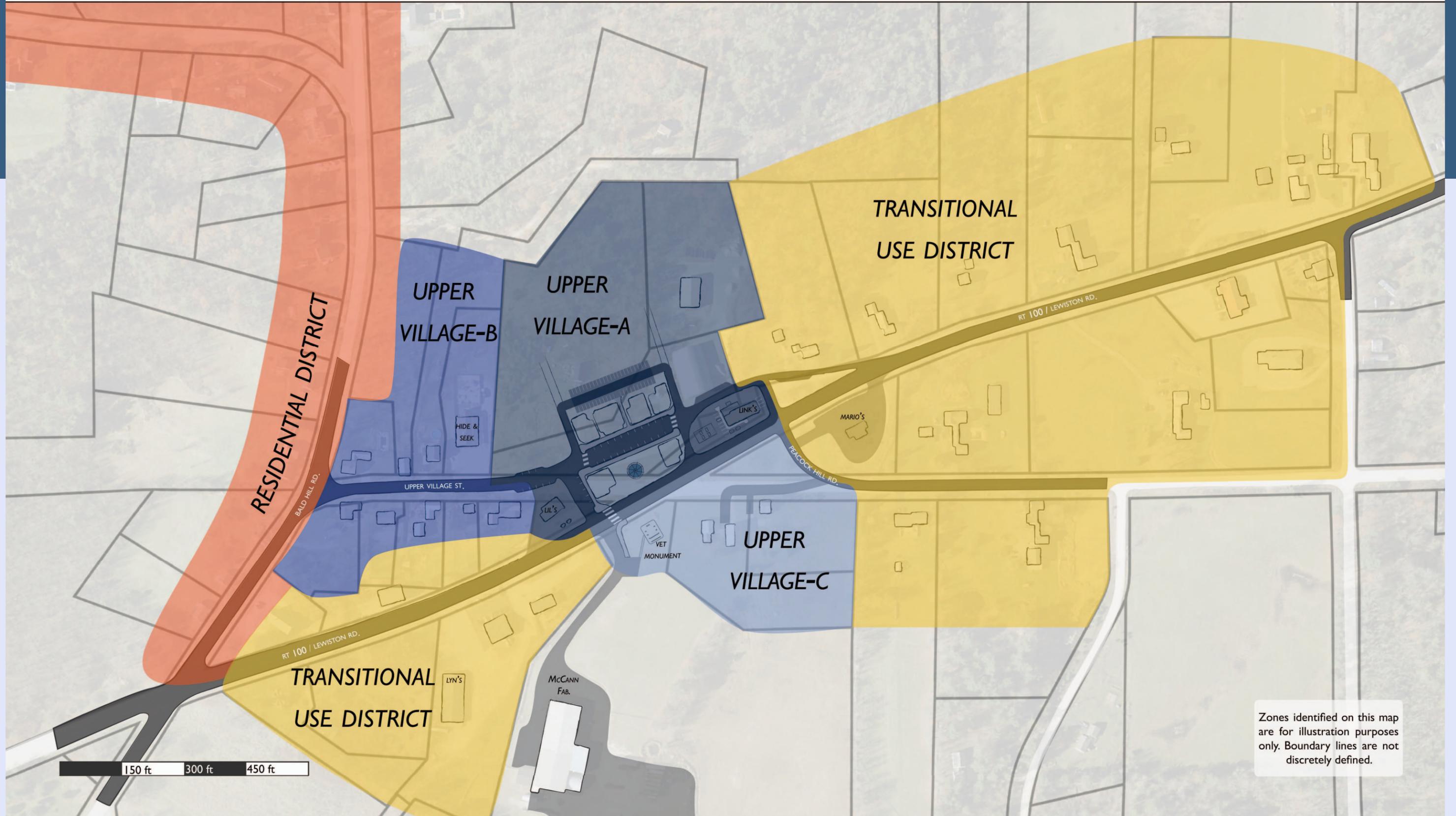
## Residential Neighborhood District

The residential district is identified as a unique neighborhood of relatively dense residential development. Land use planning and relevant ordinances will be designed to support and enhance this area as a unique neighborhood located near the Upper Village. The Town and community members will work together to articulate a future vision for this area.

# New Gloucester: Upper Village Broad Land Use Zones

February 11, 2014

New Gloucester Planning Department



Zones identified on this map are for illustration purposes only. Boundary lines are not discretely defined.



# Project Costs

Table 2 presents an approximation of the public improvement costs based on the master plan concept design and representative unit costs drawn from similar projects in Maine. The estimate of costs associated with moving the Public Works facility is from architects Smith, Reuter, and Lull. These costs will be refined through preliminary engineering, final engineering, and the project bid processes. The total cost of public improvements, excluding Route 100 improvements and land acquisition, is estimated at approximately \$3,418,257. The analysis assumes Route 100 construction costs will be carried by the Maine Department of Transportation. Apportionment of costs among the Town, future developers, and project funding agencies cannot yet be determined; it will depend on the Town's ability to market the project and develop partnerships with funding agencies and private developers.

Table 2 - Project cost and phasing

Project Component	Estimated Cost <sup>1</sup>
<b>Phase I</b>	
Preliminary Engineering	\$54,797
Route 100 Engineering (Allocation) <sup>2</sup>	\$75,000
Subtotal	\$129,797
<b>Phase II</b>	
Property Rights <sup>3</sup>	
Survey	\$51,170
Subtotal	\$51,170
<b>Phase III</b>	
Relocation of Public Works Garage & Sand Shed <sup>4</sup>	\$1,931,803
Old Site Demo & Restoration	\$50,000
Subtotal	\$1,981,803
<b>Phase IV</b>	
Town Road Improvements (Roads, Drainage, Curbing, Sidewalks, Streetlights)	\$670,163
Town Parking Lots	\$263,472
Maine Department of Transportation (MDOT) Road Improvements <sup>5</sup>	
Sewer	\$193,402
Water	\$43,450
Landscaping	\$85,000
Subtotal	\$1,255,487
<b>Total</b>	<b>\$3,418,257</b>

1. The apportionment of costs between the Town and potential developer(s) is unknown at this time. Values are based on the draft concept plan and unit costs are derived from similar projects. Preliminary engineering not yet conducted.
2. In partnership with Maine Department of Transportation (MDOT), recommended that the Town complete 80% of engineering work on Route 100 improvements to position project for annual discretionary DOT funding.
3. Property rights costs unknown
4. Design and costs developed by Smith, Reuter, and Lull Architects, see Appendix D
5. Assumes that Route 100 improvements are carried by Maine DOT

Costs,  
Funding, &  
Phasing

## Project Funding

An effective project phasing and implementation plan is critical to the success of the *Upper Village Master Plan*. The strategy must account for efficient procurement of state and federal funding opportunities. Income sources that can be used to offset the cost of relocating the Public Works facility and other public improvements include:

### *Property Sales*

The plan calls for six shovel-ready mixed-use lots in the village center. Assuming each lot is valued at \$125,000, sale of the properties would generate \$750,000 in project income.

### *Property Taxes/Upper Village TIF*

The six new mixed-use properties proposed in the *Master Plan* would generate tax revenue that can be used to offset Upper Village public improvement costs. Assuming an average valuation of \$350,000 per business in the redeveloped Upper Village, with the current mil rate of 13.45, tax revenue from the new businesses would amount to \$28,350 annually.

The total current property valuation in the Upper Village is \$7,675,740. As mentioned in Chapter 1, median property values are lower in the Upper Village than the municipal average. A ten percent increase in property values due to market forces resulting from good planning and development would result in an additional \$10,500 in annual tax revenue. For comparison purposes, the annual service charge on a \$1,000,000 municipal bond at a rate of 3.5% (representative of current market conditions) over 30 years would be \$57,444 (including issuance and bond reserve interest). If bond rates rise in accordance with a growing economy to reach 4.5% the same bond would have a service charge of \$64,188.

It is possible to create a Tax Increment Financing (TIF) district for the Upper Village. TIFs are a flexible finance tool used by towns to leverage new property taxes generated by a project(s) within defined geographic areas. The portion of new tax revenue generated by the project may be used to finance public or private projects for a period of time up to 30 years. The program is locally-driven: the town defines the district area, chooses how much of new tax revenue will be allocated to public and private improvements, and establishes the term length. The program requires local political approval in order to proceed.

### *Pineland TIF*

Public improvements that strengthen the Town's traditional business districts are Pineland-TIF eligible expenses.

### *Agency Grants & Low Interest Loans*

Cumberland County Community Development Block Grants (CDBG) generously contributed \$233,000 toward the planning and construction of the Upper Village public water system. Program eligibility for the water system was secured through an income survey identifying the area served by the water system as a "blighted area". Securing eligibility for CDBG funds for the Upper Village requires the town to designate the project area as a "blighted area." Project phasing will allow multiple applications to the Cumberland County CDBG program and other funding agencies.

US Department of Agriculture, Rural Development (USDA RD) contributed \$675,000 in grants and \$800,000 in low interest loans to the Upper Village public water project. Towns with a population under 20,000 are eligible for grants and low interest loans under the RD Community Facilities program. This includes “public improvements needed for the orderly development of a rural community.” Priority for grants and low-interest loans is given to towns with a population of 5,000 or less serving areas with median household incomes below either the national poverty line or 60% of the State non-metropolitan median household income (whichever is higher). The income eligibility requirements under this program will require further vetting with agency staff.

USDA Rural Development also has a Water and Waste Disposal Loan and Grant program. Funds may be used for the construction of small wastewater systems, such as those proposed in the Upper Village Master Plan.

The Maine State Housing Authority (MSHA), National Park Service (NPS), CDBG, and USDA RD all have programs that can provide funding toward the creation of new affordable housing, or renovation of historic buildings for commercial purposes.

### *Foundations*

Most private funding foundations in Maine limit their giving to IRS designated 501(c)3 non-profit organizations. Funding requests made to private foundations would require the town to partner with such an organization and would be most effective if directed toward specific project components, such as funding the construction of a gazebo in the proposed Village Green or infrastructure development related to the arts and culture. Grants for pedestrian improvements and other amenities identified in the plan are also available. For example, funds for street-tree planting are available from Project Canopy and the National Arbor Day Foundation.

### *Maine Department of Transportation (MDOT)*

MDOT’s responsibility for public improvements in the Upper Village lies within the Route 100 right-of-way. The *Master Plan* outlines several improvements within this area. They include a culvert and catch basin under-drain, curbing, a pedestrian crossing with Rapid Flashing Beacon signal, and road stripping to promote traffic calming. The Town of New Gloucester Planning Department has met with MDOT Region One engineers, the MDOT Planning Director, and MDOT Bicycle and Pedestrian Coordinator. MDOT expressed general support of the planning effort and agreement with the types of improvements identified in the Master Plan.

While MDOT has program funds that can be applied toward improvements in the right-of-way, these funds are awarded on a very competitive basis. Furthermore, the department operates on a three-year workplan schedule that is currently set through to 2016. Nevertheless, there are opportunities to work in partnership with MDOT.

In order to maximize involvement and support from MDOT in the Upper Village project, the following important points that emerged through meetings with MDOT should be considered:

- *Shovel-ready projects already engineered by municipalities will be best positioned to receive MDOT funds – either full funding or through the Municipal Partnership Initiative (MPI) program.*
- *Work outside of the MDOT right-of-way (i.e. those related to the realignment of Peacock Hill Road and Upper Village Street) is eligible for 50 percent MDOT funding under the MPI program.*
- *Work within the MDOT right-of-way can be expedited by the Town's agreement to participate in the MPI program, which would require the Town to pay for 50 percent of project costs.*
- *Shovel-ready projects already engineered by municipalities will be best positioned to receive funds from the region's annual discretionary budget.*

### *Private Sector Partnership*

The entire cost of public improvements need not be borne by the Town. Once preliminary engineering is completed, staff recommends holding a project information session and Open House for developers and investors. This will allow the Town to introduce local and regional prospects to the *Upper Village Master Plan* and investment opportunities in the Upper Village. The event will be promoted by an informational mailing followed by telephone contact and trade advertising.

The formation of a small project advisory council composed of leadership from the business community is suggested to capitalize on opportunities available through private partnership.

## *Implementation Recommendations*

Recommendations for moving the Upper Village Master Plan forward include:

1. *Meet with Cumberland County CDBG and USDA Rural Development to present Upper Village Master Plan and discuss program eligibilities*
2. *Refine project phasing and schedule*
3. *Provide plan materials at 2014 Town Meeting*
4. *Seek funding for execution of preliminary engineering and 80 percent engineering of MDOT improvements*
5. *Hold a project information session and Open House for developers and investors*
6. *Once preliminary engineering is completed, develop project budget and make decisions regarding the purchase of private property*



# Appendix A

## Public Works Facility Memo and Approved Design



### Memorandum

To: Economic Development Committee  
From: Paul First, Town Planner  
Date: November 4, 2013  
RE: Public Works Garage Relocation Costs

#### INTRODUCTION

The New Gloucester Comprehensive Plan states:

The primary and most important land use policy shall be the preservation of “rural character.” In New Gloucester, “rural character” is characterized by:

- Concentrations of buildings in small Villages
- A lack of suburban and commercial sprawl

The comprehensive plan further defines villages as “an area where people live, work, play, go to school, do errands and limited shopping.”

In the past, contaminated groundwater has served as a disincentive for concentrating growth in the Upper Village. In the meantime, our community has grown an average of 16 percent each ten year (decennial) census period. Traffic volumes along the Route 100 corridor continue to increase and currently stand near 10,000 trips per day. The New Gloucester Water District will soon complete a public water project to address historical groundwater contamination in the Upper Village.

A masterplan is needed to ensure that the area is positioned to attract future mixed-use growth consistent with a village, as expressed in our community’s comprehensive plan. It will also help ensure that development is cost effective, from a public services standpoint, and help to make the Upper Village a more vibrant place to trade, work, and live, while providing convenience and cultural opportunities for local residents.

Appendix

An impediment to village re-development is the location and condition of the Town public works facility, on the corner of Upper Village Street and Route 100. Located on a prime business site in the Upper Village, the facility is an impediment to area re-development because it's not attractive and lacks access control.

The Town has recognized a need to eventually re-locate this facility. In 2006 the Town purchased a 25 acre parcel on Route 100 and hired architectural firm Smith Reuter Lull to develop preliminary plans for re-locating the facility on this new site. This parcel is the location of the Town's fire and rescue station.

This memo seeks to provide information on the costs and constraints that would be associated with moving both the public works garage and sand/salt shed to this new site.

#### **PUBLIC WORKS BUILDING DESIGN AND COST**

Attached is the preliminary concept plan for a new public works garage from Smith Reuter Lull Architects. This design was endorsed by the New Gloucester Selectmen in 2006. It provides a floorplan sketch of the roughly 10,500 square foot building.

Also attached is an updated estimate of construction cost for the preliminary concept plan. The estimated total cost is \$1,868,514. This updated estimate was obtained by Smith Reuter Lull Architects from the construction firm that originally estimated the concept cost back in 2006.

#### **SAND SHED BUILDING DESIGN AND COST**

The design and cost of a new sand shed was not estimated by Smith Reuter Lull Architects in 2006 under their scope of work. Therefore, in order to approximate costs, staff obtained a list of sand shed construction contractors from Peter Coughlin of Maine DOT. Contractors in our area that have recently constructed sand sheds for municipalities were identified and contacted. The current design of 80' x 120' laminated arch with steel skin building was assumed. Four firms provided verbal ballpark cost estimates. These estimates average \$355,000 including site work.

It may be possible to obtain some additional cost efficiency through the re-use of the laminated arch materials in the existing sand shed. One firm is currently looking further into this option.

#### **NEW SITE ENTRANCE CONSTRAINTS**

On August 5, 2013 the Maine DOT issued a letter to the Town of New Gloucester authorizing the additional use of a Town public works facility to utilize the existing fire and rescue entrance located at 611 Lewiston Road.

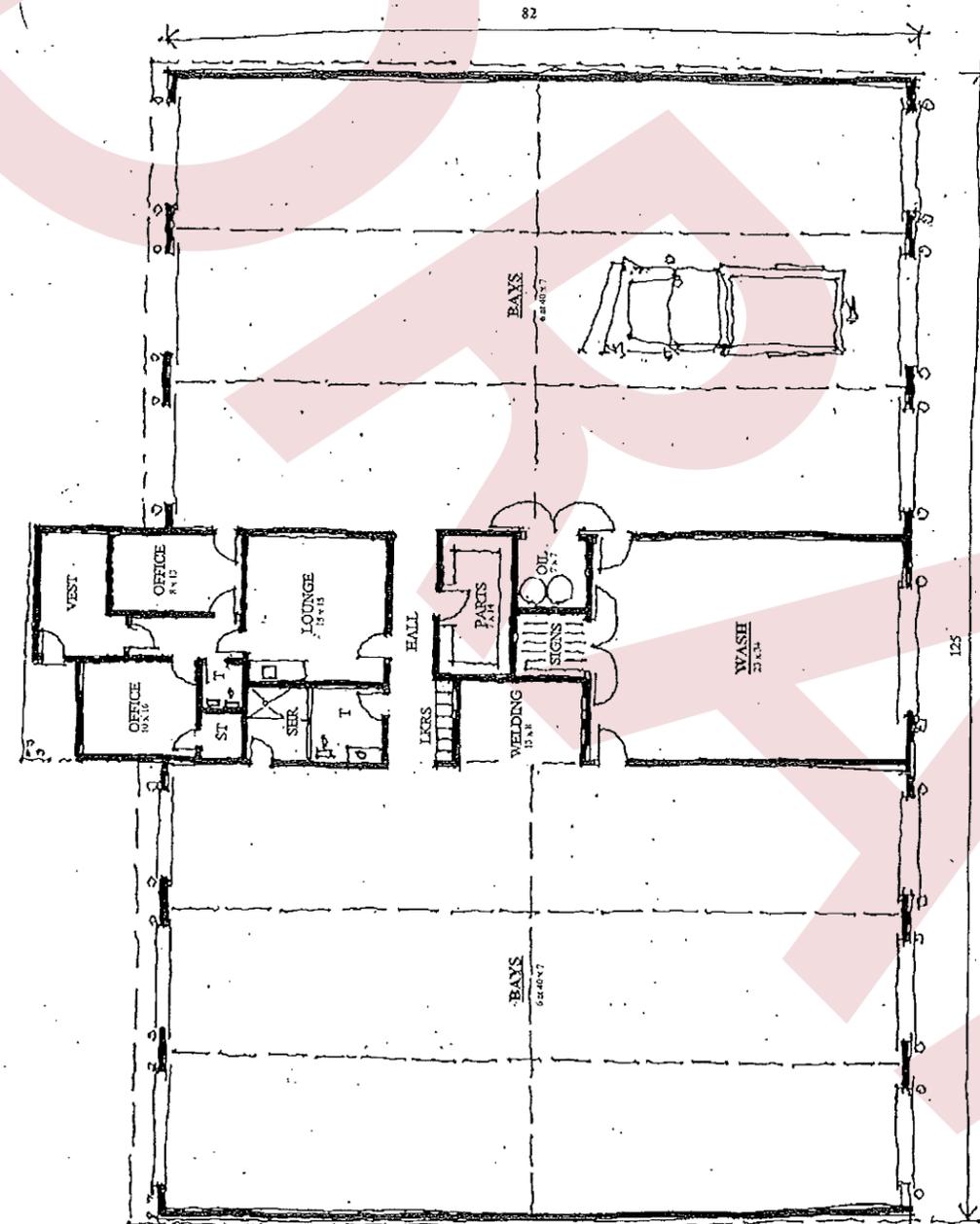
#### **NEW SITE ENVIRONMENTAL CONSTRAINTS**

##### **Groundwater**

The property located at 611 Lewiston Road is in the Town's Ground Water Protection Overlay District (GPOD). The GPOD covers nearly 50 percent of the land area of New Gloucester. A preliminary discussion should be held with a certified hydrogeologist to confirm that a facility can be designed and developed without risk of groundwater contamination.

### NEXT STEPS

- Discuss with a hydrogeologist groundwater constraints associated with 611 Lewiston Road.
- Evaluate potential wetland impacts and associated permitting requirements using the wetland delineation conducted during construction of the fire and rescue station.
- Estimate demolition costs associated with the current public works and sand and salt shed buildings.



**GENERIC PUBLIC WORKS BUILDING  
PROPOSED CONCEPT - FIRST FLOOR PLAN**  
SMITH REUTER LULL ARCHITECTS  
November 13, 2004

Appendix

# Appendix B

## Public Works Facility Relocation Cost Estimate

PROJECT BUDGET  
New Gloucester Public Works Garage  
October 31, 2013

<b>New Construction Costs</b>	
10,600 square feet at \$140 per square foot	\$1,484,000
Site Development allowance	\$70,000
<b>New Construction Subtotal</b>	<b>\$1,554,000</b>
<b>Administrative Cost and Reserve</b>	
Advertising/Legal/Insurance	\$4,000
Bid Contingency (5% of Construction Subtotal)	\$77,700
Construction Contingency (5% of Construction Subtotal)	\$77,700
<b>Administrative Cost and Reserve Subtotal</b>	<b>\$159,400</b>
<b>Fees and Services</b>	
Architects and Engineers (7.3% of New Construction)	\$119,114
Survey/Soils/Testing	\$5,000
Approvals	\$1,000
Field Representative for 7 months (optional)	\$30,000
<b>Fees and Services Subtotal</b>	<b>\$155,114</b>
<b>Total Project Cost</b>	<b>\$1,868,514</b>

# Appendix C

## Summary of the 2008 Master Planning Workshop

### Vision and Goals

#### Traffic & Circulation

- *Safer intersections - crossing of Rt 231 and Rt 100 has a lot of accidents due to poor site lines, leading to hesitation at the intersection during crossing while oncoming vehicles approach from behind.*
- *Speeding*
- *Long waiting times for entering or turning (e.g. 20 cars)*
- *Post office area is experiencing excessive speeding problems, and no curbs exist to define roadways*
- *Private driveways to businesses are too wide and have no clear ingress or egress*
- *More parking is needed, with clear access points to parking lots*
- *No parking problems generally, except on Mother's Day*
- *Heavy volume of truck traffic due to new tolls on the Turnpike*

#### Pedestrian / Bicycle Traffic

- *Bicycle/pedestrian conflicts are not major issues because there are no business to go to*
- *Crosswalks and sidewalks are desired*

#### Land Uses

- *More local businesses to provide residents with services (bank, hardware store, pharmacy, etc.)*
- *Over 700 homes were built since the last hardware store closed*
- *Zoning meets desired need to create village setting*
- *Assisted living, or diverse housing options desired (option of private and/or State housing)*
- *Healthcare needs will increase. Local physicians and health care providers are a priority*
- *Car wash*
- *A super market may be desirable if done right*
- *Gas is local and good*
- *Dry cleaners*
- *Exit 10 in Falmouth may be a good precedent for the Upper Village*
- *Concerns regarding the economic impacts for the town if big box stores come in*
- *An industrial park is a possibility if the land has frontage*

#### Village Appearance

- *Curbs and gutters would help (more village like)*
- *Street lights*
- *Curb appeal*
- *Address site issues at Hodgman's Frozen Custard*
- *A public park or greenspace is desired, with proper connections to park*

Appendix

## Utilities

- *Water and sewer service desired, possibly worth connecting to Hotel Road in Auburn 2± mile away*
- *Water treatment is very expensive*
- *Questions regarding whether water provision will be a draw for businesses*
- *Public water is needed to increase density - look into the cost of water provision*

## Evaluation of Concept Diagrams

Attendees were divided into small groups to evaluate three plans for re-routing traffic in the Upper Corner

Alternate #1: Route 100 is diverted west in a by-pass around Upper Corner. New intersections with Intervale Road and Bald Hill Road create safer traffic movement

- *Considerable concern about the short ramp from Intervale to Route 100*
- *Concern regarding access to the Upper Village from Bald Hill Road and vice versa*
- *Concern over losing businesses in district - good signage is needed to direct visitors to local businesses*
- *Zoning changes are needed to buffer development pressure from Auburn*
- *A bypass is good, if in the right place*

Alternate #2: Route 100 is moved east between Intervale Road and Peacock Hill Road. All intersections are reconfigured to right angles.

- *Addresses immediate problems but does not solve through-traffic loading from the turnpike*
- *Turn from Intervale Road appears too short to allow for stacking*
- *Consider one-way traffic on Bald Hill Road*
- *Will not solve traffic problem for the village section*
- *It may encourage speeding*
- *Sidewalks, vegetation, and crosswalks are critical to this plan*
- *A center turning lane is needed (like in Falmouth on Route 1)*

Alternate #3: Similar to Alt. 1, Alternate #3 includes a sweeping bypass to re-route traffic around Upper Corner to the west, then re-connect north of Gilmore Road. The difference between the two alternatives is a potential cross-village connector road, creating a village center, at the intersection of Lewiston Road/Route 100 and Peacock Hill Road.

- *This plan is the most "village oriented"*
- *The bypass could have an office, medical, industrial park, shopping plaza, or supermarket and bank*
- *Frontage in back fields should be directed to side roads for access control*
- *Increased use and density justify water and sewer via TIF or other means*
- *Opportunity to establish connections to municipal trail systems*
- *Opportunity for a town green at center of plan*
- *Concern over steep intersection at Intervale*
- *Concern regarding the large land area to be developed and the resultant energy demand*
- *Allow increased density to develop a smaller area that is concentrated and pedestrian-friendly*



