

## EXECUTIVE SUMMARY

Kittery is a special place. Its residents agree and very much enjoy living here. Visitors know one Kittery – the discount retail outlets and the beautiful seaside public parks. The Town has many more features known to residents who jealously guard some of these secret spots. Some residents fear that limited capacity to accommodate large numbers of people may result in the degradation of sensitive environmental areas and detract from their ability to enjoy them.

Kittery is a community of contrasts. On the one hand, it is a quiet, waterfront residential community. It has beautiful natural and historic features and both a working and scenic waterfront. It is also a major employment center (both the Portsmouth Naval Shipyard and the Outlet Mall area provide a large number of jobs). The goal of this plan is to find a way to balance these and other competing interests to maximize the quality of life in Kittery for all residents.

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### PURPOSE: WHAT IS A COMPREHENSIVE PLAN?

A Comprehensive Plan is a roadmap to help guide decision-making about the future of a municipality. It is:

- A basis for decision-making for future development
- A process leading to a plan of action based on a town's shared values and goals
- A set of priorities for addressing the full range of issues facing a town

#### How to use a Comprehensive Plan

- Guidance for future decision-making
- Citizen ideas are recorded as a suggested starting place for moving forward
- Understanding that not all actions are possible
- Choices will have to be made and vetted
- Priorities will have to be continually re-evaluated

A Comprehensive Plan is an important opportunity to think about:

***How can we make Kittery an even better place to live, work and play?***



Logo developed for Comprehensive Plan, by local Kittery artist, Holly Elkins

## WHY PLAN?

Updating a municipality's Comprehensive Plan in addition to making the Town eligible for State and other grants and sending a message to prospective investors regarding what the Town would like to see in terms of development, it is an opportunity to:

- Take stock, review objectives, direction and priorities
- Examine resource allocation: existing and optimal
- Need to update (last Comprehensive Plan was updated in 1999)
- Be proactive and inform future decision making
- Support eligibility for grant programs and public funds

### State of Maine Planning Office identifies 3 reasons to create a Comprehensive Plan consistent with Maine's Growth Management Act

- Legal protection for the Town's ordinances
- To qualify for state grant and loan programs
- Support for good planning and land use management ("good planning makes good communities")
  - Sustain rural living and vibrant village centers
  - Preserve healthy landscape and walkable communities
  - Balance economic prosperity with quality of life
  - Protect working waterfronts and community farms
  - Develop discussion among neighbors
  - Develop a basis for sound decisions in town management

## PROCESS

The process has a number of steps including the following:

**A Public Process** that gathers public input in articulating a vision and set of goals to form the foundation of the Plan as well as feedback on the strategies with which to achieve and implement these.

- What do we have?
- What do we want?
- What is most important?
- How do we get there?

**Inventory and Assessment of Existing Conditions** to understand key issues, opportunities and challenges and how they potentially impact the future.

**Implementation Plan of Policy Directives and Action Steps** that identifies lead responsible parties and potential partners for implementation as well as existing resources.

### The Comprehensive Plan is organized in three volumes:

Volume I is the Plan, Volumes II and III are appendices, to be used as reference documents.

#### VOLUME 1: THE COMPREHENSIVE PLAN

#### VOLUME II: Inventory and Assessment of Existing Conditions

#### VOLUME III: Documentation of Public Input

### THE PLAN IS A COLLECTION OF CITIZEN IDEAS

- Can be overwhelming to navigate at first
- Is intended to be a resource and starting point for further discussion, exploration, and vetting
- Sets a direction, a roadmap that will need to be continually updated

## What does a Comprehensive Plan look at?

- Identifies features to preserve
- Identifies what needs to change
- Identifies resident concerns
- Identifies needed improvements
- Ensures that Kittery's desirable features are preserved and challenges are addressed

## KITTERY VOICES: PUBLIC PROCESS

Kittery's residents, business owners and town officials were invited to participate in a variety of forums including town-wide public workshops and on-line forum, a survey, and interviews with a range of individuals. Their input was used to develop the vision and goals. This then formed the basis for the Comprehensive Plan.

### PUBLIC FORUMS

- 3 town-wide public forums
- 1 on-line survey
- continuous on-line conversation
- website
- teen visioning session
- 10 Steering Committee meetings
- 4 Joint Workshops: Planning Board/Steering Committee
- Meetings with Town Department Heads
- 32 leadership interviews

## THREE UNDERLYING THEMES

The following three themes were identified as underlying much of the community conversation:

- Preserve the town's character
- Increase and improve multi-modal transportation
- Promote a multi-generational Kittery

### Preserve the town's character

One of the main underlying themes of the community conversation was that of a desire to "protect and maintain what we have rather than spend resources on acquiring more."

- Preserve open space and other natural features, working waterfront, and historic buildings - while guiding additional development to desirable locations.
- Ensure that the diversity of people in terms of socio-economics can continue to live in Kittery (affordable housing and jobs)
- Support the diversity of land uses that make up the Town ("wild" landscapes, Foreside, outlets, working waterfront, quiet residential neighborhoods, etc.)

## Responses from March 12, 2016

### Visioning Forum

#### Favorite Things

- Cultural and historical assets
- Foreside
- Recreational access to natural assets
- Coastline

Also:

- Public parks
- Rural character
- Demographic diversity
- Sense of community

#### Least Favorite Things

- Dysfunctional town government
- Not pedestrian-friendly
- Traffic

Also:

- Biking is difficult
- Lack of parking
- Town codes
- School system
- Lack of protection of historic and natural resources

Increase and improve connections

- Safer and more pleasant walking and biking physical connections
- Communication and access to information
- Provide more opportunities for social connections by providing opportunities for community gathering (through an enhanced Foreside, a 21st century library, expanded programming at the KCC, support public access to waterfront areas, and improved walking and biking infrastructure)

### **Promote a multi-generational Kittery**

- Wholesome activities for youth (including improved and increased recreational opportunities, safe ways of getting around town and more youth involvement in planning for the future)
- Support healthy aging in place (with affordable housing appropriately sized and located for seniors, as well as activities and transportation geared to this population)
- Provide opportunities for multi-generational activities

A summary of the public's comments is provided in the Introduction to this report. More detailed documentation of the public process is compiled in **Volume III: Summary of Public Input**.

### **Responses from March 12, 2016 Visioning Forum**

*If you could do one thing to improve Kittery... what would it be?*

- Sidewalks and bike lanes
- Improve Town planning process
- Improve school system
- Increase sustainability
- Improve town government

*Also:*

- Support affordable housing
- Resolve and complete library plan
- Support business development
- Parking plan
- Historic preservation
- Preserve open space
- More public spaces
- Increase recreational opportunities



## INVENTORY AND ASSESSEMENT OF EXISTING CONDITIONS

**What Kittery HAS**

An inventory of existing conditions was conducted for the following ten Topic Areas:

- History, Historic/Archaeological Resources
- Natural Resources, Water Resources, Agricultural & Forest Resources, Recreation and Open Space
- Population & Demographics
- Economy
- Housing
- Transportation & Circulation
- Public Services & Facilities
- Marine Resources
- Fiscal Capacity
- Land Use

The assessment and inventory are summarized in this report and more comprehensively documented in **Volume II of this Comprehensive Plan**.

## HIGHLIGHTS OF THE INVENTORY OF EXISTING RESOURCES

- The population of Kittery has remained relatively stable.

- Between 2000 and 2014, residents aged 55 to 64 increased by 65% (*this trend is expected to continue*).
- The Town's waterfront (approximately 34 miles of shoreline) plays an important role in the town's development, recreation and commercial activity
- 65% of housing is owner-occupied (*this is lower than in many surrounding towns*)
- Household size is shrinking and the number of residents over 65 is growing.
- 74% of the housing stock was built after 1940
- Kittery contains 28 acres of federal and state-owned recreation facilities
- There are 6 primary economic development areas (*they differ in types of activity and intensity*)
- Portsmouth Naval Shipyard provides a range of employment opportunities.
- Changes in the Outlet area may present a redevelopment opportunity in the future (*on-line shopping, competition from regional outlet malls*).
- The recently revitalized Foreside District is very much appreciated by residents



- The underdeveloped land zoned as Business Park was recently sewered and has potential for development.
- There are reported parking shortages in various parts of Town, and excess parking in other areas.
- More commuters are using alternative modes of transportation (*The number of carpoolers, bicycle and walk trips has increased since 2000*), there is a need and an expressed desire to accommodate bicyclists and walkers with appropriate facilities.
- Some municipal services are provided regionally, and there may be additional opportunities to gain such efficiencies.
- Between 2010 and 2015, the local tax rate increased by 10 percent.
- Approximately 78% of Kittery's valuation is derived from residential properties, with only 22% coming from commercial and industrial.
- State aid to Kittery has been shrinking, increasing reliance on locally-generated taxes.
- Over 57% of land in Kittery is residential.
- 8% is commercial, industrial and institutional.
- 21% is open space.



The following Summary Sheets provide an overview of the inventory by Topic Area.

# Kittery's Historic, Cultural & Archaeological Resources

1

## CENTURIES-LONG HISTORY & MANY EXTANT HISTORIC RESOURCES

- Human beings have inhabited the Kittery area for centuries, beginning with Native peoples, the Abenakis, who sought shellfish along the coast, and Europeans who came in the early 1600s, establishing the Town of Kittery in 1647 making it the oldest incorporated town in the State of Maine. Many of Kittery's natural features and circulation routes retain Abenaki or early European settlers' names.
- Four major activities have dominated Kittery's economy over its 300+-year history and shaped its landscape -- military fortifications, fishing, shipbuilding and tourism. Forts have stood in Kittery near the mouth of the Piscataqua River since the early 1700s, established first to protect from British invasion, and later domestic and foreign wars. Shipbuilding came to dominate the Kittery economy beginning in the mid-1600s, and continues today in the form of submarine repair and retrofitting at the Portsmouth Naval Shipyard, established in 1800. Beginning in the mid-1800s, Kittery became a tourist destination, with several large hotels built along the coast and one at Appledore Island in the Isles of Shoals. In the late-20<sup>th</sup> century Kittery became a regional shopping destination, with the addition of the Kittery Outlets along Route 1.
- Kittery retains many historic buildings and landscapes, some dating to the earliest European settlement. The town has listed three districts (First Congregational Church, Isles of Shoals and Portsmouth Naval Shipyard) on the National Register of Historic Places, as well as thirteen individual properties and one monument.
- One of the individually-listed properties -- the Lady Pepperrell House -- also has been designated a National Historic Landmark, one of 44 statewide and one of 5 in York County.
- Two local repositories contain a majority of artifacts documenting Kittery's history, the Kittery Historical and Naval Museum and the Portsmouth Naval Shipyard Museum. The former (a private organization) is open seasonally, and the latter (operated by the U. S. Government) is accessible by pre-arranged tour only. Additional historical materials (primarily documents) are held by the Town Clerk and in the Maine Room of the Rice Public Library.
- Much of Kittery's history lies within historic landscapes scattered throughout the town, including the two forts, Wood Island Life Saving Station, Celia Thaxter's Garden (Isles of Shoals), remains of train and trolley systems, and over 130 cemeteries and burying grounds.

## SUPPORT FOR LOCAL ARTS AND CULTURAL ACTIVITIES

- Kittery is home to many working artists and several public and private organizations provide venues for showcasing artists' work.
- The Kittery Community Center, a facility owned and operated by the town, contains the 171-seat STAR Theatre as well as the Morgan Gallery, an exhibit space located in the heart of the center.
- The former Wentworth Dennett Elementary School, located on Government Street, has been successfully renovated to provide artists' studio spaces, and the Kittery Art Association is an active local art association.

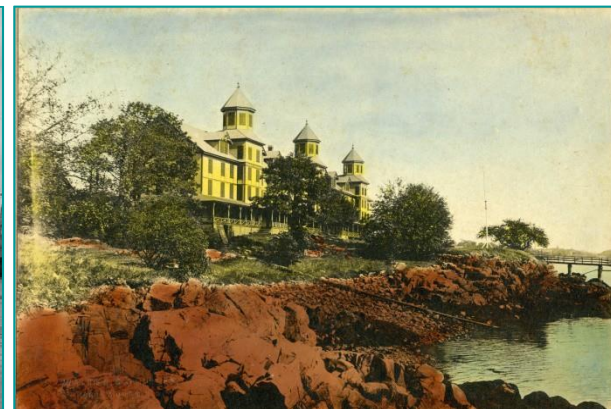
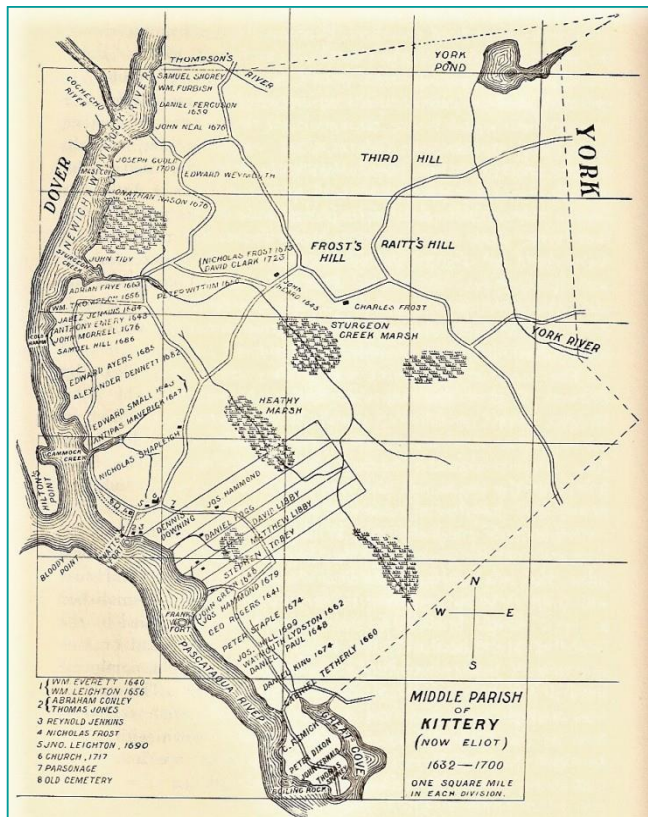


*The Lady Pepperrell House, built in 1760, is a National Historic Landmark and one of the most treasured historic properties in the Town of Kittery.*

## WHAT DOES IT MEAN?

- Kittery's historic and cultural resources possess local, regional and national significance, and therefore merit protection.
- The town lacks an historical commission or other entity to serve as a steward for historic resources and help ensure their protection.
- The town lacks a comprehensive inventory of historic resources and a strategy to preserve and protect them.
- The existing Shoreline Overlay Zone has provided a mechanism for protecting the town's coastline from the impact of new development. Similar approaches to historic resource protection are needed in other parts of town.
- The energized local arts community contributes significantly to the quality of life in Kittery.





Images of Kittery provide highlights of its past:

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







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

# 2

## MANY DISTINCTIVE NATURAL RESOURCES

- Geology, topography and soils in Kittery reflect its geographic location along the Atlantic coast. Bedrock closely underlies much of the town, interspersed with pockets of marine soils and glacial outwash.
- Five watersheds cover most of Kittery, with the largest extending along the Piscataqua River and Spruce Creek. Many smaller tributaries feed these waterways.
- Kittery has relatively few fresh water sources within its present-day boundaries. The Kittery Water District has significant fresh water resources. Houses not supplied by the Kittery Water District rely on private wells.
- Kittery contains very little remaining farmland and supports just three active farms.
- Kittery supports five rare natural community and one ecosystem types as defined by the Maine Natural Areas Program, including Salt-Hay Saltmarsh, Coastal Dune-Marsh Ecosystem, Dune Grassland, Low Sedge Fen, Oak-Hickory Forest, and White Oak-Red Oak Forest.
- Kittery supports thirteen rare plants including Allegheny Vine, American Sea-Blite, Bitternut Hickory, Bottlebrush Grass, Mountain-Laurel, Northern Wild Comfrey, Red-Root Flatsedge, Saltmarsh False-Foxglove, Spicebush, Spotted Wintergreen, Scarlet Oak, Wild Coffee, and Wild Garlic.
- There are two *Beginning with Habitat Focus Areas* in Kittery: Braveboat Harbor-Gerrish Island Focus Area and York River Headwaters Focus Area. These are landscape scale areas because they exist in large blocks of underdeveloped lands and contain rich concentrations of at-risk species, natural communities, and significant wildlife habitats.
- The town's location at the confluence of the Piscataqua River with the Atlantic Ocean, combined with the many historic buildings and landscape features, give Kittery tremendous scenic quality.

## SIGNIFICANT OPEN SPACE RESOURCES

- Of Kittery's 12,000 acres and 30 miles of coastline, approximately 14% of the acreage and 10% of the coastline have been protected through a variety of conservation methods.
- While the State of Maine and Town of Kittery own some of this protected land, the majority has been conserved through the efforts of the Kittery Land Trust (840 acres) and Maine Coast Heritage Trust (408 acres).
- Kittery is also the southern "anchor" of the Rachel Carson National Wildlife Refuge, with its Brave Boat Harbor division, located in northeast Kittery, covering 400 acres, and is also part of the Agamenticus to the Sea watershed area.
- Kittery's scenic roads, including Route 103, are some of the town's most treasured assets. Visitors come from far and wide to drive the winding routes and take in historic and sea-facing views.



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

## WHAT DOES IT MEAN?

- Kittery's location at the mouth of the Piscataqua and along the Atlantic coast is its most defining natural feature.
- The presence of bedrock underlying most of the town, combined with the many surface waters and associated floodplain areas, limits the extent of new development.
- Kittery Water District supplies 70% of the town's residential drinking water, which is sourced from surface waters in York.
- While 10% of Kittery's 30-mile coastline has been protected through efforts of several public and private entities, much of this area remains unprotected.
- The scenic quality of Route 103 is partially protected by the town's Shoreline Overlay Zone regulation. Additional work is needed to protect scenic views and viewsheds.

The town's Conservation Commission is charged with advising the town on protection of the natural resources located within the territorial limits of the town.

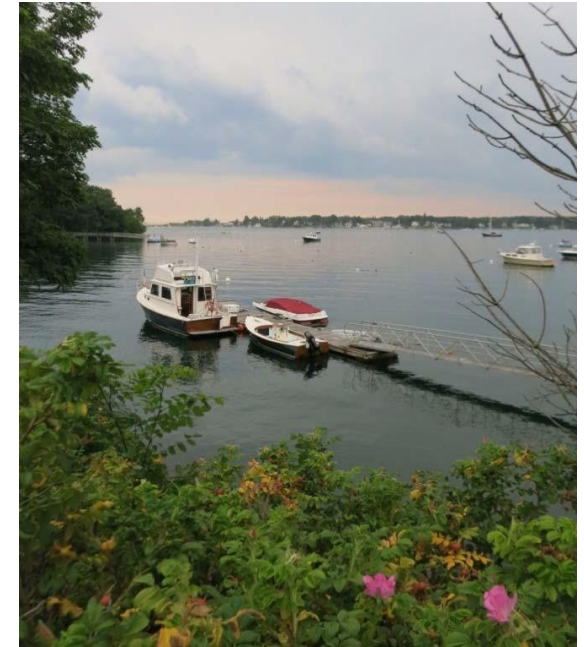
- The Kittery Open Space Advisory (KOSAC) is tasked with maintaining an inventory of public open space and making recommendations to the Town Manager about protecting/preserving these areas by acquisition or other means.

### RECREATION RESOURCES IN MANY FORMS

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



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



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

### WHAT DOES IT MEAN?

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



# Kittery's Demographics

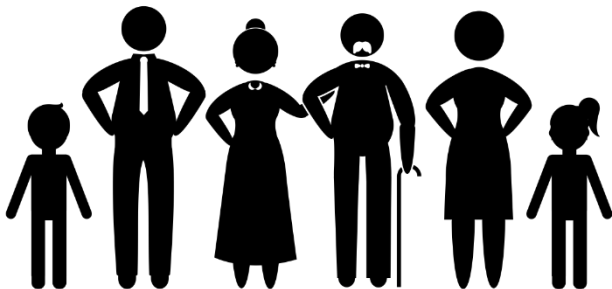
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## POPULATION AND DEMOGRAPHICS

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

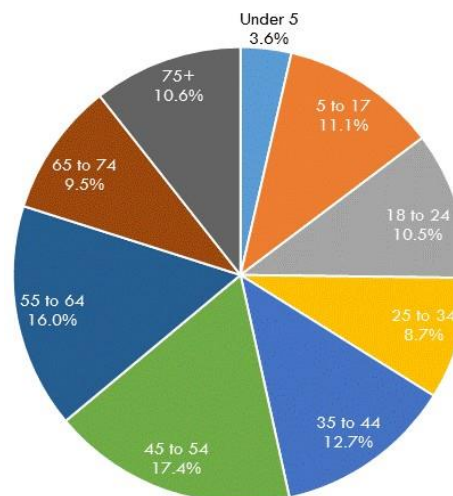


**Kittery's estimated population  
in 2014 was 9,649** (US Census)



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

**Kittery's Population by Age**



## WHAT DOES IT MEAN?

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





# Kittery's Housing Resources

# 4

## HOUSING RESOURCES

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



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



What implications does this  
have for future housing needs?

## 4%

Percentage Kittery's median  
home values have increased  
between 2010 and 2015

## 7%

Percentage Kittery's median  
rent values have increased  
between 2010 and 2015

## WHAT DOES IT MEAN?

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



# Kittery's Economy

# 5

## LABOR FORCE

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

## PRIMARY ECONOMIC DEVELOPMENT AREAS

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

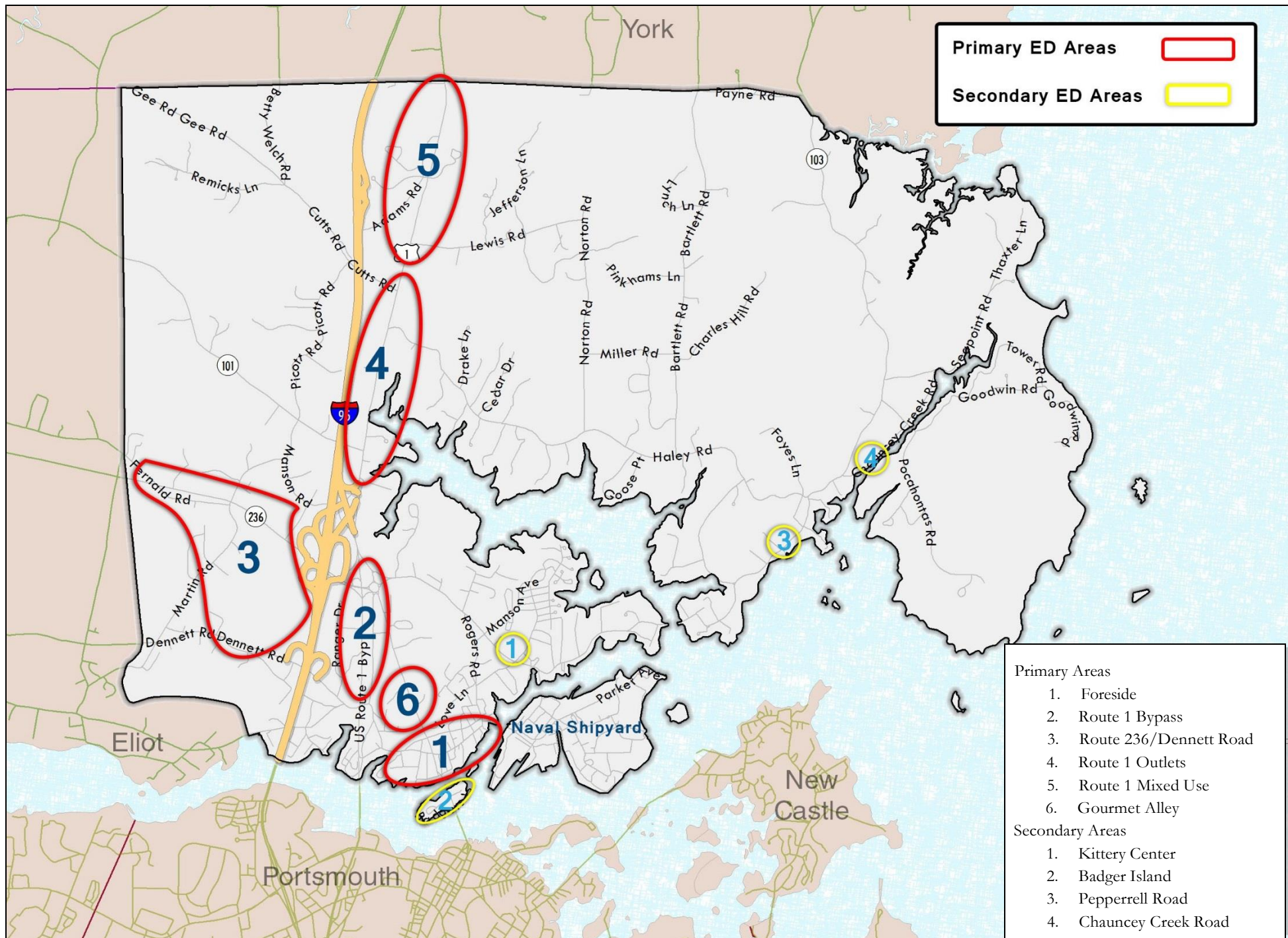


*Kittery has an eclectic mix of restaurants, retail, and housing.*

## WHAT DOES IT MEAN?

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







# Kittery's Transportation Resources

# 6

## TRAVEL CHARACTERISTICS

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

## OPERATING CONDITIONS

- The main source of congestion on local roadway is during shift changes at the Portsmouth Naval Shipyard and seasonal congestion in the summer months.
- The unsignalized intersection of Shapleigh Road/Whipple Road/Woodlawn Avenue operates with congestion and long vehicle delays during peak periods.
- I-95: 37,500 vehicles per day (vpd); US Route 1: 17,000 vpd; and SR Route 236: 18,700 vpd; US Rt. 1 Bypass: 15,700 vpd (Year 2011) have the highest daily traffic volumes.
- Most of the roadway segments experienced decrease in daily traffic volume between 2010 and 2013. Shapleigh Road increased up to 22% during this period.
- The Department of Public Works (DPW) has a policy for local roadway maintenance called the Road Surface Management System. Typically, the roadways with ratings of less than 50 would be on the priority list for maintenance in a given year.
- Kittery has approximately 73 miles of roadways including I-95. Kittery has several scenic roads classified into three categories (1: scenic roads with highest value; 2: scenic roads with very high value; 3: scenic roads with high value).
- Most of the bridges in Kittery received a Federal Sufficiency Rating (FSR) above 50. The Sarah Mildred Long Bridge is being replaced. Memorial Bridge replacement was completed in 2013, and planning for future rehabilitation of the I-95 high level bridge is underway.

## SAFETY

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



*Unsignalized intersection of Shapleigh Road/Whipple Road/Woodlawn Avenue*

## WHAT DOES IT MEAN?

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



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

## PEDESTRIANS & BICYCLES

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

## TRANSIT

- In Kittery, the COAST bus service provides year round fixed-route limited transit services at Portsmouth Naval Shipyard. Out of five COAST routes, four are express commuter routes.
- Paratransit service, ridesharing program and van services are available to Kittery residents through various organizations, including YCCAC, York Hospital, GoMaine, vRide, Enterprise Rideshare, and Kittery Community Center.
  - YCCAC provides “Local Rides” service in Kittery on Fridays, with destinations in Kittery, Portsmouth and Newington.
- Operation of a shuttle bus service connecting Route 1 and the Foreside was attempted in past years.
- Currently, there is no passenger rail service into Kittery. The nearest stations from Kittery are Dover, New Hampshire and Wells, Maine. There is occasional freight service to the Portsmouth Naval Shipyard.

## PARKING

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



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

## WHAT DOES IT MEAN?

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



# Kittery's Public Facilities & Services

# 7

## WELL MAINTAINED FACILITIES

- The **Municipal Complex/Town Hall** building is in very good condition and has room for expansion if needed in the future.
- **Public meeting space** is available at the Town Hall, the schools, the Library, and Community Center and is adequate.
- Kittery has a variety of indoor and outdoor **recreational resources**
  - The **Kittery Community Center**, run by the Recreation Department provides a wide range of facilities and programs to Kittery residents of all ages (including a gymnasium, fitness room, theater, and classrooms).
  - The **Port Authority** manages 575 moorings (the majority of which are at Pepperrell Cove), four piers and additional moorings in various other locations along the Town's shoreline.
  - There are also a number of **parks, beaches and conservation lands** for Kittery residents to enjoy.
  - Additional **Athletic fields** would better meet the needs of the Town's youth.
- **Sustainability.** The Energy Efficiency Committee has worked with the Town Manager and Council to adopt energy programs, projects and policies to develop more sustainable energy practices.
- Kittery's three **public schools** are adequate in terms of size and condition to meet current needs as well as those in the foreseeable future. Approximately 90% of school-aged children in Kittery attend public schools. There are some fluctuations in enrollment due to military families with short-term assignments at the Shipyard. There is capacity at all three schools for a small increase in enrollment; no significant increase is expected.
- The **Library** is currently operating out of two facilities. The arrangement is inefficient, causes inconvenience to both patrons and staff, and does not meet accessibility and technology requirements.
- The **Police Department**, located next to Town Hall in the Municipal Complex, is more than adequate to meet current and future needs (the second floor shell space could be used for expansion if needed in the future).
- The **Fire Department** operates from two fire stations, both in good condition, with the exception of the fact that neither station has sleeping quarters. The Fire Department is having a harder time recruiting volunteers than in the past.
- **Emergency Medical Service** is provided by American Ambulance New England. They operate out of the former Walker Street Fire Station which is leased to AANE for free; in exchange they provide free Ambulance service to all Town employees. They also serve the Town of Eliot from this location.
- Kittery does not have a town-established Council on Aging. The Community Center provides activities and York County Community Action Corporation partners with Southern Maine Agency on Aging to provide **services to Kittery's seniors**. Between 2000 and 2014, residents age 55 to 64 increased by 65 percent, and the number of elderly residents is expected to continue to increase.



## WHAT DOES IT MEAN?

- The **Library** needs to continue its redevelopment process in cooperation with the Town.
- The **Kittery Community Center** may need to increasingly orient future programming to the growing senior population.
- More substantial measures need to be taken to **prepare for climate change** and related rise in sea level.
- The recommendations of the recently completed **Athletics Field Study** considers how to address the needs for additional fields.
- New **school enrollment projections** are needed in order to monitor potential future changes in student enrollment.
- The **Port Authority** needs to develop a Strategic Plan For continued management of waterfront uses.

## PROVISION OF QUALITY UTILITIES AND SERVICES

- **Department of Public Works** operates out of several facilities; the garage and administrative offices are in a facility located behind the Municipal Complex which is in good condition and adequately sized, with space for expansion if needed. DPW is responsible for maintenance of the Town's roads, stormwater infrastructure, parks, recreation fields, cemeteries and solid waste and recycling.
  - **Solid Waste and Recycling** is processed at the Town's Resource Recovery Facility which includes a transfer station for material solid wastes, a recycling center and a licensed demolition debris disposal site. Solid waste is transported from this site to EcoMaine in Portland, ME. South Berwick currently brings their paper for recycling to Kittery's Resource Recovery Facility, generating income for the Town. The facilities are adequate for current needs and there is room for future expansion.
  - **Stormwater Management.** DPW recently completed an inventory of the Town's Stormwater infrastructure and determined that it is generally in "very good" condition.
  - **Monitoring of contaminated areas.** Bacterial sources of pollution have been identified in Admiralty Village and other areas in the Spruce Creek Watershed. Clam flats have been closed since 2005. Some parts of the Creek have seen improvement.
  - **Parks.** DPW maintains and staffs the Town-owned parks. Fort Foster, a 94-acre town-owned park which commands much of the Department's attention, is highly used by both residents and visitors during the summer, and generates income for the Town during summer months.
- **Water.** Kittery's water is supplied by the Kittery Water District (KWD), a quasi-municipal corporation. The District also supplies water to parts of York and Eliot.
  - The largest water consumer in Kittery is the Portsmouth Naval Shipyard.
  - KWD currently serves approximately 70% of the Town's residents and 95% of the businesses who pay user fees according to their actual usage.
  - The KWD relies on surface water sources that must be protected from contamination.
  - Of the approximately 96 miles of water mains, most are adequately sized.
  - The District is planning to construct a new Treatment Facility and to continue to upgrade pipes.
  - The District has adequate treatment and pumping capacity to meet additional demand, however there are no planned extensions to the system.
  - Additional regional cooperation with surrounding towns may result in increased cost effectiveness.
- **Sewer.** Wastewater is treated at the Municipal Sewage Treatment Plant.
  - Sewage treatment is provided to 30% of Kittery residents and most of the Town's businesses.
  - The Plant and related infrastructure are all in good condition as they have been upgraded over the last few years.
  - The municipal system, which has additional capacity for expansion, is funded through an enterprise fund; user fees pay for the service.
  - The Town also has a "betterment fee" procedure to partially charge property owners for the cost of a sewer extension for which they directly benefit.

## WHAT DOES IT MEAN?

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





# Kittery's Marine Resources

8

## KEY WATERWAYS

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

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

## OPERATING CONDITIONS AND ACCESS

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



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

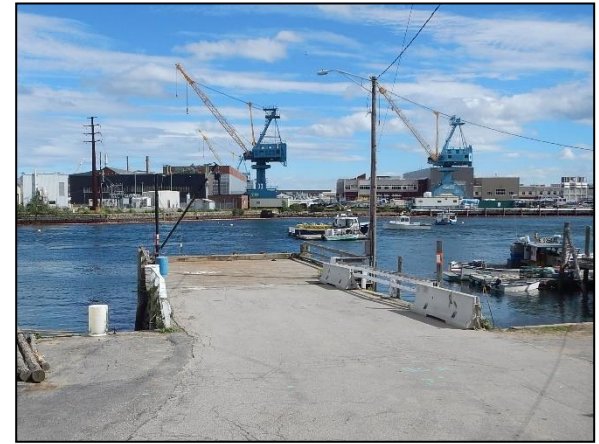
## WHAT DOES IT MEAN?

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



## OPERATING CONDITIONS AND ACCESS, CONTINUED

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



*Government Street Pier in the Kittery Foreside*

## WATER QUALITY

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

## MUNICIPAL MANAGEMENT OF MARINE RESOURCES

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

## FLOODPLAIN

- In November 2013, FEMA issued a Preliminary Digital FIRM (DFIRM) for York County, using updated flooding frequency and elevation data and modeling analysis. The mapping shows a larger floodplain area than previously mapped, with approximately 75 structures newly included in the floodplain (65 in the coastal area and the remainder in the interior).
- Due to challenges from Kittery and other coastal communities, FEMA withdrew the Preliminary DFIRM in December 2014. It is anticipated that FEMA will issue a revised Preliminary DFIRM for York County in 2018.



# Kittery's Fiscal Capacity and Capital Investment

# 9

## FISCAL POSITION

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



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

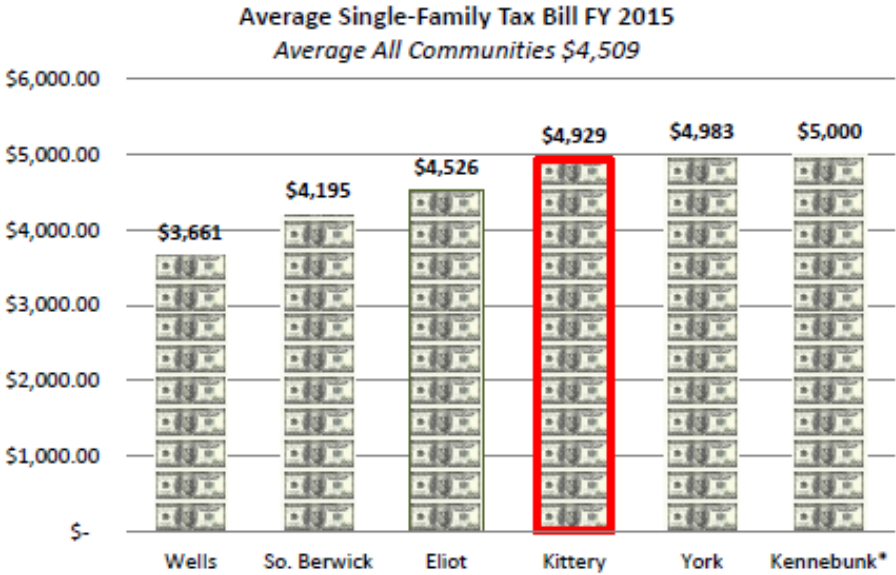
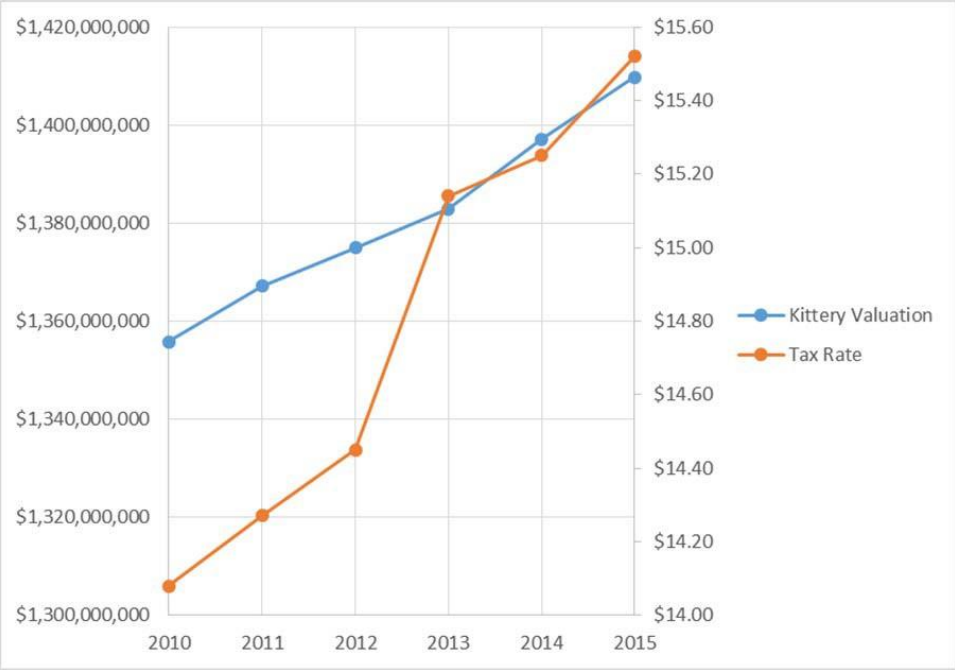
## BUDGET

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

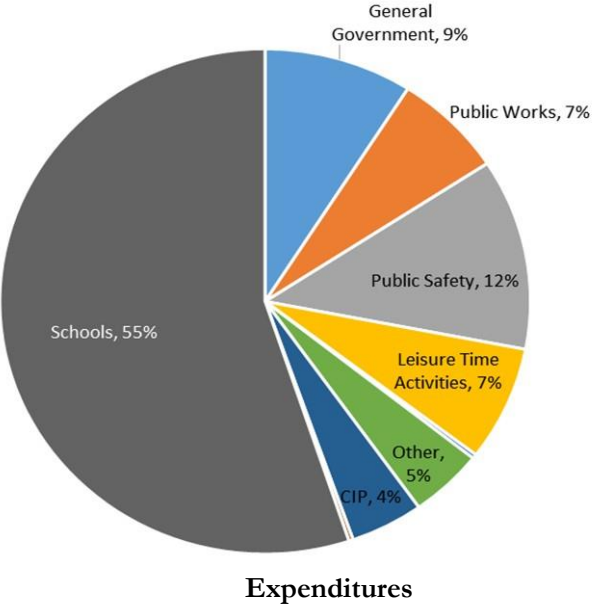
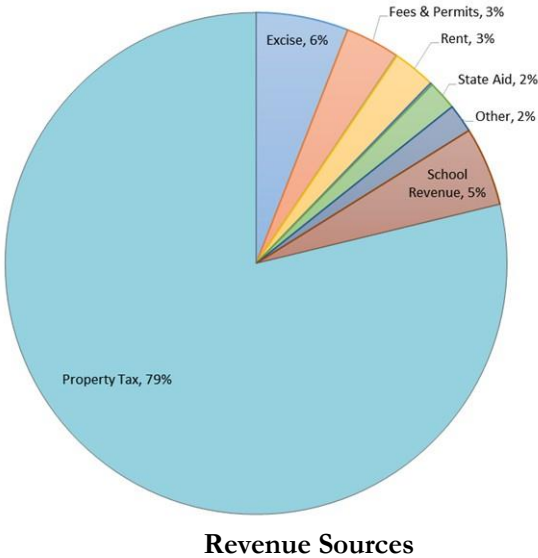
## WHAT DOES IT MEAN?

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

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



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



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



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

## ISSUES AND CHALLENGES

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

## WHAT DOES IT MEAN?

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





# Town of Kittery

## York County, Maine

### Land Use Zoning Map

(A Growth Management / Comprehensive Plan Implementation Strategy)



## VISION, GOALS AND OBJECTIVES

### What Kittery WANTS

A Comprehensive Plan must recognize what features contribute to the uniqueness of a community and make recommendations to preserve and enhance these.

The **viability** of the Comprehensive Plan is contingent upon the community coming to a **consensus** about a desired future and then being **proactive** about setting **priorities** and assembling **tools** for the **implementation** of the identified action steps.

### WHAT MAKES KITTERY UNIQUE?

Kittery residents were asked what makes Kittery unique. These are a few of their responses.

“Kittery is a community of contrasts...”  
 “working waterfront”  
 “We aren’t Portsmouth and we don’t want to be!”  
 “gorgeous shoreline”  
 “Gourmet Alley restaurants”  
 “our history”  
 “Portsmouth Naval Shipyard”  
 “Fort Foster and Fort McClary”  
 “natural lands”

### A VISION FOR KITTERY’S FUTURE

*The following vision was developed based on input from the public.*

**IMAGINE...** a Kittery whose character is protected by the preservation and adaptive reuse of its **historic buildings**, the control of the scale of redevelopment so that it is in keeping with the historic charm of the Town and a promotion of the Town’s history.

IMAGINE... a **Foreside district** that is a thriving, historic neighborhood that includes one of Maine’s earliest working waterfront. A Foreside that maintains its historic character and scale and preserves its building stock by adopting a preference for creative or **adaptive reuse** of existing buildings.

**Workforce housing** is integrated in the district. Walking and biking is safe and pleasant and there are more green spaces to enjoy as well as the **working waterfront**.

IMAGINE ... a Kittery where its beautiful and treasured **natural features** are preserved and protected and where enjoyment is enhanced through increased access to these for both passive and active **recreation**. Recreational activities are managed so as to minimize negative impacts on the environment, the season at Fort Foster is extended and programming at the Kittery Community Center continues to be developed. Enjoyment of the water is enhanced by increasing **public access to the water**, cleaning up Spruce Creek, and providing water shuttle service to Portsmouth from the Town Pier at Foreside.

IMAGINE... a Kittery that plans for the future of its **environment** by implementing measures that help it be more **resilient** and leading by example so that all town-owned buildings use renewable sources of energy, and the Town supports the use of renewable energy sources. A Kittery that **prepares for the potential impacts of the expected rise in sea level** due to climate change.

IMAGINE... a Kittery that preserves its **sense of community**, the sense of peace and quiet, but also the **diversity of places** that make up the Town. It feels more unified and less separated as multiple **ways of getting around Town** are more available. **Traffic** congestion is lessened and **walking** and **biking** is made safe and pleasant. A **town shuttle** helps to better connect people as do the additional places to gather and run into one another.

IMAGINE ... a Kittery that while improving and growing is able to retain a **diverse socio-economic** mix of residents by providing **affordable, workforce housing** and by creating **jobs** with adequate wages and salaries, resulting in a **sustainable** community.

IMAGINE... the **economy** of Kittery more diversified as it retains existing and supports additional local businesses, where the existing businesses are redeveloped into more pedestrian-oriented mixed-use developments that incorporate more natural features and that are able to be more economically viable, **sustainable**, and in keeping with evolving expectations of shoppers.

IMAGINE... a Kittery that has a continuing **relationship with the Portsmouth Naval Shipyard**, and traffic, noise and light impacts created by activity in the shipyard are reduced as a result of working together to mitigate these.

IMAGINE... a re-imagined, twenty-first century **library** and a **school system** where students are consistently recognized for their success in the community and nationwide because these institutions provide top quality education, opportunities for life long learning, and enrichment programs.

IMAGINE... that all these improvements are made in a systematic way with significant **community engagement** in the decision-making process led by a **town government** that is respectful, transparent and civil in its discourse. A **shared vision** and **ordinances** that support the goals embodied in the vision are clear and easy to enforce.

## GOALS AND OBJECTIVES

### 1. HISTORIC, CULTURAL, AND ARCHAEOLOGY RESOURCES GOAL

**TO PROTECT THE TOWN'S CHARACTER BY PRESERVING AND PROTECTING HISTORIC FEATURES AND ARCHAEOLOGICAL AND CULTURAL RESOURCES, AND PROMOTING AN AWARENESS OF THE TOWN'S UNIQUE HISTORY AND CULTURE**

**Objective 1.1.** Protect historic and archaeological resources

**Objective 1.2.** Promote Kittery's history

**Objective 1.3.** Support and nurture Kittery's community of working artists



**2. NATURAL RESOURCES, OPEN SPACE AND RECREATION GOAL**

**TO PROTECT KITTERY’S NATURAL RESOURCES INCLUDING WATERSHED, FRESH WATER, WETLANDS AND VERNAL POOLS, AGRICULTURAL LANDS, FOREST RESOURCES, OPEN SPACE AND RECREATION**

**Objective 2.1.** Protect and preserve critical open spaces for passive recreation, scenic value and preservation of wildlife habitats, coastal (saltwater) wetlands, freshwater wetlands, vernal pools and other types of plant and wildlife habitats. **Objective 2.2.** Increase opportunities for recreation

**3. ECONOMIC DEVELOPMENT GOAL:**

**TO SUPPORT DESIRABLE ECONOMIC DEVELOPMENT, BALANCE THE RELATIONSHIP WITH THE PORTSMOUTH NAVAL SHIPYARD, AND INCREASE THE TOWN’S TAX BASE WHILE ALSO PROVIDING LOCAL JOBS.**

**Objective 3.1.** Attract and retain businesses to sustain the vibrant center at foreshore that provides residents and visitors with places to go and spaces to gather

**Objective 3.2.** Continue to promote economic development in areas already identified by the town

**Objective 3.3.** Develop guidelines for the future development of the Route 1 Corridor into a mixed-use pedestrian-oriented area

**Objective 3.4.** Support and maintenance of existing jobs and the creation of jobs for a variety of skills sets and range of salaries

**Objective 3.5.** Attract new businesses to the business park

**4. HOUSING GOAL:**

**TO PROVIDE A RANGE OF HOUSING TYPES TO MEET THE NEEDS OF INDIVIDUALS THROUGHOUT THEIR LIFECYCLE AND TO SUPPORT RESIDENTS WITH A RANGE OF INCOMES**

**Objective 4.1.** Attract young people and retain residents with a variety of incomes

**Objective 4.2.** Support elderly residents’ ability to age in place

**5. TRANSPORTATION GOAL:**

**TO IMPROVE SAFETY AND EASE OF GETTING AROUND TOWN AND BETTER CONNECT THE “PIECES” OF KITTERY. PROVIDE ALTERNATIVES TO AUTOMOBILE TRAVEL WITH SAFE AND PLEASANT BIKE ACCOMMODATIONS AND WALKING PATHS.**

**Objective 5.1.** Address traffic safety and congestion

**Objective 5.2.** Make walking and biking safe and pleasant

**Objective 5.3.** Explore ways of providing non-vehicular modes of transportation

**Objective 5.4.** Explore ways of increasing parking options

**6. MARINE RESOURCES GOAL:**

**TO PROTECT THE TOWN’S COASTLINE, THE WORKING WATERFRONT, AND ENSURE APPROPRIATE ACCESS TO AND ENJOYMENT OF THE WATER WHILE PROTECTING IT FROM NEGATIVE ENVIRONMENTAL IMPACTS**

STATE OF MAINE GOAL: To protect the State’s marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.

**Objective 6.1.** Increase access to the waterfront

**Objective 6.2.** Promote working waterfront

**Objective 6.3.** Protect marine resources

## 7. TOWN GOVERNANCE, PUBLIC FACILITIES AND SERVICES GOAL:

TO IMPROVE TOWN GOVERNANCE AND PROVIDE ADEQUATE PUBLIC FACILITIES AND SERVICES; INCREASE FISCAL CAPACITY RESPONSIBLY

**Objective 7.1.** Improve Town governance and its ability to adapt to change

**Objective 7.2.** Maintain and improve municipal facilities

**Objective 7.3.** Provide adequate municipal services

**Objective 7.4.** Maintain and responsibly increase fiscal capacity

## 8. LAND USE GOAL:

ENSURE THAT THE TOWN’S REGULATIONS SUPPORT DESIRED LAND USES.

**Objective 8.1.** Update Town Code and apply land use regulations to guide desirable development in appropriate locations

**Objective 8.2.** Protect the area north of Spruce Creek

**Objective 8.3.** Sustain and build upon the vitality of the Foreside District

**Objective 8.4.** Protect the working waterfront

**Objective 8.5.** Support creative and viable redevelopment of the Route 1 Corridor (Outlet mall area and Rt. 1 By-pass) as appropriate

**Objective 8.6.** Explore feasibility of development in the business park

## 9. COASTAL COMMUNITY RESILIENCE GOAL:

ESTABLISH SHORT, MEDIUM AND LONG-TERM PLANS TO ADDRESS THE EFFECTS OF CLIMATE CHANGE, INCLUDING INCREASED STORM FREQUENCY AND STRENGTH, COASTAL EROSION AND RISING OCEAN LEVELS, AND TRANSITION OF BOTH PUBLIC AND PRIVATE ENERGY CONSUMPTION TO LOW AND ZERO IMPACT METHODS

**Objective 9.1.** Establish plans to address the effects of climate change.

**Objective 9.2.** Reduce energy consumption and transition to low and zero impact methods.

**Objective 9.3.** Provide education and incentives to protect the environment and improve quality of life.

## RECOMMENDATIONS

The recommendations were developed based on significant public input and articulate the objectives of the shared vision expressed by the hundreds of Kittery residents, town officials, and

### Where did the recommendations come from?

- Inventory and Assessment of Existing Conditions
- Review of other relevant documents and future trends
- Interviews with Town Staff
- State Requirements
- CPU Committee Review
- Public input
- Best practice

business owners that participated in this comprehensive planning process. The recommendations also reflect best practice and address state requirements. They also incorporate relevant strategies from the previous Comprehensive Plan (1999).

## THREE KEY BEST PRACTICE PLANNING PRINCIPLES

New policy initiatives included in the Comprehensive Plan or in Kittery's Town Code should strive to be grounded in principles of sustainability. Broadly, sustainability is a concept that recognizes the **interrelatedness** of the energy, environmental, economic development, and civic health of the Town, and the importance of ensuring that future generations can enjoy the resources that exist in Kittery today.



The following Comprehensive planning principles were used to evaluate recommendations throughout the Plan, whenever relevant.

### Environmental Stewardship

Kittery needs to prepare for the potential impacts of climate change, sea level rise, and to preserve wildlife habitat.

- Do the recommendations support a long-term sustainable future and stewardship of natural resources, including land preservation?
- Do recommendations promote the use of renewable energy sources throughout Town?
- Do they promote sustainable land use patterns?
- Are there recommendations regarding how the Town can lead by example including ways in which municipal facilities and services can be more environmentally-sensitive?
- Are there recommendations regarding how the Town can encourage private property owners to adopt more sustainable measures?

### Health and Wellness

The Plan should promote the health and wellness of Kittery's residents and of the community as a whole.

- Do recommendations promote the health and wellness of the people who live, work and play in Kittery?
- Do they support the health of the community as a whole?
- Do they provide opportunities for fitness as a part of everyday life, healthy lifestyle choices, support the recreational needs of all ages, opportunities for life long learning and the building of social capital?
- Do they support the creation of safe and accessible public spaces for various ages and abilities?
- Are there recommendations that address the specific needs of different age groups (especially those of youth and of the elderly)?



## Economic and Social Vitality

The Plan should support the long-term economic and social vitality of Kittery.

- Do the recommendations promote the Kittery's ability to support a diverse community?
- Do they protect and promote Kittery's unique historic resources?
- Do they foster a strong local economy, local agriculture and food production, and also protect water dependent businesses?
- Do they protect Kittery's unique culture?
- Do recommendations support municipal investment in critical infrastructure to support and encourage desired development in desirable locations?
- Are there provisions to encourage and include the continued engagement of Kittery's residents in determining the character of their community and in determining its future direction by being involved in decision-making regarding the Town's future development?

## HIGHLIGHTS OF PLAN RECOMMENDATIONS

The Plan considers the public's vision of an historic seacoast community with small town character and unique features that the majority of Kittery residents seem to wish to preserve. The following represent some of the Plan's highlights:

**Foreside District:** The Plan recommends enhancing this district by protecting its walkability, encouraging mixed use (housing above retail) and reuse of existing buildings, the development of workforce housing, improving pedestrian and bicycle access to the area, and exploring water-taxi access from Portsmouth. It is also recommended that parking strategies are explored (including shared parking) and that innovative uses such as *makerspaces* that afford artists and small business owners with space to create, invent and learn be encouraged to compliment the other small scale uses in the district.

**Working Waterfront:** The Plan makes recommendations to preserve the working waterfront that many Kittery residents feel passionate about protecting. Recommendations include supporting the Town's maritime-based economy including the fishing and shell fishing industry including finding ways to better connect fishing to the local economy (for example, by connecting fishermen to local restaurants who tell their stories on the menu). A self-guided tour of the waterfront would help to increase appreciation. A public education effort would help to increase awareness of pollutants to the waterfront and ways of decreasing or eliminating these.

**Route 1 Corridor:** It is recommended that the Town invite property and business owners in this area to embark on developing a vision and plan for the future redevelopment of the area. Many of the buildings will be reaching the end of their life cycle and the future of brick and mortar retail includes creating more of a pedestrian-oriented mixed use environment.

**Housing:** The Plan recognizes the need to create more affordable housing -- namely workforce housing, housing for young families

and housing for seniors – and recommends a variety of ways of achieving a wider range of housing types and price points.

**Natural Features and Recreation:** The Plan recognizes the value residents place on Kittery’s parks and beaches as well as on its scenic vistas

which greatly contribute to the experience of

*“Kittery is old and must preserve old trees and old buildings and wildlife” – comment from Comment Board in Town Hall.*

living and visiting Kittery. Parks, beaches, and other open spaces support recreation. Notably, Kittery is home to many rare, threatened, and endangered animals and plants, as well as significant wildlife habitats and rare natural community types. Additionally, various mechanisms to protect open lands, farmland, and wildlife corridors area proposed due to significant concern amongst residents.

**Historic Features:** Participants in the Comprehensive Planning process expressed a significant degree of support for protecting the Town’s historic features. Among other things, the Plan recommends creating an Historic Preservation Committee to conduct an inventory and oversee the protection and education regarding these resources. Creating historic districts around clusters of historic buildings, and establishing fence height restrictions to preserve views of historic and scenic areas are also proposed. Additionally, the Plan recommends a number of ways to help support and promote local artists.

**Transportation:** A number of recommendations respond to the public’s desire for additional alternative modes of transportation, namely safe pedestrian and bicycle infrastructure. Exploring the

feasibility of a town shuttle, including the potential for regional collaboration is also suggested.

**Future development** is guided to areas where public utilities exist, where growth has already occurred. Growth is steered away from protected lands, natural resources, and areas that are not currently serviced by water and/or sewer infrastructure.

**Regional cooperation** and collaboration is recommended wherever relevant, mutually beneficial approaches should be explored.

**Kittery’s resilience** and ability to plan and adapt to potential future change is promoted in a variety of ways, including by identifying, monitoring, planning and mitigating the potential impacts of sea level rise and climate change. Additional recommendations include updating the Town Code to encourage the use of renewable energy sources, increasing public awareness regarding the need to protect the environment for future generations.

The lenses of environmental stewardship and future resilience, the health and wellness of Kittery residents, and economic and social vitality are used to evaluate recommendations.

## TOP 25 KEY RECOMMENDATIONS

The policy recommendations were selected based on professional opinion (an assessment of existing conditions, future trends, and best practice), and what the public and the Steering Committee seemed to feel was most important.

**Numbering does not in any way indicate priority.** The numbers in parenthesis correspond to the relevant strategy(s) in the Implementation Tables.

1. Complete a **CLIMATE ADAPTATION STUDY** to plan for the potential impacts of sea level rise and prepare for extreme weather events.
2. Working with the Kittery Land Trust, develop a **STRATEGY FOR OPEN SPACE ACQUISITION**, setting priorities for parcels to be included. Also consider endorsement of the York River Committee's efforts to protect the York River Watershed.
3. Collaborate with property owners in the area around the **ROUTE 1 CORRIDOR** to identify strategies towards making mutually beneficial changes to the area including exploring options to redevelop commercial properties with mixed use (e.g. retail, housing, office) and consider zoning amendments such as an overlay district to provide more flexibility concerning permitted uses.
4. Continue to develop a long-range plan for the **LIBRARY** building on the process already underway.
5. Continue to support **HEALTHY LIFESTYLE CHOICES AND WELLNESS** by increasing **RECREATIONAL OPPORTUNITIES** for all ages, evaluating the Athletic Fields Master Plan, improving **walking and biking** infrastructure so that it is safe and pleasant, ensuring appropriate recreational **access to the waterfront**, and increasing awareness of existing resources.
6. Engage in targeted outreach to **BUSINESS AND INDUSTRY SECTORS** marketing Kittery's economic development areas. Marketing should include continuing to update and improve the Economic Development website.
7. Ensure historic properties, including buildings and landscapes, are preserved and explore the establishment of **HISTORIC DISTRICTS** and development design guidelines to further the properties' protection.
8. Reduce **DOG AND HORSE WASTE** at area open spaces through enhanced enforcement and public education.
9. Review existing **HUNTING** regulations and provide public education regarding these to improve the safety of residents especially in the Town Farm Forest, while at the same time protecting resident's right to carry firearms and hunt.
10. **PROTECT EXISTING OPEN LANDS**, including farmlands and wetlands from over-development by implementing effective strategies such as larger minimum lot sizes in the rural residential zone. As one way of preserving Kittery's rural character, review and revise the **cluster zoning ordinance** to make it more effective.
11. Continue to support Kittery's **MARITIME BASED ECONOMY** including the fishing and shell fishing industry by maintaining access to the working waterfront and creating innovative avenues to better connect fishing to the local economy (e.g. Updating the Sidewalks Conditions Report and developing a Bike Plan are among the specific steps recommended).



Dock to Dish program connecting fishermen to local restaurants).

12. Review and revise **TOWN CODE** so that it supports the implementation of the Comprehensive Plan goals and objectives, is clear, promotes best practice, and is easy to use.
13. Develop a Plan for Town facilities and property owners to transition to **LOW AND ZERO IMPACT ENERGY SOURCES**
14. Use the **COMPREHENSIVE PLAN AND FUTURE LAND USE MAP** as a guide for encouraging desirable new development in identified appropriate locations, while protecting open spaces, agricultural land, and natural and historical resources while keeping in mind that climate change and areas at risk will change the overlay map
15. Educate residents about town planning roles and processes and ensure that **PLANNING AND TOWN MANAGEMENT PROCESSES** are open, transparent, informative, inclusive, respectful and welcoming.
16. Review, update and incorporate where appropriate, the recommendations from the **FORESIDE** Forums. Residents have expressed much enthusiasm for recent improvements in the Foreside and support for future infill development that is appropriate in scale and activity.
17. Evaluate Town-wide current **PARKING** conditions and policies and revise to meet development goals by improving management of existing spaces and exploring shared parking and other strategies.
18. Provide more support and visibility to the work of **LOCAL ARTISTS** by expanding exhibition venues and providing a mechanism to support arts-related businesses, including non-profits. Artists are seen to provide a uniqueness to Kittery and residents expressed a desire to provide additional support and visibility.
19. **GUIDE DEVELOPMENT** to areas already served by public utilities (8.1.2.), resulting in a more efficient and cost-effective use of these public services.
20. Undertake to complete a Comprehensive town-wide **HOUSING PLAN** that will document existing supply and identify needs and ways of meeting these, including methods for encouraging the development of affordable housing (e.g. creation of new types of housing, including workforce housing, and housing for seniors wishing to downsize, etc.).
21. Develop a “**COMPLETE STREETS POLICY**” to identify needed and appropriate improvement in order to accommodate all modes of transportation to accommodate all including people with special needs. This will result in reducing pollutants to the environment and in providing safe healthy options for residents to get around, mainly by walking and biking.
22. Increase awareness in residents and business owners with regard to the **EFFECTS OF POLLUTANTS, PESTICIDES, AND STORMWATER RUNOFF** (6.3.1.) and evaluate Town Code regarding the **use of pesticides and herbicides with chemicals, in waterfront areas and town-wide** (6.3.2.). Providing

information and incentives for greener practices will help to mitigate these environmental hazards.

23. Continue to improve **COMMUNICATION** with Town residents (7.1.3.). Using a variety of modes including the internet and cable TV in innovative ways will help to keep residents more informed and connected to town government.
24. Consider an **ADAPTIVE REUSE ORDINANCE** to guide redevelopment of existing buildings (8.1.6.). By promoting the reuse of existing structures more efficient development can occur in areas already serviced by public utilities and protecting open land from development.
25. Establish mechanisms to protect visual assets such as creating a **PHOTOGRAPHIC DOCUMENTATION OF SCENIC VISTAS** and establishing an historic preservation committee to create a comprehensive **INVENTORY OF HISTORIC RESOURCES**. These are the first steps in helping to protect and promote those visual assets that contribute to Kittery's uniqueness.

#### TOP 24 RIPE APPLES ("LOW HANGING FRUIT")<sup>1</sup>



The following are a sample of selected low or no cost, relatively easy to achieve action items that received the most support by the participants at a public forum where these were discussed. It is

<sup>1</sup> These low cost, relatively easy to achieve action items received the most support at a public forum held on Nov. 3, 2016.

recommended that the Town proceed with implementing at least some of these in order to keep momentum and support for the Plan alive.

#### Highest Priority

- Establish a new committee, revive the defunct Energy Committee, and/or team up with the York Energy Committee and **design a sustainability policy and plan for the Town.**
- Explore ways of increasing Town Department efficiencies and effectiveness by further **collaborating across departments.**
- Revisit **cluster ordinance** to ensure it is maintaining the goal of open space preservation.
- Conduct a **Climate Adaptation Study.**
- Join **regional coalition of surrounding coastal communities** to work together around issues of sea level rise.
- Consider how to discourage use of **plastic bags** and plastic water bottles

#### ALSO:

- Consider forming a **Transportation Advisory Committee** to identify and evaluate transportation improvements.
- Develop a **Complete Streets Policy** to accommodate all modes of transportation, for all ability levels, in a safe and attractive way to encourage more walking and biking.

- Identify ways for better management of existing parking spaces, e.g. consider **off-site remote parking for employees**.
- Work with the Kittery Land Trust to create a **prioritized list of parcels for open space acquisition** should these parcels come up for sale.
- With a recommendation by the York River Study Committee, consider endorsing the designation of the **York River** and its watershed, as a *Partnership Wild and Scenic River*.
- Increase enforcement and awareness regarding **animal waste ordinance** and erect more signs with regulations pertaining to the conduct of dogs and their owners on beaches and other open spaces.
- Prepare educational materials summarizing Kittery's water quality challenges and the **effects of pollutants and pesticides**.
- Create an on-line and printed **guide to the recreational resources** of Kittery and make them available to residents and visitors.
- Establish a process to monitor and report on the status of the **Comprehensive Plan Implementation**.
- Undertake a **Housing Plan** to study supply, demand and strategies to encourage a variety of housing types and price points.
- Invite the business owners of the **Rt. 1 Outlet Mall area** to explore future redevelopment options, including encouraging mixed use (e.g. housing on upper stories above retail).
- Identify additional areas of potential **collaboration with the PNS**.
- **Encourage non-motorized visitors** to environmentally-sensitive areas by installing bike racks and bike/pedestrian paths.
- Review, update and promote existing materials/information on **navigating Kittery's waterways**.
- Provide **recycling bins** in public places.
- Develop **town-wide goals regarding energy efficiency** and related benchmarks for public facilities.



- Establish a **timeline for converting all Town-owned buildings to renewable energy**. *Explore grants to install solar energy panels*
- Increase **involvement of the schools in environmental stewardship** efforts.

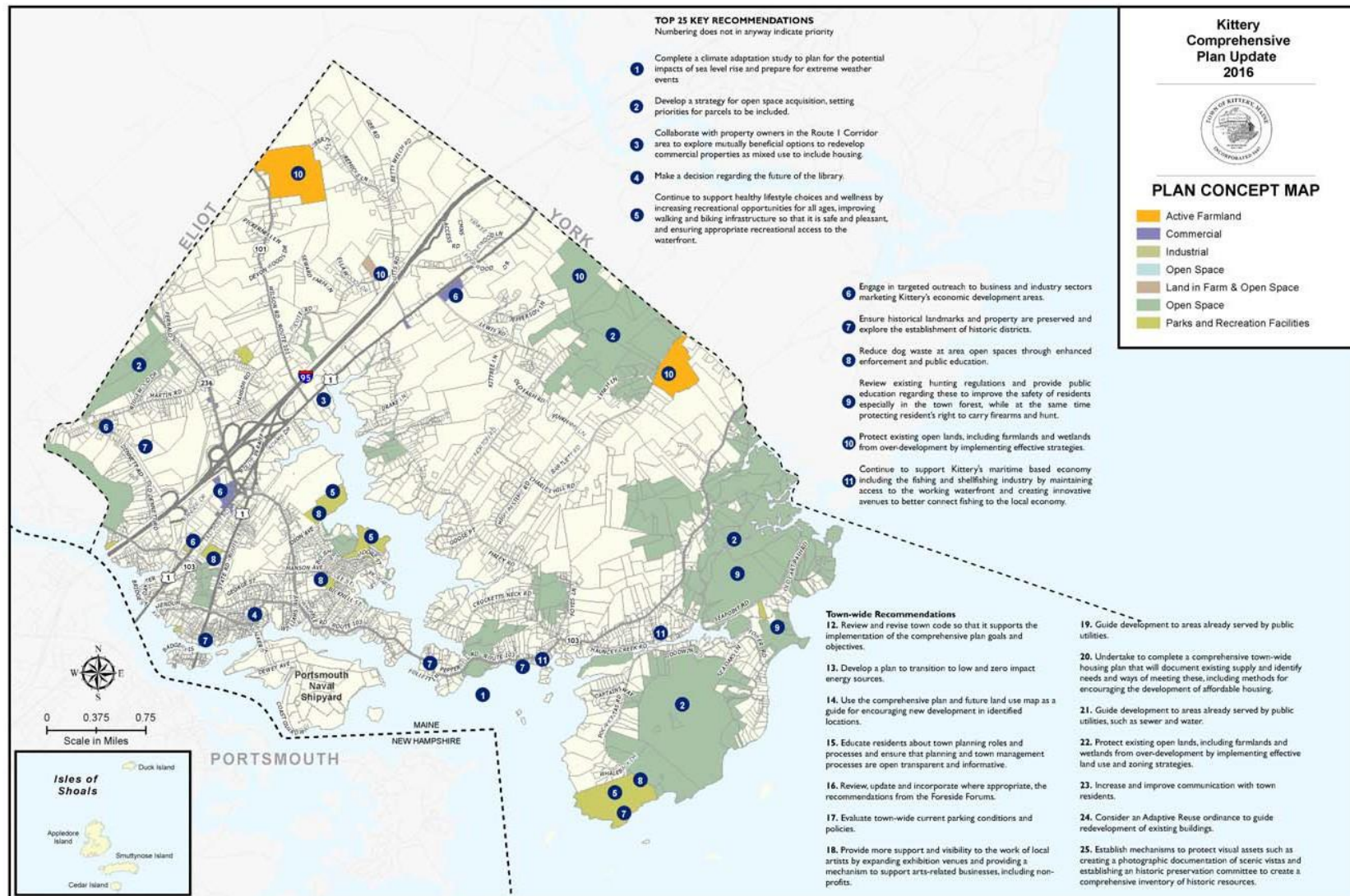
### PLAN CONCEPT MAP

The Plan Concept Map on the following page summarizes the key recommendations of the Comprehensive Plan.



## EXECUTIVE SUMMARY

### CONCEPT PLAN MAP: 25 TOP KEY RECOMMENDATIONS





### FUTURE LAND USE MAP

The Future Land Use Map is a summary of the Future Land Use Plan which was developed to help guide future decisions regarding the kind of growth and the location of growth that was determined to be appropriate and desirable and that is consistent with the vision, goals and objectives of the Comprehensive Plan.

- **“GROWTH”** - areas where the Town would like to encourage future development to occur
- **“LIMITED GROWTH”**- areas that could accommodate a minimal amount of growth
- **Neighborhood Conservation Areas**- areas may have infill potential, but for the most part will retain a similar character in the future.
  - Foreside
  - Kittery Point
  - Admiralty Village

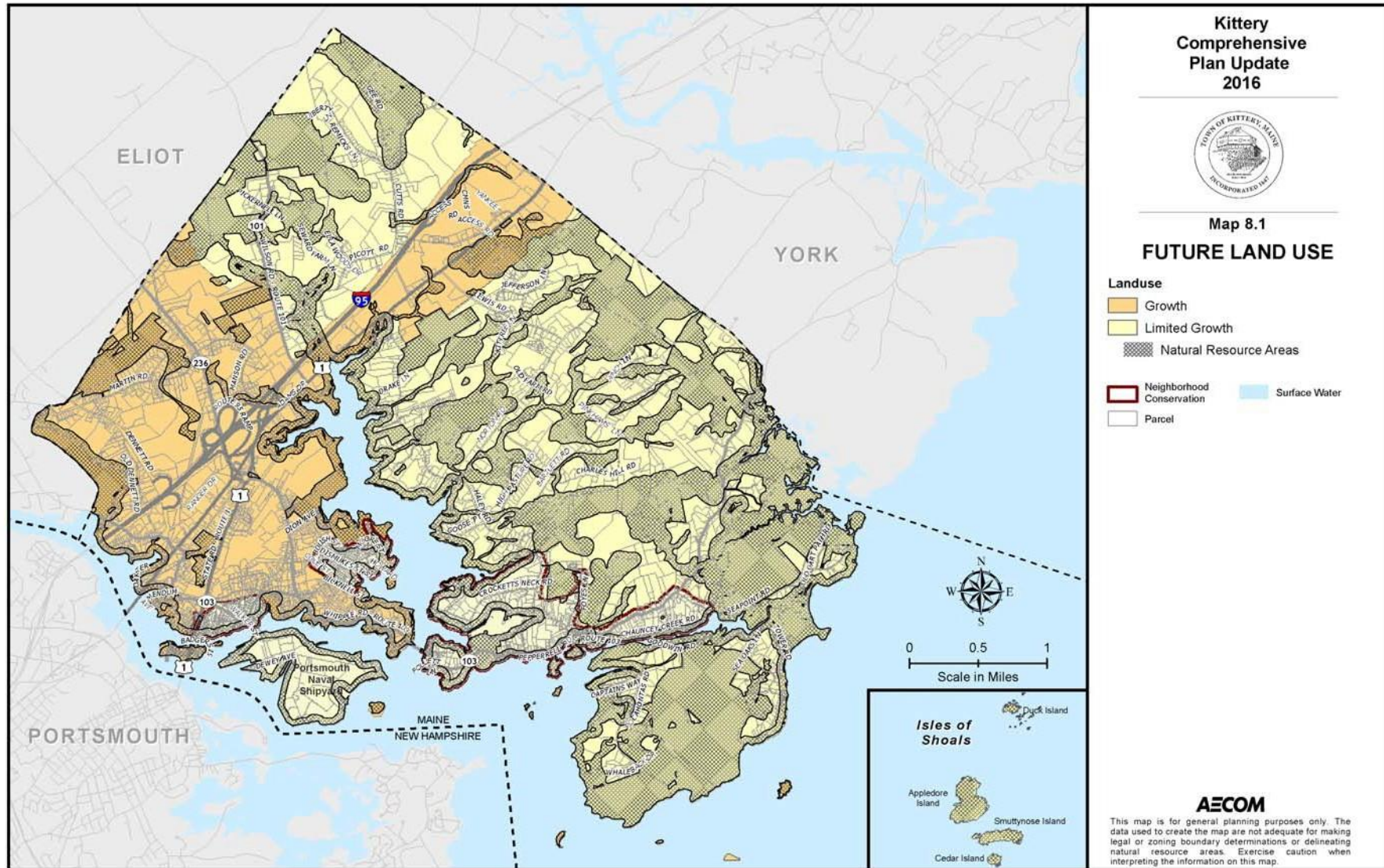
*“There is still plenty of room to grow while maintaining Kittery’s character” – comment from Comment Board in Town Hall.*

The Future Land Use Map also includes:

- **Most current inventory of protected open spaces** which will not be developed on in the future
- **Resource Protection/Rural Conservation land** areas that should not be developed due to their impact on natural features, watersheds, and surface water bodies.



## FUTURE LAND USE MAP





## IMPLEMENTATION

**NEXT STEPS:** Moving forward towards implementation, what are the first steps?

- Establish method to monitor progress on the Plan
- Continue to review and fine-tune menu of options and resources
- Use goals and objectives as a decision-making guide to evaluate opportunities and plans
- Look for opportunities (e.g. funding; partners: public and private sector; regional approaches, partners, etc.)
- Continue community conversation
- Many items will require additional vetting, including Town Council vote
- Begin by implementing “ripe apples” to keep momentum
- Vet top 25 Key Recommendations first

## IMPLEMENTATION TOOLS AND CAPACITY

## Increase Capacity

- Hire additional staff
- Recruit additional volunteers
- Consider need for additional committees, boards
- Regional approach
- Increase commercial tax base
- Explore funding opportunities (state, grants, etc.)
- Revise zoning and adopt new tools

## Prioritize

- Funding availability
- Opportunity to partner
- Addresses health and safety
- Political will
- “Ripe apples” – low hanging fruit to keep momentum
- Phasing
- Establish a method to monitor progress and keep the Plan Up-to-Date

The Comprehensive Plan Update Committee seriously considered recommending the formation of an implementation committee, but determined that a better alternative would be to, in consultation with the Town Manager and Council, create a structured process involving the Council, Boards, and Department Heads to periodically (on an annual or biannual basis) monitor, support and report on progress of implementation.



**ESTABLISH PROCESS TO MONITOR PROGRESS:** Support implementation of the **Comprehensive Plan Goals and Objectives** by creating a process to monitor, support and report on the progress of implementation.

**ANNUAL EVALUATION OF IMPLEMENTATION:** The Town Manager should hold an **annual Summit Meeting** with representatives of existing boards, committees and the Town Council to report on the “State of the Plan” and to discuss progress, hurdles and action plans.

