

**REVITALIZATION STRATEGY  
FOR THE  
KITTERY FORESIDE DISTRICT**



**REVITALIZATION STRATEGY  
FOR THE  
KITTERY FORESIDE DISTRICT**

Prepared for

Kittery Foreside Committee  
P.O. Box  
Kittery, Maine 03904

Prepared by

Stafford Consulting Group, Ltd.  
30 Penhallow Street  
Portsmouth, NH 03801

and

Sasaki Associates, Inc.  
64 Pleasant Street  
Watertown, MA 02172

June, 1997



# Stafford

STAFFORD CONSULTING GROUP LTD.

June 10, 1997

30 PENHALLOW STREET

P. O. Box 930

PORTSMOUTH

NEW HAMPSHIRE

03802-0930

☎ 603.436.6771

☎ 603.431.6683

Ray Smith, Chairman  
Kittery Foreside Committee  
P.O. Box  
Kittery, Maine, 03904

Subject: Letter of Transmittal

Dear Mr. Smith:

Stafford Consulting Group, Ltd. and Sasaki Associates, Inc. are pleased to submit the Revitalization Strategy for the Kittery Foreside District to the Kittery Foreside Committee.

As you know, we have outlined a comprehensive and challenging program designed to revitalize the Kittery Foreside Village Center. At first, it may seem overwhelming because so many steps need to be taken. This is the case with most revitalization projects at the beginning. But do not be discouraged. When divided up among multiple committees and task forces, committed to success, the work becomes much more manageable.

Kittery is a town of great charm and history, and we believe it has great potential. The Kittery Foreside Committee has foreseen the need for revitalization, and it has exerted vital energy on that objective already. By infusing others with your enthusiasm, we are sure Kittery will meet with success.

It has been a pleasure working with the Committee, and we wish you well in the implementation phase.

If we can be of any service to you in the future, please don't hesitate to contact us.

STAFFORD CONSULTING GROUP, LTD.

  
A. Robert Thoresen  
President

SASAKI ASSOCIATES, INC

  
David Mittelstadt  
Senior Associate

PLANNING & REAL ESTATE ADVISORS

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### Overview

Kittery, like many older communities in the country, is embarking on a revitalization strategy for the Kittery Foreside district—an area that was historically thought of as Kittery's downtown. But why?

The answer is that Kittery's historic downtown has fallen on some hard times. Previously viable businesses have closed or moved out to the Route 1 strip. Governmental functions like the Town Hall, Police Station and the Post Office have moved out of the district, and the buildings have begun to look deteriorated.

What happened in Kittery can only be partially explained by local events. As a nation, we have turned our backs on our town centers. We moved to the suburbs, and changed our shopping habits.

The car gave America mobility. But it also clogged downtowns laid out before the automobile. Impatient with the old, Americans left.

In the 1950s, the Federal Government tried to save cities with total clearance urban renewal. Old, often significant, buildings were demolished to be replaced with sleek, low buildings and vast parking lots of the suburbia mold.

For the most part, these solutions didn't work. Cities were stripped of their heritage, but they didn't achieve the promised vitality. Major surgery, through urban renewal, failed to arrest the decline. Fortunately, Kittery avoided that approach to revitalization.

Said Susan Stephens in a "Progressive Architecture" article,

"Despite Main Street's desperate attempts to keep up with neon, formica, fluorescent lighting, aluminum siding, it could not be really new. The shopping center—more modern, concentrated and accessible to new subdivisions—had it beat. The action was siphoned away from the downtown core."

In the 1970s with the flowering of the environmental movement there became an increased concern and respect for the natural and built environment. Downtowns were being rediscovered, people began to question large scale demolition and the practice of disguising the character of old buildings.

Communities began planning downtown revitalization efforts based on enhancing the character of the built environment and on the preservation of buildings rather than demolition.

Town centers had to capitalize on their resources and assets. Adaptive use of buildings was initiated. Physical amenities, like parks, plazas, and views, were enhanced.

The town center is the image of the community. Vacant storefronts, deteriorating buildings, litter and few people conjure up a lasting negative image. Community spirit declines. Turning our backs we hope the blight will go away.

The blight conditions won't go away in Kittery or anywhere else. It takes a commitment to turn things around. Often the public sector has to play a leadership role. While public investment is a vital first step, a public-private partnership over the long term is critical.

A downtown revitalization program is designed to enhance the physical condition and the economic vitality of a community. There must be a careful balance between economics and design. A sound design based on shaky economics is no better than a sound economic plan with no attention to the physical setting. Revitalization is needed so that the Kittery Foreside district can regain its economic vitality, and it can become an area which more physically attractive and vibrant.

Downtown revitalization is needed because Kittery wants to regain its economic health and it wants to create a community in which people have pride.

Revitalization makes sense so that Kittery Foreside can capitalize its physical assets. It is environmentally sound, and it saves valuable resources.

No one should believe that downtown revitalization will come easily or quickly. Comprehensive revitalization is an incremental process. This plan is not a panacea. It is long term investment. But it will take patience and perseverance on the part of the Kittery Foreside Committee, the businesses and the Town government.

### **Kittery Foreside Committee**

Starting in February 1995 a small group of Kittery property owners started meeting to discuss the progressive problems of downtown Kittery and what could be done about them. The group met frequently and in March 1995 this group was approved by the Town Council and became known as the Kittery Foreside Committee. The group was

charged with the planning and implementation of the plans for revitalization of the Kittery Foreside area.

The Kittery Foreside Committee has nine official members, but several other members attend on a regular basis. The Committee has representatives from the Kittery Planning Board, the Kittery Historical Society, the Conservation Commission, the Kittery Garden Club, a board member of the Rice Public Library, a professional landscape architect, and local business owners.

During 1995, the Committee met frequently, and it printed brochures of its goals and objectives as well as its meeting dates. These brochures, widely distributed, were part of a public awareness effort to increase interest in the revitalization planning.

It also held a day-long workshop in October 1995 to develop ideas and input and to brainstorm with interested members of the public, businesses, and town officials. Over 30 people attended the workshop, and they were successful in accomplishing the goal of prioritizing action steps needed to begin the revitalization process.

In March 1996 the Kittery Foreside Committee and the Town submitted an application to the State of Maine for Community Development Block Grant funds to prepare a detailed revitalization strategy developed by professional planning consultants. This report and other revitalization activities have been funded by the CDBG funding.

### **Scope of Assignment and Limitations**

Stafford Consulting Group Ltd. of Portsmouth, NH and Sasaki Associates, Inc. of Watertown, MA were hired in February 1997 to prepare this revitalization strategy for the Kittery Foreside district. The Kittery Foreside Committee had four task areas that it wanted the consultants to evaluate. The first task was to evaluate the economic conditions in the study area and to develop a plan for improving economic opportunities in the district. The second task was to examine traffic, parking and transportation issues and to develop a plan to improve traffic flow, to insure an adequate parking supply, and to provide guidance on linking Kittery Foreside with other areas of the community. The third task was to review the Town's existing zoning ordinance and to make recommended changes to remove impediments which are preventing reuse of structures. The fourth task was to evaluate the streetscape (both building facades and street areas), and to develop design improvements that would enhance the core of the Kittery Foreside district.



**Limitations.** While the consultants endeavor to be as comprehensive as possible in this work, there are always inherent limitations in any study. One limitation was the availability of statistical comparative data. Since Kittery is small for U.S. Census purposes, and the Kittery Foreside district is even smaller, the level of detail found for larger jurisdictions simply does not exist. Town wide and even county wide data is simply not useful for understanding what is going on at the Kittery Foreside district level. Hence, most of the data that we collected is from direct interviews of businesses and property owners and the use of Town Assessor records.

The second limitation is the available budget which limits the scope of the inquiry. Consistently, in these types of projects, especially with public sector clients who have a fixed and limited budget, the funding is less than would be needed for a fully comprehensive analysis.

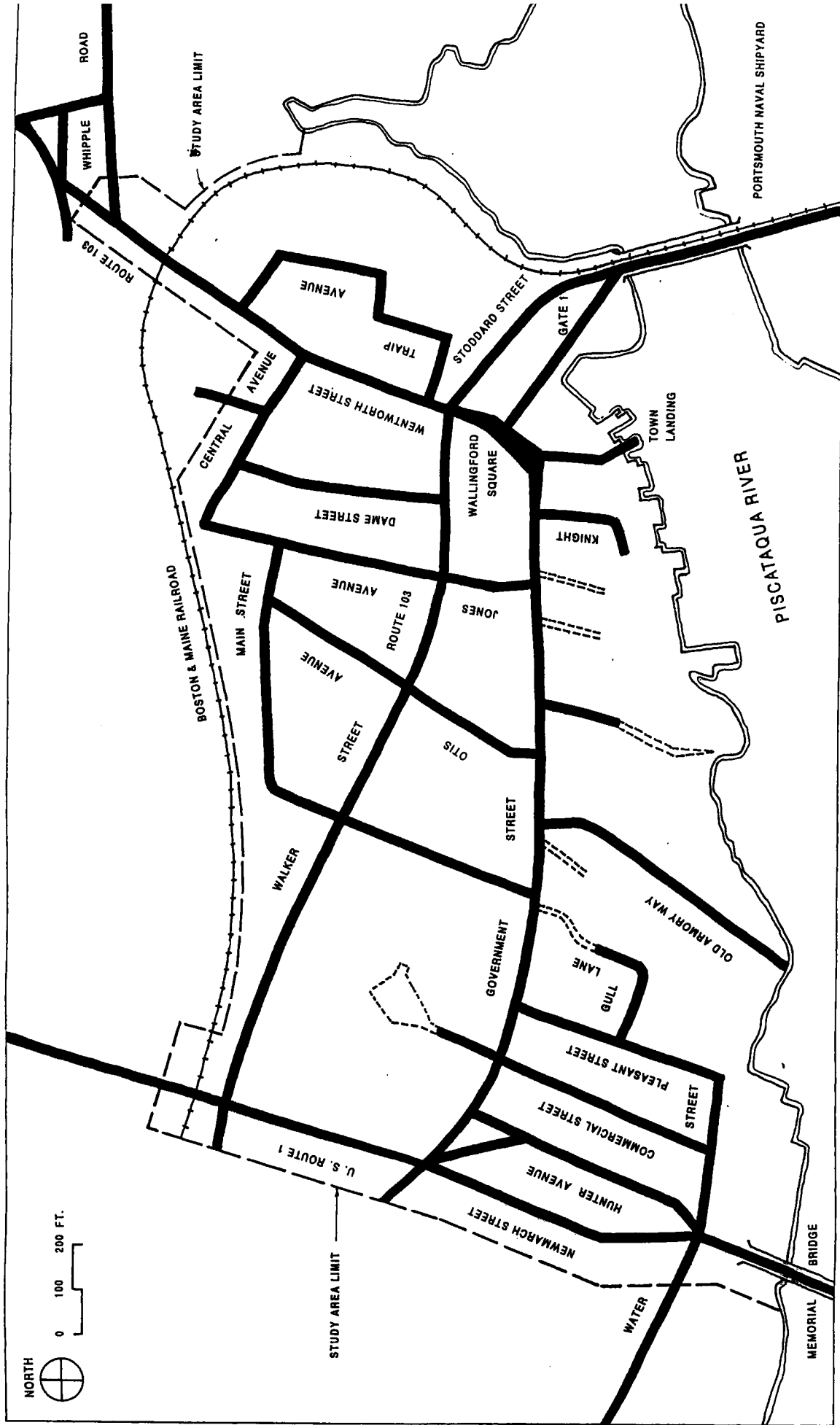
Despite these limitations, this report has developed many recommendations and a course of action that will be useful to the Kittery Foreside Committee and the Town of Kittery as it plans for and implements its revitalization strategy. This report should not be viewed as the last word in the revitalization effort, but one of many in the long process of a successful revitalization effort.

## **Study Area**

The Kittery Foreside district for the purposes of this report is defined as encompassing the area between Route 1 on the west (one lot depth to the west of Route 1); the railroad to the north extended over to the Piscataqua River; and Piscataqua River forming the east and southern boundaries. In addition, there is a leg that extends up Wentworth Street on both sides to where it intersects with Whipple Road. A more specific area map is found on the following page.

## **Components of a Comprehensive Revitalization Strategy**

The National Trust for Historic Preservation, a leading non-profit organization concerned with historic preservation, in 1977 launched National Main Street Project on a three year demonstration basis. The Project was designed to study the reasons that small city downtowns were dying, to identify factors that have an impact on downtown health, and finally, to develop a comprehensive revitalization strategy to revive downtowns. From that demonstration grew the National Main Street Center, a large scale program to assist states and communities in their revitalization efforts.



# Revitalization Strategy for Kittery-Forside District

## Study Area Map

Stafford Consulting Group, Ltd.  
Sasaki Associates, Inc.  
March, 1997

During the demonstration program and later through the Main Street Center, the Trust developed the Main Street approach to downtown revitalization. They identified four key components to successful downtown revitalization, and they strongly believe that all four points must be addressed in order to have a fully successful revitalization effort. The four points are Design, Organization, Promotion and Economic Restructuring. They are summarized briefly in the following paragraphs taken from their publication "Revitalizing Downtown."

**Design** involves improving the downtown's image by improving its physical appearance—not just the appearance of buildings, but also that of streetlights, window displays, parking areas, signs, sidewalks, promotional materials are all other elements that convey a visual message about the downtown and what it has to offer. Design improvements are carried out by both public and private sectors.

**Organization** means building consensus and cooperation among the groups that play roles in the downtown. Many individuals and organizations have a stake in the viability of the downtown, including property owners, bankers, town officials, merchants, professionals, chamber representatives, civic groups, historical societies, consumers, real estate agents, and the local media. These individuals need to be part of a central organization that focuses on and carries out revitalization activities.

**Promotion** involves marketing the downtown's unique characteristics to shoppers, investors, new businesses, tourists and others. Effective promotion creates a positive image of the downtown through retail promotional activity, special events and ongoing programs to build positive perception of the area.

**Economic Restructuring** means strengthening the existing economic base of the downtown while diversifying it. Economic restructuring activities include helping existing businesses expand, recruiting new businesses, converting unused space into productive property; and enhancing the competitiveness of downtown merchants. By strengthening the downtown economy, communities are able to support the ongoing use of historic buildings, thus preserving unique community assets.

The key to success of the Main Street approach is its comprehensive nature. All four areas need to be carefully integrated over time into a practical downtown management strategy, and consequently the Main Street approach can produce fundamental changes in the downtown's economic base, making it feasible to put commercial buildings to productive use again.

Even though the Kittery Foreside consulting assignment focuses on two components—design and economic restructuring, the organizational component has

been partially addressed by creating the Kittery Foreside Committee as a central focal point for revitalization strategy. Promotional activities can grow out of the improved design and economic activities that are planned for the Kittery Foreside district.

Once the Main Street Center started evaluating various revitalization programs, they began to identify reasons why some programs failed. There were four principal reasons for failure - one, there was a lack of a minimum of a three-year commitment to the program; two, they failed to address all four of the points in their program; three, they failed to establish a true public-private partnership in which both sectors contributed to the revitalization effort; and four, they failed to hire a full time program manager to coordinate all of the myriad of activities that are required.

### **Report Organization**

The report is organized into chapters by component area—economic, traffic, and parking, regulatory, and design. Each subject is treated comprehensively with each chapter containing an overview, an inventory and analysis, by subject, followed by conclusions and recommendations. The recommendations contain a description of the action needed, array tasks, assign primary responsibilities, set priorities, establish timeline, and lay out estimated costs, where relevant. The three priorities are: one, for the highest priority tasks to be undertaken in year one; two, for very high priority tasks to be undertaken by year two; and three, high priority tasks to be undertaken by year three. Some projects because of their size, complexity, and/or cost, may need more than one year to fund and complete.

**Overview**

Part of a revitalization planning exercise is to understand the study area's assets and liabilities. Such an analysis allows the community to build on its strengths and to correct its weaknesses. Ultimately, it provides a framework for the action plan which is articulated later in this study.

While the primary focus of this analysis is on the physical characteristics, economic and other characteristics are also described. The consultants examined such features as the overall topography and natural conditions, buildings and building conditions, views and vistas, and general character. Two Issues maps at the end of the chapter illustrate some of the characteristics described in the following paragraphs.

**Assets**

**General Character.** The Kittery Foreside district has a compact physical layout with an attractive village setting. The majority of the buildings are residentially used. Built mostly of wood, the structures date from the early to mid 19th century up to the mid 20th century. Some prominent institutional and commercial buildings were built in a period from the late 19th century to the early 20th century. The district sits along the Piscataqua River, which is not easy to see from many vantage points. Topographically, the district is rolling in character with some steep drops of land down to the river front.

**Commercial Core.** The principal buildings in the commercial core (Wallingford Square) are three and four story structures built of brick, block, or wood. Their similar size creates an image of a period in the early 20th century when the community exhibited economic strength.

**Proximity to Portsmouth.** The Kittery Foreside district is located between a half mile and mile from the core of Portsmouth's downtown, the economic center of the region. In a way Kittery Foreside can be thought of as a neighborhood of Portsmouth, and in reality it is closer to downtown than many other neighborhoods physically part of the City. This proximity means that people can live in Kittery Foreside if they work in downtown Portsmouth or even if they just like having access to the many restaurants and other amenities that Portsmouth has to offer.

**Parks, Views, and Vistas.** The district is blessed with an important feature—the John Paul Jones Park which has open space, mature plantings, and an impressive

monument. It creates an important view corridor coming into Kittery from Portsmouth. The views into the district are positive, with many clusters of mature trees that set off the principal structures. From within the district the vistas are somewhat restricted due to the compactness of the many structures.

**Economic Rents and Sales Prices.** In general, the rents charged for commercial properties are substantially cheaper than space in Portsmouth and in many places in the region. These low rents make it possible for start-up companies to begin operations with modest rental costs, and it allows companies that require low rents to operate profitably. In a way it can serve as incubator space. Similarly, rents for housing and the purchase price of housing are less than in Portsmouth, and there appears to be strong demand.

**Naval Shipyard.** The Naval Shipyard has been a presence in the community since 1800; and the community has prospered and declined in relationship to the similar cycles of the Yard. Recently the Yard has been in decline, and there is a possibility that it could be closed in the next few years. If that occurs, after a period of difficult economic times, then the Kittery Foreside district could expand if a successful reuse plan is developed for the Yard.

## **Liabilities**

**General Character.** Despite the attractive village setting, the Kittery Foreside district has the appearance of being economically marginal. This image is created by businesses that have limited operating hours, are physically unattractive, buildings with some boarded up windows, peeling paint, lack of people during normal business hours, limited offerings of any type of business, and lack of maintenance of certain public facilities like portions of roads and sidewalks.

**Physically Isolated.** The historic village center (Wallingford Square) is physically isolated from the principal traffic flow, which runs north and south on Route 1. The east west streets give no indication of where the historic center is located. Furthermore, Government Street appears physically constricted as a way to gain access. The public signage does not direct a traveler to the historic village center, and currently there is not enough activity to be an attraction to a visitor.

**Low Rents for Owners.** Just as low rents are an asset to tenants, they are a liability to building owners. If the rents do not cover the operating expenses and debt service, it becomes difficult to justify or make improvements to a building. This can start a spiral of decline because buildings become less attractive and thus good quality tenants avoid

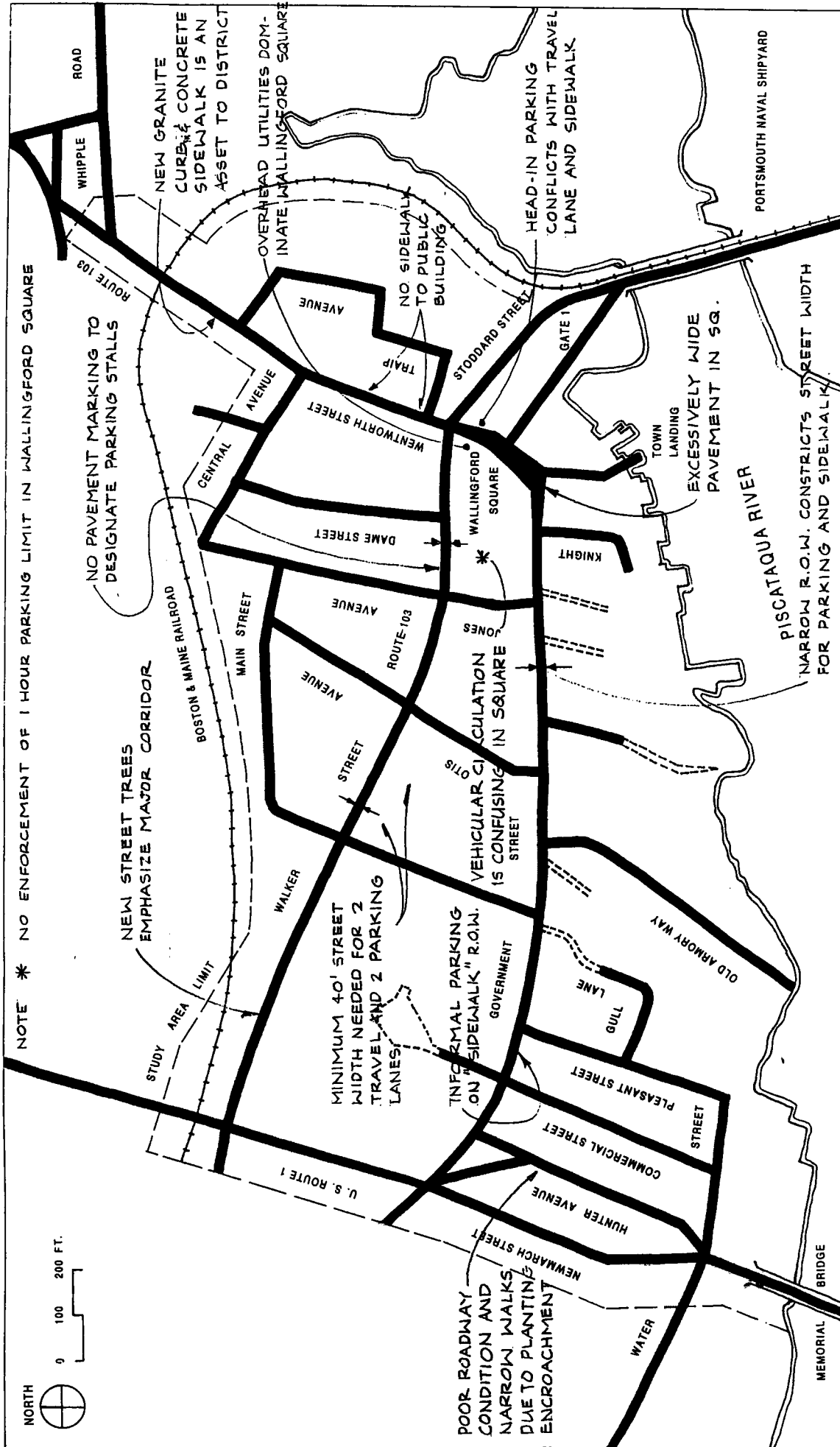
the building, causing a further cycle of decline. It is important to make certain that rents are high enough to yield a profitable return to the property owner to prevent this cycle of decline from occurring.

**Public Infrastructure Conditions.** Even though the Town has an ongoing replacement program for roads and sidewalks, the district public infrastructure needs some upgrading. The roads around John Paul Jones Park are in need of a comprehensive repaving, and sidewalks are experiencing spawling, cracking, or break-up in some locations. In other locations sidewalk segments are missing where they should be constructed. Finally, the Town has never invested in a comprehensive revitalization strategy which is often needed to bring back the vitality of a district.

**Signs and Storefronts.** As in many other communities, Kittery merchants and businesses who did invest in their property often undertook renovations which detracted from the building's original character. Oversized signs, unimaginative graphics, cedar shakes, and other inappropriate materials have obscured or altered the original design of buildings. Done to keep up with the times, it has led to visual overload and a loss of historic character.

## **Conclusions**

On balance, even though the Kittery Foreside district has substantial assets, the liabilities overshadow the assets at the present time. But it need not be that way. This revitalization strategy suggests a comprehensive work program and plan that will allow the community to address these liabilities and ultimately turn them into assets.

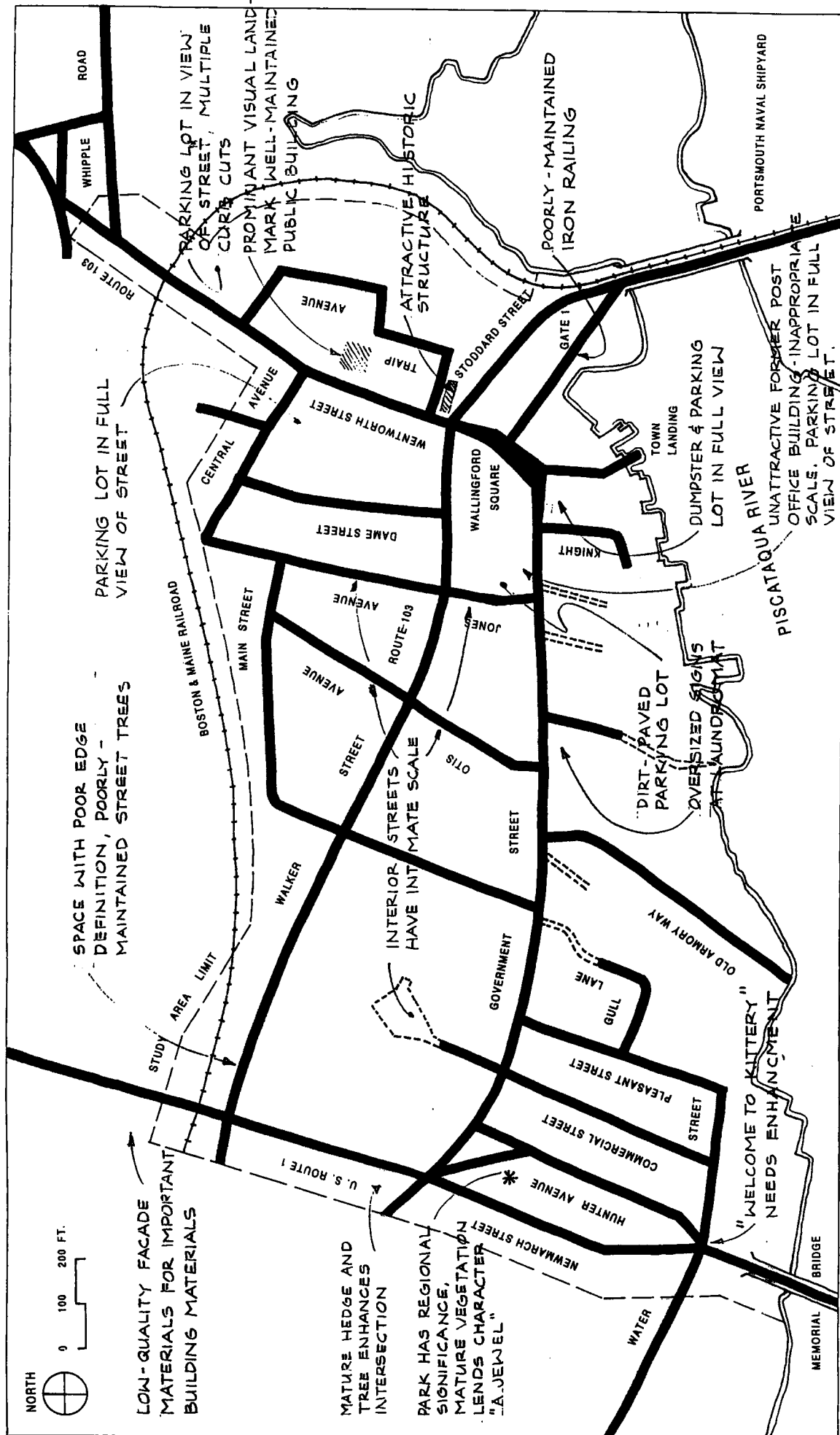


# Revitalization Strategy for Kittery-Forside District

## Analysis Plan - Streetscape Issues

Stafford Consulting Group, Ltd.  
 Sasaki Associates, Inc.  
 March, 1997





## Revitalization Strategy for Kittery-Foreside District

## Analysis Plan - Site Issues

Stafford Consulting Group, Ltd.  
Sasaki Associates, Inc.

**March, 1997**

## Overview

Downtown revitalization will have little chance of success if it is not based on a sound economic plan. Therefore, an important part of this project was to analyze how the Kittery Foreside area functions and what could be done to improve it.

While many studies look at economic trend data of one area and compare it with a larger region, county or state, this approach did not prove useful for the Kittery Foreside area. Census, housing, and economic statistics are not isolated to an area this small. The only information that would be remotely useful would be Block Group #2 which covers the Kittery Foreside but also an additional area including the U.S. Naval Shipyard and the area out to Route 236 (near Osco Drug). Therefore, the focus in this section is understanding what is happening in Kittery Foreside and how it could be enhanced. Clearly, the region is experiencing strong growth both in terms of population increases and in economic activity in retail trade and industrial uses. The challenge is how to attract a larger share of this increasing economic "pie."

## Uses in the Kittery Foreside District

The Kittery Foreside district has a moderately diverse mix of economic functions. It has a large supply of housing that takes up most of the land area of the district, it has limited retail commercial, some professional offices, limited governmental functions, and some tourist functions. Just outside the district is the Navy Yard which at one time was the dominant employer and which has had a major impact on the economic health of the Kittery Foreside district. In 1989 the Shipyard employed about 8,600. Currently, the employment is about 3,500, representing a loss of more than 50 percent in less than 8 years.

In order to obtain a sense of the diversity of use mix, all of the uses of the district are listed generically below:

Accountants	Barber Shops	Carpet Store
Antique Shops	Bar/Tavern	Caterer
Art Studios	Beauty Shop	Churches
Assembly Hall	Bed & Breakfast Inn	Corporate Office
Attorney Offices	Business Offices	Day Care Center
Banks	Car Wash	Dentist Offices

Dry Cleaner	Insurance Offices	Residences
Financial Planner	Karate Studio	Restaurants
Flower Shop	Laundromat	Sandwich Shops
Frame Shop	Library	Sign Shop
Fraternal Organization	Lobster/Fish Sales	Social Service Agency
Glass Sales/Service	Real Estate Office	Travel Agency
Government Office		

This list indicates that despite the apparent lack of activity there is a surprising amount of diversity in the types of activity occurring in the district. It provides a framework for adding other uses and for increasing the critical mass of certain activities so that they become a draw.

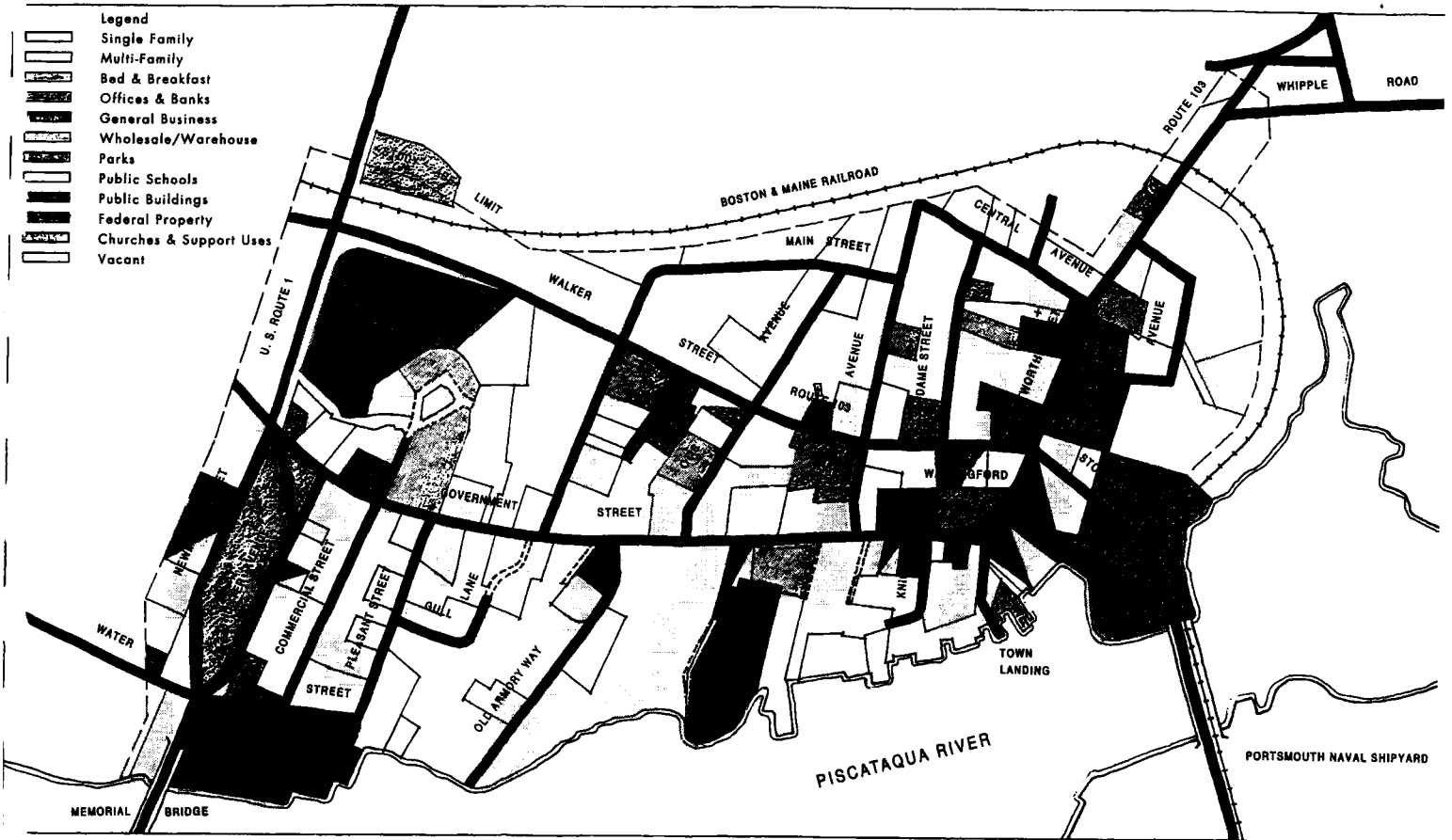
The land use map on the following page provides a spatial layout of the uses in the district. The map shows that while the residential uses take up the most land area there is a distinct mix of commercial activity throughout the district.

### **Square Footage By Use**

As part of this analysis, the Assessor records were reviewed and compared with land uses on the ground. Then square footage calculations were prepared by generalized land use category. They are summarized as follows.

**TABLE 3.1: LAND USE BY TYPE AND SQUARE FOOTAGE**

Land Use	Route 1 Area	Remainder	Total
Assembly and Churches	-	17,000	17,000
Retail and Banks	13,500	15,900	29,400
Business/Professional Offices	11,000	13,400	24,400
Restaurants	14,500	4,400	18,900
Misc. Other uses	8,900	14,200	23,100
Vacant	800	2,500	3,300
<b>TOTAL</b>	<b>48,700</b>	<b>67,400</b>	<b>116,100</b>



**Revitalization Strategy for Kittery-Foreside District**  
**Inventory Plan - Land Use**

Stafford Consulting Group, Ltd  
 Sasaki Associates, Inc.  
 March, 1997

The data in Table 3.1 reveals several findings. First, the Route 1 corridor contains about 42 percent of the total square footage in the Kittery Foreside district. corridor, because of its locational advantages and traffic flow, is significantly different from the remainder of the district. It appears that the uses on the Route 1 corridor are stronger as a group from an economic standpoint than those of the Wallingford Square end of the district.

Second, the data indicates that the amount of vacant square footage in the district is fairly modest at the present time. For example, the former Carl's Meat Market is available for rent. Currently, there is a temporary tenant using part of the space for a packaging operation until a permanent tenant can be found. Recently, Pat's Barber Shop closed, leaving that space available. On Route 1 the Marple Real Estate office has been vacant for some time, but appears to be being refurbished for future rental or sale. On the other hand, it appears that there are several spaces that are used marginally (some infrequently) by struggling tenants who could fail at any time. Based on the interviews, several businesses are struggling.

Third, the data suggests that the Kittery Foreside district is very small by current day development patterns and was even fairly small historically. By way of comparison, in Portsmouth the Harbour Place building has over 100,000 square feet; the old Newberry's block and the Franklin Block have in the area of in excess of 50,000 square feet each. In Kittery, the Maine Outlet Mall on Route 1 has about 117,000 square feet, and the Tidewater Mall has about 75,000 square feet.

Historical photographs show there were a few additional buildings in the Wallingford Square area that provided greater square footage than currently exists. For example, a former Sugrue block was located in a three story wood frame structure at the current site of the former Post Office. There was another four story wood frame structure of the approximate size of the current Cook Block which was located on a site between the Margarita's building and the Corner Pub. Additionally, there were a couple of small structures where the Fleet Bank parking lot is now. But in general, downtown Kittery was never very large.

In other words, the total area of commercial uses combined is about the size of a neighborhood shopping center. Kittery Foreside should be thought of as a neighborhood or village center rather than a traditional downtown. Many functions associated with a downtown have left. For example, the Town Offices moved from Government Street to their current location around 1974. The Post Office moved from its Government Street location in about 1990. Grocery stores, specialty markets, and restaurants have closed or moved at various times during the past four or five decades

in response to different buying patterns of the public. Thus many of the functions we normally think of in a downtown are no longer present in the Kittery Foreside district.

### Rental Rates

Another part of this study was to examine the rental rates paid by tenants in the district. It is important to know the information because it is a fundamental indicator of the health of the business and gives an idea of whether or not the property owner can make any investment in the building to attract quality tenants.

Rental rate information was secured by interviewing a sample of tenants and property owners. The data below shows the rental ranges that were found in the Kittery Foreside district and it compares them to rental rates found in downtown Portsmouth.

**TABLE 3.2: ANNUAL RENTAL RATES PER SQUARE FOOT<sup>1</sup>**

	Low Range	High Range
Wallingford Square Area	\$3.00-\$6.00	\$6.50-\$11.75
Route 1 Strip (in Kittery Foreside)	N/A	\$15.00-\$18.00 <sup>2</sup>
Downtown Portsmouth	\$8.00-\$10.00	\$25.00-\$40.00

<sup>1</sup> Rental rates calculated by dividing the total annual rental by the number of square feet, which yields a rent per square foot. In Kittery it usually includes everything except utilities.

<sup>2</sup> These rates represent only a few rental units because most commercial uses are owner occupied.

The data in Table 3.2 shows that the rental rates tend to be very low in an absolute sense because it is very rare to get rental rates lower than \$4.50 per square foot. That would translate into less than \$400 per month for about 1,000 square feet of space. Furthermore, the rents fall in a very narrow range from \$3.00 per square foot to a high of \$11.75 per square foot, the latter of which is an anomaly, because there is only one tenant at that amount.

The interviews also showed that the rental rates are very price sensitive. Both owners and tenants have confirmed that there has been virtually no possibility of raising rents in the Wallingford Square area over the last few years. In some cases tenants have actually demanded that owners reduce rents because otherwise they would have to leave. This was quite common in the early 1990s; even in Portsmouth it occurred with

some frequency, but it has continued in Wallingford Square as some businesses are still struggling just to survive.

The Route 1 strip of Kittery Foreside is obtaining much higher rents, but that is derived only from an extremely limited sample size, since most commercial establishments are owned rather than leased. Nevertheless, this data shows that the marketplace is able to command much higher rents for Route 1.

The rates in Portsmouth are the strongest in the region. In downtown, the rental rates in the \$8.00 to \$10.00 per square foot range occur only in less desirable locations or in older, non-rehabilitated properties. The average rental rates are in the mid teens to low twenties per square foot.

The low rental rates found in Wallingford Square and the inability to raise rates significantly is a curse to building owners because there is little (or often no) revenue left after paying taxes, mortgages, operating expenses to invest in repairing or improving the property. Consequently, some buildings are showing some signs of deterioration. On the other hand, the low rates are a blessing because it allows a new business to get started without spending very much for rent. Several shops in Wallingford Square pay between \$300 and \$400 per month in rent.

Another reason, of course, that rental rates are low has to do with an important axiom in real estate—location, location, location. Currently, Wallingford Square and the Kittery Foreside district in general (with the exception of the Route 1 corridor) is considered a poor business location. It is out of the main automobile traffic flow and there is relatively little in the way of economic activity there even after arriving.

Low rental values also generate low sales prices for properties. It means for investors the area is high risk because there is little possibility for a return on the investment. It also means that assessed values drop (or fail to increase) thus diminishing the amount of tax revenue that the Town can expect to receive from these properties. The challenge is to put in place a series of steps that can reverse the current situation, to improve conditions so business can afford higher rents, to improve rental rates, to improve the physical conditions, and ultimately to improve assessed values so that higher property taxes are appropriate.

### **Potential Commercial Uses**

A previous section of this chapter pointed out that there are some three dozen use types found in the Kittery Foreside district. That represents surprising diversity, but

most of these uses account for just a few hundred to a few thousand square feet each. None of them create a critical mass that would create a major attraction at the present time.

This section is designed to identify specific categories of uses that could be pursued to improve the economic mix and to create a greater critical mass in the Kittery Foreside District. One of the first steps in the process is to make certain that the Town's regulatory scheme allows a broad range of commercial uses and that impediments such as excessive off-street parking or dimensional requirements are removed from the zoning ordinances. It is important to let the private marketplace function to provide the uses that consumers want. See Chapter 5 for regulatory recommendations. Subsequent steps that are critical include improving and upgrading the physical surroundings—facade renovations, sign replacement, public streetscape enhancement, and parking space improvements. All of these will create a physical environment that can help attract private investment.

At the beginning of the revitalization process, it may not be possible to attract uses that the community would like to see there in the long run. Some uses just require too much capital and must rely on frequent impulse or destination traffic. On the other hand, some uses build on others already there and eventually a critical mass of activity is created that allows other uses to move in.

Interestingly, one of the first waves of revitalization occurs when artists (visual and/or performing) start moving into a location. They are attracted by low rents/purchase prices and the character of architecture in general. This process has already started to occur in the Kittery Foreside district. In the last two years or so, two visual artists have purchased space on Government Street. An additional artist leases studio space.

An allied field is graphic and commercial artists. The present sign shop uses such artists and would like to have these specialists in a building that he would like to purchase. They would be able to collaborate and create a synergy from working in close proximity. They would benefit from the modest rents now available in the Kittery Foreside district.

Another property, The Regatta Room, was recently purchased by the director of the Seacoast Repertory Theater and a partner. The Seacoast Rep has outgrown space for some of its many functions. They envision the Regatta Room, which is to be renamed the Left Bank, to be a location for childrens' theater classes, for experimental plays, for a music venue, for contra dancing, for art shows, and for other community functions that need such a space. At present, they are in the planning stages of how this important space can be used most effectively. Such a use can be a pivotal stimulus for



other activity. For example, when parents drop off their kids for theater classes, they might like to go to a coffee/pastry shop for refreshment and to converse with other parents. Similarly, they may wish to browse in antique, gift or flower shops while they wait.

The current visual artists have expressed an interest in attracting other artists to set up studios and living space in the Kittery Foreside district. Once there are several, then it is possible to have open studios for people to visit at certain times to watch the artists create their work and to purchase it as well. For this to be successful there needs to be space available and suitable for artists and at rates they can afford.

Another cluster of activities that has the capacity to attract buyers is the antique and collectible shops. They do better customarily when there are several in one area. Currently, there is one antique/collectible shop in Wallingford Square. A second one is about to open in the former Gary's Restaurant. But a few more are needed to become known as a destination for such goods. Some older downtowns in various sections of the country have become very successful with antiques/curio shops as the destination for a shopping experience.

A use missing from Wallingford Square currently is a coffee/pastry/bakery shop which could provide light breakfasts, lunches and/or snacks. The only offering currently is a sandwich shop which is only open from late morning to mid afternoon. A successful neighborhood or village center has food/drink offerings from breakfast through dinner.

A coffee/pastry/bakery shop complements all of the current uses and the desired uses. The availability of these offerings would likely change buying habits of people who work there, come there for business or pleasure (library, for example) or drive through, such as employees at the Shipyard on their way to work. Furthermore, such a quality shop would make Wallingford Square a more pleasurable place because of the positive feelings associated with these types of activities.

Another missing component is a destination upscale restaurant. This region may be over supplied with restaurants, but because of the ability of the many good restaurants to draw patrons into the area, it is possible for a good quality restaurant to meet with success. It is not likely that this step will occur right away, but it could be a long-term objective.

Other use categories that could be encouraged are business and professional office users who could purchase structures particularly along Walker Street and convert them to these uses. Residences converted to offices are usually compatible in scale and activity to the balance of the district.

Appendix A at the end of this report provides a more comprehensive list of potential retail and service uses that often appear in a downtown. This list can be used to stimulate thinking of other options to pursue.

## **Conclusions and Recommendations**

The data in this chapter demonstrates both strengths and weaknesses in regard to the economic component of the Kittery Foreside district. First, there are some three dozen different uses in the district, which represents a broad range of activities on which to build. Second, the rental rates are relatively low in the district (except for Route 1) in comparison to other locations in the region. This means that start up businesses could be attracted to the district. Third, there are several new and emerging uses which could enhance the offerings and could stimulate a need for complementary types of uses.

On the negative side, there is only a modest amount of vacant space to create new businesses. Unless there is turnover of existing space or new space gets created, there are limited locations where new business can start up. Second, it appears from the on-site interviews that several of the existing businesses are struggling. Without improvement in the revenue climate, they are likely to fail. Therefore, there appears to be a need for strategies to improve existing businesses. Third, the rental rates are so low that it makes it difficult for property owners to invest any substantial amount of money in improvements to their buildings.

The following are recommendations to assist the Kittery Foreside Committee with respect to the economic component.

**Recommendation 3.1:** In order for the economic restructuring component to be addressed successfully, there needs to be a committee of the Kittery Foreside Committee whose primary function is to shepherd the economic restructuring effort. The membership of the committee should be drawn from the business community and from other groups that have specific knowledge of economic issues. The committee should be modest in size (about 7 or so) and be focused on specific tasks.

**Task:** Form an Economic Restructuring Committee with membership drawn from the following groups: district businesses, financial institutions, chamber of commerce economic development specialists, real estate agents, town government officials, and a member of the Kittery Foreside Executive Committee.

**Responsibility:** Kittery Foreside Committee to nominate and convene.

**Priority:** One

**Timeline:** By September 1997

**Estimated Cost:** Minimal, primarily for organization.

**Recommendation 3.2:** The first priority of the Economic Restructuring Committee is to develop a business retention program. It is not as glamorous as business recruitment, but it is important and less expensive to retain existing businesses. The team will need to identify the existing businesses who need help. And it will have to ascertain what type of help is needed. Small businesses may need help in any of the following areas: developing or altering a business plan; store presentation, window display or merchandize presentation; customer service; improving promotion and advertising; identifying and capturing markets, expanding the business; record keeping and accounting, securing loans; personnel training and management; and compliance with regulations.

**Tasks:** 1. Form a Business Retention Team.

2. Conduct a walk through inventory of various businesses who might need help in the above areas.

3. Meet with business to determine what help would be the most useful.

4. Develop programs to respond to identified needs (i.e., seminars held on various topics needed) and other techniques helpful to the businesses.

5. Help businesses who are having financial trouble develop a plan for business improvement..

**Responsibility:** Business Retention Team of the Economic Restructuring Committee.

**Priority:** One

**Timeline:** Annual

**Estimated Cost:** Minimal for team. May require funds to bring in experts, partially defrayed by registration fees and/or grants.

**Recommendation 3.3:** The second priority of the Economic Restructuring Committee is to develop a Business Recruitment Program with a team identified for that purpose. The program consists of determining what types of uses are needed in the district (using possibilities described herein), ascertaining where they could physically locate, developing a hit list of potential candidates; conducting reconnaissance visits; making sales visits to potential prospects; bringing the prospect to the Kittery Foreside district; assisting them in finding space; and assisting them in relocation efforts. As in all such

efforts, there are likely to be many turn-downs, especially early in the process when no one wants to take a risk in an unproven location.

- Tasks:**
1. Form a Business Recruitment Team.
  2. Create an overview data sheet about the region and its characteristics and tailor it to Kittery Foreside. (See Appendix B for sample data.)
  3. Describe the Kittery Foreside district using data from this report and describe the revitalization plans and what is being done.
  4. Prepare an inventory of available space (see Appendix C).
  5. Identify desired businesses and conduct reconnaissance visits.
  6. Set up appointments with potential businesses and invite them to the area.
  7. Provide follow-up and coordinate businesses' needs.
  8. Celebrate any successes with an opening and press conference.

**Responsibility:** Business Recruitment Team of Economic Restructuring Committee.

**Priority:** Two

**Timeline:** Annual

**Estimated Cost:** Modest. May require funds to prepare promotional and statistical data package.

## **Overview**

The functioning of the traffic flow and the provision of an adequate parking supply are components that are part of a successful revitalization effort. This chapter inventories and evaluates such elements as vehicular circulation, curb and sidewalk locations, road conditions, gateways, parking locations, parking supply and demand, and broader transportation connections.

It is important to understand that while traffic flow and parking are important, they should not drive all revitalization decisions. It has been found in other revitalization projects, that economic, promotion, and design are usually more important priorities. Clearly parking is needed, but it should not be viewed as a panacea. In fact, this chapter will show that the Kittery Foreside district has an unusual supply of parking going unused from the days when the Naval Shipyard had much higher employment.

## **Traffic and Pedestrian Circulation and Conditions**

The Kittery Foreside district is serviced primarily with two way streets throughout. There are two principal exceptions. There is a one-way pair of streets that provides circulation on the east and west sides of the John Paul Jones Park. Hunter Street is one way north on the east side and Newmarch Street is one way south on the west side of the park. The other one way segment is located on Government Street from about the Congregational Church eastbound into Wallingford Square and ending at the intersection of Walker Street and Wentworth Street.

Government Street and Walker Street are collector streets that link the Route 1 arterial with the entrance/exit to the Naval Shipyard via Gate 1. Walker Street is a street built in the 1950s which has a 40 foot to 42 foot travel way with two lanes of traffic and parallel parking on both sides. It is considered the highest volume street and carries most of the traffic in and out of Gate 1. Government Street has a much narrower width that ranges from the mid-20 foot range down to as narrow as 18 feet in one location. The only other collector street in the district is Wentworth Street, which is wider than Government but narrower than Walker Street.

The remainder of the streets are local streets which run roughly perpendicular off either or both Walker and Government Streets. Virtually, all of these streets are narrow, ranging anywhere from about 16 feet to 22 feet of travelway. Some have even more

constricted corners that allow the passage of only one vehicle at a time. See the vehicular circulation map on the next page.

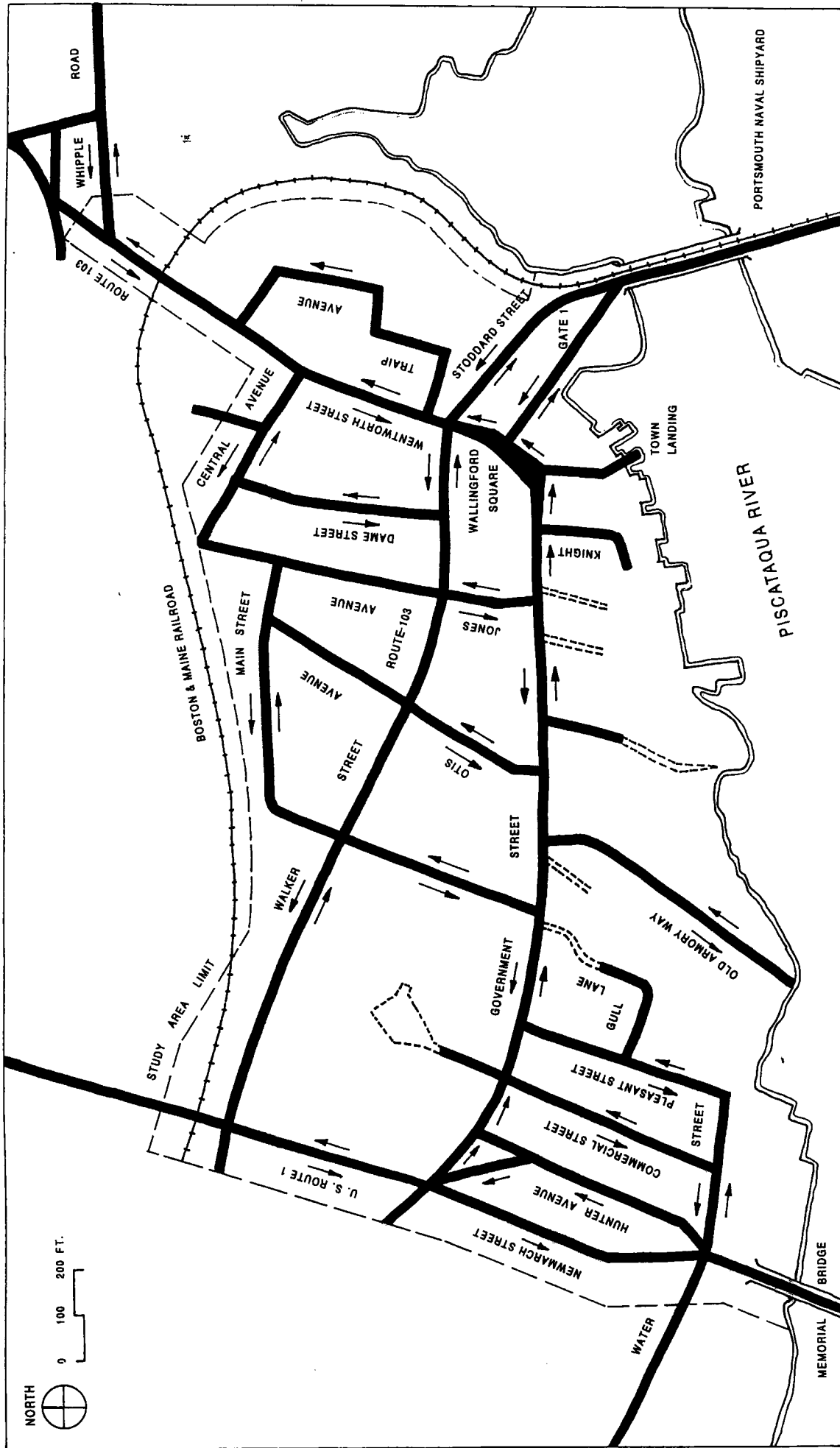
**Vehicular Circulation Analysis.** As part of the assignment, the consultants examined the feasibility of changing the vehicular circulation in Wallingford Square. There are only three options—one way in the current direction (counterclockwise), two way through Wallingford Square, and one way in the opposite direction (clockwise). There was some feeling that business might be improved if there was two way traffic in the square. Others felt it would be more convenient for potential patrons coming south on Wentworth to drive directly into Wallingford Square rather than going around the block.

The consultants observed traffic flow, interviewed numerous businesses, analyzed physical conditions, and then prepared alternative layouts to assess which pattern seemed to work the best. As a result of this analysis, the consultants arrayed the advantages and disadvantages of each option before coming to a conclusion.

**Two Way Circulation.** The advantages of this approach are that there are equal approach and departure routes in all directions; and there is maximum visibility of businesses in Wallingford Square by drivers. The disadvantages are that it requires wider street width (two travel lanes always required); there is insufficient street width for turning and sidewalks at Jones and Government Street intersection; it requires widening and most improvements to Jones Avenue; and loses the most Government Street and Wallingford Square parking.

**One Way Clockwise Circulation.** The advantages of this circulation pattern are that southbound Wentworth Street traffic has direct entry into the square; and it creates a right turn pattern in the Wallingford Square area. The disadvantages are that it requires all eastbound Government Street traffic to turn on to Jones Avenue at a very constricted intersection; requires the widening of Jones Avenue; creates a confusing intersection at Jones and Government Street; and creates an unfamiliar traffic pattern.

**One Way Counterclockwise Circulation.** The advantages of this circulation pattern are that it requires the least changes to the Government Street and Jones Avenue intersection; it loses the least amount of parking in Wallingford Square (assuming the pedestrian enhancements are completed); it builds on a familiar traffic pattern; and it allows a potential for making all of Government Street one way eastbound to pick up more parking west of Government Street. The disadvantage is that it prevents direct access into Wallingford Square by southbound Wentworth Street traffic.



Stafford Consulting Group, Ltd.  
 Sasaki Associates, Inc.  
 March, 1997

**Revitalization Strategy for Kittery-Forside District**  
**Inventory Plan - Vehicular Circulation**

After evaluating the three options, the consultants could find no compelling evidence to recommend altering the existing traffic pattern. In fact, we believe there are some distinct disadvantages to the other two patterns. A constant stumbling block to significant change is the Government Street and Jones Avenue intersection which is extremely constricted by street width and a house which sits virtually on the travelway.

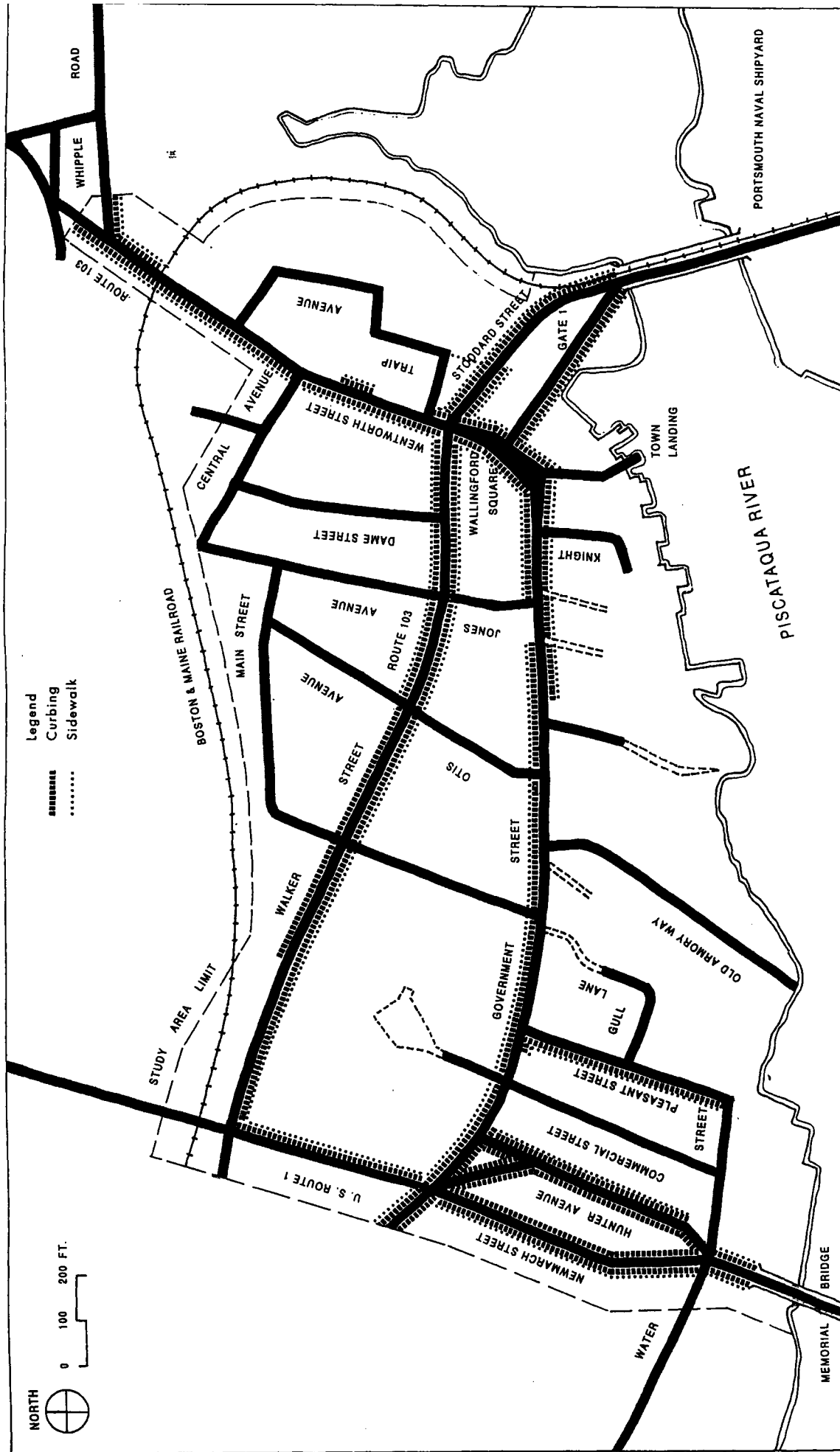
**Conditions Review.** Roadway conditions affect the public's perception of the quality of an area. Road conditions in Kittery Foreside are generally good. Walker Street appears to be in the best condition with a smooth and continuous wearing surface. Many other side streets are in reasonable condition, but some have cracked pavement conditions or occasional rough spots. A few streets like Knight Avenue and Gull Lane are rough and in poor condition. Two arterial streets (Newmarch and Hunter around the Jones Park) are also in poor condition creating a negative image for the drivers coming into the district from the south or driving through the district from the north. Apparently, the road segment has an underlayment of concrete from several years ago which is causing the top layers of pavement to break up. According to the Public Works Commissioner, these streets are scheduled for grinding and repaving in the very near future, perhaps the summer of 1997.

The Kittery Foreside district has a limited amount of sidewalks and granite curbing. For the most part curbing and sidewalks are limited to the Route 1 corridor, Walker Street, Government Street, Wentworth Street, Wallingford Square, and the entrance roads to Gate 1. In addition, Pleasant Street has newly constructed sidewalks and curbs. The sidewalk and curb map on the following page shows where the sidewalks and curbs are located.

The remaining local streets have no sidewalks and because of the very narrow travelways and the close proximity of structures to the travelway, it is unlikely that sidewalks would prove feasible.

The sidewalks for the most part are in fair to good condition. Most have existed from several to many years, and they exhibit cracking, spawling, chipping and discontinuity of surfaces. The sidewalk construction and replacement program run by the Public Works has had success in replacing or building new sidewalks. In the last year or so the Town crew built a new sidewalk from Central Avenue to Walker Street on Wentworth Street which also included new vertical granite curbing. One stretch of sidewalk in poor condition is on Hunter Street between Water and Government Streets. This segment is overgrown with privately owned shrubs and it has many holes and cracks in it. This segment is scheduled for improvement when Hunter Street is repaved.





Revitalization Strategy for Kittery-Foreside District  
Inventory Plan - Curb and Sidewalk

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Sasaki Associates, Inc.  
March, 1997

## **Gateways**

The Kittery Foreside district has four major gateway or entrance points to the district that set the tone for the area. From the south, the gateway is at Route 1 where it comes into the John Paul Jones Park and surroundings; from the northwest, the gateway entrance is at the intersection of Walker Street and Route 1; from the east, the gateway is from the shipyard's Gate 1; and from the northeast the gateway or entrance is at the intersection of Wentworth and Whipple Road. Each of these creates different views of the district.

**South Gateway.** In many ways this is the most attractive because of the John Paul Jones Park. Coming across the bridge from Badger's Island, a large pleasant green space with mature trees attracts attention. There is a powerful but partially obscured bas relief soldiers' and sailors' memorial in the center of the park. The mature trees, particularly the conifers, tend to obscure views in some locations. The multiple signs scattered along the edges of the park detract from its character and visually pollute this area. This park is principally a "viewing park" because there is no place to park cars in or near it. With some enhancement such as coordinated signs, selective thinning, seasonal color, careful lighting, and a high level of maintenance, it could be a stunning entrance into the Kittery Foreside district.

**Northwest Gateway.** The northwest gateway by contrast is the least attractive entrance into the district. It is dominated by uncoordinated traffic signs, traffic lights, commercial signs, poorly designed and scaled buildings, overly wide streets, and poor or absent landscaping. This is a more challenging gateway to enhance because of all of the traffic functions that must be accommodated. Nevertheless, traffic signs and advertising signs can be clustered with a strong gateway sign. Seasonal color can be added to traffic islands and cared for through an adopt-a-spot program. Finally, well placed and good-sized street trees can be added to give the street a sense of enclosure and definition.

**East Gateway.** This gateway is largely unseen by the general public. Only Shipyard workers and visitors to the Shipyard see this gateway as they leave the Yard, usually in a hurry. The streets are unadorned and one has a metal fence railing that is falling down. Historically, the streets had a large cluster of "acorn" street lights which gave definition and a sense of arrival to these streets. This gateway might be enhanced with a limited number of street trees.

**Northeast Gateway.** This gateway is shaped by the Catholic Church, followed by several old structures on both sides of the street. A largely unused parking lot is found on the east side of Wentworth Street. Many houses are very close to the street, but some have substantial yards where regularly spaced street trees could be placed. This gateway is perhaps the least commercial of the four and has a more intimate residential scale.

## **Parking Supply and Locations**

An issue always of concern to merchants and other businesses is the supply of parking. There has been a prevailing perception that if only there was more parking, the problems of downtown would be solved. Yet many studies have found that the availability of parking is of less importance to consumers than many other factors having to do with the quality and diversity of offerings, service, and similar factors. Nevertheless there has to be a reasonable amount of parking available, even if less than most people think.

At the present time, it is the consultants' judgment that the Kittery Foreside district (particularly the Wallingford Square area) does not have a shortage of parking supply in the aggregate. During multiple visits to the district, the consultants always found multiple parking spaces available on-street regardless of the time of day or night. Some of the parking is not distributed where principal activity occurs and some of it is available but private, and would require funding to be available. The parking supply is as follows:

**Table 4.1: Parking Supply**

On-Street Parking	76
Off-Street, Public Ownership	71
Off-Street, Commercial	347
(For clients, customers, and/or employees)	
Off-Street, Semi-Public/Leasable	235
Total	729
U.S. Government (Gate 1)	117

The on-street parking is public parking and is principally located on Government Street, Wallingford Square, and Walker Street (although there is no designation shown on the pavement). The off-street parking is found around the two Rice Library buildings. Much of that is limited to the users of the library. However, there is an

unpaved area south of the main building which historically had been available for lease on a monthly basis to Shipyard workers, but now it stands largely vacant due to lack of demand.

The off-street commercial category represents those developments and uses which provide all or most of their parking needs on their own sites. Examples include the Fleet Bank, the Sparkle Spot, and other buildings with their own supply.

The final category is the off-street semi-public or leasable supply. The semi-public spaces consist principally of on-site or off-site parking lots owned by churches which are used mostly on Sundays. Some of these spaces have been leased during the week (usually to Shipyard workers) when there was demand. At present these lots are mostly empty. The final category is leasable lots owned by individuals. These are usually small scale parking lots of 10 to 20 spaces created by property owners to meet the Shipyard demand. Most of the spaces now sit unused. Sometimes an active business needing parking sits near to these vacant spaces and yet for some reason they remain vacant. The map of the following page shows the distribution of parking in the district.

### **Parking Demand**

The demand for parking can be measured in a variety of ways. The two most common are based on industry standards and zoning requirements. Specific industries (i.e. shopping centers, office parks, etc.) conduct their own studies to determine how much space they should provide for their users. Zoning ordinances also set parking standards. Sometimes they closely parallel industry standards, but many times they do not. Zoning ordinances may have other policy objectives (like limiting development) and hence the standards are sometimes excessive. Furthermore, standards appropriate for part of the community may be inappropriate for other areas depending on the existing development pattern. For this analysis, the demand is based on the current zoning ordinance and a proposed zoning amendment laid out in this report. The demand is shown below.

**Table 4.2: Estimated Parking Demand**

	Current	Proposed Zoning <sup>1</sup>
Assembly	170	33
Bed & Breakfast Inns	14	14
Industrial/Warehouse/Misc	33	33
Office/Professional	135	84
Retail/Banks	182	80

	Current	Proposed Zoning <sup>1</sup>
Assembly	170	33
Restaurants	210	94
<b>TOTAL</b>	<b>744</b>	<b>317</b>

1 Based on the parking requirements in the zoning amendment proposed in Chapter 5.

The parking demand in the current zoning ordinance in the consultants' judgment is excessively high. It relies on demand requirements that may be appropriate for the level of activity found on the Route 1 strip, but is clearly not appropriate for the Kittery Foreside district. Even assuming these standards were appropriate, finding that amount of off-street parking would be impossible without the wholesale destruction of many existing buildings to make way for the needed parking.

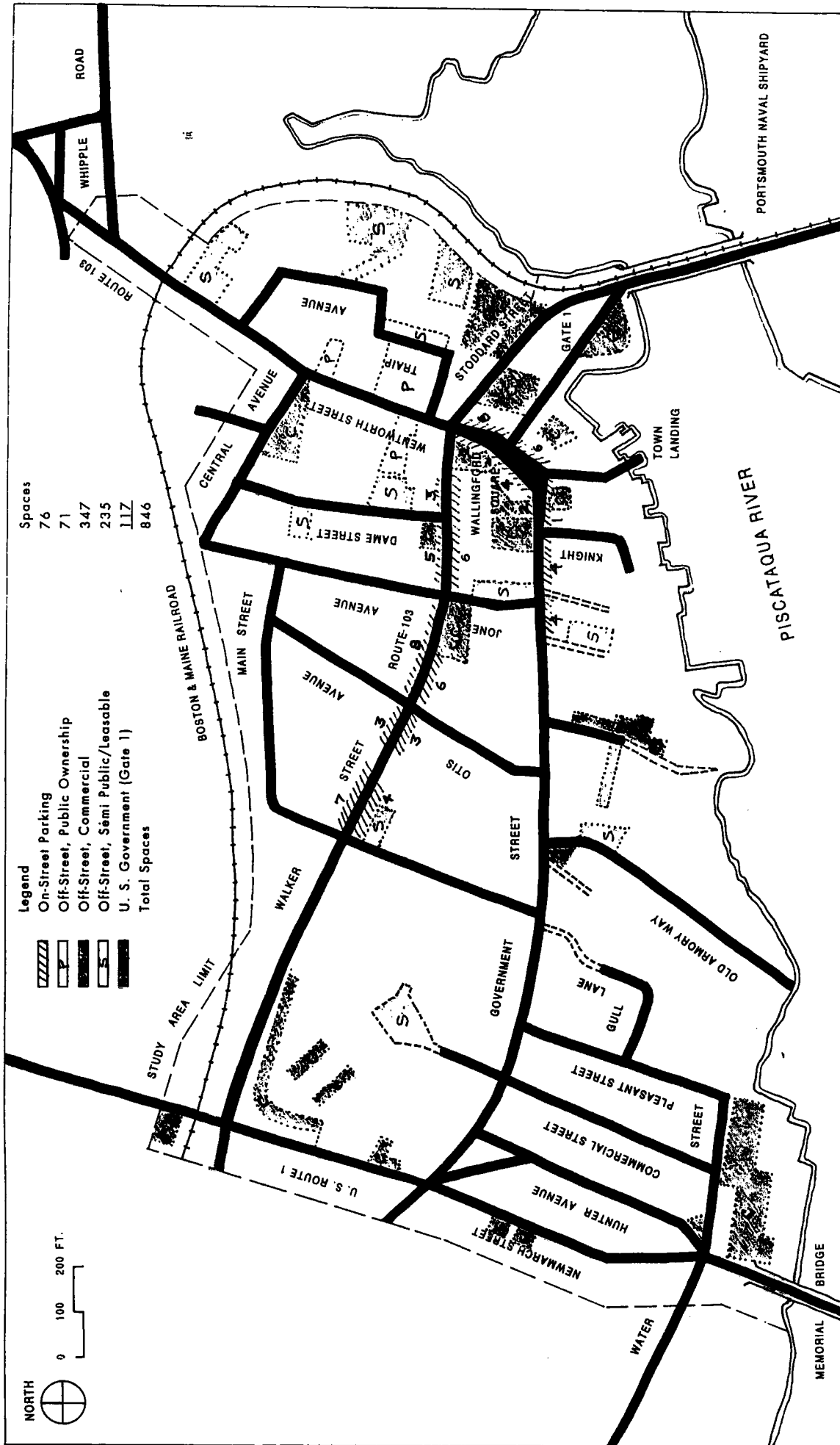
Furthermore, the existing zoning ordinance assumes that all parking demand needs to be met at the same time. Of course, everyone knows this is not the case. For example, churches have their demand on Sundays when most other businesses are closed. The Masonic organization meets at night, also when most businesses are closed. Some uses have early morning demand and some have late afternoon or evening demand. For example, housing units need space in the evening and night, and during the day many of their occupants are at work. Therefore, the proposed zoning ordinance (See Chapter 5) was designed to reflect these complex realities.

It can be seen that even under the current zoning, the demand and supply are about equal. However, with the revised demand, there are about 2.3 parking spaces of supply for each parking space of demand. In other words, there is more than enough supply to meet current and almost any foreseeable future commercial demand based on a more realistic set of demand requirements.

### **Broader Transportation Challenges**

The Kittery Foreside Committee had discussed ways to make the Foreside district more accessible to the driving public and to find other creative ways to link it with the malls and/or downtown Portsmouth. For example, they suggested a trolley from the malls and water shuttle from downtown Portsmouth.

The consultants conducted an overview assessment of these options, and made the following observations. First, the road network is generally adequate to provide access



# **Revitalization Strategy for Kittery-Foreside District**

## **Inventory Plan - Parking**

into the core area of Wallingford Square. Walker Street is a high volume well-laid out contemporary street. Government Street is relatively narrow for all of the functions that it performs and might benefit from one-way eastbound movement into Wallingford Square with parking on one side and a continuous sidewalk in the other.

The principal problem of perceived inaccessibility has to do with a lack of directional signage. In order to be successful, however, this signage needs to have crisp graphics, be coordinated, and be carefully located at all of the gateway locations. (See Design, Chapter 6).

The consultants believe that it is premature to recommend a shuttle trolley between Kittery Foreside and the malls. We do not believe that there is currently a critical mass of activity that would be of interest to tourists, unless just a narrative trip through old Kittery is all that is envisioned. Even that, at present, would be of limited interest. However, once there is physical change in the Foreside and once there are additional activities and tourist amenities (like restaurants, etc.), then a shuttle concept should be re-visited in a few years.

Similarly, the consultants believe that Kittery Foreside as a destination of a water shuttle would prove to be of little interest for the reasons articulated above. The Kittery waterfront and the Shipyard are of interest to riders on water from boats, but at present these are likely to be based in Portsmouth, which is the center of tourist-based activity. In the future, Kittery Foreside may be of interest as a potential stop.

A local entrepreneur who runs horse drawn carriages in Portsmouth has attended a couple of the Kittery Foreside forums. She believes there may be a market for carriage rides in Kittery Foreside in the future. If that happens, it will enhance the character of the district.

## **Conclusions and Recommendations**

The inventory and analysis of traffic and parking suggests a number of conclusions could be drawn which, if implemented, could enhance the potential for the revitalization of the Kittery Foreside district. Overall, even though the roads are in generally good condition, there are a number of exceptions in very visible locations which adversely affect the overall perception of the district. The roads around John Paul Jones Park are in the worst condition, but fortunately the Town's highway department has early plans to correct these inadequacies.

Similarly, the sidewalks need some upgrading because many have reached the age for replacement. Here again the Town does have a sidewalk replacement program, and the Town crew has been trained to install concrete sidewalks with granite curbing. However, due to time limitations they are not able to install at the rate that might be needed.

The gateway locations were discussed in detail earlier and ideas for their improvement were suggested. Those ideas will be explored more fully in the Design Component (Chapter 6) of this report. However, several recommendations are offered to improve the John Paul Jones Park gateway area. Detailed recommendations are provided in the following paragraphs.

**Recommendation 4.1:** Since the John Paul Jones Park area is one of the most important gateway areas into the Kittery Foreside district, and since several steps are needed to improve its quality, this recommendation deals with traffic issues (other recommendations are made in the Design Component, Chapter 6).

**Tasks:** 1. Form a special task force of the Kittery Foreside Committee to take responsibility for monitoring and facilitating the implementation tasks. 2. Grind and repave Hunter and Newmarch Streets from Government Street south to the Badger's Island bridge. 3. Repair and/or replace sidewalks on the east side of Hunter Street and remove private shrubbery that intrudes on the travelway. 4. Remove and replace public highway signs with a coordinated signage system. 5. Consider removing the left turn leg that cuts diagonally through the north end of the Park if studies show that it can be removed. 6. Add sensor timing devices at the Government Street and Route 1 intersection traffic signals to reduce waiting time when there is no traffic using the other lanes.

**Responsibility:** Special Task Force of Kittery Foreside Committee to work cooperatively with Public Works Commissioner, the Town Council, and State highway officials. Implementation is the responsibility of the Town and State.

**Priority:** Varies depending on tasks, with Tasks 1, 2, and 3 as Priority One; 4 as Priority Two; and tasks 5 and 6 as Priority Three.

**Timeline:** 1997 through 1999

**Estimated Cost:** To be Determined (TBD) with primary funding from Town and State.



**Recommendation 4.2:** There are several sidewalk improvement needs in the district other than those mentioned in the previous recommendation. For example, there is no sidewalk on the east side of Wentworth Street between Traip Avenue and the Rice Library. That segment is important because it provides a pedestrian link between the library and Wallingford Square. In addition, some of the sidewalk components on Government Street need replacement/upgrading and missing components need to be added. Finally, major sidewalk improvements are needed in Wallingford Square. However, these sidewalks should only be replaced when redesign of the Square is complete as shown in the Design chapter.

**Tasks:** 1. Design Committee of the Kittery Foreside Committee should take the primary responsibility for recommending and advocating the sidewalk improvements.  
2. Develop an annual prioritized replacement/upgrading of sidewalk segments with the Wentworth Street segment being the highest priority.

**Responsibility:** Design Committee working cooperatively with the Public Works Commissioner and staff, and funding from the Town's annual sidewalk replacement budget.

**Priority:** Three

**Timeline:** 1997 through 1999.

**Estimated Cost:** TBD based on linear feet replaced annually. Funds would come from annual sidewalk replacement budget.

**Recommendation 4.3:** The consultants examined the traffic circulation options particularly as they related to Wallingford Square. Despite a desire by some to have two-way traffic through the Square, it did not appear to be feasible because of narrow street widths in selected locations and the loss of the most parking of three options. Similarly, the consultants concluded that a one-way pattern in a clockwise direction had more disadvantages than advantages. The final conclusion was that the existing traffic pattern should be maintained because it requires the least amount of road improvements, it loses the least amount of parking, it allows for Government Street to become inbound (east) to Wallingford Square and it builds on a familiar traffic pattern.

**Tasks:** 1. Have the Design Committee (or subcommittee thereof) investigate the pros and cons of having Government Street inbound (easterly flow) because of the opportunity of creating parallel parking on the south side and a continuous sidewalk on the north side.

2. Work with the Town's streetscape design consultant to finalize the traffic pattern and layout of the traffic flow in the Jones, Government, Wallingford Square, and Walker Streets block.

**Responsibility:** Design Committee or a subcommittee thereof.

**Priority:** Three

**Timeline:** 1998-1999

**Estimated Cost:** TBD, part of Wallingford Square improvements.

**Recommendation 4.4:** The Kittery Foreside district would benefit from a larger supply of publicly controlled parking in close proximity to Wallingford Square. A logical location is on the south side of the Rice Library, which has been used for parking in the past on a leased basis. It is currently owned and controlled by the Trustees of the Rice library, a non-profit organization that provides library services for the Town's citizens and receives most of its funding from municipal taxes. The lot is currently sloped and unpaved, and therefore it is unstriped. It can park as many as 50 cars, but when laid out for public circulation and striped, it would likely have a capacity of 40 or somewhat less. Since technically this property is not owned by the Town (even though the Library is supported by Town taxes), it would be necessary to discuss such a plan with the Trustees and to reach consensus between the parties for the parking lot to be created.

The Kittery Foreside Committee should also explore other parking options like leasing the Congregational Church lot during the week if there is an additional demand for off-street parking and releasing to users who have a need.

**Tasks:** 1. Create a task force with membership from the library Trustees, the Town Council, the Town Attorney, and members from the Kittery Foreside Committee to explore the options.

2. Identify needs and desires of all stakeholders.

3. Lay out a parking lot configuration at the Rice Library.

4. Determine the benefits and costs to each stakeholder.

5. Reach consensus to allow lot to be created and assign responsibilities for implementation.

6. Explore other off-street parking options, including leasing space from the Congregational Church should downtown demand justify it.

**Responsibility:** Special Task Force with membership as above.

**Priority:** Two      **Timeline:** 1998

**Estimated Cost:** TBD depending on layout.

## Overview

Zoning ordinances are the typical way that a community regulates its land use and controls the density of development. Other regulatory tools such as subdivision regulations, sign ordinances and building codes exert additional controls over the development pattern. These regulatory controls, depending on how they are drafted, can act as a stimulus or an impediment to certain types of development. Such regulations can be so restrictive that they impede virtually any type of development. Over the long term such restrictions have the effect of causing economic disinvestment in buildings and decreasing the value of such property.

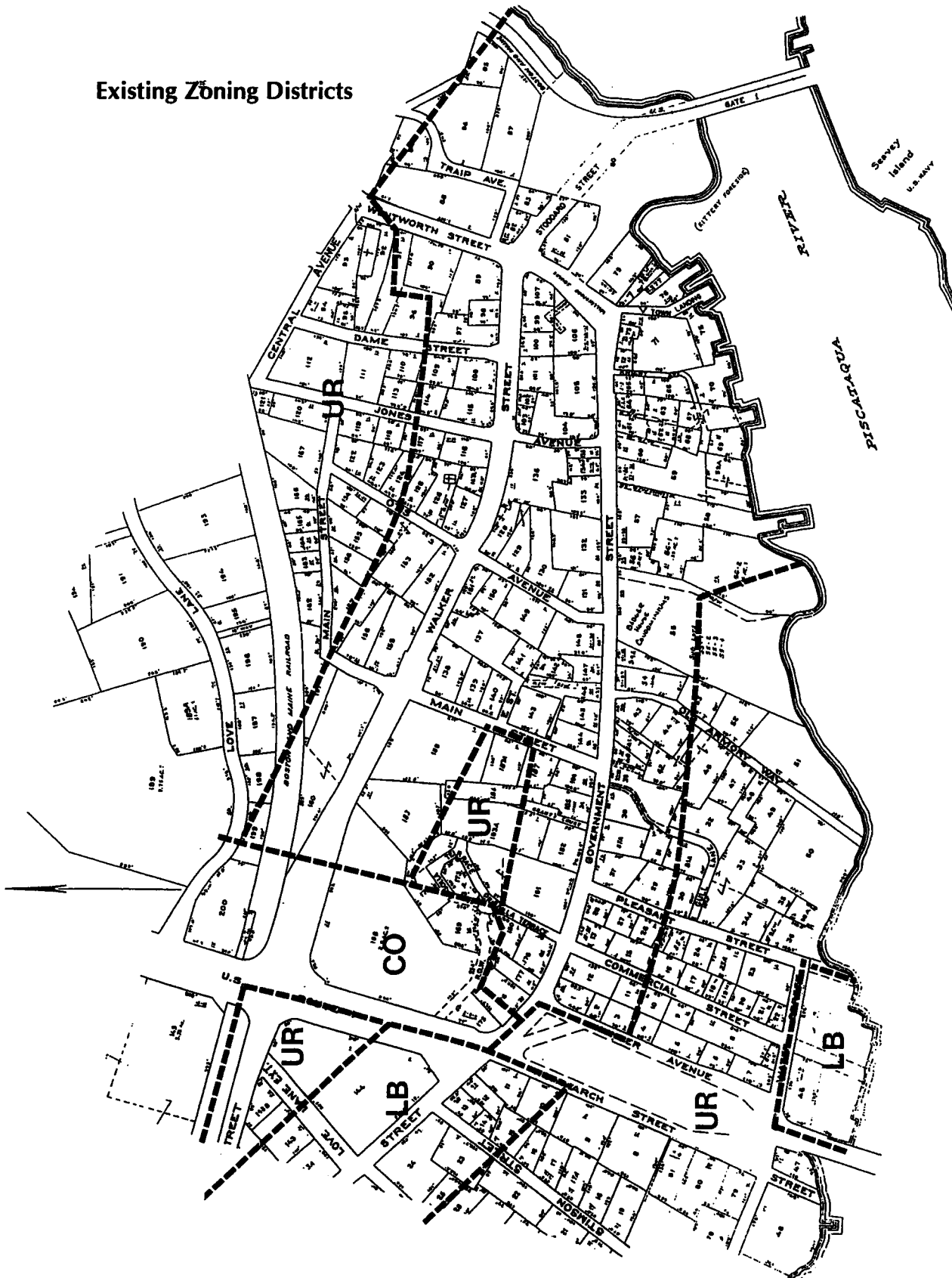
Part of the consulting assignment was to examine the Town's existing zoning ordinance to determine what effect, if any, it was having on the development of the Kittery Foreside area. This chapter reviews the existing Zoning Ordinance and makes recommendations for the Planning Board and the Town Council to consider.

## Existing Ordinance

The Kittery Foreside District currently has three different districts—Local Business, Urban Residence, and Commercial. Most of the area is Local Business, a small amount is zoned Commercial along Route 1, and the Urban Residence is located in the southern end and the northern end of the district. The Local Business district is one of the most flexible districts in Kittery which allows both commercial and residential use (although at a very low density of one unit per 20,000 square feet by invoking the Urban Residence characteristics). See the Existing Zoning Map on the following page.

**Use Pattern:** The Kittery Foreside District is predominantly mixed use in character. The west end (Route 1) and the east end (Wallingford Square area) are predominantly commercial in character. The Government and Walker Street corridors also have a variety of commercial activities located along them. The shoreline along the river also has commercial and fishing activities as well. The balance of the area is predominantly residential in character with structures ranging from single family units up to about 8 to 10 apartment units per building. The residential uses typically far exceed the density permitted in the Urban Residence district which prevails throughout the Kittery Foreside area.

# Existing Zoning Districts



**Lot Sizes:** The existing lot sizes are varied, ranging in size from about 2.5 acres down to about 2178 square feet, according to the Town's tax records. Based on a survey of 222 lots (almost all of the district), the average lot size is about 9900 square feet. Of the total, 205 of those lots (about 92 percent) are less than 20,000 square feet in size, the minimum lot size for residential lots. Some 32 percent of the lots are less than 5000 square feet in size. In other words, the average size of the lots in the district is fairly small, and a majority of the lots are well below the 20,000 square feet size required for all residential uses.

**Dimensional Characteristics:** Since this area was mostly developed prior to the advent of zoning, there has been a very compact development pattern. Many of the buildings, particularly commercial, were built right along the lot lines and even residential structures have modest setbacks. Since the Assessor Maps do not have buildings placed on them, it is not possible to determine how many properties fail to meet the setback requirements. But from observations of existing conditions, it is likely that many buildings violate current setback requirements.

The Local Business dimensional characteristics are fairly minimal in many respects. There is no minimum lot size, and no maximum building coverage, and no minimum open space requirement. The minimum front yard is 30 feet and the side and rear yards are 10 feet each. All of the above apply to the commercial uses only.

If residential uses are contemplated in the Local Business District, then compliance with the Urban Residence district characteristics is required. For the Urban Residence, the minimum lot size is 20,000 square feet, the minimum lot area per dwelling unit is 20,000 square feet; minimum lot front yard is 30 feet and minimum side and rear yards is 15 feet; maximum building height is 35 feet, and maximum building coverage is 20 percent of the lot area. These characteristics are far more restrictive than the Local Business district and in most respects they are far greater than can be provided in this largely built up area of the community.

The Commercial district has the following standards: minimum lot size - 40,000 square feet; minimum street frontage - 150 feet; minimum front yard - 30 feet, with some buffer provisions; maximum building height - 40 feet; maximum building coverage - 40 percent. This district is designed to provide for commercial development in previously undeveloped land areas where such dimensional standards can be reasonably employed.

**Parking Requirements:** Current parking standards, particularly those which were developed for the Route 1 commercial strip, provide a very severe burden for anyone trying to reuse existing property. Many commercial properties cannot provide any off-

street parking or very little because the existing building covers most or all of its lot. As a result, either relief must be obtained from the Board of Appeals or the building cannot be reused. From interviews with Kittery Foreside businesses and the Kittery Foreside Committee, it appears that the off street parking requirements have been a substantial stumbling block for reuse of properties in the district.

The existing Zoning Ordinance requires that off-street parking shall be provided when there is any change of use (or new construction or alterations). Thus, any time an existing building has a change of use, the parking requirements are invoked. Most building lots cannot supply it. Many prospective tenants or owners simply abandon proposed developments rather than apply for required variances from the Board of Appeals.

**Conclusion:** The overall conclusion is that even though the Local Business district is fairly flexible, the invocation of the Urban Residence restrictions and the excessive parking requirements have adversely affected reuse potential of the Kittery Foreside area. The task is to develop a flexible district that will allow a mixture of uses and will allow existing buildings to be reused without constantly having to seek relief from the Zoning Ordinance.

### **Overview of Proposed Zoning**

The proposed zoning ordinance was developed by the consultants in draft form for discussion with the Kittery Foreside Committee and the Planning board. Based on their input a few revisions were crafted to address various concerns.

The proposed Kittery Foreside District is a reworking of the Town's current Local Business District to allow more realistic residential use of property, to allow a more realistic determination of parking demand, and to allow a flexible way to accommodate needs.

**Use Pattern:** Only a few changes were made to the permitted uses. Dwelling units of all types (excluding mobile homes) are permitted up to 12 dwelling units per lot based on a new density standard. Almost all of the other permitted uses are retained, and a few uses by right have been added—bed and breakfast inn, places of public assembly, including a theater, recreational marinas, and commercial boating and fishing uses and facilities. These changes are designed to reflect what is actually occurring in the area already and to reflect those uses which would be appropriate for the district.

**Lot sizes:** The current Local Business District has no minimum lot size but when there is a residential use it invokes the standard found in Urban Residence of 20,000 square feet. This requirement is unrealistic since 92 percent of the lots are below that size. This ordinance recommends a lot size of 5000 square feet which would reduce the non-compliance rate to about 32 percent.

**Dimensional Characteristics:** The minimum land area per dwelling unit has been reduced from 20,000 square feet per dwelling unit to 2500 square feet per dwelling unit to reflect more realistically the actual density and what you might expect to find in an urban village. The front yard has been reduced to 10 feet from 30 feet. The side and rear yards remain the same. The maximum height remains the same at 40 feet. Maximum building coverage at 80 percent and minimum open space at 10 percent have been defined explicitly where previously there was no maximum lot coverage and no open space requirement. While these standards are somewhat more restrictive than what currently exists in the Local Business district, they are less restrictive than what exists in the Urban Residence and Commercial districts.

**Parking Requirements:** First, there are several revised parking standards which more accurately reflect the likely demand in the Foreside area. They are more like what is customarily found in zoning ordinances. Second, there is a modest exemption allowed for the first three spaces of demand for each use to take into account the availability of on-street parking in the vicinity of the use. Third, the off-street parking can be supplied on-site, off-site, or in joint use parking lots either on-site or off-site. This allows for a flexible way to meet the demand. Kittery Foreside is very unusual in that it has over two hundred parking spaces that were created primarily to meet the needs of shipyard workers. These spaces are now largely vacant and could be used to satisfy parking demand from other lots. The concept is that parking should not be an impediment to the full use of existing structures. Empty structures deteriorate, adversely affect other structures, and decrease in value.

The proposed ordinance is provided on the following pages.



## **PROPOSED ZONING ORDINANCE**

The proposed zoning ordinance is spelled out below as it would appear in the Town's current Zoning Ordinance.

### **KITTERY FORESIDE ZONING ORDINANCE**

#### **3.4.11 Kittery Foreside District (KF)**

##### **A. PURPOSE**

To provide business, service, and community functions within the Kittery Foreside District and to provide a mix of housing opportunities in the historic urbanized center of the community and to allow for use patterns which recognize the dense built-up character of the district and the limitations for providing off-street parking.

##### **B. PERMITTED USES**

1. Dwelling units in single family, duplex, and multi-family configurations up to 12 dwelling units per lot, but excluding mobile homes.
2. Public open space recreational uses.
3. School (public or private including day care or nursery) municipal or state building or use, churches, or any other institution of educational, religious, philanthropic, or social nature, which is not used for residential occupancy.
4. Accessory uses including home occupation and church rectory.
5. Retail business and service establishments excluding those where the principal activity entails outdoor sales and/or storage.
6. Business and professional offices and financial institutions.
7. Shuttle service and ride sharing facilities.
8. Restaurant, coffee shop, bakery, cafes and similar food service operations but excluding drive-in facilities.
9. Art studio/gallery.

10. Grocery store, specialty food store.
11. Personal and/or business service.
12. Bed and breakfast inn.
13. Commercial or private parking lots to serve parking demand in the district or in other districts where off-site parking is permitted.
14. Recreational marinas and support facilities.
15. Commercial boating and fishing uses and facilities, provided only incidental cleaning and cooking of seafood occurs at the site.
16. Place of assembly, including theater.

#### C. SPECIAL EXCEPTIONS

1. Research laboratories.
2. Public utility facilities, including substations, pumping stations, and sewage treatment facilities.
3. Public recreational facilities, including movie theaters, and similar indoor facilities.

#### D. STANDARDS

1. The design and performance standards of Chapter 8 shall be observed except where specifically altered in this subsection.
2. The following dimensional standards shall apply:

Minimum lot size:	5000 sq.ft.
Minimum land area per dwelling unit	2500 sq.ft.
Minimum front yard	10 ft.
Minimum side and rear yards	10 ft.
Maximum building height	40 ft.
Minimum setback from streams, water bodies, and wetlands	
a) for water dependent uses	0 ft.

b) for all other uses, including buildings and parking	75 ft.
Maximum building coverage	80 percent
Minimum open space	20 percent

3. A lot with structure(s) already on it shall be considered as complying with the above provisions and shall not be required to seek a variance for such provisions provided that there is no further expansion of the non-conformity.

#### E. SPECIAL PARKING STANDARDS

**Preamble.** It is understood by the Town that the Kittery Foreside District is already largely built up and that many buildings either completely or almost completely cover the lot on which they are located. Therefore, it is not possible to comply with parking standards which would otherwise be required for open land. To encourage the reuse of existing structures as far a practical, the Town hereby establishes special parking standards and conditions for the use of existing buildings and property within the District.

##### 1. Revised Off-Street Parking Standards

Insofar as practical, parking requirements are to be met on-site unless an existing building covers so much of the lot as to make the provision of parking impractical in whole or in part. If meeting the parking requirements is not practical, then the parking demand may be satisfied off-site or through joint use agreements as specified herein.

Notwithstanding the off-street parking requirements in subsection 8.11.4.2, parking requirements for the uses below are modified as specified herein:

- a. Dwelling units regardless of how configured:  
1 parking space per dwelling unit
- b. Retail, business office, or bank facilities:  
1 parking space for each 400 sq.ft. of gross floor area
- c. Professional office  
1 parking space for each 300 sq.ft. of gross floor area
- d. Bed and breakfast inn  
1 parking space for each guest room

e. Church

None required, if primary use occurs on weekends

f. Restaurants

1 parking space for each 100 sq.ft. of gross floor area used by the public.

For each use in the district, the total parking demand shall be calculated using the standards above or in Section 8.11.4.2 if not modified above. Then each use shall be exempt from providing off-street parking for the first three required spaces. For uses requiring a demand of greater than three, then the off-street parking is to be provided on site and/or in accordance with Sections 2 and 3 that follow:

## 2. Off-Site Parking

Required off-street parking may be satisfied at off-site locations provided such parking is on other property owned by the applicant or is under the terms of a contractual agreement that will insure such parking remains available for the uses served. Applicant shall present evidence of a parking location and a contractual agreement to the Town Planner for the Town to review and approve.

## 3. Joint Use Parking

Required off-street parking may also be satisfied by the joint use of parking space by two or more uses if the applicant can show that parking demand is non-conflicting and will reasonably provide adequate parking for the multiple uses without parking overflowing into undesignated areas. Non-conflicting periods may consist of day time as opposed to evening hours of operation or weekday as opposed to weekends or seasonal variation in parking demand. In making this determination under development plan review, the Planning Board shall consider the following factors:

- a. Such joint parking areas must be held under ownership of the applicant or under terms of a contractual agreement that insures such parking remains available to all users of the shared parking spaces
- b. Analysis is to be based on a "most frequent basis," not a "worst case" scenario.
- c. Joint use parking areas must be located within reasonable distance to the uses served, but do not need to be located on the same lot as the uses served.
- d. Ease and safety of pedestrian access to shared parking by the users served, including any improvements or shuttle service necessary.

- e. Such joint parking areas must not be located in residential zoning districts of the Town of Kittery.

The Planning Board shall make a final determination of the joint use and/or off-site parking spaces that constitute an acceptable combination of spaces to meet the required parking demand.

### **Conclusions and Recommendations**

**Recommendation 5.1** Changes in zoning customarily require consensus building among various stakeholders who have different points of view as to which components are important. The Kittery Foreside Committee or one of its subcommittees or a special task force should build consensus among the various constituent groups before bringing the final document to the Planning Board.

**Tasks:** 1. Seek consensus among constituent groups. 2. Revise, as required, and then send to the Planning Board for their recommendations and action by the Town Council.

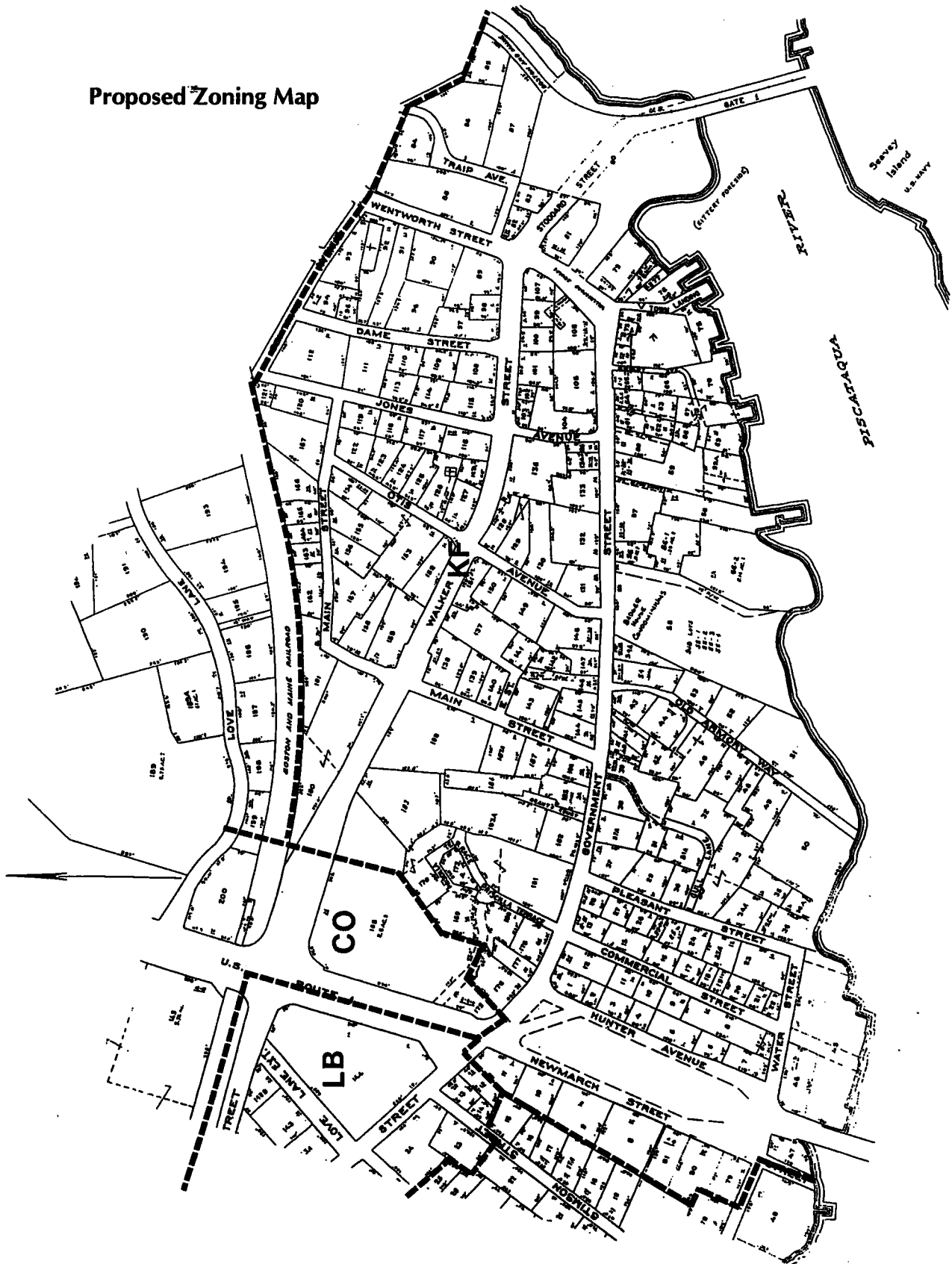
**Responsibility:** Kittery Foreside Committee or subcommittee.

**Priority:** One

**Timeline:** By the end of 1997

**Estimated Cost:** For reproduction expenses.

# Proposed Zoning Map



## **Overview**

The design component of a revitalization strategy is perhaps the most exciting element because, when properly executed, it results in physical changes that are often dramatic. These changes become the benchmarks against which progress is measured. On the other hand, they take time and often an investment by the private and public sectors which can be substantial. Without these investments, however, revitalization success is often difficult. This chapter lays out a strategy for the public and private investment that is needed as one of the keystones to revitalization success.

The physical quality of any downtown will play an important role in decisions about where to shop or where to locate an office, and where to establish services. Consumers have become accustomed to the environments of shopping malls where all design elements are carefully thought through. Interior fountains, trees, lighting, colorful flags, and food courts all create a soothing environment designed to inspire purchasing. While malls are visually stimulating, they have similarities that make it difficult to distinguish one from another.

Unlike malls, community centers have unique design characteristics and elements that reflect their history and the ways in which they developed. Distinct public buildings (like the Rice Library), public parks (like the John Paul Jones Park), monuments (like the Sailors and Soldiers Memorial), and traditional commercial buildings from various historical periods all create a distinctive character and physically define the community. These features cannot be duplicated and once gone they are difficult to replace.

There is no specific formula for a design approach; it only requires an appreciation of a downtown's unique assets and a commitment to quality improvements that are compatible with the existing environment. Years of deferred maintenance, inappropriate alterations, and out of scale signs obscure the richness and character of traditional commercial structures. But many of these alterations can be corrected, and the fundamental soundness of the original design can be reasserted.

Design affects a number of elements besides buildings. Public infrastructure, marketing materials, and parking areas are also involved. All components that communicate a visual message should be addressed including buildings, public improvements, signs, parking, and graphics. All of these elements are discussed in greater or lesser detail in this chapter, but the primary focus is on public streetscape

improvements because the Kittery Foreside Committee felt that this element was important to address.

On the next page is a design opportunities map which illustrates where various improvements could be made within the Kittery Foreside district. The principal improvements are discussed in greater detail in the paragraphs that follow.

### **Public Infrastructure Improvements**

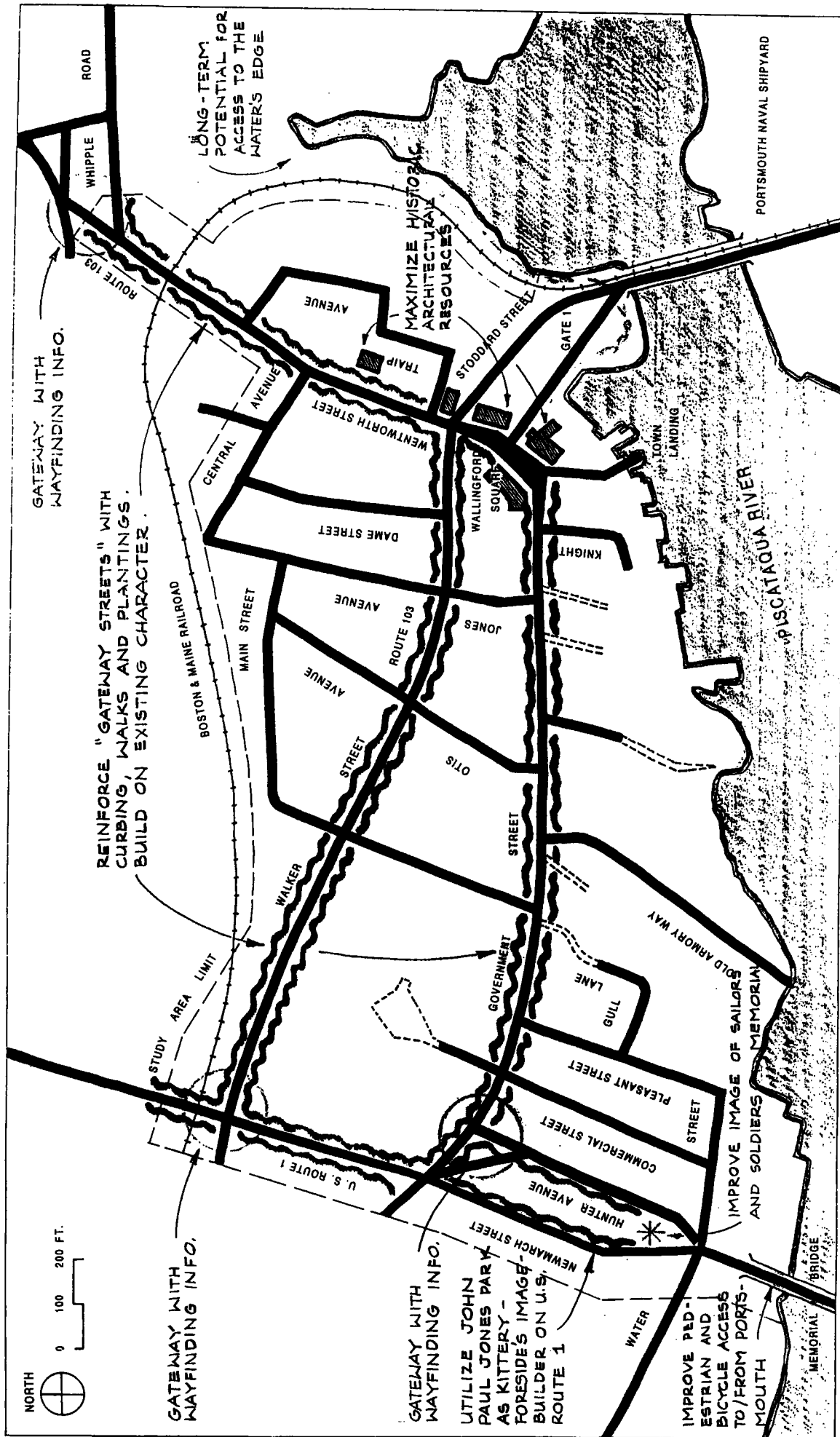
Public infrastructure elements include sidewalks, streets, lights, benches and trash receptacles, plantings, utility lines and poles, and other elements that support downtown pedestrian and vehicular activity. These elements were originally designed to support the private sector buildings and usage patterns. Public improvements were also thought of as supporting the design of the surrounding urban environment. A successful public improvements scheme builds on the historic precedents and supports the private sector functions.

This analysis focuses primarily on Wallingford Square, which was the historic center of commercial and governmental activities, and was the primary location of the larger commercial structures.

**Wallingford Square.** Wallingford Square has a limited inventory of public improvements and very little of what would be called amenities. It has an oversized but funnel shaped street layout which is in satisfactory condition. There are only two principal storm drains in the square proper to handle storm runoff. The remainder of the runoff flows to the adjacent waterfront area. There are concrete sidewalks of 7 to 8 feet width along the front of all buildings in the Square. They are generally in fair condition with some cracking and spawling. In some cases there is excessive curb height, making transitions to the street difficult. Lighting is by cobra head street lights mounted high on wood electric/telephone service poles. There is no public landscaping (street trees, flowers, etc.) in the Square nor any street furniture, drinking fountains, public art or pedestrian spaces (parks, plazas, etc.). On-street parking is head-in on the east side and parallel on the west side of the street. The head-in parking is not of sufficient depth and subsequently parkers in front of the Sugrue Block actually force drivers out of the right travel lane that connects to Wentworth Street northbound.

In short, Wallingford Square can only be described as utilitarian in nature and with virtually no amenities that would make it a pleasant place for pedestrians and consumers.





## Revitalization Strategy for Kittery-Foreside District

### Analysis Plan - Design Opportunities

Stafford Consulting Group, Ltd.

Sasaki Associates, Inc.

March, 1997

As part of the development of schematic designs, the consulting team conducted a day long workshop in the Rice Library. When the workshop was open to the public, some 50 business people, residents, public officials, and committee members participated and offered constructive comments about design alternatives. A subsequent public forum was held and additional feedback was obtained from the public during that session as well.

As a result of the public input and the analysis, a design has been developed which illustrates numerous improvements in order to alter the physical environment dramatically from how it appears today. The consultants believe that this is an essential step in the revitalization process to alter fundamentally the perception of the Wallingford Square area. The physical layout is shown on the next page and described below. In addition, several of the street furniture elements are shown on succeeding pages.

The overall concept is to narrow the widest part of Wallingford Square in terms of traffic flow so that there are two lanes of channelized traffic. The balance of the space will be recaptured for the pedestrian through widened sidewalks. All head-in parking will be removed and replaced with parallel parking. It will mean the loss of about 9 parking spaces in the square area. However, through other off-site gains nearby it is anticipated that there will be no net loss of parking spaces.

All of the sidewalks in Wallingford Square will be widened by at least 5 feet and in some areas by as much as 10 feet. Most of the new sidewalks are expected to be concrete with either brick or granite accent material. This widening concept is vitally important because it allows the introduction of street trees and planting beds to create seasonal color. It is also important because it might be possible to allow some of the business activity to "spill out" into the Square. The most common activity on sidewalks are upscale coffee and pastry shops. Cafe Brioche in Portsmouth is an example. Of course, in Europe virtually every town has a town center where cafes and restaurants have seating out on sidewalks or public plazas. This enlivens and enriches the streets by creating a hub of human activity.

Considerable time was spent discussing snow removal concerns with the Public Works Commissioner. As a result of these discussions, the curblin configuration was altered to make snow removal easier. However, the proposed design will require a new approach to snow removal on sidewalks. Essentially, it will necessitate use of a sidewalk plow with a blade about four feet in width. This approach is very common in other communities, and the consultants believe it is a small price to pay for the benefits that will be derived from the enhanced environment in Wallingford Square.

Other design elements include lights, benches, and trash receptacles. Lights are envisioned to be pedestrian scaled with the light standard only about 12 to 14 feet above the ground. Two styles are recommended for consideration: either an acorn style or a nautically inspired style. The acorn style was found in Kittery in the 1920s (when two of the three buildings were built) and the other style, while more contemporary, picks up on Kittery's nautical heritage. The consultants do not recommend colonial style lights which are much earlier than the prevailing architecture. See photographs of luminaires on the following pages.

Benches are designed to be handsome, comfortable, and simple, not tied to any particular architectural period. The recommended bench is a strong slatted metal. Similarly, the trash cans are designed to withstand abuse and to complement the other street furniture. See design options that follow.

This project could be done on a phased basis so that only a portion of the Square would be torn up at a time. It could either be done sequentially during one summer construction season, or it could be done during two construction seasons. Also, it is designed so that some of the work could be done by the Town's sidewalk crew because of the materials selected.

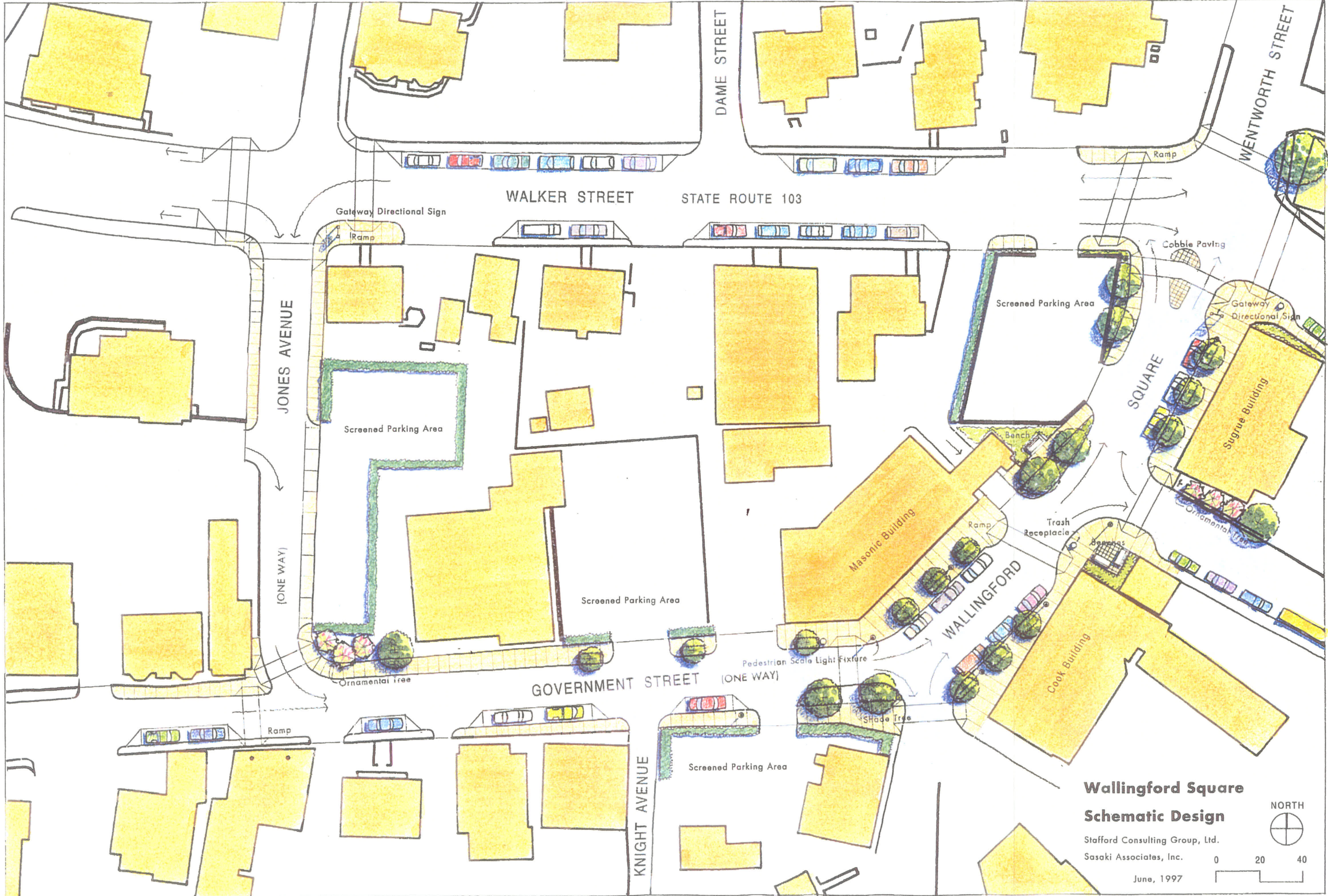
**John Paul Jones Park.** This park is the only public open space on the Kittery Foreside district. It is attractive, but could be even more dramatic than it is now. The Park is ringed by matching pairs of different trees on either side of the park. There are maples, crab apple, ginko, little leaf linden, white pines and spruce trees at various locations. The dominant physical feature is the bas relief bronze sailors and soldiers monument.

In recent years the park has become somewhat overgrown as the tree plantings have matured. The pines and spruces at the northern end of the park have begun to obstruct vistas. At the south end, crab apple trees affect the view of the monument. The monument base is obscured by shrubbery that has become somewhat overgrown, by benches inappropriately placed by a local service club, and by a flagpole at the south end of the park.

The center of the park is used for informal games and the turf is beaten down in some places. Furthermore, the activity has created a low spot in the center where there should be a slight crown.

The final detrimental factor is the helter skelter signage that runs along the edge of the park. There are both public highway signs and private signs for churches and businesses in the Wallingford Square area. It is unclear why these multiple private





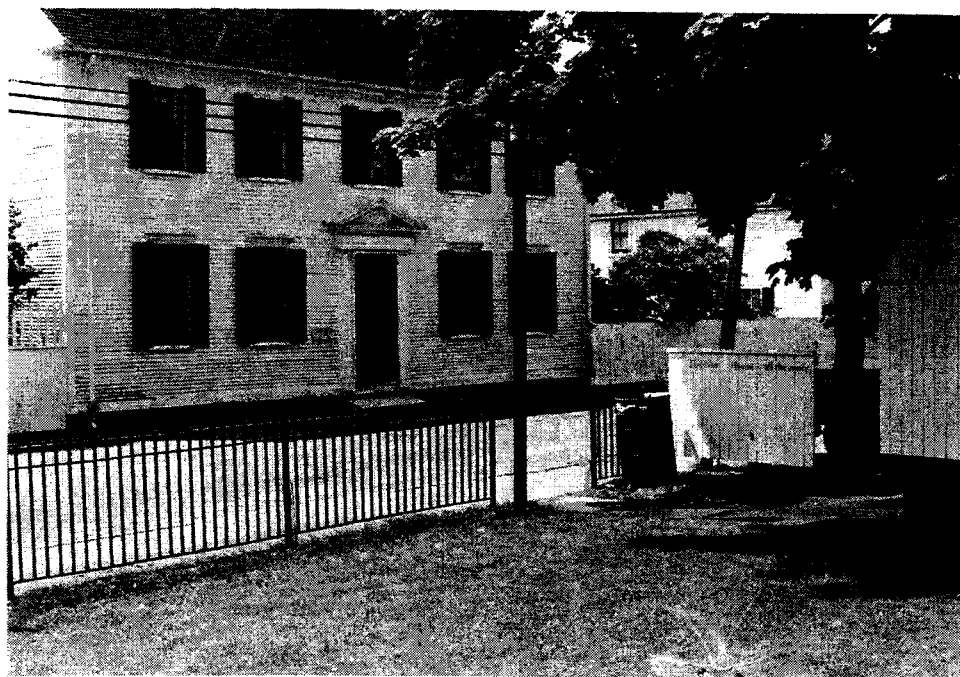
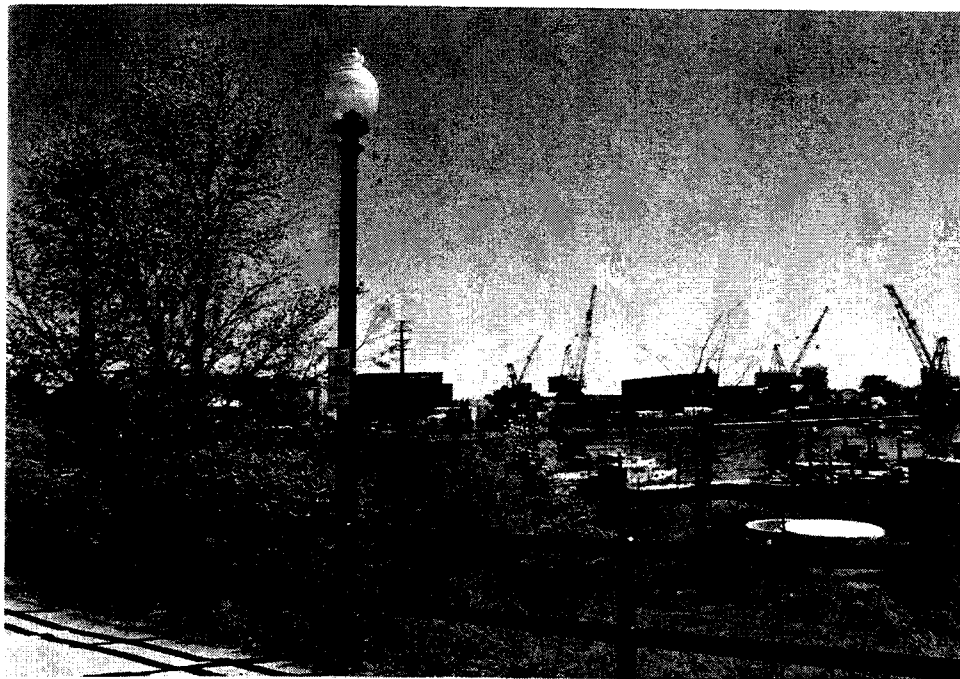
**Wallingford Square  
Schematic Design**

Stafford Consulting Group, Ltd.  
Sasaki Associates, Inc.  
June, 1997





## Street Light Options



## Park Bench Design



## Trash Receptacles



## Street Trees

Redmond American Linden



Green Mountain Sugar Maple



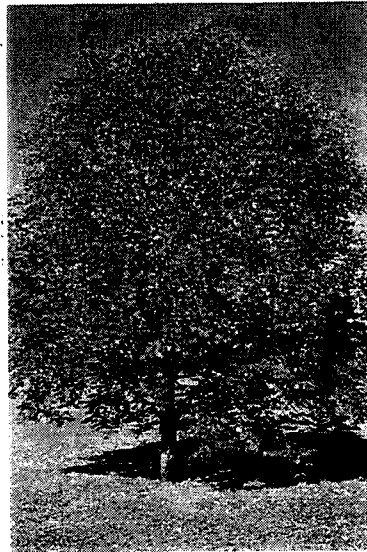
Skyline Honeylocust



Aristocrat Callery Pear



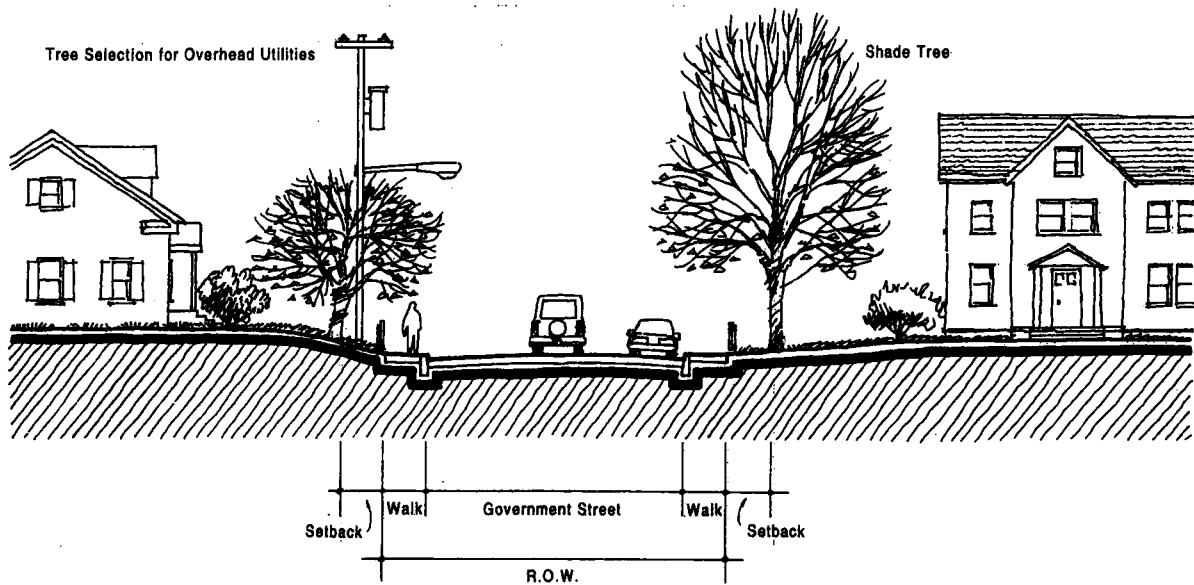
Autumn Purple White Ash



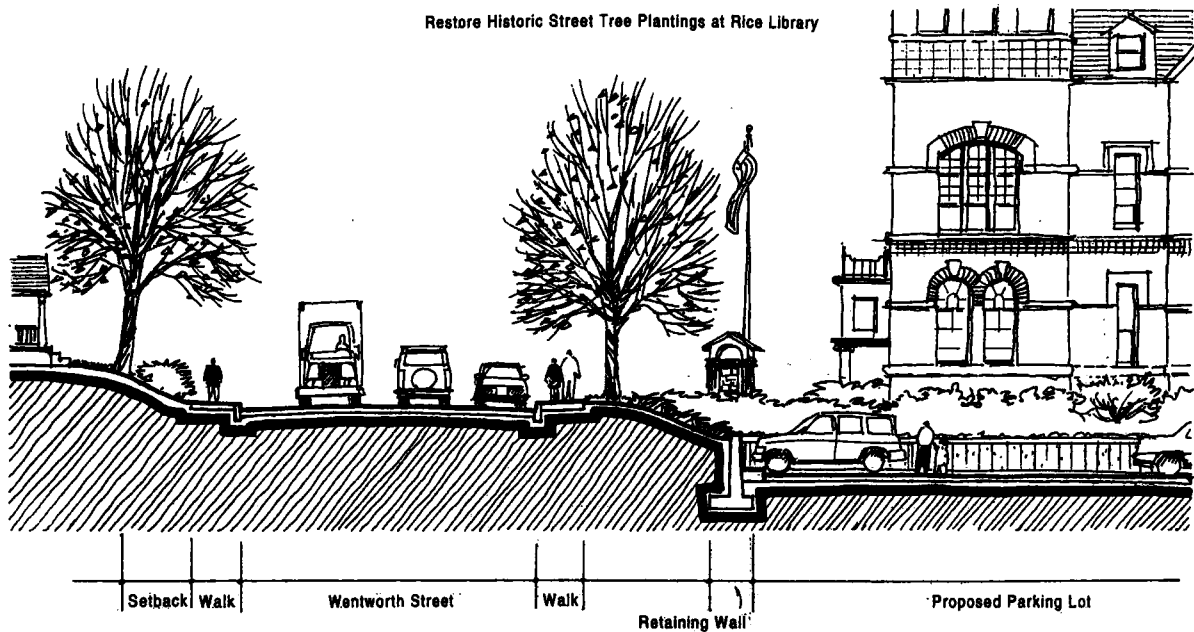
Shademaster Amur Corktree



## Street Cross Sections



## Typical Planting on Government Street



## Street Trees and Slope Planting at Proposed Rice Library Parking Lot



signs are permitted on public property, but as currently laid out they contribute to visual pollution of the park.

The park could be enhanced by selective thinning and pruning of trees, by the removal of shrubs and replacement with seasonal color, by dramatically lighting the monument, by clustering all permitted signs, and by developing a colorful and clearly designed directional guideway sign system, moving the flagpole to the north of the monument, and replacing the urns which were on the monument.

**Guideway Signage System.** A guideway signage system is designed to create a specific identity for the Kittery Foreside Village Center, to provide comprehensive directions to the Village center, and to provide a cluster of signs at each location to avoid visual pollution, now found at several locations along Route 1.

The consultants designed a guideway signage system which is shown on the following page. There is a large distinctive round medallion at the top which creates the visual identity for the village center through color and elegant graphics. Underneath that are directional arrows. Below the arrows are message units. They can either be generic or specific advertising. For example, it could say "antiques," "churches," etc., or it could say "Horne's Antiques" or "St. Mark's Methodist Church." The problem with the latter approach is that there are too many businesses to be individually listed.

In terms of placement, there are several locations which are important. One should be located on the northbound side of Jones Park directing traffic down Government Street. A second should be located at the Walker Street and Route 1 intersection. Preferably it should be two-sided so that northbound traffic and southbound traffic can see it simultaneously. A third sign (two-sided) should be located on the south side of Walker Street at the intersection of Jones Avenue, directing traffic down Jones to get into Wallingford Square. Finally, there should be a medallion only at the entrance to Wallingford Square. Other signs can be added as funding permits.

**Facade Improvements.** Another area that impacts design quality is the treatment of building facades. It is also an area where there is the first visible evidence of positive economic change in the district. A rehabilitated store front or a series of sign changes can create enthusiasm that propels a revitalization effort to a new level of activity. Interestingly, some of these changes can prove to be fairly inexpensive to improve the appearance of a storefront.

The consultants evaluated the three principal buildings in Wallingford Square—the Sugrue Block, the Cook Block and the Masonic Building. The first two buildings have

Typestyles:  
Copperplate 31AB  
UltraCondensed Serif  
UltraCondensed Sans 1

3'-3" dia.

Welded flanges  
for sign panel  
mounting

6"

3 1/2"

Typestyle:  
Futura  
Condensed  
Regular



Typical arrow  
postions

Message 1

Message 2

Message 3

Message 4

Message 5

Message 6

Message panels  
mounted with  
5/16" tri-groove  
security machine  
screws and  
tri-groove security  
nuts

Post and sleeve  
mounting,  
poured in place  
footing

#### Graphics:

Logo disk & message panels-  
painted surfaces (Matthews  
Polyurethane) with vinyl  
graphics and copy  
Typefaces as noted

#### Fabrication:

Logo disk- aluminum panels  
Arrow panel - .090" aluminum  
Message panels - .090" aluminur  
Sign posts/cross members -  
steel tube

#### Color/Finish:

**WHITE** - 3M Scotchlite Refl. viny  
**BLUE** - match 3M Scotchal  
Shadow Blue  
**AQUA** - match 3M Scotchal  
Dark Aqua  
**CORAL**- match 3M Scotchal  
Coral

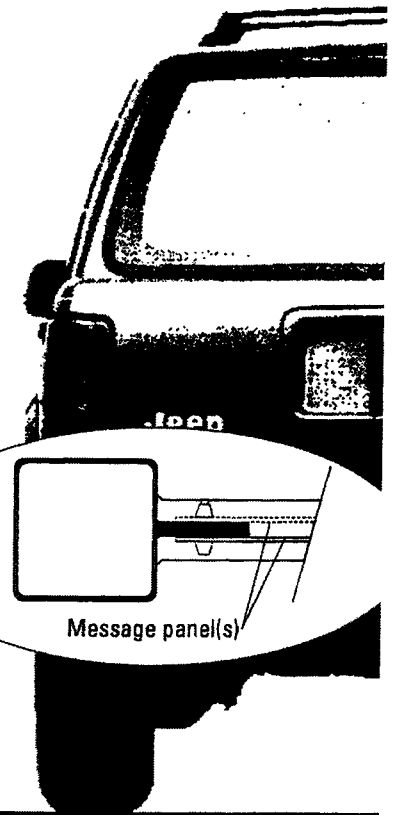
#### Installation:

Post and sleeve mounting, pour  
in place concrete footings

4" square post

Structural cross-member

10'-6"



Message panel(s)

**Stafford Consulting Group, Ltd.**  
**Sasaki Associates, Inc.**

Issued	Description	PROJECT	SHEET TITLE	DRAWING
6/4/97		Kittery-Foreside Town Center Kittery, ME	Scale: 3/4" = 1 - 0" SA# 61839.00 Drawn: BP	Concept Design Gateway Directional Sign <b>G.1</b>

not been substantially altered from their historical design. Hence, they can be brought back to their original design with relatively modest modifications. Unfortunately, the original storefronts in the Masonic Building were substantially changed a few years ago so that the original storefronts were lost and the important relationships of window openings to solids were adversely affected.

Both the Sugrue Block and the Cook Block suffer from signs that are out of scale, poorly executed and have poor color choices. In addition, on the Sugrue Block one of the original storefronts has been covered up with cedar shingles, a material not appropriate for the building. On the following pages a facade analysis and recommendations are made for each of these buildings.

The consultants have had preliminary discussions with the owners of the Sugrue Block. They have indicated a willingness to participate in a facade improvement program by removing the inappropriate materials and by working with the store owners to redesign all of the signs on the building which are oversized, not color coordinated, or use inappropriate typefaces. These changes will have a strong visual impact on Wallingford Square. Based on previous experience, such changes can cause excitement that things are happening in the downtown.

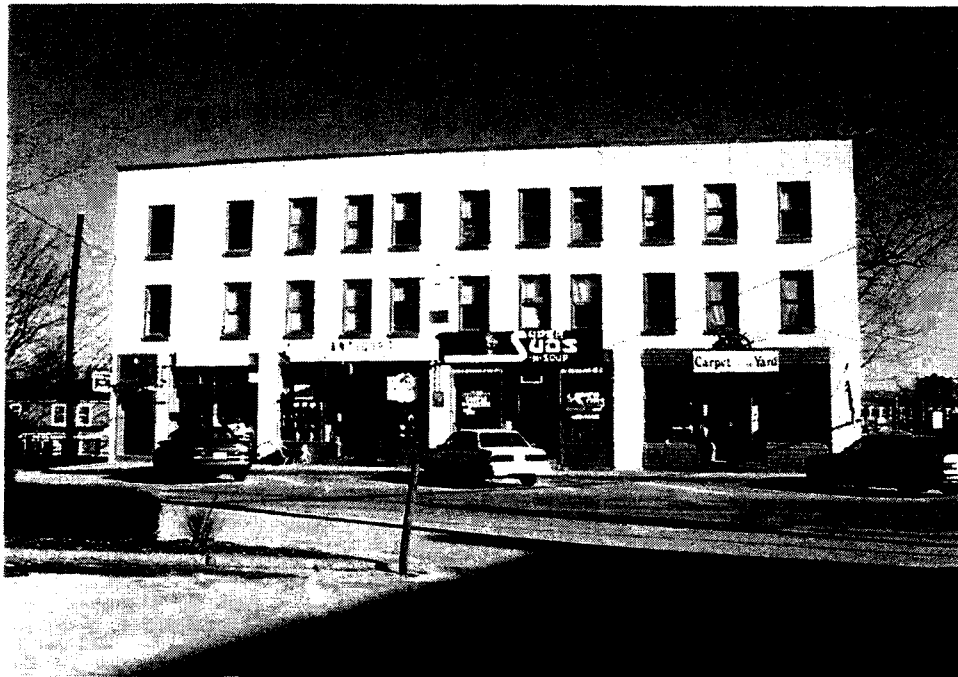
### **Waterfront Improvements**

The Kittery Foreside district has the unfortunate attribute of having an interesting waterfront that is almost hidden to landside users. Both the topography and the densely sited buildings have made viewing the waterfront almost impossible. Furthermore, even some buildings that have direct waterfront views have turned their backs on these views. Perhaps that is because Kittery's waterfront is industrial and working in character rather than a pristine natural environment. Yet working waterfronts are very active and full of diverse interest.

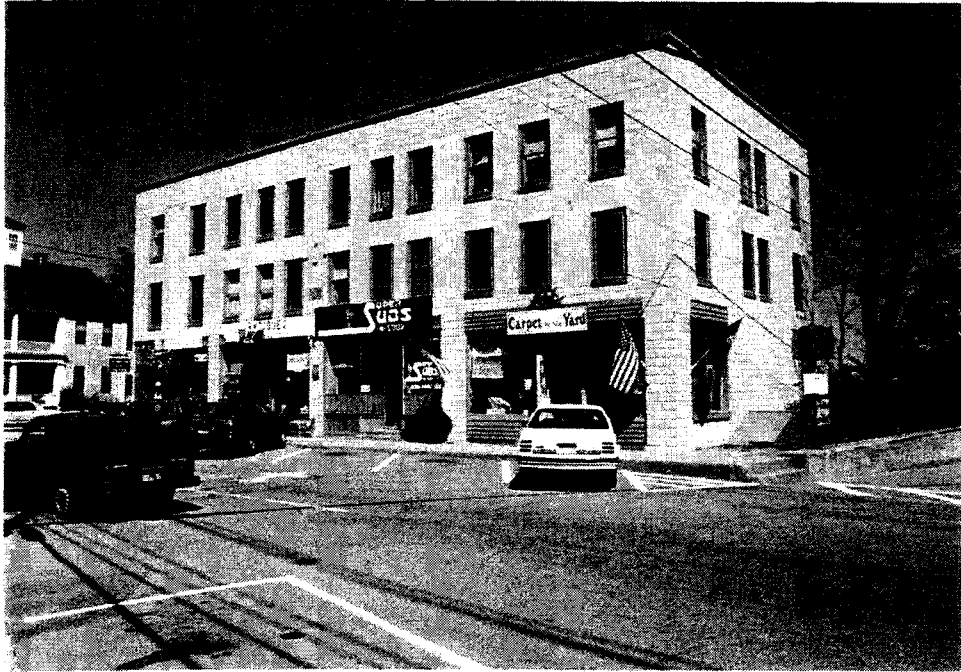
The consultant also found that much of the waterfront between Warren's Restaurant and the Cook Block has been developed with water dependent uses and buildings. Thus without massive takings of private property it seems unlikely that there would be any possibility of a pedestrian walk along the waterfront.

The only area where the potential for a pedestrian walkway exists is around the tongue of land owned by the U.S. Government for the Gate 1 entrance to the Naval Shipyard. A strip of open waterfront land exists between the Cook Block and the Visitors' Office. Additionally, there is open and ragged land east of the railroad track that enters the Shipyard.

## Sugrue Block



## Sugrue Block



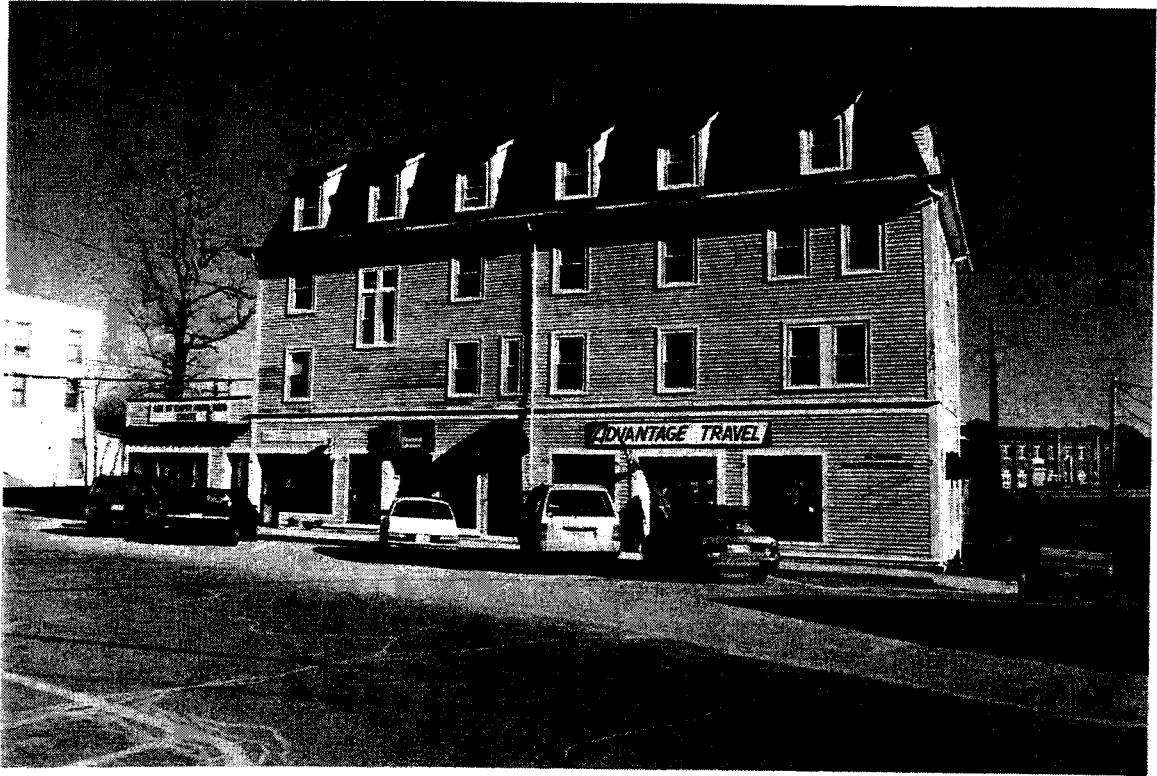
### Facade Analysis

- Original storefront modules are substantially intact
- Oversized and poorly placed signs not consistent with original sign band
- Visual clutter on glass and in windows
- Inappropriate facade materials (cedar shingles) on one storefront
- Storefront colors uniform but lack "punch"

### Recommendations:

- Remove all existing signs which obscure sign band and replace with signs that fit in sign band
- Establish secondary signage on glass in a coordinated band
- Remove clutter from windows
- Remove cedar shingles and repair original storefront
- Select stronger storefront colors for all storefronts
- Select coordinated location for flags

## Cook Block



### Facade Analysis

- Original facade substantially intact
- No coordinated sign band for store signage
- Oversized, poorly placed, and poor color choice signs
- Visual clutter in windows
- Paint on building is peeling

### Recommendations

- Establish coordinated sign band location and size
- Remove existing signs and replace with new coordinated lettering on new sign band
- Repaint body of building
- Establish secondary signage on glass in coordinated band

## Masonic Block



### Facade Analysis

- Original cornice banding (3<sup>rd</sup> floor) removed
- Windows on third floor blocked with plywood
- Raw aluminum windows stand out
- Bank sign placed in inappropriate position
- Storefront renovation has poor window to solid ratio, no transoms, loss of vertical piers

### Recommendations

- Reopen blocked windows and replace as needed
- Replace storm windows with double glazed windows as close to originals as possible in design
- Remove second floor bank sign
- Place signage on existing sign band
- Replace storefronts (long term) with design that is consistent with historic layout of windows, transoms, and piers

These open areas provide selected vistas but they don't show particular promise for a linear park. The vista near the Visitors' Office to the southwest provides an interesting glimpse into Kittery's working waterfront.

The Town does have a municipally owned landing which is currently used by fishermen to stock and unload boats. It is a working pier. At low-tide the dock is about 15 feet above the water, which makes it difficult to use by anyone other than large fishing boats.

If the Town pier were to be used by a water shuttle or passenger-carrying boat, a float and gangway would have to be developed for use at low tide. These facilities can be very expensive, and would be difficult to justify in the short run. The consultants see the waterfront improvements as a long term opportunity that should be pursued when the timing is right.

## **Conclusions and Recommendations**

The consultants believe that the most likely way to initiate change in the Kittery Foreside district is to improve the physical environment through public and private investment. It can be done initially with incremental and limited private sector investment. Even investments of a few thousand dollars can yield dramatic change which then changes attitudes about the direction of the district in the future.

But fundamental change in public infrastructure and the streetscape must also be made by the public sector, in this case, the Town of Kittery. The Town must be willing to invest its own funds to yield a positive return in the future in terms of increased business, more economically viable buildings, and ultimately buildings that yield higher taxes for the Town.

The recommendations that follow lay out a strategy for both private and public improvements to the Kittery Foreside district.

**Recommendation 6.1.** The initial step in the design area is to work with both building owners and store owners to make needed improvements to facades. The most cost effective changes are with signs, sign bands, and colors. These changes can often be made for a single store for less than \$2,000. But they require someone to be an advocate, someone who understands design and what is important to change, and who has the ability to work with the building owner, the signmaker, and other specialists if needed. This work can be done by a volunteer trained in architecture or by a



consultant hired by the Kittery Foreside Committee. This effort requires ongoing supervision and coordination to be successful.

**Tasks.** 1. Form a Design Committee and a subcommittee to focus on storefront issues. 2. Meet with selected building owners to determine interest in making changes. 3. Follow up with the Sugrue Block owner to coordinate the final plans with all parties—building owners, store owners, carpenters, sign makers, and painter. 4. Monitor progress of each change. 5. Celebrate successes by giving awards and notifying the press of the positive contributions.

**Responsibility:** Kittery Foreside Committee or a special subcommittee focusing on storefronts with consulting assistance as needed.

**Priority:** One      **Timeline:** Ongoing

**Estimated Cost:** For design consulting assistance, \$500 to \$5000 or more depending on scope and length of assistance. For storefronts, \$1000 and up depending on scope of work and current condition, usually paid by building and/or store owners.

**Recommendation 6.2.** Creating a guideway signage system to remove visual pollution and to direct traffic to the Kittery Foreside Village Center is a high priority objective. A special task force needs to seek consensus on a sign design, to find the precise locations for the signs, to obtain estimates, and to secure funding for their construction and installation. When installation occurs all of the other signs polluting the park and streets should be removed.

The Kittery Foreside Committee should be aware that the timing of installation is important. Ideally, there should be some physical change in the Wallingford Square area before the signs are installed. Otherwise people may wonder what the fuss is about and why they are being directed to an area with little activity. Perhaps, the installation should coincide with some new special event like a summer fish market or some other event.

**Responsibility:** Special Task Force of the Design Committee or the Committee itself.

**Priority:** One      **Timeline:** by mid-1998

**Estimated Cost:** \$3000 to \$5000 per sign (one side) with a smaller extra charge for an additional side. Perhaps a local metal fabricator and signmaker could develop the sign at a lower price.

**Recommendation 6.3.** The John Paul Jones Park is another highly visible asset that needs attention as part of the gateway improvement. With just a few modifications and enhancements the park could be stunning. The work involves tree trimming, selective thinning, removal of overgrown shrubs and replacement with seasonal flowers, coordination of signing, lighting of the monument, and eventual lighting of the perimeter of the park, and a carefully designed and low height welcome sign placed at the apex of the park. The consultant will conduct an on-site walk with a representative of the Kittery Foreside Committee to explain exactly where the changes should take place.

**Tasks:** 1. Form a special task force of the Design Committee to take on this assignment. 2. Work with a trained landscape architect to supervise the tasks to be accomplished. 3. Seek the services of a nursery to assist in accomplishing some of the heavy work on a voluntary basis. 4. Find a voluntary organization like the Garden Club to adopt the park for beautification and ongoing support maintenance. 5. Seek removal of the many single signs and replacement with one coordinated signage system directing people to the Kittery Foreside Village Center. (See actual design of a prototype earlier in this chapter.)

**Responsibility:** Design Committee of Kittery Foreside Committee with special task force.

**Priority:** Two.

**Timeline:** 1997-1999 and annual maintenance.

**Estimated Cost:** \$2500 to \$5000 for tree work without donations; up to \$5000 for miscellaneous other tasks without donations; about \$3000 (est.) per light standard installed. Seek in-kind donations to offset costs.

**Recommendation 6.4.** The physical improvements to Wallingford Square are the centerpiece of the revitalization strategy in order to make that area a sought after location for businesses and a desirable place for consumers. Even though a conceptual design has been laid out, more detailed design work is needed prior to the construction phase. The first priority is to retain a firm like Sasaki Associates to prepare a final design which is suitable for the construction phase. They will also have to rely on surveyors who must prepare a base plan, civil engineers, and lighting consultants to prepare the final plan.

**Tasks:** 1. Use the Design Committee with ad hoc representative from the Town staff and from businesses who will be affected. 2. Secure funding commitment from the Town for the survey design and engineering consultants and hire that expertise.

3. Prepare the detailed design in consultation with the stakeholders and seek consensus among all affected groups. 4. Seek funding from the Town either from current revenue, or a bond issue, and/or from intergovernmental transfers to pay for the construction phase. 5. Monitor the construction process.

**Priority:** One.

**Timeline:** 1997 through 1999.

**Estimated Cost:** Surveyor for base plan: \$2500 to \$5000. Design, engineering, and construction management fees are customarily about 10 percent of total construction cost. Construction cost is estimated to be in the range of \$170,000 to \$310,000, depending on final design and type and quantity of materials used, and the locations to be improved. See the preliminary budget on the following two pages.

**Recommendation 6.5.** Part of the quality of the Kittery Foreside district is its large single and groves of trees. Some of the trees provide character to the streetscape, but for the most part they are private property because there is almost no room within the public right-of-way. The Town should establish an ongoing planting program for annual planting in the district. It should be similar to the Rogers Road project in which trees can be planted on private property with the permission of property owners if there is no room in the public right-of-way. Other plant materials such as woody shrubs and even flowers should be part of the planting program.

**Tasks:** 1. Work with the Town to establish an annual planting program. 2. Identify specific locations for tree planting, with an initial focus on the Government Street and the Walker Street corridors and the stretch of Wentworth Street between the Rice Library and Wallingford Square. 3. Provide advice on tree species, shrub species, and flowers, to the extent needed. 4. Select local streets as a second priority.

**Responsibility:** Design Committee in consultation with the Conservation Commission and the Public Works Commissioner.

**Priority:** Three

**Timeline:** Annual

**Estimated Cost:** \$3000 to \$5000 per year for tree and other planting depending on species and size of plant material. From 10 to 20 trees per year can be planted with this level of funding. Seek institutional donors (like banks) to match Town funding for all types of planting.

## Preliminary Cost Estimates

<b>Wallingford Square Zone</b>				
Item	Quantity	Unit	Unit Cost	Cost
Demolition	2895	SF	\$ 3.00	\$ 8,645
Utilities	Allowance	LS	10,000.00	10,000
Curbing	780	LF	20.00	15,600
Asphalt Paving	1220	SY	2.50	3,050
Cobble paving	330	SF	15.00	4,950
Concrete walk	7805	SF	4.00	31,220
Street trees	19	EA	600.00	11,400
Tree Pits	17	EA	600.00	10,200
Planting beds	500	SF	5.00	2,500
Lighting	9	EA	3,000.00	27,000
Benches	3	EA	1,000.00	3,000
Trash receptacles	3	EA	800.00	2,400
Wayfinding sign	1	EA	4,000.00	4,000
Sub-total				134,005
Contingency	25%	LS		33,501
Total				167,506
<b>Government Street Zone</b>				
Item	Quantity	Unit	Unit Cost	Cost
Demolition	1,480	SF	3.00	4,440
Utilities	Allowance	LS	10,000.00	10,000
Curbing	410	LF	20.00	8,200
Asphalt overlay	985	SY	2.50	2,643
Concrete walk	3,360	SF	3.50	11,760
Street trees	7	EA	400.00	2,800
Tree pits	7	EA	600.00	4,200
Planting beds	300	SF	5.00	1,500
Lighting	0	EA	3,000.00	-
Benches	0	EA	1,000.00	-
Trash receptacles	0	EA	800.00	-
Sub-total				45,363
Contingency	25%	LS		11,341
Total				56,703

<b>Walker Street Zone</b>				
Item	Quantity	Unit	Unit Cost	Cost
Demolition	680	SF	\$ 3.00	\$ 2,040
Utilities	Allowance	LS	1,500.00	1,500
Curbing	90	LF	20.00	1,800
Asphalt Paving	0	SY	2.50	-
Concrete walk	655	SF	3.50	2,293
Street trees	0	EA	400.00	-
Tree Pits	0	EA	600.00	-
Planting beds	0	SF	5.00	-
Lighting	0	EA	3,000.00	-
Benches	0	EA	1,000.00	-
Trash receptacles	0	EA	800.00	-
Sub-total				7,633
Contingency	25%	LS		1,908
Total				9,541
<b>Jones Avenue Zone</b>				
Item	Quantity	Unit	Unit Cost	Cost
Demolition	830	SF	3.00	2,490
Utilities	Allowance	LS	3,000.00	3,000
Curbing	250	LF	20.00	5,000
Asphalt overlay	555	SY	2.50	1,388
Concrete walk	2353	SF	3.50	8,173
Street trees	0	EA	400.00	-
Tree pits	0	EA	600.00	-
Planting beds	0	SF	5.00	-
Lighting	0	EA	3,000.00	-
Benches	0	EA	1,000.00	-
Trash receptacles	0	EA	800.00	-
Wayfinding sign	1	EA	4,000.00	4,000
Sub-total				24,050
Contingency	25%	LS		6,013
Total				30,063

<b>Summary</b>			
Wallingford Square Zone			\$ 167,506
Government Street Zone			56,703
Walker Street Zone			9,541
Jones Street Zone			30,063
Subtotal			263,813
Survey			5,000
Design & Engineering			39,572
Total Budget			\$ 308,364

**Overview**

As mentioned in the Introduction of this report, the National Main Street Center believes that a successful revitalization program must have four components—economic restructuring, design, organization and promotion. The tasks for which the consultants were hired centered on the design and economic restructuring with additional tasks focusing on traffic, parking, and rezoning recommendations (all broadly part of the design component). However, the scope of services was not designed to address organizational and promotional components. Nevertheless, the consultants have opted to provide some introductory information in this chapter on these components.

**Organization**

Establishing a viable organization is the key to a successful revitalization program. A solid organizational base should be a primary goal of the revitalization entity, according to the national Main Street Center. The organization provides the stability needed to build a long term effort. It must be well structured and well funded, and committed to a long term effort.

According to the National Main Street Center, a successful downtown revitalization program has the following characteristics: 1. widespread community support; 2. broad based community representation in an advisory capacity; 3. a distinct constituency; 4. a clear, shared sense of mission and a well-defined set of goals and objectives; 5. committed dependable funding; 6. multiple working committees; 7. full-time management; 8. a well thought out work plan based on the four points; 9. a commitment to work and succeed over time; and 10. a strong public-private partnership.

In order to succeed, the organization must involve groups and individuals from various constituencies. Groups commonly represented include merchants, property owners, the Chamber of Commerce, financial institutions, civic clubs, historic preservation organizations, consumers, town government, regional planning commissions, schools, and the media.

The organization can be based in other existing organizations like the town government, the Chamber of Commerce, a downtown merchant's association, an existing downtown development organization, or it can be a newly created organization. There are advantages and disadvantages to affiliation with any existing

organization. Normally, a new independent organization is preferable because it has its own distinct agenda for downtown revitalization, and it can bring people together in an objective environment not influenced by the agenda of the existing agency.

The Kittery Foreside Committee is an informal organization appointed by the Town. However, at this point it does not have independent legal status as a non-profit organization with its own Board of Directors, by-laws, and separate funding. Neither does it have any staff. Finally, it has a very small official group of only nine members.

This report points out the need for the establishment of at least four committees—one for each of the four component areas. In addition, special subcommittee or task forces are recommended to undertake special assignments.

As the Kittery Foreside Committee moves toward implementation, it will be essential to broaden the membership of the organization and broaden the participation of the constituent groups affected by revitalization. It is the consultants' judgement that a number of property owners and business owners much be recruited and fully engaged in the revitalization program that will benefit them.

The amount of work outlined in this report is unlikely to be carried out exclusively by volunteers. It simply is too time consuming, comprehensive, and long range for volunteers to handle. Most successful Main Street programs have either a part time or a full time staff person designated as a program manager. Support services can often be provided on a cooperative basis out of Town Hall or some other organization that has full time staff.

The Kittery Foreside Committee should start thinking about how it recruits and pays for a part or full time program manager. It should also start the process of recruiting new members to fill out the committees and to give them specific tasks to complete.

With the completion of this report, the real focused work of the Kittery Foreside Committee is about to begin.

## **Promotion**

The Main Street Center strongly believes that image, the community's impression of the downtown, is an important factor in a successful downtown revitalization effort. Their chapter on promotion says, "promotion strengthens the downtown's image and marketability in several ways: by changing community attitudes; by creating a unified image; by strengthening the downtown as the center of community activity; and by



broadening perceptions of the downtown." Promotional programs are the tools that communicate positive change.

There are three types of promotional activity for the downtown: retail promotions are designed to promote the goods and services offered by downtown businesses and to generate immediate sales; special events are traffic-building events meant to generate eventual, not immediate, sales for downtown businesses; and image-building promotional activities designed to help reverse negative perceptions of the downtown.

Retail promotion is self-explanatory and commonly understood. It can involve retail sales by a group of merchants at reduced prices, sometimes with a unifying theme like Dollar Days. Retail events, unlike sales, do not rely on reduced prices but promote convenience, service, or variety. They might involve an Invited Hours promotion, where customers are invited at a special time and served wine and cheese or are assigned a special sales assistant.

Special events are designed for the longer term. They can be designed to appeal to specific consumers or can be staged as community celebrations involving everyone. Market Square Day in Portsmouth is an example of a special event designed to showcase the city. Common themes for special events include community heritage where there is a celebration of local history, the arts, commerce, or other characteristics special to the town; social occasions for health fairs, sports events, concerts, or car shows; and traditional holidays.

Image-building promotion is an ongoing campaign designed to combat any negative perception there is about the downtown. It is also designed to help establish a marketing identity for the downtown. Publicizing the downtown's revitalization successes is also a function of image-building promotion.

In order for image-building promotion to succeed, the revitalization organization must define its desired image to create its unique place in the marketplace. Many components must be analyzed in order to create the most appropriate marketable image by evaluating assets and determining what appeals to the tastes and preferences of the community.

The Kittery Foreside Committee has already developed some experience in promotion by holding events, workshops, and revitalization planning sessions. But as it moves toward implementation, this promotional program must be expanded in order to bring about the desired success.

## **Conclusion and Recommendations**

The overall conclusion is that the Kittery Foreside Committee, as it is currently structured, with a small membership of nine, was appropriately sized for the early planning efforts. However, as it moves to the next stage of the revitalization process, it will be critical to expand and diversify its membership in order to undertake all of the many tasks required of a successful revitalization effort. The consultants observed during the consulting process that those directly affected, such as business owners, building owners, and business managers, were surprisingly passive, disinterested, or uninformed of the revitalization efforts that the Committee is pursuing. This attitude and lack of involvement must be changed.

**Recommendation 7.1:** The first step in the process is for the Kittery Foreside Committee to hold a strategy session to recruit new members and to identify all of the committees and task forces it will need to carry out the tasks in this report. At least four major committees will need to be formed.

**Tasks:** 1. Convene a strategy session to identify recruitment needs. 2. Define all of the committee and task force assignments required. 3. Meet with various stakeholder groups and explain the proposed revitalization program. 4. Recruit new members for all of the committees, task forces, and subcommittees. 5. Prepare formal table of organization, bylaws, and consider incorporating as a 501(c)3 non-profit so that donations are tax deductible.

**Responsibility:** Kittery Foreside Committee.

**Priority:** One

**Timeline:** By September 1997

**Estimated Cost:** Minimal.

**Recommendation 7.2:** The second step is to find a program manager on a part or full time basis who will work for at least three program years to kick-start the implementation of this revitalization program. It could be someone already employed by the Town, Chamber, or some other entity who could be made available to the Kittery Foreside Committee part-time on a loaned basis. It could be a recent college graduate who wants to make a name for him/herself; or it could be someone retired who has a high energy level, organizational skills, and even fund raising skills. The next step is to find a creative way to fund this person. It could be jointly funded by the Town, by grants, and/or by dues of the membership and businesses.

**Tasks:** 1. Convene a strategy session to identify skills needed, tasks to be accomplished, potential sources of shared assistance, and potential sources of funding. 2. Prepare a job description and characteristics of an ideal candidate. 3. Meet with potential fundings sources. 4. Select and employ a program manager.

**Responsibility:** Kittery Foreside Committee.

**Priority:** One

**Timeline:** By end of 1997

**Estimated Cost:** For full-time recent college graduate, \$20,000 to \$30,000 a year, for salary; probably less for shared employee or retired executive. Operating expenses would be extra.

**Recommendation 7.3:** On the promotional side, a committee needs to be formed to deal with all types of promotional events. However, a special event should be given serious thought to plan for implementation in 1998. The consultants think that a weekly summer market on Saturdays could begin attracting people into the downtown. Consider establishing a fish (and shellfish), flower, and baked goods market run on Saturday afternoons (not to complete with Portsmouth's Farmer's Market). Locate it either at the Rice Library parking lot, at the Gate 1 entrance, or even Wallingford Square if closed to traffic. This would be a colorful event with local flavor that would bring people into the village center.

**Tasks:** 1. Convene a special task force of the Promotions Committee to investigate the feasibility of a fishermen's market. 2. Determine interest of various purveyors of fish, etc. 3. Identify a location. 4. Select vendors. 5. Work on promotional materials. 6. Work through all logistical issues. 7. Run a successful seasonal market in 1998.

**Responsibility:** Task Force of the Promotions Committee.

**Priority:** Two

**Timeline:** By summer, 1998

**Estimated Cost:** To be determined, but partially offset by fees and refreshment stand.

**Recommendation 7.4.** The Organization Committee also needs to address ongoing issues of funding. Funding can come from a variety of local, private, governmental, and charitable organizations. The local sources are fairly obvious and should be pursued. However, the federal government and charitable organizations also are potential sources of funding. The federal Catalog of Domestic Assistance and a private fund raising book describe various programs. These sources should be thoroughly pursued.

**Tasks:** 1. Convene a special task force within the Organization Committee to pursue funding sources. 2. Identify funding options for all tasks and identify specific sources. 3. Prepare grant applications for specific activities as part of the work program.

**Responsibilities:** Task Force of the Organization Committee.

**Priority:** Two

**Timeline:** Annual

**Estimated Cost:** Minimal if done by volunteers. Can be part of Program Manager's job description.

## **APPENDICES**

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Appendix A - List of downtown uses

Appendix B - Sample demographic data of community and region

Appendix C - Space inventory form

Appendix D - List of street trees by size and type

## **Appendix A - List of Downtown Uses**

Below is a list of businesses compiled from the National Main Street Center which are often found in a downtown. Although each community's opportunities are unique, and should be based on the realities of the local market, this list may spur new ideas for the Economic Restructuring Committee to investigate. Look for opportunities to complement existing businesses and to expand offerings.

### **RETAIL**

Antiques	Crafts	Liquor Stores
Appliances	Department Store	Lumber
Art Supply	Drapery, Blinds	Maternity
Auto Dealers	Drug Stores	Medical Supply
Auto Supply	Electronics	Musical Instruments
Bakeries	Fabrics/Sewing	Newsstand
Balloons	Florists	Office Furnishings
Bars & Pubs	Formal Wear	Office Supply
Beauty Supplies	Framing	Optical
Bike Shops	Galleries	Paint
Book Stores	Gas Station	Pawn Shops
Book Publishing	Garden Supplies	Pet Store
Camera/ Photo	Gifts	Records, CDs, Tapes
Candies & Nuts	Glass	Restaurants
Cards	Grocery	Religious Goods
Carpet/Floors	Hardware	Shoe Stores
Clothing:	Health Foods	Sporting Goods
Children's	Hearing Aids	Stationery
Family	Hobbies/Games	Tobacco
Maternity	Home Furnishings	Toys
Men's	Jewelry Stores	Upholstery
T-Shirts	Kitchen Equipment	Trophies
Women's	Lamps & Lighting	Used Merchandise
Coin Shop	Luggage & Leather	Variety Store
Cookies	Linens	Wallpaper
Computers/Software	Lingerie	Wigs

## **SERVICES**

Advertising/Marketing  
Airline Offices  
Answering Service  
Appraisers  
Architects/Planners  
Armed Forces  
Astrologer  
Auto Repair  
Banks  
Barber Shops  
Beauty Schools  
Beauty Shops  
Brokers, Investment  
Car Rental  
Child Day care  
Chiropractor  
Clock Repair  
Credit Unions  
Coin Arcade  
Collection Services  
Computer Services  
Costume Shops  
Couriers

Delivery Service  
Dance Studios  
Dentists  
Doctor's Office  
Dry Cleaning  
Educational  
Electrical Repair  
Employment Agency  
Funeral Home  
Graphic Design  
Health Clinics  
Health Club  
Hotels & Motels  
Income Tax  
Insurance Agent  
Interior Design  
Janitorial Service  
Lase Offices  
Limousine Service  
Locksmiths  
Market research  
Mailing Services  
Messenger Service

Movie Theater  
Packaging/Shipping  
Photocopy  
Photography Studios  
Photofinishing Labs  
Port Office  
Property Management  
Real estate  
Rental  
Saddle and tack  
Secretarial Service  
Security/Detective  
Shoe Repair  
Social Services  
Tailoring  
Tanning Salon  
Tattoo  
Temporary Agency  
Ticket Outlets  
Title Companies  
Travel Agents  
Uniform Supply  
Utility Service  
Video Rental

## Appendix B

## Kittery

## Demographics

<b>1990 Population</b>	<b>9,372</b>
Under 5 Years Old:	760
5-17:	1,372
18-20:	352
21-24:	702
25-44:	3,287
45-54:	877
55-59:	362
60-64:	433
65 years and Older:	1,227
Median Age:	33.2
Male:	4,784
Female:	4,588
Number of Households:	3,607
Total Family Households:	2,458
Total Non-family Households:	1,149
Persons Per Household:	2.47
Persons Per Family:	2.98

## Recent Change

Building Permits, 1990-95:	127
Natural Change, 1990-95:	317
Net Migration, 1990-95:	-170
Population Growth, 1990-96:	150
<b>Population Estimate, 1996:</b>	<b>9,520</b>
Growth Rate, 1990-96:	2%
Growth Rate, 1980-90:	1%
Growth Rate, 1970-80:	-16%

## Educational Attainment

<i>Percent of Adults, 25 Years and Older</i>	
Graduated from High School:	86%
Graduated from College:	23%

## Housing

<b>1990 Total Housing Units:</b>	<b>3,908</b>
Single Family:	2,613
Multi-Family:	965
Mobile Home:	330
<b>Change in Housing Units, 1980-1990</b>	
Single Family:	205 9%
Multi-Family:	47 5%
Mobile Home:	124 60%
Total:	376 11%
<b>1990 Housing Tenure</b>	
Occupied Housing Units:	3,607
Vacant Housing Units:	301
Owner Occupied Housing Units:	2,346
Homeowner Vacancy Rate:	2.0
Renter Occupied Housing Units:	264
Rental Vacancy Rate:	7.6
"Specified" Owner-Occupied Value	1,773
less than \$50,000:	21
\$50,000 - \$99,999:	351
\$100,000 - \$149,999:	756
\$150,000 - \$199,999:	328
\$200,000 - \$299,999:	187
\$300,000 or more:	130
Median Value:	\$132,300
"Specified" Renter-Occupied Monthly Rent	210
Less than \$250:	17
\$250 - \$499:	80
\$500 - \$749:	86
\$750 - \$999:	21
\$1,000 or more:	6
Median Rent:	\$513



# Kittery

## Employment of Residents

### 1995 Labor Force Estimates

Civilian Labor Force:	4,559
Average Employed:	4,470
Average Unemployment Rate:	2.0%

### Place of Work, 1990

Work in municipality:	2,557
Work out of municipality:	2,320
Total Workers:	4,877

### Employment by Occupation, 1990

Professional:	695
Technical, Sales, Administrative:	900
Service:	584
Farming, Forestry, Fishing:	48
Production, Operations, Laborers:	1,455

### Employment by Industry, 1990

Agriculture, Forestry, Fishing:	124
Mining:	0
Construction:	316
Manufacturing:	966
Transport, Commun, Utilities:	217
Wholesale:	132
Retail:	820
Finance, Insur, Real Est:	244
Total Services:	1,217
Business and repair services:	206
Personal services:	89
Health services:	246
Educational services:	387
Other professional services:	259
Public Administration:	233

## 1989 Income

Less than \$5,000:	111	3%
\$5,000 - \$9,999:	180	5%
\$10,000 - \$14,999:	283	8%
\$15,000 - \$24,999:	662	18%
\$25,000 - \$34,999:	658	18%
\$35,000 - \$49,999:	812	22%
\$50,000 - \$74,999:	686	19%
\$75,000 - \$99,999:	123	3%
\$100,000 - \$149,999:	97	3%
\$150,000 or more:	34	1%
Median Household Income:	\$33,793	
% of Households < \$10,000:	8.0%	
% of Households > \$150,000:	0.9%	
Per Capita Income:	\$15,712	
% Below Poverty:	3.5%	
% Elderly Below Poverty:	7.1%	
% Children Below Poverty:	1.9%	

## Seasonal Economy

Seasonal Housing Units:	94
Hotel/Motel Rooms:	298
Bed and Breakfast Rooms:	26
Cottages:	37
Campground Spaces:	0
Summer Camps:	0
Estimated Seasonal Population:	10,800

## Wage and Salary Employment in Municipality by Industry, 2nd Quarter 1996

Agric	Construct	Manufact	Transport, Comm,	Wholesale	Retail	Fin, Ins, Real Est	Services	Public Admin	Total
40	100	4,081	119	169	2,023	53	742	74	7,400

## Retail Sales

Total Consumer Sales (\$1,000)						
1990	1991	1992	1993	1994	1995	
\$138,631	\$155,947	\$173,059	\$178,642	\$183,438	\$182,427	

1995 Consumer Sales by Store Type (\$1,000)						
Building Supply	Food Stores	Gen Merch	Other Retail	Automobile	Rest/Lodging	
\$2,511	\$2,636	\$99,681	\$22,692	\$28,447	\$26,461	

# Kittery

## Town Government

Type of Government: Council, Manager  
 Regional Council Member: Yes  
 Date of Comprehensive Plan: 1989  
 Date of Latest Zoning Ordinance: 1993  
 Date of Subdivision Regulations: 1992  
 Structural Building Code: No

Manager/ Administrator:

Philip McCarthy

Town Planner: Nels Bohn

Economic Development Director:

none

Code Enforcement Officer:

Sigmund Albert

Conservation Commission: Yes

Public Water: Kittery Water Dist.

Public Sewer: Kittery Sewer Dist.

Police Chief: Edward Strong

## Valuation and Assessment

### State Valuation, (\$1,000)

1986	237,950	1991	633,700
1987	291,200	1992	618,100
1988	366,950	1993	584,450
1989	477,600	1994	557,850
1990	608,900	1995	566,150
		1996	565,500

Change, 95-96: 0%

94-96: 1%

90-96: -7%

86-96: 138%

### Municipal Tax Assessment

1994 Tax Assessment: 9,947,476

Full Value Tax Rate: 17.59

Tax on Median Value Home: \$2,347

% of Assessment for Education: 58.5

1995 Tax Assessment:

1996 Tax Assessment:

## Highway Mileage, 1994

State:	19.38
State Aid:	2.88
Town Way:	43.36
Seasonal, Town:	2.75
Toll:	0.00
Other:	5.69
Total Roads:	74.06
Local Roads per capita:	0.005 mi
Local Roads per \$M Valuation:	0.083 mi

## School Administration

School Administrative Unit:

Kittery School Department

Other Towns in District:

none

**Appendix C**  
**BUILDING INVENTORY**  
**Kittery Foreside Village Center**

Building address \_\_\_\_\_  
 Map/parcel \_\_\_\_\_  
 Owner \_\_\_\_\_  
 Address \_\_\_\_\_ Telephone \_\_\_\_\_

Floor	Sq. Ft.	Use/Tenant	Annual Rent
Basement			
Ground Floor			
Upper floors 2			
3			
4			

Overall condition: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

**Assessed Value:**

Year \_\_\_\_\_ \$ \_\_\_\_\_ Annual taxes: \_\_\_\_\_  
 Year \_\_\_\_\_ \$ \_\_\_\_\_ Annual taxes: \_\_\_\_\_  
 Year \_\_\_\_\_ \$ \_\_\_\_\_ Annual taxes: \_\_\_\_\_

**Lease/Sale Data**

For Sale? \_\_\_\_\_ What price? \_\_\_\_\_  
 For rent? \_\_\_\_\_ Rate \_\_\_\_\_ Per \_\_\_\_\_  
 Terms/information \_\_\_\_\_

Realtor \_\_\_\_\_ Phone \_\_\_\_\_

Date of Construction \_\_\_\_\_

Historic information \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

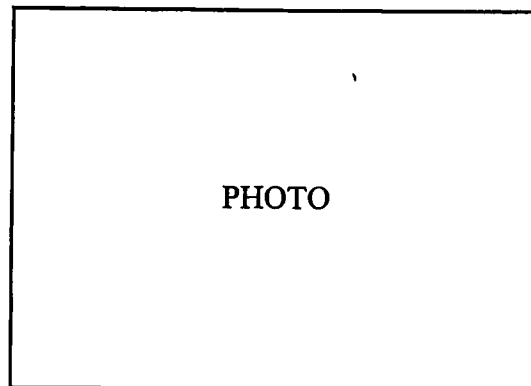
Photo/map sources \_\_\_\_\_

Date of survey \_\_\_\_\_

Surveyor \_\_\_\_\_

Update \_\_\_\_\_

Update \_\_\_\_\_



## Appendix D - Recommended Street Trees

### Scientific Name

### Common Name

#### Shade Trees

*Acer saccharum* 'PN1 0285'  
*Cladastris kentukea* (lutea)  
*Fraxinus Americana* 'Autumn Purple'  
*Fraxinus pennsylvanica* 'Marshall Seedless'  
*Gleditsia triacanthos* 'Skycole'  
*Tilia Americana* 'Redmond'

Green Mountain Sugar Maple \*  
Yellowwood  
Autumn Purple White Ash  
Marshall Seedless Green Ash  
Skyline Honeylocust  
Redmond American Linden

- Suitable only for locations on private property set back from the street, due to intolerance of de-icing salt.

#### Trees under Utility Wires

*Amelanchiet laevis* 'Majestic' tree form  
*Phellodendron amurense* 'PN14551V'  
*Pyrus callcryana* 'Aristocrat'  
*Syringa reticulata* 'Ivory Silk'

Majestic Serviceberry  
Shademaster Amur Corktree  
Aristocrat Callery Pear  
Ivory Silk Japanese Tree Lilac

#### Ornamental Trees

*Cornus kousa*  
*Crataegus lacvigata* 'Superba' tree form  
*Malus* 'Jewelcole' tree form  
*malus x zumi* 'Calocarpa' tree form

Kousa Dogwood  
Crimson Cloud English Hawthorne  
Red Jewel Crabapple  
Redbud Crabapple

## **APPENDICES**

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Appendix A - List of downtown uses

Appendix B - Sample demographic data of community and region

Appendix C - Space inventory form

Appendix D - List of street trees by size and type