

# **A Downtown for Scarborough: Connecting Scarborough Downs and Oak Hill**

**Adopted  
November 28, 2018**

**Coordinated by Scarborough Economic Development Corporation**

**Contributions by:**

**Planning & Code Enforcement**

**Town Manager's Office**

**Gorrill Palmer**

**Camoin & Associates**

**Scarborough GIS**

## 1.0 | A DOWNTOWN FOR SCARBOROUGH

### **Overview:**

Scarborough is at a pivotal point in the town's development, with a rare and unique opportunity to re-imagine the concept of downtown, blending existing development with the creation of a new "Main Street".

Historically, the town has evolved around a series of villages, partly due to the town's geography and natural resource base. The Scarborough Marsh and its associated waterways geographically divide Scarborough and influenced the development of multiple villages within the town, rather than a single downtown.

Residents are generally comfortable with the multiple village concept, but they have noted that there are few central gathering places that create a sense of one community that you find in towns with a unique village center. Residents often identify with their village rather than the Town of Scarborough.

The largest and most central of the villages is Oak Hill. The area flanks the municipal campus (Town Hall, Public Library library, the majority of the school buildings) to the north. While Oak Hill has often been referred to as the "downtown", Route 1 bisects the area, introducing significant traffic congestion. There are small shops and offices, but few communal spaces for people to gather and cross paths. Walkability is currently limited in Oak Hill, mostly due to the pass through traffic on Route 1.

The 2006 Comprehensive Plan outlined a new zoning strategy that emphasized design and building strategies to encourage village style development in Oak Hill. These zoning changes are in place and the area is slowly encouraging a mix of local stores and restaurants, consistent with a downtown, however that main street concept and the places for people to gather, sit and chat are rare.

In early 2018, an opportunity to reimagine the downtown area of Scarborough emerged. After 40-years of ownership, the operator of the Scarborough Downs Harness Race Track, sold the 500-acre parcel to a group of local investors, who live and work in Scarborough. This mostly undeveloped parcel is located in the geographic center of town, just south of the Town's municipal campus, and connected to Oak Hill through the Route One corridor.

The Town has long envisioned the potential of the Scarborough Downs property. In anticipation of the site's development, the Town created a zoning district specifically for the property. Known as the Crossroads Planned Development District, the zoning ordinance gave immense flexibility in the types of uses in exchange for the creation of a "vibrant center for development in the heart of Scarborough."

The local developers have embraced the concepts outlined in the 2006 Comprehensive Plan and developed a masterplan that illustrates how the parcel could be developed. In particular, it addresses the concept of a main street.

The purpose of this strategy is to blend the masterplan for Scarborough Downs with the concepts identified in previous studies and plans for the Oak Hill area.

The strategy brings together initiatives identified in the existing 2006 Comprehensive Plan, existing studies such as the Oak Hill Pedestrian Plan, the 2005 Transportation Study, The Comprehensive Energy and Sustainability Plan and the current draft of the 2018 update. Given the proximity of Oak Hill, the municipal campus and Scarborough Downs, Scarborough has the rare opportunity of blending the history their village origins with the potential development of a new main street at Scarborough Downs.

## 2.0 | CURRENT CONDITIONS

At 54 square miles (34,560 square acres), Scarborough is a geographically large community, with multiple activity centers throughout the town.

Oak Hill serves as the largest of those existing activity centers with village like qualities. Oak Hill is generally developed although there are pockets of vacant parcels as well as tremendous opportunity for redevelopment. Most of the development is in smaller retail, office and service buildings. However, Hannaford has a flagship store in area, which recently underwent interior renovations.

Recent development in Oakhill includes a state-of-the-art, open concept office building which houses the Town & Country Federal Credit Union's administrative offices. This office is currently at 20,000 square feet but is expected to grow by an additional 20,000 square feet. The area is also home to a new Martin's Point Health Care facility, which opened in January of 2017.

The municipal campus, including the Public Library, the Town Hall, and several school facilities, is in the center of the study area flanked to the north by Oak Hill and to the south by Scarborough Downs. The Town's current public safety building, located in Oak Hill, on the opposite side of the street from Town Hall, is currently up for sale. A new facility is under construction on the municipal campus, adjacent to Town Hall. The existing public safety building represents a significant redevelopment opportunity and the chance to turn public sector land into private, taxable property.

By far, the greatest opportunity for new development in the heart of Scarborough is on the Scarborough Down's property. This property includes approximately 500 acres, with approximately 375 buildable acres. The property had been held in single ownership for the last 40 years and has been home to the Scarborough Downs Harness Race Track. The track opened in 1950 and is still in operation. The track uses less than 100 of the 500 acres.

In January of 2018, the property was purchased by Crossroads LLC, a new partnership of Scarborough-based investors. Prior to the purchase by Crossroads, LLC., the property had been under contract 17 times. The sale fell with previous potential buyers due to a variety of reasons. In several cases, the potential owner was depending on the ability to build a casino on the property, which required state legislation. Despite several attempts, such legislation never occurred. In other cases, the project fell through during the due diligence phase of each sale.

When Crossroads, LLC purchased the property, they understood the local landscape and the community. They did what none of the other potential buyers did, they completed the sale.

With a locally-based team of developers for Scarborough Downs, an existing center ripe for redevelopment, a municipal campus and a major public property ready to be sold to the private sector, the opportunity to look at this area as a cohesive downtown for Scarborough is now.

This section of the plan outlines the current conditions in the study area, including the boundaries of the study area, the demographics of the town, the history of zoning in the area and the infrastructure. It also addresses current plans that have been completed and plans underway

### 2.1 | Boundaries of the Study Area

This strategy covers the commercial areas of Oak Hill included in the Town and Village Center zones, the Scarborough Downs area, the municipal campus and a portion of Route 1. The area includes approximately 955 acres or 2.8% of the Town's total acreage.

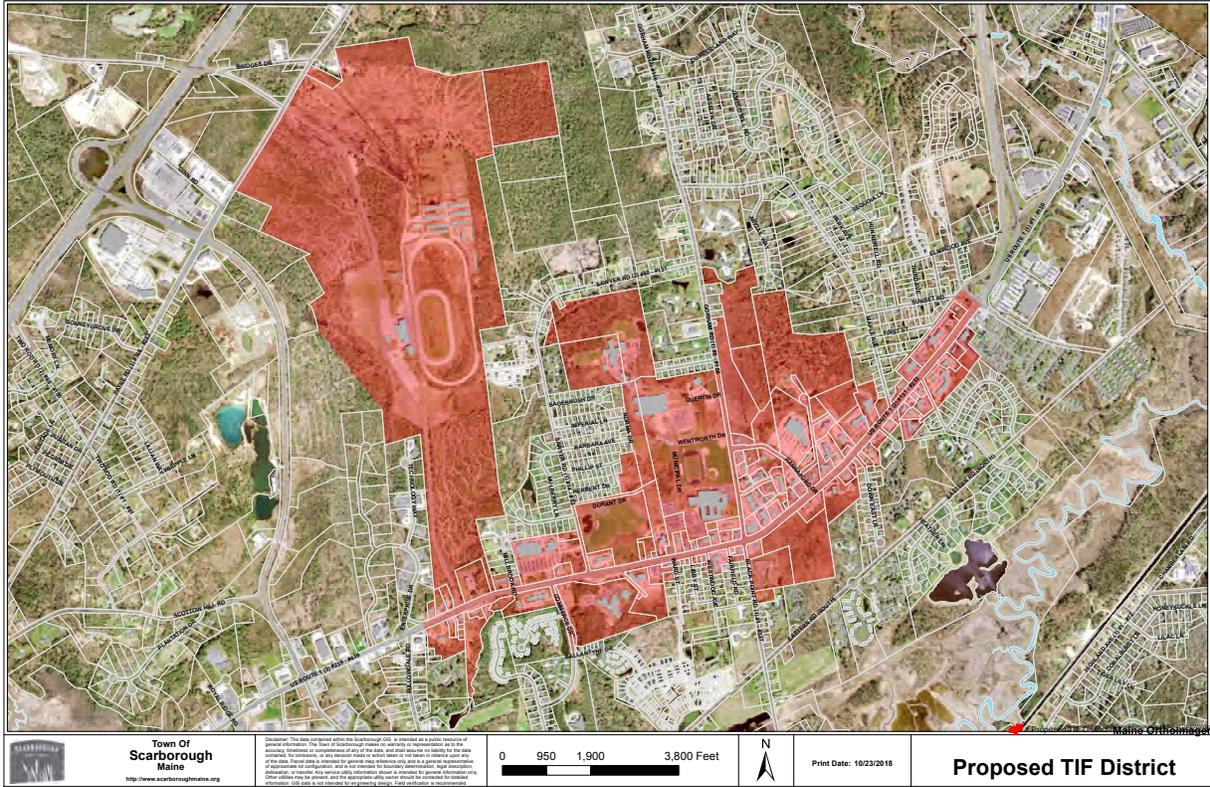
The map of Scarborough's downtown concept shows the municipal campus in the center with Oak Hill to the North of the campus and The Downs to the south. The Oak Hill areas were selected because of their current zoning designations of Town & Village Center (TVC and TVC2). The area also picks up a small segment of Route 1 which will run in front of the new public safety building and includes small retailers, services and churches. For the purpose of this plan, we have included the full property whenever a property was split by the zoning designations except for map and lot R052004 where 55 acres are already included in the Haigis Parkway District.

The proposed Downtown Area Includes:

- 424 acres of The Downs property (a single parcel)
- 143 acres of the Municipal campus including Town Hall, Schools, the Public Library and a park
- 338 acres in Oak Hill including small shops, restaurants, coffee shops, churches, banks, offices and the Post Office
- 50 acres along Route 1 in a business district that includes churches, medium sized offices and services
- The Oak Hill boundaries were determined by the existing Town and Village Center Zoning Districts
- The Oak Hill area has potential for infill development on vacant parcels and redevelopment on existing lots.
- The Downs and Oak Hill are within walkable distances to the municipal campus.
- The strategy area represents just over 955 acres in the Downtown area represents

This area was discussed and reviewed by the Town's Long Range Planning Committee.

Map 1: The Downtown Area displays the boundary of the study area.



2.2 | Demographics of the Town and Area

**Population:** Scarborough’s population topped 20,000 for the first time in 2016, making the community the ninth largest in the State. Since 2010, the town has added over 1,000 new residents, more than any other community in the State during this time period.

This attractiveness to new residents is nothing new. Scarborough’s population more than doubled during the post World War II time period, increasing from 2,842 residents in 1940 to 6,418 residents in 1960. Between 1960 and 1980, population increased 77% with 11,347 residents. By 2000, population hit 16,970. In 2016, the latest year for which the US Census Bureau has community level estimates, the population reached 20,023.

Scarborough’s population increase should be no surprise based on the town’s favorable logistics and amenities. Scarborough’s natural landscape shaped by the Scarborough Marsh and the rivers contributing to the marsh create stunning vistas. Coastal access is plentiful with four beaches open to the public.

Transportation logistics play another large factor in Scarborough’s attractiveness to residents. With the addition of the I-295-Connector, Scarborough is 10 minutes to downtown Portland, making for a short commute to the State’s biggest job market. Scarborough enjoys direct access to the Maine Turnpike, providing easy commuting south to York County and north to the Lewiston -Auburn market. Other features attracting residents to Scarborough include a quality school system

and a growing employer base, providing residents with more opportunities to work and live in the same community.

Within Scarborough, the Census Bureau defines a subset of the town under the "Census Designated Place (CDP)" program. The Scarborough CDP approximates the Oak Hill area but includes surrounding neighborhoods adjacent to the planning area. According to the 2016 estimates, approximately 1,988 households (5,268 people) are located in the neighborhoods surrounding the Oak Hill business area. The Oak Hill area represents 27% of Scarborough's population. Nearly 50% of the 2,583 workers commute into Portland for work.

The demographic data suggests that a vibrant downtown can pull in people from all over Scarborough, but it can also depend on the close proximity, potentially walkable, of over 5,000 people. For the Scarborough Downs property, current proposals could house approximately 3,600 residents.

**Economy:** Scarborough's economic base is strong and diversified. Business is drawn to Scarborough for many of the same reasons that people are drawn to the community - great logistics and abundant amenities.

Scarborough's major employers include the Hannaford Corporate headquarters, Abbott Laboratories, Maine Health, Cabelas, Piper Shores, and the US Postal Service Distribution Center. Each of the employers comes from a different industrial sector, providing a level of diversification for the community.

Since 2010, major new employers include Sun Life Financial, an international disability insurance company, Martin's Point Health Care, Town & Country Federal Credit Union's Administrative Headquarters, and over 100,000 square feet of new retail space at Scarborough Gallery. Along with new large employers, small to mid sized companies like Fluid Imaging are also choosing Scarborough as their new home.

One of the standard measurements of economic success is job growth. Scarborough added 1,169 new wage and salary jobs between 2010 and 2016, which is slightly more than our population increase (1,113 people) for the same period.

Wage and salary jobs refer to the Maine Department of Labor's Covered Employment Series. This series includes companies which are required to pay unemployment insurance. This data series does not include the self-employed or contract workers, which require additional data sources to estimate.

While population increased 5.9% from 2010 to 2016, wage and salary jobs increased by 8.2%. The data also tracks establishments and wages. Establishments refer to business locations. A single company, like Hannaford, may have many establishments throughout the state. This series indicates that we've had a net increase of 140 new businesses in Scarborough in the first six years of the current decade, resulting in a healthy increase of 14.1%.

Total wages have also increased. According to the Main department of labor, the annual total of all wages paid to workers increased 17.5% from 2010 to 2016.

<b>6 year Increase (2010-2016)</b>		
Jobs	1,169	8.2%
Establishments	140	14.1%
Ave Weekly Wages	\$70	8.6%
Total Annual wages	\$106,553,557	17.5%
<b>1 Year Increase (2015-2016)</b>		
Jobs	664	4.5%
Establishments	31	2.8%
Ave Weekly Wages	\$68	8.3%
Total Annual wages	\$82,996,938	13.1%

Within Oak Hill, two of the larger new employers over this period, Martin's Point Health Care and Town & Country Federal Credit Union have built new buildings and brought new employment to the area. Town & Country anticipates building an additional 20,000 Square Feet within the next five years. Between these two companies, employment could reach 150 at full potential.

In keeping with village style development, restaurants are thriving in Oak Hill. O'Riley's Cure, El Rayo, Bite Into Maine, 21 Taps Wood Fired Grill and The Egg and I have located in Oak hill within the last ten years.

The Oak Hill Hardware store, a key player in the retail at Oak Hill, recently expanded their foot print.

Lastly, the Town's existing public safety building, located in Oak Hill is up for sale. In 2020, the public safety functions will move to a new structure next to Town Hall. The public safety building is on the market and is located in the Town & Village Center District, which allows mixed use, retail, office, restaurants and some housing. This building has a prominent location and a sizeable lot fronting Route 1.

### 2.3 | Current Zoning

Of the many villages, Oak Hill is the largest and most central. Like Scarborough Downs, Oak Hill flanks the municipal campus, but to the north. The municipal campus includes the Town Hall, the High School, the middle schools and the public library. A municipal park is located behind the Town Hall and to the south.

While Oak Hill has often been referred to as the "downtown", Route 1 bisects the area, introducing significant traffic congestion. There are small shops and offices, but few communal spaces for people to gather and cross paths. The area had long developed in a suburban style, auto-centric development pattern customary of many communities that

surrounded city hubs, such as Portland. However, as Scarborough has grown, residents sought a new pathway forward that could build of the town's historic character to create our own distinctive place.

In an effort to encourage the Oak Hill area to evolve in a more traditional village formation, the 2006 Comprehensive Plan established a renewed vision for the area that has been incorporated in the Oak Hill zoning regulations and design standards. The 2018 Update to the Comprehensive Plan continues to envision Oak Hill as a central part of a downtown, but acknowledges the challenges of retrofitting such gathering spaces into the area.

### Zoning Character

The intent of the zoning provisions for the properties within Oak Hill is to provide for and encourage the evolution and maintenance of a town center within Scarborough that exhibits a village style development and offers a range of commercial activities, personal and health-related services, employment opportunities, a variety of housing choices, and civic amenities in an environment conducive to both pedestrians and motorists.

The zoning districts provide qualitative standards that are intended to promote flexible and innovative design solutions that further the purpose of the zoning districts. Buildings, parking, pedestrian amenities, landscaping and streets to be arranged in a village-style development pattern that exhibits a human scale and a mix of land uses to reinforce the district as a town or village center. The zoning standards promote the area as places for local shopping, business, dining, entertainment and civic activities primarily for residents of Scarborough and the immediate region.

To achieve these goals the Oak Hill zoning designations are as follows:

- Town and Village Centers (TVC)

Within the TVC the scale and intensity of uses are consistent with the characteristics of a town center. The TVC district is intended to serve as places for local shopping, business, dining, entertainment and civic activities primarily for residents of Scarborough and the immediate region. A diversity of residential uses are also intended to be integral elements of this district enabling walk-ability, convenience, and human activity and vibrancy.

- Town and Village Centers Transition District (TVC-2)

The goal of the TVC-2 district is to supplement the TVC District in encouraging the creation and persistence of Scarborough's town and village centers, with development at a scale and uses at an intensity, which are compatible with surrounding areas. This medium intensity mixed use district allows a range of land uses that are intended to compliment the core development pattern and uses in our town and village centers as well as serve as a transition to surrounding residential areas.

- Crossroads Planned Development District (CPD)

The purpose of the CPD district is to allow a mix of uses, guided by design standards and a conceptual master plan, which results in a vibrant center for development located in the heart of Scarborough. This largely undeveloped area, within the center of the town, offers a unique opportunity for town representatives to work cooperatively with the area's single land-owner, allowing mixed use development to evolve, while ensuring open space, preservation of natural resources, an efficient land use pattern for pedestrian, bicycle and transit use, a coordinated street plan and a cost effective extension of

needed utilities. The mix of uses and efficient land development patterns are also intended to promote a number of community places, where people can gather, meet and cross paths.

- Residence and Professional Office District (RPO)

The intent of the RPO district is to provide a transitional or buffer area between residential areas and more intensive commercial districts. It is a district generally limited to small and moderate scale business and professional office uses located in buildings compatible with adjacent residential areas.

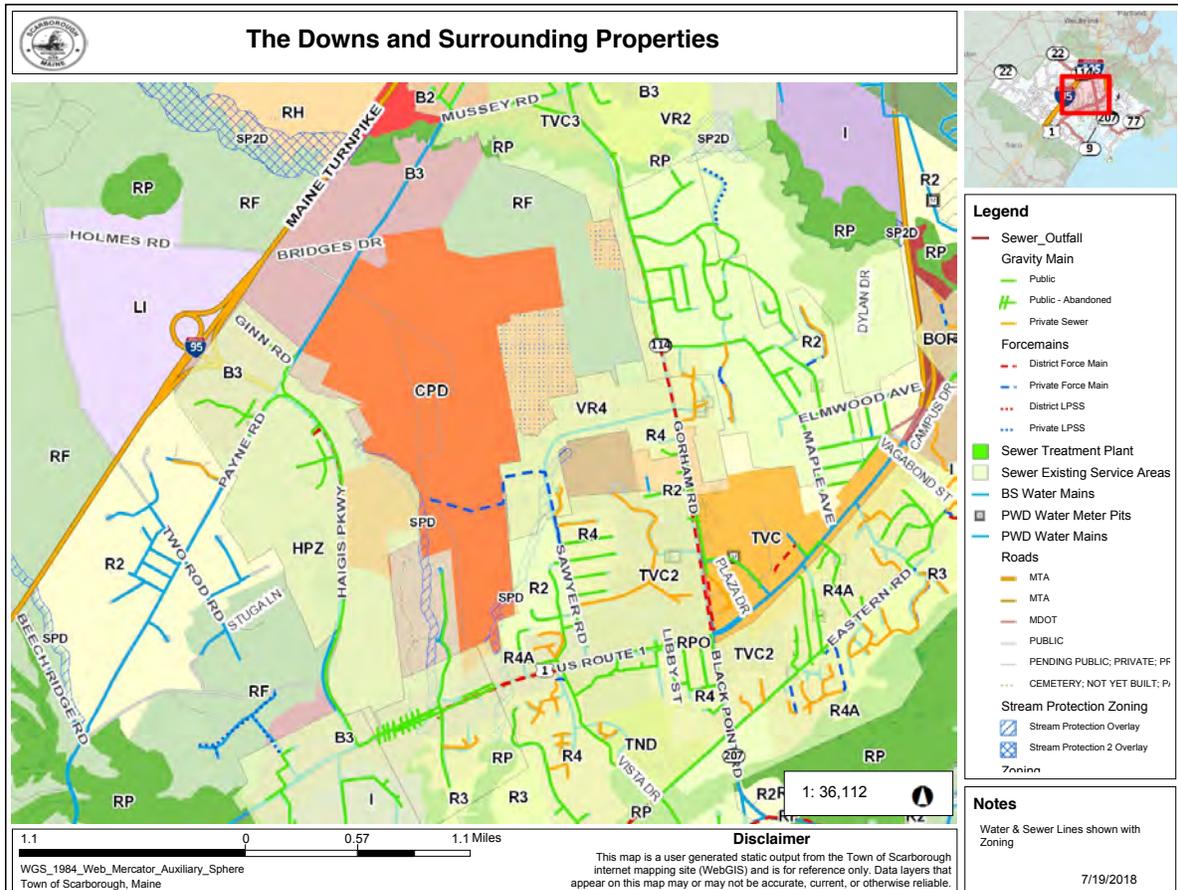
- General Business District (B3)

The purpose of this district is to provide for and encourage general retail, office, service, lodging, and civic uses along a portion of Route 1 in Oak Hill. This district is intended to accommodate a wide range of non-residential activities that primarily serve the residents of Scarborough and the immediate region. As development and/or redevelopment occur within the district, the visual environment is enhanced, traffic flow and safety are improved, and provisions for pedestrians are made. Master planning for larger parcels, uses, and buildings, as well as mixed-use developments enable flexibility, creativity, conservation and residential uses in this district fostering areas of increased activity, vibrancy and sustainability.

Recent development within the Oak Hill area has begun to incorporate the zoning elements described above and the transition from strip mall, auto dependent development pattern to a diverse and vibrant center has begun to take shape. This is evidenced by both public and private investments in the area. The town's reconstruction Gorham Rd. is an example of public investment. The redesign of the roadway is a complete streets project incorporating traffic calming measures, streetscape amenities, and dedicated, off-road bike/pedestrian pathways. In addition, private developers are also beginning to take advantage of the development allowance. Prime example of this is the approved mixed-use, residential /office building within the Oak Hill Plaza which makes more efficient use of land area to reduce development cost through shared parking and reduced infrastructure while creating an attractive, functional and vibrant activity center.

## 2.4 | Current Infrastructure

All of Oak Hill is served by water and sewer. Within Oak Hill, there are still opportunities for infill and redevelopment. The Downs project will need to extend water and sewer throughout the property including the Main Street area. The Downs property will be planned from the start as a core part of the Town's evolving downtown.



Transportation and traffic management concerns are high on the list of priorities for many Scarborough residents and business owners.

As previously mentioned, Route One bisects the Oak Hill area challenging both cars, bikes and pedestrians. With two lanes in each direction, Route one is a major commuter pathway between Portland and communities to the south of Scarborough.

The 2005 Town-wide Transportation Study conducted capacity analysis for Oak Hill intersections of Route 1, Route 114 and Black Point Road. The study acknowledged that the intersection has some of the highest hourly total entering volumes in Scarborough.

The plan recognized the inability to widen the road for additional capacity since it would not be in character with the Town and land use impacts would be significant given the location of businesses along Route 1 in Oak Hill.

The study does recommend alternatives to widening including identification of new connector roads and increasing access for alternative means of transportation. The study identifies the completion of the Eastern Trail, the provision of bicycle and pedestrian facilities and adding better crosswalk markings, signage, signal crossing hardware, and lighting. Many of these items were studied in more detail in the Oak Hill Pedestrian Study.

Technology infrastructure including innovations in sustainability, energy, and broadband are also critical to the future of Scarborough. The Town’s Energy Committee recently completed the Comprehensive Energy and Sustainability Plan, which suggest that the town look for ways to provide incentives for businesses to use alternative energy.

Lastly, every town is seeking to understand the demands on their current broadband service. All of Scarborough is technically served by what the state defines as broadband service. But as demand for speed and capacity continues to grow for businesses and residential, the draft Comprehensive Plan update identifies the need to consider “extreme speed ” broadband service. Opportunities for exploring these options exist since the Three-Ring Binder project installed fiber along a large section of Route One in Scarborough. The potential for upgrading broadband services is certainly possible for Scarborough and would be an important economic asset for the Downtown area described in this study.

### 2.5 | Vacant Land and Redevelopment Potential

Within Oak Hill, the area has a few pockets of vacant land as well as the potential for redevelopment.

Just over 50 acres are currently vacant. A major portion of this acreage is located off of Route 1 near Little Dolphin Drive. This area combined with some underutilized parcels along Route 1 have great potential for new office development. Another 15 acres of smaller pockets of vacant land also exist.

Within the Scarborough Down's property, approximately 300 acres are buildable.

### 2.5 | Current Plans

This plan draws upon several previously completed studies as well as the current draft of the 2018 Comprehensive Plan update. The plans and studies used for this plan include the Oak Hill Pedestrian Plan, The 2005 Transportation Study, the 2006 Comprehensive Plan, The Vision, and the Comprehensive Energy and Sustainability Plan.

The plan also draws upon an approved infrastructure plan submitted to the Planning Board for the Scarborough Down’s Property and includes a comprehensive master plan of the new development at Scarborough Downs.

## 3.0 | MARKET CONDITIONS

To understand the development potential for Scarborough and the Downtown area, we’ve identified market conditions for new development.

### 3.1 | Residential

As a desirable suburban residential community with a strong school district, Scarborough has historically been a top choice for raising families. This is evidenced by the high proportion of single-family homes (76%) relative to the greater

housing market area<sup>1</sup> (53%) as well as the dominance of owner- versus renter-occupied units (78% in Scarborough compared to 57% in the housing market area). However, efforts to broaden the appeal of the community to other demographic groups, particularly young adults and seniors, has resulted in an abrupt increase in multifamily housing building permits issued over the last year. New permits for single-family construction have remained steady since 2013, averaging 81 permits per year. Multi-family permits, in contrast, have soared recently. The 132 permits issued in 2017 well exceed permits for all years between 2013 and 2016 combined; only 34 multi-family permits were issued over this period. A large number of multifamily rental housing developments are approved or planned for Scarborough in the coming years, which collectively would account for upwards of 800 new units. The largest development is the 288-units at Gateway Commons off of Haigis Parkway, which is under construction and should be ready for occupancy in Fall 2018. Single-family home sales in the Cumberland County declined by 3.8% between 2016 and 2017 and stayed flat in York County. Lack of inventory has been the driving force behind this decline in home sales. As a result, median home prices were driven up in virtually every town and the days on market were at their lowest level ever recorded.

### 3.2 | Target Populations

Households in all income categories below \$50,000 are expected to decrease while \$50,000+ households will increase. Focusing on the \$50,000+ income categories, the town is expected to see a net gain of 851 households as resident incomes rise.

There is a difference in household growth with respect to age cohort, with growth at the older and younger ends of the spectrum and decline in the middle. Senior households (those age 55+) are projected to drive the increase with nearly 800 new households, with young adults (age 25-34) also contributing to the increase with 266 new households. Households in the 35-44 range are projected to show almost no growth, while the town is expected to see a net loss of over 200 households in the 45-54 range.

Therefore, the largest target populations for new housing units in the near term are younger adults (25-40) and seniors (65+). Older Millennials are now entering the housing market, seeking to purchase their first property. This new generation of homebuyers is faced with a variety of factors affecting their housing preferences. As a result of trends including tighter lending policies, fast-rising home prices and rents, high student loan debt, and putting off marriage and children, a single-family home is unattainable or simply undesirable for many individuals, even if they have decent full-time jobs. Therefore, many Millennials are looking towards more affordable and realistic, if not smaller, options, including apartments or condominiums. They are willing to accept smaller living space as a tradeoff for greater access to amenities and services located in a convenient geography, which fits well with the Downtown walkable/mixed-use concept.

Baby Boomers have been a large force in the economy for over fifty years. This generation is now having a substantial impact on the real estate market across the country because they are staying in the workforce longer than the typical retirement age and increasingly are able to live independently for a longer period of time. At a rate almost as rapid as Millennials, Baby Boomers are seeking alternatives to the single-family home to continue living independently. An apartment or condominium allows the independence Baby Boomers desire without the added maintenance efforts that a

---

<sup>1</sup> The Housing Market Area consists of Scarborough and the surrounding municipalities of Buxton, Cape Elizabeth, Gorham, Old Orchard Beach, Portland, Saco, South Portland, and Westbrook.

single-family house requires. Rental apartments or condo units may also offer a single-story living space, which is ideal for aging individuals who may have trouble going up the stairs.

In sum, the critical differentiating factor of the Downtown relative to much of Scarborough's existing housing stock will be its walkable, mixed-use environment with connectivity to services, shopping, dining, and entertainment. Residential development should be built in a way that maximizes the mixed-use potential, incorporating design that enhances the pedestrian experience and de-prioritizes the automobile.

### 3.3 | Senior Living

The aging of the population in Cumberland County and Maine overall is a very real trend that will continue to impact the demand for housing locally and statewide. According to population projections from the State of Maine Office of Policy and Management, Cumberland County's population above the age of 55 will grow from roughly 89,000 in 2014 to nearly 114,000 in 2034, an increase of nearly 25,000 individuals, or 28%. Assuming Scarborough will absorb a similar share of the increase in seniors by 2034, Scarborough could add 1,600 seniors, all of whom will require housing across the senior living spectrum that accommodates their needs. Estimating 1.5 seniors per household, there could be demand for over 1,000 new senior housing units in the town by 2034 as these seniors downsize from their current homes.

Demand for senior housing will exist across the continuum of care, from independent living to assisted living to nursing care, memory care, and hospice. Whereas many senior living communities in the region tend to be self-contained, Downtown development, including the Downs site and Oak Hill offer a unique opportunity to incorporate senior-oriented housing into a fully mixed-use area. This will appeal to a subset of seniors who want housing that not only accommodates their care needs, mobility challenges, and desire for amenities, but is also integrated into a true multi-generational community where daily interaction is not limited to only other seniors. In the mixed-use village center setting, seniors who are unable to drive can live car-free and still be able to get around independently and buy groceries, run errands, etc., either by walking, using motorized equipment such as scooters, or taking transit. Seniors tend to make most of their purchases locally, helping to support retail and service businesses within the Downtown. Connections to onsite and offsite community amenities, such as a senior center, recreation center, or library, will also appeal to seniors.

For independent seniors, housing offerings may include accessible rental apartments, or for-sale single-story cottages or duplexes, under a condominium or co-op model. Such units may be clustered in a central area and specifically reserved for seniors or may be more integrated with other housing types throughout the development. Accessible and well-lit paths with benches would help to make the development senior-friendly, while still appealing to the broader market.

For seniors relying on assisted living and nursing care services, proximity to other onsite uses and amenities may be less essential; these units could potentially be sited in a less central location.

### 3.4 | Retail

Transformation of the Scarborough Downs site into a mixed-use village center and continuation of mixed use development in the Downtown has the potential to create a distinctive shopping district that would be unique to the region's suburban communities. Currently, the Scarborough regional retail trade area is primarily served by national chain stores and restaurants located in the Scarborough Gallery and Maine Mall areas. Convenience-type retail catering to

Scarborough residents is clustered along automobile-oriented Route 1. Scarborough does not have a traditional downtown, and a walkable, town center-style development with retail shops and eateries has the potential to fill this void.

In order to be successful in the market, retail square footage at Scarborough Downs and Oak Hill would need to be substantial enough to rise to the level of a regional shopping, dining, and/or entertainment destination... A critical mass of retail businesses, likely in combination with another large anchor use(s), would ensure a steady flow of customers.

According to current retail supply and demand data, the Scarborough regional and local trade areas are experiencing minimal sales leakage. This indicates that residents' retail needs are largely served by existing businesses in the area, and that there is minimal need for additional retail. Much of the recent retail construction has been build-to-suit and has included some reshuffling of tenants rather than attracting new retailers, with some notable exceptions, including Duluth Trading in South Portland. A new 500,000 SF retail development known as Dirigo Plaza, anchored by Market Basket, will be under construction in Westbrook.

As ecommerce continues to gain retail market share, concern about "over-retailing" and the "retail apocalypse" has pervaded communities around the country. To be successful, retailers are repositioning themselves to navigate the changing shopping environment as retail becomes more "experiential" and less transaction-based. With online shopping just a click away, consumers need a compelling reason to visit a physical store. A village center at Scarborough Downs integrated within a Downtown District has the potential to become a unique and enjoyable setting for customers to shop, dine, and spend their leisure time, supporting the resilience of retailers located there in the face of national trends.

### 3.5 | Recreation and Entertainment

An onsite indoor sports facility has the potential to serve as a critical anchor for the Downs development within a Downtown development, drawing in customers who will also patronize retail businesses, fill hotel rooms, and contribute to the overall vibrancy of the Oak Hill and the Downs. Most indoor sports facilities existing in the region serve their immediate communities and do not draw patrons from beyond the region, leaving an opportunity in the market for a high-quality, highly amenitized facility that hosts tournaments and draws athletes and sports enthusiasts from beyond the Portland region. The most successful facilities tend to be large, adaptable, and able to accommodate a wide range of sports as the popularity of different activities fluctuates. Popular indoor sports housed in such facilities include soccer, ice hockey, tennis, lacrosse, baseball, basketball, flag football, swimming, and athletic training.

Siting indoor sports facilities together with other complementary uses, such as entertainment options and hotels, tends to increase their appeal. Family members and friends accompanying athletes to sports events as well as other spectators value access to restaurants and other entertainment venues. A diversity of entertainment and recreation options at Scarborough Downs and the Downtown would help to position the site as a leisure destination within the region. Facilities such as state-of-the-art batting cages, paintball centers, miniature golf courses, driving ranges, bowling centers, arcades, and other unique offerings that are well integrated with eating and drinking options would complement an indoor sports complex. An assortment of these sorts of recreational activities will also appeal to summertime visitors and allow Scarborough to capture tourism dollars that are currently spent at beach destinations and in downtown Portland.

### 3.6 | Office

While office vacancy in the South Portland/Scarborough submarket is low (3.24% for all space, and 2.56% for Class A), demand for new office space of any scale has remained minimal. New office space construction has been concentrated in downtown Portland, where office users are willing to pay the premium for new-build space. Smaller users in the 5,000 to 10,000 SF range in search of space do exist in the suburban market and are typically able to find suitable space.

An analysis of future office space demand based on employment growth in office-utilizing industries points to relatively little future need for additional office space. In the Portland Labor Market Area as a whole—an area encompassing the towns from Kennebunk northeastward to Freeport and inland to cover most of Cumberland County and northeastern York County—900 new office jobs are projected over the next 5 years, which will require roughly 175,000 SF of new space. Of those jobs, 175 are expected to be located in Scarborough, requiring about 25,000 SF of new space over 5 years.

Without a committed large office tenant for the District, it is recommended that office uses be developed as small, flexible blocks of space that can be aggregated or sub-divided as needed in response to tenant demand. Given projected growth in professional services industries, logical office tenants would be lawyers, accountants, architects, financial consultants, etc. These tenants tend to require relatively small spaces and are common in downtown and village-center-style developments. Moreover, having these types of high-paying jobs on-site would help support retail and restaurant uses.

### 3.7 | Medical Office

Despite uncertainty in the healthcare industry with the continued speculation around the future of the Affordable Care Act (ACA), nationally the aging population and increasing number of people that are insured is driving an increase in demand. In response, the healthcare industry continues to grow and medical office building (MOB) vacancy rates have fallen. These trends are mirrored locally, where medical office space shows stronger potential compared to standard office space.

Medical office buildings are trending towards flexible space (flex space) and multi-specialty offices. This allows for the incorporation of a range of medical technology and equipment used in procedures and appointments. Additionally, the amount of technological equipment being used in procedures and appointments has been increasing, further adding to the demand for efficient space. Flex space allows for adaptability as technology changes or the needs of patients change.

Medical office space in Greater Portland has remained scarce through 2017, with vacancy falling to just 1.57%. There was only one vacancy across 36 Class A buildings in the region, resulting in some medical practices leasing Class B office buildings and retail buildings. An examination of regional employment trends in ambulatory care and outpatient services suggests demand for 377,000 SF of new medical office space in the region over the next 5 years, of which roughly 45,000 SF would be needed in Scarborough.

Over the past 10-20 years Scarborough, and in particular the area to be designated as the Downtown, has benefited from numerous medical office developments including new builds and expansions. Continuing attracting medical office users to the Downtown would be a considerable advantage, as these uses would sustain a significant number of relatively well-paying on-site jobs, as well as serving patients who could double as customers at retail and restaurant businesses.

### 3.8 | Light Industrial

Overall vacancy rates in the Portland regional industrial market remain at all-time lows, leading to numerous build-to-suit properties being constructed. Lack of supply has meant industrial users have had to be flexible in terms of location or be willing to pay a premium for a desired locale. There were numerous lease transactions in 20,000-60,000 SF range in 2017, including several in Scarborough. Small industrial spaces under 10,000 SF (and as low as 1,500-3,000 SF range) have also been in demand and difficult to find.

The industrial vacancy rate in the Portland area is extremely low at just 1.25%, with only 230,000 SF available across 566 buildings totaling 18.6 million+ SF. Scarborough accounts for 2.6 million SF of total industrial space (about 14%). The town's industrial vacancy rate is slightly higher than the market overall at 1.9%, with 48,900 SF of space available.

A range of light industrial space types and sizes would be a strong possibility for the Downs site and Downtown District from a market demand perspective. However, it will be important to ensure that businesses occupying such spaces are compatible with residential and village-center uses. Small users (1,000–5,000 SF), such as boutique food producers, brewers, winemakers, and other “makers” would be an optimal fit and could potentially be integrated into the village center itself. Larger light industrial and flex spaces (10,000-60,000 SF) for manufacturing, assembly, warehousing, etc. would be viable along the edges of the site in areas where truck traffic would not detract from the pedestrian experience.

### 3.8 | Hotel

The Scarborough Downtown area covered in this study is located in the middle of a regional cluster of hotels stretching along I-95/Rt. 1 from Biddeford to Portland. There are 106 +/- hotel properties and 2,464 +/- rooms in this market, with an average room count of 70. Independent hotels make up 59% of properties and 33% of rooms, and are comparatively smaller, with an average of 39 rooms per property. Economy hotels account for about 11% of rooms, midscale/upper midscale account for 28%, and upscale/upper upscale 29%.

Market-wide, both hotel occupancy and revenue per available room (RevPAR) have been rising over the last several years. The latest hotel added to the market was Tru by Hilton near Portland Airport in South Portland, which opened in December 2017 with 98 rooms. Tru is a new mid-scale brand that Hilton debuted in 2016 targeting Millennials. Other notable properties added in recent years include The Press Hotel, Hyatt Place Old Port, and Courtyard Downtown Waterfront, all three of which opened in downtown Portland between 2014 and 2015, collectively adding 372 rooms.

Portland is currently experiencing a hotel construction boom, with seven new hotels and 900+ rooms in various stages of planning. A small 50-room boutique hotel is also planned for Saco Island in Saco. Collectively, these 963 rooms would represent a 13% increase in the market-wide room supply. While hotel demand has been growing regionally, it has been increasing at a declining rate each year since 2014. Demand would have to pick up in order for these new projects to be absorbed into the market without negatively impacting occupancy rates.

A hotel integrated into a village center at Scarborough Downs and the Downtown would be a strong fit from a development mix perspective. A steady population of hotel guests would help to support onsite restaurants, retail, and services, sustaining foot traffic and contributing to a sense of vibrancy in the village center and Downtown. While hotel market fundamentals are strong, the large number of rooms in the development pipeline is concerning. A visitor-oriented anchor use on-site, such as athletic tournament facilities, would be highly desirable for supporting hotel rooms. It is recommended that any hotel construction happen concurrent with the development of such a use. A boutique-style and/or

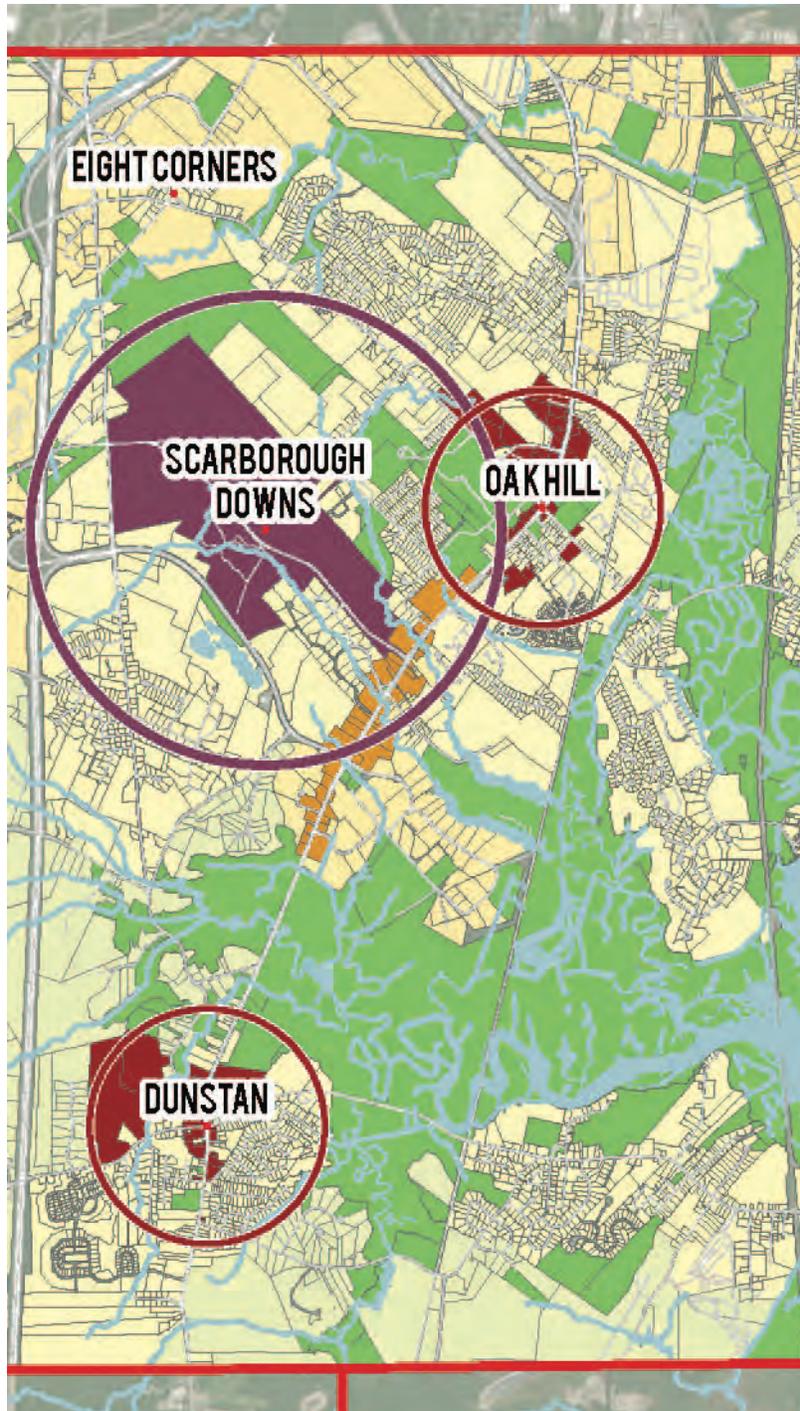
“themed” hotel of 40-70 rooms (potentially consistent with the visitor-oriented anchor use) could potentially be successful in differentiating the property from the existing generic chain hotels that dominate the immediate Scarborough market area. The unique village center/Downtown location of a potential hotel would also likely appeal generally to tourists in the region who do not want to stay along the beach or in downtown Portland.

#### 4.0 | THE OPPORTUNITY

The 2006 Comprehensive Plan identified Oak Hill as the largest of the Scarborough villages. As already detailed, the area’s zoning was updated to reflect a village center approach, and the Town is seeing the impact on building location and architecture. The Downs was also rezoned with the idea of fostering a mixed use village style development.

The 2018 Comprehensive Plan Update draft reaffirms these principals and shows the Scarborough Downs Property as a major activity center on the Future Land Use Map. The Map shows the proximity of the two areas with the municipal campus in the overlapping areas.

With a specific development plan for the Downs, the town can begin to have a vision of the historic Oak Hill area and Emerging Scarborough Downs Property.



## 4.2 | THE DOWNS

The Downs portion of the Downtown area described in this strategy is located adjacent to Payne Road to its north, less than 1,000 feet from Exit 42 for the Maine Turnpike (I-95) and adjacent to Haigis Parkway to the west and U.S. Route 1 to the south, all of which makes this a prime location within the Town of Scarborough for compact, mixed-use development that is characteristic of a downtown, while also exhibiting convenient access to and from the Maine Turnpike at Exit 42 and surrounding communities, the City of Portland, and the larger region.

The Town has received a master plan and mixed-use development vision for the Downs by the new ownership team of this large, centrally located 500+ acre parcel. The new owners have proposed a forward-thinking mixed-use development plan that is envisioned by the Crossroads Planned Development Zoning District. Its goal is to include a more urban center for the Town that affords compact residential, commercial, and civic development in a framework that includes conserved and recreational open space and an active network of pedestrian, bicycle and transit connections.

In addition, the Town's Comprehensive Plan from 2006 called for this mixed-use development and laid the groundwork for the Crossroads Zoning District to complement the Town's existing central business and municipal hub at Oak Hill. Further, the Town is in the process of completing a comprehensive planning update process that identifies the Downs as the focal point of the Town's Regional Activity Center, anticipating the creation of an authentic and complete town center characterized as a mixed-use and walkable area where people would live, shop, work and play.



This contemporary downtown would include a wide range of public focused amenities, including: a new town common; a Main Street for shopping, dining, entertainment, employment, and residences; a re-purposed Grandstand that is a landmark building that will be repurposed with both public and private uses and activities; public recreation and civic space, including a location for a potential new community and recreation center; as well as new buildings, streets and urban fabric that is high quality and high value and will be an attraction for town residents, visitors, and employers and can serve as an economic, civic and cultural hub for the Town and the region. This new center is expected to complement the Town's other centers, such as Oak Hill, but with a core and character that the other locations cannot accommodate or achieve given the current built environment and constraints.

The following types of development are anticipated for the Down's portion of the Downtown: traditional and lifestyle retail, restaurants, indoor and outdoor entertainment, offices, hospitality, a town park and other community/municipal uses, light manufacturing, research and industrial, outdoor recreational areas as well as a variety of different types of residential development organized around a central downtown area.

Surrounding the Main Street activity at the Downs, will be other employment opportunities with flexible production space targeted to research and development, laboratories and light industrial users. The demand for this space is great.

To complete the Downtown concept on the Downs Property, the developers are requesting financial assistance from the town as part of a Tax Increment Financing District (TIF). Such an agreement was contemplated in the 2006 Comprehensive Plan. While a TIF was contemplated, the specific purpose and details are up to the Town Council.

### Renderings of the Main Street Concept for Scarborough Scarborough Down's Proposed Concepts.



THE  
**Downs** TOWN CENTER VIEW 2



### 4.3 | OAK HILL

The Oak Hill portion of the district is located along Route 1 and Gorham Road bounded to the east by Maple Avenue and to the north by Pin Oak and the west by the Downs. The District also includes the municipal campus that includes Town Hall, Scarborough Public Library, High School, Middle School, Intermediate School as well as parks, ballfields and open space.

Oak Hill serves as a significant center for the Town and offers many of the businesses, services, civic uses and surrounding residential development associated with a downtown. As evident for some time and recently articulated in the 2018 comprehensive planning process, Oak Hill has physical challenges that make it difficult to be a traditional downtown center without integration with, and development by, the Downs and surrounding sites. Oak Hill as it is currently configured, is impacted by the highway nature of Route 1 and its use and footprint, as well as the more highway-oriented development that exists.

As identified in the Plan, this particular area (combining Oak Hill and the Downs) has great bones and presents an opportunity to create a “true” town center that would be a more walkable, compact environment with a mix of uses. It can be a place where one could park their car once and walk to several businesses to shop, visit services, work, use the municipal campus, and potentially live in and around the downtown. (2018 Comp. Plan, Plan Framework, pg. 108) In order to realize this, a significant investment in infrastructure and downtown-focused amenities is needed. The Comprehensive Plan excerpts highlighted below indicate that the Oak Hill center in Scarborough is a priority growth area for the community and should be a recipient of future economic assistance.

The 2018 Comprehensive Plan recommends among other improvements new street connections and a central village square. Enhancements such as these can play a key role in enabling a more walkable, activated downtown while diffusing traffic congestion at the Route 1/Gorham/Black Point Road intersection, and providing alternatives to Route 1 as a regional arterial corridor. While the Oak Hill portion of the Downtown is fairly developed, there is still a significant amount of new and infill development that can occur over the next decade that will translate into an increase to the local and state economy. As evident from the District Map, Oak Hill, the Municipal Campus and the Downs are very close and connected in geography. This proximity provides for a tremendous opportunity to create a downtown area in Scarborough that is distinct in offering a wide mix of commercial activities alongside community amenities in a walkable and multi-modal setting. By including these areas within one downtown district a greater captured tax revenue is leveraged that is needed for the necessary improvements and enhancements anticipated by the Town for this activity center in Scarborough.

### 4.4 | PROXIMITY TO THE MUNICIPAL CAMPUS

The Downs Property can be as little as a 10 to 15-minute walk to the Town’s municipal campus with the appropriate sidewalk and pathway infrastructure in place. The Sawyer Road neighborhood and its adjacent street connections could allow pedestrians and cyclists a safe, short and comfortable trip between the Downs and the municipal campus and the Oak Hill core. Via a motor vehicle it is a short trip down Route 1 to the Downs. Further, the Town is in the process of studying the expansion of transit service in and around Oak Hill and the Downs, and a Downtown TIF can be a key component to facilitating connections within and from the Downtown District for all ages and physical abilities.

The development plans for the Downs also includes sidewalk, pathway and street connections to many adjacent properties and neighborhoods, including pedestrian connections to Sawyer Road and trail connections to the Warren Woods land trust property to the north and northeast.

## THE DOWNS

- Geographic Center of Town
- 500+ Acres
- Accessibility & Adjacency
- The 5-10-15 Minute Walk
- Infrastructure Costs & Opportunities
- Public & Private Asset Potential
- Community Building Opportunity



### 4.5 | JOBS AND SENSE OF PLACE

The development plan for the Scarborough Downs includes the creation of a unique, contemporary downtown in the heart of the Downs. According to the developer, the plan was designed in direct response to the Town's 2006 Comprehensive Plan and the Crossroads Zoning District.

This downtown will include a wide range of public focused amenities, including: a new town common; a Main Street for shopping, dining, entertainment, employment and residences; and civic uses and activities.

In addition, other amenities include the existing Grandstand, that is a landmark building, proposed with renovations to include both public and private space; public recreation space, including a location for a potential new community and recreation center; as well as new buildings, streets and urban fabric that is designed and constructed with high quality and high value in mind.

With these amenities in place, this site and district will be a very attractive place for economic development and job creation. Market conditions suggest that modern day businesses and employers are locating in active, mixed use places that have amenities for their employees and customers.

Further, Oak Hill and the Downs are ideally located for logistics with easy access to Route 1, Payne Rd, and the Maine Turnpike, as well as in a central location for use by Town residents. In addition, with a walkable design with complete streets and future transit service, this district will also enable easy access to new businesses for a wide range of employees. As called for in the Town's comprehensive plans, this downtown district is poised to be an economic and civic hub for both the Town and the region.

Based on potential new square footage of non-residential development, employment on Scarborough Downs alone could reach 2,300 to 3,400.

**A Sense of Place for Scarborough:  
Main Street at the Downs with Potential Community Center, Town Square and  
Redeveloped Grandstand.**



**5.0 | STRATEGY**

To foster the development of downtown described in this strategy, the town will need to consider actions in the following categories: Infrastructure Improvements, Streetscape, Technology, Resiliency and Sustainability, Municipal Facilities, Fiscal Sustainability, and Business Development. Specific projects are listed from other studies, but specific feasibility studies may be necessary.

## 5.1 | Infrastructure Improvements

### 5.1.1 | Transportation

There are significant transportation needs and demands in the Oak Hill and Route 1 corridor, as the street system relies heavily on Route 1 as an arterial street, and Gorham and Black Point Roads as major collectors, given the lack of an interconnected street grid and transportation choices beyond motor vehicles. This hierarchical approach to streets has exacerbated traffic congestion on these primary streets and is stressing the system. Further, the existing road infrastructure is significant in lanes and footprint, with limited area for expansion given existing development and natural resource constraints.

Given the demands, stresses and congestion on this existing road infrastructure, the Town has been studying improvements and alternatives for a number of years. These studies have included the Oak Hill Pedestrian Plan; the Town-wide Transportation Plan; and a variety of plans and designs focused on traffic signal improvements, safety improvements, capacity improvements, and initiatives for alternative transportation, including expansion of transit service.

In addition to these past studies and objectives, the Downs master plan includes a new interconnected, network of streets that can play a primary role in transforming the current transportation system in and around Oak Hill and the downtown district.

This new network of streets that is planned for the Downs will provide the necessary support and service for the anticipated growth at the Downs and will connect to the major surrounding streets, such as Route 1, Haigis Parkway, and Payne Rd. These connections will warrant intersection improvements that improve and expand the capacity of these transportation nodes and will enable the streets within the Downs to be used by development within the project but also the larger community and provide much needed alternatives to the existing streets in the area, and better distribute traffic and travel in the community.

Further, these new streets are planned and designed to accommodate **multiple modes** of transportation including bus transit and safe pedestrian and bicycle facilities. With a project the size and type of the Downs, coupled with the current and future activity in Oak Hill, transit can be a primary transportation option and strategy moving forward and can play a key role in relieving existing traffic congestion and demand for future capacity.

Lastly, resident and businesses alike have identified traffic as a major concern. Traffic congestion has been a theme in every public meeting held in the last year for the Comprehensive Plan update and in informational sessions on the Down's masterplan.

Municipal projects for transportation to support the district should include traffic management and traffic calming activities, the potential development of additional connector roads, sidewalks, bike lanes and support of transit.

- Intersection and related street improvements to improve congestion, efficiency and safety along Route 1, Gorham Rd, Black Point, Hannaford Drive, as well as the larger street network to spur and accommodate economic development

- Bicycle, pedestrian and related alternative transportation improvements to make the downtown district safer and more friendly to walking and biking and to encourage economic development
- Transit improvements and expansion to service, including bus shelters, amenities etc. to provides transportation choices and access for economic development
- Transportation connectivity between sites and development areas within the downtown district

Specific Projects from current studies are listed below:

### **Traffic Signal Projects along Route One**

Includes signal equipment  
Smart technology  
Communication  
Controllers

### **Potential Transit Shelters**

Commerce Drive  
West of Gorham Road and Route 1  
North of Route 1 and Portland Farms Road

### **Geometry and Lane Improvements**

Along Route One.

### **Pedestrian Improvements**

Sidewalk network improvements including infill and new sidewalks  
Crosswalks

### **Bicycle Improvements -**

Bike Lanes

### **Access Management Improvements**

Route One Corridor Project Study  
Curb Cut analysis

### **Traffic Calming**

Route 1 from Sawyer Road to  
Gorham Road to from Quentin drive to Hannaford  
Gorham Road from Route 1 to Eastern Road  
Route 1 from Hannaford to Down East Lane  
Eastern Road

### **Route 1 at Scarborough Downs**

Signal Modifications, Including Pedestrian Provisions  
Construct Sidewalk on both sides of Route 1

### **Route 1 at Commerce Drive**

Construct Sidewalks on both sides of Route 1  
Signal Modifications

### **Route 1 at Sawyer Road**

Construct Sidewalk (Commerce Way to Ward Street)  
Extend Left Turn Lane for Route 1 NB  
Remove Slip Lane for Route 1 NB (?)  
Signal Modifications  
Extend Right Turn Lane for Sawyer approach  
Construct Paved Shoulders on Sawyer Road

### **Route 1 at Ward Street**

Extend Left Turn Lane with restriping for Route 1 NB  
Signal Modifications  
Construct Sidewalk on east side of Route 1

### **Route 1 at Black Point Road/Route 114**

Signal Modifications  
Construct Shoulders/Sidewalks to Hannaford Drive on Route 114  
Construct Sidewalks on all approaches  
Reconstruct Route 114 (In process)  
Remove Right Turn Lane onto Route 114  
Reconstruct Black Point Road (Done)

### **Route 114 at Hannaford Drive**

Reconfigure Intersection  
Construct exclusive left and right turn lanes for Route 114 NB approach (Possibly)  
Construct Sidewalks to School (in process now)  
Install New Pedestrian Signal

### **Route 1 at Hannaford Drive**

Construct By-Pass Road  
Install New Signal  
Construct Raised Island for Hannaford approach  
Construct Flush Concrete Island for Route 1 SB approach  
Construct Sidewalk for Route 1, Hannaford

### **Black Point Road at Eastern Road/New Road**

Construct New Road (Property Owner to reconstruct some of road)  
Install New Signal  
Construct Sidewalks to Route 1

### 5.1.2 | Utilities

Utility expansion and upgrades are key components to economic development within the downtown as well as creating a modern economy. As transportation improvements are made and linkages occur between properties and developments, utilities will also need to be extended and upgraded. For example, waterlines will be looped and capacity increased, as will sanitary sewer, electrical and communication systems. Further, expanding fiber optic lines and communication is a fundamental strategy throughout the downtown district to give this activity center a competitive advantage in the marketplace

More specific to the Downs the following utility expansion and investment are necessary to support the targeted growth for projected by the developer for the district:

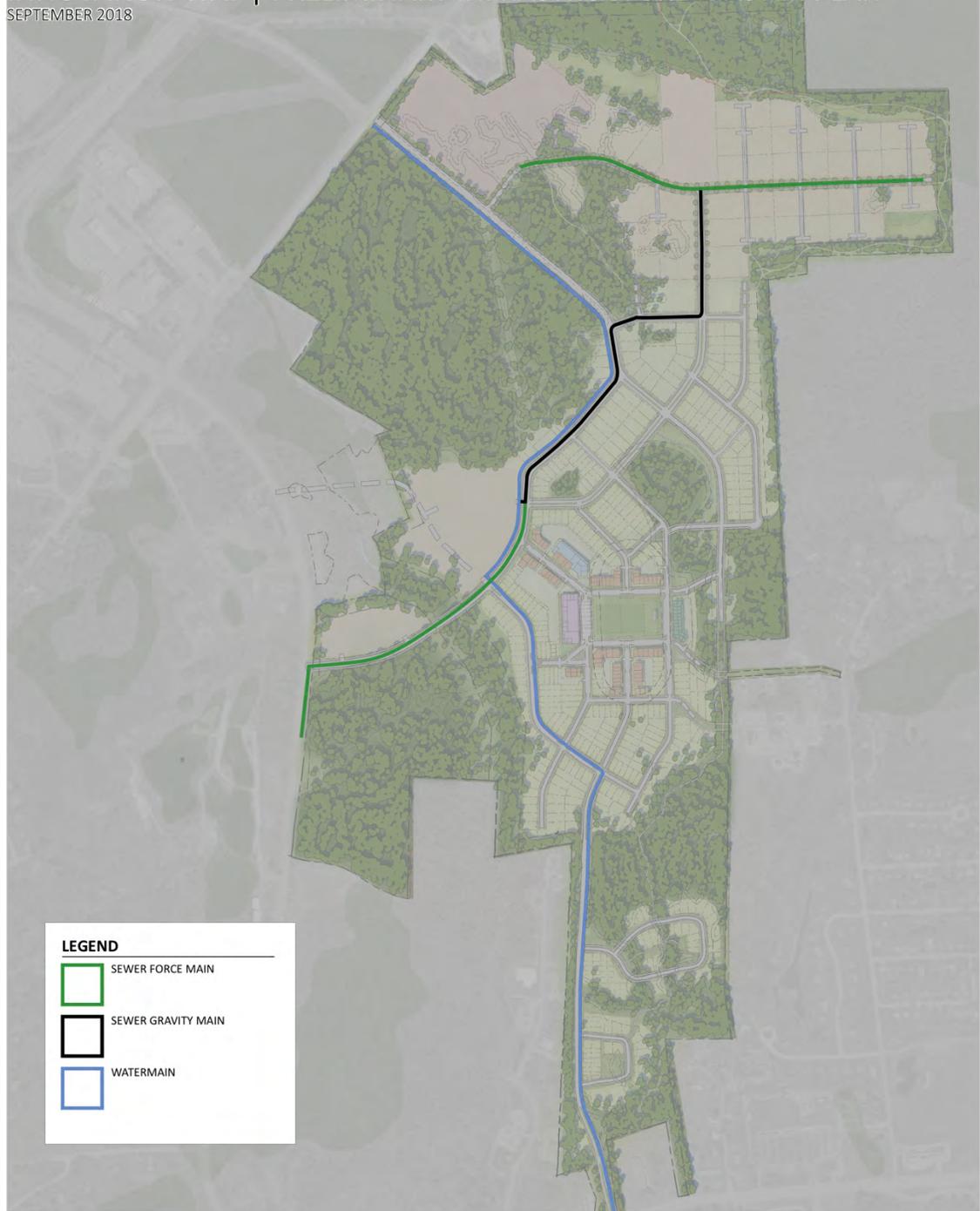
- New sewer mains throughout the 500 acre parcel, including connections from Haigis Parkway to Payne Road and through the northern portion of the Downs and the planned Innovation District (light industrial/manufacturing); connection from Route 1 to the core of the property; connections to the abutting infrastructure, including Sawyer Rd and Enterprise Business Park
- New Sewer Pump Stations in the core of the Downs to serve the demand of the site
- New trunkline water mains from Route 1 to Payne Rd through the Downs property and the Innovation District; connections to Haigis Parkway; and Sawyer Rd and throughout the district
- Natural Gas Extension from Route 1 and Haigis Parkway creating a gas network in the district
- New Electrical and Communication from Route 1 through to Payne Rd and out to Haigis Parkway, upgrading the grid in this area of Scarborough and providing contemporary fiber optic communication throughout the district
- Comprehensive stormwater management system and strategy that manages stormwater in a low-impact development manner, utilizing green infrastructure and distributed stormwater approaches
- Open space, greenway network that buffers wetlands and interconnects valuable open spaces in and around the district to provide for a green-infrastructure system and plan for the downtown and its surroundings.

The improvements listed above are part of the developer's improvement program. To achieve this level of improvements, the developer is seeking some financial partnership with the Town.

#### General Utility & Environmental Infrastructure

- Stormwater Treatment of Town-Owned Right-of-Way and Infrastructure Including bio-retention cells, vegetated underdrains, and other filter systems that will provide water quality treatment.

INNOVATION WAY | PRELIMINARY INFRASTRUCTURE MASTER PLAN  
SEPTEMBER 2018



THE  
**Downs**

 **GORRILL  
PALMER**

**ALA**  
LANDSCAPE ARCHITECTURE + URBAN DESIGN + GRAPHICS  
ACETO LANDSCAPE ARCHITECTS | WWW.ACETOLA.COM

## 5.2 | Streetscape

A crucial element of any downtown are the streetscape elements that bring a sense of identity and sense of place. These elements are particularly true for this study area where we are blending an existing area with a new build area.

How do we provide cohesiveness between the two areas? Streetscape improvements will include:

- Identity signage
- Wayfinding signs,
- Lighting
- Plantings
- Street furniture
- Seasonal and Event flags and other markers can also play a role.

## 5.3 | Technology

Technology plays a critical role in any town's vision of the future. Whether it's contemplating the technology improvements to deliver better municipal services or contemplating the impact of driverless cars, technology matters. For the downtown area, broadband speed and capacity are critical to the Town's ability to attract business.

While broadband is available in the Downtown area, the demand continues to grow for faster and better service. For Scarborough these services are provided by the private sector. Some communities such as South Portland have formed partnerships with providers to deliver extreme internet speeds.

Scarborough will need to evaluate the role of the municipality in nurturing the development of these higher speeds. The Downtown area described in this study should be considered a prime place to start evaluating options. Tasks include

- Inventory current and future needs of existing businesses for Broadband
- Work with local technology providers to understand the potential of the fiber located along Route One

## 5.4 | Resiliency and Sustainability

Scarborough's Energy Committee completed their sustainability plan in 2017. The committee defined sustainability as the balancing of energy and environmental stewardship, social responsibility and economic vitality to meet present needs while ensuring the ability of future residents to meet their needs.

As part of their plan, they would like to

- Develop incentives for Scarborough businesses which deploy sustainable energy measures.
- Work with the Scarborough Economic Development Corporation to attract sustainable businesses to Scarborough.

- Expand regional bus infrastructure to promote transit. Such options have a greater chance of success in a denser area such as the Downtown described in this plan.

## 5.5 | Municipal Facilities

The municipal campus plays a central role in this expanded vision of Scarborough's downtown. It is part of the glue that blends Oak Hill and the Downs development together to create new opportunities for a cohesive center of town.

As previously mentioned, the movement of the Public Safety departments into a new structure next door to the Town Hall, creates a real development opportunity for Oak Hill. The current public safety building is on the market. It is subject to the Town & Village center Zoning District and is located on a key lot within Oak Hill. It is also transitional in many ways since it fronts Route One and is a sizable lot. The lot is on the stretch of Route one that connects Oak Hill to the Downs Property. The Town has not restricted the use of the facility or lot – other than what is allowed in the current zone.

The Scarborough Public Library has recently begun to study expansion scenarios and will be looking for approval of these plans within the next few years.

The town is also facing another question with respect to municipal facilities – the demand for a community center. The Town does not currently have a community center nor a town owned senior center. There may be an opportunity to develop such a center on the developing Downs Property.

To assess the need/feasibility and cost of a community center, the town will:

- Establish a citizen process to identify the components of such facility
- Determine the affordability of a center
- Look for models of affordability including public-private partnerships.

## 5.6 | Fiscal Sustainability

Citizen engagement through the Comprehensive Plan process consistently identifies the need for fiscal responsibility and sustainability. While many tasks and investments are outlined in this strategy to develop the downtown, identifying funding sources that minimize the impact on the tax payers is critical.

Tax Increment Financing Districts (TIF) can be an effective way to both guide development and finance needed improvements with new tax dollars. A municipality may designate an area as a special district and use net new tax revenues to complete studies and projects that benefit economic development within the district. These districts can also shelter the new taxable value which is created in a district from impacting negatively on the State's School Funding Formula, County Tax Formulas and State Revenue Sharing Formulas. Since new taxable value in a community can negatively affect these funding formulas, sheltering the new dollars for a period of years can be beneficial.

Given the potential revenues to be generated by the Scarborough Downs development, a TIF district makes sense as both a financing tool and a planning tool.

The developer of the downs is also seeking a financial investment from the Town in the form of a Credit Enhancement Agreement (CEA). The CEA is tool that a municipality may use within a designated TIF District to refund some of the new property tax revenues that are generated back to the developer.

This CEA arrangement is used to promote economic development and is often used to pay a developer back for extraordinary costs in the development process.

The Town should

- Consider a downtown TIF for the development area outlined in this study
- Consider the use of Credit Enhancement Agreements as part of a TIF District for the Downtown area.

### 5.7 | Business Development

Given opportunities presented by both redevelopment and new development in the district area, staffing for economic development support for business development will be critical.

Staffing may come from the Town staff in the form of the Town Manager and his staff, the Planning Staff, including the town engineer and the sustainability coordinator. Such staffing for economic development activities such as working with new and expanding businesses in the downtown area will also come from the Scarborough Economic Development Corporation which markets the town and provides assistance to local businesses. Business support may include the development of a microsite within SEDCO's website that features the downtown areas attributes.

- Support Business Attraction and Retention in the Downtown Area
- Develop targeted information for business attraction on the SEDCO Website, possibly a microsite featuring the district as described in this plan
- Continue to support business expansion in the area
- Consider the development of a business association within the area to support private sector investments.

## 6.0 | PUBLIC INPUT

### 6.1 | Planapalooza™

In September 2017, the Town hosted a four-day charrette, inviting the community in to talk about and design their vision of Scarborough. The Charrette, known as Planapalooza™, was run by the Town's comprehensive plan consultants, TPUDC.

A team of consultants, including specialists in urban design, transportation, land use, and resiliency moved into a vacant commercial space above a local coffee shop, located across the street from the Town Hall. Town planning and economic development staff also "moved in" for the four days. The "studio" was open from 9am to 9pm and residents and business owners could drop in at any time during those hours to ask questions or review work in progress.

There was a kick-off session where participants worked with maps of the town to identify areas of opportunity as well as areas of concern. Scarborough Downs figured prominently in the participants discussions of opportunity for the town. The proximity to Oak Hill, the Central location, and the proximity to the Turnpike were all opportunities for the town.

All the maps produced for the kick-off session were available for inspection and review. Folks who visited the studio were invited to add their thoughts to the maps. All the maps were on display at the studio, then added to a separate website, specific to the Comprehensive Plan – ScarboroughEngaged.org. Residents and businesses were all invited to comment further on the website.

The input from Planapalooza™ and Scarborough Engaged all formed the basis for the draft 2018 Comprehensive Plan update.

### 6.2 | 2018 Comprehensive Plan Survey

The Comprehensive Plan Survey was conducted in July and August of 2018. A survey was published in the *Scarborough Leader* which is mailed to every household in Scarborough. Residents and businesses representatives could fill out the paper survey and return to the public library or town hall. They also had the option of filling out the survey online through the town's engagement website (ScarboroughEngaged.org) In total, 564 respondents took part in the survey.

The survey asked respondents to consider the nine guiding principles used to develop the draft 2018 Comprehensive Plan. They were asked to choose the three principles that were most important to them as we plan the future. Here are the guiding principles most frequently selected by respondents as one of their three choices:

**Fiscal Sustainability:** Deliver excellent municipal services to our entire community in a fiscally sustainable manner to minimize the impacts and costs for tax payers. (68% of respondents)

**Healthy:** Maintain a healthy community with parks, beaches, natural areas, public spaces and facilities that provide a range of amenities and experience via a safe, inviting and connected system. (42% of respondents)

**Stewardship:** Operate in a manner that conserves and safeguards natural resources, becoming a model of environmental stewardship and managing the Town's resources wisely to support present and future generations. (32% of respondents)

When asked about developing a community center facility which would attract all ages to a central location, 40% of residents agreed. Another 33% were on the fence - they answered maybe. The survey did not ask a follow-up to determine why they answered "maybe". One potential answer is that a community center can have many definitions and many price points. The development of a community center could be well received, but more work will need to be done to ascertain the right balance of services, facilities and price point.

The survey also asked respondents about strategies for maintaining and fostering a sense of community identity within Scarborough. When asked whether the town should provide for vibrant and diverse activity centers that draw the community together, providing areas to meet, work, shop, dine and socialize, 43% of respondents "agreed". Another 33% responded with "maybe".

The survey also captured written comments. These comments provide more insight into some of the respondents views on the development potential at Scarborough Downs, the role of a downtown and the desire for a community center. The following are excerpts from written comments:

*Scarborough needs to develop some features of a true New England town. It currently consists of a cluster of far-flung "neighborhoods" with no cohesion and that are difficult to safely access without a motor vehicle.*

*The recent sale of the Scarborough Downs property is a one-time opportunity to create a town center that could give Scarborough some semblance of a classic New England community. This is not an opportunity for the next ten to twenty years - this is an opportunity to forever improve the quality and appearance of this town.*

*We need to establish a well-planned, aesthetically pleasing town center that would speak to our New England heritage. I would suggest a place that has a town common with plenty of open space for town functions and gatherings. Some town related buildings could be there as well - maybe an expanded library, a new school, and/or a place of worship... I hope that you carefully evaluate the opportunities our community currently has before it. I hope that we can see careful and thoughtful development within the Downs property that will preserve and not strain the resources our community has, will improve the atmosphere and quality of life in Scarborough, and create within it the features of a true New England town.*

*This property should not be used for the development of more shopping malls with their excess of parking lots and potential for traffic. We have several big box stores already and we do not need any more. This should be considered with an eye to the future. With the growth in on-line shopping, the need for shopping malls and plazas is going to decrease, and we will be dismayed in the future by the vacant store fronts. If additional consumer space is necessary, look first to Route 1. [The respondent is also concerned about additional gas stations, stating that they are potentially unsightly or unnecessary at Scarborough Downs.]*

*A community center with a pool and fitness center would be a nice idea, but the \$20 million price tag seems excessive.*

*High density housing in the Oak Hill area would require substantial wetland mitigation and further strain school resources and other infrastructure. Scarborough has grown at a substantially faster pace than the rest of Maine. It is time to focus on infrastructure before allowing additional growth. It makes more sense to continue to build commercial and town center facilities in Oak Hill where much infrastructure exists and focus future residential growth in the Scarborough Downs area where grid travel and higher density development can be easily accomplished without impacting existing neighborhoods.*

*If Scarborough Downs is to be developed, then let that be the place for higher density housing. putting it in Oak Hill will create severe wetland mitigation, disrupt existing neighborhoods, increase already high noise levels and make currently overtaxed school resources even worse.*

*The sale of The Scarborough Downs property provides an opportunity for this town to create a true town center. It is my hope that it does not simply become a land of more housing. There is enough space in there to do some mixed use housing, but also create a walk-able area to shop, dine, and hangout. It could truly be a place where people go for entertainment. I also think it is an ideal location to bring some small industry into the mix.*

*While I love the idea of a nice downtown area and dislike the tacky look of Rt. 1 as it is, traffic is a major issue in the summer and traveling Rt. 1 is essential for beach access. Though a great idea in theory, I think lowering the speed limit or reducing the number of lanes on Rt. 1 would be disastrous and a royal pain in the butt for residents. I think moving our downtown area away from Rt. 1 makes much more sense than trying to reconstruct Rt. 1. Unless you were to tear down all the hodgepodge businesses and buildings that currently line Rt. 1 and start all over, I think it would be putting "lipstick on a pig" to try to make it look pretty. Better to focus on the*

*Scarborough Downs area and maybe make another road running parallel to Rt. 1 to give locals an alternative route to get from one side of town to the other.*

*Create a walkable "Downtown" type area at the Scarborough Downs property with a community center for all ages.*

*As a resident, I love the idea of a community center and a nice shopping/social area. However.... As a town, we seem incapable of managing our resources appropriately and every year there is never enough to cover expenses without a constant tax hike.*

*Concerned that over development especially in Scarborough Downs area will affect school enrollments and place bigger burden on the school budget. We need to increase business growth to help offset the tax rate.*

*I'd love to see a downtown that has a walkable area constructed at Scarborough Downs with small business*

*Scarborough should guide the growth and development of the Scarborough Downs real estate to become a walking town center with the associated parking areas to serve as the focus to tie together the two separated areas of Dunstan and Oak Hill. In my opinion it is the best chance to have a true town center for Scarborough rather than continued development along route 1 that will not lead to a traditional downtown.*

*I love Scarborough but more should be done to promote and plan for a consistent look and feel in the town. For instance, buildings that house cheese iron, Starbucks plaza present a clean look with character. Walgreens is an eye sore. Better aesthetic planning needed. A town center is sorely needed which I understand may come in time with the Scarborough downs area. Please consider appropriate planning with a consistent feel; not hodgepodge.*

*A community center (with a pool, multi-purpose meeting rooms, etc) is sorely needed for all ages in Scarborough. Please prioritize. I feel strongly that the community needs a central place for people of all ages to meet, connect and interact. I would love to see plans for a community center in the works. It would also be amazing to have a large, central independent playground (i.e. not connected to a school) alongside restroom facilities and food services, so that families can congregate centrally. Lastly, I'd love to see improved walkability/sidewalks on main roads, particularly near the schools.*

*As an 18-month resident, it has been difficult to make connections in Scarborough as we do not work in the town, nor do we have kids in the school system. I would love to see a community center with a variety of activities, such as gym, pool, fitness, and meeting rooms. Perhaps bring a YMCA type of business in, or build a town center.*

*A community center like South Portland's Rec Center would be amazing! There has been so much turmoil among Scarborough residents since we moved here in 2014 - over the budget, school board, etc. I think a community center would do wonders towards centralizing our collective desire to all be good citizens and neighbors and foster a much stronger community feel. Just this winter I had to poll friends outside of Scarborough to find out where we could go for a snowy afternoon open gym. What a wonderful thing it would be for our town to be known for things like this, instead of it being one of the things we are most lacking.*

*Having moved to Scarborough a year ago with my family (4 children) we were incredibly surprised that there wasn't a pre existing community center here. This is a large town full of families and older adults! We fully support the development and building of a community center in Scarborough!*

*Stop building new police /fire /community centers/library/administrator buildings and make do with the buildings we have -at least for the next 10 years-until I have moved out of Scarborough.*

*I am leery of any major investments due to their potential impact on our seniors and most vulnerable citizens. I am also leery of too much additional housing putting burdens on the schools and resources that we already struggle to fund. This town's current debt is also of grave concern. If we can figure out how to properly fund this type of project and improvements to our town while maintaining fiscal responsibility, I would love to see it happen, but given our town's history, I am distrustful as are many of the town's citizens. I am cautiously optimistic about the long-term plan for Scarborough, but would like to see us pay our debts and get our spending under control before taking on any major projects.*

*I would love a community center but what is the cost and how much will this raise our taxes??*

*A new community center may be desirable, but how do we pay for it? We can't continue to spend money we don't have on nonessential projects. Perhaps the town should promote well planned, responsible commercial development to increase revenue so that debts can be paid - or at least reduced - before we incur more.*

*This town needs a community center. A resource for all age groups. A place to bring by everyone together. If we can create this space within a "town center" with walkable shops, restaurants, etc it would be an amazing asset. Please give the community what they are looking for.*

*I wish I could strongly agree with the need for a community center, with a pool. I would also strongly agree for the need for sidewalks. I'd add that I wish prioritizing and protecting the schools was an option under some of these - great schools is one of our primary characteristics as a place families want to move.*

*We need a community center and pool just like South Portland and Cape Elizabeth. Those places really pull the community together and encourage healthy habits.*

*Community center with pool. Splash pad. Park with playground equipment. A central downtown area with food and shops. Maintaining affordability to live here once all is said and done.*

*I DO NOT WANT A NEW COMMUNITY CENTER PAID FOR BY TIF. I WANT A STEADY OR LOWER TAX RATE AND ABATEMENT FOR PEOPLE WHO NEED TO MAINTAIN SEAWALLS.*

*Also, circumventing the voters/taxpayers is not a good idea when it comes to building a Community Center.*

*I'd love to see our town continue to support our public library and allow it the resources they need to grow. The library IS a multigenerational community center that the town already has and they need our support.*

*Concerned that over development especially in Scarborough Downs area will affect school enrollments and place bigger burden on the school budget. We need to increase business growth to help offset the tax rate.*

*If I could have checked "Fiscal Sustainability" three times in response to the first item, I would have. A new community center may be desirable, but how do we pay for it? We can't continue to spend money we don't have on nonessential projects.*

*"I understand this is a general survey but once costs are known, taxpayer's opinions of how these things will affect their taxes may change. I would have had more definitive answers had the costs been known, how it would affect taxes and what other sources of funds would be available to accomplish the tasks. Under no circumstance would I agree with any of the changes above if large bond issues are required nor if taxes were affected by more than the cost of inflation on a regular basis.*

*Who decided that walk-ability was so high a priority to the future of this town when our winter season is so long, so harsh, and the general distances are so great?*

*Recognize and plan accordingly that in 20 years fleets of self-driving electric vehicles will dramatically reduce the need for parking, eliminate the need for most public transit, and eliminate the "non-driver" class.*

*Integrate Town owned infrastructure (town hall, schools, public safety buildings) with the development of co-working spaces, entrepreneur support, and ongoing education & job training for the community.*

### 6.3 | Public Information Sessions

As part of this strategy, the Town is contemplating a Tax Increment Financing District encompassing Oak Hill and Scarborough Downs. The Town may also contemplate a credit enhancement agreement with the developer.

The Town of Scarborough has reached out to the community regarding the proposed TIF district and possible credit enhancement agreement (CEA) through public information sessions and a dedicated section of the Town's website.

The public information sessions were held at various locations and at both daytime and evening hours to ensure as much public access as possible. Attendance was strong with over 100 unique individuals attending at least one session. Each session included an overview of the process for formation of a TIF district and CEA. The meetings also explained the development proposed at the Downs. Attendees were encouraged to ask questions throughout the presentation.

Dates and locations of sessions:

Tuesday, September 18, Scarborough Town Hall

Monday, September 24, Scarborough Public Library

Wednesday, September 26, Scarborough Downs Grandstand

Tuesday, October 9, Dunstan Fire Station

Monday, October 15, Scarborough Town Hall

Tuesday, October 30, Scarborough Town Hall

The webpage added to the Town's website includes links to every Town Council and Planning Board meeting and workshop where the Downs project, TIF district, and CEA were discussed. Also included are documents and slide presentations that accompanied these meetings and workshops.

### 6.3 | Future Processes

As previously noted, one element of this strategy requires additional input from the community – the planning and funding of a community center. A community process will need to identify what should be in the center – pool, meeting rooms, skating areas, senior facilities, and indoor sports are a few of the items that may be desired by the community. The ability to fund the center will be another critical factor for citizens to weigh in on.

The Town will engage the residents of Scarborough through listening sessions, scheduled during daytime, evening, and weekend hours, to hear people's thoughts and ideas regarding a community center and potential location in the downtown area. These listening sessions will provide staff with direction to draft possible scenarios to then bring back to

the public through workshop sessions where proposals can be critiqued and amended. Town Council will then decide on the best way to move the conversation from ideas to final proposal, most likely creating an ad hoc committee of residents.

The Town will also need additional input from the community as the downtown area develops. A Downtown committee can help guide future investments in this area and ensure that connections between the Oak Hill area and Scarborough Downs continue.

## Appendix

### Excerpts from Comprehensive Plans

The 2018 Plan designates Oak Hill and Dunstan as Community Activity Centers while the Downs is identified as being part of what should be the Town's Regional Activity Center. The following are some of the key excerpts from the 2006 Plan and the draft 2018 Plan:

*The Scarborough Downs area and the Running Hill area present opportunities to create mixed-use centers for the community. The Town should cooperate with property owners in these areas to establish visionary development plans for each area.*

(See 2006 Comp. Plan, Ch. 6: Future Land Use Plan, Sec. 6-3, pgs. 53-54.)

*The Future Land Use Plan envisions that infrastructure will need to be provided to facilitate development in the Running Hill Road area and in the Crossroads area. In addition, the extension of infrastructure into the Gorham Road area west of the Turnpike may also be necessary. While the private development community will be responsible for all or most of these costs, the Town may need to facilitate the funding of these improvements through the use of TIF's or impact fees.*

(See 2006 Comp. Plan, Ch. 8: Capital Investment Strategy, Secs. 8-2, 8-3 pgs. 123-124.)

*Work with property owners, developers, the Scarborough Sanitary District, and the Portland Water District to provide appropriate infrastructure to serve economic growth within these areas. The Town should continue to use outside funding through grants and the Tax Increment Financing (TIFs) and impact fees to fund the extension or expansion of needed infrastructure including roads, sewers, and water.*

(See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. B. Local Economy, pgs. 21-22.)

*The Town will need to review these recommendations and formulate a transportation plan for addressing this issue. While many of the identified projects are system-wide improvements or are intended to address current deficiencies, there are a number of areas where transportation improvements are likely to be necessary to accommodate anticipated development. These include the Dunstan area, Oak Hill, the Crossroads area (especially if a Haigis Parkway/Gorham Road connector is developed) and the Running Hill Road area. The nature and extent of the improvements will somewhat be a function of the proposed development. Funding for these projects will likely include a mix of sources including developer funding, state and local funds, and a municipal share in some projects. Use of impact fees or TIFs to fund part of the cost of these improvements may be desirable.*

(See 2006 Comp. Plan, Ch. 8: Capital Investment Strategy, Secs. 8-2, 8-3 pgs. 123-124.)

*The Planapalooza™ process also recognized Scarborough Downs as one of the most under-utilized properties in Scarborough. With its proximity to Oak Hill and the Town's main arterials, Scarborough Downs has the potential to be redeveloped at a higher intensity than the Community Activity Centers. It has been categorized as a Regional Activity Center.*

(See 2018 Comp. Plan, Built Environment, pgs. 52-53.)

*The community overwhelmingly supports the idea of preserving Scarborough's natural environment while recognizing the need for targeted development at the Scarborough Downs, Oak Hill and Dunstan.*

(See 2018 Comp. Plan, Plan Framework, pg. 100.)

*Proactive, town-initiated TIF districts have encouraged economic development and Scarborough should continue using this helpful tool to help fund public investments in certain areas of the community. Especially as the Town begins increasing density and intensity of mixed-use development within the activity centers, both regional (Scarborough Downs) and community (Oak Hill & Dunstan), investments will be necessary to invite and incentivize private investment.*

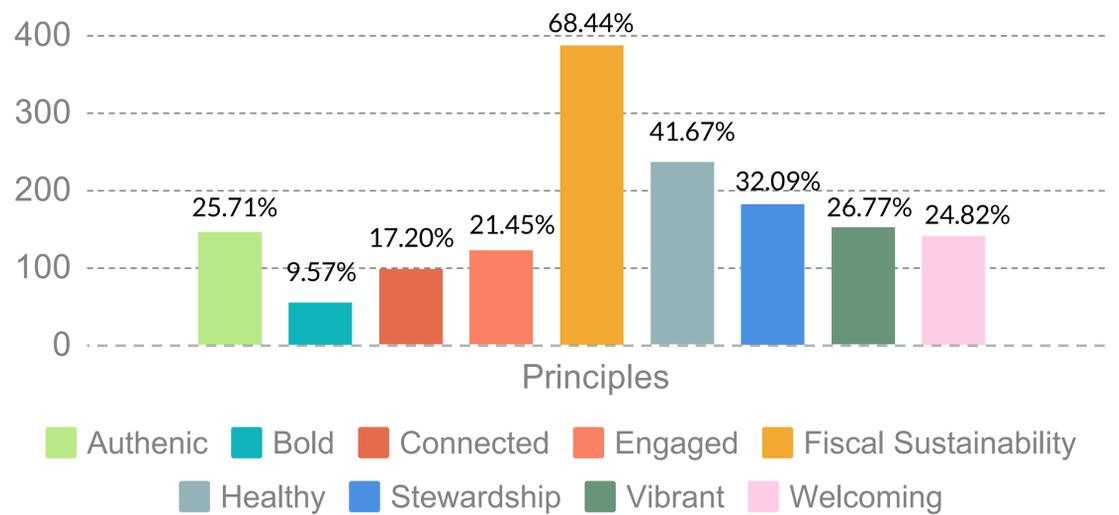
(See 2018 Comp. Plan, Livable & Resilient Scarborough, pg. 142.)

# Comprehensive Plan Survey Results

**ALL RESPONSES: 564**

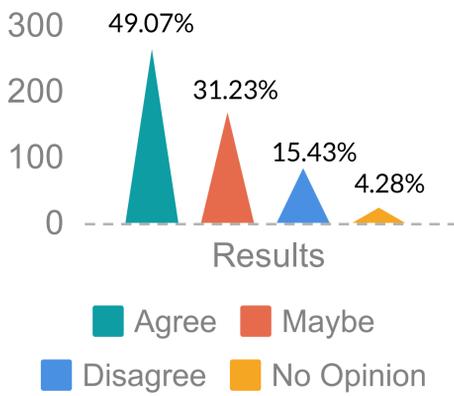


**Q1.** Nine Guiding Principles emerged from discussions at Planapalooza. The Town would like to know which three (3) principles are most important to you over the next 10 to 20 years. Please check the three principles which most resonate with you.

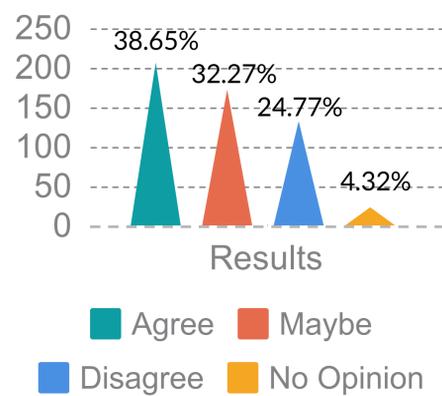


**Q2.** Based on input at Planapalooza, traffic is a major concern for residents. Please choose whether or not you agree with the following ideas regarding traffic along Route 1.

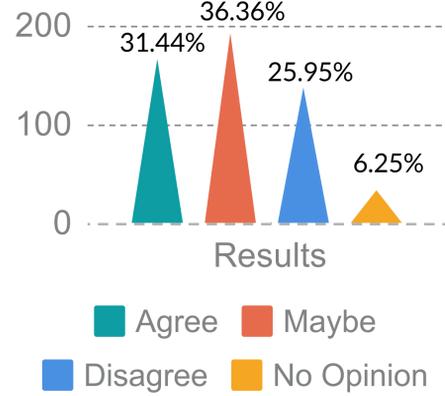
Provide alternative routes for pass-through commuters, avoiding congested areas of Town.



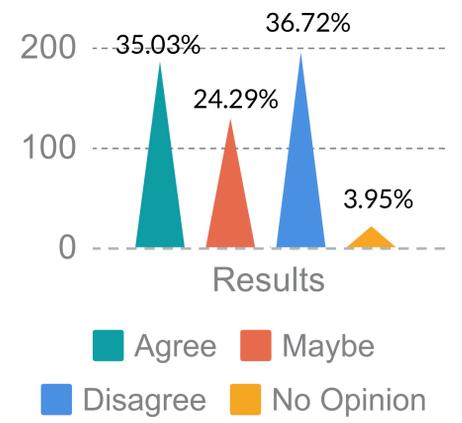
Improve intersections to accommodate the heaviest traffic flows, focusing on the needs of the pass-through commuter.



Improve traffic for moderate flows, somewhat inconveniencing pass-through traffic.

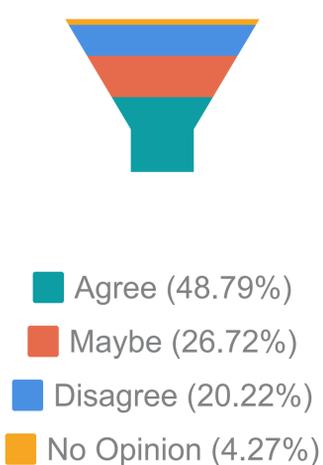


Slow traffic down to promote walkability in the village areas, emphasizing local needs over pass-through commuter needs.

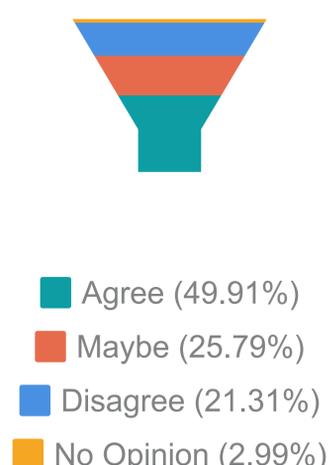


**Q3.** At Planapalooza, participants identified the diversity (location, style and price) in our neighborhoods as a strength. Please indicate your level of agreement with the following strategies:

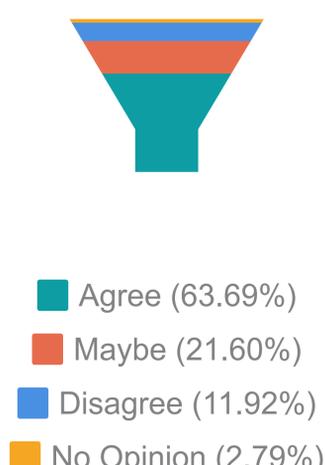
Ensure that a variety of housing types can be built within the community.



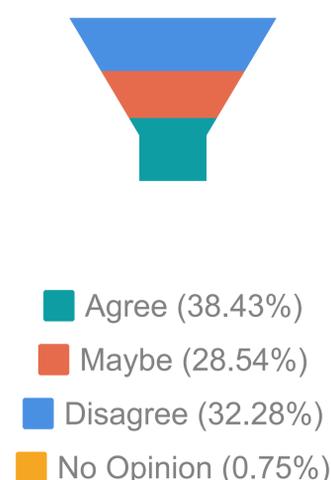
Encourage development of housing in a variety of price ranges.



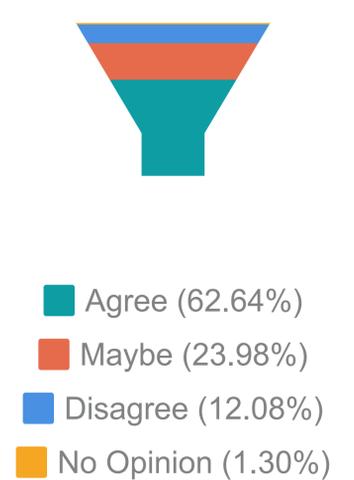
Encourage housing attractive to all.



Allow higher density in some areas to increase affordability and conserve land.

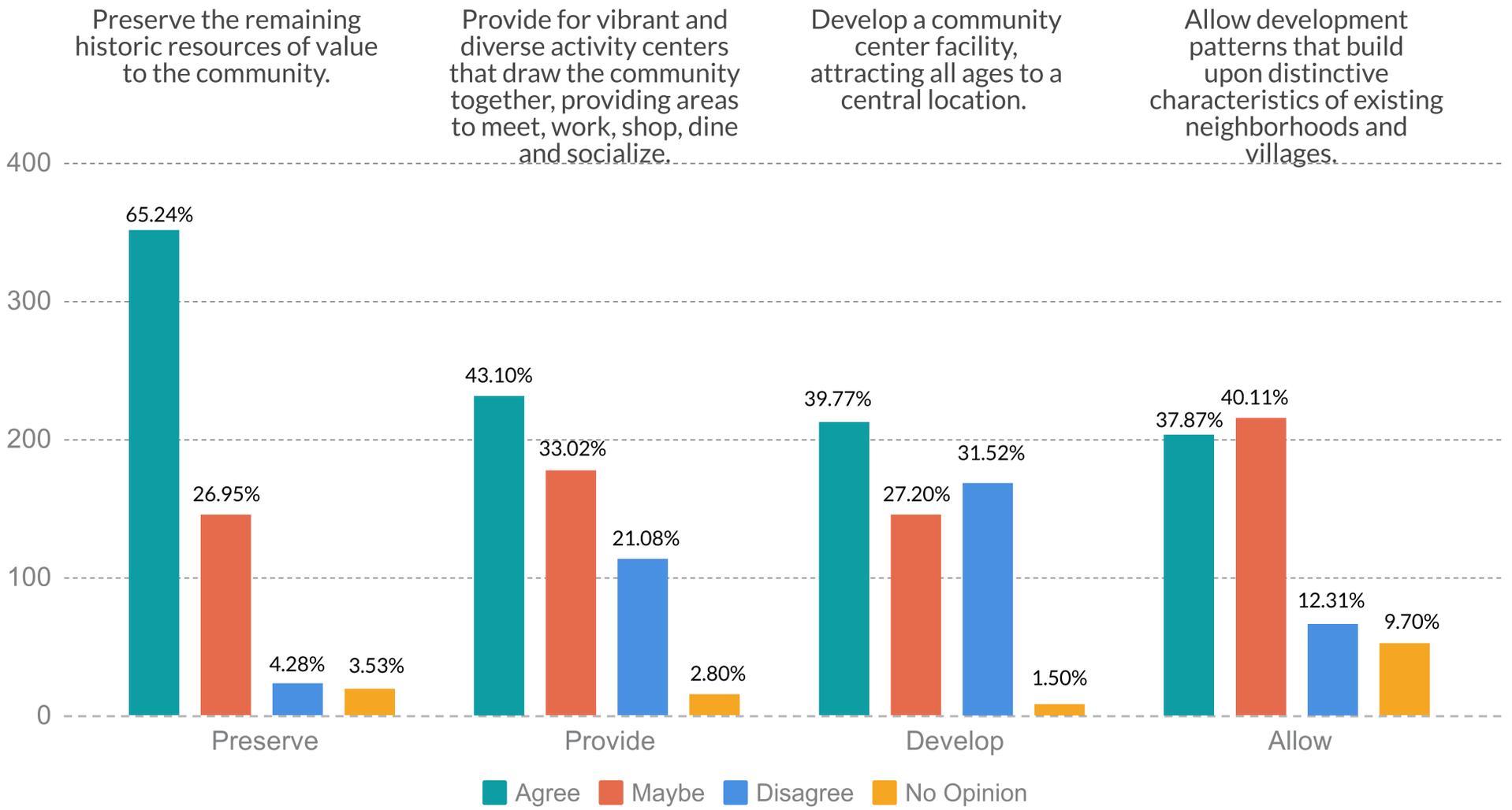


Promote walkability through a series of connected sidewalks and trails.



# Q4.

At Planapalooza, participants identified the importance of maintaining and fostering a sense of community identity within Scarborough. Please indicate your level of agreement with the following strategies:



# Q5.

Planapalooza participants identified the protection of the natural resource base as a fundamental to the future of Scarborough. Please identify your level of agreement with the following strategies.

