

New Gloucester Upper Village Plan 2015

(8/17/2015 Draft)



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I. INTRODUCTION

The Upper Village is one of New Gloucester’s historic business districts. The area has experienced numerous challenges over the years that have hindered its development. Foremost among these challenges was the contamination of groundwater dating back several decades. With the completion of a new public water system in 2014, and plans to relocate a large public works facility now located in the heart of the Upper Village, an opportunity exists for major economic redevelopment and improvement of the area.

This Upper Village Master Plan was developed over several years through a series of public workshops and planning efforts by the Town and residents. (A description of planning process is included in Appendix A.) It was developed by and for the citizens of New Gloucester to articulate a redevelopment vision, guide investment, manage growth, and attract new business. The aim of the Master Plan is to ensure that the revitalization of the Upper Village enhances overall the quality of life in New Gloucester.

Upper Village Location Map



Master Planning: A Valuable Process

Developing a master plan is an exciting process for a community. Master plans define a planning area, identify what it is today, what it could be in the future, and what is required to realize the future vision. There are many ways to develop a master plan, but it is critical that (1) the plan articulate a vision that brings together the concerns of multiple community interests, and (2) the vision generates community and political support. Master plans are roadmaps for future development and investment. They also serve as benchmarks to ensure desirable outcomes are achieved in a reasonable and efficient fashion.

The New Gloucester Upper Village Master Plan will:

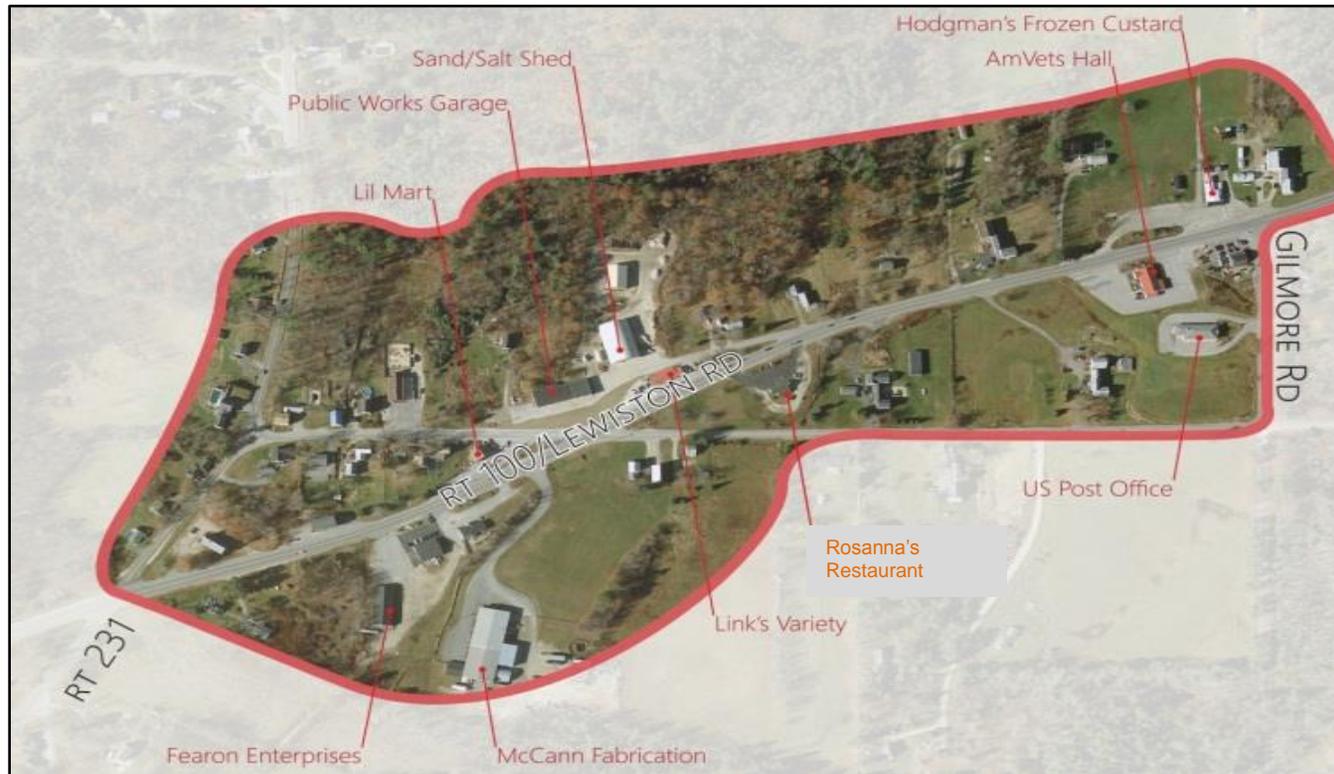
- Strengthen the community by creating and enhancing attractive public spaces, celebrating the town’s history, and attracting new businesses and services;
- Energize the local economy by creating attractive investment opportunities;
- Address unsafe conditions related to traffic, infrastructure, and incompatible land uses;
- Guide community investment;
- Manage land uses to ensure compatibility and prosperity;
- Avoid sprawl by articulating development priorities.

The overarching goal for the Upper Village Plan, as developed through a series of public discussions is: **“To create a livable and compact “village” that promotes everyday services and growth in an appropriate and safe area, helping to preserve the open space character of the town and as a place where people meet to enjoy the food and arts of our region. Architecture and design will be consistent with New Gloucester’s rich history.”**

II. EXISTING CONDITIONS AND CHARACTERISTICS

The location of the Upper Village along Route 100 and its proximity to Auburn make it well suited for investment and further development. New Gloucester's historic and cultural qualities make the Upper Village a desirable place to live and work. In addition, important administrative, recreational and environmental assets, such as the municipal campus (two miles south along Intervale Road), the Royal River reservoir, and the New Gloucester Fairgrounds are located nearby.

The Upper Village planning area is delineated in below. It encompasses roughly of 100 acres land along Route 100 between its junction with Intervale Road to the South and Gilmore Road to the North. It includes more than a dozen businesses, including McCann Fabrication, two general stores, Fearon Enterprises, Rosanna's restaurant, Lunn-Hunnewell AmVets, the Post Office, and Hodgman's Frozen Custard – a major tourist draw. The Town's Public Works garage and salt/sand storage shed are also located in the Upper Village.



Upper Village Planning Area

Residential properties are interspersed within the Upper Village, with concentrations of homes along Upper Village Street and Bald Hill Road. The Royal River, a major landmark, is located just beyond the western boundaries of the planning area, and the New Gloucester Fairgrounds are located further along Bald Hill Road, approximately one half-mile from Upper Village Street. The Auburn town line is 1.7 miles north on Route 100 from the Upper Village.

Traffic Conditions

According to the Maine Department of Transportation (MDOT), nearly 10,000 vehicles pass through the Upper Village on Route 100 each per day. The traffic increases the number of potential customers for Upper Village businesses, but also poses safety and aesthetic concerns due to the fast flow of traffic and poorly delineated entrances. Infrastructure and amenities necessary to support pedestrian traffic are entirely lacking. Poor visibility due to skewed intersections at Upper Village Street and Peacock Hill Road further discourages pedestrian and other non-motorized traffic. The posted speed limit of 40 mph is often exceeded, and the large amount of truck traffic, some of it bypassing Turnpike tolls, detracts from a village-oriented scale.

These issues must be addressed to create a safe and thriving mixed-use village. Ongoing discussions have been occurring with the Maine Department of Transportation regarding intersection improvements and appropriate speed limits. The issue of clear delineation of roadways and access management are largely issues for the town.

Photos showing lack of delineated access and pedestrian amenities in vicinity of the Public Works Facility



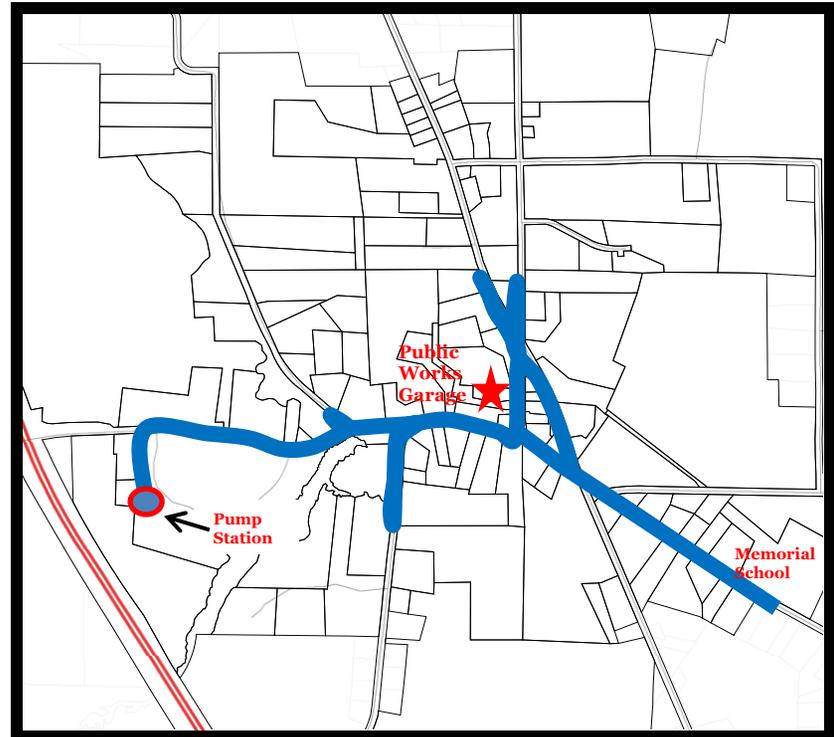
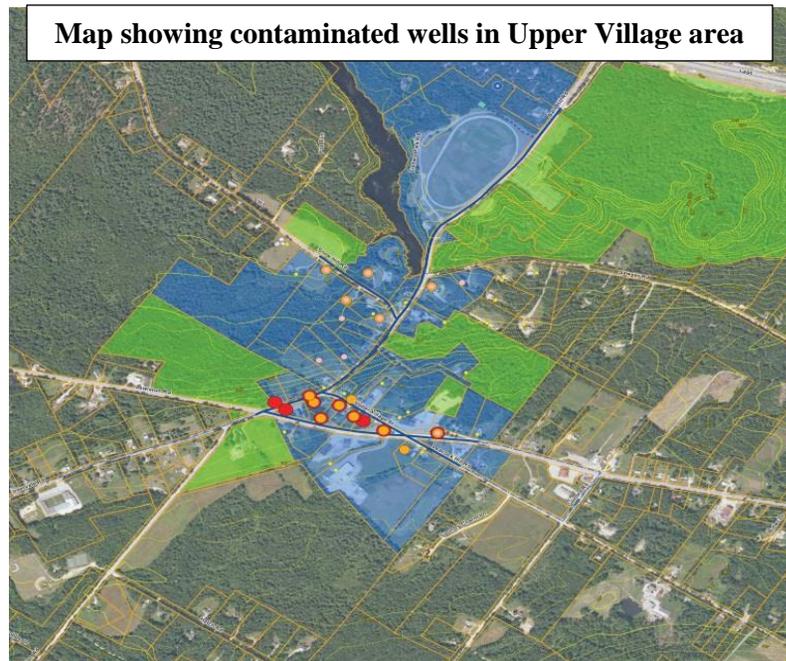
Groundwater Contamination

The most important barrier to further development in the Upper Village has been the contamination of groundwater. During the 1980's and '90's numerous drinking water wells were found to be contaminated with hydrocarbons and salt. While hydrocarbon contaminated soils were removed by Maine Department of Environmental Protection, the contamination of groundwater persisted and became a significant disincentive to private investment. Median household incomes and property values in the Upper Village today are significantly lower than the town-wide average, opposite of what is expected in a town center (see next section).

Since the discovery of the contamination, the Town, residents, and partner organizations have worked hard to provide a new source of water for those affected. After a long process that led

to the establishment of a municipal water district and construction of a public water system, clean water is now available to Upper Village residents and businesses.

The map below shows in blue the current distribution system for the public water supply.

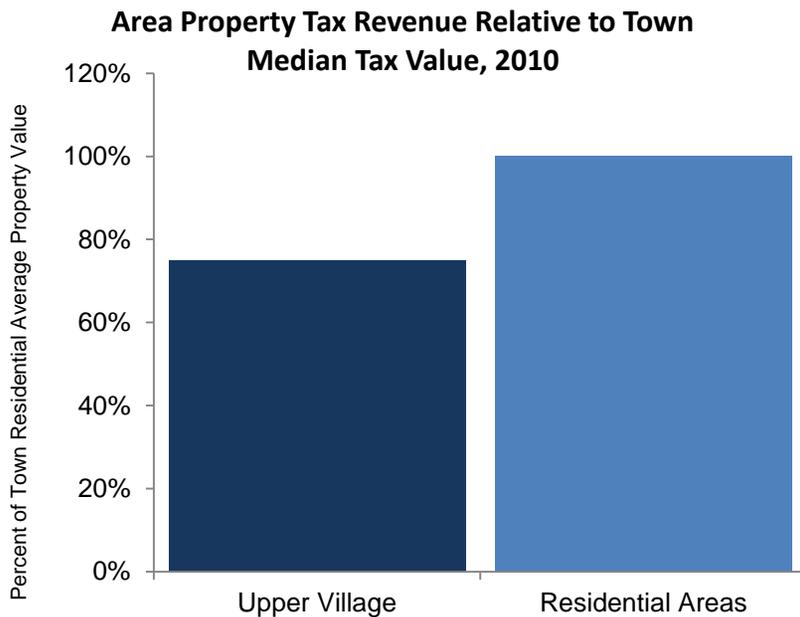


Service by public water not only addresses the issue of polluted wells and their effect on public health, property values, and investment, but it also provides an opportunity for the village to grow at densities more in keeping with traditional New England Villages.

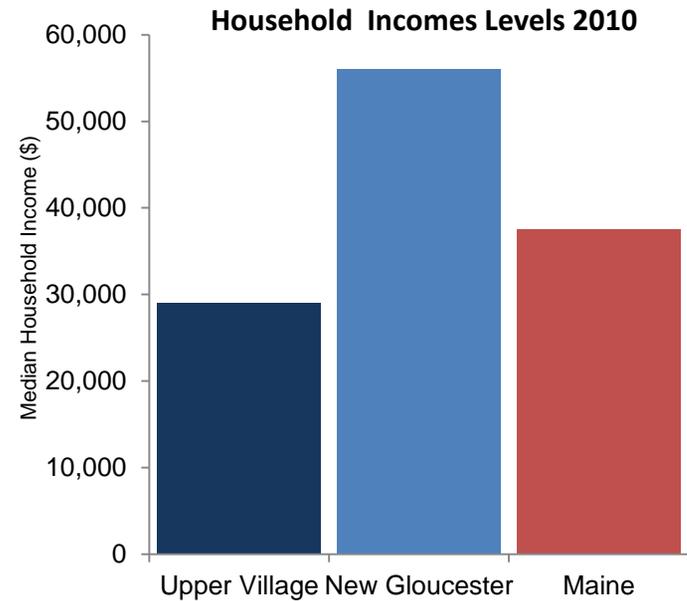
Economic Conditions

During the 20th and early 21st century, the Upper Village area has been economically stagnant, in large part due to the problems with groundwater contamination. Facing this issue, landowners have had difficulty securing financing for improvements, and, until recently, the trend has been toward disinvestment. Selective businesses have thrived, but the area suffers from an aging housing stock and poor “curb appeal” in some locations.

The chart below compares residential property values for the village with those of the town as a whole. It indicates significantly depressed values for the area – less than 80% of the town-wide average.



Likewise, household incomes have lagged behind the rest of the town and averages for the state of Maine. An income survey conducted as part of grant solicitations for the public water project indicated a significant percentage of households in the area earned below 80% of the region’s median household income. As the chart below indicates, while the median household income for the town as a whole is significantly above the state-wide average, income levels for Upper Village households are well below the state average.



With the installation of public water and reinvestments contemplated in this plan, the aim is to reverse these trends. A revitalized Upper Village could provide improved employment and income-producing opportunities for these residents.

Public Works Facility



Another significant barrier to Upper Village redevelopment is the public works facility. Lacking access control and landscaping, the garage and salt shed occupy a large footprint in the heart of the village area. The facility conflicts with neighboring residential and commercial land uses and creates traffic problems for visitors. The facility is in poor condition and cannot properly accommodate its operations. A new location for the public works garage will allow for the safe and efficient operation of equipment, improve circulation in the Upper Village and create new opportunities for appropriate development.

The public works complex currently consists of three structures: a primary 8-bay garage, a sand/salt shed, and a secondary 4-bay cold climate garage, located further back off the property.

The facility's structural and operational issues include:

- Exterior walls that are visibly crumbling, and numerous cracks along load-bearing walls.

- Leaks in the roof and walls that have already showed signs of undermining the integrity of the building.
- The garage does not presently have an appropriate drainage system to remove water that collects underneath vehicles, leading to flooding problems on the slab.
- Safety concerns are elevated around the complex due to the heavy equipment that is stored and operated in the area, and because of the unpredictable circulation patterns in front of the garage bays.
- The public works lot itself has an extensive open curb opening with no access controls or clear delineation of the right of way (see satellite image below), which contributes greatly to Upper Village traffic and safety issues.

Because relocation of the public works facility is a critical first step in the Upper Village redevelopment, a separate document has been developed that details the facility's current deficiencies and makes recommendations regarding its replacement.



III. UPPER VILLAGE MASTER PLAN



We are pleased to present this Upper Village Master Plan for review and further public consultation. The overall goals of the Master Plan are to:

- Strengthen the community by creating and enhancing attractive public spaces, celebrating the town's history, and attracting new businesses and services;
- Energize the local economy by creating attractive investment opportunities;
- Address unsafe conditions related to traffic, infrastructure, and mixed land uses;
- Guide community investment;
- Manage land uses to ensure compatibility and prosperity; and
- Avoid sprawl by articulating development priorities.

More specifically, the plan aims to promote a development pattern that creates a walkable, compact and well-designed village area while accommodating Route 100 traffic in an efficient and safe manner. To that end, the following objectives will be pursued.

1. Pedestrian Orientation: Improve and promote walkability throughout the Upper Village, and create attractive, safe, and contiguous pedestrian connections between village land uses and between the village and surrounding areas.
2. Architectural Design: Use architectural styles and design features commonly used in historic New England village centers, or new designs that are visually compatible with these styles.
3. Streetscape Enhancement: Design, locate and size buildings in order to create or reinforce a unified streetscape and otherwise promote a village atmosphere. Buildings shall be of a scale and layout appropriate in a village setting.
4. Compact, Mixed Use Development: Promote a compact, mixed use development pattern that creates and reinforces a village orientation, particular in areas within and adjacent to the Core Area of the Upper Village.
5. Driveways and Circulation: Employ an approach to access management and on-site circulation aimed at improving traffic safety, reducing turning conflicts and promoting interconnections with neighboring land uses.
6. Parking: Reduce the visual impact of parking lots through careful site design, landscaping, use of shared parking and location at the rear or side of buildings.
7. Landscaping: Incorporate landscaping and screening, including the establishment of street trees, that enhances the visual quality of the area and buffers incompatible uses.

8. **Signage and Lighting:** Locate and design signs and lighting, not just to reduce visual impact, but to improve the overall aesthetics of the site and promote a village orientation.
9. **Utility areas:** Ensure that loading areas, storage and other features necessary for business operation and security are located and designed to minimize visibility from key viewing areas and residential neighbors.
10. **Amenities:** Incorporate amenities that provide additional public benefit or site enhancements, such as pedestrian gathering areas, benches and public art.

Master Plan Elements

This Master Plan is composed of three major components:

- **An Upper Village Core Concept Plan.** This plan lays out a detailed vision for how the area in the vicinity of the current public works facility might look, planning objectives and the steps necessary to reach that vision.
- **A Traffic Circulation Plan.** This plan provides objectives and concrete steps – including road realignments and traffic calming strategies – needed to better balance the function of the area as both a village and a high-volume traffic corridor.
- **A Land Use/Zoning Plan.** This plan defines different land use areas for the entire Upper Village area that might serve as a basis for future zoning changes, investments and policy decisions. It provides both short-term and longer-term zoning strategies.

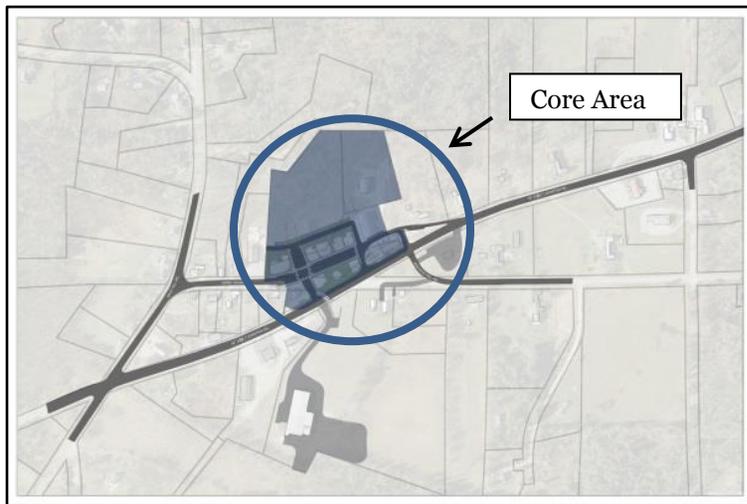


UPPER VILLAGE PLAN: CORE CONCEPT PLAN

Although this plan provides guidance on the entire Upper Village Planning area, a primary focus is on a “core” area, centered on land currently occupied by the public works facility and some adjacent properties. Creating such a focal point is crucial to concentrating development and establishing a pattern that will strongly influence future growth and investment.

The location of this core area was carefully considered, and the chosen site was selected due to multiple attributes.

- Its location in the heart of the Upper Village area,
- Its ideal positioning relative to both Route 100 and Upper Village Street, allowing for the latter to serve as a frontage road for subsequent development, and
- Town ownership of much of the area, giving it control over how development in the area unfolds.



A graphic representation of the concept plan is shown on the next page. To summarize its main elements:

1. The public works building and sand/salt shed are relocated. They are replaced by a row of mixed-use buildings to form the core of the Upper Village.
2. A small “village green” separates the mixed-use block from traffic on Route 100, and new buildings within the green provide further separation of village versus Route 100-related activities.
3. Roads are realigned and new accessways and parking areas are created as detailed in the Upper Village Traffic and Circulation Plan.
4. Wide sidewalks in the village center will accommodate outdoor patios, attractive street furniture, and places for gathering.
5. A new configuration for Link’s Variety provides better definition between business activities and roadways.
6. A stormwater management area behind the village center will manage runoff caused by impervious surface areas throughout the village.
7. Community septic systems have been planned to facilitate higher-density development.

It is important to bear in mind that this plan and subsequent visualizations are concepts only. They do not constitute site plans or as-built renderings. The location of infrastructure including road, sidewalks and parking area is subject to change. The actual development of the core area may unfold in many different directions, based on engineering studies and the plans different developers may bring to the table.

Upper Village Master Plan: Core Concept Plan



UPPER VILLAGE MASTER PLAN: TRAFFIC AND CIRCULATION PLAN



Traffic and circulation management are critical issues that need to be dealt with if the full potential of the Upper Village is to be realized. While the core area of the plan is optimally located to reduce conflicts, the speed and turning movements of traffic in the area are factors that must be carefully addressed.

This traffic and circulation plan has the following objectives:

1. Balance the dual roles of Route 100 as a *road* that carries significant traffic volumes and a *street* that runs through a village area, providing access to businesses and services.
2. Improve safety and traffic flow by carefully managing access, especially on Route 100.
3. Selectively realign intersections and relocate entrance locations to improve safety and circulation.
4. Maintain clear sight lines and signaling to minimize distractions and manage traffic flows;

5. Increase comfort and security for pedestrians and non-motorized users.
6. Incorporate a comprehensive traffic calming strategy within the Upper Village master plan, and its implementation.

Traffic Calming

Traffic calming can be defined as “*the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior, and improved conditions for non-motorized street users.*”

There are many options for traffic calming with varying degrees of investment and impact. They include:

- Permanent striping
- Improved signage and signals
- Radar speed signs
- Road narrowing
- Raised crosswalks
- Median Strips

Any traffic calming in the Upper Village must be developed in collaboration with community partners, including the Town, Maine Department of Transportation, local property and business owners, and area visitors.

Appendix C provides more information on traffic calming principles and specific measures that might be used in New Gloucester.



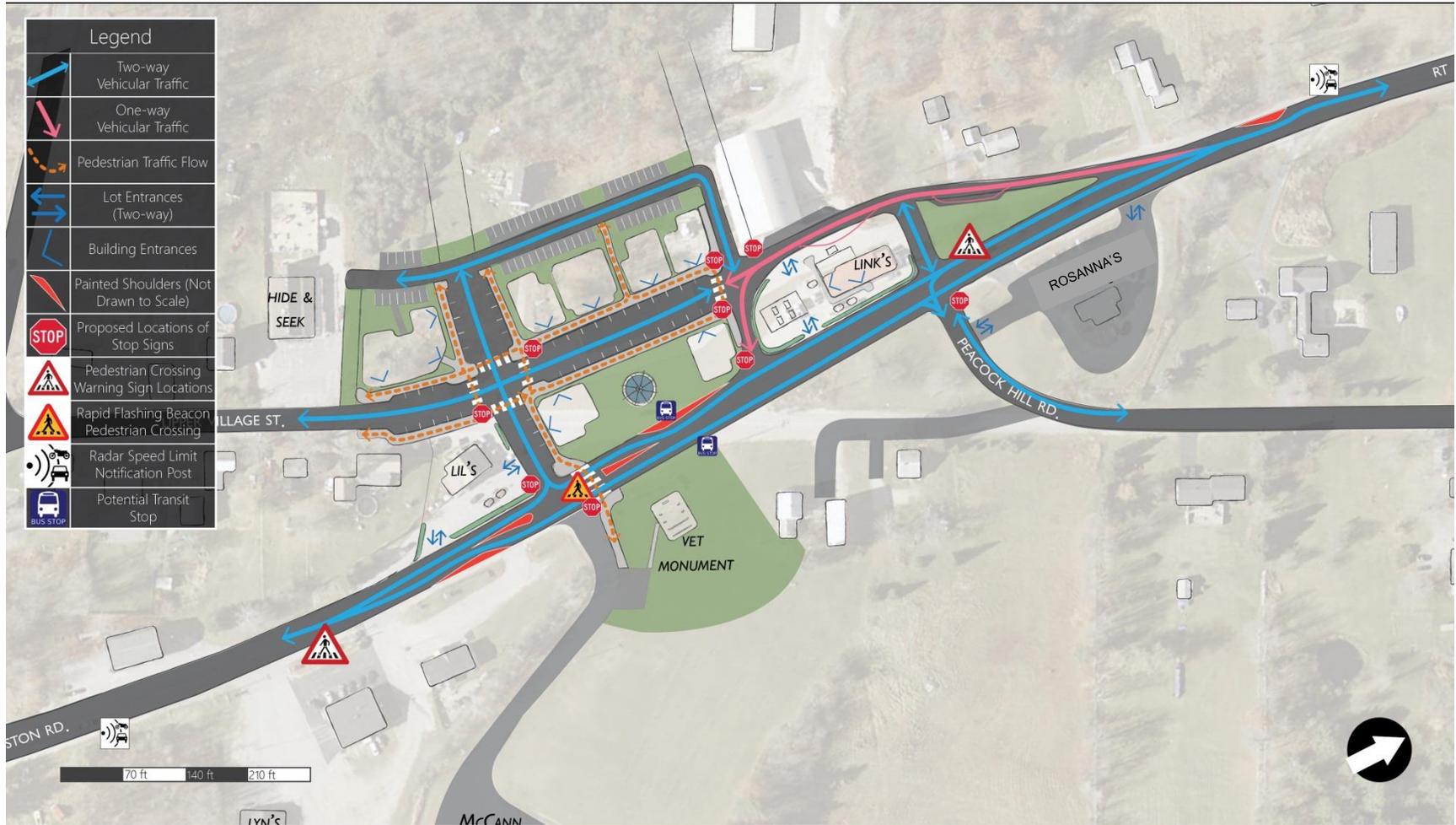
Current Route 100 frontage of Public Works Garage: “The Longest Curb Cut in Maine”

Overview of the Traffic and Circulation Plan

1. Upper Village Street and Peacock Hill Road are realigned to intersect with Route 100 at right angles. This will improve sight lines at the intersections, reduce intersection crossing times, and allow for safe turns onto Route 100 in either direction.
2. The Old Route 100 has been converted into a village street, with on-street parking.
3. The northerly intersection of Old Route 100 with Route 100 has been refined and realigned with the entrance to Rosanna’s Restaurant across the street.
4. Driveways have been consolidated for better access management.
5. As part of the redevelopment of the core area, the long stretch of open curb fronting the former public works garage has been eliminated.

6. Non-obtrusive traffic calming has been introduced along Route 100 to slow traffic, improve safety and maintain flow.
7. A pedestrian crossing has been established between the village green and Veterans Memorial Parking. An on-demand rapid-flashing beacon notifying drivers of crossing pedestrians is an option for this feature.
8. Parking for the village center is either on the street or behind the new buildings. A two-way access road connects the parking lot with Upper Village Street.
9. The parking lot access road is designed to accommodate future expansion if needed.
10. Lil Mart is now more visible on the corner with access to additional parking on Upper Village Street.
11. New sidewalks are proposed to provide safe areas for pedestrians and outdoor patios in the village center.

Upper Village Master Plan: Traffic and Circulation Plan



UPPER VILLAGE MASTER PLAN: LAND AND ZONING USE PLAN

Certain aspects of this Master Plan – such as selected infrastructure improvements – can be directly implemented by the Town. And, as owners of a large portion of the core area, the Town can also exert a strong influence over how development in that area unfolds. But much of the greater Upper Village is privately owned, and how these areas grow will be strongly influenced by market forces, as well as factors, including zoning and land use controls.

This land use plan establishes a number of planning areas and subareas for the Upper Village in recognition of their existing characteristics and how they might best be developed in the future to help build a viable village area.

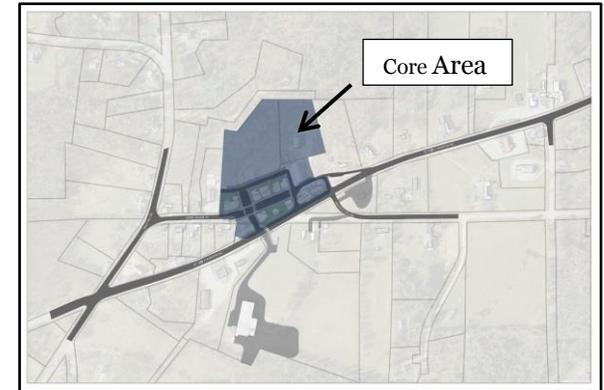
The vision for the Upper Village is for a vibrant area with a variety of uses, densities and amenities. The plan envisions a “core area,” centered on the town-owned land vacated by the public works facility, as the sector with the highest levels of use, diversity and density. Other areas surrounding the village core area are also proposed as relatively dense areas, but with different focuses as to their mix of residential versus commercial uses and other attributes.

These planning areas provide a basis for future zoning changes, investments and policy decisions, recognizing that the objectives for them may change over time. Three major planning areas are identified, with a fourth area on the edge of the area also described.¹

¹ The discussion of appropriate densities for these planning areas is largely based on the assumption that a small-scale community subsurface waste disposal system will be developed in the future to serve the areas closest to the Core Area of the village. Until that occurs, density levels cannot be increased beyond the requirements of the State Minimum Lot Size Law and Subsurface Waste Disposal Rules governing lots with on-site septic systems. In the period prior to the development of the town-owned

Upper Village Core Area

The Upper Village Core Area forms the nucleus of the Upper Village. It is centered around the property currently occupied by the public works facility and includes several other adjacent lots.



The objective for this area 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, with a traditional New England Village “feel.”

The Upper Village Core area is where residents and visitors will find shopping and eating places, as well as the Village Green. The Core area will also house new businesses that will provide services and amenities to the community.

The area is proposed to be served by a community septic system, which will allow for significantly higher densities than are typically allowed for lots with individual septic systems. This situation could serve as a catalyst for greater use the town’s Transfer of Development Rights (TDR) provisions, making the Upper Village Core an attractive “receiving area” for density credits applied as a result of land protection efforts by rural landowners.

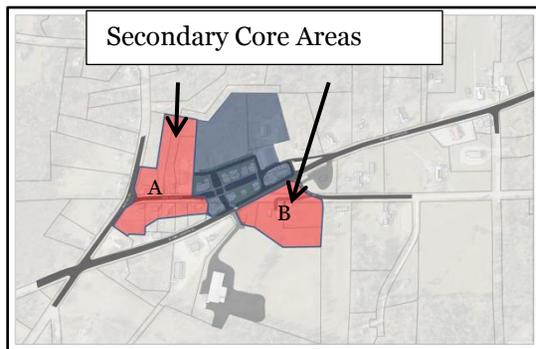
property and of a community sewer system, this plan recommends an interim zoning approach described in the text.

Summary: The Upper Village Core is the nucleus of the Upper Village, where services, meeting places, and community amenities are highly concentrated.

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

Secondary Core Areas

The Secondary Core extends out from the primary core area, and is actually comprised of two discrete sub-areas: an established residential neighborhood centered on Upper Village Street (labeled as “A” below) and an area directly across Route 100 adjacent to the Veteran’s Memorial Park, which is



currently occupied by several dwellings and undeveloped land (labeled as “B.”) These areas share many of the same objectives of the Core Area in providing a variety

of land uses and a pedestrian-oriented atmosphere. Densities would be relatively high but less than in the primary core area.

For the neighborhood along Upper Village Street, the objective is to enhance and protect residential values, while allowing opportunities for compatible commercial and mixed-used establishments.

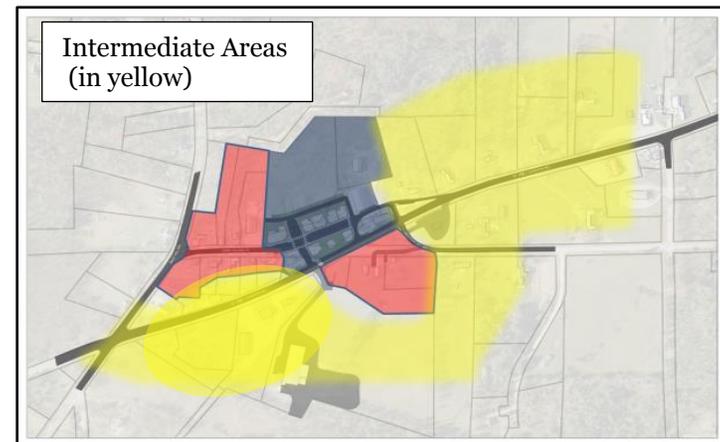
For the area across from the public works facility, the properties might be developed in a number of ways to reinforce a village orientation and complement the neighboring Veteran’s Memorial Park. The area may be well suited for relatively high-density residential uses – such housing for the elderly – but compatible commercial and mixed use establishments may be appropriate there as well.

Summary:

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

Intermediate Areas

The Upper Village Intermediate areas comprise the balance of the Upper Village Planning area, extending north and south along Route 100. Due its variety of land uses and availability of land, this area is the most difficult to characterize – and perhaps presents the greatest challenge in terms of forming a coherent vision for the future. As gateways to the more-developed portion of the Upper Village, these areas and how they are developed will have a strong bearing on the viability of the core areas and the appearance of the village as a whole.



This area is comprised of a number of sub-areas with different existing land uses, and possibly different planning goals in the future.

- The areas fronting Route 100 south of the Lil Mart extending toward the intersection with Intervale Road (currently comprised of a mix of commercial and residential uses, and the “backyards” of several lots oriented to Upper Village Street).
- The “triangle” bordered by Route 100 and Peacock Hill Road up to Gilmore Road (mostly residential uses with available land for development).
- The west side of 100 north of the Public Works Garage. Mostly a low density residential area with several attractive farmhouses, with Hodgman’s Frozen Custard Stand at the northerly extent.
- A short stretch of the east side of Peacock Hill Road, which is mostly residential.

The overall goal of this area is to limit sprawling forms of development and provide a buffer between the Upper Village core areas and New Gloucester’s predominantly rural forms of development. Opportunities for relatively dense commercial and residential would exist in this area if they do not detract from the village orientation of the primary and secondary core areas. Depending on how additional development unfolds in the area, extension of sidewalks or trails may also be desirable.

Summary:

- Provides a buffer between the Upper Village Core areas and surrounding neighborhoods
- Opportunities for commercial and moderate-density development linked to water infrastructure
- Protection of existing lower density residential uses.

- Selected design standards, with an attention to limiting sprawl and promoting uses and site design that supports village values.
- Possible linkages to Village core areas.

Village Edge Residential Neighborhood Planning Area

The Village Edge Residential Neighborhood is a moderately dense neighborhood that extends from the “Corner” down Bald Hill Road. Although technically outside of the Upper Village Planning area, it is significant as a unique neighborhood, as an area now served by public water and as an important linkage to the Fairground recreational area.

Land use planning and relevant ordinances will be designed to support and enhance this area as a distinctive neighborhood located adjacent



to the Upper Village. The Town and community members will work together to articulate a future vision for this area. Some commercial uses such as office and service uses may be appropriate in this area, but they would need to be compatible with residential uses and not exacerbate traffic and safety issues in the vicinity of the “Corner” and down Bald Hill Road.

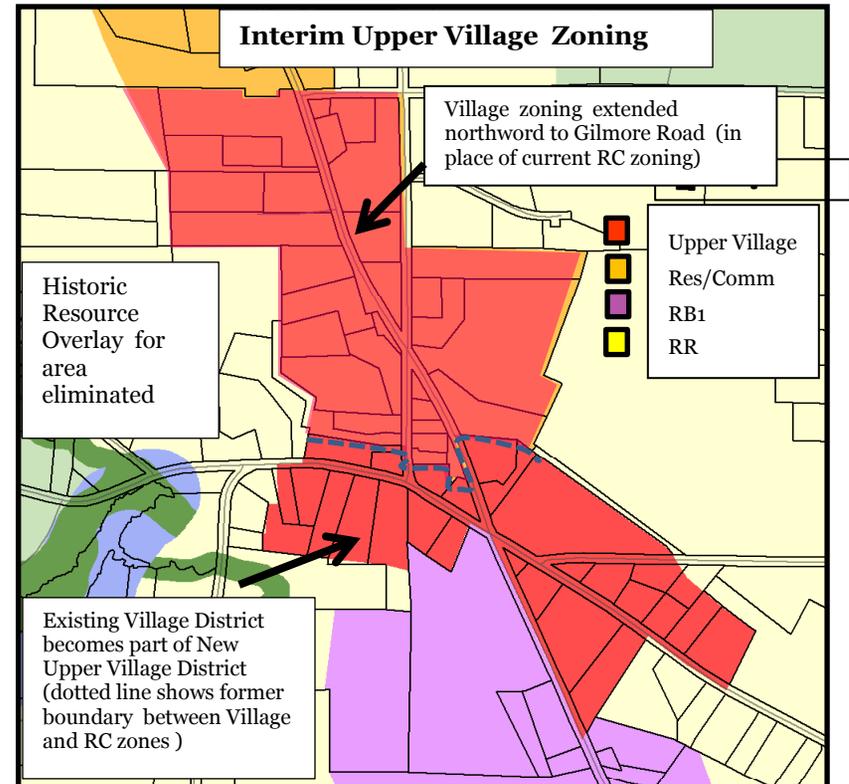
Interim Zoning Approach

This plan proposes a land use approach in which zoning revisions and other strategies are implemented in a phased manner rather than all together at the front-end of the process. The plan recommends the immediate adoption of an *interim* zoning approach for the area aimed at extending village-type zoning northward to Gilmore Road and providing standards and incentives aimed at promoting appropriate development. This zoning is designed to form a bridge to a potentially more refined approach that will be considered as development in the Upper Village begins to unfold. The objectives of the Interim Zoning Approach are as follows:

- Extend village zoning northward to Gilmore Road.
- Provide a zoning approach that is more compatible with a village area than the Residential-Commercial.
- Allow uses permitted in the Town's Village District, as well as other commercial uses now allowed in the RC zone which are viewed as compatible with these uses.
- Allow dimensional requirements more appropriate for a village area and for an area with public water.
- Provide incentives for village appropriate development
- Give flexibility to existing businesses.
- To keep the approach relatively simple, holding off on incorporation of a full-fledged "form-based" approach for the short-term.

Future Land Use/Zoning

The Interim UV Zoning is intended as an immediate fix to the problem of having a zoning approach that is out of sync with promoting a village orientation. But it is also intended to serve



as placeholder for more refined future approaches that may provide additional flexibility and are more targeted towards some of the different goals of areas and sub-areas described above. Such approaches should be considered as development unfolds in the area and proposed infrastructure improvements such as a common sub-surface waste disposal system are closer to being implemented.

Some ideas that should be strongly considered:

- Creating additional zoning districts within the planning area. In light of the different planning goals for different areas with the Upper Village, it may be desirable to have several zoning districts for the area, with their own set

objectives and standards. To avoid having too many zones within a relatively small area, it may also be possible to make distinctions within zones based on road orientation and other factors.

- Core Area Zoning. An early candidate for rezoning may be the Core Area as identified in the plan. Just as the Town worked with the Pineland in fashioning a zoning approach that seemed to best fit the needs of both the town and the property owner, an opportunity may exist to use a similar model to create an individualized zone for the core area that promotes the objectives of the Upper Village Plan. Exploration of this approach could begin as soon as the town has identified a viable private-sector partner.
- Contract Zoning. Contract zoning is an approach in which a landowner/developer enters into a formal contract with the Town that usually involves changing zoning standards and placing stipulations on the proposal that result in public benefits. This approach would give the town the flexibility to consider development proposals that might fit well within a revitalized Upper Village, but which have difficulty meeting prescriptive zoning standards. Like a regular zone change, this process requires the approval from the Town’s legislative body, and the newly created zone must be generally consistent with the Town’s Comprehensive Plan.

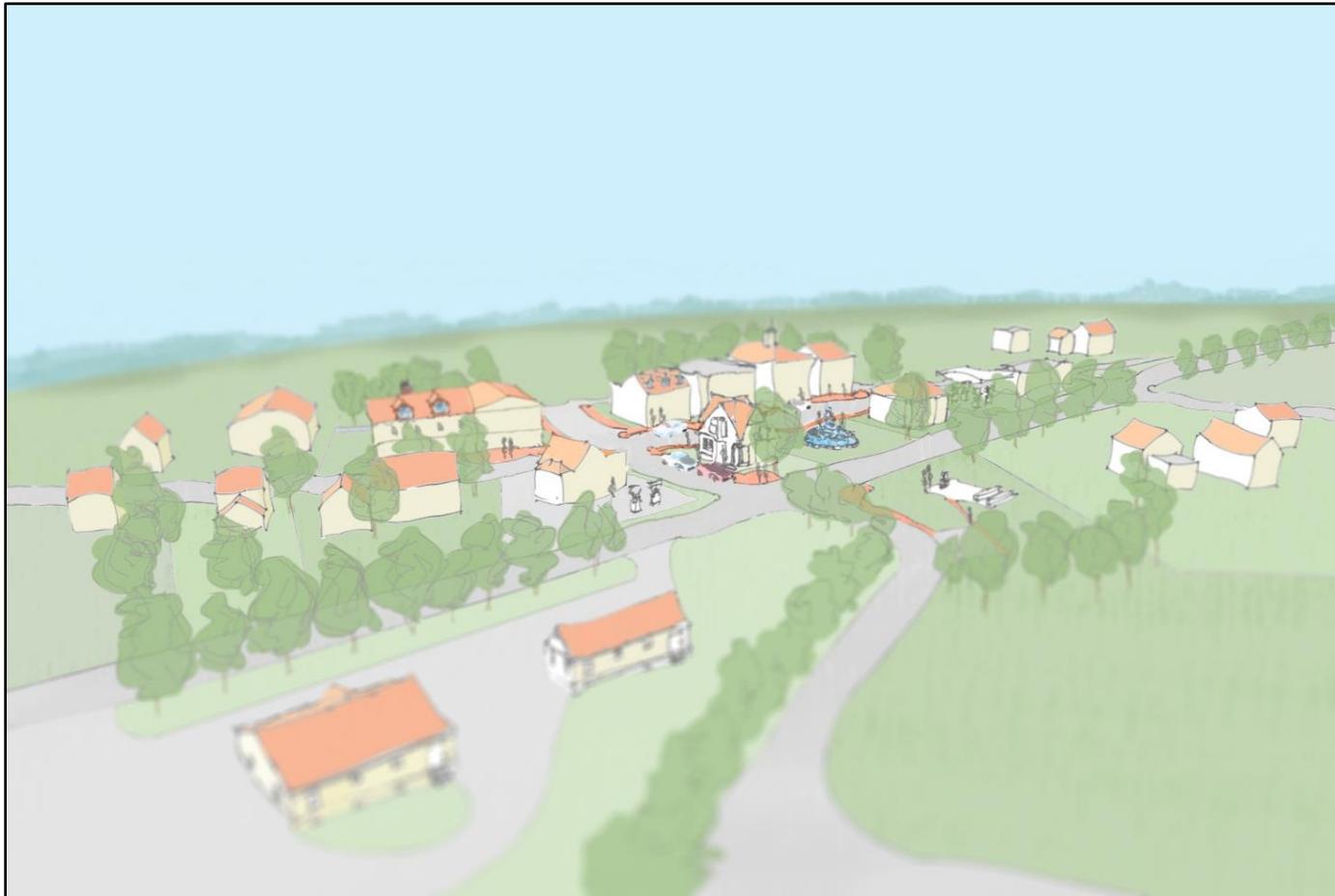
- Form-Based Codes. Form-based codes offer an approach to land use regulation which focuses on building form rather than the use of particular buildings, with the purpose of achieving a particular type of “place” or built environment. Such codes typically provide specific standards for building design using both written and graphic descriptions.

The proposed interim zoning for the Upper Village offers incentives for projects that contain certain design attributes, but the town should strongly consider future zoning refinements that incorporate form-based standards.

Transfer of Development Rights (TDR) The Town has an existing TDR provisions, but these provisions could be refined to facilitate their use in the Upper Village area, particularly if addition of a common septic system allows for significantly higher densities.

IV. VISUALIZATIONS

The following pages include visualizations of what the Upper Village might look like as a result of the implementation of this Master Plan, with a focus on the core areas. Certain aspects of these illustrations were the result of considerable study, discussion and ultimate agreement – and closely approximate what is expected to be built. But these graphics are not site plans. Certain aspects, such as building styles, are depicted in a vague fashion, since the actual design of structures may vary significantly. And other changes may occur as the engineering and other activities unfold. The overall intention is to give citizens a picture how various components might come together to create an attractive and viable village area.



An aerial rendering of how the Upper Village might look after the Master Plan is implemented.

Note Village Green area across from New Veteran's Monument and cluster of new mixed use buildings to either side and behind Village Green. The primary orientation of this phase of development is toward Upper Village Street and new accessways, although traffic calming and other improvements along Route 100 are proposed to make it more conducive to a village setting.



A more-detailed graphic rendering of the Upper Village streetscape, showing actually building elevations and specific amenities. The objective is to create an environment that accommodates the automobile, while welcoming to pedestrians and other non-motorized users. Note on-street parking, minimal building setbacks and sidewalks.

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.

A graphic rendering of Upper Village Street after the Master Plan is implemented.

BEFORE AND AFTER RENDERINGS

The following renderings illustrate how certain areas of the Upper Village might be transformed as a result of implementation of the Upper Village Plan.

Public Works Garage and Link's

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.

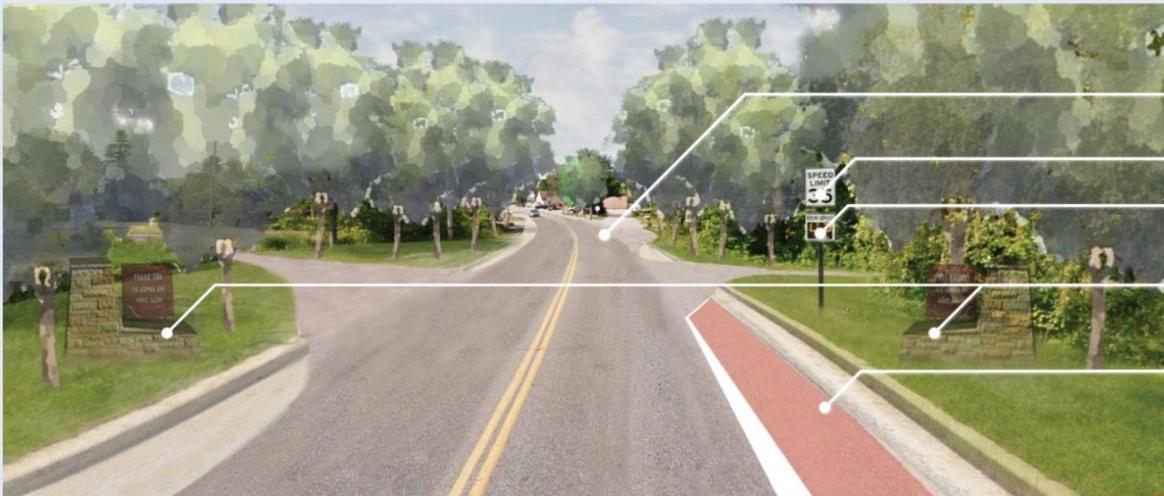


New mixed-use buildings in the Village Green, built to human scale, will increase business opportunities and frame the interior of the village, improving safety

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

Before and After: Route 100 Approaching Upper Village from North



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

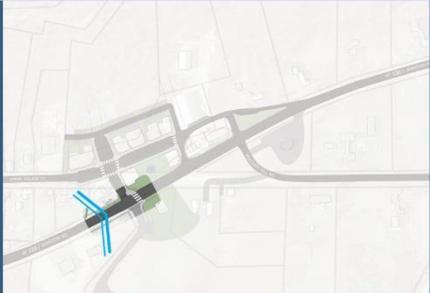
New reduced speed limit approaching the Upper Village from north and south along Rt 100

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

Before and After: Route 100 Approaching Upper Village from South



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

V. IMPLEMENTATION, COST AND PHASING STRATEGY

COST SCENARIOS AND FUNDING

The costs involved with implementing the Upper Village Master Plan will be significant. The plan represents an investment in the future, and like any investment it involves committing resources in the short-term for a return that may not be realized for several years. The plan is based on the belief that the investment is a sound one not only from an economic standpoint in expanding the tax base and creating jobs, but due to a variety of other benefits, including creating more housing options, improving access to services, providing an alternative to a sprawling development pattern, and strengthening a sense of community.

Implementation/Funding Scenarios

The implementation of the Upper Village Plan could go in several different directions, based on the extent to which the town is able to secure grant funding, the success and timing of its efforts to form a private-public partnership with a developer, and on other unfolding factors. Two possible scenarios are described below.

Scenario #1: Early Involvement with a Developer

Under this scenario, the town would form a relationship with a private-sector developer relatively early in the process. The developer might be given favorable terms for purchase of all or part of the property now occupied by the public works facility in return for funding infrastructure improvements and creating a plan for the area that incorporates village-design principles. One approach may be to host a design competition, in which developers submit concept plans the area around the proposed village green. The project would be awarded to the plan which is determined to best meet design goals for the area.

As the town proceeds with implementation of the Upper Village Plan, it will abide by the following four principles:

1. **That by endorsing this plan, the town is not authorizing the expenditure of any local funds. Any such authorization must be done as part of the usual administrative process that generally involves review by the Capital Improvement Program Committee and Budget Committee and approval by the voters at Town Meeting.**
2. **That while the town will be initially involved “setting the table” for subsequent redevelopment in the Upper Village, the successful implementation of the project depends largely on private sector involvement and investment.**
3. **That town will aggressively pursue grants, low interest loans and alternative funding sources to provide a diversified approach for financing project. In doing so, it will follow the model it has used for other recent projects including the recent the construction of the public water system. Local monies and in-kind resources will be used to leverage these grant monies.**
4. **That a key to the project is strategic phasing of different components, which can help in marketing the core properties, spreading out costs and avoiding redundancies.**

Scenario #2: Town Up-front Involvement

Under this scenario, the town would be more involved in the creation of marketable sites in the Upper Village Core Area vacated by the public works facility. The town would need to finance considerable infrastructure improvements, including realignments to Upper Village Street and other access points and parking and drainage improvements. The town would pursue a Community Development Block Grant to help fund these improvements, and investigate use of existing TIF Funds. The town would then be market “shovel” ready sites to a developer(s) at a price that would help offset improvement costs.

In reality, the actual financing approach may end up being a hybrid of these two plans, with some upfront investment needed by the town, but others bourn by a private developer.

Potential Revenue Sources and Tax Benefits

Property Sales

If the implementation of the project follows scenario #2 with more up-front municipal involvement, the town would, after conducting preliminary engineering, proceed with making infrastructure and other improvements necessary with marketing up to six shovel-ready mixed-use lots in the village center. Assuming each lot is valued at \$150,000, sale of the properties would generate **\$900,000** in project income.

Property Taxes

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, with the current mil rate of 13.45, tax revenue from the new businesses would amount to approximately **\$28,000** annually.

The total current property valuation in the Upper Village area is currently \$7,675,740. As mentioned in Chapter 1, median property values are lower in the Upper Village than the municipal average. A 15-percent increase in property values due to predicting rising assessments in the Upper Village would result in an additional **\$15,000** in annual tax revenue.

Taken together, the plan could result in about **\$43,000 per year** in additional tax revenues. Over a five-year period, would result in **\$215,000** in additional tax revenue. Taken together with potential property sales, these tax revenues could help cover well over \$1 million in project costs.

Borrowing

Even with the revenue sources described above, the prospect of cost-sharing with a prospective developer and the possibility of obtaining additional grants monies and other funds, it is likely that a local commitment of funds will be necessary. Certain project components and matching funds for grants will likely be raised as part of the CIP review and approval process. But some long-term borrowing will likely be necessary as well. Fortunately, the timing of the project may work well in relation to the town’s current load of bond debt. The 10-year \$1.4 million loan on the fire station is due to be paid off by 2018. Therefore, additional bonding for Upper Village improvements (and for a relocated public works facility), may be able to be accomplished without significantly adding to the tax burden. One way of viewing any additional indebtedness created by this project is that the increased generated tax revenues as described above may cover a significant portion of the annual loan payments.

In addition to longer term borrowing, the town may find it advantageous to use short-term loans to fund infrastructure costs that can be recouped relatively quickly with the sale of property in the core area.

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 2018. 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. These sites would also be best positioned to receive funds from the region's annual discretionary fund.
- 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.

Other Funding Sources

As it did with the funding of the public water project, the Town will aggressively pursue grant opportunities and alternative funding sources. Likely candidates include:

- Community Development Block Grants
- U.S. Department of Agriculture Rural Development Loans
- Brownfield Grants
- Tax Increment Financing (existing Pineland TIF and possibility of creating new Upper Village TIF)
- Foundations Funding

A more detailed description of these potential funding sources is found in Appendix C.

PHASING OF INFRASTRUCTURE IMPLEMENTATION STEPS (Timing subject to discussion)

The phasing and timing of implementation steps is critical to the success of the Upper Village plan. Although the steps and timeframes listed below are subject to change, they provide a basic framework for how the project might be sequenced. Appendix D provides a sample cost matrix , with ballpark figures on how much implementing these steps will cost , with possible funding mechanisms.

Phase I	Target Date
Preliminary Engineering for core areas improvements (except Route 100 ROW areas)	Summer/Fall 2016 (or possibly 2017 if component not ready for CIP consideration).
Route 100 Engineering	Summer/Fall 2017
Phase II	
Final Engineering for core area improvements	2017
Survey	2017
Right of Way Acquisition	2017
Phase III	
Town Road Improvements (Roads, drainage, curbing, sidewalks, streetlights)	2018-19
Town Parking Lots	2018-19
Maine Dept. of Transportation Improvements	2018-2020
Landscaping	2018-2020
Water	2018
Sewer (Centralized subsurface waste disposal systems)	2019

SHORT-TERM IMPLEMENTATION RECOMMENDATIONS

A number of steps have already occurred that have moved the Upper Village planning process forward. These include:

- Purchase of the “Parson’s property,” a 4.5 acre parcel adjacent to the public works facility that is a key component of the core area concept plan.
- Securing a Community Development Planning Grant, that along with a town match, has funded a site assessment and preliminary design study.
- Formation of a Public Works Design Committee to oversee this study and provide guidance on the ultimate relocation of the public works garage.
- Development of an interim zoning approach for the Upper Village, which will be put before the voters for approval.
- Refinements made in this plan since the 2014 workshops.

The following steps are short-term measures that the Town should take over the next 6-8 months to continue to move the plan forward:

Step	Timeframe	Responsible Party
1. Formally adopt Upper Village Master Plan	Fall 2015	LMPC/Planning Staff. Town Meeting Vote
2. Adopt Interim Zoning for Upper Village Area	Fall 2015	LMPC/Planning Staff. Town Meeting Vote
3. Meet with possible project funders including CDBG and Rural Development.	Fall 2015	Town Staff
4. Create an <i>Upper Village Plan Implementation Committee</i> , probably comprised of representatives of existing town boards and committees and Upper Village property owners.	Fall 2015	Appointment by Selectmen
5. Prepare CIP request for Preliminary Engineering	Fall 2015	Town Staff
6. Continue to take steps necessary to relocate the public works facility in a timely manner.	2015/2016	Public Works Design Committee, Staff, Selectmen
7. Hold Developers Forums	Spring 2016	Economic Development Committee, Planning Staff, UV Implementation Committee (UVIP)
8. Continued Meeting with MDOT	Ongoing	Town Staff, Selectmen
10. Consider short-term landscaping and traffic calming measures	2016	Town Staff, Upper Village Implementation Committee, Historical Society
11. Continue to refine phasing and cost strategy	Ongoing	Town Staff

