

September 9, 2008

To: Hallowell CPC

From: Antje Kablitz

RE: September Workshop

The September committee workshop was very productive. We made it through the majority of the discussion pieces and have established the foundation for the development of the future land use plan. The committee also finished another round of vision discussions and we are closer to a final draft.

The development of comprehensive plan policies is iterative. We will be reviewing, and rehashing the information provided at the workshop as well as the findings and discussions of the committee in numerous ways over the next few months.

Below is a brief summation of the findings from the workshop (beginning on page 2). It includes both strategies that the committee would like to pursue and areas for further discussion. We will be returning to these concepts at our October meeting and will have additional resources and information to address area of concern as well as draft policy statements based on agreed upon strategies. Please review this information and feel free to e-mail initial questions and/or comments.

At our next meeting (September 16), we will begin where we left off and talk primarily about the downtown, the historic districts, and overall character of Hallowell. I have attached the sections from the workshop handout related to these issues (beginning on page 5). Please take a moment to review them. In particular, look at the overall character chart (beginning on page 11). This includes those things, not related to land use, which define the feel and image of Hallowell. The list provided is designed to be a jumping off point. Feel free to add to it and bring comments and suggestions to the meeting.

The majority of the September 2 workshop was focused on land use issues. The City was divided into three major areas (rural, transition, and urban). Each section included a wall map showing the area and the natural resource constraints as well as the major infrastructure systems.

RURAL

The committee began with a discussion of the rural area. This was defined as anything west of the turnpike that is currently zoned Rural Farm or Open Space.

The major discussion topics included (1) what uses to allow in the rural areas and (2) how to balance growth while maintaining the rural look and feel. In general, the committee agreed that more residential uses should be allowed throughout the area (attached single-family, duplexes, townhouses) but that there should be strict guidelines on the number of units, height, design, and site development.

The committee would like to have continued discussion of stream protection, as there was a need to better understand the current regulations, the required state changes, and the proposed guidelines from the Open Space Committee.

Strategies to Pursue

- Attached single-family and multi-family up to 2 stories should be ok throughout rural area IF part of cluster development – strong design and scale requirements
- Narrow some uses such as libraries
- Control sand piles
- Reduce conditional uses in open space such as towers
- Provide incentives to cluster
- Identify more areas for open space zoning/city purchase
- Support “corridor connectivity”: working with land owners to voluntarily connect “The Res” and Jamies Pond
- Farm/Agriculture incentives
 - » School buy local food
 - » Identify viable areas
 - » Land for Maine’s Future

- Incentives to preserve open space
- Implementation of the City Forest’s Management Plan

Areas for Further Discussion

- Conditional uses within zoning code
- Review minimum lot size, setback, road frontage
- Freeport Model for Open Space Subdivisions
- Stream Protection
 - » Support City identification of streams
 - » Look at allowing same overall lot density with 75’ setbacks
 - » More research on NRPA standards

TRANSITION

The transition area, defined as the land that runs parallel (east and west) to the turnpike, focused on the two commercial zones - Business B (BB) and Business C (BC).

The committee discussed the potential of combining the two zones on the west side into one zoning district. They saw a need to review the zoning design and development standards and address issues concerning building size, use, and site development.

On the east side, the consensus was to leave the area commercial and limit the type of uses to low-traffic office style development. The committee also wanted to ensure that no road connections to Augusta would be made. There was some discussion, though no consensus, on reducing the size of the commercial zone on the east side.

One area for further discussion was the development of a road along the west side of the turnpike. This could be a Smith Street connector or a frontage road. The committee felt that additional public discussion would be needed to determine if such a road would be viable and what, if any, restrictions should be placed on development in the area should a road be built.

Strategies to Pursue

- Define building size limits (square footage) – less than ice arena
- Limit size and type of retail (low traffic generators)
- Address appropriateness of allowing towers
- Add Community Center to BC area
- BB Area – allow “moderate” to “small” scale manufacturing, assembly, warehouse (do not allow these in BC)
- No high traffic volume box stores or chains
- Allow offices in both BB and BC
- Maximum building height 35 FT (2 1/2 stories)
- Similar lot size in BB and BC (1 acre) and promote connection to sewer and water
- BB- No campgrounds

- BB – allow hotel, motel
- East side BC:
 - » allow offices, make area smaller,
 - » No connection to Augusta
 - » No mitigation

Areas for Further Discussion

- Road along west side of turnpike
 - » Smith Road N/S connection
 - » Frontage Road
 - » Extend BC zone vs. Retain RF Zone to limit growth
 - » Mass Transit
 - » Toll on Middle Street

GATEWAY

The committee began the discussion of the urban area, by looking at the Water Street gateways. The focus of discussion was the area from the rail bridge to the Augusta line and the Business A zoning district. The committee indicated a desire to develop design standards to reflect the historic development patterns of downtown Water Street. In addition, there were concerns about what uses should be allowed as well as how to address residential conversions.

Further preliminary discussion on this, and the other gateways in Hallowell, is necessary and the committee will look at this area in more detail at its September 16 meeting.

Strategies to Pursue

- Conversion Incentives: If residential units are converted to office use ensure that new residential units are built within the City (Portland Model)
- Continue Water Street feel
- Remove “auto dealer” from zoning use
- Don not allow theme restaurants (define)

Areas for Further Discussion

- Plans for the Exxon Site

NOTES FOR HALLOWELL COMP PLAN MEETING

September 16, 2008

URBAN AREAS

The discussion of Hallowell's urban area has been divided into three major sections – **historic**, **gateway**, and **overall** development.

Historic

Existing Regulations

DT - Downtown

Purpose: Maintain mixed-use and historic character

Permitted uses include:

Accessory Buildings; Bed and Breakfast Establishments; Business and Professional Offices; Essential Services; Financial Institutions; Home occupations; Municipal Uses or Public Buildings; and Second Floor Residential Uses; Retail, and Restaurants.

Wide variety of conditional uses including Bed and Breakfast Establishments; Boarding Homes; Business and Professional Offices; Child Care Centers or Homes; Churches, Parish Houses, Rectories, Convents; Community Centers; Home Occupations; Multi-Family Residences; Municipal Uses or Public Buildings; Nursing Homes; Parks & Playgrounds; Planned Unit Developments; Public Library; Public and Private Schools; Public Utility; Recreational Facilities; and Retail Businesses.

Standards:

No minimum lot size, no minimum setbacks, no minimum road frontage.

RA – Residential A

Purpose: Provide single and multifamily housing along with neighborhood services.

Permitted uses include:

Single family dwellings; Duplexes; Accessory buildings and structures; and Essential services.

Wide variety of conditional uses including Bed and Breakfast Establishments; Boarding Homes; Business and Professional Offices; Child Care Centers or Homes; Churches, Parish Houses, Rectories, Convents; Community Centers; Home Occupations; Multi-Family Residences; Municipal Uses or Public Buildings; Nursing Homes; Parks & Playgrounds; Planned Unit Developments; Public Library; Public and Private Schools; Public Utility; Recreational Facilities; and Retail Businesses.

Standards:

Minimum land area: 1 unit/use per 4,000 SF (+ 750 SF for each additional residential unit)

No minimum setback, and 50 feet of road frontage

RB1- Residential B1

Purpose: Provide single and multifamily housing along with neighborhood services.

Permitted uses include:

Single family dwellings; Duplexes; Accessory buildings and structures; and Essential services.

Wide variety of conditional uses including Bed and Breakfast Establishments; Boarding Homes; Business and Professional Offices; Child Care Centers or Homes; Churches, Parish Houses, Rectories, Convents; Community Centers; Home Occupations; Multi-Family Residences; Municipal Uses or Public Buildings; Nursing Homes; Parks & Playgrounds; Planned Unit Developments; Public Library; Public and Private Schools; Public Utility; and Recreational Facilities.

Standards:

Minimum land area: 1 unit/use per 6,500 SF for lots < 2 acres in size (+ 750 SF for each additional residential unit up to 4 units)

Minimum land area: 1 unit/use per 6,500 SF for lots > 2 acres in size (+ 750 SF for each additional residential unit up to 4 units) or

Minimum land area: 1 unit/use per 20,000 SF for lots > 2 acres in size (+ 1,000 SF for each

additional residential unit if 5-16 units total).

Minimum Residential & Existing Uses = 10 Foot Setbacks and 50 Feet of Road Frontage

Minimum Other Use= 50 Foot Setbacks (none described) and 50 Feet of Road Frontage

RC- Residential C

Purpose: Provide low-density single and multifamily housing along with neighborhood services.

Permitted uses include:

Single family dwellings; Duplexes; Accessory buildings and structures; and Essential services.

Wide variety of conditional uses including Bed and Breakfast Establishments; Boarding Homes; Child Care Centers or Homes; Churches, Parish Houses, Rectories, Convents; Community Centers; Home Occupations; Multi-Family Residences; Municipal Uses or Public Buildings; Nursing Homes; Parks & Playgrounds; Planned Unit Developments; Public Library; Public and Private Schools; Public Utility; and Recreational Facilities.

Standards:

Minimum land area: 1 unit/use per 20,000 SF

Minimum 20 Foot Setbacks and 75 Feet of Road Frontage

HD – Historic District Overlay

Purpose: To preserve structures and areas of historic and architectural value.

Building, remodeling and demolition permits for properties within Hallowell’s Historic District and Historic Landmark may not be issued without Planning Board approval.

Property owners must submit a “Historic District Certificate of Appropriateness Form” to gain project and material approval.

Planning Board approval for development/redevelopment is based on the U.S. Secretary of the Interior’s *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

Guidelines include building development, additions, and integrity with existing forms and dimensions, and building materials regulations (types of materials used for replacement or updating of windows and siding).

If a property owner in the Historic District has not obtained approval for building renovations regulated by the ordinance, the Code Enforcement Officer currently has no enforcement mechanism other than sending a letter informing a property owner that their actions are not consistent with City requirements.

NHD – National Historic District

Buildings and Structures within National Historic Designation include an historic district and a few individual buildings and homesteads. Development and redevelopment in these areas is tied to federal regulations for historic preservation (U.S. Secretary of the Interior’s *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*) identical to the regulations in the City Historic District (HD) described above. In addition, the landowner is eligible for federal historic grant funding if building is certified as “contributing”.

Historic Considerations (excerpt from inventory)

1. There is **inconsistency** between what the historic ordinance says and how it is applied. What changes need to be made so that the ordinance accomplishes Hallowell's historic preservation goals?
2. Are **additional enforcement** measures necessary?
3. Should Hallowell offer a **financial incentive** to assist property owners with meeting historic district requirements?
4. Currently, the **boundaries** of the Hallowell's local historic district and the historic district listed on the National Register do not match. This means that property owners may have different historic requirements and benefits depending on which, if either district their building is located in.
5. The last town-wide **architectural survey** was completed in 1992 and things have undoubtedly changed. An up-to-date survey that identifies which buildings contribute to the community's historic character is important in establishing a historic preservation strategy for Hallowell.
6. Currently, Hallowell's Planning Board is responsible for enforcing the historic ordinance. Local historic preservation experts have recommended that Hallowell create a **historic preservation committee** to review and administer the ordinance. The Certified Local Government (CLF) Program, administered by the MHPC, provides annual training for local historic district commissions in how to interpret and apply their historic ordinances.
7. The CLF program also provides competitive **grant funding** to certified communities for historic preservation projects such as architectural and archaeological surveys, public education programs, and preservation, rehabilitation and restoration projects. To become a **CLF certified community**, Hallowell would need to create a local historic preservation commission and implement a formal review process.

The Maine legislature recently enacted LD 262, Act to Amend the Credit for Rehabilitation of Historic Properties. Intended to help Maine communities with their downtowns revitalization efforts, the law made several significant changes to the state's previously underutilized historic tax credit: it removed the cap on project size, expanded the tax credit to include smaller projects, and made the credit fully refundable. LD 262 is one reason the timing is right for Hallowell to consider whether its current approach to historic preservation is or is not appropriate, and what changes might be necessary for the town to achieve its historic preservation goals.

Gateway Areas

Existing Regulations

BA – Business A

Purpose: To support new business growth



Permitted uses include:

Accessory Buildings and Structures; Amusement Centers; Automobile Service and Sales Businesses; Business and Professional Offices; Coin-operated or card-activated machines; Commercial Centers and Complexes; Commercial Indoor Recreation Centers; Community Centers; Duplexes; Essential Services; Financial Institutions; Home Occupations; Hotels, Motels, Inns; Light Manufacturing; Multi-Family Dwellings; Restaurants; Retail Businesses; Single-family Dwellings; and Wholesale Businesses.

Wide variety of conditional uses including Adult Business Establishments; Bed & Breakfast Establishments Boarding Homes; Cemetery; Clubs; Funeral Homes; Municipal Uses or Public Buildings; Nursing Homes; Public Library; Recreational Facilities; and Towers.

Standards:

Minimum land area: 1 unit/use per 5,000 SF

Minimum 25 Foot Setbacks and 100 Feet of Road Frontage.



Gateway Considerations

Commercial development will continue along Water Street from Winthrop Street to the Augusta line. Under consideration for the CPC are the types of uses to be allowed in this area and the design standards for new construction, rehabilitation, and conversions.

Currently the commercial zoning extends from Water Street to just below Second Street. There has been some talk about whether this boundary reflects the realities of the community. Many at the recent vision session spoke of a need to “reclaim the neighborhood”. The committee may want to address the boundary of the RA and, if necessary, adjust it to reflect a continuation of the neighborhood character along Second Street.

Commercial uses vary along this portion of Water Street and the zoning allows for a wide variety of options. The zone was designed to avoid large expanses of asphalt for parking or exterior storage or display of materials. The committee can review the existing allowed and conditional uses and make recommendations for change based on the desired vision for this area.

As the community’s gateway, design guidelines could play a significant role in the future development of this area. Bike lanes, sidewalk, lighting, signage, and landscaping would enhance the overall streetscape of the area. In addition, the committee could suggest a series of building design standards to ensure that facades are compatible with the desired look and feel of Hallowell. Thoughtfully designed buildings, such as Maine Tomorrow, show how compatible design fits into the downtown fabric.

Overall Considerations

Beyond physical areas, zoning issues, and specific standards, the CPC Vision talks about numerous other projects and programs that the City should take consider in an effort to create the community it desires. The following list begins this discussion.

Concept/Idea	Programs	Supporters
Promote Arts	Local Artist Festival Artist of the Month/Year Live/Work Space Art Directory Outdoor spaces Galleries	Harlow Gallery Kennebec Arts Council

Concept/Idea	Programs	Supporters
Affordable and Rental Housing	New Development to include % affordable	Affordable Housing Committee
Beautification	Street Cleaning Window boxes Façade rehab grants Benches	

Concept/Idea	Programs	Supporters
Connectivity	Sidewalk survey Road re-stripping where feasible Sidewalk development Signage Bike racks Benches City Bike Loop	
Public Transit	Shuttle to State Capitol Increase Bus Service Zip Cars	

Concept/Idea	Programs	Supporters
Digital Connectivity	Wi-fi downtown	
Communication	City News Distribution: web, local paper section, bulletin board outside City Hall	
Riverfront Enhancement	Boat Slips Fishing Area Park Improvements	

Concept/Idea	Programs	Supporters