



New Gloucester Upper Village Voluntary Design Guidelines*



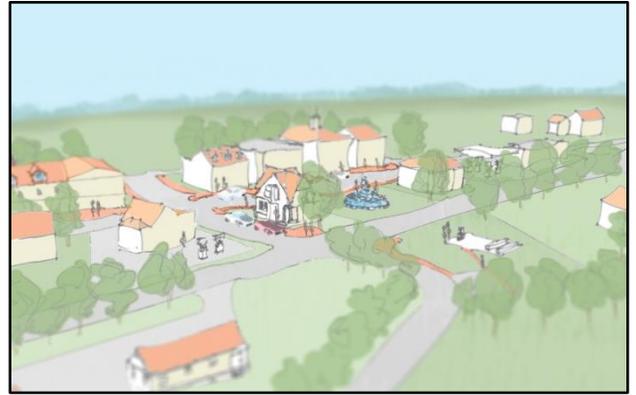
***For Projects Seeking Eligibility for Design Certification in the Upper Village District (and as a voluntary guide for other development)**

**New Gloucester Planning Department
January 2016 Draft**

Acknowledgment: Selected photographs, graphics and text in this handbook were adapted from several publications developed by Terrance J. DeWan Associates, landscape architects, and used by permission. Our thanks go to Terry, a New Gloucester resident, for his willingness to share his outstanding work with us.

Background

The zoning for New Gloucester’s Upper Village District includes an optional design certification process aimed at fostering architecture and site design that promotes a “village orientation” in the district. The overall approach is to place strong emphasis on the *form* of structures and other components in creating a cohesive character and human scale for the area.



Whereas some communities have adopted comprehensive “formed-based” zoning that requires certain design and layout components, New Gloucester design certification approach promotes this form-based emphasis as an option, while offering incentives for its use. Even owners and developers who choose not to pursue design certification, however, are encouraged to consult these guidelines.

The zoning standards for the Upper Village District ordinance lays out 10 eligibility criteria – ranging from architectural design to pedestrian access to treatment of parking lots. Projects that meet these criteria are eligible for dimensional bonuses as set forth under the ordinance.

This handbook is aimed at providing specific direction to landowners and developers who wish to pursue design certification for their projects. For each criteria set forth in the ordinance, a series of guidelines are listed, followed by graphic examples.

The zoning ordinance lays out the following process for consideration of proposals for the design certification bonus.

1. Applicant holds initial meeting with planning staff and other applicable town staff to discuss design options and review of design guidelines.
2. Applicant submits an Upper Village Design Plan Certification application form, in addition to relevant development review application.
3. Planning staff, in consultation with other staff, makes a preliminary determination as to whether application meets or doesn’t meet design certification criteria.
4. Planning Board votes on whether to approve the application for design certification and grant applicable bonuses.

In recognition that the location and type of project may have a bearing on the extent to which a particular design criteria is relevant or achievable, the ordinance states that “the applicant must address all of these criteria, or demonstrate that certain criteria are not applicable or that meeting them would be contrary to the purpose of this [the Upper Village] district.” The ordinance also states that “when certain criteria are not applicable or can only be partially met, consideration will be given to the extent to which the applicant meets or exceeds other criteria.”

Ultimately, the goal of fostering a development pattern that creates and reinforces a village orientation requires a commitment by landowners and developers to take the extra steps necessary to create quality projects that look good and function well. Projects that merely pay lip service to design principles and guidelines, on the other hand, are unlikely to meet the above goal. The ideal applicant for this process is one who sees the connection between the viability of his or her enterprise and the viability of the surrounding village environment and wants to make an investment in both.

New Gloucester Voluntary Design Certification Guidelines

Certification Bonus Criterion#1 : Pedestrian Orientation

Improve and promote walkability throughout the Upper Village, and create attractive, safe, contiguous pedestrian connections between village land uses and between the Upper Village and surrounding areas.

Overview: Successful villages are walkable and accessible to pedestrians. This objective is a challenge in the Upper Village, where traffic on Route 100 and current circulation patterns create an environment generally inhospitable to pedestrians and bicyclists. As demonstrated in other Maine villages bisected by arterial roads, it is possible for traffic and pedestrians to coexist. It requires, however, a recognition that, in the design of infrastructure and other improvements, impacts on both motorized and non-motorized users must be considered.

As much as possible, new development and redeveloped areas in the Upper Village should incorporate pedestrian improvements and connections.

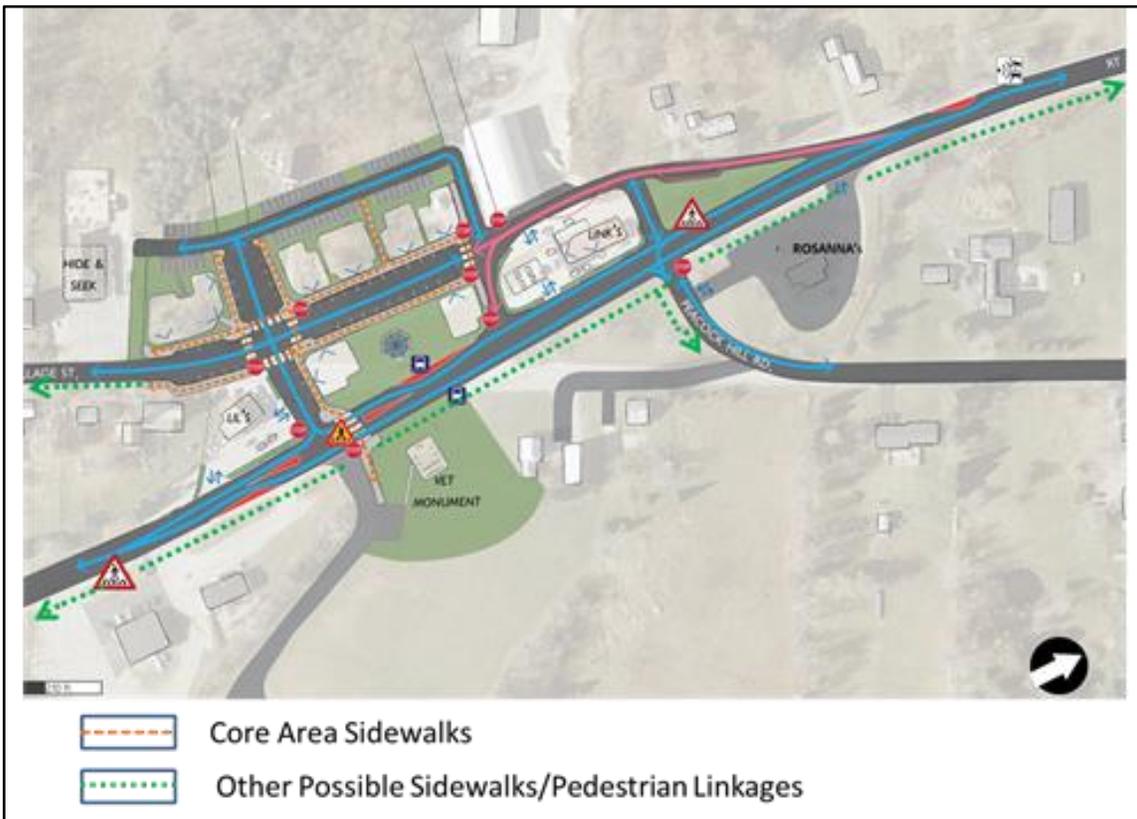
Applicability/Weight: This criterion is critical in creating a walkable village area and should be addressed by all projects seeking design certification. Projects proposed for the Upper Village Core area (and to a lesser extent, the secondary core area) should pay particular attention in creating pedestrian infrastructure.

Guidelines

1. Sidewalks should be provided in Upper Village Core areas, and designed to create a safe and comfortable walkway for pedestrians, connecting them to village amenities while providing buffering from vehicular traffic.
2. In other areas of the Upper Village, undeveloped pathways or trails may serve as an appropriate alternative to paved sidewalks.
3. Where immediate installation of new pedestrian ways is not feasible due to lack of adjacent walkways, potential future connections shall be identified and reserved, and new buildings and infrastructure sited accordingly.
4. All projects should be designed to promote on-site pedestrian accessibility – ensuring safe and efficient movement around proposed buildings and to and from designated parking areas.
5. All walkways should be designed to facilitate snow removal and mowing of adjacent landscaped areas.
6. Where sidewalks and footpaths intersect with roads or drives, crosswalks should be installed to direct pedestrians, alert motorists and improve visibility. Crosswalks should offer a noticeable change in texture and color,.
7. Materials selected for curbing and sidewalks should be durable, long-lasting and resistant to Maine winters. Selection of materials should be coordinated with the Public Works Department.
8. Bike racks, benches and other amenities that promote non-motorized uses in the Upper Village should be incorporated.

9. Efforts should be made to employ traffic calming measures that discourage excessive speeds and increase safety for pedestrians and bicyclists. See Appendix A for examples of traffic calming measures.
10. Landscaping should be used to articulate pedestrian accessways and promote a human scale.
11. Sidewalks shall be constructed of bituminous (asphalt) at a minimum, but concrete pavers or other materials decorative materials will be viewed positively in certain applications.
12. Site plan applications to the Planning Board shall include companion narrative describing pedestrian-oriented design elements, and potential linkages. Performance guarantees shall be posted for any privately funded pedestrian improvement

Examples from Upper Village Master Plan



Dotted red line indicates proposed sidewalks in “core” area. Dotted green line indicates possible extension of pedestrian access into to other areas. Note: New roads and reconfigured intersections as shown in this plan are concept designs only, and subject to change as the Upper Village Plan is implemented.



Possible crosswalk location on Route 100 linking new mixed use village center area (on site now occupied by Public Works Dept.) to Veteran’s Monument and other uses on other side of road.

Upper Village Visualizations (Continued)



Other Positive Examples



Example of unprotected along busy arterial road on left, and, the preferred alternative on right: a walkway set back from road with a landscaped buffer strip.



Example of pedestrian crossing between businesses



Landscaped walkway along arterial road.



A well-used separated sidewalk along busy Route 9 between North Yarmouth and Cumberland Center



An example of efforts to make a high-volume arterial road more pedestrian-friendly in Falmouth. Improvements included sidewalks separated with landscaped buffers, crosswalks, islands, and lighting.



To Left: New Sidewalk and Crosswalk in Gray Village across from Pennell Complex. Note self-activated crossing signal and defined “landing area.”

Certification Bonus Criteria #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. “Franchise architecture” that employs generic designs that are trademarked or identified with a particular franchise chain or corporation shall be avoided. To be design-certified, franchises or national chains must meet this design standard, and otherwise meet the standards of this section.

Applicability/Weight: As this criterion speaks to the *form* of development and the ultimate “look and feel” the Upper Village, it is a paramount consideration. Although there are many design options available for meeting this criterion, all projects seeking certification should strongly focus on architectural design.

Guidelines In Progress ...

Certification Bonus Criteria #3: Streetscape Enhancement

Design, locate and size buildings in such a way in order to create or reinforce a unified streetscape and otherwise help to promote a village orientation. Buildings shall be of a scale and layout appropriate in a village setting. New buildings shall be located at or near front setback lines, unless it is determined that such locations create safety problems or are contrary fostering a village orientation.

Overview: A village's streetscape can be defined as the visual elements of along a street or road, including adjacent pedestrian ways, building facades (including projecting signs and awnings), street furniture, trees and open spaces that combine to form the street's character. The architecture of individual buildings can positively contribute to a streetscape, but it is the location of structures and other elements relative to each other that helps to shape a unified appearance and promote a human scale.

In the Upper Village, careful consideration should be given to façade elements and other features at the ground level to help create an environment that is inviting to shoppers, pedestrians and residents. Attention also should be paid to building design, scale and layout, particularly location in relation to other buildings and amenities.

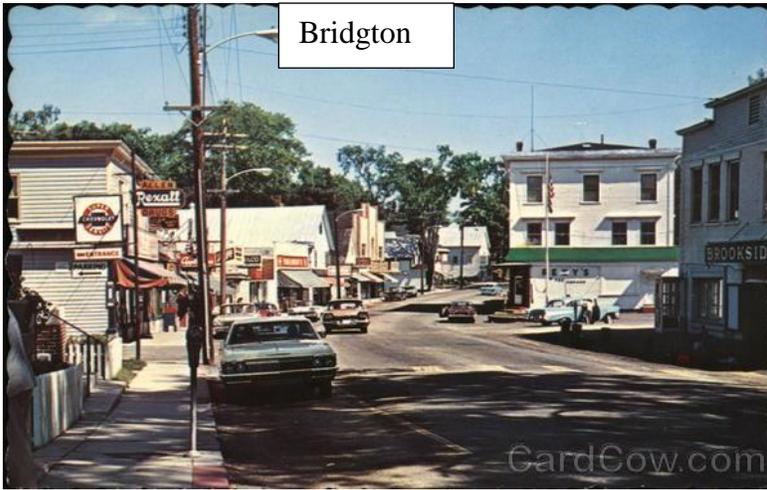
Applicability/Weight: While this criterion is a central consideration in fostering a village orientation, promoting an attractive streetscape is most relevant in core areas and other areas where there is an existing pattern of setbacks or building facades that can be enhanced – or for larger-scale projects where opportunities exist to create new streetscapes.

Guidelines

1. In the Upper Village Core area, and to a lesser extent the secondary core areas identified in the Upper Village Master Plan, there should be a strong focus on creating and enhancing streetscapes.
2. In evaluating proposed projects under this criterion, a central consideration will be how different design elements related to other certification criteria are integrated to create/enhance a streetscape with a focus on fostering a human scale. Architectural design, pedestrian amenities, landscaping, signage and lighting are particularly important factors involved meeting this objective.
3. In general, new buildings should be sited as close to existing streets as required setbacks allow, except in instance when such setbacks will result in safety issues, or when a different setback line is needed to provide a continuous streetscape with existing development.
4. A new building may have an inconsistent setback from neighboring buildings if the front setback is to be used for a well-landscaped public space or if the neighboring setbacks are inappropriate for the area.
5. The building design should incorporate prominent entry elements and provide a clear destination point for approaching pedestrians.
6. Multiple buildings on the same site and attached and accessory buildings should be designed to create a cohesive visual relationship and otherwise be designed and sited to be consistent with these

- 7. Renovations and Additions should be designed with streetscape creation/enhancement in mind.
- 8. Store awnings that provide weather protection to pedestrians and help create a “ceiling” effect to the adjacent sidewalk or walkways are encouraged.

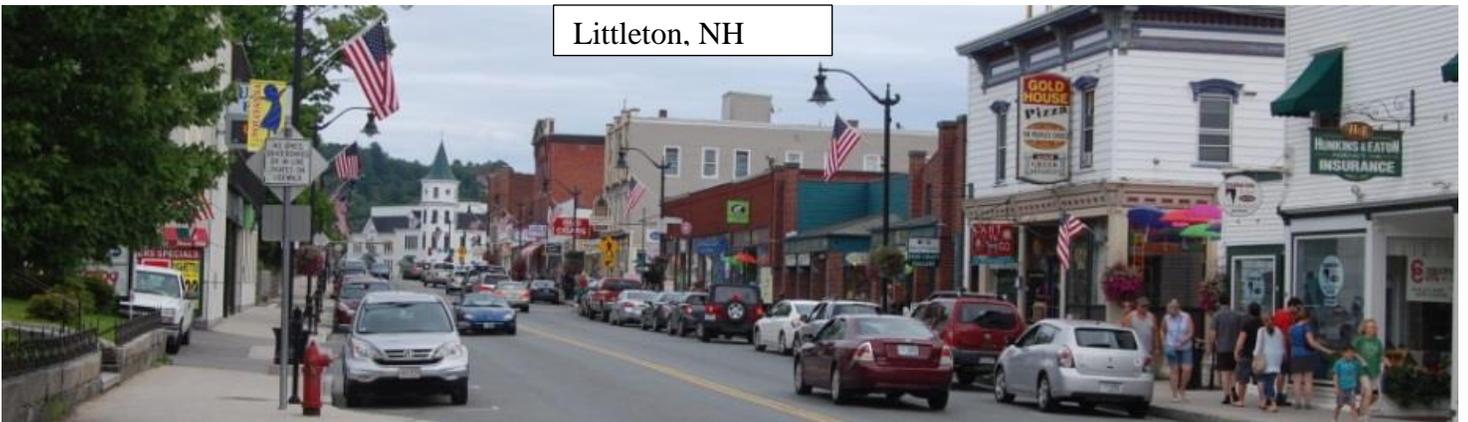
Positive Village Streetscape Examples



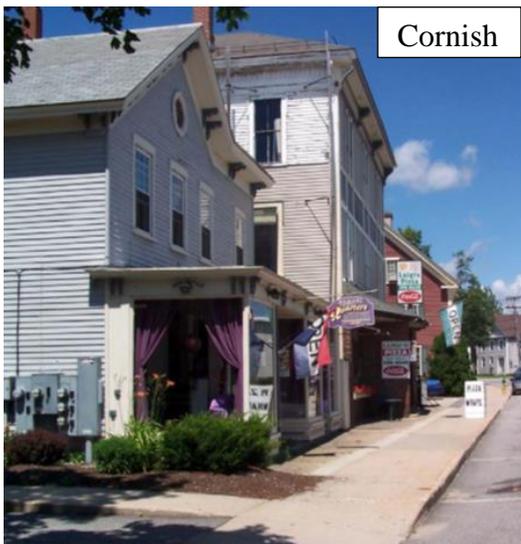
Bridgton



Bath



Littleton, NH



Cornish



Millbrook, NY

Certification Criteria #4: Compact, Mixed Use Development

Promote a compact, mixed use development pattern that creates and reinforces a village orientation, particularly in areas within and adjacent to the Core Area of the Upper Village. Businesses that provide essential needs to the local populations are encouraged.

Overview: Traditional New England Villages are characterized by compact development patterns with a mixture of uses: commercial, institutional and residential. This arrangement is inherently more efficient than a strip development pattern, allowing infrastructure to be concentrated and putting residents in closer proximity to the different goods and services that they need. Mixed uses also help to create and reinforce a village orientation, promoting a critical mass of activity beyond the coming and going of customers served by cars.

In the Upper Village, the goal of promoting mixed uses can be viewed both from the standpoint of promoting a diversity of uses and services in the area as a whole and encouraging mix or multiple use project on particular sites. For the former consideration, there should be focus on how the proposed project contributes to the breadth and variety of services available in the Upper Village. The high traffic counts along Route 100 are an asset that will help ensure the viability businesses catering to regional, drive-by customers. But an area composed entirely these type of businesses would likely lack diversity and a village orientation. Special consideration, therefore, should be given to projects that provide services, housing and other benefits to the local population.

Regarding the development of individual sites, incorporation of mixed uses is strongly encouraged, although it is recognized that this is not always feasible for some types of projects or on some sites. For commercial projects, development of multi-use complexes such as plazas and mini-malls is a highly desirable option to promote compactness and help address other design criteria.

Applicability/Weight: See below

Guidelines

1. Projects that are viewed as positive additions to the Upper Village in terms of the goods, services and/or housing they provide will be viewed particularly favorably as design certification is evaluated. Projects that serve the local population will be given extra weight. The following types of uses are viewed most favorably:*

- Grocery Stores
- Pharmacies
- Banks
- Hardware Stores
- Elderly Housing
- Affordable Housing
- Apartments
- Eating and drinking establishments
restaurant (preferably non-franchise)
- Coffee shop
- Small-scale retail and service
- Cultural and civic related
- Public and private assembly
- Bed and breakfasts

2. Developments that actually incorporate mixed uses on their properties will be evaluated most highly, particularly ones that provide a residential component.
3. Commercial projects that accommodate multiple businesses are strongly encouraged, as opposed to “stand alone” businesses.
4. For projects that are unable to provide a viable mixed or multiple-use component, obtaining design certification is still possible, but such proposals must perform exceptionally well on other criteria.

Mixed Use Examples



This building in Bridgton is used for retail on the first floors of both the main building and annex/barn area with offices and apartments on upper stories



Multiple story buildings with retail at ground level and apartments and offices upstairs.



This renovated historic building in Rockport now is home to a restaurant, offices, a residence and a performing arts space.



Newer Multiple-Use Commercial Mini-Mall in Windham

Certification Criteria #5: Parking Lots

Reduce the visual impact of parking lots through careful site design, landscaping and use of shared parking when possible. Parking lots shall be located to the rear or side of buildings, designed to avoid large, unbroken expanses of pavement or gravel, and landscaped not only to provide visual screening, but to make them a positive visual element. Parking areas for non-residential uses shall be paved.

Overview: The location and configuration of parking lots can have a strong influence on how a village functions and how it looks and feels. While adequate parking is an integral to the Upper Village's viability, poorly sited or improperly rendered parking can create a strip-type appearance in which vehicles and asphalt are the predominant visual elements.

Applicability/Weight: The strong impact of parking lots on both how the Upper Villages looks and functions, makes this a critical consideration, and one that all projects seeking design certification should satisfactorily address.

Guidelines

1. Proposed projects should be generally designed to minimize the visual impact and maximize the efficiency of parking.
2. Parking lots should be located behind or to the side of buildings.
3. Parking lots shall be separated from streets by plantings, berms, walls and other landscaping elements to minimize the view of vehicles.
4. Large, unbroken expanses of parking areas should be avoided; islands and landscaping shall be used to punctuate parking areas.
5. On-street parking should be promoted, when feasible, on the interior road system of the Upper Village.
6. Shared parking is recommended between adjacent businesses and uses.
7. Parking lots should be paved and a clear strategy for stormwater control and treatment should be provided.
8. Parking lots should be designed to allow safe passage of pedestrians to and from their vehicles.
9. Parking lots on corner sites should not be located near the intersection – these areas should be reserved for street-front buildings or public spaces.

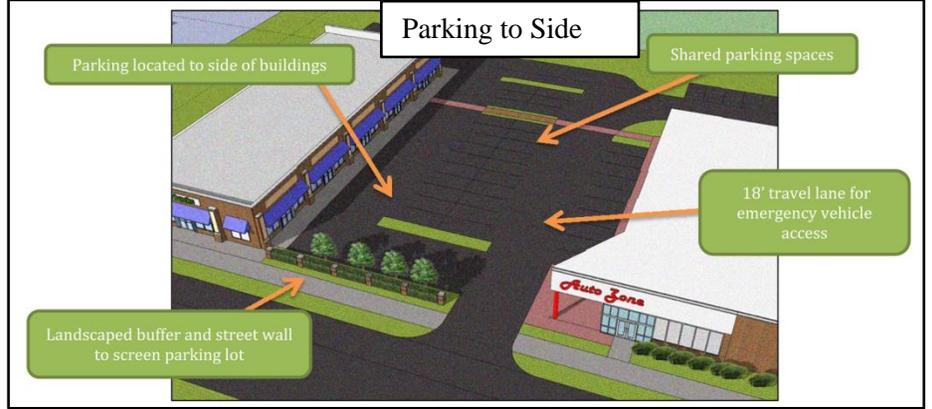


Positive Examples

Parking to Rear of Development



Parking to Side



Landscaped Islands Break Up Parking



Sidewalks Allow Safe Access from Parking



Parking Lot Buffering



Negative Examples



Certification Criteria #6: Road Access 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. Opportunities to limit new entrances and consolidate existing entrances on Route 100 shall be strongly considered, and new entrances shall defined openings as opposed to open curbs.

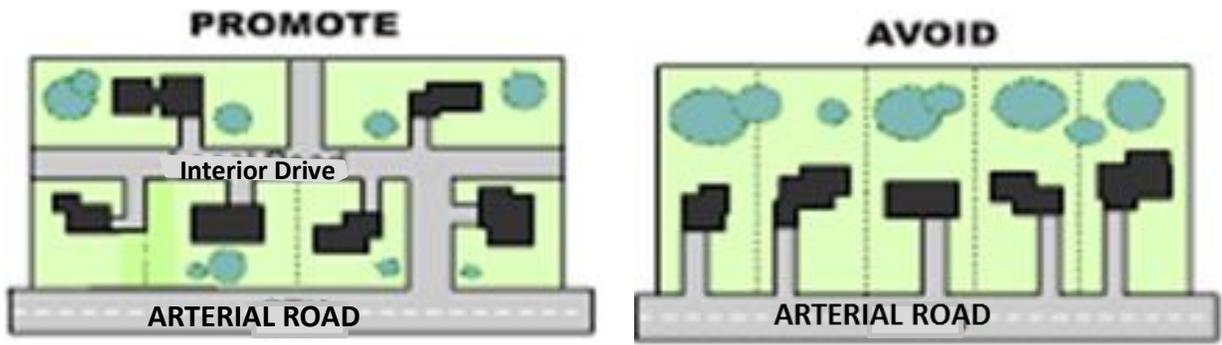
Overview: The location of the Upper Village along Route 100 – a high traffic corridor – presents both an opportunity and a challenge. The opportunity is for the village to take advantage of its accessibility and visibility to potential customers and visitors. The challenge is to ensure that existing and new development does not exacerbate traffic and safety issues, that access is carefully managed and that on-site circulation patterns do not conflict with pedestrian access and other objectives.

Applicability/Weight: This criterion deserves strong attention as it bears on the safety of drivers and pedestrians – and ability of the Route 100 to efficiency carry traffic. All projects seeking design certification should meet the guidelines below to the greatest extent possible.

Guidelines

1. New access points on Route 100 should be limited to the minimum amount necessary.
2. Access points should be configured to ensure safe ingress and exist and reduce conflicting traffic patterns. New accessways designed by a professional engineer are strongly encouraged.
3. Common access points that serve multiple businesses or uses should be used.
4. Vehicular connections between parking lots and driveways on adjacent properties should be provided to the greatest extent possible, and site planning should anticipate future connections.
5. Efforts should be made to employ traffic calming measures that discourage excessive speeds and increase safety for pedestrians and bicyclists. As the town works with MDOT to implement traffic-calming plan on Route 100, the approach to road access and circulation for new development should be consistent with and reinforce this plan. Traffic calming should also be employed to discourage speeding within the site and between abutting properties.
6. Service drives for deliveries should be carefully sited and designed to avoid conflicts with other vehicular traffic/parking and with pedestrians.
7. Bank drive-throughs, if proposed, should be designed to minimize conflicts with pedestrians and the queuing of vehicles that would cause traffic or safety issues.
8. For properties fronting Route 100, alternative access connections on Upper Village Street Peacock Hill Road, Gilmore Road and other secondary roads should promoted as long as they do not negatively impact existing residences on these road.
9. Where curbing is used to define entrances, accessways and parking boundaries, use of granite curbing will be viewed favorably as design certification is considered.

Graphic Examples



Examples of Good Access Management on State Highway



Negative Examples



The Area in front of the New Gloucester's Public Works Garage of Route 10 in the Upper Village – sometimes referred to as “the longest curb cut in Maine”



Another example of an open curb along a busy arterial.



Examples of poor access management

Certification Criteria #7: Landscaping

Provide an approach to landscaping and signage that not only meets the minimum requirements of the zoning ordinance, but that enhances the visual quality of the site and its surroundings.

Overview: Although a primary component of villages is the built environment, the retention and incorporation of natural features and addition of other landscaping elements can greatly contribute to an area's attractiveness and livability – and its ultimate success as a viable mixed use center.

While it is recognized that some landscaping components – whether they are located on private property or within roads rights-of-way – present challenges in terms of ongoing maintenance, the benefits of well landscaped village generally outweigh the potential liabilities.

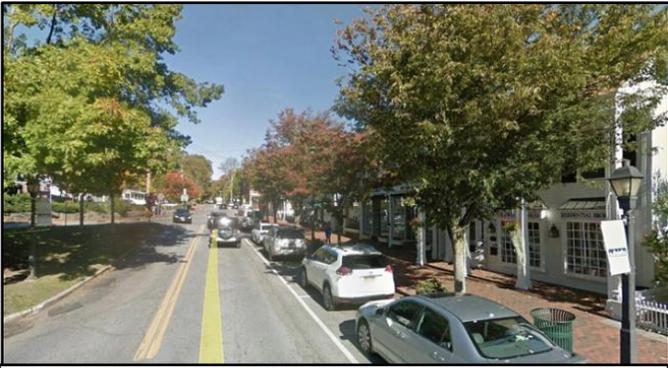
In the Upper Village, there should be a focus on carefully designed and rendered landscaping that serves both a functional and aesthetic purpose.

Applicability/Weight: All projects seeking design certification should include a robust landscaping component, although the extent to which the proposed landscaping should exceed minimum ordinance requirement is dependent on the location and type of the project (as well as how well the project has performed on other certification criteria).

Guidelines

1. All projects should contain a strong landscaping component that enhances the appearance of the site and vicinity and provides effective buffering when necessary.
2. Existing and new developments should preserve existing trees as much as possible.
3. Selective tree planting in the public way and/or on adjacent setbacks should be rendered in such a way as to enhance street character while avoiding issues relating to traffic safety or maintenance.
4. The species of vegetation selected for landscaping shall be show consideration of mature size, climate suitability, resistance to disease and salt, safety and ongoing maintenance needs.
5. Use of low-maintenance flowering shrubs, evergreen shrubs, perennials, annuals, vines and ornamental grasses is highly recommended to add visual appeal to properties, and planting beds are encouraged along exposed building edges, foundations and uninterrupted walls.
6. Plants that are considered as invasive or potentially invasive in the State of Maine should not be used in the landscape.
7. Provision should be made for protection of both existing and proposed landscaping features, both during construction and when the site is in full use.
8. All landscaping components shall include a clear mechanism for both implementation of the plan and continuing maintenance. In general, all plant materials should be guaranteed by the contractor for a period of at least 2 years.
9. Site Plan applications to the planning board shall include a landscaping plan, preferably prepared by a licensed landscape architect, that is consistent with the above guidelines.

Positive Examples



Preservation of Street Trees



Preserving Other Trees Where Possible



Appropriate Use of Landscaping for Buffering



Use of Landscaping to Create Positive Design Elements

Certification Criteria #8: Lighting and Utility areas

Ensure that loading areas, lighting, storage and other features necessary for business operation and security are located and designed to minimize visual impacts, particularly from key viewing areas. Lighting types that contributes to creating a village atmosphere is strongly encouraged.

Overview: Carefully rendered lighting can be an asset to a village, creating a sense of cohesion and security. Poorly sited and designed lighting, on the other hand, can cause glare and other nuisance effects. And improper siting or screening of utility areas can also detract from the area's visual appeal.

In the Upper Village, there should be recognition that excessive lighting, much like excessive signage, can become an overly dominant visual element and even create unsafe conditions. Sensitively designed and sited lighting, however, can enhance the look and feel of the village while addressing security and safety needs.

Applicability/Weight: These considerations, while not as critical as some related to other design criteria, have a bearing on the overall appearance of the Upper Village. The applicability and weighting of this criterion is further described in the guidelines below.

Guidelines

1. All projects seeking design certification should avoid over-illumination and clearly demonstrate that proposed lighting will not cause glare or other adverse impacts on adjacent properties or roadways.
2. All exterior lights should be metal halide or another type of white lighting. (Sodium vapor lights are strongly discouraged). Fixtures should generally be "dark sky" compliant fixture. These fixtures eliminate light wash upwards from the fixture housing, minimizing light pollution.
3. Front and rear entries should be adequately but not overly illuminated.
4. When parking lot light fixtures are mounted to buildings, the fixtures should match or complement the building style.
5. The height of poles and fixtures should be in proportion to the buildings and spaces they illuminate.
6. Projects that employ lighting as a positive design feature – either as integral parts of the building design or as a stand-alone feature (e.g. stylized or period light fixtures on poles) shall be duly credited as design certification is evaluated.
7. Whenever practical, light design should include features aimed at reducing the overall amount of energy required for the development and eliminate unnecessary lighting. The use of LED lighting is strongly encouraged.
8. The following guidelines apply to all utility and service areas, including waste collection and storage facilities, off-street parking and loading areas, storage facilities, dumpsters, and other such areas.
 - They should be located at the rear of the principle building or, if this location is not feasible, to the side of the principal building.

- They should either be visual hidden by use of landscaping or other features, or they should be enclosed in a manner in keeping with the architectural design of the principle structure.
- Access to them should be rendered in a way to avoid conflicts with other vehicles and pedestrians.

Positive Lighting Examples



Positive Examples of Service/Mechanical Area Screening



Certification Criteria #9: Signage

Signs shall be designed and located, not just to reduce visual impact, but to improve the overall aesthetics of the site and village setting. To be eligible for design certification, signs shall generally be constructed of natural materials and not be internally illuminated.

Overview: Treatment of signs can have a significant impact on how a village area looks and feels. The commercial strips that many people find so unattractive are often typified by a mishmash of signs in which individual properties vie for attention from passing vehicles with the biggest or most attention-grabbing signs. On the other hand, carefully rendered signage can enhance and add interest to the individual streetscapes and to a village area in general. Signs should be considered an extension of the building architecture.

In the Upper Village, signs should be given careful review and consideration. Applicants seeking design certification should aim for an approach that effectively identifies their businesses without resorting to “sign clutter” and explore opportunities to make their signs a visual asset to the area.

Applicability/Weight: For the reasons described above, this criterion is particularly significant and the guidelines below should be met to the great extent possible.

Guidelines

1. In meeting this criterion, projects should employ an approach to signage that limits the number and size of signs to that which is reasonably necessary to identify the business rather than allowing the maximum number and size allowed under the ordinance.
2. Size, material, color and shape of signs should complement the architectural style, scale and landscaping component of the building, and be generally compatible with the surroundings.
3. Wall-mounted signs should be designed as an integrated component of the building façade, and should not cover architectural details.
4. Sign materials should be limited to painted wood, canvas, architectural glass and metal. Plastic panel signage is generally not permitted unless it simulates wood or other acceptable finishes.
5. Multiple sign structures that advertise several businesses or tenants are encouraged when they are attractively rendered, retain a human scale, and avoid the need for separate sign fixtures.
6. Commercial signs projecting perpendicular from a building façade at streetscape level are recommended where appropriate.
7. Ground-floor signage should address pedestrians, with smaller-scale text and graphics than is necessary to address auto traffic.
8. Down-lot gooselit lamps are recommended to illuminate signs (see example)
9. Site plan applications to the planning Board shall include specific information on the design, size and location of all signs, and any significant change that occurs in the installation or replacement of signs must be reviewed by the Planning Board and be found to meet these guidelines.

Positive Examples



Use of Gooseneck Lights for Sign Illumination



Negative Examples



Certification Criteria 10: Amenities

Where feasible, projects shall incorporate amenities that provide additional public benefit or site enhancements, such as pedestrian gathering areas (i.e. plazas, benches), and aesthetic features (i.e. public art, planters and additional landscaping features).

Overview: The addition of relatively small-scale features such as benches and public art can appreciably add to the character and attractiveness of a village area. So can the creation of selected public areas for people to congregate. In the Upper Village, such features should be promoted, whenever possible.

Applicability/Weight: While projects that include amenities will be given positive consideration for design certification (and inclusion of major amenities may boost the overall appeal of a project that is rated less highly on other criteria), it is recognized that such amenities may not be appropriate in all instances.

Guidelines

1. Wherever possible, amenities and site furnishings should be incorporated that enhance the appearance and function of the project and the Upper Village as a whole.
2. Particular attention should be paid to amenities that enhance the streetscape such as awnings, public art, outdoor seating and pedestrian gathering areas.
3. Projects that create new public spaces such as plazas or parks such be given particularly strong consideration.
4. Outdoor furnishings and facilities should be constructed of high quality, durable and easy-to-maintain materials and mechanisms shall be put in place to their ongoing maintenance and replacement, if necessary.

Positive Examples



Creation of new public space: Veteran's Memorial Park in Upper Village



Example of Outdoor "Pocket" Park



Bench with public art component