

1998

Gorham Main Street Master Plan

Wilbur Smith Associates

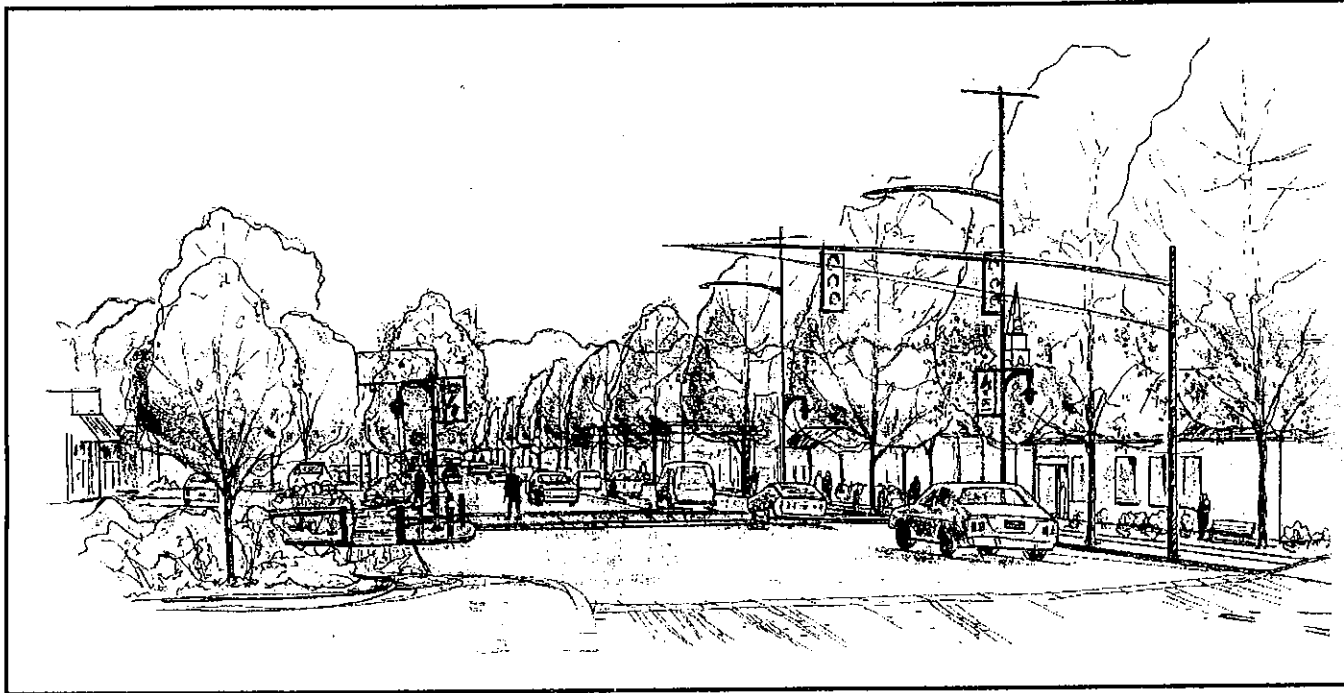
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GORHAM MAIN STREET MASTER PLAN



May, 1998
Final Report

Prepared for:
Town of Gorham
Village Improvements Committee
Portland Area Comprehensive Transportation Committee

Prepared by:
Wilbur Smith Associates, Portland, Maine
Richardson & Associates, Saco, Maine
in association with
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The consultant team and VIC members and staff would like to thank Tom Greer and Therese Sanpietro for their invaluable input as former members of the VIC.

GORHAM MAIN STREET MASTER PLAN

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I. INTRODUCTION

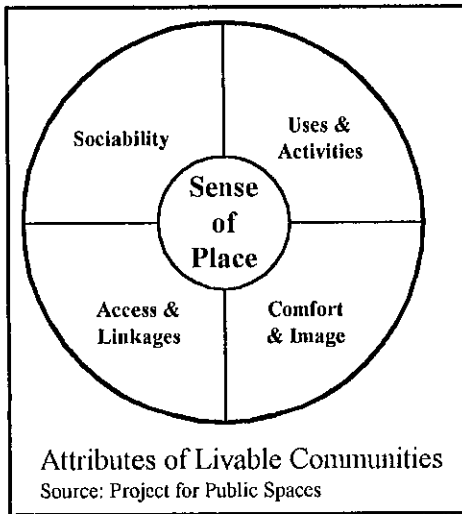
Gorham Village is the civic, cultural and economic heart of the Town of Gorham. The village houses many of the Town's schools and churches, and its library, community center, central business district and a university campus. The vitality of a village center depends on a combination of physical and non-physical characteristics to create a sense of place. Elements that, when combined positively, contribute to this sense of place include sociability, uses and activities, access and linkages, and comfort and image.¹

Allan Jacobs, a noted urban designer, suggests eight requirements for 'great streets'. The requirements are: places for people to walk with some leisure; physical comfort; definition; qualities that engage the eyes; transparency (elements such as windows, doors and fences that 'invite you' in, over or through them); complementarity (the elements get along with one another); maintenance; and, quality of construction and design.²

Jacobs further states that while necessary, these requirements are not sufficient for creating a great street. An intangible "magic" is also needed.

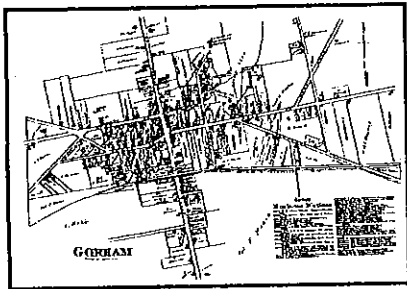
This magic includes the mix of businesses, institutions, residences and people and activities that take place on the street. It makes places that people desire to go to live, walk, shop or meet others, either formally or informally. While this magic cannot be directly created by government or private actions, there are many steps that both can take to stimulate it. These steps include public actions such as improving traffic flow, making it easier to cross the street, providing open space and changes to zoning. Business owners can undertake private improvements such as upgrading business signs, maintaining their buildings and improving landscaping.

This Plan contains ideas and recommendations for guiding change in the Village Center. It seeks to enhance the sense of place that is Gorham Village and weave together the elements that help create a 'great street'. The Village has evolved over time and this Plan envisions that the best implementation of this Plan's recommendations will occur over time as well. It contains both small and large actions that, taken together, can help to make Gorham Village a more vital place to live, work, go to school, shop or visit.



An important element of the Plan is highlighting potential opportunities.. A Plan of this type cannot anticipate all of the changes that will occur but can (and tries to) propose an approach to managing change and taking advantage of opportunities as they arise. An important part of this Plan is the compilation and discussion of tools the Town can use to manage change. A linchpin to realize many of these opportunities is the construction of the proposed southwest relief route. Traffic is certainly a double-edged sword – it carries potential customers for downtown shops and offices but should not overwhelm the downtown, creating an undesirable place to shop.

A. PREVIOUS STUDIES



Numerous planning studies have been conducted during the previous 35 years concerning the Village Center. Several of these have been highway relief route studies that would allow through-traffic to bypass the village center. These documents include:

- * Master/Comprehensive Plans – 1976 Gorham Village Study, 1960/1972/1986/1992 and 1994 Comprehensive Plans covering the entire town;
- * Traffic/Transportation Plans – 1978 Westbrook-Gorham Bypass Study (MDOT), 1989 Westerly Connector Study (Maine Turnpike Authority), 1993 Route 25 Corridor Study (VHB/MDOT), 1997 Gorham-Portland Corridor Study (PACTS/ T.Y. LIN/ Market Decisions), 1980 Parking Study (PACTS), 1989 Village Traffic Study (T.Y. LIN), 1994 Main Street/New Portland Road Study (PACTS), 1996 Gorham Transportation Study (Eaton Traffic Engineering);
- * Bicycle and Pedestrian Plans -- 1995 Regional Bicycle and Interim Pedestrian Plan (PACTS).

The most significant of these are three of the most recent.

The *Gorham-Portland Corridor Study* recommends construction of a relief route west and southwest of the Village Center that would connect Route 114/South Street to Route 25/State Street. Coupled with recommended changes on Route 22 in South Gorham/North Scarborough, future (2015) afternoon traffic through the village is expected to be reduced by over 25% over the no-bypass alternative. This future level of traffic would be essentially at existing 1997 levels.

The Maine DOT and the Town of Gorham have funded the preliminary engineering work required for the location studies and environmental permitting required to move this project forward to the design and construction stage (\$600,000).

The *Gorham Transportation Study* recommended several significant changes within the Village Center. Principal recommendations were replacement of the traffic signal equipment at the two intersections and elimination of the exclusive pedestrian crossing phase at the Main/State/South/School Streets intersection. These changes were expected to make the two intersections operate acceptably at existing traffic levels. It was recommended to keep Mechanic Street in the Main Street/New Portland Road intersection signal system. Several proposals, including removing it from the signal system, were proposed by the 1994 PACTS study.

Funding has been approved to replace the traffic and pedestrian signal equipment at the Main Street/State Street/South Street/School Street and Main Street/Mechanic Street/New Portland Road intersections (\$35,000).

The *1994 Comprehensive Plan* reaffirms Gorham's commitment to its village centers as the hub of civic and commercial life in the community. It targets residential and compatible commercial growth to the village centers. This will aid in retaining much of Gorham's historic growth pattern of distinct agricultural/rural areas and village centers. This, and several previous comprehensive plans, call for the construction of a relief route to ease congestion in the Village Center.

B. GOALS

The Gorham Village Improvements Committee was appointed to develop an improvement program for the Village Center. It adopted a set of seven goals to guide the development of the Plan. The goals cover each aspect of the scope of services and articulate a vision for the Village Center.

Master Plan Goals

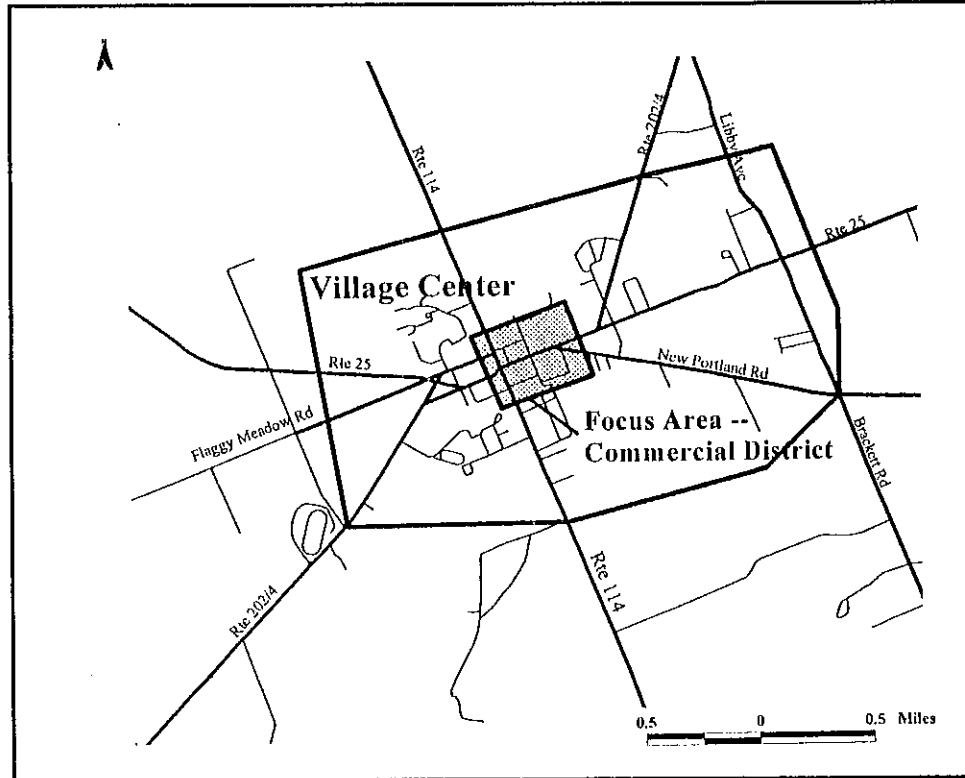
- * Improve the aesthetic appeal of the Village Center to improve the livability and enhance the economic vitality of the community.
- * Develop a consistent, unified streetscape on Main Street within the village commercial districts.
- * Improve pedestrian, bicyclist and vehicular circulation and safety.
- * Provide for efficient and adequate parking without compromising the aesthetics of the Village Center.
- * Maintain and protect historic and residential areas.
- * Develop implementable, cost-conscious recommendations.
- * Develop regulatory and zoning measures and policies that encourage (or require as appropriate) the desired pattern, mix and quality of buildings and uses in the village commercial district.

C. PROJECT SCOPE

The scope of services developed for the Main Street Master Plan Study integrates traffic engineering and urban design considerations. It covers four major elements: vehicular travel, the streetscape/pedestrian environment, other transportation modes, and policy/ordinance/regulatory measures.

The study area consists of the area bounded by urban residential zoning districts. The village, with its residential neighborhoods, generally extends east-west from Cressey Rd. to Libby Ave./Brackett Rd. and north-south from Tommy's Brook to Weeks Rd.

Many tasks were completed with the primary emphasis on the commercial district sub-area. These are denoted by a 'CD' designation. Tasks completed for the study area are denoted by 'SA'. Each element includes sub-tasks which are described below.



Master Plan Study Area

Vehicular Travel Elements

- * Access management (CD) -- Assess commercial driveways for potential for reducing width, eliminating or relocating/consolidating.
- * Parking (CD) – Assess existing supply and demand and potential for interconnected and shared parking.
- * Traffic circulation (CD and SA) – Assess traffic circulation to and within the village; evaluate recommendations from previous studies.

- * Roadway cross-sections (CD and SA) -- Develop recommended roadway cross-sections to channelize traffic including turning lanes, two way center turn lanes, reduced roadway widths, and crosswalk neckdowns.
- * Inter-parcel connections (CD) – Identify opportunities for new connections between parcels to improve vehicle circulation between land uses and eliminate traffic movements from Main Street.
- * Truck traffic (SA) – Identify opportunities for alternative routings for truck traffic and mitigation of the impact of trucks that do pass through the village center.

Streetscape/Pedestrian Environment Elements

- * Pedestrian facilities (CD and SA) -- Improve sidewalk connectivity and aesthetics.
- * Street furniture and amenities (CD) – Determine appropriate locations and style for street furniture and other amenities such as benches and trash receptacles.
- * Crosswalks (CD and SA) – Assess existing crosswalk locations and develop recommendations for new locations and design.
- * Inter-parcel pedestrian connections (CD) – Identify opportunities for new connections between parcels to improve pedestrian circulation between land uses and from parking areas; assess off-street walking alternatives.
- * USM integration (CD) – Create more attractive pedestrian linkages between the campus and downtown.
- * Signs (CD) – Assess the visual impact of existing signs on the downtown.
- * Lighting (CD) – Assess existing lighting and make recommendations for pedestrian scale lighting within the commercial district.
- * Utilities (CD) – Assess opportunities for mitigating visual impact of utilities including burying utilities.

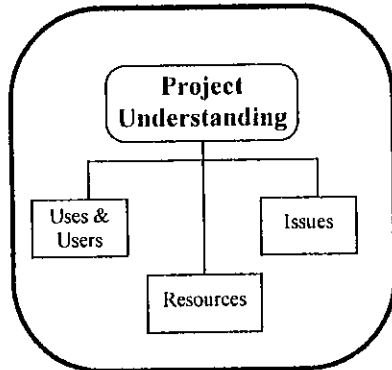
Other Modal Elements

- * Bicycle routes (CD and SA) – Identify alternatives for bicycle travel to and within the village center.
- * Bus/transit (CD and SA) – Coordinate with planning to bring public bus service to Gorham.
- * USM integration (CD and SA) – Coordinate with transportation policies of USM.

Policy/Ordinance/Regulatory Elements

- * Access management and parking (CD) – Develop recommendations for changes to access management and parking regulations.
- * Land use/development/zoning (CD) – Develop recommendations for changes to the land use and zoning regulations and policies.
- * USM integration (CD) – Develop policy recommendations to further integrate the USM and Town communities.
- * Signs (CD) – Develop recommendations for changes to sign regulations.

D. PROJECT APPROACH



An integrated approach to problem solving was the basis for developing the Master Plan. This involved not looking at each category of problems in an isolated manner. For instance, the problem of poor sidewalks was looked at also from the standpoint of access management. Excessively wide or redundant driveways degrade the pedestrian experience as well as the traffic operations of the roadway. Many such interrelationships were found and considered in our analysis of the problems and opportunities. Solving a “pedestrian problem” often solves a “traffic problem”. The focus of solutions was to find the right balance between the competing uses of the village’s streets and land.

The study advisory committee, the Village Improvements Committee, issued an interim report in 1996 that outlined broad issues affecting the village center and many of its problems. The interim report listed the following “findings” (this is an excerpt of those listed in that report), describing existing conditions in the village center:

- * Ineffective pedestrian crossing protection
- * High speed of village traffic during off-peak periods and of cut through traffic on side streets
- * Mish-mash of signs - cluttered appearance
- * “Satellite” development outside of village centers dilutes economic vitality of the Village
- * Loss of historic structures
- * New construction does not harmonize with existing built environment
- * Urban Commercial zoning district encourages suburban scale development -- deeper setbacks, parking in front
- * No overall improvement plan for public downtown improvements.

This and other prior work set the tone and formed the basis for much of the focus of this Master Plan.

Understanding the Physical Resources

Understanding the current resources of Gorham Village involved a series of quantitative and qualitative analyses and assessments of the natural, physical and visual resources of the study area. These include resources which define the village center as well as contextual resources such as travel routes and destinations which have an immediate impact upon Gorham's downtown.

Through a review of previous studies relating to the project area as well as through a current analysis and assessment, the current consultants inventoried the conditions, problems and potential opportunities of the current resources, thereby diagnosing the village streetscape environment in terms of specific resources and the important relationships between them. Special attention was given to the concepts of edges and permeability. Permeability is a measure of how easy it is to pass through an area, whether a parking lot or subdivision. Edges provide definition and can create smooth or harsh transitions between areas. Providing definition and gateways to the village center is a primary goal of this Plan.

Understanding the Uses and Users

Gorham Village needs to comfortably accommodate pedestrians, drivers, bicyclists and transit users. Special attention must be placed on the pedestrian experience, because ultimately all users of the Village are pedestrians, upon leaving their vehicles.

Main Street is a public space in which vehicles, pedestrians and bicyclists routinely accomplish goals for business, socializing and the pleasures of everyday life in Maine. Walking, crossing streets, sitting, moving in and out of cars and of buildings, driving, parking, and changing directions are the human activities of the streetscape. The successful Main Street environment makes the accomplishment of such activities easy, comfortable and unencumbered. The downtown should be identifiable and being there a positive, memorable experience.

Focusing on the pedestrian experience includes much more than addressing sidewalks and crosswalks. It must address the complexities of the question, 'Why, where and how would one choose to walk in and around Gorham Village?' Spatial elements such as scale, density, visual interest, visual sequence, diversity of experience, definition and texture of edges, landmarks, and horizon lines determine both the experience and the uses of the Village. The pedestrian experience

differs from the drivers' and bicyclists' experiences in terms of speed, visual perspective, scale, and approach. Identifying the specifics of these similarities and differences of perspective and experience were important aspects of the development of this master plan.

Our use analysis and assessment included an examination of the existing uses of the project area as well as the conflicts and problems associated with them. It included travel patterns, parking patterns, perceptions of users, origins and destinations of travel by various modes, and maintenance needs and problems. This information was obtained from observation, informal interviews, meetings with the Village Improvement Committee, Town staff, and from public meetings.

Understanding the Issues

With direct input from the Committee, Town staff and the public, major issues of interest and concern were identified. The following categories summarize the issues of greatest concern:

<u>Major Issues</u>		
* Land use	* Handicapped access	* Character of Main Street
* Aesthetics	* Utilities/Powerlines	* Business climate
* Pedestrian friendliness	* Safety	* Town/USM relationship.
* Traffic and parking	* Bicycles	
* Street trees/vegetation	* Lack of alternative modes	

II. EXISTING CONDITIONS

A. OVERALL ENVIRONMENT

Gorham Village contains a rich mixture of uses and experiences. The historic district along South Street retains stately homes with large street trees. Main Street has been heavily impacted by the dominance of traffic through the years. In much of the commercial district, these impacts have manifested themselves in development that is oriented to the automobile and its occupants rather than the pedestrian. This is evident in the large expanses of exposed parking and the signs that visually clutter the streetscape. Pedestrian accommodations are also generally poor to fair. Sidewalks and curbing are in poor condition except where new development has occurred. Overall, the streetscape lacks definition and unity.

The Gorham Village commercial district contains a strong older core of buildings that reflect the Town center's history. Some recent development, such as the Key Bank building, has reinforced this development pattern. It includes traditional elements such as pitched roof, building style (e.g., clapboard siding) and its orientation to the street with parking in the rear. There is also a strong core of pedestrian oriented, first floor retail and office businesses. To those passing through the village on Main Street, it is easy to perceive that the commercial district is only the narrow, linear space along Main, State, South and School Streets.

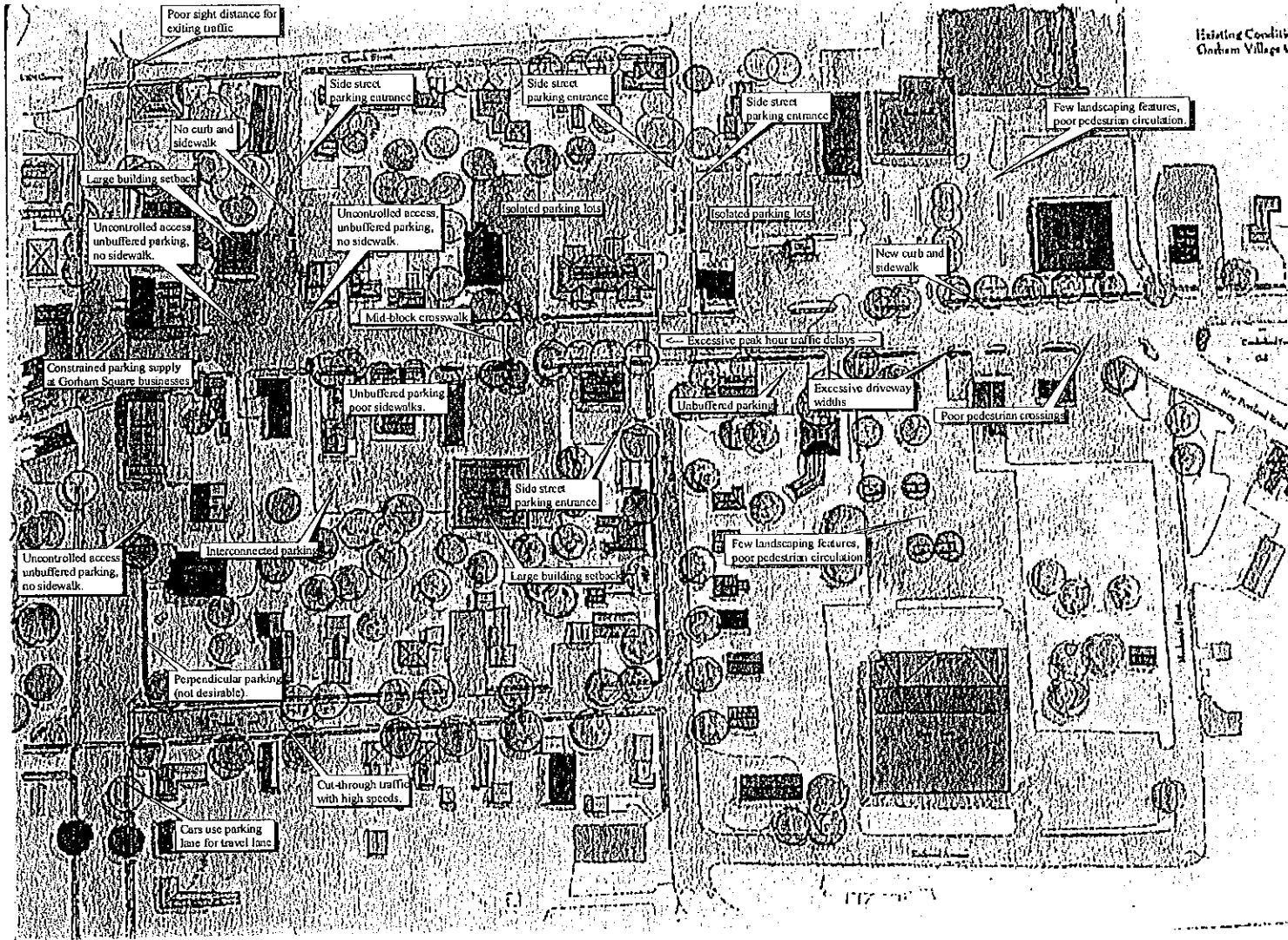
B. CHARACTER ZONES

Through the inventory and assessment stage, a series of "Character Zones" were identified that group activities and design elements. The analysis identifies distinctions between common characteristics such as building setbacks and streetscape elements. The intent is to show how well (or not) existing conditions correlate with existing zoning and the amount of consistency in the streetscape. Zoning, intentionally or not, is the blueprint for how a community will develop and has design implications. It was the desire of the Committee to reinforce the positive design elements present within these zones and change the negative.

"Village" Character Zone

The Village character zone consists of a denser building arrangement than found elsewhere with buildings close to street at the sidewalk with little or no side setbacks. Building entrances and windows relate to the sidewalk. Sidewalks are mostly brick pavers and are curbed, with painted crosswalks and no esplanade.

GORHAM MAIN STREET MASTER PLAN

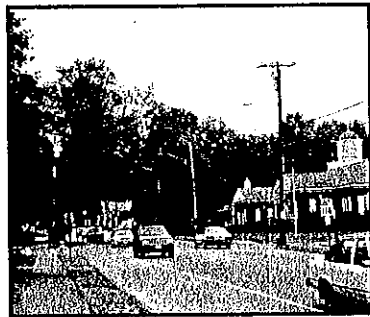


Existing Conditions Analysis Summary

Source: Richardson & Assoc.; Wilbur Smith Assoc.; Pinkham & Greer (basemap).



Village character zone



Quasi-Village character zone

The minimum height of buildings is two stories. Signs are oriented to both pedestrians and vehicles. There is a mixture of uses within the same buildings, most often with retail on the first floor.

Residential/Business Character Zone

This zone consists of older residential types of buildings. Most have been converted to business use. Building spacing is consistent, at a residential scale. They are located near, but not at the sidewalk. Mature trees are present and an esplanade between the sidewalk and street.

Urban Residential Character Zone

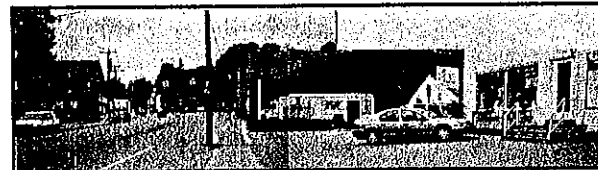
This zone also consists of older residences with consistent building spacing at a residential scale. Buildings are near but not at the sidewalk edge. Mature trees line and define both sides of the street and there are esplanades between sidewalk and street. Much of this area is in a historic district.

Suburban/Commuter Character Zone

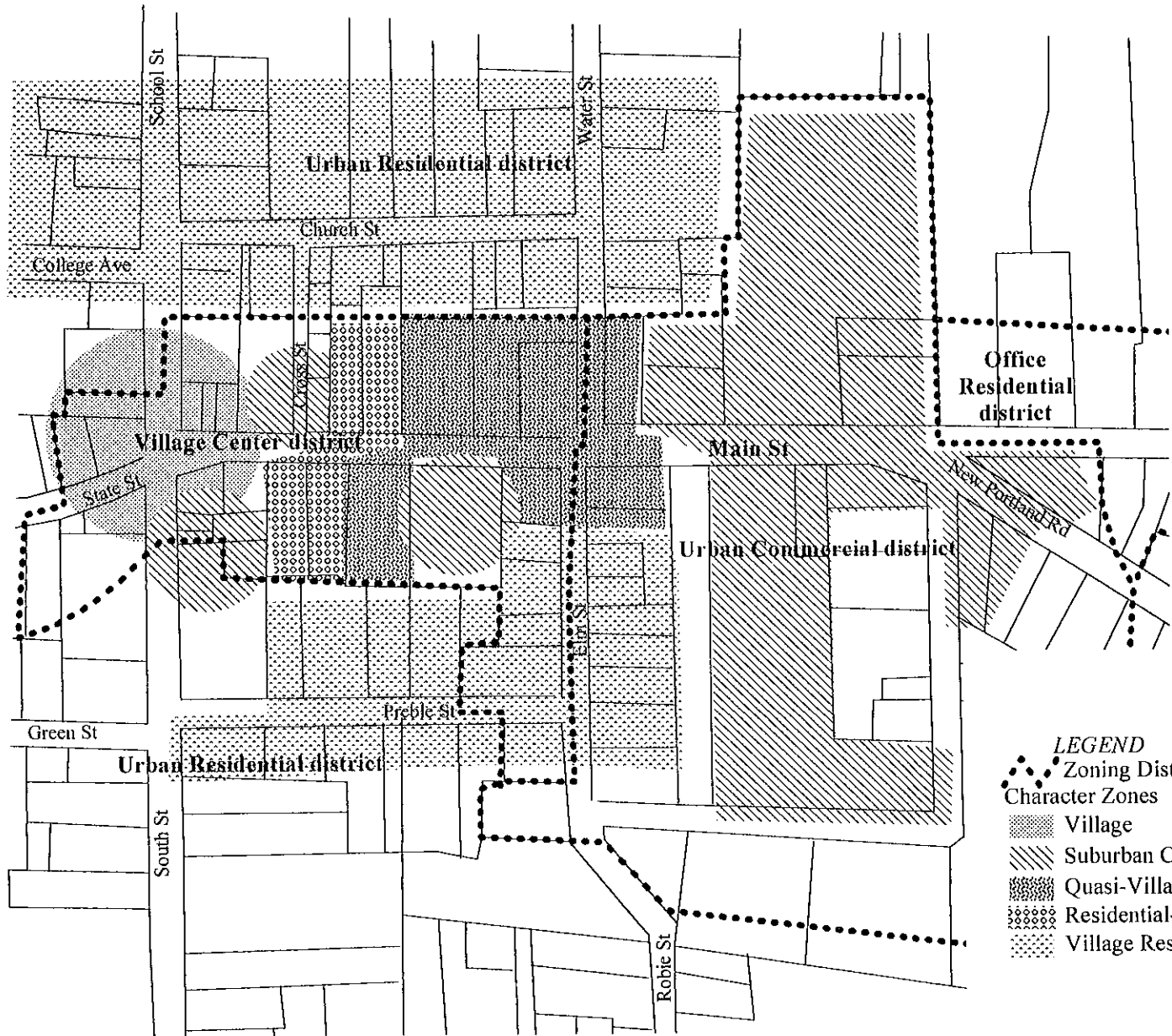
This character zone consists of one story buildings with box-style architecture. Buildings generally have large setbacks with parking in front and large curb cuts. Buildings have blank facades. Parking lots do not have landscape buffers. Signs are oriented to vehicles rather than pedestrians. Many uses are automobile oriented.

Quasi-Village Character Zone

This zone has building spacing wider than village character zone. Buildings are near but not at the sidewalk edge. Trees, massings of shrubs and esplanades define the street. Sign designs are vehicle-oriented. Parking is in the rear of buildings and in side yards.



Suburban Commuter character zone



LEGEND

- Zoning District
- Character Zones
- Village
- Suburban Commuter
- Quasi-Village
- Residential-Business
- Village Residential

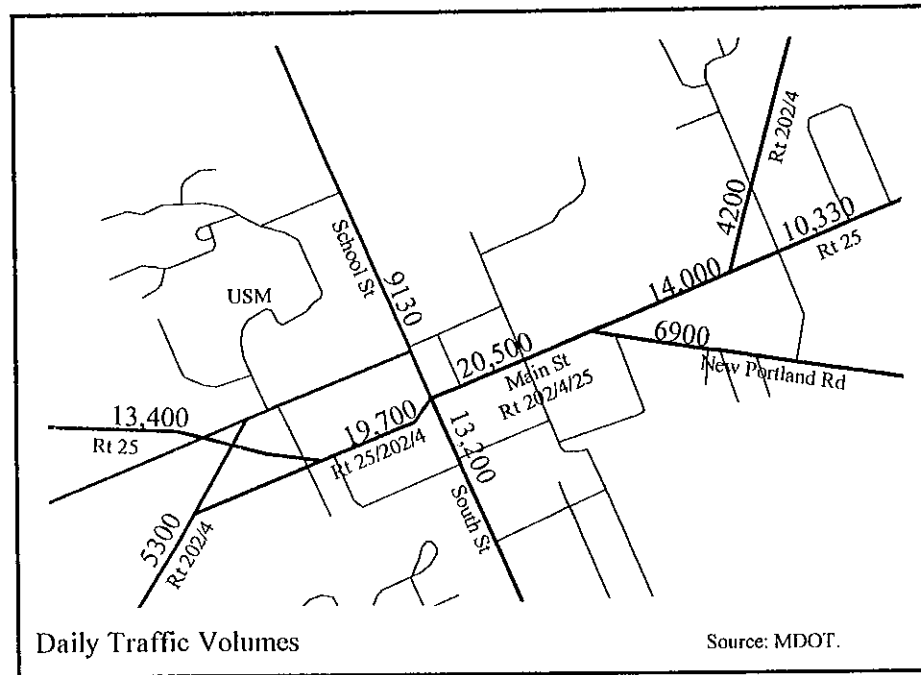


Character Zone & Zoning District Analysis

Source: Richardson & Associates.

C. ROADWAYS & TRAFFIC

Main Street functions similar to the narrow portion of an hourglass. Several state highways and other minor arterial roadways converge and diverge from the commercial district. Average daily traffic on Main Street is over 20,000; volumes on village roadways are shown below. Afternoon peak hour traffic volumes are approximately 1800 vehicles per hour. The road has one lane in each direction.



Congestion in the village is aggravated by a number of factors.

- * The traffic signal equipment at the two signalized intersections is too inflexible to handle the complexity of traffic in the village.
- * There are a large number of curb cuts for driveways, serving adjacent land uses, the businesses and residences in the village. Driveways and side streets often have long delays for exiting traffic.

- * The exclusive pedestrian phase at the Main Street/South Street intersection reduces the capacity of the intersection. Time that would be available for green time for vehicles is used for an all vehicles stopped crossing period for pedestrians when requested. A minority of users wait for or use this crossing phase. This location has a high number of pedestrian crossings including children.
- * The remaining core of buildings in “Gorham Square” preclude any significant changes to the configuration of this major intersection. The number of turning lanes has been maximized.

Noise and fumes often dominate Main Street. Gorham is a major cross roads for trucks going east-west on Route 202/4 and east west from Portland to points west of Gorham. Main Street, where it is Routes 25/202 and 4, is part of the National Highway System. This system is important for interstate commerce.

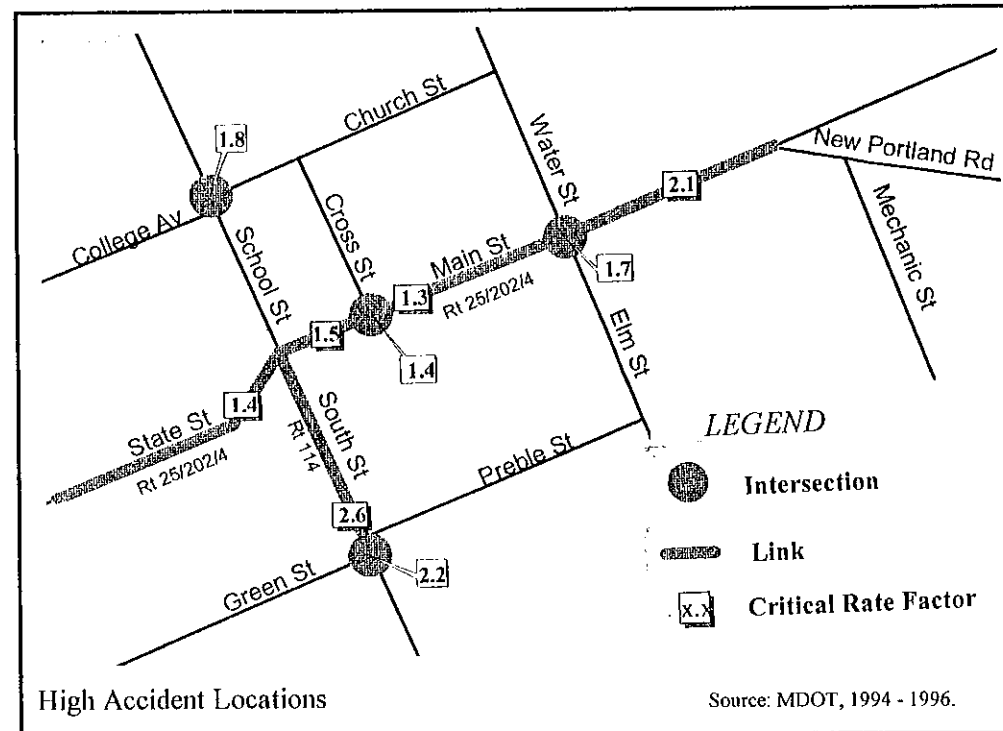
Accidents are also a problem in the Village Center. Numerous road segments and intersections are classified by the Maine Department of Transportation as high accident locations (HAL). Locations are classified as HAL if they have a higher than average number of accidents for similar roadways statewide and if they have over 8 accidents within a three year period. A Critical Rate Factor (CRF) expresses how a location relates to the average accident rate for a similar location (1.0 is “average”). For instance, a CRF of 2.0 means a location has twice the expected number of accidents. The figure below shows the segments and intersections classified as HAL; the table below lists these locations, the number of accidents from 1994 to 1996 and their CRF.

Neighborhood cut through traffic has also been identified as an increasing problem. This is especially true on Church and Preble Streets. Sight distance for traffic exiting from Church Street is poor. A series of memorandums describing in more detail traffic and accident analyses are given in Appendix A.

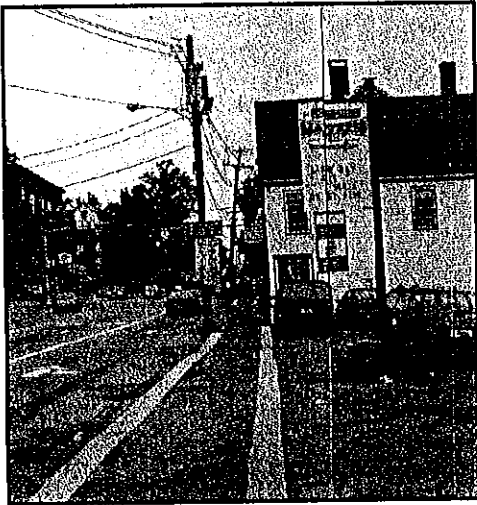
High Accident Locations

Location	No. of Accidents	Critical Rate Factor
Intersections		
Church St./School St.	10	1.8
Green St./South St.	17	2.2
Cross St./Main St.	15	1.4
Water St./Main St.	20	1.7
Road Segments		
State St. west of South St.	18	1.4
South St. south of Main St.	16	2.6
Main St. east of South St.	8	1.5
Main St. east of Cross St.	15	1.3
Main St. east of Water St.	22	2.1

Source: Maine Department of Transportation, 1994-1996.



D. STREETScape & PEDESTRIAN ENVIRONMENT



Lack of curb and sidewalk --
auto-scale signage.

The pedestrian environment is heavily impacted by and oriented toward the large volume of vehicles that traverse the Village Center. Much of the existing sidewalk network is in poor condition and is in need of upgrading. The following sections characterize the existing streetscape in the areas of walkways, landscape treatment, signs, lighting and pedestrian amenities.

Walkways

- * Unsafe street crossings
- * Crosswalk markings substitute for sidewalks at very large curb cuts
- * Walking on sidewalks is like 'island hopping'
- * Change in sidewalk paving materials is haphazard and in poor condition
- * All walkways are along streets (no exclusive pedestrian ways identified between streets)
- * Over half of walkway areas are not true walkways (lack curbing or other walkway designation)
- * Over half of walkways have pavement on both adjacent sides (streets, parking, vehicle areas)
- * Many retail businesses have no walkways from sidewalk to building entrance
- * Not enough crosswalks
- * Long street crossing distances at many intersections

Landscape Treatment

- * No clear landscape idea throughout the Village Center — lacks unity
- * Some areas work well (i.e., a group of mature trees, evenly spaced near Elm Street) but the sense of the whole does not
- * Small isolated, unrelated areas of plantings make a limited visual impact on the streetscape
- * In the section of Main Street toward New Portland Road, planting type is of residential, decorative scale (scattered, low, ornamental shrubs)
- * In the section of Main Street toward South Street, planting type is of simpler, street scale (grass, esplanade, trees)
- * Street tree placement is neither continuous nor consistent
- * Trees are impacted by the utility wires
- * Neighborhoods adjacent to Main Street contain healthy, mature trees

Signs

- * Lack consistency
- * Compete for height, size and visual dominance
- * Many are out of scale with a pedestrian-oriented environment
- * Numerous types of signs present –
 - ◇ Street signs
 - ◇ Free-standing signs
 - ◇ Building-mounted flush signs
 - ◇ Building mounted perpendicular signs
 - ◇ Retractable awning and faux awning signs
 - ◇ Front-lit signs
 - ◇ Back-lit signs
 - ◇ Permanent signs
 - ◇ Temporal signs with changeable messages

Lighting

- * Street lights are ‘cobra’ head style and scaled to the vehicle
- * Off-street lights (in parking lots and gas stations) vary in style and are scaled to the vehicle
- * Style of lighting fixtures lack distinction
- * Intensity and quality of light are oriented to a highway environment rather than pedestrian

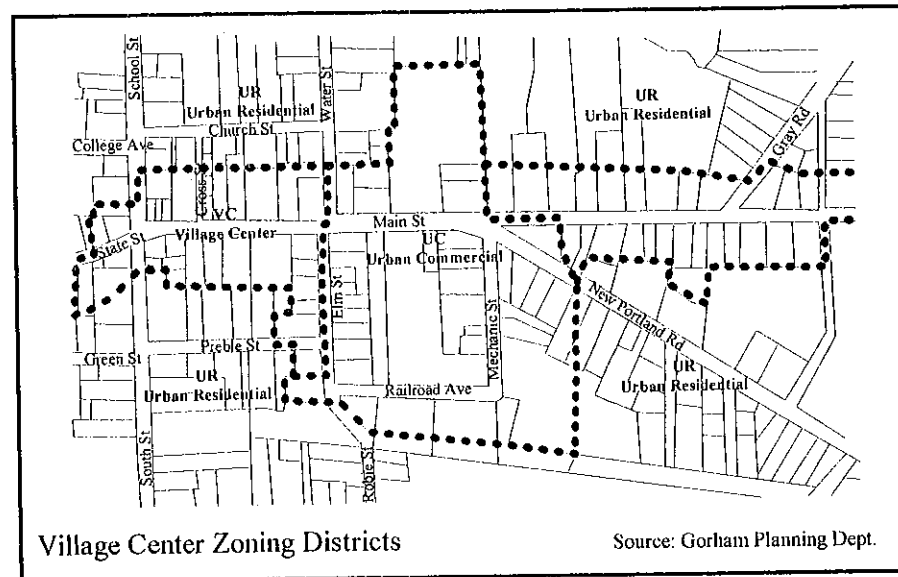
Pedestrian Amenities

- * Benches exist in four locations
- * For most benches, their placement and context lack comfortable, social aspect
- * Style and materials of benches is not unified
- * Lack of bike racks (only one identified) encourages bikes to be left on sidewalks
- * Lack of trash receptacles
- * Amenities relate to a specific place or building rather than to the streetscape as a whole
- * Many unmet opportunities and needs for outdoor seating and gathering places

E. LAND USE, ZONING & BUILDING ORIENTATION

Zoning

Zoning in the Village Center is comprised of Village Center, Urban Commercial, Office Residential, and Urban Residential districts. The commercial district is covered by the first two categories. The districts adjacent to the commercial district include Office Residential along Main Street east of New Portland Road and Urban Residential in most all other areas in the village.



The *Village Center* district is located primarily between South and School Streets and Water and Elm Streets along Main Street. It also includes parcels adjacent to Gorham Square including the Masonic Block. The purpose of this district is provide space within the village for small, local, retail sales, commercial services, and office uses which are in scale with the character of the village.

The purpose of the *Urban Commercial* district is to provide general sales, services and business space in the Town. It is located between Elm/Water Streets and New Portland Rd., includes the Village Mall Shopping Center and Shop n Save, and extends down Mechanic

Street and Railroad Avenue.

The purpose of the *Office Residential* district is to provide space within the Town for a mixture of residential uses and business and professional offices in close proximity to the existing commercial areas of Town. The *Urban Residential* districts provide for village scale residential, institutional and non-commercial uses in the village center.

The zoning requirements for the Village Center and the Urban Commercial districts, as set forth in Gorham's Land Use and Development Code, are very similar. The major differences between the two districts include the following items.

Uses:

- * In the Village Center (VC) district, a drive-through service is permitted when it is accessory to a financial institution. In the Urban Commercial (UC) District, a drive-through service is permitted when it is accessory to a permitted use. All other permitted and special exception uses are the same.

Maximum Floor Area:

- * Retail use in the Village Center (VC) district is limited to 7000 square feet within a building. There is no limit in the Urban Commercial district.

Space Standards:

- * **Building Setbacks.** In the VC District, the setback is the average of the existing setbacks in the block in which the building is located, or, if a building is being demolished, the pre-existing setback, whichever distance is greater. In the UC District, the front yard setback is 25 feet.
- * **Minimum Side and Rear yards.** In the VC District, the requirement is 10 feet unless otherwise required by the buffer provisions. In the UC District, the requirement is 20 feet unless otherwise required by the buffer provisions.
- * **Minimum Open Space.** In the VC District, there is no open space requirement. In the UC District, the requirement is 25% of the lot area.

Performance Standards:

- * **Parking in Front.** In the VC District, no portion of the lot in front of the front building line may be used for off-street parking, service or loading. There is no similar

requirement in the UC District.

- * **Off-Street Parking Waiver.** In the VC District, the Planning Board can waive or reduce off-street parking requirements provided that certain criteria are met. There is no such provision in the UC District.
- * **Combining Entrances.** In the UC District, the Planning Board may require that entrances be combined to the maximum extent possible. There is no such provision in the VC District.

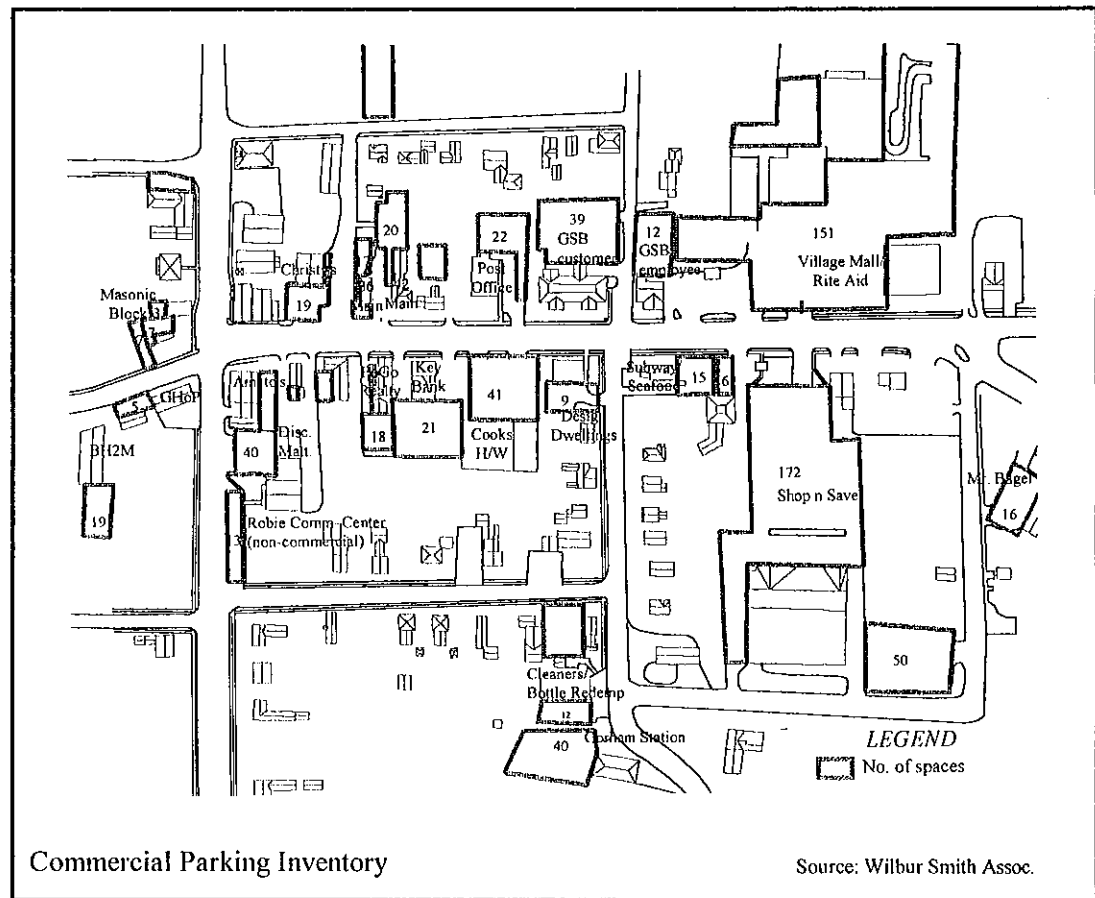
Building Orientation and Style

The following items generally describe the existing configuration and architecture of buildings in the commercial district.

- * The edge of streetscape, as defined by buildings, is not contiguous — large gaps exist.
- * Building setbacks vary greatly (front, side, and back setbacks)
- * Building heights and roof pitches/styles vary greatly
- * Where front setbacks are large and building heights low, the definition of the streetscape is weak
- * In the section of Main Street near New Portland Road, buildings relate to parking lots, rather than to streets and walkways
- * Type of buildings, their relationship to street, and their architectural style vary greatly
- * Orientation of windows and other architectural details varies greatly
- * Numerous buildings have blank facades or modified facades that degrade their quality and pedestrian orientation.

F. PARKING & PAVEMENT

Parking for automobiles is one of the dominant elements along Main Street. Large expanses of off-street parking in front of buildings exist between Elm/Water Streets and New Portland Road. This occurred in response to the zoning that was in place at the time of development of the Village Mall and Shop and Save. Several instances occur west of Elm Street also that degrade the pedestrian environment. Several large parking areas lack good landscape buffering along the street to mitigate its visual impact. The figure below identifies commercial off-street parking and the number of spaces provided.



Characteristics of parking in the Village Center

- * Parking lanes are used as turning lanes and to by-pass turning vehicles (on South Street, the parking lanes are sometimes used as a travel lane)
- * Vast, uninterrupted areas of pavement dominate the streetscape in several areas
- * Paved areas are visible from street and often contiguous with the street
- * Physical separation of streets from off-street vehicular areas is weak, often only a curbed island
- * The streetscape ground plane (area between buildings facing the street) is predominantly asphalt
- * Curb cuts contribute to confused and vague access into and out of parking areas
- * Internal circulation suffers from a lack of order and unclear hierarchy of travel ways
- * Several lots use side street entrances rather than using access along the principal roadway
- * The overall amount of parking appears sufficient, but there are shortages within specific blocks. Shortages occur in the block bounded by Church, School, Main and Cross Streets. A parking demand analysis, based on current parking requirements, is given in Appendix B.

III. ALTERNATIVE CONCEPTS

Based on the Existing Conditions analysis, a series of Alternative Concepts were developed and presented for each element that addresses physical changes within the village. Brief descriptions of the alternative concepts and the selected concept are presented below.

The process was an iterative one, where comments from succeeding discussions were incorporated back into prior ones. More often than not, a hybrid was ‘the selected concept’, combining the best elements from each alternative presented.

Pattern of Commercial Land Use

Concepts were presented to identify a desired pattern of commercial uses in the village center. *Alternative 1* concentrated mixed uses in the linear pattern that currently exists along Main Street. This would maintain the sharp distinction between Main Street use and adjacent neighborhood uses. *Alternative 2* integrates mixed use commercial with surrounding neighborhoods to expand perceived edges of the village center. *Alternative 3* concentrates the primary mix of commercial uses similar to *Alternative 1*, but encourages a less abrupt distinction between use and character of commercial center and adjacent neighborhoods.

- * *Selected Concept:* Maintain the distinction between commercial and residential areas. Development should occur in the areas currently zoned for commercial uses in the Village Center and Urban Commercial zones. Boundaries for these zones should not be expanded. Compatible redevelopment should be encouraged and directed along Mechanic Street and Railroad Avenue. Complementary uses should be encouraged in the commercial district. (In addition to more retail uses, office and service uses can add a critical mass of employees to frequent shops and restaurants. Apartment dwellers in upper stories of buildings would add an evening presence to the downtown.) A new zone for parcels fronting Preble Street should be created to allow Professional/Home Office uses while maintaining residential/commercial mix within buildings and the architectural integrity of the buildings.

Definition of Streetscape

This was actually a series of alternative concepts presenting various combinations of design elements to provide the desired definition and unity to the streetscape. The alternatives were a set of design elements that can be prescribed by a number of regulatory tools and incentives, as well as achieved directly by Town investment. *Alternative 1* looked at different ways buildings can relate

to the streetscape in terms of their front and side setbacks and building height and massing. *Alternative 2* looked at various configurations of street tree plantings (inside and outside of public right-of-way) and landscape treatments. *Alternative 3* looked at configurations of sidewalk placement (with and without esplanades) and surface material. *Alternative 4* looked at the use of infill development to define the streetscape.

- * *Selected Concept:* The selected combination of elements included buildings setback similar to the Post Office and Key Bank (the Quasi-Village Center 'model'), five foot esplanade with street trees, sidewalks of brushed concrete with some brick decorative treatment (this endorses recent practice -- Cumberland Farms, Key Bank and Rite Aid have recently installed concrete sidewalks), pitched roof, pedestrian scale lighting fixtures and encourage two story buildings. It would also be desirable, should the opportunity arise to do so cost-effectively in conjunction with other work, to relocate the overhead utilities underground along Main Street.

Pedestrian Network

Pedestrian network concepts looked at various connectivity alternatives. *Alternative 1* looked at maintaining current pedestrian connections primarily along streets. *Alternative 2* sought to expand options to include off-road connections. *Alternative 3* looked at various combinations of locations for crosswalks and their design.

- * *Selected Concept:* Improve pathways and sidewalks adjacent to roadways. Identify and pursue limited opportunities to make off-street connections. Locate crosswalks at all intersections and at selected mid-block locations. Shorten crossing distances by reconfiguring intersections and installing neckdowns where feasible. Neckdowns will allow bicyclists to pass adjacent to them.

Network of Bicycle Travel

Alternative 1 consists of providing designated on-road bicycle lanes (5 foot minimum). This would require eliminating some on-street parking. Pursue off-road alternatives as well. *Alternative 2* consists of maintaining current shared lane conditions with cyclists mixing with traffic in travel lanes. Pursue off-road alternatives as well.

- * *Selected Concept:* Maintain existing configuration along Main Street, with cyclists mixing with traffic and using parking lane and shoulder where available. Cyclists should be accommodated as safely as possible within the context of primary concerns of traffic and

maintaining on-street parking. Consider “Share the Road” signs and educational programs aimed at drivers and cyclists. Pursue limited off-street connection such as the proposed bike path along the old railroad corridor.

Parks and Open Spaces

Parks and open space alternatives looked at various configurations of enhancing existing and creating new open spaces within and adjacent to the commercial district. This included the desired size and location of spaces, both public and privately owned. *Alternative 1* consisted of improving the limited existing parks and open spaces (next to Robie Community Center, cemetery/Phinney Park, and in front of Shop n Save). *Alternative 2* considered developing several smaller ‘pocket parks’ or pausing places along Main Street. *Alternative 3* examined developing larger green spaces for people to gather.

- * *Selected Concept:* Improve and enhance the existing parks and spaces. Focus on creating more green spaces in conjunction with sidewalk and access management improvements. Consider street trees and landscaped areas as primary contributors to improved streetscape. Integrate other public holdings (library, schools, and museum) into existing parks and open spaces. Identify opportunities for ‘pocket parks’.

Parking

Parking concepts considered both on and off-street parking. On street parking alternatives were considered in relation to roadway cross-sections, parking demand and bicycle networks. *Alternative 1* considered relocating off-street parking that is in front of buildings where feasible and buffering parking. *Alternative 2* examined interconnecting parking lots and shared parking where uses are compatible. (Shared parking allows for the reduction in the overall amount of parking required when uses within developments have different peak period parking demands. For instance, movie theaters have heavy evening and weekend use while banks have weekday parking peaks. These two uses could share parking to reduce the total that might otherwise be required if considered individually. Rite Aid and the Village Mall is an example of shared parking.) *Alternative 3* looked at more small lots rather than larger parking lots. *Alternative 4* considered developing one or more municipal lots.

- * *Selected Concept:* Continue to require parking in rear and side of buildings, well buffered from the street. Encourage shared parking when feasible to reduce required amounts. Identify opportunities for interconnected parking areas to reduce traffic movements along

Main Street. Maintain existing layout of continuous parking lanes along village streets where possible. Increase amount of on-street parking in conjunction with access management recommendations.

Gateways

Gateways provide an announcement to those passing through an area that a transition has occurred. Here, alternatives were presented for the type and location of gateways to the Village Center. *Alternative 1* looked at gateways for the commercial area. *Alternative 2* looked at gateways for the broader village center.

- * *Selected Concept:* Establish two tier set of gateways. Village Gateways (4) announce arrival in/out of village and are to be located on State Street, School Street, South Street and Main Street, generally at areas where speed limits become 25 mph. Commercial gateways are to be located at the two major intersections, Main/State/South/School Streets and Main/Mechanic Streets/New Portland Road. Commercial gateway treatments will include permanent crosswalks and landscaping. Within commercial gateway areas, a more pronounced set of unifying streetscape elements will be used.

Traffic Circulation

Traffic circulation alternatives were concerned with the level of accessibility provided to drivers. The alternatives considered in the PACTS New Portland Rd./Mechanic St./Main St. intersection study were reviewed in light of current development interest and the 1995 Gorham Village Traffic Study. Various combinations of alternatives were considered to limit or continue access in conjunction with a connector from Railroad Ave. to New Portland Rd. Other alternatives looked at making some streets such as Railroad Ave. one way away from Mechanic Street.

- * *Selected Concept:* Maintain existing capability for traffic to get around turning vehicles on Main Street. Maintain maximum accessibility in to and out of Mechanic Street in the short term. Evaluate circulation and intersection delay in conjunction with development on Mechanic Street and Railroad Avenue. Mitigate negative effects of cut through traffic on side streets such as Preble Street. As development occurs, the connection from Railroad Avenue to New Portland Road should be evaluated for inclusion in proposed site plans or not precluded as a future connection.

Roadway Cross-sections

Cross-section concepts looked at the desirability of reconfiguring road striping and curb lines to better manage traffic. This includes providing turn lanes for side streets and major driveways.

- * *Selected Concept:* Generally maintain existing curb lines, keeping on street parking to the extent possible. Restripe/reconfigure South Street to reduce use of parking lanes as additional travel lanes.

Access Management

Access management concepts looked at driveway configurations. *Alternative 1* looked at making changes to existing deficiencies (narrowing excessively wide driveways). *Alternative 2* considered closing most/all driveways along Main Street and relocating access to side streets.

- * *Selected Concept:* Generally maintain individual drives to Main Street businesses, consolidating drives where feasible. Modify deficient driveways. Close driveways when more than one driveway exists where feasible. Relocate several driveways to side streets. Long term, limit most drives to “In”; “Out” movements should occur at side streets.

IV. MAKING CHANGE HAPPEN

Creating positive change in the village center will involve a high level of cooperation between the public and private sectors. Actions by one can and do greatly influence the other. Investment in infrastructure by the public sector is one of the prime stimulants to private investment. Many private sector dollars generally follow every one public dollar invested.

Public policies and regulations also play a part in creating change. It is not the existence of regulations (if they are reasonable) that discourage the private sector, but the uncertainty surrounding vague, confusing or burdensome regulations. Developers and business owners respond positively when expectations and rationale are clearly articulated and demonstrated.

Many different tools are available for the Town to consider to shape and manage growth, development and redevelopment in the Village Center. These tools cover the types of development that can occur as well as their aesthetics and design. They vary in great degree in the complexity of their administration and costs to the Town and developers. Many the Town has already has implemented. For several of the tools, *Pros* and *Cons* are listed to discuss some of the trade-offs involved in their use. *Options* for their implementation are also provided.

Construction of the southwest relief route or bypass is one particularly important action that will greatly affect the character of the Village Center. It is crucial that this project move forward according to the timetable that was established by its planning process. The bypass is expected to have a profound effect on the character of traffic, including trucks, traversing the village center. While there will remain a large amount of through traffic, it will be less dominant. The current traffic situation drives away potential customers and clients of village businesses during periods of heaviest traffic.

A. FUNDING TOOLS

Town Investments

The Town can invest directly in public improvements in the downtown. Town funds could be used for road, curb and sidewalk improvements, tree planting, overhead lights, parking areas and other improvements. *Pros:* Can enhance the downtown and otherwise provide a mechanism for implementing the Plan. *Cons:* Town funds are limited, and there are other municipal needs requiring financial support. Town funds can not be used for improvements on private property that benefit one or a few property owners.

Options:

- ◆ Make periodic investments in public improvements, either to address the most serious needs or to enhance/encourage beneficial private investment.
- ◆ Schedule regular public investments through a capital improvements program, consistent with the downtown plan.

While federal/state grant programs are not as widely available as they were 10 years ago, there are still grant opportunities that could benefit the downtown. These include several categories of the State's Community Development Block Grant Program.

- * The Downtown Revitalization Grant Program, which can be used to address "slum and blight" conditions in the downtown. Eligible activities include sidewalk, street and other public facility repairs, facade grants, and the removal of blighted buildings, to name a few.
- * The Housing Assistance Grant Program, which can be used to rehabilitate single-family and multi-family housing units which are occupied by low to moderate income people. This program may be beneficial for the rehabilitation of second and third story downtown buildings.
- * The Micro Loan Grant Program, which can be used by the Town to provide low interest loans to assist existing businesses and new businesses that retain or create jobs for low to moderate income people. This program can be used to strengthen or attract specific types of businesses desired in the downtown.
- * The Economic Development Infrastructure Grant Program, which can be used to develop or rehabilitate public infrastructure so that existing and new businesses can retain or create jobs for low to moderate income people.

Other grant programs include:

- * The Land and Water Conservation Fund, administered by the Maine Department of Conservation, which can be used for the acquisition, development and renovation of public outdoor recreation facilities. Towns must either own the land or use grant funds to purchase it. Match requirements are 75% for a school project, and 50% for a non-school project.

- * Maine Trails Funding Program, administered by the Maine Department of Conservation, provides funds for trail construction for bicycle and pedestrian use.
- * The Urban Forestry Grant provides grant money for tree planting programs.

Pros: These grant programs can allow Gorham to make downtown investments which the Town could not afford to undertake on its own. *Cons:* These programs are highly competitive and require much citizen participation and local matching funds.

Maine Department of Transportation (MDOT) Programs

The MDOT provides funds to municipalities from a variety of programs, some of which could be used to support downtown improvements. These programs include:

- * Biennial Program. Many reconstruction, paving and safety improvement projects are funded through the MDOT's Biennial Transportation Improvement Program (BTIP). Gorham works with PACTS and the MDOT to set regional funding priorities for this program. The Town can work to ensure that the momentum for traffic relief routes continues and that other funds for downtown improvements are made available.
- * Enhancement Program. This program provides funding for bicycle, pedestrian, historic, trail, landscaping and other similar ancillary activities.
- * Gateway Program. This program provides up to \$5,000 per town for the construction of "gateway" enhancements to welcome visitors.
- * CMAQ Program. The Congestion Mitigation/Air Quality program provides support for transportation projects that reduce congestion and improve air quality. Some traffic signal projects may qualify but the program is primarily used for alternative modes such as bus, carpool/vanpool and rail projects.

Tax Increment Financing Program

A number of municipalities have participated in the state's Tax Increment Financing (TIF) program to fund improvements to support private development initiatives. The creation of a TIF district in the downtown would allow taxes from increased property values to be dedicated

to pay for public improvement within the district. To a large extent, the success of the program would depend upon the extent to which new businesses invest in the downtown. *Pros:* Provides a workable mechanism for securing public funds for downtown investments. *Cons:* Diverts funds that would otherwise be available for other purposes, and may limit the use of TIFs in other parts of town because of statutory limits on the percentage of land area and tax base that can be included in the program.

Loan Programs

There are a number of low interest loan programs that can be used by municipalities as well as developers. Such programs could be used to finance redevelopment in the downtown. These programs include the Maine Municipal Bond Bank which makes low interest loans to communities, the CDBG Development fund (loans up to \$100,000 or 40% of total project cost), the CDBG Interim Finance Program (short term loans for retention of housing and job opportunities for low to moderate income people), and Finance Authority of Maine (FAME) Business Development Programs (a range of loan programs for private businesses).

Pros: Provides another way of financing municipal improvements or private development. A tool to target certain types of businesses. *Cons:* Some of these programs are aimed at larger businesses which may not be appropriate for the village commercial district.

Options:

- ◆ Consider loan programs among many options for financing downtown change.
- ◆ Become more actively involved in packaging loans for the types of businesses that would benefit downtown.

B. COORDINATION TOOLS

Coordination activities can include a broad range of actions aimed at improving the downtown. Examples could include the following:

- * Downtown Revitalization Committee. A formal, broad-based committee could be formed to spear-head implementation of the downtown plan. The committee could be a key force in generating the kind of interest, enthusiasm and on-going support that will be needed to translate the downtown vision into a reality. Part of the committee's charge could be to promote and "sell" the plan to the general public and members of the business community.

- * **Public/Private Partnerships.** The Town can work closely with the private sector to encourage downtown improvements that will benefit both the public and private businesses. An example might be a town/business alliance aimed at supporting and enhancing the relief route. Another might be a joint enterprise aimed at providing more off-street parking, or encouraging residential development on the upper floors of downtown businesses.
- * **University Effort.** A formal Town/USM committee could be formed for the purpose of working with the University to minimize downtown congestion at peak times.
- * **Volunteers.** Many successful downtowns rely heavily on volunteers to make things happen. Volunteer efforts range from serving on committees, spear-heading downtown promotions and activities, planting trees and flowers, and preparing newsletters and articles to keep the public informed of events, activities and important meetings.

Pros: A range of coordination activities can generate broad-based enthusiasm and support for downtown improvements. *Cons:* Such efforts require a major commitment of time and resources in order to be effective.

Options:

- ◆ Form a downtown revitalization committee to oversee implementation of the master plan and otherwise provide support for a broad range of downtown improvement initiatives.
- ◆ Build on current public private cooperative efforts to further enhance the downtown.

C. REGULATORY TOOLS

Regulatory tools formalize Town goals and objectives. There are reasons why development has occurred in the existing pattern and by current uses. Town ordinances and regulations provided a blueprint (or failed to) for what occurred. Zoning, subdivision, sign and other ordinances have within them many parameters that regulate design either explicitly or by omission. Town zoning in the past allowed parking to occur in front of buildings and currently allows signs to be scaled and oriented to automobile occupants rather than pedestrians.

It is critical to understand the implications of the “hidden design” within zoning ordinances. It is important for the Town to develop a consensus about what historic and recent design

elements and patterns it likes, and ensure that those elements and patterns are permitted (and in some instances required) to be built.

- * **“Standard” Zoning:** Provisions within a standard zoning ordinance include requirements and limitations such as lot size and coverage, parking, building height and location, and permitted and conditional uses. The Town currently has “standard” zoning which includes general performance standards. If a town has a firm sense of what types of uses and patterns of development it wants to permit, then “standard” zoning can generally suffice. *Pros:* Applies equally to all development within the district. *Cons:* Generally inflexible, and can discourage creative development. If there are no other controls, it can result in “cookie cutter” type development that doesn’t reflect local desires or history.

Options:

- ◆ Evaluate effects of permitted uses against Town goals for making village centers more people oriented. Examine provisions such as setbacks, parking requirements, and drive-thru allowances.
 - ◆ Move to a more performance standards-based approach specifying allowed impacts and broad development guidelines rather than detailed zoning ordinance.
- * **Contract Zoning:** A formal legal agreement between a developer and municipality. The agreement allows a development to vary from established zoning requirements in exchange for strict adherence to the details of the agreement. Gorham has recently instituted contract zoning and it is available throughout the town. *Pros:* Can allow exceptional and beneficial development to occur that otherwise would not through normal zoning. *Cons:* Can be very difficult and expensive to administer. Difficult to develop criteria to determine what is exceptional and beneficial development for approval; approval process can become very contentious and political.

Options:

- ◆ Contemplate changes in contract zoning such as limiting areas eligible for contract zoning. This type of change might make only village centers or industrial areas eligible for contract zoning.
- ◆ In the village center, the restriction on residential uses could be lifted for residential use which is an upper story use of a multi-story building,

encouraging apartments over shops in the village center. This multi-use can maintain cash flow by having residential use if the demand for retail space is weak and provide “life” after business hours.

- * **Design Review:** Design review clearly identifies for proposed development the community expectations in terms of quality of design. Items that are generally included in design review include the types of materials allowed, building architecture (building size and massing, roof pitch, window placement and style), lighting, landscaping, signs and parking. A clear set of guidelines is produced which establish criteria for acceptance. The guidelines document contains numerous graphics to illustrate design considerations, often including “Do’s” and “Don’ts”. Developers have clearer understanding of the wishes of the town. It is critical that the design review guidelines adopted are related to appropriate concerns for public health, safety and welfare. Measures of this type have been widely upheld when developed with clear stated purposes. Excerpts from the Design Review Guidelines for Amherst, Massachusetts are provided in Appendix D.

Options:

- ◆ Make design review part of the site plan review process. The Planning Board is then responsible for implementation. *Pros:* Gives the Town more upfront and consistent control over the end result of development. This requires less administrative burdens on the town by weaving into an existing process. *Cons:* One part of entire process of design review. Planning Board can be less focused on aesthetics than other aspects of the project. Requirements are generally less stringent than if a separate process.
- ◆ Establish a stand-alone design review ordinance overseen by a separate board. The standards can apply to designated areas within the town by establishing special districts or overlay zones. The ordinance usually governs all aspects of the design of new construction and building alterations. They can be more stringent than guidelines (see below). Standards are often used in historic districts to ensure alterations to historic structures *Pros:* Permits the Town strong control over the aesthetics and design of developments. Review Board members can be selected for their commitment to design and aesthetic considerations. *Cons:* New regulatory burden for developer and administrative

burden for town. Can be perceived as more unfriendly to business than if part of site plan review.

- * **Sign Ordinance:** A sign ordinance controls one of the most visible elements of a streetscape. Well designed signs should enhance and accentuate the architecture as well as provide advertising for businesses. This type of ordinance generally has distinct standards for different parts of a town.

Options: The new ordinance could adopt pedestrian-scale sign standards for the village.

- ◆ The ordinance can declare existing signs that do not comply with these standards as non-conforming. Non-conforming signs can be amortized for removal based on their age and cost with a timetable established for replacement.
- ◆ Or, more commonly, they are allowed to remain until there is a change of use or are replaced. Replaced signs should need to conform to the new ordinance.

Parking

- * **Shared or Joint Use Parking:** This program allows a reduction in parking requirements for developments that have varied parking demands. Uses are such that peak demands occur at different times, reducing the overall need for parking. Typical combinations of uses include: residential uses and office buildings; movie theaters and office buildings. Current zoning in the village commercial district allows shared parking with approval from the Board of Appeals. *Pros:* Can reduce development costs for developers, and therefore be an incentive for mixed-use development. Reduces amount of land devoted to parking, reducing its impact on an area. *Cons:* Uses change over time and may result in a shortage of parking. Management issues need to be clearly decided between property owners if more than one is involved.
- * **Interconnected Parking:** Provisions for interconnected parking require or encourage, when possible, connections between adjacent lots. They can be used in conjunction with access management techniques to manage allowed movements onto streets. The Planning Board currently has broad latitude to limit access to streets. *Pros:* Improves circulation between parking lots. Reduces vehicles entering and exiting from roadways.

Cons: Space devoted to connections can reduce space available for parking. Management of connections must be clearly defined.

- * **Parking Requirements.** This part of the zoning attempts to ensure appropriate parking facilities for new development or a change of use. Current specifications do not adequately cover enough types of specific uses, especially for service type of businesses.

Infill Development

- * Infill development is the development of a vacant parcel or redevelopment of an underutilized parcel. Or, infill can be an accessory structure that is built on an already developed parcel.

Options: The zoning ordinance could allow a broader use of accessory structures on already developed parcels if certain performance standards are met. *Pros:* Can be effective at filling in existing gaps in streetscape where existing structures have large setbacks (e.g., Village Mall Shopping Center and Cook's Hardware). Adds variety and visual interest in town centers. Can increase tax base. *Cons:* Can reduce space currently allotted to parking.

Access Management

- * Access management is the local control of driveways, vehicle movements and intersections to maintain roadway safety and traffic carrying capacity.

Options:

- ◆ Retain existing provisions for oversight of driveway location and design within zoning ordinance.
- ◆ Develop separate access management bylaw that includes more specific guidance on driveway design and location. There are many 'model' ordinances available.

V. RECOMMENDATIONS

The Master Plan for Gorham Village concentrates primarily on the core commercial section of Main Street and its adjoining streets. This area of focus was deemed by the Committee to warrant the most attention in terms of improvements to traffic and streetscape issues. Also, improvements to the core of the Village will inevitably affect the surrounding Village environs. The intent is to impact the entire Village positively, in terms of its visual identity, function and aesthetic appeal.

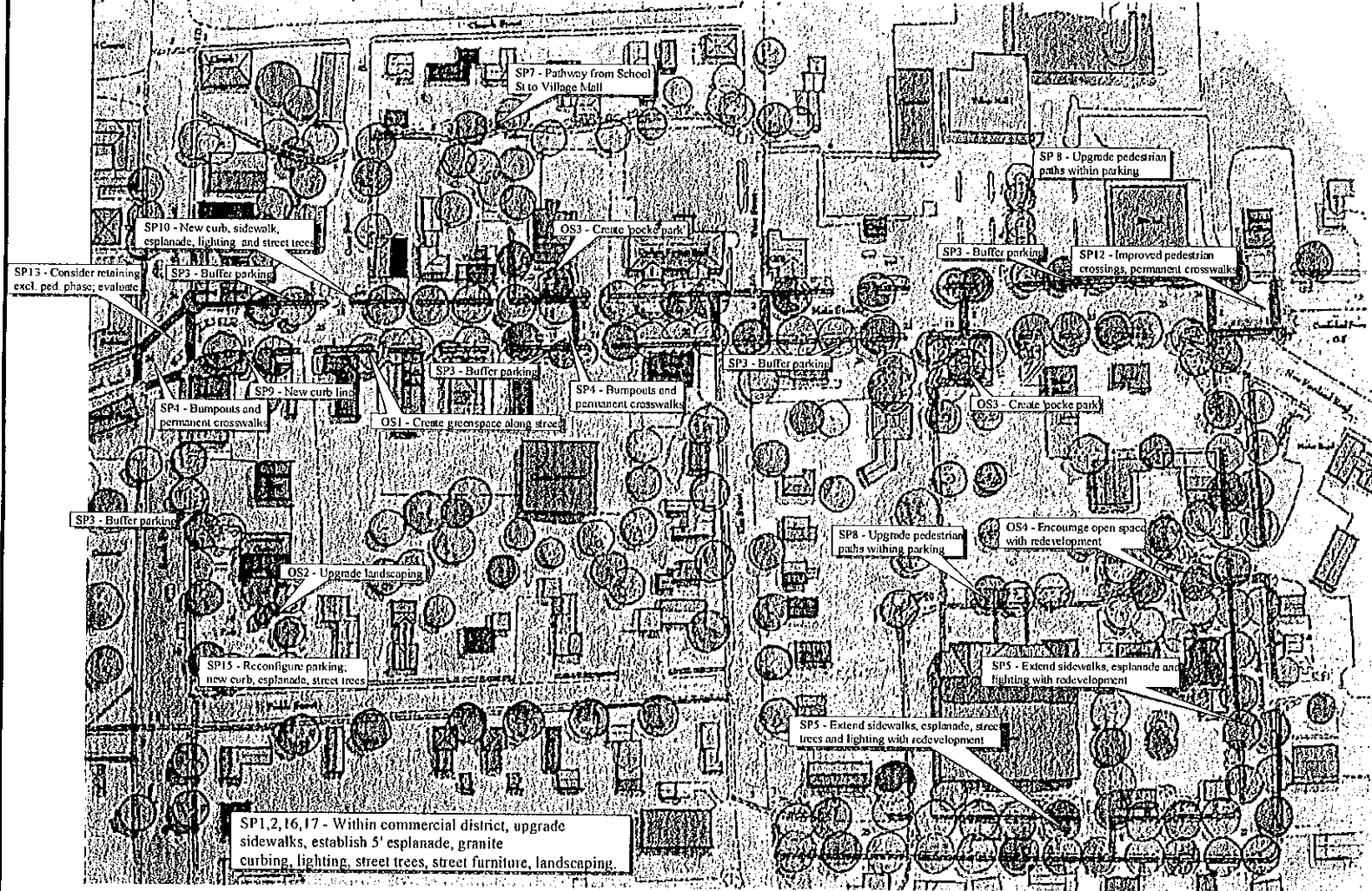
The master plan involves a series of interrelated steps, which, if implemented in their proposed order, over a period of time, will enable the Village to achieve long-range goals. The goals addressed in this plan are those articulated by the Village Improvement Committee and the public through several years of discussion. The belief is that the master plan and its associated 'tools' for implementing changes will serve as a useful guide.

There are two categories of recommendations: design and programmatic. The design recommendations identify improvements to be made to the streetscape, roadways, parking areas and buildings. Programmatic recommendations include actions to be taken by organizations, businesses and the Town to implement policies and ordinances to guide and manage change.

A major assumption of the longer term recommendations is that the southwesterly relief route is constructed. It is crucial that project momentum be maintained. This new roadway connection and other planned improvements is expected to reduce the growth in commuter traffic and remove a significant portion of through-truck traffic from the commercial district. It is expected that the relief route will fundamentally change the character (if not the volume) of future traffic through the village. Traffic should be less dominated by through-traffic, providing better access to those that want to come to the downtown but now shy away from there during the peak traffic hours.

Monitoring of changes in traffic occurs through several Town processes that currently exist such as Site Plan Review. Traffic associated with development must be mitigated or managed appropriately. It is important that issues raised through this process not be "lost" but reviewed and studied at the appropriate level of detail.

GORHAM MAIN STREET MASTER PLAN



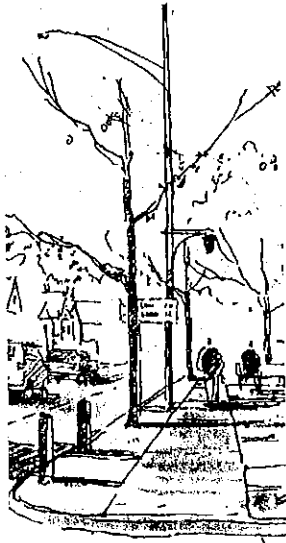
Phase I Pedestrian/Streetscape & Open Space Recommendations

Source: Richardson & Assoc.
Wilbur Smith Assoc.

The proposed streetscape improvements will have maintenance implications for the Town. The proposed bumpouts or crosswalk neckdowns in the downtown will require additional care when plowing snow. Trees in the esplanades in the public right-of-way will require Town care for the trees. Species have been recommended that are well suited to an urban environment, minimize interference with utility wires and produce minimum litter. Maintenance considerations were weighed. It was decided that *maintenance considerations should inform, but not drive, design decisions*. Improvements should also be coordinated with any planned utility work such as replacement of water or sewer lines that is proposed for the downtown. Opportunities for burying overhead utilities in the downtown commercial district should be identified as upgrades to systems are being planned.

*Streetscape & Pedestrian
Recommendations*

- * (SP 1) Upgrade of sidewalks and curbing in the commercial district -- sidewalks should use brushed concrete with brick edging; curb is to be granite.
- * (SP 2) Establishment of a standard 5 foot esplanade with street trees along Main Street between New Portland Road and South Street (street trees to be selected for adaptation to urban environment, medium height to avoid conflicts with utilities and low maintenance).
- * (SP 3) Buffering of parking areas in the front of buildings at Cook's Hardware, Subway, video store, Christy's (in conjunction with new curb), Village Mall Shopping Center and Amato's. Buffering can include landscaping, berms or fences.
- * (SP 4) Install crosswalks of different material and several bumpouts at identified locations to shorten crossing distance and define parking areas on Main Street in the commercial district and on South Street at Preble Street/Green Street intersection. Bumpouts should allow safe passage of bicyclists.
- * (SP 5) Extend sidewalks and esplanade along Mechanic Street and Railroad Avenue (with development/redevelopment).
- * (SP 6) Provide street furniture and amenities such as benches and trash receptacles at designated locations.
- * (SP 7) Develop pathway from School Street to the Village Mall Shopping Center to strengthen linkage from USM to downtown.
- * (SP 8) Upgrade pedestrian ways within parking lots at Village Mall and Shop N Save.



Sidewalk cross-section includes esplanade, street trees and lighting

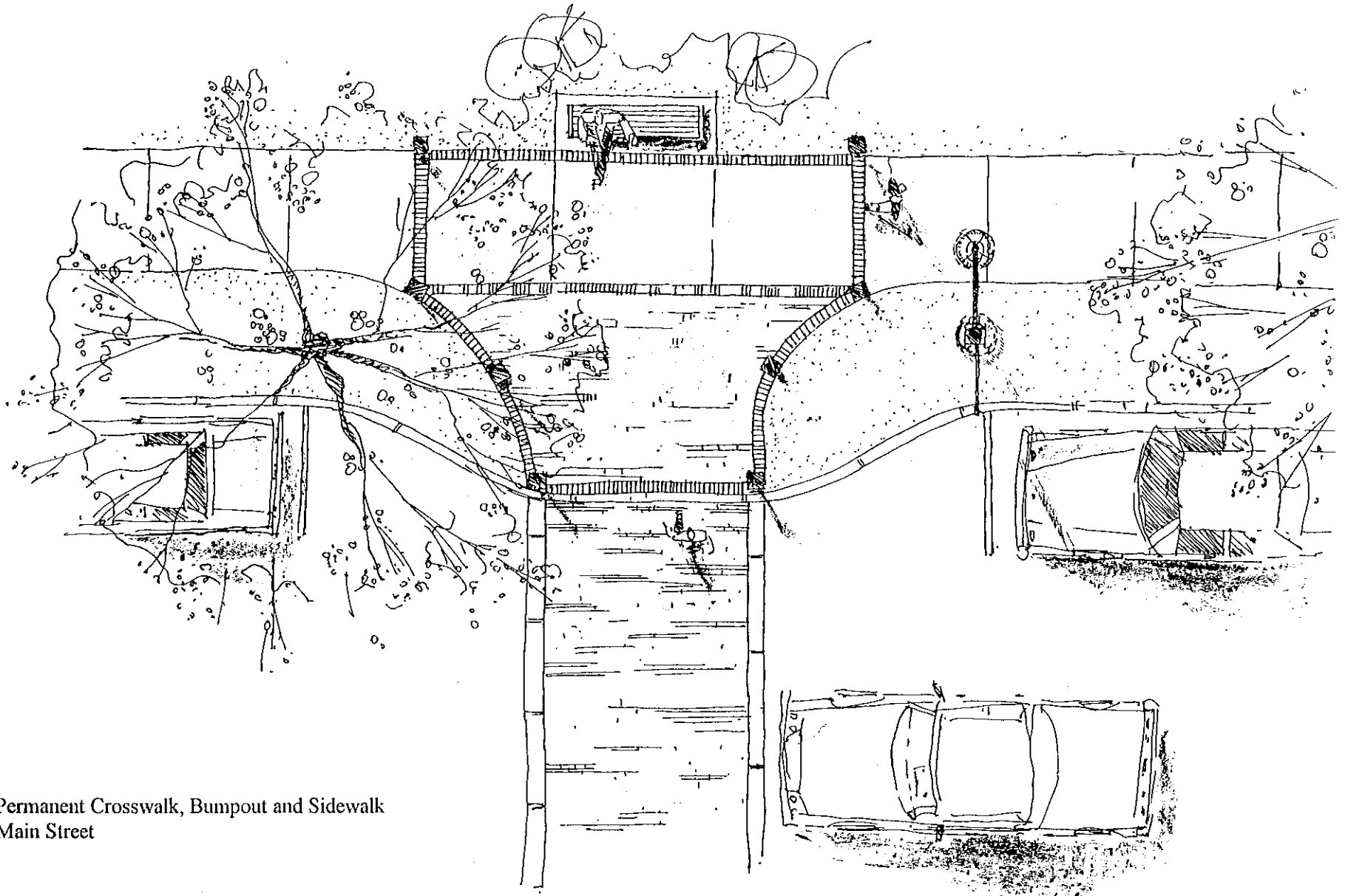
- * (SP 9) Install new curb line in front of Amato's (Main Street side) to increase sidewalk space and enforce no parking area.
- * (SP 10) Install curb on Cross Street in front of Christy's and on side of 36 Main Street, install sidewalk from joint parking area behind 36/42 Main Street to Main Street (right-of-way restrictions will need to be further researched).
- * (SP 11) Install pedestrian scale lighting on Main Street in commercial district and extend down Mechanic Street and Railroad Avenue in conjunction with new development – attachments to utility poles and new posts where utility poles do not exist.
- * (SP 12) Reconfigure Main Street/New Portland Road intersection to reduce crossing distance along Main Street and to provide crosswalk across Main Street.
- * (SP 13) Consider retention of exclusive pedestrian phase at Main/South Street intersection during design and installation of new traffic signals – reevaluate after installation in six months if continues to aggravate congestion at current level.
- * (SP 14) Install new pedestrian signs and pavement markings at Gorham Square.
- * (SP 15) Reconfigure parking at Robie Community Center to parallel and off street parking.
- * (SP 16) Install benches and other street furniture at desired locations.
- * (SP 17) Improve/upgrade landscaping around village buildings.

Open Space

Implementation considerations: Recommendations for open space include a number of enhancements to public spaces such as Robie Community Center and to privately owned parcels. The recommendations for privately owned land are intended as spurs to thought and creativity. They are meant to show how small changes cumulatively can contribute greatly to an enhanced downtown experience.

Open Space Recommendations:

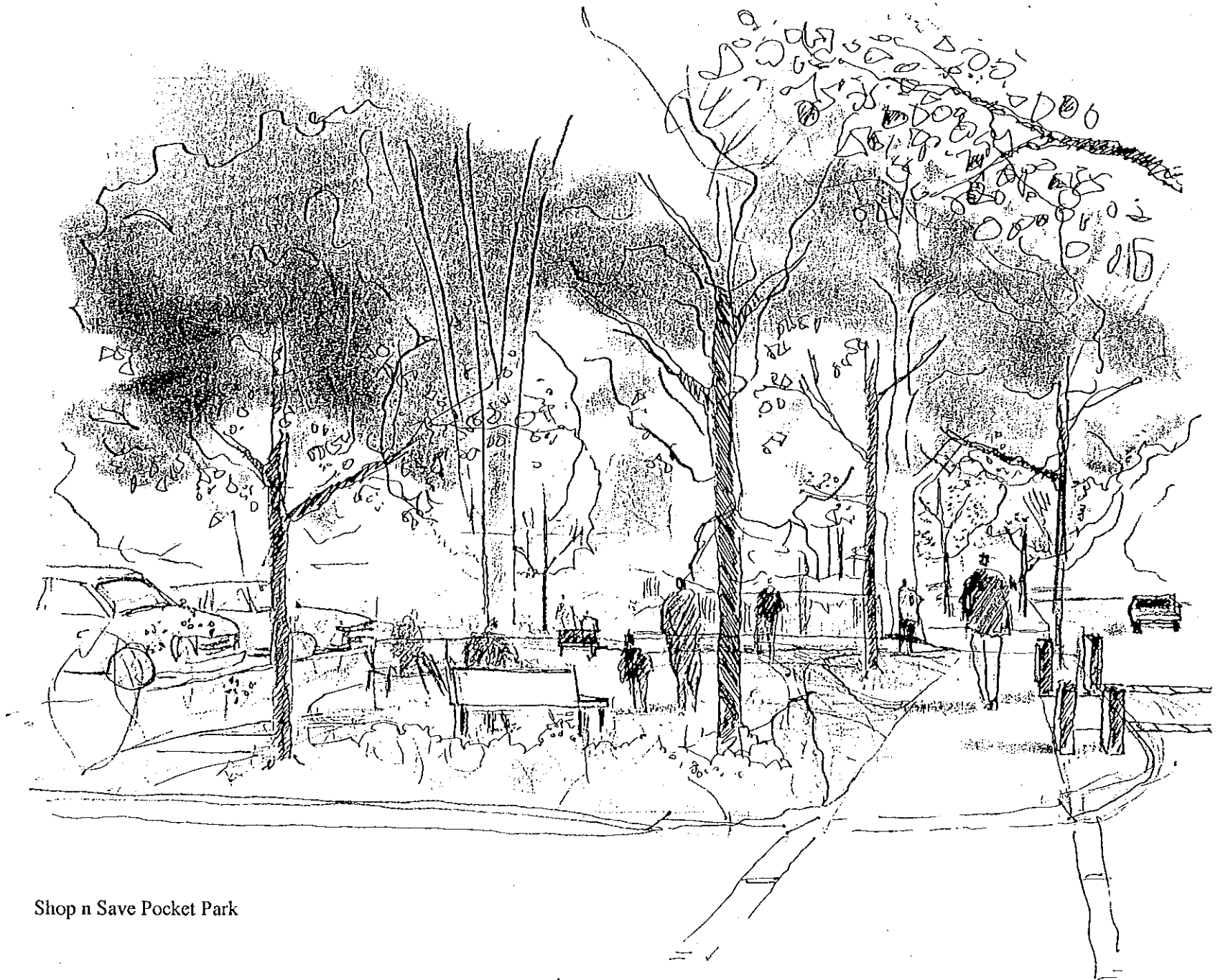
- * (OS 1) Create more greenspace by establishing uniform sidewalk, landscaping and esplanade along Main Street in commercial district
- * (OS 2) Upgrade open space adjacent to Robie Community Center to encourage planned community activities



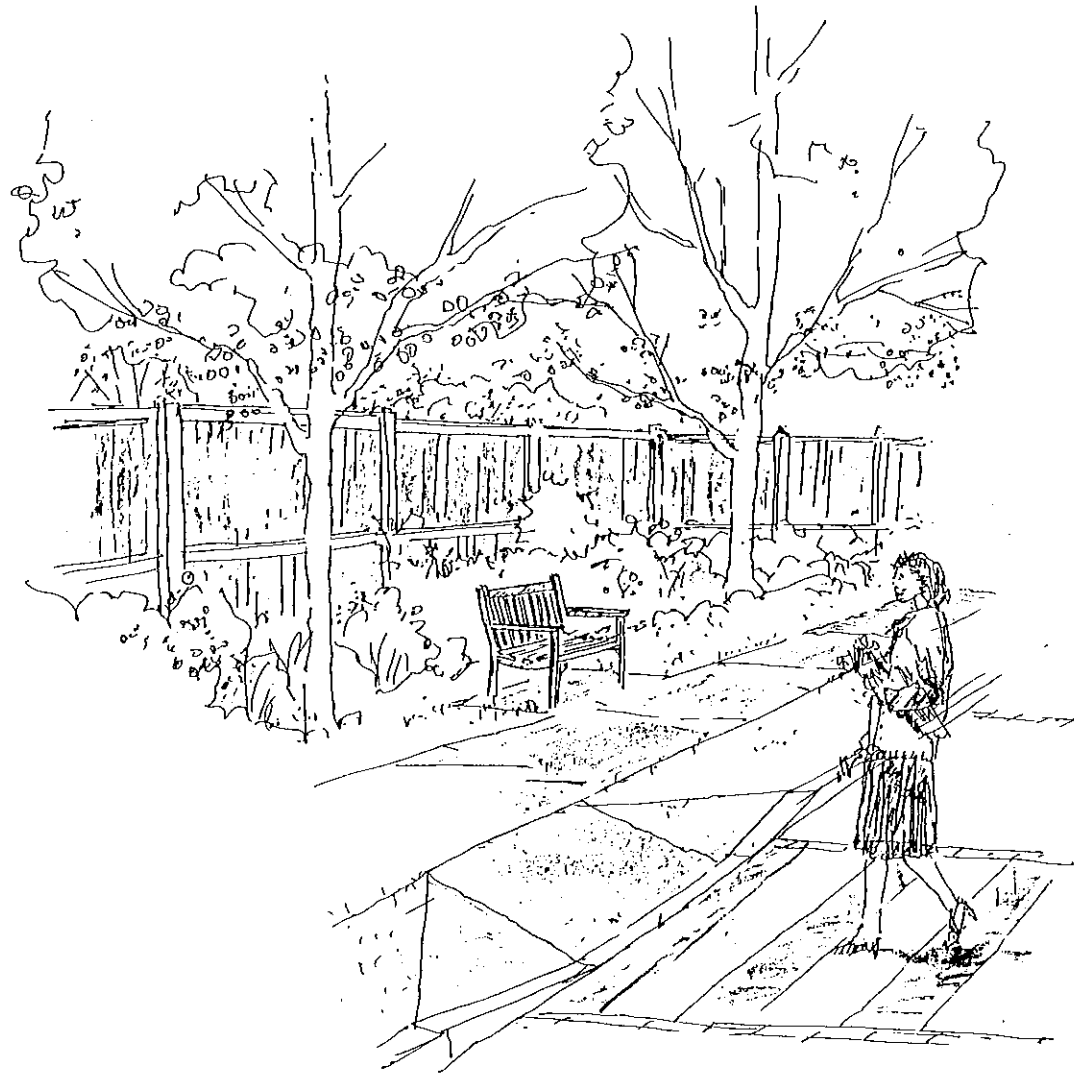
Permanent Crosswalk, Bumpout and Sidewalk
Main Street



'Post Office' Pocket Park

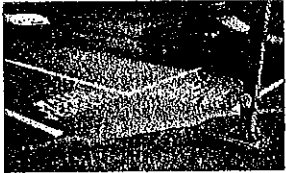
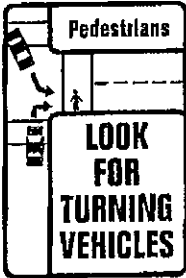


Shop n Save Pocket Park



Off Street Path
School Street to Village Mall Shopping Center

- * (OS 3) Transform greenspaces outside of current Post Office and at entrance to Shop N Save into pocket parks.
- * (OS 4) Express desire for open space component in the development and redevelopment along Mechanic Street and Railroad Avenue.



Traffic and Roadway

Implementation considerations: The most significant traffic and roadway recommendations are access management measures. Access management is the local control of driveways, vehicle movements and intersections to maintain highway safety and traffic carrying capacity. The number of curb cuts along a roadway is directly related to the number of accidents. Other benefits include reclaiming space devoted to driveways for sidewalks and esplanades and increase pedestrian safety due to reduced number of potential vehicle/pedestrian conflict points.

There are important considerations when planning and implementing an access management program. No reasonable access will be denied to any parcel when looking to consolidate driveways. The key is to look for long term opportunities to implement changes -- not to impose unreasonable burdens on existing owners of costs to implement changes. Changes should be implemented in conjunction with other measures such as roadway reconstruction, downtown revitalization, parcel redevelopment, change of ownership and type of use. Conditions (delay exiting and accidents) at the Village Shopping Mall and Shop n Save driveways should be monitored to assess the need for a traffic signal. This is not desirable due to close proximity to the New Portland Rd. intersection but may be required. The University will also be constructing a new access road to the campus off of Rt. 25 between South St. and Narragansett St.

Phase I Access Management Goals

- * correct deficient situations such as excessively wide or redundant driveways;
- * identify things that can be/should be done in the short term;
- * accomplish some driveway consolidation;
- * provide more definition to streetscape, reclaiming streetscape for pedestrians and greenspace; and,
- * eliminate some uncontrolled access points to Main Street.

*Traffic and Roadway
Recommendations*

- * (TR 1) Define new street/curb lines on Cross Street, Main Street at Christy's and 36 Main Street, in front of Robie Community Center, in front of Amato's on Main Street (to enforce no parking zone) and at GSB employee parking driveway entrance on Main Street.
- * (TR 2) Reconfigure Main Street/New Portland Road intersection to reduce crossing distances and provide crosswalk across Main Street on west side of intersection.
- * (TR 3) Retain Mechanic Street entrance to/from Main Street (short term, reevaluate in conjunction with development proposals on Mechanic Street and Railroad Avenue).
- * (TR 4) Provide protected left turn phases at Main/South Street intersection on School Street and South Street approaches.
- * (TR 5) Install speed limit sign and low level traffic calming measures (street trees and other landscaping to visually reduce width of street) on Preble Street to reduce speeds – evaluate need for further action (see Appendix for menu of other potential actions).
- * (TR 6) Encourage extension of Railroad Avenue to New Portland Road in conjunction with redevelopment of Mechanic Street/Railroad Avenue area.
- * (TR 7) Delineate on-street parking spaces by notching parking spaces to eliminate encroachment on intersections.
- * (TR 8) Evaluate sight distance problem at intersection of Church Street and School Street (see Appendix A for preliminary evaluation).
- * (TR 9) Reconfigure intersection of State Street and Narragansett Street to better channelize intersection (see Appendix for preliminary evaluation).
- * (TR 10) Establish commercial district gateways to include permanent crosswalks, signage and distinctive landscaping treatments.
- * (TR 11) Continue practice of requesting set-side of rights of way for potential relief route north of Gorham Village (this was done in conjunction with Gorham Savings Bank processing center approval process).

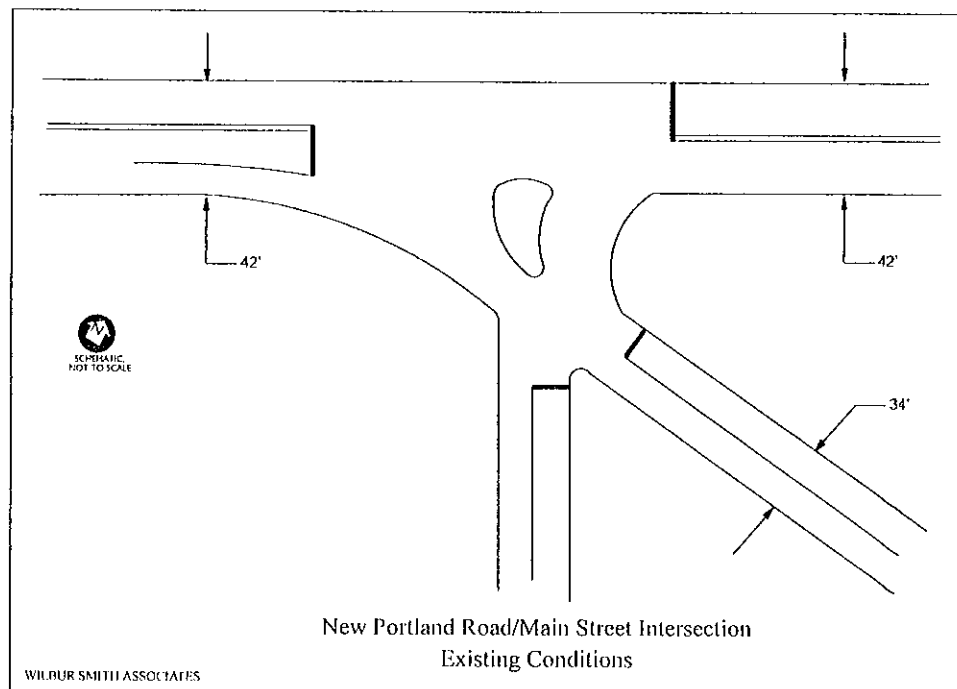
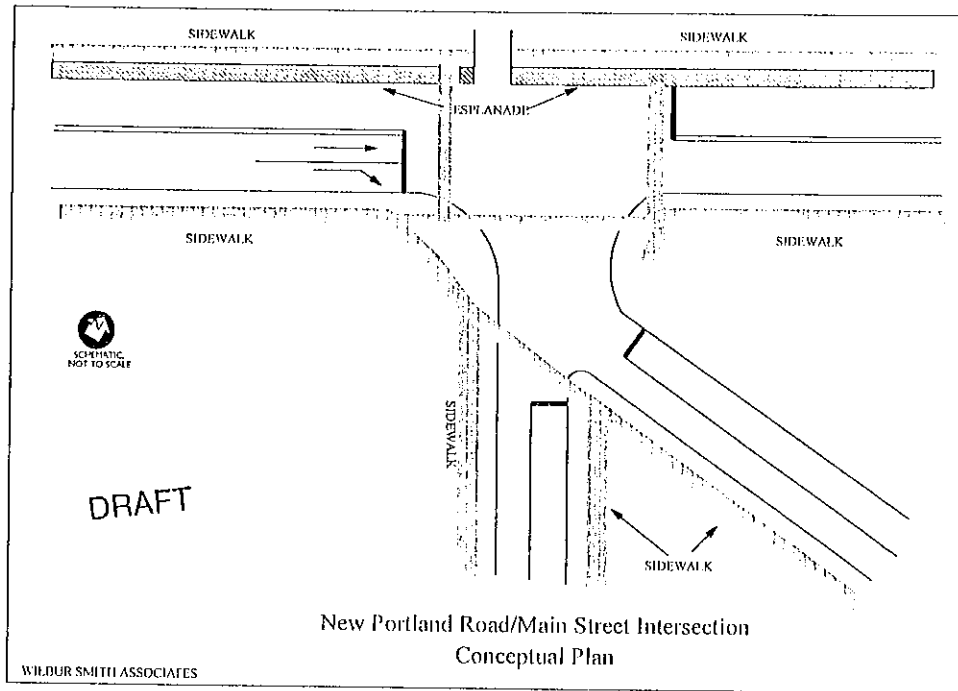
Parking

Implementation considerations: Phase I parking recommendations relate to reconfiguring access to parking and relocation of some parking. Most Robie Community Center parking is recommended to be relocated to the side in the joint parking area with Discount Mattress and Amato's (8 spaces) and in on-street parallel parking (8 spaces). The off-street spots would be

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Revised Access Plan
Cross Street Intersection



signed for parking for the Robie Center only. This is recommended due to the unsafe configuration of the current parking and its impact on the streetscape in front of the Center. The parallel parking spaces created could also be signed for Robie use only. It is anticipated that at least the same number of parking spaces will be provided.

Parking Recommendations

- * (PK 1) Reconfigure/relocate perpendicular parking in front of Robie Community Center to parallel parking and to side yard creating the same number or more spaces
- * (PK 2) Create interconnected parking for 36 and 42 Main Street shops/offices, Gorham Savings Bank employee parking and Village Mall, Shop N Save and new development on adjacent lot on Mechanic Street,
- * (PK 3) Create parallel on street parking on the side of 36 Main Street, in front of 36 Main Street and Christy's.

Bicycle Network Recommendations

- * (BK 1) Install "Share the Road" signs at village and commercial gateway locations.
- * (BK 2) Review concept for conversion of Sanford and Eastern RR right-of-way to a multi-use pathway
- * (BK 3) Provide bicycle racks at activity centers (libraries, etc.) and designated locations.

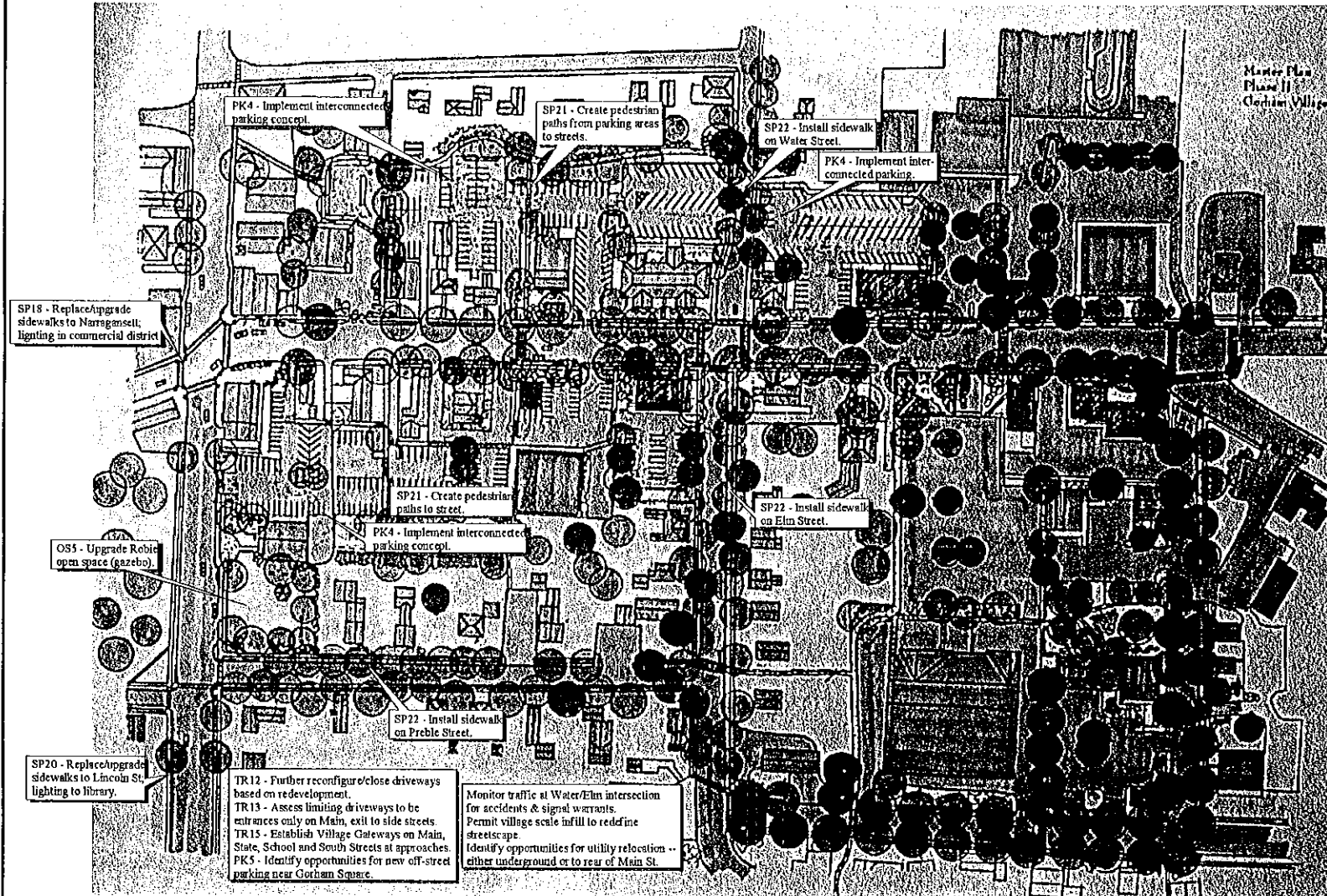
B. PHASE II DESIGN IMPROVEMENTS

The Phase II Improvement Plan generally identifies longer term opportunities, some of which, in many ways, are more speculative in nature. Phase II also includes more actions outside of the commercial district to include improvements to sidewalks and the streetscape leading to the commercial district. Many depend on the southwest relief route being in place.

A higher percentage of the Phase II recommendations rely on private actions. The recommendations depicted are intended not necessarily as site-specific items that should occur but as guidelines for changes as they occur. For instance, several new buildings are shown in the Plan. These are intended to highlight building orientation and massing that should be encouraged to occur within the village. Key features are to reinforce building location requirements that are currently required in the Village Center zoning district. It is recommended that the Urban Commercial zone be combined with the Village Center into a new zoning district.

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GORHAM MAIN STREET MASTER PLAN



Phase II Design Recommendations

Source: Richardson & Assoc. (concepts and rendering); Wilbur Smith Associates.

Parking

Implementation Considerations: Phase II parking recommendations concentrate on creating interconnected parking areas in the rear of buildings abutting Main Street. The main purpose is to reduce the number of traffic turning movements on Main Street. In combination with improvements to the streetscape, it should be more desirable to park once and complete all errands without the need to drive from one isolated parking lot to another. This will require high levels of cooperation between downtown businesses to address management and maintenance issues. The series of interconnected parking areas shown in the Phase II plan does slightly increase the amount of parking available in areas of the downtown.

It is also desirable from a traffic safety standpoint to reduce the number of conflict points for vehicles turning out onto Main Street from driveways. The interconnected parking areas will allow for incremental changes to parking lot egress. The idea is to get vehicles to enter via an individual businesses driveway but exit via a connected side street. This is discussed above in the Phase II Traffic and Roadway implementation considerations.

Important considerations when implementing the parking recommendations include improvement costs and management and maintenance of the lots. Improvement costs are intended to be borne when properties are upgraded for existing uses or transfer of ownership and change of uses occur. It is intended that these changes occur over time. The interconnecting of parking lots, coupled with the proposed changes in access to lots (“In” via Main Street, “Out” via side streets), will likely increase the burden on side streets for exiting traffic. This needs to be monitored closely. It is assumed that the construction of the westerly relief route will ease traffic demands on the downtown.

Changes in conditions from interconnected parking with outlets on to side streets needs to be monitored closely. These streets include Cross Street, Elm Street and Water Street. Also, if an exit from interconnected parking is made from South Street, this will also require monitoring. There will be additional checks as properties change uses or redevelop -- there will need to be Planning Board Site Plan Review of proposed changes. Implications of changes will be thoroughly reviewed.

Traffic monitoring actions:

- * monitor accident rates along Main Street, South Street, School Street
- * monitor accident levels for traffic entering parking areas at driveways and at side streets
- * monitor accident levels for traffic exiting from driveways and from side streets
- * monitor delays for exiting traffic from driveways and side streets to determine whether signal warrants are being met (mitigation of delays through signalization can be a requirement for site plan approval).

Opportunities to strategically increase parking should be kept in mind for areas near Gorham Square. This area has little off-street parking available. Should the Christy's location become available, the Town should consider purchasing this parcel for a municipal parking lot and possibly with an infill building or open space component adjacent to Main Street. Other potential sites include a vacant parcel on Elm Street behind Subway and the 'overflow' parking area for Shop n Save abutting Railroad Avenue.

Parking Recommendations

- * (PK 4) Implement interconnected parking concept on each side of Main Street within the Commercial district
- * (PK 5) Identify opportunities for municipal parking areas near Gorham Square.

Open Space Recommendations

- * (OS 5) Provide amenities in open spaces to include gazebo/band stand at Robie Community Center and benches and trash receptacles at all open spaces.

*Streetscape & Pedestrian
Recommendations*

- * (SP 18) Replace/upgrade sidewalks along State Street from Main to Narragansett Street
- * (SP 19) Replace/upgrade sidewalks along School Street
- * (SP 20) Replace/upgrade sidewalks along South Street
- * (SP 21) Create pedestrian paths from interconnected parking areas to streets
- * (SP 22) Install sidewalks on Elm, Water and Preble Streets

Traffic & Roadway

Implementation considerations: Phase II access management recommendations include assessing driveway access in conjunction with the gradual interconnection of parking areas. One strategy is to make most driveways to rear parking areas as entrances only, prohibiting exiting traffic. Traffic would exit via side streets, making these movements more controlled at intersections rather than driveways. As stated above in the parking section above, this will require monitoring each proposed change to ensure that side streets are not over-loaded.

Truck traffic will continue to be problematic in the village center for the foreseeable future. No improvements were identified specifically to deal with the increasing truck traffic. The southwest relief route will re-route traffic that currently uses South Street north and south bound. Traffic that traverses the village due to Route 204/4 traffic will continue to traverse the commercial district along Main Street. A northerly relief route would be needed to remove these through-trucks and automobiles from the village traffic stream.

*Traffic and Roadway
Recommendations:*

- * (TR 12) Further reconfigure/close driveways in conjunction with redevelopment of sites
- * (TR 13) Assess limiting driveways along Main Street to be entrances only with exits via side streets (Water, Elm and Cross Streets).
- * (TR 14) Implement changes to Church Street/School Street intersection
- * (TR 15) Establish four village gateways through signage and landscaping treatments

Parking

Implementation Considerations: Phase II parking recommendations concentrate on created interconnected parking areas in the rear of buildings abutting Main Street. The main purpose is to reduce the number of traffic turning movements on Main Street. In combination with improvements to the streetscape, it should be more desirable to park once and complete all errands without the need to drive from one isolated parking lot to another. This will require high levels of cooperation between downtown businesses to address management and maintenance issues. The series of interconnected parking areas shown in the Phase II plan does slightly increase the amount of parking available in areas of the downtown.

It is also desirable from a traffic safety standpoint to reduce the number of conflict points for vehicles turning out onto Main Street from driveways. The interconnected parking areas will allow for incremental changes to parking lot egress. The idea is to get vehicles to enter via an individual businesses driveway but exit via a connected side street. This is discussed above in the Phase II Traffic and Roadway implementation considerations.

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Changes in conditions from interconnected parking with outlets on to side streets needs to be monitored closely. These streets include Cross Street, Elm Street and Water Street. Also, if an exit from interconnected parking is made from South Street, this will also require monitoring. There will be additional checks as properties change uses or redevelop -- there will need to be Planning Board Site Plan Review of proposed changes. Implications of changes will be thoroughly reviewed.

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Parking Recommendations

- * (PK 4) Implement interconnected parking concept on each side of Main Street within the Commercial district
- * (PK 5) Identify opportunities for municipal parking areas near Gorham Square.

Open Space Recommendations

- * (OS 5) Provide amenities in open spaces to include gazebo/band stand at Robie Community Center and benches and trash receptacles at all open spaces.

C. POLICY/PROGRAMMATIC RECOMMENDATIONS

Policy and programmatic recommendations differ from the 'design' recommendations in that they are concerned with processes that affect change. It is crucial that the regulatory, administrative and organizational structures be in place to support the 'brick and mortar' parts of this plan.

Municipal/Civic/Government Functions

It is important for historic town centers to retain a core of civic and government functions. These functions may include town offices, post offices, libraries and schools. These activities add *the* indispensable ingredient for a healthy downtown -- people. Children walking to school, office workers shopping during lunch breaks and trips to the post office create a needed vitality. Pressures for more space are real and must be addressed through creative long range planning. Many of these issues are currently under debate within Gorham.

- * **Maintain civic uses within the village centers.**

Directing Growth

The Town has several ways to direct compatible growth to specific areas. These include infrastructure investments and developer incentives. Many of these measures are addressed in other programmatic recommendations.

Infrastructure Investments: The Town can spur development by the private sector by targeting its investments. Improvements in the streetscape and pedestrian facilities will signal to developers that the Town is serious about retention and attracting new village businesses. It is important for it to be an explicit policy of the Town to make infrastructure improvements in village centers a priority.

- * **Make village centers priorities for public investment in infrastructure.**

Developer Incentives. These incentives may include waiving or reducing parking requirements for upper floor residential uses in the Village Center and Urban Commercial district (or their successors) or making gap financing available.

- * **Provide incentives for quality, mixed use development in village centers.**

Downtown Management & Marketing

Establish an organization responsible for downtown marketing and promotion. This may be a new organization or a unit of an established entity. The purpose is to focus on new business development and retention, promote and implement the Main Street Master Plan and develop programming in the Village Center. Programming may include festivals, concerts, sidewalk sales, parades, and other events. These events should highlight Gorham's history and vitality to bring people back to the Village. The recently renovated Robie Community Center and an upgraded greenspace should be used. Programs should be jointly developed and marketed by the Town and USM. Several organizations with a town or region-wide focus currently exist. The Recreation Department should be integrally involved in downtown programming.

The Economic Development Corporation or Planning Department should oversee a marketing study. Such a study could be conducted as a class project by USM students. The study would identify the types of businesses that should be attracted to the Village Center. It could also serve the dual purpose of integrating students and faculty into the Town/village. The students would be ideal researchers to identify strengths and weaknesses in gaining more business by USM staff, faculty and students.

Special consideration should be placed on attracting compatible non-retail uses within the Village Center and Urban Commercial districts (or their successor district). These may include more office/professional/service uses and residences. Office/professional/service uses add critical mass to the number of shoppers and users of services in the downtown during the day. Apartments above shops add a night time presence in the downtown.

Special attention needs to be paid to the issue of parking. Implementation of the interconnected parking concept will raise numerous issues regarding lot management and maintenance. A consensus will need to be formed that it is in the best interest of the village businesses. There are implications for lot usage – shoppers may park in 'your lot' and visit your business but then go to another business without moving the car. This type of usage should be encouraged and does already occur to some extent.

- * **Establish a formal organization focused on Gorham Village to lead business attraction/ retention and promotion activities.**
- * **Conduct a marketing study to identify businesses to attract to the village.**

- * **Create a parking subcommittee to guide parking policy in the Village and oversee implementation of the recommended parking concept.**

USM Coordination

The presence of the university is a relatively untapped resource with regard to the economic and cultural impact on the Village Center. Improved coordination and integration with the University should occur at different levels, on formal and informal bases. The University is undertaking a program to strengthen the Gorham campus as a residential campus. It has taken several steps toward this goal. These steps include offering enhanced academic offerings at the Gorham campus and extracurricular activities. Major new facilities constructed on campus include a new field house and ice arena.

- * **Institute a Town/USM committee to address issues. Sub-committees should be formed to address specific topics such as transportation and cultural programming.**

Transportation

Currently, there is no public bus transportation available to Gorham residents. The USM provides bus service open to students, faculty and staff between the Gorham and Portland campuses. Limited service is also provided to the Maine Mall. The Greater Portland Council of Governments has coordinated a planning effort to plan for bus service that would be open to the public and serve the university. The service would operate at half hour intervals and connect Gorham to the Maine Mall area and to downtown Portland. Plans call for this service to be implemented in 2001. The Town, through its participation with PACTS, should aggressively pursue this project. Funding of the local share (likely 20%) would be through cost sharing between participating municipalities and the USM. This service is recommended in the Gorham-Portland Corridor Study.

- * **Work to implement new transit services by 2001 in conjunction with USM.**

Class schedules

Classes that begin or end near the peak hour traffic periods can exacerbate traffic congestion. Fall 1997 classroom enrollment figures show significant student enrollment in classes beginning and ending between 4 PM and 6 PM. Typical enrollment is between 400 and 500 students on Monday through Thursdays for classes beginning during these three hours.

- * **Work with USM to examine transportation implications of class schedules.**
- * **Coordinate traffic management measures with USM (new traffic signals and flexible signal equipment that can adjust to peak demands).**

Community programs

Coordinate a program of events open to the public to encourage more interaction between the Gorham and USM communities. These include arts events (gallery shows, plays, concerts, coffee houses), seminars and forums, sports events, and trade and business shows. The University is hosting a Gorham business trade show this Spring.

- * **Develop a series of joint programs to be held on campus and in the village center to attract groups**

D. IMPLEMENTATION TOOLS AND STRATEGIES

Facade Grants

- * **Create a facade grants program.** This program provides financial incentives to property owners to improve the facades and landscaping of buildings within the village centers. This should be targeted to commercial buildings. This may be in the form of grants or low interest loans. Require matching funds from the business or property owner. This is also a recommendation of the South Windham/Little Falls Revitalization Plan. Make the program available to all village centers.

Parking regulations

- * **Revise parking requirements** to tailor them to normal use, not peak usage. Encourage interconnected parking areas through interparcel connections. Allow and encourage the interconnection of parking areas where feasible.
- * **Shift approval of shared parking from Zoning Board of Appeals to Planning Board.**

Signage Ordinance

- * **Revise sign ordinance.** The Town is currently reviewing its sign ordinance. The enacted ordinance should clearly distinguish the types of signs that are compatible in the village commercial district. The intent is to ensure the visual compatibility with the scale and character of the surrounding architecture. Signs shall be designed to be read by pedestrians and slow moving cars. Internally illuminated signs should be prohibited in the commercial district. Signs that do not meet these standards should be made non-conforming signs.

Quality, Unifying Landscaping

- * **Require quality landscaping materials** and design around buildings and within parking areas as part of site plan review and design review,. The design should relate strongly to and complement other properties. The design guidelines should clearly illustrate desired design parameters including types of materials (native species and climate resistant) and preferred placement and massings. The intent is not to make every property look the same but to provide some coherence of design throughout the commercial district. Minimum buffering of parking and buildings with landscaping should be specified and illustrated. Minimum numbers of trees per parking space should be required. Incentives can be provided to offset impacts on parking. Landscape requirements may be waived when they can not reasonably be met.

Open Space Easements

- * **Create incentives for developers** to create open space within new developments. These spaces do not have to be significant in size to make a large contribution to the livability of the downtown. Three locations identified in this plan for enhanced pocket parks include in front of the current Post Office, at the entrance to Shop N Save and on currently vacant lot on Mechanic Street. Encourage the developer to grant an open space easement for public access. This can also reduce the liability for the property owner by granting this access formally. These incentives may include a reduction in parking requirements where the reduction can be shown to not have a negative effect.

Zoning Districts within Gorham Village

- * **Combine the Village Center and Urban Commercial districts into a unified district.** The following changes would allow a single district to apply to land areas now subject to the VC and UC Districts. Several minor regulatory distinctions are recommended to be

retained within the new zoning district to recognize existing development and ownership patterns.

- ◆ *Permitted Uses.* Establish a relationship between gross floor area and building footprint. Establish a maximum individual retail store building footprint. Reduce permitted gross floor area. Allow larger gross floor areas for multiple story retail stores. This would encourage multiple story buildings subject to current height restriction (35 feet).
- ◆ *Single District.* Retain Village Center District, delete the Urban Commercial district, and extend the Village Center District to the geographic areas formally covered by the UC District. This would make the areas currently in the UC District subject to the requirements of the VC District.
- ◆ *Drive-Through Service.* Continue to allow a drive-through when accessory to a financial institution. This would affect areas currently in the UC District. A drive-through would no longer be allowed for any permitted use, but would be allowed only for financial institutions.
- ◆ *Building Setbacks.* Require that the setback be the average of the existing setbacks in the block in which the building is located for that portion of Main Street lying between South and Elm Streets. Require a maximum 25-foot setback be established in all other areas. This provision would retain the regulatory distinction which currently exists between VC and UC. Allow the Planning Board to permit lower setbacks when multiple buildings are being developed as part of the same site and adequate provisions are made for emergency access and other public safety considerations.
- ◆ *Side and Rear Yards.* Retain the 10-foot setback. This would change the setback in areas currently zoned UC from 20 to 10 feet.
- ◆ *Minimum Open Space.* Require 25% of the lot area in the areas currently zoned UC to remain open space. This would not be a requirement in the current VC District (due to parcel orientation). Waivers should be available when not feasible.
- ◆ *Parking in Front.* Continue to require that no portion of the lot in front of the front building line may be used for off-street parking, service or loading, but add language allowing the Planning Board to waive this requirement when there is no practical alternative.
- ◆ *Off-Street Parking Waiver.* Retain the provision which states that the Planning Board can waive or reduce off-street parking requirements when an existing building is being converted to another permitted use, or when adequate off-street parking

exists within 300 feet of the site. This will allow the Planning Board to waive the parking requirement in areas currently subject to the UC District (no such waiver currently exists). Reduce by half the parking requirements for residential uses above first floor retail/office uses. Allow the Planning Board to waive all parking requirements for residential uses above first floor retail/office use if shared parking can adequately meet parking demand and increase allowable distance for parking provided off-site for upstairs residential uses. (See “Shared Parking” in Tools and Strategies section.)

- ◆ *Combining Entrances.* Add a provision stating that the Planning Board may require that entrances be combined to the maximum extent possible. This will be a new requirement in areas currently zoned VC.
- ◆ *Parking Location.* Continue requirement for rear or side yard parking, with none permitted in required front yard.

* **Create an Office Residential Zone.** This new zoning district would provide a more compatible transition between the commercial district and the adjacent residential neighborhood.

- ◆ Create a new, transitional zone on both sides of Preble Street.
- ◆ Encourage home-occupation, adaptive reuse of existing buildings. Encourage reuse for service and professional businesses subject to impact review.
- ◆ Provides zoning more compatible with the likely increased use of Preble Street as the Railroad Avenue/Mechanic Street area redevelops and Main Street traffic increases prior to relief route construction. Retain apartment uses as a conforming use.

Contract Zoning

- * **Revise the current contract zoning provisions** to allow residential uses to be part of a contract zone within Village Center zoning districts. This use would be restricted to the upper floors of ground floor retail/office uses. This would further the goal of developing a critical mass of people to support village businesses.

Access Management Bylaw

- * **Amend the access management related portions of the Parking, Loading and Traffic requirements** (Chapter II, Section II).

- ◆ *Number of Entrances.* Amend regulations to Village Center and Urban Commercial (or their successors) to permit only one access to each property. Allow the Planning Board to permit a second access, or a separate entrance and a separate exit, when such second access or separate entrance and exit points, would facilitate traffic flow, accommodate an odd-shaped lot, or enhance shared driveways, shared parking or parking to the rear of buildings.
- ◆ *Access Limits to Main Street.* Amend the Village Center district (or its successor) by adding a performance standard that would permit the Planning Board to further restrict access to Main Street where alternative access is available. This standard currently applies to the Urban Commercial district.
- ◆ *Parking, Loading and Traffic Standard.* Amend these requirements (Chapter II, Section II) to include provisions for the following, in the Village Center and Urban Commercial districts (or their successors):
 - ⇒ minimum corner clearances;
 - ⇒ minimum and maximum driveway widths (by uses);
 - ⇒ parking lot interconnections wherever possible during site development or redevelopment;
 - ⇒ sufficient throat length to prevent traffic back-ups onto Main Street;
 - ⇒ minimum curb radii;
 - ⇒ maximum lighting pole height; and
 - ⇒ parking lot landscaping requirements (may be part of design review as well).

Encourage Infill Development

- * **Amend the Special Exceptions** within the Village Center and Urban Commercial districts (or their successor) to allow accessory structures. These accessory structures may house non-automobile oriented uses (e.g., no drive through uses) such as small scale retail or mixed use where it can be demonstrated that any reduced parking will not have negative impacts on surrounding uses or that displaced parking can be satisfactorily be offset by off-site parking or relocated.

Adaptive reuse

- * **Encourage adaptive reuse** of existing buildings that contribute positively to the streetscape, adding variety and visual interest to the street.

Design Review Guidelines

- * **Implement design review as part of site plan review.** The planning board should review as part of its site plan review process the oversight of design guidelines. It is not recommended that a separate design review board be established due to the added administrative burden and costs on the Town and developers. A key element of this is that architectural design shall be compatible with smaller scale commercial, village uses. Large buildings should be broken into smaller massing of connected buildings to reduce their appearance. Variation in detail, form and siting shall be used to provide visual interest and avoid monotony.

The developed design guidelines should cover the following areas: architecture style including facades, windows, roof lines, building height; building materials including siding, roof ; building orientation and setbacks; landscaping including types of materials and their massing around buildings and within parking areas; and, signs, including placement, materials, illumination, height and size

- * **Develop a Design Guidelines Handbook** for Gorham. The Handbook should include a clear statement of purpose, clear requirements for submissions as part of the site plan review process, clear definitions for each element covered, clear procedures for approval, disapproval and appeal, and illustrate clearly the design elements covered by the guidelines.

Pre-application conference/workshop

- * **Require a pre-application conference.** The developer, prior to submitting a formal application to the Town, shall schedule a pre-application meeting with the Town's assigned development review staff. This includes the Planning Director, Town Engineer, Police Chief, Fire Chief, and Public Works Director. At the meeting, applicable site plan review procedures and design guidelines would be discussed.

APPENDIX A
TRAFFIC ANALYSIS

MEMORANDUM

Portland Office
February 18, 1998

To: Bruce Hyman

From: Tom Errico

Subject: College/Church/School - State/Maple/Saco - Main/State/South/School

1. State Street/Saco Road/Maple Street - This location appears to operate at an acceptable level of service. Previous work conducted by Eaton Traffic Engineering indicated traffic signals are not warranted. While not considered a High Accident Location, according to Maine Department of Transportation (MDOT) guidelines, the intersection experienced 14 accidents between 1993 and 1995. The most common accident pattern was rear-end collisions on the Saco Road approach. In general the intersection is large and can be confusing due to the channelized islands. Recommendations are summarized below:
 - To mitigate the rear-end accident problem and to better define the intersection, it is suggested that some or all of the channelization islands be removed and the intersection be reduced in size. The intersection should continue to provide a separate left-turn lane on State Street and separate left and right turn lanes on Saco Road. Additionally, the design must accommodate the significant truck volume traveling through the intersection. Although low/moderate in numbers (28 pedestrians over a 12-hour period), pedestrian crosswalks and signing should be provided on the Saco Road approach. The redesigned intersection will also be better suited for pedestrian crossings.
2. Main Street/State Street/South Street/School Street - Recommendations were identified for the State Street and School Street approaches and are generally based upon previous studies and are summarized below.
 - The traffic signal should be upgraded (MDOT is currently designing improvements) and consist of: provision of protected phases on both School Street and South Street. This will require installation of 5-section signal heads.
 - Eliminate the existing exclusive pedestrian phase and incorporate a concurrent pedestrians phase. In conjunction with this, curb extensions should be

considered to reduce pedestrian crossing distance's. These curb extension must be carefully designed so they do not negatively impact vehicle turning.

- Install signing to better defined the appropriate stopping locations.
- Improve pedestrian crosswalk visibility with thermo-plastic paint or other material.
- The utility pole on the northwest corner of the intersection should be relocated.

3. School Street/College Street/Church Street - This location is a High Accident Location according to MDOT data (10 accidents/Critical Rate Factor = 1.77). Although collision diagrams were not available, the safety problem is likely related to the limited sight distance for vehicles exiting Church Street. To correct this problem, three options were considered.

- The first option considered the relocation of Church Street opposite College Street. Based upon the need to demolish the existing USM Child Care Building, it is recommended that this option be eliminated for further consideration.
- The second option consists of converting College Street to a one-way street. While this action will alleviate the problem for exiting vehicles, it will in my opinion divert traffic to Main Street, in particular the deficient Main Street/Elm Street/Water Street, Main Street/South Street/School Street/State Street intersections, thereby exacerbating congestion and safety problems at these locations. Accordingly, this option should not be considered.
- The third option consists of the reconstruction of School Street. Specifically, this option consist of physically lowering the crest curve on School Street to improve the sight lines for vehicles exiting Church Street. It is suggested that this option be pursued further, to determine its feasibility.

TAE:

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MEMORANDUM

*Portland Office
January 22, 1998*

To: Bruce Hyman

From: Tom Errico

Subject: Gorham - South Street

In response to your request, I have performed an evaluation of South Street between Main Street and Lincoln Street and offer the following comments. In general, my evaluation focused on the roadway cross-section, with the intent of identifying recommendations that modify the current pavement marking configuration for improved safety and operations.

- South Street between Main Street and Preble Street - In the northerly direction, two travel lanes are provided (an exclusive left-turn lane and a shared through/right lane) with perpendicular parking in front of the Community Center. In the southerly direction one travel lane is provided with parallel parking. Clearly the removal and/or conversion of the perpendicular parking area to parallel parking is recommended. Field measurement of the two northerly lanes indicated lane widths are 11 feet. Restriping South street to provide 12 foot approach lanes is recommended. According to accident data, a significant number of accidents involve vehicles entering or exiting Amato's Restaurant. These accidents appear to be related to the proximity of the driveway to the Main Street intersection, and likely occur during periods when queuing on South Street obstructs motorists sight.
- South Street /Preble Street/Green Street - Although not a problem at the time of my field visit, there are no on-street parking restrictions near intersections. During high parking demand periods, vehicles likely park near intersections, obstructing sight for motorists exiting minor streets. It is recommended that parking be prohibited within 25 feet of an intersection to ensue reasonable sight distance.
- South Street south of Green Street - One travel lane with parallel parking is provided in each direction. Based upon my review of traffic conditions, there were no obvious reasons to modify the current pavement markings. In cases where heavy left-turn volumes exist, elimination of on-street parking in order to provide a left-turn bay may be beneficial to through traffic mobility. However, traffic levels turning onto side streets are likely too low to warrant changes.

MEMORANDUM

*Portland Office
January 21, 1998*

To: Bruce Hyman
From: Tom Errico
Subject: Gorham - Preble Street Traffic Calming

The purpose of this memorandum is to present possible traffic calming strategies that are intended to mitigate deficiencies related to vehicular speeds and cut through traffic on Preble Street. The ultimate selection of a traffic calming plan should be based on engineering studies. Although a single technique may be considered, generally a combination of techniques is needed to address the problem comprehensively.

A field investigation of Preble Street was performed on Tuesday January 20, 1998. Several items were noted including: few cars were parked on the street producing the view of a very wide straight road; speed limit signs are not posted; the width of Preble Street is 28+/- feet, warning signs (e.g. slow pedestrians ahead) do not exist.

The following presents a list of possible traffic calming strategies aimed at addressing issues on Preble Street.

1. **Review Speed Limit** - Reducing the speed limit on a road can lead to a corresponding reduction in travel speed. However, numerous studies have shown that the speed of traffic is much more related to the driving conditions than the posted speed limit.

Advantages

- Reduces accident potential
- Reduces emissions
- Relatively inexpensive

Disadvantages

- Creates a false sense of security for the neighborhood
- A high level of enforcement is required to maintain a level of speed below what the physical conditions dictate.

Comment: Because speed limit signs are not present, installing signs may have a positive effect on speeding (supplemented with warning signs). However, considering the wide and straight configuration of Preble Street, excessive speeding would likely continue, unless an enforcement program were also included.

2. **Neighborhood Watch** - This is a public awareness program intended to make drivers aware of residents concerns regarding the impact of speeding on neighborhood safety and livability. This is accomplished by having residents/businesses record speeds and notify the Town of license plates and description of speeding. The Town then sends letters to the registered owners of vehicles noted by residents as speeding through a neighborhood.

Comment: Could have a positive effect, and therefore should be considered.

3. **Curb Extensions (neckdowns)** - Curb extensions are extension of curb toward or to the travelway. They are installed at intersections or mid block.

Advantages

- Reduces Pedestrian crossing time and distance
- Provides opportunity for visual enhancements
- May reduce speeds May reduce volume by eliminating cut-through traffic.

Disadvantages

- Removal of parking spaces
- Impact on drainage
- impact on bicyclists
- Relatively costly

- Winter Maintenance

Comment: Based upon the wide cross-section of the road, modifications that visually present a narrower road, like curb extensions, should be considered.

4. **Street Weaving** - Street weaving consists of introducing a horizontal curvature to a roadway to break up the runaway effect of wide straight streets.

Advantages

- Reduces speeds near the device

Disadvantages

- Parking Removal
- Impact on drainage
- Cost

Comment: Based upon the straight alignment of the road, modifications that incorporate horizontal curves, like street weaving, should be considered.

5. **Road Humps** - Road humps are less abrupt than road bumps and can have rounded or flat tops.

Advantages

- Effectively reduces travel speeds in the vicinity of the hump
- Relatively inexpensive
- Limited parking removal
- may reduce cut-through traffic

Disadvantages

- Increased noise from acceleration and deceleration

Comment: Noise could be a problem considering the residential land uses on Preble Street. Otherwise it should be considered.

6. **Colored and Textured Pavement** - A treatment of the pavement to create a different look to alert the driver that they are in a special place or pedestrian environment. May consist of colored pavement, textured paving or pavers.

Advantages:

- May reduce speeds
- can enhance the visual environment
- Poses no restrictions for roadway users
- Requires no parking removal

Disadvantages:

- Can be noisy
- Can be slippery
- Can be costly

Comment: Noise could be a problem considering the residential land uses on Preble Street. Otherwise it should be considered.

It should be noted that implementation of traffic calming strategies on Preble Street could negatively impact other streets or intersection in downtown Gorham. For example, traffic may divert from Preble Street to Elm Street and increase traffic at the deficient Main Street/Elm Street/Water Street intersection.

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MEMORANDUM

*Portland Office
January 14, 1998*

To: Bruce Hyman
From: Tom Emico
Subject: Gorham Accident Evaluation

The following summarizes the results of an evaluation of accident history at several locations in the downtown Gorham area.

- Main Street/Water Street/Elm Street

Between the years 1993 and 1995 14 accidents were reported resulting in a critical rate factor of 1.20. Twenty-eight percent of the accident were personal injury collisions. Of the 14 accidents, 8 were angle collisions, three were rear-end collisions, one was a sideswipe collision, one was a vehicle backing accident and one involved a hit bicyclist. Of the eight angle collisions, two patterns were evident. Three collisions involved vehicles turning left from Water Street, while two accidents involved vehicles turning left or through from Elm Street. Of the two accident involving Elm Street vehicles, one occurred at 9:00PM on snow covered pavement. The second accident occurred at 1:40PM under good weather conditions with the driver failing to yield the right of way. Of the three accidents involving Water Street vehicles, all three were caused by motorists failing to yield the right of way. One collision occurred on snow covered pavement, while the remaining two occurred under good weather conditions.

No obvious safety deficiency exists at this locations. It is likely that the angle collisions are caused by minor street vehicles having difficulty entering the Main Street traffic stream. The level of accidents is not sufficient to warrant the installation of a traffic signal per procedures contained in the Manual on Uniform Traffic Control Devices, Federal Highway Administration . If increased usage of Water Street and Elm Street is anticipated, increased accident rates are likely. Because of this, it is recommended that conditions be monitored in the future, as development activity occurs. It is likely that increased traffic on Water Street and Elm Street will result following the installation of a traffic signal. However, installation of a traffic signal at this location must consider the impact to mobility on Main Street, in particular traffic signal coordination at Portland Street and School Street/South Street.

- Main Street between Water Street/Elm Street and New Portland Road

Between October 13, 1995 and May 30, 1997 30 accidents were reported at this location. According to data for the period 1994-1996, 22 accidents were reported with a critical rate factor of 2.08 and a percent injury rate of over 50 percent.

According to the collision diagram, 7 accidents were rear-end collisions, 11 accidents were angle collisions, 10 accidents were turning collisions, one involved an out of control vehicle, and one was a sideswipe collision. Several of the accidents involved movements entering and exiting driveways. Four accident involved vehicles exiting the Mobil Gas Station, 5 accidents occurred at the Big Apple, 7 accidents at the Village Mall. In respect to time-of-day patterns, no clear pattern was evident. Accidents generally occurred during the alter morning, mid-day, and afternoon time periods.

- Main Street/Cross Street

Between October 13, 1995 and May 30, 1997 19 accidents were reported at this location. According to data for the period 1994-1996, 15 accidents were reported with a critical rate factor of 1.40 and a percent injury rate of 13 percent.

In reviewing the collision diagram for this location, the primary accident pattern consisted of angle collisions involving vehicles turning left from Cross Street with westbound Main Street vehicles. Many of these accident were caused by vision obscurement, which is likely related to vehicular queues from the intersection at School Street/South Street. In many cases, as two lanes of vehicle queues develop, the near side queued vehicle would permit traffic from Cross Street to exit, without considering the far side queued vehicles. This conclusion is also supported by the time-of-day data. Many of the reported accidents at this location occurred during the weekday afternoon period, when congestion is at its worst.

- Main Street between Cross Street and Water Street

Between the years 1993 and 1995 12 accidents were reported resulting in a critical rate factor of 1.02. Twenty-five percent of the accidents were personal injury collisions. Of the 12 accidents, 8 were rear-end collisions, and four were angle collisions. Three of the angle collision involved vehicles exiting Cook's Hardware, with the remaining one involving a vehicle exiting the Post Office.

- Main Street between School Street/South Street and Cross Street

Between the years 1993 and 1995 9 accidents were reported resulting in a critical rate factor of 1.72. Forty-four percent of the accidents were personal injury collisions. Of the 9 accidents, 5 were rear-end collisions, and two were turning collisions, one was a angle collision, and one involved a hit bicyclist. The two turning accidents and the one angle

MEMORANDUM

*Portland Office
January 15, 1998*

To: Bruce Hyman

From: Tom Erico

Subject: Gorham - Main Street/New Portland Street/Mechanic Street

The purpose of this memorandum is to summarize the results of an evaluation of proposed improvements at the Main Street/New Portland Road/Mechanic Street intersection. Based upon the conceptual plan dated 12/18/97, three improvement strategies are recommended. Each improvement recommendation is described below, with comments.

- **Eliminate Westbound Left-turn to New Portland Road Mechanic Street** - Based upon current traffic information, the volume for this movement ranges from 5 vehicles during the Mid-day and PM peak hours to 10 vehicles during the AM peak hour. Prohibiting this movement should not have a noticeable negative impact, and should help to improve mobility on Main Street. However, as development activity increases (e.g., relocation of Post Office) on Mechanic Street and Railroad Avenue, an increase in demand for this movement is likely. This increased demand could result in circuitous movements for motorist originating from the east, and increase traffic on Elm Street and Railroad Avenue.
- **Keep Mechanic Street in Signal System** - In the PACTS sponsored traffic study of the Main Street/New Portland Road/Mechanic Street intersection, recommendations were identified that restricted movements from Mechanic Street, thereby eliminating a separate signal phase. This action was intended to mitigate failing operating conditions, by improving the efficiency of the traffic signal. However subsequent analyses conducted by Eaton Traffic Engineering indicated acceptable operating condition can be provided at this location using current engineering methodologies, and if considered in isolation. Based upon this information, maintaining access to Mechanic Street is acceptable. However, if improvement in operating conditions are desired in the future, removal of the Mechanic Street phase from the signal system will improve the overall efficiency of the intersection. This improvement in operating conditions was well documented in the PACTS study where predicted failing conditions were improved to acceptable levels. In conjunction with this action, extension of Railroad Avenue to New Portland Road should be considered. This connection will help to maintain reasonable

access to and from Mechanic Street/Railroad Avenue properties and minimize traffic impacts to Elm Street.

- **Reconfigure Intersection To Improve Pedestrian Crossings and Enhance Aesthetics** - Two improvement modifications are proposed relative to pedestrian operation enhancements. The first consists of providing pedestrian crosswalks on all approaches at the intersection. Currently crosswalks are provided across the New Portland Road approach and across the easterly Main Street approach. Two additional crosswalks are proposed. One crosswalk will be located across Mechanic Street, and would be expected to operate acceptably. The second location is across the westerly Main Street approach. Providing a crosswalk at this location has some operational and safety implications. Pedestrian movements across this approach will likely occur when New Portland Road and/or Mechanic Street traffic has the green phase. During periods when pedestrians are crossing, traffic turning left from New Portland Road will by law be required to yield. If pedestrian demand is significant, the capacity of this movements may be reduced. Additionally, because the left-turn movement from New Portland Road is much greater than right-turn movements, a greater number of pedestrian/vehicle conflicts are likely. It should be noted that for all intersection crosswalks, pedestrian signal heads should be provided to assists pedestrians in their crossing maneuvers.

The second action consists of geometric modifications at the southwestern corner of the intersection, thereby reducing the distance crossing New Portland Road. This change has both positive and negative traffic impacts. By reducing the crossing distance on New Portland Road, pedestrian phase time requirements are reduced, which can improve the overall efficiency of an intersection. However, with reductions in the curb radius from Main Street onto New Portland Road, a reduction in capacity on the eastbound approach will result. The right-turn volume from Main Street onto New Portland Road is significant (e.g. 530 vehicles during the AM peak hour). An option would be to increase the radius, but this would also increase the pedestrian crossing distance. Some compromise is suggested.

In respect to the geometric modifications, the ability of trucks to turn onto New Portland Road, with the reduced radius should be reviewed.

TAE:

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collision involved vehicles entering or exiting Christy's Market. Four of the five rear-end accidents occurred on the eastbound travel lane, although it is unclear what the contributing factor was, other than inattention or following too close.

- South Street between Main Street and Preble Street

Between 1994 and 1996 this location experienced 16 accidents resulting in a critical rate factor of 2.61 with 18 percent personal injury accidents. Review of specific collision information between 1992 and 1994 indicates the majority of accidents were turning collisions involving vehicles entering and exiting Amato's and Robbie Gym. Most of the turning accidents involved southbound left-turning vehicles, colliding with northbound through vehicles.

Expected Accident Reduction Following Implementation of Access Management Strategies

Following the implementation of access management strategies along Main Street between School Street/South Street and New Portland Road, a reduction in accidents can be expected. According to data contained in the publication, A Toolbox For Alleviating Traffic Congestion, Institute of Transportation Engineers, a relationship exists between the number of curb cuts and accident rates expected per mile. Based upon the phase I plan, the proposed reduction in curb cuts can be expected to result in a 15 percent reduction in accidents along Main Street.

Additional accident reduction benefits are also expected from specific driveway modifications. Although it is not well quantified, reduction in driveway widths should also help to reduce accident experience in the study area

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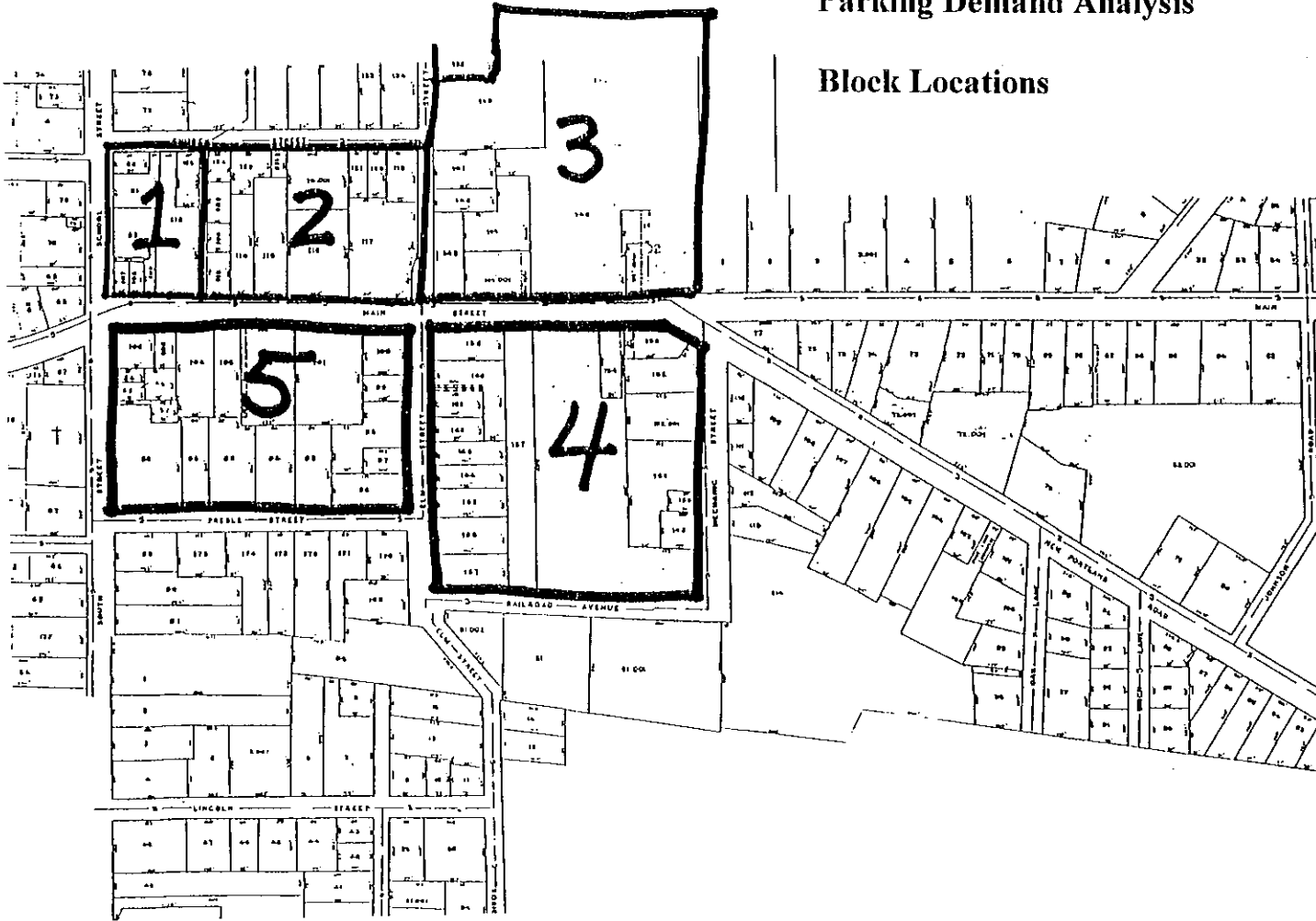
APPENDIX B

PARKING SUPPLY & DEMAND ANALYSIS

Gorham Village Commercial District (east of Gorham Square)																	
Parking Demand Analysis																	
Map	Lot	Block	Size	Block Location	Name	Parcel Address	Description	Build Size (sq ft)	LU1 sq. ft.	LU2 sq. ft.	LU 3 sq. ft.	Park 1	Park 2	Park 3	Total Demand *	Existing Parking	Notes
102	109	0	0	1	BOWLER, PETER P	14 Main Street	office - H & R	2456	2456			10			10	0	On street only
102	112	0	0	1	CHRISIKOS, EULA	16 Main Street	retail food - Christy's	2496	2496			12			12	19	
102	80	0	0	1	FIRST PARISH CONGREGATIONAL	39 School Street	USM Childcare	2993	2993			10			10		None designated?
102	107	0	0	1	LUND, LEONORA A &	2 Main Street	retail	1914	1914			8			8	0	On street only
102	108	0	0	1	WRIGHT, JAMES A	8 MAIN STREET	Cafe/retail - office above	3904	976	976	1952	7	5	8	20	0	On street only
Block Totals:															60	19	
102	116	0	0	2	BOOTHBY, CHARLES R		Post Office	3192	3492			17			17	22	
102	117	0	0	2	GORHAM SAVINGS BANK	64 MAIN STREET	office - bank	6168	6168			25			25	39	Customer parking lot
102	113	0	0	2	HERRICK, ELSIE	36 Main Street	retail - office	3092	1546	1546		8	6		14	17	
102	114	0	0	2	NIS OF MAINE, INC	42 MAIN STREET	retail - office	3604	1802	1802		7	7		14	20	Side street entrance off of Cross Street
Block Totals:															70	98	
102	143	0	0	3	KEY BANK OF SOUTHERN MAINE	63B - 64 Main Street	office - bank	1735	1735			7			7	12	Employee parking
102	147	0	0	3	WEBBER OIL COMPANY	118 Main Street	Rite Aid - retail	10800	10800			43			43		Included in Village Mall total
102	144	0	0	3	WESCOTT & PAYSON, II	104-108 Main Street	Village Mall - office	30125	27113	3013		136	35		171		Included in Village Mall total
102	146	0	4.78	3	WESCOTT & PAYSON, II	94 Main Street	Village Mall - retail	13000	13000			52			52	154	Village Mall total
Block Totals:															273	166	
102	155	0	3.2	4	COTTLE REALTY CO	99 Main Street	Shop n Save	29190	29190			146			146	226	
102	154	0	0	4	MESERVE, MAYNARD M & RUTH E	107 Main Street	video-retail	2120	1060			11			11	6	Estimated LU1 from wrong bldg size (?)
102	158	0	0	4	UNIVERSAL GROUP		Subway/Seafood Shop	3150	3150			13			13	15	Side street entrance off of Elm Street
Block Totals:															170	247	
102	101	0	0	5	COOK REALTY	59 MAIN STREET	Hardware Store	8460	8460			34			34	41	
102	102	0	0.65	5	KEY BANK OF MAINE	45 Main Street	Offices - Bank	3208	3208			13			13	21	
102	100	0	0	5	KEY BANK OF SOUTHERN MAINE	65 Main Street	Office - Design Dwellings	2255	2255			9			9	9	
102	103	0	0	5	MASON, JANE S &	39 Main Street	PoGo Realty office	2172	2172			9			9	18	
102	84	0	0.05	5	REALI, DOMINIC	3-5 Main Street	Amato's	1144	1144			9			9		
102	85	0	0.2	5	REALI, DOMINIC	3-5 Main Street	hair - office	1636	968	968		5	4		9		Part of Amato's total below
102	106	0	0.2	5	REALI, DOMINIC	3-5 Main Street	Amato's	5250	5250			26			26	40	
102	88	0	0.9	5	TOWN OF GORHAM	South Street	Discount Mattress Community Center	3500	3500			14			14		Included in Amato's; bldg size estimated
Block Totals:															138	142	
Based on information contained in the Assessor's file as of December 15, 1997.																	
* interprets parking requirements contained in the Gorham Zoning Bylaw.																	
Totals:															711	672	Overall shortage of parking; block supplies vary.

Parking Demand Analysis

Block Locations



APPENDIX C

STREET TREES

Without street trees arching over the streetscape and reaching up to the sky, the most dominant elements of the streetscape in Gorham are utility poles, wires and vast expanses of parking lots, a stark and meager visual statement. This is sadly a far cry from Gorham's image historically.

In the ideal scenario, utilities are accommodated underground, allowing for the full growth of large-sized street trees, which in turn creates an appropriate scale for the Village streetscape. If it is not possible for Gorham to bury utilities in the foreseeable future, then the less-ideal but still valuable street tree strategy is to select smaller species whose mature height will never reach the utility wires.

In all cases, species selection is very important, in order to achieve a tree size that is appropriate to the scale of street, to ensure clearance for pedestrians and vehicles under lower branches and to avoid root systems which tend to spread deep and wide. The following is a list of recommended species for consideration in Gorham.

RECOMMENDED TREE SPECIES SUITED TO PLANTING ALONG MAIN STREET, GORHAM

Carpinus caroliniana **American Hornbeam**

- 20 - 35' in maturity, grows slowly
- Good fall color
- Inconspicuous fruits, no litter
- Smooth, light gray, sinewy bark, interesting in winter
- Relatively trouble free and needs little maintenance
- Hardy to Zone 3

Malus 'Centzam' **Centurion Crabapple**

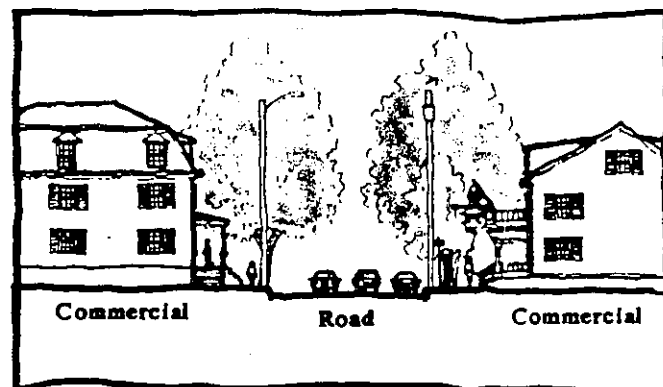
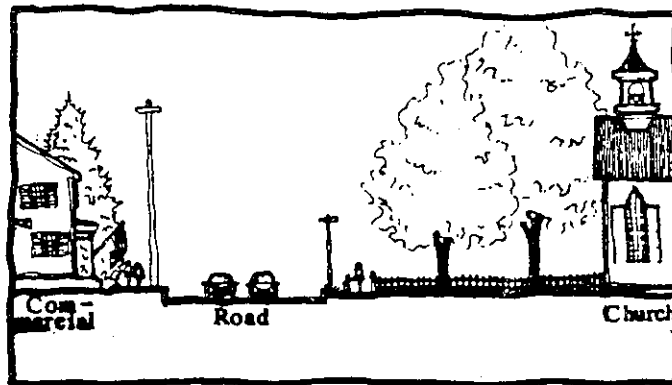
- 20 - 25' in maturity
- Reddish tinged leaves.
- Attractive in spring: Red flower buds opening to rose-red flowers
- Hardy to Zone 3
- Upright branching habit well suited to street tree use
- Disease resistant
- Non-littering
- Adaptable to many soil types
- *Limitations:* Pruning needed but only in first few years for clearance

STREET TREES

Maintenance issues pertaining to street trees, such as interference with utility wires, underground utilities, pruning, clearance of branches and litter from leaves, fruits and flowers, are obviously important to the logistics and economics of a municipality's capacity to care for public property. However, it is important for us to remember the fundamental reasons for using street trees along main streets in any kind of intentional and consistent way.

As urban planners and designers have known for centuries, street trees are one of the essential requirements for great streets. When street trees are of a large enough stature, i.e. when their branches are above people's heads and their crowns are full and round, they shape the scale and the volume of space between opposite sides of the street. Consistent rows of street trees are the most dramatic means of spatially defining the streetscape. Furthermore, by planting them consistently in a parkway or esplanade between the sidewalk and the roadway, a distinctly pedestrian way is created which is separate from the roadway. On the contrary, if street trees are on the outer side of the sidewalk, walkers are essentially in the same volume of space with vehicles.

The cross-sections below depict these differences in streetscape scale and volume. The placement of street trees has a vital role in the identity and character of both roadways and walkways.



Prunus sargentii 'Columnaris'
Columnar Sargent Cherry

- 30 - 40' in maturity
- Glossy green leaves turning red-orange in fall
- Flowers deep rose in early spring
- Non-showy, non-littering black cherries
- Slow growing
- Considered one of the best cherries for streetside use
- Mahogany colored bark
- Upright branching habit
- Requires little maintenance
- *Limitations:* Life expectancy limited to approx. 20 years

Acer rubrum
Red Maple

- 45 - 55' in maturity
- Fall color
- Very little maintenance required
- High tolerance for poor or variable soil conditions
- Suggested Cultivars:
- 'Autumn Flame'--very cold-hardy and compact
- 'Northwood'--extremely cold-hardy
- *Limitations:* Height in maturity may interfere with utility wires

Gleditsia triacanthos 'Impcole'
Imperial Honeylocust

- 30 - 40' in maturity
- Tidy-looking tree at all sizes with no litter
- Interesting winter branching habit
- Thornless and fruitless
- Resistant to injury
- Adaptable to a wide range of soils
- Tolerates salt, heat, drought, compaction and other adverse urban conditions
- *Limitations:* Height in maturity may interfere with utility wires

APPENDIX D
COST ESTIMATES

State Street

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Segment: State St: South St to Narragansett St		Length:		800	meters	both sides of street	
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Concrete sidewalks, reinforced	608.07	sq. meters	304	\$29	\$ 8,816	For 200 meters, in commercial district	Public (CDBG/Enhancements); Private as part of redev.
Replace asphalt sidewalks	608.45	sq. meters	912	\$15	\$ 13,762	For 600 meters, outside commercial	Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	meters	800	\$ 50.00	\$ 40,000		Public (CDBG/Enhancements); Private as part of redev.
Lighting:		ea	35	\$ 3,800.00	\$ 133,000	Lighting to Maple St	Public (CDBG/Enhancements); Private as part of redev.
Excavate for lighting conduit	203.21						
Excavate for lighting base	203.21						
Install conduit	626.22						
Mounting pole							
Luminaire							
Junction boxes							
Street trees	621.27	ea	67	\$350	\$ 23,450	12 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Loam and Seed Esplanade		sq. meters	1216	\$ 10.00	\$ 12,160		Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks		ea	0	\$ 2,100.00	0		Public (CDBG/Enhancements)
Excavate bituminous roadway							
Install concrete crosswalk (154mm)							
Bumpouts (each side of street individ.)		ea	0	\$ 2,500.00	0		Public (CDBG/Enhancements)
Street Furniture							
Benches		ea	0	\$ 750.00	0		Public (CDBG/Enhancements); Private as part of redev., fund
Trash Receptacles		ea	0	\$ 350.00	0		raising for amenities
Banners		ea	6	\$ 280.00	\$ 1,680	in commercial district	Private
Bollards		ea	0	\$ 400.00	0		
				Subtotal:	\$ 224,052		
Drainage contingency				30%	\$ 12,000		
General Contingency				30%	\$ 67,216		
				Total:	\$ 303,268		

School Street

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Segment: School St: Main to Church St			Length	244	meters	(both sides of street)	
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Concrete sidewalks, reinforced	608.07	m^2	371	\$ 29.00	\$ 10,756		Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	m	244	\$ 50.00	\$ 12,200		Public (CDBG/Enhancements); Private as part of redev.
Lighting (including):		ea	10	\$ 3,800.00	\$ 38,000	23 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Excavate for lighting conduit		m					
Excavate for lighting base		ea					
Install conduit		m					
Mounting pole		ea					
Luminaire		ea					
Junction boxes		ea					
Street trees	621.273	ea	20	\$ 350	\$ 7,000	12 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Reseed esplanade		m^2	488	\$ 10.00	\$ 4,880		Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks		ea	1	\$ 2,100.00	\$ 2,100	College Ave	Public (CDBG/Enhancements)
Excavate bituminous roadway	202.202	m^2					
Install concrete crosswalk (154mm)	420.32	m^2					
Bumpouts (each side of street individ.)		ea	2	\$ 2,500.00	\$ 5,000	College Ave	Public (CDBG/Enhancements)
Street Furniture							
Benches		ea	2	\$ 750.00	\$ 1,500		Public (CDBG/Enhancements); Private as part of redev., fund
Trash Receptacles		ea	2	\$ 350.00	\$ 700		raising for amenities
Banners		ea	4	\$ 280.00	\$ 1,120		Private
Bollards		ea	12	\$ 400.00	\$ 4,800	at all crossings	Public (CDBG/Enhancements); Private fundraising
				Subtotal:	\$ 83,256		
Drainage contingency				30%	\$ 3,660		
General Contingency				30%	\$ 24,977		
					\$ 111,892		

New Portland-South

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Segment: Main Street: New Portland Rd to South St			Length:	854 meters	(both sides of street)		
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Concrete sidewalks, reinforced	608.07	sq. meters	1298	\$ 29	\$37,644	5' wide	Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	meters	734	\$ 50	\$36,683	(minus 120m for Rite Aid)	Public (CDBG/Enhancements); Private as part of redev.
Lighting (includes):		ea	36	\$ 3,800	\$136,800	23 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Street trees	621.273	ea	72	\$ 350	\$25,200	12 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Loam and Seed Esplanade		sq. meters	1708	\$ 10	\$17,080		Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks			13	\$ 2,100	\$27,300	Gorham Sq./New Pld Rd/P.O./Elm	Public (CDBG/Enhancements)
Bumpouts (each side of street individ.)		ea	7	\$ 2,500	\$17,500	Inc. Gorham Sq.	Public (CDBG/Enhancements)
Street Furniture							
Benches		ea	10	\$ 750	\$7,500		Public (CDBG/Enhancements); Private as part of redev., fund raising for amenities
Trash Receptacles		ea	5	\$ 350	\$1,750		
Banners		ea	18	\$ 280	\$5,040	each light post	Private
Bollards		ea	78	\$ 400	\$31,200	at all crossings	Public (CDBG/Enhancements); Private fundraising
Gateway Landscaping		ea	2	\$1,500	\$3,000		Public (CDBG/Enhancements); Private fundraising
				Subtotal:	\$346,697		
Drainage contingency				100%	\$81,483	Of pavement items only	
General Contingency				30%	\$104,009	Of total (non-contingency items)	
				Total:	\$532,189		

Railroad Ave

Gorham Main Street Master Plan							
Cost Estimates:		4/30/98					
Segment: Railroad Ave			Length:	396 meters	(both sides of street)		
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Concrete sidewalks, reinforced	608.07	sq. meters	602	\$29	\$17,471	both sides of street	Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	meters	396	\$50	\$19,817	both sides of street	Public (CDBG/Enhancements); Private as part of redev.
Lighting (includes):			17	\$3,800	\$64,600	23 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Street Trees	621.273	ea	33	\$350	\$11,550	12 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Loam and Seed Esplanade		sq. meters	792	\$10	\$7,920		Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks (includes):		ea	0	\$2,100	\$0		Public (CDBG/Enhancements)
Excavate bituminous roadway							
Install concrete crosswalk (154mm)							
Bumpouts (each side of street individ.)		ea	0	\$2,500	\$0		Public (CDBG/Enhancements)
Street Furniture							Public (CDBG/Enhancements); Private as part of redev., fund raising for amenities
Benches		ea	4	\$750	\$3,000		
Trash Receptacles		ea	2	\$350	\$700		
Banners		ea	0	\$280	\$0		Private
Bollards		ea	0	\$400	\$0		Public (CDBG/Enhancements); Private fundraising
				Subtotal:	\$125,058		
Drainage Contingency				100%	\$19,817		
General Contingency				30%	\$37,517		
				Total:	\$182,392		

South--Main to Preble

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Segment: South St: Main to Green St			Length:	305	meters		
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Concrete sidewalks, reinforced	608.07	sq. meters	464	\$ 29.00	\$ 13,444		Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	meters	305	\$ 50.00	\$ 15,250		Public (CDBG/Enhancements); Private as part of redev.
Lighting (includes):		ea	13	\$ 3,800.00	\$ 49,400	23 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Street trees	621.273	ea	26	\$350	\$ 9,100	12 meters on center, Robie side only	Public (CDBG/Enhancements); Private as part of redev.
Loam and Seed Esplanade		sq. meters	305	\$ 10.00	\$ 3,049	Robie side only	Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks			1	\$ 2,100.00	\$ 2,100	154 mm thickness, Preble/Green	Public (CDBG/Enhancements); Private as part of redev.
Bumpouts (each side of street individ.)		ea	2	\$ 2,500.00	\$ 5,000		Public (CDBG/Enhancements); Private as part of redev.
Street Furniture							
Benches		ea	0	\$ 750.00	0	Part of Parks and Plazas	
Trash Receptacles		ea	0	\$ 350.00	0	Part of Parks and Plazas	
Banners		ea	6	\$ 280.00	\$ 1,680	every other light post	Private
Bollards		ea	12	\$ 400.00	\$ 4,800	at all permanent crossings	Public (CDBG/Enhancements); Private fundraising
				Subtotal	\$ 97,343		
Drainage contingency				100%	\$ 20,250	Bumpouts and curbing costs	
General Contingency				30%	\$ 29,203		
				Total:	\$ 146,796		

South--Green to Lincoln

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Segment: South St: Green St to Lincoln St			Length:	396	meters		
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Replace asphalt sidewalks	608.45	m^2	602	\$15	\$ 9,091		Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	m	396	\$50	\$ 19,817		Public (CDBG/Enhancements); Private as part of redev.
Lighting (includes below):		ea	18	\$3,800	\$ 68,400	23 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Street trees	621.273	ea	33	\$350	\$ 11,550	12 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Loam and Seed Esplanade		m^2	792	\$10	\$ 7,920		Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks		ea	1	\$2,100	\$ 2,100	Library	Public (CDBG/Enhancements)
Bumpouts (each side of street individ.)		ea	2	\$2,500	\$ 5,000	Library	
Street Furniture							
Benches		ea	4	\$750	\$ 750	30 meters	Public (CDBG/Enhancements); Private as part of redev., fund raising for amenities
Trash Receptacles		ea	2	\$350	\$ 700	60 meters	
Banners		ea	0	\$280	0	each light post	
Bollards		ea	12	\$400	4,800	at all crossings	Public (CDBG/Enhancements); Private fundraising
				Subtotal	\$ 125,328		
Drainage contingency				30%	\$5,945		
General Contingency				30%	\$ 37,598		
				Total:	\$ 168,871		

Mechanic Street

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Segment: Mechanic Street			Length:	366 meters	(both sides of street)		
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Concrete sidewalks, reinforced	608.07	sq. meters	556	\$29	\$ 16,127		Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	meters	366	\$50	\$ 18,293		Public (CDBG/Enhancements); Private as part of redev.
Lighting (includes below):			16	\$3,800	\$ 60,800	23 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Street trees	621.27	ea	30	\$350	\$ 10,500	12 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Loam and Seed Esplanade		sq. meters	732	\$10	\$ 7,320		Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks			0	\$2,100	0		Public (CDBG/Enhancements)
Excavate bituminous roadway		sq. meters					
Install concrete crosswalk (154mm)		sq. meters					Public (CDBG/Enhancements)
Bumpouts (each side of street individ.)		ea	0	\$2,500	0		
Street Furniture							
Benches		ea	2	\$750	\$ 1,500		Public (CDBG/Enhancements); Private as part of redev., fund raising for amenities
Trash Receptacles		ea	2	\$350	\$ 700		
Banners		ea	0	\$280	0		
Bollards		ea	0	\$400	0		
				Subtotal:	\$ 115,240		
				30%	\$5,488		
Drainage Contingency				30%	\$ 34,572		
General Contingency							
				Total:	\$ 155,299		

Preble St

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Segment: Preble Street			Length:	439	meters		
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Bituminous sidewalks, reinforced	608.45	sq. meters	334	\$ 15	\$ 5,035	Asphalt, 5' wide	Public (CDBG/Enhancements); Private as part of redev.
Granite curbing	609.34	meters	439	\$ 50	\$ 21,950		Public (CDBG/Enhancements); Private as part of redev.
Lighting:		ea	19	\$ 3,800	\$ 72,200	23 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Street trees	621.273	ea	36	\$ 350	\$ 12,600	12 meters on center	Public (CDBG/Enhancements); Private as part of redev.
Loam and Seed Esplanade		sq. meters	878	\$ 10	\$ 8,780		Public (CDBG/Enhancements); Private as part of redev.
Permanent Crosswalks		ea	0	\$ 2,100	\$0		Public (CDBG/Enhancements)
Bumpouts (each side of street individ.)		ea	0	\$ 2,500	\$0		Public (CDBG/Enhancements)
Street Furniture							
Benches		ea	0	\$ 750	\$0		
Trash Receptacles		ea	0	\$ 350	\$0		
Banners		ea	0	\$ 280	\$0		
Bollards		ea	0	\$ 400	\$0		
				Subtotal:	\$ 120,565		
General Contingency				30%	\$ 36,169	Curbing only	
Drainage contingency				100%	\$ 21,950		
				Total:	\$ 178,684		

Miscellaneous

Gorham Main Street Master Plan							
Cost Estimates: 4/18/98							
Item	MDOT Ref #	Units	Quantity	Unit Price	Total	Notes	Potential Source
Village Center Gateways							
		ea	1	\$ 4,500	\$ 4,500	includes sign, landscaping at each	MDOT Gateway grant; private fundraising
Main Street @ Municipal Complex		ea	1	\$ 4,500	\$ 4,500		MDOT Gateway grant; private fundraising
Narragansett Street		ea	1	\$ 4,500	\$ 4,500		MDOT Gateway grant; private fundraising
School Street		ea	1	\$ 4,500	\$ 4,500		MDOT Gateway grant; private fundraising
South Street		ea	1	\$ 4,500	\$ 4,500		MDOT Gateway grant; private fundraising
Separated Interparcel Pedestrian Connections							
		sq. meter	417	\$ 15	\$ 6,255	School to Village Mall	Public - private
Parks/Plazas							
Robie Community Center					\$ 30,000		Private: Fundraising
Amato's Plaza					\$ 4,000		Private: Fundraising
Post Office					\$ 30,000		Private: Fundraising
Shop n Save					\$ 30,000		Private: Fundraising
Mechanic Street					\$ 30,000		Private: Fundraising
Subtotal:					\$ 148,255		