Kittery's Historic, Cultural & Archaeological Resources

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CENTURIES-LONG HISTORY & MANY EXTANT HISTORIC RESOURCES

- Humans have inhabited the Kittery area for centuries, beginning with Native peoples, the Abenakis, who sought shellfish along the coast, and Europeans who came in the early 1600s, establishing the Town of Kittery in 1647 making it the oldest incorporated town in the State of Maine. Many of Kittery's natural features and circulation routes retain Abenaki or early European settlers' names.

- Three major activities have dominated Kittery's economy over its 300+-year history and shaped its landscape -- military fortifications, fishing, shipbuilding and tourism. Forts have stood in Kittery near the mouth of the Piscataqua River since the early 1700s, established first to protect from British invasion, and later domestic and foreign wars. Shipbuilding came to dominate the Kittery economy beginning in the mid-1600s, and continues today in the form of submarine repair and retrofitting at the Portsmouth Naval Shipyard, established in 1800. Beginning in the mid-1800s, Kittery became a tourist destination, with several large hotels built along the coast and one at Appledore Island in the Isles of Shoals. In the late-20th century Kittery became a regional shopping destination, with the addition of the Kittery Outlets along Route 1.

- Kittery retains many historic buildings and landscapes, some dating to the earliest European settlement. The town has listed three districts (First Congregational Church, Isles of Shoals and Portsmouth Naval Shipyard) on the National Register of Historic Places, as well as thirteen individual properties and one monument.

- One of the individually-listed properties -- the Lady Pepperrell House -- also has been designated a National Historic Landmark, one of 44 statewide and one of 5 in York County.

- Two local repositories contain a majority of artifacts documenting Kittery's history, the Kittery Historical and Naval Museum and the Portsmouth Naval Shipyard Museum. The former (a private organization) is open seasonally, and the latter (operated by the U. S. Government) is accessible by pre-arranged tour only. Additional historical materials (primarily documents) are held by the Town Clerk and in the Maine Room of the Rice Public Library.

- Much of Kittery's history lies within historic landscapes scattered throughout the town, including the two forts, Wood Island Life Saving Station, Celia Thaxter's Garden (Isles of Shoals), remains of train and trolley systems, and over 130 cemeteries and burying grounds.

SUPPORT FOR LOCAL ARTS AND CULTURAL ACTIVITIES

- Kittery is home to many working artists and several public and private organizations provide venues for showcasing artists' work.

- The Kittery Community Center, a facility owned and operated by the town, contains the 171-seat STAR Theatre as well as the Morgen Gallery, an exhibit space located in the heart of the center.

- The former Wentworth Dennett Elementary School, located on Government Street, has been successfully renovated to provide artists' studio spaces.

The Lady Pepperrell House, built in 1760, is a National Historic Landmark and one of the most treasured historic properties in the Town of Kittery.

WHAT DOES IT MEAN?

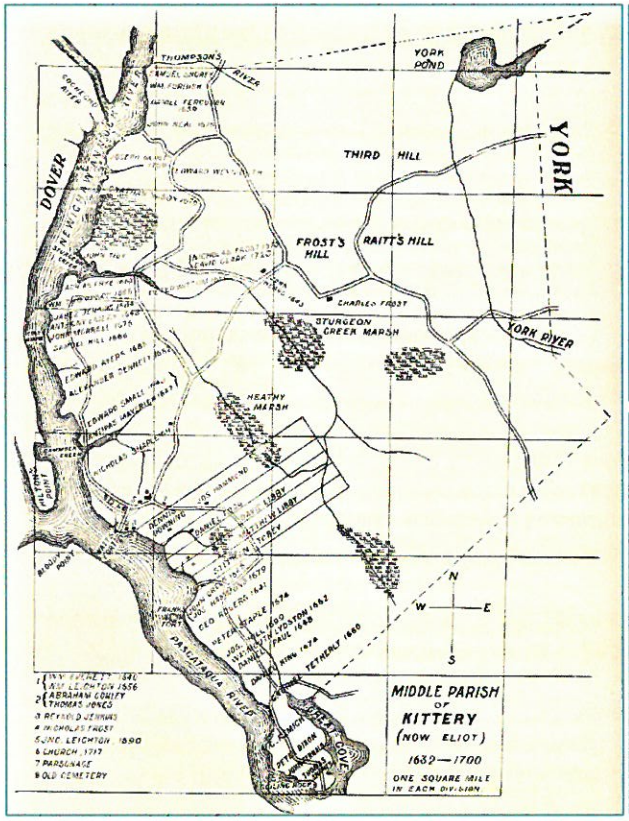
- Kittery's historic and cultural resources possess local, regional and national significance, and therefore merit protection.

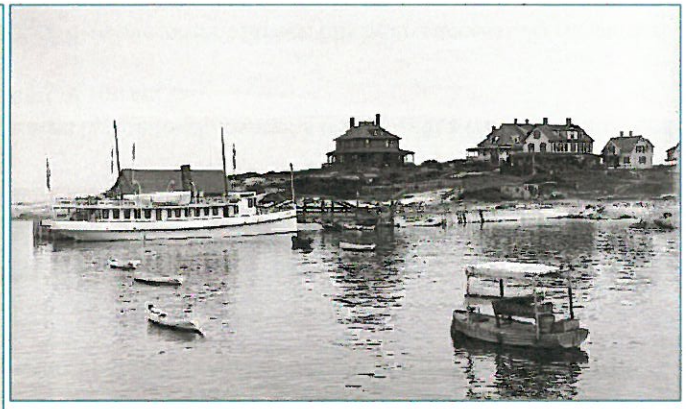
- The town lacks an historical commission or other entity to serve as a steward for historic resources and help ensure their protection.

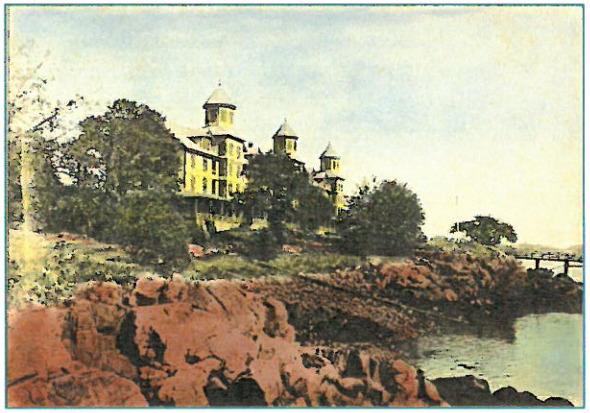
- The town lacks a comprehensive inventory of historic resources and a strategy to preserve and protect them.

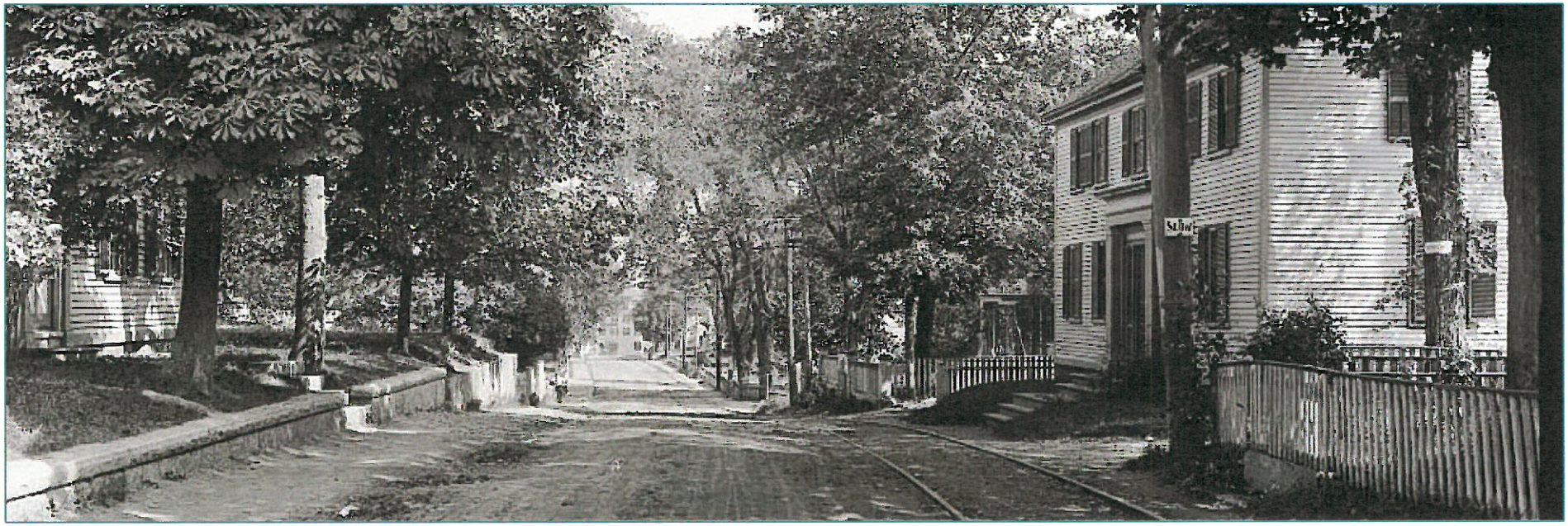
- The existing Shoreline Overlay Zone has provided a mechanism for protecting the town's coastline from the impact of new development. Similar approaches to historic resource protection are needed in other parts of town.

- The energized local arts community contributes significantly to the quality of life in Kittery.









Images of Kittery provide highlights of its past:

- *A map depicting Kittery in the 17th century (far left) illustrates the early settlement's close association with the Piscataqua River*
- *The Isles of Shoals (center top), an early fishing center, later became home to a large hotel*
- *The Portsmouth Naval Shipyard (center middle), established in 1800, continues as a major industry today*
- *The Champernowne Hotel (far right), built in 1890, was one of several late 19th and early 20th century resorts dotting Kittery's coastline*
- *Government Street, ca. 1900 (bottom), served pedestrians, horse-drawn vehicles, and trolleys*

Kittery's Natural Resources, Open Space & Recreation Resources 2

MANY DISTINCTIVE NATURAL RESOURCES

- Geology, topography and soils in Kittery reflect its geographic location along the Atlantic coast. Bedrock closely underlies much of the town, interspersed with pockets of marine soils and glacial outwash.
- Five watersheds cover most of Kittery, with the largest extending along the Piscataqua River and Spruce Creek. Many smaller tributaries feed these waterways.
- The town has relatively few fresh water resources, and much of the public drinking water is supplied by wells.
- Kittery contains very little farmland and supports just three active farms.
- Kittery supports three "natural areas," as defined by the Maine Natural Areas Program, including salt-hay salt marsh, white oak-red oak forest, and dune grassland.
- Two "habitat focus areas," defined by Beginning with Habitat, are located in Kittery. These areas, located in the Brave Boat Harbor-Gerrish Island area and York River Headwaters area, support rare plants, animals and their habitats.
- The town's location at the confluence of the Piscataqua River with the Atlantic Ocean, combined with the many historic buildings and landscape features, give Kittery tremendous scenic quality.

SIGNIFICANT OPEN SPACE RESOURCES

- Of Kittery's 12,000 acres and 30 miles of coastline, approximately 14% of the acreage and 10% of the coastline have been protected through a variety of conservation methods.
- While the State of Maine and Town of Kittery own some of this protected land, the majority has been conserved through the efforts of the Kittery Land Trust (840 acres) and Maine Coast Heritage Trust (408 acres).
- Kittery is also the southern "anchor" of the Rachel Carson National Wildlife Refuge, with its Brave Boat Harbor division, located in northeast Kittery, covering 400 acres.
- Kittery's scenic roads, including Route 103, are some of the town's most treasured assets. Visitors come from far and wide to drive the winding routes and take in historic and sea-facing views.
- The town's Conservation Commission is charged with reviewing protecting the natural resources located within the territorial limits of the town.
- The Kittery Open Space Advisory (KOSAC) is tasked with maintaining an inventory of public open space and making recommendations to the Town Manager about acquiring and/or selling/gifting/transferring this space.

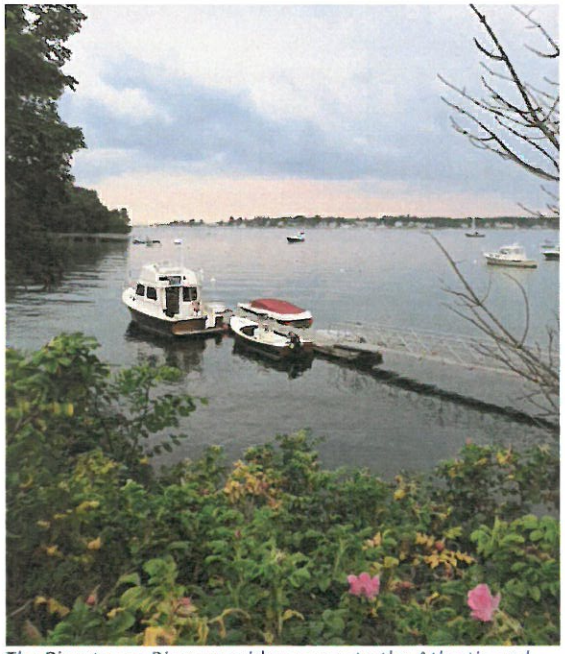
Seapoint Beach, located at the far eastern end of Kittery, is a popular recreation spot, but also a feeding area for several species of migratory birds.

WHAT DOES IT MEAN?

- Kittery's location at the mouth of the Piscataqua and along the Atlantic coast is its most defining natural feature.
- The presence of bedrock underlying most of the town, combined with the many surface waters and associated floodplain areas, limits the extent of new development.
- The town's small number of fresh water resources require public drinking water be supplied by wells or neighboring towns.
- While 10% of Kittery's 30-mile coastline has been protected through efforts of several public and private entities, much of this area remains unprotected.
- The scenic quality of Route 103 is partially protected by the town's Shoreline Overlay Zone regulation. Additional work is needed to protect scenic views and viewsheds.

RECREATION RESOURCES IN MANY FORMS

- Kittery contains 28 acres of federal and state-owned recreation facilities, including both active and passive recreation sites. Two of these sites are open to all.
- The town maintains several historic sites (Fort Foster, Wood Island) which provide recreational opportunities, as well as many athletic fields and playgrounds.
- The Kittery Community Center, opened in 2011 at the former Frisbee Elementary School on Rogers Road, provides active recreation facilities (gymnasium, fitness center) and offers recreation-oriented programs to users of all ages.
- A master plan for Kittery's athletic fields, completed in 2014, outlined the need for greater access to facilities, and need to eliminate overlap of facilities, and the need to rest fields on an ongoing basis.
- Access to the water (Piscataqua River and Spruce Creek) is limited by the small number of launches, slips, moorings and parking spaces near these sites.
- Kittery contains an extensive network of trails, both at formal recreation facilities, and on conservation lands. While used by many, the trails do not currently connect to one another, and are not widely publicized.
- Sportsmen and women hunt throughout the year, in approximately three-quarters of the town, including some residential areas. Hunting is not permitted in the area to the west of Haley Road and south of Interstate 95.



The Piscataqua River provides access to the Atlantic and associated maritime-related recreational activities.

The historic Rustlewood Farm, operated by the Johnson Family, covers 300 acres straddling the Kittery-Eliot line and is protected by a conservation easement.

WHAT DOES IT MEAN?

- The popularity of Fort Foster and Fort McClary as active and passive recreation sites places demands on limited staffing.
- The one regulation size soccer field in Kittery is in very high demand and in general, the town's fields are over utilized (in part because the town does not maintain separate practice fields), complicating maintenance tasks.
- Opportunity exists to better promote the town's system of trails and to create better connections between trail segments.
- Opportunity exists to provide more access to Kittery's waterways.

Kittery's Demographics

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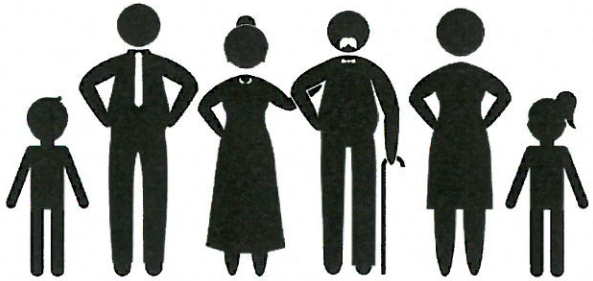
POPULATION AND DEMOGRAPHICS

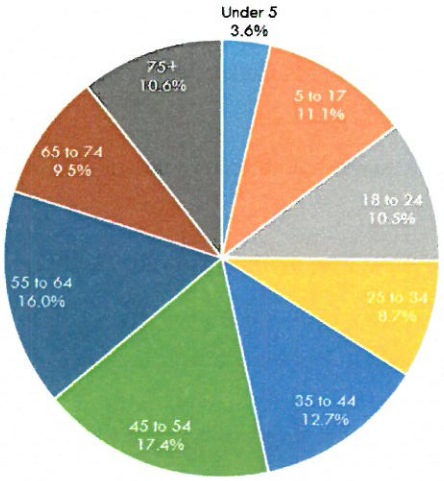
- Total population for Kittery has remained relatively stable since 1970, and that trend is projected to continue through the year 2032 (US Census, State of Maine Projections)
- Kittery is an aging community; between 2000 and 2014, residents ages 55 to 64 increased by 65 percent (US Census)
- The number of family households in Kittery with children under the age of eighteen has declined since 2000 (US Census)
- School enrollment in Kittery has remained stable with the exception of fluctuations due to military families moving to Kittery for short term assignments at the Naval Shipyard. During the 2014/15 school year, approximately 18 percent of children enrolled in the Kittery school system were from military families (Kittery School District)
- The current population in Kittery is very stable, with over 86 percent of residents living in the same home they did a year ago (US Census)
- The median age of those coming from another country to live in Kittery was seventy-two (US Census)
- Since 2000, the median household income in Kittery has grown from $45,067 to $60,205 in 2014 (US Census)

Kittery's estimated population in 2014 was 9,649 (US Census)



Total population is projected to decline by 6 percent through the year 2032 (State of Maine)

Kittery's Population by Age



WHAT DOES IT MEAN?

- Kittery's population has not grown in over 45 years, which does not stimulate new housing demand for families
- The senior population is growing as existing residents are getting older, which may require more targeted housing for seniors
- The Town should consider ways to attract and retain a younger population to help fill jobs, support local businesses, and support the town's tax base

Kittery's Housing Resources

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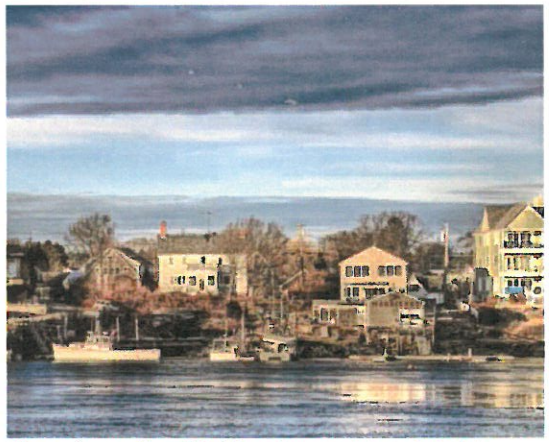
HOUSING RESOURCES

- For 2014, the American Community Survey estimates the total number of housing units in Kittery to be 5,144 (2010-2014 ACS)
- Sixty-five percent of Kittery's housing stock is owner-occupied which is lower than many surrounding towns with the exception of Portsmouth (2010-2014 ACS)
- Kittery has a relatively young housing stock, with 74 percent of residential structures built after 1940 (2010-2014 ACS)
- The American Community Survey estimates median owner-occupied housing value at $292,200 and median monthly rent of $1,232 (2010-2014 ACS)
- The Town does have several age-restricted housing options for residents over fifty-five



Kittery has a diversified housing stock in a desirable location

Household size is shinking, and the number of residents over 65 is growing in Kittery.

What implications does this have for future housing needs?

4%

Percentage Kittery's median home values have increased since 2010

7%

Percentage Kittery's median rent values have increased since 2010

WHAT DOES IT MEAN?

- Kittery's housing prices are increasing, making it harder for residents to afford to live in Kittery
- Housing that is affordable for younger single-person and family households is an important component of maintaining the Town's workforce and stimulating economic development
- With a growing senior population, the Town should consider ways to create housing that is affordable, accessible, and located in places with access to amenities

Kittery's Economy

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LABOR FORCE

- Total labor force is comprised of 5,624 people, which equals a 68 percent participation rate
- The majority of Kittery residents are employed in educational services, healthcare, and social assistance
- The Naval Shipyard contributes to the professional, scientific, management and administrative services sectors
- Six primary employment sectors are: manufacturing, professional services, public administration, retail trade, food services, educational services, and healthcare
- The average weekly wage in Kittery is $1,404 per week

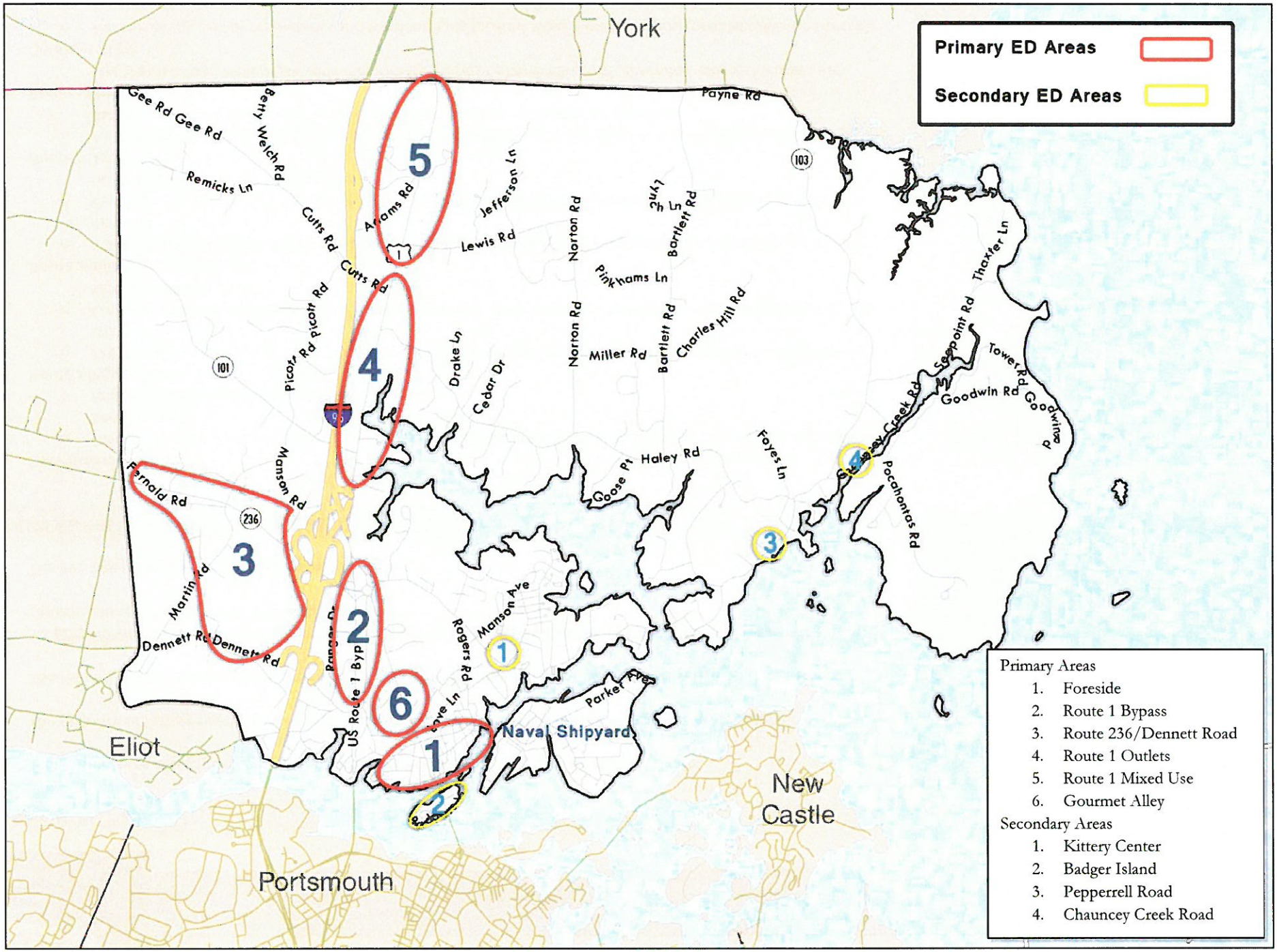
Kittery has an eclectic mix of restaurants, retail, and housing.

PRIMARY ECONOMIC DEVELOPMENT AREAS

- Downtown/Foreside:
  - One of Kittery's more unique and interesting commercial areas with a mix of retail, restaurants, and daily service needs
  - Accessible by car, walking, or biking
- Route 1 Bypass Area:
  - Areas is zone Commercial 3 (C-3) and allows for the provision of general retail sales, services, and business space
  - Current businesses include a hardware store, motels, a fitness center, automotive repair shop, brewery, and sewage disposal plant
- Route 236/Dennett Road Area:
  - Currently mostly undeveloped, the business park area does have sanitary sewer line infrastructure already installed
  - Existing uses along Route 236 are small-scale commercial developments such as machine shops, office buildings, and a seafood wholesaler
- Route 1 Outlet Area:
  - Aside from the Foreside, this is one of Kittery's oldest and most successful economic development areas; the outlets generate property tax revenue and draw customers locally and regionally
- Route 1 Mixed Use Area:
  - The area is zoned Mixed Use with the primary purpose of providing office, service, and residential uses
- Gourmet Alley:
  - An interesting mix of restaurants and food markets located along Route 1 in close proximity to the Foreside

WHAT DOES IT MEAN?

- Kittery's employment base includes a large number of lower-wage retail, restaurant, hospitality, service, and entertainment workers which are impacted by cost of living increases
- The Town should begin to think about business diversification along the Route 1 corridor as regional competition in outlets grows
- The success of the Foreside and Route 1 Outlet Corridor shows the Town should continue investing in economic development areas
- The Town has many commercial zoning districts. Is this necessary? Should some be consolidated or changed?


Primary ED Areas
Secondary ED Areas
York
Eliot
Portsmouth
New Castle
Naval Shipyard
Gee Rd
Gee Rd
Berry Welch Rd
Remicks Ln
Cutts Rd
Cutts Rd
Adams Rd
Jefferson Ln
Lewis Rd
Norton Rd
Lynch Ln
Bartlett Rd
Pinkhams Ln
Payne Rd
Thaxter Ln
Picott Rd
Picott Rd
Drake Ln
Cedar Dr
Norton Rd
Miller Rd
Bartlett Rd
Charles Hill Rd
Seapoint Rd
Tower Rd
Goodwin Rd
Goodwin Rd
Chauncey Creek Rd
Manson Rd
Fernald Rd
Haley Rd
Goose Pt
Foyes Ln
Pocahontas Rd
Martin Rd
Dennett Rd
Dennett Rd
Manson Ave
Rogers Rd
US Route 1 Bypass
Parker Ave
Primary Areas
1. Foreside
2. Route 1 Bypass
3. Route 236/Dennett Road
4. Route 1 Outlets
5. Route 1 Mixed Use
6. Gourmet Alley
Secondary Areas
1. Kittery Center
2. Badger Island
3. Pepperrell Road
4. Chauncey Creek Road

Kittery's Transportation Resources

TRAVEL CHARACTERISTICS

- Kittery is the largest work destination for Kittery and KACTS community residents.
- 85% of Kittery households have 1 or 2 vehicles compared with state average of 74%. 6% of households in Kittery have no vehicle.
- 71% of Kittery commuters drive alone and 22% use other modes. The number of carpoolers, bicycle trips and walk trips has increased since 2000. Use of bicycle increased from 0.5% in 2000 to 2.4 percent in 2014, which represents 100 additional commuters who biked.
- Average commute time = 21 minutes, shorter than state average. The number of commuters traveling less than 10 minutes has decreased since 2000.

OPERATING CONDITIONS

- The main source of congestion on local roadway is during shift changes at the Portsmouth Naval Station.
- The unsignalized intersection of Shapleigh Road/Whipple Road/Woodlawn Avenue operates with congestion and long vehicle delays during peak periods.
- I-95: 37,500 vehicles per day (vpd); US Route 1: 17,000 vpd; and SR Route 236: 18,700 vpd; US Rt. 1 Bypass: 15, 700 vpd (Year 2011) have the highest daily traffic volumes.
- Most of the roadway segments experienced decrease in daily traffic volume between 2010 and 2013. Shapleigh Road increased up to 22% during this period.
- The Department of Public Works (DPW) has a policy for local roadway maintenance called the Road Surface Management System. Typically, the roadways with ratings of less than 50 would be on the priority list for maintenance in a given years.
- Kittery has approximately 73 miles of roadways including I-95. Kittery has several scenic roads classified into three categories.
- Most of the bridges in Kittery received a Federal Sufficiency Rating (FSR) above 50. Viaduct and Sarah Mildred Long Bridge have the lowest ratings of 16.4 and 21, respectively. Memorial Bridge replacement was completed in 2013.

SAFETY

- According to the annual Town report for 2013, Kittery experienced a reduction in accidents by 10% compared to 2012.

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Unsignalized intersection of Shapleigh Road/Whipple Road/Woodlawn Avenue

WHAT DOES IT MEAN?

- Kittery is served well by I-95, Route 1 and Route 1 Bypass.
- More commuters are biking and walking to their work. New sidewalks, pedestrian safety improvements, and expanded bicycling accommodations could be beneficial.
- When I-95 experiences congestion, particularly during summer months, local roadways experience congestion and are used as cut-throughs.
- Route 103 is a narrow, winding roadway shared by vehicles, motorcycles, and bicyclists, particularly on warm weather weekends.

- There were six high crash locations in Kittery between 2011 and 2013, which are:
  - Intersection of Mason Road, Picott Road and Wilson Road;
  - Intersection of Haley Road/US Route 1 and Trafton Lane;
  - Intersection of New State Road & Rogers Road State Road;
  - Intersection of Ramp off to Rogers Road Extension Road South Bound;
  - End of US 1 Bypass/Intersection of US 1 Bypass & US 1 Bypass South Bound; and
  - Intersection of Entrance to Maine Outlet/Entrance to Shop Center, US SHOP CTR, US 1: Non Int US 1.

Intersection of State Road and Rogers Road, one of the high crash locations.

PEDESTRIANS & BICYCLES

- Most of the sidewalks in Kittery are along US Route 1 and in the urban downtown area. The DPW maintains a Sidewalk Condition Report.
- Approximately 2.5-miles of the Eastern Trail runs through Kittery from the Maine State Line on the Memorial Bridge to Dennett Road.
- The Route 236 bike route runs through Kittery.
- The KACTS is working with the Town of Kittery on upgrading the Route 1 Bypass to make it more pedestrian friendly.
- Route 103 is included in Tour 8 of MaineDOT's "Explore Maine by Bike" book. Tour 8 provides 3 tour loops that are 12, 17 & 22 miles long.

TRANSIT

- In Kittery, the COAST provides year round fixed-route limited transit services at Portsmouth Naval Shipyard. Out of five COAST routes, four are express commuter routes.
- Paratransit service, ridesharing program and van services are available to Kittery residents through various organizations, including YCCAC, York Hospital, GoMaine, vRide, Enterprise Rideshare, and Kittery Community Center.
  - YCCAC provides "Local Rides" service in Kittery on Fridays, with destinations in Kittery, Portsmouth and Newington.
- A shuttle bus service use to operate on Route 103 in Kittery, but it has not been provided for several years.
- Currently, there is no passenger rail service into Kittery. The nearest stations from Kittery are Dover, New Hampshire and Wells, Maine. There is a freight service to the Portsmouth Naval Shipyard.

WHAT DOES IT MEAN?

- Fixed-route bus services in Kittery are only available at Portsmouth Naval Shipyard.
- There is a desire for shuttle service but the demand is not high enough for applying for grant.
- Parking shortages at Foreside area and at access points to the water during the summer.

PARKING

- There is a shortage of parking spaces in the Foreside area during peak periods.
- Parking at access points to the water during summer months is difficult for both residents and visitors.

Kittery's Public Facilities & Services

WELL MAINTAINED FACILITIES

- The **Municipal Complex/Town Hall** building is in very good condition and has room for expansion if needed in the future.
- **Public meeting space** is available at the Town Hall, the schools, the Library, and Community Center and is adequate.
- Kittery has a variety of indoor and outdoor **recreational resources**
  - The **Kittery Community Center**, run by the Recreation Department provides a wide range of facilities and programs to Kittery residents of all ages (including a gymnasium, fitness room, theater, and classrooms).
  - The **Port Authority** manages 575 moorings (the majority of which are at Pepperrell Cove), four piers and additional moorings in various other locations along the Town's shoreline.
  - There are also a number of **parks, beaches and conservation lands** for Kittery residents to enjoy.
  - Additional **Athletic fields** are needed to meet the needs of the Town's youth.
- **Sustainability**. The Energy Efficiency Committee works with the Town Manager and Council to adopt energy programs, projects and policies to develop more sustainable energy practices.
- Kittery's three **public schools** are adequate in terms of size and condition to meet current needs as well as those in the foreseeable future. Approximately 90% of school-aged children in Kittery attend public schools. There are some fluctuations in enrollment due to military families with short-term assignments at the Shipyard. There is capacity at all three schools for a small increase in enrollment; no significant increase is expected.
- The **Library** is currently operating out of two facilities that do not meet overall space needs and having two buildings is inefficient and causes inconvenience to both patrons and staff.
- The **Police Department**, located next to Town Hall in the Municipal Complex, is more than adequate to meet current and future needs (the second floor shell space could be used for expansion if needed in the future).
- The **Fire Department** operates from two fire stations, both in good condition, with the exception of the fact that nether station has sleeping quarters. The Fire Department is having a harder time recruiting volunteers than in the past.
- **Emergency Medical Service** is provided by American Ambulance New England. They operate out of the former Walker Street Fire Station which is leased to AANE for free; in exchange they provide free Ambulance service to all Town employees. They also serve the Town of Eliot from this location.
- Kittery does not have a Council on Aging. The Community Center provides activities and York County Community Action Corporation partners with Southern Maine Agency on Aging to provide **services to Kittery's seniors**. Between 2000 and 2014, residents age 55 to 64 increased by 65 percent, and the number of elderly residents is expected to continue to increase.

(continued on reverse side)

The Municipal Complex houses the majority of the Town's administrative offices.

WHAT DOES IT MEAN?

- The **Library** needs to decide whether to construct an addition to the existing Rice building or to create a new facility on the site of KCC.
- The **Kittery Community Center** may need to increasingly orient future programming to the growing senior population.
- More substantial measures need to be taken to **prepare for climate change** and related rise in sea level.
- Implementing the recommendations of the recently completed ***Athletics Field Study*** will address the needs for additional fields.
- New **school enrollment projections** are needed in order to monitor potential future changes in student enrollment.
- The **Port Authority** needs to develop a Strategic Plan to help explore ways to increase access and enjoyment of the water.

PROVISION OF QUALITY UTILITIES AND SERVICES

- **Department of Public Works** operates out of several facilities; the garage and administrative offices are in a facility located behind the Municipal Complex which is in good condition and adequately sized, with space for expansion if needed. DPW is responsible for maintenance of the Town's roads, stormwater infrastructure, parks, recreation fields, cemeteries and solid waste and recycling.
    - **Solid Waste and Recycling** is processed at the Town's Resource Recovery Facility which includes a transfer station for material solid wastes, a recycling center and a licensed demolition debris disposal site. Solid waste is transported from this site to EcoMaine in Portland, ME. South Berwick currently brings their paper for recycling to Kittery's Resource Recovery Facility, generating income for the Town. The facilities are adequate for current needs and there is room for future expansion.
    - **Stormwater Management**. DPW recently completed an inventory of the Town's Stormwater infrastructure and determined that it is generally in "very good" condition.
    - **Monitoring of contaminated areas**. Bacterial sources of pollution have been identified in Admiralty Village and other areas in the Spruce Creek Watershed. Clam flats have been close since 2005. Some parts of the Creek have seen improvement.
    - **Parks**. DPW maintains and staffs the Town-owned parks. Fort Foster, a 94-acre town-owned park commands much of the Department's attention, is highly used by both residents and visitors during the summer, and generates income for the Town.

- **Water**. Kittery's water is supplied by the Kittery Water District (KWD), a quasi-municipal corporation. The District also supplies water to parts of York and Eliot.
    - The largest water consumer in Kittery is the Portsmouth Naval Shipyard.
    - KWD currently serves approximately 70% of the Town's residents and 95% of the businesses who pay user fees according to their actual usage.
    - The KWD relies on surface water sources that must be protected from contamination.
    - Of the approximately 96 miles of water mains, most are adequately sized.
    - The District is planning to construct a new Treatment Facility and to continue to upgrade pipes.
    - The District has adequate treatment and pumping capacity to meet additional demand, however there are no planned extensions to the system, in fact, KWD is not able to pay for expansion of mains.
    - Additional regional cooperation with surrounding towns may result in increased cost effectiveness.

- **Sewer**. Wastewater is treated at the Municipal Sewage Treatment Plant.
    - Sewage treatment is provided to 30% of Kittery residents and most of the Town's businesses.
    - The Plant and related infrastructure are all in good condition as they have been upgraded over the last few years.
    - The municipal system, which has additional capacity for expansion, is funded through an enterprise fund; user fees pay for the service.
    - The Town also has a "betterment fee" procedure to help charge property owners that benefit from a sewer extension.

WHAT DOES IT MEAN?

- Regional joint dispatch for **Police** calls (pending grant) is expected to result in efficiencies.
- There may be a need to increase the number of sworn officers to **police** a reflect the actual daytime population taking into account tourists, shoppers and Shipyard employees.
- The **Fire Department** may need to transition to a full-time professional fire fighting staff in the near future.
- It may be more efficient to merge Kittery's **Resource Recovery Facility** with that of Eliot's.
- The Portsmouth Pierce Island Wastewater facility must be updated before the **clam flats** can be re-opened.
- DPW would like to explore becoming a **"Stormwater Utility"** in order to fund future improvements." The first step is to conduct a feasibility study.
- Both the **Kittery Water District** and the **Town sewer system** derive a significant portion of their usage and revenues from the Shipyard. Changes to the status of the Shipyard could affect costs to other users.
- Lack of funding for **expansion of water service** makes it difficult to guide growth through the provision of water.
- The **Kittery Water District administrative offices** could relocate, leaving the existing site available for reuse.
- The recent expansion of the **sewer system** to the Business Park is expected to result in encouraging economic development.
- New technologies will make it feasible to provide **alternative methods of sewage treatment** to Kittery Point and rural areas of Town in the future.

Kittery's Marine Resources

KEY WATERWAYS

Kittery's harbor and waterfront areas include approximately 34 miles of shoreline, including rock outcrops, salt marshes, sandy beaches, mud flats, waterfront recreational areas, coves and mooring, commercial marina facilities, and a major federal installation at the Portsmouth Naval Shipyard. The waterfront and marine resources have played an important role in the history and development of Kittery, and the waterways are home to a wide range of commercial and recreational boat traffic. Much of the shoreline is in private ownership, with several large public parks such as Fort Foster and Fort McClary. All moorings, docks, and regulatory enforcement fall under the jurisdiction of the Kittery Port Authority (KPA). Key waterways include:

- **Piscataqua River**: Leading out to sea along the Kittery shoreline, the Piscataqua is an authorized navigation channel over 6.2 miles of its 13 length. The Piscataqua has multiple users, including freighters and cargo vessels, US military and Coast Guard, commercial fisherman, and recreational boaters.
- **Spinney Creek**: located just north of the Interstate 95 Bridge, this subtidal creek features a commercial aquaculture facility, several private float landings, and a private marina (in Eliot, ME) at the confluence of the creek with the Piscataqua River.
- **Back Channel**: This waterbody, an offshoot of the main Piscataqua River, runs from the western end of Badger's Island easterly to Spruce Creek between the mainland and Seavey Island, the location of the Portsmouth Naval Shipyard. The Back Channel is important for recreational boaters, particularly those docking on the northern side of Badger's Island. The channel is the waterbody closest to the revitalized commercial area in the Kittery Foreside.
- **Chauncey Creek**: The creek runs from the eastern end of Pepperell Cove to Seapoint Beach, and due to its shallow depth, is used primarily by small water craft. Several private docks and a popular waterfront restaurant are located on the creek. Recent work has replaced the majority of overboard discharge (OBD) systems with septic systems, improving water quality.
- **Spruce Creek**: this three-square mile tidal saltwater estuary is fed by five freshwater streams that run roughly up the middle of Kittery. At low tide, approximately 2.5 miles of clam flats are exposed. Water quality is affected by non-point source pollution and "first flush" (initial surface runoff) during rainfall events.
- **Pepperrell Cove**: Adjacent to Kittery Point and Fort McClary State Park, this is the primary mooring area in the town.
- **Brave Boat Harbor**: Used primarily by small craft due to shallow depths, with limited private landings and no public facilities. It is located within the Brave Boat Harbor Division of the Rachel Carson National Wildlife Refuge.
- **Key waterfront natural areas** include Seapoint Beach, Rachel Carson National Wildlife Refuge, Fort Foster, Fort McClary, the nearshore islands (including the future Wood Island Life-Saving Museum), and the Isles of Shoals.

View across Back Channel of the Piscataqua River towards Portsmouth Naval Shipyard

OPERATING CONDITIONS AND ACCESS

- Demand for access to the waterfront and for boating access is consistently high, and is greater than the ability of existing landside facilities and moorings to meet.
- A significant portion of the available parking at Frisbee Pier (a primary parking area for Pepperrell Cove) is in a lot across Pepperrell Road. This lot is in private ownership, and the property is currently for sale.

WHAT DOES IT MEAN?

- Kittery has a complex waterfront, with large-scale commercial and military craft, marina and docking facilities, commercial fishing, and recreational boating
- Limitations exist on access to the waterfront from crowded shorefront parking and launching facilities, and long waiting lists for moorings
- Contamination from wastewater treatment outfalls and other sources has affected shellfishing and overall water quality
- Opportunities exist to increase public access to waterfront, and to increase visitation to Kittery by waterborne passengers

OPERATING CONDITIONS AND ACCESS, CONTINUED

- In summer, the parking facilities at Pepperrell Cove can be extremely busy, and can become full. There can be extensive waits for pier/launch space to put dinghies in the water to reach moored vessels.
- Parking shortages also occur at the Traip Academy launching area.
- Other locations for parking and water access along the shoreline are limited, due to extensive private ownership of the shorefront.
- Major anchorages such as Pepperrell Cove have not been dredged in decades, leading to limitations on vessels that can safely moor and transit the area. The Pepperrell Cove anchorage was last dredged in 1916, to a depth of twelve feet. The navigation chart for the area shows depth of 11 to 7 feet at Mean Low Water (MLW), with local sources stating water depths are six to ten feet in half of the anchorage area.
- Storm winds and waves limit opportunities for additional moorings in exposed areas such as Fort Foster. Locations and plans for storage of floating docks during coastal storms should be evaluated, such as setting moorings in Chauncey Creek for temporary storage of the Pepperrell Cove floats.
- The currents occurring in the Kittery area can pose a hazard to small craft, particularly to human-powered craft such as kayaks.

Government Street Pier in the Kittery Foreside

WATER QUALITY

- Run-off and direct source pollution have led to contamination of area waters and led to shellfishing restrictions and prohibitions in certain areas.
- Major sources affecting the Piscataqua River are wastewater treatment plant (WWTP) outfalls from South Berwick and Kittery in Maine, and from Portsmouth and Newington in New Hampshire. The Portsmouth Naval Shipyard is also a major pollution source.
- Development pressure in Spruce Creek watershed further threatens water quality. The watershed is identified by Maine Department of Environmental Protection as a "nonpoint source pollution priority watershed" due to bacterial contamination, low dissolved oxygen, toxic contamination, and a compromised ability to support commercial marine fisheries".

MUNICIPAL MANAGEMENT OF MARINE RESOURCES

The Kittery Port Authority (KPA) manages the town's marine facilities including piers, docks, and over 500 moorings. Funding is derived primarily from collection of mooring and docking fees, and the Kittery Town Council approves the Port Authority's budget. The KPA employs the Kittery Harbor Master, who oversees operations at the facilities, and provides marine law enforcement, rescue and education services to boaters within the tidal waters of the community. On the 2015 mooring registry, there are a total of 513 registered moorings, with approximately 20% assigned to commercial vessels and the remainder to recreational vessels. There is a twelve to fifteen-year waiting list for mooring spaces in Kittery. Major facilities under the jurisdiction of KPA include Pepperrell Cove and Frisbee Pier, Traip Academy boat launch, Government Street Pier, and the Back Channel.

FLOODPLAIN

- In November 2013, FEMA issued a Preliminary Digital FIRM (DFIRM) for York County, using updated flooding frequency and elevation data and modeling analysis. The mapping shows a larger floodplain area than previously mapped, with approximately 75 structures newly included in the floodplain (65 in the coastal area and the remainder in the interior).
- Due to challenges from Kittery and other coastal communities, FEMA withdrew the Preliminary DFIRM in December 2014. It is anticipated that FEMA will issue a revised Preliminary DFIRM for York County in 2016.

Kittery's Fiscal Capacity and Capital Investment

9

FISCAL POSITION

- Kittery's local valuation increased by 4 percent between 2010 and 2015, in contrast to the state as whole which saw a decrease of 21 percent over the same time period
- Between 2010 and 2015, the local tax rate increased by 10 percent
- Between 2010 and 2015, individual property tax bills increased by an average of $495. For 2015, the average single family property tax bill was $4,929
- Approximately 78 percent of Kittery's valuation is derived from residential properties, with 22 percent coming from commercial, industrial, and personal property
- Federal and state aid to Kittery has been shrinking which increases the reliance on locally-generated taxes

The local government depends on the residential property base to generate revenues for services

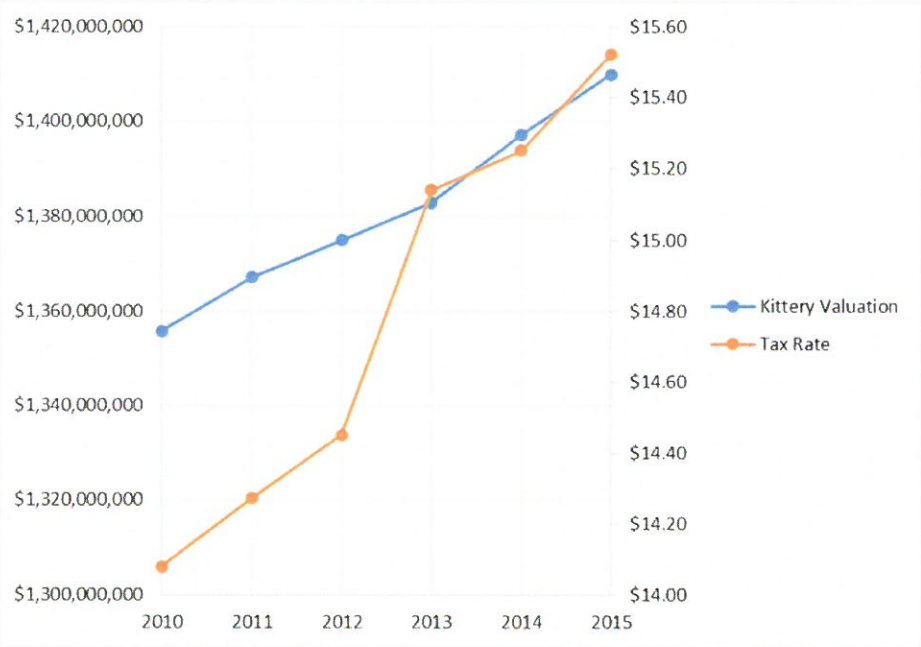
BUDGET

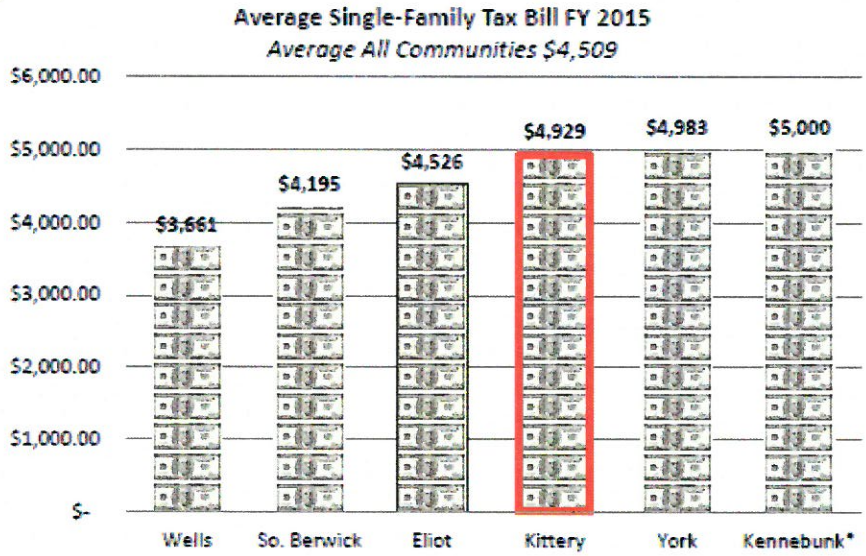
- Revenue:
  - Total revenue in Fiscal Year 2015 budget was $27,124,366; property tax accounted for 80 percent of total
  - The State of Maine has a revenue sharing program which helps supplement the budget
- Expenses:
  - In Fiscal Year 2015, the Town spent $27,141,118 on town functions, services and schools; school costs accounted for nearly 55 percent of the budget. Only 9 percent of the budget was spent on governmental administrative expenses
- Debt:
  - The Town has long-term debt obligations of $32,545,880 or 2.17 percent of the State Valuation
- Investments:
  - At the end of Fiscal Year 2014, the Town had an unassigned fund budget totaling $4,345,203, which was an increase of $187,965 over the Fiscal Year 2013
- Capital Improvement Program:
  - A majority of capital improvement funding goes toward standard expenses such as equipment and maintenance, sidewalks, school upgrades, and parks and recreation facilities

WHAT DOES IT MEAN?

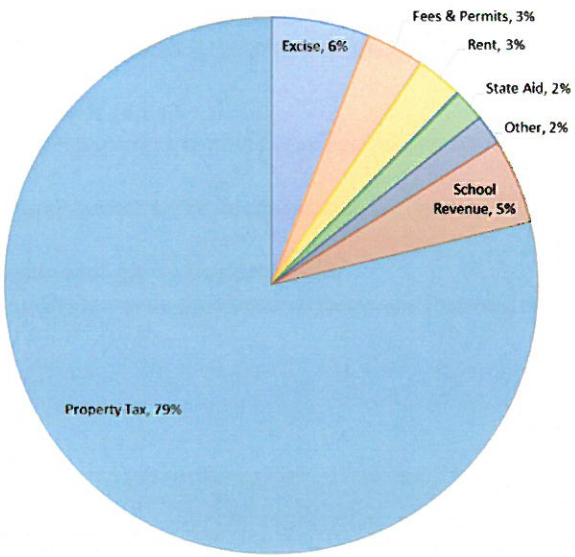
- Stewardship of Town budgetary resources is essential toward leveraging greater economic development
- The Town has undertaken debt obligations to finance development, particularly in the Tax Increment Finance Districts; it is imperative that increment on development is generated in order to pay the bonds
- Kittery is highly dependent on residential property taxes and may need to create opportunities to diversify revenues through economic development

Kittery's valuation and tax rate have been increasing since 2010

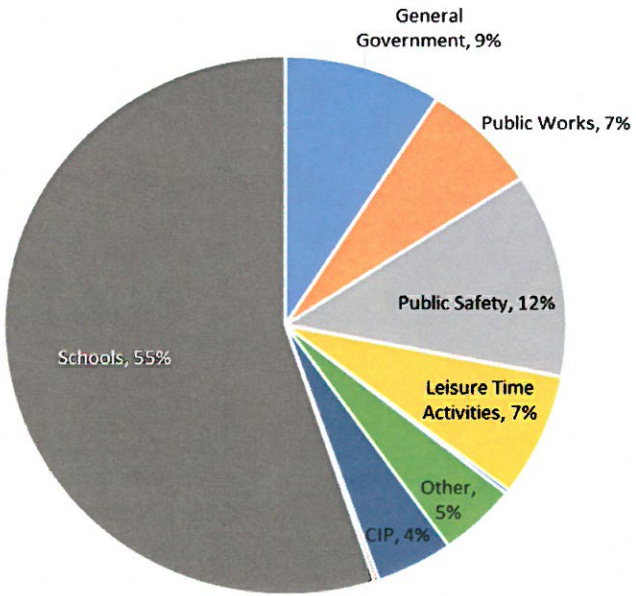




A comparison of revenue sources to expenditure items from the Fiscal Year 2015



Revenue Sources



Expenditures

Kittery's Land Use

EXISTING LAND USE PATTERNS

- Over 57 percent of the land in Kittery is classified as a residential land use (both single-family, and multi-family); commercial, industrial, and institutional uses make up a combined 8 percent; open space makes up 21 percent; and vacant land is about 10 percent
- The current Land Use and Development code divides Kittery into eighteen base zoning districts with four overlay districts
- Approximately 78 percent of the land in Kittery falls within residential zoning districts, primarily the Residential-Rural (R-RL) district
- Kittery has three business districts, three commercial districts, and three mixed-use districts all allowing different types of commercial uses
- The overlay districts are in place to help the Town protect natural resources and water bodies from the impacts of development, and as a way to promote fishing and maritime uses

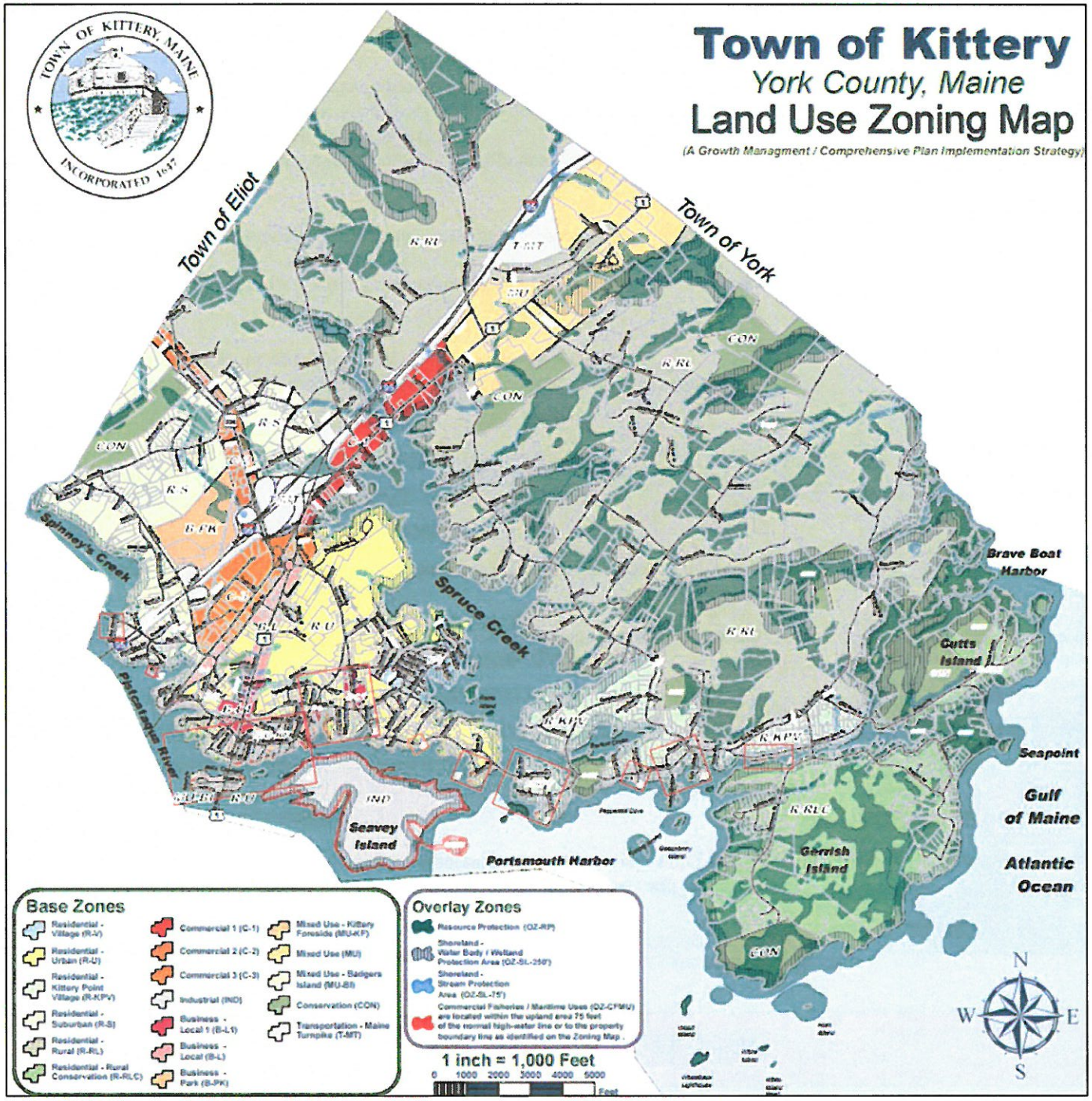
Within the Town, there are many different zoning districts each creating opportunities and challenges for the Town.

ISSUES AND CHALLENGES

- Redundancy:
  - Some of the zoning districts that regulate the same type of use (residential, commercial, and mixed-use) have different purpose statements, but very similar uses and dimensional requirements
- Inconsistency:
  - Many commercial districts have same dimensional requirements but differ when it comes to design elements for each
  - Industrial zoning district does not include any dimensional standards or requirements
- Minimum Lot Size Requirements:
  - In some districts where the purpose is to achieve a compact development pattern, minimum lot sizes are very large and challenge the purpose statement for the district
  - Small, single-use structures on large lots in mixed-use zones have less of an economic return when compared to areas that incorporate a compact development design
- Land Area per Dwelling Unit
  - The minimum land area per dwelling unit regulations in some districts limit the ability to create a more compact development pattern

WHAT DOES IT MEAN?

- The comprehensive planning process offers an excellent opportunity to hold community-wide discussions on development goals
- The purpose of the zoning district should reflect what is on the ground today, as well as what the community hopes to achieve in the future
- It is very important to match the desired development goals and aspirations with the zoning that is in place, or could be in place throughout the Town


Town of Kittery
York County, Maine
Land Use Zoning Map
(A Growth Managment / Comprehensive Plan Implementation Strategy)
TOWN OF KITTERY, MAINE
INCORPORATED 1647
Town of Eliot
Town of York
Spinney's Creek
Spruce Creek
Piscataqua River
Brave Boat Harbor
Cutts Island
Seapoint
Gulf of Maine
Atlantic Ocean
Seavey Island
Portsmouth Harbor
Gerrish Island
Base Zones
Residential - Village (R-V)
Residential - Urban (R-U)
Residential - Kittery Point Village (R-KPV)
Residential - Suburban (R-S)
Residential - Rural (R-RL)
Residential - Rural Conservation (R-RLC)
Commercial 1 (C-1)
Commercial 2 (C-2)
Commercial 3 (C-3)
Industrial (IND)
Business - Local 1 (B-L1)
Business - Local (B-L)
Business - Park (B-PK)
Mixed Use - Kittery Foreside (MU-KF)
Mixed Use (MU)
Mixed Use - Badgers Island (MU-BI)
Conservation (CON)
Transportation - Maine Turnpike (T-MT)
Overlay Zones
Resource Protection (OZ-RP)
Shoreland - Water Body / Wetland Protection Area (OZ-SL-250')
Shoreland - Stream Protection Area (OZ-SL-75')
Commercial Fisheries / Maritime Uses (OZ-CFMU) are located within the upland area 75 feet of the normal high-water line or to the property boundary line as identified on the Zoning Map.
1 inch = 1,000 Feet
0 1000 2000 3000 4000 5000
Feet
N
W
E
S