

MAINE STATE LEGISLATURE

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MASTER PLAN



Capital Riverfront IMPROVEMENT DISTRICT



As adopted by the
**Capital
Riverfront
Improvement
District
Governing
Board**

with assistance from

Ken
Associates

HT 168 .A8 C36 2000 c.2



*As Adopted by its
Governing Board*

August 22, 2000

**Authorized by the
119th Maine State Legislature
under Private and Special Law 1999, c.58
(as amended by P&S 1999, c.68)**

with assistance from:

Kent Associates Planning and Design Consultants, Gardiner, Maine

in association with

Chan Krieger & Associates, Cambridge, Massachusetts;

Development Strategies, Inc., St. Louis, Missouri;

DeLuca-Hoffman Associates, Inc., South Portland, Maine

*Note: The Master Plan comprises this document and a separate report titled: Master Plan
Technical Appendix*

KENNEBEC RENAISSANCE

Welcome to the Heart of Maine!

The two square miles of real estate called the "Capital Riverfront Improvement District" constitute the very heart of the State of Maine. Here major landmarks from three hundred years of political and military history stand intact. Here an enduring crossroads of commerce and trade can be found. Here thousands of Maine's finest legal, medical, and governmental practitioners ply their trades. Here the very best of families, young and old alike, live, play, pray, and learn together.

All of this activity takes place along the sides of a steep valley leading down to a mighty river. That river was named "Manitou Kennebec" by the Native Americans, which means "river god." The Kennebec was divine to the Europeans who settled here as well, providing transportation for logs and humans, fish, ice, sport, and waterpower.

Unfortunately, in the last century, the Kennebec also came to be used as a major waste and sewerage dump. It began to smell. People turned their backs. Houses moved away. Businesses faced inland. Pathways left the riverside. The River became an embarrassment, an eyesore.

That is all in the past. Today the Kennebec River is as clean as it was hundreds of years ago. With the recent elimination of the Edwards Mill Dam, sturgeon and bass and salmon and shad again are jumping. Eagles and osprey fly above. The Kennebec River is once more a source of pride. The "river god" has returned!

So people are turning back and rediscovering the Kennebec. State government is planning to locate major offices to the riverfront. Computer and software entrepreneurs are locating downtown. Housing for the elderly is being developed in the old City Hall. Major office development is in the plans for North Water Street.

Where will the new energy lead? The plan is a blueprint. It shows how a revitalized riverfront can accommodate new housing and offices and stores. It shows how a major urban park at the Edwards Mill site can be a new in-town attraction. It shows how a network of riverside paths and parks can tie the area's features together. It shows how parking can be developed, how historic landmarks like the Arsenal can be reused. It shows the future of the Augusta riverfront.

It's ambitious. But the two-square mile District begins today with major assets. The area contains the seat of Maine state government, the center of power and newsmaking for six months out of every year – as well as the seats of municipal and county governments. It contains the Maine State Library, the Maine State Museum, the Maine Law Library, the Maine State Archives, and the Carnegie-funded Lithgow Library – an information treasure-trove. It contains Old Fort Western (1754), the former United States Arsenal (1828), the Governor's Blaine House mansion (1830), the distinctive Cony flatiron building (1930), the Bulfinch-designed State House (1832), as well as dozens of historically important homes and buildings. It contains the major state mental health hospital, the MaineGeneral Hospital, and numerous medical offices. It contains professional offices for technology companies, accountants, lawyers, educators, and bankers. It contains an Olmsted-designed Park, a boat landing, and a growing recreational trail network.

Every day more than ten thousand workers arrive in the District to go to work. Every year more than a hundred thousand people visit the historic and cultural attractions. There's a lot going on here already, and it's only going to get better!

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**FOR COPIES OF THE MASTER PLAN TECHNICAL APPENDIX (OUTLINED ON PAGE I-10)
CONTACT THE CITY OF AUGUSTA PLANNING DEPARTMENT (207-626-2366)**

ACKNOWLEDGMENTS

This Master Plan was prepared under the direction of the Capital Riverfront Improvement District Governing Board. Appointed by the State and the City under the provisions of Legislative Document 2136, "An Act to Create the Capital Riverfront Improvement District", the 16 member Board and its alternate members have guided the development of this document.

Their ideas, insights, and comments have been invaluable and have shaped the plan's final recommendations.

The Governing Board Members are:

Sam Apgar, President, Heart of Augusta (through January)
Debra Auclair, President, Heart of Augusta
David Boulter, Resident, City of Augusta East Side
Ron Bourget, Member, Augusta City Council
Bill Bridgeo, Augusta City Manager
Elaine Clark, Director of the Bureau of General Services
Bob Corey, Vice Chairman, Augusta Planning Board
Sen. Beverly Daggett, State Senator
John Finnegan, Resident, City of Augusta and Business Owner
Bennett Katz, Resident, City of Augusta West Side
Jon Lund, Member, Maine State Environmental Organization
John Melrose, Commissioner, Department of Transportation
Peter Merrill, Maine State Housing Authority
Rep. Charlie Mitchell, State Representative
Delaine Nye, Resident, City of Augusta and Governor's Appointee
Evan Richert, Director, State Planning Office
Earle Shettleworth, Jr., State Historic Preservation Officer

Alternate Members include:

Eric Carson, State Planning Office (through January 2000)
Kathy Fuller, Maine Department of Transportation
Jody Harris, State Planning Office
Valerie Iverson, Maine State Housing Authority
Charlie Jacobs, Bureau of General Services
Kirk Mohny, State Historic Preservation Office

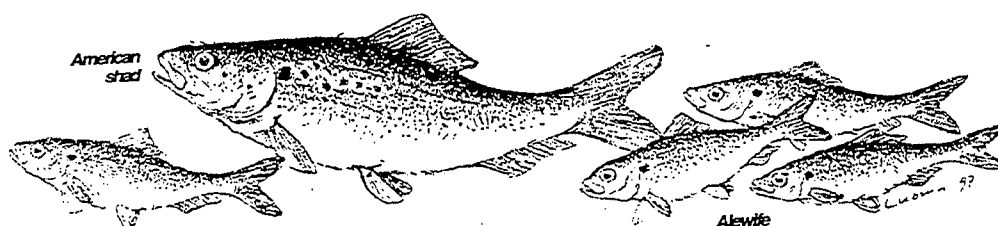
Valuable direction and assistance was also provided by the official part-time staff to the Board:

Paul Harrison, State Planning Office (through May 2000)
Bruce Keller, City Planner

Other City staff assistance was provided by Michael Duguay, Guy Whittington, Lionel Cayer, Kelley Gray, Madeleine Daniels, Anita Whitehouse and Ruth Tondreau.

In addition, this Plan has been improved by insightful and thoughtful ideas from many individuals attending public meetings and writing letters or e-mails.

The Consultant Team appreciates and thanks all of these individuals.



ILLUSTRATIONS BY JON LUOMA

THE CONSULTANT TEAM

This study was conducted by a team of consultants under the leadership of Brian Kent, President of Kent Associates Planning & Design Consultants of Gardiner, Maine. Assisting Brian was Anne Doiron. The other consultant team members were:

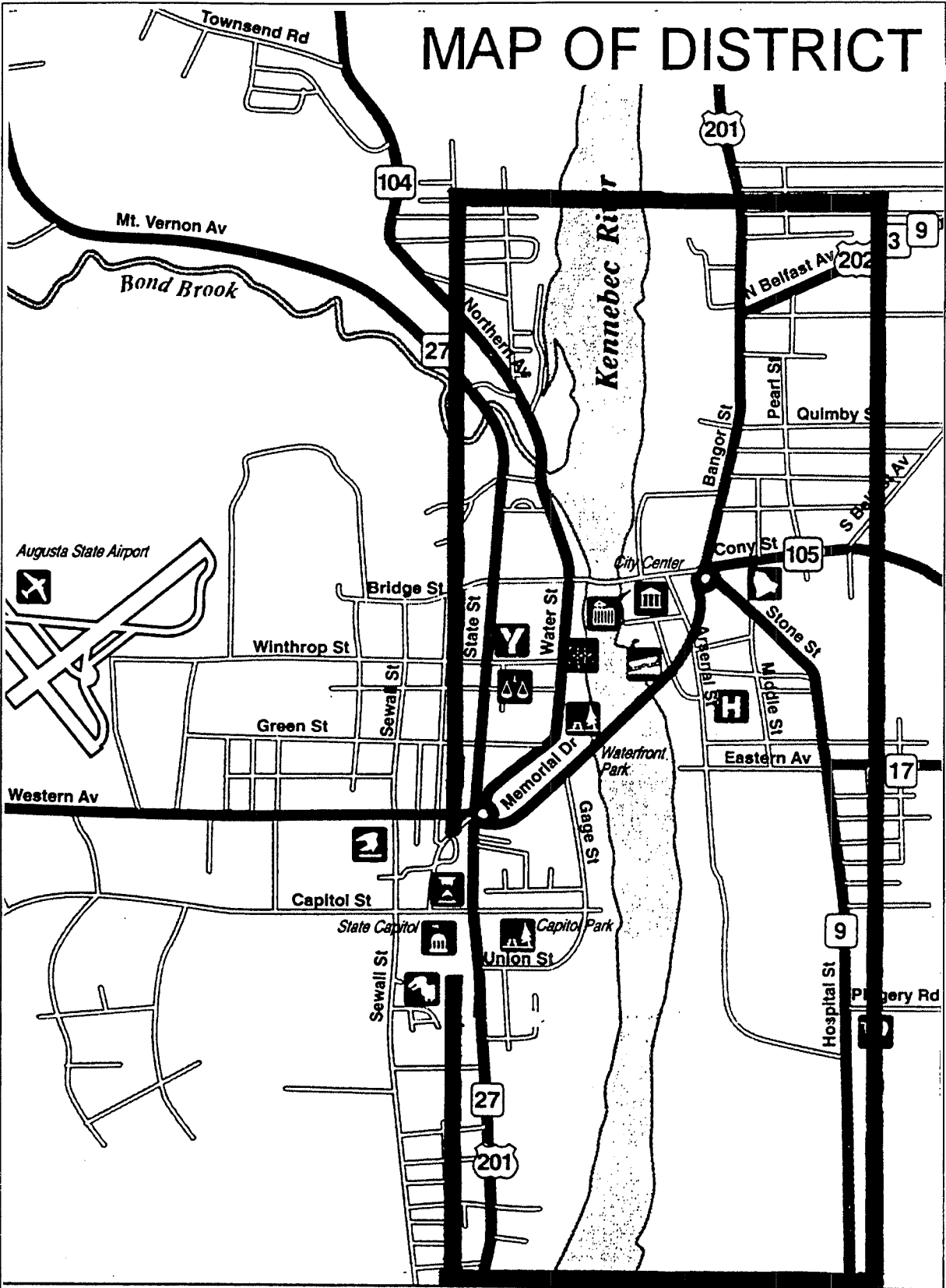
- Alex Krieger of Chan Krieger & Associates, Urban Design Consultants from Cambridge, Massachusetts. Assisting Alex were Alan Mountjoy and James Gresalfi.
- Richard C. Ward of Development Strategies, Inc., Economic and Marketing Specialists from St. Louis, Missouri. Assisting Richard were Barbara Weigel and Bob Lewis.
- Bill Hoffman of DeLuca Hoffman, Inc., South Portland, Maine, served as principal engineering consultant, together with Michael Servetas.

Frank O'Hara of Planning Decisions in Hallowell, Maine, was retained by the Board to facilitate the meetings and to act as interim executive director to the Board. He was assisted by Erik Hellstedt.

Photographs used in this report were taken by Brian Kent and Bruce Keller.



View of the Kennebec River before the Removal of the Edwards Mill Dam
(photo provided by Kennebec Journal, Toby Hollis, Photographer)



- | | | |
|---------------------|----------------------------|-------------------------|
| State Capitol | Cony High School | Blaine House Historical |
| Augusta City Center | Airport | Fort Western Historical |
| Hospital | State Museum | Park |
| Post Office | Childrens Discovery Museum | Boat Landing |
| Court House | Pine Tree State Aboretum | YMCA |

CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

MAP OF DISTRICT

SECTION I

I. INTRODUCTION

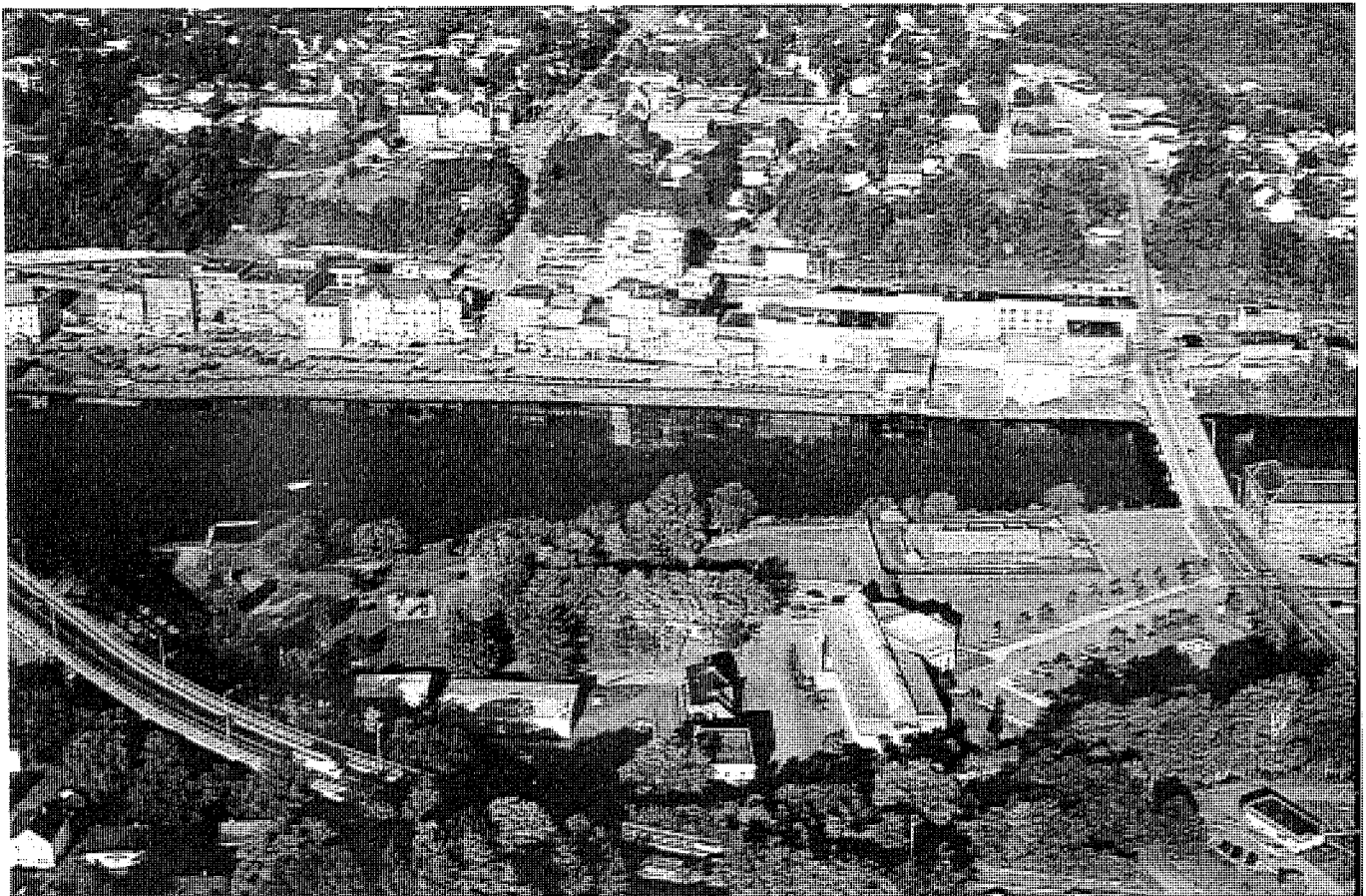
Background

The dramatic July 1999 removal of the 162 year old Edwards Mill Dam at the head-of-tide, north of Augusta's downtown, has ushered in a new era of cooperation between the City and the State. This opportunity to work in partnership for the good of City residents and the citizens of Maine was solidified with the passage of LD2136, An Act to Create the Capital Riverfront Improvement District.

The Act took effect in the fall of 1999 following its formal recognition by a unanimous vote of the Augusta City Council. As stated in the legislation, the purpose of the Riverfront District is to:

“protect the scenic character of the Kennebec River corridor while providing continued public access and an opportunity for community and economic development, and to protect the historic, archeological, recreational and ecological resources identified within the district and the constructed and natural environment of the district.”

The Act, in addition to spelling out the bounds of the District and the powers and duties of its Governing Board, requires that a Master Plan Report be prepared. This document is that report, as endorsed by the Governing Board.



An Aerial View of Downtown Augusta, looking west. The Kennebec River is flanked by the Water Street business district, in the upper part of the photo and Fort Western and the City Center in the lower part. Father Curran Bridge is on the right and Memorial Bridge is on the left.

Purposes and Powers of the District

The purpose of the Capital Riverfront Improvement District Board is to protect the scenic character of the Kennebec River corridor and to revitalize and improve the two square mile Riverfront District. In doing so, the Board is charged with providing continued public access, community and economic development opportunities, and protecting the historic, recreational and natural resources within the District.

Its primary role is to plan for, create, and facilitate projects within the District that protect the riverfront and improve the District, through cooperative efforts between the City of Augusta and the State of Maine and through private sector initiatives. In carrying out its duties, the Board may work with but not usurp the powers of the Augusta City Council, Augusta Planning Board, the Department of Administration and Financial Services, Capitol Planning Commission, or the State House and Capitol Park Commission.

It is the responsibility of the Board to:

- ✓ Develop and adopt a Master Plan for the District
- ✓ Promote the Plan and District
- ✓ Appoint an Executive Director and employ such staff and consultants as necessary to carry out the duties of the Board
- ✓ Work to implement the Plan by:
 - proposing and undertaking projects;
 - entering into agreements with others to undertake projects;
 - working with City and State officials to incorporate applicable portions of the Plan into their plan and ordinances, and implement them;
 - seeking out private developers and natural resource and historic preservation groups to construct, maintain, reconstruct, or operate projects within the District that are consistent with the Plan;
 - providing incentives to developers and others to undertake projects that further the public purposes and interests within the District;
 - soliciting proposals and issuing RFP's for specific projects;
 - setting measurable goals and objectives for District improvement projects and monitor the progress.

Further, under the provisions of the law, the Governing Board has the following powers (*note: this is a summary; the Act lists 23 specific provisions*). The District Board:

- may acquire and hold property or lease and/or manage land and buildings;
- must prepare a Master Plan and ensure its consistency with any Master Plan prepared for State Facilities;
- may contract for needed services;
- may construct, maintain, or reconstruct projects;
- may identify and plan for deteriorated areas and help provide for housing for low income persons;
- shall provide ample access to the Kennebec River at no cost to the public;
- may provide for financing projects, may borrow money, and enter into cooperative agreements – all for the purpose of promoting economic development in accordance with its Master Plan; and
- may issue securities up to a maximum of \$10 million at any one time, but not more than \$5 million, between July 1, 2000, and June 31, 2001.

The Board's mission, as they see it, is to:

- | | |
|---|--|
| – provide <i>vision</i> | – see <i>opportunity</i> (in improving the District) |
| – guide and <i>direct growth</i> | – play an <i>advocacy role</i> (for the Plan) |
| – act as a <i>catalyst</i> for <i>development</i> | – protect the <i>character</i> of the river corridor |
| – help <i>finance projects</i> | – provide continued <i>public access</i> |
| – provide <i>cohesion</i> | |

The Master Plan Study Area

The study area encompasses the heart of Maine's Capital City. Centered on the mighty Kennebec River the District extends from the Hallowell/Augusta City line on the south to the Cushnoc Heights (Sand Hill) neighborhood and Tree Free industrial area on the north. To the west the District includes that area between State Street and the river. To the east the District extends from the river to Bangor and Hospital Streets and includes the Cony High School site. (*Please see the accompanying map on page I-5.*)

Initially the District bounds were identified as the center of the above-described streets; subsequently the Board has revisited the question of appropriate boundaries and has adjusted them, subject to City Council approval. The adjustments are as follows:

- a) at Cony Street, across from the high school, the boundary follows the rear lot-line of the parcels facing the street, from Cony Circle to Viles Street; it then follows the center of Viles Street and hugs the west property line of state property to Stone Street;
- b) on State Street, from Higgins Lane on the south to Bond Street on the north, the boundary follows the rear lot-line of all parcels on the west side of State Street;
- c) beyond Bond Street the boundary encompasses all lots facing Mt. Vernon Avenue, on the west side (including lots between Bond Brook and the Avenue) up to the intersection with Mill Street, from there the boundary is a straight line, more or less, to the intersection of Northern Avenue and Washington Street. The map depicts the exact boundary.

The District covers about 1285 acres or two square miles. It includes 2.65 linear miles of riverfront and is less than one mile wide. It thus represents about 4 percent of the City's total acreage. Nevertheless the District incorporates Augusta's historic center and many of the regions most important business, governmental, institutional, recreation, and cultural facilities, not to mention vital residential neighborhoods.

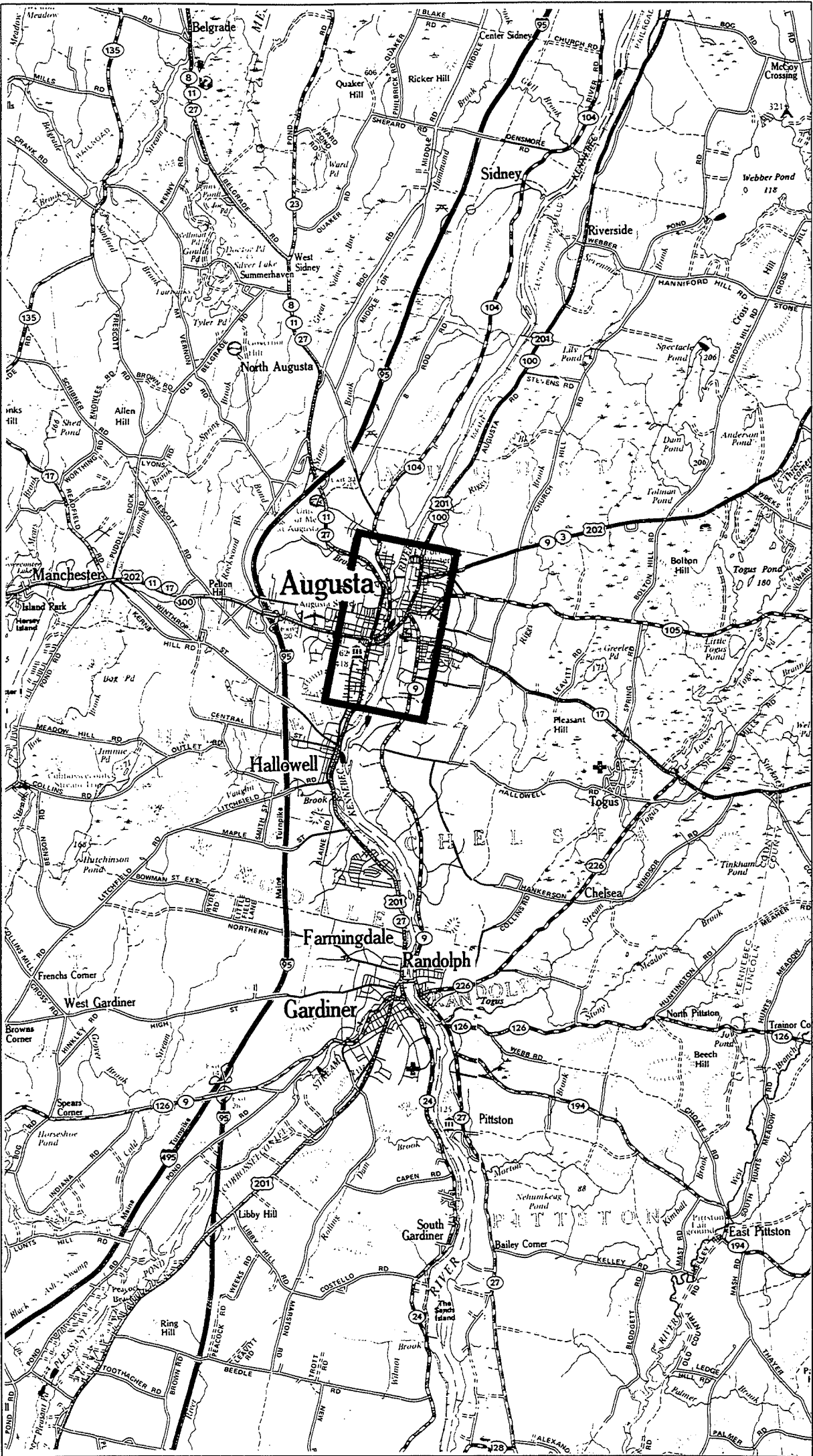
The following is a list of some of the vital features within the District:

West Side Features (*listed from north to south*)

- Cushnoc Heights (Sand Hill) Neighborhood (just the eastern part)
- Edwards Mill Area and Future Park
- Water Street/Downtown (historic center, Children's Museum, Waterfront Park, etc.)
- North State Street (district courts, Lithgow Library, Law offices, YMCA, etc.)
- Memorial Circle and Gage Street Park
- Capitol Park
- South State Street (adjacent businesses and homes on the east side)

East Side Features

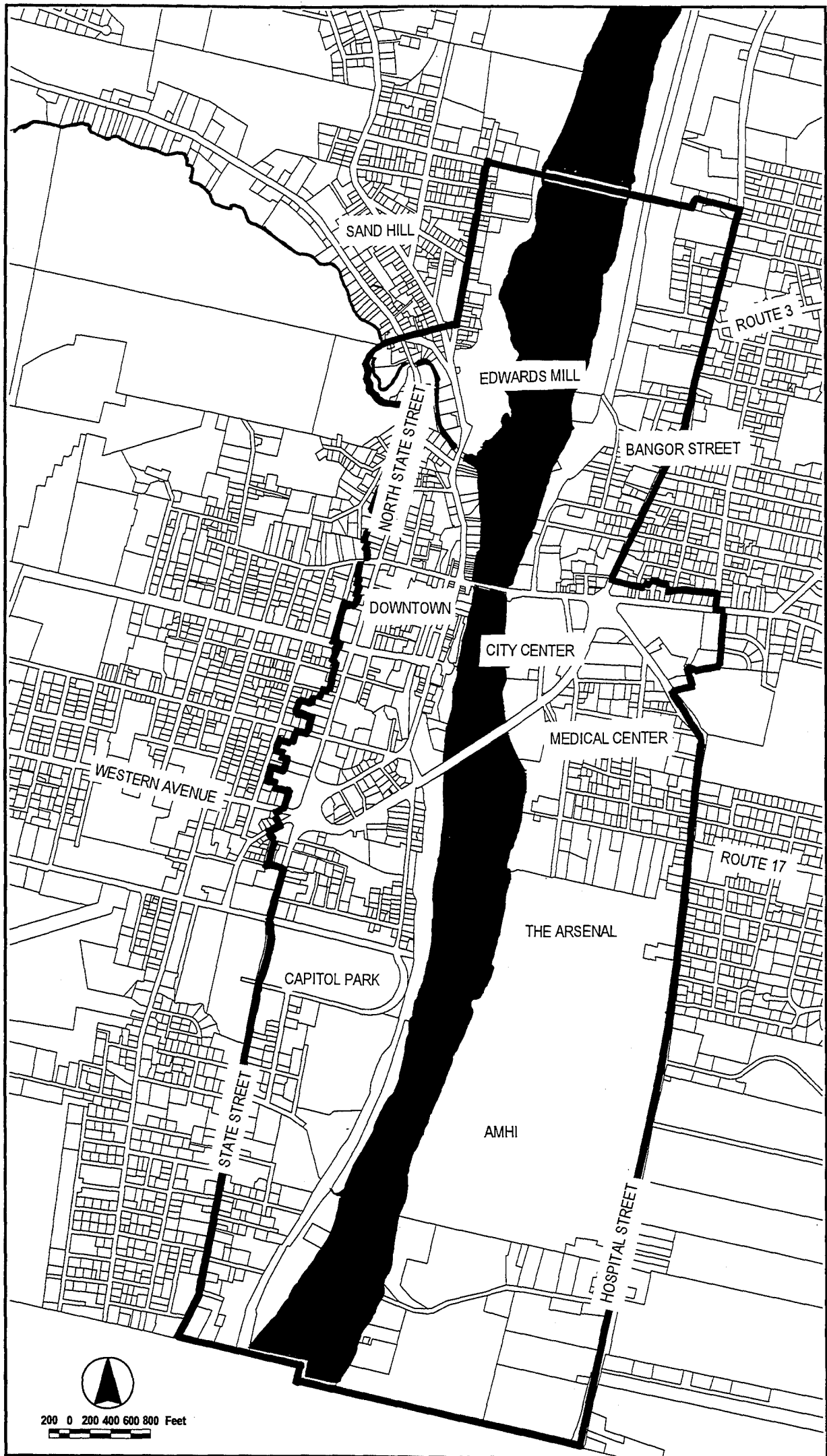
- Tree-Free Paper Plant
- Bangor Street Neighborhoods (local retail, elderly housing, etc., west side only)
- City Center Area (Fort Western, City Center, old Cony, Cony circle)
- Riverfront Park (playground, boat launch)
- Medical Center (Hospital, medical offices and services, etc.)
- Arsenal Street/Eastern Avenue Neighborhood
- The Historic Arsenal Complex
- The AMHI/East Side State Campus



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

MASTER PLAN STUDY AREA IN RELATION

TO THE SURROUNDING COMMUNITIES

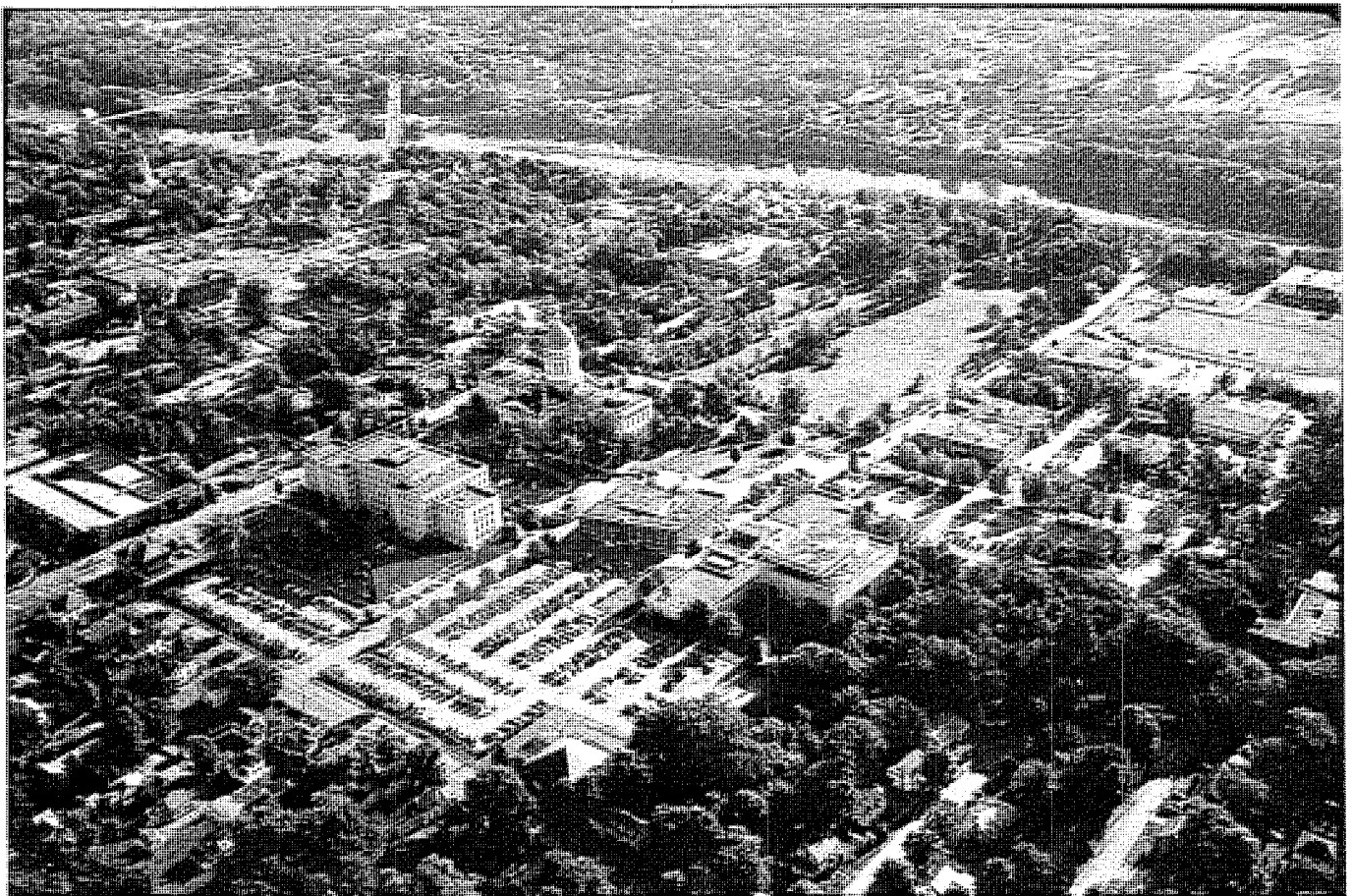


CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

THE RIVERFRONT DISTRICT BOUNDARY
 (as approved by the City Council, August, 2000)



Augusta's Downtown as seen from the northeast. The District extends west to State Street, beyond the wooded slopes that form a backdrop to downtown.



The District extends from State Street, in front of the State Capitol, to Hospital Street on the far side of the river. Capitol Park lies to the right of the dome in this photo.

Public Participation

From the outset of the master planning process the Board and its consultants have sought out public input and encouraged public participation. Over the six-month duration of Plan preparation public involvement has been encouraged through the local media, at well publicized meetings and through special mailings. Additional comments and suggestions have been submitted in letters, e-mail and one-on-one conversations with staff and the consultants. Targeted surveys have also helped gauge the needs of certain businesses and employees. Furthermore, the entire planning frame work, comprising four distinct phases of work, was set up to maximize timely, useful public participation. Indeed, the “inventory and analysis” phase focused on drawing out public opinion and the “workshop” phase was entirely devoted to soliciting in-depth public input.

The following is a synopsis of the efforts made to reach out to the public and involve them in the planning process:

- October/November, 1999 – met with 30 key stakeholders;
- November 10, 1999 – held a general information gathering public meeting at the City Center (75 people attended);
- Mid-November – Board established a “public participation” subcommittee;
- November 22/23, 1999 – convened a 2-day “Design Workshop” which was held in a vacant downtown store (over 120 people attended and the Kennebec Journal featured front page stories on both days);
- Mid-December, 1999 – prepared and mailed out a 4-page “Progress Report” to all ± 1300 addresses in the District (the report described the stakeholders “vision,” project goals, and ideas based on public input.
- Mid-January, 2000 – mailed out a draft Master Plan outline to over 300 individuals (primarily City Board members, Board of Trade, and Heart of Augusta members and individuals who had asked to be informed throughout the process);
- Late January, 2000 – the Kennebec Journal featured, on four successive days, major articles about City/State Capital relationships in other states;
- Late January, 2000 – a 4-page “Master Plan Update” was mailed to 1300 people;
- Mid-February, 2000 – the Board hosted four public meetings at elementary schools located close to the District to (a) present a Master Plan progress report and (b) listen to public comments (± 56 people attended, excluding Board members and City Council members);
- In July the public will be given opportunity to comment on this draft Plan;
- The Board has established a Public Liaison Committee.

In addition to the above:

- the Board has adopted a policy to invite public comment;
- a public comment period has preceded and ended all recent Board meetings;
- the Board’s meetings are publicized as being open to the public;
- the consultants have made presentations to the City Council (some of which were televised) and the State Facilities Master Plan Committee;
- the consultants have participated in ten State Facilities Master Plan meetings, to assure coordination, and in meetings to discuss the location of a new treatment center (to replace AMHI);
- the Kennebec Journal has covered Board meetings and reported on them in the daily press; and
- the Kennebec Journal has written a number of positive editorials about the District.

KJ Mar 4 '00

Improving capital riverfront

Myriad in-town prospects fuel imagination, action

What could Augusta look like in five years?

The governing board of the Capital Riverfront Improvement District is trying to answer that question through the development of a master plan.

It is a fascinating exercise involving lots of hard work, lengthy meetings and an optimistic view of the future.

As a member of the board, I sat for three hours Tuesday night, while coordinator Frank O'Hara guided us through an agenda that outlined alternatives facing us in the years immediately ahead.

What kind of development might we anticipate in the next five years?



Bennett Katz

- ✓ We need better access to the river, for fishing, boating or just looking.
 - ✓ What use should be made of the Edwards Mill site?
 - ✓ Adequate funding is required for development.
 - ✓ Why don't we have a better selection of good restaurants?
- Throw in concerns about the new third bridge and the need to rehab or

BEAUTIFUL DREAMER

What could Augusta look like in five years? The governing board of the Capital Riverfront Improvement District is trying to answer that question through the development of a master plan.

In the years ahead, will future generations look back with gratitude to our generation as the one with courage and vision to pass along the priceless heritage of a beautiful riverfront community where there are existing things to do four seasons of the year?

LONG LAUNDRY LIST

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Capital Riverfront

IMPROVEMENT DISTRICT

The Governing Board of the
Capital Riverfront Improvement District

INVITES AUGUSTA RESIDENTS

To the following community informational meetings:
Tuesday, February 8th, 7:00 p.m. at the Lincoln Elementary School
Lincoln Street, Augusta

Wednesday, February 9th, 7:00 p.m. at the Farrington School
Eastern Ave., Augusta

Tuesday, February 15th, 7:00 p.m. at the Gilbert School
Sunset Ave., Augusta

Wednesday, February 16th, 7:00 p.m. at the Hussey School
Gedney Street, Augusta

AGENDA

Down by the river

That's where Augusta's looking to undertake a major redevelopment project — and possibly return the soul to its long-neglected downtown

Lance Tapley

Who would think that a radical environmentalist move — tearing down a hydroelectric dam — could lead to big-time business development?

That's what Augusta's planners and a lot of local people — though not everyone — think will be the long-term result of the controversial, federally mandated demolition last year of the 164-year-old Edwards Dam just north of downtown on the Kennebec River.

Mainebiz

It was the first sizeable, functioning tech and computer-related businesses 56
hydro dam on Federal Ener
mission. Envir
men had push
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threat to sue
being torn c
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from the dam
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town-Capitol
elements of t
service-orient

Riverfront district mulls boundaries

City official suggests hiring manager, staff to implement decisions by board

By BETTY ADAMS 2-24-00
Staff Writer

AUGUSTA — The group charged with developing a master plan for the riverfront in Augusta began work in earnest Tuesday night, using data collected by consultants and trying to come to a consensus.

The four-hour sessions are to continue for the next three Tuesdays as the governing board of the Capital Riverfront Improvement District begins to take ownership of plans that will guide the city's growth around the Kennebec River.

"In three months we're going to be in the Promised Land, telling people what to do. That will be fun."

Frank O'Hara
Market Decisions

CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

NEWS CLIPS AND PUBLIC NOTICES

A few of the frequent stories and efforts to encourage public participation that appeared in local newspapers

The Master Plan Process

The public participation process, described above, has paralleled the broader master planning process, as the diagram below illustrates. Beginning in October, 1999, and ending in April, 2000, the work effort has comprised four distinct phases:

In Phase I the focus was on gathering public input, analyzing and mapping existing conditions and identifying both problems and opportunities. Even at this early stage the Board was challenged to explore notions of what makes a Capital City a vibrant human-scaled city and a river city.

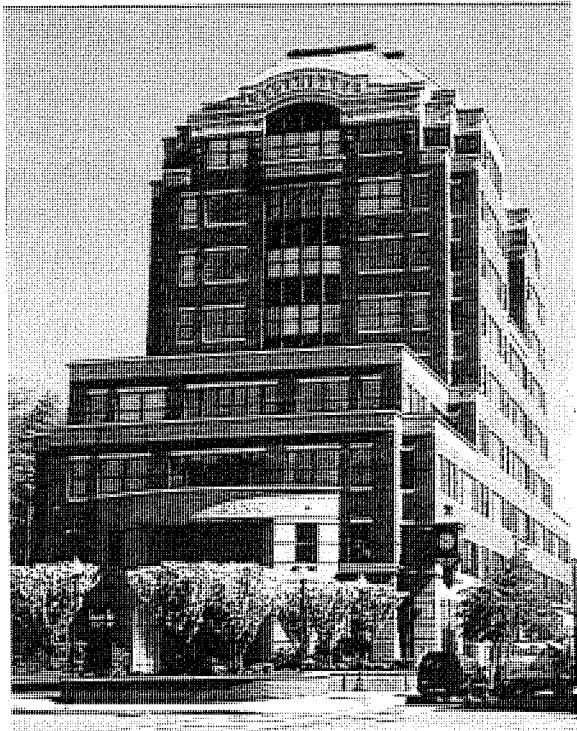
Phase II involved organizing, hosting, and reporting on the findings of the 2-day workshop. Structured as in-depth panel discussions and hands-on design exercises, the workshop provided valuable grist-for-the-mill, and set the tone for the next phase, the draft plan development.

In Phase III many design concepts for specific sites and areas were developed while, at the same time, broad traffic, trail, and river crossing issues and options were explored. Added to this mix were the results of the trend analysis and initial market research. The results, in the form of draft Master Plan options, were then debated and refined.

Phase IV focused on implementation recommendations, shaping requests for proposals for specific projects and estimating project costs and fiscal impacts. These last tasks were, of course, subject to further Board discussion. The Plan before you, the reader, reports on the Plan goals and objectives and the final findings and recommendations.

SUMMARY OF MASTER PLAN PROCESS

| PHASE I IDENTIFY OPPORTUNITIES | | | | PHASE II CHARRETTE | PHASE III DEVELOP MASTER PLAN | | | PHASE IV FOCUS ON IMPLEMENTATION | | |
|---|-----------------------------|---|---|--------------------------------------|--|---|---|---|--|---|
| TASK 1 | TASKS 2-7 | TASK 8 | TASKS 9-10 | TASKS 1-2 | TASK 1-2 | TASKS 3-6 | TASKS 7-8 | TASKS 1 & 4 | TASKS 2 & 3 | TASKS 5-8 |
| Establish the Vision and Goals | Analyze Existing Conditions | Document Development Opportunities and Priorities | Hold Public and District Board Meetings | Develop Design Concepts at Charrette | - Select and Refine Master Plan Concept - Report to Board | - Test Market Support - Design and Cost Infrastructure - Prepare Graphics - Prioritize Development | Hold Public and District Board Meetings | Finalize Master Plan Design and Strategies, Funding, and Impact | Find and Request Proposals from Developers | Hold Final Meetings Prepare Final Report |
| ↑ | | | ↑ | ↑ | ↑ | | ↑ | | | ↑ |
| ↑ Opportunities for public and Board comments and participation ↑ | | | | | | | | | | |



The Purpose of the Master Plan

As envisioned by the District legislation, the primary purpose of the Master Plan is to provide a blueprint for the Board to follow, and revise, over time. The Act specifically instructs the Board to include plans, designs, and cost estimates for projects within the District as part of the Master Plan, but, clearly, the Plan must also provide a context or framework within which projects can be evaluated. That is the purpose of master planning and urban design.

To guide the Board in its deliberations and establish a framework for decision-making, this Plan defines an overall vision, establishes broad goals and objectives, proposes urban design concepts for the District, and suggests action projects. It also sets out an implementation program that ties actions to costs and responsibilities and, finally, it assumes that these accomplishments can be achieved within a 20-year time frame.

How This Master Plan Report is Organized

This introductory section of the Plan is followed by five sections and a separate Technical Appendix. It is organized to transition from the general to the specific – from guiding principles to implementation strategies to specific actions – based on realistic time frames.

Section I: Introduction.

Section II: Vision, Goals, and Objectives, sets the stage for all subsequent actions; this section identifies challenges facing the City (within the District bounds) and spells out what the Board's expectations or outcomes are.

Section III: Master Plan Concepts – A Framework for Success, describes the underlying “systems” and strategies that need to be in place to support a vibrant city center, encourage redevelopment and create a world class city of which residents and visitors are proud.

Section IV: Action Program, identifies project options and suggested actions. This section lists projects based on market studies, sets priorities for implementation, and suggests project sites for redevelopment and new development.

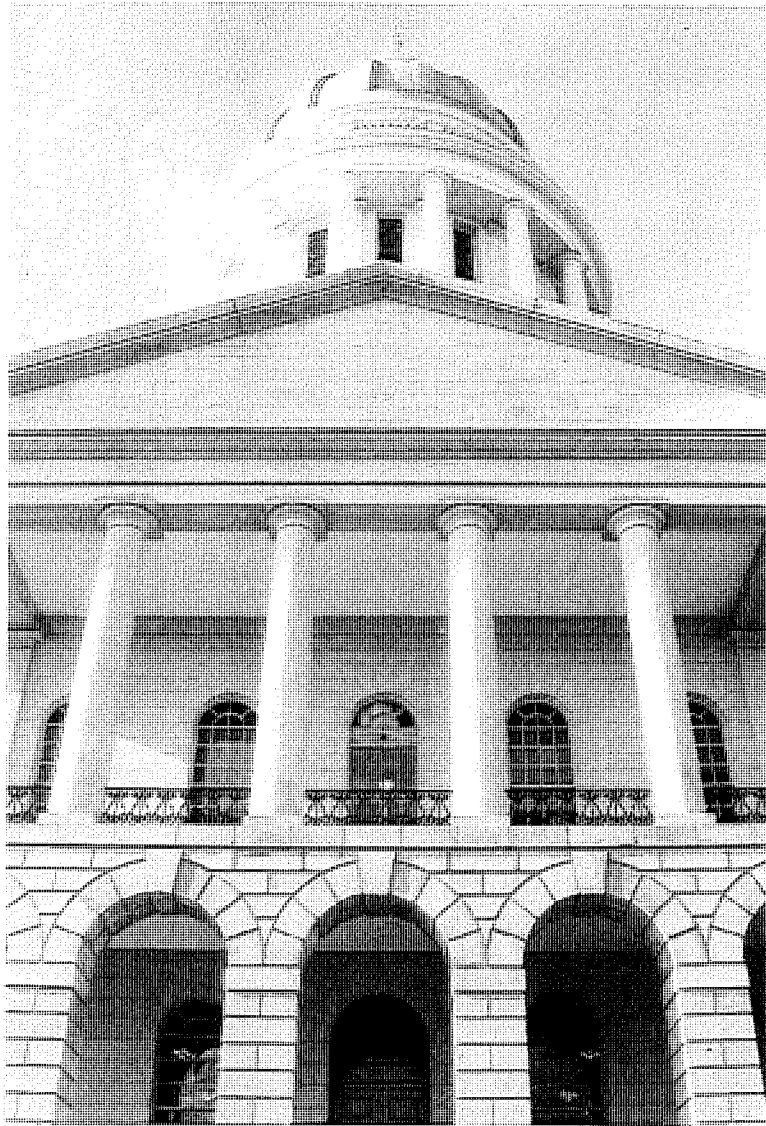
Section V: Plan Implementation – Organization, Priorities, Responsibility, and Funding, ties the proposed projects to timetables, funding possibilities, and the public and/or private entities (or agencies) responsible for getting them built. Reports on economic impact of implementation strategy.

Section VI: Project Ideas, describes, with text and illustrations, the project options under consideration. This section provides details and points out the advantages (and disadvantages) of the recommended actions.

The separate **Master Plan Technical Appendix** documents, in a series of research papers, the rationale for the Plan recommendations. It addresses these topics:

- A. Land Use and Ownership : Patterns, Trends, Opportunities**
- B. Transportation and Utilities : An Assessment**
- C. Development Opportunities Analysis : Economic, Market, and Fiscal Considerations**
- D. Summary of Zoning Related Issues**
- E. Economic Impact**

For copies of the Appendix contact the City of Augusta Planning Department (207-626-2366).



The Maine State Capitol Building



Augusta's City Center, at left, with downtown beyond.

The Master Plan's Essential Components

The National Main Street Centers' research shows that successful urban revitalization projects have four vital components – components without which it is difficult to make headway; they are:

- 1. Economic Development
- 2. Design
- 3. Marketing and
- 4. Organization

This Master Plan addresses each of these, as shown below:

| Success "Component" | Comment | Reference |
|-------------------------|---|--|
| 1. Economic Development | The Plan is grounded in research into demographic, labor, and market trends. [A separate "Development Opportunities" report is in the Technical Appendix.] Further, the "Fiscal and Economic impacts" report (<i>in the Technical Appendix</i>) shows the positive impact five high priority projects may have on the District, City, and State. | IV-4 V-5 V-6 – V-13 VI-5 VI-11 – VI-13 VI-14 – VI-17 VI-22 VI-30 – VI-32 Technical Appendix, parts C & E |
| 2. Design | Urban design principles underlie this Master Plan. At the scale of the District, diagrammatic plans illustrate how open space and trails, transportation patterns, commercial space, and housing locational choices can be improved to shape future urban form. At the project scale, numerous design ideas are shown to emphasize how future projects should be laid out to fit with the overall Plan goals and objectives. | III-1 – III-19 IV-2 – IV-3 IV-7 – IV-14 V-6 – V-13 All of Section VI |
| 3. Marketing | Much of the Implementation chapter (Section V) stresses ways to market the Plan ideas. Indeed, the Board itself must play an essential role and each small, successful project helps breed success – which, in turn, helps market the riverfront area. Section IV contains a special section on means to "Market" the District (<i>see page IV-15</i>). | IV-1 – IV-2 IV-15 V-6 – V-13 |
| 4. Organization | The Legislation that created the District envisions an active Governing Board with the power to acquire property, lease land, construct projects, finance projects, employ staff, and otherwise fulfill the purposes of the District. The Board and its staff are already in place and will serve as the essential organizing and coordinating body; they will implement the Plan in cooperation with the City of Augusta, the State, and other entities. | I-1 – I-2 IV-1 V-1 – V-5 V-6 – V-13 |

SECTION II

II. VISION, GOALS, AND OBJECTIVES

The Vision

Augusta is a world class capital city, the heart of which is a riverfront area that:

- supports a vibrant and diverse downtown;*
- embraces Maine's center of government;*
- celebrates and protects its natural resources, culture, and history;*
- and welcomes residents, workers, and visitors to recreation opportunities along its shores.*

This concise statement sums up the aspirations of those who have contributed to this Plan and attended many public meetings. It also incorporates ideas from other vision statements, principally those of Augusta's "Capital Action Plan," the Heart of Augusta Team, and the City Council's Vision Statement.

A more detailed "vision," based on the two-day public workshop held in November, 1999, is shown below.

The Vision

Augusta, Maine, the Capital on the Kennebec, will be a place that celebrates excellence.

The City will be celebrated because of its location on a restored, nationally significant river. The river and its natural setting will be protected; it will draw residents and visitors throughout the year. Trails and footpaths will make it easy and enjoyable to walk, jog, and bicycle, and it will be easy to gain access for fishing and carry-in boating and canoeing. New and existing parks and open space will link places of work and residential neighborhoods to the natural beauty of the Kennebec.

Downtown, the heart of Augusta, will once again become a vibrant, vital place with offices, residences, specialty retail, restaurants, and lodging. Parking space will be easy to find and downtown itself will be an exciting, dynamic center to the region.

The main entrance routes into the City, the gateways, will be attractive and planted to avenues of trees. Streets and sidewalks will be safe for pedestrians and a pleasure to use; bicycle routes will be well planned, and convenient public transportation will be available to all.

An efficient system of streets will provide safe access to all land uses. Trains, buses, and private vehicles will be accommodated and the river crossings improved to allow for future growth. All in all it will be easier to get around, no matter the mode of transportation.

Healthy, desirable, diverse neighborhoods will be a hallmark of Augusta. New housing will be built near to the river and existing historic structures and neighborhoods protected and enhanced.

Finally, the Riverfront District will grow and prosper as an economic anchor, regional cultural center, and revenue producer. As developer confidence grows, new office buildings will be constructed and existing structures revitalized. Lodgings, meeting places, and historic landmarks, such as the Arsenal and Fort Western, will draw visitors and investment. The east side medical complex will expand in compatible ways, and key cultural facilities will be located in the District, so as to be where the "action" is.

Above all, we will be invigorated by and proud of our Capital on the Kennebec.

Challenges

Unlike other communities in Maine that are authorized by law to adopt land use plans and ordinances under their home rule powers, as they deem appropriate and beneficial, Augusta must share that authority with the State Government in significant portions of the City, including portions of the District. As such, cooperation between city and state governments is crucial to successful revitalization of the District. In the past, cooperation between the City and State languished, and parts of Maine's Capital City has remained undistinguished.

The establishment of the Capital Riverfront Improvement District and Governing Board offers an opportunity to change this situation. The City/State relationship has never been better and the need for a Master Plan that charts a better future for the District is clear.

Most critically, the Plan must address these challenges:

- ✓ the City's (and Capital's) negative image, in the eyes of residents and visitors;
- ✓ a downtown that has a high vacancy rate, a major parking problem, and a lack of sustained investment;
- ✓ a pattern of growth on the periphery that threatens to jeopardize the viability of the historic center;
- ✓ a failing, but critical, bridge (Memorial Bridge) that needs to be restored or replaced very soon;
- ✓ a street system that, despite the planned third bridge, will continue to be stressed by increased traffic (State Street and the rotaries are the principal problem areas);
- ✓ declining or flat property values within the district;
- ✓ a very high number of tax exempt (and high value tax exempt) properties;
- ✓ a continuing flight, to surrounding towns, of middle- and upper-income households that puts increasing pressure on Augusta's taxpayers;
- ✓ limited good access to and along the river for residents, visitors, anglers, and boating enthusiasts;
- ✓ a history of making do, in the realm of public improvements, rather than focusing on quality and long-term cost effectiveness;
- ✓ an inadequate public transit system;
- ✓ a disconnect between downtown (Water Street) and the State Capital complex;
- ✓ a failing west side sewer overflow problem that results in storm overflows into the river;
- ✓ the lack of an arts and entertainment district that welcomes visitors days, nights, and weekends;
- ✓ new, undistinguished architecture that does not honor the past or compliment the natural landscape;
- ✓ the need for a modern, comprehensive, high school;
- ✓ an unfriendly, disconnected and unsafe pedestrian environment;
- ✓ a perception that Augusta offers little to those seeking to live "in-town," and
- ✓ non-local traffic using neighborhood streets to avoid delays on the arterial streets.

Goals and Objectives

While these challenges paint a less than ideal picture, they can also be viewed as opportunities to steer the District on a new, positive course. The goals and objectives the Board has developed to address these challenges and guide the Master Plan effort fall into five categories:

1. An Underutilized River;
2. An Undercapitalized Downtown;
3. An Undervalued Capital;
4. Unbalanced Infrastructure Systems; and
5. An Uninviting Residential Environment.

1. GOAL:

Enhance the River and its natural environment; make it easily accessible and the focal point of the District.

OBJECTIVES:

- ❖ Develop the Edwards Mill site primarily for passive, public outdoor recreation while acknowledging its history
- ❖ Allow modest private development at Edwards Mill that enhances, and is supported by, the local community
- ❖ Maximize public access to and along the river especially from the neighborhoods
- ❖ Promote use of the river for recreation for boaters, anglers, and others
- ❖ Keep new development out of the flood plain
- ❖ Make continuous, north/south, trails along the entire length of river, in the District and beyond
- ❖ Protect the riparian environment and the fishery
- ❖ Create active urban waterfront parks suitable for celebration and quiet contemplation
- ❖ Focus community celebrations on the waterfront

2. GOAL:

Make the District the economic and cultural heart of the region.

OBJECTIVES:

- ❖ Solve the parking deficit and support a planning and management program that anticipates and accommodates future needs
- ❖ Revitalize vacant and underutilized, west side, downtown buildings
- ❖ Support mixed uses in downtown and expand “downtown” to State Street and Memorial Circle area
- ❖ Make two active, attractive “main streets” downtown, on the west side
- ❖ Support the State’s plan to locate 300 jobs downtown
- ❖ Identify a site (or sites) suitable for cultural and educational activities (such as the Cony flatiron building)
- ❖ Focus on and reconnect people to the river, visually and physically
- ❖ Make the riverfront a people place
- ❖ Direct and support health services growth in the vicinity of the hospital, but away from existing residential neighborhoods
- ❖ Find public/private uses that lead to the restoration of the Arsenal
- ❖ Identify sites suitable for new development or redevelopment in the east and west downtown areas
- ❖ Identify cultural activities that can help enhance the District

“urban places are organized for exchange: exchange of goods, services, ideas, knowledge. Some of that exchange must be personal. Downtowns are a vehicle for that exchange, and their compactness promotes it. Downtowns comprise some of the most complex cells in the urban body – in many respects, its cerebrum. When their functions are simplified and separated and transferred to outlying locations, something in the “brain” and the intelligent functioning of the region atrophies.”

Evan Richert, Director, Maine State Planning Office

3. GOAL:

Improve the image of the Capital Riverfront District and invest in high quality public improvements.

OBJECTIVES:

- ❖ Support the consolidation, concentration, and enhancement of State facilities on the east and west campuses
- ❖ Encourage the Capital complex to “grow” towards downtown
- ❖ Support more “green” open space around the State House complex and the east campus
- ❖ Invest in quality landscaping, lighting, and sidewalks throughout the District
- ❖ Preserve historic buildings and historically significant areas
- ❖ Place greater emphasis on quality architecture and site design
- ❖ Strive to reduce the visual “pollution” of overhead wires and signage
- ❖ Support public art in public places
- ❖ Continue Augusta’s signage program and build on it
- ❖ Ensure that the City adopts a consistent theme to enhance its public image

4. GOAL:

A modern efficient infrastructure system.

OBJECTIVES:

- ❖ Establish an integrated, well-managed multi-modal transportation system
- ❖ Address the need for more parking throughout the District
- ❖ Coordinate shuttle/parking systems
- ❖ Redesign the transportation network so that it promotes ease of access, enhances redevelopment opportunities in the riverfront area, and channels traffic away from residential streets
- ❖ Develop options for replacing or restoring Memorial Bridge
- ❖ Support a state-of-the-art telecommunications network
- ❖ Encourage aesthetically pleasing lighting
- ❖ Address rotary vehicular and pedestrian safety issues
- ❖ Modernize old underground (sewer, water, storm water) services
- ❖ Provide for a safe, friendly, and attractive pedestrian and bicycle system
- ❖ Plan for passenger and freight rail service
- ❖ Upgrade the public transit (bus) system
- ❖ View the river as a transportation artery
- ❖ Support construction of the Third Bridge as soon as possible
- ❖ Address railroad bridge deficiencies on North Water Street
- ❖ Strive to bury utilities, where possible

5. GOAL:

Improve new housing opportunities while enhancing existing neighborhoods.

OBJECTIVES:

- ❖ Increase the availability of a full range of housing, including high-end riverfront housing
- ❖ Make a broader array of housing choice available
- ❖ Provide housing (lofts, studio apartments) in downtown, through adaptive reuse
- ❖ Strictly enforce existing codes to ensure safe, quality housing stock
- ❖ Protect traditional neighborhoods by developing master plans that address resident’s issues (such as safer streets, access to recreation, adequate parking)
- ❖ Replace substandard housing stock so there is no net loss of affordable housing

SECTION III

III. MASTER PLAN CONCEPTS – A FRAMEWORK FOR SUCCESS

Introduction

Cities are shaped by geography and the built environment, principally roads and structures. Great cities are the product of good urban design.

Good urban design involves the artful integration of the “systems” that allow us to move freely about the city, enjoy parks and trails, appreciate the past, and live and work in a quality built environment. Memorable, vibrant cities attract people, growth, and development with wonderful, often interconnected, parks, trails, and open space (usually tied to the waterfront), efficient transportation systems, attractive buildings and streets, livable walkable residential neighborhoods, and mixed-use urban centers.

This is a formula for success. The Capital Riverfront Improvement District’s image can be made more memorable by applying these basic urban design principles, by reshaping and improving its basic structure, its open space, road and land-use systems.

Indeed, the challenges identified by the Board in the previous section can be springboards for success. An unattractive Capital can be made attractive, memorable, and vibrant.

Stated simply, the formula for success is:

$$\begin{aligned} & \textit{an outstanding trail, park, and open space system, centered on the river} \\ + & \textit{ an integrated transportation system} \\ + & \textit{ a vibrant commercial and cultural heart} \\ + & \textit{ livable, inviting residential areas} \\ \hline = & \textit{ an attractive, memorable Capital} \end{aligned}$$

The following sections address each of these four elements in turn and show how the existing, underlying systems that support the District can be enhanced through good urban design. At the same time it should be emphasized that good design alone cannot guarantee success. The success of the District depends on design improvements, that are based on sound market analysis, a thoughtful economic development strategy, and an organization (the District Governing Board) committed to implementing the design concepts presented here.

An Outstanding Trail, Park, and Open Space System, Centered on the River

The concept plan that follows illustrates the proposed trail, park, and open space system – a system that adds value, beauty, and livability to the entire District. The essential elements are:

Trails

- The trails are (generally) off-road, public pathways for walking, jogging, and bicycling. In places they parallel the rail right-of-way or are within the street right-of-way.
- The trails serve to connect parks, open space, residences, and places of work; they also connect the city center to the countryside.
- They provide safe places to enjoy healthful recreation, observe nature, meet friends, and gain access to the waterfront.
- The trail system comprises two major north/south legs – the Kennebec River Rail Trail and the East Side Greenway (on the west and east sides of the river, respectively) and ten east-west lateral trails tied to schools, neighborhoods, and workplaces.

- The north/south trails are linked at the Father Curran Bridge at the northern end of the District and are to be linked in a more southerly location, with a pedestrian bridge located in the vicinity of Capitol Park (*see map*).
- The concept of a beautiful pedestrian/bicycle bridge, linking the Capitol Parks on the east and west sides, is supported by the Board and recommended in the City's Greenway Plan for the riverfront. It would create a 2-mile riverfront "loop" trail linking parks, historic and cultural attractions, and commercial and residential areas (*see the map on page 18, titled "Cultural Heart of the District."*)

Parks

- The parks, new and existing, are primarily quiet landscaped refuges with lawns, trees, benches, and areas for passive recreation. Each, however, has a distinct character, peculiar to its location, as described below:
 - Edwards Mill Park: a new ± 17 -acre, passive, recreational park (with opportunities for fishing) on the Kennebec River and at the base of Cushnoc Heights (Sand Hill) adjacent to the new Bond Brook park.
 - Waterfront Park: an upgraded, west side, downtown park with riverwalk, boat dock and moorings, and space for gatherings and celebration, in season, day and night.
 - Gage Street Park: an improved park for skateboarders and office workers with direct access to the Kennebec Rail Trail.
 - Capitol Park: a restored, Olmsted-designed, park on the Capitol axis; historically significant, with City-owned fields to the south.
 - Williams Park: an existing, active, neighborhood recreational park.
 - Eastside Park and Boat Launch: an expanded east side downtown park that incorporates the "snow dump" site and features Fort Western.
 - Arsenal Wharf Park: a restored, historic "Landmark" site, on the Greenway trail, with possible docking facilities.
 - Capitol East Park: a new park that complements Capitol Park.

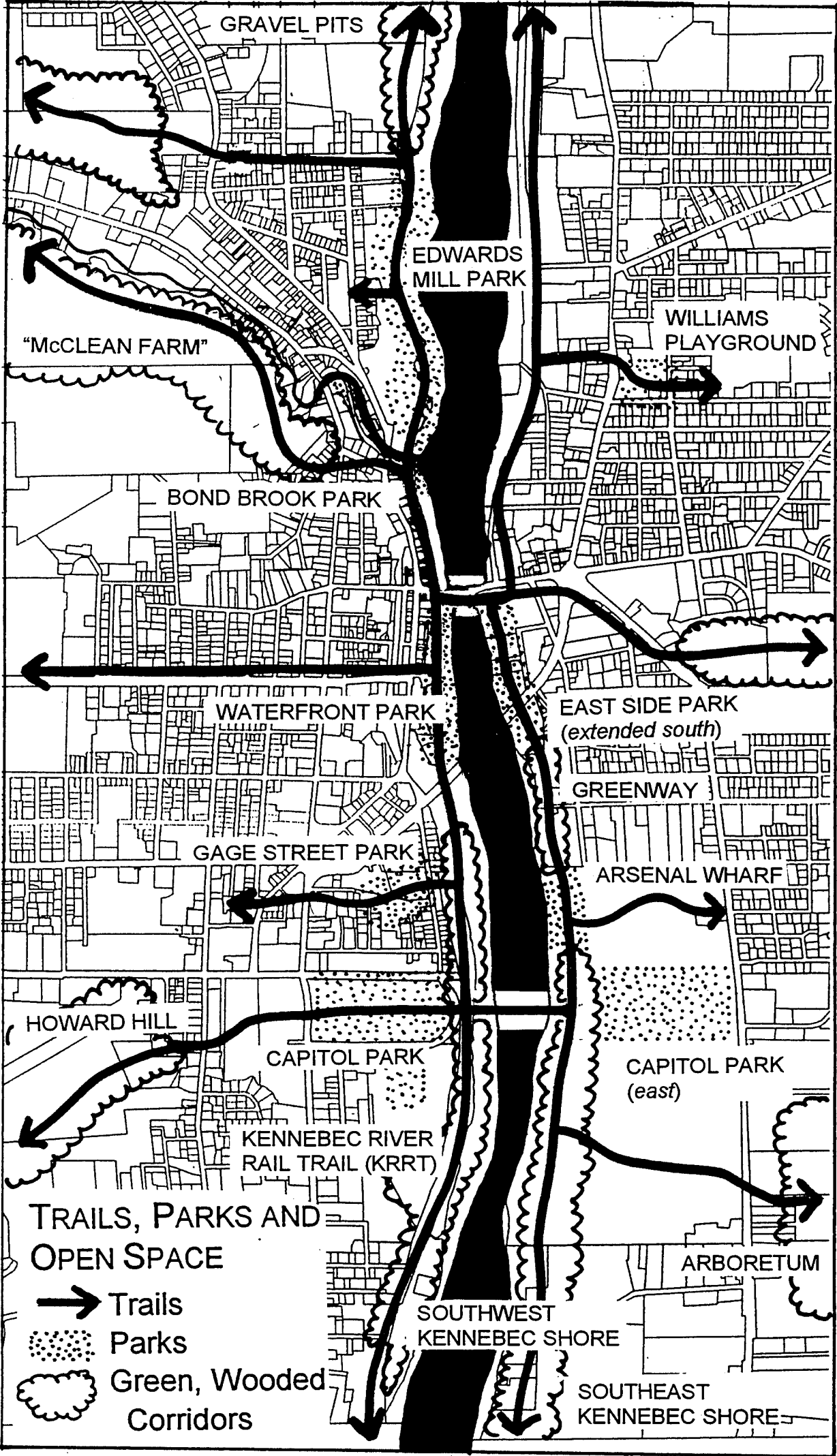
Open Space

- The major green, natural, wooded riverfront slopes, hillsides, and swales within and outside the District bring the "country" into the center of the city and, together with the river, provide a unique setting and backdrop to daily life.
- These public and private natural areas shelter wildlife, clean the air, and provide visual delight. They should be protected and connected to the river.
- The green corridors worthy of protection and linkage to the Kennebec trails include:
 - The Westside Gravel Pits: city and private land along the Kennebec River is a logical extension of Edwards Mill Park;
 - Bond Brook gorge (historically the McClean Farm): private, steeply sloped, undevelopable land that makes an attractive District gateway from the northwest.
 - Howard Hill: owned by the University of Maine at Augusta and a backdrop to the Capitol, this parcel needs to be kept out of development;
 - Southeast Kennebec Shores: city and state owned wooded slopes that give river viewers a glimpse of the river presettlement;
 - Southwest Kennebec Shores: state and privately owned wooded slopes along the railroad tracks and near the treatment plant that complement the east shore and add a sense of "remoteness;"
 - A special wooded, private parcel that uniquely links Stone Street (and the river) to the Nature Reserve and the proposed Cony High School site. A conservation easement or purchase should be considered.
 - The Pine Tree State Arboretum: the Arboretum should link to the riverfront, with a trail and with expanded education programs.

[Note: reference here to private property is not meant to imply or suggest any District action; further the District has no "taking" powers.]

River

- The final and central element in the "system" is the river itself. It is an invaluable natural asset, recreational resource, and potential transportation corridor.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

TRAILS, PARKS, AND OPEN SPACE

An Integrated Transportation System

Transportation systems are complex. They are the roads, sidewalks, rails, and trails that link places together; yet they also accommodate many “modes” and provide ease-of-movement for cars, trucks, vans, buses, bicyclists, pedestrians, and trains.

The Board recognizes that Augusta’s road network is the predominate “system” within the City, but they also recognize that an integrated, well-designed multi-modal system that caters to all forms of transportation is vital. Not everyone has access to a car. Many modes of transportation are needed.

This part of the Plan focuses on three transportation systems, all of which must necessarily mesh with each other. The three transportation systems addressed here are:

A. The Road Network

- This includes, the rotaries, the streets, and possible bridge crossings and their associated connector roads

B. Alternative Transportation

- This includes local transit (bus) service, inter-city bus, car, and van ride-share, parking and associated shuttle service, passenger rail, and river ferry service

C. Sidewalks, Crossings, and Bicycle Ways

Each of these is described, in broad, conceptual terms, below. Clearly, there is overlap between these three systems, however, it is useful to address them separately.

A. The Road Network 🚗

The following statements summarize the Board’s vision, challenges, and goals for the road network:

The Vision:

The road network should:

- support a vibrant and diverse downtown;
- enhance the center of government;
- protect natural resources, culture, and history;
- be welcoming.

Challenges:

The road network should:

- improve the Capital’s negative image;
- help make downtown more accessible;
- accommodate projected traffic volumes;
- focus on quality and long-term cost effectiveness;
- facilitate public transit and other modes;
- bring downtown and the Capitol complex together;
- create a more friendly safe pedestrian environment;
- be consistent with the State Facilities Master Plan;
- improve the livability of adjacent neighborhoods.

Goals:

The road network should:

- help make the river accessible;
- make downtown, the heart of the region, easily accessible;
- improve the image of the area;
- be modern and efficient;
- help make in-town housing attractive;
- improve access to the hospital.

Current Plans and Deficiencies

Implicit in these statements is an underlying fact: the existing road network is less than ideal. It is the product of a different era and one of its primary functions – that of serving as a regional east/west arterial throughway – is about to change. The proposed Augusta Third Bridge, planned to be located north of the District, will serve as the region's new east/west corridor. It, alone, will change traffic volumes and flow patterns in the District, however, further change is anticipated because the longevity of the 50-year-old Memorial Bridge is now being questioned.

Given these, and other eminent changes the Maine Department of Transportation (MDOT) has requested that a broad, inclusive study be undertaken to assess how best to replace or restore Memorial Bridge. The study, to be conducted under the requirements of the National Environmental Policy Act (NEPA) will probably be completed in late 2001. It will look at river crossing options from Memorial Bridge south to the City limits. In the meantime the MDOT has requested that the District Board outline the criteria they'd like to see the NEPA study consider. Furthermore, the Board has mapped those areas within the District where they have particular concerns about road and bridge impacts.

Criteria

As the facts in the box on the next page (titled: "What's the Problem") indicate, the present road network does not score well when viewed with the "ideal" in mind. Nevertheless, understanding the problem helps point to criteria to use in testing road network solutions. Generally, the Board believes that the best new road system, including rotaries, bridge crossing, and associated streets must:

1. Facilitate **access** to all District features;
2. Make sense in **engineering and cost** effectiveness terms;
3. Enhance the **image** of the Capital;
4. Facilitate safe, efficient **traffic movement**;
5. Have positive **community and neighborhood benefits**; and
6. Support **economic development** initiatives.

More specifically, the new road network should address:

1. Access, issues to consider:

- ▶ Improve access to the river and its trails for pedestrians, bicyclists, and vehicles
- ▶ Provide improved vehicular/emergency access to the hospital
- ▶ Make it easier to drive and walk to downtown
- ▶ Improve pedestrian and vehicular connections between downtown and the Capitol complex
- ▶ Make open space and parks easier to reach
- ▶ Provide for adaptability and change
- ▶ Avoid direct arterial access through residential neighborhoods.

2. Engineering and Cost, issues to consider:

- ▶ Be cost effective, relative to other first cost options
- ▶ Not involve large, expensive amounts of cut/fill
- ▶ Have low maintenance and expansion costs
- ▶ Minimize the amount of private property acquisition needed
- ▶ Have reasonable grades and horizontal curves

3. Image/Quality/Aesthetics/Views, issues to consider:

- ▶ Improve the image (perception) of the District (project a positive image to travelers)
- ▶ Complement the "pastoral" quality of open space on the east side
- ▶ Provide attractive "views from the road"
- ▶ Feature a well designed attractive bridge
- ▶ Have low visual impact on the Arsenal property
- ▶ Afford good views of the Capitol dome

4. Traffic, issues to consider:

- Help create opportunities for bus, transit, train, ferry service
- Keep heavy traffic away from Union Street and Capitol Street at the Park
- Help create a safe, on-street, bicycle system
- Encourage smooth-flowing traffic
- Avoid traffic lights at high volume intersections
- Distribute traffic evenly and efficiently
- Reduce traffic at Cony Circle
- Help discourage through-traffic
- Improve or eliminate the rotaries
- Provide safe pedestrian crossings
- Deter large trucks
- Eliminate dangerous intersections and congested areas

5. Community, issues to consider:

- Be consistent with the City's Growth and Capital Action Plans
- Be consistent with the State Facilities Plan
- Develop a road system that results in strengthened residential neighborhoods
- Have minimal environmental impact
- Avoid cutting off pedestrian access to the riverfront trails

6. Economic Development, issues to consider:

- Improve access (vehicular and pedestrian) to employment centers
- Support Heart-of-Augusta and downtown revitalization goals
- Support Master Plan commercial and housing initiatives
- Enhance adjacent private property values
- Create new development (and redevelopment) opportunities

What's the Problem?

Why is a better urban road network (including a better bridge and rotaries) needed?

Because:

- Memorial Bridge is structurally deficient;
- Congestion and high accident rates on Memorial Bridge and at the rotaries exceed acceptable levels;
- Emergency vehicle access and level of service is compromised with a two-lane Memorial Bridge (with no shoulders);
- Pedestrian and bicycle safety is poor, especially at rotary crossings;
- Memorial Bridge is designed to promote through traffic – it doesn't serve local traffic well;
- The configuration of Memorial rotary and the Bridge approach discourages access to downtown – there's no clear route or gateway to Water Street;
- The Bridge and its approaches do not encourage economic development – the vehicular congestion discourages investment nearby;
- The triangular road system, made up of Memorial Bridge, Water Street, and Cony Street, excludes the State facility centers of employment.
- Memorial Bridge, even repaired, has a limited life span (compared to a new bridge);
- Memorial Bridge and Father Curran Bridge concentrate too much traffic at Cony Circle, making it a bottleneck and safety hazard;
- The Riverfront Master Plan calls for a concentration of commercial and residential activities along the river, yet the current arterial road system serves them poorly;
- The rotaries project a poor image and safety record – people tend to avoid them;
- The current street and bridge layout (and the proposed Third Bridge) concentrates service on the north of the District and does little to help those on the south;
- The Third Bridge reduces traffic volumes on Memorial Bridge and roads to the north, but increases traffic volume on the south, on State, Sewell, and Hospital Streets;
- Memorial Bridge's regional arterial role will be replaced by the Third Bridge – this suggests that the replacement bridge respond to urban, not regional, traffic demand;
- The Memorial Bridge blocks views of the river and lowers adjacent property values and development potential.

Bridge Crossing and Connector Locations

Introduction

The reconstruction or relocation of Memorial Bridge and associated roadways will have a significant influence on the Capital Riverfront Improvement District, and will, in very large measure, determine riverfront development and preservation opportunities, transportation patterns, riverfront aesthetics, pedestrian access to the downtown and Capitol areas and other land use patterns in the District for the next generation.

The City of Augusta's transportation needs are diverse and unique. As a riverfront community of more than 20,000 people, Augusta needs a transportation network that serves the needs of the local community on both sides of the Kennebec River, including its downtown and Capitol areas. As the southernmost gateway to eastern and western Maine, with its convergence of major state routes 3, 9, 17, 27, 201 and 202, the network must serve a regional need as well.

Unlike other communities in Maine, Augusta is the seat of State Government. As such, it has a sizable portion of state and federal employees, with major government facilities on both sides of the Kennebec River, resulting in significant transient traffic to and from these facilities¹. The number of government employees in the Augusta area approaches 8,000.

Each of these aspects affects the District since the downtown, Capitol Grounds, most government facilities, numerous residential areas and major roadway intersections lie within the District boundaries. The success of revitalizing the District and enhancing Augusta as a livable Capital city rests in large part on the appropriate location and design of new or rehabilitated transportation facilities. Because of the importance to the District of having appropriate and community-friendly transportation solutions that are in keeping with its Master Plan, the Board finds that it is important to be knowledgeable on transportation issues, make comments and recommendations and participate, in appropriate ways, in state and federal proceedings relating to major transportation corridors and facilities, including the successor to the Memorial Bridge.

Board Support for NEPA Study

Given the importance of a bridge crossing, the Board strongly supports a prompt study of feasible alternatives for rehabilitation or replacement of Memorial Bridge by the Department of Transportation under the National Environmental Policy Act. The study should give full and proper consideration to the Board's concerns, the "not preferred" and "sensitive" areas and riverfront revitalization plans set forth in this Master Plan. In addition, the Board urges the Department of Transportation to provide for the full involvement and participation of the Governing Board, residents in the study area and other interested members of the public in its review of alternatives.

Consideration of Alternatives

The Board makes the following findings based on its review of past studies and other information made available to it by its consultants, MDOT and others. In doing so, the Board acknowledges the role of the federal and state departments of transportation in reviewing alternatives under the National Environmental Policy Act and other reviews and deciding the design and location of a bridge. The Board also acknowledges the role of other entities, including the City Council and area residents, in those reviews. It recognizes that numerous technical studies that are beyond the scope and expertise of the Board must be conducted before a final decision is made, including traffic flow projection studies and civil engineering studies. It also takes official notice of the third bridge to be constructed north of the Father Curran Bridge and recognizes that it should alleviate some traffic congestion in the District, particularly the more regional traffic that travels through Augusta.

¹ On the west side, the State House, State Office Building, Muskie Federal Building and MSRS, MSHA, DOT, DOL, DHS, Executive Department, IFW & PUC buildings. On the east side, AMHI Complex, DEP annexes, GIS, Workers Compensation and various other smaller agencies and U.S. Veterans Administration at Togus.

Several potential bridge crossing sites were considered during this Master Planning process in an area from the Father Curran Bridge south to the Augusta Hallowell townline. Following review, Board discussion and public comment, the Board finds that it is premature, absent more site-specific information, to recommend a specific bridge-crossing site at this time.

Notwithstanding the lack of specific technical information, the Board finds that certain areas in the District are more appropriate for a bridge crossing, in keeping with the Board's Master Plan for revitalization of the District and land uses envisioned by the Board. Conversely, the Board finds that there are locations where a bridge crossing (and its associated connector roads), is not preferred or should be treated with great sensitivity. Consequently, the Board has identified "not preferred" and "sensitive" areas to guide federal and state decision-makers when alternatives are evaluated and decisions made on the rehabilitation or replacement of Memorial Bridge (*see map on page III-11*). The Board also recommends a strategy to reduce commuter and other transient traffic between the east and west sides of the Kennebec River.

Findings

Finding 1. The State of Maine should, in cooperation with the City of Augusta, institute a comprehensive transportation system to shuttle its employees to, from and between its east side and west side facilities in order to minimize traffic congestion and burdens on city roads and services caused by employee commuting and cross-river traffic to state offices. Such a system should be operational by the year 2002.

Furthermore, the Board recommends that the State and City work with federal agencies to have their employees in the Muskie Federal Building, the Togus facility, and other facilities within the District participate in the shuttle system and to seek the participation of employees of MaineGeneral Medical Center and other businesses within the District. In this regard the District should investigate using the National Guard property, south of the airport, as a possible shuttle park and ride lot.

Comment. The State is the largest employer in the City (and in the State), employing nearly 6,000 people in the Augusta area. Most of those employees travel through the District to offices in the District or on their way to their place of employment. Because state facilities are scattered in various locations on the east and west sides of the Kennebec River, there is significant cross-river traffic that results in disproportionately high traffic volumes in the city and major traffic congestion in the District at certain times during the day, including morning and late afternoon hours when most offices open and close, and during noontime.

Other major employers in the state support or encourage employee shuttle systems to reduce transportation burdens, and it is appropriate for the State to do so as well in order to minimize the transportation impacts on the community by employee commuting and inter-facility travel. Implementation of a comprehensive, convenient shuttle system for state employees during business hours would significantly reduce congestion and adverse impacts on road and bridge networks in Augusta, thereby reducing burden on the city and the needs for additional transportation facilities or expansion. At a minimum, employee shuttles should service the State House Complex, AMHI and the downtown area on a frequent and convenient basis and travel to commuter lots located east, west and south of the District.

Finding 2. The Board finds that certain areas within the District are not preferred or are sensitive as transportation routes because they may be inconsistent with the Board's land use plans and revitalization strategy for those areas, and that transportation facilities in these areas could be detrimental to existing or potential uses in or near those areas. The not preferred areas and sensitive areas are identified on the map on page 11. Generally, they are the area from the MaineGeneral facility south to the southern extent of the State ownership on the east side, and an area that includes Capitol Park and two small residential areas north of the Park, on Gage Street, on the west side of the Kennebec River. These areas should be viewed with great caution when potential sites for a rehabilitated or replacement Memorial Bridge and connector roads are examined.

Comment. There are specific reasons for caution in these areas, principally because bridge facilities could be detrimental to existing and/or future uses in these areas. The specific concerns are as follows:

Area 1. The Not Preferred Area, on the East Side (see map):

(bounded by Chestnut Street, Hospital Street, the north border of the Arsenal and a line \pm 100 feet west of Arsenal Street)

- A bridge and/or connector road in this area should:
 - not prevent the medical complex from expanding westward and constructing new residential and/or professional offices;
 - be avoided in or near this established residential area, which includes well-kept historic homes, some dating back to the early 19th century; the Board supports maintaining and enhancing this existing neighborhood;
 - be avoided in the privately-owned wooded area that buffers residences from the Arsenal site and from the planned expansion of the Public Safety campus to the south; the woodland serves as a valuable wildlife corridor.

Area 2. The Sensitive Area, on the East Side (see map):

(bounded by the river on the west, a line \pm 100 feet west of Arsenal Street on the east, the northerly right-of-way line of Cedar Street (extended west) on the north, and the north border of the Arsenal on the south)

- A bridge and associated connector road(s) in this vicinity should be considered with great sensitivity so as to:
 - avoid limiting development adjacent to Arsenal Street;
 - allow for the Greenway to continue uninterrupted along the banks of the Kennebec River;
 - allow for pedestrian access to the riverfront from areas to the east;
 - avoid blocking views to the river;
 - avoid negative impacts on neighboring residential properties;
 - avoid any vehicular connections to the quiet residential streets to the east.

Area 3. The Not Preferred Area, on the East Side (see map):

(bounded by the riverfront on the west, Hospital Street on the east, and the north and south boundaries of the historic Arsenal property)

- A bridge crossing and/or connector road in this area should be:
 - avoided because most of the property is designated as a National Historic Landmark; under the NEPA process such properties should not be considered as transportation corridors.

Area 4. The Sensitive Area, on the East Side (see map):

(bounded by the riverfront on the west, Hospital Drive on the east, the south line of the Arsenal parcel on the north, and a line that extends from Blossom Lane west to the river on the south)

- A bridge crossing and/or connector road in this area must:
 - avoid disrupting the continuity of the Greenway trail along the river;
 - retain the natural character of the existing wooded landscape (as viewed from the Capitol, the river, and Hospital Street);
 - be designed to complement and enhance the image of the Capital.

Area 5. The Not Preferred Area, on the East Side (see map):

(bounded by Hospital Drive on the west, Hospital Street on the east, the south line of the Arsenal parcel on the north, and Blossom Lane on the south)

- A bridge connector within this area is “not preferred” because:

- under the State Facilities Master Plan and this Master Plan the area is valued for its “pastoral” quality and as an area suitable for a park complementing Capitol Park on the west side;
- the area can be seen from the State Capitol; thus the open, pastoral view should be retained and treasured;
- high traffic volumes could create an impediment to pedestrian access to and through a future park.

Area 6. The Not Preferred Area, on the East Side (see map):

(bounded by Hospital Drive on the west, Hospital Street on the east, Blossom Lane on the north, and an east/west line to the south of the old AMHI complex)

- A bridge connector within this area should be:
 - avoided because the area contains nationally significant historic buildings, including the Stone Building, that are to be conserved and improved to house State employees, under the State Facilities Master Plan.

Area 7. The Not Preferred Area, on the East Side (see map):

(bounded by the roadway designated “D” on the map on the west and south, Hospital Street on the east, and Hospital Drive on the north)

- A bridge connector in this area should be avoided because:
 - this area has been ‘reserved’ as the site for the new state psychiatric treatment center.

Area 8. The Sensitive Area on the West Side (see map):

(bounded by Memorial Drive and a gully on the north and west respectively, the skateboard park and Gall property on the south, and the river on the east)

- Bridge and/or connector roads in this vicinity should:
 - avoid residential structures and adverse impacts on residential areas;
 - allow for continuing use of the railroad; and
 - provide for a Kennebec River Rail Trail within the state-owned right-of-way.

Area 9. The Sensitive Area, on the West Side (see map):

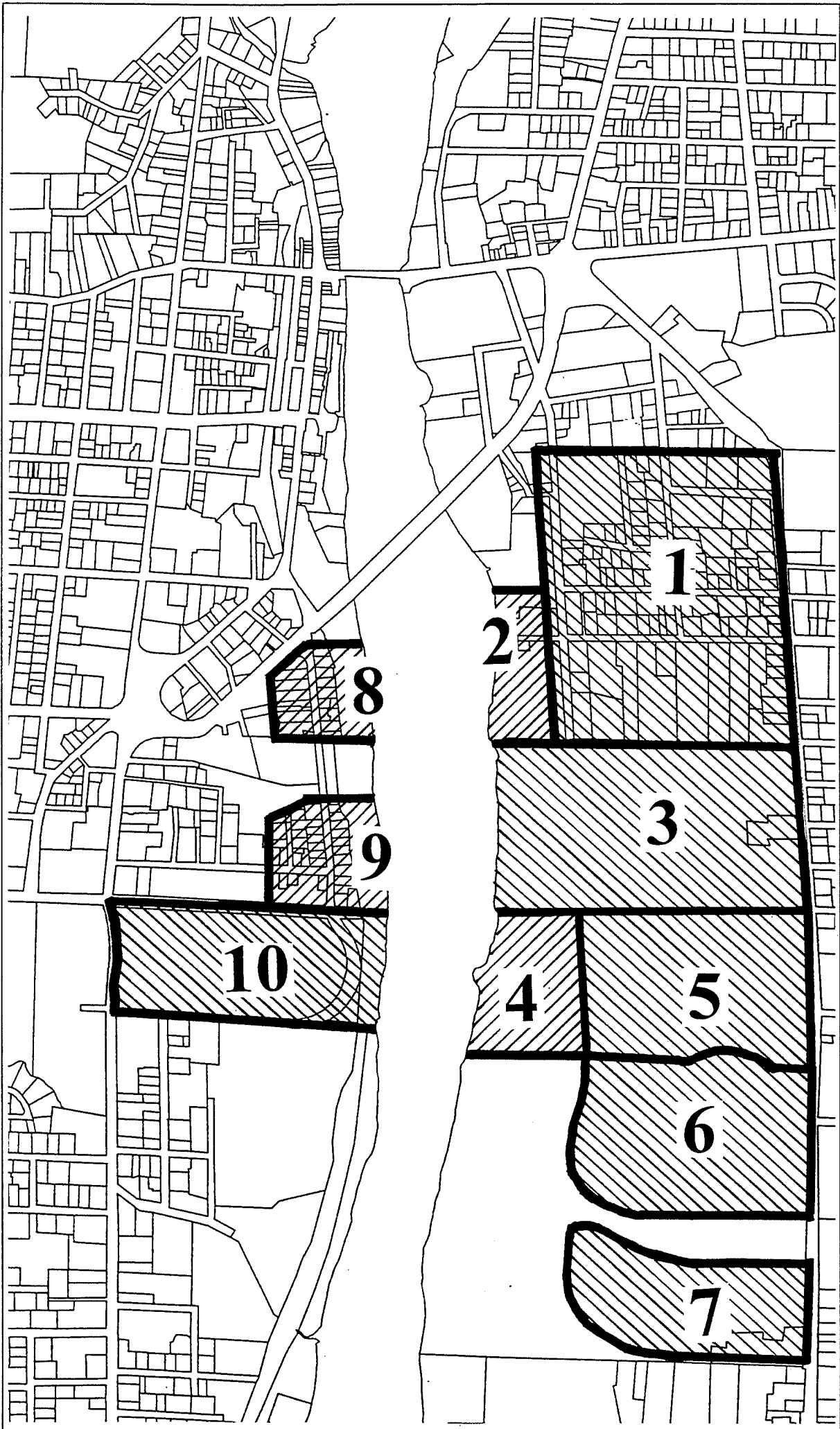
(bounded by the Gage Street Park and Gall property on the north, a MDOT parking lot on the west, Capitol Street on the south, and the riverfront on the east)

- Bridge and/or connector roads in this vicinity should:
 - avoid residential structures;
 - allow for continuing use of the railroad; and
 - provide for a Kennebec River Rail Trail within the state-owned right-of-way.

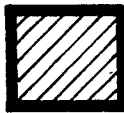
Area 10. The Not Preferred Area, on the West Side (see map):

(bounded by State Street on the west, Capitol and Union Streets on the north and south respectively, and the riverfront on the east)

- A bridge and/or connector road within this vicinity should:
 - avoid Capitol Park, which extends from State Street to Gage Street (extended) and Capitol Street to Union Street;
 - not be visible from the Capitol;
 - not interfere with railroad operations; and
 - allow for the continuous (north/south) Rail Trail.



NOT-PREFERRED



SENSITIVE

CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN
BRIDGE CROSSING AND CONNECTOR NOT-PREFERRED AND SENSITIVE AREAS
(see text for an explanation of the numbered subareas)

B. Alternative Transportation 🚌

Alternatives to automobile travel are essential not just because of an aging population, families without cars, and those without drivers' licenses but because successful, dense, urban environments cannot afford to provide parking for all and because other modes (such as bus and train) help bring people and vitality to urban places.

In the District the success of these alternative “modes” will depend on funding sources and on good coordination and management of these systems . . . a number of which will grow and change over time. The recent announcements concerning passenger rail and river ferry commuter services speak to the need for flexibility.

Coordination of parking, bus, shuttle, train, and ferry will also require a transportation manager, a person charged with making the separate systems work well, together. The salient features of such an integrated alternative transportation system are listed below, by category.

Inter-City Bus

This includes Greyhound and Vermont Trailways type buses that presently stop in downtown. The District should make every effort to continue to accommodate this service in downtown; this will mean that the Plan should:

- ✓ provide bus parking space for bus pick-up and drop-off;
- ✓ provide terminus facilities (tickets, restrooms, etc.);
- ✓ provide parking for bus travelers;
- ✓ locate these facilities centrally; and
- ✓ locate these facilities where easy transfers between modes (taxi, transit, train, ferry, etc.) can occur.

Outside the District better connections between downtown and the Interstate need to be made so buses can keep competitive time schedules. Timed, interconnected traffic lights on Western Avenue would help, for example.

Transit

Augusta's present transit system comprises KVCAP buses that have limited routes throughout the city and towns to the south, to Gardiner. The service is not convenient for commuters and is not perceived to be a “public” service; there is a stigma associated with it.

Clearly KVCAP needs to be upgraded; it provides an essential function but needs:

- better funding, management, and marketing;
- better routing (and route maps); and
- a better commute timetable offering more frequent service.

Within the District the transit system should interface with other alternative modes, at a central location, as it does, to a degree, today.

(For more see the Technical Appendix: “Transit” discussion.)

A District Shuttle

See Finding 1 of Bridge Crossing Discussion on page III-8.

Vanpool/Carpool Services

The MDOT's vanpool service could and should be expanded to serve downtown and hospital employees. This successful program works but needs constant promotion and management. It is especially cost effective in that it reduces parking space requirements significantly.

Passenger Train Service

As Amtrak comes on line over the next 10 years, the need for train connections to Brunswick, Portland, and beyond will increase. Further, there is discussion of a passenger commuter and/or shuttle train service which could bring workers to downtown and the Gage Street area (close to the Capital complex).

Given these prospects this Plan calls for providing for passenger rail stops/stations along the existing line. The Gage Street area and downtown, across from the Dickman lot (behind Key Bank) are the preferred locations.

The Dickman location has particular promise in that it could serve as an inter-modal hub with:

- * train station
- * parking facility
- * inter-city bus
- * transit and shuttle service
- * taxi services

River Ferry

The prospect of a commuter and/or tourism related jet-ferry between Augusta, Bath, and ports beyond is provocative. One operator (from Bath) has purchased a ferry and is approaching river towns for support. Another operator has also shown interest in a river ferry service. Further, "The Pink Lady" provides river summer cruises between Bath and Augusta.

The existing downtown waterfront dock is the logical "port" for these services, especially given its proximity to the inter-modal hub mentioned above. Under this District Plan, and under the direction of a transportation manager, the City should:

- ✓ expand the present docking space;
- ✓ add waterfront lighting; and
- ✓ improve the land-side amenities and services

all with a view toward encouraging private ferry, water taxi and other boating initiatives.

Air Service

Augusta is served by an excellent, modern airport located just one mile from downtown. The river itself is also an "airport"; float planes are permitted to land south of Memorial Bridge. Both airports should be considered in future transportation plans.



C. Sidewalks, Crossings, and Bicycle Ways

Sidewalks and Crossings

Sidewalks are available throughout the district. However there are many quality, and other, concerns; these include:

- safety, especially at crossings on wide busy streets;
- maintenance; many have surface deficiencies and winter snow clearance is inadequate;
- ADA compliance, particularly at ramps and crossings; and
- lighting; here the issue is security.

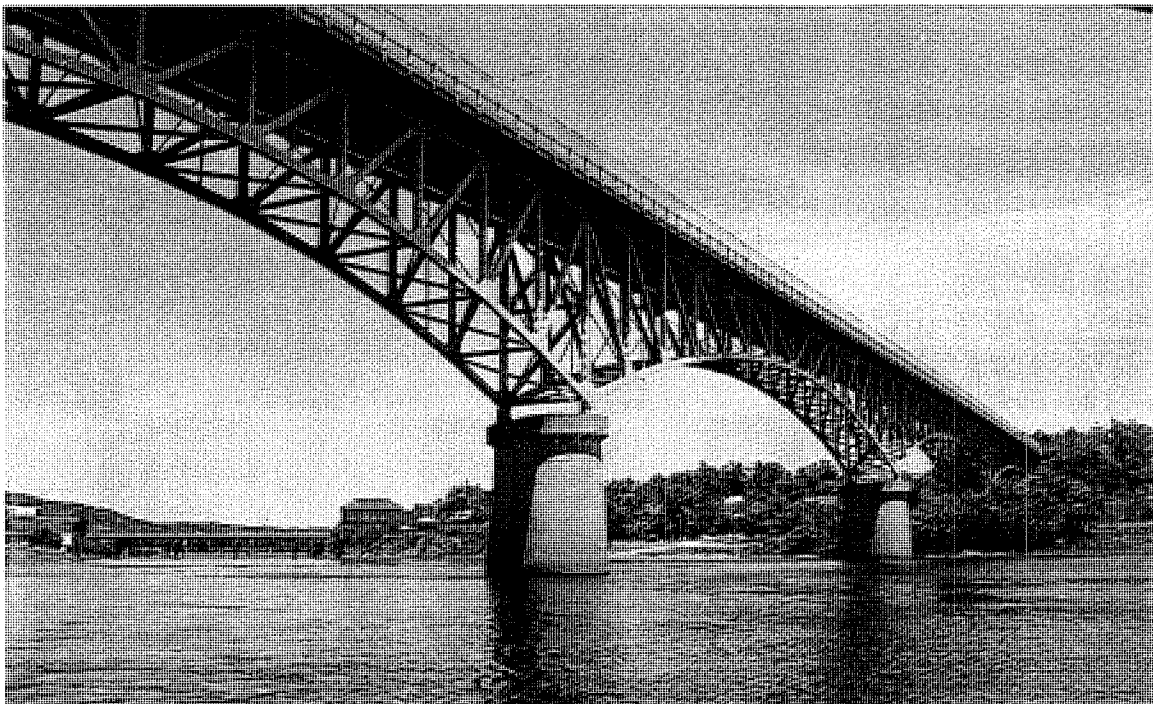
Generally, the pedestrian sidewalk and crosswalk system needs to be made more “friendly,” safe and attractive. Measures that will improve the system, include:

- providing pedestrian island “refuges” on wide streets;
- adding traffic “calming” devices such as roundabouts, neck-downs and lower speed limits;
- providing pedestrian activated traffic signals;
- increasing the frequency and quality of maintenance;
- expanding the sidewalk reconstruction program;
- improving lighting (and adding street trees and “furniture); and
- providing better crosswalk treatments (i.e. better signage, long lasting stripping, centerline barrels, etc.)

Bicycle Routes

There are no bicycle routes in the District at present. This discourages seasonal on-street commuter and pleasure cycling. (Off-street bike trails are different and were addressed in the section on trails). To become more bicycle friendly, the District needs to:

- prepare a bicycle plan;
- designate bike routes that are safe, easy to use and well-marked;
- provide for neighborhood and recreational cycling (for kids going to school) and commuter needs (for cyclists wanting to reach their place of work or home);
- embark on a long-term capital investment strategy for the improvement and construction of bicycle ways; and
- add bike lanes to Memorial Bridge if it is widened for additional traffic lanes or to a new bridge.



A view of Memorial Bridge from the Kennebec River

A Vibrant Commercial and Cultural Heart - a Mixed-Use Land Use Strategy

Commercial Opportunities

The heart of the District comprises four main employment centers: the west side and east side downtowns and the west and east state campuses. Smaller pockets of economic development activity lie adjacent to these four areas, on the main streets, however, it is these paired sets of urban land uses that can help reinvigorate the District.

A vibrant center needs people. People will come when there are jobs, stores, residences, restaurants, and cultural events in the city center – supported by adequate parking, transit, parks, and attractive buildings.

That is why the commercial land use strategy for the District is to:

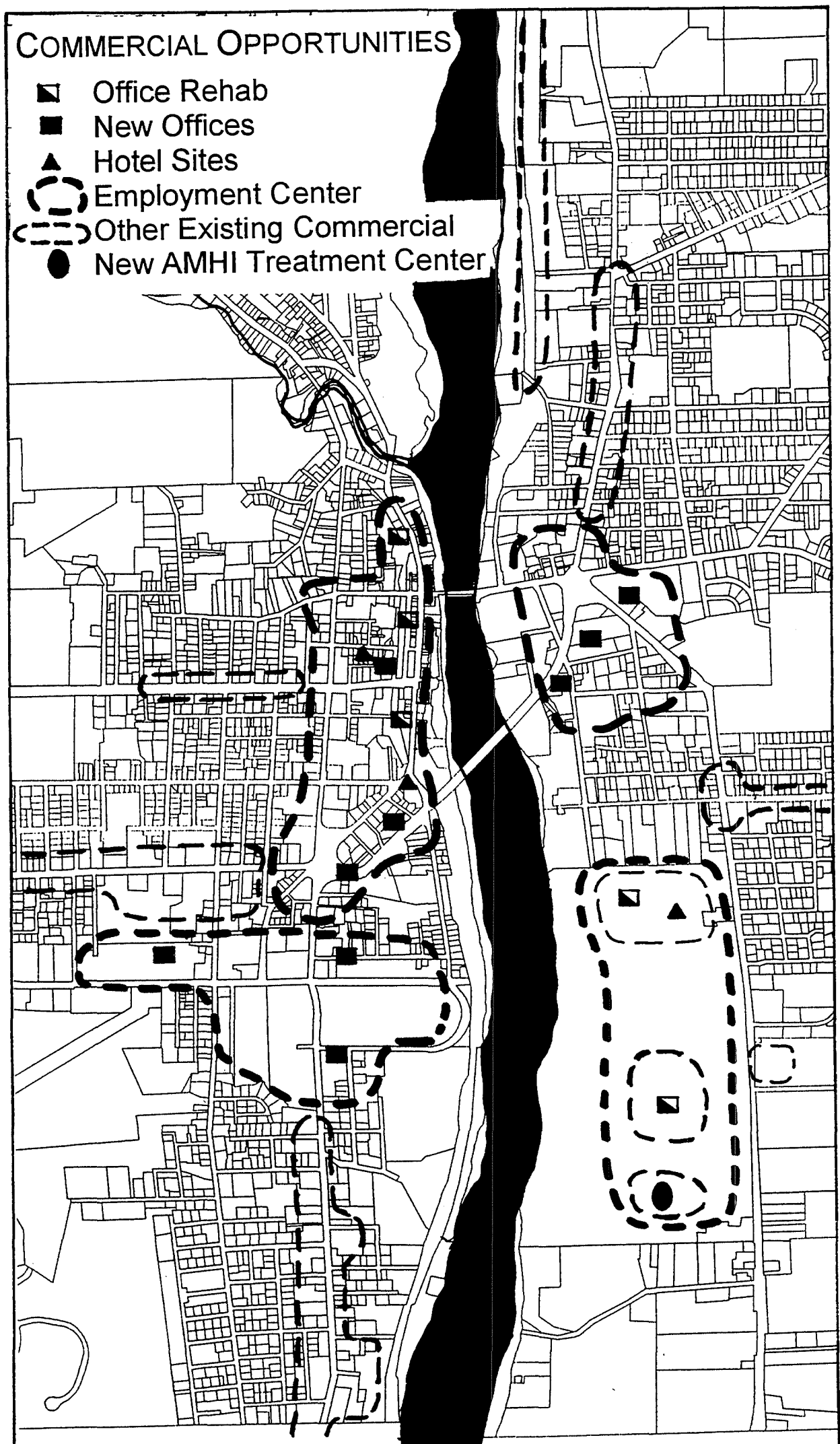
- concentrate and facilitate development in the west and east side downtown areas and the state campuses;
- provide adequate, convenient parking;
- encourage a mix of uses, especially in the west side downtown, including residences (*see next section*);
- create opportunity for cultural events and celebrate the rich history of the area (*see “Cultural Opportunities,”*);
- focus public and private investment in these areas; and
- encourages small retail development downtown.

The diagram on page III-16 shows where development should be concentrated and what land uses should be emphasized in each area. They are, in sum:

- **West Side Downtown:** a mixed-use, high density, regional center with parking for offices, residences, retail, restaurants, cultural events, and riverside relaxation – that’s alive day and night.
- **East Side Downtown:** a mixed-use, medium density, area that hosts city government, a cultural center, health services, and housing – with low impact riverside recreation.
- **West State Campus:** Maine’s Capitol surrounded by major state offices, historic buildings and parks, and adequate parking.
- **East State Campus:** two mini-campus in a “pastoral” setting:
 - (a) a state office complex in restored, historic buildings, and
 - (b) a new psychiatric care facility.
- **The Arsenal:** a complex of historic structures slated for restoration and new uses such as offices, a hotel, or housing.

Finally, the diagram shows possible locations for new projects, based on market research, which shows a need for:

- 165,000 square feet of rehabbed and new office space;
- 45,000 square feet for a new doctors’ building;
- a 60-room downtown hotel (as well as in-town housing);
- over 60,000 square feet of retail space downtown; and
- a large parking facility (up to 400 spaces).



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

COMMERCIAL OPPORTUNITIES

(Note: the actual locations of these facilities will be subject to local approval.)

Cultural Opportunities

The proud and rich history of Augusta's riverfront and historic buildings is often overlooked; there is little opportunity to appreciate the many separate attractions. The same is true of the Capital's cultural facilities. Residents and visitors are not encouraged to travel from attraction to attraction and so gain a broad appreciation of the history and culture of central Maine.

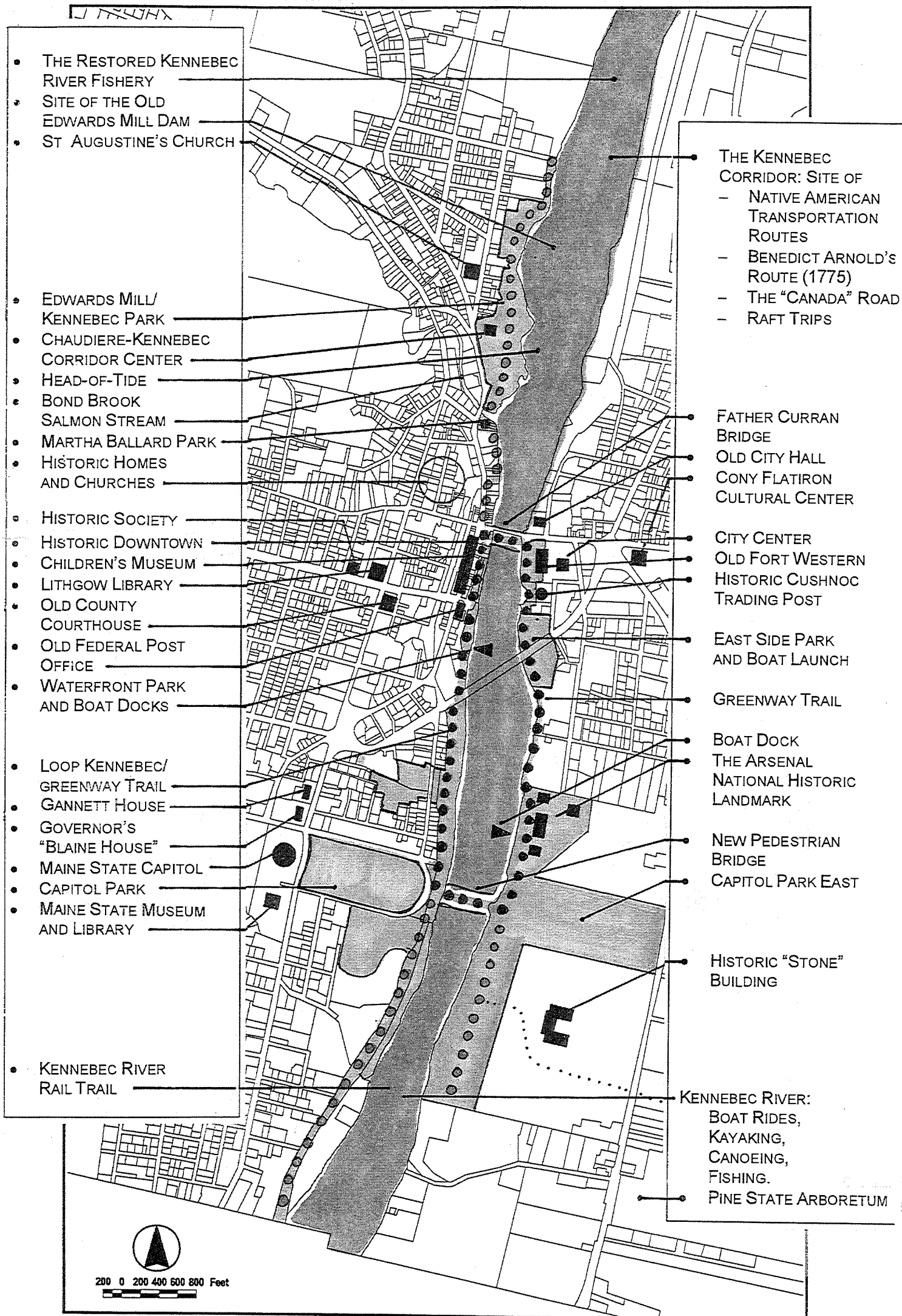
Under this Master Plan this situation can change. The key strategies are to:

- ✓ Market and "package" the area's historical and cultural attractions so the District becomes a sought after destination, renowned for its fascinating array of museums, historic buildings, and interesting sites;
- ✓ Physically connect the featured attractions with trails and planned walking tours (and add parks, riverviews, interpretive signage, etc.); and
- ✓ Feature the history of the river itself with historic markers, educational exhibits about the working and natural history of the Kennebec, art displays, and spaces for cultural events.

The map titled "Cultural Heart of the District" on page III-18 shows the many parks, historic attractions, and cultural features that line the river and adjacent areas. Further marketing ideas and ideas for short historical walking tours are contained in Section IV.



A view of the Kennebec River and Memorial Bridge as seen from the Arsenal Property



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

CULTURAL HEART OF THE DISTRICT

Gateway to: Maine's Capital City; Historic Sites, Forts, and Buildings; The Maine North Woods; Museums; and Recreation along and on the River.

Livable, Inviting Residential Areas - A Strategy to Promote Quality, In-Town Housing

It has long been a goal of the City to improve the quality and quantity of housing in its central area. To this end this Plan proposes a three-prong strategy:

1. Introduce high-end, in-town housing in the District by constructing new residences, with riverfront amenities, and rehabbing existing buildings in downtown as loft and studio apartments; and
2. Stabilize and “grow” existing neighborhoods to attract in-fill housing and historic house rehab.
3. Increase housing values and, hence, property tax revenues.

There is a national trend toward more convenient, quality housing, primarily for “empty-nesters” and young adults with no children.² Recent surveys in Maine indicate a strong market for housing in traditional neighborhood settings. Research in Augusta suggests that as many as 460 new and rehabbed units could be marketed in the District over the next 5 years, with some 100 units in downtown.

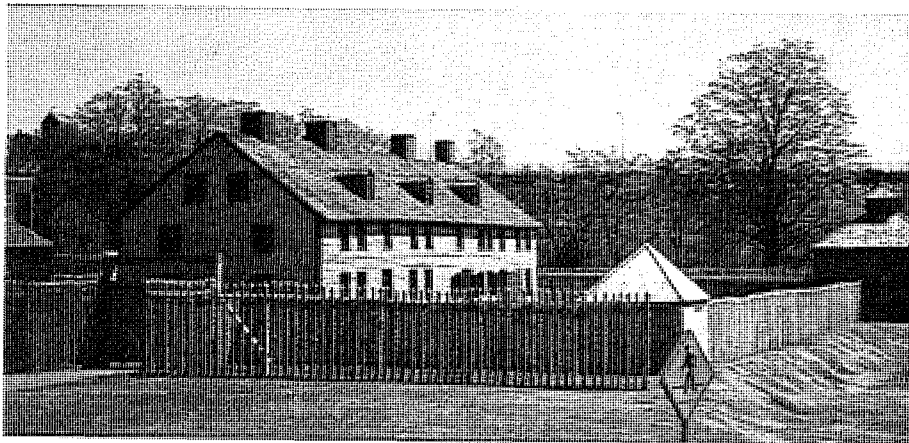
The map/diagram that follows shows existing neighborhoods within or adjacent to the District as well as locations where new housing, with views of the river, could be built.

Desirable Neighborhoods: To succeed as vibrant, desirable residential neighborhoods that accommodate in-fill housing and encourage investment in existing homes, these areas need:

- ✓ appropriate zoning and reasonable building costs;
- ✓ protection from through traffic;
- ✓ quality schools, parks, and recreation areas; and
- ✓ safe, walkable streets and trail connections to the river.

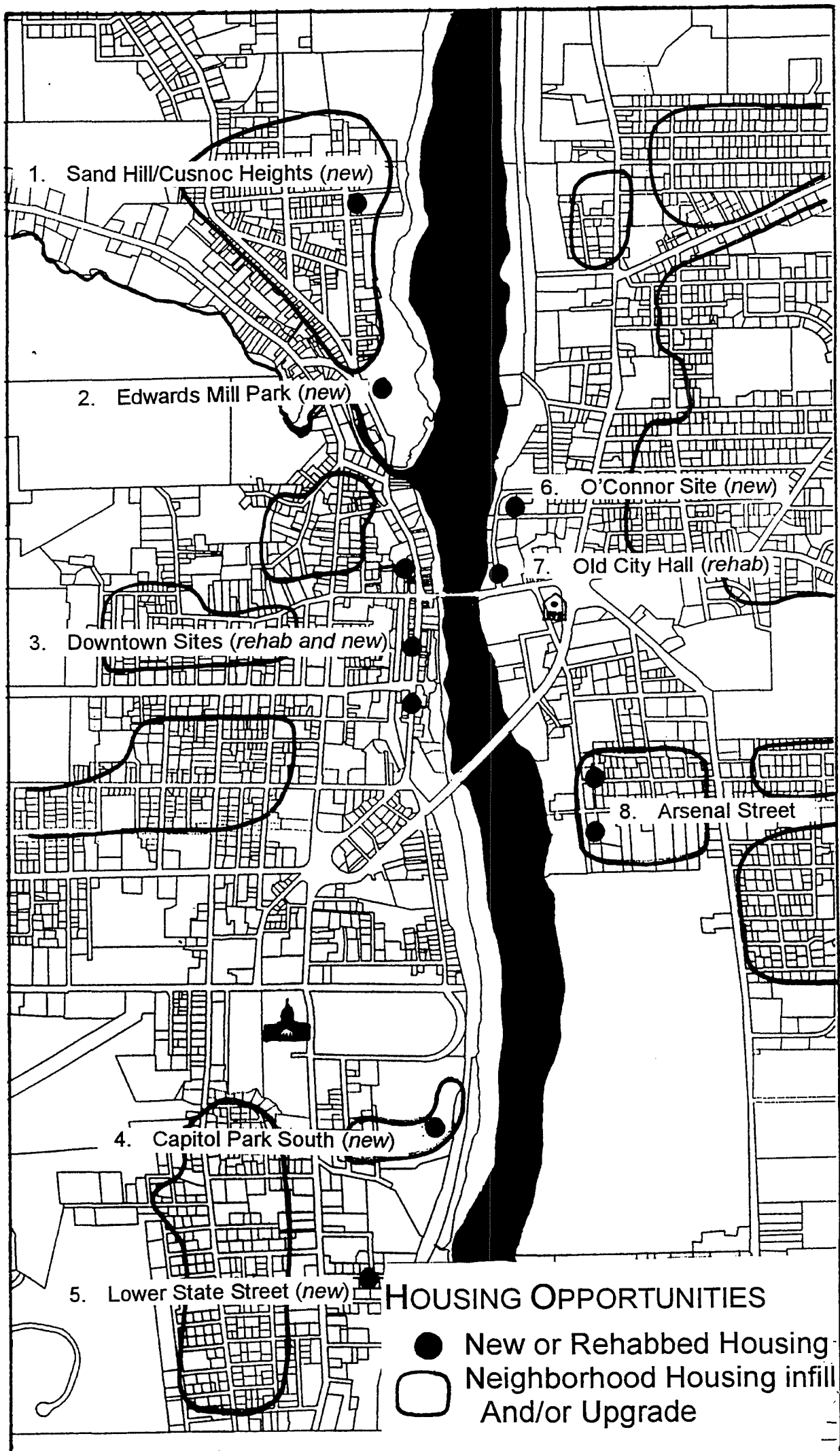
Riverfront Housing: The Plan identifies sites and opportunities for various types of new or rehabbed housing that can capitalize on river views and access as well as proximity to jobs, entertainment, and culture. The ideas include:

- new housing on Cushnoc Heights (Sand Hill) on or adjacent to the Edwards Mill site;
- studio and loft apartments in rehabbed buildings downtown;
- new townhouses on the edge of the fields adjacent to the police station;
- medium density, new housing on the O’Connor site;
- completion of the conversion of old City Hall to elderly housing;
- riverview housing along the west side of Arsenal Street; and
- rehabbed housing on Gage Street overlooking the river.



Historic Old Fort Western

² Source: *Why Households Move: Two Maine Surveys*, Maine State Planning Office, August, 1999.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

IN-TOWN HOUSING INITIATIVES

Synopsis

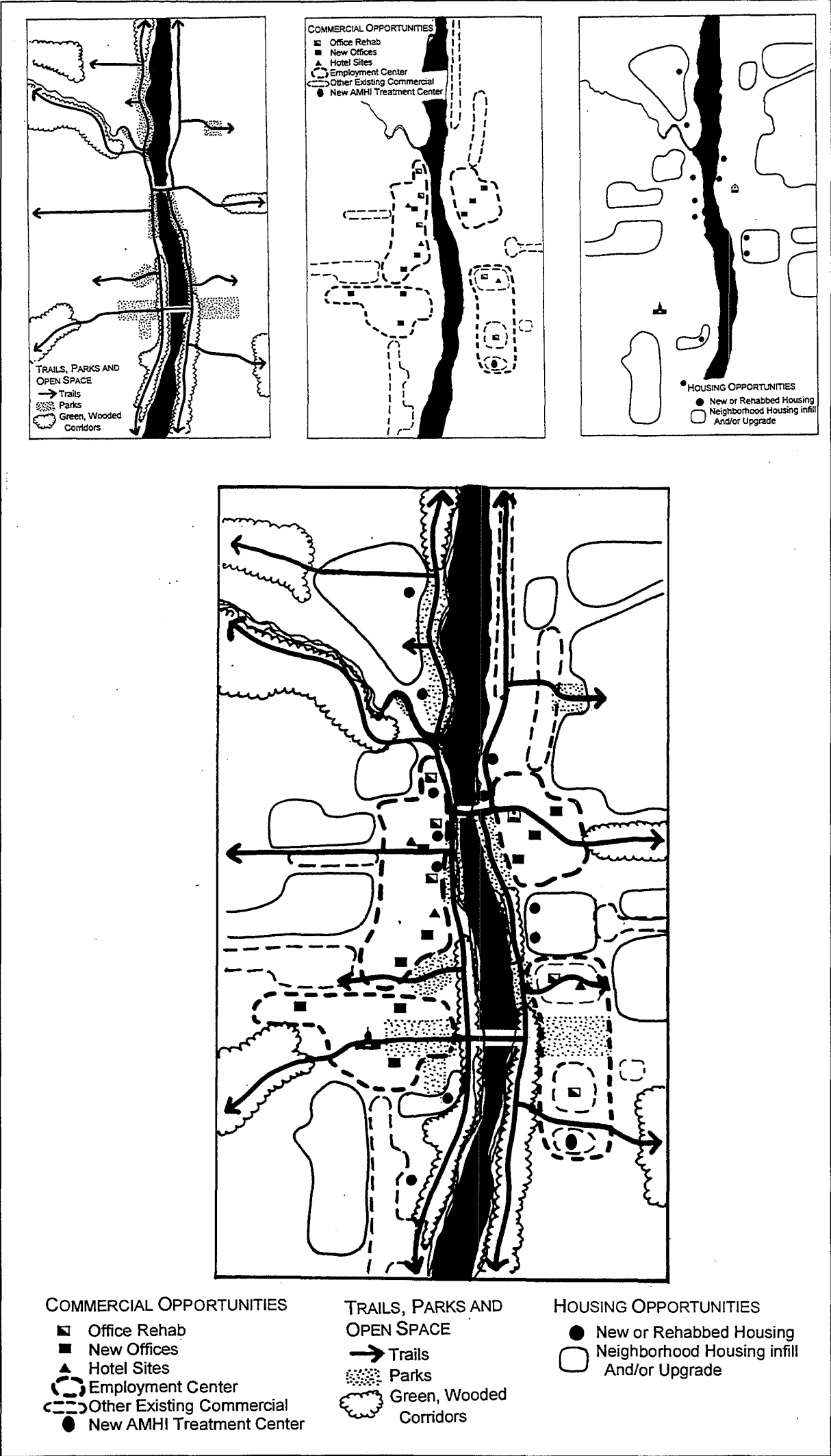
The diagrammatic plans on the next page show how the Trails, Commercial, and Housing plans (*shown at the top of the page*) fit together (*in the plan in the middle of the page*). They illustrate how these elements establish a framework to guide decision in the District.

These Master Plan elements reinforce and support each other. For example, housing opportunities on Arsenal Street are embellished by the trail (Greenway) and new park on the east side; and, in downtown, a concentration of different uses (commercial, residential, and recreational) helps focus activity and vitality in the heart of the District.

In Section VI: Project Ideas, these same elements are shown together with different road network and bridge crossing options.



Kennebec River wildlife as drawn by Gerald Scarfe
for an article in New Yorker Magazine.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

**SYNOPSIS: HOW TRAIL, PARK, OPEN SPACE, COMMERCIAL,
AND RESIDENTIAL ELEMENTS FIT TOGETHER**

SECTION IV

IV. ACTION PROGRAM

Introduction

What actions, public and private, are needed to support and implement the Master Plan? When, and in what sequence, should they occur? And, most importantly, are they realistic in practical market terms? These are the questions that this section addresses.

The Strategy

The Board proposes a multi-faceted **10-year (2000-2010) action program**.

In the first year it should focus on:

- **early (2000-2001) tangible successes;**

and, in the **mid-range years (2001-2005)** it should focus on:

- targeting CDBG and other funds to making improvements on **North Water Street**
- targeting identified **market niches** (*such as in-town housing, a downtown hotel, and medical offices*);
- providing needed **parking downtown**;
- developing the **Edwards Mill Park**;
- encouraging increased use of the river and its shoreline for **boating and recreation**;
- restoring and developing the historic **Arsenal complex**;
- ensuring that the **public infrastructure** (*roads, trails, etc.*) necessary to support these initiatives is in place; and
- explore **alternative transportation** options (*e.g., shuttle service*).

Beyond this 5-year horizon the major, **long range (2005-2010)**, objectives are to:

- build on early successes;
- support construction of a new bridge (and its associated infrastructure) or restoration of Memorial Bridge;
- revitalize downtown and the waterfront;
- identify and market new development and redevelopment sites;
- expand the range of cultural facilities in the District;
- continue to invest in public improvements that trigger private investment; and
- implement innovative transit, shuttle service, train, ferry, and other alternative transportation options.

Early Successes (2000-2001)

Early successes help build momentum and support. Almost by definition they should be small, “doable,” high profile actions that are identified by the public as “District” projects. As such, they should be promoted and ballyhooed.

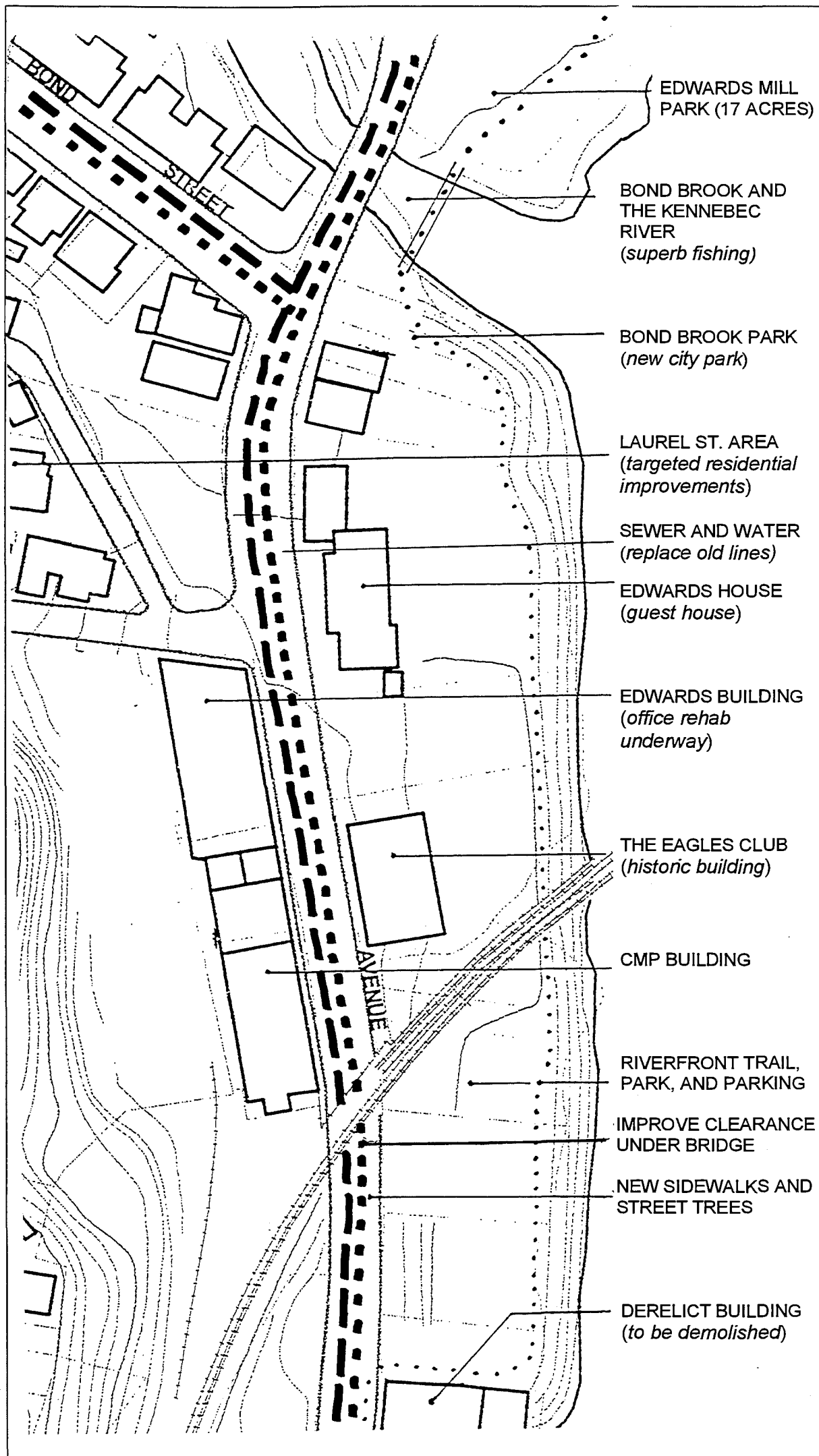
The Board and staff will have to prioritize these actions and identify who will be responsible (*see Section V: Plan Implementation*). A number of these tasks could be undertaken by volunteers and special interest groups.

Early success projects include:

- **Establish District Offices**
 - hire an executive director and establish a downtown District office;
 - adopt a riverfront District logo;
 - establish a District-wide traffic/parking management system;
 - explore establishing satellite UMA programs downtown;
 - embark on a plan to market the District (*see page IV-15*).

- **Support Private Initiatives**
 - bring attention to progress on the old City Hall, elderly housing;
 - support the Apgar redevelopment project.
- **Start Arsenal Renovations**
 - work with volunteers to spruce up the Arsenal grounds;
 - expend \$50,000 on immediate, essential repairs;
 - have the National Guard help restore the historic wharf area;
 - develop a site master plan (with a developer?);
 - seek Requests for Proposals from developers.
- **Begin Edwards Mill Sitework**
 - seed and loam the site;
 - remove the fences and barbed wire;
 - hold an annual on-site celebration;
 - initiate work on a master landscape plan;
 - consider temporary downtown (shuttle) parking on site.
- **Focus on North Water Street Improvements** (*see box*)
 - apply for a CDBG grant;
 - seek funds for sewer and water replacement work (\pm \$12 m.)
 - address the railroad bridge underpass height problem and spruce up the bridge;
 - widen and rebuild the sidewalks (with granite curbs and street trees);
 - demolish the Colonial Theater and expand parking;
 - support a mural/art project in the vicinity.
- **Hold Waterfront Events**
 - schedule concerts and activities in Waterfront Park;
 - resurrect the July 4th Whatever Race.
- **Announce a Commitment to Build a Parking Facility**
 - begin work on design concepts.
- **Send Out Developer Requests for Proposals**
 - follow up a Request for Qualifications (RFQ) effort with requests to developers for proposals for housing, a hotel, and medical offices;
 - be ready for the unexpected!
- **Spruce Up Downtown**
 - initiate a flowerbox (beautification) program;
 - encourage a volunteer “fix-up/spruce-up” campaign;
 - assist owners make façade and sign improvements;
 - remove boarded-up windows and old, unattractive signs.
- **Property Acquisition**
 - Acquire condemned properties for community use and/or open space

| Summary of Actions Targeted for North Water Street (2000-2005) |
|---|
| <ul style="list-style-type: none"> ❖ Replace aging sewer and water lines under Water Street. ❖ Build a new city park at the mouth of Bond Brook. ❖ Relocate or demolish housing in the 100-year flood zone on the south side of Bond Street for a “gateway,” shuttle parking lot. ❖ Embark on selective demolition in the Laurel Street area. ❖ Support the conversion of the Edwards warehouse to retail and office uses. ❖ Seek redevelopment of the Eagle’s building. ❖ Put out RFQ’s to developers to determine interest in rehabbing the 6-story CMP building for housing (or hotel). ❖ Improve and widen sidewalks and add streetscape features. ❖ Lower the roadbed under the railroad bridge and paint the bridge. ❖ Demolish the Colonial Theater to create more, better, parking. Support City use of CDBG funds in this area. ❖ Set aside funds for façade loans or grants. ❖ Submit a request for BTIP funds from MDOT for street reconstruction. |



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

NORTH WATER STREET ACTIONS (2000-2005)

Market Niches (2000-2005)

Markets to Explore

Analysis of local market trends, population growth, and region-wide investment by Development Strategies, Inc., has revealed a number of development opportunities. The research, which is based on national experience, indicates that a little under one million square feet of development could occur within the District over the next five years.

Most ($\pm 70\%$) of this is expected to be residential development. About 18 percent ($\pm 165,000$ sq. ft.) is expected to be office space, with a hotel and retail space making up the remainder (with 20,000 sq. ft. and 61,000 sq. ft., respectively.) The following is a breakdown of their projections:

- **Residential Development**
 - 460 units with an average of 1,500 sq. ft. per unit;
 - 690,000 total sq. ft., of which 162,500 sq. ft., or 108 units, will be targeted for downtown, in converted, rehabbed, space;
 - mixed housing types – single family, townhouses, apartments, and studios (*see Section VI*);
 - derived from capture of regional household growth, including retiring state employees.
- **Office Development**
 - 165,000 sq. ft.: 81,250 sq. ft. will be rehabbed downtown office space, the balance (83,750 sq. ft.) will be new office space;
 - most is targeted in downtown district;
 - 45,000 sq. ft. will comprise doctor's office building near Medical Center;
 - derived from regional growth, and turnover of "obsolete" office space.
- **Hotel Development**
 - 60 unit structure, likely a single facility;
 - approximately 20,000 sq. ft. size building;
 - data suggests consistent growth in hotel usage in Augusta since 1993;
 - derived from increased Civic Center usage and projected growth in historic tourism;
 - it is important for hotel demand to be placed downtown so as to broaden the appearance of Augusta as a convention destination (*see Section VI*).
- **Retail Development**
 - 61,075 sq. ft. of retail;
 - derived from growth in office, residential, and hotel/tourism activities, regional retail growth and shifts in retail to the District.

(Note: please refer to the Appendix for the full Development Opportunities report.)

Hotel Sites

One excellent site for a hotel is on the city-owned Dickman lot, on Winthrop Street overlooking the old granite federal/post office building (*see Section VI*). A hotel here could:

- ☐ have ready access to the waterfront, trails, boat docks, and future
- ☐ ferry service;
- ☐ capitalize on the proximity of the proposed parking facility;
- ☐ have views of historic Haymarket Square and the river;
- ☐ provide easy access to downtown offices, the Legislature,
- ☐ and the Civic Center;
- ☐ make use of the YMCA facilities; and
- ☐ help revitalize downtown.

Other hotel sites suitable for consideration are shown on page III-15 and in Section VI, pages 6 to 10 and pages 23, 31, and 35.

Housing Sites

As indicated in Section III, the housing units should be located, where possible, to take advantage of river views and other waterfront amenities, such as trails, docks, and parks. Recommended housing types and possible sites are:

| Housing Type | Location | # of Units |
|--|--|------------|
| Apartments | Cushnoc Heights | 50 |
| Terraced townhouses* | Edwards Mill Site | 32 |
| Rehabbed houses and apartments in converted commercial space | North end (Water Street) and Laurel Street | 60 |
| Loft and studio apartments | Upper floors, Water Street | 58 |
| Townhouses (condos) | Lower State Street | 40 |
| Townhouses (condos) | O'Connor Site | 30 |
| Townhouses and apartments* | West side Arsenal Street | 75 |
| Single family (new in-fill and rehabbed historic) | Existing (District) neighborhoods | 115 |
| Total | | ± 460 |

**See Section VI for more.*

With the State committed to locating 300 state office jobs in downtown, 75,000 sq. ft. of rehabbed office space should be allocated to them. Another 75,000 sq. ft., in either additional rehabbed space or new office space, should also be located in the west side downtown area. The 45,000 sq. ft. of doctors' offices should be built on Arsenal Street, on the east side, across from the hospital.

Downtown Parking (2000-2005)

There is a growing consensus amongst business people and Augusta decision-makers that serious solutions to the parking deficit are needed immediately. The facts are:

- ✓ Without parking, reinvestment in downtown will lag and the assessed value of viable but vacant buildings will continue to drop; potential tax dollars are being lost;
- ✓ Owners can point to many tenant deals that have fallen through because of the lack of parking; the demand for commercial space is there and our market research bears this out; parking is the problem;
- ✓ There is a plus 1000 long-term parking deficit, based on full occupancy of existing buildings on Water Street; this does not take new construction or need on State Street into account, including the YMCA's need¹;
- ✓ The deficit is worst in the center of downtown, between Winthrop and Bridge Streets, where over 550 spaces are needed just to serve existing building space on Water Street¹;
- ✓ Some current tenants (with reserved spaces) are looking for more convenient parking.

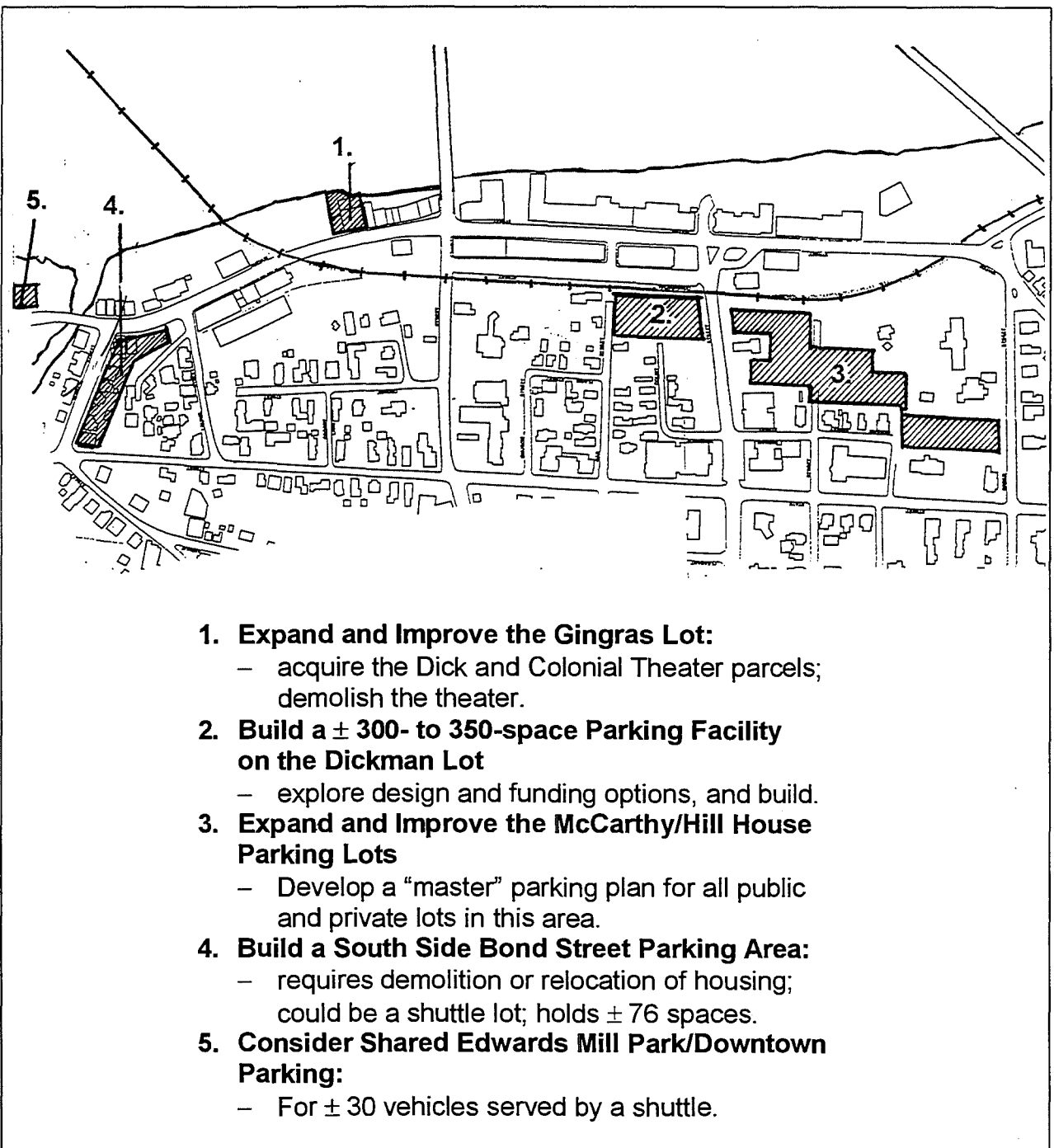
There is no one easy solution. A range of actions is needed - short term and long term. The actions include:

- Improving and expanding existing lots;
- More scattered-site surface lots, preferably within a 1200 foot radius (5 minutes) of a job or destination;
- Parking decks;
- A parking facility;
- Improved management of parking, including a fee structure that places higher premiums on premium spaces, and incentives by employers to persuade employees to park further away;
- An experimental shuttle system, modeled on the hospital's system;
- Greater public/private cooperation in parking lot management and use;
- An emphasis on parking lot safety, quality, good lighting, and good maintenance and landscaping;
- Maintaining all on-street parking spaces.

¹ Note: These figures are based on "Redevelopment Potential in Downtown Augusta" by Kent Associates (1998).

The draft “2000 Parking Concept for Downtown” in the Appendix outlines a proposal for providing ± 1000 additional spaces. Six specific actions hold most short-term (5 years) promise. They are:

1. Acquire and demolish the old Colonial Theater and the adjacent Dick parcel so as to improve the Gingras lot (26 space gain);
2. Acquire additional land for parking on Winthrop Hill between State Street and Water Street;
3. Explore strategies to get a parking facility for 300 to 350 vehicles built on the Dickman lot (*see Section VI*);
4. Enter into cooperative agreements with land owners in the McCarthy/Hill House area to provide a series of terraced, expanded lots (± 100 space gain);
5. Follow the Heart of Augusta Parking Committee’s recommendations that result in small gains on many existing lots (42 spaces);
6. Embark on an experimental shuttle service using the south Bond Street area for parking and, possibly, Edwards Mill Park parking.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

TARGETED PARKING ACTIONS (2000-2005)

Edwards Mill Park (2000-2005)

The removal of the 162 year old Edwards Dam resulted in the State acquiring and clearing the ± 17 acre Edwards Mill site on the Kennebec River’s west shore; later this year the site will be deeded to the City. The Board and the public wish to see the site developed as a park – while leaving the door open to possible on-site housing, above the flood plain.

The broad strategy, over the next five years, is to:

- loam and seed the exposed site soils (2000);
- remove fencing and gates (2000);
- prepare a park program and master plan, with maximum public participation (2001);
- begin the phased implementation of the plan (2002-2005).

To date, there is general agreement that the park should:

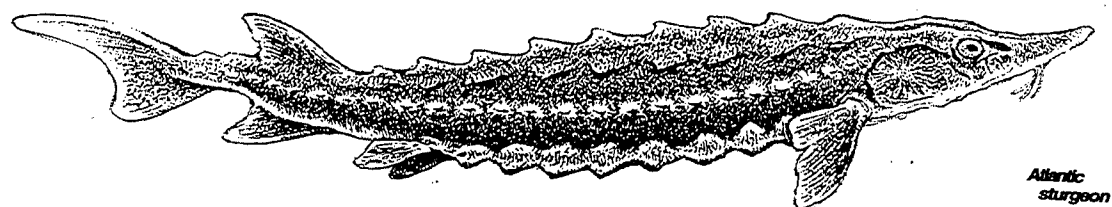
- serve local and regional users;
- contain primarily “passive” recreation uses, i.e., not sport’s fields;
- feature an appropriate memorial and/or interpretive center to honor those who worked in the mill;
- provide north/south riverfront trails; and
- include stairways and/or ramps that link it to the Cushnoc Heights (Sand Hill) neighborhood.

In the longer term, serious consideration should be given to the idea of building (or moving historic) housing on the upland parts of the site. Such a plan would better link Cushnoc Heights (Sand Hill) to the park, help tie the neighborhood to the revitalized downtown, and provide needed housing (with a superb view of the river). (*see Section VI for one such concept*).

Edwards Mill Park : Ideas

The public has suggested incorporating these features in the park:

| | |
|---|---|
| ❖ trails and walkways; | ❖ an outdoor ice rink; |
| ❖ benches and picnic tables; | ❖ an amphitheater; |
| ❖ community gardens; | ❖ kayak rentals; |
| ❖ a small boat, carry-in launch site; | ❖ food concessions and vendors; |
| ❖ access to fishing areas; | ❖ groves of trees; |
| ❖ a playground; | ❖ a small community center; |
| ❖ parking, adequate for park users needs; | ❖ fields and lawns for informal play; |
| ❖ an interpretive center (for history and natural history); | ❖ informal bleachers (along the flood wall) for sitting, watching, sunbathing, etc. |
| ❖ an outdoor market; | |



The Landmark Arsenal Complex

(2000-2005)

Officially designated as a National Historic Landmark on February 16, 1999, the Kennebec Arsenal complex on the east side is a unique, under-appreciated asset within the Riverfront District. Comprising about 41 acres and twelve significant historic structures, the complex needs serious attention. Further deterioration of the buildings and grounds must be halted and a comprehensive revitalization program embarked upon.

As soon as the core segment of the complex is turned over to the City (or District) (*see map over*), probably this year (2000), the following short-term actions should be initiated:

- ✓ establish a volunteer task force to help with clean up and touch up and seek private donations;
- ✓ request that the National Guard assist with clearing brush and restoring the old wharf, which may need extensive, expensive reconstruction;²
- ✓ commit funds in-hand (\$50,000) to essential, emergency repairs (*by June 30, 2000*);²
- ✓ explore, with Civil War and other re-enactment groups, possible uses for some of the Arsenal space;
- ✓ initiate efforts to obtain foundation grants to help defray the costs of needed repairs;
- ✓ request letters of interest from organizations interested in the long-term lease and restoration of a building (or part of a building);² and
- ✓ send out RFQ packages to developers who may be interested in investing in all or part of the complex.²

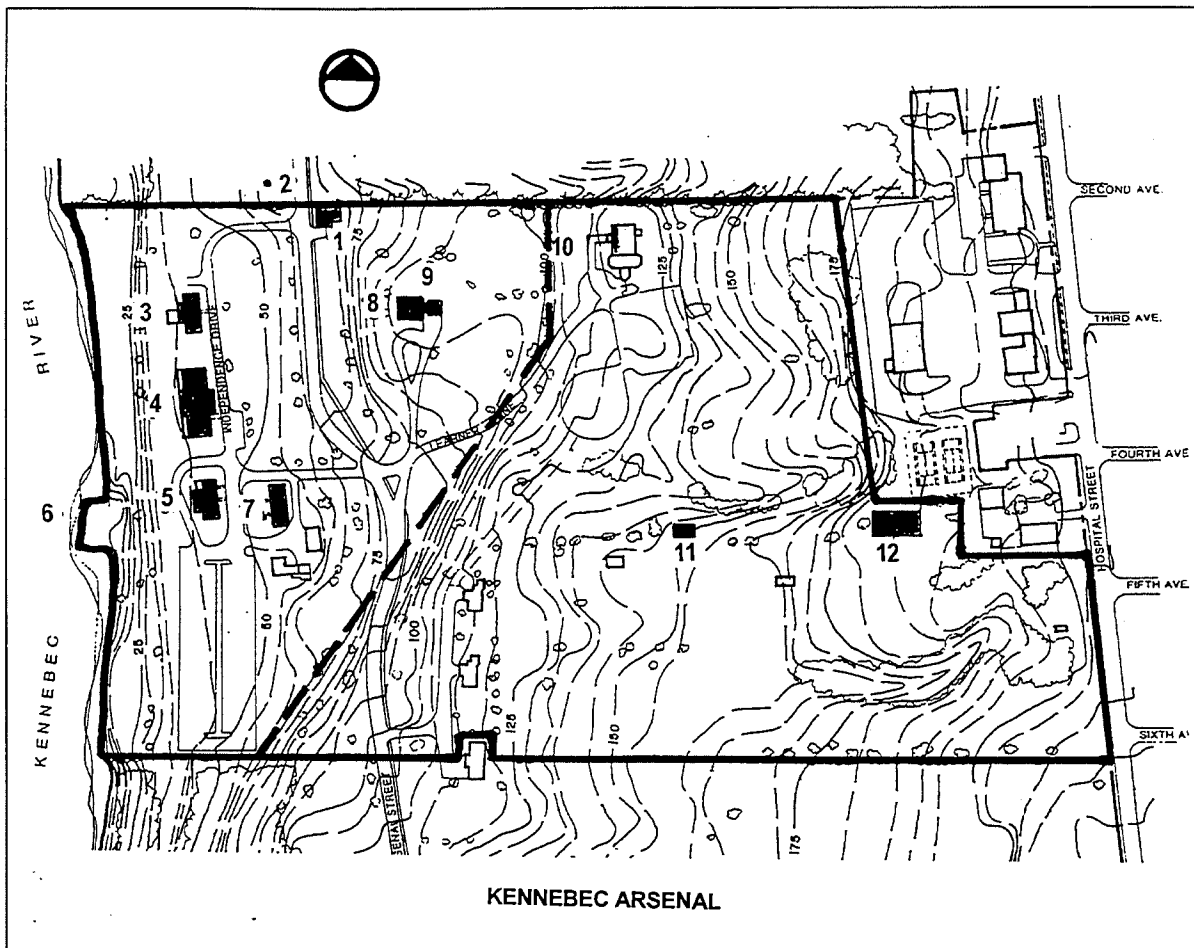
In the longer term consideration should be given to new, appropriate uses on the site. These might include:

- ✓ a military museum and store;
- ✓ a restaurant(s) and bed & breakfast;
- ✓ small boat docks and river ferry stopover;
- ✓ a conference center and inn; and
- ✓ upscale housing (on leased land).

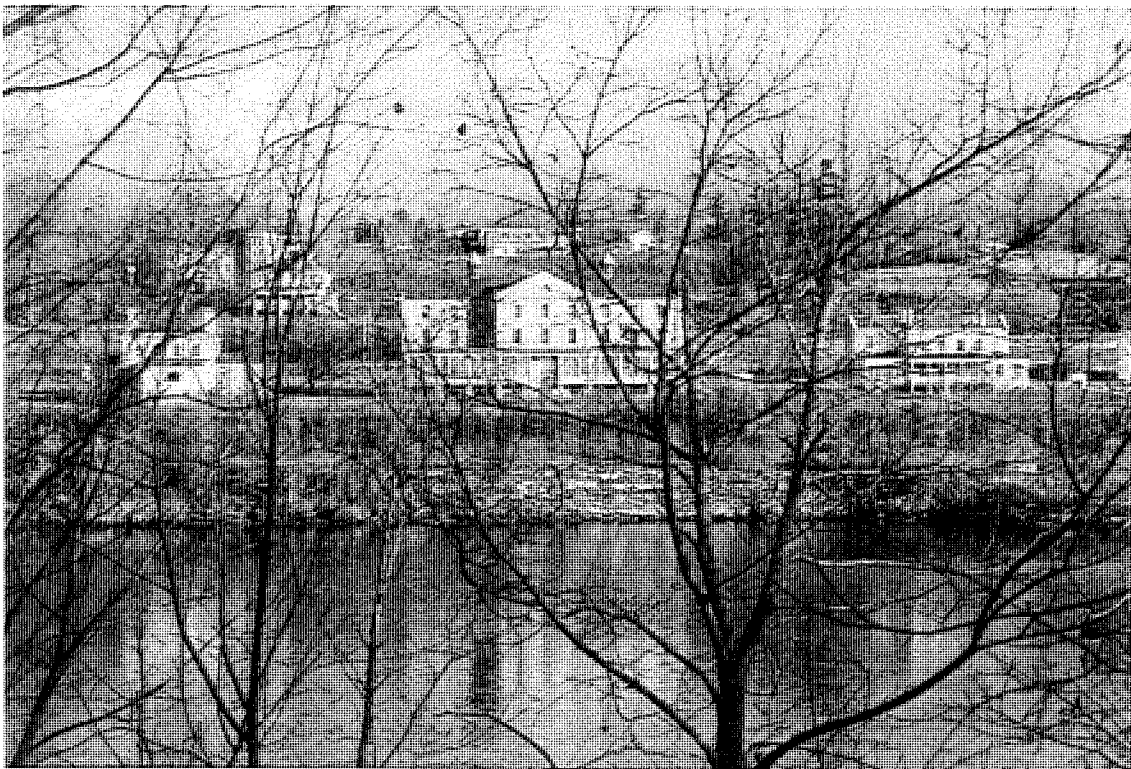
Again, these structures would have to be in a compatible architectural style and sited so as to not distract from the historic buildings and other site features (*see box below*). They also need to meet federal and state historical standards for new construction.

| The Arsenal : Historic Features (<i>see map over</i>) |
|---|
| <ol style="list-style-type: none">1. Office/Gatehouse: granite Gothic Revival style.2. Entry gate and granite/cast iron boundary fence.3. Officer's quarters: two story granite house (1831).4. Arsenal building: a grand, 3-story granite structure (1828).5. Officer's quarters: a twin to #3 above (1831).6. Wharf: a 1000 foot long, 10 foot high granite retaining wall (1853?).7. Barracks: a 2-story granite structure (1831).8. Commandant's quarters: 2-story Greek Revival house (1829).9. Storage building: attached to #8 above.10. Reservoir retaining wall: remnant of the 1834 reservoir.11 & 12. Large and small magazines (1832-1838). |

² Any and all work within the Arsenal complex must be conducted according to the Secretary of Interior standards for historic rehabilitation; further, the Maine Historic Preservation Commission will review and monitor such work.)



The outline shows the extent of the designated National Historic Landmark Arsenal complex. The dark building footprints indicate the important historic buildings; see previous page. The dashed line shows the area to be transferred to the City or District, first (*i.e., the northwest quadrant*).



The Arsenal property as seen from the west side. The Burleigh building is in the center; the granite wharf is barely visible on the riverfront because of the overgrown vegetation.

Public Infrastructure Improvements (2000-2005)

Public funds must be committed to the District to support and encourage private investment. In the first five years these commitments must be targeted to the areas mentioned above, to Edwards Mill, north downtown, parking areas throughout downtown and the Arsenal grounds, as well as to the trail, park and open space system.

Funds for a new or restored bridge, and associated road improvements, should be sought and identified, but construction on these major public works would only occur in the 2005-2010 time frame, after the Maine Department of Transportation's NEPA process for bridge crossings is complete. Proposed public improvements fall into five broad categories:

Street and Traffic Improvements (2000-2005)

- Reconstruct and widen the Cony/Arsenal Street intersection (*this is a city/hospital initiative, currently underway*).
- Reconfigure or remove the rotaries.
- Reconstruct Water Street and Commercial Street (north of Bridge Street), the Bond/Water Street intersection, and lower Northern Avenue (near Edwards Mill). This effort should include:
 - consideration of making Water Street between Bridge Street and the railroad bridge one-way;
 - improving the underpass clearance;
 - consideration of a roundabout at Bond/Water/Northern;
 - curb cuts for controlled access to the Edwards Park site.

Alternative Transportation Modes 2001-2005

- Establish a shuttle bus system designed to service downtown and link parking lots to Water Street buildings, KV bus service, and rail and ferry terminals.
- Expand the shuttle bus system so as to create a looped route that links downtown, the medical center, and the two State campuses.
- Improve the road system to create bicycle-friendly travel lanes suitable for bicycle commuting.
- Ensure that the rail station is accessible by all modes of transport.

Utility (Sewer) Improvements (2000-2002)

- Build the planned CSO pipe along the railroad right-of-way, on the west side, from south of downtown to the sewage treatment plant.
- Seek funds to replace sewer and water lines under North Water Street.

Streetscape Improvements (2000-2005)

- Rebuild and widen the sidewalks on north Water Street; add new street lights and street trees; use high quality standards.
- Embark on a program to improve the safety, quality, and convenience of all downtown parking facilities; this includes lighting, landscaping, paving, striping, and pedestrian ways.
- Improve (or build where none exist) sidewalks to link downtown to Fort Western and the Arsenal – along Arsenal Street.

Trail and Park Improvements (in addition to Edwards Mill Park) (2000-2005)

- Install maps and informational/educational signs along the Greenway and on other downtown trails.
- Complete construction of the Kennebec River Rail Trail from the Treatment Plant to Waterfront Park.
- Clean up and restore the Arsenal Wharf (as part of the Greenway).
- Design and build a trail/sidewalk between Waterfront Park and a new Bond Brook Park, with pedestrian bridge to Edwards Mill Park.
- Find ways to improve angler access to the river, on the east side, from between Father Curran Bridge and the Tree Free building.

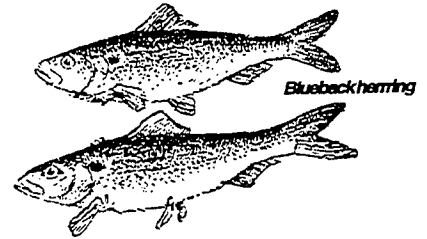
Long Range Actions (2005-2010)

Clearly, the District's "action strategy" should be assessed and adjusted on an annual basis, based on the Master Plan and progress, funds, markets, trends, and District priorities. Future, longer term (5 to 10 year) actions are listed below. *Note that many of these are continuations of actions initiated earlier.*

Riverfront Improvements

Edwards Mill

- Explore need for indoor recreation facilities
- Complete all planned improvements, e.g., canoe launch, trails, fields, picnic areas, etc.



Downtown

- Improve the capacity of the downtown boat docks
- Make improvements to Waterfront Park (e.g., bandstand, landscaping, benches, etc.)
- Install lighting on waterfront
- Upgrade and extend the downtown riverfront walk northward

Riverfront Trails and Open Space

- Extend the Greenway south
- Extend trails north on both sides of the river
- Initiate open space conservation programs at: Bond Brook (on the McClean Farm property); gravel pits; Howard Hill and the property that extends from Stone Street to CATC.
- Make a park at "snow dump" on the east side
- Expand the Bond Street Park (on north side of Mt. Vernon Ave.)

Lateral (east/west) Trails

- Link Capitol Park to the rail trail
- Link Sewall Street to Gage Street Park and riverfront
- Build "Governor's Walk" (from Greenway to Arboretum)
- Build Bond Brook trail and other lateral trails
- Provide convenient pedestrian and bicycle crossings at both bridges

The River's Edge

- Design a plan for an east side boat docks (and seaplane port?) at the Arsenal
- Appoint a "harbormaster"
- Explore Augusta/Bath ferry link
- Lease waterfront land at Arsenal and Waterfront Park for boat trips, ferry, and/or private charters
- Establish moorings
- Continue to plan annual events to celebrate the river

Economic Development

Downtown (Water Street)

- Redesign Commercial Street as second "Main Street"
- Refurbish Water Street buildings and reorient them to the river
- Redesign Waterfront Park and Front Street as a landscaped park (with parking)
- Establish design guidelines to encourage quality architecture, rehab, and signage

Hospital and Cony Area

- Develop a master plan for a health services district north of the hospital
- Prepare redevelopment plan for the old Cony High site;

coordinate with MDOT on traffic/rotary redesign

The Arsenal

- Complete phased restoration work on all historic structures
- Complete construction of first phase boat docks
- Construct a minor road through the site from Arsenal Street to Hospital Street
- Expand the complex (with appropriate architecture) for meetings, lodgings, offices, etc.
- Expand the boat docks

Hospital Street

- Demolish the obsolete Augusta fire station
- Construct needed State public safety buildings, near Hospital Street

North State Street

- Encourage bed & breakfasts in the State Street area
- Encourage government and legal services to expand (i.e., lawyer's offices, county government, court services, etc.)

Memorial Circle/Rines Hill Area

- Acquire key properties in this area for consolidation and future use for parking and new development
- Prepare RFP to solicit developer interest in (a) an "Augusta House" Hotel or (b) office (lobbyist) building
- Continue to redevelop the area as a commercial, urban, gateway link between Water Street (downtown) and the Capitol

Improve the Image of the Capital

West Campus

- Complete renovations to State office building, demolish old education building¹
- Acquire land south of the Department of Labor, for expansion¹
- Establish historic district in Blaine House area
- Expand the Department of Labor office complex¹
- Construct needed State office space (one structure north of Capitol Park)
- Construct decked parking (off Wade Street)^{1,2}
- Complete restoration of Capitol Park
- Relocate and demolish MDOT garage and utilize site for public/private development¹
- Demolish PUC building and utilize site for public private development¹ (*this has low priority for MDOT and is outside the District*)
- Upgrade Capitol and Union Streets (*see "Streetscape" over*)

East Campus

- Begin renovation of Stone building (AMHI) complex for State Offices¹ (*this may not be fundable within this timeframe*)
- Begin construction of new psychiatric/forensic hospital on south end of campus²
- Continue renovation of historic buildings for State office use¹
- Demolish obsolete structures on campus¹
- Expand Arboretum programs down to the riverfront
- Seek RFP's for commercial uses, e.g., at Power House¹
- Develop complementary, east side Capitol Park¹
- Restore and recreate the historic AMHI gardens

¹Recommendations from the State Facilities Master Plan

²These facilities should be built within the next 5 years



Gateways

- Improve all major, numbered streets with street-tree planting
- Upgrade the informational signage system and introduce sign standards

Streetscape

- Embark on upgrades to all District sidewalks
- Make curb, sidewalk, and lighting improvements to Capitol and Union Streets, at Capitol Park²
- Initiate street furniture (trees, benches, lighting, etc.) improvements throughout the District
- Consolidate, remove, or relocate all utility wires along Front Street and other similar locations
- Reconstruct State Street, between Capitol Street and Western Avenue, and south of the Capitol to enhance the approach to the Capitol building and “calm” traffic

Culture

- Support the restoration of the Cony Flatiron building and its auditorium for a variety of cultural, arts, and community functions
- Support the Children’s Museum as an essential element and attraction in downtown Augusta
- Look for ways to strengthen Old Fort Western as a historic, cultural, and education center
- Make strong physical links between the District’s many historic and cultural features – especially between Fort Western, the Cushnoc settlement site, and the Arsenal; consider a seasonal river taxi between downtown (Front Street) and the Eastside Park
- Recognize the value of the District’s historic buildings and structures as a tourist draw and community resource

Infrastructure Improvements

Transportation Management

- Prepare an integrated transportation management plan for shuttle bus, parking, transit, vanpool and carpool, for District

Parking

- Work with hospital to address parking need there
- Investigate park-and-train shuttle system
- Consider a parking deck over the Apgar parking area
- Consider additional deck parking downtown
- Review need for parking structure to serve east campus
- Review need for parking structure north of MDOT near Capitol Park¹

Rotaries

- Complete engineering design for reconfigured (or replacements for the) Cony and Memorial Circle rotaries
- Make pedestrian and vehicular conditions safer

Street Improvements

- Rebuild and widen North State Street from Bond Street to Bridge Street
- Upgrade Commercial Street
- Construct a winding road at the Arsenal, from Arsenal Street to Hospital Street¹
- Improve Arsenal Street to “parkway” standards on the east campus¹

¹Recommendations from the State Facilities Master Plan

²These facilities should be built within the next 5 years

Memorial Bridge Replacement

- Begin bridge construction (or reconstruction)
- Initiate first phase improvements (or new construction) on bridge approach roads

Infrastructure

- Work with the Sanitary District to mesh its plans for a pump station with those for the Edwards Mill site
- Support Water District pipe upgrading throughout the District
- Support telecommunication (fiber optic) upgrades
- Support new sewer and water pipe, under river, crossings
- Urge the City to make land available for O'Connor's scrap yard to move to Hatch Hill

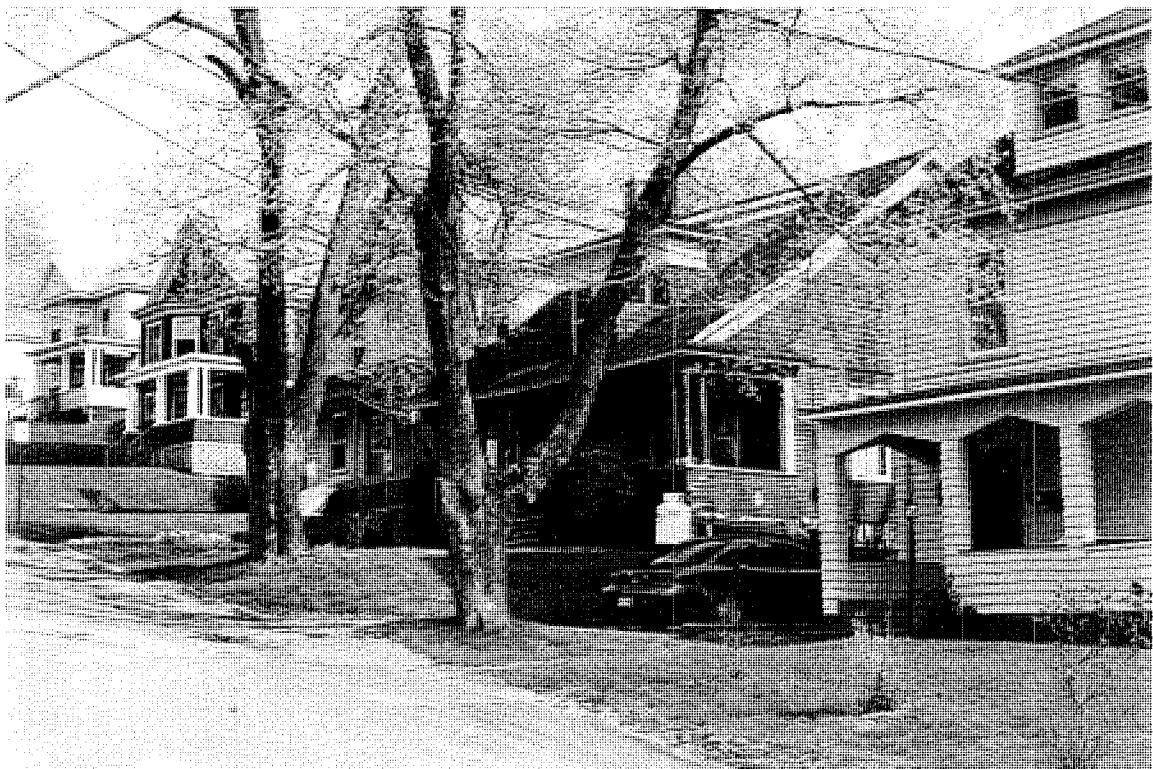
Housing Improvements

In-Town Housing

- Construct new housing on the edge of the Edwards Mill site
- Encourage mixed income and upscale housing in downtown, on upper floors and/or above parking structures
- Seek out, and cooperate with, developers willing to build new housing on: the O'Connor site, Cushnoc Heights (Sand Hill), the NRCM (South State Street) site, and in the Capitol fields area
- Reduce parking requirements for in-town housing

Neighborhood Revitalization

- Designate key residential neighborhoods as historic districts
Upgrade deteriorating housing stock
- Encourage, with incentives, historic house restoration and new in-fill housing
- Encourage owner-occupied buildings in District neighborhoods (especially 1-4 unit buildings)
- Install "traffic calming" measures to reduce through traffic in residential neighborhoods



District residences on the east side, near the medical center.

Marketing Actions

A number of actions described in this section and Section V address ways to promote and market the District as a regional service center, State Capital, and gateway to the Kennebec River. The notes below set out a coordinated marketing strategy based on the following objectives:

- ✓ **Promote downtown as the cultural and economic heart of the region.**
- ✓ **Attract residents and visitors to the natural attributes of the river and its surroundings.**
- ✓ **Market the nationally important historic features and architecture of the District as a tourist destination.**

This on-going strategy must be coordinated by the District but clearly a number of state and local organizations can also play an important part in achieving a comprehensive marketing approach. The table below outlines various strategies and names partners who can help build a successful marketing plan.

| Objectives | Strategies | Partners |
|------------------------------------|--|---|
| <i>Promote Downtown</i> | <ul style="list-style-type: none"> Appoint a downtown manager to promote and market the central area | Heart of Augusta City Ec. Dev. office |
| | <ul style="list-style-type: none"> Establish a logo and marketing theme that highlights the uniqueness of downtown | Heart of Augusta |
| | <ul style="list-style-type: none"> Support and expand the Heart of Augusta's programs, such as: <ul style="list-style-type: none"> joint marketing promotions consistent shopping hours (esp. evenings and weekends) a brochure of downtown services a downtown "concierge" program and center (a program that links busy workers and tourists to services) | Heart of Augusta |
| | <ul style="list-style-type: none"> Initiate a "spruce-up" downtown program (<i>see page IV-2</i>) | Downtown Merchants and Businesses |
| | <ul style="list-style-type: none"> Organize special events, such as: <ul style="list-style-type: none"> Whatever Week concerts and entertainment at Waterfront Park and Edwards Mill Park a celebration of French culture (<i>see below for more</i>) | Chamber of Commerce Heart of Augusta Board of Trade |
| <i>Attract People to the River</i> | <ul style="list-style-type: none"> Work with environmental organizations and local schools to educate residents, school children, and tourists about the rebirth of the river, its natural characteristics, rich wildlife, and vital fishery, by: <ul style="list-style-type: none"> developing educational materials placing maps and interpretive signage along riverside trails | Augusta School Board Salmon Federation Kennebec Coalition Abnaki Arboretum |
| | <ul style="list-style-type: none"> Work with the State Bureau of Tourism and the Maine Publicity Association to promote the Kennebec and its attractions (<i>see below</i>) in New England and nationally | Office of Tourism Maine Tourism Assn. |
| | <ul style="list-style-type: none"> Market the river and its historic connections and attractions (<i>see below</i>) to tour bus operators and tour boat companies | Tour bus and boat operators |
| | <ul style="list-style-type: none"> Locate tourist information center at the Edwards site | City Recreation Dept. |
| | <ul style="list-style-type: none"> Publicize and prepare a regional Kennebec Trails map to feature the Greenway, the KRRT, their connections to Kennebec Valley Trails and the East Coast Greenway | Kennebec Valley Trails Inc. Friends of KRRT |

| | | |
|--|--|--|
| <i>Feature historic and Cultural Attractions</i> | <ul style="list-style-type: none"> Develop a brochure/map of the Capital that highlights its museums, libraries, historic sites, and historic buildings | Historical Society State Museum and Library |
| | <ul style="list-style-type: none"> Establish historic walking trails (<i>see map over</i>) with specific themes for: <ul style="list-style-type: none"> Downtown and adjacent neighborhoods (<i>theme: historic buildings</i>) Bond Brook and Edwards Mill (<i>theme: Martha Ballard and the Maine/Quebec International Corridor (Chaudiere Kennebec)</i>) Kennebec Heritage (<i>theme: early settlement on the Kennebec featuring Old Fort Western, the Cushnoc site and the Arsenal</i>) The Capitol (<i>theme: history and culture in and around the Capitol</i>) | Historical Society Old Fort Western City Departments |
| | <ul style="list-style-type: none"> Work with the State Bureau of Tourism and the Maine Publicity Association to promote these attractions | See above |
| | <ul style="list-style-type: none"> Market these attractions to tour bus and boat operators | See above |
| | <ul style="list-style-type: none"> Promote annual encampments and historical recreations at the Arsenal, Fort Western and on the river. | Civil War groups Historical Society Old Ft. Western |

Coordination

Clearly there is considerable overlap in the above strategies; after all, the District includes and should promote all of its attributes. This suggests that:

- a District-wide map be created that references all the attractions;
- a web-site for the District/Capitol/Kennebec be designed that incorporates guides to its many features; and
- a Capital guidebook be prepared for distribution to all visitors (through area businesses and attractions).

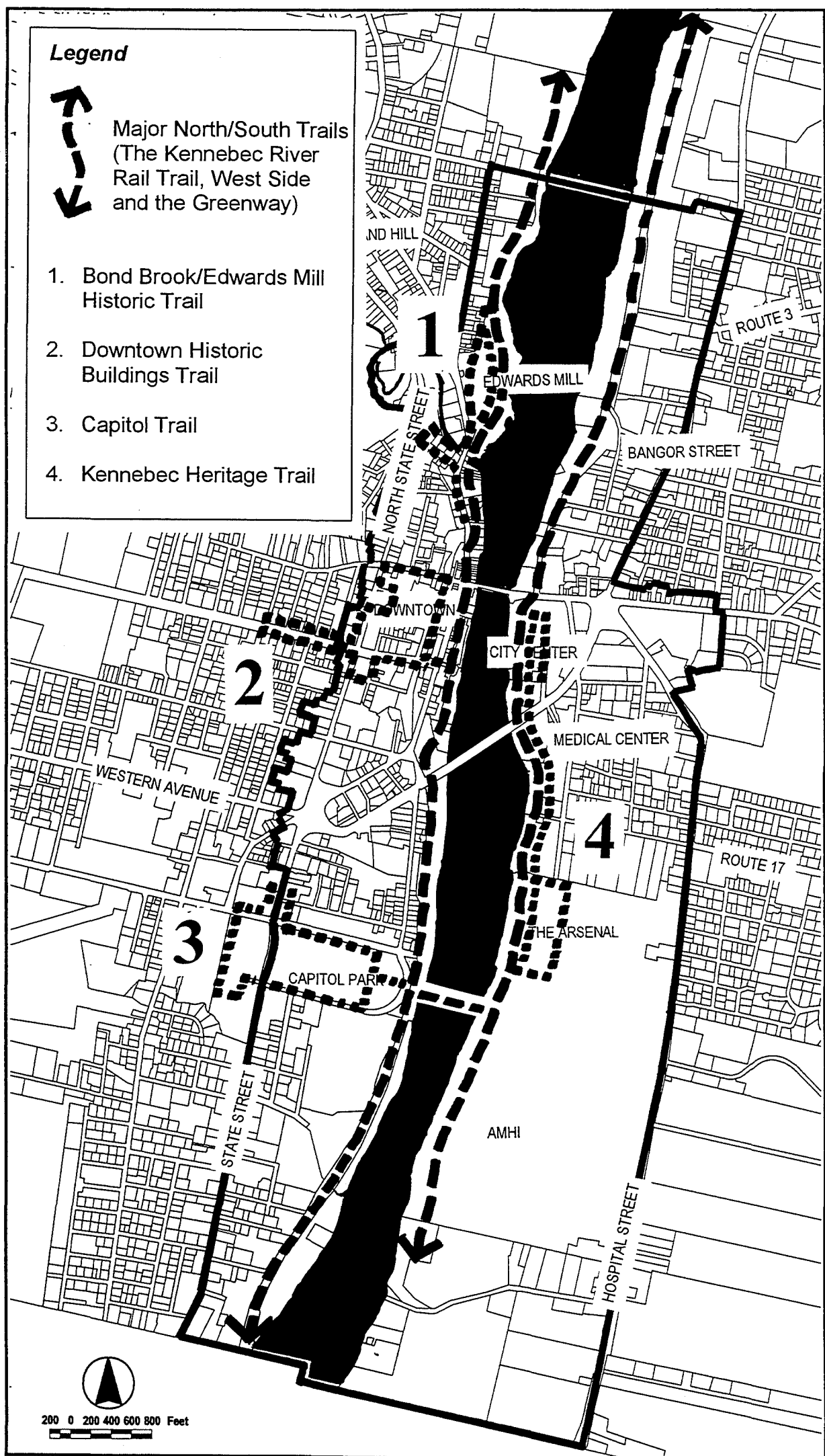
Funds for these marketing promotions could be set aside, and earmarked for the District, out of the State's tourism budget, perhaps by Executive Order or legislation.

Business Community Outreach

Finally, the District needs to reach out to the business community by:

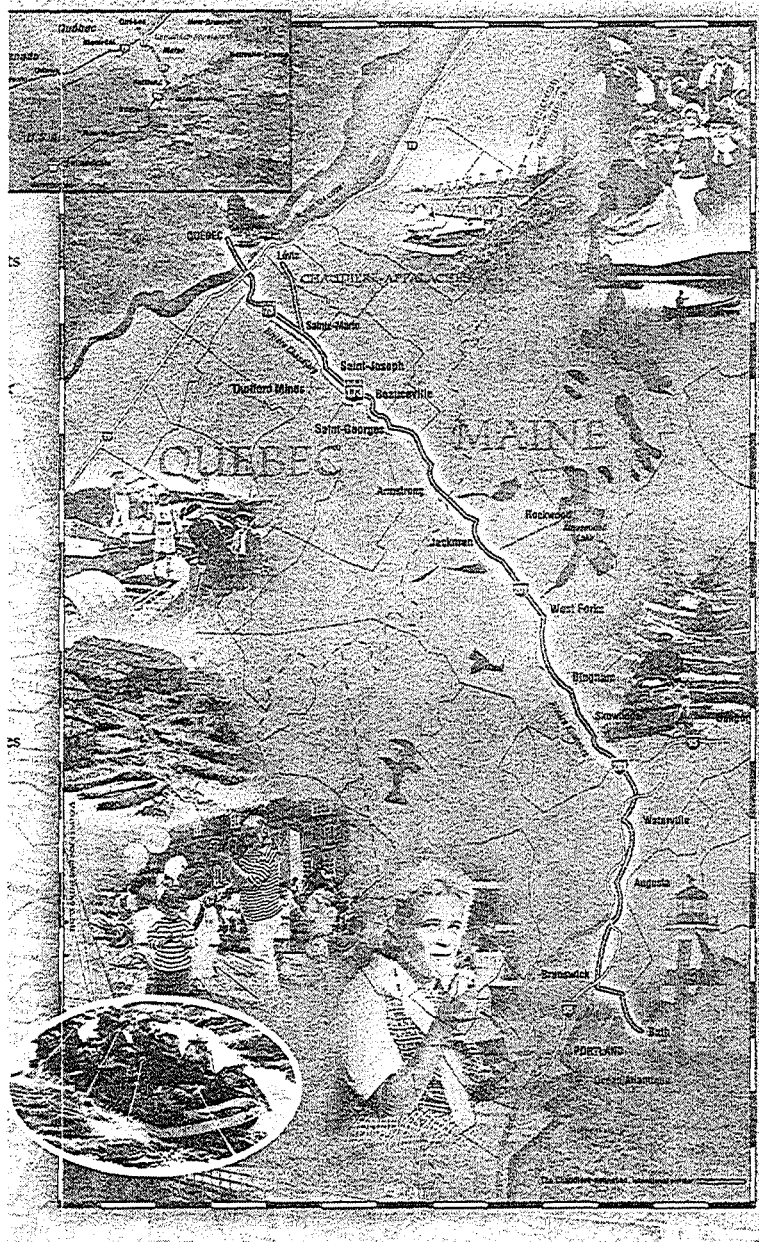
- reporting on progress and initiatives (through a newsletter and/or the local newspapers);
- inviting their participation in events, promotions and volunteer efforts; and
- encouraging investment with the District.





CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

Marketing Riverfront Trails: Links to Past and Present Attractions



History of the CHAUDIÈRE-KENNEBEC Corridor

For 10,000 years, Native Americans used the Corridor as a north-south transportation route. Several major Abenaki settlement sites are located along the riverbanks.

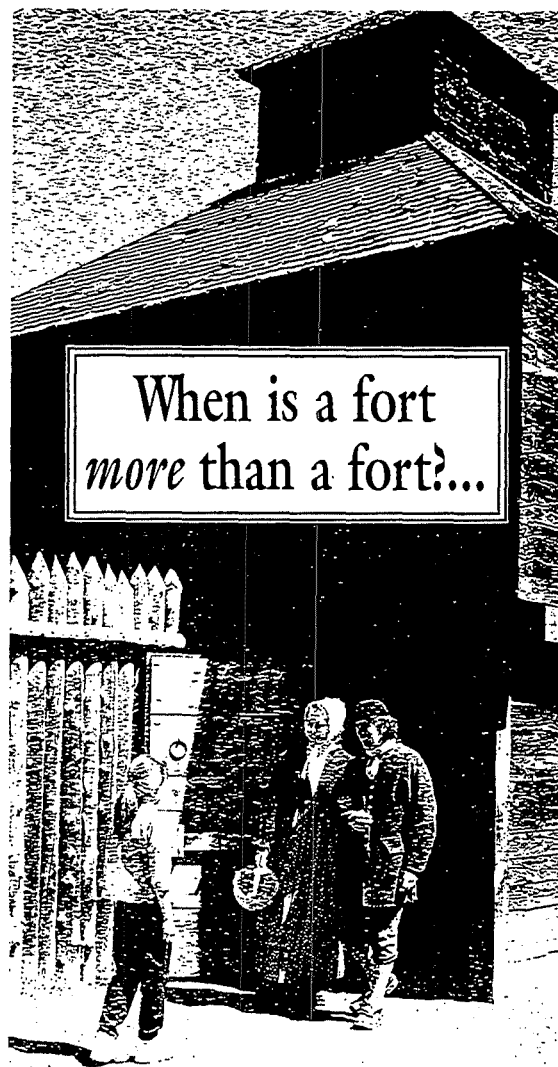
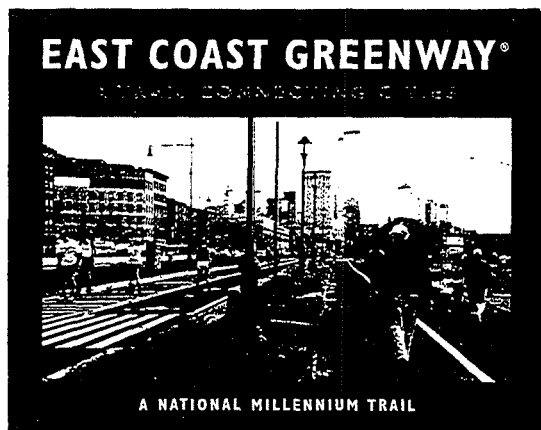
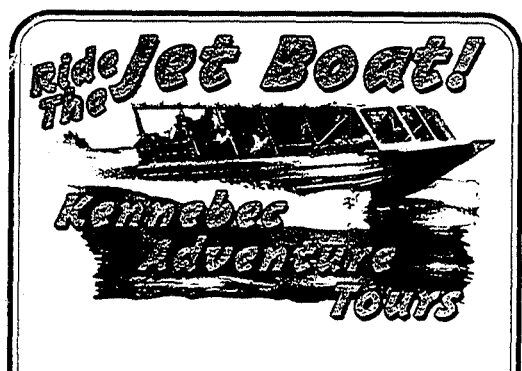
After 1667, The Corridor (Kennebec portion) served as a boundary between French and English claims in eastern North America. France and England competed vigorously to control Corridor waterways and to gain allegiance from Wabenaki inhabitants. In 1763, the Treaty of Paris put an end to those quarrels.

In 1775, Benedict Arnold used the Corridor to make an ill-fated surprise attack on the English Army based in Québec City during the American Revolution.

A cart way following the rivers and known as the "Canada" or "Kennebec Road" was first developed by Maine farmers who hoped to open new markets for their agricultural produce in Québec (1810). Later, the road was used by French Canadians and by many immigrants from Ireland as well who traveled to Maine to work on farms, in mills, and in the wood industries.

To this day, Routes 173 (Québec) and 201 (Maine) are used for transborder trade and travel.

The Chaudière-Kennebec Corridor development project, initiated in 1997, seeks to strengthen Maine/Québec bilateral relations. Specifically it is aimed at stimulating tourism activity on both sides of the international border through a focus on shared history and culture.



OLD FORT WESTERN
Augusta, Maine

SECTION V

V. PLAN IMPLEMENTATION – ORGANIZATION, PRIORITIES, RESPONSIBILITY, AND FUNDING

Introduction

This section focuses on implementation – on how to move from plans to progress and positive change. Implementation begins with having an organization in place to guide and direct change, as envisioned in this Master Plan. However, the organizing mechanism, in this case the District Board, can only affect change if: its roles, responsibilities, and relationships with other governing and planning entities are clearly defined; its priorities are spelled out; and it can identify funding sources that will help it (working with others) achieve its goals.

Getting Organized

Short Term Staff Needs

The Board has begun work to hire a Riverfront District Executive Director. As envisioned, this individual would serve as both the District director and downtown manager in the start-up phase, beginning in the Fall of 2000.

In the interim (between Plan approval and appointment of an executive director) the current staffing level will need to be increased. The suggested interim staff team should include:

- an administrative assistant;
- a part-time executive director (10 hours/week); and
- two master's level interns to work through the summer.

Other Staff Needs

In the long term the Plan has identified two other staff functions critical to the revitalization of the Capital Riverfront District; these, too, could be phased in, with one person serving both functions initially:

- a) *a Downtown Manager* – this person would be the equivalent of a Heart of Augusta Team executive director responsible for promoting marketing, and managing downtown. [Just as shopping malls have managers, many successful downtowns can trace their success to the appointment of a manager.]
- b) *a Capital Transportation Manager* – this person would combine a number of existing functions:
 - serve as the “Go Augusta” transportation manager;
 - act as staff/manager for the Augusta Parking District; and
 - serve as the multi-modal transportation planner for the District.

This position is vital because of the need to establish a coordinated approach to all District-wide transportation issues, including:

- a comprehensive inter-city bus/transit/shuttle service;
- passenger rail service and the need for a rail station;
- a “harbor master” and ferry boat manager;
- an effective vanpool/carpool system; and
- a safe pedestrian and bicycle environment.

Roles, Responsibilities, and Interrelationships

The Role of the District Board

As discussed in Section I, the Board has a number of roles to play. Some of the most important will involve hiring staff and directing them. Once staff are appointed the Board must make sure that they stay on track, follow the Plan, and keep their priorities straight. The Board must also assure that funds are available to cover staff salaries, overhead, and expenses.

The Board and its Executive Committee thus have five overriding responsibilities:

- ✓ hire, direct, and oversee staff;
- ✓ promote and advocate for the Plan and the District;
- ✓ protect and improve the river and its environs;
- ✓ help catalyze and finance development; and
- ✓ provide vision, goals, and strategies.

To accomplish this they should meet monthly, report to the Legislature (by January 15th of each year, beginning in 2001), report to the City Council once a year, and conduct assessments of progress (to meet District goals and priorities) every six months. An annual report and financial statement should also be made public.

District Staff Roles and Responsibilities

To assure coordination all staff functions should be supervised by the District Executive Director, and the District should establish offices in downtown. Ultimately, under this scenario the Downtown and Transportation managers would answer to the Executive Director but would have distinctly different roles and responsibilities. Support staff could be shared.



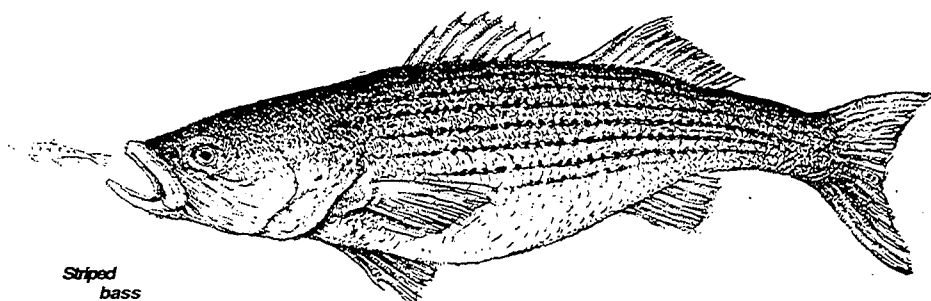
A view of downtown Water Street where the District Offices are to be located.

Relationship to Existing Entities

Given that the District Board and staff have no regulatory or permitting authority, coordination, and frequent communication with City and State (and possibly Federal) entities is essential. Although this Master Plan provides the “vision” and the Board itself represents City and State interests, little will be accomplished without cooperation and public participation. This must occur on a number of levels, as indicated below:

| Objective/Action | Cooperating Entities |
|--|--|
| <ul style="list-style-type: none">• Keep the Vision in focus• Report regularly through informational meetings and annual report | <ul style="list-style-type: none">a) City Council, City Departments, City Boardsb) State Government (key State departments)c) Organizations such as the Heart of Augusta, Board of Trade, Historical Society, YMCA, Pine State Arboretum, etc.d) The public |
| <ul style="list-style-type: none">• Mold partnerships to implement the planned projects• Coordinate and communicate with key stakeholders | <p>This will depend on the task or project, for example:</p> <ul style="list-style-type: none">– Construction of Edwards Mill Park will require input from the Board, City Council, Recreation and Conservation interests, the public, the Planning Board, and others– Revitalization of North Water Street will require input from the Economic Development Department, Community Services, the State DECD, private developers, MDOT, and others |
| <ul style="list-style-type: none">• Seek approvals from regulatory bodies• Help steer projects through review and permitting | <p>Ultimately many of the projects proposed must pass regulatory approval, primarily from the Augusta Planning Board, possibly from the State DEP (for large projects) from the Capitol Planning Commission (if within their jurisdiction) and, in the case of possible new bridge construction, from the federal government under NEPA.</p> |

This list points out the importance of Board and staff outreach, to others, to inform, educate, listen, and form partnerships, so as to achieve the vision of a Riverfront District renaissance.



Implementation Priorities

Successful implementation requires focus. Practically speaking, the Board and staff can only take on a certain amount of work. The key is to identify the top priorities and develop a work plan for the next five years – while keeping the broad scope of the Plan itself in perspective. This means using sensible criteria to identify priority actions and focusing on early successes (1 to 1½ years), mid-range actions (1 to 5 years), and long-range actions (5 to 10 years). The list that follows shows key criteria used by the Board to set priorities.

| Criteria Used to Establish High Priority Actions |
|---|
| <i>Note: Not all of these apply to all situations.</i> |
| <div><input type="checkbox"/> Is the action economically valuable to the City?</div> <div><input type="checkbox"/> Will it generate tax dollars?</div> <div><input type="checkbox"/> Will it be high profile, in the public’s opinion, and have positive support?</div> <div><input type="checkbox"/> Does the City and/or State control the property?</div> <div><input type="checkbox"/> Are there funds available to act on it and get results soon?</div> <div><input type="checkbox"/> Will the City Council support it?</div> <div><input type="checkbox"/> Will it spin-off other, positive initiatives?</div> <div><input type="checkbox"/> Is it doable, with CIP dollars, within 12 months?</div> <div><input type="checkbox"/> Does it target an area of particular need?</div> <div><input type="checkbox"/> Does it support and encourage private investment?</div> <div><input type="checkbox"/> Does it help solve an issue of high importance?</div> <div><input type="checkbox"/> Is there a group willing and able to take it on?</div> <div><input type="checkbox"/> Will it help build momentum and public confidence?</div> <div><input type="checkbox"/> Can it be achieved within existing regulatory framework?</div> |

The key implementation actions identified by the Board are described in tabular form on the pages that follow. They fall into three broad categories:

- Early successes** – projects and actions that can be accomplished during the next 12 to 18 months. These are projects that are highly visible, demonstrate good faith and commitment to publicly-identified needs, focus on key locations, and exhibit a high probability of being accomplished, because funds and personnel are available to make them happen.
- Mid-range actions** – There are 3 subsets of mid-range actions, actions that should be accomplished within the next 1 to 5 years.
 - Economic Development actions:** primarily public/private projects that are ripe, in market terms, and that could result in increased tax revenues.
 - Infrastructure actions:** primarily publicly funded projects that improve the quality of the District.
 - Ordinance revisions:** minor revisions to the City’s Zoning Ordinance to provide for changes suggested in this Plan.
- Long-range actions** – Section IV of this document lists numerous longer-range actions. Over time these will need to be prioritized. Long-range concepts need to be nurtured and kept on track. They are:
 - Participate in the Memorial Bridge restoration/replacement NEPA process:** the Board should promote a bridge crossing solution that meshes with the Plan vision, goals, and objectives.
 - Build quality criteria into local ordinances:** consider amending landscape, signage, and lighting criteria in both the City’s and the Capitol Planning Commission’s standards so as to ensure consistency throughout the District. Also consider adding specific design standards.
 - Work with the City Economic Development Department** to attract and support private development initiatives: this is near term, priority, work that needs constant attention to assure positive, long-term results – in the form of bricks and mortar.

Funding Sources

Little can be accomplished without funding and, in today's complex development world, most large scale projects are "creatively" financed using a combination of funding sources. These can include local, state, and federal funds, private dollars, grants, and gifts. A list of possible sources follows and, on the next pages, is woven into an implementation/action table.

| Possible Funding Sources | Explanation/Comment |
|--|---|
| a) Existing Commitments to the District <ul style="list-style-type: none"> – DECD - \$50,000 – CDBG - \$500,000 – State/City - \$100,000 – State/City - \$400,000 | <ul style="list-style-type: none"> – To fund 2-year manager's position – For Edwards Mill/North Water Street – 50/50 commitment to Arsenal property for one year – 50/50 2 year pledge to public improvements |
| b) City Capital Improvement Program <ul style="list-style-type: none"> – Funds targeted to public improvements through the annual budget | <ul style="list-style-type: none"> – Includes money for roads, sidewalks, trails, parks and recreation, etc. |
| c) Private Sector Developers and Foundations <ul style="list-style-type: none"> – Developers will invest if they have confidence in the District – The Board should look to Foundations, and philanthropists for grants and gifts | <ul style="list-style-type: none"> – Private commitments already have been made to rehab downtown buildings, for example – The Getty Foundation may contribute to the Arsenal, for example |
| d) Maine Department of Transportation <ul style="list-style-type: none"> – MDOT draws funds from a variety of federal sources and channels them through the Biennial Transportation Improvement Program (BTIP) | <ul style="list-style-type: none"> – The District should lobby for funds from all MDOT's programs (e.g., Small Harbors, Enhancement funds, CMAQ funds, Gateway program, etc.) – A new or restored bridge will require a substantial MDOT commitment |
| e) Tax Increment Financing (TIF) <ul style="list-style-type: none"> – TIF funds from the Marketplace at Augusta will be available in 2004 – Future TIF's on the City periphery should be targeted to help the District | <ul style="list-style-type: none"> – It is estimated this will amount to at least \$10,000/year for 10 years – The whole City and region will gain from an active vibrant downtown and riverfront; they should be mutually supportive – Consideration should be given to making downtown on both sides of the river into a TIF zone or special assessment district |
| f) Conservation Funds <ul style="list-style-type: none"> – The river, waterfront trails, parks, and open (green) space can be enhanced and/or conserved by tapping into funding programs and grants from: Land for Maine's Future, Outdoor Heritage, DOC's Trails Program, the Federal Flood Mitigation Program, and the like – Private foundations should also be tapped | <ul style="list-style-type: none"> – These funds can help build trails, improve parks, acquire open space, etc. – For on-site environmental education signs and exhibits, for example |
| g) Smart Growth Funds <ul style="list-style-type: none"> – A modest amount of money should be available to support downtown initiatives | <ul style="list-style-type: none"> – This assumes successful passage of legislation, this year |
| h) Bonds <ul style="list-style-type: none"> – The District will have the power and authority to issue revenue bonds, over time | <ul style="list-style-type: none"> – This is most likely a long-term option, dependent on the ability of the District to generate revenue |
| i) Other Federal Programs <ul style="list-style-type: none"> – The District should pursue possible funds from the EDA, EPA, and USDA – Federal and State Historic Preservation tax incentives | <ul style="list-style-type: none"> – These are new avenues for the City and District to explore |
| j) Other State Sources <ul style="list-style-type: none"> – Loans are available from several quasi-state agencies, depending on the borrower's need; these include FAME, Maine Bond Bank, MSHA | <ul style="list-style-type: none"> – Developers should be given information on these loan sources |
| k) Other Local Sources <ul style="list-style-type: none"> – The ABOT has \$1 million set aside for "gap" financing and private projects – Consider a downtown special assessment district | <ul style="list-style-type: none"> – Developers should be given information on this loan source – This could be a pro-rated levy on downtown businesses for downtown improvements |

Implementation Actions: 2000-2005

(Note: "funding sources" means potential sources, to be investigated.)

| Action | Objective | Action Partner | Funding Sources |
|--|--|--|---|
| EARLY SUCCESSES 2000-2001: PROJECTS ALREADY UNDERWAY: | | | |
| Whatever Race | | | |
| – Reconvene the Great Kennebec Whatever Race (and expand it to include Waterville) | – Celebrate the river, the district and the waterfront | – Chamber of Commerce and other civic organizations – City of Augusta | – Private donations and participant fees |
| Old City Hall | | | |
| – Renovate old City Hall to provide elderly housing/assisted living | – Save an historic building and create in-town housing | – Private developer with City and State assistance | – Private – MSHA – CDBG program |
| Cony Intersection | | | |
| – Widen and improve the Cony Street/Arsenal Street intersection to provide for left turn lanes | – Improve access and egress to the Medical Center | – City of Augusta | – State – Hospital – Mall |
| Capitol Street | | | |
| – Capitol Street curb and sidewalk improvements, next to Capitol Park | – Restore and beautify Capitol Park setting | – City of Augusta | – MDOT |
| EARLY SUCCESSES 2000-2001: HIGHEST PRIORITIES | | | |
| Riverfront District Staff | | | |
| – Appoint an Executive Director to oversee staff and direct District actions – Appoint a Downtown Manager to market and promote revitalization – Establish a Transportation Manager ¹ for the District, to coordinate parking, transit, bus and other modes | – Hire staff to implement the Master Plan – Coordinate downtown revitalization efforts – Create an efficient, integrated transportation system | – District Board – District Board – Heart of Augusta Team – District Board – Augusta Parking District – MDOT/Go Augusta – State (BGS) – KVCAP | – DECD funds – DECD fund – Private commitments – Parking fees – MDOT – KVCAP |
| THE ARSENAL RESTORATION | | | |
| Transfer Ownership | | | |
| – Arrange transfer of ownership from State to District | – Provide for local ownership | – District/BGS | – No funds required |
| Spruce-up Grounds | | | |
| – Organize volunteers to help clean up the core historic grounds | – Create momentum and harness volunteers to initiate restoration | – Maine Historic Commission – Augusta Historical Society – Military Groups | – City Volunteers |
| Essential Repairs | | | |
| – Undertake essential building repairs to halt further deterioration and save valued elements | – Initiate the restoration effort | – District (once State has handed over property) | – \$100,000 (from City and State) |

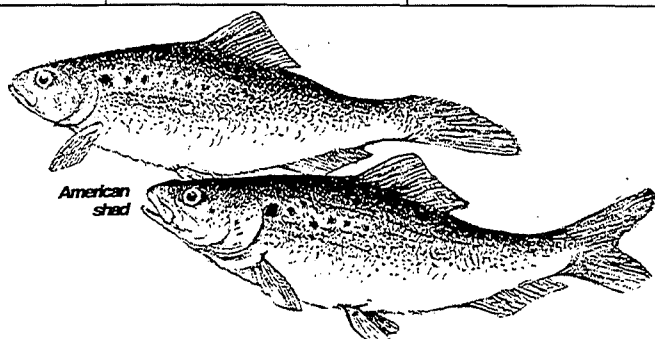
¹ Note: This would be the Downtown Manager's responsibility for at least the first and second years.

| Action | Objective | Action Partner | Funding Sources |
|--|---|---|--|
| Wharf Restoration | | | |
| <ul style="list-style-type: none"> – Clean up under-growth, along wharf to reveal condition of structure – Undertake an engineering assessment of the walls, erosion, need for fill, and estimate costs – Seek U.S. Army Corps of Engineers and/or National Guard assistance in the wharf restoration (supervised by a historian) | <ul style="list-style-type: none"> – Spark interest in the wharf – Assess wharf's condition – Seek free assistance | <ul style="list-style-type: none"> – City crew with – City Arborist – City Engineer and/or – Consultant – City Engineer with – Maine Historic Commission advice | <ul style="list-style-type: none"> – Volunteers – City Public Work's budget – Use some of \$100,000 allocation – Free services (for community project) |
| Seek Tenants | | | |
| <ul style="list-style-type: none"> – Mail out requests for "letters of interest" to Augusta area non-profits and organizations to determine the level of interest in a lease/restore agreement – Mail out an RFQ to developers who may wish to restore and develop the entire historic complex | <ul style="list-style-type: none"> – Determine local interest in restoration of individual buildings – Determine national interest in restoration of whole complex | <ul style="list-style-type: none"> – District staff – Consultant – District staff – Consultant | <ul style="list-style-type: none"> – Private investment (in return for long lease) – Private investment |
| EDWARDS MILL PARK | | | |
| Loam, Seed, Fence | | | |
| <ul style="list-style-type: none"> – Complete contracted work to make the site suitable for public use | <ul style="list-style-type: none"> – Make the site suitable for public access | <ul style="list-style-type: none"> – State – H.E. Sargeant (contractor) | <ul style="list-style-type: none"> – Already funded |
| Master Park Plan | | | |
| <ul style="list-style-type: none"> – Hire a landscape architectural firm to help develop a park plan for all the flood plain and steep slope areas | <ul style="list-style-type: none"> – Prepare a park plan to guide construction | <ul style="list-style-type: none"> – District Board and staff – City and City Conservation/ Recreation groups – Sand Hill residents | <ul style="list-style-type: none"> – Part of the \$500,000 CDBG program funds |
| Carry-in Boat Launch | | | |
| <ul style="list-style-type: none"> – Develop temporary parking, and an access road, at the north end of the site, to provide for carry-in boat and canoe access to the river | <ul style="list-style-type: none"> – Provide access for fishing and canoeing | <ul style="list-style-type: none"> – City Recreation staff | <ul style="list-style-type: none"> – Part of the \$500,000 CDBG program funds |
| Temporary Improvements (outside fenced area) | | | |
| <ul style="list-style-type: none"> – Provide temporary gravel parking at the south end of the site for weekend recreation and weekday downtown shuttle/parking lot – Provide for a garden and landscaping – Remove the pile of gravel | <ul style="list-style-type: none"> – Address the downtown parking deficit (until long-term solutions are in place) – Make immediate improvements! – Make Immediate improvements! | <ul style="list-style-type: none"> – City – District Transportation Manager – City – Volunteers – City | <ul style="list-style-type: none"> – Parking District – City – Private – City |

| Action | Objective | Action Partner | Funding Sources |
|---|--|---|---|
| NORTH WATER STREET INITIATIVES | | | |
| Railroad Bridge Repairs | | | |
| <ul style="list-style-type: none"> – Improve the clearance under the bridge by lowering the roadbed; also widening sidewalks and make aesthetic improvement to the bridge, e.g., painting and landscaping | <ul style="list-style-type: none"> – Resolve the clearance problem for trucks | <ul style="list-style-type: none"> – City – MDOT | <ul style="list-style-type: none"> – MDOT 80% – City 20% |
| Street Intersection Improvements | | | |
| <ul style="list-style-type: none"> – Improve the Bond Street/Water Street Intersection – Improve the Bond Street/State Street intersection – Improve the Water/Commercial/Bridge Street intersection | <ul style="list-style-type: none"> – Eliminate all unsafe, congested intersections and improve efficiency | <ul style="list-style-type: none"> – MDOT – City | <ul style="list-style-type: none"> – MDOT 80% – City 20% |
| Streetscape Improvements | | | |
| <ul style="list-style-type: none"> – Improve the sidewalks (curbing and paving) and add better lighting, street trees, and other amenities to spruce up North Water Street | <ul style="list-style-type: none"> – Create a positive image of north downtown and support private development | <ul style="list-style-type: none"> – City – MDOT – With District and CMP/Utility assistance | <ul style="list-style-type: none"> – City CIP – MDOT – CDBG program |
| Combined Sewer Overflow (CSO) | | | |
| <ul style="list-style-type: none"> – Initiate a CSO “Demonstration project” to work on underground utility upgrades | <ul style="list-style-type: none"> – Modernize below ground utility lines | <ul style="list-style-type: none"> – City Sewer/Water – Utilities | <ul style="list-style-type: none"> – CDBG – Services fees |
| Gingras Lot | | | |
| <ul style="list-style-type: none"> – Expand the Gingras parking lot by acquiring the Dick parcel and the Old Colonial Theater building; demolish the theater | <ul style="list-style-type: none"> – Add parking on the north side of downtown | <ul style="list-style-type: none"> – City Parking District – District staff | <ul style="list-style-type: none"> – TIF funds |
| Community Development Block Grant | | | |
| <ul style="list-style-type: none"> – Prepare a revitalization program for the North Water Street/Laurel Street area – Purchase distressed properties where possible | <ul style="list-style-type: none"> – Use promised CDBG funds to upgrade the Edwards Mill site and surrounds – Remove blighted/unsafe structures | <ul style="list-style-type: none"> – City – District Board – City | <ul style="list-style-type: none"> – CDBG funds from DECD (part of the \$0.5 million commitment) – CDBG – City |
| DICKMAN LOT PARKING SOLUTION AND MIXED-USE DEVELOPMENT | | | |
| Initiate Plans | | | |
| <ul style="list-style-type: none"> – Begin to “package” and develop a program for a parking facility and associated uses, based on research, developer interest, funding sources, site constraints, and need, etc. | <ul style="list-style-type: none"> – Reduce the parking deficit – Bring new uses and new development downtown – Plan for a railroad station | <ul style="list-style-type: none"> – Parking District – City and Council – YMCA – ABOT (?) – Private developer – District staff | <ul style="list-style-type: none"> – MDOT (enhancement funds, if allowed) – Parking fees/rentals – Private funds – State (?) – City Bond issue – County |

| Action | Objective | Action Partner | Funding Sources |
|---|--|---|---|
| Acquire Property and Consider Rail Station | | | |
| <ul style="list-style-type: none"> – Acquire and/or obtain control of all the land needed, behind the Dickman lot, to get access to, and construct the project – Explore feasibility of railroad station | <ul style="list-style-type: none"> – Reduce the parking deficit – Bring new uses and new development downtown – Plan for a railroad station | <ul style="list-style-type: none"> – Parking District – City and Council – YMCA – ABOT (?) – Private developer – District staff | <ul style="list-style-type: none"> – Parking District |
| Commercial Development | | | |
| <ul style="list-style-type: none"> – Send out RFQ's to potential (hotel) developers so as to determine the level of interest in the site, a parking facility, and hotel (or other) option | <ul style="list-style-type: none"> – Encourage mixed uses downtown | <ul style="list-style-type: none"> – District staff – Consultant | <ul style="list-style-type: none"> – Funded under current contract |
| Prepare Blueprints | | | |
| <ul style="list-style-type: none"> – Hire an architectural/engineering company (in partnership with a developer) to develop preliminary sketch concepts | <ul style="list-style-type: none"> – Design a high quality, mixed-use structure | <ul style="list-style-type: none"> – District staff and the Board – Consultant | <ul style="list-style-type: none"> – MDOT (enhancement funds) – Parking fees/rentals – Private funds – State (?) – City Bond issue |
| OTHER PARKING INITIATIVES | | | |
| Prepare an Overall Downtown Parking Strategy | | | |
| <ul style="list-style-type: none"> ▪ Develop an overall parking plan ▪ Expand the Gingras parking lot | <ul style="list-style-type: none"> – Address the downtown parking deficit and explore long-term solutions | <ul style="list-style-type: none"> – City – Parking District – Parking Committee | <ul style="list-style-type: none"> – City – Fees – Private sources |
| SEND OUT REQUESTS FOR QUALIFICATIONS | | | |
| Seek Housing and Medical Office Developers | | | |
| <ul style="list-style-type: none"> – In addition to the RFQ's mentioned (the Arsenal and a hotel at the Dickman lot) put together developer packages to solicit interest in: <ul style="list-style-type: none"> ▪ rehabbed housing on Water Street ▪ new housing (townhouses and/or apartments) on Arsenal Street and ▪ a new medical office building associated with the Hospital, also on Arsenal Street | <ul style="list-style-type: none"> – Seek private investment in the District | <ul style="list-style-type: none"> – District staff – Consultant | <ul style="list-style-type: none"> – Funded under current contract |
| ENCOURAGE DOWNTOWN SPRUCE-UP | | | |
| <ul style="list-style-type: none"> – Urge downtown businesses to make small, visible, improvements, e.g., create flower boxes, display flags and banners, remove rooftop eyesores, take down boarded-up windows, etc. | <ul style="list-style-type: none"> – Gain momentum and provide positive energy | <ul style="list-style-type: none"> – Merchants and businesses – Heart of Augusta Team – City | <ul style="list-style-type: none"> – Private funds |

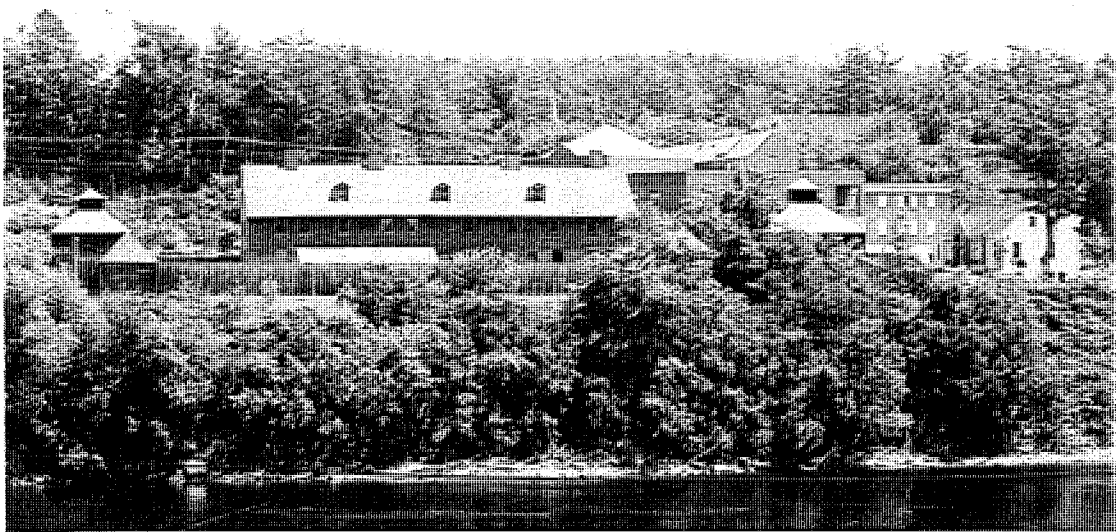
| Action | Objective | Action Partner | Funding Sources |
|--|---|---|--|
| MID-RANGE ACTIONS 2001-2005 (PUBLIC/PRIVATE PARTNERSHIPS) | | | |
| Follow-up RFQ's | | | |
| <ul style="list-style-type: none"> Based on the responses to the RFQ's, prepare requests for proposals to be sent to any and all serious developers; this might be for one or more of the following projects: housing rehab, new in-town housing, a hotel, medical offices, office rehab, and/or retail development | <ul style="list-style-type: none"> Aggressively market sites, buildings, and projects to prospective investors | <ul style="list-style-type: none"> City ED staff District staff Market consultant Private entities (e.g., hospital) | <ul style="list-style-type: none"> City funds District funds Private funds |
| Construct Mixed-Use Structure (Dickman lot) | | | |
| <ul style="list-style-type: none"> Proceed with construction of the parking facility/mixed use center (with hotel and rail station) | <ul style="list-style-type: none"> Get new parking spaces built soon! | <ul style="list-style-type: none"> Parking District City Board Private (hotel) developer? | <ul style="list-style-type: none"> MDOT (enhancement funds) City Bond Parking fees and rentals Private funds |
| Begin Edwards Mill Park Construction | | | |
| <ul style="list-style-type: none"> Put Master Plan out for bid; construct trails, open space, outdoor auditorium, small boat launch, landscaping, etc. | <ul style="list-style-type: none"> Get permanent first phase components of Plan built | <ul style="list-style-type: none"> City Recreation Department District staff | <ul style="list-style-type: none"> CDBG funds (set aside) |
| Begin Arsenal Restoration | | | |
| <u>Building Leases</u> | | | |
| <ul style="list-style-type: none"> Depending on outcome from RFQ's and letters of interest from organizations, negotiate contract/lease(s) and terms for rehab effort on a per building or area wide basis | <ul style="list-style-type: none"> Achieve restoration through private and/or non-profit group participation | <ul style="list-style-type: none"> District Board and staff City Maine Preservation Historic Commission | <ul style="list-style-type: none"> Private investment dollars |
| <u>Wharf Reconstruction</u> | | | |
| <ul style="list-style-type: none"> Proceed with reconstruction and stabilization of the historic granite wharf | <ul style="list-style-type: none"> Prevent deterioration and complete restoration | <ul style="list-style-type: none"> District City National Guard | <ul style="list-style-type: none"> Getty Foundation Military Groups Others |
| <u>Wharf and Docking Use</u> | | | |
| <ul style="list-style-type: none"> If not part of a developer (or other) lease agreement, seek means to establish a modest boat dock facility off the wharf | <ul style="list-style-type: none"> Reuse of wharf for recreation Increased use of the river | <ul style="list-style-type: none"> District staff City recreation staff Maine Preservation Historic Commission | <ul style="list-style-type: none"> Private investment funds |



| Action | Objective | Action Partner | Funding Sources |
|---|--|--|--|
| MID-RANGE ACTIONS 2001-2005 (PUBLIC INFRASTRUCTURE IMPROVEMENTS) | | | |
| North Water Street Area Improvements | | | |
| <u>Bond Street Park</u> <ul style="list-style-type: none"> Demolish existing structures and secure site against erosion; prepare park plan based on analysis of need but make provision for a trail and possible pedestrian bridge across Bond Brook | <ul style="list-style-type: none"> Upgrade the Edwards Mill area | <ul style="list-style-type: none"> City Engineer and Recreation staff District staff Consultant Landscape Architect | <ul style="list-style-type: none"> LAWCON (Land and Water Conservation Act) funds, if available DOC (trail funds) Private donations |
| North Water Street/Bond Street/Northern Avenue/State Street | | | |
| <ul style="list-style-type: none"> Working with MDOT, prepare a traffic management plan for these major routes north of Bridge Street; measures to consider include: <ul style="list-style-type: none"> making a one-way pair of Water and Commercial St. narrowing Water St. to provide more sidewalk and less on-street parking a roundabout at Water and Northern Avenue an improved State/Bond St. intersection | <ul style="list-style-type: none"> Improve turning movements and traffic flow at Water Street and Bridge Street, Northern Avenue, and at State Street | <ul style="list-style-type: none"> City Engineer Parking District MDOT CDBG program (?) | <ul style="list-style-type: none"> MDOT City CIP |
| KRRT Construction | | | |
| <ul style="list-style-type: none"> Complete Trailhead design in downtown Build second phase of trail, from Treatment Plant, north to Waterfront Park | <ul style="list-style-type: none"> Build trail | <ul style="list-style-type: none"> City Engineer KRRT Supervisors Friends of KRRT | <ul style="list-style-type: none"> MDOT Private funds |
| North Water Street/KRRT Extension | | | |
| <ul style="list-style-type: none"> In coordination with street, park, and Gingras parking lot improvements, design a linking sidewalk/ trail connection between Waterfront Park and Edwards Mill Park; acquire a trail easement if possible | <ul style="list-style-type: none"> Continuity of the north/south Rail Trail | <ul style="list-style-type: none"> As above with A Consultant Landscape Architect Private landowners | <ul style="list-style-type: none"> DOC Trail funds City CIP MDOT Private contributions |
| Complete Sewer (CSO) Project | | | |
| <ul style="list-style-type: none"> Proceed with the major sewer pipe/ storm water storage system project on the MDOT railroad right-of-way; and ensure that the Rail Trail is built | <ul style="list-style-type: none"> Resolve the storm water overflow problem | <ul style="list-style-type: none"> Augusta Sewer District MDOT Maine Coast Railroad | <ul style="list-style-type: none"> Local and federal sewer funds Congressional delegation |

| Action | Objective | Action Partner | Funding Sources |
|---|--|---|---|
| Transportation Management | | | |
| <ul style="list-style-type: none"> – Prepare overall management plan to address parking and alternative transportation modes: <ul style="list-style-type: none"> ▪ shuttle service between parking lots and employment centers ▪ transfers between taxi, ferry, bus, and train ▪ an improved transit (KVCAP) service ▪ better bicycle and pedestrian safety and circulation systems | <ul style="list-style-type: none"> – Provide greater access to alternative transportation modes | <ul style="list-style-type: none"> – District staff – MDOT – KVCAP | <ul style="list-style-type: none"> – MDOT (Enhancement funds) – Parking fees – KVCAP – Fares – Employer subsidies to employees |
| Waterfront Renaissance | | | |
| <ul style="list-style-type: none"> – Develop a phased action plan for the Front Street/Waterfront park area; place emphasis on: <ul style="list-style-type: none"> ▪ provision for a ferry service to Bath ▪ expanding docking and mooring space ▪ space and facilities for entertainment (outdoor eating, bandstand, etc.) ▪ landscaping and furniture (trees, benches, trash containers, etc.) ▪ connections (north and south) to Edwards Mill Park and the Rail Trail | <ul style="list-style-type: none"> – Bring people, events, boats . . . vitality to the waterfront | <ul style="list-style-type: none"> – District staff – City Park's staff – Downtown business – Private operators (e.g., ferry) | <ul style="list-style-type: none"> – LAWCON (DOC) – City CIP – Public benefactor – TIF funds – Small Harbors Program |
| Streetscape Initiatives | | | |
| <ul style="list-style-type: none"> – Develop a consistent approach to providing a quality public realm with, for example, granite curbing, concrete, patterned sidewalks, plentiful street trees and landscaped buffers, consistent signage (to match the present logo/theme) and attractive, consistent street lighting | <ul style="list-style-type: none"> – Establish a high quality image for the Capital District | <ul style="list-style-type: none"> – City (Public Works and Arborist) – District staff – MDOT | <ul style="list-style-type: none"> – City CIP – MDOT |

| Action | Objective | Action Partner | Funding Sources |
|---|---|--|--|
| Expand the Eastside Park | | | |
| <ul style="list-style-type: none"> – Resolve the “snow-dump” issue so that the Eastside (boat launch) Park can be expanded south to the extent of City ownership; develop a landscape plan for this major addition, with public input | <ul style="list-style-type: none"> – Improve and expand the Riverfront parks for public enjoyment and access | <ul style="list-style-type: none"> – City Council – City Parks and Recreation | <ul style="list-style-type: none"> – LAWCON (DOC) – City CIP |
| REVISE THE CITY AND CAPITAL PLANNING AREA ORDINANCES 2001-2002 | | | |
| Ordinance Revisions (see boxed section that follows for details) | | | |
| <ul style="list-style-type: none"> – Recommend adjustment of the City zoning requirements to: <ul style="list-style-type: none"> ▪ allow for parking facility, hotel, and offices in the RB1 zone ▪ allow residential uses at the O’Connor site and allow higher densities ▪ permit medical/retail business and hotel uses in the BP zone ▪ allow zero lot line residential development ▪ expands historic building protection while allowing adaptive reuse | <ul style="list-style-type: none"> – Make Plan and Ordinance provisions compatible | <ul style="list-style-type: none"> – City Council – City Planner – Planning Board – District staff | <ul style="list-style-type: none"> – No funding required |
| CITY/CAPITAL PLAN COMMISSION COORDINATION | | | |
| <ul style="list-style-type: none"> – Hire a consultant to ensure consistency between these two sets of ordinances and to add design review standards | <ul style="list-style-type: none"> – Ensure consistency – Streamline review – Ensure high design standards | <ul style="list-style-type: none"> – Consultant appointed by the Planning Board and the Capital Planning Commission | <ul style="list-style-type: none"> – District Funds |



View of Fort Western from the river.

Summary of Master Plan Implementation Issues Related to Augusta Land Use Ordinance

*Presented to the Capital Riverfront Improvement District Board
Tuesday, February 29, 2000*

The Master Plan for the Capital Riverfront Improvement District proposes development opportunities in several general locations throughout the District. Overall, the ordinance is flexible and can accommodate the Plan's objectives. Several of the land uses are proposed in locations that may require adjusting the zoning requirements to permit the proposed activity.

Land Uses:

- ▶ Parking facility, Hotel, and Office uses are proposed for RB1 (residential - medium density) zone on west side of River - currently they are not permitted uses in this zone.
- ▶ Residential uses are proposed for the IA (industrial) zone that is located along the northeast side of the River. This zone includes the Tree Free site and the O'Connor Site. The Plan proposes residential uses at the O'Connor site.
 - Residential uses are a conditional use within this zone, and the minimum lot size for any development, including residential is 60,000 square feet.
 - A lot size of 60,000 square feet is reasonable for a single owner, multi-family or condominium complex, but is not a reasonable size for fee simple townhouse condominium units, or detached single family units.
- ▶ The area surrounding the MaineGeneral Medical Center is zoned BP. A doctor's office building is contemplated for development near the Medical Center that could potentially include retail medical sales, a pharmacy, or clinical services.
 - Clinics and health centers, pharmacies and other retail medical sales businesses are a conditional use in the BP (Institutional/Business/Professional Subdistrict) land use zone.
- ▶ The land use ordinance is unclear as to whether hotels are a permitted use in the BP zone, though in practice it would likely be a permitted use.

Setback Requirements:

- ▶ Setbacks of 35 feet on major and minor arterial streets, where "in-town" housing style is contemplated.

Other:

- ▶ The Plan recognizes the importance of preserving the existing physical character of the District. Consideration should be made of providing inducements and incentives that establish priorities for the reuse and preservation of existing structures.
- ▶ The Planning Board should give consideration to design standards and visual impact standards.

SECTION VI

VI. PROJECT IDEAS

Introduction

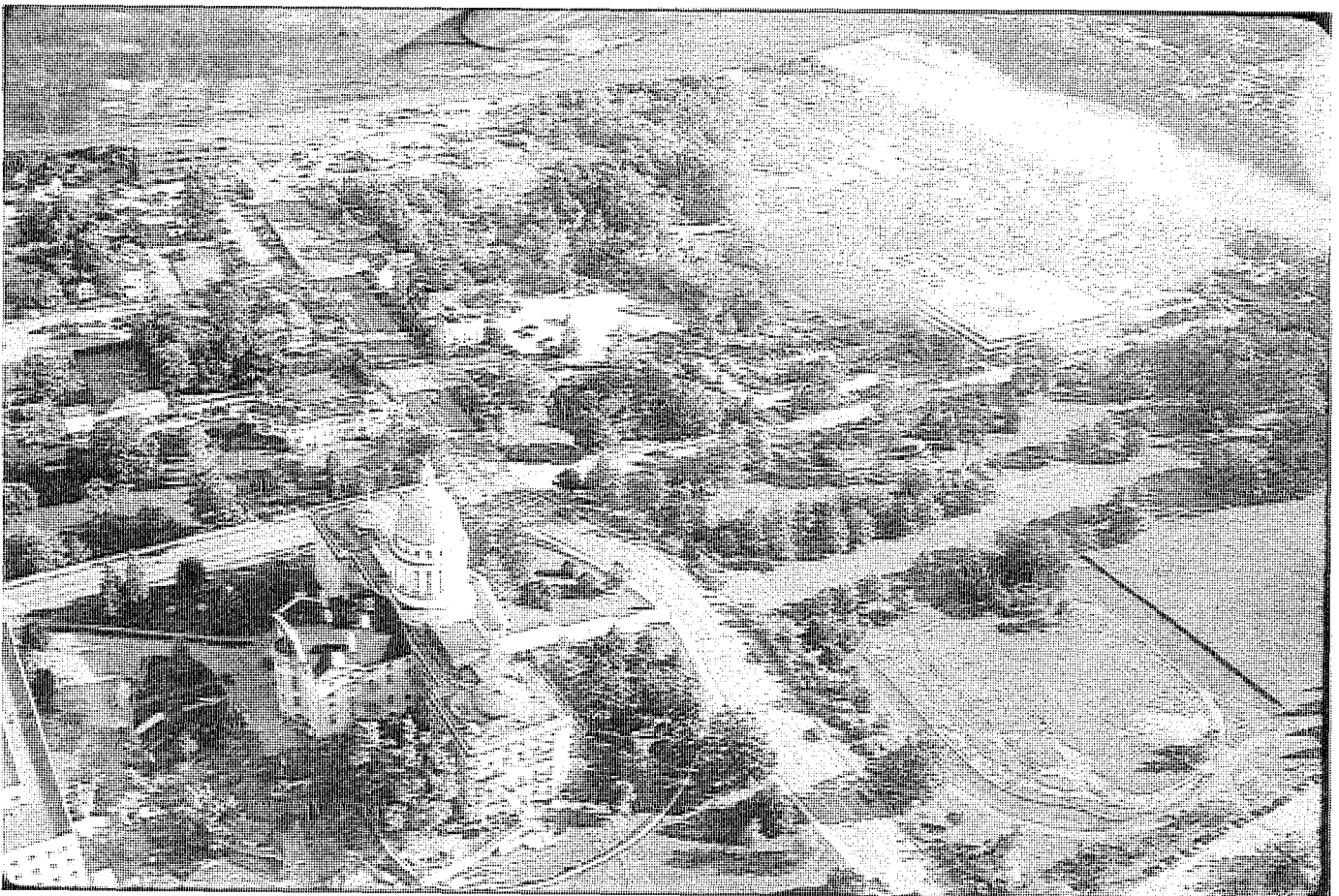
This section explores and presents project ideas for sites throughout the District. The purpose is to:

- ❖ **Test ideas and determine development potential;**
- ❖ **Illustrate options for the Board's future consideration; and**
- ❖ **Present concepts to show developers.**

The Board specifically requested that the consultants develop a range of options for prime sites, where possible. The following sketch plans and illustrations focus on:

- The Edwards Mill site;
- Downtown
- A Multi-Modal Center (on the Dickman lot)
- North Water Street Revitalization
- A Downtown Parking Strategy
- The Arsenal
- The Rotaries
- Housing at Edwards Mill
- Arsenal Street Options
- Capital Fields Housing

Caution: The Board opposes any and all building construction within the 100-year flood plain.



**An aerial view of the State Capitol and Capitol Park;
the Kennebec River is in the upper right.**

Edwards Mill Park

Overview

The sketch plans show two park options; the first assumes that the entire site should be for open space uses; the second suggests building some affordable housing on the Cushnoc Heights (Sand Hill) slopes, along with some retail and/or a community recreational/teen center. Other options are possible and must be explored before a specific program or design can go forward. Community participation in this planning process will be essential.

Park Planning Directives

To date, the public has indicated preference for:

- a park devoted primarily toward “passive” recreational uses;
- a park that serves the region but that has strong ties to the Cushnoc Heights (Sand Hill) neighborhood;
- park trails that follow the waterfront and provide access to fishing;
- keeping any structures out of the 100-year floodplain;
- including a monument or memorial to honor those who worked in the old mill;
- an interpretive center (in the only existing, on-site building) and educational signage that explains the river’s natural assets;
- providing carry-in boat access to the upper (north) end of the park, with parking;
- providing space for celebrations, performances, etc. (using natural and artificial site features, e.g., bleachers built in the bank; a small amphitheater behind old granite walls);
- providing for vendors (such as kayak rental, a farmers market and/or seasonal food concessions);
- informal, unmarked play fields; and
- a broad mix of uses on the site to ensure year-round use, e.g., ice rink.

Other Uses

The public indicated strong support for housing on the Edwards Mill property. Please refer to the “Housing” segment for a discussion on the pros and cons of terraced, on-site housing.

The provision of parking at the south (downtown) end of the site is another consideration; any such parking should be designed and located to serve the park first; its second use could be for weekday, overflow downtown parking.

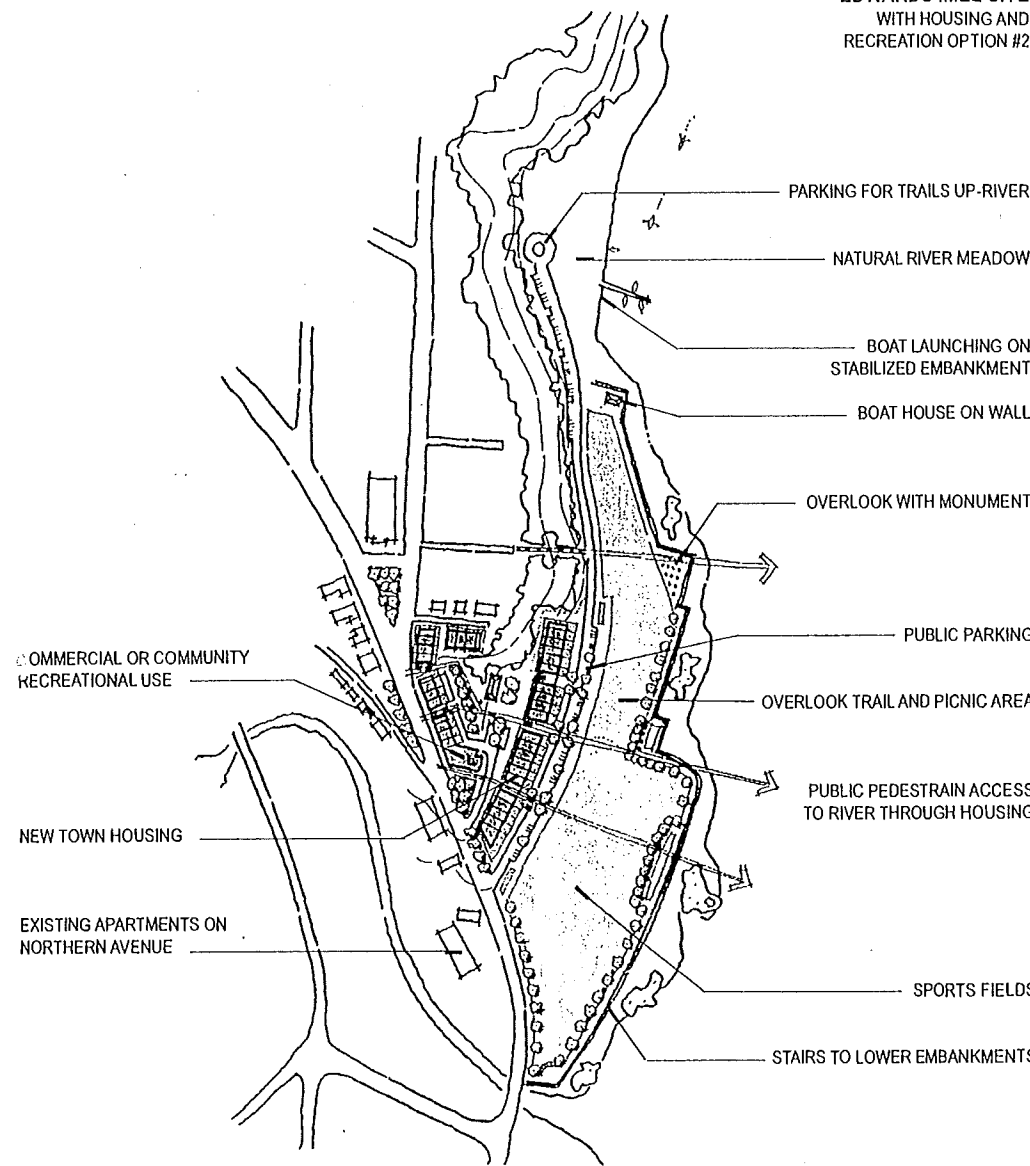
Implementation

The City will be given the site once it is loamed and seeded. Thereafter the Board should work with the Council and the Community Services Department (Recreation Division) to ensure the park is constructed. Initial funds will come from CDBG and City sources. The main implementation steps are:

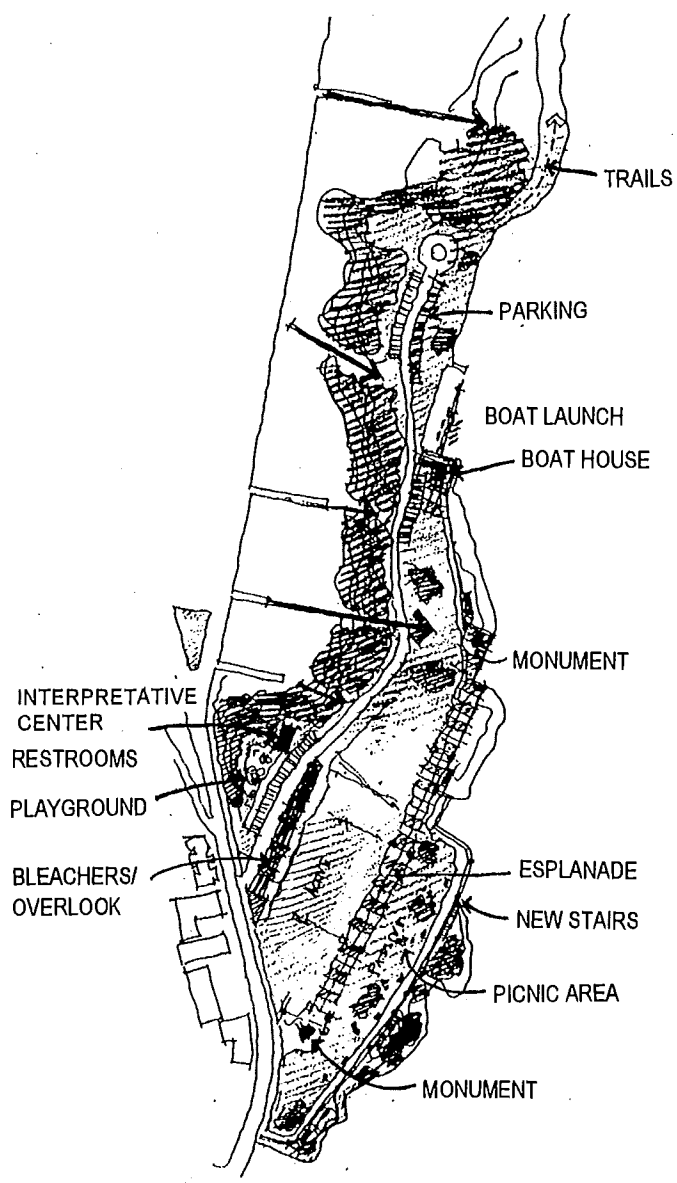
- a) hire a landscape architect to develop a master plan design;
- b) begin the phased construction of the park;
- c) explore the feasibility of other uses (e.g., housing).

Work on “a” should commence this year (2000). Construction should be underway in late 2001 or early 2002.

EDWARDS MILL SITE
WITH HOUSING AND
RECREATION OPTION #2



EDWARDS MILL SITE
WITH OPEN SPACE OPTION



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

EDWARDS MILL PARK - TWO OPTIONS

Downtown Renaissance: Concepts to Consider

Overview

Downtown, that area between the river and State Street and Bond Street and Memorial Circle, needs revitalization and an infusion of ideas and investment. A multitude of interrelated actions can help spur downtown's renaissance; some of those ideas are illustrated on the following pages – as single ideas and as linked ideas. Generally the concepts fall into the following categories:

- Public, Streetscape Improvements
- Public, Waterfront Improvements
- Parking Improvements (*see separate discussion*)
- Private, Development Projects – including offices, housing, hotel(s) and retail
- A Public/Private Multi-modal Center (with parking facility)

The three plan descriptions (Plans A, B, and C) that follow provide more specific information about these physical improvements. They cannot, however, stand alone. Both the District and the downtown manager must provide guidance, help find funding, and spearhead the revitalization effort. Furthermore, to succeed, alternatives to total reliance on the car must be found. Efforts to upgrade transit, provide shuttle and/or vanpool programs and the like must go hand-in-hand with building, rehab, and construction projects.

Downtown Streetscape Options

All three options propose a consistent approach to improving Water Street and Commercial Street. Highlights include:

- Making Water Street between Bridge Street and the railroad bridge one-way.
- Widening sidewalks along North Water Street and adding street trees, quality curbing, paving, and lighting.
- Reconstructing the north end of Commercial Street to reduce the grade.
- Redesigning Commercial Street between Winthrop Street and Bridge Street so that it has the quality of Water Street; this entails widening the sidewalk on the east side and adding street trees and new lighting; it also requires landscaping and lighting improvement along the railroad right-of-way and traffic calming measures such as neck-downs and pedestrian crossings.

Note: all of these upgrades should be guided by a master streetscape plan so that a consistent, quality theme, compatible with Water Street, is developed and built.

Further it is recommended that the properties within the Commercial/Water/Bridge Street triangle be acquired and demolished and a “gateway” park be built. This would:

- improve the image of downtown;
- bring North Water Street closer to downtown, visually;
- match the park/open space area to the south, at Haymarket Square.

Sidewalk, lighting, and street-tree improvements are also proposed on Winthrop Street, downtown's “gateway” to State Street and the airport to the west.

Waterfront Improvements

The three sketch plans present a range of ideas for the publicly-owned waterfront in downtown. Overall they are consistent in recommending that:

- ✓ Front Street parking be retained but redesigned to look less like parking, with more tree planting and better quality curbing, signage, and layout;
- ✓ Riverfront lighting be installed along the river walkway;
- ✓ The Father Curran entry be closed to vehicles but made pedestrian friendly;
- ✓ The waterfront “furniture” (benches, trash containers, signage, etc.) and landscaping be improved;
- ✓ The overhead utility wiring be relocated or modernized.

The sketches also show other ideas for Waterfront Park, including:

- ✓ A terraced plaza just south of Father Curran Bridge;
- ✓ An outdoor amphitheater located between Penneys and Bugaboos;
- ✓ A main boat dock (and in the long term, a ferry service “port”) located at the east end of Winthrop Street;
- ✓ A formal plaza (with vendors, performance space, bandstand, etc.) on the south end of the Park, associated with small boat docks.

Not illustrated, but critical to making the waterfront more accessible, are trail connections between Waterfront Park and the Father Curran Bridge sidewalk, the Kennebec River Rail Trail (to the south), and Edwards Mill Park (to the north).

Parking Options in Downtown

The three plans show various options for parking structures; they all support a multi-level parking facility in back of Key Bank, on the Dickman lot; other ideas are:

- ☐ Deck parking just south of the railroad bridge;
- ☐ Parking below a possible hotel (south of MSHA);
- ☐ Parking below new housing (in the hollow east of the McCarthy parcel);
- ☐ Parking decks, creating 2 or 3 levels, just west of the MSHA building and accessed off Water Street
- ☐ A parking deck over the Gingras Lot

(Additional parking options, to address the 1000 space parking deficit, are discussed in Section IV and later, in this section)

Private Development Project Ideas

In addition to the private initiatives cited above and in Section IV of this report (which mentions the Apgar/Edwards Mill warehouse development and the possibility of housing or a hotel in the adjacent CMP building) these west side, downtown plan ideas suggest:

In Plan “A”

- Residences and/or offices above a parking facility on the Dickman lot, in an “L”-shaped building (or two such buildings).
- A new hotel located on Water Street, partly behind the MSHA offices and below Memorial Bridge (with parking decks below).

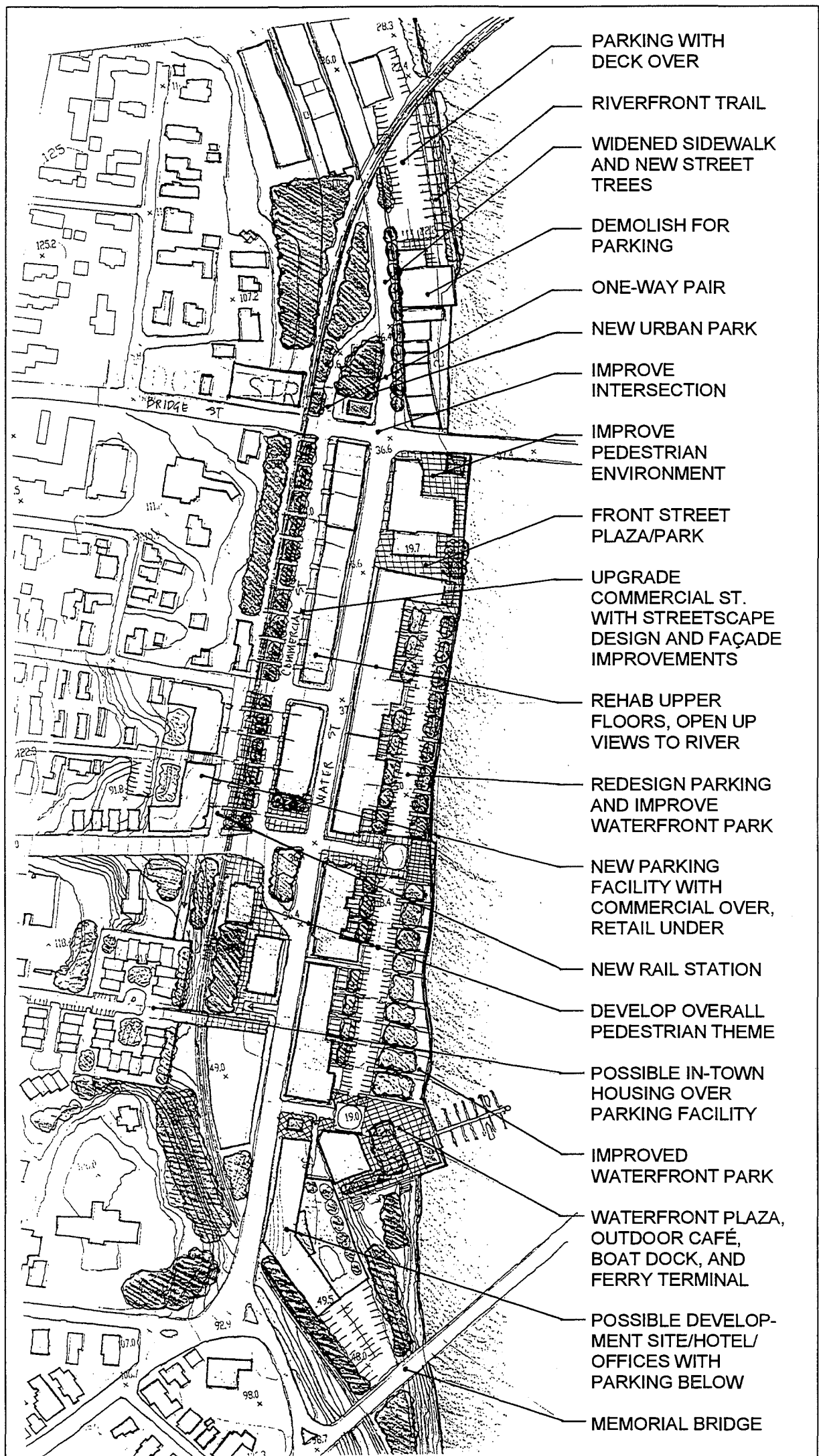
In Plan “B”

- A new office building on the west side of Water Street, where the old Augusta rail station once stood; this could be an alternate new rail station site;
- A new hotel on the east side of Water Street, with parking structure.

In Plan “C”

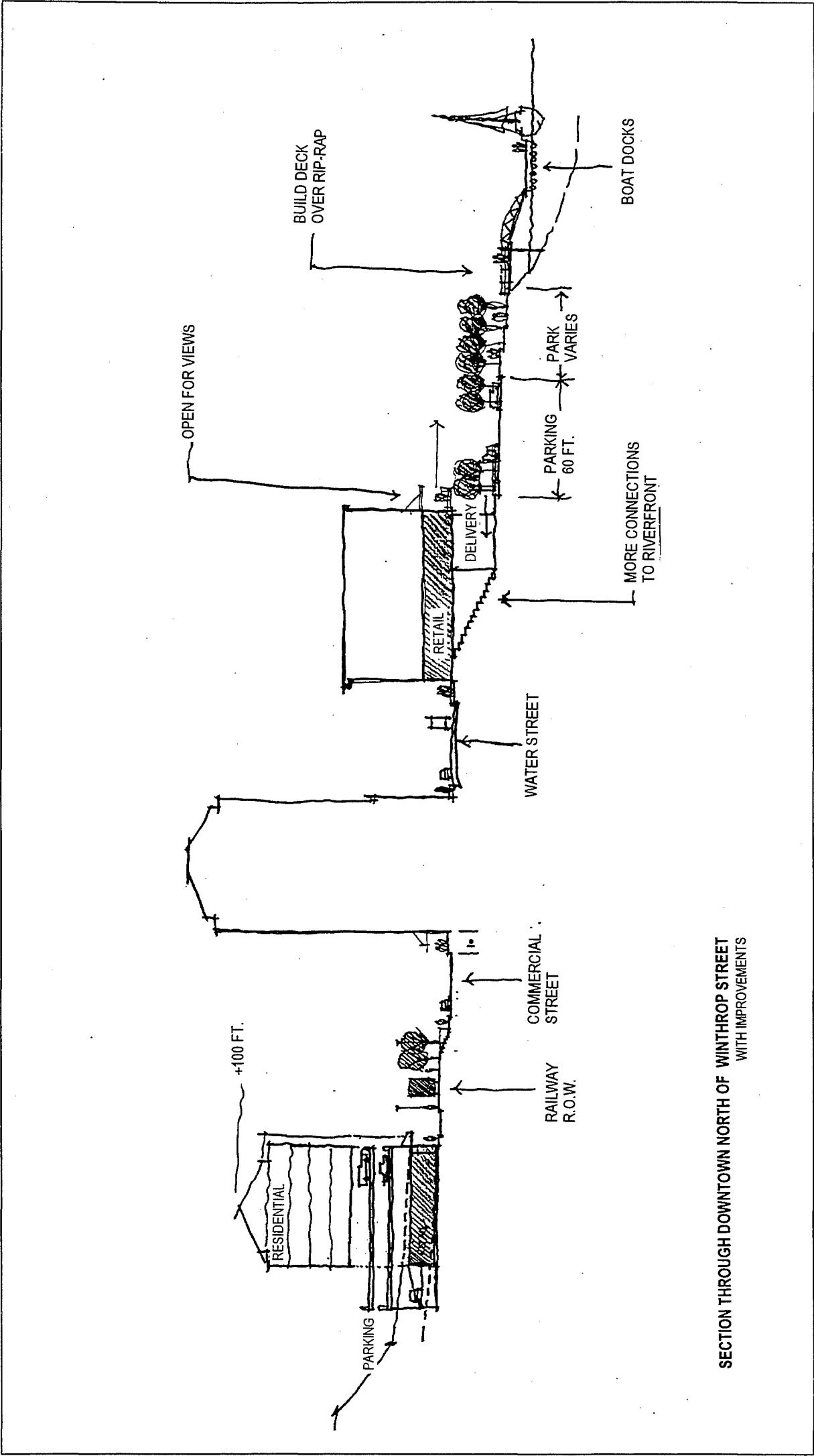
- This sketch plan is very similar to “B” except a larger office building is proposed west of Water Street and a large 2 or 3 level parking deck is shown west of the MSHA building.¹

¹ Note: this site would be improved if Memorial Bridge were removed and a more southern crossing selected. The market for some of these ideas is discussed in the Technical Appendix.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

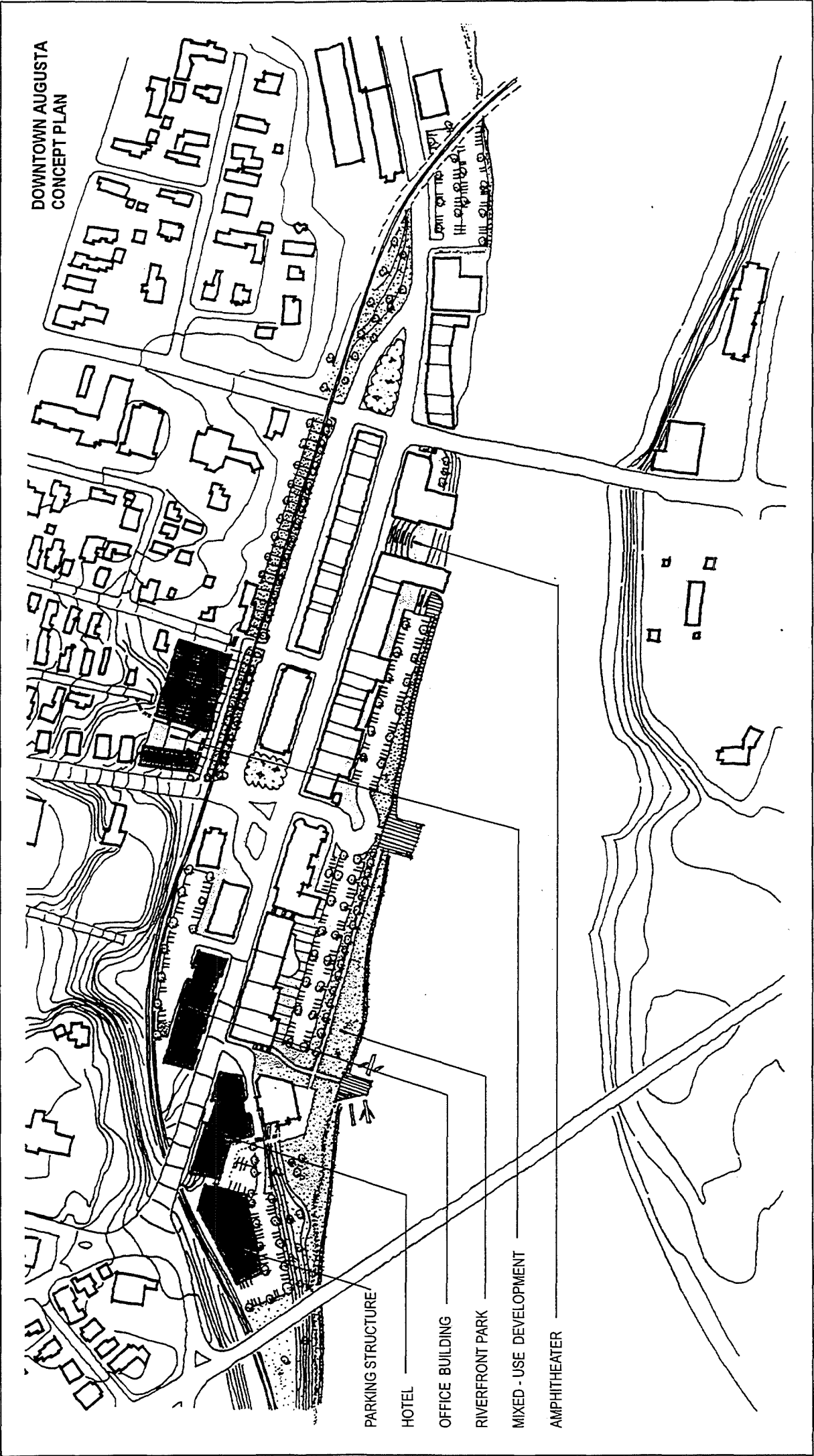
DOWNTOWN CONCEPTS : PLAN A



SECTION THROUGH DOWNTOWN NORTH OF WINTHROP STREET
WITH IMPROVEMENTS

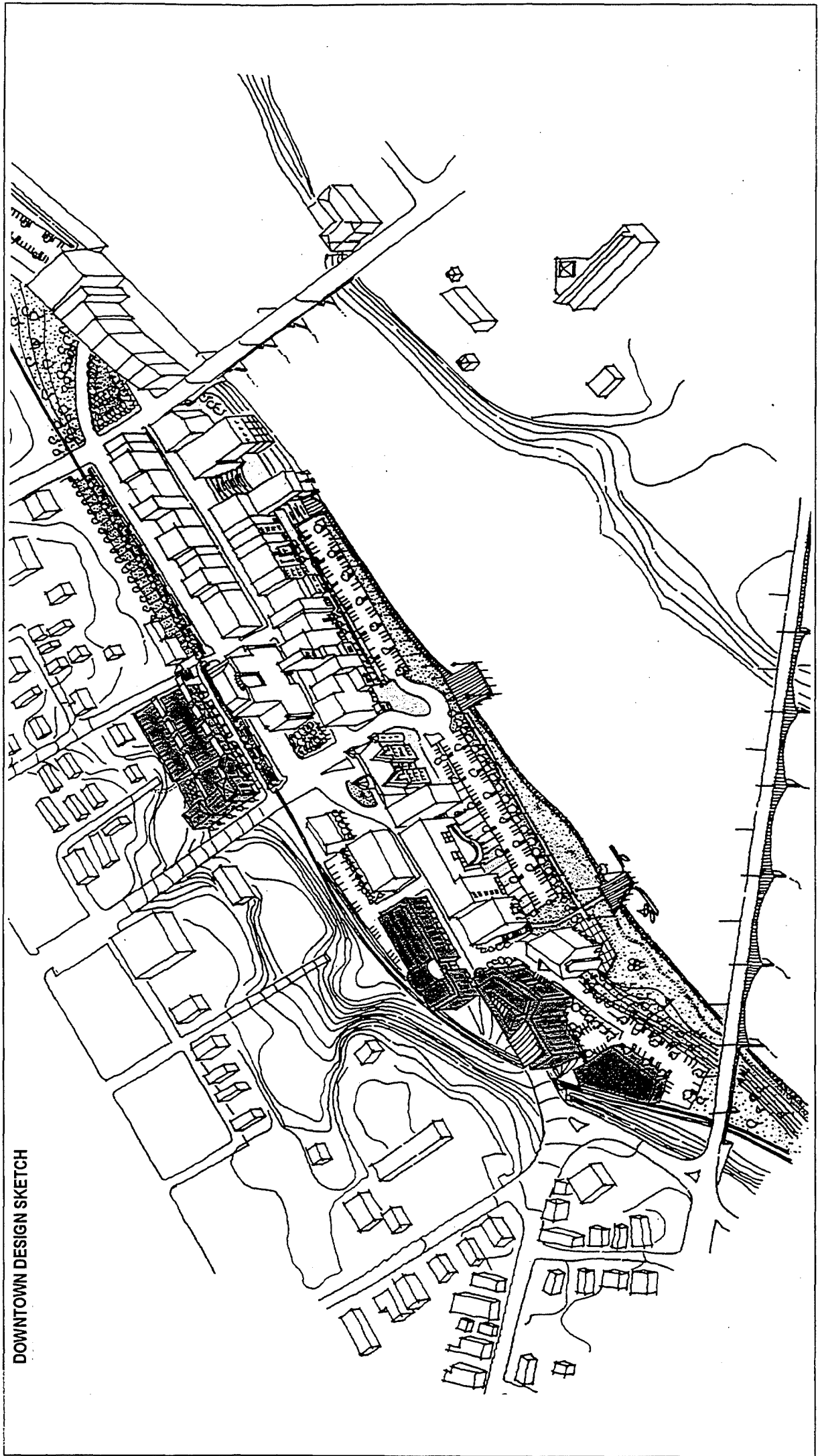
CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

DOWNTOWN CONCEPT A : CROSS SECTIONAL VIEW



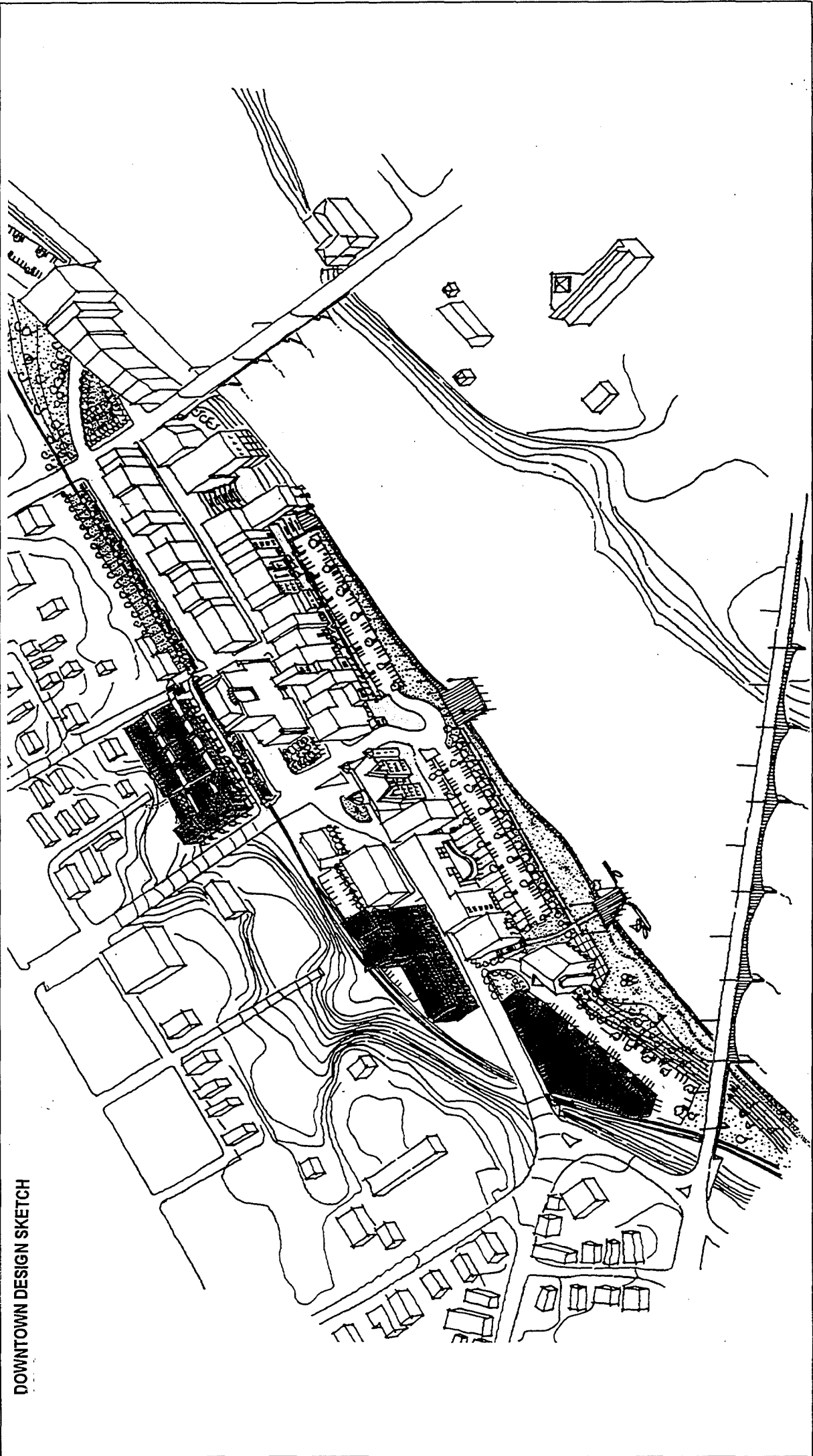
CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

DOWNTOWN CONCEPTS : PLAN B



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

DOWNTOWN CONCEPTS : PLAN B, AXONOMETRIC VIEW



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

DOWNTOWN CONCEPTS : PLAN C, AXONOMETRIC VIEW

A Multi-Modal/Mixed-Use Center

Overview/Goals

The axonometric sketch and cross sectional drawings titled “Mixed-use Development on Commercial Street” (*on pages VI-13 and 14*) illustrate the concept of a major new structure (or structures) located on the Dickman lot serving a number of functions. The “Plan Concept for the Dickman Lot” (*on page VI-15*) illustrates another option.

The goals of the two concepts are the same; they are to:

- **Provide central, much-needed parking;**
- **Accommodate passenger rail by providing a modest rail station;**
- **Bring additional mixed uses into the center of downtown so as to add to its revitalization and vibrancy;**
- **Encourage private, taxable development in downtown; and**
- **Provide a choice of transportation options where they are needed most.**

Two Concepts

The illustrations show two ideas for the site:

- The first shows the potential of the site and demonstrates that it can serve multiple, inter-related uses. Including transportation uses opens up the possibility of using federal “enhancement” funds. The concept sketches show:
 - A passenger rail, or rail “shuttle,” station alongside Commercial Street but elevated about 5 feet above it (*the MDOT “Grand Plan,” also known as the “Strategic Passenger Transportation Plan,” calls for rail service in about five years*);
 - Rail and retail uses on the same level as the tracks, piercing the existing, massive stone retaining wall;
 - A 3- to 4-story commercial structure, stepping up Winthrop Hill and occupying the corner of the lot (with views to Haymarket Square) that could accommodate a small, quality hotel, retail, offices, and/or apartments;
 - A series of terraced, landscaped courtyards and stairways that relate to functions in the commercial structure (such as restaurants, conference/meeting rooms or residences);
 - A 150-space parking facility built into the side of the hill; this could be enlarged by adding levels and/or expanding it uphill; access would be off Oak Street and Winthrop Hill or Court (*not shown on sketch*).
- The second sketch concept combines the ideas presented in the 1996 “Coffin” plan (and supported by the Augusta Parking District) with the District’s desire to include other uses, along with parking, on this key site. The “Plan Concept” shows that:

- A stepped or terraced facility cut into the hillside works well in terms of cost effectiveness and access from two adjacent streets, Winthrop Hill and Oak Street;
- A seven tier concept allows for a great deal of flexibility, for phasing, land acquisition, and for funding “packages;”
- Provided level platforms step down the slope on Winthrop Hill and are engineered for a future building above, the parking facility can incorporate other uses, later; (*note the need to reserve elevator space*); thus street-front retail, a hotel, offices, function rooms, or residential units could be added or retrofitted later with only minor loss of parking space;
- About 56 spaces per level (or terrace) can be provided; this might mean ± 224 spaces initially with later additions, as appropriate, up to ± 400 spaces.

Specific design requirements include:

- finding ways to landscape the terraces of parking and face the structure with appropriate materials.
- ensuring that mixed uses are planned to face onto Winthrop Hill, so downtown can “grow” up the hill, and blank walls do not face the street and diminish the pedestrian environment;
- limiting the entry/exits on the side streets to no more than two on each (*see arrows*);
- retaining the granite retaining wall and excavating behind it for the lowest parking level;
- making provision for a future, modest, rail station, as shown;
- retaining the pedestrian stairs on Oak Street, down to Commercial Street;
- building the elevator in phase one, for ADA access, and allowing for it to be extended upward later;
- designing the first phase so that the south end can be added to, later; this will involve additional (minor) first phase costs; and
- improving the Winthrop Hill Street “streetscape.”

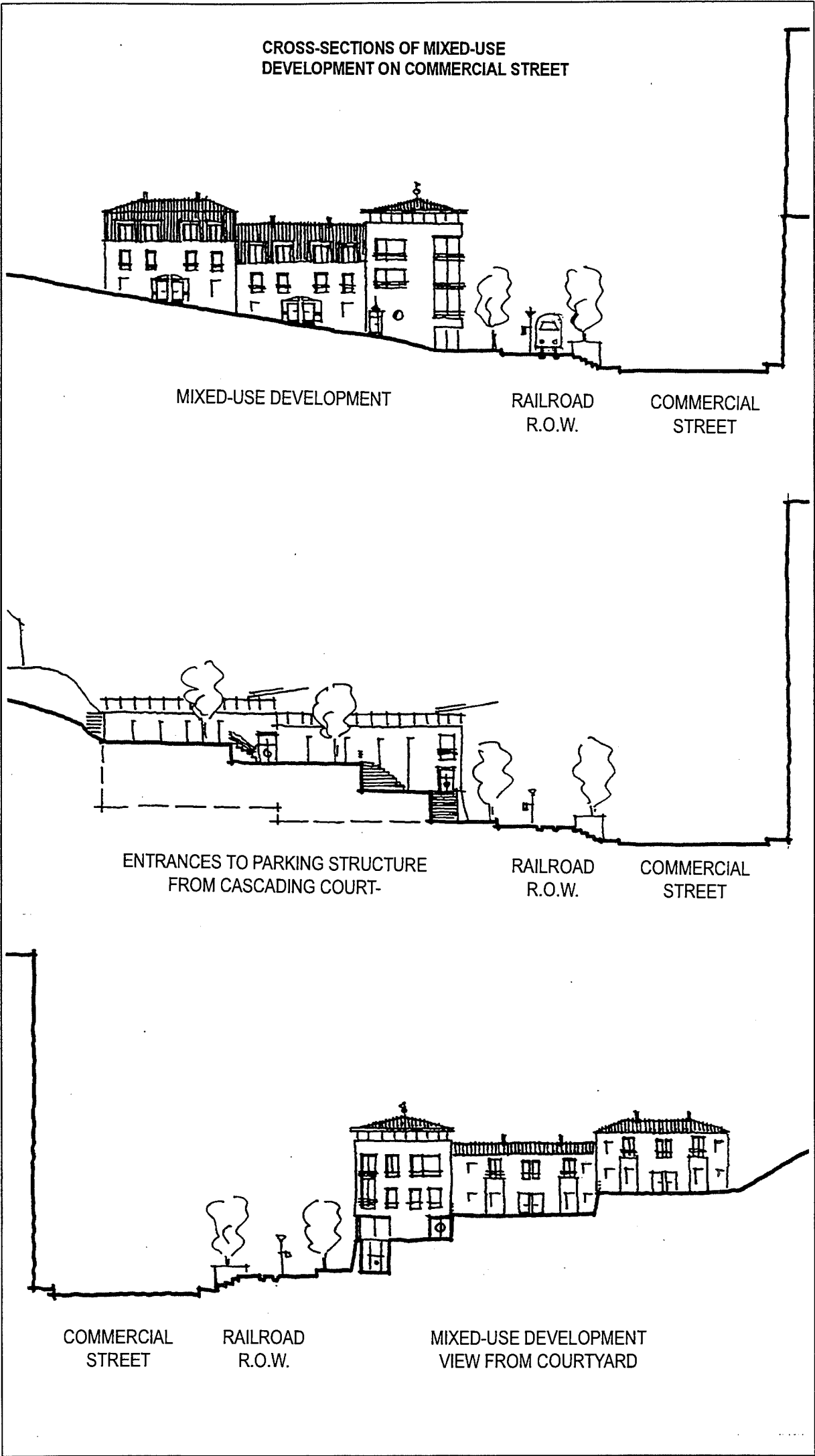


The Dickman “multi-modal” parcel (behind stone wall) as seen from Water Street



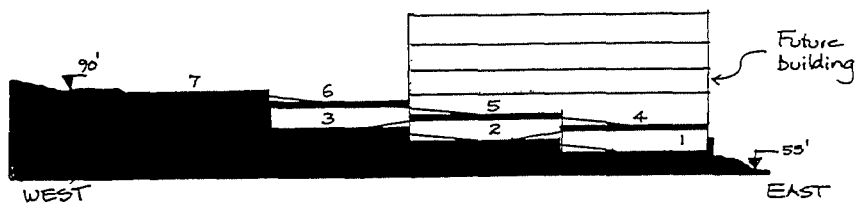
CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

DOWNTOWN CONCEPTS : A MULTI-MODAL (MIXED-USE) CENTER



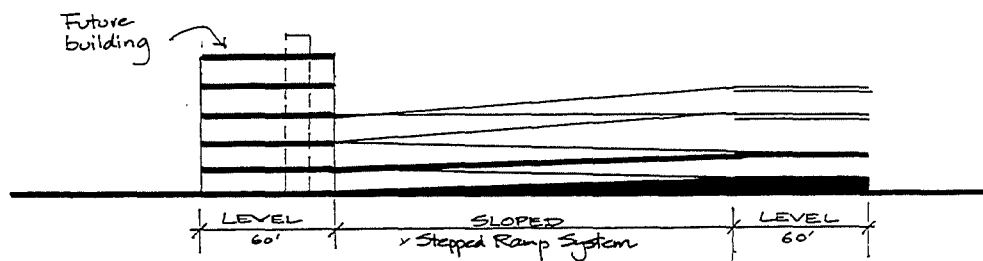
CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

DOWNTOWN CONCEPTS : CROSS SECTIONS THROUGH MIXED-USE CENTER

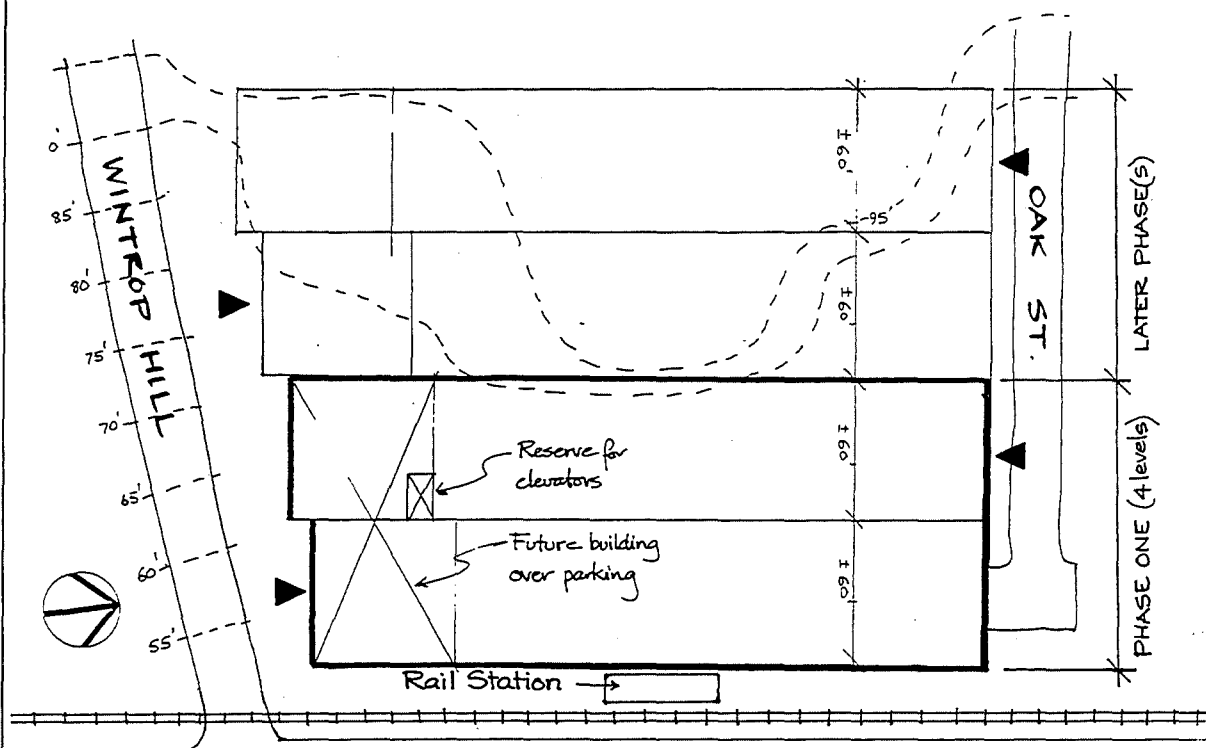


SECTION : Stepped Terrace System

Note: the Section (above) and Elevation (below) show two approaches to parking facility design



EAST ELEVATION : Stepped Ramp System



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

PLAN CONCEPT : INCORPORATES STEPPED TERRACE OR RAMP SYSTEM

North Water Street Revitalization

Overview

As the northern gateway to downtown North Water Street, the area between Bond Brook and Bridge Street, needs improvement. The area contains deteriorating residences, structures built in the flood plain and two high accident intersections. It is currently the focus of a CDBG-program geared to upgrade the area into a fitting gateway to the downtown and an important economic and residential anchor. It is also a link between downtown (south of Bridge Street) and the Edwards Mill Park site and the Cushnoc Heights (Sand Hill) neighborhood. Further Bond Brook is an important Atlantic salmon spawning tributary that should be buffered from development.

Problems

The area has high priority for revitalization because:

- It has numerous traffic safety problems:
 - ✓ the Bond Street intersections are high accident locations
 - ✓ all four “corner” intersections are classified as congested by MDOT
 - ✓ State Street is too narrow and congested
 - ✓ North Water Street is a high accident segment
 - ✓ trucks often get stuck under the railroad overpass;
- Sewer and water lines need to be replaced; the sewer may cost as much as \$12 million (*sewage overflow during storm events is a real problem now, given the proximity of Bond Brook*);
- A large segment of the area is within the 100-year flood zone:
 - ✓ buildings on both sides of Bond Street are subject to flooding
 - ✓ much of the land east of Water Street is in the flood zone;
- A significant number of the multi-family houses in the area are in deteriorated or in unsafe condition;
- The Streetscape (sidewalks, landscaping, curbs, lighting, etc.) is substandard (e.g., not ADA compliant);
- The area lacks parking to accommodate projected employee needs; and
- The area generates little tax revenue and has a negative effect on adjacent property values.



A view of the North Water Street area. Water Street is in the center; the Edwards Mill Park site and river lie to the upper right while Cushnoc Heights (Sand Hill) and St. Augustine's Church are in the background. Most of the structures in the center of the photo are in the 100-year flood plain.

Solutions

The sketch plan on the next page presents some suggested design solutions that help address the identified problems. They include:

Road and Sewer/Water Improvements

- Reconstruct the Bond/State Street intersection to improve safety and reduce the steep Bond Street approach;
- Reconstruct Water Street and Northern Avenue (between Bridge Street and Mill Street) in conjunction with substantial, costly, sewer and water work.
- Build a “roundabout” to improve efficiency and safety and create an attractive entrance to Water Street and Northern Avenue;
- Reconfigure the Bridge/Commercial/Water Street intersections to make the whole work as an efficient, traffic-light-controlled intersection; and make Water Street one-way, here;
- Lower the road under the railroad bridge and make aesthetic improvements to the bridge itself.

Parking Improvements

- Build a temporary parking lot at the entry to the Edwards Mill site (*a full landscape design plan should be done before a final lot is constructed*);
- Develop a coordinated parking plan (and landscaped riverfront/trail plan) for the area from the old Colonial Theater site north to Bond Brook, east of Water Street;
- Build a parking deck over the Gingras lot;
- Extend the parking lot behind the Edwards warehouse building, southerly, behind the CMP building;
- Make all parking lots safe and well lighted.

Housing Improvements

- Embark on housing improvements throughout the Laurel Street area, with some demolition, rehab and new construction – to take advantage of river views;
- Retain and rehab (and perhaps raise above flood level) the historic worker housing along Bond Street.

Streetscape Improvements

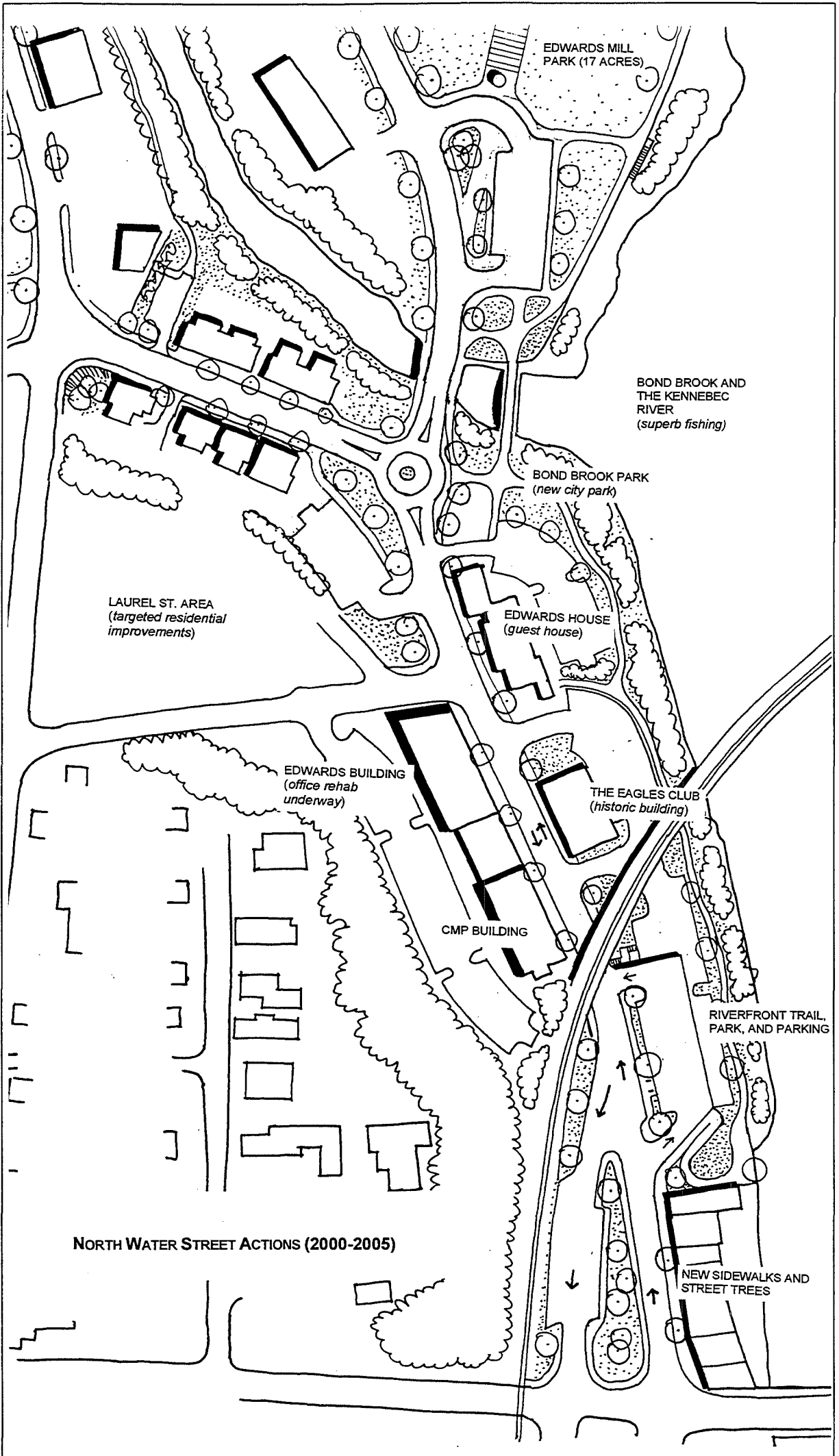
- Reconstruct and widen sidewalks; add new pedestrian crossings; plant new street trees; erect new lights (in keeping with existing designs); add traffic calming measures.

Open Space and Parks

- Spruce up the new Edwards Mill Park area;
- Design and build a new Bond Brook Park, with pedestrian bridge;
- Create riverfront trails, park space and open space buffers along the Kennebec River and Bond Brook;
- Embark on a riverside public clean-up to remove junk from the water and banks.

Commercial Initiatives

- Support private development, for offices/retail, of the Edwards “warehouse” building
- Encourage redevelopment of the Eagles Club building, for offices, retail, or small hotel;
- Seek developers for the revitalization of the vacant CMP building.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN
NORTH WATER STREET SUGGESTED DESIGN SOLUTIONS

Downtown Parking Strategy

Background

The Capital Riverfront Improvement District Master Plan effort has included work to address the lack of parking downtown (Water Street) and adjacent State Street facilities. The following are possible solutions based on previous studies, and collaboration with the Heart of Augusta's Parking Committee.

The Need for Parking

There is a rapidly growing consensus amongst business people and Augusta decision-makers that serious solutions to the parking deficit are needed immediately. The facts are:

- ✓ Without parking, reinvestment in downtown will lag and the assessed value of viable but vacant buildings will continue to drop; potential tax dollars are being lost;
- ✓ Owners can point to many tenant deals that have fallen through because of the lack of parking; the demand for commercial space is there and market research bears this out; parking is the problem;
- ✓ There is a plus 1000 long-term parking deficit based on full occupancy of existing buildings on Water Street; this does not take new construction or need on State Street into account, including the YMCA building's need;
- ✓ The deficit is worst in the center of downtown, between Winthrop and Bridge Streets, where over 550 spaces are needed just to serve existing building space on Water Street;
- ✓ Some current tenants (with reserved spaces) are looking for more convenient parking.

Solutions

There is no one easy solution. A range of actions is needed - short term and long term. The actions include:

- Keeping, and expanding where possible, all on-street parking;
- Improving and expanding existing lots;
- More scattered-site surface lots, preferably within a 1200 foot (5 minutes) of a job or destination;
- Parking decks;
- A parking facility;
- Improved management of parking, including a fee structure that places higher premiums on premium spaces, and incentives by employers to persuade employees to park further away;
- An experimental shuttle system, modeled on the hospital's system;
- Greater public/private cooperation in parking lot management and use;
- An emphasis on parking lot safety, quality, good lighting, and good upkeep.

Immediate Actions

The following "A Parking Concept for Downtown" and map, outlines a proposal for providing \pm 1000 additional spaces; it does not address broader management issues. Five specific actions appear to hold most short-term (5 years) promise. They are:

1. Acquire and demolish the old Colonial Theater and the Dick parcel so as to improve the Gingras lot (26 space gain);
2. Explore strategies to get a parking structure for 300 to 400 vehicles built on the Dickman lot;
3. Enter into cooperative agreements with land owners in the McCarthy/Hill House area to provide a series of terraced, expanded lots (\pm 100 space gain);
4. Follow the Heart of Augusta Parking Committee's recommendations that result in small gains on many existing lots (42 spaces);
5. Embark on an experimental shuttle service.
6. Make existing spaces more desirable to ensure they are used.

Funding

[A table of costs associated with parking lot and parking facility construction is follows.]

Obviously, parking solutions will add up in costs. A 300 space parking facility might cost over \$2.5 million; improvements to the McCarthy/Hill House area could add another \$0.5 million. *(These are guesstimates, no detail cost projections have been made.)* Acquisition of land and demolition in the Gingras area, not to mention shuttle costs, will push these figures higher; however , a \$3.5 million target parking fund appears to be in-the-ballpark.

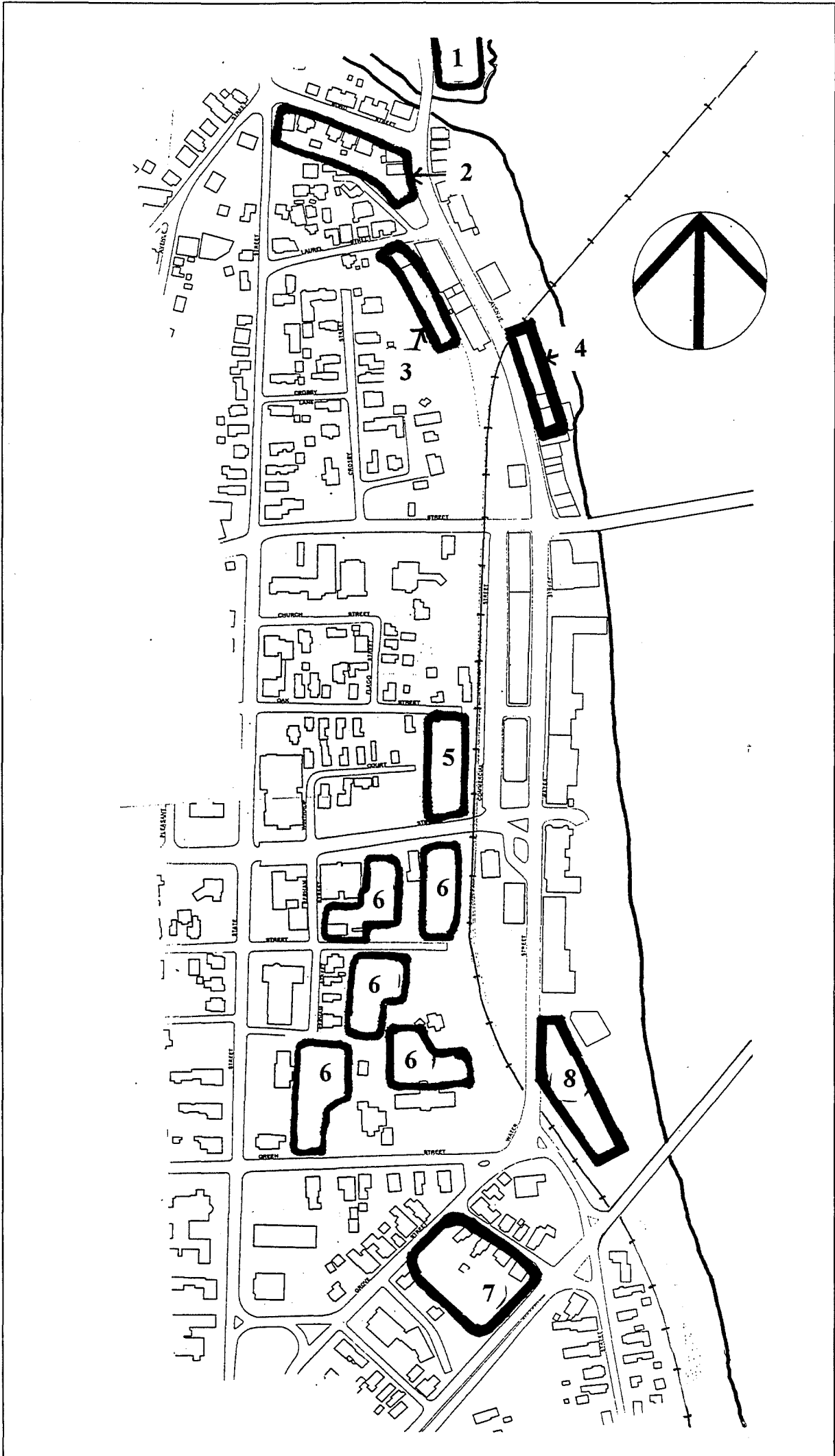
The following funding sources should be explored to help address parking solutions:

- TIF funds from Phase II of the Marketplace Mall revenues (\$61,000 may be available in April 2001 and as much as \$100,000(?) a year could be generated);
- A revenue bond issue;
- “Service center” funds that may be available from the Governor’s “sprawl” legislation (\$800,000 could be available statewide under the Downtown Leasehold Improvement Fund);
- “Enhancement” funds, Federal Highway Administration funds available for train stations and “multi-modal” centers (i.e., a parking facility and train station);
- The City’s capital improvement budget;
- Economic Development Administration public facilities funds;
- CDBG program funds; the City has been awarded \$500,000, but this is targeted for the North Water Street area and Edwards Mill area;
- Parking fines and fees from day use and/or monthly leases;
- “Condominium” parking space sales;
- Possible private investment, as part of an associated commercial venture on the Dickman site (e.g., a hotel);
- HUD-EDI (Economic Development Initiative (??)) funds (this is what Lewiston has used – with strong congressional delegation pressure); and
- A benefactor (such as Portland’s Libra Foundation).

A Parking Concept for Downtown

The goal here was to provide over 1000 additional long term spaces on surface lots and in structures and decks, within 1200 feet (5 min.) of downtown, on public and “cooperating” private land assuming 250 sq. ft. of office or retail/parking space. This is achieved in this manner, from north to south (left to right on the drawing on the next page):

| | |
|--|---|
| 1. Edwards Mill Park Site (45 spaces) | - utilize recreation parking, weekdays; this may be better located, for the Park, further north |
| 2. South Side Bond Street (76 spaces) | - requires demolition or relocation of housing; could be a shuttle lot |
| 3. Apgar Lot (60 spaces) | - public deck over private surface parking |
| 4. Gingras Lot (75 spaces) | - deck over existing; assumes old Colonial Theater is demolished; needs careful riverfront design so pedestrian environment is safe and attractive |
| 5. Dickman Lot (400 spaces) | - assumes 7 levels and 300 foot long facility; however it could be built in phases; there are other design approaches, but <u>all</u> should consider this area for multiple uses – train station, retail, office, housing and/or hotel |
| 6. “McCarthy”/Hill House Area (± 100 spaces) | - there are ± 6 “lots” here, public and private; ideally they should all be looked at and improved <u>together</u> , based on an overall master plan, to get a net gain and to have quality layout, lighting, landscaping, and covered access to Water Street |
| 7. Grove Street (214 spaces) | - requires acquisition of a number of small lots; long term this is valuable development land, shorter term it can “feed” downtown, perhaps with a shuttle service |
| 8. MSHA Lot (75 or 150 spaces) | - assumes one or two decks over existing parking with access off Water Street |



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN
DOWNTOWN PARKING STUDIES EXHIBIT

Parking Costs

| Parking Construction Cost Estimates, for Parking Facility and Surface Lots | |
|---|-------------|
| Number of spaces needed ¹ | 1,000 |
| <i>Construction Costs for Parking Facility:</i> | |
| Medium average cost per space | \$8,750 |
| Subtotal | \$8,750,000 |
| Adjusted for economies of scale ² | \$7,437,500 |
| Total cost, with 7% inflation ³ | \$7,958,125 |
| Total square footage required @ 350 sq. ft./space | 350,000 |
| Amount of land required (4 level parking facility, 70% coverage) | 2.7 acres |
| Amount of land required (3 level parking facility, 70% coverage) | 3.8 acres |
| <i>Construction Costs for Surface Parking :</i> | |
| Average area per space, sq. ft. | 325 |
| Cost per car space | \$1,125 |
| Cost for 1,000 spaces | \$1,125,000 |
| Adjusted for economies of scale ⁴ | \$787,500 |
| Total square footage required (80% coverage) | 390,000 |
| Amount of land required | 9.0 acres |

¹This is the overall *maximum* deficit if all available building floor area is fully occupied. From Redevelopment Potential in Downtown Augusta, *Parking Assessment* by Kent Associates, September 1998

²Marshall and Swift, Section 14, page 37, adjust by .85 due to size

³Marshall and Swift, Section 66, page 3, data is from Sept. 1997

⁴Marshall and Swift, reduce by 5% for every 100 spaces over 200, or by 30%



View of Water Street looking north.

Ideas for the Arsenal Site

Purpose

The sketch plan on the next page explores how two structures could be placed on the Landmark Arsenal site. The purpose is to show that it may be possible to support new uses without diminishing the historic value of the property, provided the uses are appropriate, the scale, size, and architecture of the structures is carefully considered, and the new structures do not compromise the site and its existing structures and outdoor spaces.

The drawing shows two building masses located halfway up the hillside within the Arsenal grounds. Both are close to the south line. Both capitalize on superb views and both are seen as low 2- or 3-story structures, carefully integrated into the hillside landscape. They face, and help define, “green” open space to the south.

Possible New Uses

Possible uses that have been suggested for the site include:

- A small, upscale hotel;
- A hotel and conference center;
- A condominium complex; and
- Quality “prestige” office space.

These and other ideas should be explored; requests for qualifications from developers or others interested in the site would provide one means of “testing the waters” and finding what options are “out there” and may not have been considered heretofore. Development with an historic or military theme is one such possibility. Further, the extent to which new development occurs depends on how much land is transferred to the City or District.

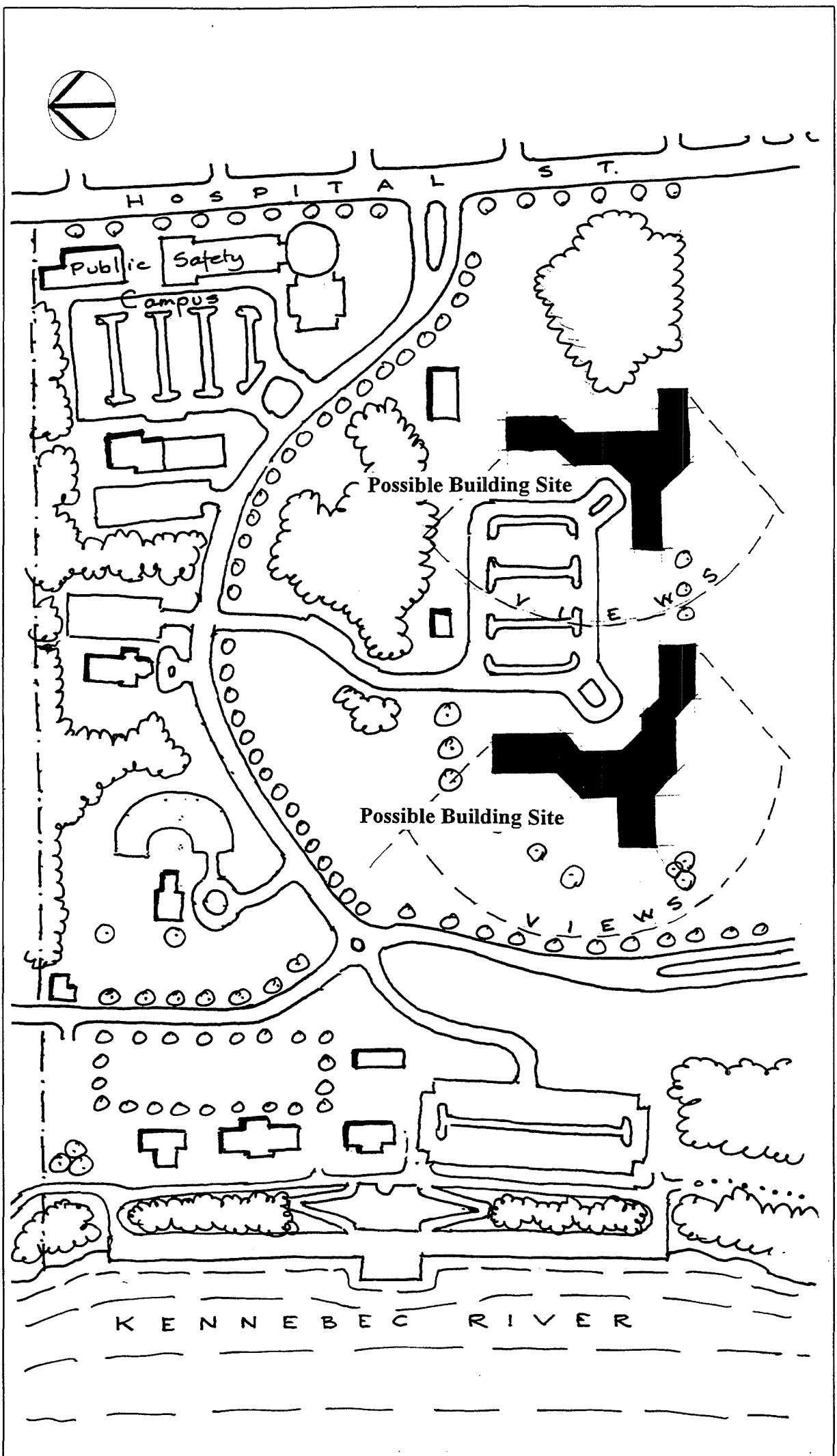
Key Issues

The key issue that this sketch touches on is the need for a master plan for the Arsenal (once possible uses and markets are more fully understood). Clearly, needed repairs and aesthetic improvements must occur soon, but a plan should:

- ✓ Keep most land in public domain;
- ✓ Consider the role Arsenal Street plays within the District’s transportation plan;
- ✓ Consider the pros and cons of an Arsenal Street, Hospital Street connecting road (*as proposed in the State Facilities Master Plan and illustrated here*);
- ✓ Be integrated with, and compliment, plans for Public Safety land to the east;
- ✓ Minimize the area devoted to parking;
- ✓ Consider its relationship with State property to the south (i.e., the Hospital Street sidewalks, the “green space,” the Greenway, etc.; and
- ✓ Determine the need for, and scale of, any boat dock facility on the riverfront.



The Commandant’s house at the Arsenal.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

THE ARSENAL SITE : TWO POSSIBLE BUILDING SITES

(Note: the Public Safety Campus and new road are based on the State Facilities Master Plan.)

Rotary Options

Two of many rotary options are illustrated.

Western Rotary (Memorial Circle)

This is one version of a rotary, east of State Street, that is larger than a conventional rotary; it acts with the efficiency of the conventional but is not perceived of as a rotary by users. This should make it safer and less intimidating to use. The drawing illustrates these important concepts:

- It makes it easier to get downtown; Water Street will be visible to rotary users;
- It presents opportunities for development (commercial and retail) in prime locations;
- It improves Gage Street access; and
- It could work with any one of the Option I bridge crossings.

To the west is another rotary (making a “bow tie”) comprised of State Street, Grove Street, and Capital Street. This scheme makes State Street one-way and narrower (an advantage) but increases traffic on Capitol Street (a disadvantage). The efficiency of the Western Avenue/State Street intersection needs to be assessed by traffic experts; it would most likely require a traffic light. [An alternative would be to have a “roundabout” at this intersection and keep the east side of the “bow tie,” but not the west side.]

Eastern Rotary (Cony Circle)

The illustrations depict a “before and after” situation. Under this concept Bridge Crossing Option I is assumed and Cony Circle is replaced and made into a large “green” with a triangular, one-way “rotary.” The pros and cons of this option are:

Pro

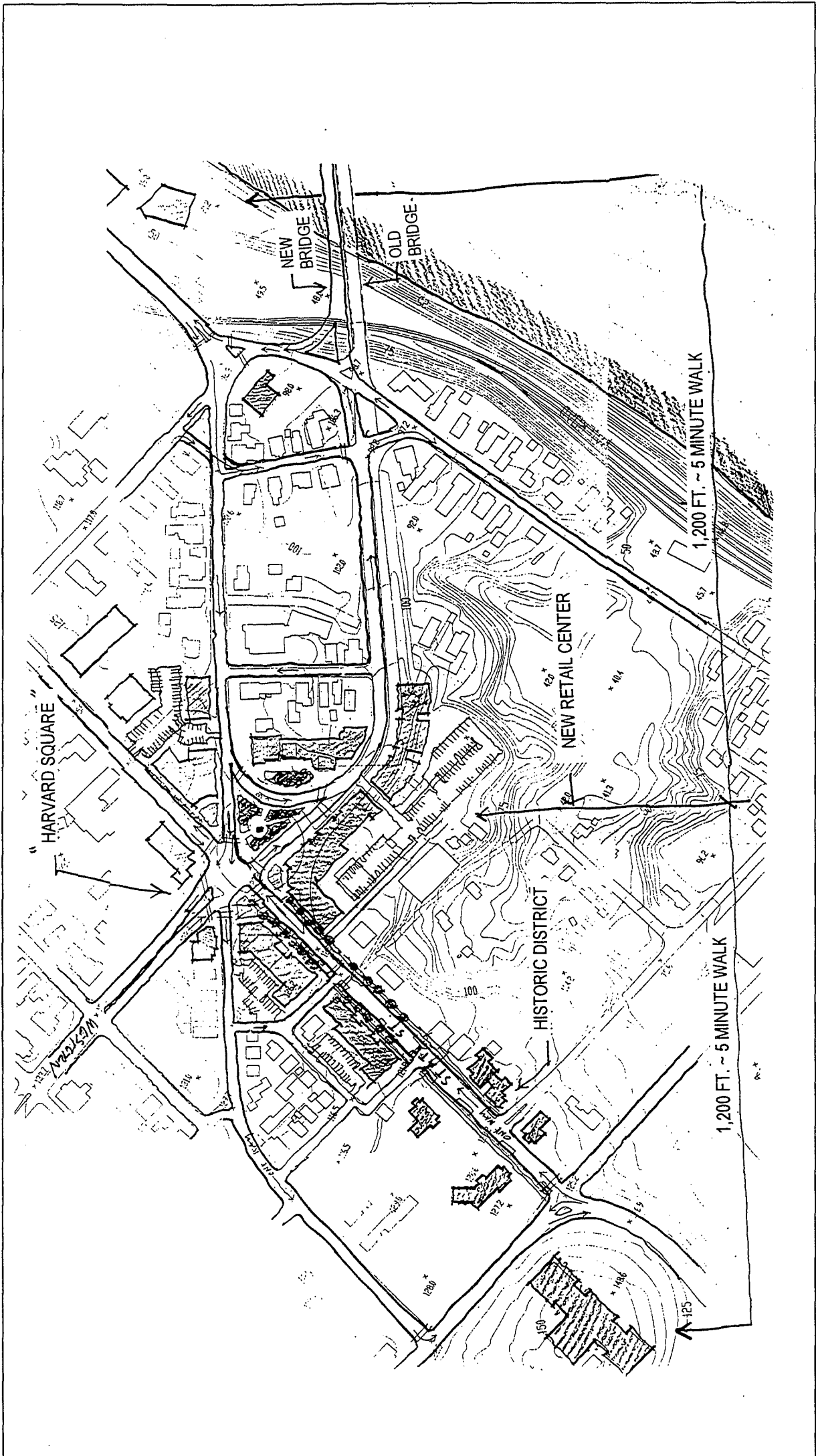
- It eliminates the rotary;
- It creates a welcoming, memorable, green gateway and park in front of the historic Cony flatiron building;
- It makes pedestrian crossings safer and easier;
- It opens up prestigious development parcels.

Con

- It still puts a lot of traffic through the Bangor/Stone/Cony intersection, which may necessitate a traffic light (closing Cony Street to the east would help, but not solve, this problem);
- It requires substantial property acquisition to realize.

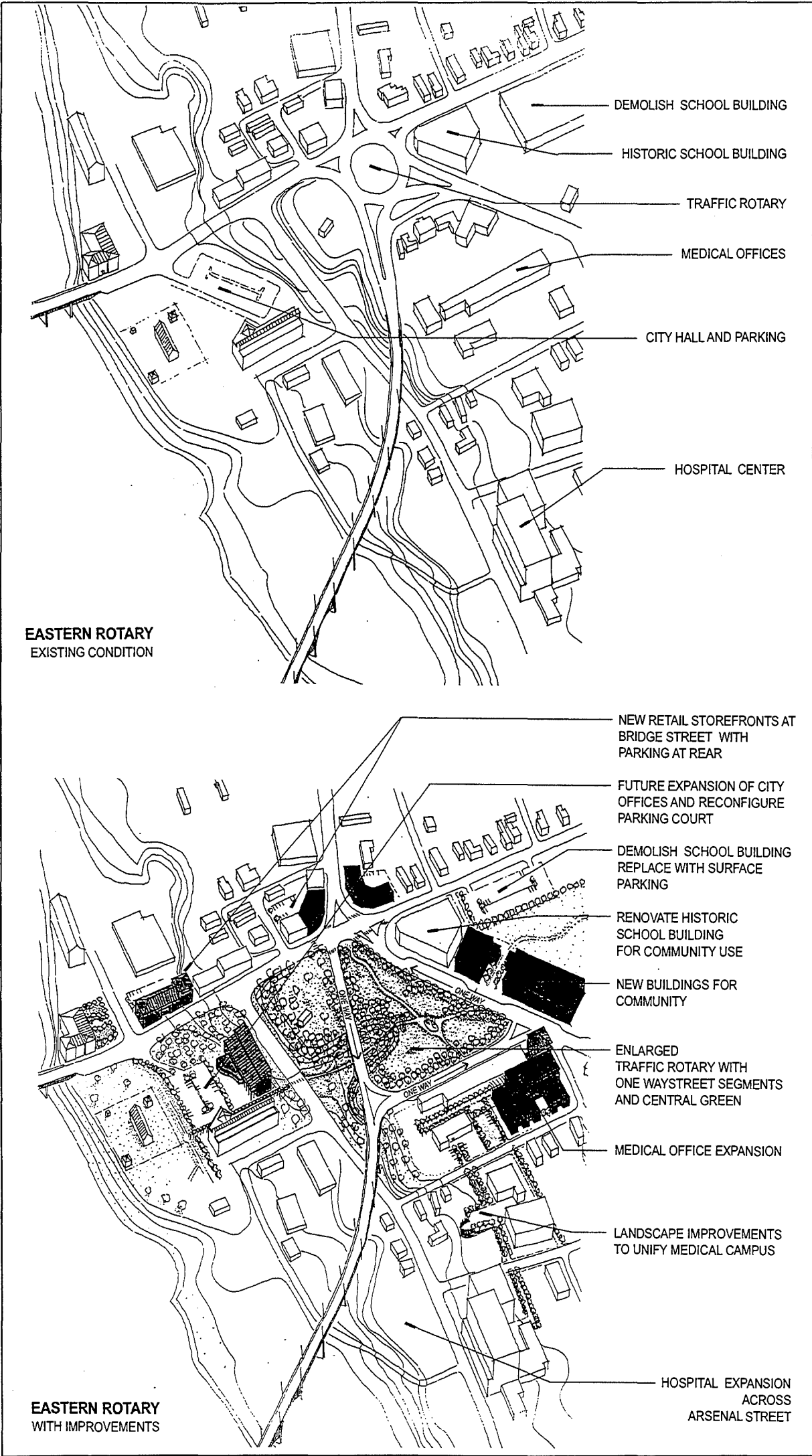
The other, non-traffic, features of this proposal are:

- It makes a good pedestrian trail connection between the Cony site and the Greenway at Fort Western (*note the underpass*).
- The potential new building sites help define the edges of the green (2- and 3-story buildings face the green and Cony Street); the issue of parking for some of these structures is not resolved.
- The potential for hospital expansion onto a site overlooking the river, the bridge, and Arsenal Street; (*this site might be viewed as being more valuable if the bridge were removed*).



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

ROTARY OPTIONS : WESTERN ROTARY (MEMORIAL CIRCLE)



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

ROTARY OPTIONS : EASTERN ROTARY (CONY CIRCLE)

Housing at the Edwards Mill Site

Overview

Only a small portion of the Edwards Mill site is out of the 100-year floodplain and buildable. Much of the rest of the parcel is flat and low-lying or very steep and unsuitable for construction. The small, buildable, triangle lies alongside Northern Avenue, below St. Augustine's Church. It is steep and has excellent views of the river.

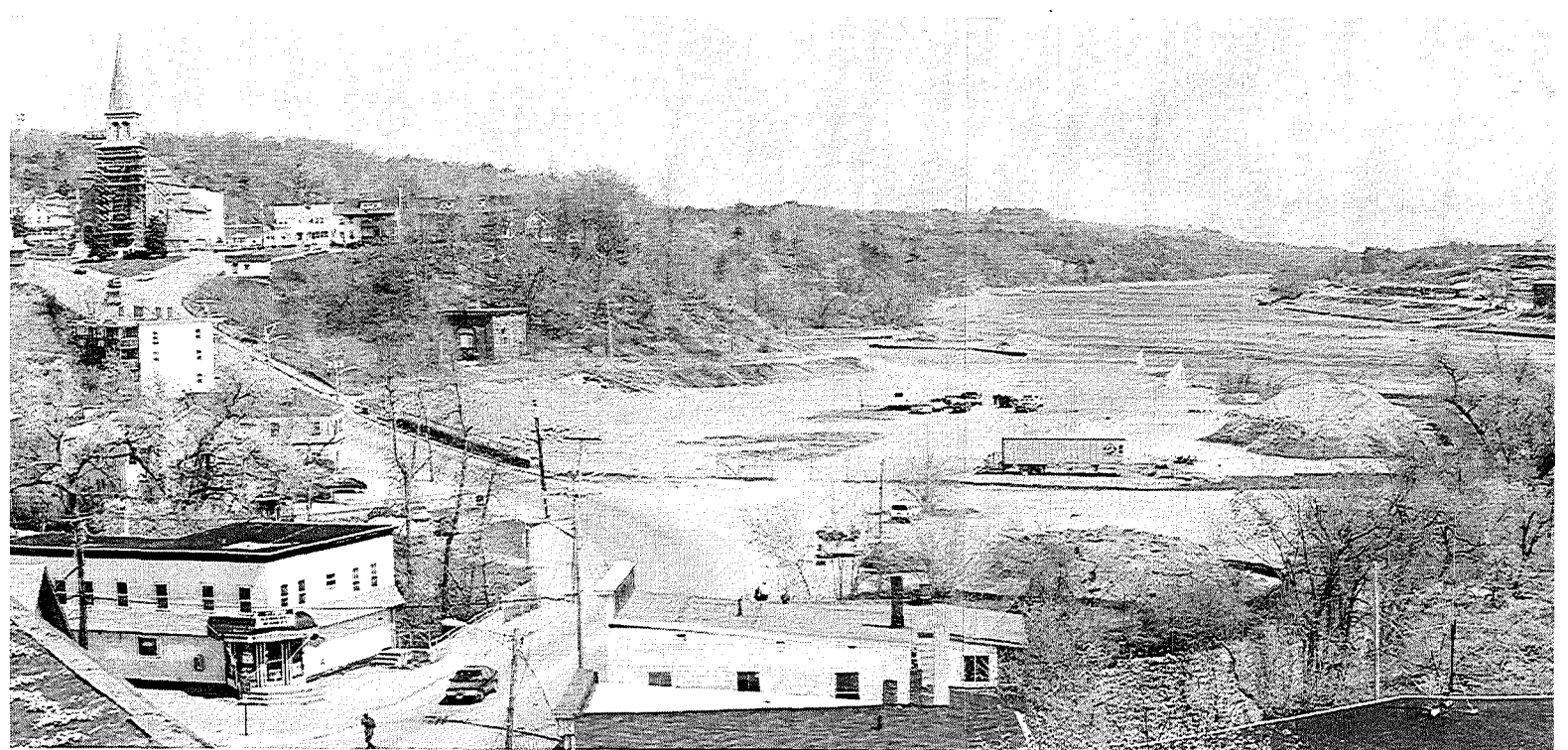
Under this scenario the concept of new, quality housing at this "front door" to Cushnoc Heights (Sand Hill) is explored. The central idea is that housing could improve Sand Hill's image, make a strong, physical connection between the neighborhood and the park, and help create an attractive "village square" in front of St. Augustine's. It would also help link downtown to this area. Some of the housing (or all) could be for the elderly, possibly for those who once worked in the mill.

The concept also includes a community building(s).

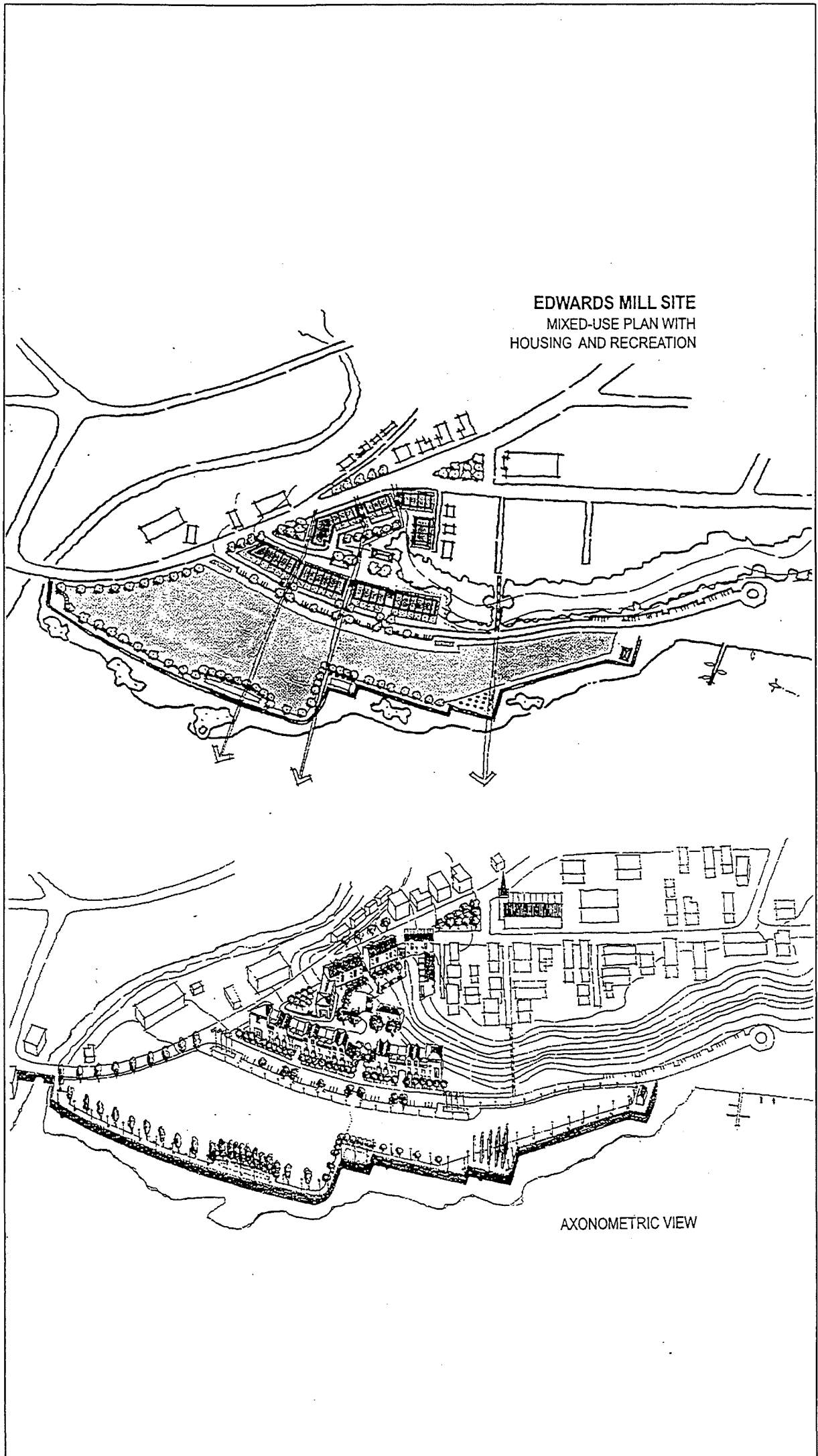
The Design

The axonometric drawing shows:

- 32 units, which could be 2-story townhouses (or 32 townhouses with another 20 apartments above, for a total of 52 units);
- an access road off Northern Avenue above the floodplain and a service court in the center of the building cluster;
- a restored, brick mill building, possibly used for a museum, interpretive center, teen center, or the like;
- a new community building, near the center of the complex; this structure could have one or more functions, for example, it could serve as:
 - a local retail (corner) store;
 - a Laundromat/gathering place;
 - a community dining/kitchen area (if the project was built as co-housing);
 - a teen center or physical fitness center, etc.

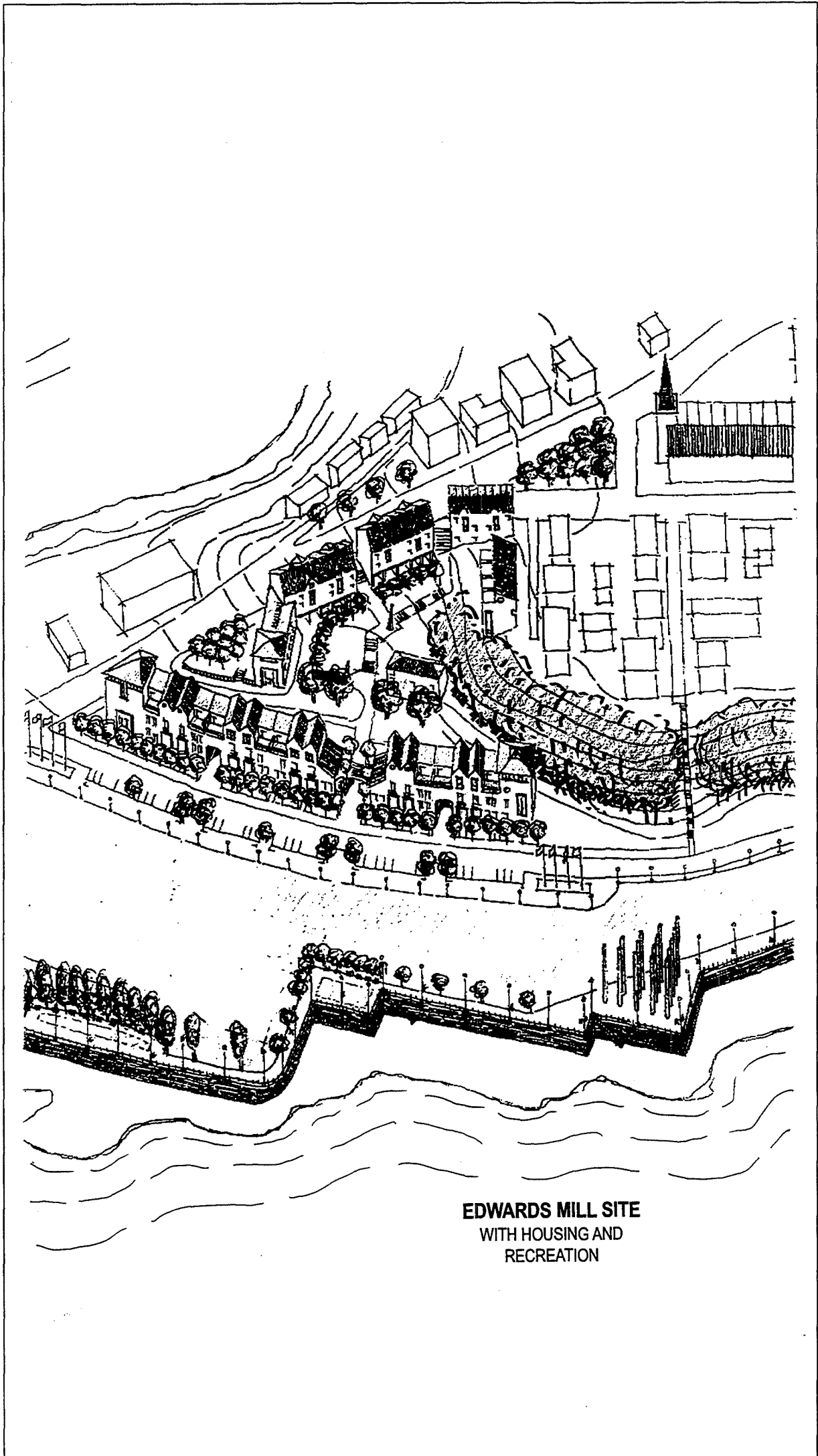


A view of the Edwards Mill site, looking north; Cushnoc Heights (Sand Hill) is in the upper left, the Kennebec River is on the right.



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

HOUSING AT THE EDWARDS MILL SITE : ONE OPTION



EDWARDS MILL SITE
WITH HOUSING AND
RECREATION

CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN
DETAIL OF HOUSING AT EDWARDS MILL SITE

Arsenal Street Development Options

Overview

The two sketches illustrate a number of development ideas, for medical offices, housing, and/or a hotel/conference center, on riverfront property along Arsenal Street, across from and south of the hospital. Irrespective of the uses proposed, both diagrams emphasize the need to:

- Respect the neighborhood to the east by keeping development low, so as not to interfere with views, and by providing public access through the sites, to the Greenway and park below;
- Create an extension to the City's riverfront park, where the snow dump is today; and
- Provide breaks so that a "wall" of continuous buildings is not created; the breaks or gaps are, logically, landscaped parking lots.

The Medical Offices/Housing/Hotel Conference Center Option

From north to south, this option shows:

- A ± 70,000 square foot medical office building (4 stories with parking below) to the northwest of the hospital; an overhead connecting bridge is possible; this particular site would be improved by the removal of Memorial Bridge;
- A 24 unit townhouse/duplex housing complex, with on-site private parking and views to the river;
- A hotel/conference center located immediately north of the historic Arsenal property and buildings; this would be a quality, 60 to 80 unit hotel with meeting rooms; it could be developed in conjunction with the publicly-owned Arsenal where additional units and/or conference facilities could be located.

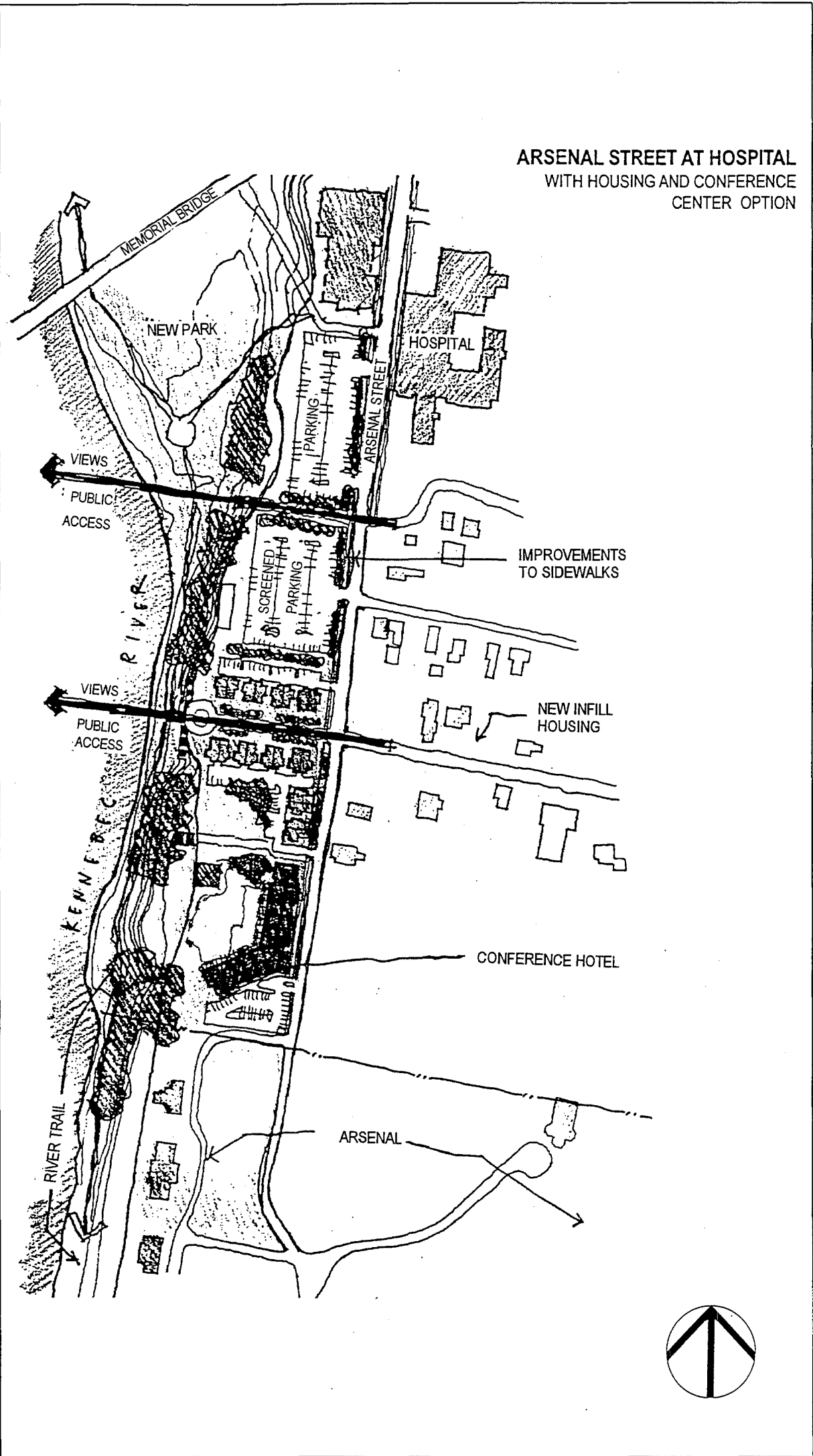
The Medical Offices/Housing Option

Not unlike the previous option, this scheme features offices and housing:

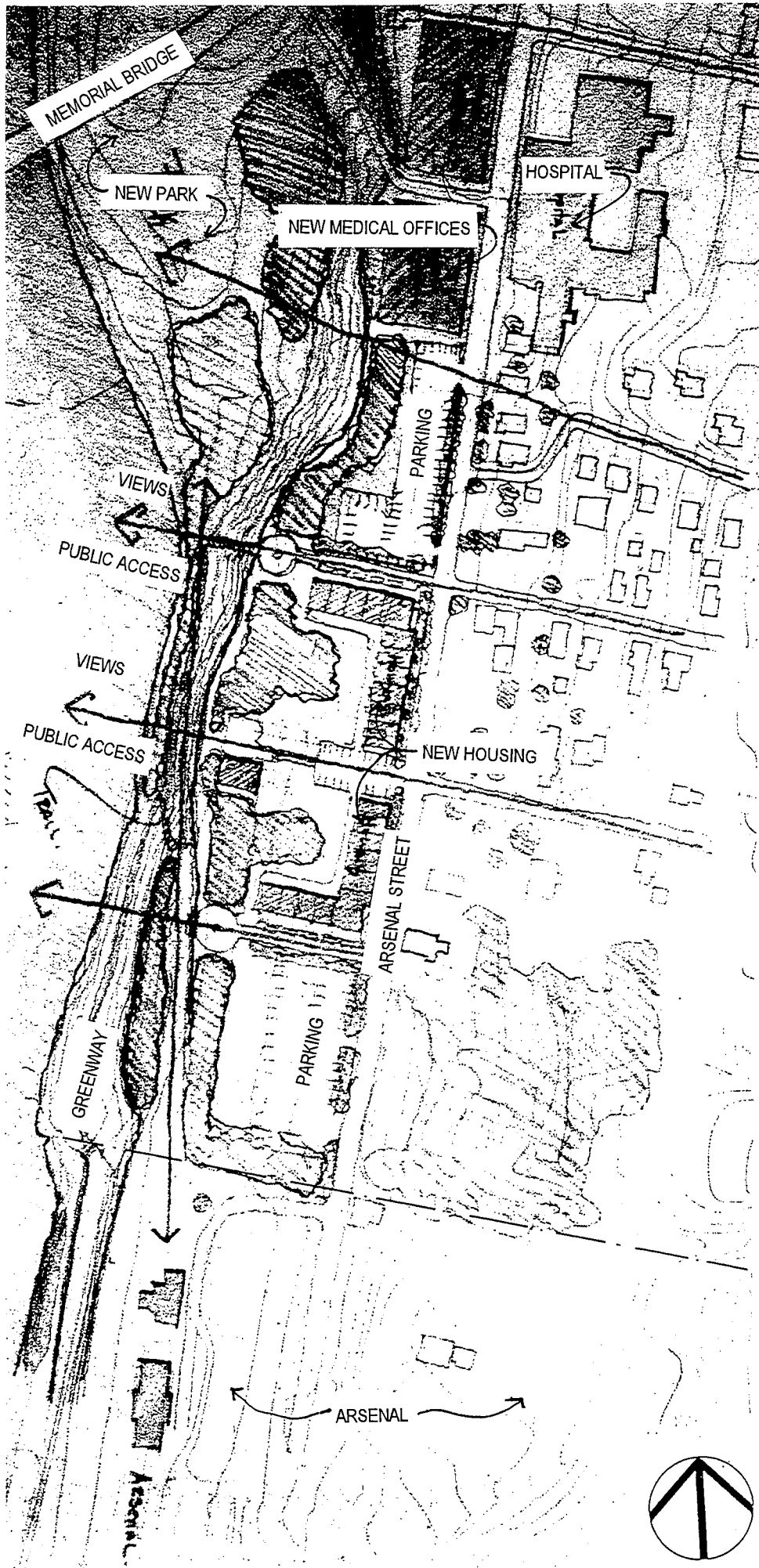
- twin medical buildings immediately west of the hospital are illustrated; one or both could be constructed, with overhead, connecting bridges; each represents about 75,000 square feet of space, on 4 floors, over surface parking or parking decks below.
- townhouses (22) or studio apartments (44) are shown to the south, overlooking the river.



A view of Arsenal Street looking south, MaineGeneral Medical Center is on the left



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN
ARSENAL STREET DEVELOPMENT OPTIONS : THE MEDICAL
OFFICES/HOUSING/HOTEL OPTION



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN
ARSENAL STREET DEVELOPMENT OPTIONS : THE MEDICAL
OFFICES/HOUSING OPTION

Capitol Fields Housing

Overview

The City owns considerable land to the south of Capitol Park. At present there are playing fields, a running track, and the police station and parking lot on site. The three sketch plans shown explore the idea of new in-town housing in this area.

Two important caveats need to be mentioned. First, legal research needs to be done to determine if there were any constraints placed on this site, in a City referendum vote taken some years ago. Second, if it is decided that a Gage Street Extension should be built (from Gage Street south and west to State Street) circling the police station and southern fields, then these plans would have to be adapted to fit behind the new right-of-way.

Capitol Fields : Option #1

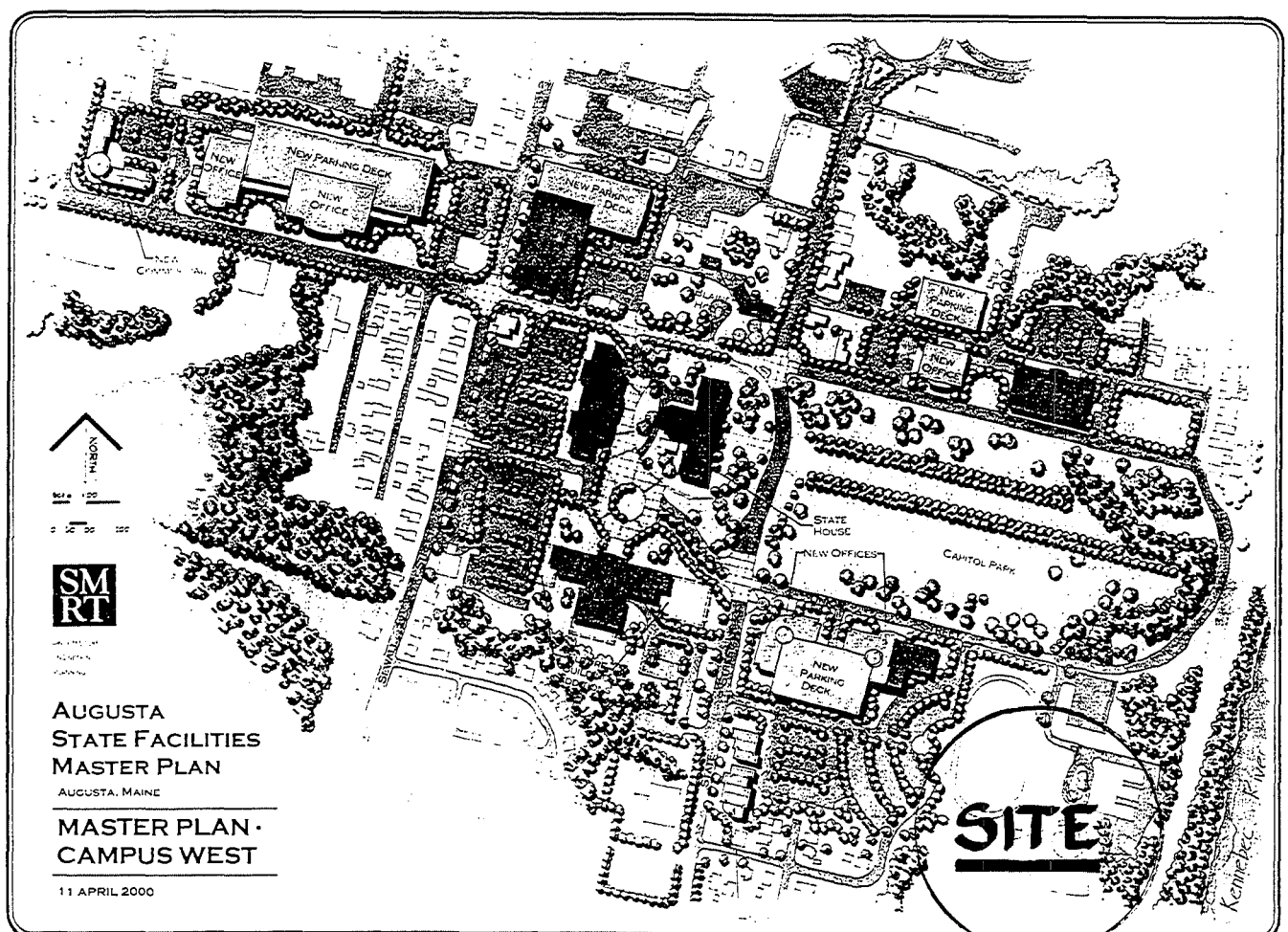
Under this proposal new townhouses are clustered overlooking a large “town green” (with playing field and athletic track) and, to the east, the Kennebec River. A total of 70 units are proposed. The police station remains.

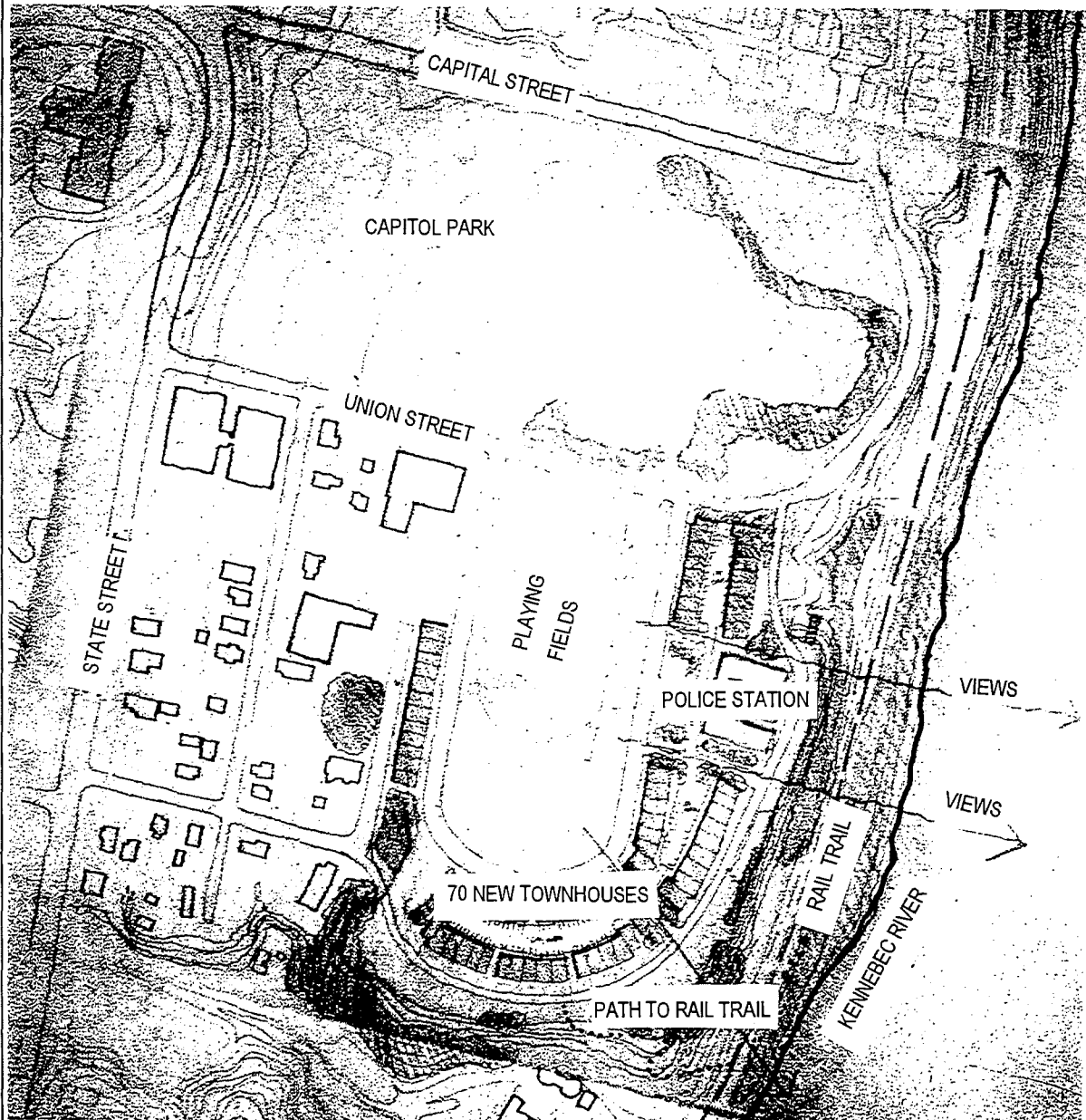
Capitol Fields : Option #2

This proposal suggests up-scale condominium cottages (8) and condominium apartments (12) associated with a 43-room hotel and conference center. (The police station is removed). This concept builds upon the ideas of an “Augusta House” – a prestigious hotel and condominiums catering to the legislature and well-heeled visitors. As above, the development fronts on a “town green” while taking advantage of river views.

Capitol Fields : Option #3

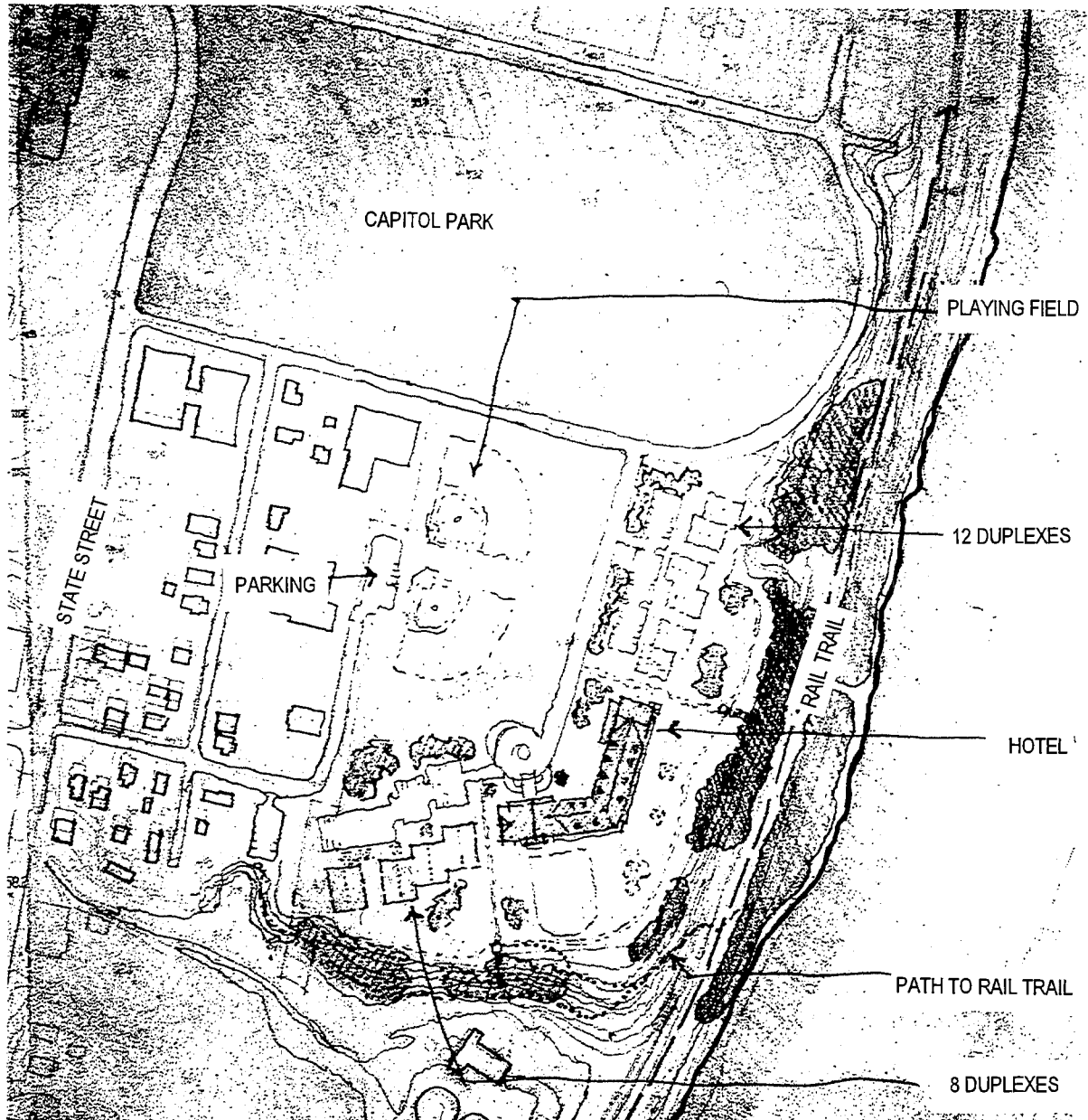
This scheme envisions about 100 townhouse units forming a “traditional” neighborhood of medium density, mixed-income housing, surrounded on three sides by open space. (The police station could stay or be demolished).





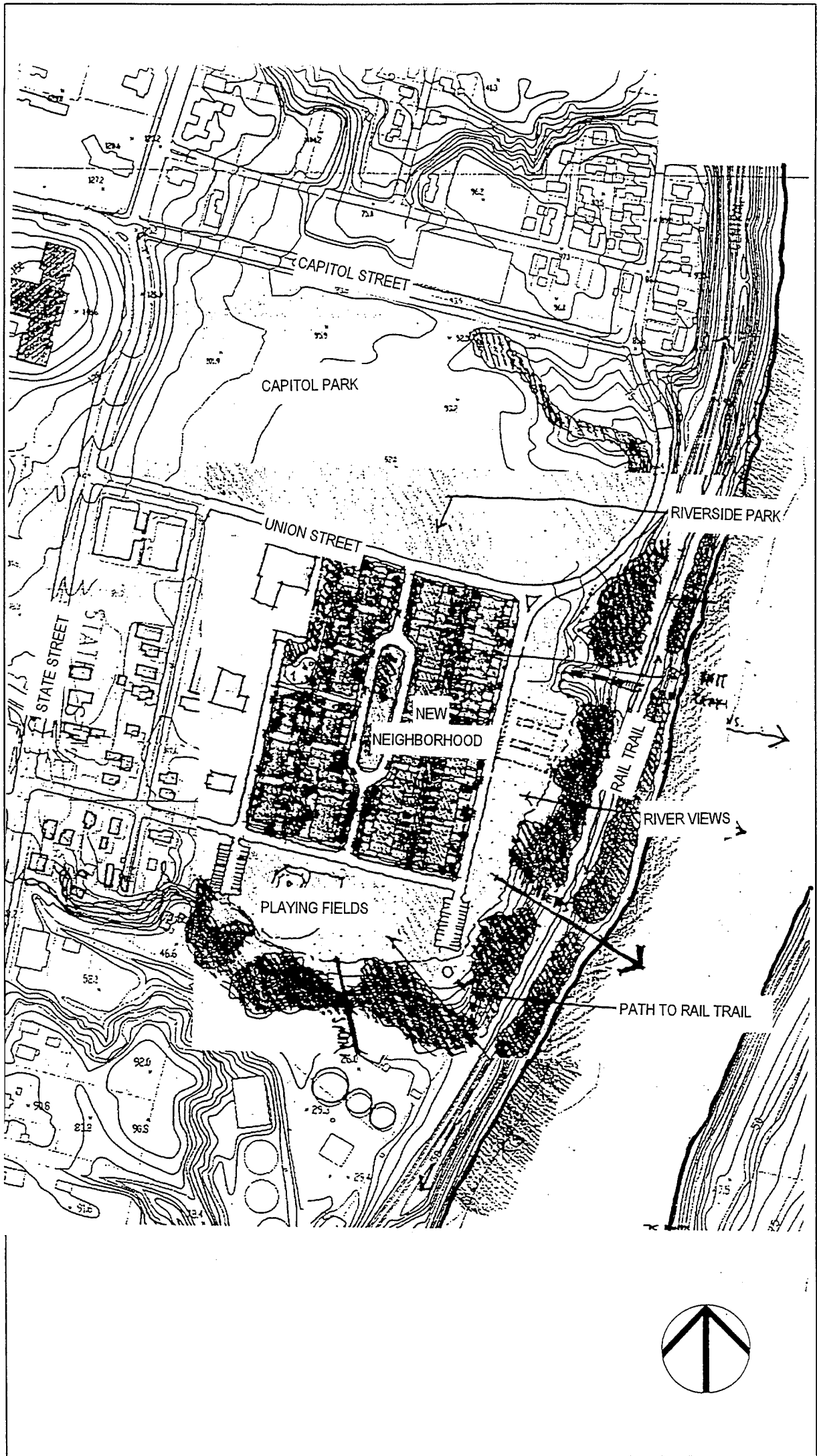
CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

CAPITOL FIELDS HOUSING : OPTION #1



CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

CAPITOL FIELDS HOUSING : OPTION #2



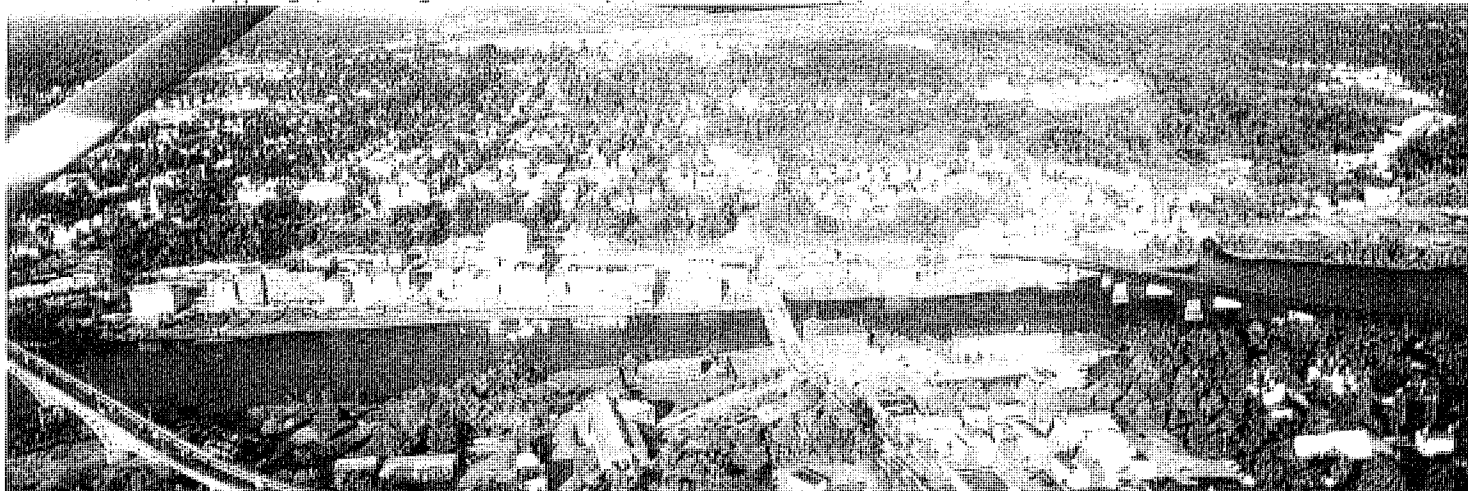
CAPITAL RIVERFRONT IMPROVEMENT DISTRICT MASTER PLAN

CAPITOL FIELDS HOUSING : OPTION #3

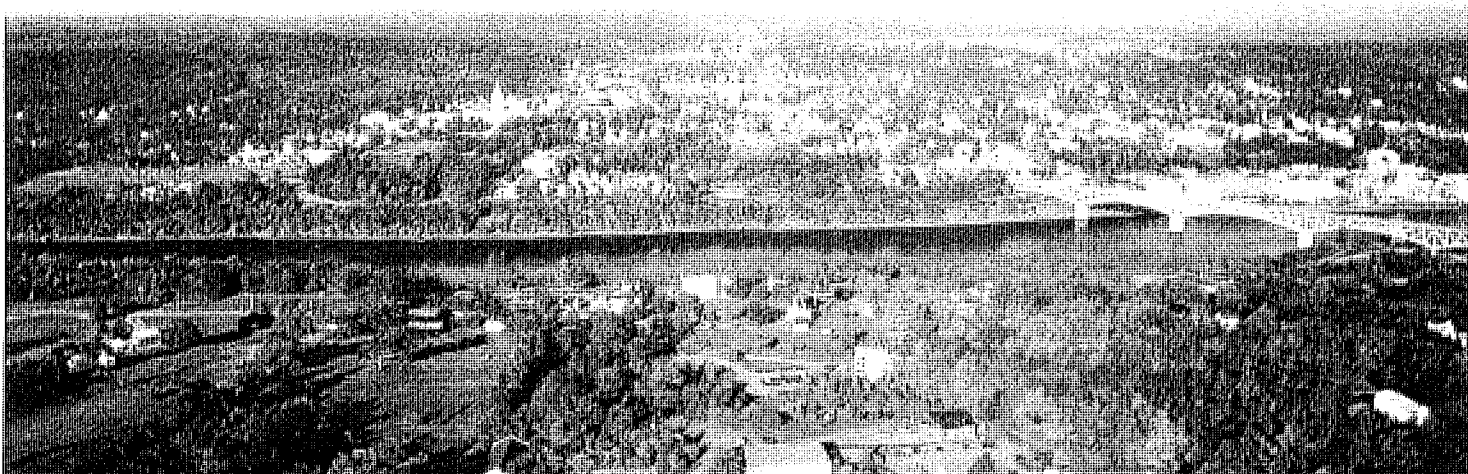
Master Plan Commission: Kent Associates; Development Strategies, Inc.; Urban Krueger Associates; DeLacro-Hoffman, Inc.



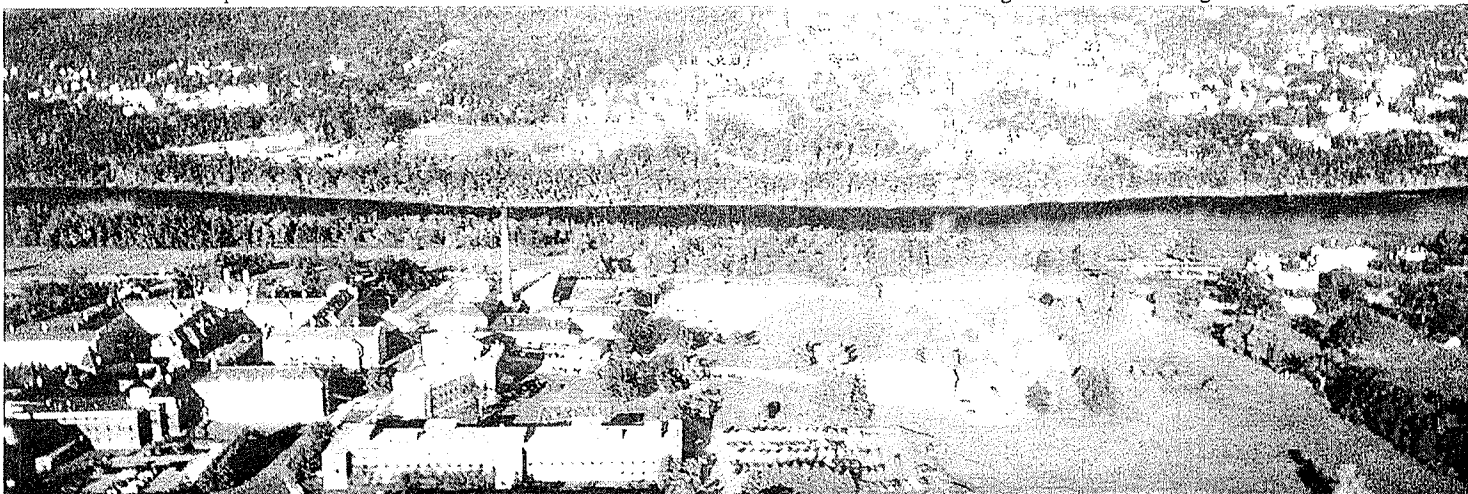
Sand Hill, upper right, and St. Augustine's Church steeple, center. The Tree Free paper mill complex lies across the river.



Downtown Augusta between Memorial Bridge, left, and the old Railroad Bridge, right. City Center is in the bottom, center.



The State Capitol and Western Avenue lie across the Kennebec River while the historic Arsenal buildings are in the center foreground.



The AMHI complex, including a number of state offices, above left, lies across from Capital Park, upper center.

Photos by Bruce Keller, City Planner

Capital Riverfront

IMPROVEMENT DISTRICT