

# A Vision for the Village Parcel

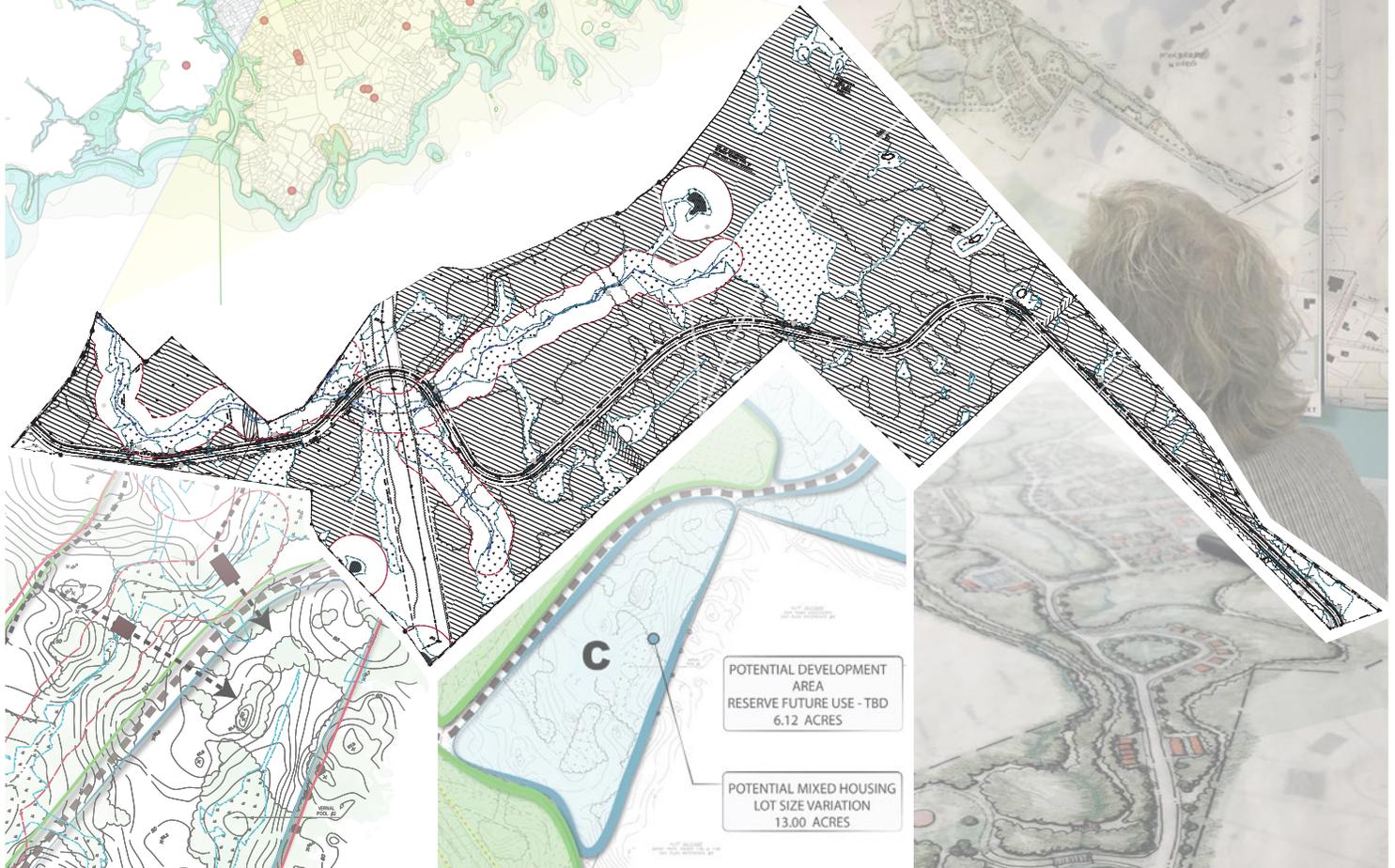
Kennebunkport, Maine July 2020

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ECONOMIC DEVELOPMENT

PRINCIPLE 



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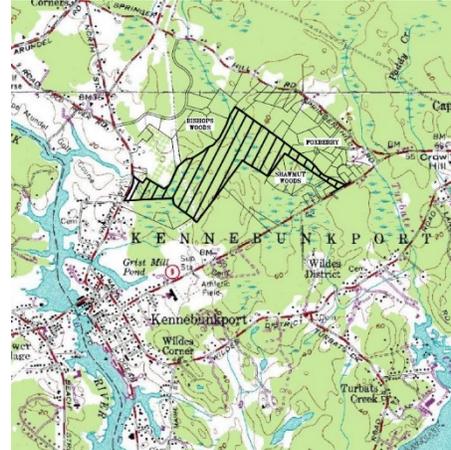
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# 1. INTRODUCTION

## Background

In 2018 the Town of Kennebunkport acquired the 87±acre “Village Parcel” located along North Street and with access to School Street. The parcel, the previously- approved Olde Port Village residential subdivision, was purchased for \$10,000,000. The property’s size, location just outside the Village (in the Town’s designated “Growth Area”), and its access to public sewer and water provide a rare opportunity for a town to help address short-term and long-term needs.

Identified on the Town’s Tax Map 12 as Lot 5-21, the property abuts a combination of large areas of undeveloped land as well as established residential subdivisions. The Parcel has access to public utilities and includes varied wetland habitats on site. Refer to Section 2, Site Assessment, for more details on existing conditions.



## Steering Committee

The Town Board of Selectmen appointed a nine-member steering committee consisting of a cross section of residents, in order to guide the planning process, interact with the community, identify Town needs and desires, and develop a plan with assistance from the consulting team. The twelve-month process included over 20 committee meetings involving stakeholder group interviews, public comment, public visioning sessions, review of prepared documentation and plans by the consultant team, review of public visioning sessions, and guidance in understanding the opportunities and constraints and potential future land uses that will shape the ultimate plan for the Parcel.

<p><b><u>Town Staff:</u></b> Laurie Smith (Town Manager)</p>	<p>Werner Gilliam (Director of Planning &amp; Development)</p>
<p><b><u>Committee Members</u></b> Allen A. Daggett (Chair) (Selectman) Sheila Matthews-Bull (Selectmen) Connie Dykstra E. Russell Grady</p>	<p>John Harcourt Jamie Houtz Tim Pattison D. Mike Weston Rebecca Young</p>

## 1. INTRODUCTION

This report documents the extensive public input process that led to identifying the priorities below. It is structured to provide a condensed summary of that process along with recommendations based upon site assessment, public input, municipal needs assessments, market analysis and land use analysis. It includes an illustrative concept plan that identifies development patterns that could support the extension of the village area.

The report is organized in the following sections:

1. Introduction
2. Site Assessment
3. Public Process
4. Municipal Needs Assessment
5. A Vision for the Village Parcel
6. Next Steps

The appendices contain the documentation collected during the process that support the findings contained in the report.

### **Village Parcel Priorities**

The Village Parcel provides an opportunity for the community to plan for current and future needs of Kennebunkport as may be identified. Located on the edge of the existing Main and North Street village residential area and within close proximity to Cape Porpoise, the property could provide for the expansion of the village area pattern of growth and allow for improved connectivity for municipal public safety services between sections of town.

The following objectives were emphasized in the Town's Request for Consultant Proposals and were echoed throughout the public planning process.

- Provide for future town essential services, including municipal facilities to enhance the Kennebunkport experience.
- Include design principles of traditional neighborhoods found in Kennebunkport's village area.
- Parcel should flow as an extension of Kennebunkport's adjacent villages.
- Maintain Kennebunkport's small town character.
- Encourage safe vehicular traffic and pedestrian connectivity.

## 1. INTRODUCTION

- Provide for future multigenerational needs.
- Establish mixed uses that complement the needs of the community and each other.
- Encourage passive recreational opportunities.

The public planning effort, guided by the Village Parcel Steering Committee, resulted in a series of priorities for the use of the Parcel that are discussed in Section 5, “A Vision for the Village Parcel.”

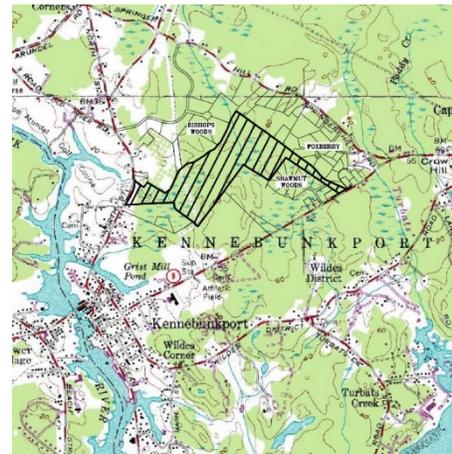
## 2. SITE ASSESSMENT

### Overview

This portion of the report describes the assets and the constraints of the property as it relates to development. This section first describes the Parcel's existing conditions, known as the *site inventory*, discusses the implications of those conditions with the *site analysis* and concludes with an overview of *current zoning*.

### Parcel Description

The 87± acre Village Parcel is located only a half-mile from Dock Square (from its North Street access) and just over a half-mile from the village of Cape Porpoise (from its School Street access) — well placed within the context of the more populated parts of Kennebunkport, making it an important development parcel.



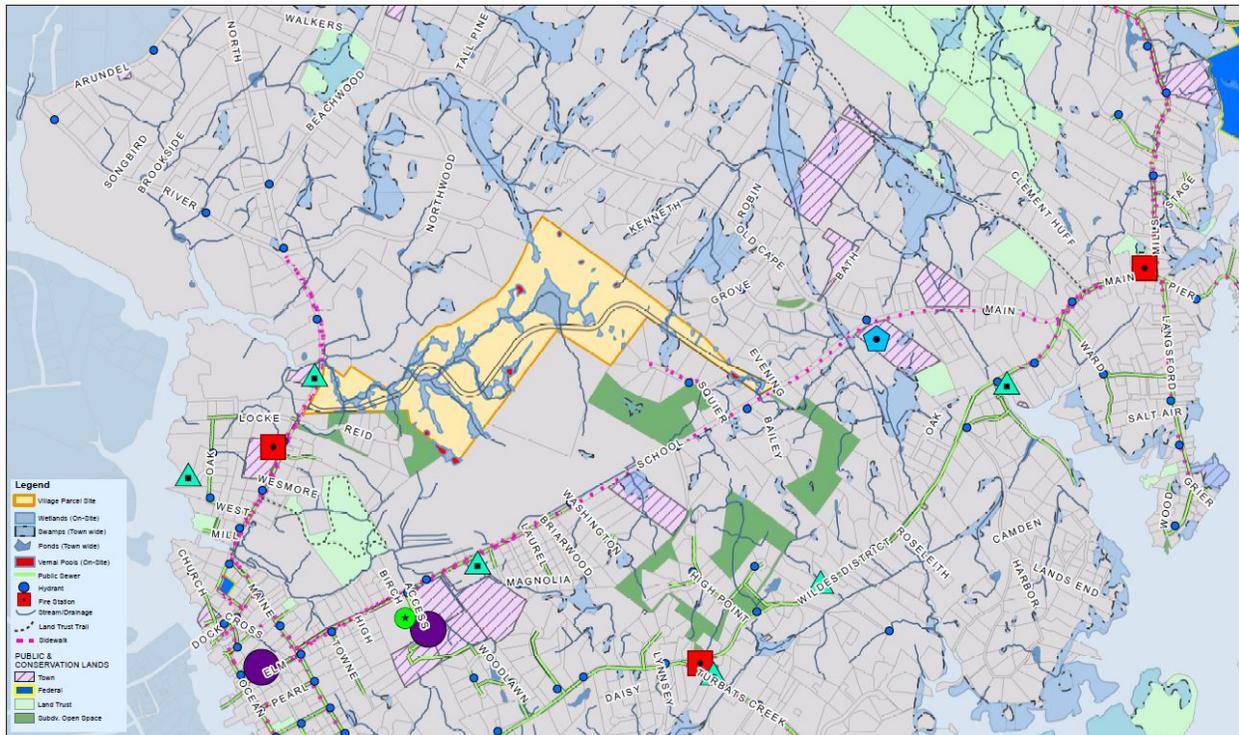
The parcel was previously permitted (at local, state and federal levels) for an 80-unit residential subdivision, aka Olde Port Village. The Town purchased the property in 2018 after the land had been partially cleared for lots and roadway, with a roughed-in gravel drive stretching from North Street (200 feet north of Reid Lane) to School Street (200 feet northeast of Bailey Court) -- a total of 1-1/4 miles in length.

The Parcel abuts a mix of residential subdivisions and large undeveloped or sparsely developed tracts. Residential developments include Wallace Woods to the west, Bishop Woods to the north, Foxberry Woods to the east and Shawmut Woods to the southeast. The large, sparsely-developed tracts of land include the 30.9 acre Weintraub Property to the north and the 72.3 acre McCabe property to the south, each with a single-family dwelling.

### Site Inventory

## 2. SITE ASSESSMENT

The property's cleared areas correspond to the lot and roadway layout of the previously-approved Olde Port Village subdivision. The gravel drive incorporates required drainage culverts and stretches for approximately 1-1/4 miles between North Street and School Street. There is access to public water and sewer at North Street, public water at School Street and power/cable at either end. The Kennebunkport Village Fire Station is within 500 feet of the North Street entrance and approximately 1.5 miles from the School Street entrance. The Police Station is approximately 1,500 LF from the School Street entrance.



The property includes riparian habitats that consist of 16± acres of forested wetland and associated stream segments. The larger of the two streams starts in the wetland located in the northeasterly end of the site. The largest of the three significant vernal pools is situated just north of that wetland. The second stream segment begins in a wetland located on the adjacent McCabe property near the Central Maine Power (CMP) easement in the southwesterly end of the site. The streams converge within the CMP easement and flow westward under North Street, ultimately joining the Kennebunk River.

Regulatory requirements established by the State and incorporated in the Town Shoreland Zoning include a 75-foot setback from the streams. The road alignment approved for Olde Port Village was granted a waiver to reduce the setback to 50 feet. The vernal pools are regulated by Maine Department of Environmental Protection (MDEP)

## 2. SITE ASSESSMENT

and the U.S. Army Corp of Engineers (USACE). The three significant vernal pools have a 100 foot no-disturbance buffer requirement and a clearing limit standard that extends 150 feet out from the buffer. The previously-approved project received a permit to impact wetlands totaling 1.07 acres, primarily for roads with limited lot impacts. The prior developer acquired a 25-acre parcel in Biddeford to address required wetland mitigation that is now part of the Blandings Park Wildlife Sanctuary (See Existing Conditions Plan and Appendices C and E for more information).

### **Site Analysis**

The existing forested wetlands, associated streams and vernal pools constrain potential site development. The current rough road alignment accommodates these environmental conditions and its location has been approved by MDEP and USACE. Any redesign of the roadway and/or other proposed site elements that would impact protected natural resources will require amending state and federal permits.

Stakeholders and committee members consider the site's ecological resources to be an educational opportunity for the town and an asset to the future development plan as it relates to open space. There are several park/recreation/open space models that use natural resources, in this case the riparian habitat that includes vernal pools, to support environmental public education through trails and signage. Connections to nearby open space controlled by the Kennebunkport Conservation Trust are potential assets for both the property and the Town as a whole.

The site provides a significant opportunity to connect North Street and School Street that would likely result in improved response time for public safety services to other parts of the town. This connection may also improve local traffic flow during the high tourist season when the roads in the village area are congested.

The clearing completed thus far on the parcel is located primarily within locations that have been identified as potential development areas in the Village Parcel analysis. These areas total approximately 43 acres, with 6 acres associated with roadway and 37 acres for conservation and recreation open space (see Potential Development Areas, Appendix G). The actual areas of development and open space remain to be determined and total acres will depend on the final development plan the Town eventually executes.

2. SITE ASSESSMENT

Utilities onto the Village Parcel will need to be extended from North Street. The scale of the first phase of development on the Parcel will determine the utility infrastructure cost. Engineering estimates point to an overall \$800 - \$1,000 per linear foot cost to complete the main roadway to Town standards. This estimate includes pavement profile and utilities such as water, sewer (and associated pump stations) and stormwater. Applying this cost to the majority of what is likely going to be the main road, the estimated road and utility costs may be as much as \$6,000,000 for 6,000 feet of road. In 2019 the Town’s consulting engineer Wright Pierce completed a Wastewater Treatment Facility Loading Capacity Analysis for the Town’s wastewater treatment plant. Based on that study, the treatment plant can accommodate 600 additional residential units in town (See full report, Appendix H).

**Current Zoning**

The parcel is located within two different land use zones: the southwestern third of the parcel (due west of the Central Maine Power transmission lines) is located in the *Village Residential Zone*, while the remaining land is located in the *Free Enterprise Zone*. Current regulations in each zone constrain development opportunities by requiring dimensional standards, such as lot size, which would result in lower “suburban” density for residential dwellings instead of a more compact/traditional development configuration. The tables below show regulations for each of these zones in the Town’s Land Use Ordinance.

<b>4.3 Village Residential Zone</b>									
	Min Lot Area *1 (sq ft)	Min Lot Width (feet)	Max Lot Coverage	Min. Net Residential Area per Dwelling Unit (sq ft)	Min Setbacks Front (feet)	Min Setbacks Side (feet)	Min Setbacks Rear (feet)	Min Open Space	Max Building Ht. (feet)
Single Family Dwelling (one per lot) or Other Use Art. 4.16	40,000	100	20%	40,000	20	15	15	20%	35
Two-Family Dwelling	40,000	100	20%	20,000	40	20	20	20%	35
Multiplex	60,000	150	20%	20,000	25	50	50	20%	35
Public Libraries	40,000	100	75%		20	15	15	5%	35

\*1 Note: Land use activities within the Shoreland Zone shall conform to the minimum lot size and shore frontage requirements set forth in Article 4.1

2. SITE ASSESSMENT

<b>4.11 Free Enterprise Zone</b>									
	Min Lot Area *9 (sq ft)	Min Lot Width (feet)	Max Lot Coverage	Min. Net Residential Area per Dwelling Unit (sq ft)	Min Setbacks Front (feet)	Min Setbacks Side (feet)	Min Setbacks Rear (feet)	Min Open Space	Max Building Ht. (feet)
Single Family Dwelling (one per lot) or Other Use Art. 4.16	40,000	100	20%	40,000	20	15	15	20%	35
Two-Family Dwelling	40,000	100	20%	20,000	40	20	20	20%	35

\*9 Note: Land use activities within the Shoreland Zone shall conform to the minimum lot size and shore frontage requirement set forth in Article 4.16

The parcel’s two zones are quite similar in most aspects with regard to dimensional requirements, with the exception that multiplex dwellings are not permitted in the Free Enterprise Zone. The Village Residential Zone allows multiplex dwellings (MPD) that provide more flexibility in achieving slightly higher density, although technically the net residential acre per dwelling unit is the same as it is for two-families (TFD) – 20,000 square feet.

When considering the other residential zones in the town, the Dock Square Zone allows for the highest density with 10,000 square feet per dwelling unit for TFD and MPD and 20,000 square feet for single-family dwellings (SFD). The Riverfront Zone and the Cape Porpoise Square Zone (10,000 sf for TFD and 20,000 ft. for SFD) also allow higher densities.

When comparing zoning regulations across the river in Kennebunk, the Village Residential Zone and the Lower Village Business Zone (located directly opposite the Village Parcel locale) allow for 10,000 square feet per dwelling unit across the board, where connected to sewer. This results in two-to-four times more potential units than current zoning for the Village Parcel would permit.

### **3. PUBLIC PROCESS**

Public participation was key to the development of this report, engaging residents and stakeholders to recognize the property's potential and to clarify the community's priorities. The process involved extensive dialogue with community members to obtain their desires, concerns, perceptions of Town needs, and ideas for use of the property. This was an open process that included open steering committee meetings, public visioning sessions and review of information generated during the process. The following provides a summary of the public process's various stages. An exhaustive amount of research, public input and documentation was generated during the process and is included in the report Appendices.

#### **Stakeholder Input**

Seventeen stakeholder groups were identified and interviewed as part of the public process. The consultants conducted interviews during scheduled Steering Committee meetings. Stakeholder groups included: Planning Board, Growth Planning Committee, Kennebunkport Conservation Trust, Conservation Commission, Housing Heritage Trust, Kennebunkport Business Association, Cemetery Committee, Shade Tree Committee, Budget Board, Street Lighting Committee, Ad-hoc Senior Advisory Committee, Kennebunkport Library, Historical Society, Portside Rotary, Consolidated PTA, and abutters. The following questions were posed to each group:

1. What are the important issues that should be considered? Specifically, what land use needs and other important objectives should be considered in the development of a master plan?
2. What concerns does your committee or group have regarding growing demands and needs for the town -- i.e. public services, housing needs, commercial use, and open space? How should the property be used?
3. What design characteristics should we consider in our implementation strategy?
4. Does the parcel location provide an opportunity for connectivity to the Village area and to Cape Porpoise? If so, what should those connections include?
5. What expectations does the committee have for the Village Parcel?
6. Should the Town identify a portion of the site to be retained for future yet-to-be-determined needs of the Town?

### 3. PUBLIC PROCESS

A summary of all the stakeholder group comments can be found in Appendix B. These were the key takeaway points from the interviews:

- Traffic concerns must be considered
- Provide affordable housing/workforce opportunities for singles, young families and empty nesters/downsizing seniors
- Single-family, multi-family and apartment buildings
- Neighborhoods should be mixed-income, multigenerational
- Plan should address the provisions of the Comprehensive Plan
- Protect sensitive environmental assets; opportunity for environmental education
- Connectivity with other Conservation Trust Trails
- Need to consider reserving a portion of the property for future needs
- Municipal facilities
- Limited commercial
- No seasonal or short-term rental, Airbnb or seasonal homes
- Zoning standards need amending
- Open space -- active and passive
- Design Standards

#### **Public Visioning**

In addition to educating the community on site conditions, opportunities and constraints, a key part of the process involved soliciting community ideas for how the Parcel would best serve the town. In order to facilitate public input, the consultants held two public visioning sessions. The first session was a kick-off meeting in May 2019.

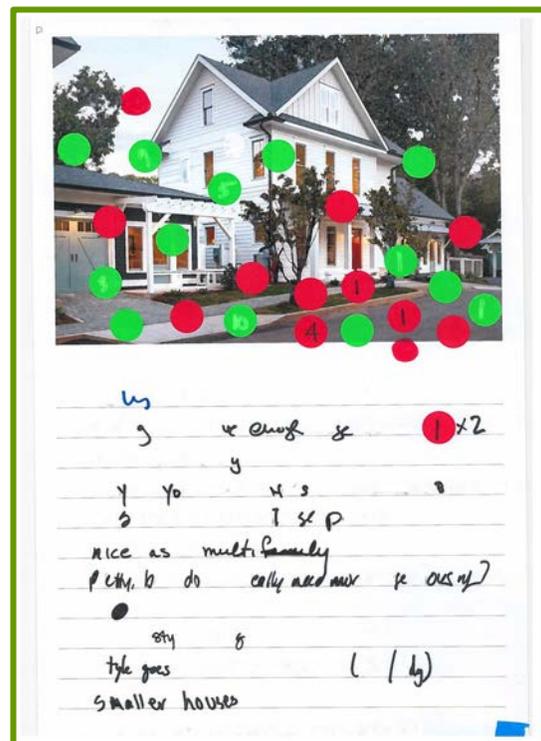
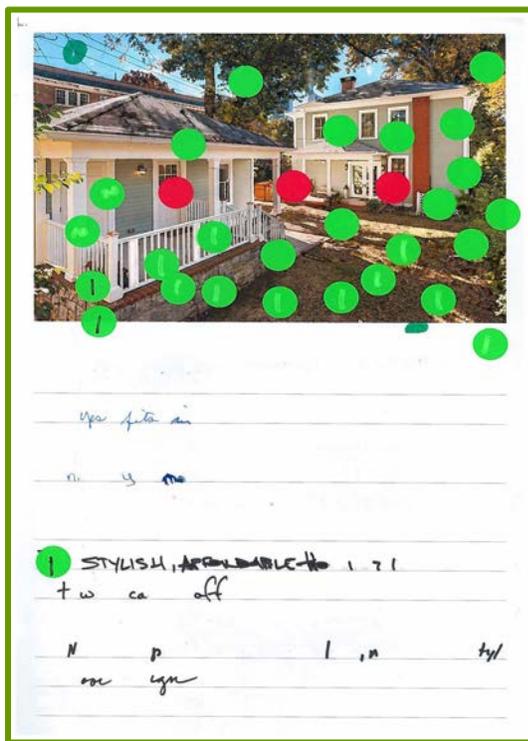


With 50+/- residents in attendance, the consultants presented an overview of the process for completing the study and also presented the history of the property, environmental

### 3. PUBLIC PROCESS

assessment, regulatory requirements, potential development areas, and the potential relationship of the Parcel to the existing village area.

The consultant team led two participatory exercises to gain insight into residents' perceived needs for the town, their vision for the use of the parcel, and concerns they might have. The first exercise was an 80-image visual preference survey designed to identify citizens' perspectives on the appropriate character of development. Images included various residential, commercial, and municipal architectural styles, neighborhood development patterns, both natural and constructed open space, and active and passive recreation example. Participants wrote comments and placed green dots for "likes" and red dots for "dislikes".



The kick-off meeting's second exercise asked the following two questions:

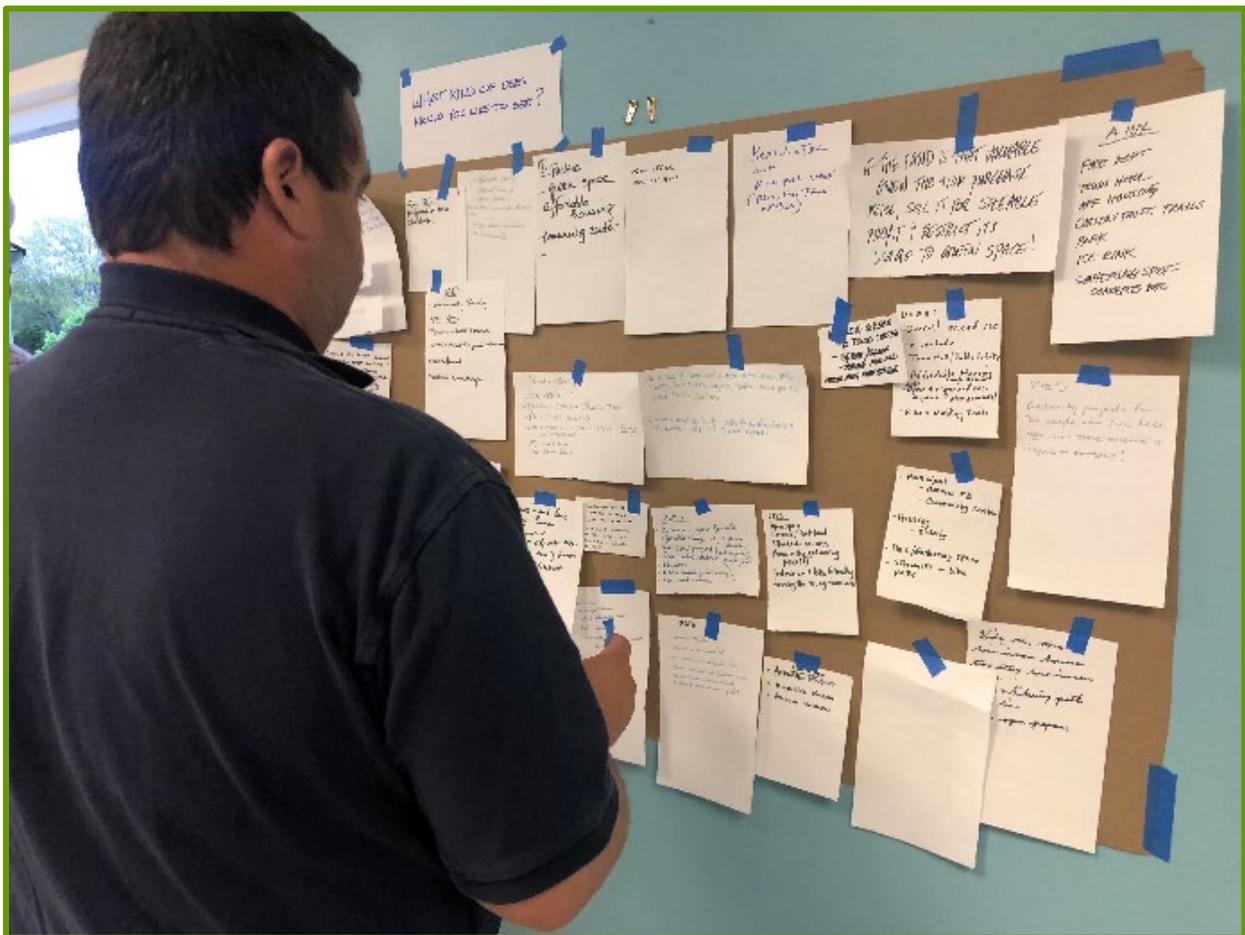
1. What kind of uses would you like to see?
2. What would make this project successful?

### 3. PUBLIC PROCESS

Participants posted their responses to these questions on the wall. After the session, a follow-up report analyzed the responses to these questions. The list below summarizes the participants' most common responses:

#### 1. What kind of uses would you like to see?

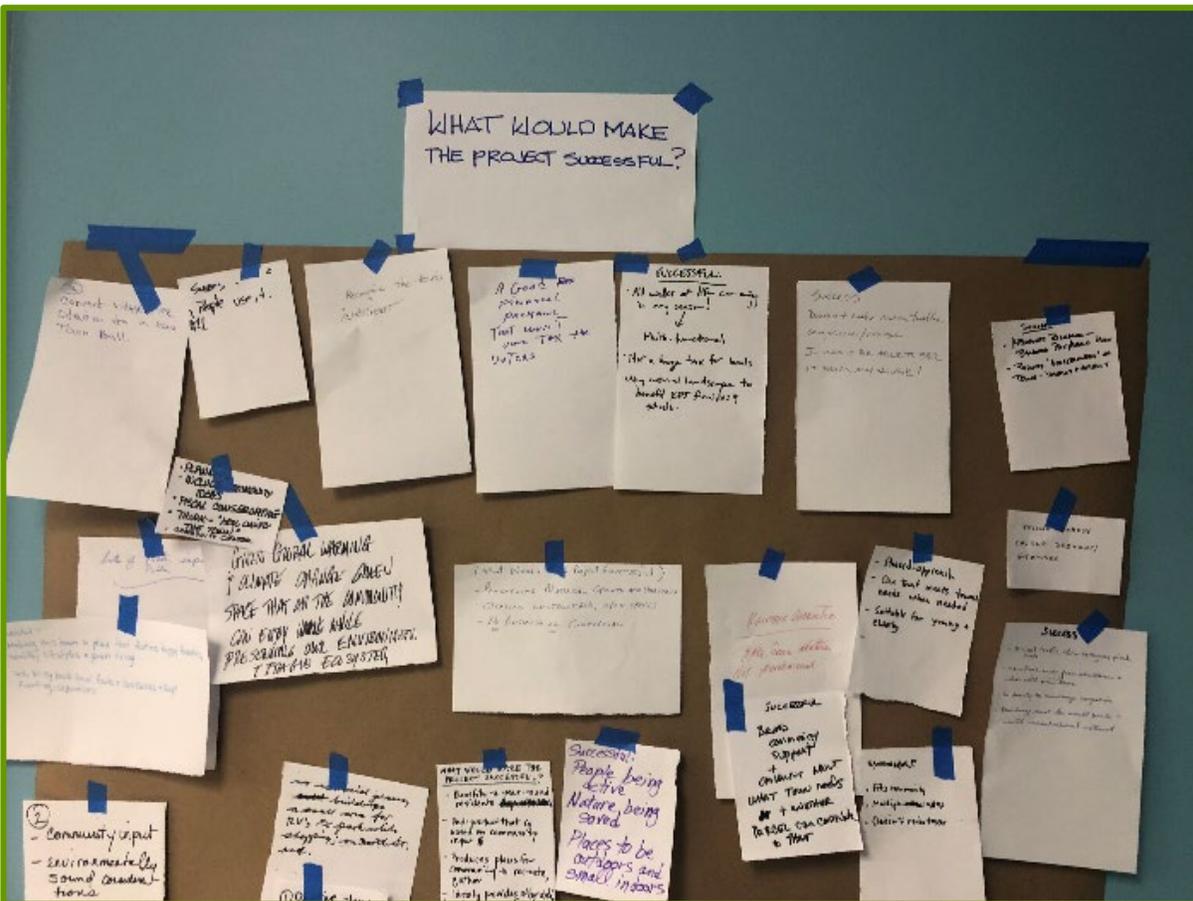
- Affordable housing for families and aging population, single-family and apartments
- Moderate-sized homes
- Open space and recreation areas and trails
- Community gardens and public gathering spaces
- Pedestrian-friendly, bicycle-friendly
- Limited commercial, local food
- Municipal facilities -- town office and fire station
- Town green



### 3. PUBLIC PROCESS

#### 2. What would make this project successful?

- Variety and style of buildings
- Something for everyone
- Accessible to all and in all seasons
- Affordable housing; single-family, multi-family (\$250K)
- Maintain conservation land/preserve natural growth and habitat
- Community gardens
- Limited or no commercial
- Limit traffic impacts
- Phased approach
- Sustainability, energy-efficient design
- Recoup Town investment



Refer to Appendix C, Visioning Process and Results, for additional information.

### 3. PUBLIC PROCESS

The following images from the visual preference survey are some of the selections made that received a majority of favorable responses regarding housing/neighborhood character, neighborhood connectivity, and open space uses.

#### Neighborhood Character



- Like the community feel
- Need sidewalks
- Nice mix of architecture
- Looks like Kennebunkport
- Needs connectivity
- Potential alleys would be nice
- Need a garage



- Potential affordable housing
- Like the park-like atmosphere
- Potential mix of housing
- Looks like Kennebunkport
- Senior housing options
- Need garages - sidewalks

### 3. PUBLIC PROCESS



- Potential multi-family extended New England style of architecture
- Too large for single family home
- Like the architecture



- Good cluster housing
- Need parking
- Like the feel – enhance architecture
- New England feel
- Rear entry garage needed
- Potential affordable housing



- Nice neighborhood connection
- Like smaller homes closer together
- Walkable community feeling
- Landscape feeling
- Like the green space

3. PUBLIC PROCESS



- Fits town character
- Nice connectivity - walkable
- Potential affordable or senior housing
- Homes a little too close
- Landscape important

NEIGHBORHOOD CHARACTER



**KENNEBUNKPORT  
VILLAGE  
TOMORROW**  
A NEIGHBORHOOD DEVELOPMENT PLAN FOR THE VILLAGE PARCELS

### 3. PUBLIC PROCESS

#### Open Space Character



- Great outdoor space
- Retain this feel
- Integrate within neighborhood – affordable housing
- Good for walking trail
- Community-friendly off-road biking



- Preserve open space
- Protect wetlands – good for crossing
- Important to use sustainable materials
- Include within neighborhood (housing)



- Open space
- Environmental education opportunities
- Protection of wetland

### 3. PUBLIC PROCESS



- Preserve open space
- Walking trails
- Preserve nature
- Cross country skiing/snowshoeing



- Community garden
- Connectivity within neighborhood
- Like this idea
- Need a community garden



- Thumbs up – green space
- Keep open – green space
- Town park would be great for events
- Great public open space

3. PUBLIC PROCESS



- Nice gathering space
- Community use
- Flexible space
- Community recreation would be great

ENVIRONMENT



**KENNEBUNKPORT  
VILLAGE  
TOMORROW**

A MIDDLEBOROUGH DEVELOPMENT PLAN FOR THE VILLAGE PARCELS

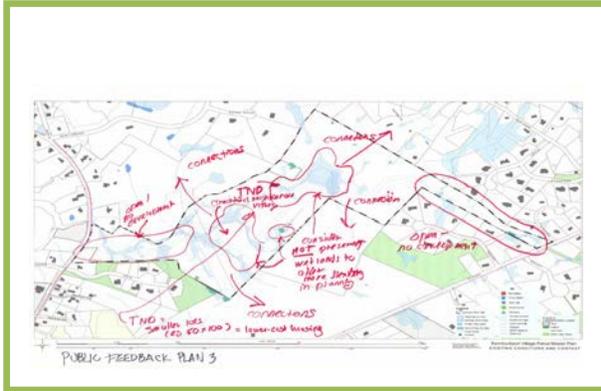
### 3. PUBLIC PROCESS

The second visioning session was held on the weekend of July 13<sup>th</sup> – 15<sup>th</sup>, 2019, and attended by more than 100 residents. The three-day event began with a three-hour public participation session that included the visual preference survey, overview of the property, existing conditions and local context. The consultant team presented a slideshow that explained traditional New England village character and pattern of development to show how the Village Parcel fits within the context of the existing village area. Afterwards, the audience participated in a breakout session with twelve facilitated work groups to discuss how the parcel should be used and what needs should be accommodated. Participants sketched and wrote over base map and existing conditions plans to explain and develop their ideas. This session concluded with a presentation by each table of its ideas and recommendations.



### 3. PUBLIC PROCESS

#### BREAKOUT SESSION TABLE MAPS



Following the morning session, the design team reconvened at the Kennebunkport Village Fire Station on North Street for an open-studio design charrette conducted over a period of 30+ hours. The public was invited in to observe progress and provide further comments. The team reviewed, analyzed and refined input obtained in the morning session and previous public and stakeholder input to develop initial conceptual development plans. A significant number of residents stopped by during the three-day event to see the progress, to learn more about the property and potential development scenarios, and to provide feedback. The design team also offered a questionnaire to residents to gain further insight into appropriate land uses and development types (Refer to Appendix C).



The team sketched concept analysis maps that integrated public comments in generating land use possibilities. Composite map layers included environmental resources, trail connections and open space opportunities. These land use possibility maps formed the basis for concept plans that address village character, a mix of housing types and lot sizes,

### 3. PUBLIC PROCESS

and connectivity with sidewalks, alleys and trails. The team focused on protecting or restoring sensitive ecological areas of wetlands, streams, and remnant woodland, and emphasized neighborhood trail connections as part of an integrated environment.

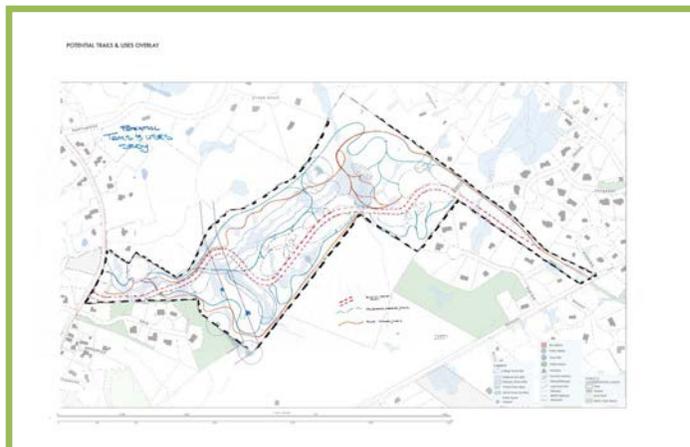
### ANALYSIS MAPS

The following Analysis Maps are examples of composite mapping developed to understand the property and how to integrate into a Concept Land Use Plan.



Potential Habitat Corridors

- The Habitat Corridor Analysis was developed to identify environmental conditions and potential wildlife corridors.
- The map was used to help balance development opportunities and open space preservation.



Potential Recreation Trails

- The Potential Trails Analysis was developed to understand the relationship between recreation and connectivity to incorporate into a potential Land Use Plan.

### 3. PUBLIC PROCESS

#### CONCEPT DEVELOPMENT PLANS

The design team generated three detailed concept plans that synthesize potential development opportunities that could be achieved through a multigenerational neighborhood. Such a neighborhood would contain a wide range of units to address the differing housing needs of young families, Town employees, downsizing seniors and market-rate buyers. The concepts incorporated as many of the ideas from the public input as possible.

At the end of the session, the design team presented its process, analysis and concepts to the public for discussion. This session was attended by approximately 50 community members. This final session provided residents and the steering committee with a detailed understanding of the property's potential, and provided the consultants with direction to refine the Preliminary Concept Plan.



- Demonstrates the opportunity to create a village character.
- Connects the neighborhood with the open space network.
- Identifies sensitive areas to protect.

Preliminary Concept Plan

### 3. PUBLIC PROCESS



Rendered Concept Plan – Limited Development

- The adjacent plan reflects a limited area of development with areas retained for future use.
- The plan shows potential network of trails that could be created in the short term until future land use demands arise.
- Some trails would be permanent open space areas that include sensitive habitat.



Rendered Concept Plan – Full Development

- Refined preliminary plan enhances the potential village character.
- Neighborhood pattern of mixed housing types.
- Hierarchy of street patterns alleys and greenways.
- Integrated open space and trail network.

### 3. PUBLIC PROCESS



#### **Public Comments**

The consultant team received additional comments and questions from the public during Steering Committee meetings and via email. The following is a summary of consistent comments and questions. A complete documentation of comments can be found in the Appendices, which include committee meeting minutes and emails.

- Support affordable housing for young families, workers in town, downsizing senior residents
- Mixed-income, multigenerational neighborhood
- Support retention of land for open space and conservation
- Support passive and recreational uses, walking trails, bicycle paths, sidewalk, educational opportunities, gathering space
- Support retention of a portion of the parcel for future yet-to-be-determined uses
- Maintain scenic character (*This is what makes Kennebunkport*)
- Development of the property should conform with the Comprehensive Plan
- Design standards must sustain architectural character of the town
- Cost factors -- recoup investment, no additional cost incurred by the town tax payer
- Support potential new town hall and meeting space
- How can the Town assure housing will be retained as *affordable* for residents and not become second homes and short-term rentals?
- Who will be responsible for monitoring development and timeline to assure goals and objectives are sustained?

### 3. PUBLIC PROCESS

- Connectivity is important (through-road), but need to manage traffic and vehicular speed
- What is the realistic housing demand for Kennebunkport?
- Can the existing municipal services accommodate development on this parcel?

Ultimately, the public input process revealed that the initial objective of developing a Master Plan for the property was premature. Many factors needed more in depth investigation and assessment before a Master Plan could be developed.

#### **Issues Identified**

- How much of the parcel acreage should be preserved as open space?
- What is a realistic projection of new houses that the town and the parcel can support?
- In the interim, areas disturbed for prior approved development should be mitigated by loaming and seeding areas with reclamation grasses
- Must identify potential parking areas for open space
- Must identify potential developers to evaluate housing options and cost implications
- Must complete municipal facility needs assessment to determine if village parcel is the best location
- Open space trails and recreation opportunities should be considered as a first phase of development to allow public access
- Need to control cost – minimize further expenditure by the Town. Development costs should be borne by developers as much as possible.

#### 4. MUNICIPAL NEEDS ASSESSMENT SUMMARY

This section summarizes the current effort by the Town to determine municipal facilities needs and information gathered from meeting with the department heads.

As part of the consulting team's stakeholder interviews, a meeting was held to solicit input from the Town's Department Heads regarding development implications for the Village Parcel. The following questions were discussed:



1. What are the important issues to consider? Specifically, land use needs, and other important objectives that should be considered in the development of a master plan.
2. What concerns does your group have regarding growing demands and needs for the Town -- i.e. public services, housing needs, commercial use, open space? How should the property be used?
3. What design characteristics should we consider in our implementation strategy?
4. Does the parcel location provide an opportunity for connectivity to the Village area and to Cape Porpoise? If so, what should those connections include?
5. What expectations does the group have for the Village Parcel?
6. Should the Town identify a portion of the site to be retained for future needs of the town?

Highlights of some of the comments include:

- There is a lot of infrastructure in Town and consolidating public facilities should be considered.
- Important to consider the Town's sewer capacity and what the implications are for development on the Parcel and the Town at large.
- Increased development will increase volume of ambulance and police calls, and implications should be considered.
- Dead-end streets are not ideal for public safety.

#### 4. MUNICIPAL NEEDS ASSESSMENT SUMMARY

- Combining fire department resources in town and the Parcel might be an opportunity. Fire stations are not all perfectly located. A previous study indicated that transitioning to two stations would not affect response time and a new street in this vicinity would help a great deal.
- Not enough affordable housing in town, which is needed to fill the jobs we need here in town.
- May consider 55-and-over rather than a nursing home.
- Need to consider what facilities have been invested in and what facilities are in need of investment: Parks and Rec and Public Works facilities are ok; perhaps Fire Department, but Town Hall definitely has needs.
- Town Hall is small, in-village, very tight with not enough parking.
- A Facility Needs study for Fire Department and Town Hall should be considered.
- A possibility may be the Village Station be renovated for a Town Office and new Fire Station located on the Parcel.
- KEMS needs to expand if Fire Department expands.
- Town Hall needs to expand, not sufficient space. Town Hall relocated out of the Village would be ideal.
- Street design should consider plowing and accommodating the 13-foot blade on the plow trucks. A 26-foot wide travel way is ideal. The Mills Road, 34 feet wide, and North Street and Route 9 are good examples.

In 2019 the Town initiated a Facility Needs Assessment of the Town Office and Fire Department, including Kennebunkport Emergency Medical Services (KEMS). The Fire Department plans to consolidate stations from four to two, which would require additional space in the village station for trucks and equipment. The consultants found that the most cost-effective approach would be to renovate the current station by adding a bay and renovating the current meeting space to bunk rooms and offices. A study of Town Hall requirements both now and in the future indicate an 8,200 square foot



building to house administrative departments and provide public meeting space, replacing the one at the fire station, would provide a long-term benefit to the Town. Sites were evaluated for a new town hall location and the Village Parcel lot at the corner of North Street and was identified as a suitable location to accommodate the building and parking.

## **5. A VISION FOR THE VILLAGE PARCEL**

### **Overview**

The public planning effort guided by the Village Parcel Steering Committee outlined a number of key ideas and priorities for the development of the Parcel, which can be categorized as non-residential and residential in nature.

Three priorities emerged in the “Non-Residential” group:

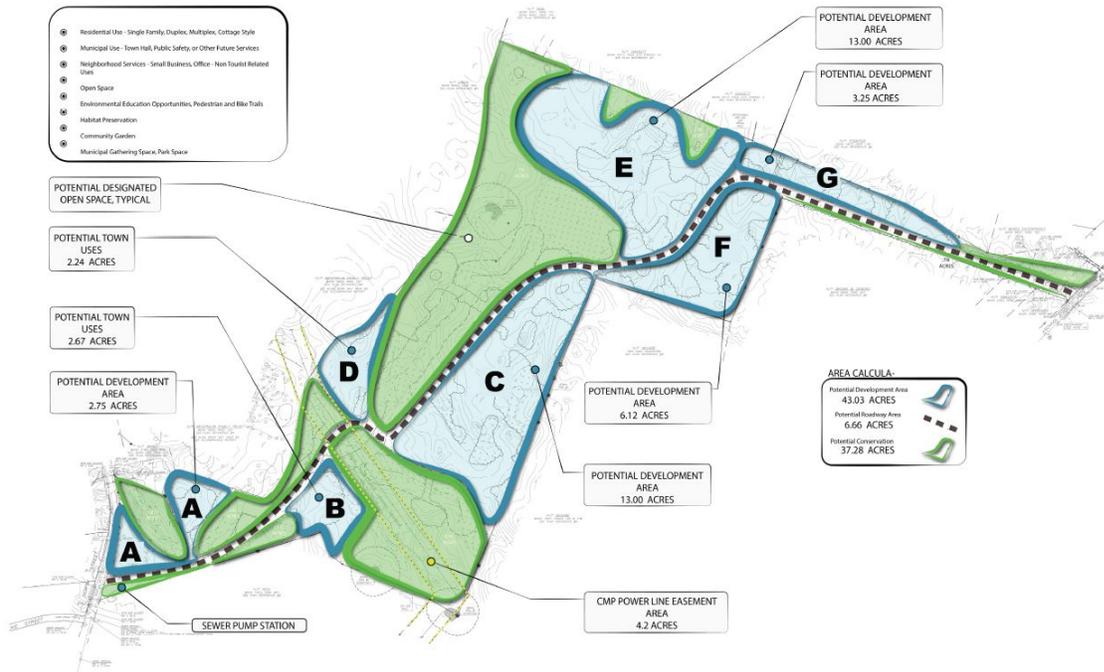
1. Preservation of Open Space for Conservation and Recreation
2. Reserving Land for Future Use
3. Limited, Near-Term Municipal Uses

The second group were residential in nature and highlight how the Village Parcel presents the Town with the opportunity to address the housing needs of young families, town workers and seniors that cannot readily be accommodated in the current Kennebunkport market. For reasons explained later in this section, these housing needs might be best accommodated within the context of a mixed-income, multigenerational neighborhood on the property, ideas for which were presented by the consulting team during the public visioning process.

In order to explore the feasibility of incorporating all these ideas into a road map for the future use of the Village Parcel, a preliminary plan which illustrates Potential Development Areas (Exhibit 5.1 and Appendix E) was produced by the consulting team. Because utilities to the Village parcel would connect from the North Street side, development would logically commence on Area A, then B, and so on. Reference to this plan will be made throughout this discussion of both Non-Residential and the Housing Priorities.

## 5. A VISION FOR THE VILLAGE PARCEL

### Exhibit 5.1 Potential Development Areas



## Non-Residential Priorities

### 1. Open Space for Conservation and Recreation

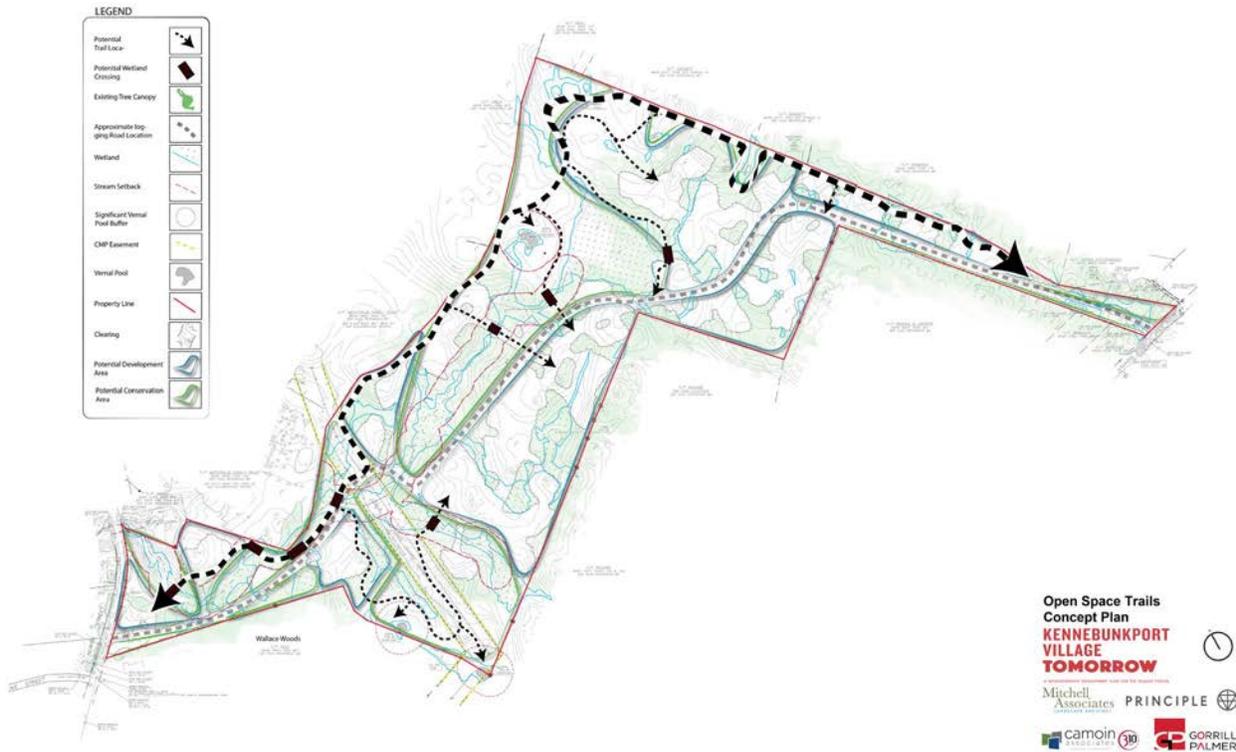
There is broad, enthusiastic community support for conservation of land and for recreational use of the parcel. Overall, people are most interested in conserving habitat associated with the vernal pools and streams, and in walking, hiking, and bicycling paths. Town stakeholders and residents emphasized outdoor education among the reasons for preserving open space including, for example, a nature classroom or educational trail signage. This feature could appeal to both children and adults and could be the basis for future grant applications.

The public survey results also indicate interest in outdoor community event spaces and more active, programmed recreational activities on the parcel. However, these activity ideas lacked specifics or consensus and need to be investigated further.

## 5. A VISION FOR THE VILLAGE PARCEL

In response to the Village Parcel's extensive conservation and recreation opportunities, the planning team developed Exhibit 5.2, Open Space Trail Plan (see also Appendix E), for the parcel. This plan accommodates the optimal development areas and provides a variety of connections between potential development and recreation areas that might be achieved over time.

### Exhibit 5.2 Open Space Trail Plan



In the short term, it would make sense to develop first the trail that hugs the northern perimeter of the Village Parcel, represented by the bold black dashed line. This would create a pedestrian connection between North and School Streets, take people past some of the better natural features of the Parcel and minimize conflict with any short or long-term development. This particular route would align with some existing trails and therefore require less clearing.

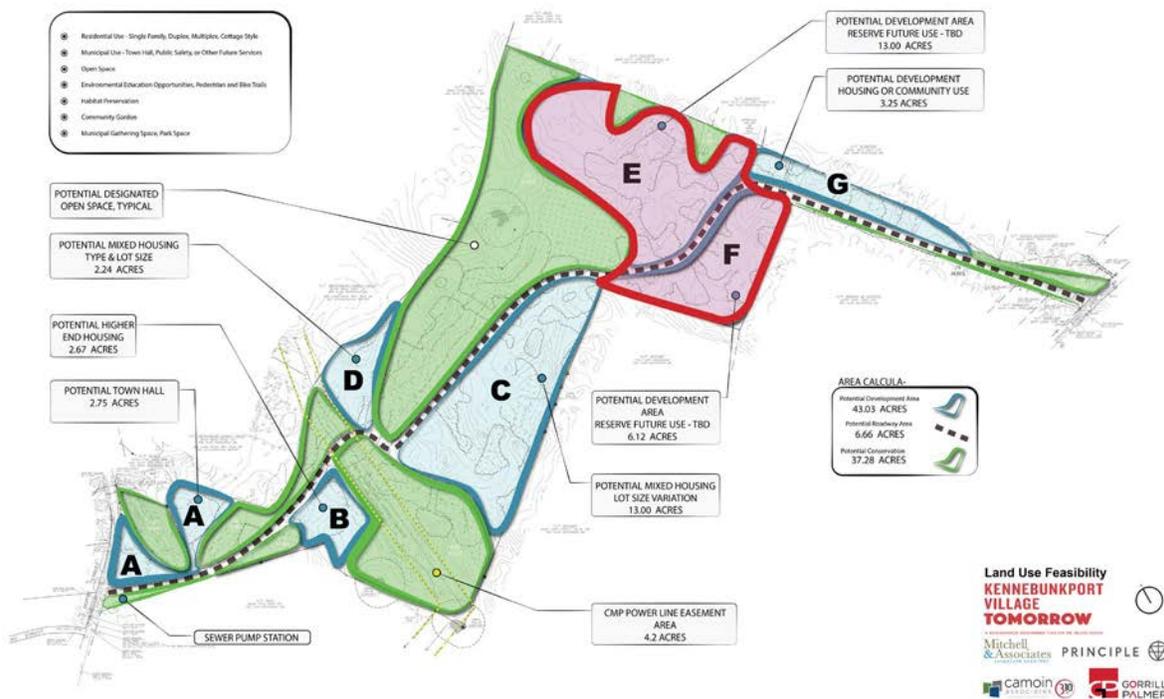
Town residents also requested that piles of debris associated with the prior developer's installation of the roadway be eliminated so that, in the short term, this roadway alignment could function as another trail until such time as new development takes place.

## 5. A VISION FOR THE VILLAGE PARCEL

### 2. Reserving Land for Future Use

The town's purchase of the Village Parcel is viewed as an opportunity to provide for future, as-yet-undetermined needs of the Town. The Steering Committee, stakeholders, and residents voiced an array of opinions on what those needs might be, from land to address sea level rise in the downtown to relocating the town hall or fire station to what may become a more centralized location. Whatever the needs may be, the objective should be to reserve land so that future generations have publicly-owned land available to develop if needed in the decades ahead. Areas E and F on Exhibit 5.1 Potential Development Areas are proposed as placeholders for future development. They would not impede any short-term development plans.

Exhibit 5.1 Potential Development Areas (E & F highlighted)

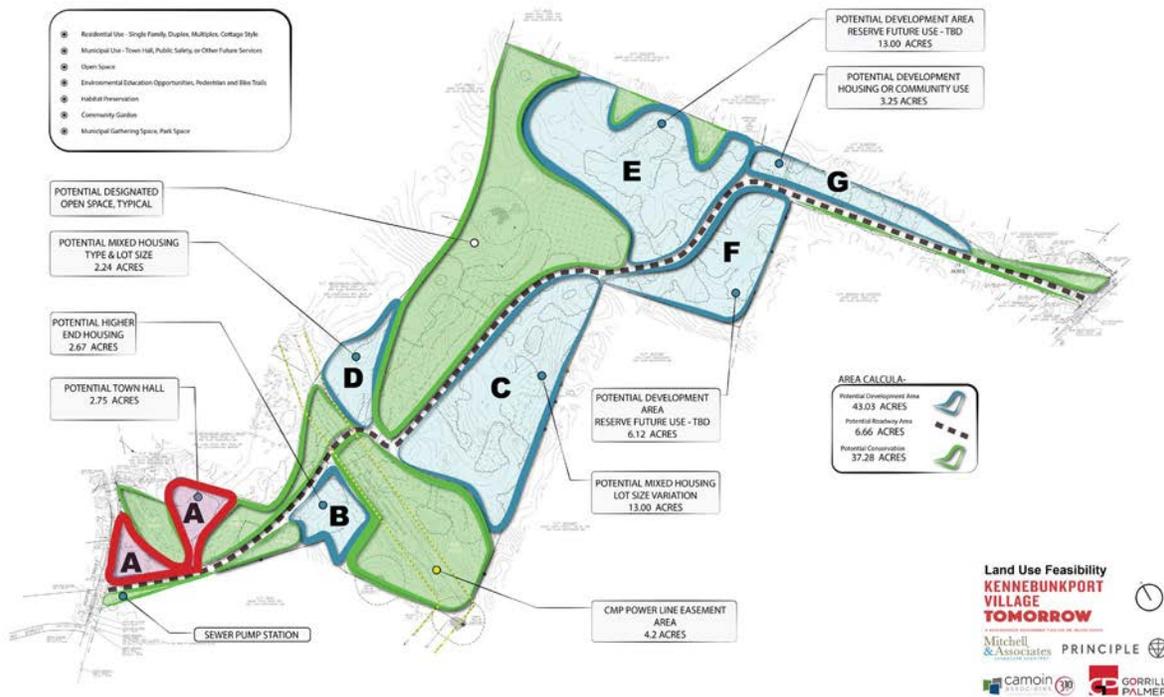


### 3. Limited Municipal Uses

As the Town determines specific municipal office and fire and public safety needs and the brick-and-mortar implications for those needs, the consultants explored whether the Village Parcel could or should support such facilities. Exhibit 5.1 Potential Development Areas identifies areas that may be suitable for a new municipal office complex/Town Hall.

## 5. A VISION FOR THE VILLAGE PARCEL

### Exhibit 5.1 Potential Development Areas (A highlighted)



The locations, labeled “A” in the diagram, are near North Street and thus near the Kennebunkport Village Fire Station and adjacent public parking.

The Town recently undertook a municipal facility needs study to determine programming space requirements for the Fire Department and Town Hall. The consultants proposed a renovation and addition to the Village Fire Station to accommodate future equipment and staffing demands. A design for an 8,200 square foot facility was proposed for a new town hall to accommodate current and future needs to include a public meeting space to replace the one at the Village Fire Station. The consultants viewed two potential sites for the new town hall and indicated that the Village Parcel corner lot on North Street would house the building and parking.

### Housing for Young Families, Town Workers and Seniors

A constant theme throughout the Village Parcel planning process has been that Kennebunkport needs housing that is different in type, size and affordability from what the market would ordinarily produce. Indeed, the 2018 Camoin Housing Assessment for the Town of Kennebunkport highlighted the housing affordability challenge in the town:

## 5. A VISION FOR THE VILLAGE PARCEL

- The median home value in the town is \$474,000 - almost twice that of York County.
- Annual mortgage and property taxes for a home at that price would require an income of \$95,000 - substantially higher than Kennebunkport's median household income of \$72,000.
- The town's popularity as a vacation destination drives up the cost of land and housing.
- High land costs combined with large-lot zoning result in the construction of larger, high-priced homes.
- With housing prices in Kennebunkport rising at a much faster rate than incomes, the affordability problem will continue to worsen.

During the Village Parcel planning process, a clear concern was expressed about the changing nature of the community -- where seasonal homes will soon outnumber those occupied by year-round residents and where the only homes being built would be on larger lots for the upper end of the market. Participants were concerned that Kennebunkport would lose one of its defining characteristics – its income diversity.

Another concern expressed in the visioning and other sessions was housing for seniors. As the Camoin 2018 Housing Assessment noted, “Kennebunkport's population is heavily skewed toward seniors, and will continue to age. The median age for Kennebunkport is nearly 55, well above the median of 45 for both York County and Maine.” Residents articulated that while many seniors will wish to remain their homes as long as possible, others will look for alternatives but they would prefer to remain in Kennebunkport. Some expressed a preference for an assisted living community here in town but there was also strong interest in simply having the option of smaller housing units that would allow seniors to downsize.

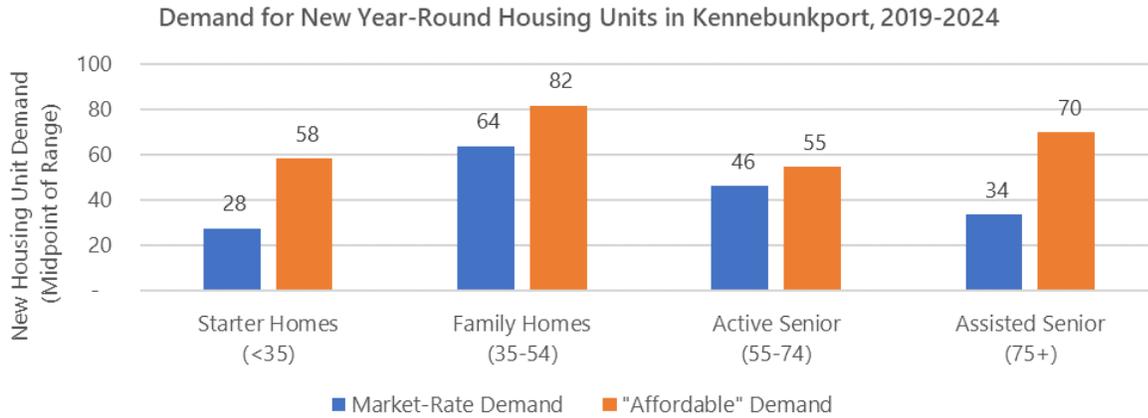
The Camoin 2019 Village Parcel Market Analysis report (Appendix D) projected that the total demand for housing in Kennebunkport over the next five years, through 2024, is estimated between 330 and 542 new dwellings. **It is clear from the Committee deliberations and public comment that the forecasted housing demand should not be Town policy nor in any way construed as a housing goal for the community.**

Of the forecasted demand, about 40% will come from those seeking housing priced above \$400,000 (i.e. market-rate housing) and 60% for “affordable” housing (i.e. housing priced below \$400,000 and accessible to households earning between \$50,000 and \$100,000 annually). About half of overall “affordable” demand will come from senior (age

## 5. A VISION FOR THE VILLAGE PARCEL

55+) households. Another sizable demand segment will be both market-rate and affordable family homes for the 35-54 age cohort (33% of total demand). See Exhibit 5.3.

Exhibit 5.3 Demand for Year-Round Housing Units



Source: Camoin 310

The Village Parcel offers an opportunity for Kennebunkport to add some affordable housing for young families, the town workforce and for seniors. But, developed on a standalone basis, affordable starter homes, family homes and housing for seniors may require public investment and/or significantly greater density than permitted under current zoning. This is further complicated if the Town seeks to recover some of the Village Parcel purchase price and also minimize future expenditure on site infrastructure. In order to illustrate the challenge of balancing these various objectives, Camoin prepared a financial feasibility analysis assuming an initial development phase of 45 housing units.

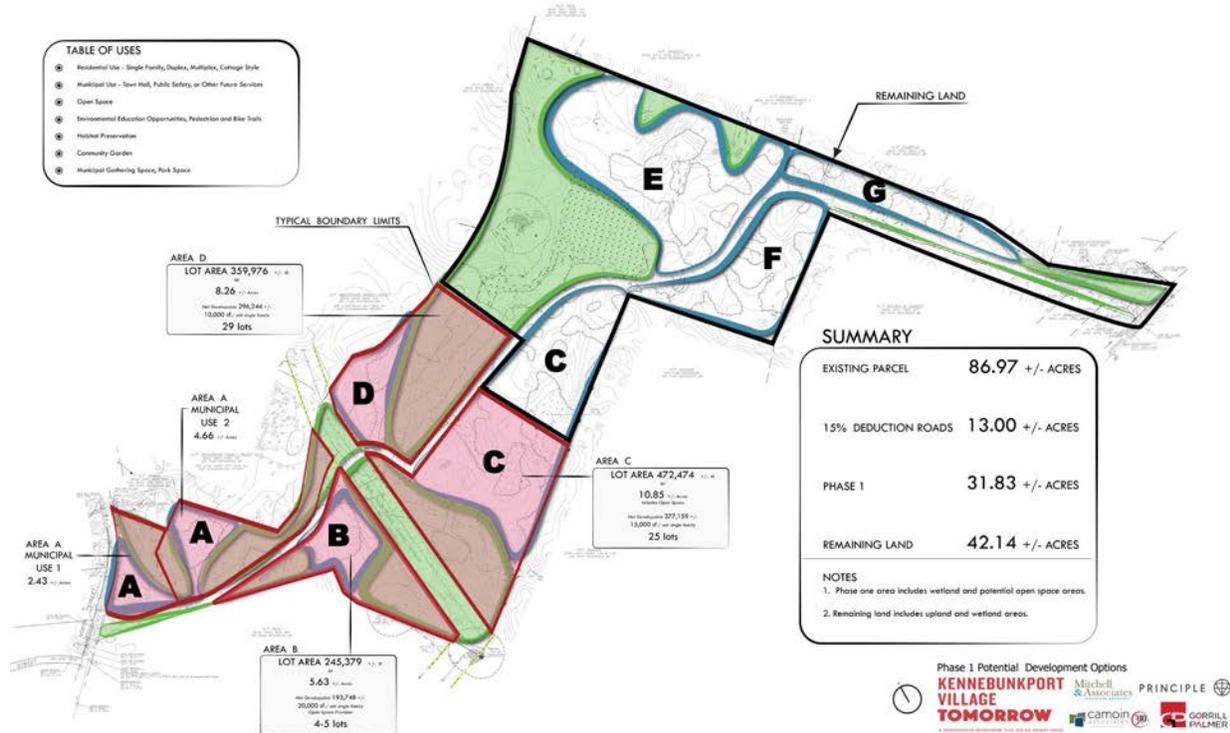
### Site Development Economics

Given the physical constraints of the site, the first phase of development would likely need to extend about one third of the way into the site from the North Street end in order to access development areas (pads) of adequate sizes. Exhibit 5.4, Phase I Potential Development Options, on the following page, shows Phase 1 in red. Costs for extending road and all necessary utilities infrastructure to this point, approximately 2,300 linear feet from North Street, are estimated at \$2.2 million. The cost of providing secondary roads to access home lots is another \$1.6 million, for a total of \$3.8 million in infrastructure costs. This would provide access to about 22 acres of land in the interior of the site for residential development. Of this acreage, about 13 acres are developable and could accommodate approximately 40 to 50 homes on lots between 10,000 and 20,000

## 5. A VISION FOR THE VILLAGE PARCEL

SF (quarter-acre to half-acre lots). These size lots are similar in size to current density in Kennebunkport's village area. Homes would be relatively small in size, averaging about 1,800 SF, and sell for about \$540,000 (market-rate).

### Exhibit 5.4 Phase 1 Potential Development Options



To determine the maximum amount a private developer would be willing to spend on land and infrastructure, Camoin estimated the investment return that could be achieved given current market conditions. The average gross margin for a housing developer is about 20% of revenues, which accounts for the developer's overhead costs and profit and is assumed to be the minimum return a developer would expect in order to undertake the project. Camoin estimates that finished market-rate homes will sell for about \$300 per SF of home area, based on recent comparable sales in the vicinity of the Village Parcel, meaning that the developer would expect a margin of \$60 per SF. After subtracting the developer margin and construction costs (estimated at \$175 per SF), this leaves a maximum of \$65 per SF to be spent on site costs. See Exhibit 5.5.

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### Exhibit 5.5

Maximum Site Costs per Square Foot of Development	
Home Sale Price per SF	\$ 300
Typical Developer Margin	20%
Developer Margin per SF	\$ 60
Construction Cost per SF	\$ 175
Max Site Costs per SF	\$ 65

Source: Camoin 310

### Potential Proceeds to the Town

An initial phase scenario, perhaps accommodating about 40 to 50 homes averaging 1,800 SF on quarter-acre to half-acre lots, would likely yield market-rate homes averaging \$540,000 each. After allowing for necessary infrastructure costs of \$3.8 million, this phase undertaken by a private developer would generate about \$1.5 million in land proceeds for the Town -- if current zoning is modified to permit greater density on the site; if not, the yield to the Town under this illustrative scenario would be \$700,000.

### Exhibit 5.6

Town Proceeds from Phase 1		
	Higher Density	Current Zoning
Lots	45	20
Average Home Size (SF)	1,800	3,000
Total Building SF	81,000	60,000
Max Site Costs per SF	\$ 65	\$ 65
Max Site Costs	\$ 5,265,000	\$ 3,900,000
Infrastructure Cost, Main Road	\$ (2,200,000)	\$ (2,200,000)
Infrastructure Cost, Secondary Roads	\$ (1,600,000)	\$ (1,000,000)
Town Proceeds	\$ 1,465,000	\$ 700,000

Source: Camoin 310

### A Developer's Perspective on Affordable Housing

Per Camoin's Village Parcel Market Analysis, to be affordable to households earning 80%-120% of the Town's median household income, housing should be priced at about \$200

## 5. A VISION FOR THE VILLAGE PARCEL

per SF. A 1,800 SF home would therefore be priced at \$360,000. Camoin conservatively estimates affordable home construction costs at \$150 per SF, to ensure that “affordable” homes are relatively comparable in appearance and quality to market-rate homes nearby. In Exhibit 5.7 below, Camoin illustrates how the development community would compare the prospects for undertaking market-rate versus affordable housing; the numbers do not “pencil out” -- there is insufficient margin to motivate a private developer.

### Exhibit 5.7

Developer Margin - Market-Rate vs Affordable		
	Market-Rate	Affordable
Sale Price per SF	\$ 300	\$ 200
Construction Cost per SF	\$ 175	\$ 150
Site Costs per SF	\$ 65	\$ 65
Margin per SF	\$ 60	\$ (15)
Margin %	20%	-8%

Source: Camoin 310

### A Mix of Market-Rate and Affordable Dwellings

Considering what would likely be a first phase of developing the property, it is evident that private market-rate residential development is needed to offset past land acquisition costs and future public expenditures on infrastructure. Some number of units targeted to households earning 80%-120% of the Town’s median household income could be included but, in Camoin 310’s financial analysis, for each unit of affordable housing the Town would forego \$100,000 of potential proceeds. This estimate may be further refined with more detailed design of proposed home sizes, both affordable and market-rate, but it serves to temper expectations of how much affordable housing is feasible on the Village Parcel.

### A Mixed-Income, Multigenerational Neighborhood

One way to contemplate development on the Village Parcel is that of new neighborhood with a mix of dwelling unit types, sizes and prices that are different from Kennebunkport’s current inventory. This neighborhood would create demographic diversity by incorporating a variety of single-family, two-family and multi-family buildings at a variety of price points. This mix is accomplished through the use of a varying lot sizes, home sizes, and unit types that may include long-term rentals. This dynamic could attract a

## 5. A VISION FOR THE VILLAGE PARCEL

broad and diverse group of people, including downsizing empty-nesters, young families, singles, and local workers. To be successful, this kind of development would seek to exclude second homes and vacation rentals. All involved in the planning process anticipate developing safeguards to discourage short-term occupancy.

Multiplex dwellings offer good opportunities for small units that can function as either modest family homes or singles/couples apartments, critical to creating affordable housing. To assuage aesthetic concerns voiced by the community during the visioning process, the multiplex could be designed to resemble a traditional New England farmhouse with barn or Federal-style home with carriage house, similar to the many historic houses that give the Town its charm. These large “homes” would be subdivided into three or four dwellings. This design strategy allows for higher density and demographic diversity by catering to people who cannot afford or do not wish to live in larger detached or semi-detached homes.

If this kind of development were to proceed on the Village Parcel some have suggested that it should incorporate a modest coffee shop with to-go and simple made-to-order food that doubles as a community gathering space, or an appropriately sized market with a limited variety of produce and staple foods proceed. In any event, any such retail element should be strictly subordinate to residential, community and municipal uses.

### Zoning Changes are Essential (refer to Land Use Analysis, Appendix E for more detail)

*To realize the vision of a mixed-income, multigenerational neighborhood, and to facilitate a configuration more on par with a village character, the current zoning for the Parcel would require modification. To establish a proper framework to support the desired development types, zoning amendments will need to include reduced setbacks, smaller lots sizes, greater building coverages, greater density, and perhaps the establishment of design standards.*

New zoning can be achieved in several ways:

- 1. Contract Zoning.** The Town can establish (and has previously established) specific zoning regulations and conditions for a particular parcel alone. A legal review is necessary to vet the concept of contract zoning and determine logistics involved in ownership. However, the actual contract zone agreement would likely be between the Town and a future developer. This form of land use regulation is most flexible since it can be tailored to project-specific and site-specific objectives.

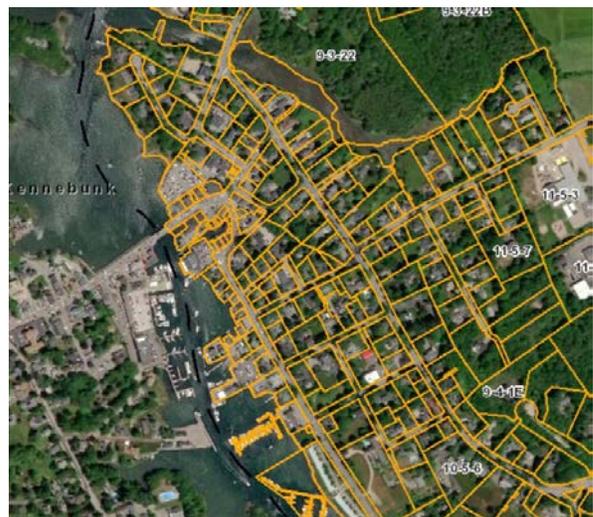
## 5. A VISION FOR THE VILLAGE PARCEL

- 2. *Overlay Zone.*** Another way for the Town to change the zoning to facilitate the envisioned Village Parcel development is to draft and adopt a series of provisions that add to the base zoning regulations and which may supersede them if specific conditions are met. Generally, these conditions would likely target affordable housing dwellings and open space conservation or recreational amenities. With these conditions met, specific density increases above the base zoning would be permitted. An advantage to this over other zoning regulation applications is that it could include more than the Village Parcel, such as the land adjacent to the Village Parcel on the north and south.
- 3. *New Base Zone.*** This option would require drafting and adoption of a new land use zone. Typically, such a zoning district would include more than one property. The Town's attorney should review specific logistics and determine if this is an issue, or whether the Parcel should be divided into lots. The advantage to a new standalone base zone is that it could provide more clarity by essentially mandating the type of development based on specific regulatory requirements, unlike the development choices that might be available in an overlay zone, as described above. This may not be a factor if the Town decides to focus only on the Village Parcel.

In order to create the framework to support a compact mixed-income, multigenerational neighborhood surrounded by open space, the dimensional requirements, or the rules of development for the Parcel will need modification. Compact neighborhoods require shallow setbacks, small lot sizes with greater building coverages, and more dwelling units per land area. In addition, to encourage a range of housing types (single-family, two-family and multiplex), these dimensional requirements can be calibrated to provide the most optimal development setting needed.

### **1. *Lot Sizes and Land Area for Development.***

Public input and committee members supported a traditional neighborhood character, such as Dock Square and Cape Porpoise, as the most preferred type of development for the Village Parcel. Many of the lots in these neighborhoods are characteristic of what people love about the town and range from less than 5,000 square feet to around 12,000 square feet. "Traditional" neighborhoods designed today are based on the understanding that



## 5. A VISION FOR THE VILLAGE PARCEL

compact development provides for a more pedestrian-scale and, given a smaller footprint, provides more open space. The objective is better served by quarter-acre lots than one-acre lots for single family; however, a mix of different lot sizes together with a mix of densities (land area per dwelling unit) would be ideal. The option of smaller lots, perhaps 10 to 20,000 square feet, could support single-family, two-family or multiplex buildings. This flexibility in lot size and density would allow development of a patchwork of different types of dwellings crucial to the vision of mixed-income, multigenerational neighborhood – in contrast to the more homogenous development that one-acre zoning effectively creates.

**2. *Building Coverages and Setbacks.*** In the same way that smaller lot sizes and greater density provide the flexibility to achieve the compact village-style neighborhood, reduction in setbacks and increase in building coverages provide a similar flexibility. Dimensional regulations are primarily aimed at locating buildings and limiting building/pavement area to ensure a reasonable space between structures for public safety and to allow for sufficient vegetated versus non-vegetated areas on the lot. The latter has a direct effect on stormwater management and both dimensional requirements have an effect on density and the overall character of the neighborhood. Allowing for buildings to be closer to each other (still providing for conformance with fire safety standards) and to develop more of the lot results in more efficient use of the overall land. Open space can be planned and designed to be more central and contiguous rather dispersed across individual lots.

**3. *Design Standards and Guidelines.*** Design standards and guidelines are important tools to communicate the type of development envisioned for the Village Parcel. Identifying a range of appropriate design attributes and details such as architectural massing, form, style and building materials would help to ensure expectations are met regarding the overall character of the neighborhood. Multiplex building design is a specific element that can benefit from standards and guidelines. A concept that emerged from the planning process involves incorporating several dwelling units within the building envelope of a large New England farm house or captain's house, perhaps



## 5. A VISION FOR THE VILLAGE PARCEL

with an attached barn or carriage house. This architectural vernacular is common in many scenic areas in Maine and is an element of the overall village character that has been identified as important to preserve and promote.

### **Realizing the Vision**

The Village Parcel presents the Town with a significant opportunity to:

- provide residents with a natural amenity close to the center of town
- locate a new Town Hall and reserve portions of the site for long-term future needs that may arise
- address some currently unmet housing needs and create a residential neighborhood that has some of the look and feel of areas of town such as Cape Porpoise and Dock Square – a character and quality cherished by residents of Kennebunkport.

Ideally, the Town could accomplish these with a neutral or positive fiscal impact on Town finances. In order to minimize the fiscal impact to the Town, private market-rate residential development is needed to offset the public costs of these objectives.

## 6. NEXT STEPS

With the development of this report, many issues and concerns requiring further study and discussion have been identified along with a number of decisions the Town must make and actions it should take:

### 1. **Refine the Village Parcel Vision.** The Town should:

- determine the right balance between conservation/open space and development on the Parcel, including the extent of land to reserve for future use once a more-immediate use program is developed;
- establish the appropriate phasing for the development, mindful that development must start at the North Street end of the Parcel;
- set realistic expectations regarding proceeds to recoup the land purchase and/or infrastructure costs and their relationship to how much public investment might be required to realize some number of affordable housing units on the Parcel. In addition, the Town might consider a more holistic interpretation of “return on investment,” balancing the financial calculus with other values important to the community.

### 2. **Encourage the Community to Enjoy the Property.** Since the Village Parcel is a remarkable asset that should be accessible to residents as soon as possible, the Town should:

- provide limited funds for some interim clean up and mitigation of the disturbance associated with the prior approved development. The initial effort should include signage regarding the Village Parcel Vision;
- with volunteer help and any available grant monies, establish as soon as possible one trail along the Northern perimeter utilizing where feasible existing paths and cleared areas;
- evaluate the input received on open space and nature conservation to develop an Open Space Plan of trails and recreation areas, nature education areas, and additional associated elements and programs.

### 3. **Identify Advisors and Partners.** The Village Parcel Vision can more easily be realized through informal alliances and strategic partnerships with other entities, e.g.:

- the Heritage Housing Trust’s current efforts will be instructive to the Town in understanding the local demand for affordable housing as well as the types of covenants that ensure continued occupancy by eligible households;

## 6. NEXT STEPS

- the Kennebunkport Conservation Trust could be an invaluable partner and advisor regarding the stewardship of the Village Parcel's natural resources;
- private developers will ultimately be critical to the execution of a master plan for the Parcel but, in the short-term, the Town should seek informal input from developers and builders familiar with the specific target market and building types identified in this report to further understand potential infrastructure costs, housing costs, and potential zoning changes that may be necessary for project success.

### **4. Formalize the Process for Moving the Village Parcel Forward.**

Now that the Village Parcel Committee has completed its task of producing a report regarding community priorities for the site, the Town should:

- determine the role of the Village Parcel Committee going forward;
- engage the Comprehensive Plan Committee to evaluate further the community priorities that have emerged thus far during the Village Parcel process. The parcel is in the defined Growth Area and will be evaluated as part of the Comprehensive Plan process, providing residents with more opportunities to weigh in regarding particular uses or development on the site;
- evaluate which of the various zoning options available should be adopted to best realize the vision for the Village Parcel;
- establish a plan to create a monitoring program or 'pulse-checks' to evaluate the progress and status of the use of the property, once a program has been identified, and determine the nature and frequency of these checks.