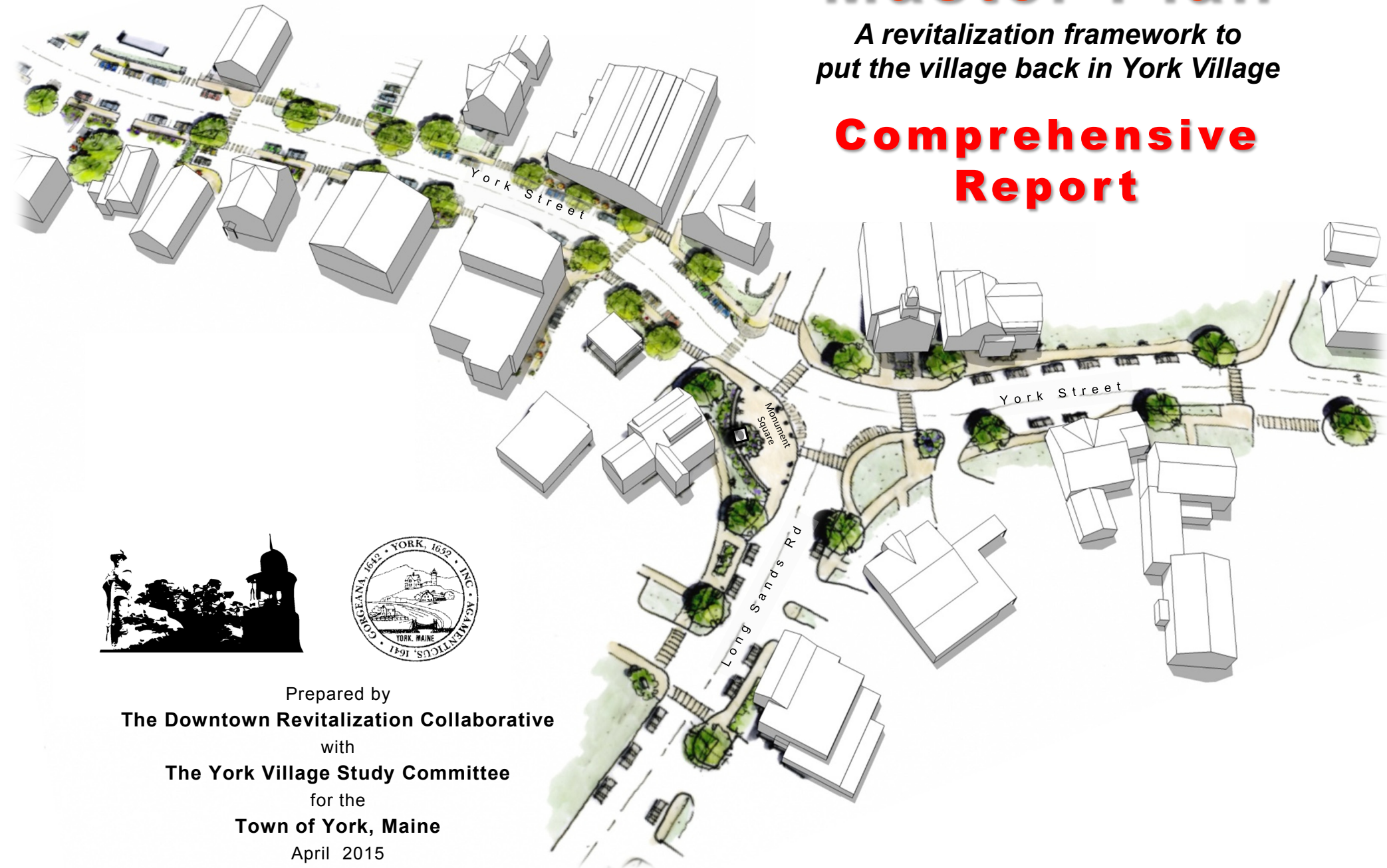


The York Village Master Plan

*A revitalization framework to
put the village back in York Village*

Comprehensive Report



Prepared by
The Downtown Revitalization Collaborative
with
The York Village Study Committee
for the
Town of York, Maine
April 2015



Preface

In a town as historic as York, it is easy to glimpse the past because it is all around you. Stand at Gaol Hill where you will see one of the oldest surviving buildings in the country. Walk around the First Parish's cemetery grounds and examine the dates carved on the gravestones. Read the inscriptions on buildings in the Village, some of which date to the Eighteenth Century. The past is very much present in York; present in the hearts and minds of residents and present to the many visitors who come to experience colonial New England.

It is easier still to see the present because it is so familiar to us: the monument at the Town's heart, the businesses along York Street, the churches and public buildings that grace the Village. At the same time, really seeing the present is not simple because of its familiarity. How many people pay attention to the monument in the center of the Village or know what it commemorates? How many know who owns the most prominent structures in the Village? How many know what lies beneath the surface of the roadways?

And if the present is hard to see with fresh eyes, how much more difficult is it to see the future? Seeing the future — or more accurately, envisioning alternative futures — is what the Village Study Committee (VSC) and its partner consultants from The Downtown Revitalization Collaborative of Portland were charged to do by the Board of Selectmen.

The visions of the VSC and The Downtown Revitalization Collaborative were not invented in isolation from the past or from the present. They are derived from studying what York looked like 100 years ago, how it worked 75 years ago, how it has changed over the last 50 years.

The visions are built on the memories and ideals of people who reached out to us. They are founded upon the thoughts of hundreds of citizens working in small groups during a series of public workshops. They are the product of meetings with diverse interest groups and innumerable one-on-one conversations that took place over a four year period.

The future.... That is what this Master Plan is intended to bring to life; a future that both respects the past and examines the present with a critical eye. It is a vision that puts "the village" back in York Village.

The volunteer members of the VSC and the professional staff of The Downtown Revitalization Collaborative would like to thank the countless people who spoke with us and who gave freely of their time to help bring to life a revitalized York Village.

This Master Plan belongs to, and is dedicated to, all of them.



Coming together is a beginning; keeping together is progress; working together is success. (Henry Ford)

In 2011, the **York Board of Selectmen** initiated the Master Plan by appointing the Village Study Committee, and then subsequently advancing it by engaging The Downtown Revitalization Collaborative.

The **York Village Study Committee (YVSC)** laid a foundation that made the Master Plan possible, then provided leadership throughout the process.

The YVSC team:

- Steve Burns, Town Manager
- Stu Dawson, Landscape Architect
- Antonia DeSoto, Local Merchant
- Gloria Gustafson Gallery, Pres. YVA
- Chris Hartwell, Web Developer
- Joel Lefever, Museums of Old York
- Dean Lessard, York Public Works
- Ron McAllister, Retired Professor
- Jodi Merrill, York Hospital
- Robert Palmer, BOS Rep
- Dylan Smith, Town Planner
- Peter Smith, Planning Board
- Scott Stevens, Preservationist
- Lew Stowe, Planning Board

Former Members:

- Mary Andrews
- Dawn Fernald
- Christine Grimando
- Ron Nowell
- Steve Pelletier
- Jennifer Smith
- Rob Yandow

The Downtown Revitalization Collaborative led the Master Planning effort. Founded on the four cornerstones of Revitalization – Economics, Streets, Buildings and Community Participation, the Team purposefully integrates the allied disciplines of Planning, Design, Engineering, Funding and Implementation to provide comprehensive services.

The Downtown Revitalization Collaborative:

- Denis Lachman, Lachman Architects & Planners
- Regina Leonard, Landscape Architecture & Design
- John Adams, Milone & MacBroom
- Tom Fowler & Joel Lufkin, Landmark Corporation Surveyors & Engineers
- Rodney Lynch AICP – Community & Economic Development Planner

Many **Business Leaders, Property Owners and Merchants** shared their time and thoughts through one-on-one interviews to help guide this Master Plan.

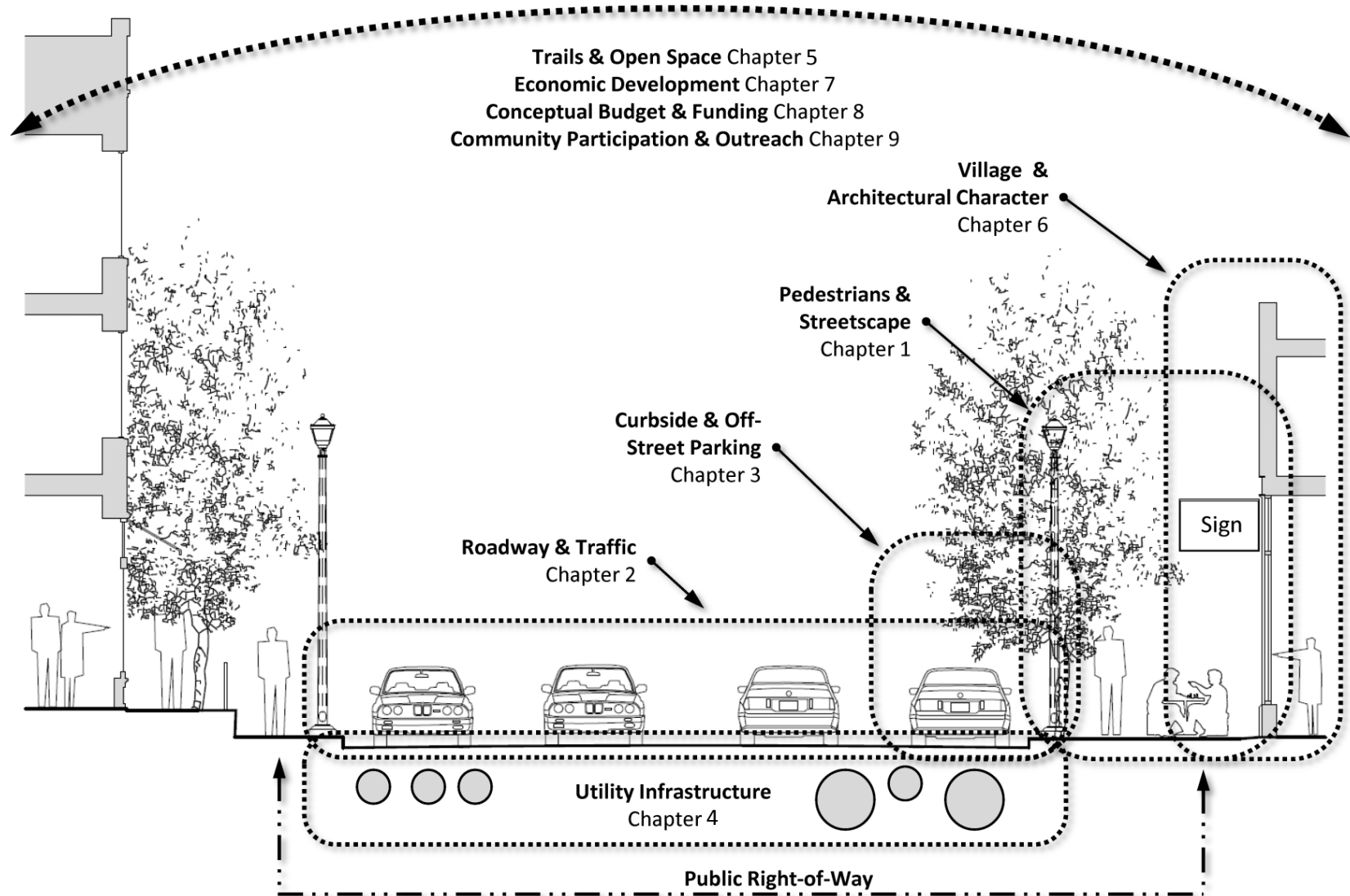
Over 240 **Community Members** committed their time and interest by participating in three Community Design Workshops. Their input enriched both the process and the results, ensuring this plan truly reflects the needs and aspirations of the community. Included were:

- Non Profit Community Leaders
- Emergency Services Fire, Police and Ambulance
- Veterans Organizations
- All Utilities – Water, Sewer, Power, Cable, Telephone



Visual Table of Contents

The York Village Master Plan Report is a complex weave of interrelated and overlapping topics. A few topics are exclusively in the **Public Realm** (such as Roadway & Traffic, Chapter 2 and Utility Infrastructure, Chapter 4). Others are primarily in the **Private Realm** (such as Village & Architectural Character, Chapter 6). Yet downtown revitalization is intrinsically interconnected, so most topics bridge **both Public and Private Realms**. The Visual Table of Contents below shows the physical locations of topics, correlated with the report's organization.





This Master Plan Report document is intended for multiple audiences, each with distinct interests seeking various levels of information and/or guidance - from citizens with a cursory interest to community leaders with broad policy interests and responsibilities to engineers concerned with technical implementation

To address this full range of audiences the Plan document is in a 3-part format. The first is the **Summary Report**, which can be printed as a standalone document. It contains visual representations of all key aspects of the plan and summaries of top considerations and recommendations in each topic area. For broader and more in-depth information, nine **Chapters** follow on the topics illustrated at left. Back up and technical information to some of the Chapters can be found in the **Appendix** referenced by its corresponding chapter number. All of the Master Plan Report can be found in pdf format online at www.YorkVillage.org.

Comprehensive Report	Summary Report	Visual Introduction to the Master Plan	5 - 20
		Master Plan Top Points & Recommendations	21 - 27
		Conceptual Budget & Funding	28
		20th & 21st Century Planning & Revitalization	29 - 31
		Beyond the Master Plan	32 - 37
	Chapter 1	Streetscapes, Pedestrians & Bicycles	38 - 50
	Chapter 2	Roadway & Traffic	51 - 64
	Chapter 3	Curbside & Off-Street Parking	65 - 78
	Chapter 4	Utility Infrastructure	79 - 87
	Chapter 5	Trails & Open Space	88 - 93
	Chapter 6	Village & Architectural Character	94 - 100
	Chapter 7	Economic Development	101 - 105
	Chapter 8	Conceptual Budget & Funding	106 - 115
	Chapter 9	Community Participation & Outreach	116 - 130
	Appendix	1 - 90	

Visual Introduction to the Master Plan



PURPOSE

This Visual Introduction to the Master Plan includes conceptual design recommendations for the public right-of-way. The following sketches illustrate recommended treatments for the central Village, which is bounded to the west by Lindsay Road, to the east by Woodbridge Road, and extending southward to just beyond the Bagel Basket. The written portion of the Master Plan supplements and expands upon these conceptual ideas.

The Visual Introduction also includes section-elevations along the York Street and Long Sands Road central Village corridor. These cross-sections show both the existing and proposed treatments to illustrate how existing street rights-of-way can be modified to include pedestrian and bicycle enhancements.

LOCATION KEYS for SHEETS 1 – 6

To provide a visual representation of what the Village might look like upon implementation of this Master Plan, the Village is divided into numbered areas. For each of the six areas shown, an aerial view concept diagram has been created to show what that part of the Village would look like.

Village areas covered by these diagrams are:

Sheet 1 - Lindsay Road Concept

Sheet 2 - Intersection Concept

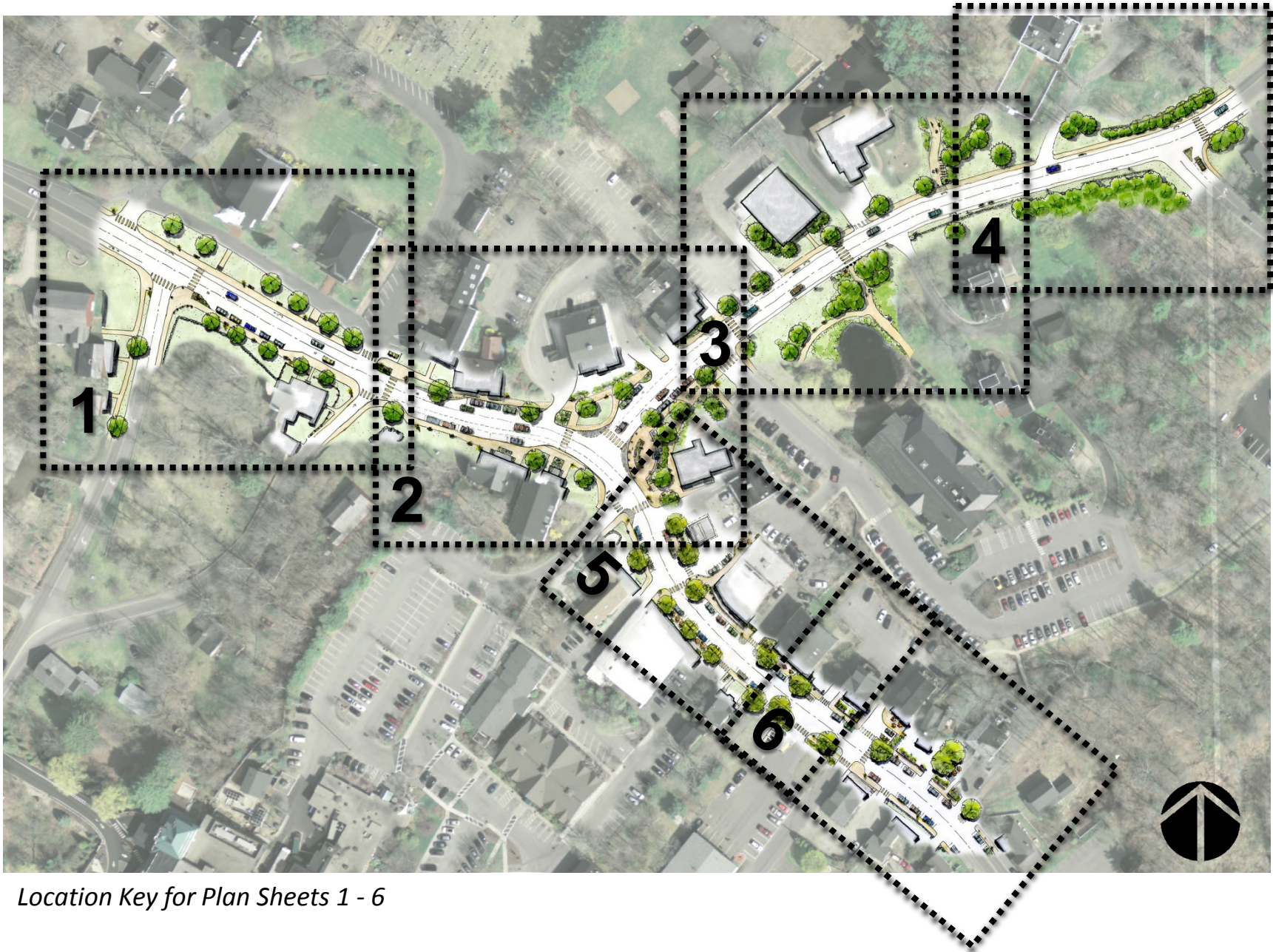
Sheet 3 - Long Sands Road Concept -1

Sheet 4 - Long Sands Road Concept -2

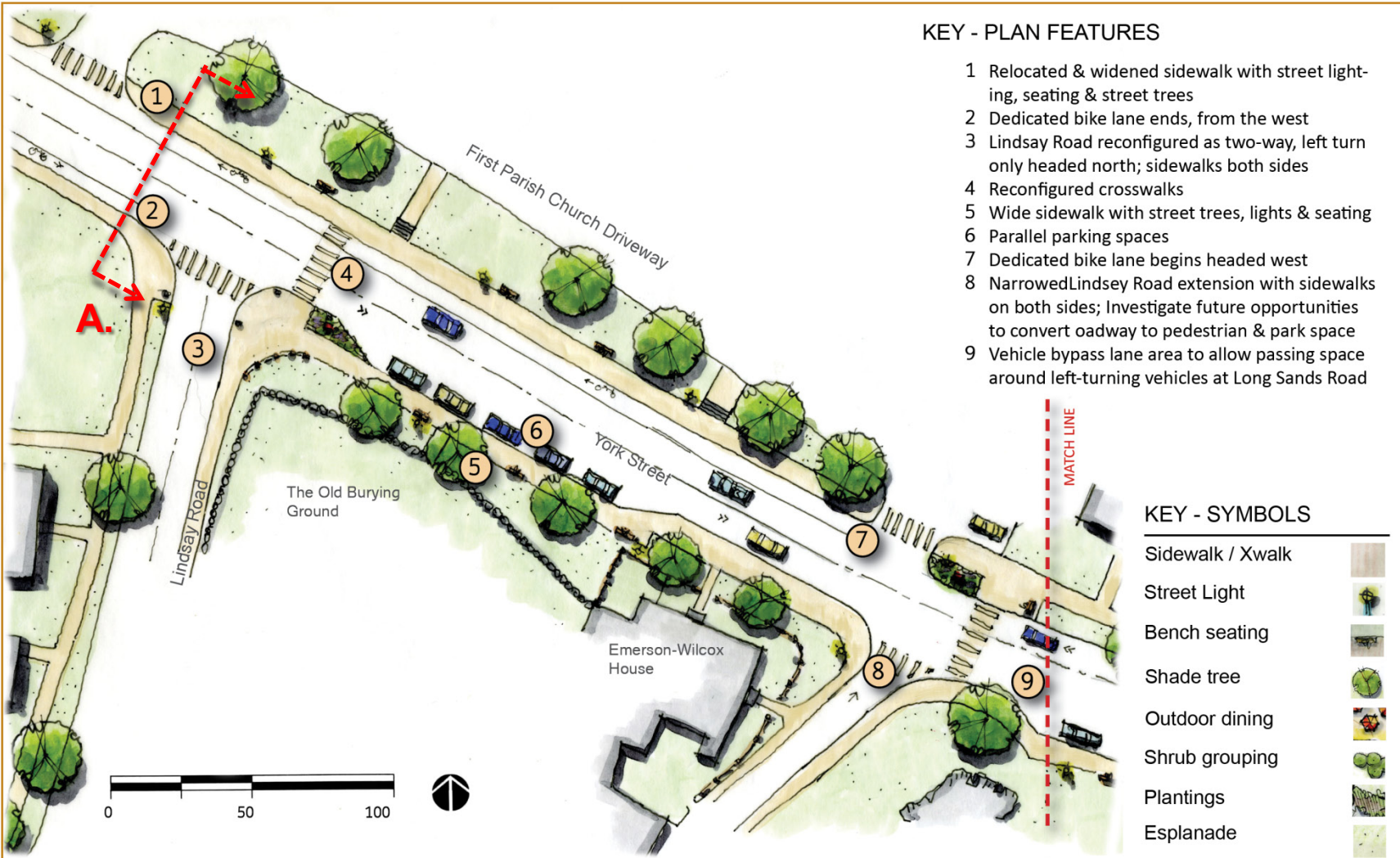
Sheet 5 - York Street Center Concept

Sheet 6 - York Street East Concept

In addition, concept drawings have been created to show one or more street segments (cross-cut views of the street) for each of the six areas. These cross-cut views show more details about the layout of the street segment. These segments are designated on each drawing with a letter that corresponds to the cross-cut segment drawings six areas. These cross-cut views show more details about the layout of the street segment.






Location Key for Plan Sheets 1 - 6



KEY - PLAN FEATURES

- 1 Relocated & widened sidewalk with street lighting, seating & street trees
- 2 Dedicated bike lane ends, from the west
- 3 Lindsay Road reconfigured as two-way, left turn only headed north; sidewalks both sides
- 4 Reconfigured crosswalks
- 5 Wide sidewalk with street trees, lights & seating
- 6 Parallel parking spaces
- 7 Dedicated bike lane begins headed west
- 8 Narrowed Lindsey Road extension with sidewalks on both sides; Investigate future opportunities to convert roadway to pedestrian & park space
- 9 Vehicle bypass lane area to allow passing space around left-turning vehicles at Long Sands Road

KEY - SYMBOLS


- Sidewalk / Xwalk 
- Street Light 
- Bench seating 
- Shade tree 
- Outdoor dining 
- Shrub grouping 
- Plantings 
- Esplanade 

DATE: March 27, 2015

YORK-LINDSEY CONCEPT

YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
Downtown Revitalization Collaborative
 Lachman Architects & Planners (Project Leader)
 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)

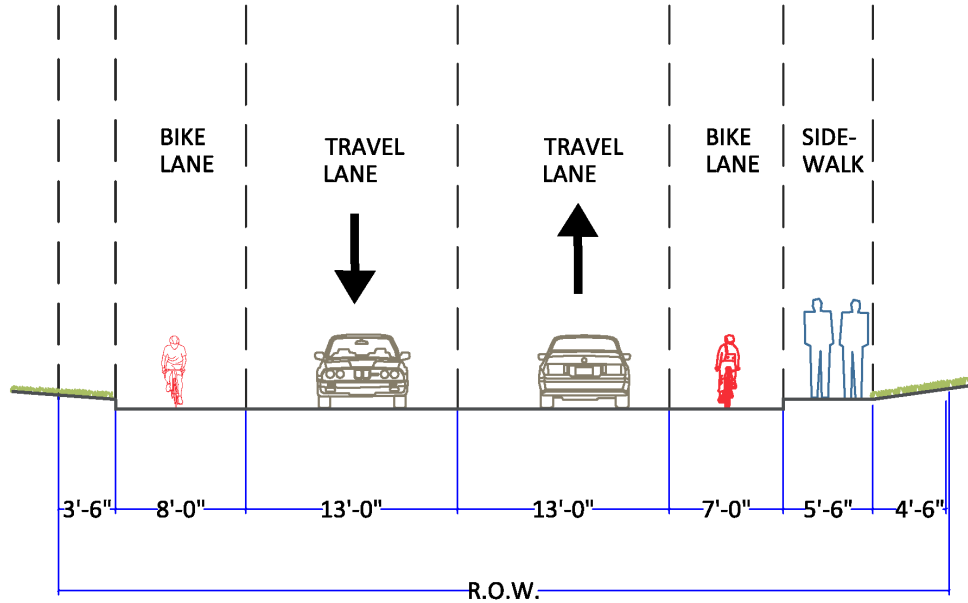
prepared for:
YORK VILLAGE STUDY COMMITTEE

TOWN OF YORK
 186 YORK STREET
 YORK, MAINE 03909

SHEET
1

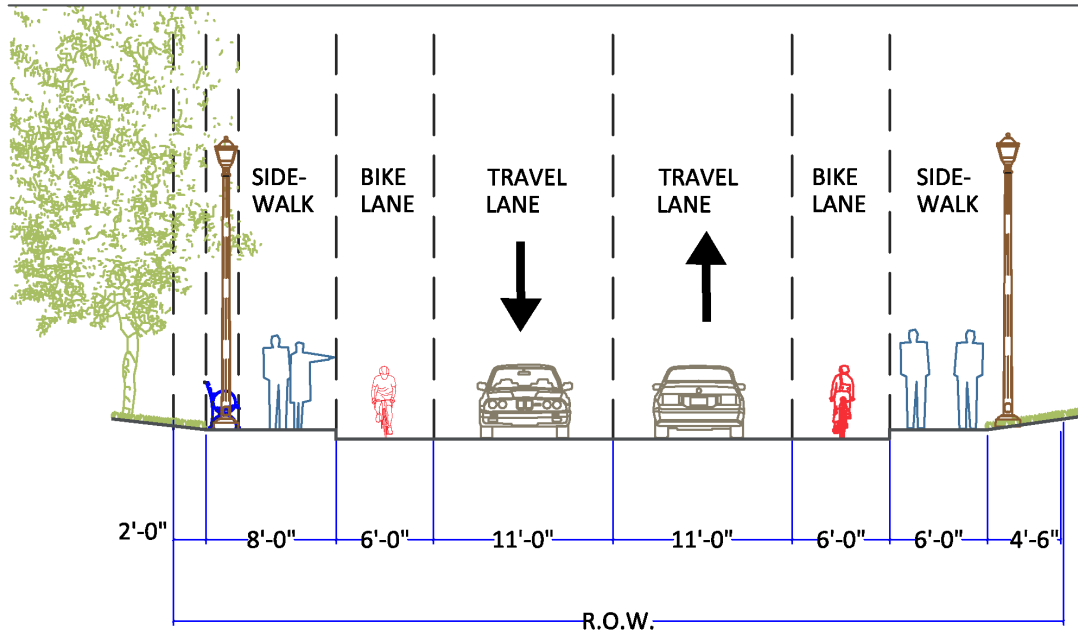


SECTION A

YORK STREET:
BETWEEN REMICK BARN &
FIRST PARISH, FACING EAST



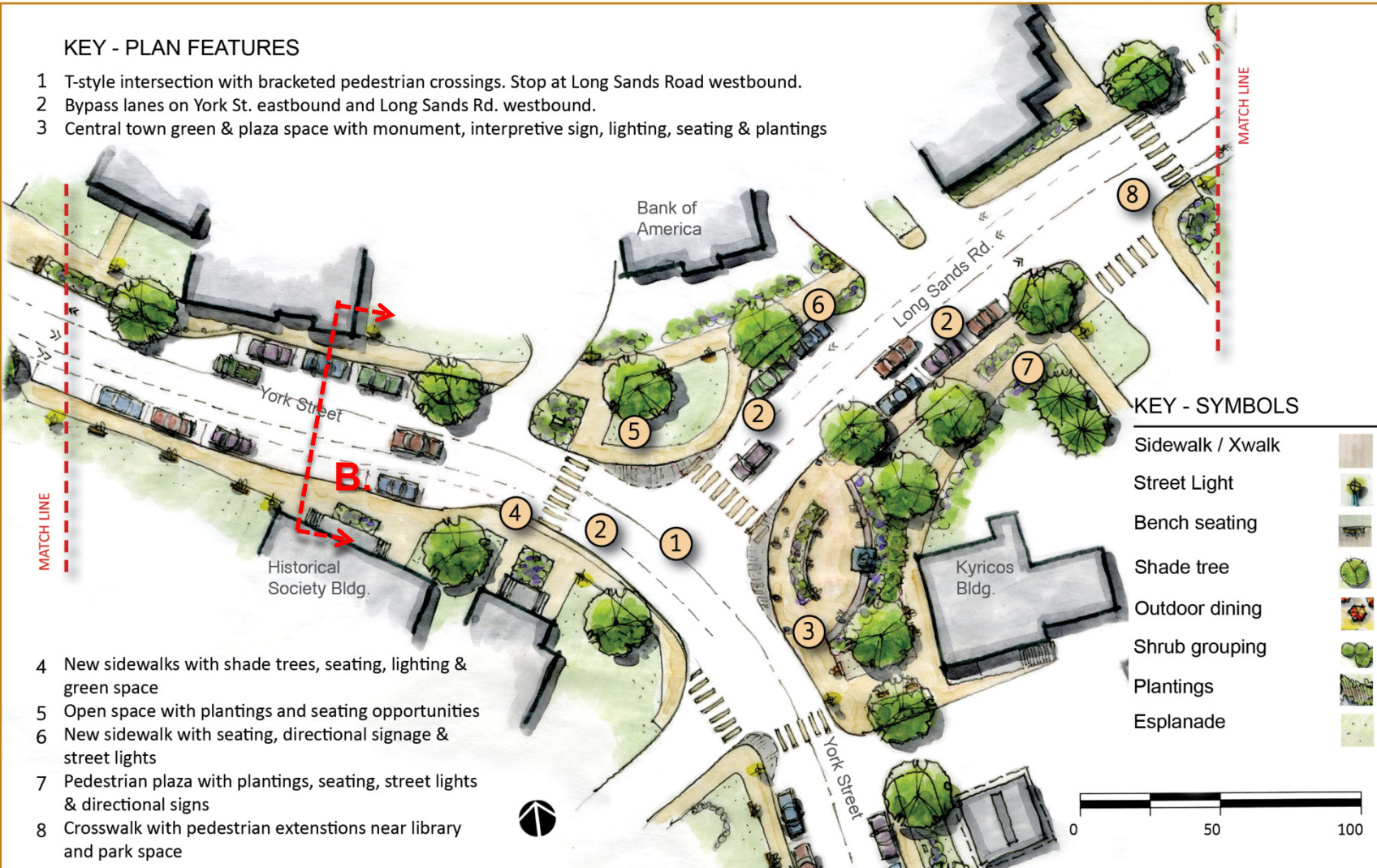
STREET SECTION
EXISTING



STREET SECTION
PROPOSED

KEY - PLAN FEATURES

- 1 T-style intersection with bracketed pedestrian crossings. Stop at Long Sands Road westbound.
- 2 Bypass lanes on York St. eastbound and Long Sands Rd. westbound.
- 3 Central town green & plaza space with monument, interpretive sign, lighting, seating & plantings



MATCH LINE

MATCH LINE

KEY - SYMBOLS

- Sidewalk / Xwalk
- Street Light
- Bench seating
- Shade tree
- Outdoor dining
- Shrub grouping
- Plantings
- Esplanade

- 4 New sidewalks with shade trees, seating, lighting & green space
- 5 Open space with plantings and seating opportunities
- 6 New sidewalk with seating, directional signage & street lights
- 7 Pedestrian plaza with plantings, seating, street lights & directional signs
- 8 Crosswalk with pedestrian extensions near library and park space

DATE: March 27, 2015

INTERSECTION CONCEPT

YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
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 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)

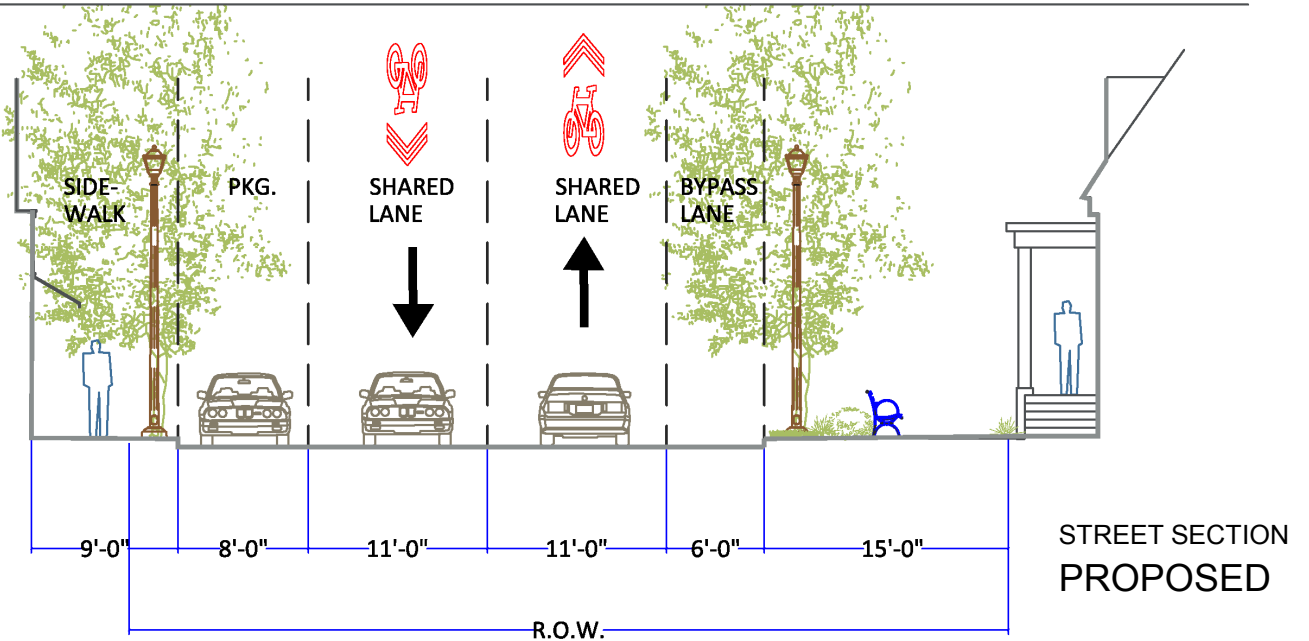
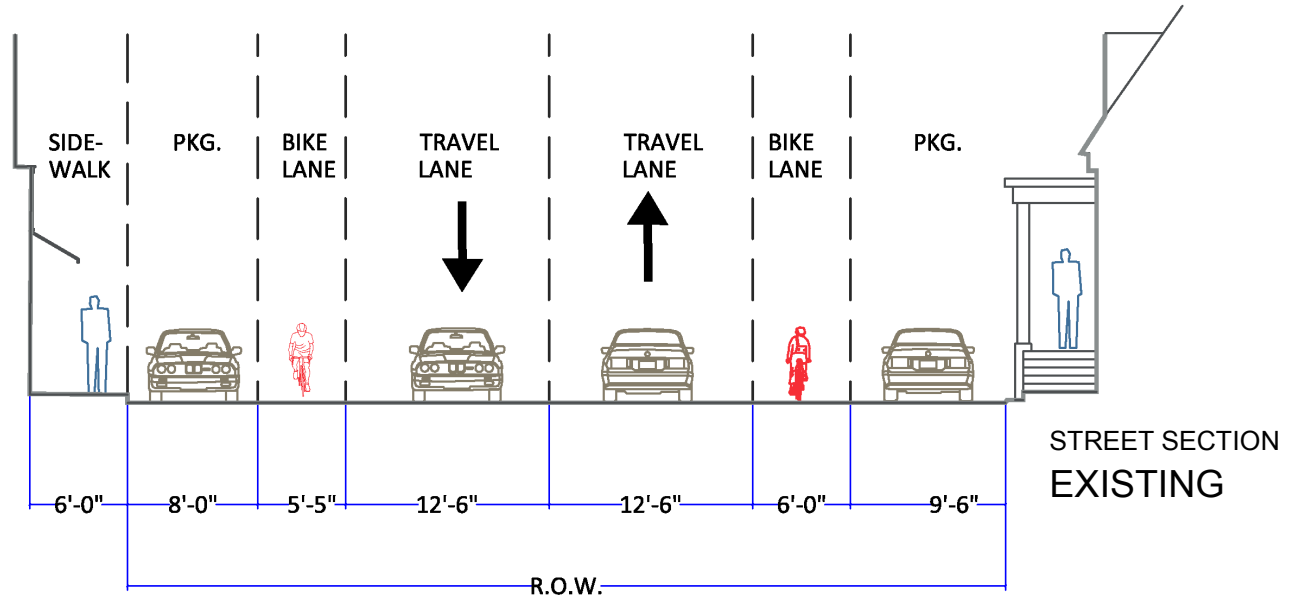
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YORK VILLAGE STUDY COMMITTEE
 TOWN OF YORK
 186 YORK STREET
 YORK, MAINE 03909

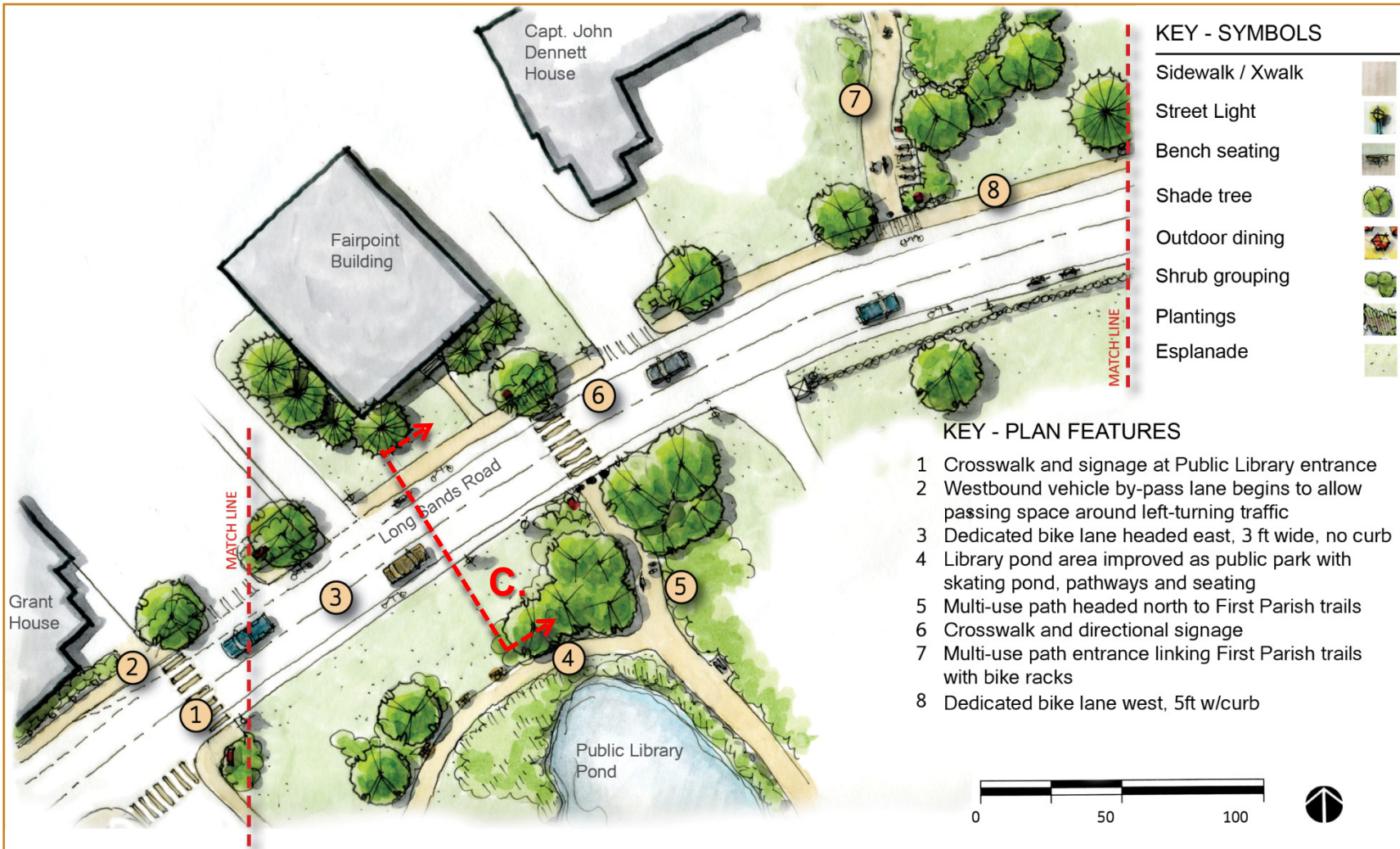
SHEET
2



SECTION B

YORK STREET:
BETWEEN ELLIS INSURANCE &
HISTORICAL SOCIETY BUILDING,
FACING EAST



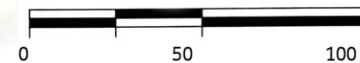


KEY - SYMBOLS

- Sidewalk / Xwalk 
- Street Light 
- Bench seating 
- Shade tree 
- Outdoor dining 
- Shrub grouping 
- Plantings 
- Esplanade 

KEY - PLAN FEATURES

- 1 Crosswalk and signage at Public Library entrance
- 2 Westbound vehicle by-pass lane begins to allow passing space around left-turning traffic
- 3 Dedicated bike lane headed east, 3 ft wide, no curb
- 4 Library pond area improved as public park with skating pond, pathways and seating
- 5 Multi-use path headed north to First Parish trails
- 6 Crosswalk and directional signage
- 7 Multi-use path entrance linking First Parish trails with bike racks
- 8 Dedicated bike lane west, 5ft w/curb



DATE: March 27, 2015

LONG SANDS ROAD CONCEPT - 1

YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
Downtown Revitalization Collaborative
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 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)



prepared for:
**YORK VILLAGE
 STUDY COMMITTEE**



**TOWN OF YORK
 186 YORK STREET
 YORK, MAINE 03909**

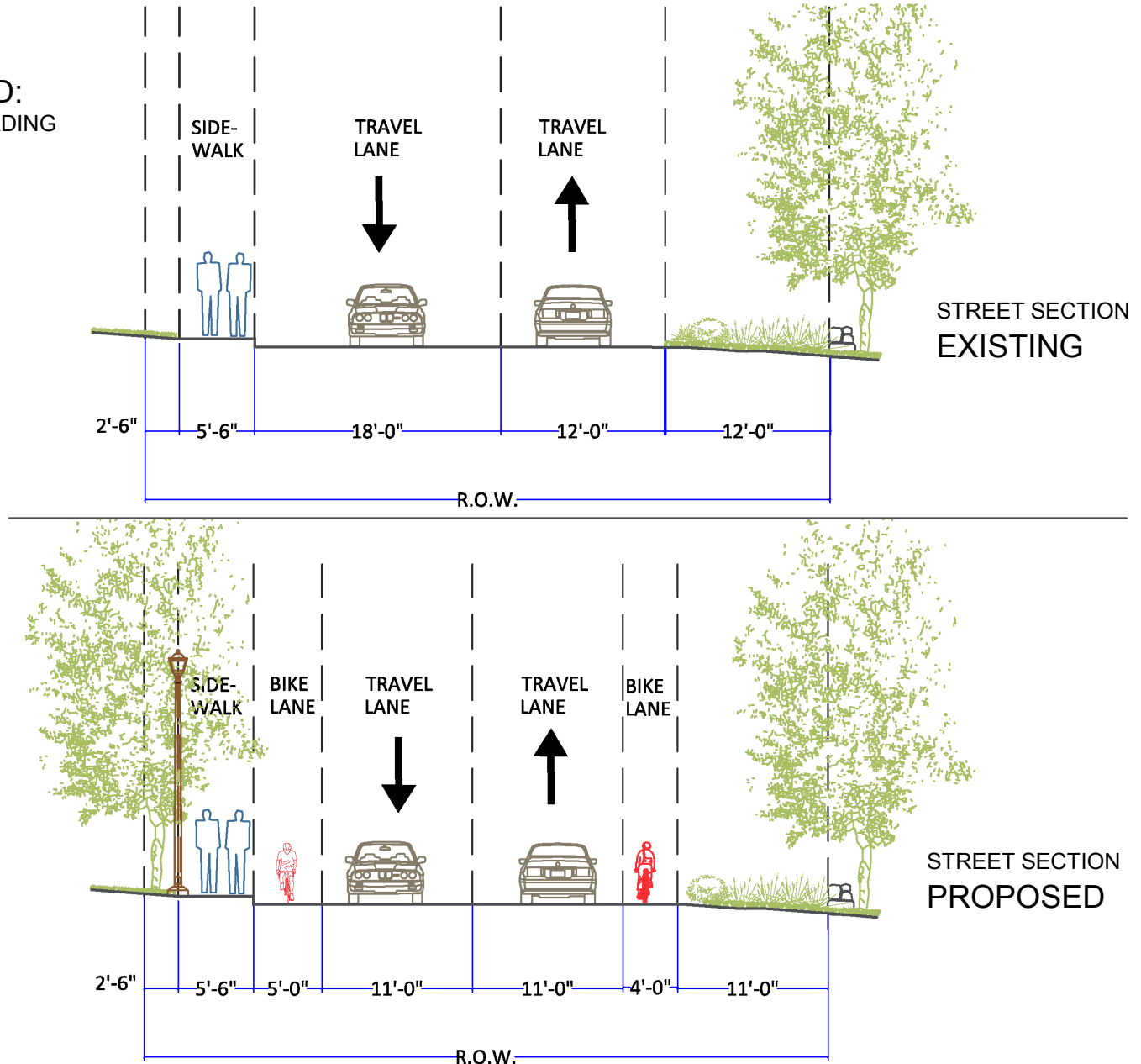
SHEET

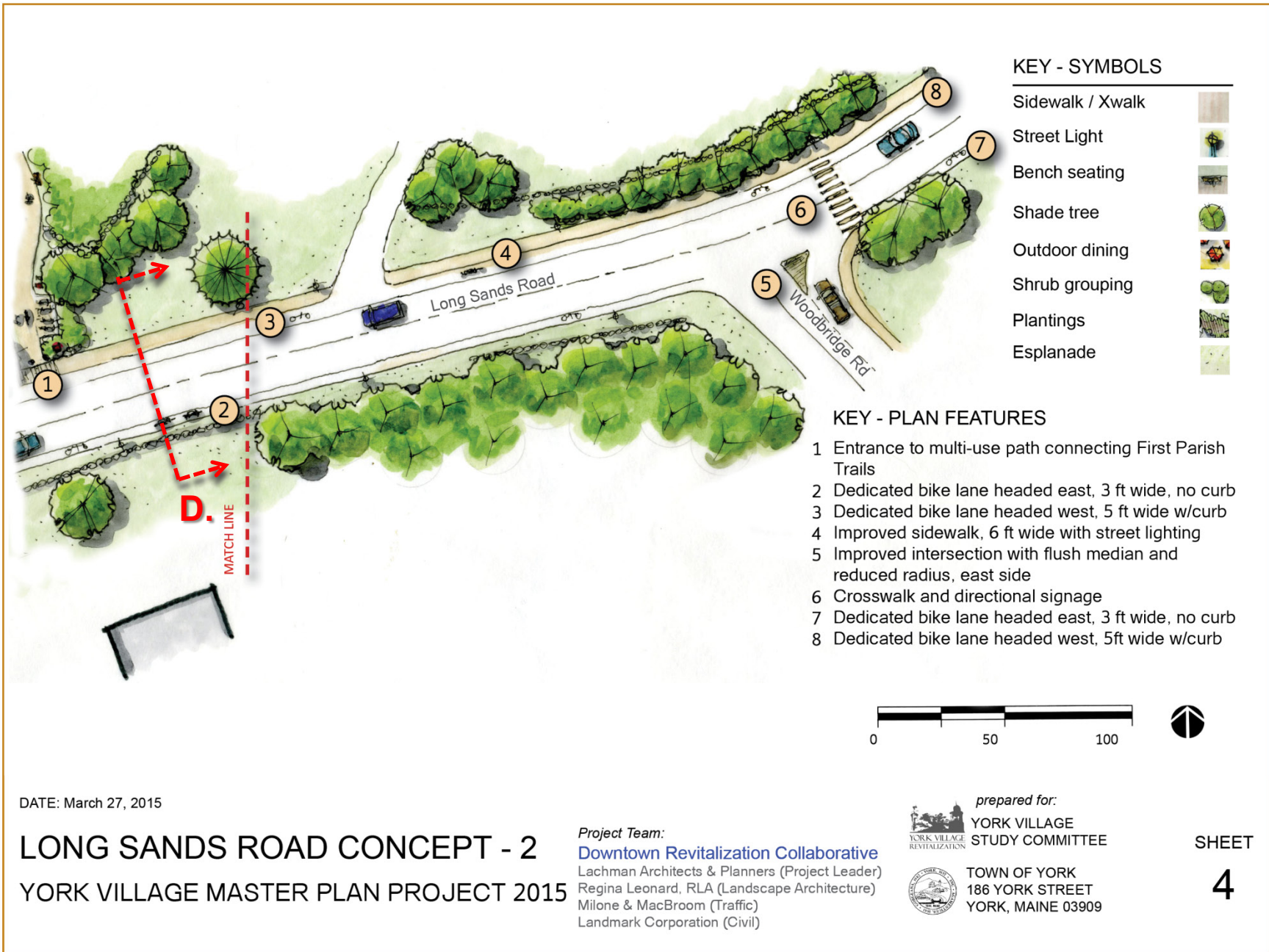
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SECTION C

**LONG SANDS ROAD:
BETWEEN FAIRPOINT BUILDING
& LIBRARY FRONT YARD,
FACING EAST**

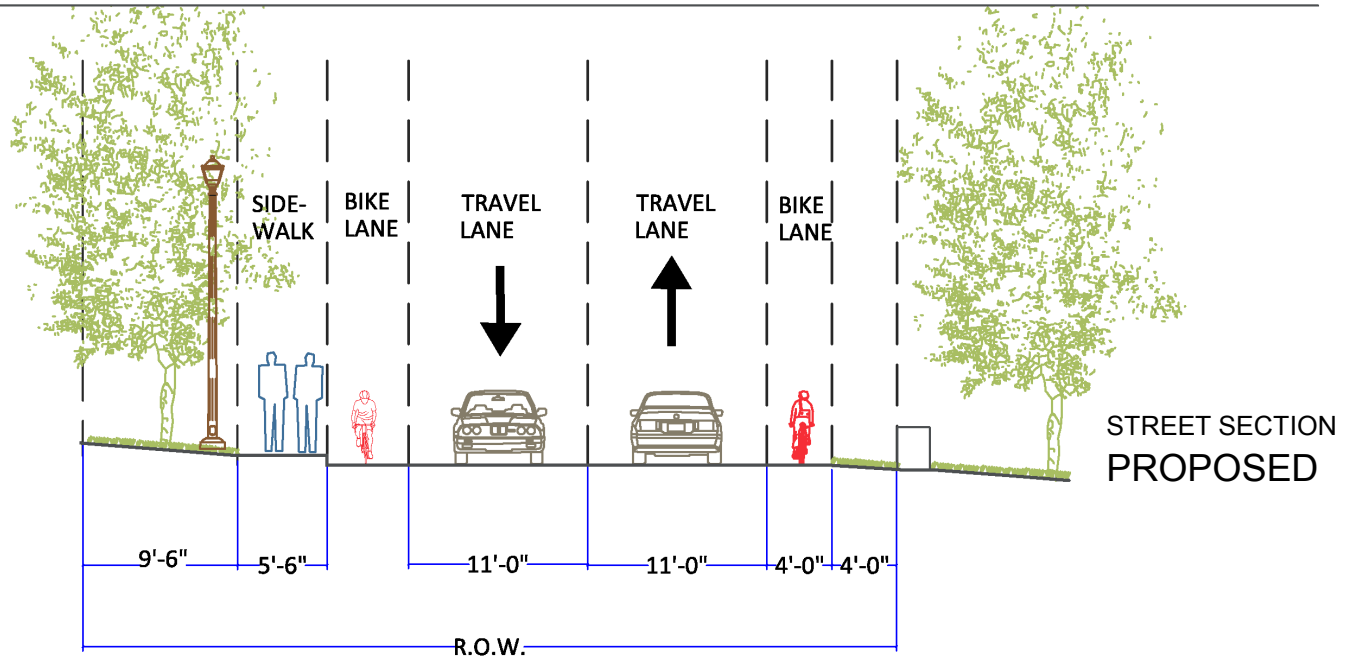
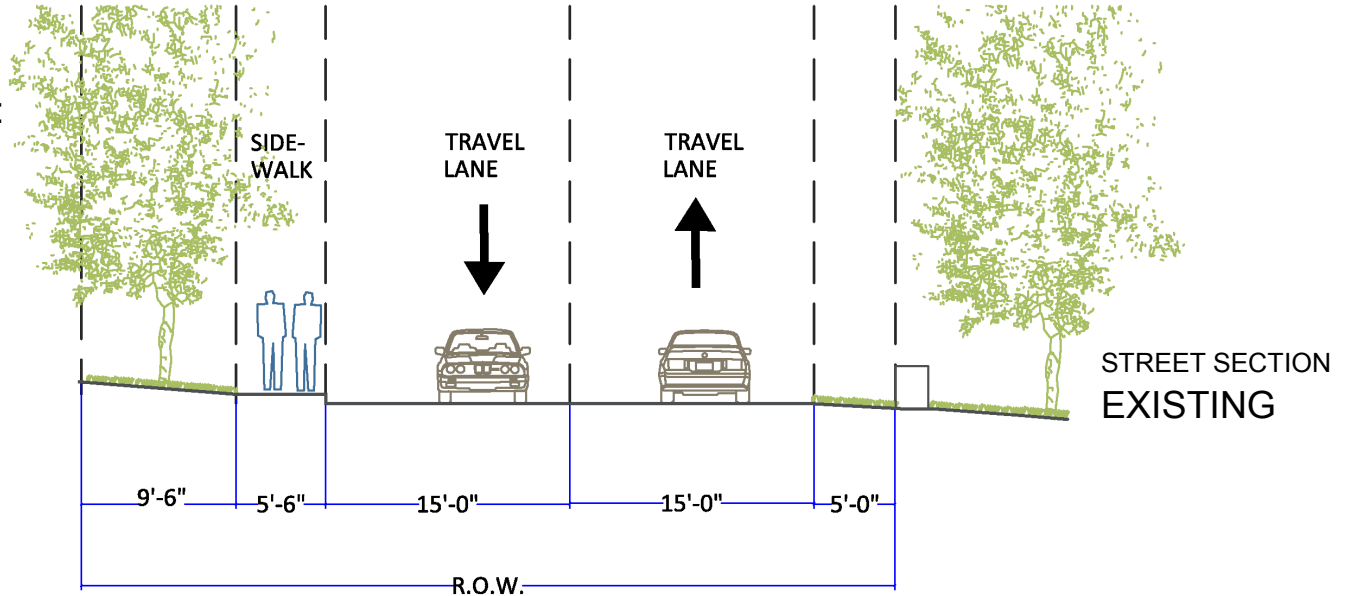


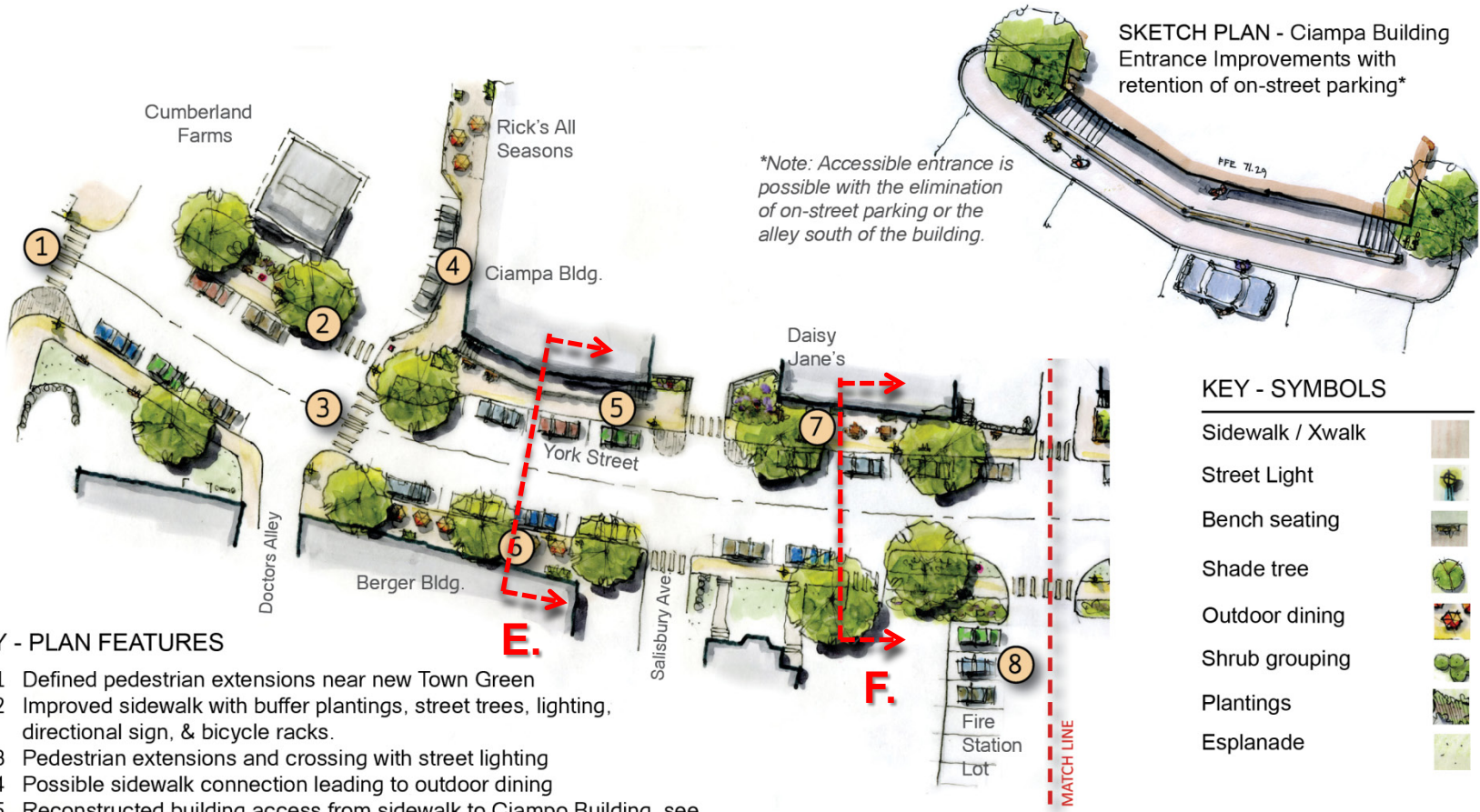




SECTION D

**LONG SANDS ROAD:
NEAR COVENTRY HALL
PROPERTY, FACING EAST**





KEY - PLAN FEATURES

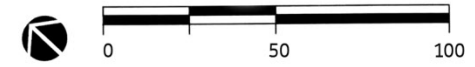
- 1 Defined pedestrian extensions near new Town Green
- 2 Improved sidewalk with buffer plantings, street trees, lighting, directional sign, & bicycle racks.
- 3 Pedestrian extensions and crossing with street lighting
- 4 Possible sidewalk connection leading to outdoor dining
- 5 Reconstructed building access from sidewalk to Ciampo Building, see sketch
- 6 Reconfigured access to Ciampa Building with sidewalk, lights, seating
- 7 Expanded plaza with outdoor seating, planters, street trees
- 8 Possible public parking (5-10 sp.) at fire station, street tree, plantings, sign

DATE: March 27, 2015

YORK STREET CONCEPT

YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
 Downtown Revitalization Collaborative
 Lachman Architects & Planners (Project Leader)
 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)



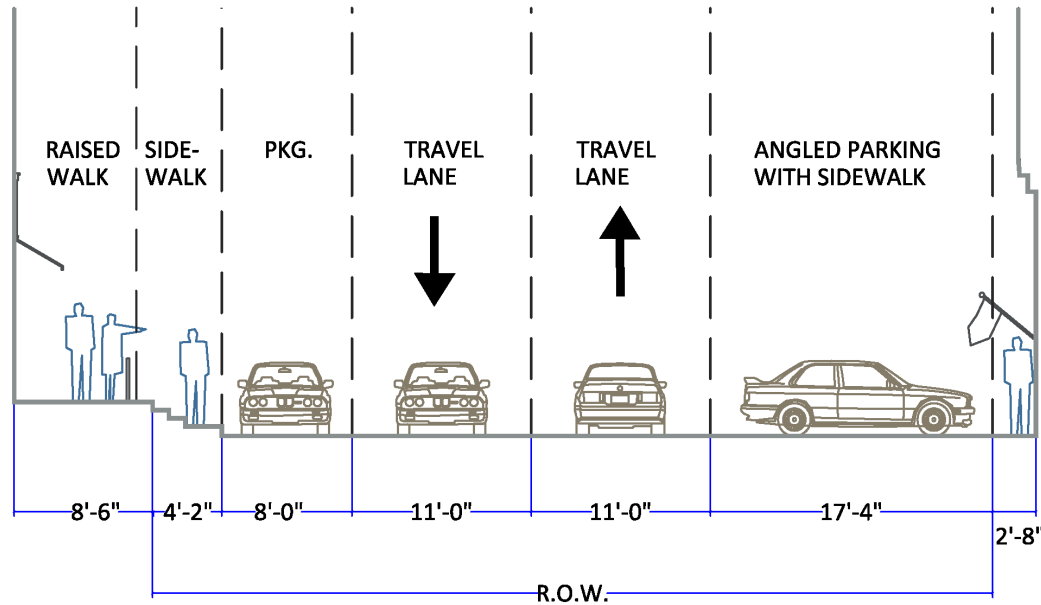
prepared for:
YORK VILLAGE STUDY COMMITTEE
 TOWN OF YORK
 186 YORK STREET
 YORK, MAINE 03909

SHEET
5

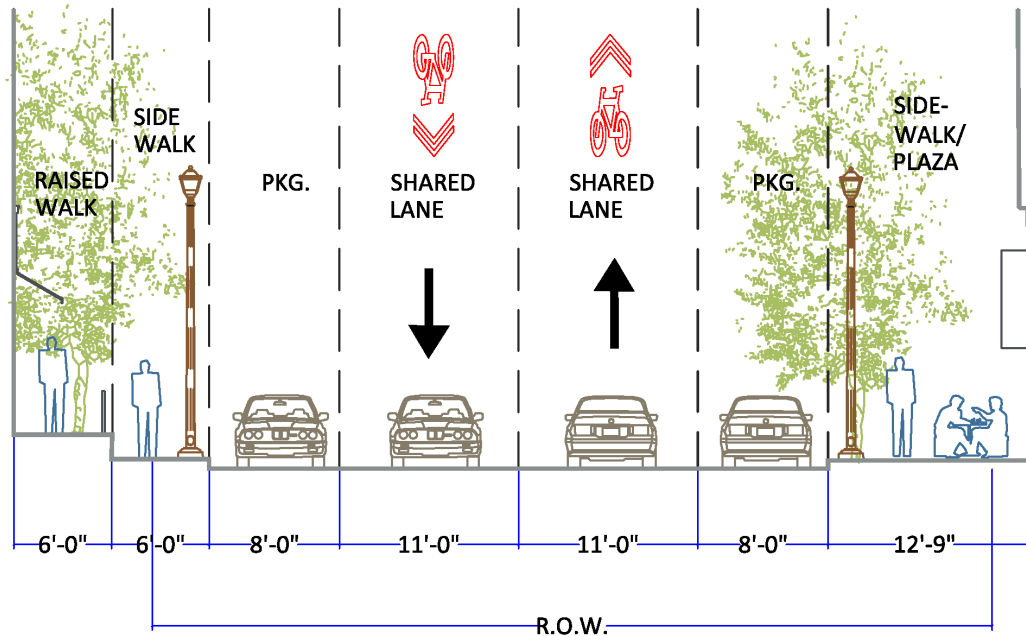


SECTION E

YORK STREET:
BETWEEN BERGER & CIAMPA
BUILDINGS, FACING SOUTH



STREET SECTION
EXISTING

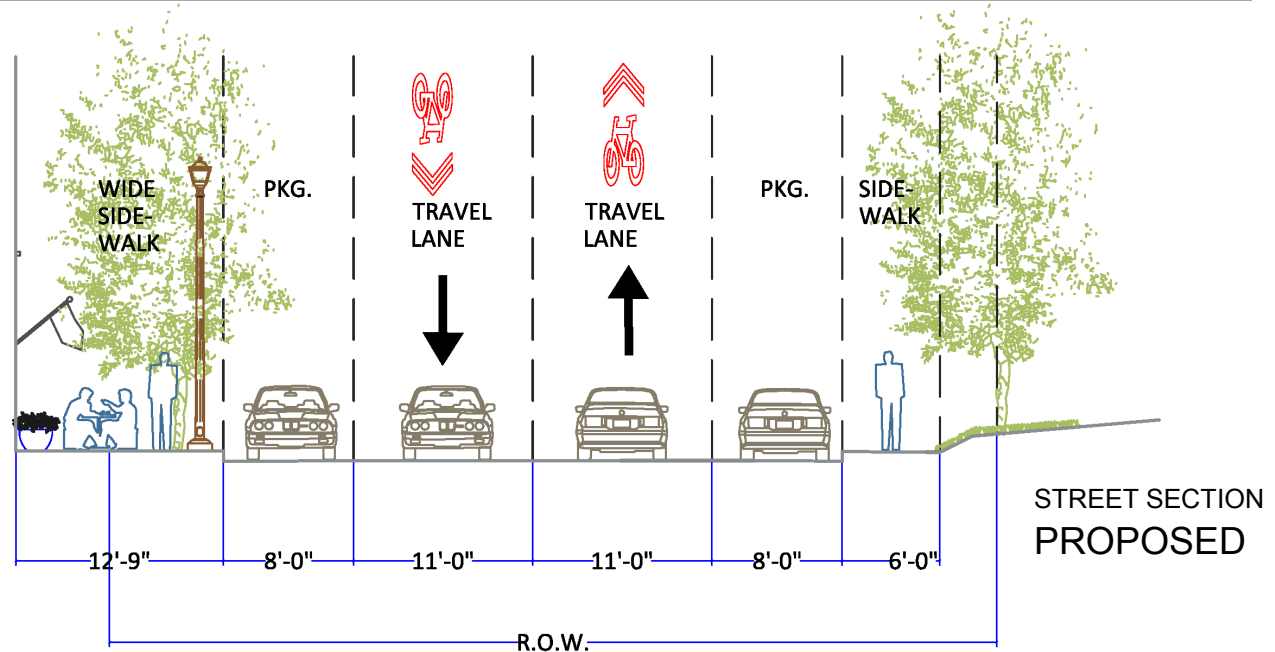
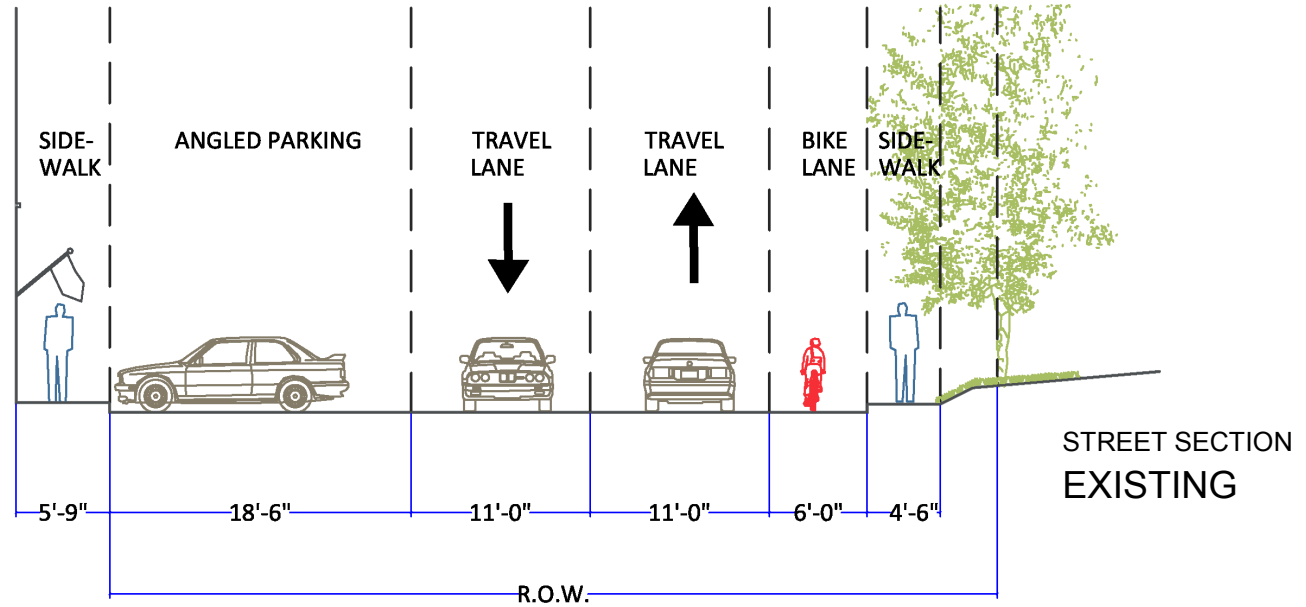


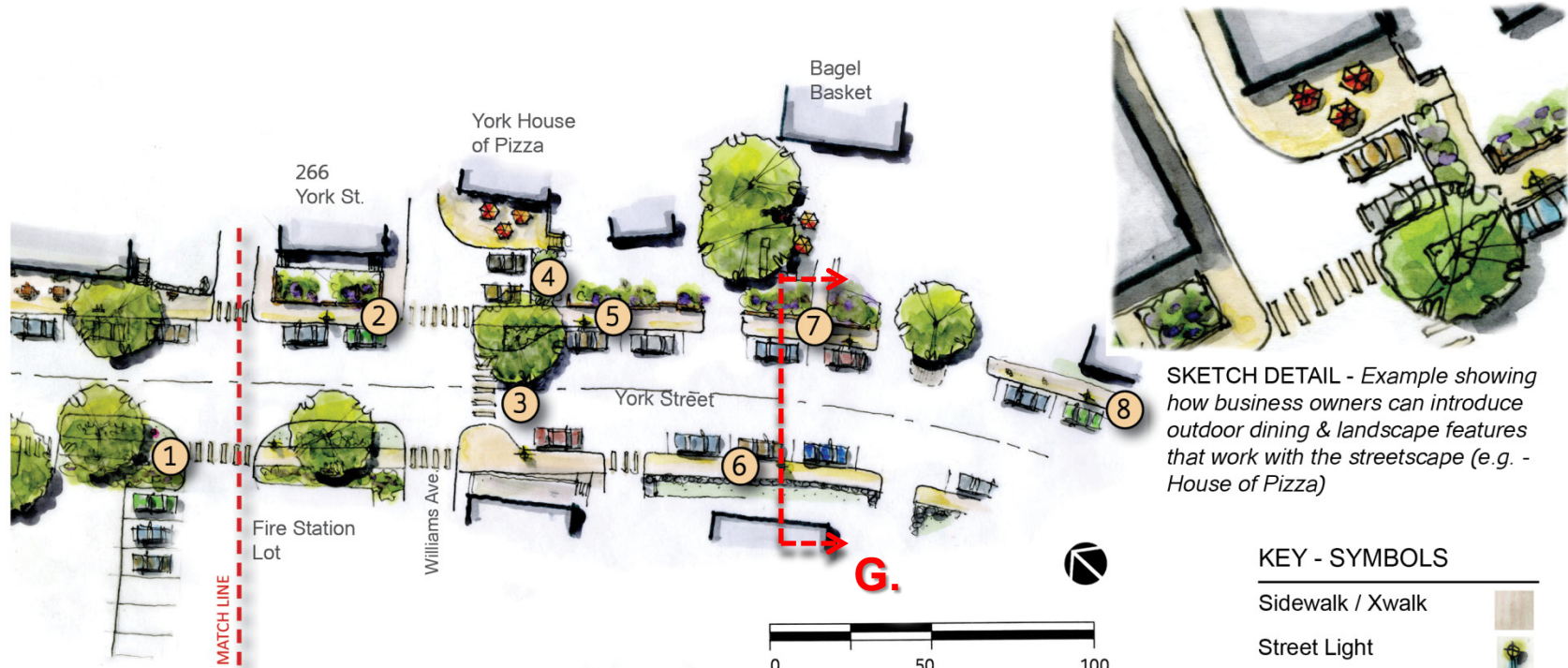
STREET SECTION
PROPOSED



SECTION F

YORK STREET:
BETWEEN DAISY JANES AND
LIGHTHOUSE COUNSELING,
FACING SOUTH





SKETCH DETAIL - Example showing how business owners can introduce outdoor dining & landscape features that work with the streetscape (e.g. - House of Pizza)

KEY - PLAN FEATURES

- 1 Reduced curb cut with green space, shrubs, street trees, lighting
- 2 Sidewalk with street lighting
- 3 Pedestrian extensions and crossing with street lighting, tree, plantings
- 4 Possible sidewalk connection leading to outdoor dining & off-street parking
- 5 Sidewalk with street lighting
- 6 Sidewalk with street lighting
- 7 Sidewalk with street lighting, entrance to Bagel Basket
- 8 Future sidewalk along north side of York Street

KEY - SYMBOLS

- Sidewalk / Xwalk
- Street Light
- Bench seating
- Shade tree
- Outdoor dining
- Shrub grouping
- Plantings
- Esplanade

DATE: March 27, 2015

YORK STREET CONCEPT - EAST
 YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
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 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)

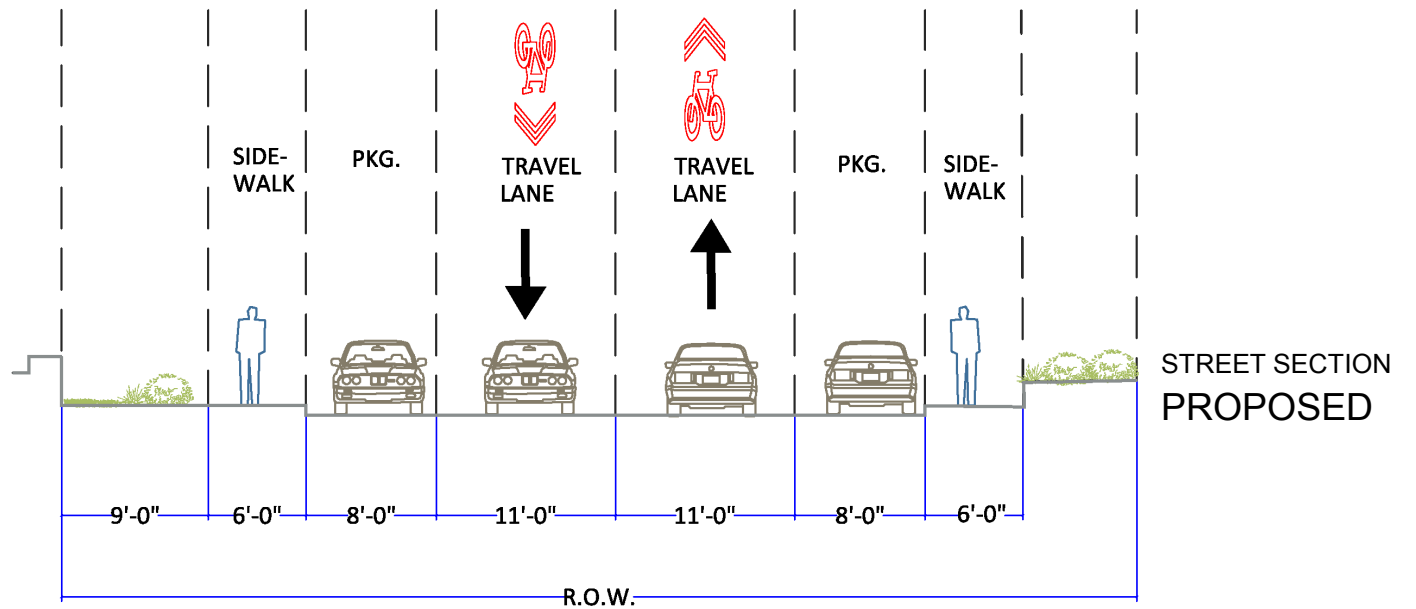
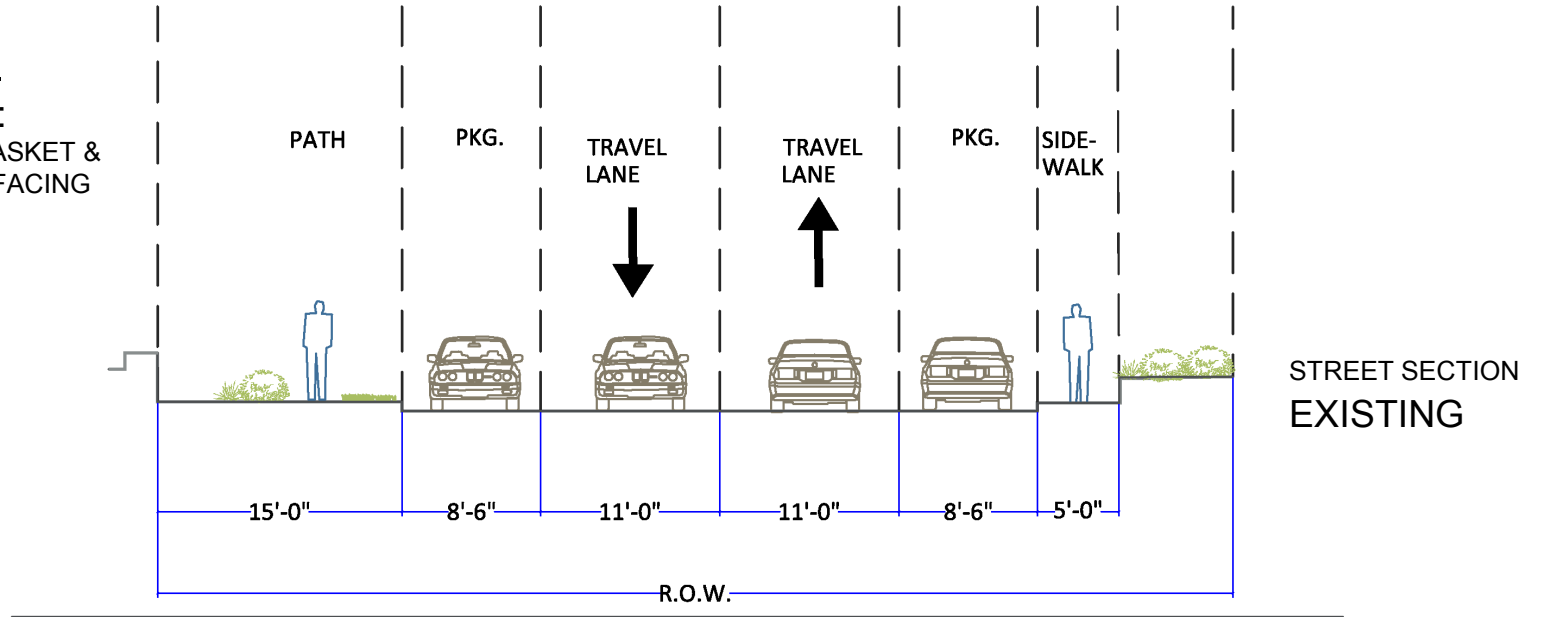
prepared for:
YORK VILLAGE REVITALIZATION
 STUDY COMMITTEE
TOWN OF YORK
 186 YORK STREET
 YORK, MAINE 03909

SHEET
6



SECTION G

YORK STREET:
BETWEEN BAGEL BASKET &
279 YORK STREET, FACING
SOUTH







Master Plan Top Points

Purpose of the Master Plan

- *Illustrate and articulate a community-wide vision for future York Village after improvements*
- *Provide a framework and reference document to guide its implementation*

York's Quality of Place

York Village, with its quaint New England character and abundance of historical destinations, holds a special charm that is closely tied to both its Maine coastal heritage and its community. The Village center is rich with landmark architecture, a mix of local businesses, clustered civic destinations, all centered upon the revered Civil War monument located in the heart. The community agrees that this quality of place is what makes the Village special.

Something Missing

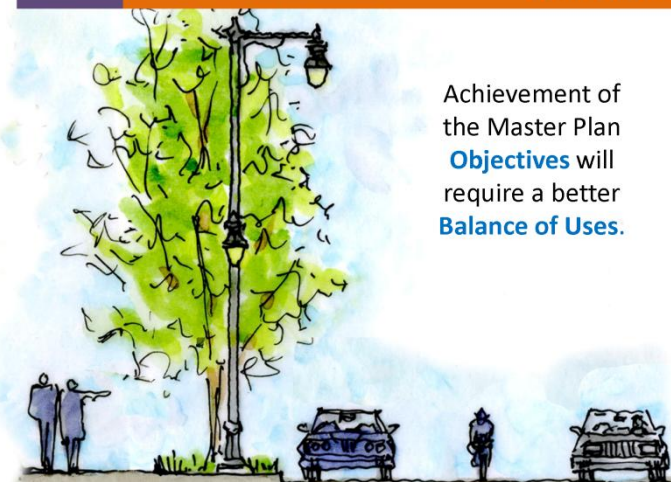
Yet despite these wonderful assets, something is missing. Community members expressed desire for more destinations, slower traffic, a cohesive network of sidewalks, green spaces, trails and those "little things that count", like well-tended flower boxes.

The assessment that something is missing is not new. For at least a century it has been acknowledged that York Village needs improvement. In fact there have been periodic attempts to improve the village. (See Appendix A0 From Then to Now). Decades of vehicle-centric decision-making has profoundly compromised those very qualities that make the heart of York Village special. Buildings, pedestrian space and streetscape elements like trees, streetlights, and benches have all been displaced by a melee of moving and parked vehicles.

"York Village feels more like an intersection than a village." This comment during the first community workshop perhaps best summarizes what is lacking in York Village: the village. The graphic below illustrates the imbalance that currently exists between automobiles and pedestrians, and how changes to rebalance can bring the village back in York Village.



Auto-Centric



Achievement of the Master Plan Objectives will require a better Balance of Uses.

Pedestrian-friendly

Vehicle space needs to be Streamlined to make way for Pedestrians, Bicyclists and Streetscape.



Revitalizing York Village

Like many other small town centers in Maine, York Village has struggled to retain its former vibrancy as a center of economic, social and civic activities. Putting the village back in York Village requires reinventing its vitality through revitalization:

- *create 21st century function along with cherished historic qualities,*
- *balance competing pedestrian and vehicular needs,*
- *foster economic prosperity.*

From Intent to Implementation

One purpose of this Master Plan is to illustrate and articulate a community-wide vision for the future of York Village – after improvements. Envisioning York’s future (bringing it to life in the present) is a huge accomplishment, yet implementing the vision (making it a reality in the future) is a huge challenge. Another purpose of this Master Plan is to provide a framework and reference document to guide implementation. There is no short cut to downtown revitalization, only sustained effort guided by a master plan which “sets the stage” for economic, political and social variables to align.

Top Factors for Successful Revitalization

Success of revitalization requires attention to multiple contributing factors, and their coordination to work in consort. Among many, four factors typically stand above others in their importance – all cornerstones of this Master Plan.

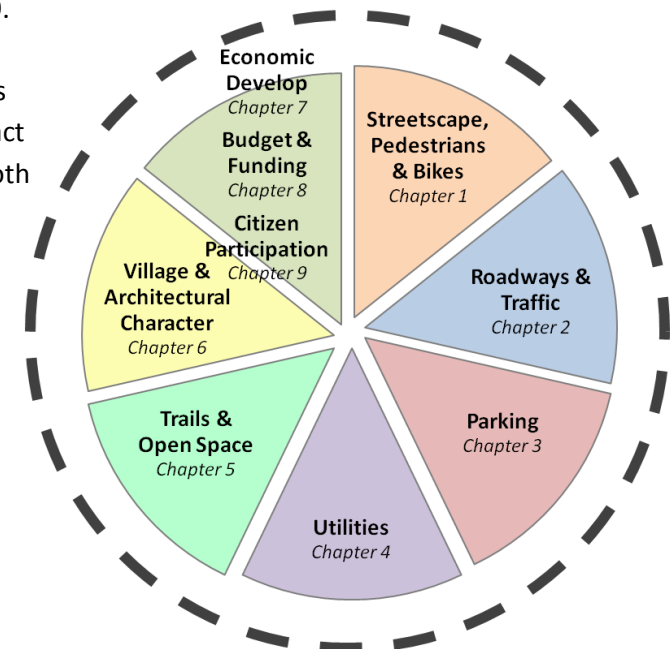
1. A Common Visual Vision

This is the very heart of the Master Plan. Graphic visual information helps gets everyone “on the same page” by fostering common understanding. For many, seeing is a step towards understanding, which in turn is a step towards shared support. There is great power to be tapped when a community aligns behind a unified visual concept, proceeds on a shared path, and focuses its precious financial (and human) resources towards a common purpose. (See *Visual Introduction to the Master Plan*).

2. A Comprehensive Approach

There is no question York Village needs visual, functional and safety improvements, yet this Master Plan is not a beautification scheme. Revitalization is a comprehensive approach purposefully integrating multiple considerations, as illustrated below and addressed in Chapters 1 – 9.

Each of these considerations mutually impact each other, both positively and negatively, so successful revitalization requires advancing all concurrently.





Master Plan Top Points

3. Community Participation

Over the course of nine months, hundreds of York's citizens participated in creating the Master Plan, which demonstrates an unusually high level of interest and dedication by citizens to their community. For moving projects forward in later stages, continued support is critical because the community will be called upon for sustained involvement of many types at many levels and over multiple years. Community participation proactively builds incremental understanding among citizens along the way, and is essential to avoid 11th hour critics. *(See Community Participation, Chapter 9)*

4. Funding

The power of a great vision, a comprehensive approach or citizen participation is not enough to proceed from intent to implementation. Without funding, great ideas remain stuck as abstract visions. Since many voters are reluctant to fully pay for plan implementation from the Town's General Fund Tax Revenues, funding implementation depends on a combination of multiple sources. Combining and leveraging these varied sources requires a Coordinated Funding Strategy.

Revitalization rarely happens by itself, and municipalities should assume leadership roles. Public investments in complete streets, such as improved sidewalks, reduced traffic speeds and pedestrian and bike safety, are very good for business because they attract residents who seek out quality of place, which in turn increases property values. Yet the bulk of the public investment is required early in the revitalization process. Public improvement projects, such as those recommended in the York Village Master Plan, are therefore necessary first steps to attract future business and leverage investments in the Village Center. *(See Concept Budget & Funding, Chapter 8)*

York's Ownership of the Master Plan

York Village is poised to capitalize on its "quality of place" by investing in physical improvements that both accentuate those qualities that make the Village special and invite increased use. This Master Plan provides many tools and guidance to proceed. While the Master Plan sets the stage, success ultimately belongs to York's citizens, businesses and their elected leaders who must assume ownership by engaging the plan's contents and prioritizing its many opportunities, then generate the momentum required for sustained implementation. Other neighboring communities have accomplished revitalization, and so too can York Village.

The tools and guidance provided within the Master Plan are summarized by topic on the following pages.



Pedestrians & Streetscape Top Points & Recommendations

(For additional information see Chapter 1)

Adjust The Balance Of Land Use To Create A Place For People

A growing public desire for walkable communities combined with York Village’s inherent “Place-Making Dividend” provides an unprecedented opportunity for economic and social revitalization of the Village center. It is time to adjust the balance of land use to create a place for people - a vibrant center of community and economic activity that reinforces the Village’s historic character. The recommended revitalization changes will require a significant Public improvements projects, such as this plan recommends, yet are necessary first steps in leveraging future business and investments in the Village center.

Recommendations & Actions

- Create a Pedestrian-Oriented Village
- Integrate Bicycle Improvements
- Create Village Arrival Zones
- Initiate Wayfinding Improvements
- Investigate Opportunities for Public-Private Partnerships

Roadway & Traffic

Top Points & Recommendations

(For additional information see Chapter 2)

An Intersection for All Transportation Modes

For years York Village has been dealing with increased traffic volumes, congestion and delay as motorists pass through the village center. This is especially true in the summer months when the influx of summer residents and tourists substantially increases volumes for all modes of traffic (vehicles, pedestrians and bicyclists). The existing intersection of York Street and Long Sands Road functions as a vehicle-centric, atypical triangular intersection which is confusing, lacks clarity of right-of-way for vehicular movements and lacks safe and defined areas for pedestrians and bicyclists to cross streets and travel through. Not surprisingly the intersection is classified by Maine DOT as a high crash location. A fresh look at this intersection and York Village is required for this area so all modes of transportation can function and coexist safely.

Recommendations & Actions

- Create a new intersection that fits the village context and addresses existing safety and capacity issues.
- Promote traffic calming elements into the design.
- Provide clear and defined areas and design elements that provide a safe environment for pedestrians and bicyclist to operate alongside the heavy vehicular traffic volumes.
- Design a simpler intersection that reduces confusion and provides clarity for movements and vehicle right-of-way.
- Create a single point “Tee” type intersection with appropriate formal bypass lanes so that through vehicles can pass vehicles stopped waiting to turn left from York St and Long Sands Rd.



Top Points & Recommendations by Topic

Curbside & Off-street Parking

Top Points & Recommendations

(For additional information see Chapter 3)

No Lack of Parking, But Lack of Managing Demand

Despite the fact that the majority of available space in the Village has been dedicated to the automobile, there remains a strong perception that parking is still insufficient. The parking study reveals that the issue is not parking supply, but a lack of managing demand. This Plan recommends enhancements to public parking in the Village center through adjustments in zoning, active management techniques, and public-private cooperation. It is important to note that these changes will require time and coordination. Change will happen incrementally and strategies may need to be adjusted over time, but one thing is clear: setting the stage for and adapting to the needs of a growing Village economy will require a significant investment to parking resources and management.

Recommendations & Actions

- Rethink Off-Street Parking Requirements for Zoning
- Initiate In-Lieu and Parking Credit Options & Unbundle parking
- Encourage Shared Parking and Convert Single-Use Parking to Public Parking Where Possible
- Define Existing Public Parking @ Western Perimeter of Library
- Acquire the Hodgin Lot for Public or Shared Parking
- Initiate a Demand-Responsive Pricing System for Street Parking
- Update Fire Station Lot To Include Designated Public Parking
- Establish a Parking Benefit-Business Improvement District
- Delineate Loading Zones and Develop Loading Zone Policies
- Develop a Parking Way-Finding System & enhance connections

Utility Infrastructure

Top Points & Recommendations

(For additional information see Chapter 4)

Relocating Aerial Electrical Utility Lines Underground is

recommended as part of the Master Plan to improve the visual appeal of the Village and to remove restrictions to implementing Master Plan concepts. Relocating overhead lines is possible and realistic, but the burden of cost to the Town is significant. Coordination with all of the utilities will be vital, while design and coordination for relocating electrical service underground may take the most effort.

Understanding the Solutions for Underground Utilities is Essential

The placement of utilities underground is a crucial part of the Master Plan which carries both high cost and high benefit. It would be prudent, even if funding of this utility work does not seem viable initially, to account for underground utility infrastructure during Schematic Design. During Schematic Design, constraints become evident and solutions are determined. Understanding the solutions for underground utilities is a great first step in coordinating with roadway, sidewalk, and landscape elements.

Recommendations & Actions

- During the Schematic Design phase, account for underground utility infrastructure because stormwater and utility infrastructure will be vying for the remaining underground space not already occupied by established water and sewer infrastructure.



Trail & Open Space Top Points & Recommendations

(For additional information see Chapter 5)

Trails and Open Spaces Help Define Community and Enhance Quality Of Life

If developed, trails and open spaces would play a critical role in the revitalization of York Village. They would connect and define community and enhance quality of life. Particularly within the Village center, park spaces would serve the public good as centers of community pride and activity – like the public greens around which villages were once built. Green spaces also serve critical environmental functions by providing habitat and offering opportunities for humans to engage with nature. These goal-oriented recommendations are aimed at enhancing the functionality and beauty of these important assets.

Recommendations & Actions

- Capitalize on York’s Destination Resources
- Enhance the Connectivity between Residential Areas, Schools, and the Village
- Create Public Open Space in the Village Center
- Identify and Secure Critical Connections through Undeveloped Land Tracts
- Form Strategic Partnership
- Foster Sense of Place

Village & Architectural Character Top Points & Recommendations

(For additional information see Chapter 6)

Maintain Village & Architectural Character

York Village is extremely fortunate to have as one of its greatest assets its village and architectural character. Maintaining and supporting this unique sense of place and heritage is a top priority for the Master Plan. Accomplish this by pursuing the classic tri-part revitalization approach: (1) existing historic buildings are a priority to maintain, keep economically viable and meet 21st century expectations; (2) new infill buildings and major remodels should complement the best existing village and architectural character; (3) ensure a complementary interface between buildings (private realm) and pedestrian-friendly sidewalks and roadways. These patterns mutually reinforce each other, and doing so create a web of character which is York Village’s distinct sense of place.

Recommendations & Actions

- Promote Private Investment Incentives to Maintain & Improving Existing Historic Buildings.
- Formalize Desired Village Character as Part of the Comprehensive Plan Update With a York Village Zone
- Develop and Utilize Building Design Standards to Maintain & Foster Village & Architectural Character
- Follow Recommended Steps to Develop Design Standards.



Top Points & Recommendations by Topic

Economic Development

Top Points & Recommendations

(For additional information see Chapter 7)

An Economic Development Strategic Plan is an Essential Companion to the Master Plan

Economic Development is an integral cornerstone of revitalization, and therefore must be addressed concurrently with physical improvements recommended in the Master Plan. Like its companion, the purpose of the York Economic Development Strategic Plan should be to provide a framework and reference document. There is no shortcut or silver bullet to economic development, only sustained effort guided by a shared vision which provides a foundation for economic, political and social variables to align. The purpose of the Strategic Plan is to “set the stage.”

Recommendations & Actions

- Identify a leader to develop, implement and manage the economic development strategy
- Start from the purpose statement of the Master Plan
- Pursue an incremental approach, rather than a “big bang”
- Follow recommended steps to develop an ED Strategic Plan
- Continually engage the business community
- Pursue a Village TIF District
- Pursue digital technology as a key component to economic development, and opportunities to fund it.
- Join the Maine Downtown Network

Community Participation & Outreach

Top Points & Recommendations

(For additional information see Chapter 9)

Crafting the Master Plan with Community Participation was a high priority from the beginning for the following reasons:

- a) Ultimately, York’s citizens, businesses and elected leaders must “own” the Master Plan. Participation fosters ownership.
- b) Community support is essential for moving the project forward in later stages. The community will be called upon for sustained involvement of many types at many levels and over many years.
- c) Communication is as important as design, because a lingering sour taste by stakeholders who feel “not included” or “not heard” can spoil the potential to implement a good plan.
- d) There is great power to be tapped when a community participates, aligns behind a unified concept, and focuses its precious financial and human resources for a common purpose.
- e) Graphic visual information is essential, because it allows everyone to get on the same page leading to common understanding.

Recommendations & Actions

- Maintain momentum so the Master Plan remains as an important Town priority
- Sponsor engaging community-wide events to maintain momentum
- Continue outreach to maintain a high profile
- Use related activities to keep public focus on the Master Plan
- Maintain connections with special groups



Conceptual Budget & Funding Top Points & Recommendations

(For additional information see Chapter 8)

The Cost of Implementation

- **Master Plan Without Relocating Overhead Utilities Underground** Hard Costs (construction with overhead utilities remaining) + Soft Costs (design) + Contingency = approximately **\$3.6 million.**
- **Relocating Overhead Utilities Underground** and removing numerous poles within the master plan area, with Soft Costs and Contingency will cost approximately **\$7.9 million.**
- **Total Master Plan Including Relocating Overhead Utilities Underground** will cost approximately **\$11.5 million.**

What the Budget is Based On

Because this is a concept-stage budget, costs estimates are based on ideas presented on the Concept Plans and informed assumptions rather than a detailed scope of work from design drawings. Soft Costs include the design and consultants necessary to prepare construction drawings, bid documents, and contracts. The Contingency is purposefully left high at this point because of numerous assumptions and unknowns regarding scope and content. At a subsequent stage, design will be advanced, scope and content will be determined, and cost estimates will be refined, which then become the basis for final budgets and potential funding sources.

Phased Implementation is Not Practical

The Concept Plan is based on long, sweeping roadway alignment changes that in turn create space and opportunity for sidewalks, parking, and landscaping. This fact, combined with significant intersection changes, make it difficult to create transition points and therefore impractical to “phase” the improvements.

Funding the Plan’s Implementation Requires Multiple Sources

Because the project cost is substantial and it is impractical to phase, the most vexing issue is how to pay for its implementation. Since many voters are reluctant to fully pay for implementation from the Town’s General Fund Tax Revenues, funding will depend on a combination of the following sources to succeed: (1) State & Federal Non Municipal Opportunities (Priority), (2) Tax Increment Financing (TIF), (3) Town General Fund Tax Revenues & Bonds, (4) Private Investment in Buildings & Sites.

Combining Sources Requires a Coordinated Funding Strategy

Each of these categories has a different set of sequences, deadlines, amounts, competitiveness, eligibility, approval etc. Therefore combining and leveraging these varied sources requires a carefully Coordinated Funding Strategy.

Early Public Investment in the Village is Good for Business

Public investments in complete streets – those that improve sidewalks, introduce landscaping, reduce traffic speeds and provide accommodations for bikes – are very good for business because they attract residents who seek out quality of place, which in turn increases property values.

Recommendations & Actions

- Identify a leader to develop, implement and manage the Coordinated Funding Strategy.
- Pursue public investment up front to “set the stage” and attract private investment
- Fund technology as a key economic development consideration
- Continually engage the business community
- Prioritize non-municipal funding opportunities
- Pursue a Downtown TIF District
- Promote private investment incentives for historic buildings



20th Century Planning to Improve York Village

Throughout the 20th century, there have been periodic efforts to improve York Village.

During the 19th century, York Street was without shade trees, the old cemetery was overgrown and the “village green”—the area surrounding Town Hall and the First Parish Church—was a sometimes muddy, always unkempt knoll. In the early 20th century, York's business district, along with the "monument square" at the intersection of York Street and Long Sands Road began to “modernize” and achieved much of its character we recognize today. Power lines and paved asphalt roads for automobiles impacted the historical nature of York Village.



Early 19th century

In mid-century, even further changes to “autoize” caused some older residences to be demolished (the site of the Bank of America). Initiatives were created to address problems, but most were not implemented.

In 1946 the Comey Improvement Plan described York Village as “once convenient, charming if not beautiful, and safe. Today it is inconvenient, ugly and to a degree dangerous... (For additional information about the evolution of York Village, see Introduction – From Then to Now).



Mid 20th century

1 1900-on Historic Properties

The Old York Historical & Improvement Society's first project—opened on the 4th of July, 1900—was the Old Gaol Museum. The jail established York Village as a tourist destination, and with the other museum properties it continues to do so.

2 1946 Improvement Plan for York Village

Arthur C. Comey—a nationally prominent city and town planner—created a plan for improvements to the village sponsored by the Old York Garden Club. The Comey plan involved traffic and parking improvements and what was thought to be the harmonious redesign of existing buildings to give them a “colonial” appearance.

3 1964-67 Village Square Project

Improvement Society directors began to discuss a variety of possible improvements that could be promoted in the village. Following the Comey report, their new thrust concentrated on “colonial” signage and façade renovations and burying utility lines throughout the village. The Society engaged James Garvin, architect and architectural historian then working at Strawberry Banke, to sketch plans for harmonious signs and buildings.

1
1900

2
1946

3
1965

4
1975

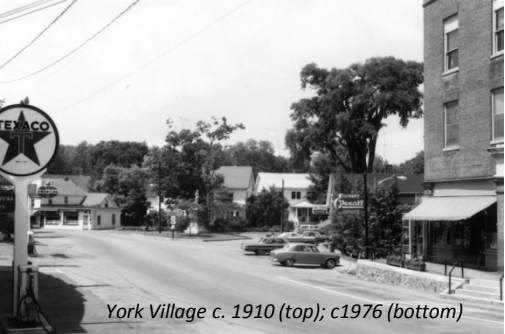
1902-1974 Landscaping

In 1902 the Improvement Society took all in hand. A landscape plan for the village green was created, so too for the Civil War monument in the square, trees and flowering shrubs were planted around Town Hall and the church, as well as along York Street and in the cemetery.

4 1974-77 York Village Townscape Project

Improvement Society directors joined the Chamber of Commerce in a village townscape project envisioned as a broad-based community Bicentennial effort. At about the same time, the Society was in discussion with the National Trust for Historic Preservation's Main Street Program office concerning a possible storefront improvement initiative in York Village. By 1975, the planning firm Vision, Inc. had 100 York participants working on the townscape project.

Early 21st Century Revitalization

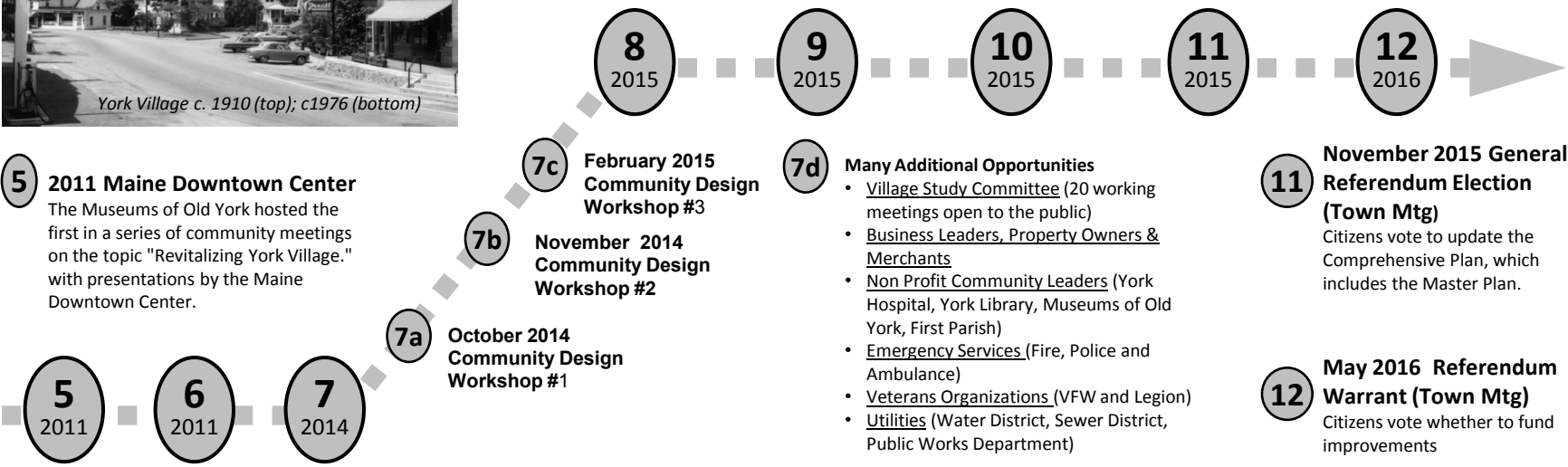


York Village c. 1910 (top); c1976 (bottom)

Conditions evolved with the times into the 21st century, yet underlying problems, and the concerns they caused, persisted. Now, almost 70 years after the 1946 Improvement Plan, its fundamental assessment of the Village "...once convenient, charming if not beautiful, and safe. Today it is inconvenient, ugly and to a degree dangerous..." remains as appropriate now as it was then.

The recognition of persistent underlying problems prompted a renewed interest the village center. Unlike earlier 20th century initiatives focused primarily on physical improvements, 21st century revitalization is a comprehensive approach, including Pedestrians & Streetscapes, Roadways & Traffic, Parking, Utilities, Trails & Open Space, Village & Architectural Character, Budget & Funding, Economic Development and Community Participation.

- 8 April 2015 Select Board**
Master Plan presented and formally adopted.
- 9 2015 – 2016 Design Concepts Advanced**
- 10 2015 – 2016 Non-municipal Funding**
Explored and applications submitted



5 2011 Maine Downtown Center
The Museums of Old York hosted the first in a series of community meetings on the topic "Revitalizing York Village." with presentations by the Maine Downtown Center.

5 2011 **6 2011** **7 2014**

6 2011 – current The York Village Study Committee
The York Board of Selectmen appointed the York Village Study Committee (YVSC) to look into ways in which York Village might be revitalized. The mission of the committee is to establish a framework that will promote the vitality and beauty of York Village and create a dynamic, safe, and sustainable town center which reflects the history of a community and is both welcoming to visitors and supportive of local businesses.

7 2014 The Downtown Revitalization Collaborative
Advancing and executing the YVSC's visioning work required a multi disciplinary consultant team to collaborate with in order to build on the progress made over the last three years and see this town project through to completion. The York Select Board in August 2014 unanimously approved allocation of funds for the Master Plan to be created through the services of The Downtown Revitalization Collaborative.

- 7d Many Additional Opportunities**
- Village Study Committee (20 working meetings open to the public)
 - Business Leaders, Property Owners & Merchants
 - Non Profit Community Leaders (York Hospital, York Library, Museums of Old York, First Parish)
 - Emergency Services (Fire, Police and Ambulance)
 - Veterans Organizations (VFW and Legion)
 - Utilities (Water District, Sewer District, Public Works Department)

11 November 2015 General Referendum Election (Town Mtg)
Citizens vote to update the Comprehensive Plan, which includes the Master Plan.

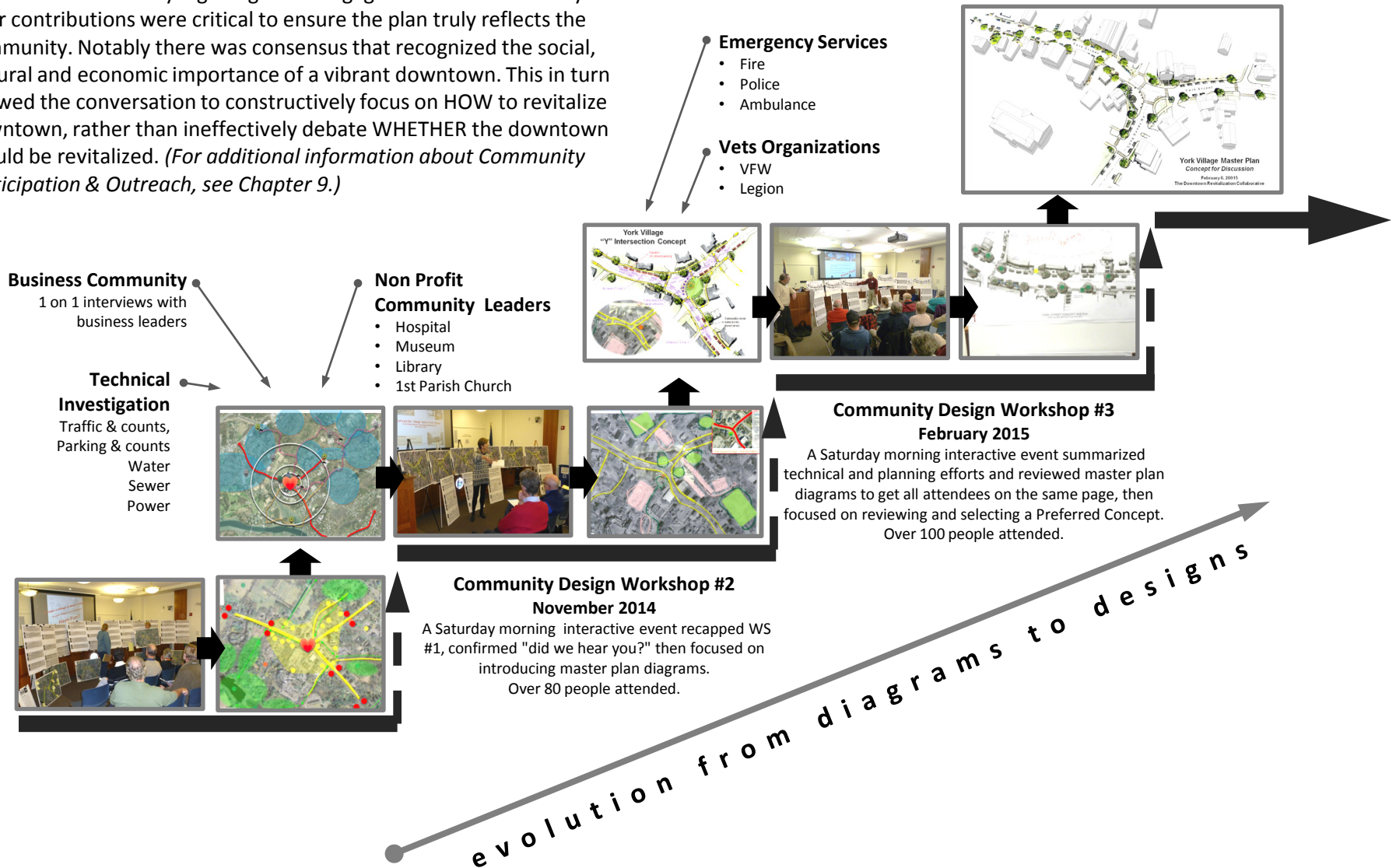
12 May 2016 Referendum Warrant (Town Mtg)
Citizens vote whether to fund improvements



York Village 2014

2015 – 2016 Master Plan Diagrams to Designs with Community Participation

One of the cornerstones of early 21st century revitalization is community participation. From the start of this Master Plan, community participation was a priority. The plan was guided by significant input from multiple sources, who shared their thoughts and interest. Overall there was an unusually high degree of engagement and collectively their contributions were critical to ensure the plan truly reflects the community. Notably there was consensus that recognized the social, cultural and economic importance of a vibrant downtown. This in turn allowed the conversation to constructively focus on HOW to revitalize downtown, rather than ineffectively debate WHETHER the downtown should be revitalized. (For additional information about Community Participation & Outreach, see Chapter 9.)





The documents that make up the Village Master Plan constitute what the VSC and TDRC saw as we peered into the future. What you have seen above is a relatively short-term vision of how York Village will look in the next few years if the Master Plan is allowed to go forward. It is a vision that serves the needs of the people who live here, the tourists who visit here, the business that operate here. But there is more to think about when we contemplate the future of York.

What about the distant future? We asked ourselves not just about the village as it might be in our lifetime but also how York might look and function in the lifetimes of the next generation and the one after that.

What will York Village look like forty or fifty years from now? We all can see how demographics, culture and technology have changed the quaint village that existed here 100 years ago into what we see today. How will these same forces (and other unknown forces) impact the village of our hopes and dreams?

The Town has a Comprehensive Plan to guide its progress but like the current Master Plan, it can only be expected to provide short-term results. There is a future version of York after the Master Plan is implemented. We can't see it clearly but we can imagine some aspects of that distant picture. The following map is a key to the three renderings that follow it. Together these three drawings suggest how things could change further over the next 30 - 50 years. We hope these images and this focus on the distant future will stimulate people to think about the big picture — York at the middle or even at the end of the 21st Century.



Location Key for Plan Sheets 7 - 9

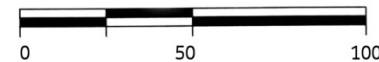


KEY - SYMBOLS

- Sidewalk / Xwalk 
- Street Light 
- Bench seating 
- Shade tree 
- Outdoor dining 
- Shrub grouping 
- Plantings 
- Esplanade 

KEY - PLAN FEATURES


- 1 Public green space mirroring Town Green, with wide sidewalks, seating & street trees
- 2 Town Green and central public space featuring Civil War monument, plantings and plaza space
- 3 Entrance facing Village center civic space and arrival zone
- 4 Entrance drive with wide sidewalk
- 5 Accessible and short term visitor parking near rear accessible entrance
- 6 Access to Hodgin lot (visitor and shared parking) with vehicle and pedestrian connection to First Parish lot and additional parking (employees)
- 7 Pedestrian plaza with curbside parking
- 8 Existing abutting properties to be buffered by plantings and/or privacy fence
- 9 Enhanced pedestrian crossing at Library Drive



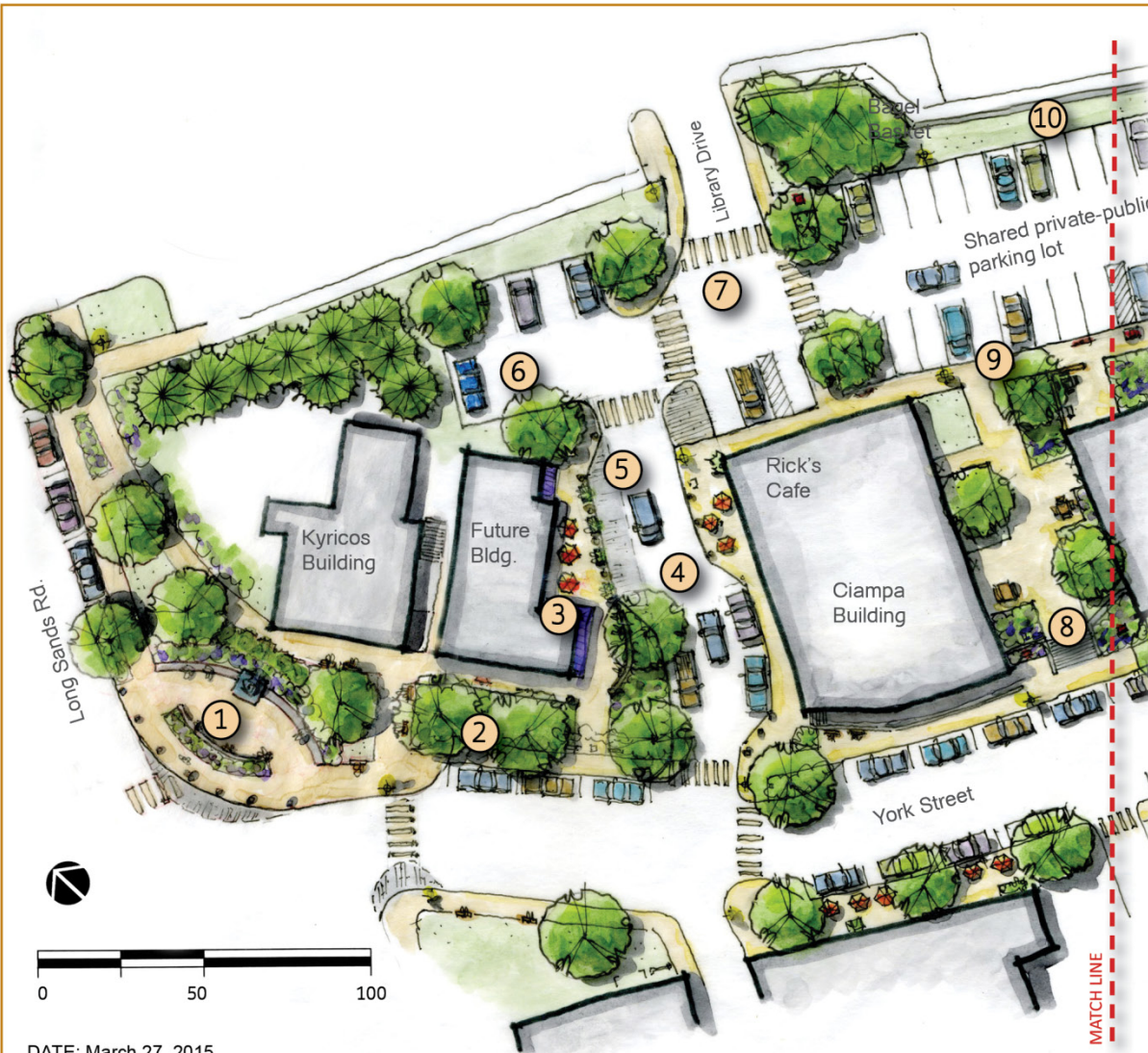
DATE: March 27, 2015

LONG RANGE CONCEPT PLAN - 1
YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
Downtown Revitalization Collaborative
 Lachman Architects & Planners (Project Leader)
 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)

prepared for:
YORK VILLAGE STUDY COMMITTEE
 **TOWN OF YORK**
 186 YORK STREET
 YORK, MAINE 03909

SHEET
7



KEY - SYMBOLS

Sidewalk / Xwalk	
Street Light	
Bench seating	
Shade tree	
Outdoor dining	
Shrub grouping	
Plantings	
Esplanade	

KEY - PLAN FEATURES

- 1 Central Green & pedestrian plaza
- 2 Eliminated curb cut and enhanced streetscape with curbside parking
- 3 Example of Village-oriented infill development with vibrant streetscape
- 4 Defined side street to allow 2-way access to shared parking & library lots
- 5 Defined service vehicle lane
- 6 Utility service access and short-term commercial parking area
- 7 Improved pedestrian circulation & crosswalks, including directional signage
- 8 Transformation of alleys from vehicle to pedestrian-oriented space
- 9 Sidewalk connecting parking, alleys & York St. w/lighting, bike racks, street trees
- 10 Piped segment of ravine to allow for parking & streetscape improvements

DATE: March 27, 2015

LONG RANGE CONCEPT PLAN - 2

YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
Downtown Revitalization Collaborative
 Lachman Architects & Planners (Project Leader)
 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)



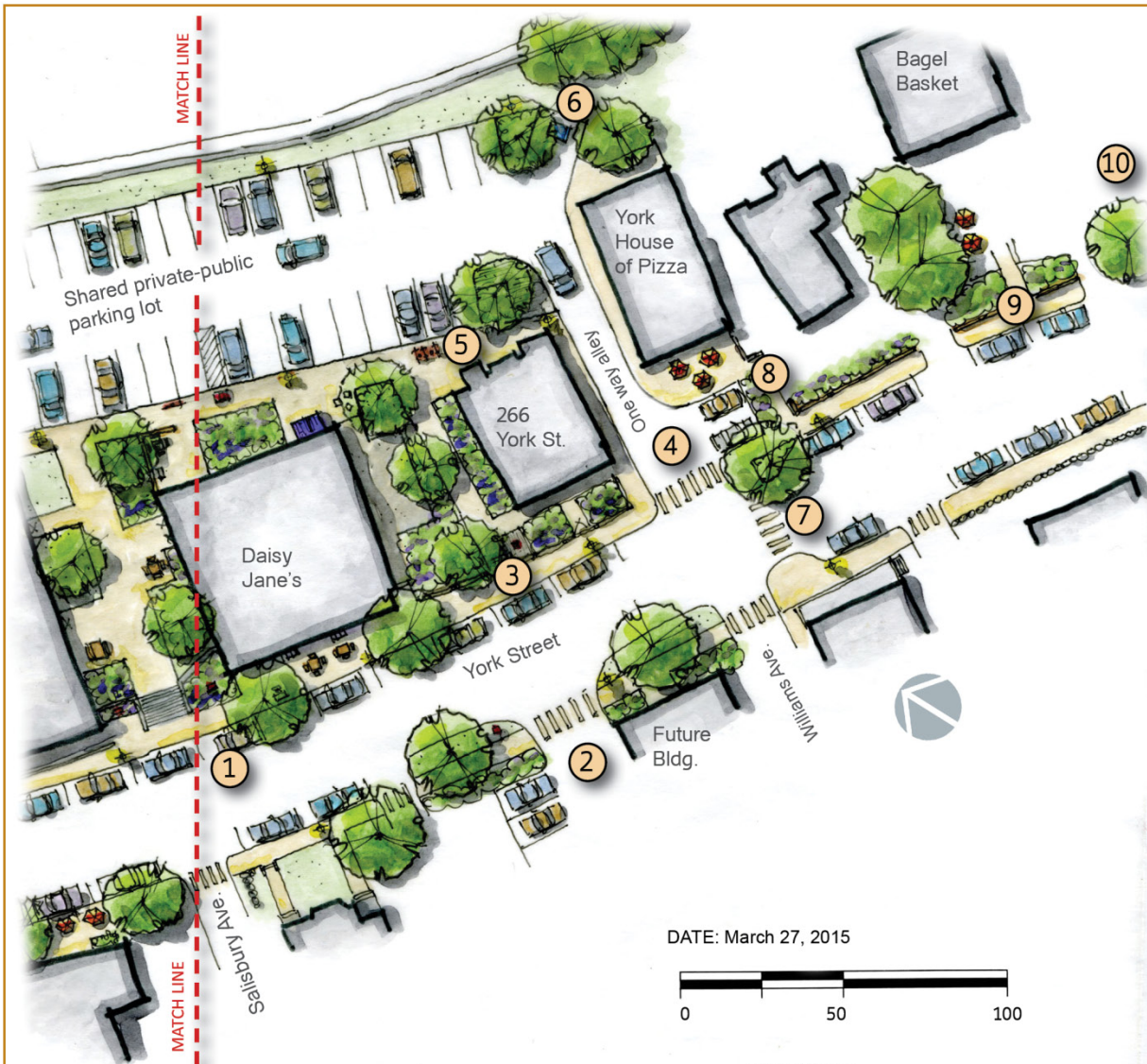
prepared for:
YORK VILLAGE
STUDY COMMITTEE



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SHEET

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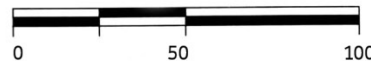
KEY - SYMBOLS

Sidewalk / Xwalk	
Street Light	
Bench seating	
Shade tree	
Outdoor dining	
Shrub grouping	
Plantings	
Esplanade	

KEY - PLAN FEATURES

- 1 Reduced curb cuts to allow more curbside parking
- 2 Infill development with shared public-private parking
- 3 Transformation of alley from auto to pedestrian-oriented space
- 4 Retain existing alley for one way access to shared parking
- 5 Sidewalk connecting parking, alleys & York St. w/lighting, bike racks, street trees & seating/dining opportunities
- 6 Defined service utility area
- 7 Enhanced pedestrian crossing aligning Williams Avenue with shared parking & rear York Street business block
- 8 Sidewalk connection to House of Pizza
- 9 Sidewalk connection to Bagel Basket
- 10 Pedestrian connection to Public Library and future multi-use path

DATE: March 27, 2015



LONG RANGE CONCEPT PLAN - 3
YORK VILLAGE MASTER PLAN PROJECT 2015

Project Team:
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 Regina Leonard, RLA (Landscape Architecture)
 Milone & MacBroom (Traffic)
 Landmark Corporation (Civil)



prepared for:
**YORK VILLAGE
 STUDY COMMITTEE**



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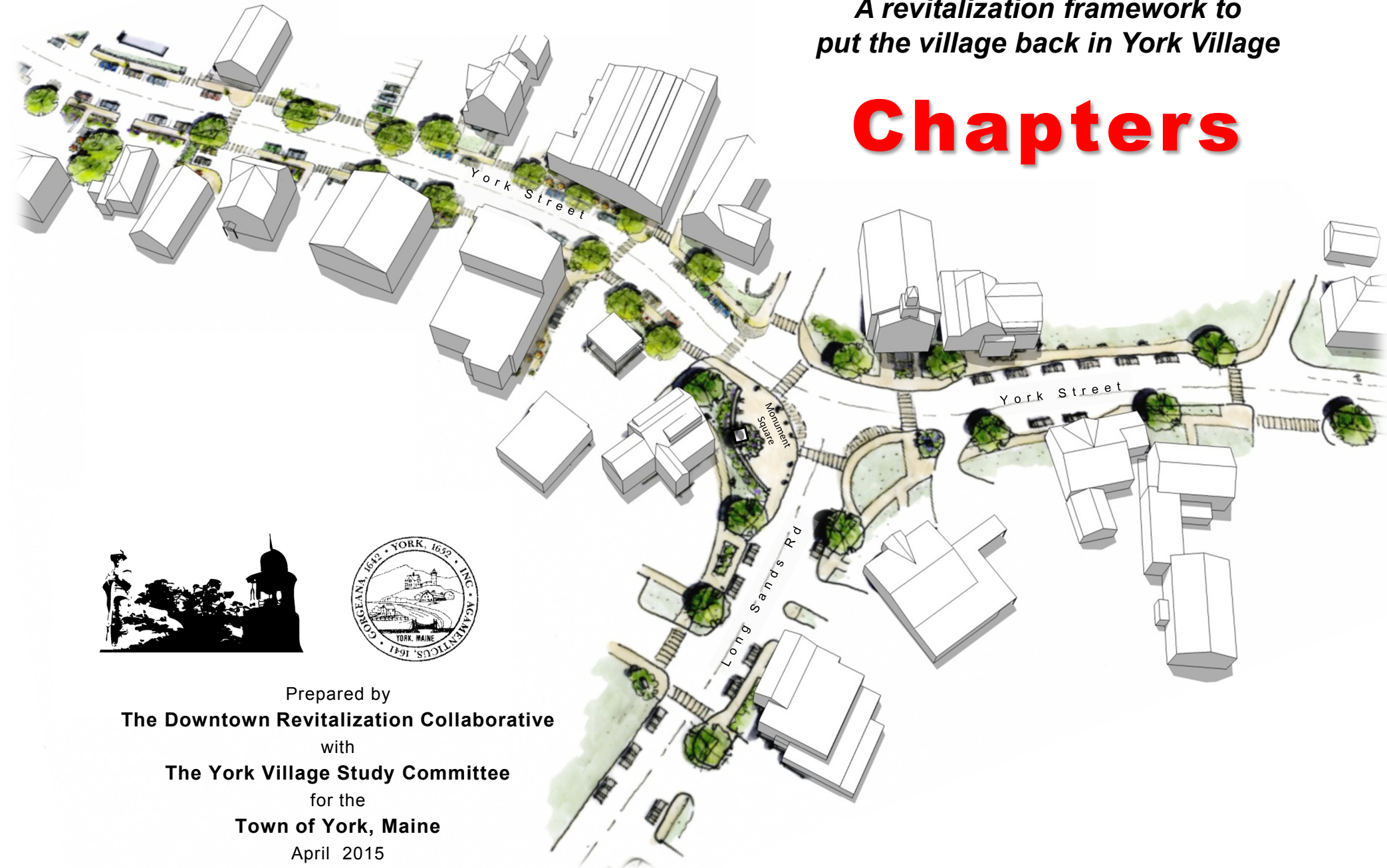
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9

The York Village Master Plan

A revitalization framework to put the village back in York Village

Chapters



Prepared by
The Downtown Revitalization Collaborative
with
The York Village Study Committee
for the
Town of York, Maine
April 2015

PURPOSE

“York Village feels more like an intersection than a village.” This comment during the first community workshop perhaps best summarizes what is lacking in York Village: the village. The framework is in place: historic buildings and homes, beautifully landscaped properties, schools, and civic attractions. Yet, something is missing. Community members expressed desire for more destinations, slower traffic, a cohesive network of sidewalks, green spaces, trails, and those “little things that count,” like well-tended flower boxes. Revitalizing York Village requires all of these things and something more: people. To attract residents and visitors, York Village needs to capitalize on its “Place-Making Dividend,” – those unique cultural and physical qualities that speak to the Village’s history, community and sense of place. Kennebunk did it. Portsmouth did it. York Village can do it. This chapter provides the guidance necessary to create a vibrant streetscape and to improve accommodations for pedestrians and bicyclists.

This chapter addresses:

- 1.1 Existing Conditions / Assessment**
- 1.2 Considerations**
- 1.3 Recommendations**
- 1.4 Implementation**

1.1 EXISTING CONDITIONS / ASSESSMENT

Introduction

York Village, with its quaint New England character and abundance of historical destinations, holds a special charm that is closely tied to both its Maine coastal heritage and its community. The Village center is rich with landmark architecture and important civic destinations such as the Public Library, the Town Hall, First Parish Church, and the Museums of Old York - all centered



Above left: View of First Parish Church, a prominent feature of the Village; Above right: Flower pots adorn the entrance of a local business.

upon the Civil War monument located in the heart of the village community. Historic homes and stately trees speak to generations past and contribute to the Village’s engaging character. Off the primary route, the Village is buoyed by established residential neighborhoods and several schools within easy walking distance to the center. The Village is blessed as well by its proximity to amazing natural and recreational areas like the First Parish trail system, the 17 acre Steedman Woods, the picturesque Wiggly Bridge, and Cliff Walk. There are so many contributing features that make York Village truly unique and special.

Yet despite these wonderful assets, York Village - like many other small town centers in Maine - has struggled to retain its former vibrancy as a center of economic, social, and civic activity. Urban sprawl and Route One commercial development have pulled businesses and potential visitors away from the Village core, and much of the commercial activity of the town is focused upon



Above: York Street facing the Kyricos building and Cumberland Farms.

the Route One corridor. Residents have been quick to point out the Town's complicity in the decline of the Village center in past decades when officials sought to move businesses out to Route One where parking is plentiful and easy. Vehicle-centric motivations for decision-making such as this have had profound effects on communities like York Village. They have altered the economic vitality as well as the urban and social fabric of traditional downtowns and village centers. Nowhere is this more evident than in the heart of York Village, where the vast majority of space has been allocated to the automobile. Buildings, pedestrian space and streetscape elements such as trees, streetlights, and benches have

all been displaced by a melee of moving and parked vehicles.

Traffic and Parking

Traffic is an issue for the Village, and particularly in the Village center. Traffic speeds, excessively wide streets, and a confusing intersection at the Village center degrade the pedestrian environment and subsequently, the level of pedestrian activity that is necessary to ensure the vitality of the core business area. The classic New England village character of western York Street and Long Sands Road, distinguished by historic architecture and mature street trees, disappears closer to the commercial core, where vehicle demands have compromised the quality of the built environment. There are no visual or physical cues to designate a high pedestrian zone or to calm traffic. Sight lines between vehicles, pedestrians, and bicyclists are impaired by on-street parking, extensive curb cuts, and steep grades at the street edges. Opportunities to create streetscapes, gathering places, and visual settings have been overwhelmed by parked cars. The resulting environment is intimidating, unsafe, and unattractive despite the incredible efforts of business owners to beautify and make their properties attractive to customers.



Top left: Close-up view of the Civil War monument, which marks the center of the Village; Top right: A wider view showing the monument's setting.

”For as long as I’ve been driving around looking for New England’s prettiest towns, I’ve never run out of villages that look just like their postcards. A white-steeped church fronts the town green, which is bordered by black-shuttered white clapboard houses; or squat Capes clad in weather-beaten shingles match the shacks where the lobstermen work down by the harbor.”

– Janice Brand, “New England’s Prettiest Towns: A Sampler of Picture Perfect Villages.” *Yankee Magazine*. May 2008.

Pedestrian Connectivity

Throughout the master planning process, community members stressed the importance of a safe and convenient network of pedestrian routes linking residential neighborhoods, schools, the Village center, and destinations beyond. York Village is blessed by the density of homes and destinations that allow it to be a walkable community. The sidewalks along the northerly side of eastern York Street and Long Sands Road provide critical connections stretching through the Village from Route One to York Harbor Beach. While these are valuable connections, the community has clearly expressed a desire to widen or extend these connections to both sides of the street, particularly along York Street near area schools. Woodbridge Road is also an important link between the Village, area neighborhoods, and Route 1A destinations, but it lacks a sidewalk between Eldredge Road and Scott Avenue.

In the Village center, pedestrian infrastructure has been severely compromised over the years. Parking has displaced sidewalks, resulting in an uncomfortable and often dangerous pedestrian environment. Pedestrians are often forced to walk into the street to move around parked cars and trucks. Alleyways and side street connections, which are important links between parking and destinations, have been largely assigned to vehicle use. There are few provisions for pedestrians. The few remaining sidewalks are isolated and lack accessibility. Additionally, steep grades off York Street obstruct sight lines and can be challenging to navigate, particularly along the numerous alleyways along the eastern side of York Street. The Village center is an inhospitable place for pedestrians.

Pedestrian crosswalks in the Village often feel unsafe, many times forcing walkers to cross excessive roadway widths in areas of confusing traffic patterns, poor sight lines, and swift moving vehicles. In most areas, parking reduces pedestrian visibility and, in some cases, restricts pedestrian flow to sidewalks.

Streetscape and Village Arrival

One of the greatest potential assets of York Village is its quality of place – those character-defining elements that distinguish it and make it resonate with visitors and residents alike. The Village center is defined by its historic architecture and landmarks, mix of local businesses, clustered civic destinations, and “third places” where neighbors meet neighbors – places like the Bagel Basket and the Village Scoop.

Beyond the Village center, historic homes with mature landscapes line the street and contribute to the Village’s engaging character and sense of place. And while the community seems to agree about what makes the Village special, there are diverse opinions as to where the Village begins and ends. Many feel that there are phases of arrival cued by density, scale, and qualities of architecture and landscape – with the outer Village beginning near Route One to the northwest, Long Sands Plaza to the northeast and Route 103 to the southeast; the inner Village beginning at Lindsay Road, where the Remick Barn sits opposite the white spire of First Parish Church and extending through the Village center to Woodbridge Road to the



Top: Crosswalk configuration around diagonal parking. The crossing terminates at a parked vehicle; Above left: Crosswalk near Cumberland Farms; Above right: Pedestrians forced to walk against traffic.

northeast and the Bagel Basket to the southeast. What is certain, though, is that there is an opportunity to reinforce those qualities that make York Village special, particularly in the Village center.

As explained earlier, the vast majority of space in the center of York Village has been allocated to the automobile. Buildings, sidewalks and streetscape elements like trees, streetlights, and benches have all been displaced by vehicles. The resulting environment is counter-productive to the efforts of business owners to beautify their properties and make them attractive to customers. The qualities and character that distinguish the Village are visually compromised amidst the chaos of traffic and parking.

Bicycle Routes and Amenities

There are designated bicycle lanes along several segments of York Street: between Route One and Lindsay Road and east of the Bagel Basket. The lanes, however, disappear near the Village center and lack consistency along the northerly portions of the route. While

lane widths would accommodate designated bike routes along Long Sands Road, bicycle lanes are not defined. Additionally, those shoulders and bicycle lanes wider than 6 feet are being used for parking and bypass lanes, which restrict movement and create hazardous conditions for cyclists. Parents have expressed concern about the safety of on-street bike lanes for school aged children, saying they preferred to see wider sidewalks which could accommodate multiple users, particularly along the western portion of York Street.

Shared lanes through the Village center are not marked and there is no signage to alert drivers of bicycle activity. Bicycle movement through the intersection is ill-defined. Diagonal parking, particularly along the east end of York Street, obscures visibility of cyclists and is dangerous for cyclists moving through the Village. The Village center also lacks bicycle parking.

1.2 CONSIDERATIONS

Traditional Downtowns are Making a Comeback

Over the past decade, downtowns across America have begun to experience a renaissance of sorts. In its recent study on downtown



Above: A bicyclist navigating through the central intersection.

revitalization, the Brookings Institute found a trend toward growth and development. In a survey of 45 communities, the Institute found a 13% increase in households living in their downtowns between 1990 and 2000. Two things set these areas apart from typical suburban places to live and shop: walkability and sense of place. Walkability - or “walkable urbanism” - describes a setting where safety, density, and diversity of experiences within a vibrant center invite and engage pedestrian activity. Increased public desire for walkable communities combined with growing pressures on suburban commercial areas provide an unprecedented opportunity for economic and social revitalization of traditional downtowns and business centers like York Village. The importance of setting the stage for redevelopment cannot be understated. Public investment in place-making is a critical first step in stimulating private investment. A recent publicly-funded \$150 million dollar pedestrian-oriented revitalization project in Lancaster, California spurred \$125 million in private investment, leading to a 26% tax revenue increase and 800 new jobs.



Above: Pedestrians enjoy the Front Street streetscape in historic Bath.

Traditional Downtowns are Important to Maine

Here in the State of Maine, the Downtown Focus Group of the Governor’s Council on Maine’s Quality of Place recently reported that healthy traditional downtowns are vital to sustaining Maine’s Quality of Place by limiting sprawl and preserving natural land and waters. Their visionary goals for Maine Downtowns included a renewed sense of civic engagement, distinctive historical and



Above: Views of streetscape improvements in downtown Kennebunk.

architectural structures, housing, thriving storefronts, public gathering spaces, and a walkable interface between the natural and built environments. The future viability of Maine’s Quality of Place, according to the Council, requires planning and investment in Maine’s traditional downtowns: acquisition of land and easements for urban parks and trails, rehabilitation of historic community buildings, and physical enhancements, such as sidewalks, street lamps, and benches. The group called for an integration of parks, open spaces, and greenways into urban centers to provide “healthy, natural settings that make downtowns more attractive and invoke our heritage.” York Village center is poised to capitalize on its “Place-Making Dividend” by investing in physical improvements that both accentuate those qualities that make the Village special and invite increased use.

Increased Pedestrian and Bicycle Activity is Good for Business

For traditional downtowns and village centers, high pedestrian and bicycle activity along with attractive streetscapes translate to consumer dollars and long-term economic sustainability. A recent study by the University of Washington, for example, found that people were willing to pay 11% more for goods in landscaped business districts. When New York converted parking to pedestrian

space on Prince Street recently, spending by visitors increased five-fold. This finding is in line with another study of East Village shoppers, which found that people arriving on foot or by bicycle spent about 10% more per capita than motorists. Pedestrians and cyclists were also found to visit local businesses more frequently - 17% more than motorists. Put quite simply, investments in complete streets – those that improve sidewalks, introduce landscaping, reduce traffic speeds and provide accommodations for bikes – are very good for business. Evidence suggests that

Walkability and Quality of Life Elements Attract Businesses and Residents

Walkability, quality of life, and outdoor recreational opportunities are key considerations for attracting new businesses and residents to a community center such as York Village. Recent surveys of members of the “New Economy” workforce (smokeless industries, high technology and service-sector businesses) showed that quality of life in a community increases the attractiveness of a job by 33%.



Above: Images of those qualities that contribute to York Village’s sense of place : beautiful storefronts, community activities, and many historic assets.

improvements to pedestrian and bicycle amenities in York Village will create a setting for a more vibrant and healthy center of community and increased economic activity.

Bicycles are especially good for business. Studies estimate that the bicycle industry supports 1.1 million jobs, generates \$18 billion in federal, state and local taxes, and contributes \$133 billion annually to the U.S. economy. A recent study of the economic impacts of bike tourism in Colorado, for example, demonstrated that over 50% of summer visitors engaged in bicycling. Smart Growth America reports that after the addition of bike lanes and pedestrian enhancements in the Mission District of San Francisco, local merchants experienced a 60% sales increase.

According to the American Planning Association, mobile retirees are also seeking communities that provide scenic beauty as well as leisure and recreational opportunities. It is estimated that by 2050,

A vibrant downtown “sends friendly and welcoming signs with the promise of social interaction.”

- Jan Gehl, “Cities for People.”

Public investment in place-making is a critical first step in stimulating private investment.

25% percent of Americans will be aged 65 or older. “Retirement Migration” back to community centers has been defined as a “new, clean, growth industry in America today,” and a trend that York Village is well-poised to take advantage of.

A generational shift in automobile ownership has also been taking place. In 2013 the New York Times reported that Americans are getting fewer licenses, driving less, and buying fewer cars. From 2001-2009, the number of young people driving decreased 23%. “Millennials don’t value cars and car ownership. They value technology,” the article reported. This trend is even evident in



Above: Birdseye view showing the preliminary design concept for the Village center.

Maine, where the number of registered passenger vehicles dropped by 12,000 – a 23% decrease. Car ownership in Portland fell 33% from 2004 to 2011. Between 2005 and 2011, the number of vehicle miles traveled declined 7% in Portland and 4% in the state. This societal shift away from the automobile suggests that investments in alternate modes of transportation, including pedestrian and bicycle infrastructure, are of growing importance to communities like York Village.

Walkability Supports Home Values

A 2009 study funded by CEO’s for Cities showed a positive correlation between walkability and home values. In the metropolitan areas studied, houses with above average levels of walkability typically commanded a premium between \$4,000 and \$34,000 over similar houses in less walkable neighborhoods. The study concluded “urban leaders should pay close attention to walkability as a key measure of urban vitality and as impetus for public policy that will increase overall property values – a key source of individual wealth and of revenues for cash-strapped governments.”

Public Investment is Necessary for Revitalization

The Maine State Planning Office’s August 2008 Downtown Revitalization Report noted that upgrades to infrastructure, such as lighting, landscaping, roads, and parking, are necessary investments for communities seeking to draw private investment into downtowns and village centers. The Brookings Institute backs up this premise. For downtown revitalization to be successful, the Institute reports, private sector investment must be reestablished since for every \$1 of public investment, there will typically be \$10-15 of private money. The bulk of public investment is required early in the revitalization process in order to attract private development and investment in the downtown. Public improvements projects, such as those recommended in the York Village Master Plan, are therefore necessary first steps in leveraging future business and investments in the Village center.



Auto-Centric



Achievement of the Master Plan Objectives will require a better Balance of Uses.

Pedestrian-friendly

Vehicle space needs to be Streamlined to make way for Pedestrians, Bicyclists and Streetscape.

1.3 RECOMMENDATIONS

- Create a Pedestrian-Oriented Village
- Integrate Bicycle Improvements
- Create Village Arrival Zones
- Initiate Wayfinding Improvements

The pedestrian, streetscape and bicycle recommendations included below encompass many layers of design considerations the need to create 21st century function without losing cherished qualities, balance competing pedestrian with vehicular needs and foster economic prosperity.

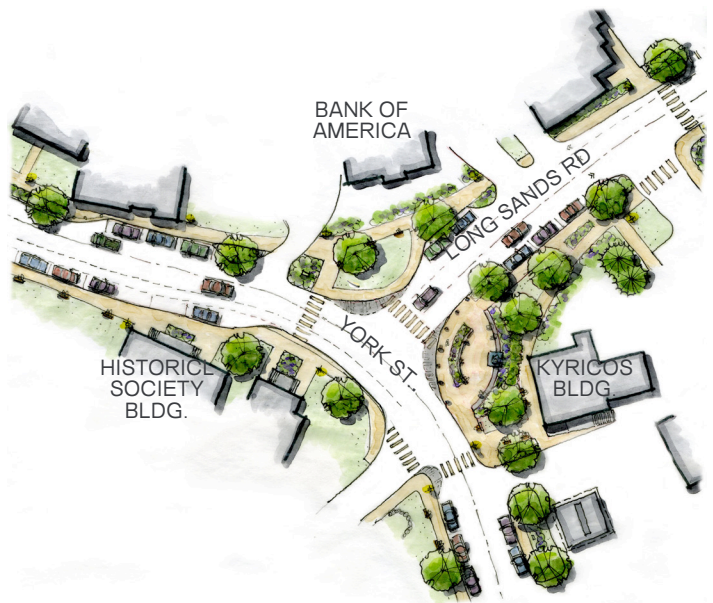
The following recommendations have been organized for ease of understanding and use by Town staff. Supplemental information, such as schematic plans, design details, costs, and phasing recommendations have been provided in other sections of the Master Plan.

Create a Pedestrian-Oriented Village

“Streets have become a void in the mind of city planners. Transportation planning has been made separate from city planning and, accordingly, streets separate rather than link the different pieces of the city.” – Anne Vernez Moudon, Professor of Urban Design, University of Washington.

If suburban development is like Wonder Bread – “bland, easily digestible, convenient, but offering little in terms of nutrition for the soul,” then it might be said that traditional downtowns are like Artisan Bread – made of local, quality ingredients and full of life-sustaining nutrients. For decades, places like York Village have sought to compete with vehicle-centric and sprawling commercial areas – often compromising those very qualities that make traditional downtowns special. York Village today is inarguably a much better place for vehicles than for people. Making space for pedestrians, cyclists, and the streetscape features that are necessary for revitalization requires reducing the amount of space that is

Reference resources include AASHTO (2012) Guide for the Development of Bicycle Facilities, FHWA (2009) Manual on Uniform Traffic Control, and NACTO (2012) Urban Bikeway Design Guide.



Top left: Master Plan sketch showing the proposed intersection and streetscape improvements at the center of the Village. The current traffic configuration is clarified, pedestrian crossing points are reduced, and the monument is shifted back to allow plaza space in front of the statue, where visitors can fully appreciate the monument. Top right: A sketch showing possible long-term improvements, including a consolidated shared parking lot, alleys repurposed as pedestrian spaces, and Village-oriented infill development that helps enliven the streetscape. This scenario will require buy-in from property owners. Above: Sketch showing improvements along York Street in the commercial center. The plan includes new sidewalks, outdoor spaces, and streetscape elements.



Above left: A repurposed alley in York Village with a business entrance, connection to the street and streetscape elements that make an successful pedestrian space; Center: A view of outdoor dining at the Bagel Basket - one of the Village's "third places," and an important community gathering place; Right: The Kyricos building located in the heart of the Village center, with its thoughtful landscaping and pedestrian-scaled entrance space. These are some of the wonderful qualities that infuse a sense of pride and place that makes York Village special. The Master Plan recognizes and builds upon these attributes.

currently allocated to the automobile. This includes “right-sizing” streets to calm traffic and reduce the vehicular footprint within the Village center, repurposing alleys as pedestrian-friendly spaces, and shifting a portion of curbside parking off-street.

The Master Plan Concept is a visual representation of what these improvements may entail, but it is important to note that roadway modifications and recommendations for parking are absolutely essential components of the plan going forward. Other changes will take time. The Long-term Conceptual Plan for consolidating commercial parking lots behind the York Street business block, for example, will require strategic investment partnerships between the Town, property owners, and businesses. This investment is an important project as it would accomplish several things. It would establish centrally-located public parking that is safe and convenient to businesses. It would reduce curb cuts along York Street, creating safer sidewalks and opportunities for improved handicap access to buildings. It would also provide the potential for businesses to expand into the streetscape realm with outdoor dining, seating, and attractive landscapes. It would further provide the opportunity for the public to access their businesses from the rear parking area.

While there is a clear imbalance between automobiles and pedestrians in the Village center, much of the physical character and

structure remains intact. There are exceptions – what landscape architect Lawrence Halperin describes as “parking lots which intrude like cavities in the fabric of the city,” where large, paved areas have replaced buildings in traditionally dense downtowns. As the Village center recalibrates and makes room for pedestrians, the Town will need to rework zoning and encourage infill and business models that support redevelopment objectives. The Long-Term Scenario Conceptual Plan in the Visual Master Plan section of this report shows how Village-oriented infill development can integrate streetscape elements and site design to directly engage pedestrians and add to a vibrant and beautiful environment.

Integrate Bicycle Improvements

Improving accommodations for bicycle travel with clear signage, route markings, and maps is an imperative first step in improving safety and convenience for cyclists. These improvements have often been requested by Cycle York. Existing bicycle lanes along York Street and Long Sands Road should be retained except within the Village center, where shared use lanes are proposed due to lack of roadway width. Bike lanes should be between 4-6 feet wide and should be designated as an exclusive space for cyclists with regular roadway marking and vertical signage. Where curbs are present, bike lanes should be at least 5 feet wide to ensure adequate

uninterrupted travel space around catch basins. All basin grates should be evaluated to determine whether they are bike-friendly.

In association with these provisions, the Town should provide bicycle racks in the downtown, at shared parking facilities, and on shuttles to encourage bicycle commuting, touring, and sight-seeing. York Village should consider developing a public transit connection to the Shoreline Explorer that runs along Route 1A to Ogunquit, Wells, and Kennebunk with connections to the Wells Regional Transportation Center and Sanford Airport.

York Village may also want to team with the Beach community to find opportunities for bike sharing programs. Programs such as Boston’s New Balance Hubway bike sharing system promote “green transit options” by providing fleets of bicycles-for-lease at transit hubs throughout the city. Boston’s program is underwritten by Mass DOT and New Balance. Bike sharing is an emerging program in Maine as well. Portland Transportation Center, for example, recently developed a 10-bike, short-term parking station with the bike-sharing company Zagster. It is important to note that communities sometimes do not need to make direct investments in bike-sharing. Having great pedestrian and bicycle infrastructures often open opportunities for small business development. In San Francisco, a network of bike-rental companies and vendors has grown along popular pedestrian and bicycle routes. With its summer draw, proximity to the beaches and natural areas like the Wild and Scenic York River and Mount Agamenticus, York could develop an incredible bicycling culture.

Create Village Arrival Zones

A distinct arrival zone to the Village builds upon the existing quality of place and uses visual cues to slow traffic and announce pedestrian activity. To this end, the Town should extend sidewalk improvements, street lighting, and tree plantings from Route One along York Street to Woodbridge Road to the northeast and Moulton Lane to the southeast. Enhance visual arrival zones to the Village center with gateway signs, upgraded streetscape treatments like brick sidewalks, bench seating, street lighting and wayfinding graphics. These streetscape elements set the tone for the Village center as a pedestrian-oriented place and include visual cues to

calm traffic and stimulate driver awareness: painted ladder style or brick crosswalks, narrowed street crossings and well-placed granite bollards.

Initiate Wayfinding Improvements

As stated previously, a comprehensive sign and wayfinding program is an essential step in guiding visitors to destinations, including public parking lots, cultural attractions, local businesses, trails and bicycle routes. Signage and wayfinding are essential components of the built environment and our experiences of it. A comprehensive signage and wayfinding program offers a unique marketing advantage by branding and communicating the Village’s unique identity and sense of place. The York Village Study Committee has undertaken the first steps in developing a logo,



Clockwise, from top left: Beautifully landscaped Civil War Monument; Well-tended yard of a York Village business; Picturesque view of the York River - a short walking distance from York Village; View across the Old Burying Ground to Remmick Barn; . All of these features support the Village’s Sense of Place.

which can be used on all Village signage. The Town should consult with an environmental graphic designer to develop comprehensive signage and a wayfinding design system for York Village. This effort should include appropriate outreach with the business community, the Study Committee and Town officials to tailor the approach. Existing zoning ordinances should be reviewed and updated as required to support implementation of the final sign and wayfinding recommendations.

1.4 - IMPLEMENTATION

The Maine Downtown Center notes that revitalization happens in incremental steps rather than large ones. The Town may be required to do the initial heavy lifting, so to speak, in order to demonstrate its commitment to redevelopment and to set the stage for private investment by making upgrades to public infrastructure and other enhancements. Planning for larger, more expensive projects is imperative, but the Town should also consider implementing smaller projects immediately to demonstrate change to future investors, business owners, workers, and the general public.

New signage and planters, for example, are visual indicators of Village improvement that have a relatively high impact for little investment. It is very important that this planning effort is highlighted by a noticeable physical improvement, no matter how small. As one community member aptly put it, "It is the little things that count."

Updates to infrastructure and the development of public open spaces will require public-private partnerships as well as funding assistance. There are financial resources to help fund these projects. The Funding chapter of this report details many funding sources and opportunities. The Maine Downtown Center and the Department of Community and Economic Development are also excellent resources for funding opportunities and related application processes.

There are a few key steps to be undertaken before diving into infrastructure construction.

- Design Development. Further develop conceptual-level designs to include a higher level of technical design and detailing, which will allow more specific costs and phasing recommendations.
- Update Zoning. It is understood that the Town will be reworking much of its current zoning language. Redevelopment of York Village will require reducing or even eliminating minimum parking standards to stimulate new business and infill development opportunities. Signage, lot coverage, and setback requirements should also be carefully reviewed to ensure that zoning language is aligned with the desired outcome for density and character within the Village center.
- Immediately begin discussions and negotiations with private landowners to secure shared parking arrangements and public land uses. The Town should consider moving forward immediately with the purchase of the Hodgin lot, which is an integral part of the parking management strategy for the Village.

CONCLUSION

A growing public desire for walkable communities combined with York Village's inherent "Place-Making Dividend" provides an unprecedented opportunity for economic and social revitalization of the Village center. It is time to adjust the balance of land use to create a place for people - a vibrant center of community and economic activity that reinforces the Village's historic character. The recommended revitalization changes will require a significant public investment and public-private partnerships to be successful. As noted previously, public investment is required early in the revitalization process in order to attract private development and investment in the Village. Public improvements projects, such as those recommended in the York Village Master Plan, are therefore necessary first steps in leveraging future business and investments in the Village center.

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As part of the York Village Master Plan Study a review of the existing conditions of the study area roadway network was performed. As part of this study a thorough examination of the roadway and traffic characteristics was performed for the project study area. This included a review of: existing traffic control at intersections, intersection lay-out and lane-widths; posted speeds, traffic volumes, accident data, intersection sight distances and traffic operations.

The collection of roadway and traffic data was a key component in this phase of the design process. This data helped to educate and inform us all as we considered design options to meet the goals and objectives of this project.

The following topics are addressed in this chapter:

- 2.1 Study Area - Intersections
- 2.2 Study Area - Streets
- 2.3 Study Intersection Traffic Control
- 2.4 Safety/Accident Data
- 2.5 Intersection Sight Distances
- 2.6 Other Safety Concerns
- 2.7 Traffic Counts - Vehicles, Bicycles and Pedestrians
- 2.8 Alternatives Analysis – Rationale for Improvements
- 2.9 Alternatives Analysis – Traffic Operations
- 2.10 Alternatives Analysis – Process and Decisions
- 2.11 Preliminary Recommendations

2.1 STUDY AREA - INTERSECTIONS

The overall project study area included the following intersections.

1. Route 1A (York Street) at Long Sands Road
2. Route 1A at Lindsay Road & Town Hall Drive
3. Route 1A at Lindsay Road #2 & Town Hall Drive
4. Route 1A at Hospital Drive
5. Route 1A at Williams Avenue
6. Long Sands Road at Public Library Drive
7. Long Sands Road at Woodbridge Road

Below is an aerial view of the general York Village Study area.



2.2 STUDY AREA - STREET

York Street (Route 1 A) is a two-lane roadway traversing generally from north to south through the York Village area of the town. It is classified as a major urban collector by Maine DOT. The posted speed limit on this long this section of York Street is 25 mph and available Maine DOT Average Daily Traffic counts indicates there are approximately 12,000 vehicles on this section of York Street. This section of York Street serves as a connection from Route 1 and Interstate 95 to York Harbor and coastal and beach destination.

Long Sands Road: Long Sands Road is a two-lane roadway traversing generally from west to east that connects the York Village area to schools to the east and also to the Long Sands Beach area. It is classified as a minor collector by Maine DOT. The posted speed is 25 mph and available Maine DOT Average Daily Traffic counts indicate there are 6,500 vehicles on this section of Long Sands Road.

2.3 STUDY INTERSECTIONS – TRAFFIC CONTROL

1. Route 1A (York Street) at Long Sands Road: This functions as an atypical complex triangular intersection. There is stop control on the Long Sands approaches to York Street and free-flow traffic on both York Street approaches. The right-turn movement from York onto Long Sands is controlled with a Yield sign. The intersection is comprised of three minor intersections. This causes the intersection to be complex, with lack of clarity and confusion of driver movement. In addition the angles of the three major road approaches can make it unclear to drivers as to which movements should be free flowing and which are stop-controlled.

York Street at Long Sands Road



1. Route 1A at Lindsay Road & Town Hall Drive: This intersection functions with free flowing single lane traffic on York Street and Lindsay Road as an ingress only (in-only).

2. Route 1A at Lindsay Road #2 & Town Hall Drive: This intersection functions with free flowing single lane traffic on York Street and Lindsay Road #2 as egress only (out-only). There is stop-control on the Lindsay Road #2 approach.

3. Route 1A at Hospital Drive: This intersection functions with free flowing single lane traffic on York Street. The Hospital entrance functions as ingress only (in-only).

4. Route 1A at Williams Avenue: This “T” intersection functions with free flowing single lane traffic on York Street and stop-controlled single lane traffic on Williams Avenue.

5. Long Sands Road at Public Library Drive: This “T” intersection functions with free flowing single lane traffic on Long Sands Road and stop-controlled single lane traffic on the Library entrance driveway.

6. Long Sands Road at Woodbridge Road: This “T” intersection functions with free flowing single lane traffic on York Street and stop-controlled traffic on Woodbridge Road.

2.4 SAFETY/ACCIDENT DATA

Accident data was collected for each of the study intersections and evaluated. This was done to determine if any of the intersections were considered to be high crash locations by Maine DOT or if there were any significant accident patterns.

Accident Data from Maine DOT was reviewed for the study area intersections. The overall review indicated that 1 of the intersections was considered to be a high crash location by Maine DOT. Maine DOT considers intersections to be a high crash location (HCL) if it experiences 8 or more accidents in a three-year period and it has a critical rate factor (CRF) of greater than 1.0. This intersection was identified as York Street at its intersection with Long Sands Road. This intersection experienced eight accidents during the time period of 2011 – 2013, and had a CRF of 1.51. A further breakdown of the accidents at this intersection revealed the following:

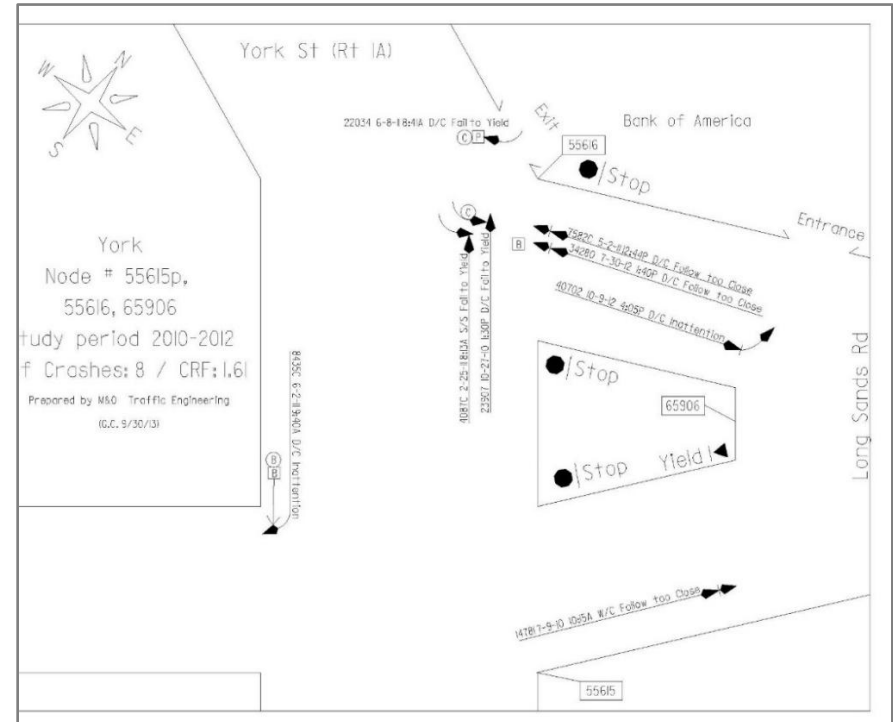
York Street at Long Sands Road (MDOT Nodes 55615 - 16, 65906)

- 8 accidents; 2 in 2011, 4 in 2012, and 2 in 2013.
- Dates of accidents: February – 1 accident, May – 1 accident, June – 2 accidents, July – 2 accidents, October – 2 accidents
- The primary accident patterns included; 4 rear-end/sideswipe type, 2 intersection movement type, 1 pedestrian and 1 bicycle.
- An accident diagram is included for the intersection at the end of this memo.
- 3 out of 8 accidents produced injury, other 5 only property damage.
- Accidents by day of the week; Monday – 2, Tuesday - 1, Wednesday – 2, Thursday – 1, Friday – 2.
- All accidents during daylight hours; 7 in clear conditions and 1 in snow conditions.

An accident diagram for the intersection has been previously prepared by Maine DOT and is included for informational purposes.

Figure 1 - Maine DOT Accident Diagram

York St at Long Sands Road (MDOT Nodes 55615, 55616, 65906)



It should be noted that two of the accidents were rear-end type at the Long Sands Road approach to York Street. Additionally, two other accidents involved vehicles turning left onto Long Sands Road from the York Street southbound approach striking vehicles heading northbound on York Street.

Accident Summaries for the remaining study intersections for the time period (2011-2013) follow:

Lindsay Rd #1 at York Street (MDOT Node #55618)

1 accident; 1 intersection movement; date: 5/2011

Lindsay Road #2 at York Street (MDOT Node #55617)

1 accident; rear-end/sideswipe; date: 6/2010

Williams Avenue at York Street (MDOT Node #55614)

2 accidents; 1 rear-end/sideswipe, 1 intersection movement; dates: 1/2010 & 9/2012

Woodbridge Road at Long Sands Road (MDOT Node #56072)

5 accidents, 1 rear-end/sideswipe, 3 intersection movement 1 off-road; dates: 6/2012, 7/2010, 10/2010, 11/2011, 12/2011.

2.5 INTERSECTION SIGHT DISTANCES

A review of intersection sight distances at each of the study intersections. This was completed based on a posted speed of 25 mph. Maine DOT requires a minimum intersection sight distance (ISD) of 200 ft. Intersection sight distances were checked from each of the study intersection. Based on a 25 mph posted speed limit, Maine DOT requires minimum of 200 ft. of sight distance. We have noted intersections where there was sight distance less than 200 ft. These include:

- **Long Sands Road Looking Left onto York Street**
- **Looking Left from Town Hall Driveway**
- **Looking Left from Library Access onto Long Sands Road**
- **Looking Left from Gas Station/Convenience Store Drives**
- **On-street Parking Restricts Sight Distance Looking Left**
- **Looking Right from Williams Avenue onto York Street**
- **Looking Left from Woodbridge road onto Long Sands Road**

Photographs showing these identified issues follow:

1. Long Sands Road Looking Left onto York Street



Signs Clutter Sight Distance View Looking Left

2. Looking Left from Town Hall Driveway (Opposite Lindsay Rd #2)



On-street Parking Restricts Sight Distance & Utility Pole Obstructs

3. Looking Left from Library Access onto Long Sands Road



On-street Parking Restricts Sight Distance Looking Left

4. Looking Left from Gas Station/Convenience Store Drive 1



On-street parking restricts sight distance

5. Looking Left from Gas Station/Convenience Store Drive 2



Grade difference and on-street parking restricts sight distance

6. Looking Right from Williams Avenue onto York Street



On-street Parking Restricts Sight Distance Looking Right

7. Looking Left from Woodbridge Road onto Long Sands Road



Location of stop bar combined with existing vegetation along south side of Long Sands Road restricts sight distance

1. Looking West on Long Sands Road



Looking North on Long Sands Road – Unprotected Utility Poles

2. Looking East on Long Sands Road



Looking South on Long Sands Road – Utility Pole Close to Travel-way

2.6 OTHER SAFETY CONCERNS

Additional safety concerns were identified related to fixed objects exposed to traffic. The following two photographs show examples of this. As part of the design solutions, the issues should be addressed.

2.7 TRAFFIC VOLUME DATA (Vehicles, Bicycles, Pedestrians)

Collection of vehicle turning movement data including bikes and pedestrians was completed at the study intersections. This was completed on a weekday and Saturday in August; specifically on Tuesday August 12th and Saturday August 16th 2014, these are shown on sheet 1 of 7 at the end of this section. This was done to capture traffic conditions which represent summertime peak conditions in York. These traffic counts were adjusted for the horizon design year of 2035. This was accomplished by increasing the 2014 traffic counts with a background growth rate of 0.5% per year; these traffic volumes are shown on sheet 2 of 7. All of the traffic volume Figures (1 – 7) are shown in the appendix section to this chapter.

Additional design data was extracted from the traffic counts, this included a breakdown of larger trucks. This information would be utilized as part of the design process to ensure intersections were designed to accommodate larger trucks and their turning movements. This information is shown on sheets 3 of 7 (2 or 3 axle trucks) and 4 of 7 (tractor trailers). The bicycle and pedestrian traffic counts are shown on sheet 5 of 7.

Some items to note from a review of the traffic counts included:

- Of the 3 time periods counted, the Saturday peak hour was the highest, followed closely by the weekday PM peak hour. Based on the traffic counts, we identified the weekday AM peak hour to be 8 to 9AM; the PM peak hour to be 4:30 to 5:30PM; and the Saturday peak hour to be 11 AM to Noon. These traffic volumes are shown on sheet 1 of 2 at the end of this memo.
- Heavy left-turn movement from York Street onto Long Sands Road (AM - 274, PM - 341, Sat - 462). This would tend to

confirm the need for some form of left-turn treatment ranging from a bypass lane to formal turn lane.

- Overall traffic volumes are fairly high for only 1 travel lane in each direction in an area with a high number of side-streets, driveways and on-street parking.
- The Bike and Pedestrian Volumes were highest on Saturday. These combined bike and pedestrian counts are shown below.
- All of the traffic volume Figures (1 – 7) are shown in the appendix section to this chapter.

Figure 2 – August 2014 Peak Hour Traffic Volumes

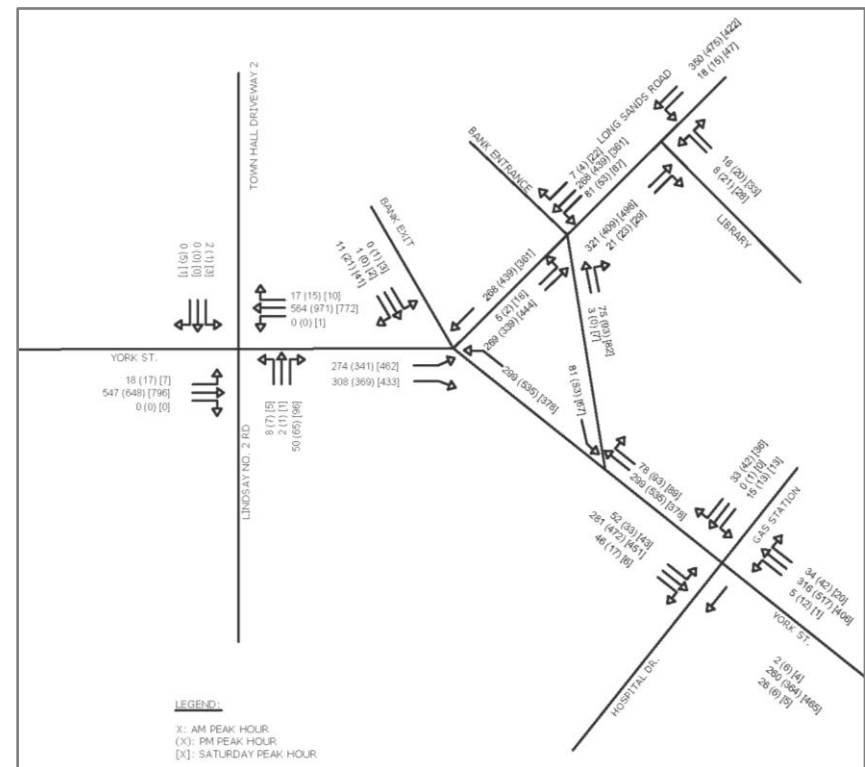
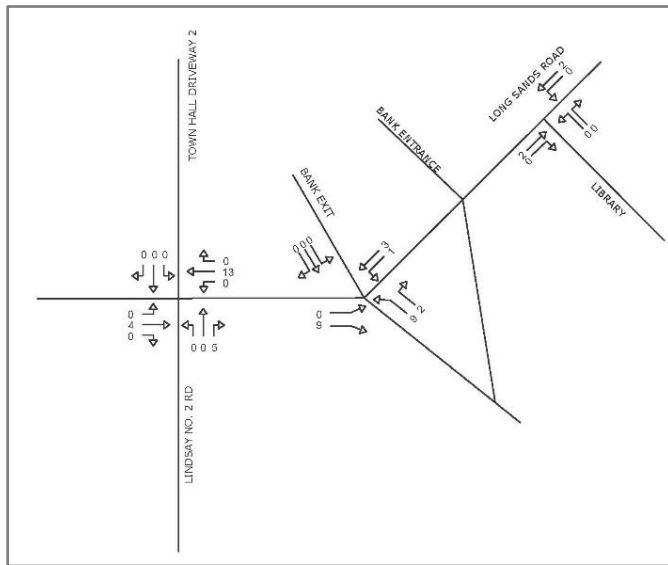


Figure 3 – Combined Bike & Ped Saturday Peak Hour Traffic Volumes



Additional Traffic Volume Collection: As the design process was proceeding it was determined that the traffic analysis of conceptual design layouts of the intersections should also be completed for the non-summer off-peak time of the year. To that end additional traffic counts were taken on December 18 during the typical holiday shopping time of year. The traffic counts were taken for the weekday AM peak hour (7 to 9 AM) as well as the PM peak hours (2:30 PM to 6 PM). The weekday PM collection time was extended to capture the afternoon School exiting times. These traffic volumes are shown on sheet 6 of 7 in the Appendix. These 2014 off-peak traffic volumes were adjusted to 2035 design horizon year for use in the traffic analysis, these traffic volumes are shown on sheet 7 of 7. The results of the off-peak traffic counts indicated that the weekday PM peak hour counts were generally higher so this was the selected condition for analysis for the off-peak condition. For comparison, the weekday PM peak hour traffic volumes were approximately 70% of the summertime peak hour traffic volumes.

2.8 ALTERNATIVES ANALYSIS - RATIONALE FOR IMPROVEMENTS

The focus of much of this phase of the York Village study was on the central triangular intersection of York Street and Long Sands Road. As we reviewed the conditions of the existing layout of the York Street at Long Sands Road intersection we considered the issues that are present and the goals and objectives of this phase of the York Village Master Plan project.

A summary of the identified existing issues and deficiencies include:

- Safety - Intersection is classified as a high crash location (HCL)
- Existing Triangle intersection geometry is complex and confusing for all modes of traffic (vehicles, pedestrians, bikes)
- Intersection lacks clarity for driver expectations and movements, driver confusion as to who has right-of-way
- Lack of separation and buffers between bike and pedestrian traffic and vehicular traffic
- Significant congestion and vehicle delay on York Street southbound approach is common occurrence especially during summer months
- Significant congestion and delay on Long Sands Beach westbound approach is common occurrence especially during summer months
- Sight distance restrictions at several intersections in study area, examples noted in Section 2D
- Fixed objects (utility poles) not properly protected and separated from travel lanes, examples noted in Section 2D

A summary of the overall goals and objectives of the project from a traffic operations and bike, pedestrian and vehicular safety perspective include:

1. Create a complete streets design throughout study area to balance and create multimodal infrastructure and design elements for bikes pedestrians, and vehicles. Bicycle and Pedestrian elements may include; bike lanes, clearly defined crossing, areas, markings and curbing to separate modes, additional and wider sidewalk/multi-use path areas.
2. Clarify and Simplify Intersection
3. Decrease overall footprint of intersection
4. Improve sightlines
5. Address safety issues (reduce accidents)
6. Provide traffic calming and reduce speed
7. Improve existing congestion and delay issues currently experienced by vehicular traffic
8. Balance congestion and delay improvements with providing multimodal design elements and reducing intersection footprint
9. Ensure design and layout of intersection accounts for larger trailer trucks and Town Fire and Emergency vehicles.

2.9 ALTERNATIVES ANALYSIS – TRAFFIC OPERATIONS

One of the major components of the rationale for improvements to the intersection was to perform traffic operations analysis for potential design alternatives. This involved utilizing our traffic volumes data that was collected. When performing traffic operations analysis we typically look at two key traffic condition indicators, these include; level-of-service (LOS) and congestion which is expressed in queue lengths. LOS is “graded” based on a

scale similar to academic grades, where traffic conditions are assigned a grade from “A” to “F” based on the average delay.

Traffic operations analysis for the weekday PM and Saturday peak hours as they were both higher traffic volume time periods than the weekday AM peak hour. The initial traffic analysis for this phase of the project was focused on the central intersection of York Street at Long Sands Road. Alternative intersection designs were evaluated utilizing the 2035 summer design year condition traffic volumes. During the evaluation process of different intersection design alternatives, once we had focused our analysis on the two remaining design alternatives we also evaluated the alternatives utilizing the 2015 summer traffic volumes. The analysis was performed with the *Synchro/Simtraffic* traffic modeling software. The modeling yields results that indicate:

1. Level of Service (LOS), which is summarized in terms of overall average delay for the intersection and individual movements
2. Queuing (including average and 95th percentile). Typically, the 95th percentile queues are utilized for design purposes

LOS is a measure used by transportation engineers to determine the effectiveness of elements of transportation infrastructure. The *Highway Capacity Manual* defines LOS for unsignalized intersections as a function of the average vehicle delay. The following table indicates the delay (in seconds) with letter designations ranging from A to F. LOS A represents the best operating condition, and LOS F represents the worst operating condition. Table 2 on the next page gives a description of LOS grades for unsignalized intersections.

TABLE 2
LOS and Delay Designation

LOS	Unsignalized Intersection
A	≤ 10 sec
B	10-15 sec
C	15-25 sec
D	25-35 sec
E	35-50 sec
F	≥ 50 sec

2.10 ALTERNATIVES ANALYSIS – PROCESS & DECISIONS

During this phase of the York Village project we started by reviewing and analyzing six (6) different design layouts for the York Street at Long Sands Road Intersection. Each of the alternatives were analyzed and compared to each other based on how each addressed the deficiencies noted in the existing intersection layout and operations and how they met the goals.

The six initial alternatives analyzed included:

1. Alternative 1A – Monument Garden
2. Alternative 1B – Village Park
3. Alternative 2 – “Y” Concept
4. Alternative 2 – York Tee
5. Alternative 4 – Long Sands Tee
6. Alternative 5 – Four-Way Concept

These alternatives were screened and reviewed by our team and at two meetings with the Village Study Committee. It was felt that the best alternatives that should continue to be studied and analyzed in more detail included:

1. “Y” Concept
2. York Tee
3. Long Sands Tee

These were chosen because they best addressed all of the goals and objectives and existing deficiencies of the current intersection layout balanced against the overall footprint of the intersection and its ability to provide opportunities for pedestrians, bicyclist, safety improvements, and to create opportunities for greenspace .

Initial conceptual sketches were prepared for each of the preferred alternatives, these are shown below:

1. “Y” Concept



2. York Tee



3. Long Sands Tee



Each of the chosen alternatives specifically made improvements and addressed the goals and objectives listed below:

1. Clarify and Simplify Intersection
2. Decrease overall footprint of intersection
3. Improve sightlines
4. Address safety issues (reduce accidents)
5. Provide traffic calming and reduce speed

As can be seen in the initial concept sketches, each reduces the overall footprint of the intersection while at the same time creates opportunities to address the additional goals and objectives; such as:

- Create a complete streets design throughout study area to balance and create multimodal infrastructure and design elements for bikes pedestrians, and vehicles. Bicycle and Pedestrian elements may include; bike lanes, clearly defined crossing, areas, markings and curbing to separate modes, additional and wider sidewalk/multi-use path areas.
- Improve existing congestion and delay issues currently experienced by vehicular traffic
- Balance congestion and delay improvements with providing multimodal design elements and reducing intersection footprint
- Ensure design and layout of intersection accounts for larger trailer trucks and Town Fire and Emergency vehicles.

Each of these alternatives were then further analyzed with a preliminary traffic operations analysis to determine, level-of-service (LOS), Average Delay by Approach, and Congestion via calculation of average and 95th percentile queue lengths. The alternatives were

analyzed utilizing the 2035 design traffic volumes previously developed. Each of these alternatives was analyzed with proposed improvements; i.e., turn lanes. For the “Y” concept and York “Tee” concepts, these were analyzed with a proposed left-turn lane on both the Long Sands Road approach and the York Street southbound approach. For both of these alternatives the minor Street was designed to be the Long Sands Road approach which would be controlled via a stop sign. The other two approaches would be “free flowing.” The Long Sands “Tee” was analyzed with a right-turn lane on the York Street northbound approach. For this alternative the minor street was designed to be the York Street northbound approach, with the Long Sands Road and York Street southbound approaches being “free flow.” The results of the analysis are shown below.

TABLE 3 - Traffic Operations Analysis

	“Y” Concept	York Tee	Long Sands Tee
Unsignalized	LOS / Average Delay(s) / 95 th % Queue (ft)		
Overall	E/42	E/39	D/30s
York St SB	B/11/240	A/10/210	A/3/ 30
York St NB	A/3/40	A/3/30	F /172/250
Long Sands Rd SB	F/128/700	F/119/630	A/8/290

As of a result of this analysis and review and discussion with the York Village Study Committee, it was felt that the “Y” and “York Tee” concepts should continue to be evaluated as a potential intersection layout.

The Long Sands Sands Tee concept was eliminated from consideration primarily because it would result in significantly higher delay on the on the York Street northbound approach. Additionally, it would change the intersection layout and operations more significantly than the other two alternatives. Today the York Street northbound approach is “free flowing,” however under the Long Sands Tee concept this would become a minor approach with

stop control. Due to the heavy free-flowing volumes on the other two approaches with this concept, the difficulty and delay experienced by vehicles attempting to exit the York Street northbound approach would more significant than the other concepts cause on their minor street stop controlled approach and could lead to motorists taking chances to exit and potentially causing accidents.

Once the York Tee and “Y” concept were selected for further review it was felt that we may need to provide additional traffic analysis conditions to assist in educating and informing the decision making process as to which alternative would serves the goals and objectives best.

To this end we analyzed them remaining under two additional conditions:

- 1. 2015 Summertime Peak Condition**
- 2. 2035 Off-Peak (Non-Summer) Condition**

We also analyzed the Saturday Peak Hour time period in addition to the weekday PM peak hour time period that had been utilized up to this point.

Detailed traffic operations tables are provided in the appendix, in section 4, to this chapter. A summary table for the results of the analysis based on overall intersection performance is provided here.

TABLE 4 - Traffic Operations Analysis

Unsignalized	Overall Intersection Performance [LOS / Average Delay(sec)]	
	York Tee	“Y” Concept
2015 Summer PM Peak Hr	B / 14	C / 17
2015 Summer Sat Peak Hr	B / 11	B /10
2035 Summer PM Peak Hr	E / 39	E / 42
2035 Summer Sat Peak Hr	C / 24	C / 19
2035 Off-Peak PM Peak Hr	A / 4	A / 6

The results of this analysis indicated that generally both of the alternatives will operate similarly from an overall traffic operations (LOS, Delay and Queues) perspective. The York Tee concept does tend to operate slightly better when particular approaches are reviewed. Due to the similar traffic operations results we discussed and reviewed with the York Village Study Committee, Town Emergency staff and the public additional considerations which would inform our.

We analyzed the layout of both the “Y” concept and York Tee. Preliminary design sketches of these alternatives are shown here.

York “Y” Concept
Not to Scale



York Tee Concept
Not to Scale



From an intersection layout perspective the York Tee was preferred over the “Y” concept layout. The York Tee is a more typical intersection layout where the minor street (in this case Long Sands Road) intersects the major street (York Street) at a 90 degree angle. The benefits of the York Tee layout included:

- Balancing the priority of all vehicle movements at the intersection better than the “Y” concept.
- Providing a simpler intersection for motorists, pedestrians and bikes.
- Providing better clarity for priority of movements and motorists right-of-way.
- Balancing the angle of ingress and egress movements between York Street and Long Sands Road which will benefit motorists and the larger emergency vehicles that typically utilize this intersection.

Further Balancing the Preferred Intersection Layout - At this point in the study the York Tee was the preferred alternative. In an effort to further balance the traffic operations of this chosen alternative with other project goals, some of which included; decreasing the footprint of the intersection, provide more room to provide pedestrian and bicycle elements, provide additional room for greenspace and gathering areas and create a sense of place, providing formal bypass lanes on the York Street southbound approach and the Long Sands approach in lieu of formal left-turn lanes was considered.

A benefit from the bypass concept layout was that four feet of roadway width would be removed from both the York Street southbound and Long Sands Road approaches. The additional four feet could then be utilized for sidewalks, bikes, or green space, etc. The formal turn lane concept would require an 11 ft. travel lane and a 10 ft. left-turn lane. The bypass arrangement would require an 11 ft. travel lane and a 6 ft. bypass area. In total the bypass arrangement would provide 17 ft. of pavement width compared to the 21 ft. required with formal left-turn lanes.

The traffic operations would not function quite as well from a delay and queueing perspective but would still be satisfactory. Generally a passenger car could utilize the bypass lane to pass a vehicle stopped to turn left, however if the vehicles were larger or one was a tractor trailer type vehicle then the bypass lane may not function as well. When this was balanced against the greater goals of the project it was decided at this point that the York Tee concept with formal bypass lanes would be the preferred intersection layout option. This was supported by the York Village study committee, the public, stakeholders, and Town staff.

2.11 RECOMMENDATIONS

The recommendations stated here are based on the traffic operations analysis that was performed and discussed in this chapter, in addition to review and input from the York Village Study Committee, stakeholders, the public and staff from the Town of York. The consensus was that the **York Tee concept** with formal bypass lanes provided on the York Street southbound and Long Sand Road approaches would best address in a balanced manner the overall goals and objectives of the York Village Master Plan efforts. A final preliminary design sketch is provided below of the chosen York Tee concept. This conceptual layout will next need to be further, vetted, developed and designed in future phases of the York Village Master Plan project.

York Tee Concept with Formal Bypass Lanes

Not to Scale



PURPOSE

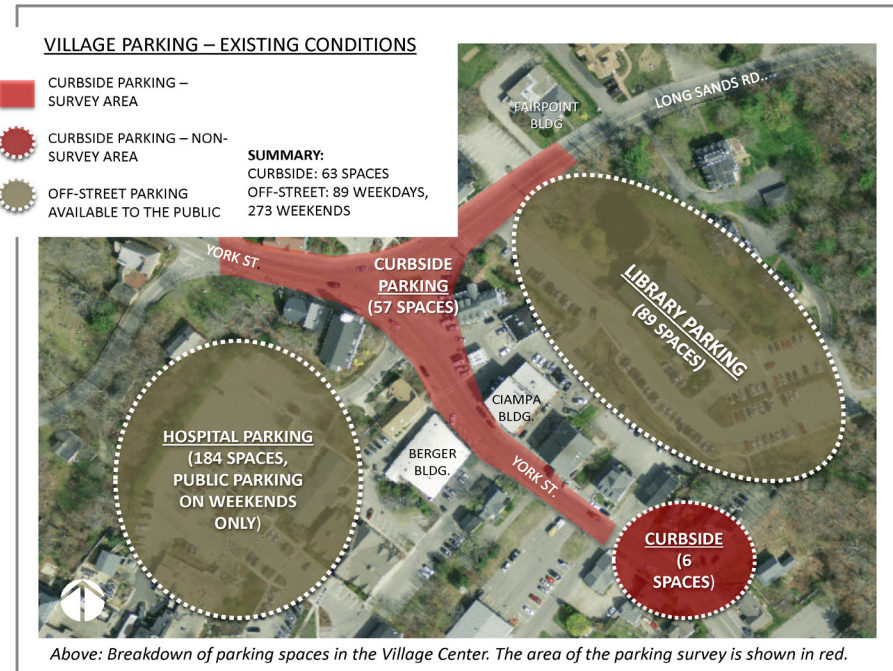
The heart of York Village is a busy commercial center, and parking is an important component of how the area functions. For Village businesses, the ready availability of parking, particularly curbside, is integral to their customer base and ultimate bottom line. To date, York Village's parking issue has been primarily couched as a supply and demand problem. Namely, the assumption has been that a lack of curbside parking within the Village core can only be resolved through an expansion of parking spaces. Over the years, these factors combined with the minimum parking requirements dictated by zoning have led to a place that caters almost exclusively to the automobile. A majority of available space has been dedicated to the automobile. Yet, despite this imbalance, there remains a strong perception that parking is insufficient and a persistent belief that the answer lies in more parking. This chapter provides an overview of the existing conditions and assessment, and recommendations related to curbside and off-street parking, as well as related zoning.

This chapter addresses:

- 3.1 Existing Conditions / Assessment**
- 3.2 Considerations**
- 3.3 Recommendations**

3.1 EXISTING CONDITIONS / ASSESSMENT

As part of this project, our team conducted weekday/weekend parking observations and counts during August peak-season and again in December. These parking observations allowed us to assess the occupancy and duration rates for on-street parking and in publicly accessible off-street lots, including the Library lot and portions of the Hospital lot, which opens to public parking on weekends. Our team also researched existing zoning standards, as they pertain to parking and land-use within the village, to



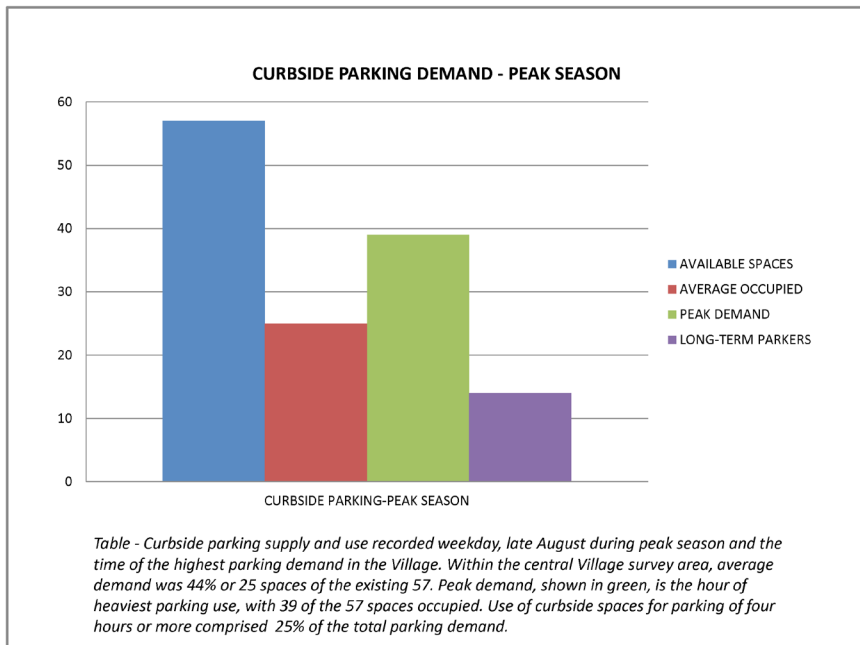
understand potential implications to both land-use and economic development patterns. Finally, we heard from property owners, local businesses, and residents about their concerns and needs for improving parking within the Village. Our findings from the inventory/assessment and outreach process suggest that parking management is needed and that parking supply is sufficient within the Village.

Curbside Parking

Availability of parking is a key necessity for attracting customers to the downtown, and the most highly valued spaces are the most convenient on-street spots. York Village currently has 57 marked curbside spaces within the central business area. Curbside parking is free with no time restrictions. Parking inventory data showed an average occupancy rate of 44% weekday and 37% weekend during the late August peak-season. The weekday, mid-December

off-peak occupancy rate was 37%. Our data revealed that when parking use was highest during weekday, occupancy was 68% during summer season and 55% off-season. Observed higher occupancies were generally during business hours (9am-5pm) when weekday occupancy rates were an average of 56.5% in the summer and 44.8% in the winter.

To better understand these figures, we also analyzed the duration of parking. On average, vehicles parked 2.6 hours on peak season weekdays, 1.8 hours on off-peak season weekdays, and 1.3 hours on peak season weekends. A closer examination of the duration and occupancy data showed that approximately a quarter of the curbside parking is used for periods of four hours or more. For example, during normal weekday business hours in peak season, approximately 14 curbside spaces on average are being used for long-term parking. For the time examined, nearly 50% of these were being used for 8 hours or more. If long-term parking was shifted to off-street lots, the average occupancy of curbside parking would be significantly reduced. When we adjusted our calculations to remove long-term use of these spaces, the average occupancy



during peak season business hours fell from 56.5% to under 25% with a peak hour maximum of 39.7% compared to the 68% observed rate. This suggests that a minimum of 27 curbside spaces are needed to meet peak hour parking demand and to ensure that there is always an adequate number of available spaces (typically 15%).

The configuration of existing curbside parking is a combination of parallel and diagonal spaces. Many of the diagonal spaces intrude into pedestrian areas and compromise sight lines for vehicles and pedestrian crossings.

Zoning – Parking Requirements

Parking requirements integrally shape both economic development and urban form. Our team researched the Town’s current zoning standards to identify any potential issues that may contribute to sprawl, inhibit economic development, or limit opportunities to maximize parking assets within the Village core.

With exception of York Beach Village, the Town takes a “minimum parking standards” approach to zoning, in which the optimal parking supply is estimated using data compiled by the International Transportation Engineers (ITE). For York Village, zoning stipulates that “required off-street parking spaces shall be located on the same lot as the principle use, except when the Planning Board approves the use of an off-site parking facility.” The joint use of a parking facility, or shared parking, is allowed if parking requirements can be met “by reason of variation in the probable time of maximum use by patrons or employees of such establishment and where said parking facility is located three hundred feet of the establishment.” There is a provision for reduction of the parking standard, but this requires the Applicant to prove that a reduction in parking will not adversely impact adjacent properties and uses, compromise the health, welfare or safety of the public, and is consistent with York’s Comprehensive Plan. This approach places the burden of proof on the Applicant and creates a potential hurdle in the review process.

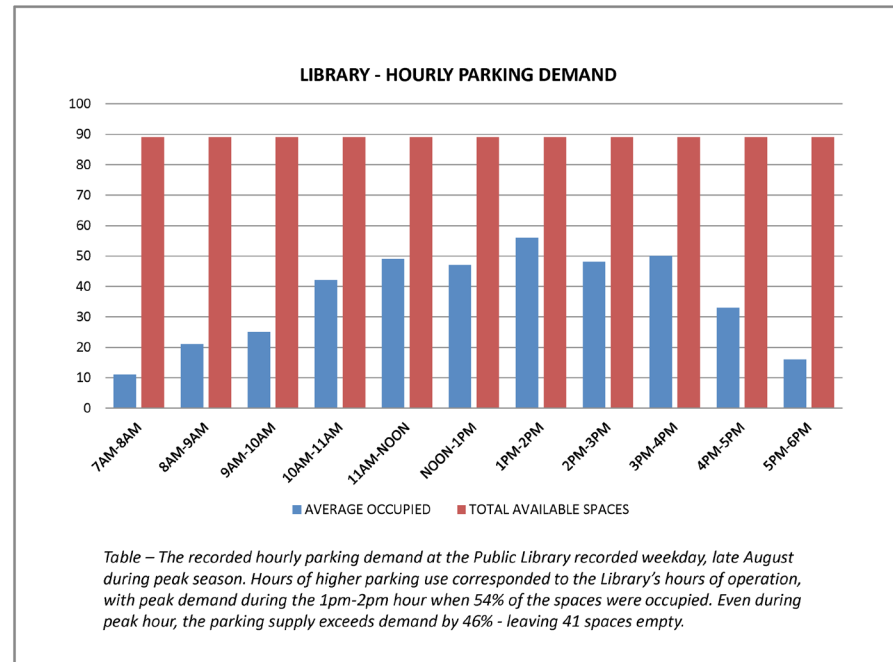
There are a number of reasons why this conventional zoning for parking is unsuitable for York Village. First, ITE data used to set parking requirements is based on limited, peak-demand observations taken in auto-centric settings that typically favor

“Parking requirements can freeze older buildings in their existing uses or even prevent any feasible use at all and therefore reduce the economic opportunities these building can offer to their neighborhoods. If a buildings does not satisfy the parking requirement for a new use, zoning will not allow it even if all other planning requirements are met.

Older buildings without on-site parking are often part of the historic fabric cities want to preserve, but parking requirements obstruct adaptive reuse. Even worse, the requirements often encourage demolition of older buildings - sometimes to make way for a parking lot.”

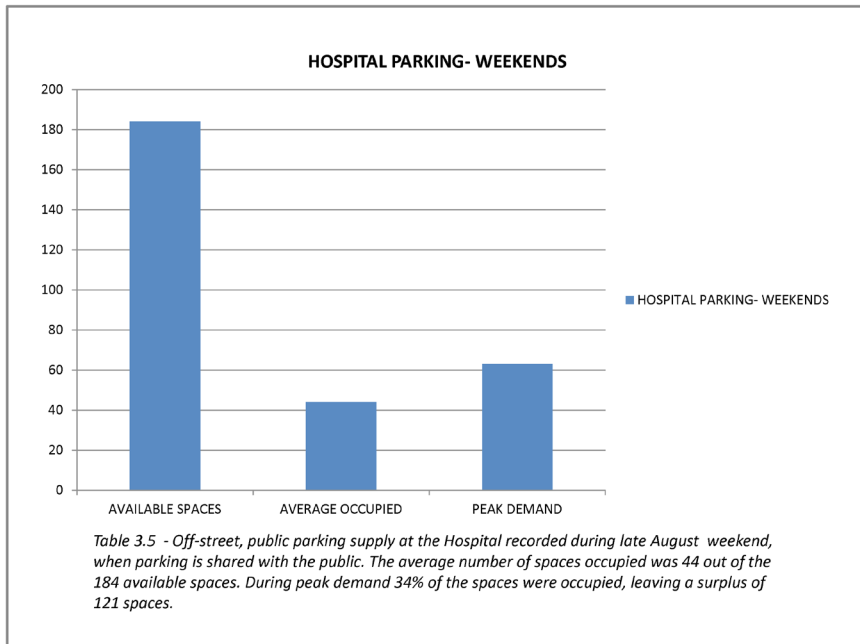
- Donald Shoup, *The High Cost of Free Parking*

sprawl over density. These small data sets of “maximum observed demand” have become the “minimum required parking supply” dictated within most land-use codes, including those for York Village. This has generally led to an over-supply of parking. A recent study of 27 mixed-use districts across the United States found that “parking was universally over-supplied, and in many cases quite significantly.” On average, researchers found that parking supply



exceeded demand by 65%. These numbers tend to be based upon the premise that parking must be individually accommodated. These conventional parking standards, which already err toward over-supply, become especially excessive for walkable, compact downtowns where parking ideally serves multiple destinations. In most cases, parking spaces provided to meet minimum requirements are not available for public parking and as such, do not contribute to the general parking supply.

In York Village, many businesses and properties within the commercial core are grandfathered from current parking requirements, provided there is no alteration or change of use. That said, it is important to recognize that the need to meet minimum standards for any alteration or change of use can also deter investment and/or redevelopment. Retrofitting existing urban sites for parking or finding nearby off-site facilities is often challenging and expensive, taking investment dollars away from those very things that draw customers: the business itself.



Excessive off-street parking requirements also undermine those distinctive qualities that make downtowns and village commercial centers unique and successful: a dense urban form that has a diversity of economic, social and cultural activities. These features are the very things that make central business districts like York Village attractive and different from suburban areas. In a typical application of conventional parking standards, approximately one-quarter of the lot is dedicated to building and one-half of the lot is dedicated to parking. Simply reducing the minimum parking standard by 50% would allow twice the space for building on a particular parcel, leading to more compact development, lower building costs and greater opportunities to stimulate economic development.

Off-Street Parking

The New York Times recently reported that there are approximately two million parking spaces in the United States and, of those, approximately a third are in parking lots. There are eight parking spaces for every car in the United States according to one cited source. A recent study by M.I.T. shows that, in some cities, parking

lots cover thirty percent of the land use area, “becoming the single most salient landscape feature of our built environment.” These figures demonstrate how parking lots have altered land patterns and the balance of land uses, particularly in our urban centers. This imbalance is reflected in the York Village commercial center where a majority of space is dedicated to parking and vehicle uses. The Village Center is decidedly auto-centric.

Our parking inventory included a survey of publicly shared parking lot usage. The compiled results show an excess of off-street parking that is much in line with the aforementioned findings. Our team conducted weekday parking studies of the York Public Library lot, which has 89 spaces available for public parking. As expected, the hours of highest parking activity and use occurred between 10am-5:30pm, corresponding roughly to the hours of operation for the library. Use of the lot during this time is 54% of capacity and generally 30% higher than early morning or late evening hours. The findings suggest that the library lot is currently under-utilized even during peak hours, with an available capacity of 37-41 spaces. The more conservative number allows for a 10% buffer to ensure there are adequate open spaces for visitors during hours of peak use.

Our survey did not include private off-street parking, such as the multiple commercial properties along the southern portion of York Street on the east side. These lots, which are located within the commercial core, primarily serve property owners, businesses, and renters of the associated buildings. Spaces are striped, but

“The right to have access to every building in the city by private motorcar in an age when everyone possesses such a vehicle is the right to destroy the city.”

- Lewis Mumford

are currently 57 spaces associated with five properties and two contiguous paved areas that are separated by a grass median.

3.2 CONSIDERATIONS FOR PARKING

The Master Plan process included discussions with business owners, property owners, and town residents to understand needs and concerns related to parking in the Village. While there was some initial skepticism about findings from the parking survey, there seemed to be strong consensus in the acknowledgement that improving pedestrian space and enhancing the streetscape will require the reallocation of some parking spaces. People strongly supported the need for convenient, public, off-street parking opportunities in the Village center.

There are several considerations that impact the potential for curbside parking in a reorganized streetscape. First, it must be acknowledged that 36% of the current on-street parking is diagonal. These spaces most severely limit pedestrian movement, increase the potential for accidents, and restrict sight lines in the Village center. There was clear consensus that diagonal parking has to go. This said, diagonal parking is about 2.5 times more efficient than parallel curbside spaces. One parallel space requires 20- 22 feet of curb, whereas a diagonal space requires 8-9 feet. Therefore, shifting on-street parking from diagonal to parallel spaces necessarily reduces available curbside parking by at least half. Extensive curb cuts also limit opportunities for parallel parking, particularly if setbacks are added to improve sight lines at intersections and pedestrian crossings. Reconfiguring the intersection to improve clarity, safety and to reduce vehicle speeds necessitates adjustments to the roadway alignment, which further impacts opportunities for curbside spaces. Finally, the narrow right-of-way limits space and necessitates choosing between streetscape amenities and curbside parking. All of this to say that a reduction in on-street parking is a necessary outcome in order to balance pedestrian and vehicle needs.

Considering the above, making way for recommended streetscape and pedestrian improvements will require a 45-50% reduction in existing on-street parking. With this in mind, the Town must take

calculated steps to maximize other available parking opportunities in the Village. This is distinct from simply adding to the existing parking supply.

3.3 RECOMMENDATIONS

Managing the existing parking supply and its associated patterns of use is one of the most important steps in achieving the goals of the Master Plan for York Village. For the Village to function and be attractive for both business investment and customers there must be convenient and available parking as well as a safe and attractive pedestrian environment. The York Village Master Plan recommendations seek to rebalance the existing public right-of-way so that it serves both vehicles and pedestrians.

Numerous studies have shown that existing total parking supply is often underutilized. As in York Village, parking problems are centered upon the most convenient curb spaces even while less convenient off-street parking is readily available nearby. In many communities, including York Village, zoning using minimum parking requirements has contributed to an excess of off-street parking that is often reserved for private use and does not support multi-destination visits. For these reasons, simply increasing the off-street parking supply does not generally solve parking problems. The solution lies in creating a more flexible parking system and shifting demand from the most desirable spaces to the under-utilized ones. Initiated with new directional signage, accommodations for alternate forms of transportation, and general circulation improvements, active parking management can have enormous positive impacts within York Village.

Rethink Off-Street Parking Requirements for Zoning

Off-street parking requirements in particular, significantly compromise the urban form, reduce density and constrain economic development, thereby limiting growth and vitality in our commercial centers. Worse still, parking lots created in response to these requirements do little to satiate public parking needs since they typically serve single uses. This model is counterproductive to a diverse and dense downtown, where one space best serves multiple destinations and walkability is the focus. Rather, excessive

“If our real problem is too many cars rather than too few parking spaces, minimum parking requirements make everything else worse.”

- City official, City of Carmel, California

parking requirements serve to reduce urban density and to advance sprawl. Renowned New Urbanists Andres Duany and Elizabeth Plater-Zybek have called parking requirements “the single greatest killer of urbanism in the U.S. today.” A Buffalo, New York study found that 50% of the downtown was dedicated to parking. “If our Master Plan is to demolish all of the downtown, then we’re only halfway there. If you look very closely there are still some buildings standing in the way of parking progress,” a city administrator noted. “The downtown doesn’t have a parking problem, it has a planning problem.”

Many other communities are rethinking off-street parking requirements in their commercial cores to stimulate redevelopment of historic properties, attract new businesses and investment, and enhance the built environment. Parking reform presents a range of options, from simply reducing existing minimum standards to eliminating or even prohibiting standards altogether. Following are several examples of parking reform as it relates to zoning.

- **Reduction.** The Town of York Zoning Ordinance currently provides alternate provisions for York Beach Village. The language acknowledges walkability of the district and a high percentage of shared parking. The special provisions reduce minimum required parking standards by 50% for most land uses and allow non-residential changes of use that do not expand existing building footprints. While the code does not allow existing on-site parking to be reduced, it also does not require a lessening of non-conformity. At a minimum, the Town should

consider developing similar alternative parking standards for the York Village center.

- **Deregulation.** In 2012, Cincinnati voted to eliminate minimum parking standards within its central business district. “The goal of the ordinance is to encourage development in the urban core by permitting developers to determine their own parking needs for downtown developments,” explained a one Cincinnati council woman. “I firmly believe that the market will work to meet parking demands better than government minimum parking requirements.” This deregulation of parking essentially moves communities away from mandating parking, allowing parking instead to be economically driven and responsive to actual need. Cities including Philadelphia, Portland, and Seattle have all recently adopted the deregulation of required parking in their commercial centers. It should be noted, however, that these shifts in zoning must be supplemented with programs for shared parking and parking management.
- **Prohibition.** Going a step further, Carmel, California prohibits all off-street parking in its central commercial district in order to reduce curb cuts, improve pedestrian flow, and create opportunities for interior courts and walkways. While Carmel does have parking requirements, developers in the central commercial district pay in-lieu fees, which collectively support shared public parking spaces bordering the downtown. Most importantly, it is the absence of off-street parking that contributes to Carmel’s unique pedestrian environment that makes the town a wonderful place to live and visit. To quote a Carmel town official, “If our real problem is too many cars rather than too few parking spaces, minimum parking requirements make everything else worse.” While Carmel is on the opposite spectrum of York Village’s zoning approach, it serves to show what can be gained from reducing space dedicated to parking.

Initiate In-Lieu and Parking Credit Options

Allow developers/businesses to pay one-time in-lieu or annual parking credit fees to fund public parking facilities rather than requiring private, single destination parking on each site. In a Parking Credit Program, businesses pay a modest fee in-lieu of

providing the required off-street spaces – for example, a fee used in one small town yielded \$125/year/space. The low fees reduce barriers to new business establishment, encourage adaptive reuse of existing buildings, and create alternatives to high up-front costs of providing those parking spaces on-site or paying the more substantial in-lieu fees. Income from the program would be dedicated to a Village Parking Trust Fund for the maintenance and provision of public parking facilities. Parking credit programs do not relieve costs associated with leasing spaces or paying for off-street parking, so businesses or their employees pay for spaces as needed – just as other drivers.

Unbundle Off-Street Parking

Parking is often automatically included in rental unit pricing, which hides the true value of off-street parking spaces. As an example, the price for a two bedroom apartment with two parking spaces might be listed at \$1,500 per month. Unbundling the cost of the rental unit (\$1,200) from the cost of the parking spaces (\$150/each x 2) would create more flexibility to the renter who can reduce their cost of living, and the property owner, who can rent the space at a premium. Unbundling parking effectively identifies the economic cost of parking and incentivizes alternate modes of transportation to offset those costs. Most important, unbundled parking is an important step in setting a monetary value for in-town parking spaces. Unbundling parking from rental costs will require that the Town work closely with property owners in the Village to ensure that zoning language provides the necessary flexibility.

Encourage Shared Parking and Convert Single-Use Parking to Public Parking Where Possible

Shared parking is a key strategy for increasing off-street parking facility efficiency and use. Parking lots that serve multiple users or destinations are much more efficient than reserved or single-

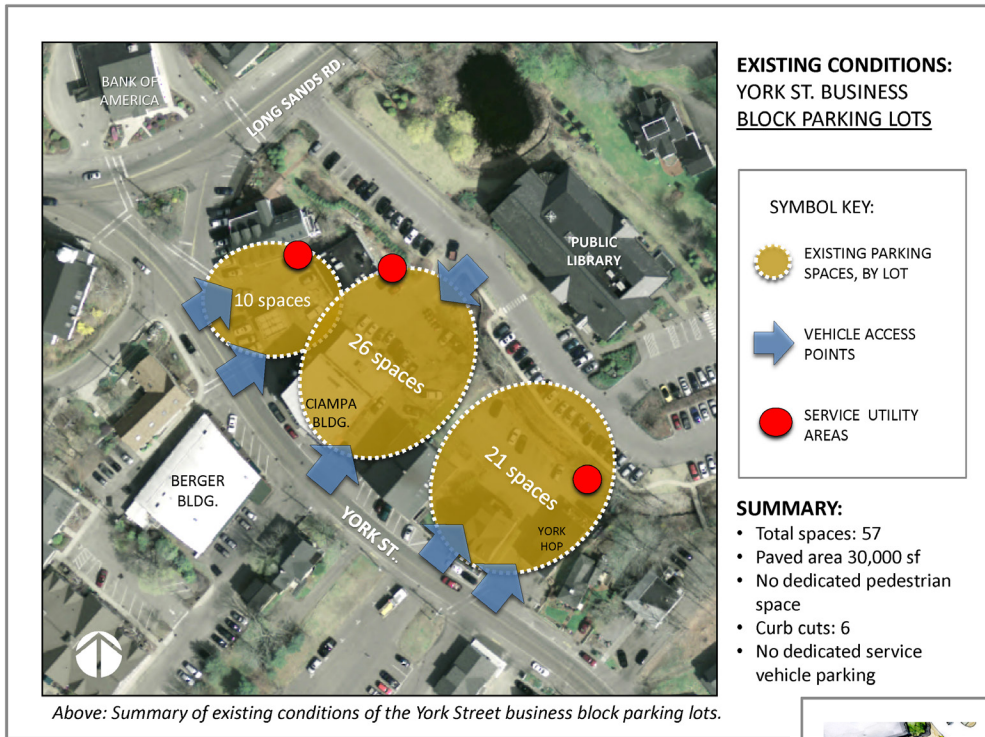
A centrally located public parking space can often substitute for two to three single-destination spaces.



Above: View across the commercial parking areas at the rear of the York business block off York Street.

use spaces. As other towns, York Village has an abundance of underutilized private parking facilities. Increasing shared parking can reduce parking demand and can provide great benefits for the Town as well as property and business owners. Shared parking addresses a public need, reduces traffic congestion, provides a potential revenue source for lot owners, and supports goals for downtown development. While the Town may conditionally allow shared parking, minimum parking standards are excessive and the process places the burden of proof on the applicant, which can be cost prohibitive. In reconsidering its zoning, the Town has an opportunity to develop innovative approaches to parking in the Village center.

Shared Parking that serves multiple users or destinations is most successful if the destinations have different peak parking times, or if there is an overlap in patronage, allowing customers to park once and walk to multiple destinations. Parking facilities can be shared in several ways. Individual spaces, which may otherwise be reserved,



Above: Summary of existing conditions of the York Street business block parking lots.

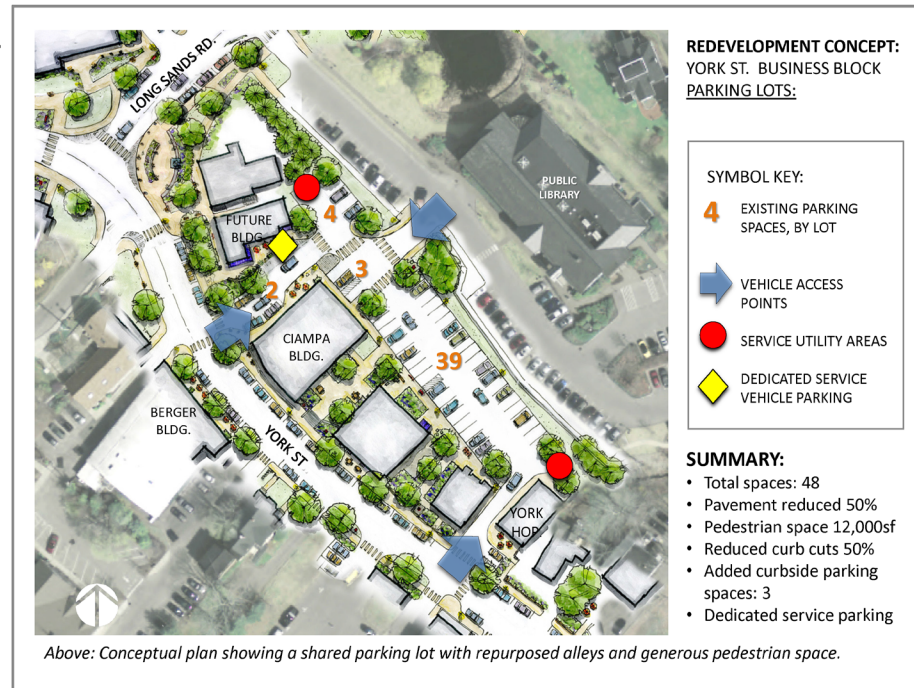
parking space, on the other hand, can often substitute for two to three single-destination spaces. For example, if three downtown businesses require 10 parking spaces each, adding 15 public spaces may provide the same benefit as adding 30 private, single-use spaces. This strategy allows for shared use of parking that can serve multiple destinations. Converting single-use parking to public parking will require both modifications to zoning as well as the development of long-term public-private partnerships. In-lieu fees or parking credits are great avenues for stimulating economic development and investing in a valuable public good.

Shared parking can work seamlessly with the Parking Credit Program by allowing business and property owners to pay in-lieu or parking credit fees to fund public parking instead of private, single-use destination parking at each site. The zoning codes should be updated to specify provisions for shared parking related to Off-Street Parking and Loading

can be shared.

Todd Litman provides the following example of shared facilities in his book, *Parking Management Strategies, Evaluation and Planning*: 100 employees can usually share 60-80 parking spaces, since at any particular time some are on leave, commuting by an alternative mode, in the field, or working another shift. Hotels, apartments, condominiums and dormitories can share parking spaces among several units, since the number of vehicles per unit varies over time. Sharing can be optional, so for example, motorists could choose between \$60 per month for a shared space or \$100 for a reserved space.

Converting off-street parking from single-use to public parking in high priority areas allows more sharing and encourages “park once” trips that support multiple destinations. Single-use parking typically has a lower demand because activities serve only one destination, such a specific business. A centrally located public



Above: Conceptual plan showing a shared parking lot with repurposed alleys and generous pedestrian space.

Standards. At its discretion, the Town can allocate in-lieu and parking credit funds for improvements to existing lots providing public parking, forming private-public partnerships when necessary to further the objectives of a parking management strategy.

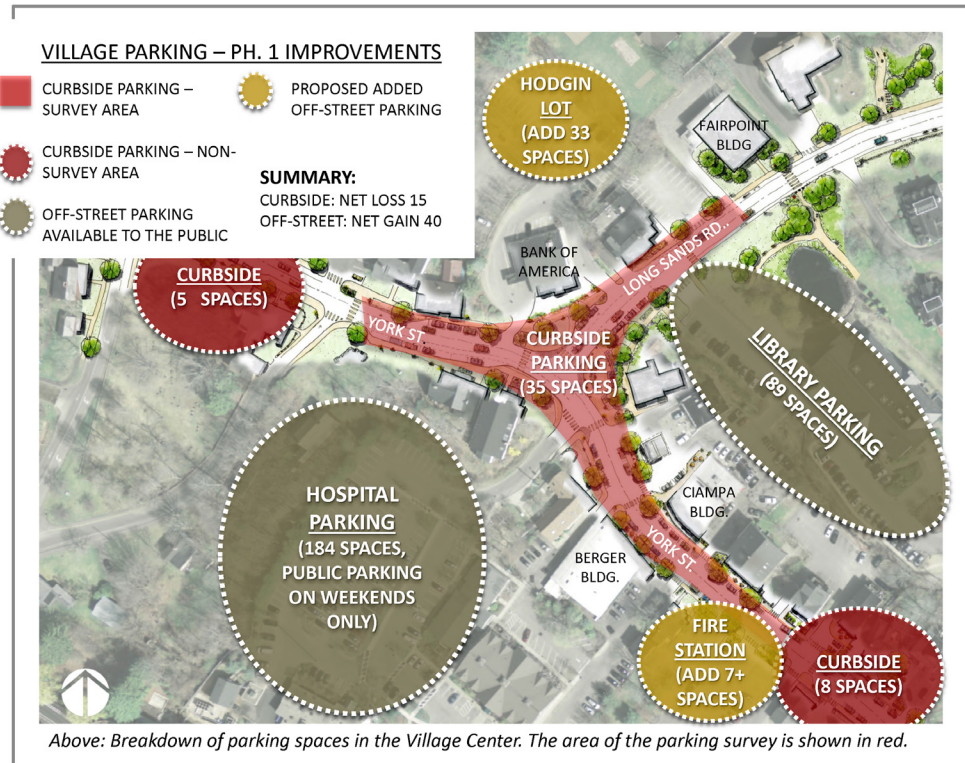
Form a Public-Private Partnership to Improve the York Street Parking Lots

As stated previously, the key objective in the parking strategy involves shifting much of the demand for curbside parking to off-street public lots. Parking facilities behind the York Street central business block, with their potential capacity and strategic location, have the greatest potential for use as a consolidated, shared use parking facility. The Town should work closely with the property and business owners to shift business owner, employee and resident parking to another nearby location in order to free up opportunities for public parking close to the Village center.

Because this parking is very convenient, it should be managed by Demand Responsive Pricing similar to on-street spaces. As an incentive to current users, the Town could initially offer free parking in these locations, later charging a nominal fee for permit parking. With other tools, such as unbundling parking or creating employee incentives for using alternate transportation, current parking demand could also be decreased. The Town of York should consider forming a public-private partnership with the property owners and fronting investment to consolidate these lots and make the physical improvements necessary to increase efficiency, safety, access and the pedestrian environment. Funds from the Parking Benefit District could be used to subsidize upkeep and future improvements as part of the partnership agreement. Oversight of the lot could be managed by the Advisory Board of the Business Improvement District.

Define Existing Public Parking within the Library Lot

There are currently 89 spaces open to the general public at the Public Library. Although the parking lot primarily serves the Library,



its use is well below capacity with only 54% of the spaces filled during peak demand. With an adjustment of 10% as a buffer to ensure open spaces, there are conservatively 37 empty spaces during the library’s busiest times. The Town has an arrangement with the Library to designate the 37 spaces along the western edge of the entrance drive as public parking, but these spaces need to be more clearly defined. These centrally-located spaces could potentially offset the anticipated reduction in curbside parking, so it will be important to clearly identify these spaces with signage. The town should also consider adding parking location signs near the Long Sands Road and York Street lot entrances..

Acquire the Hodgin Lot for Public or Shared Parking

The Town has recently considered acquiring the 33-space Hodgin parking lot, a land-locked parcel approximately 1/3 acre in size located north of the Bank of America property on York Street.

“Under-regulated on-street parking results in limited parking availability, inefficient utilization of spaces, and excess vehicular circulation.”

– *On-Street Parking Management and Pricing Study, San Francisco County Transportation Authority. 2009.*

While the lot was formerly leased to the bank, it has been blocked off and unused for the past several years. The parcel has been offered for sale at well above assessed value, but it presents a unique opportunity for the Town to acquire public parking near the Village center. The Hodgkin property also provides opportunities for improving pedestrian and vehicle connectivity with parking spaces available near Town Hall.

As the Town implements these recommendations for shared and public parking, this lot becomes especially valuable. As stated before, the redevelopment of commercial parking lots behind the York Street business block is a creative way to increase the supply of off-street public parking in the heart of the Village center. For that scenario to be successful, however, employees and business owners must park elsewhere, and the alternative parking must be convenient and safe. Acquisition of the Hodgkin lot would provide the Town with the necessary leverage to negotiate a shared parking arrangement with business and property owners that would free up valuable parking spaces for the general public within the heart of the Village.

Update Fire Station Lot To Include Public Parking Spaces

The Fire Station site presents an opportunity to expand public parking opportunities in the Village Center. This can be done

without impacting the stated parking demands of the Fire Department personnel. The Hospital owns a narrow parcel abutting the property along its northern boundary. The Hospital Board has expressed a willingness to consider allowing the Town to utilize a portion of this lot to convert existing parallel parking spaces to perpendicular spaces. This would add a minimum of seven public off-street parking spaces. The Town should work with the Fire Department to assess their staff parking needs and to develop a plan for streamlining parking on site. If the Fire Station is eventually relocated, the Town should redevelop the parcel to include infill development with off-street shared or public parking. New zoning must be implemented to allow this flexibility, however.

Initiate a Demand-Responsive Pricing System for On-Street Parking

On its face, free curbside parking is often seen as a good thing: supportive of businesses and activities in the Village center. A closer examination of the facts shows that the opposite is true. Free curbside parking in the Village center offers benefits limited to the few “first come, first served” drivers, a quarter of whom have been shown to utilize these valuable spaces in excess of four hours or more. This pattern of use reduces the availability of on-street parking for customers and adds unnecessary traffic as cars cruise around looking for empty spaces. Over the years, on-street parking in York Village has displaced pedestrian and streetscape spaces that contribute to “sense of place,” and one of its most important marketable resources.

While York Village currently has no time-limited parking in the business center, there has been discussion about using time-limits to prevent long-term parking. Shop owners in particular have expressed frustration that on-street parking by employees and residents creates a lack of curbside spaces for customers. However, there are several critical factors to consider before instituting time-limited parking. First, not only is time-limited parking a punitive and typically unpopular revenue source, it is also fairly ineffective as a management tool. A recent study in Seattle found that the average duration of stay for cars parked in one-hour limit spaces was, on average, over two-hours. Surveys have also shown that over 50% of all cars parked in time-limit zones are either in violation of the time limits or are parked illegally.

Many communities have adopted demand-responsive pricing as an effective means for shifting demand from on-street parking to less convenient, but plentiful off-street spaces. Studies have shown that properly priced curb parking ensures a balance of vacant spaces, reduces the time required to find curbside parking, lessens the uncertainty of travel time, and reduces traffic congestion. Short-term parkers tend to be more concerned about the time it takes to find a vacant space than about the price of parking. Pricing based on performance goals, such as maintaining a 15% - or one space per block – vacancy rate, responds appropriately to shifting demand by the hour or season: higher during times of peak demand times and lower at other times. Price-based regulation also includes strategies to discourage long-term curbside parking by charging higher rates for successive time periods. This is also called progressive pricing or length of stay pricing. This strategy allows the relaxation of time-limit restrictions while encouraging a higher turnover of spaces. It also provides greater flexibility and convenience to users.

Newer, multi-space electronic meters are user friendly and more convenient, with interactive screens and cashless transactions. They easily accommodate variable rates and can be managed wirelessly from a single, remote location. With one per block, these meters do not clutter the sidewalks or require marking individual parking spaces. In fact, studies have shown that unmarked curbs can typically accommodate 10-15% more cars in any available space. Many communities manage on-street parking without lining individual spaces, including the City of Portland.

Establish a Parking Benefit-Business Improvement District

Business owners and residents are much more likely to support paying for parking if the generated revenue goes back to public amenities that benefit the public good: clean and safe sidewalks, streetscape improvements, improved store facades, or enhanced security. According to one planner, “curb parking revenue is a benefit in search of a beneficiary: the funds need the right recipient to generate political support for market prices.” One way to do this is to establish a Parking Benefit District associated with a Business Improvement District (BID). In a BID, the property/business owners identify, and assess themselves to pay for, public services

Studies have shown that properly priced curb parking ensures a balance of vacant spaces, reduces the time required to find a curb parking, lessens the uncertainty of travel time and reduces traffic congestion.

beyond those provided by the City. These assessments are roughly proportionate to the benefits received, and the costs borne by each property/business owner are relatively small. Since individual assessments are typically exceeded by the commercial return, there is great economic incentive for establishing a BID. Spending the revenue to benefit residents and business owners in visible and meaningful ways also creates a powerful new constituency for market pricing of parking, particularly since non-residents bear the majority of the cost.

As an example, San Diego established a Community Parking District (CPD) program in 1997. The program returns 45% of the curbside parking and other related revenues, such as in-lieu and parking credit fees, to the designated parking district. The City currently has six parking districts that are, with City approval, designated as business improvement districts or community/ non-profit organizations. Each has its own Advisory Board of local residents and business representatives who work together to prioritize plans for the use of the parking revenues.

Programs like this can provide a stimulus for private investment. Old Pasadena, now one of Southern California’s most popular shopping and entertainment areas, used dedicated meter revenue to finance public improvements that have played a major role in the downtown’s revival. In 1978, the City decided that revitalization needed to build on Old Pasadena’s unique character, but it was not until Pasadena devised a creative parking policy in 1993 that the City was able to finance its vision. City officials worked with the Business Improvement District to establish boundaries for the Old

Pasadena Parking Meter Zone (PMZ) and set up the Old Pasadena PMZ Advisory Board of business and property owners in the district. The City borrowed \$5 million to fund streetscape and alleyway improvements using parking meter revenue to repay the debt. In subsequent years, as pedestrian traffic has increased, the funds are also used to increase public services such as sidewalk sweeping, trash collection, foot patrols or parking enforcement. In the words of Donald Shoup, this public investment has created “a place where people want to be, rather than merely another place where everyone can park for free.”

Delineate Loading Zones and Develop Loading Zone Policies

Areas of commercial activity require designated loading zones and/or policies to ensure a proper integration with other uses. York Village is especially challenged by the volume of its summer traffic flow, the width and orientation of side streets, and topography. With streetscape improvements and the long-term reduction of curb cuts, the Town will need to work closely with Village merchants and suppliers to identify specific needs and to assess the best strategies for managing delivery activities, particularly during busy summer and fall months.

In general, studies suggest that a loading zone is best located at the end of a street block in the direction of travel or at the entrance of an alley, where a driver can access multiple destinations from a single location. The minimum recommended length for a loading zone is thirty feet. Ideally, there should be one loading zone per block, oriented to support “front-in, front-out” travel that does not require the driver to back up. Currently, private off-street lots and existing access-ways are heavily used for local deliveries. For this reason, any future closure of alleys or reconfiguration of parking spaces would need to ensure continued access.

Develop a Parking Way-Finding System

Many of York Village’s parking issues have resulted in part because information about parking locations, regulations, prices, and other helpful user information has been greatly inadequate. Many residents, for example, are unaware that the hospital allows public parking from Friday night through Sunday night. Public parking is available at the library lot, but is currently unmarked. As a result,

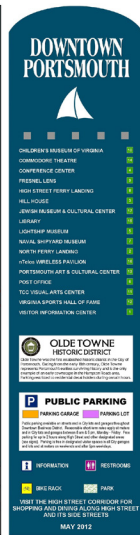
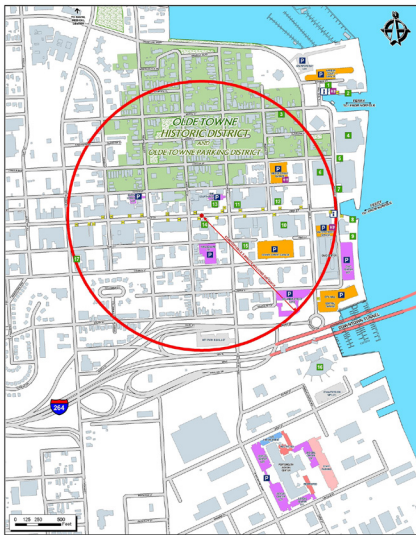


Above image: Dedicated loading zone zones behind the commercial block would expedite deliveries and mitigate potential conflicts between pedestrians, passenger vehicles and delivery trucks.

curbside parking is the only obvious public parking available for visitors. This is despite a relative abundance of nearby public off-street parking.

Development of a parking way-finding system to direct cars from main transportation routes to designated parking lots is a key component of the overall parking management strategy. Parking information can be incorporated in street signage, visitor materials, kiosks, and digitally on a “parking and transportation” specific web site.

The Town should engage an environmental graphic design firm to develop a coordinated signage program that includes parking way-finding and possibly branding. A well-developed parking system brand conveys a positive message to visitors and residents about the quality and management of parking facilities, which helps parking to emerge as a positive and marketable asset. As a short-term measure, the Town should install parking directional signs using the blue international symbol and arrows at designated locations on Route One and specified routes. Consideration should be given for motorists leaving the lots as well, with signage indicating directions



Images, left to right: Downtown District wayfinding map for the City of Portsmouth, New Hampshire; Public parking sign in Freeport, Maine; Directional signage along Route One entering Freeport.

back to Route One north and south. To orient visitors, off-street lots should include directional information to important destination points in the Village Center.

Beautify Parking Lots and Enhance Connections

An important part of parking management strategy includes enhancing safety and connectivity for pedestrians traveling from off-street parking areas to destinations. A pedestrian-oriented environment with complimentary streetscape elements, landscaping, and signage has a powerful impact on its users. Studies show a strong correlation between perceptions of safety and visual beauty – well maintained and landscaped spaces generally elicit a greater sense of security in both men and women. Improvements to pedestrian circulation routes and the parking lots themselves are therefore important factors in raising the level of use of off-street parking lots as a safe and desirable alternative to curbside parking.

CONCLUSION

As mentioned earlier in this chapter, lack of parking can have serious implications to a business district like York Village. Despite the fact that the majority of available space in the Village has been

dedicated to the automobile, there remains a strong perception that parking is still insufficient. What to do? This chapter provided recommendations for enhancing public parking in the Village center through adjustments in zoning, active management techniques, and public-private cooperation. It is important to note that these changes will require time and coordination. Change will happen incrementally and strategies may need to be adjusted over time, but one thing is clear: setting the stage for and adapting to the needs of a growing Village economy will require a significant investment to parking resources and management.

CITATIONS – PARKING CHAPTER 3

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INFRASTRUCTURE INTEGRAL TO IMPROVING YORK VILLAGE

Utility infrastructure is an important part of the Master Plan for York Village. The goal of improving and beautifying the Village can affect utilities directly, such as the desire to remove unsightly overhead power lines, or indirectly, such as a new sidewalk causing relocation of a stormwater catch basin. Physical upgrades to the York Village area may affect all utility infrastructures within the Village, although different utilities may impact and be impacted by the surface improvements in different ways depending on their depth below ground and other factors.

The Downtown Revitalization Collaborative contacted the various utility companies and departments that maintain infrastructure in York Village. These entities include Central Maine Power, Time Warner Cable, FairPoint Communications, the York Water District, the York Sewer District, and the York Public Works Department. We have summarized the information collected and potential impacts for each in the following paragraphs. *(For backup and detailed information, see Appendix A4.)*

The following infrastructure topics are addressed in this chapter:

- 4.1 **Water System** (York Water District)
- 4.2 **Sewer System** (York Sewer District)
- 4.3 **Stormwater System** (York Public Works Department)
- 4.4 **Electrical Utility Relocation** (Central Maine Power, Preferred Option & Reduced Option)
- 4.5 **Cable Utility Relocation** (Time Warner Cable)
- 4.6 **Telecommunications Relocation** (FairPoint Communications)
- 4.7 **Municipal Wireless Wifi Network**
- 4.7 **Recommendations**

4.1 WATER SYSTEM (York Water District)

Background & Existing Conditions We met with Todd Hill at the York Water District on November 20, 2014 and discussed future improvement projects for the water system and potential impacts of implementing the Master Plan for the Village. We also conducted phone and email correspondence with Don Neumann, Superintendent of the Water District. From our meeting and additional correspondence, we learned that the existing water mains running through the Village are of a relatively new vintage with nothing older than 2001 installation, and that the District has no immediate plans for replacement or overhaul. In summary, unless a request is received for a new domestic or fire service, YWD has no additional plans for improvements in the Village area.

Major Changes Not Anticipated Changes to roadway or intersection alignment and addition of sidewalks or green space should have little impact to the water system, with the exception of minor adjustments to the elevation or location of valve stems or curb boxes. However, relocation of aerial utilities to underground could impact the water system although water mains are typically located lower than underground power or communication lines. Ledge proximity to the ground surface in the Village area could cause added difficulty if water lines were to be relocated. In summary, major changes to the water system are not included in the Master Plan, although careful coordination with the YWD will be vital during design and construction of Master Plan improvements.

4.2 SEWER SYSTEM (York Sewer District)

Background & Existing Conditions - We met with Tim Haskell, Superintendent at the York Sewer District on November 20, 2014 and discussed future improvement projects for the wastewater collection system and potential impacts of implementing the Master Plan for the Village. From our meeting and additional correspondence, we learned that existing sewer lines running through York Street and Long Sands Road in the Village are of a relatively new vintage and that the District has no immediate plans for replacement or overhaul. Some individual services might need to be replaced by business owners in the near future. The main collector line for the Village runs behind businesses and along the drainage area between the Library and businesses along York Street. Portions of this main sewer line are relatively new, but some manholes and pipe farther down the run are older. There are no current plans for any replacement in this area and more than likely any repairs would use trenchless technology.

Major Changes Not Anticipated - Changes to roadway or intersection alignment and addition of sidewalks or green space should have little impact to the sewer system, with the exception of minor adjustments to the elevation or location of manhole covers. However, relocation of aerial utilities to underground could impact the sewer system, although the sewer lines are typically located lower than underground power or communication lines. Ledge proximity to the ground surface in the Village area could cause added difficulty if sewer lines were to be relocated. In summary, major changes to the sewer system are not included in the Master Plan, although careful coordination with the York Sewer District will be vital during design and construction of Master Plan improvements.

4.3 STORMWATER SYSTEM (York Public Works Department)

Background & Existing Conditions - We met with Dean Lessard, Director of the York Public Works Department on November 20, 2014 and discussed the Village stormwater collection system and potential impacts of implementing the Master Plan for the Village. From our meeting and additional correspondence, we learned that the existing storm drainage system, which is operated and maintained by the Public Works Department is functioning, but relatively old. According to the Public Works Director, there is no combined sewer and wastewater in York Village. The existing infrastructure of the aged stormwater system consists mostly of handmade or Type F (small) catch basins with a mix of clay, corrugated metal, concrete and PVC drainpipe. Specific maintenance issues with the current drainage system include a stormwater pump station located on the Hodgkin lot which does not operate when power is out and a catch basin in front of the bank at the intersection which clogs annually. These two issues currently cause occasional flooding in the Village during storms. In summary, due to system age and existing problems, plans for improvements to York Village should include plans for replacement and upgrade of the existing storm drainage system.

Changes Anticipated - In general, storm drainage infrastructure is closer to the surface than Water and Sewer, and consequently will most likely be impacted by design changes to the surface. Changes to roadway or intersection alignment and addition of sidewalks or green space could have significant impact to the stormwater drainage system. This could include relocation of catch basins, resizing of drain pipe and surface considerations to direct stormwater to the collection system. Relocation of aerial utilities to underground would also likely impact the stormwater system. However, to our knowledge, nothing about the storm drainage system should preclude the Master Plan concept, and conversely the concept is not dependent on the storm drainage system.

Design of the storm drainage system replacement and upgrade is part of implementing the Master Plan. York Public Works department requests and recommends the design include the following:

- System infrastructure should be sized to handle a 100 year storm event
- Stormwater treatment such as filter systems and vegetative filters should be included with the collection and conveyance system design
- Stormwater treatment overflows should not be directed back to the street.

Ledge proximity to the ground surface in the Village area will also need to be taken into consideration during design of the replacement and upgrade of the stormwater system. In summary, replacement and upgrade of the stormwater system is recommended as part of the Master Plan, and coordination with the York Public Works Department will be vital during design and construction of Master Plan improvements.

4.4 ELECTRICAL UTILITY RELOCATION (Central Maine Power)

Background & Existing Conditions - One goal of the Master Plan was to evaluate the option or need to relocate aerial utility lines underground. Removing the unsightly overhead lines from the streets and the center of the Village – which has been an interest since at least the 1964-67 Village Square Project - would help to beautify the area and present a more welcoming entrance to the Village. In order to implement Master Plan concepts such as changes to roadway or intersection alignment and addition of sidewalks and green space, several utility poles and overhead lines would need to be relocated.



Village arrival view from York Street showing existing aerial wires (above) and wires relocated underground (below) - illustrating the significant visual benefit of underground relocation. (image provided by Lew Stowe)





Village arrival view from Long Sands Road showing existing aerial wires (above) and wires relocated underground (below) - illustrating the significant visual benefit of underground relocation. (image provided by Lew



Central Maine Power (CMP) personnel were contacted, including Elaine Titherington, CMP Field Planner for the York area and Tom Atwood, CMP Engineer, to discuss the electrical supply system and potential impacts of implementing the Master Plan for the Village. From our phone and email correspondence, we learned that removing the overhead lines from along York Street and Long Sands Road in the Village area is possible and realistic, but the burden of cost is on the Town. One option would be to relocate aerial lines behind buildings along the main streets to hide them from prominent view. This option would be extremely difficult and likely unfeasible due to the lack of parallel streets or alleyways behind the buildings. A new right-of-way would likely need to be created across all of the properties that line the main streets. The other option is to relocate the aerial utilities underground.

The following is a summary of information provided by CMP regarding relocating electrical utility service underground.

Preferred Scope Option (For further information see Appendix A4)

The exhibit below shows the *preferred scope option* for CMP aerial infrastructure to go underground.

There are two distinct electrical portions in the Village. One portion is three phase power and extends from the Long Sands Road and Woodbridge Road intersection, continuing by the monument (including service to York Hospital), heading northwest on York Street and stopping prior to the elementary school. The second portion is single phase and extends along York Street from Doctor's Lane southeast to Summit Lane. The total estimated cost includes both portions, but can be constructed separately.

An order of magnitude estimate to relocate electrical utility service underground for the *preferred scope option* described above is **\$3,900,000.00**. This estimate includes material and installation costs for the manholes, splice boxes, switchgear, duct banks, riser

poles, hospital metering, transformers, and interconnecting cable. Also included is an allowance for converting approximately 63 services from overhead to underground. The entity requesting to do this project is responsible for all costs. The estimate does not include any Federal, State, or local permit costs, easement costs, landscape repair, or road pavement replacement.

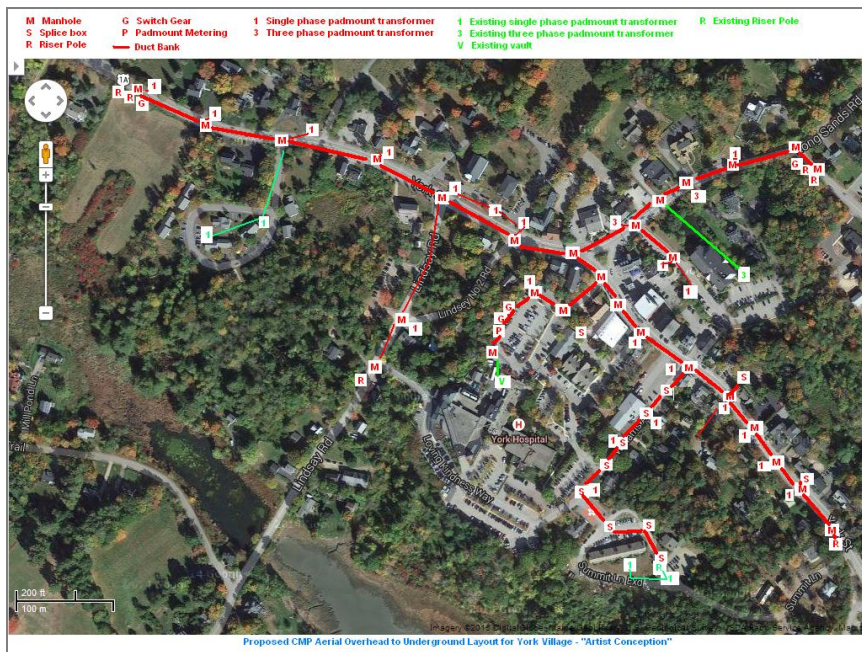
Easements will be required and will add cost. Property owners will have to give up property for transformers, splice boxes, switch gear, and metering (other utilities may be included on the easement) and grant easements for equipment. This is an order of magnitude estimate with the assumption that the project is feasible. Factors that can prohibit the project or increase costs are property owner's refusing to participate and unknown subsurface conditions.

Reduced Scope Option (For further information see Appendix A4)

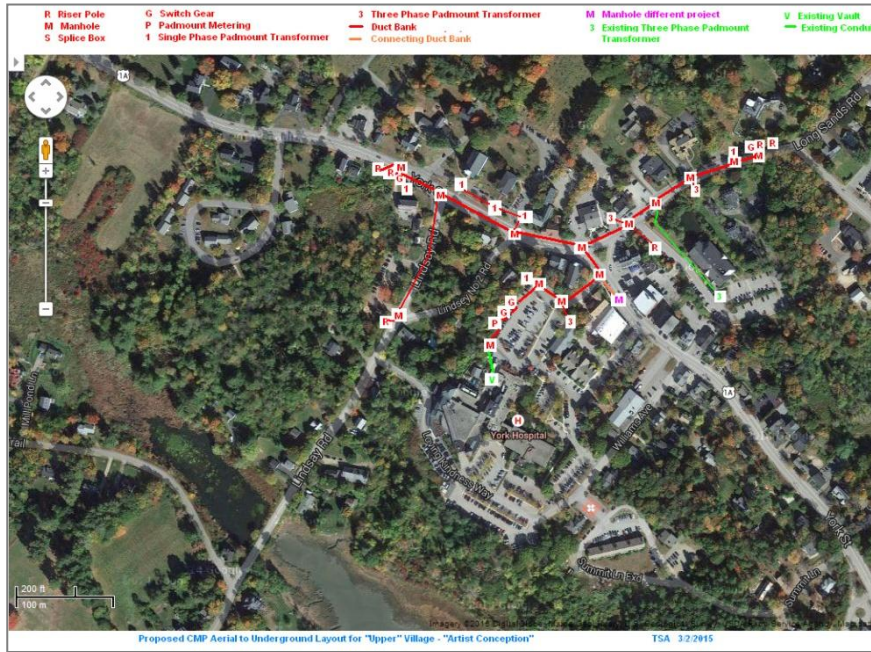
The exhibit below shows the *reduced scope option* for CMP aerial infrastructure to go underground. The *reduced scope option* for the project can be done in two independent sections. One section is labeled "Upper Village." The second section is labeled "Lower Village."

These two sections are two distinct electrical portions within the Village. The "Upper Village" portion is three phase power and extends along Long Sands Road, just west of Woodbridge Road, continuing by the monument (including service to York Hospital), and heading northwest on York Street stopping just past Jefferds Tavern. The "Lower Village" portion is single phase and extends along York Street from Doctor's Lane southeast to just south of Williams Avenue.

The *reduced scope option* reduces the extents of the project and evaluates removing portions of the *preferred* overhead to underground conversion for Lindsay Road, York Hospital, Williams Avenue, and the "Library driveway". This is possible for the "Library driveway" and only partially for the other three. The first available location for a riser pole on Lindsay Road is just after the cemetery and Jefferds Tavern. There is physically no room along the cemetery and trees in front of Jefferds Tavern would have to be removed for the aerial reconnect. The only place left is the intersection of Lindsay Road and Lindsay No. 2 Road.



Preferred Scope Option - Conceptual CMP Layout for aerial to underground relocation.

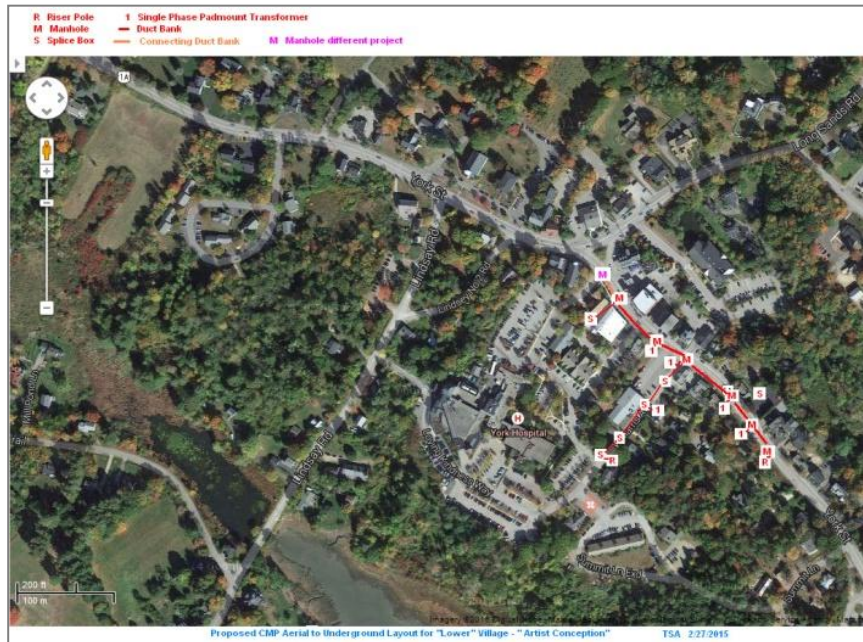


Reduced Scope in "Upper Village" - Conceptual CMP Layout for aerial to underground relocation.

The primary electrical feed for York Hospital is through a right of way beside the York Historical Society. There would be two riser poles there, plus switch gear in the adjoining grassy area next to the Historical Society building. In addition there is an electrical feed along Hospital Drive to serve several buildings. The only place to install two riser poles is along York Street. The installation of the hospital feeds defeats the purpose of the aerial to underground project along York Street; therefore the York Hospital must be underground as well. Williams Avenue is similar to Lindsay Road and York Hospital in that the first available location for a riser pole is just behind the fire station.

An order of magnitude estimate to do the two projects described in the *reduced scope option* is:

Upper Village	\$2,450,000.00
Lower Village	\$ <u>635,000.00</u>
Total	\$3,085,000.00



Reduced Scope in "Lower Village" Conceptual CMP Layout for aerial to underground relocation.

This estimate includes material and installation costs for the manholes, splice boxes, switchgear, duct banks, riser poles, hospital metering, transformers, and interconnecting cable. Also included is an allowance for converting approximately 36 services from overhead to underground. The entity requesting to do this project is responsible for all costs. The estimate does not include any Federal, State, or local permit costs, easement costs, landscape repair, or road pavement replacement. Easements will be required and will add cost. Property owners will have to give up property for transformers, splice boxes, switch gear, and metering (other utilities may be included on the easement) and grant easements for the equipment. This is an order of magnitude estimate with the assumption that the project is feasible. Factors that can prohibit the project or increase costs are property owner's refusing to participate and unknown subsurface structures.

In summary, implementing Master Plan concepts such as changes to roadway or intersection alignment and addition of sidewalks and green spaces requires that several utility poles and overhead lines need to be relocated. Relocating aerial electrical utility lines underground is a recommended optional part of the Master Plan to improve the visual appeal of the Village and to remove restrictions to implement Master Plan concepts. Relocating overhead lines to underground along York Street and Long Sands Road in the Village area is possible and realistic, but the burden of cost to the Town is significant. The Town must decide if the benefits are worth the price. Coordination with all of the utilities will be vital during design and construction of Master Plan improvements, and design and coordination for relocating electrical service underground may take the most effort.

4.5 CABLE UTILITY RELOCATION (Time Warner Cable)

Background & Existing Conditions – As discussed with respect to electrical utilities, one goal of the Master Plan was to evaluate the option or need to relocate aerial utility lines underground. Removing the unsightly overhead lines from the streets and the center of the Village would help to beautify the area and present a more welcoming entrance to the Village. In order to implement Master Plan concepts such as changes to roadway or intersection alignment and addition of sidewalks and green space, several utility poles and overhead lines would need to be relocated.

The Collaborative contacted Andrew Trottier, Construction Coordinator for Time Warner Cable (TWC) and discussed the cable supply system and potential impacts of implementing the Master Plan for the Village. From our phone and email correspondence, we learned that relocating the overhead lines from York Street and Long Sands Road in the Village area underground is feasible, but the

burden of cost would be on the Town. In the Village area, TWC provides services via fiber optic and coaxial cable.

Changes Anticipated - Time Warner Cable typically follows CMP's lead for design and location to relocate utility service underground. Conduit runs would typically follow the same trench lines and manholes and surface mounting pads would be in similar locations. In some instances, additional manholes or pad mounts would be required. Extensive coordination would be required to minimize outages and provide long lead times to high usage customers such as the hospital.

TWC provided estimates for the relocation of Time Warner Cable equipment on York St. and Long Sands Rd.. The estimates are based on the *preferred scope option* described above for electrical service.

The construction cost to relocate equipment from aerial to underground with conduits and manholes installed separately to TWC specification is \$236,000. The construction cost to relocate equipment from aerial to underground to include excavation, manhole and conduit placement is \$ 1,180,000. However, some of this work is duplicated in the CMP estimates. Time Warner Cable would typically fall within the same utility easements as CMP. The estimates provided do not include any easement or permit costs.

As described above for the electrical utility, relocating aerial cable utility lines underground is an optional part of the Master Plan that would create visual improvement and ease of implementing other aspects. Relocating the overhead lines to underground in the Village area is possible and realistic, but the burden of cost to the Town is significant and must be evaluated. Coordination with the cable utility will be vital during design and construction of Master Plan improvements, regardless if underground relocation is pursued.

4.6 TELECOMMUNICATIONS RELOCATION (FairPoint Communications)

Background & Existing Conditions – As with all aerial utilities, the Master Plan evaluates the option or need to relocate telecommunication lines underground. Removing the unsightly overhead lines from the streets and the center of the Village would help to beautify the area and present a more welcoming entrance to the Village. In order to implement Master Plan concepts such as changes to roadway or intersection alignment and addition of sidewalks and green space, several utility poles and overhead lines would need to be relocated.

Several attempts to communicate with appropriate Fairpoint representatives were unsuccessful during the Master Plan information collection process. We can assume that, as with the other aerial utilities, relocating the overhead lines from along York Street and Long Sands Road in the Village area underground is feasible, but the burden of cost would be on the Town. We did learn that Fairpoint does have some existing underground infrastructure in the village that will have to be taken into consideration during design of Master Plan concepts.

Changes Anticipated - Similar to the cable utility, telecommunications infrastructure relocation to underground would likely follow the CMP infrastructure for pedestals and access points. For the Master Plan effort, an allowance for telecommunications is included in the opinion of cost for utility relocation underground. Fairpoint's existing underground infrastructure in the village will have to be taken into consideration during subsequent design efforts.

As for all aerial utilities, relocating aerial telecommunication lines underground is an optional part of the Master Plan that would create visual improvement and ease of implementing other aspects. Relocating the overhead lines to underground in the Village area is beneficial, but the burden of cost to the Town is significant and must be evaluated. Coordination with the telecommunications utility will be vital during design and construction of Master Plan improvements, regardless if underground relocation is pursued.

4.7 MUNICIPAL WIRELESS WIFI NETWORK

Background – Municipal wireless network (Municipal Wi-Fi, Muni Wi-Fi or Muni-Fi) is the concept of turning an entire downtown or village into a Wireless Access Zone, with the ultimate goal of making wireless access to the Internet a universal service. This is usually done by providing municipal broadband via Wi-Fi to large parts or all of a municipal area by deploying a wireless mesh network. Municipal broadband deployments are broadband Internet access services provided either fully or partially by local governments.



Such networks go far beyond existing piggybacking opportunities available near public libraries and some coffee shops. The basic premise of carpeting an area with wireless service in built-up centers is that it is more economical to the community to provide the service as an essential utility rather than to have individual households and businesses pay private firms for such a service.

The typical deployment design uses multiple routers deployed outdoors, often on telephones poles as shown below. The operator of the network acts as a wireless internet service provider. In the build-out of such networks, radio communication is used both for the Wi-Fi service and for the "backhaul" or pathway to the Internet. This means that the nodes only need a wire for power (hence the habit of installing them on power and light utility poles). This "all radio" approach means that nodes must be within range of each other and form a contiguous pathway back to special aggregation nodes that have more traditional access to the Internet. Nodes then relay traffic, somewhat like a fire-bucket brigade. *(See Economic Development, Chapter 7, for further information about Financing, Examples, and Advantages.)*

4.8 RECOMMENDATIONS

- Major changes to the water and sewer systems are not included in the Master Plan, although careful coordination with the Water District and Sewer District will be vital during design and construction of Master Plan improvements.
- Replacement and upgrade of the stormwater system, including treatment options, is recommended as part of the Master Plan, and coordination with the York Public Works Department will be vital during design and construction of Master Plan improvements.
- In order to implement Master Plan concepts such as changes to roadway or intersection alignment and addition of sidewalks and green space, several utility poles and overhead lines will need to be removed and/or relocated.

- Relocating aerial utility lines underground is an optional part of the Master Plan to improve the visual appeal of the Village and to remove restrictions to implement Master Plan concepts.
- Relocating the overhead lines to underground along York Street and Long Sands Road in the Village area is possible and realistic, but the burden of cost to the Town is significant. The Town must decide if the benefits are worth the price.
- Coordination with all of the utilities will be vital during design and construction of Master Plan improvements, and design and coordination for relocating aerial services underground may take the most effort.
- It would be prudent, even if funding of aerial utility relocation underground does not seem viable initially, to account for underground utility infrastructure during schematic design. Since the water and sewer infrastructure is established, the stormwater and utility infrastructure will be vying for the remaining underground space. During schematic design, the constraints become evident and solutions are determined. Understanding the solutions for underground utilities is a great first step in coordinating with roadway, sidewalk, and landscape elements.

PURPOSE

Trails and open spaces - natural areas, parks, plazas, and greenspace – greatly enhance quality of life, beauty, and health of our towns and cities. These places are a true expression of the public good. They provide respite, recreation, and physical enjoyment, but more importantly, they can be centers of community pride and activity – like the public greens around which villages were originally built. Arleyn Levee, an Olmsted Historian summarized the value of public green space in communities this way: “A city without public open space is a city diminished.” While green spaces are recognized for their societal benefits, they serve critical environmental functions as well – they support wildlife, provide habitat, and offer opportunities for us to engage with nature. This chapter provides an overview of the existing trails and open space resources accessible to York Village and provides goal-oriented recommendations for adding more resources while enhancing the functionality and beauty of those important assets that already exist.

This chapter addresses:

- 5.1 Existing Conditions / Assessment**
- 5.2 Considerations**
- 5.3 Recommendations**

5.1 EXISTING CONDITIONS / ASSESSMENT

York Village is blessed to be a picturesque small town center located in a quintessential coastal Maine setting. The natural environment – collectively, the rocky shores and sandy beaches, wooded hiking trails, stately front yards, quiet sitting spaces, and historic burying grounds – is a large part of what makes York a wonderful place to live, work, and visit. The York River – soon to be designated as “Wild and Scenic” by the federal government – is recognized as an important natural and visual resource as is the nearby Mount



Clockwise, from top left: View of the York River - a stone's throw from the Village; The front yard of the Old Gaol; The tree-lined street and rural setting of the Parson's Center; view of the oceanfront near the Cliff Walk; view across the old Burying Ground

“All too often Placemaking is viewed as a luxury, something nice but not essential to a project’s success. This is especially true in lean times like these, when every dollar is precious and paying too much attention to “frills” can feel frivolous or even wasteful. However, the reality is that Placemaking actually generates a big return on investment.”

– *Project for Public Spaces, “Placemaking Pays Off: How Greenspaces can Advance Economic Development.”*

Agamenticus Conservation Area. The Village is supported by many outstanding cultural resources as well. Places like Steedman Woods, the Old Burying Ground, and the Wiggly Bridge speak to the community’s rich history and its unique sense of place. The Cliff Walk and Fisherman’s Walk have long been visitor attractions. The area is also fortunate to have an abundance of both formal walks and informal trails within tracts of undeveloped land. Near the Village Center, long views across the Davis fields provide reminders of the town’s agricultural heritage and soften the village setting.

5.2 CONSIDERATIONS FOR TRAILS AND OPEN SPACE

Open Spaces Make Places

Parks and open spaces in areas like York Village center are important places for community engagement and activity. They truly serve the public good – a shared environment for everyone. The City Parks Forum notes that “Parks are one of the quickest and most effective ways to build a sense of community and improve quality of life.” Public open spaces are magnets for walking, respite, and conversation between neighbors. Parks can revive a commercial center, while imbuing a sense of community and vibrancy. They

also represent visual assets that enhance character and human-scale. In short, “open spaces make places.”

Trails and Open Spaces Enhance Quality of Life

The Governor’s Council on Maine’s Quality of Place has called for an integration of parks, open spaces, and greenways into urban centers to provide “healthy, natural settings that make downtowns more attractive and invoke our natural heritage.” York Village center is poised to capitalize on its “Place-Making Dividend” by investing in physical improvements that both accentuate those qualities that make the Village special and invite increased use. Above all else, an investment in trails and open space enhances quality of life for residents, providing links to community destinations, opportunities for recreation, and connections with the natural world.

Trails are Good for the Economy

A 2006 study by the Outdoor Industry Foundation found that “Active Outdoor Recreation” contributes \$730 billion annually to the U.S. economy, supports 6.5 million jobs, and generates \$88 billion in annual state and tax revenue. Hiking is one of the fastest growing recreational activities. The USDA Forest Service predicts a 26% increase in backpacking and hiking in the next 40 years. Economic centers along trail networks stand to benefit from the increased consumer spending related to recreation, entertainment, and lodging associated with “trail tourism.” According to the American Hiking Society, “well-managed trails running through communities can foster substantial sustainable economic activity through business development and tourism.”

5.3 RECOMMENDATIONS

Capitalize on York’s Destination Resources

York Village has a lot to offer. Within its compact center, one can find important civic anchors: the Town Hall, First Parish Church, Public Library, Post Office, and Museums of Old York sites, as well as locally-owned businesses. These destination resources are central features of the York community, and places where neighbors meet neighbors. York has an opportunity to capitalize on these important assets. There are many ways in which to do this, but there are two critical first steps.

Enhance the Connectivity between Residential Areas, Schools, and the Village

The Town should improve connectivity between neighborhoods and the Village center. Improving this connectivity between residential centers and the Village encourages people to drive less and makes it easier to support small businesses like the York Flower Shop, Berger’s Bike Shop, and Yoga on York. Local support is critical for sustaining local businesses. For example, a recent study of shoppers in East Village, New York revealed that people on bikes and on foot spend the most per capita, per week at local businesses. Walkers and bikers also tend to make more visits. Part of this, it can be assumed, is the experience and enjoyment of getting there, including seeing neighbors and enjoying the scenery along the way. To accomplish this, the town should:

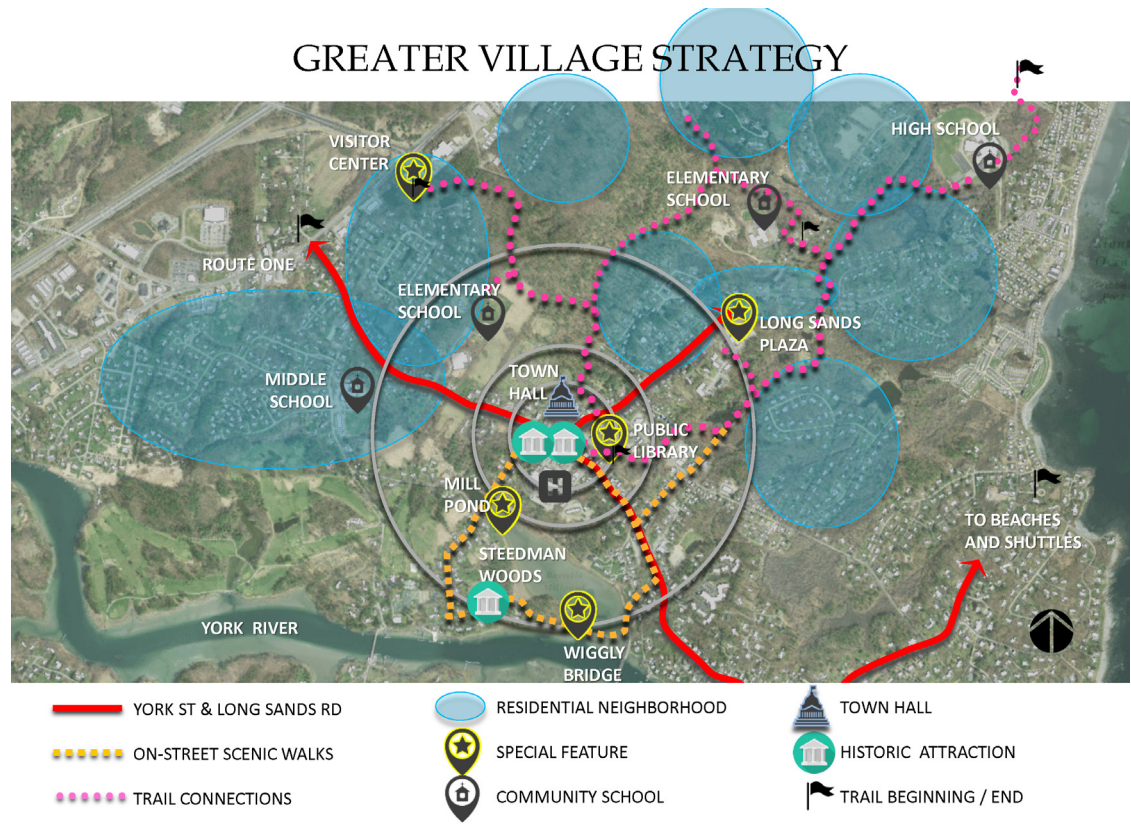
- **Improve Walkability and Connections to High Activity Centers**

As noted above, it’s important to improve opportunities for cycling and walking between neighborhoods and centers of community activity where people go to congregate and connect with their neighbors. The Public Library, the Bagel Basket, and the Village Scoop are important community-centric places that draw locals. Enhancements should support these places as important destinations. This is discussed in greater detail in Chapter 1 – Streetscapes, Pedestrians, and Bicycles.

- **Create a Multi-Use Path Connecting the Route One Visitor Center and Route 1A Beach Area**

The Greater Village Strategy diagram illustrates the potential of a multi-use path to connect the Chamber of Commerce Visitor Center on Route One through the Village and on to the beaches. Greenways – both local and regional – provide safe and universal access to recreation. They connect community, encourage tourism, and contribute to local economy. A paved, multi-use

GREATER VILLAGE STRATEGY



path would offer an off-road route for cyclists, runners, walkers and families.

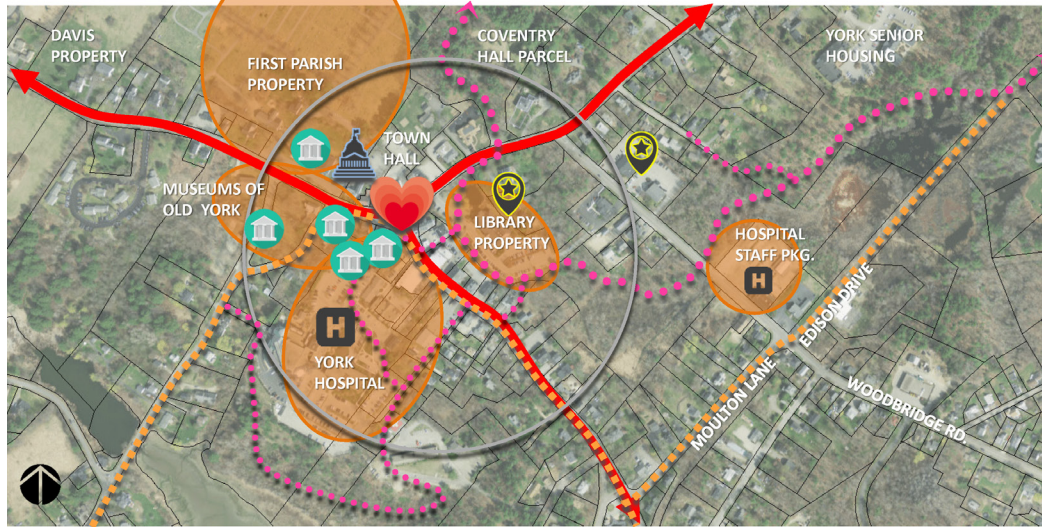
- **Link Schools and Neighborhoods to Multi-Use Path with a Secondary Trail Network**

Neighborhoods and schools could be directly linked via secondary trails. For example, the Master Plan concept shows a potential path connection from behind the Coventry Hall parcel across Long Sands Road through the Public Library park space – making an important direct connection to the Village center.

- **Develop Walking Loops that Begin and End in the Village Center**

Some people prefer to stay on-road and there are many pedestrian-friendly streets leading to scenic destinations. The

VILLAGE CENTER STRATEGY



- | | | |
|-------------------------|--------------------------|---------------------|
| YORK ST & LONG SANDS RD | RESIDENTIAL NEIGHBORHOOD | TOWN HALL |
| ON-STREET SCENIC WALKS | SPECIAL FEATURE | HISTORIC ATTRACTION |
| TRAIL CONNECTIONS | COMMUNITY SCHOOL | VILLAGE CENTER |



Left: Concept diagram showing the planning approach for the Village Center. Above: Master Plan section showing a landscaped central plaza and public space in front of the Civil War monument. The monument is repositioned to a place of prominence in the public space.

Pedestrian and Bicycle Committee should consider developing a series of walking loops that begin and end in the Village Center. Routes could be color-coded and supplemented by distance markers and informational maps made available in local businesses.

Create Public Open Space in the Village Center

The Town needs to invest in outdoor public spaces within the Village center. The Public Library landscape is an underutilized resource. The Town should work with the Library Board to upgrade the plantings, improve path connections, and restore the health of the pond, which would be perfect for winter skating. The proposed intersection realignment project also creates an incredible opportunity to establish a more formal plaza space within the heart of the village arrival zone and adjacent to the Library green space. These pedestrian and community-oriented spaces reinforce “sense of place” and become important centers of local activity.

Identify and Secure Critical Connections through Undeveloped Land Tracts

Several large, undeveloped properties are especially relevant to the goals for improving connectivity and enhancing recreational opportunities. Within the Village, the 108 acre First Parish Church parcel is largely wooded with an established network of publicly-accessible trails. The Davis property, located directly to the west, is another critical property for trail access. To the northeast of First Parish land, the Town-owned Coventry Hall parcel, with its mixed forest and open land, offers an opportunity to extend the trail network to Long Sands Road and beyond.

Several more parcels should also be considered important for a cohesive trail network. Two Parsons Realty properties on the northerly and southerly side of Woodbridge Road and the York Hospital-owned parking lot offer the potential for trail connections

between the Library and existing trails behind York Senior Housing. These trails form a fairly extensive network linking area neighborhoods and Long Sands Plaza. The Town may also want to investigate an opportunity for a trail easement near 282 York Street as this parcel is redeveloped.

Much planning and cooperation will be required if the Town moves forward with routing a cohesive trail between Route One and Route 1a. The properties above represent the parcels that are especially critical for connecting Village-area neighborhoods, and schools with the Village center.

Form Strategic Partnerships

Through its Bicycle and Pedestrian Committee, the Town should work closely with the York Land Trust, large land-holders, and conservation entities to plan and improve the trail network and to identify critical natural areas to preserve along the way. In the coming years, the Bicycle and Pedestrian Committee should spearhead a detailed inventory and detailed planning for both on-street and off-street improvements to further realize these conceptual recommendations.

Foster Sense of Place

Open space – both public and private – greatly informs the Village’s character. Large undeveloped land tracts like the Davis property are reminiscent of York’s agricultural heritage. Mature street trees and front yards line the Village and establish an important visual rhythm and sense of human-scale. Together, this seeming patchwork of landscape and open fields and canopies works together to create a distinctive pattern language that says “village.” This Master Plan has been tasked with “Putting the Village Back in York Village.” One resident aptly noted that the Village center felt more like an intersection than a place. Re-establishing a sense of place for the Village center requires mindfulness to the details: designed spaces, materials, and features that enhance those qualities of place that make York Village special. The Visual Master Plan and the Appendix provide essential guidance.



Images, clockwise from top left: A view across the Old Burying Ground to the First Parish Church; Open space events like the seasonal pumpkin sale reinforce a sense of community; Scenic waterfront at York River; A view across the public front yard space of the Library.

CONCLUSION

If developed, trails and open spaces would play a critical role in the revitalization of York Village. They would connect and define community and enhance quality of life. Particularly within the Village center, park spaces would serve the public good as centers of community pride and activity – like the public greens around which villages were once built. Green spaces also serve critical environmental functions by providing habitat and offering opportunities for humans to engage with nature. These goal-oriented recommendations are aimed at enhancing the functionality and beauty of these important assets.

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OVERVIEW

York Village is extremely fortunate to have as one of its greatest assets, its village and architectural character. In fact it is recognized far and wide for its cultural and geographic-based heritage – an early New England coastal town. Maintaining and supporting this unique sense of place and heritage is a top priority for the Master Plan. The purpose of this chapter is to guide the Town in that direction.

This chapter addresses:

- 6.1 Village and Architectural Character**
- 6.2 Maintain and Improve Existing Historic Buildings**
- 6.3 Formalize Desired Village Character**
- 6.4 Maintain and Foster Village and Architectural Character**
- 6.5 Example Design Standard Topics**
- 6.6 Example Design Standards**
- 6.7 Recommended Steps to Develop Design Standards**
- 6.8 Recommendations**

The classic tri-part revitalization based approach is to:

1. Maintain and improve existing good buildings (see 6.2)
2. Assure that major renovations and new infill complement the best village and architectural character (see 6.3 & 6.4)
3. Assure a complementary interface between buildings (private realm) and more pedestrian-friendly sidewalks and roadways (public realm right-of-way) (see 6.3 & 6.4)

6.1 VILLAGE & ARCHITECTURAL CHARACTER

(See Appendix - From Then to Now for additional information)

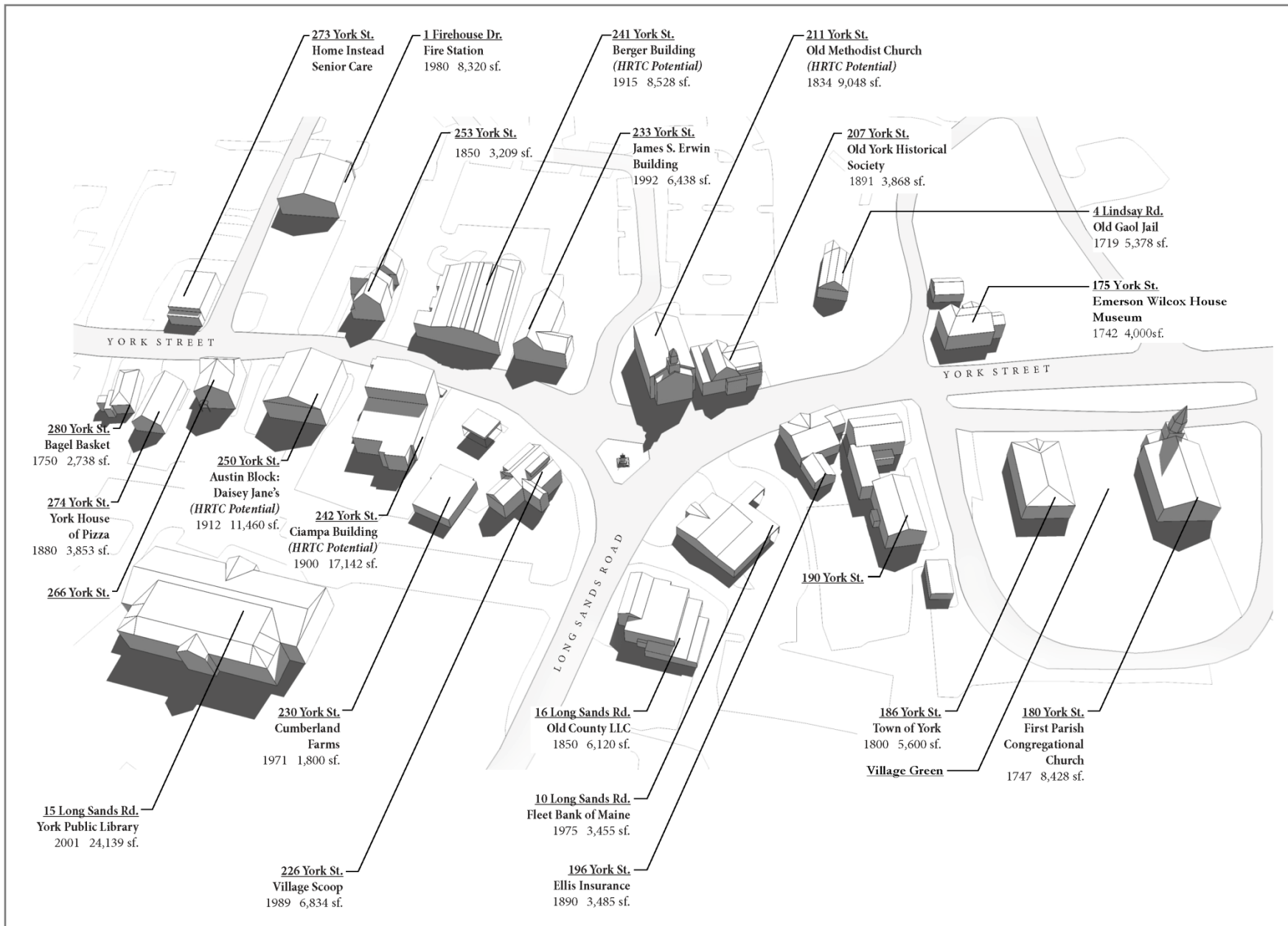
As a whole, the character of York Village is a surviving late 17th and 18th century town. However the core business district has gone through much change. During the 19th century, York Street was without shade trees, the old cemetery was overgrown and the “village green” — the area surrounding Town Hall and the First Parish Church—was a sometimes muddy, always unkempt knoll.

In the early 20th century, York's business district, along with the "monument square" at the intersection of York Street and Long Sands Road began to “modernize” and achieved much of the character we recognize today. Power lines and paved asphalt roads for automobiles impacted the historical nature of York Village. In mid-century, even further changes to “autoize” caused some older residences to be demolished (such as at the site of the Bank of America).

Despite the changes (some incremental and some drastic) York Village’s underlying patterns remain discernible. York Village’s primary character defining patterns are:

- **Main Street** - Buildings organized around a common commercial spine, such as York Street business area
- **Town Common** - Streets and buildings organized around a central public space, such as the Town Hall
- **Downtown** - A concentration of commercial buildings surrounded by residential neighborhoods, such as the Village Center and neighborhoods
- **Density** - Buildings clustered near buildings, leaving few un-built areas or open spaces
- **Scale** – Buildings typically 2 or 3 stories set the “village scale”
- **Street Edges** – Some buildings fronting and close to the street, such as the Ciampa and Berger buildings

The graphic below provides a visual overview of these top character defining patterns. It also illustrates how these patterns mutually benefit each other, and doing so create a web of overall character which forms York Village's distinct sense of place.



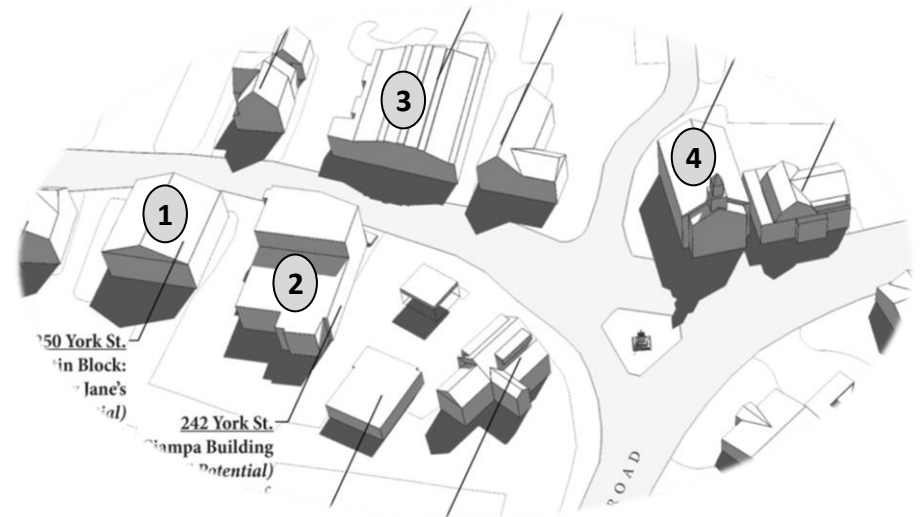
6.2 MAINTAIN & IMPROVE EXISTING HISTORIC BUILDINGS

AS A PRIORITY (see also *Economic Development, Chapter 7* and *Funding, Chapter 8*)

York Village’s architectural character is one of its greatest assets. At the same time, repair, maintenance, and improving historic buildings to meet 21st century expectations for safety, function, efficiency, and convenience is expensive. Fortunately there are State and Federal Historic Rehabilitation Tax Credits (HRTCs) which are publicly-funded financial benefits that incentivize private property owners to invest in rehabilitation of certain historic structures, providing the structure is individually listed or a contributing building to a National Register (not local) Historic District. Under certain legal structures, private non-profit’s ownership can also be eligible. As a direct dollar for dollar credit, HRTCs are the most powerful tool for private-side investment in revitalization. The Maine HRTC is 25% of eligible rehabilitation expenses and the Federal HRTC is 20%. When both programs are utilized, the combined total is 45% of eligible rehabilitation expenses.

Within the National Register York Historic District and the Master Plan village core, several properties are both “contributing historic” and “commercial or income producing”. The following are **prominent examples** of properties potentially eligible to utilize these powerful financial incentives, and there may be others.

- 1) **250 York Street** houses Daisy Jane’s and Yoga on York.
- 2) **The York Realty Co. (Ciampa)** building at **240 York Street** houses the Village Art Gallery, Tayla Mac retail, Rick’s Restaurant, a Laundromat and apartments.
- 3) The former automobile dealership and garage (Berger) building **at 241 York Street** which houses the Fat Tomato Grill, York Flower Shop, a barber, a salon, and Berger’s Bike Shop.
- 4) The **Old Methodist Church** once was used as a retail outlet, is now vacant and is owned by York Hospital.



6.3 FORMALIZE DESIRED VILLAGE CHARACTER AS PART OF THE COMPREHENSIVE PLAN UPDATE FOR THE YORK VILLAGE ZONE

The Town’s Comprehensive Plan and Zoning Ordinance should be revised to create a “York Village Zone” in order to promote the vitality and beauty of York Village as a dynamic, safe, and sustainable town center reflecting and preserving the history of a community that is both welcoming to visitors and supportive of local businesses.

At this point, many buildings in the Village would be non-conforming to standards fostering a vibrant town center. To correct this, the York Village Zone should establish new and more realistic criteria reflecting what exists and what the Town wants for its Village Center, including acceptable land uses and design standards as well as appropriate dimensions, density and building heights for that zone.

6.4 MAINTAIN AND FOSTER VILLAGE AND ARCHITECTURAL CHARACTER USING BUILDING DESIGN STANDARDS

Maintaining village and architectural character is primarily about character defining design principles rather than conforming to prescribed styles (physical form instead of use). Many communities, including York Beach, use Design Standards to articulate character defining design principles. For York Village, the primary purposes for Design Standards might be to:

- Maintain and improve existing good buildings
- Assure that major renovations and new infill complement the best village and architectural character
- Assure a complementary interface between the buildings (private realm) and pedestrian-friendly sidewalks and roadways (public realm).

Design Standards are Qualitative and Flexible – Design standards are typically qualitative statements that address the desired character of development. Their qualitative nature is intended to provide flexibility in achieving design goals. Typically there are multiple ways to acceptably meet each standard, rather than any one specific design solution prescribed.

Standards Must Be Primarily Visual – Village & Architectural Character is experienced visually and spatially. Since the vocabulary of space is graphics, rather than words, standards must be primarily described visually, such as with a diagram, a picture or a drawing, supported by text.

Not All Standards Apply to All Proposals - Proposals vary in size, scale and complexity. Large proposals, such as a new multi-story building face different design considerations than smaller proposals, such as changing the sign system on a commercial storefront. Applicable design standards should be tailored to the size, scale, and complexity of the proposal as follows:

- Routine maintenance or repair is typically exempt
- Renovations or Additions provide an opportunity to bring non-conforming structures into greater conformity
- New principal building designs typically require a design sympathetic to the best architectural character, though not always. The design of a new building need not mimic existing buildings to be complementary.
- The Village Center Local Historic District has its own preservation standards which must be coordinated with appropriate York Village Design Standards.

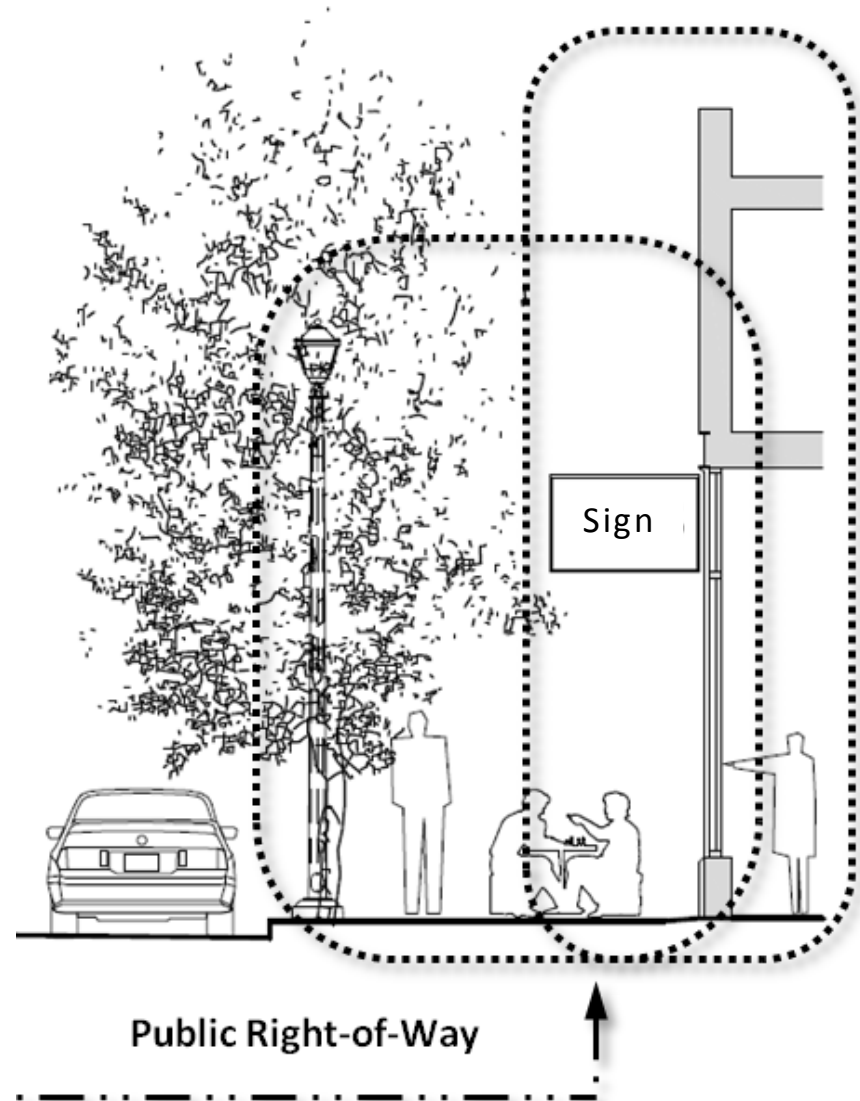
6.5 EXAMPLE DESIGN STANDARD TOPICS

Below is a list of topics typically addressed in Design Standards. These examples are excerpted from the York Beach Village Center Design Standards (by the York Beach Village Committee and Lachman Architects & Planners in 2010). Because they are only typical examples, some might be appropriate for York Village, others might not apply, and others might be added.

- **Building and Entrance Orientation** - Orientation to the sidewalk, building setbacks, facade offsets, multiple street frontage entrance locations, single street frontage entrance location, minimum number of stories, entrance door safety.
- **Buildings on Corner Lots** - Minimum number of stories, usable second floor space, entrance orientation.
- **Building Mass, Rhythm, & Scale** - Well-composed massing & scale.
- **Building Design** - New principal buildings, existing architectural features, exterior building materials, functional mechanicals, new accessory structures, trademark identities.
- **Facades** - Blank walls, design elements, first floor transparency, window size, trim, shutters, color, mixed-use buildings.
- **Roof Design** - Roof pitch, roof fronts, linear roofs, roof-mounted mechanicals, other roof design objectives.

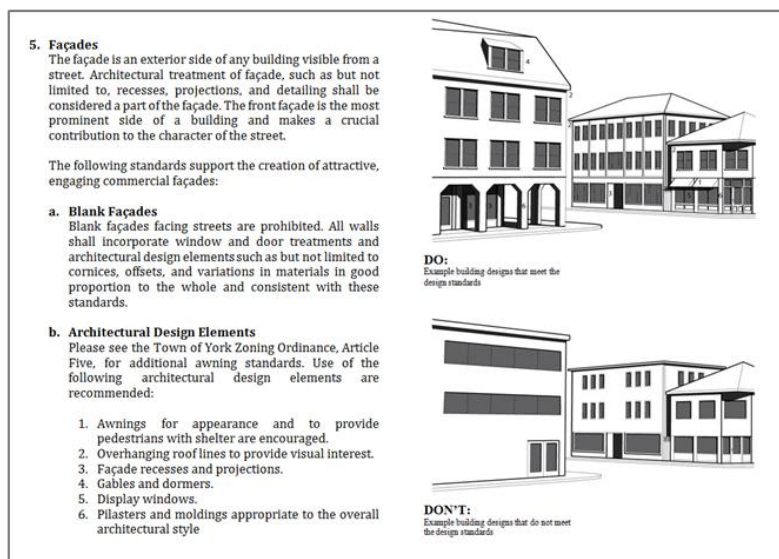
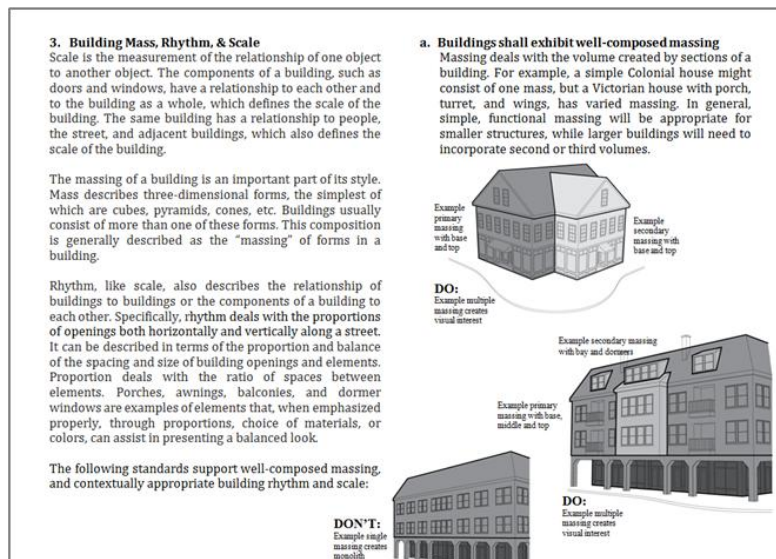
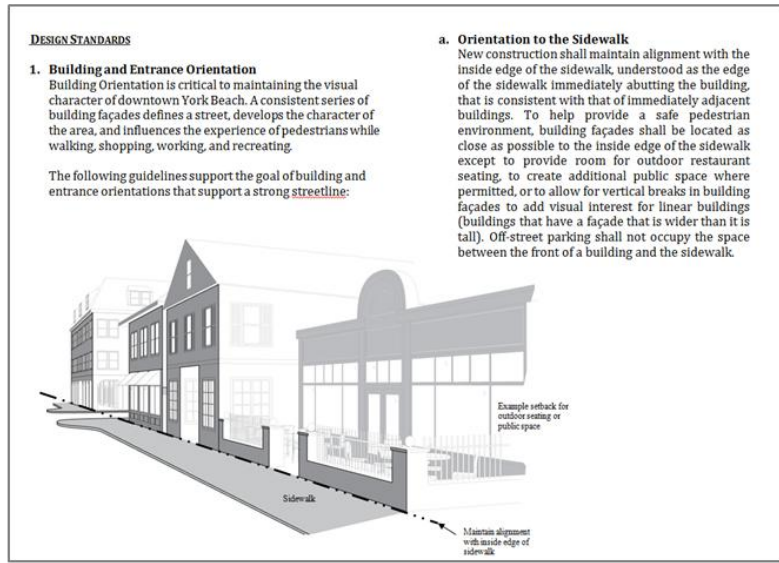
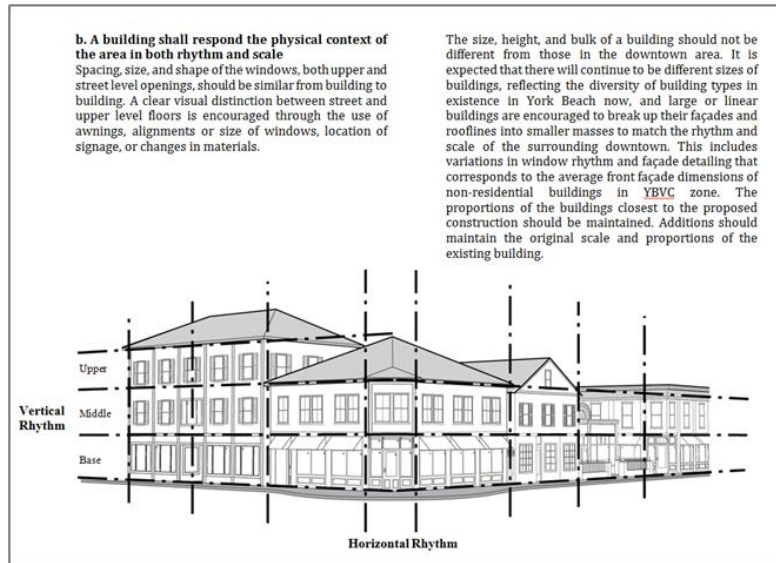
York Village is fortunate to have many locally-owned and operated businesses with deep commitments to the Town whose owners recognize that promoting attractive and appropriate design makes good business sense.

This example graphic illustrates where some different standards might apply, and how they might overlap and interface.



6.6 EXAMPLE DESIGN STANDARDS (produced by the York Beach Village Committee and Lachman Architects & Planners in 2010)

Each standard is typically illustrated showing one way the standard could be met, but not the only possible design solution. They are intended to stimulate options and provide direction for applicants. The illustrations are purposefully generic in scope, and are not intended to represent specific buildings. These standards provide a visual pattern book that illustrates written standards and guides development into the future.



6.7 RECOMMENDED STEPS TO DEVELOP DESIGN STANDARDS

Developing design standards is a deliberate public process that includes education, listening, outreach, feedback and above all – active community participation. Design standards can sometimes be controversial, so communication is as important as design. A lingering sour taste by stakeholders who feel not included or not heard can spoil the potential to implement well crafted standards. Participation fosters understanding and commitment.

Step 1 - Inventory and assess existing buildings within the Master Plan area and describe results in words, pictures and diagrams

Step 2- From the assessment; distill architectural character-defining principles unique to York Village

Step 3 - Conduct a Visual Preference Workshop - Explain the respective roles of the building and the right-of-way and how they interface for mutual benefit. Explain and seek input about York’s character-defining principles.

Step 4 - From the Visual Preference Workshop; distill a defining statement to describe the visual character consensus.

Step 5 – Using the consensus statement and design principles as the foundation, develop draft zoning and design standards that build upon it, and that are primarily visual.

Step 6 - Conduct a follow-up “Did We Hear You” Community Workshop to confirm the consensus statement and principles, and to confirm the zoning and design standards upon which they are based. Depending on complexity and controversy, more than one workshop may be required.

Step 7 – Formalize visual principles and draft the Zoning and Design Standards

6.8 RECOMMENDATIONS

- **Promote private investment incentives to maintain and improve existing historic buildings.**
- **Formalize desired village character as part of the Comprehensive Plan update for the York Village Zone**
- **Develop and utilize building design standards to maintain and foster village architectural character**
- **Follow recommended steps to develop design standards**

AN ECONOMIC DEVELOPMENT STRATEGIC PLAN IS A NECESSARY COMPANION TO THE MASTER PLAN

Physical improvements are important, but without economic vitality, the underlying causes of commercial district decline may remain unaddressed. Economic Development was not included in the scope of the Master Plan. Yet, because it is an integral cornerstone of revitalization, it is both essential and critical to success, and therefore must be addressed concurrently with funding and physical improvements.

Like the companion Master Plan, the purpose of the York Economic Development Strategic Plan should be to provide a framework and reference document with the following recommended goals:

- Sustaining a year-round economy
- strengthening existing businesses – which leads to jobs
- attracting new businesses – which leads to jobs
- increasing short and longer term employment opportunities
- growing the property tax base, valuations and revenues to assist financing the implementation of the Master Plan
- describing cohesive, incremental and practical measures the Town can take to increase economic vitality in the Downtown

There is no shortcut or silver bullet to Economic Development, only sustained effort guided by a shared vision which aligns economic, political and social variables for a common purpose. The purpose of the Economic Development Strategic Plan is to “set the stage” for an economically and socially robust downtown. The Plan should offer practical recommendations that progress steadily towards prosperity, rather than radical concepts that promise to transform it.

The following topics are addressed in this chapter:

- 7.1 Leadership and the Economic Development Strategy**
- 7.2 Purpose Statement and Point of Departure for the York Economic Development Strategic Plan**
- 7.3 Pursuing an Incremental Economic Approach**
- 7.4 Crafting an Economic Development Strategic Plan**
- 7.5 Pursuing a Village tax increment financing district**
- 7.6 Pursuing Municipal Wireless Wi-Fi Network**
- 7.7 Joining the Maine Downtown Network**
- 7.8 Recommendations**

7.1 LEADERSHIP IS REQUIRED TO CREATE, IMPLEMENT AND MANAGE THE ECONOMIC DEVELOPMENT STRATEGY

Strong clear leadership is critical while creating and managing the Economic Development Strategy. The preferred scenario is a dedicated Town staff person who is experienced, knowledgeable, and practical and who demonstrates expertise “in the office”, “on the street,” and interfacing between the office and the street. This role is typically described as a Community and *Economic Development Director*. *Ideally, this individual would provide joint leadership for both Funding and Economic Development.*

The Community and Economic Development Director would be charged to:

- **Develop the Economic Development Strategy** – Match funding sources, deadlines, and cycles for projects to create an action plan, or prioritize projects to match funding. Orchestrate multiple components into a larger whole.
- **Prepare Grant Applications** - Proactively pursue non municipal-based funding (grants and programs) as a priority.
- **Lead Municipal-based Funding** - Proactively lead municipal based tax funding, as the success of grants is unpredictable.
- **Coordinate with Design Professionals** to implement the Plan.
- **Interface with the Business Community** – Frequently interface with merchants and business leaders to understand their needs and challenges, and be an advocate to address them. Proactively pursue targeted new business potential.
- **Provide Digital Technology Leadership** - Serve as the town’s point person for a municipal wireless Wifi network, broadband and high speed internet access.

7.2 PURPOSE STATEMENT AND POINT OF DEPARTURE FOR THE YORK ECONOMIC DEVELOPMENT STRATEGIC PLAN SHOULD BE THE SAME AS THE COMPANION MASTER PLAN

The Economic Development Strategic Plan should be a roadmap to increased vitality, prosperity, and the utilization of efficient and updated technologies. As a companion to the Master Plan, its purpose statement should be the same as the Master Plan.

Establish a framework to promote the vitality and beauty of York Village as a dynamic, safe, and sustainable town center reflecting its history.

Put the “village” back in York Village

7.3 TO ACHIEVE SUSTAINABLE ECONOMIC VITALITY, PURSUE AN INCREMENTAL ECONOMIC APPROACH, RATHER THAN A BIG BANG

If a long-term revitalization effort is to succeed, it will require careful attention to every aspect of downtown – a process that takes time and requires leadership and local capacity building. The Main Street approach is incremental and should be seen as one of many tools that a community utilizes to generate economic and entrepreneurial growth. Both public and private sectors of the community must be involved and committed for a local Main Street program to succeed. Each sector has an important role to play and each must understand the other’s needs, strengths, and limitations so that an effective partnership can be created.

7.4 CRAFTING AN ECONOMIC DEVELOPMENT STRATEGIC PLAN

Step 1 - Identify Economic Values & Goals

The first step is to review previous town, regional and state-wide economic development studies to identify supporting or relevant economic values and issues that can be enhanced or built upon, provided with meaning and given substance. The Town can then translate them into priorities, policies and strategies in order to meet long term goals of the Plan. This process involves conducting outreach with downtown business owners and residents, along with town committees and working groups.

Step 2 - Identify and Describe Economic Development Clusters

Economic Development Clusters can be derived from identified economic values, along with input from the outreach effort. Their purpose is to increase economic interest in the village and provide the village with branding options. Each economic cluster should have its own Policy Goals, Action Steps, and Funding Strategies (which can often be used to finance the implementation of two or more clusters).

Examples of economic clusters include:

- Tourism and Visitors Cluster
- New Business Growth Cluster
- Technology Cluster
- Creative Arts Cluster
- Culture and Artistic Performance Cluster
- Public Events Cluster
- Recreational Activities Cluster
- Historic and Architecture Cluster

Step 3 – Cross-Coordinate Economic Development Clusters with Relevant Physical Improvements for an Integrated Action Plan

Downtown revitalization is most powerful and successful when economic and physical initiatives are aligned to reinforce each for mutual benefit thereby enhancing their individual potential

7.5 PURSUE A DOWNTOWN TAX INCREMENT FINANCING DISTRICT

TIFs are powerful and widely used economic strategies by which increased revenues accrue to the Town for the purpose of public improvements, which in turn “sets the stage” for improved business and commercial activity. In addition, the Town can incur debt to facilitate building facilities and utility improvements and/or public infrastructure improvements through the issuance of municipal bonds. The TIF revenues are then set aside for the relief or payment of this indebtedness. The advantage is that the Town would not have to wait for sufficient TIF revenues to accrue over time before undertaking needed improvements. In turn, this means growing property tax valuations in the Downtown so that additional captured property taxes can flow to the coffers of the TIFs to assist with plan implementation.

7.6 PURSUE MUNICIPAL WIRELESS WI-FI NETWORK

Municipal wireless network (Municipal Wi-Fi, Muni Wi-Fi or Muni-Fi) is the concept of turning an entire downtown or village into a Wireless Access Zone, with the ultimate goal of making wireless access to the Internet a universal service. This is usually done by deploying a wireless mesh network to provide municipal broadband via Wi-Fi to large parts or all of a municipal area. Municipal broadband deployments are broadband Internet access services provided either fully or partially by local governments.

Overview - Such networks go far beyond the existing piggybacking opportunities available near public libraries and some coffee shops. The basic premise of carpeting an area with wireless service in built-up centers is that it is more economical to the community to provide the service as an essential utility rather than to have households and businesses pay private firms for such a service.

The typical design uses multiple routers deployed outdoors, often on telephone poles as shown here. The operator of the network acts as a wireless internet service provider. In the build-out of such networks, radio communication is used both for the Wi-Fi service and also for the "backhaul" or pathway to the Internet. This means that the nodes only need a wire for power (hence the habit of installing them on power and light utility poles). This "all radio" approach means that nodes must be within range of each other and form a contiguous pathway back to special aggregation nodes that have more traditional access to the Internet. Nodes then relay traffic, somewhat like a fire-bucket brigade.



Financing Networks – Financing the construction of such networks is a significant part of their lifetime costs. Usually, a private firm works closely with local government to construct such a network and may also operate it. Financing is usually shared by both the private firm and the municipal government. Once operational, the service may be free, supported by advertising, provided for a monthly charge per user, or some combination of these options.

Rockport Example - In the Town of Rockport, Maine the high speed fiber optic network is owned by the town. The installation of 1.6 miles of fiber optic cable, which cost \$75,000 to string on the utility poles, was paid for by Rockport, Maine Media College, and the University of Maine’s “Networkmaine” Program. Engineering was provided by its ISP partner, Great Works Internet (GWI). Rockport’s contribution came from a Tax Increment Financing (TIF) District while the college served as the anchor network tenant allowing the project to happen.

Economic Development Advantages - Advantages of a Municipal Wireless Network to the downtown village area economy include the following:

- A network serves as an inducement and benefit for persons to visit the village area for shopping, dining or other purposes, and it provides a convenience while doing so. While in the village, visitors and customers can use their laptops or mobile devices for personal reasons or to conduct business.
- By providing an affordable method to buy, sell and advertise goods and services worldwide over the internet, local businesses gain a competitive edge which serves as an incentive or reason for locating in York Village versus another location or community.

- It enhances the desirability for entrepreneurs and creative individuals to live or do business in the village. These people desire to live in places like York with its natural beauty, quality of life - and also important today – digital access.
- The network is a public service for those who cannot afford high-price private service, thereby giving opportunities to all citizens.

7.7 JOIN THE MAINE DOWNTOWN NETWORK

No Need to Reinvent Revitalization - Like many other Maine communities and villages, York is poised to pursue unique, independent, revitalization efforts. However, there is no need for York to “reinvent revitalization.” Fortunately, there is **the Maine Downtown Center** which coordinates a well established, time-tested process for downtown and village revitalization - called the “Main Street Program.” The TDRC Project Team has worked with the Maine Downtown Center and the Main Street Program for years. We believe it is a highly appropriate and effective approach for York.

Maine Downtown Center - Established in 1999, the Maine Downtown Center’s mission is to advance preservation-based economic development in Maine downtowns. The Center and its Advisors serve as a resource for all Maine communities undertaking downtown revitalization projects or developing sustainable programs. Currently, there are 10 Main Street Program and 25 Maine Downtown Center communities, representing every county. The Maine Downtown Center serves as the state coordinator for the National Trust for Historic Preservation’s **Main Street Program**. Developed by the Trust in 1980, it has a reputation as one of the most powerful economic development tools in the nation for vibrant, healthy downtowns. The Main Street Program is currently used in 44 states and proven successful in over 1,200 communities.

The Main Street Approach is a community-driven, comprehensive and common-sense methodology to address the variety of issues and problems encountered when revitalizing older, traditional business districts. The underlying premise of the Main Street approach is to encourage economic development within the context of historic preservation that is appropriate to today's market place. This approach advocates a return to community self-reliance, empowerment, and the rebuilding of commercial districts based on its traditional assets: unique architecture, personal service, local ownership, and a sense of community.

Incremental Approach - The Main Street Approach is incremental and will not produce wholesale or immediate change. Expensive improvements often fail to address the underlying causes of commercial district decline and do not always produce the desired economic results. If a long-term revitalization effort is to succeed, it will require careful attention to every aspect of a downtown – a process that takes time and requires leadership and local capacity building. The Main Street program should be seen as one of many tools that a community utilizes to generate economic and entrepreneurial growth. Both the public and private sectors of the community must be involved and committed for a local Main Street program to succeed. Each sector has an important role to play and each must understand the other's needs, strengths, and limitations so that an effective partnership can be created.

The Maine Downtown Network (MDN) - Sponsored by the Maine Downtown Center, the MDN was launched in 2009 as a sister program to Main Street Maine using the same Four Points but at a lighter, less expensive and less rigorous pace. The MDN is ideal for communities already engaged in downtown revitalization and possibly working toward achieving "Main Street" designation.

7.8 RECOMMENDATIONS

- **Identify a leader to develop, implement and manage economic development strategies.**
- **Use the Purpose Statement of the Master Plan as the point of departure for the York Economic Development Strategic Plan.**
- **Pursue an incremental approach, rather than a "big bang".**
- **Follow recommended steps to develop an Economic Development Strategic Plan.**
- **Pursue a Village TIF district.**
- **Pursue digital technology as a key component to economic development, and identify opportunities to fund it.**
- **Join the Maine Downtown Network.**

The cost of this project is substantial, and the most vexing issue is how to pay for its implementation. Unfortunately, the power of a plan alone will not carry it forward. Without money to back them up, great ideas remain stuck as abstract visions. This chapter describes potential cost and discusses many funding opportunities. *(For backup and detailed information, see Appendix A8.)*

The following topics are addressed in this chapter:

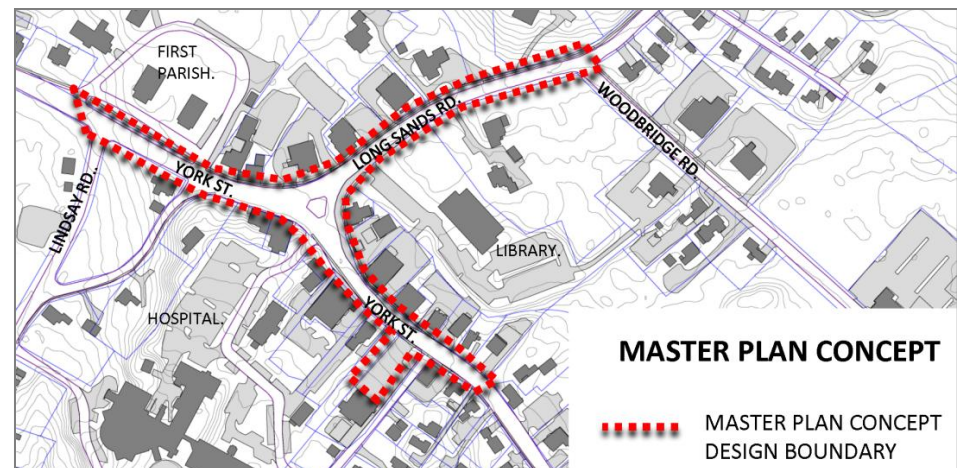
- 8.1 What is the Cost of Implementation?
- 8.2 What is Included in the Conceptual Budget?
- 8.3 What is the Conceptual Budget Based On?
- 8.4 Impractical to Phase Implementation
- 8.5 Funding Implementation Requires Multiple Sources
- 8.6 Combining Funding Sources Requires a Coordinated Strategy
- 8.7 Leadership is Required to Create and Manage the Coordinated Funding Strategy
- 8.8 Early Public Investment Leadership is needed
- 8.9 Public Investment in the Village is Good for Business
- 8.10 Municipal Wireless Wifi Network Another Asset
- 8.11 Continually Engage the Business Community
- 8.12 Prioritize pursuit of Non-municipal Funding Opportunities
- 8.13 Non-municipal Funding Opportunities Database
- 8.14 Pursue a Village Tax Increment Financing District
- 8.15 Promote Investment Incentives for Historic Buildings
- 8.16 Recommendations

8.1 WHAT IS THE COST OF IMPLEMENTATION?

- **Master Plan Without Relocating Overhead Utilities Underground**
The Conceptual Budget, including Hard Costs (construction with overhead utilities remaining), Soft Costs (design), and a Contingency, is approximately **\$3.6 million.**
- **Relocating Overhead Utilities Underground** Placing the overhead utilities underground and removing numerous poles within the master plan area, with Soft Costs and Contingency will cost approximately **\$7.9 million.**
- **Total Master Plan Including Relocating Overhead Utilities Underground** will cost approximately **\$11.5 million.**

8.2 WHAT IS INCLUDED IN THE CONCEPTUAL BUDGET?

The Conceptual Budget includes costs to improve the public right-of-way within the Master Plan Area, as illustrated below. Not included are improvements to private property, such as the Hodgin Lot. Estimated costs to improve the Hodgin Lot are in Appendix A8.



8.3 WHAT IS THE CONCEPTUAL BUDGET BASED ON?

The Conceptual Budget was prepared with input from The Downtown Revitalization Collaborative team members. The budget includes:

- **Hard Costs (construction)** - Hard costs are organized into primary categories, and secondary scopes of work within each category. Associated costs are identified for each category and scope of work. Because this is a concept-stage budget, cost estimates are based on the ideas presented on the Concept Plans plus informed assumptions, rather than a detailed scope of work from design drawings.
- **Soft Costs (design)** - Soft Costs include fees for designers and consultants who prepare construction drawings, bid documents and contracts and monitor construction to ensure it meets the design.
- **Owner's Contingency** - The Contingency is purposefully left high at this point because of numerous assumptions and unknowns regarding scope. At a subsequent stage, design will be advanced, scope will be determined, and cost estimates will be refined. Estimate amounts then become the basis for budget discussions and potential funding.

The Conceptual Budget is summarized below.

(For backup and detailed information, see Appendix A8.)

Master Plan Without Relocating Overhead Utilities Underground	
Estimated Hard Costs (Construction)	
Demolition & Site Work	\$164,990
Includes: Temporary erosion control + Tree protection + Saw cut pavement + Pavement removal + Tree removal / selective clearing + Excavation for roadway & landscaping + Demo existing raised landing	
Road Improvements	\$641,020
Includes: Aggregate base course + Hot mix asphalt (3" base) + Hot mix asphalt (1" surface) + Pavement markings + Vertical Curb, straight & radius	
Stormwater Improvements	\$257,500
Includes: Storm drain (12") + Storm drain (18") + Storm drain (24") + Catch Basins + Stormwater Treatment (t.b.d.)	
Streetscape Improvements	\$1,375,595
Includes: Reset steps & cheek walls + Relocate monument + Brick sidewalk repairs + Sidewalk aggregate base course + Brick sidewalk + Detectable warning + Granite edging, straight + Seat wall + Retaining wall + Granite wall cap + Ornamental guardrail - railing + Granite steps + Signage, entrance & directional + Signage, interpretive + Signage, Professional services + Granite bollards + Ornamental bollards + Benches + Bicycle racks + Light pole assemblies + Utility Service	
Landscape Improvements	\$56,260
Includes: Loam + Shade trees + Shrubs + Herbaceous + Seeding + Mulch	
Subtotal Hard Costs (w/o utility relocate UG)	\$2,495,365
Mobilization & General Conditions Fees	\$249,600
Mobilization & General Conditions	\$249,600
Total Hard Costs (w/o utility relocate UG)	\$2,744,965
Estimated Soft Costs & Contingency	
Design & Engineering	\$274,500
Contingency	\$549,000
Total Soft Costs (w/o utility relocate UG)	\$823,500
Total Hard + Soft Conceptual Budget	\$3,568,465

Relocating Overhead Utilities Underground	
Estimated Hard Costs (Construction)	
Utilities Relocation Underground	
Includes: Electrical Utility (CMP) + Cable Utility (TWC) + Telecom Utility (Fairpoint) + Misc conduit, manholes	
Hard Costs Subtotal	\$6,080,000
Estimated Soft Costs & Contingency	
Design & Engineering	\$608,000
Contingency	\$1,216,000
Soft Costs & Contingency Subtotal	\$1,824,000
Total Hard + Soft Conceptual Budget	\$7,904,000

8.4 IMPRACTICAL AND COST PROHIBITIVE TO PHASE IMPLEMENTATION

Large and expensive projects can sometimes be phased according to the following approaches:

- **Discreet Sub Projects** that can be initiated at different times (due to funding or other reasons) and completed independently to accomplish a whole project
- **Layering Multiple Steps** on the same project area over time (due to funding or other reasons) to eventually complete and accomplish a whole project.

For reasons described below, phasing the York Village Concept Plan is impractical and cost prohibitive and consequently most of the project must be completed at one time. Some opportunities for sequencing of scope may be evident once development design is advanced.

- **Discreet Sub Projects** - The Concept Plan is based on long sweeping roadway alignment changes that in turn create space and opportunity for sidewalks, parking, and landscaping. This fact combined with significant intersection change makes it difficult to create transition points and therefore impractical to phase the infrastructure. It may be possible, once design moves toward more detailed plan work and engineering, that some amount of phasing will be evident, but because of the reasons stated above and the conceptual nature of the design transitions and phasing are not immediately evident.
- **Layering Multiple Steps** - The Concept Plan requires significant subsurface utility work (such as stormwater system improvements and possibly relocating electric power underground) which can only be accessed thru the surface of roadway and sidewalks. It is neither practical nor cost effective to leave the surface unfinished for long periods, or to dig up a newly finished surface at a later date to do subsurface utility work. Layering also prolongs any disruption, which is never appreciated by businesses. In some instances, infrastructure and hardscape can be placed and landscape improvements can be delayed. Sometimes these landscape areas can be an opportunity for fundraising efforts. As is the case with the discrete sub-projects, these layered phasing opportunities will become evident when a more detailed design effort is underway.

8.5 FUNDING IMPLEMENTATION REQUIRES MULTIPLE SOURCES

As mentioned earlier, because the cost of the project is substantial and is impractical to phase, the most vexing issue is how to pay for its implementation. Many municipalities are reluctant or unable to fully pay for plan implementation from the Town’s General Fund Tax Revenues. This funding generally comes from a combination of the following sources:

- **Non Municipal Opportunities** – all potential sources beyond the town’s local tax base, such as State and Federal programs.
- **Tax Increment Financing (TIF)** – powerful, widely used economic strategies by which increased revenues accrue to the Town for the purpose of public improvements.
- **Town General Fund Tax Revenues & Bonds** –property tax revenues and bonds used to borrow money for plan implementation with debt service payments derived from the General Fund.
- **Private Investment in Buildings & Sites**– Publicly-funded financial benefits that incentivize private property owners to invest in certain historic structures. For example, State and Federal Historic Rehabilitation Tax Credits (HRTC’s).

8.6 COMBINING FUNDING SOURCES REQUIRES A COORDINATED STRATEGY

Each of these source categories has a different set of sequences, deadlines, amounts, competitiveness, eligibility, citizen approval etc. Therefore, combining and leveraging these varied sources requires a Coordinated Funding Strategy.

A coordinated funding strategy is essential for pursuing, obtaining and utilizing competitive non-municipal funding opportunities. It should identify all potential sources, organize them into a common comparable template (category, name, purpose, deadlines, cycles, amounts, etc), and then arrange them by deadlines into a calendar-based work plan format. With this information easily understood and manipulated, it can be used to make informed choices about which sources to pursue when, and their likelihood of success.

Framework For Coordinated Funding Strategy

The overall framework of a coordinated funding strategy might look like this:

Funding Source by Category	2016	2017	2018
State & Federal Non-municipal Funding Opportunities (Top Priority)	t.b.d	t.b.d	t.b.d
Tax Increment Financing	t.b.d	t.b.d	t.b.d
Town General Fund Tax Revenues & Bonds	t.b.d	t.b.d	t.b.d
Private Investment in Buildings & Sites	t.b.d	t.b.d	t.b.d

8.7 LEADERSHIP IS REQUIRED TO CREATE AND MANAGE THE COORDINATED FUNDING STRATEGY

Strong clear leadership is critical while creating and managing the Economic Development Strategy. The preferred scenario is a dedicated Town staff person who is experienced, knowledgeable, and practical and who demonstrates expertise “in the office,” “on the street,” and interfacing between the office and the street. This role is typically described as a Community and Economic Development Director. Ideally, this individual would provide joint leadership for both Funding and Economic Development.

The Community and Economic Development Director would be charged to:

- **Develop the Economic Development Strategy** – Match funding sources, deadlines, and cycles for projects to create an action plan and to prioritize projects to match funding. Orchestrate multiple components into a larger whole.
- **Prepare Grant Applications** - Proactively pursue non municipal-based funding (grants and programs) as a priority.
- **Lead Municipal-based Funding** - Proactively lead municipal based tax funding, as the success of grants is unpredictable.
- **Coordinate with Design Professionals** to implement the Plan.
- **Interface with the Business Community** – Frequently interface with merchants and business leaders to understand their needs and challenges, and be an advocate to address them. Proactively pursue targeted new business potential.
- **Provide Digital Technology Leadership** - Serve as the town’s point person for a municipal wireless Wifi network and broadband high speed internet access.

8.8 EARLY PUBLIC INVESTMENT LEADERSHIP NEEDED

Revitalization rarely happens by itself. The private sector is often reluctant to take a first step, being cautious of the inherent risks of investment. Consequently, municipalities should assume leadership roles to encourage progress.

This recommendation is supported and echoed by the Maine State Planning Office. Their 2008 Downtown Revitalization report noted that upgrading infrastructures such as lighting, landscaping, roads, and parking are necessary investments for communities seeking to draw private investment into downtowns. The Brookings Institute backs up the premise that, for downtown revitalization, every \$1 of public investment will typically stimulate \$10-15 of private investment.

The bulk of public investment is required early in the revitalization process in order to attract private development and investment in the downtown. Public improvements projects, such as those recommended in the York Village Master Plan, are therefore necessary first steps in leveraging future business and investments in the Village center. A typical infrastructure improvement project requires substantial design and engineering - and often times, substantial funding. Consequently they must be planned over a longer period of time. Both the Maine State Planning Office and The Maine Downtown Center make the point that communities seeking to draw private investment into downtowns must “set the stage” for redevelopment by taking leadership.

(Sources: State of Maine, Maine Downtown Center and State Planning Office. (2004). *Revitalizing Maine's downtowns*; State of Maine, State Planning Office. (2008). *Downtown revitalization*; The Brookings Institution, Metropolitan Policy Program. Leinberger, C. (2006). *Turning around a downtown: 12 steps to revitalization*.)

8.9 PUBLIC INVESTMENT IN THE VILLAGE IS GOOD FOR BUSINESS

Walkability, quality of life, outdoor recreational opportunities, and digital technology are key considerations for attracting new businesses and residents to a community center such as York Village. For traditional downtowns, high pedestrian and bicycle activity along with attractive streetscapes translate to consumer dollars and long-term economic sustainability. Public investments in complete streets – those that improve sidewalks, introduce landscaping, reduce traffic speeds and provide accommodations for bikes – are very good for business for the following specific reasons:

- **Virtual Commuters Seek Out Quality of Place**

Digital commuters, those who can choose where they work because they are connected digitally, often seek locations that reflect a high “quality of place.” This typically includes attractive walkable downtowns with leisure and recreational opportunities and “third places (such as coffee shops) where they can meet their friends and neighbors. Quality of Place was a key point of the Brookings Institute’s 2006 *Charting Maine’s Future* and also the Governor’s Council on Maine’s Quality of Place. This is especially true for York Village.

- **Attracting Retirees** - According to the American Planning Association, mobile retirees are also seeking communities that provide scenic beauty as well as leisure and recreational opportunities. “Retirement Migration” has been defined as a “new, clean, growth industry in America today.” By the year 2050, 25 percent of Americans will be aged 65 or older).

- **Increased Property Values** - A 2009 study funded by CEOs for Cities also demonstrated a positive correlation between walkability and home values. The study concluded “urban leaders should pay close attention to walkability as a key measure of urban vitality and as an impetus for public policy that will increase overall property values – a key source of individual wealth and of revenues for cash-strapped governments.”



According to the Governor’s Council on Maine’s Quality of Place, prosperity requires planning and investment in Maine’s traditional downtowns: acquisition of land and easements for parks and trails, the rehabilitation of historic community buildings and physical enhancements, such as sidewalks, street lamps and benches.

The importance of setting the stage for redevelopment cannot be understated. Walkable urbanism relies upon a physical definition of place which requires having a comprehensive planning strategy and the financial support and determination to see it through.

(Sources: The Brookings Institution, (2006). *Charting Maine’s Future*; Maine, Governor's Council on Maine's Quality of Place. (2007). *Linking Maine's built and natural environments*; American Planning Association. (2002). *How cities use parks for economic development*; CEOs for Cities, (2009). Cortright, J. *Walking the walk: How walkability raises home values in U.S. cities.*)

8.10 MUNICIPAL WIRELESS WIFI NETWORK ANOTHER ASSET

Municipal wireless network (Municipal Wi-Fi, Muni Wi-Fi or Muni-Fi) is the concept of turning an entire downtown or village into a Wireless Access Zone, with the ultimate goal of making wireless access to the Internet a universal service. This is usually done by deploying a wireless mesh network to provide municipal broadband via Wi-Fi to large parts or all of a municipality. Municipal broadband deployments are broadband Internet access services provided either fully or partially by local governments. The typical deployment design uses multiple routers deployed outdoors, often on telephones poles as shown here. The operator of the network acts as a wireless internet service provider.

8.11 CONTINUALLY ENGAGE THE BUSINESS COMMUNITY

A better functioning, more active, safer, and more prosperous Village requires strengthening businesses along with physical improvements. In order to thoroughly understand how best to support the existing business community, the Downtown Revitalization Collaborative community and economic development planner, Rodney Lynch - AICP, met one-on-one with business leaders, property owners and merchants to learn how this effort might help support their aspirations, meet their challenges, address their concerns, and understand the level of support they need.

In particular, they were asked: *“What are your individual business needs and what concerns and/or needs are common across the business community, so that we can design an integrated funding strategy to address them?”* Their responses included many of the issues previously identified: parking, walkability, economics, their Village identity and the potential for grant-writing in support of Village revitalization. One message that was heard loud and clear was that – **“non-municipal funding opportunities are a priority.”**

8.12 PRIORITIZE PURSUIT OF NON-MUNICIPAL FUNDING OPPORTUNITIES

All possible non-municipal funding opportunities should be explored and developed to the greatest extent possible, in order to minimize dependency on property tax revenues for plan implementation. Listed below are all possible funding sources beyond the town's local tax base for this project. They are organized by category, created specifically for and tailored to York for the Master Plan. Some programs cover several categories. *Please see Appendix A8 for full description of the programs.*

Infrastructure

- CDBG (Community Development Block Grant) Economic Development
- MaineDOT Safe Routes to School and Transportation Enhancement
- Downtown Revitalization Grant (DR) Program (CDBG)
- CDBG Public Infrastructure (PI)
- York Village Tax Increment Financing (TIF) District
- The Three-Ring Binder (3RB) Project Broadband (High-Speed Internet Service Fiber Optic Cable)
- Department of Agriculture, Conservation and Forestry Maine Coastal Program's Communities Grant Program
- Maine Agriculture, Conservation and Forestry Project Canopy

Transportation

- MaineDOT Municipal Partnership Initiative (MPI)
- MaineDOT Safe Routes to School and Transportation Enhancement

Buildings

- Federal Historic Rehabilitation Tax Credit Program Administered by Maine Historic Preservation Commission
- Maine Historic Rehabilitation Tax Credit administered by the MHPC and the Maine Revenue Service

- Maine Small Project Rehabilitation Tax Credit Administered by MHPC and Maine Revenue Service
- Micro-Enterprise Assistance: Business Façade Grants (CDBG)
- Belvedere Historic Preservation Grant

Trails, Open Space & Parks

- Maine Bureau of Parks and Public Lands (BP&L), Recreation Trail Program Development (RTP), Dept of Agriculture
- Bureau of Geology, Natural Areas and Coastal Resources Maine Coastal Program, Maine Dept of Agriculture
- National Park Service's (NPS) Rivers Trails and Conservation Assistance (RTCA)

Water Quality

- DEP 319 Watershed Program Matching
- MS4 Municipal Separate Storm Sewer System
- Department Conservation Maine Coastal Program
- Wild and Scenic River Designation

Downtown Revitalization

- Downtown Revitalization Grant (DR) Program (CDBG)
- Maine Downtown Center & Maine Downtown Network (MDN)
- Creative Communities = Economic Development (CCED) Grant

8.13 NON-MUNICIPAL FUNDING OPPORTUNITIES DATABASE

The same programs listed above are also in a database format which allows them to be sorted in a variety of ways. For example, by Short Term Activity (2015 to 2017), Medium Term Activity (2018 to 2022), Dates and Deadlines, Category, Program and Funding Entity, Source (Federal, State, Local, other), Funding Cycle (rolling, annual, semi-annual etc) and Possible Dollar Amount, etc. An excerpted example of the database is below. The full database is in Appendix A7. With this information easily understood and manipulated, it can be used to make informed choices about which sources to pursue when, and their likelihood of success.

Short Term 2015 to 2017 (Activity)	Med Term 2018 to 2022 (Activity)	Dates & Deadlines	Category	Program & Funding Entity	Source (Federal, State, Local, other)	Funding Cycle (rolling, annual, semi annual etc)	Possible \$	Notes
2015	TBD	2015 - 1/??	Approvals	Board of Selectman	Town		TBD	
2015	TBD	2015 - 5/16	Approvals	Town Meeting	Town	Triennially (3x/yr.)	TBD	
2015 (Planning)	none	2016- 7/1	Infrastructure	Department Agriculture, Conservation and Forestry Maine Coastal Program's Communities Grant Program	Coastal Program/Town	Annually	Up to \$50,000 with 25% local match	Storm water management, open space planning
2015 (Planning)	2017 (Application)	2017 - 12/19 Application	Infrastructure	Maine Department Agriculture, Conservation and Forestry Project Canopy	Me Forest Service/Town	Annually	Up to \$10,000 and 50/50 match	Tree planting and maintenance
2015 (Planning)	June Anytime	June Anytime	Water Quality	DEP 319 Watershed Program Matching	DEP/Town	Annually	\$23-\$98,000	Watershed plan, plan implementation
2015 (Planning)	2018 (Application)	March	Downtown	Maine Downtown Network Community	Downtown Center	Annually	None	4 Points: Organization Promotion, Design, Economic Restructuring
2015 (Village Plan)	2020 (Application)	2020 - 4/17	Infrastructure	CDBG Downtown Revitalization	State DECD/Town 25% local match.	Annually	Up to \$400,000	To be eligible adopted Downtown Revitalization Plan & area declaration of slum and blight.
2015 (Village Plan)	Construction	None	Transportation	MaineDOT Municipal Partnership Initiative (MPI)	State 50/50 Match	Anytime	Up to \$500,000	Roadway, sidewalks, curb, lighting
2015 (Village Plan)	2020 (Application)	2020 - 4/17	Downtown	Downtown Revitalization Grant (DR) Program (CDBG)	DECD/Town	Annually	Up to \$400,000	Streetscapes, sidewalks, curbing, cross walks, street lighting, parks, underground utilities.
2015 - 16 (Planning)	2018 (Application)	October	Downtown	Creative Communities = Economic Development (CCED) Grant:	Arts Commission	Annually	Upto \$75,000	Arts vibrant downtown
2016 (Planning)	TIF Preparation	TBD	Infrastructure	York Village Tax Increment Financing (TIF) District	Adopted local district and DECD approval	Anytime	TBD by the town.	Storm sewer, streetscapes, parking.
2016 or 2017 (Planning & Application)	2018 to 2021 (Construction & Other)	1st Friday each month	Infrastructure	CDBG (Community Development Block Grant) Economic Development	State DECD/Town 25% local cash match.	Quarterly	Up to \$1,000,000	Grants to Municipalities in support of a local business for sewer, water & storm drainage.

8.14 PURSUE A VILLAGE TAX INCREMENT FINANCING DISTRICT

Tax Increment Financing (TIF) is a powerful and widely used economic strategy by which increased revenues accrue to the Town for the purpose of public improvements, which in turn “set the stage” for improved business and commercial activity. In addition, the Town can incur debt to facilitate building or facilities improvements and/or public infrastructure improvements through the issuance of municipal bonds. The TIF revenues are then set aside for the relief or payment of this indebtedness. The advantage is that the Town would not have to wait for sufficient TIF revenues to accrue over time before undertaking needed improvements. In turn, this means growing property tax valuations in the village so that additional captured property taxes can flow to the coffers of the TIFs to assist with plan implementation.

8.15 PROMOTE INVESTMENT INCENTIVES FOR HISTORIC BUILDINGS

Repair, maintenance and improvement of historic buildings to meet 21st century expectations for safety, function, efficiency, and convenience is expensive. Fortunately there are State and Federal Historic Rehabilitation Tax Credits (HRTCs), which are publicly-funded financial incentives to assist private property owners with the costs of rehabilitation for historic structures that are listed individually or listed as a contributing building to a National Register (not local) Historic District.

Because they are a direct dollar-for-dollar credit, HRTCs are the most powerful tool for private-side investment in revitalization. The Maine HRTC rate is 25% of eligible rehabilitation expenses and the Federal HRTC rate is 20%. When both programs are utilized, the combined rate is 45% of eligible rehabilitation expenses.

Within the National Register, York Historic District and the Master Plan Village core, four properties are both “contributing historic” and “commercial or income producing.” The following properties are potentially eligible to utilize these powerful financial incentives.

- The York Realty Co. (Ciampa) building at 242 York Street which houses the Village Art Gallery, Tayla Mac retail, Rick’s Restaurant, a Laundromat and rental apartments.
- 250 York Street which houses Daisy Jane’s and Yoga on York.
- The former automobile dealership and garage building at 241 York Street which houses the Fat Tomato Grill, York Flower Shop, a barber, a salon and Berger’s Bike Shop.
- The Old Methodist Church, which once was used as a retail outlet, is now vacant, and is owned by York Hospital.

8.16 RECOMMENDATIONS

- **Identify a leader to develop, implement and manage the Coordinated Funding Strategy.**
- **Pursue public investment up front to “set the stage” and attract private investment**
- **Fund technology as a key economic development consideration**
- **Continually engage the business community**
- **Prioritize non-municipal funding opportunities**
- **Pursue a Downtown TIF District**
- **Promote private investment incentives for historic buildings**

COMMUNITY PARTICIPATION & OUTREACH A PRIORITY

(For backup and detailed information, see Appendix A9.)

Crafting the Master Plan with Community Participation was a high priority from the beginning and will remain so for the following reasons:

- Participation fosters ownership and communication.
- Ultimately, York’s citizens, businesses and their elected leaders must “own” the Master Plan.
- Communication is as important as design, because a lingering sour taste by stakeholders who feel not included or not heard can spoil the potential to implement a good plan.
- Community support is essential for moving the project forward in later stages. The community will be called upon for sustained involvement of many types at many levels and over many years.
- Improvements will last for decades, so their design should truly fit needs and aspirations. Designs that grow from significant user participation are typically better matched to their purpose.
- There is great power to be tapped when a community participates, then aligns behind a unified concept, proceeds on a shared path, and focuses its precious financial and human resources for a common purpose.
- Community participation proactively builds incremental understanding among citizens along the way, rather than reactive fear to a final product presented at the end. Proactive incremental understanding often shifts skeptics from negative to neutral positions.
- Graphic visual information gets everyone on the same page, leading to common understanding, rather than internal private images.

The following topics are addressed in this chapter:

- 9.1 Meetings and Events
- 9.2 Many Opportunities for Community Participation
- 9.3 YVSC Working Meetings Open to the Public
- 9.4 Special Meetings
- 9.5 Community Design Workshops
- 9.6 Outreach & Buzz
- 9.7 Recommendations



Citizens working together to design the village center.

9.1 MEETINGS AND EVENTS

This chart summarizes all of the Meetings and Events held. Please see the following pages for additional information.

	Meetings		Events
	York Village Study Committee Meetings (all public)	Special Meetings	Community Design Workshops
July	7.3.14 YVSC #1 7.17.14 YVSC #2 7.28.14 YVSC #3		
August	8.7.14 YVSC #4 8.21.14 YVSC #5		
September	9.4.14 YVSC #6 9.18 YVSC #7		
October	10.2.14 YVSC #8 10.16.14 YVSC #9		
November	11.6.14 YVSC #10 11.20.14 YVSC #11	11.18.14 Non Profit Community Leaders (York Hospital, York Library, Museums of Old York, First Parish Church) 11.20.14 Water District, Sewer District, Public Works Department	Saturday 11.22.14 Community Design Workshop #2, 2 ½ hrs 80+ attendees
December	12.4.14 YVSC #12 12.18.14 YVSC #13	12.8.14. BOS Presentation	
January	1.15.15 YVSC #14 1.22.15 YVSC #15	1.30.15 Emergency Services (Fire, Police and Ambulance) 1.30.15 Veterans (VFW and Legion)	
February	2.5.15 YVSC #16 2.19.15 (no TDRC)		Saturday 2.7.15 Community Design Workshop #3, 2 ½ hrs 100+ attendees
March	3.5.15 YVCS #17 3.19.15 YVSC #18		
April	4.2.15 YVSC #19 4.16.15 YVSC (no TDRC)		
May	5.7.15 YVSC #20		5.11.15 BOS Presentation
Totals	(21) York Village Study Committee Meetings	(30) Special Meetings	(3) Community Design Workshops 240+ attendees

9.2 MANY OPPORTUNITIES FOR COMMUNITY PARTICIPATION

This master plan was guided by significant input from many sources, including from 20 working meetings with the York Village Study Committee, one-on-one interviews with many Business Leaders, Property Owners and Merchants plus meetings with Non-profit Community Leaders, Emergency Services, Veterans and Utilities. Altogether, over 240 people attended three Design Workshops.

Overall there was an unusually high degree of engagement and collectively, the contributions were critical to ensure the plan truly reflects the community. Notably, there was consensus that recognized the social, cultural, and economic importance of a vibrant downtown. This in turn allowed the conversation to constructively focus on **how** to revitalize downtown, rather than to ineffectively debate **whether** downtown should be revitalized

Information exchange followed an iterative pattern throughout – sharing information > listening to feedback > adjusting > sharing new and revised information > listening to new feedback, etc. Specific concepts were “tested” with the YVSC, then after guidance, presented to citizens for feedback. Below is an outline summary of all community participation.

9.3 YVSC WORKING MEETINGS OPEN TO THE PUBLIC

Over the course of this 11 month project, the York Village Study Committee (YVSC) and The Downtown Revitalization Collaborative (TDRC) conducted 20 intensive working meetings open to the public, typically from 8:30 to 10:00am at the York Public Library. These joint meetings ensured a close working relationship and coordination of activities between the two groups.

In addition to interested citizens coming to learn more or share concerns, many of these meetings included invited guests from town departments and boards, utility districts, business and property owners, and citizen’s groups such as Cycle York.

9.4 SPECIAL MEETINGS

In addition to bi-monthly working meeting, the YVSC and TDRC also conducted many special meetings.

- **Business Leaders, Property Owners and Merchants**

On Oct. 15 and 16, 2014, TDRC’s Economist met one-on-one with members of the village business community to talk about their experiences in the village, including many of the issues previously identified: parking, walkability, economics, their Village identity and the potential for grant-writing in support of Village revitalization. All of this information helped guide the funding strategy.

- **Non Profit Community Leaders** On Nov. 18, 2014, we met with the York Hospital, York Library, Museums of Old York and First Parish Church to learn how their organizations interact with physical aspects of the village center and understand how proposed improvements might impact and be impacted by them.

- **Utilities** On Nov 20, 2014, we met with the Water District, Sewer District, Public Works Department, Central Maine Power Time Warner Cable and Fairpoint representatives to learn existing conditions and understand how different utilities might impact and be impacted by the surface improvements.

- **Board of Selectmen** On Dec 8, 2014, we made a 50 percent complete update presentation to the York Board of Selectmen.

- **Emergency Services** On Jan. 30, 2015, we met with representatives from both Fire departments, Police and Ambulance Services to better understand their needs relative to emergency vehicle movement and their preferences relative to lane widths and intersection design.

- **Veterans Organizations** On Jan. 30, 2015, we met with the Veterans of Foreign Wars and the American Legion to discuss how to protect and honor the monument. After understanding the issues related to intersection design including traffic movement and pedestrian safety, attendees were amenable to the possibility of shifting the monument and promised to bring the issues back to their organizations.

9.5 COMMUNITY DESIGN WORKSHOPS

In addition to open-to-the-public working meetings, YVSC and TDRC purposefully engaged citizens by inviting them to three interactive Community Design Workshops. The purpose was to inform, to obtain feedback, and to foster a collaborative neighborly atmosphere where we could discuss the future of their Village center. The events are summarized below and described in greater detail on the following pages.

Community Design Workshop #1 (October 4, 2014)

A Saturday morning three hour interactive event in three parts: presentation + small group activity + small groups reporting on their activity. The focus was to lay groundwork for design by identifying what makes a good village, community values, and their convergence. Small groups looked at points of arrival and destinations they frequent when in the Village, pedestrian connectivity options, natural features and open spaces, special events they either enjoy or would like to see, and ideas about models of successful revitalization. Data from the six small groups are factored into the developing Master Plan. More than 60 people attended.

Community Design Workshop #2 (November 22, 2014)

A Saturday morning 2½ hour interactive event in three parts: presentation + small group activity + small groups reporting on their activity. Results from the first workshop were reported and answered the question "did we hear you?" Attendees were asked to review three options for traffic circulation, parking, and open space at the heart of the village. More than 80 people attended.

Community Design Workshop #3 (February 7, 2015)

A Saturday morning 2½ hour interactive event in three parts: presentation + small group activity + small groups reporting on their activity. The focus was recapping Workshops #1 and #2 (summarizing technical and planning efforts, reviewing master plan diagrams) to get all attendees on the same page, then introducing, reviewing and referencing the Preferred Concept. More than 100 people attended.

- ***York Street Tee Intersection Concept Favored*** - People attending this workshop were strongly disposed to the 'York Street Tee' design which brings traffic coming down Long Sands Road to a 90 degree connection with York Street. Interactive Computer modeling of the alternatives also supports this option as the best for minimizing traffic back-ups in the Village. In addition to improved traffic flow, the audience was also enthused about the sense of open space and its potential as a great place for people.
- ***East End of York Street Business District*** - The workshop also brought attention to the narrowest and most challenging portion of York Street, the area between the Berger and Ciampa buildings. Sketches for various roadway design options were presented and people were asked to assess their value. The preferred design would allow sidewalks and parallel parking on both sides of the street, shared bike/auto travel lanes, street trees and lighting.
- ***Public-Private Partnership for Parking*** - Discussion at the workshop highlighted the opportunity that would be presented if private parking lot(s) behind the rear of York Street business buildings and the Library property could be utilized. There was a great deal of encouragement from attendees to create a partnership wherein the Town of York and the owners might reach an accord to combine and rationalize the parking areas in this location.

9.6 OUTREACH

Over the past three years, the YVSC has conducted significant public outreach at voting places and community events such as MarketFest. The committee recognizes continuing importance of this outreach to the success of this revitalization effort.


Outreach is a multi-step process of building public awareness and interest in the project, helping to ensure that people are given every opportunity to buy into the revitalization of the Village, and helping to increase the probability of a positive result when related warrants come to a vote.

Specifically, the goals of Outreach are to help citizens:

- stay informed and in the loop,
- understand the topics and consequences to them,
- get excited about possibilities,
- and feel included in the process.

9.7 RECOMMENDATIONS

- **Maintain momentum to assure that the Master Plan remains a Town priority**
- **Sponsor engaging community-wide events to keep people informed and involved**
- **Continue outreach to maintain a high profile**
- **Use related activities to keep public focus on the Master Plan**
- **Maintain connections with stakeholders and special interest groups**



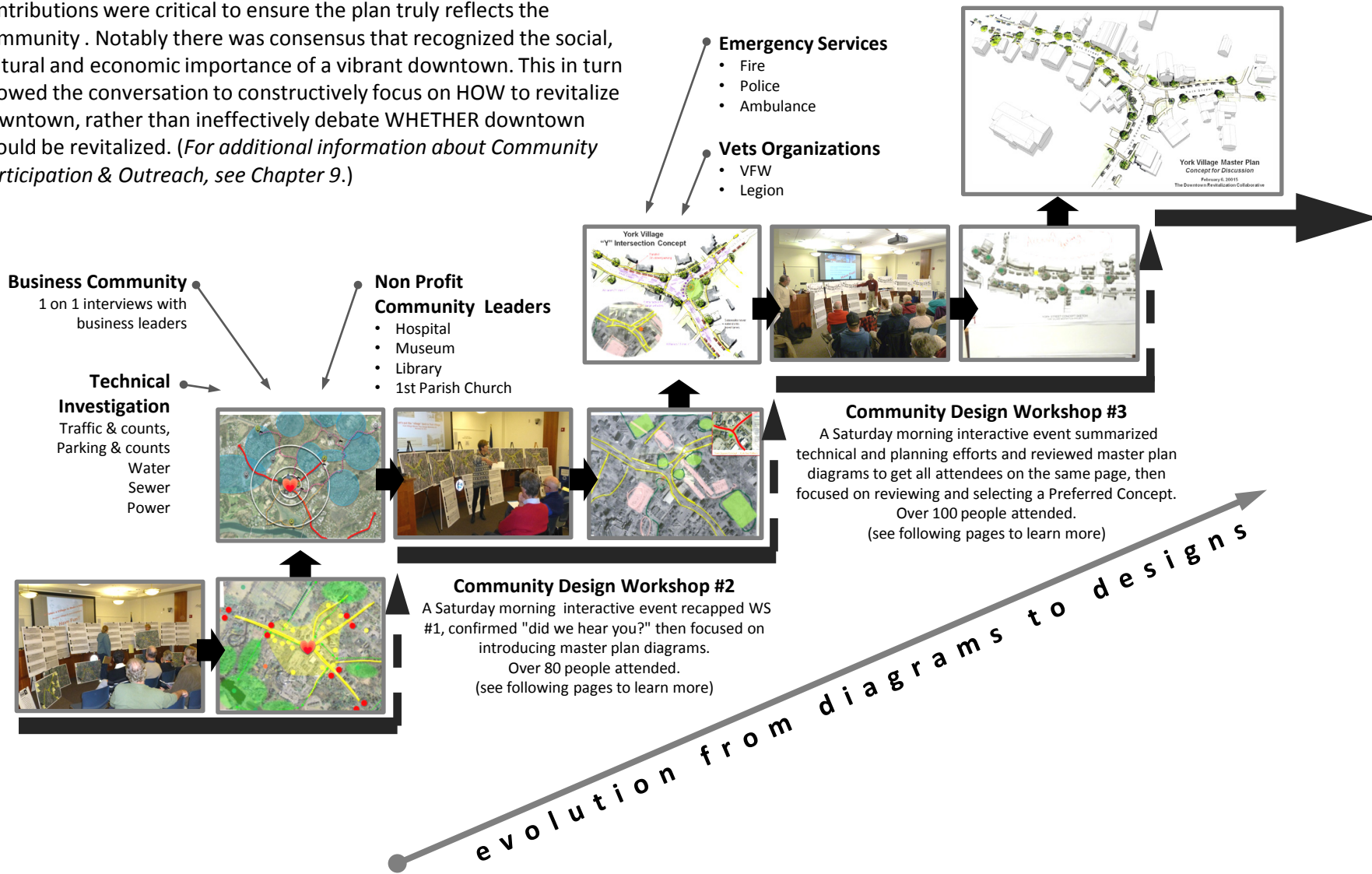
The poster features a black background with white text. At the top, it reads "York Village Community Design Workshop #3". Below this is a row of three photographs: a statue on a pedestal, a landscaped garden area, and a storefront with a green awning. At the bottom, it says "Saturday, February 7 at 10 am", "All Welcome", "York Public Library", and "www.YorkVillage.org".

York Village Community Design Workshop #3

Saturday, February 7 at 10 am
All Welcome
York Public Library
www.YorkVillage.org

From Diagrams to Designs with Community Participation

One of the cornerstones of revitalization is community participation. From the start of this Master Plan, community participation was a priority. The plan was guided by significant input from multiple sources, who shared their thoughts and interest. Overall there was an unusually high degree of engagement and collectively their contributions were critical to ensure the plan truly reflects the community. Notably there was consensus that recognized the social, cultural and economic importance of a vibrant downtown. This in turn allowed the conversation to constructively focus on HOW to revitalize downtown, rather than ineffectively debate WHETHER downtown should be revitalized. (For additional information about Community Participation & Outreach, see Chapter 9.)



Community Design Workshop #1, October 4, 2014

Village Design Workshop #1
October 4, 2014
Small Group Hands on Activity



Village Design Workshop #1
October 4, 2014
Small Group Hands on Activity

2 **Arrival**
is experiencing the distinct beginning of the village.

- Where does the village begin? Why?
- Think qualitatively – what shifts or changes clue us to village arrival?
Using red dots on the plan, identify where arrival clues should occur.
- Imagine how better or new Arrivals might enhance the village and reinforce the vision.

3 **Anchors & Destinations**
are cultural, civic, commercial or spiritual icons & destinations that help define a community's identity. In addition, "3rd places" (neither home nor work) offer places to pause, gather and linger.

- What and where are village Anchors and Destinations?
Using yellow dots on the plan, identify the most significant. Are any lacking? Why?
- Imagine how improved or new Anchors might enhance the village and reinforce the vision.

Village Design Workshop #1
October 4, 2014
Small Group Hands on Activity



Village Design Workshop #1
October 4, 2014
Small Group Hands on Activity

4 **Village Pedestrian Connectivity**
allows people to safely get to, from and between Destinations.

- Is there a clear, convenient and safe network connecting Anchors & Destinations? Why? Why not?
What works, and what does not?
- Using yellow strips, identify 3 improved or new connections that should receive top-priority.*
- Imagine how Connections might enhance the village and reinforce the vision.

5 **Natural Features, Recreation & Open Space**
are essential to Quality of Life.

- Using green dots and strips, identify Features & Open Space in and around the village.*
- Are there undiscovered or unused features?
- Imagine how a network of Features, Trails & Open Space might enhance the village and vision.

6 **Village Special Events & Activities**
such as parades, festivals, celebrations and markets, bring people together and help define community identity.

5 min

- What Special Events and Activities occur in the village? List them and their season.
- Imagine how improved or new Special Events and Activities might enhance the village and vision.



- Winter - Christmas (parade), Festival of Lights
- Spring - Memorial Day (parade), Village Firemen's Muster (parade)
- Summer – Book sale at Library, Movies, Concerts – 4th of July
- Fall - Halloween Parade, Market Fest, Turkey Trot
- More events for residents


7 **Models of Success**
of villages that "work" well are informative and inspiring for others.

10 min

- Identify a villages or villages that work well. Why?
- How does York Village compare?
- Identify 3 things that might help make York Village a model of success for others.

- Kennebunk:** historic nature emphasized, pedestrian friendly, revitalization: lights, storefronts, flowers, sidewalks"
- Kittery** great example of restructuring. Focus on parking once and walk from there.
- Portsmouth** – Sidewalks, lights, crosswalks, parking
- Newburyport:** shops, food, walkability, beauty, off-street parking





SUMMARY OBJECTIVES for YORK VILLAGE REVITALIZATION

- Create 21st century function along with cherished historic qualities.
- Balance competing pedestrian and vehicular needs.
- Foster economic prosperity.
- Put the "village" back in York Village.

Community Design Workshop #1, October 4, 2014

Village Design Workshop #1
October 4, 2014 *Small Group Hands on Activity*

Village Design Workshop #1
Composite Design Diagram from All Groups

Village Design Workshop #1
Community Input & Common Themes

TRAFFIC CALMING & VEHICLE SAFETY.
Slow traffic through the village
Clarify traffic patterns so that vehicle movement is more predictable

PEDESTRIAN & BICYCLE SAFETY.
Provide a safe, continuous sidewalk network between Village, neighborhoods and Town destinations
Improve pedestrian crossings
Mitigate potential hazards between vehicles, bikes and pedestrians
Improve bike path pavement markings & signage

PARKING
Provide safe, convenient parking in the Village
Consider opportunities to enhance off-street parking

Village Design Workshop #1
Community Input & Common Themes

STREETScape & BEAUTIFICATION
"It's the little things that count."
Partner with local businesses and community groups to beautify the village
Move overhead utilities underground
Provide signage, street lighting, landscaping and pedestrian amenities
Integrate parks and open spaces

ASSETS & OPPORTUNITIES.
Emphasize history as a key asset and opportunity for the future
Support existing businesses
Integrate new businesses to fill existing gaps in products and services
Develop a Village that is supportive for residents, locals and tourists
Enhance trail network and improve use of Town land for recreation and green spaces

Community Design Workshop #1, October 4, 2014

Village Design Workshop #1

October 4, 2014
Small Group Hands on Activity



2

Arrival

is experiencing the distinct beginning of the village.

- Where does the village begin? Why?
- Think qualitatively – what shifts or changes clue us to village arrival?
- Using red dots on the plan, identify where arrival clues should occur.
- Imagine how better or new Arrivals might enhance the village and reinforce the vision.

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Anchors & Destinations

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6

5 min

Village Special Events & Activities

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7

10 min

Models of Success

of villages that "work" well are informative and inspiring for others.

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- **Kennebunk:** historic nature emphasized, pedestrian friendly, revitalization: lights, storefronts, flowers, sidewalks"
- **Kittery** great example of restructuring. Focus on parking once and walk from there.
- **Portsmouth** – Sidewalks, lights, crosswalks, parking
- **Newburyport:** shops, food, walkability, beauty, off-street parking



Village Design Workshop #1

October 4, 2014
Small Group Hands on Activity



4

Village Pedestrian Connectivity

allows people to safely get to, from and between Destinations.

- Is there a clear, convenient and safe network connecting Anchors & Destinations? Why? Why not?
- What works, and what does not?
- Using yellow strips, identify 3 improved or new connections that should receive top-priority.
- Imagine how Connections might enhance the village and reinforce the vision.

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Natural Features, Recreation & Open Space

are essential to Quality of Life.

- Using green dots and strips, identify Features & Open Space in and around the village.
- Are there undiscovered or unused features?
- Imagine how a network of Features, Trails & Open Space might enhance the village and vision.



SUMMARY OBJECTIVES for YORK VILLAGE REVITALIZATION

- Create 21st century function along with cherished historic qualities.
- Balance competing pedestrian and vehicular needs.
- Foster economic prosperity.
- Put the "village" back in York Village.

Community Design Workshop #2, November 22, 2014



Community Design Workshop #3, February 7, 2015

Village Design Workshop #3

York St. Concepts

Intersection Concepts

**York Village Master Plan
Concept for Discussion**

February 6, 2015
The Downtown Revitalization Collaborative

Complete Streets Choices and Trade-offs
 Designs that balance traffic, sidewalks, parking, bikes, lights and trees are called Complete Streets. How our village streets function and look today are the consequence of choices and trade-offs made a half century ago. Likewise, choices and trade-offs we make through our current Master Plan will set the stage through the next half century for our children and their children.

Complete Streets Choices & Trade-offs

Designs that balance traffic, sidewalks, parking, bikes, lights and trees are called Complete Streets.

How our village streets function and look today are the consequence of choices and trade-offs made a half century ago.

Likewise, choices and trade-offs we make through our current Master Plan will set the stage through the next half century for our children and their children.

1
15 min

Intersection Concepts ("Y" or "Tee")

- Which intersection concept are you most excited or concerned about? Why?
- Think qualitatively over the next half century, which concept makes choices and trade-offs/gains and sacrifices that strike the best balance between pedestrians, streetscape and vehicles? Why?
- Help inform the Master Plan - which is your Preferred Concept?

Summarize here. If more space is needed use pad.

2
25 min

York Street Concepts (from Berger to Bagel)

- Think qualitatively over the next half century, what about the plan most excites or concerns you?
- Keeping Complete Streets Choices and Trade-offs in mind, do you think the plan strikes the best balance between pedestrians, streetscape and vehicles?
- If changes might improve the it, please so indicate on the plan:
 - ✓ sidewalks & crosswalks – use yellow color dots (yellow dot)
 - ✓ on-street & off street parking – use red color dots (red dot)
 - ✓ trees & green space – use green color dots (green dot)
 - ✓ benches/tables – use blue dots (blue dot)

Summarize here. If more space is needed use pad.

3
5 min

Wrap Up

- Quick Straw Poll – Support the Town proceeding towards implementation? Yes, Undecided, No
- Select a Spokesperson (not the facilitator). Review and help prep for the presentation.
- Add group number and names & move back to meeting room – bring boards & easel!

KEY - PLAN FEATURES

- T-type intersection with bracketed pedestrian crossings. Stop at Long Sands Road westbound. Stop lanes on York St. eastbound and Long Sands Rd. westbound.
- Central town green & plaza space with monument, interpretive sign, lighting, seating & plantings
- New sidewalks with shade trees, seating, lighting & green space
- Open space with plantings and seating opportunities
- New sidewalk with seating, directional signage & street lights
- Pedestrian plaza with plantings, seating, street lights & directional signs
- Footwalk with pedestrian ramps near library and park space

KEY - SYMBOLS

- Sidewalk / crosswalk
- Street light
- Bench seating
- shade tree
- evergreen tree
- shrub grouping
- Plantings
- Easement

DATE: February 7, 2015
 PROJECT TEAM: Downtown Revitalization Collaborative, Sachin Architects & Planners (Project Leader), Design Center, R.L.P. (Landscape Architecture), Moore & Matheson (Civil), Landmark Collaborative (Civil)
 YORK VILLAGE MASTER PLAN PROJECT 2015

1
15 min

Intersection Concepts ("Y" or "Tee")

- Which intersection concept are you most excited or concerned about? Why?
- Think qualitatively over the next half century, which concept makes choices and trade-offs/gains and sacrifices that strike the best balance between pedestrians, streetscape and vehicles? Why?
- Help inform the Master Plan - which is your Preferred Concept?

Summarize here. If more space is needed use pad.

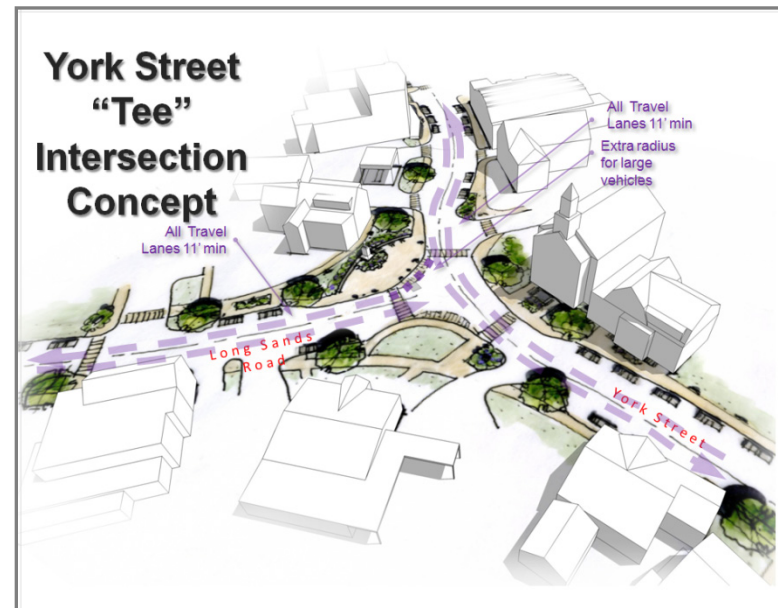
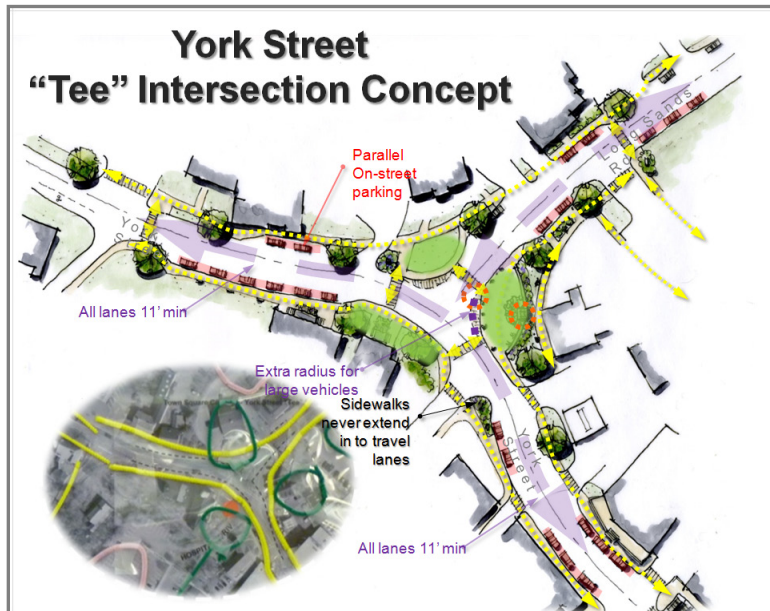
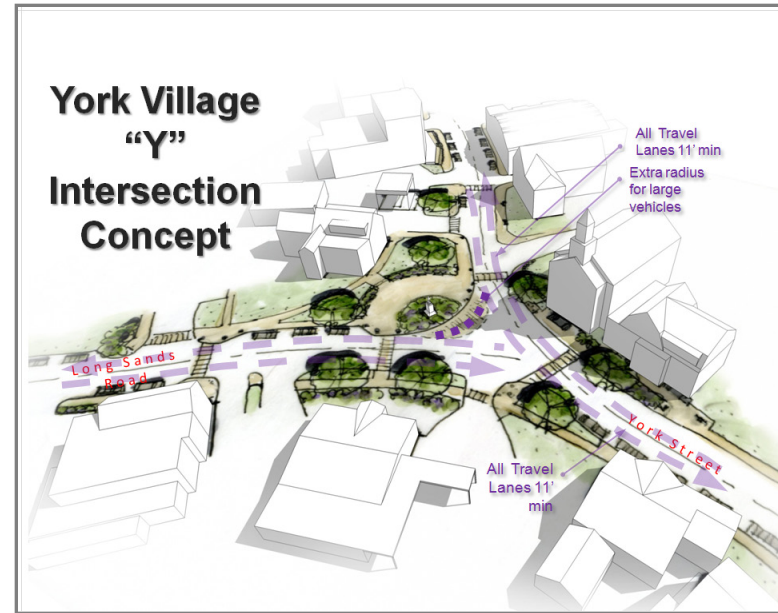
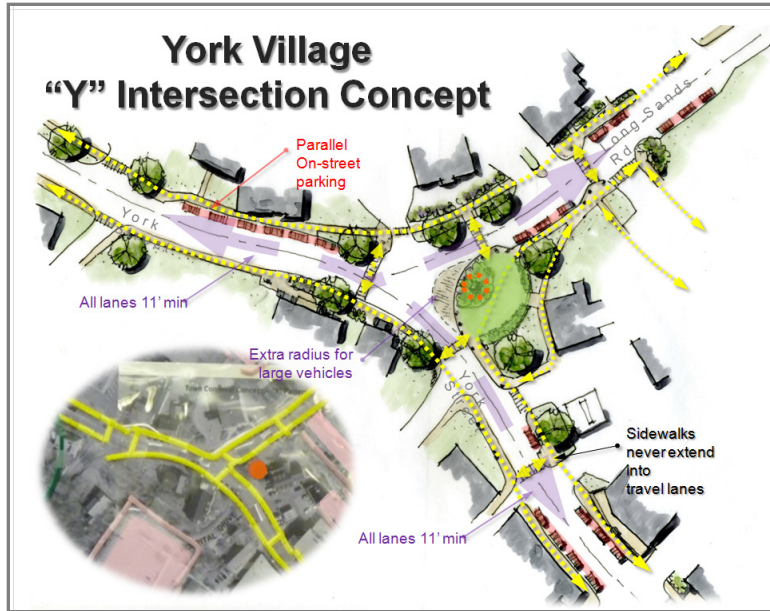
2
25 min

York Street Concepts (from Berger to Bagel)

- Think qualitatively over the next half century, what about the plan most excites or concerns you?
- Keeping Complete Streets Choices and Trade-offs in mind, do you think the plan strikes the best balance between pedestrians, streetscape and vehicles?
- If changes might improve the it, please so indicate on the plan:
 - ✓ sidewalks & crosswalks – use yellow color dots (yellow dot)
 - ✓ on-street & off street parking – use red color dots (red dot)
 - ✓ trees & green space – use green color dots (green dot)
 - ✓ benches/tables – use blue dots (blue dot)

Summarize here. If more space is needed use pad.

Community Design Workshop #3, February 7, 2015



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York Village Master Plan Monument at "Tee" Concept

The Monument is the Heart & Soul of the village.

The existing intersection is confusing and unsafe for vehicles and pedestrians. In order to improve traffic safety and clarify the intersection the "Slip Lane" is removed, causing large fire trucks to pass through the intersection.

- 1
- 2
- 3

Large fire trucks require an **enlarged turning radius.**

Monument existing location

- 4
- 5
- 6

Location #4 shifts the Monument minimally, but the enlarged turning radius results in a closer curb, which makes it vulnerable to damage from vehicles, plowing etc.

Location #5 shifts the Monument a bit more to avoid curbside damages.

The Plaza frames the Monument and provides opportunities for gathering and honoring the statue. In location #4 the Plaza faces the statue's back. Location #5 provides a stage to honor the statue from the front, while safely off the street.

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