

Portland Starts Here

India Street Neighborhood Recommendations

Place Branding, Economic Development, and Streetscape

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EXECUTIVE SUMMARY

The India Street neighborhood is diverse and unique, but possibly one of the more overlooked neighborhoods in the city of Portland. Over the last few years, however, the neighborhood has attracted new interest from developers. In response, the City of Portland undertook a neighborhood planning process. As part of that process, students in a Planning Workshop course in the Community Planning and Development Master's degree program at the Muskie School of Public Service at the University of Southern Maine researched three elements of the plan: economic development, identity and branding, and streetscape and connectivity. This report begins with a list of all recommendations prepared by the research teams followed by a more detailed discussion of the work of each team, summarized here.

The Economic Development team attended a series of presentations by Michele Reeves, a consultant retained by the city, and then interviewed ten neighborhood business stakeholders and two local developers of infill projects. The team found general agreement that new development should be consistent with the scale of existing development, with building heights of less than five stories, with commercial uses limited to Commercial, Congress, Fore, India, and Middle Streets. The team also recommends reconciling stakeholder concerns about the inadequate supply and management of on-street parking, with Michele Reeves' warning against expanding off street parking, through the creation of a Parking Improvement District and improvements to alternative transportation and increased pedestrian safety through lighting, sidewalk maintenance and snow removal. Finally, the team recommended improving business-to-business cooperation through collaboration with the India Street Neighborhood Association and the creation of a neighborhood business association.

The Place Branding team prepared several case studies on branding, interviewed residents and visitors to the neighborhood, and developed an initial set of logos and taglines. Recommendations from this team focus on making the India Street Neighborhood visible, by creating distinctive archways or other signs that could eventually showcase a neighborhood logo

and brand. Because Fore Street is the original waterfront and runs through the neighborhood, the team suggested creating blue water-themed banners to run along that street. Finally, the team recommended establishing initiate tours to neighborhood historic landmarks, as well as food tours.

The Streetscape/Connectivity team undertook a GIS-based connectivity analysis of reduced walk times to Downtown and the Old Port by reconnecting Federal and Newbury Streets. The team also proposed enhancing access to the Eastern Cemetery, which was seen as an underutilized public space. This access would also reduce walk times between the India Street Neighborhood and Munjoy Hill and Bayside neighborhoods. The team also modeled the effects of bringing street lighting up to city standards for the neighborhood, particularly on India and Congress Streets. Finally, the team developed a set of visual renderings of how public art could be used to create points of interest around undeveloped parcels and public spaces.

SUMMARY OF RECOMMENDATIONS

1. Honor the Neighborhood's Built Character:
 - Limit new building heights to less than 5 stories
 - Limit new commercial development to India, Middle, Fore and Commercial Streets

2. Better Manage Existing Parking Resources:
 - Invest in alternate modes of transportation
 - Replace free parking with market-priced parking
 - Explore leasing options (Ocean Gateway Garage)
 - Create a Parking Improvement District

3. Leverage Small Infill Development:
 - Streamline development approval process
 - Reduce or eliminate off-street parking minimums
 - Use RFP process for new Franklin Street parcels

4. Invest in Existing Businesses:
 - Provide revolving loan or tax credits for expansion
 - Focus on small business and current businesses

5. Improve Business-to-Business Cooperation
 - Host joint events
 - Collaborate on communication and outreach
 - Collaborate on physical improvement and neighborhood grant projects
 - Hold joint fundraising and donation drives
 - Assist with new business recruitment
 - Create a neighborhood business association

6. Give India Street Visible Recognition
 - Create signs to call attention to India Street
 - Design banners to signify the original waterline on Fore Street
 - Install public art in undeveloped spaces
 - Utilize local artists to create corner and wall art
 - Create a gateway into the neighborhood
 - Highlight the original waterline by placing blue banners along Fore Street

7. Hold Tours and Events

- Create historical walks
- Organize food tourism

8. Establish new connections to provide access to the neighborhood and access for neighborhood residents to other places

- Reconnect Newbury Street and Federal Street to Franklin Street to allow for ease of access
- Improve access to the Eastern Cemetery

9. Increase safety

- Provide streetlights in designated dark spots

ECONOMIC DEVELOPMENT

Eric Larsson
Heidi Wueste

Introduction

The Economic Development team was charged with developing a set of recommendations to aid planning department staff and the Advisory Committee and the Economy working group in developing generate strategies and initiatives. These were intended to ensure a welcoming and prosperous business environment, with robust retail goods and services for the neighborhood residents while catering to the larger resident, business, and visitor community, as well as providing entrepreneurial and job opportunities at all skill levels.

Team members attended a public workshop conducted by consultant Michele Reeves on February 12, 2014, and a final presentation of her recommendations on February 13, 2014. In addition team members reviewed a video recording of her presentation for the Portland Society for Architecture on February 11, 2014.

Team members also conducted interviews with business stakeholders and developers. A list of potential interview subjects was developed from recommendations by planning department staff. Team members contacted 15 potential interview subjects and were able to complete interviews with a total of 10 subjects. The stakeholders included six business owners/managers, two real estate professionals and two real estate developers. In addition, the team had informal interviews with two real estate professionals. The interviews were conducted between February 18, 2014 and March 18, 2014. One of the interviews was completed by e-mail.

Interviews of developers were less structured than those of business owners but focused on market and zoning factors that would encourage or hamper development of the types envisioned by the planning process.

The interviews are analyzed in the following sections, which examine the responses to the stakeholder and developer interviews and compare the information from these interviews with the recommendations of Michele Reeves. The actual responses to the business stakeholder interviews are tabulated in Appendix A.

Analysis

1. When did you locate your business in the India Street Neighborhood?

Two of the stakeholders interviewed have been located in the India Street Neighborhood for more than 20 years, and overall the turnover rate appears steady. This provides a sense of familiarity and suggests stability. New businesses seem to have integrated themselves into the existing fabric of the area while expanding both employment opportunities and the local customer base. Expanding the number and variety of businesses would enhance the neighborhood as a destination by increasing the number of reasons why people would travel there. However rapid turnover can disrupt the community's fabric by overwhelming the old with the new and destroying community identity. (Brower, 2011).

2 & 3. Why did you locate in the India Street Neighborhood? What factors were most important in your decision?

Availability and affordability are very desirable to a business owner. The India Street Neighborhood has provided a desirable and accessible location haven for small local businesses to establish themselves and grow. Those who identified affordability as the most important factor in their decision to locate to India Street did so as early as the 1980's and as late as 2012, indicating that the neighborhood continues to offer economic opportunities. Concerns about whether these attractors are threatened are discussed in Question 9 below.

4. What do you see as the strengths of the India Street Neighborhood?

Location and accessibility were the most commonly identified strengths. Business owners valued the ease of vehicular access to 295 and pedestrian access from downtown Portland. The second most common answers were safety, affordability, and the mix of uses. The preservation of these three strengths are a concern of many business owners, as discussed in Question 9 below. The perception of safety is improving in the neighborhood, and is expected to continue improving with infill development and improved lighting. Business stakeholders also appreciate the diverse mix of the neighborhood, and the fact that it is distinct from Munjoy Hill and the Old Port.

5. What do you see as the weaknesses of the India Street Neighborhood?

Identified weaknesses generally related to the particular interest of the interviewee, depending on whether they were a property owner, operated a retail or restaurant business, or were a developer or real estate investor. Parking and traffic were a common concern. Management of on-street parking is more of a concern than supply. Old Port and Commercial Street parking spillover is seen as competing with the need for employee and customer spaces, creating a barrier for local economic activity. One interviewee believed that medical personnel from the facilities on Congress Street occupy valuable spots using exemption passes, and another mentioned the under use of the Ocean Gateway Garage.

6. Are there any types of development that you do not think are appropriate for the India Street Neighborhood?

There was broad agreement that new development not consistent in scale, form or pattern with the existing neighborhood was undesirable. Large-scale, high-end condominium projects were specifically identified as inappropriate, particularly to the exclusion of other types of development. There was general agreement that form and design are more important than use. One stakeholder specifically mentioned the need to preserve water views. Developers echoed these concerns, stating that they have faced pushback from residents in other city neighborhood when proposing larger scale projects, or designs out of character with existing buildings.

7. What types of development do you hope to see?

The essential response of all stakeholders was to continue with existing development patterns in the neighborhood. Stakeholders hoped to see both residential and food/retail growth, with small-lot, mixed use development to enhance – but not change – the neighborhood.

8. What types of development do you expect to see in the future?

Stakeholders expected to see mixed use, but with a focus on new residential condominiums and restaurants. The expectations for new residential growth were both positive and negative. Residential development was associated with an increased customer base for local businesses, but there was concern that purchasers of high-end condominiums would not necessarily

patronize existing business but could drive unwelcome change in demand resulting in higher commercial rents and turnover.

9. Do you have any concerns about future development?

Most of the responses received were unrelated to each other and reflected a stakeholder's business or personal interests. Property owners and developers were more concerned that growth pressure would lead to increased regulation. Business owners were concerned with further loss of public access (to green space and the waterfront), but primarily with getting priced out of the neighborhood. Increased competition between residential and commercial growth could significantly increase prices, which concerned renters.

10. What public investments are likely to leverage the most future private investment in the India Street Neighborhood?

Most of the interviewed stakeholders responded to this question from a perspective of business self-interest and/or monetary savings. Even parking improvements, improved water access, and better marketing to cruise ships were expressed as serving individual businesses, rather than the neighborhood. Stakeholders were concerned about increased regulation as a barrier to private investment as they were with new public investments. Several responses focused on removal of regulatory barriers rather than specific investments.

11. Are there zoning changes you would recommend?

Business stakeholders did not provide specific recommendations. Although there was wide agreement the scale and pattern of new development should be consistent with the existing form, no one picked up on Michele Reeves' view that the neighborhood's historic architecture made a significant contribution to its fabric and authenticity. Developers felt that height bonuses would face community opposition, the removal or parking minimums might be workable, and that any form of inclusionary zoning should be pursued with extreme caution.

12. Would a parking improvement district be appropriate for the India Street Neighborhood?

Interview subjects were not generally knowledgeable about parking improvement districts. With a brief description of how this could place control of pricing and revenues in the hands of

neighborhood stakeholders, a majority were open to this as a means of better managing this resource.

13. Is there anything that might cause you to relocate your business from the India Street neighborhood?

Most responses focused on the increased rent and concerns over parking. These concerns were common whether the stakeholder had located in the neighborhood 20 years ago or very recently. Concerns over further loss of water access or expansion of the wet shelter expansion appeared to be site and business specific.

14. Is there anything else that you think is important that we have not covered?

A complete inventory of responses is provided in Appendix A. One theme that appeared was a sense of isolation. The neighborhood is in transition, so the feeling of being left behind is not unexpected, but many stakeholders seem concerned about the speed and direction of this transition and their ability to influence it.

Comparison of Identified Strengths: Interview Responses and Michele Reeves

Interviews

- Availability
- Affordability
- Location (connected, accessible)
- Safety
- Mixed use

Michele Reeves

- Historic and local/authentic character
- Location (connected, accessible)
- Waterfront access

Recommendations

A list of specific recommendations that relate to economic development may be found at the beginning of this report. Recommendations that relate to parking and business-to-business cooperation are discussed in more detail immediately below.

Improve management of on-street parking:

We do not see increasing the supply of parking as an effective way to address stakeholder concerns. New off street parking requirements could contribute to the “broken tooth” look of undeveloped parcels that already present a barrier to the economic development of the neighborhood. A series of solutions implemented independently of each other to reduce parking demand, focused on demand un-related to India Street’s businesses, would be the best long-term solution. A modified parking management scheme focused on pricing on-street parking would have the largest impact, would be more consistent with surround neighborhoods. Enhanced public transportation would further support reducing demand and increase connectivity with non-adjacent neighborhoods.

A majority of business owners were open to the idea of a parking improvement district to manage on-street parking. Currently, the only streets with metered parking are the block of Middle Street between Franklin and Hampshire, and the block of Hancock Street between Fore and Middle. All other on-street parking is free with time limits. Best practices recommended by Donald Shoup suggest pricing all on-street parking to achieve a 15% vacancy. This should be combined with garage parking that is priced lower than on-street parking for periods of more than 1 hour. Revenues from on-street parking may be used to fund improvements using a representative body of business and property owners.

This is not inconsistent with the observation by Michele Reeves that parking will always be difficult in popular districts. However, reports from stakeholders suggest that on-street parking the India Street Neighborhood is being taken up by those who are unable to find on-street parking in the Old Port or on Commercial Street, or are seeking free on-street parking. This use of parking does not benefit businesses in the India Street Neighborhood as they bear the costs without realizing benefits. Should improve pedestrian connectivity along Federal and Newbury Streets be realized with the reconstruction of Franklin Street, this problem may worsen.

- Incentivize rental housing development
- Use RFP process for new Franklin Street parcels
- Enhance the waterfront
- Increase public access

- Engage with the cruise ships
- Preserve a working waterfront
- Leverage the trail system
- Invest in businesses
- Provide revolving loans or tax credits for expansion
- Focus on small business
- Increase business-to-business interactions

Improving Business-to-Business Cooperation.

Michele Reeves recommended improving business-to-business cooperation, while our interviews with stakeholders indicated that there was a limited foundation for such cooperative efforts. The Office of Neighborhood Involvement in Portland, Oregon has identified collaboration between neighborhood associations and neighborhood businesses. Recognizing that community group members and local business owners often interact daily without actual introductions, the ONI asserts that neighborhood and business association leadership can partner to welcome new businesses to the community through more deliberate outreach, such as a “welcome wagon” effort, in order to proactively develop positive relationships. After this initial introduction, regular check-ins with business owners and personnel help continue ongoing dialogue and interaction. Beyond these general principles, the office specifically suggests:

- Hosting joint events: Street fairs, farmer’s markets, art walks, and music festivals all strengthen local communities and can benefit area neighborhoods and businesses. They are often larger and more successful when business and neighborhood groups team up. Issues like event insurance, publicity, fundraising and volunteer recruitment are facilitated through business and neighborhood association cooperation. Businesses should be encouraged to promote themselves at events through sponsorships and booths, as well as by donating gifts, coupons, and collateral material.
- Collaborating on communication outreach by sending publications, mailers, and announcements to both business and resident groups. Share articles, content, advertising space and website links. Local businesses may find marketing value and provide advertising revenue to support neighborhood publications. Businesses may also be interested in contributing articles and news content on an ongoing basis. Keep businesses

informed on the activities of the neighborhood associations, and residents informed of business association efforts.

- Collaborating on physical improvement and neighborhood grant projects: Businesses and neighborhood associations often have the similar goals and ideas for improving the community through grant projects. There is potential for neighborhood and business collaboration in implementing all types of area improvements including the installation of benches, bike racks, hanging flower baskets, tree plantings, kiosks, landscaping, signage and public artwork.
- Holding joint fundraising and donation drives: In many neighborhoods, there is a long history of business support for neighborhood and school fundraising efforts including donations of cash, food, goods and services for drives and auctions. This provides a great opportunity to motivate participation in events and provides increased visibility of neighborhood businesses.
- Assisting with neighborhood business recruitment: Proactively recruiting the types of businesses that are needed and appropriate for the area helps promote a harmonious neighborhood and healthy business district. Cooperative business recruitment efforts may help improve vacant or blighted properties. Steps for both business associations and neighborhoods include identifying available properties, contacting property owners and real estate agents, identifying types of businesses desired by neighborhood residents, and contacting potential business occupants.

Ultimately, the India Street Neighborhood will likely be best served by a stand-alone business association. Cooperation between the neighborhood association and business owners may provide a foundation for this function, but in order to make the transition to a dedicated organization, the plan should consider one of the following means for providing the capacity to build and manage the relationships necessary to establish a stand-alone ISN business association:

- Grant-funded graduate internships
- Part-time city economic development staff position (City's waterfront coordinator position could serve as a template)
- Outside consultant
- Expansion of Portland's Downtown District to include the ISN

PLACE BRANDING

Benjamin Averill
Cyndi Gacosta

Introduction

The purpose of this part is to provide recommendations on ways to improve the visibility of India Street's traits and values and make a long-lasting impression on people. In order to learn about the characteristics of the neighborhood, our team conducted interviews with Portland residents and visitors. We also conducted extensive research on general neighborhood branding and analyzed the neighborhood's assets report and history.

The Place Branding part is divided into five additional sections: 1.Characteristics of the Neighborhood; 2.Interview Analysis; 3.Logo and Slogan; 4.Case Studies; 5.Recommendations. The first section is an overview of India Street's past characteristics and aspirations. The second section is an analysis of the interviews conducted. Following the interview analysis is an overview of the development of potential logos and slogans. The next section of the paper will delve into case studies of successful branding campaigns in two cities: Saint John, New Brunswick and Burlington, Vermont.

Characteristics of the Neighborhood

India Street has a special place in the history of Portland. It is steeped in cultural and historical significance. India Street was one of the first streets in the city, and was originally known as King Street. India Street has served as a commercial hub for the surrounding neighborhood since the mid-1700s. India Street continued to thrive and grow as Portland did. India Street's importance rose as the technology changed. At the foot of the street was the Grand Trunk Railroad, which ran from Portland up to Montreal and other Canadian cities. The Grand Trunk Railroad and the pier became the major influencing factors of the neighborhood. With the presence of important commercial and industrial employers, the India Street neighborhood was settled largely by working class individuals.

The India Street neighborhood also played a key role in Portland's Anti-Slavery Society. India Street's importance in Portland's history will also be key in creating its identity. The neighborhood was inclusive, independent, and industrious. The neighborhood has always been accommodating to people of all walks of life including immigrants and minorities. Residents who wanted to live a different life than the middle class went to India Street. Some included

career-oriented women who worked for independence. In the early 20th century there were many businesses that kept the community buzzing with life and energy.

Today, India Street is still a welcoming and diverse neighborhood that includes several different restaurants, multiple religious buildings, as well as a mental health facility. The neighborhood's residents are just as diverse, coming from different cultural backgrounds and ethnic groups. Its past makes it incomparable to other parts of Portland giving a unique impression on the people of today.

Interview Analysis

When engaging in a neighborhood branding campaign it is important to understand the locals' feelings about the neighborhood. The neighborhood image is influenced by aspects of the neighborhood including the types of businesses, the types of residential units, streetscapes and open spaces, parking infrastructure and empty lots, the cultural amenities of a neighborhood, and even its demographic structure (Young, 2012).

To highlight key aspects of the India Street neighborhood for a potential brand conducted informal neighborhood surveys. Over the course of several weeks, we conducted interviews with residents and visitors to the India Street neighborhood. We asked a series of five questions about the neighborhood to determine what the participants thought about the neighborhood.

All of the questions asked were meant to allow the participants to expand on their views of the neighborhood. These questions included:

1. What brings you to the India Street neighborhood? Why are you in the India Street neighborhood today?
2. What are your opinions of the streetscape surrounding India Street?
3. What is the neighborhood missing? What does the neighborhood need to find it more appealing? What could be improved?
4. In one word, how would you describe India Street?
5. What is your favorite part about the neighborhood?

The questions listed above were asked of all participants. They were asked to further expand on their opinions or clarify if necessary. Interviews were conducted with seven pedestrians as they walked around the neighborhood. Many of the answers were very similar in content. When asked about reasons for being in the neighborhood several interviewees mentioned that they only came to the neighborhood for a specific place, such as Micucci's or Coffee By Design. Many said they do not usually leave once they have completed their business at their initial stop.

Additionally, when we asked about the streetscape, many respondents replied that they felt the neighborhood appears to "lack density and [is] gap toothed." Several people replied that they enjoyed the streetscape of the brick and old buildings, but did not like more modern building designs in the neighborhood, particularly the parking garage. Many residents felt that the neighborhood could be improved by focusing on more density and development of similar scale and design.

Many respondents expressed similar feelings of excitement about the neighborhood's positive aspects. Some positive attributes of the neighborhood included the walkability, old brick buildings, restaurants, and being connected to the Old Port. This originality was the highlight of almost all interviews with descriptions such as "unique," "funky," "eclectic," and "hip and happening". Every interviewee identified several reasons why they enjoyed being in the neighborhood.

These surveys provide an easily accessible overview of the positive and negative aspects of the neighborhood. The India Street neighborhood was commonly seen as a unique and eclectic place with its mixed use and mixed design. Many respondents enjoyed the neighborhood because of its character, and hoped that it would not change. What they seemed to want was a similar development pattern in the future with an emphasis on infill and small-scale development. The interview results were very consistent, which makes it easy to identify the neighborhood's strengths, assisting in the branding process.

Table 1: Responses to Place Branding Interview Questions

Why are you in the neighborhood?	How do you like the streetscape?	How could it be improved?	Describe it in one word.	What is your favorite part?
Enjoying the neighborhood/ out on a walk	Old buildings and brick are great. Sense of history. Does not want another parking garage	Get rid of the parking garage. Clean up the neighborhood	Eclectic	Feels older with the brick buildings. There are places to go but it is not the Old Port and lacks throngs of tourists
Visiting Portland and exploring the peninsula	Gap toothed, low density, too many parking lots	More density, less parking lots	Gap toothed	Bad part of Portland. Wouldn't come without a destination
In the neighborhood for an event. Usually come for a restaurant	Brick and old buildings are amazing	Just keep its character and don't become developed by hotels	Funky in a good way. Has character	Old buildings, firehouse,
Employee at neighborhood store	Does not like the parking garage. Hope that new development will fit in with neighborhood	Development that focus on same scale. More nightlife	Unique	Food destinations

Logos and Slogans: "INdia Street"

A successful brand can often be identified by a unique logo that is able to capture the originality of the neighborhood. Once a unique logo has been designed, placement on streetlamps, signposts, and other areas of public space throughout the neighborhood can help solidify the new identity. Hiring a designer can be a great way to create a successful logo. Always make sure the logo is being created with longevity in mind. Additionally, using the logo across different media including t-shirts, banners, bumper stickers and other mass media techniques can be useful for publicity efforts. Use preferences should be included with any logos and slogans to insure the neighborhood is not misrepresented (Young, 2012).

The “INdia St.” logo focuses on three elements: color, style, and symbols. For the color, maroon reflects the city’s brick architecture. The stylized name “INdia Street” captures the characteristics of the neighborhood, as well as the public’s attention. Many characteristics brainstormed for slogans happened to start with “IN” (Ex: INclusive and INcomparable). For the symbols, we used the seagulls and anchor to represent the waterfront and the maritime activities which had an important role in the city’s economy and history.

Six sample logos have been provided for potential use and future brainstorming. Each one has either a different style or symbol. To go along with the logo we created five possible slogans:

- **Portland Starts Here**
- **Your first step into Portland**
- **Live to eat on India Street**
- **It’s just IN**
- **Stop. Relax. Enjoy the Portland life.**



From top left to right: 1. Seagulls and anchor symbols used to represent waterfront and maritime activities 2. Same as #1 but "IN" has a different font style 3. Seagulls, boat, and water waves to represent waterfront and maritime activities 4. and 5. different positions with birds and anchor symbols 6. Trees and lanterns on each side to give the feel of entering a special place.

Figure 1: Six potential logos for the India Street neighborhood.

Case Studies

Saint John, New Brunswick

Saint John, New Brunswick is the oldest incorporated city in Canada. It is a city rich in history and cultural heritage, and attracts visitors from all over the region. Saint John, like many smaller industrial port towns of the Northeast, has a checkered past. The city started as a shipping port for much of Canada during colonial times and became a haven for loyalists at the end of the Revolutionary War. Much like the city of Portland, Saint John suffered a catastrophic fire that destroyed much of the downtown area. The area was quickly rebuilt with the assistance of a strong local economy focused on shipping and maritime activities (Holman, 2010).

During the 20th century, the city saw a rise in heavy industry and shipbuilding. By the end of the 20th century, however, there was a decline in several of the important industries within the city, including shipbuilding. With the changing economic climate in the early 21st century, there was room for new industries and technologies to take hold. Industrial energy production became a major economic factor of the city's economy with the partnership of Irving Oil, LTD and Repsol, a Spanish natural gas provider, to produce liquefied natural gas (Holman, 2010).

Because heavy industries played a key role in Saint John's history and cultural identity the city remained primarily blue-collar for most of its existence after the industrial revolution.

Environmental degradation caused by industries that supported the city gave it a reputation for being dirty and gritty. This harmed the city's reputation and hindered the growth of small mercantile business within the city. During the 1990's Saint John had one of the highest poverty rates in Canada and little civic investment by the business sector. The city suffered from lack of interest by members of the business community.

In 1997, things began to change for the better for Saint John. A businessman by the name of Bill Gale founded the Business Community Anti-Poverty Initiative (BCAPI), which started a dialogue between local business leaders to tackle the problem of intergenerational poverty within the city. At the same time, the Growth Management Strategy Committee, created with help from Enterprise Saint John, sought to re-create the community with a focus on stakeholder meetings, research, and community growth planning.

The Growth Management Strategy Committee centered part of its effort on a branding campaign to highlight the key assets of the community. It concluded that the community had three core assets: it's historical and cultural significance, a natural inclination towards creativity and entrepreneurship, and a strong social network of caring individuals bolstered by the eclectic mix of immigrants who worked in the shipping and nautical industries.

As part of the branding effort a logo was developed to help attract new visitors and investors to the city (**Figure 2**). The city also adopted a new slogan to highlight the efforts of the city. Before the branding campaign, the city was known as “Loyalist City.” The new slogans adopted in the branding campaign included “Explore Our Past, Discover Your Future” and “Life On Your Terms.”



Figure 2: Saint John's logo from the 2003 rebranding effort.

The rebranding effort of the city seems to be working. There has been a noticeable increase in the tourism trade within the city, particularly around the cruise ship industry. Additionally the arts communities within the city are flourishing and there has been renewed interest in historical preservation. The efforts undertaken by the city allowed Saint John to experience a renaissance of its economic and cultural heritage.



Figure 3: Two views of Saint John, New Brunswick.

Burlington, Vermont

Burlington, Vermont was a regional industrial leader and port on Lake Champlain during the 19th and early 20th centuries. The city's early economic history was centered on lumber milling, boat building, and machine trades (City of Burlington, 2014). It grew and changed during the 20th century due to an influx of immigrant workers, as well as technological advancements. Heavy industry became the economic base of the city, which included General Electric and Bell Aircraft facilities. However, environmental degradation began to erode this base. The improper disposal or leaking of heavy industrial waste created several brownfields (City of Burlington, 2014). The waterfront of the city did not fare much better. As the 20th century progressed, the waterfront became more polluted and had fallen into decay from lack of use and abandonment of rail cars and petroleum tanks.

At the end of the 1980's, civic leaders decided that serious effort needed to be undertaken to revive the city and restore some of the environmental vibrancy of the city. City leaders looking at the waterfront saw an opportunity to remediate the environmental degradation while helping the city prosper. With help from the mayor and the Community and Economic Development Office (CEDO), the city reclaimed the waterfront as public land. In a landmark Supreme Court case, the land reclaimed by the city was determined to be deemed for the public good as parks and recreational uses were to be set up as Public Trust Lands (Progressivecities.org, 2014).

Around the same time, the city also focused on lowering economic disparity within the city. The CEDO created a land trust in 1983 to help disadvantaged members of the community move from rental units to home ownership. The housing trust for the city was quick to follow in the success of the land trust (Progressivecities.org, 2014).

Although the city of Burlington never engaged in a stated branding effort, the effects of the policies enacted during the 1980's and 1990's can still be seen today. The city took a planned effort to control and change the brand of the city. Burlington was able to go from a gritty city focused on heavy industries to a bustling mini-metropolis with many service economies (Progressivecities.org, 2014). The “brand” in Burlington is as strong as ever, three decades after the waterfront initiative began. Because of the conservation effort by members of the city, the waterfront and downtown area of the city is a bustling area of small business activity with a downtown area that caters both to tourists and locals. Many restaurants and businesses take advantage of the preserved waterfront area and it has been a very large boon to the economy of the city.

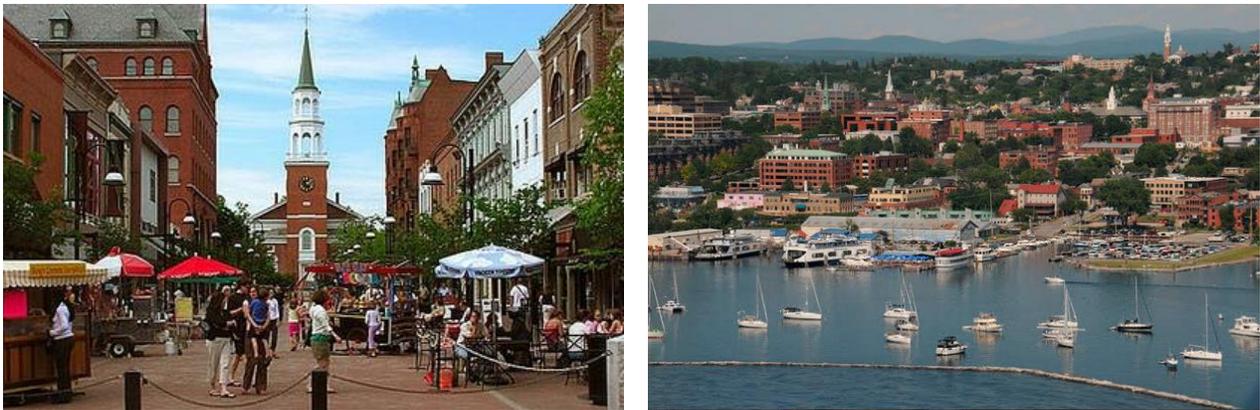


Figure 4: Two views of Burlington, Vermont.

Recommendations

To highlight the history of India Street and the current businesses that exist in the neighborhood we have created two recommendations: 1. Give India Street visible recognition 2. Hold tours and events.

1. Give India Street Visible Recognition

To publicize the neighborhood's characteristics, a unique logo should be visible in public spaces including streetlamps and signposts. Set up banners with slogan and symbol along India Street. Highlight the original waterline along Fore Street.

India Street Gateway. At the intersection of India Street and Commercial Street, a lighted gateway sign could be implemented. During the tourist season, India Street will be one of the first recognizable areas to people coming off of the cruise ships, which can be taken advantage of by attracting them up the street with the use of signs and public art displays. This has the potential to attract people up the street, as the sign creates a welcoming and established feel. More importantly, the sign promotes a sense of identity and ownership to the residents.



Figure 5: India and Commercial Streets without (left) and with gateway signage.

Fore Street Banners. There is a great opportunity to highlight Fore Street as Portland’s original waterfront and to connect pedestrians to the neighborhood. Placing these banners from Fore Street in the Old Port along Fore Street in the India Street Neighborhood could enhance pedestrian connectivity to the area. Banners that say “Fore Street – Original Waterfront” could be placed on existing light poles, reducing the cost of creating and adding new poles along the street. In the renderings, the use of blue signs with wavy bottoms represents water. Below are various views of the banners with pieces of art in a potential open site.



Figure 6: "Original Waterfront" banners along Fore Street with public art installed.

2. Hold Tours and Events

Organize two types of tours: 1. Historical walks 2. Food tourism

Historical Walks and Events - Portland took part in a movement that shaped U. S. history. India Street was a location of the anti-slavery movement. For instance, some members of the Abyssinian Church were conductors on the Underground Railroad. Also, famous abolitionists Frederick Douglass and William Lloyd Garrison stayed with other abolitionists on India St.

Walks:

- Organize Freedom Trail tours with actors playing parts of local historical figures.
- Take advantage of current technology by setting up boards with QR codes that provide links to historical information about the neighborhood.

Events:

- Host cultural heritage events relating to the neighborhoods past and present.
- Connect the Freedom Trail to African-American History Month by organizing public events recognizing African-American history in the neighborhood.

Food tourism - India Street has wonderful local restaurants and stores, such as Micucci's and Coffee by Design. It is also the location of the Shipyard Brewery. Good local food can attract people to a place. We recommend the following:

- Restaurant walks
- Weekly or monthly farmers market
- Brewery tours

STREETScape / CONNECTIVITY

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Introduction

The neighborhood's streetscape is important vital to create a safe, welcoming, and connected place for the residents and visitors. Improving India Street's streetscape offers an opportunity to attract new residents, tourists, and businesses. This section of the report examines walkability, safety, creating an aesthetically pleasing area, and connectivity within and to the India Street Neighborhood, and provides a set of recommendations for improving its streetscape.

The recommendations for connections and safety are based on GIS analyses of street lighting and pedestrian accessibility. The recommendations addressing public art and improving Eastern Cemetery are based on case studies.

The Streetscape report is divided into five sections: 1. Connections 2. Safety 3. Eastern Cemetery 4. Public Art and 5. Recommendations. The first section is an analysis of the current and proposed connections within the neighborhood. The second is an analysis of the current street lighting. The third is an analysis of the Eastern Cemetery's opportunities for new connections. The fourth is an overview of public art with concept renderings within the neighborhood. The fifth and final section provides an overview of the streetscape recommendations.

Connections

To determine the walkability of the neighborhood, we selected five potential origin points or hubs of activity located at the following intersections:

- Franklin & Commercial (Casco Bay Lines ferry)
- India & Commercial
- Hancock & Thames (Ocean Gateway Terminal)
- India & Middle (intersection of two of the proposed corridors of retail activity)
- India & Newbury (a central location within the neighborhood)

From each of the five hubs, we calculated the area a typical pedestrian could reach within 2 minutes, 5 minutes, and 10 minutes by walking along the network of sidewalks in the neighborhood. We assume a walking rate of $\frac{1}{4}$ mile = 5 minutes (Fairfax County Government

Planning Commission TOD Committee, 2006). In addition, we calculated walking times between each of the 5 hubs and a sampling of destinations in and near the India Street neighborhood.

These results are summarized in **Table 2**.

Note: all calculations assume that a pedestrian will take the shortest available path between a hub and any given destination. The shortest path may not necessarily be the most quiet or scenic path, the safest path, or the path with the easiest walking conditions.

Table 2: Walking times between selected hubs and destinations under current conditions, and assuming proposed new connections (times under proposed conditions, if they are different, follow in parentheses). All times are in minutes. The Hancock/Thames hub benefits the most from new connections. Access to Lincoln Park from all hubs improves with new connections.

Destination	Origin or "Hub"				
	Franklin/ Commercial	Hancock/ Thames	India/ Commercial	India/ Middle	India/ Newbury
Abyssinian Meetinghouse	7.8	4	5.6	3.4	2.7
Amato's Sandwich Shop	5.7	4.9	3.4	1.3	0.3
Back Cove View/Cathedral Open Space	10 (8.7)	10.2	8.8	6.6	5.6
Bakery on the Hill	8.7	7.9 (6.7)	6.5	4.3	3.3
Cathedral of the Immaculate Conception	9.8 (8.5)	10.4	8.9	6.8	5.8
Crema	1.7	2.2	0.6	2.7	3.7
Duckfat	4.5	4	2.6	0.4	1.4
Eastern Cemetery, Congress Entrance	9.4	8 (5.9)	7.2	5	4
Eastern Cemetery, Federal Entrance	n/a (7.7)	n/a (3.9)	n/a (5.5)	n/a (3.3)	n/a (2.6)
Eastern Cemetery, Mountfort Entrance	n/a (9.8)	n/a (6)	n/a (7.6)	n/a (5.4)	n/a (4.7)
Green Memorial African Methodist Episcopal Zion	13.5	10.9 (9.9)	11.3	9.2	8.1
India Street	2.2	1.7	-	2.2	3.2
Lincoln Park	7.5 (5.4)	10.8 (8.7)	9.3 (7.2)	7.2 (5.1)	8.1 (4.3)
Lincoln Park, Congress & Franklin	8.3 (5.6)	9.8 (8.9)	8.4 (7.4)	6.2 (5.3)	5.3 (4.5)
Lincoln Park, Congress & Pearl	7.3 (7.1)	10.5 (10.3)	9.1 (8.9)	6.9 (6.7)	7 (5.9)
Lincoln Park, Congress St	8.6 (6.3)	10.2 (9.6)	8.7 (8.1)	6.5 (5.9)	5.6 (5.2)
Lincoln Park, Federal & Franklin	n/a (4.8)	n/a (8.1)	n/a (6.6)	n/a (4.5)	n/a (3.7)
Lincoln Park, Federal & Pearl	6.7 (6.5)	9.9 (9.7)	8.5 (8.3)	6.3 (6.1)	7.3 (5.3)
Lincoln Park, Federal St	7.6 (5.3)	10.9 (8.6)	9.4 (7.1)	7.2 (5)	8.2 (4.2)
Lincoln Park, Franklin St N	n/a (5.3)	n/a (8.6)	n/a (7.1)	n/a (5)	n/a (4.2)
Lincoln Park, Franklin St S	n/a (5)	n/a (8.3)	n/a (6.8)	n/a (4.7)	n/a (3.9)
Maine Jewish Museum (Etz Chaim Synagogue)	9.1	8.3 (7.4)	6.9	4.7	3.7
Maine Narrow Gauge Railroad Company and Museum	9.3	5.4	7.1	6.8	6.9
Maine State Pier	1	3.9	2.2	4.4	5.4
Maine Supreme Judicial Court	6.2 (5.1)	9.4 (8.3)	8 (6.9)	5.8 (4.7)	6.8 (3.9)
METRO Casco Bay Lines	1.9	5.8	4.1	6.3	7.3

Destination	Origin or "Hub"				
	Franklin/ Commercial	Hancock/ Thames	India/ Commercial	India/ Middle	India/ Newbury
METRO Congress/Exchange	8.9 (8.7)	12.1 (12)	10.7 (10.5)	8.5 (8.4)	8.3 (7.6)
METRO Congress/Pearl	8.3 (6.7)	10.5 (9.9)	9 (8.5)	6.9 (6.3)	6 (5.5)
METRO Congress/Ponce	12	9.3 (8.3)	9.7	7.6	6.6
METRO Congress/Sheridan	12.9	10.2 (9.2)	10.6	8.5	7.5
METRO Cumberland/Franklin	10.2 (7.9)	11.5 (11.2)	10.1 (9.7)	7.9 (7.5)	6.9 (6.8)
METRO Cumberland/Washington	11.4	8.8 (7.7)	9.2	7	6
METRO Franklin/Congress	7.6 (6.4)	9.1	7.6	5.4	4.5
METRO Franklin/Middle	2.4	6	4.4	2.6	3.5
METRO India/Commercial	2.3	1.7	0	2.2	3.2
METRO India/Congress	8.3	7.6 (7)	6.1	3.9	2.9
METRO India/Federal	7.2	6.4	5	2.8	1.8
METRO India/Newbury	5.5	4.6	3.3	1.1	0.1
METRO Middle/Exchange	6.6	9.8	8.4	6.2	7.2 (7)
METRO Pearl/Middle	5.1	8.3	6.9	4.7	5.7 (5.6)
Micucci Grocery Co.	4.2	3.5	1.9	0.2	1.3
North School Apartments	8.8	8.1 (6.5)	6.6	4.4	3.4
Otto Pizza	9.7	7.7 (6)	7.5	5.4	4.3
Peppermint Park	9.3	8.5 (7.6)	7.1	4.9	3.9
Portland Fire Department	7.3 (7.1)	10.5 (10.3)	9.1 (8.9)	6.9 (6.7)	7 (5.9)
Portland Food Co-op	5.7	7.2	5.7	3.6	2.7
Portland Observatory	14.2	11.5 (10.5)	11.9	9.8	8.7
Rackleff Block	4.1	7.3	5.9	3.7	4.7
Saint Paul's Church	8.2	8.4	6.9	4.8	3.7
Saint Peter's Church	6.7 (6.8)	8.2	6.8	4.6	3.7
Shipyards Brewing Company	7.5	3.7	5.3	3.1	2.4
Standard Baking Co	2.5	6.1	4.6	4.4	5.4
Thompson Block	3.6	6.8	5.4	3.2	4.2
Two Fat Cats	4.7	3.9	2.4	0.3	0.8
United States Custom House	3.1	7	5.3	7.4	8.4

	Origin or "Hub"				
Destination	Franklin/ Commercial	Hancock/ Thames	India/ Commercial	India/ Middle	India/ Newbury
United States District Court	7.3	10.6	9.1	6.9	7.9 (6.2)
Woodman Block	4.3	7.5	6.1	3.9	4.9

Because of its proximity to the water, we focus on the intersection of Hancock and Thames as a potential hub of activity in the neighborhood. This location is also important because of the nearby Ocean Gateway Terminal, where cruise ship passengers will disembark and begin their visits to Portland. **Figure 7**, below, shows the areas currently reachable on foot from this location within 2, 5, and 10 minute walks.

*Note: Illustrations of the walking distances for the other four hubs are located below in **Figure 10** through **Figure 17**.*

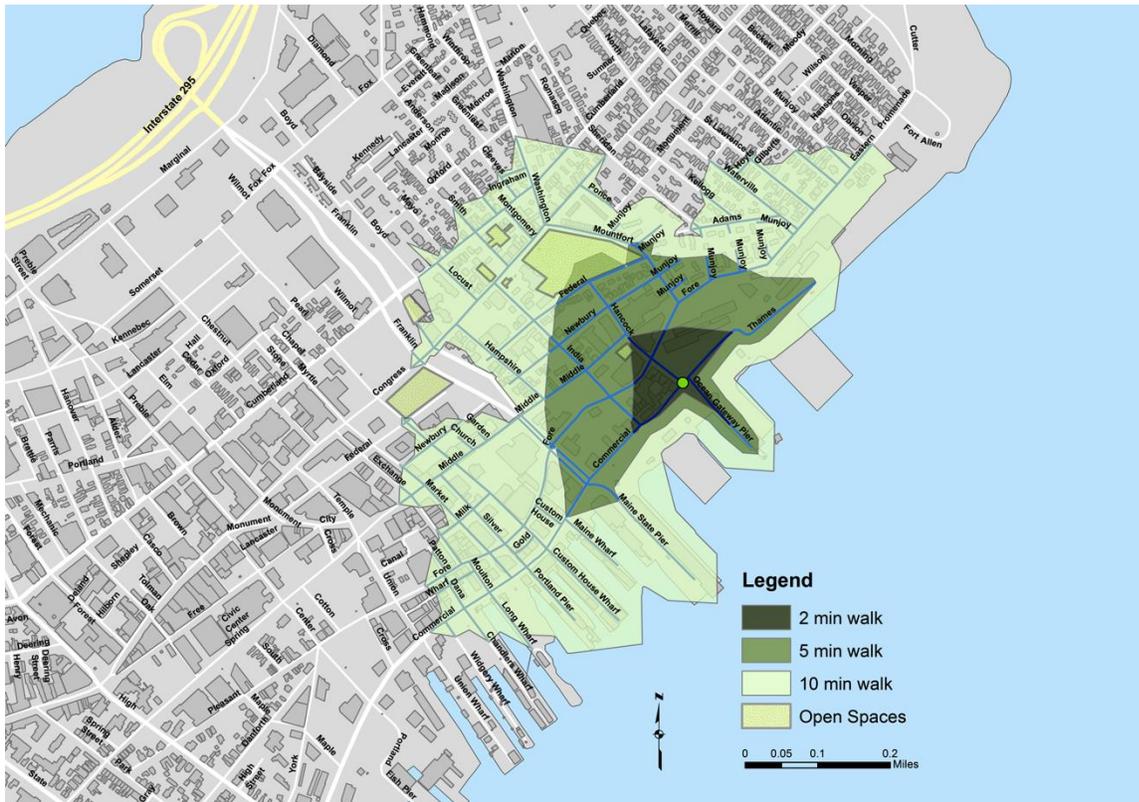


Figure 7: Walking distances from Hancock/Thames (Ocean Gateway Terminal), current conditions. Lincoln Park is more than 10 minutes' walk from this hub.

Figure 7 shows that Lincoln Park, located just south of Congress at its intersection with Franklin, lies just beyond the range that a typical pedestrian can walk in 10 minutes. This is due in part to poor walking conditions along Franklin Street between Middle and Congress. To the north, we see that a pedestrian could reach Hancock & Thames in 10 minutes from a few of the properties along the north side of Cumberland Avenue.

To improve connectivity between the neighborhood and its surroundings, we recommend the following new connections also shown in Figure 8:



Figure 8: New connections proposed at Federal, Newbury and in Eastern Cemetery.

Federal and Newbury Streets should be reconnected across Franklin Street. At a minimum, the connections should allow pedestrian travel in both directions. Whether the new connections allow bicycle and motor traffic, and whether such traffic is one-way or two-way, is beyond the scope of this study.

Pedestrian facilities should be improved and maintained year-round on Franklin Street between Congress and Middle Streets.

Eastern Cemetery’s wall along Federal Street is in need of repair (Trinkley & Hacker, 2011). If it is possible in conjunction with this work, a new access point should be created at the intersection of Federal and Hancock Streets. We also recommend that the cemetery gates at Congress Street and Mountfort Street be opened. Such structural and operational changes would require care and further discussion with the managers of the cemetery, Spirits Alive, and with the appropriate Historic Preservation Commission(s).

In addition, we note the ongoing work of the Franklin Reclamation Authority to determine the future character and alignment of Franklin Street. For the purposes of our calculations, we assume that Franklin will look more like a typical city street between Congress and Commercial Streets.

After modeling these new connections, we re-calculated the 2, 5 and 10 minute walking times. The results are shown in Figures 9, 11, 13, 15 and 17. With new connections across Federal and Newbury Streets and improved sidewalks along Franklin, Lincoln Park is now reachable within 10 minutes' walk from Ocean Gateway Terminal.

New connections in Eastern Cemetery provide two important benefits. One is increased access to this historic site for both the India Street neighborhood as well as for those arriving by ferry. The other important benefit is shown at the northwest portion of the 10 minute walk area: increased access to the waterfront for residents of East Bayside. As Figures 9, 11 and 13 show, these connections extend the walkable area to/from the waterfront nearly one additional block into East Bayside.

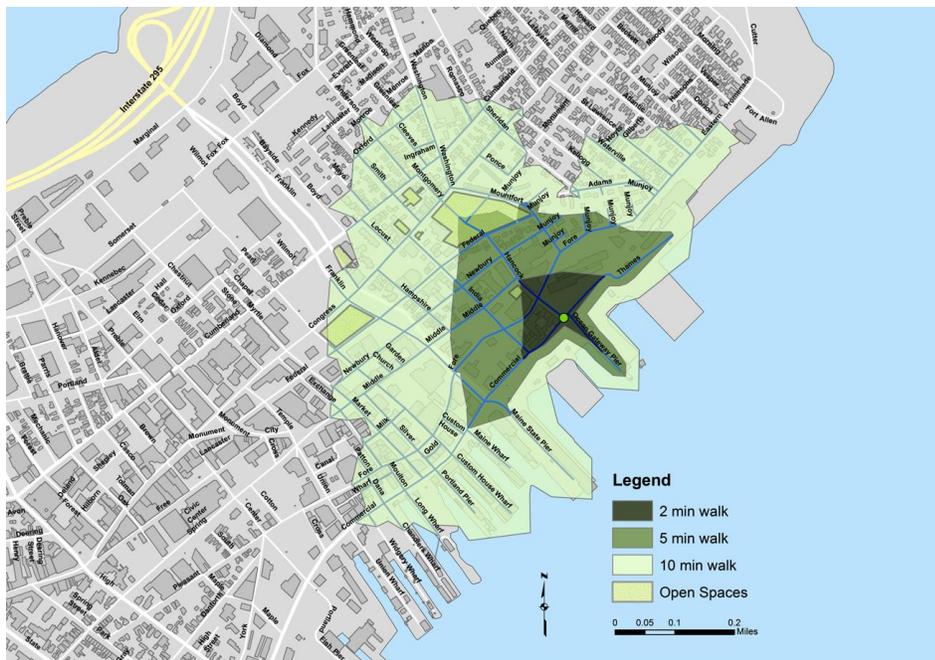


Figure 9: Walking distances from Hancock/Thames (Ocean Gateway Terminal), assuming new connections are available. Lincoln Park is now accessible within 10 minutes' walk, and access to/from East Bayside is improved.

Walking Distance Calculations for All Hubs:

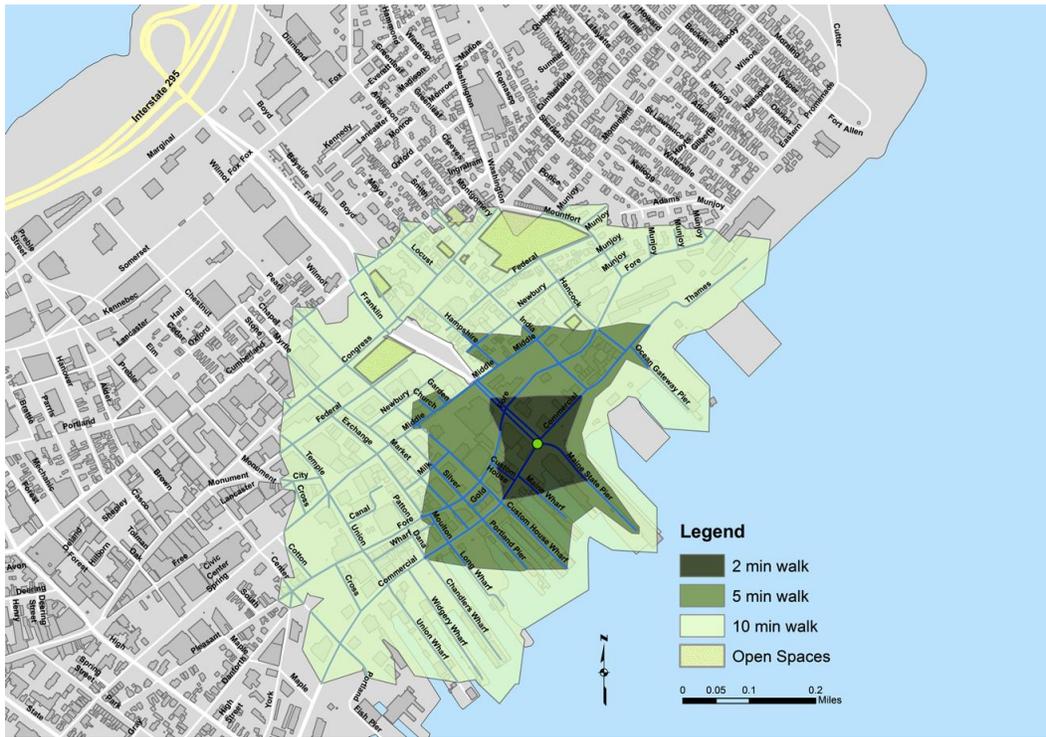


Figure 10: Walking distances from Franklin/Commercial (Casco Bay Lines), current conditions.

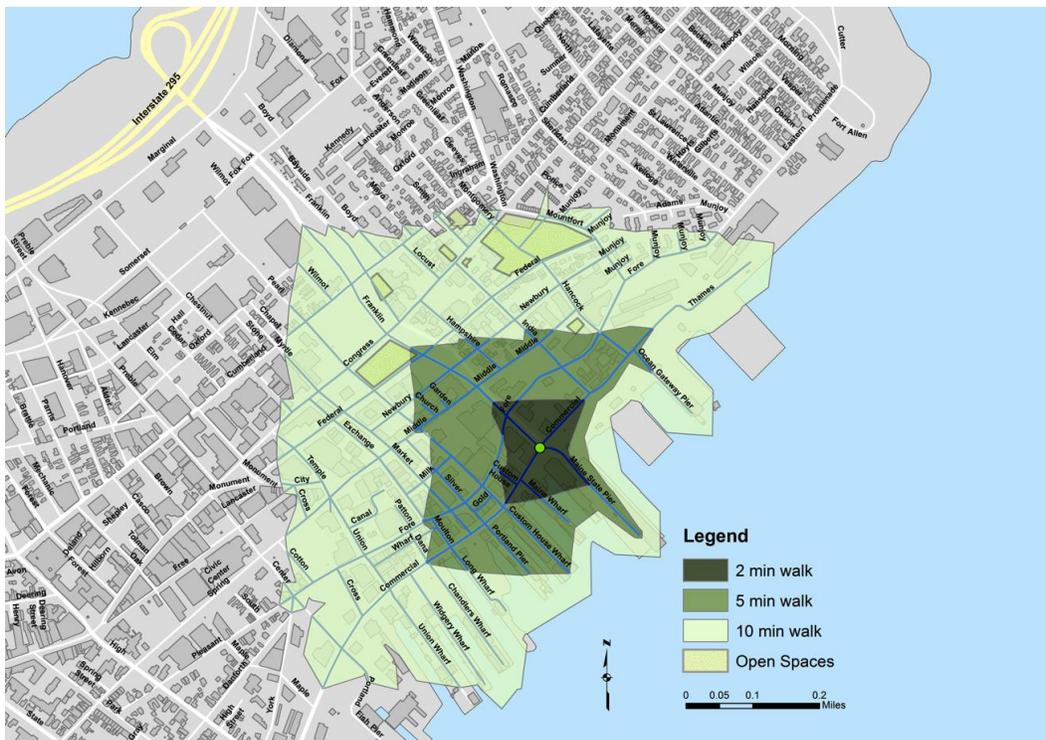


Figure 11: Walking distances from Franklin/Commercial (Casco Bay Lines), assuming new connections are available.

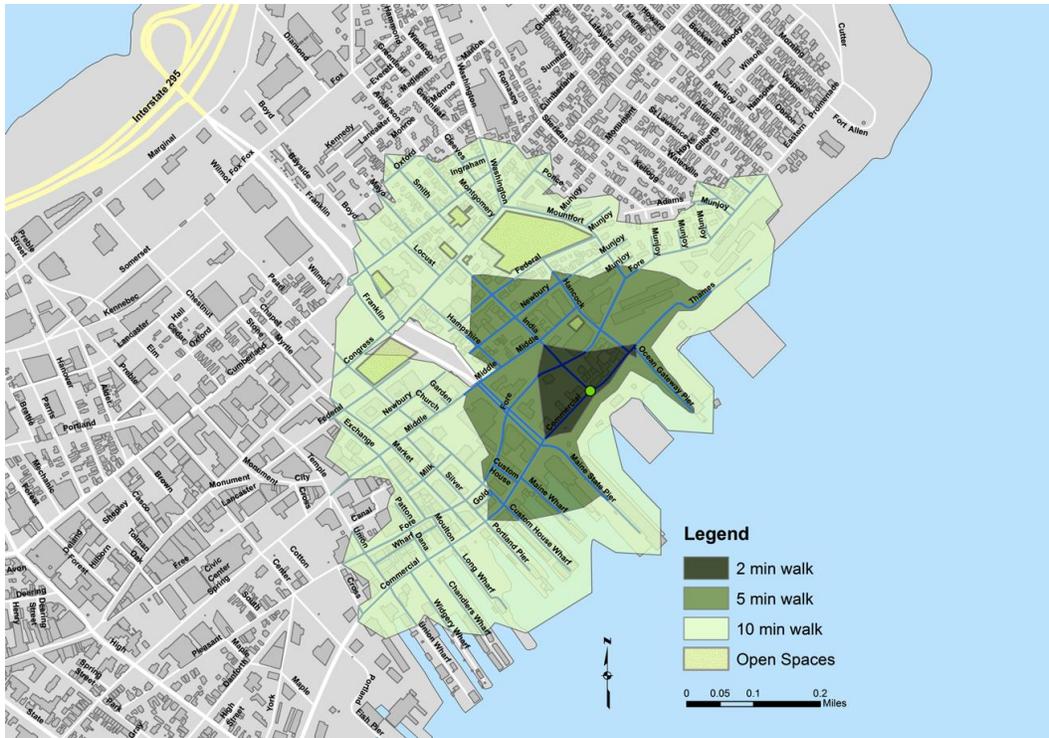


Figure 12: Walking distances from India/Commercial, current conditions.

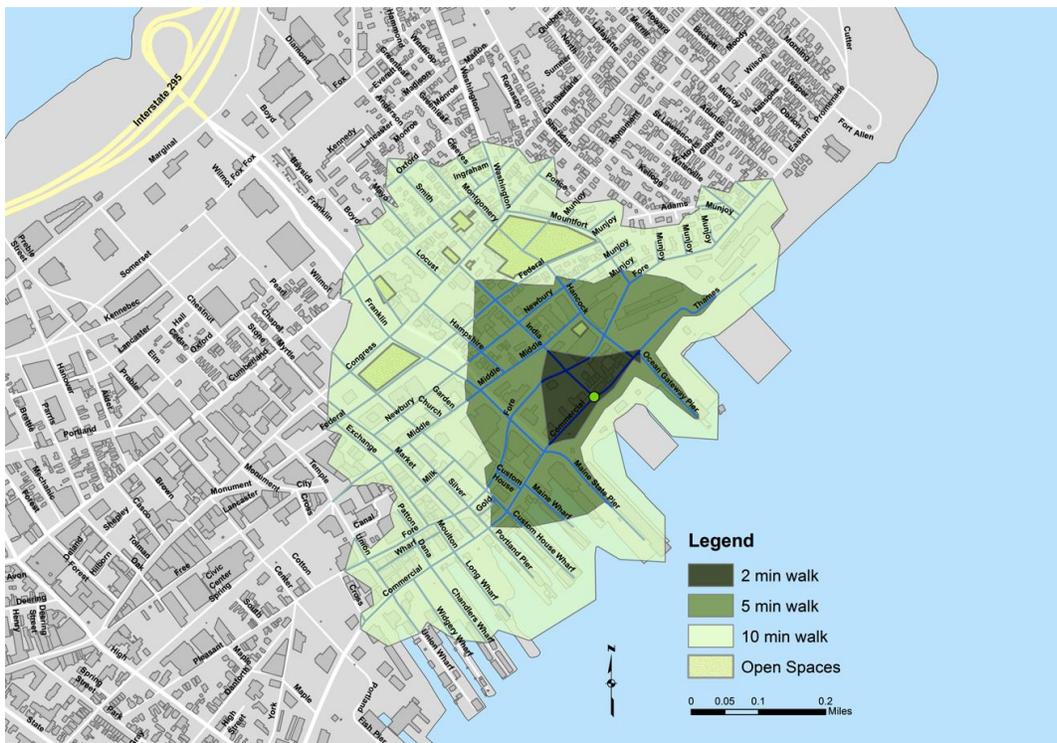


Figure 13: Walking distances from India/Commercial, assuming new connections are available.

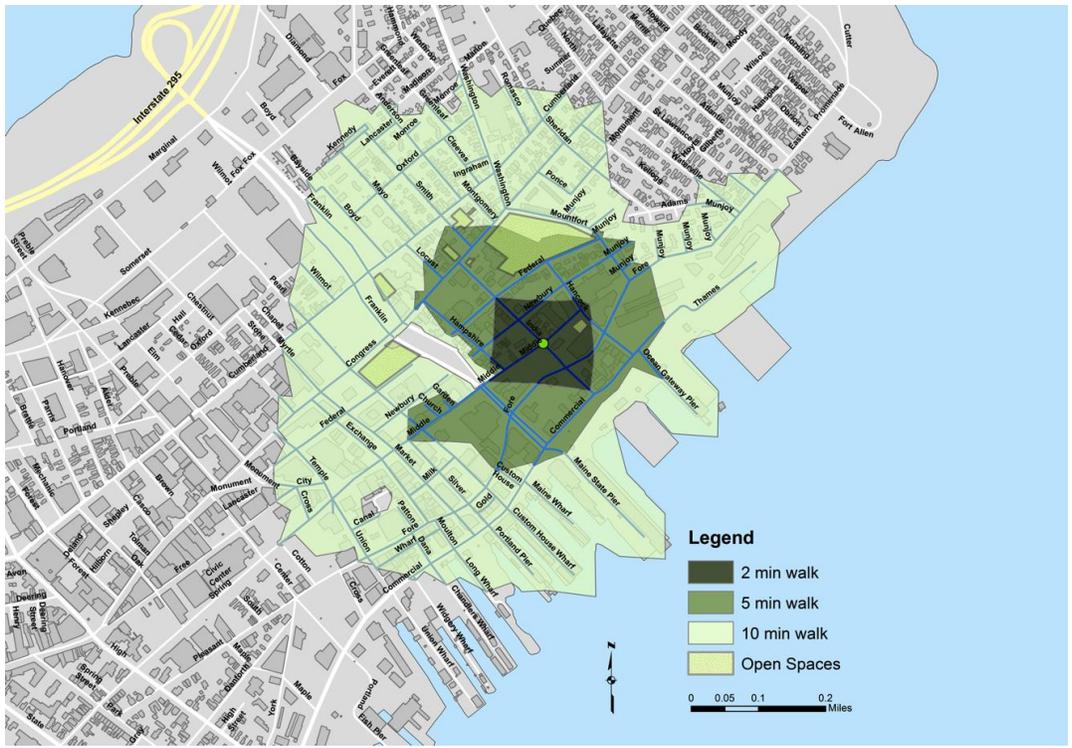


Figure 14: Walking distances from India/Middle, current conditions.

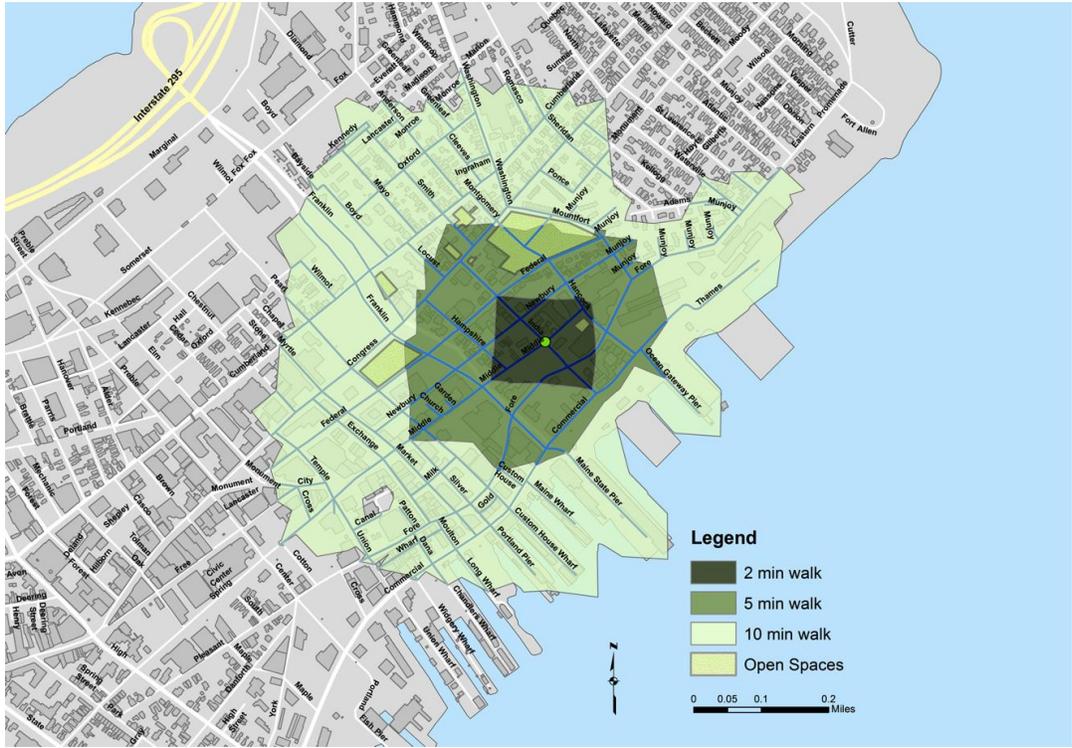


Figure 15: Walking distances from India/Middle, assuming new connections are available.

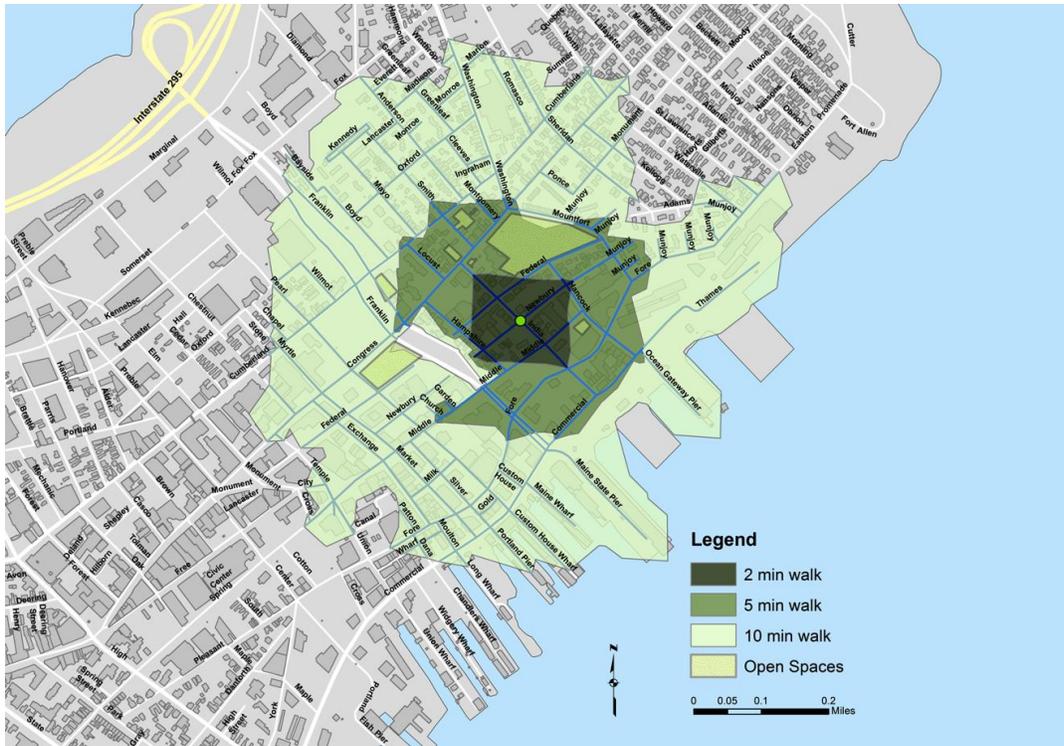


Figure 16: Walking distances from India/Newbury, current conditions.

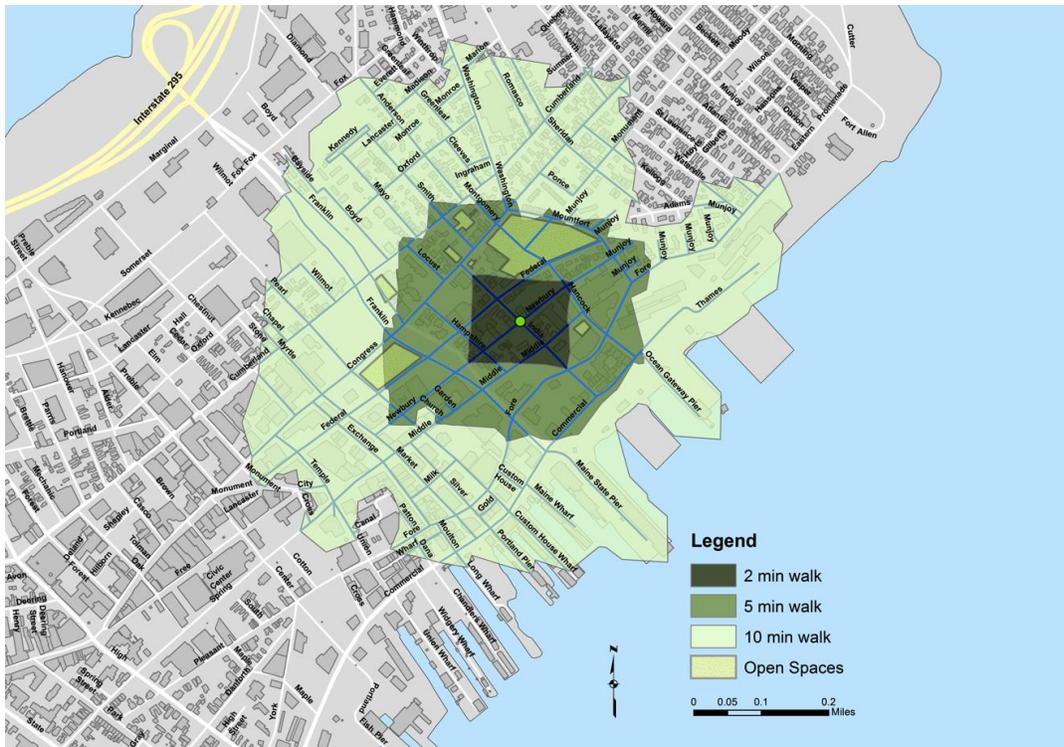


Figure 17: Walking distances from India/Newbury, assuming new connections are available.

Table 3: Sizes of the 10-minute walk areas, under current and proposed conditions

Origin or “Hub”	Size of 10-minute walk area, in acres		
	Current	Proposed	Increase
Hancock	183	207	24
Franklin	226	239	13
India Newbury	264	273	9
India Middle	256	264	7
India	209	214	5

Safety

Residents and business owners of the India Street Neighborhood have commented that they do not feel safe, regardless of how low neighborhood crime rates actually are in the area. Many studies have been done attempting to investigate the relationship between the installation of streetlights and the level of neighborhood crime. Some studies show an increased number of streetlights decreases crime. Others show that increased light at night actually increases crime by making the inside of cars and homes more visible for criminal activity. Recently an article in *The Atlantic Cities* came out summarizing that regardless of the direct impact that streetlight have on the level of crime, they do limit crime by increasing pedestrians’ perceptions of safety, and a resulting increase in pedestrian activity. This increased activity puts more eyes on the street resulting in a safer neighborhood. Not only may streetlights prevent crime, but installation would also make the area safer for pedestrians by lighting sidewalk terrain and crosswalks and increasing their visibility to drivers (Atlantic Cities, 2014).

The “City of Portland Technical Manual,” section 10.2, has general standards for streetlight spacing by street type. We conducted a streetlight inventory using a combination of Google Maps and street level observation (*Figure 18*). Estimating how light would fall with the expected light coverage using the city’s general standards we crated buffers around the streetlights to model light coverage. Then, using Maine DOT public roads data, we grouped the streets under the classifications used in the city’s streetlight general standards. These different road types have different spacing standards, which we took into account when we identified areas where public streets are not in compliance with the city’s standards. We then mapped these “dark spots” as shown in *Figure 19*.

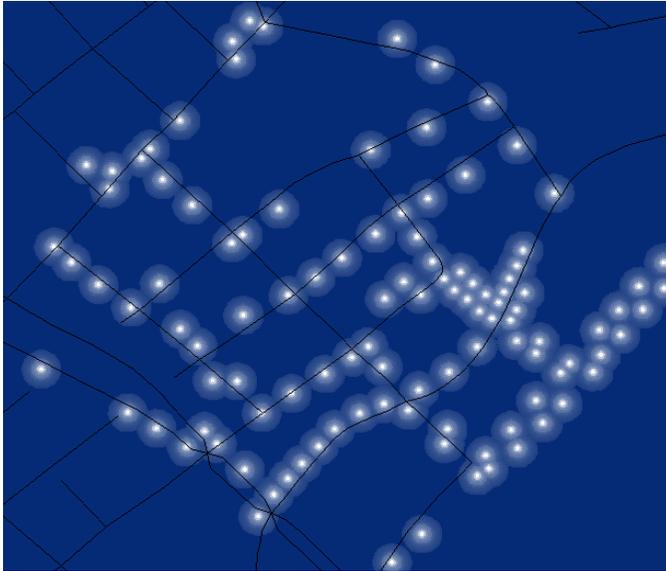


Figure 18: Streetlight inventory of the India Street Neighborhood.



Figure 19: Streetlight inventory with red depicting areas that do not meet Portland's general spacing standard.

After visualizing the streetlights and current dark spots through the GIS analysis, we estimated that approximately 37 new streetlights would be required to bring the neighborhood into compliance with the general standards set by the city (**Figure 20**). India Street itself shows a concentration of dark spots. Other dark areas can be seen around the Eastern Cemetery, particularly on Mountfort Street and Federal Street. Because India Street is the backbone of the

entire neighborhood, proper lighting of India Street could greatly benefit the commercial activity in this area.

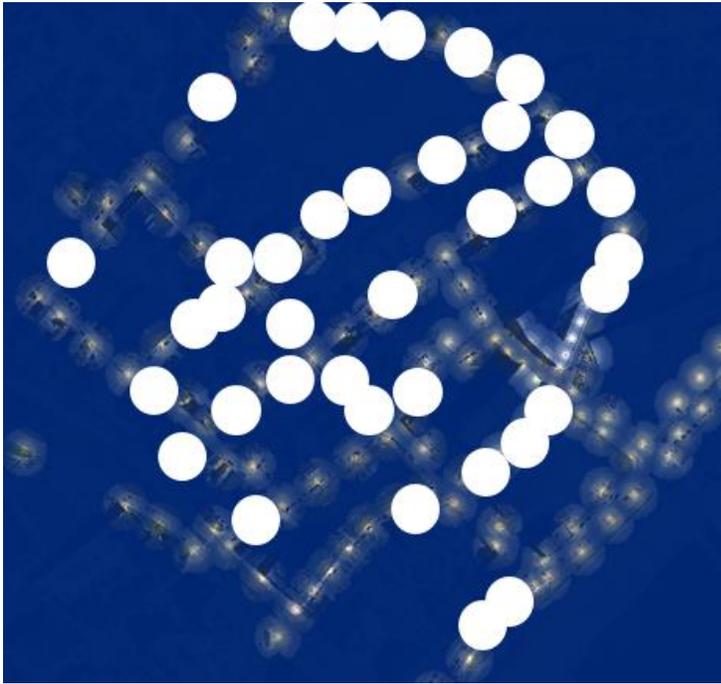


Figure 20: Brighter white circles symbolize the recommended streetlights to meet the general standards.

Eastern Cemetery

Almost five acres in size, Eastern Cemetery is a very large green space located in the core of the peninsula. While an educational source for school field trips and infrequent tours, the cemetery is not very accessible to the public on a daily basis. Two gates presently open into the cemetery. One is at the east entrance on Mountfort Street, and other at the North entrance at Congress Street. Unfortunately, these gates are rarely open for public access due to concerns about vandalism and littering. As stated above, installation of the proposed streetlights could help focus more eyes on the street and the cemetery entrances. With the coordinated help of Spirits Alive and other friends of the cemetery groups, the gates could be kept open during the day and only at night.

The creation of a new access point was mentioned in the connectivity analysis above. This access point could be accomplished by creating a staircase into the cemetery from Federal Street, at the intersection with Hancock. This would provide a means for neighborhood residents a means to

use and enjoy the open space that the cemetery has the potential to provide. Permitted uses would be limited to low-impact activities such as walking or running. Cemetery groups and the city may need to discuss the enforcement of necessary restrictions on other such uses including biking, dog walking, and sporting activities (Frisbee, baseball etc...). According to the Eastern Cemetery Master Plan from 2006, the wall along Federal Street is in need of attention. With three to five foot cracks, a 30 foot bulge and no obvious drainage, the wall has the potential to be in serious trouble (**Figure 21**). While more serious studies may be required, if repairs were to be made in the near future, this may be an opportune time to make some structural changes to the cemetery for the long term benefit of the community.



Figure 21: 30 foot bulge in the Federal Street cemetery wall.

The cemetery wall along Federal Street is large and intrusive. At night, this area lacks lighting and is very unwelcoming to pedestrians. However, there is the potential to create a new pathway through the cemetery by adding stairs to a section of the wall. This would greatly increase pedestrian connectivity by creating an alternative route to Congress Street or Mountfort Street.

Figure 22 shows a concept rendering of what a stairway leading to the path through the cemetery might look like. While the purpose of the stairs is to simply create another access point to the cemetery, it is important to make it visually appealing to attract users. Adding shrubs to the top and bottom of the stairs in the cemetery creates an identifiable exit/access point, as well as making it inviting. The art on the wall simply makes the area more colorful and lively. Ideally,

the art would be temporary on a piece of wood or such covering the wall to avoid damaging the stones with paint.

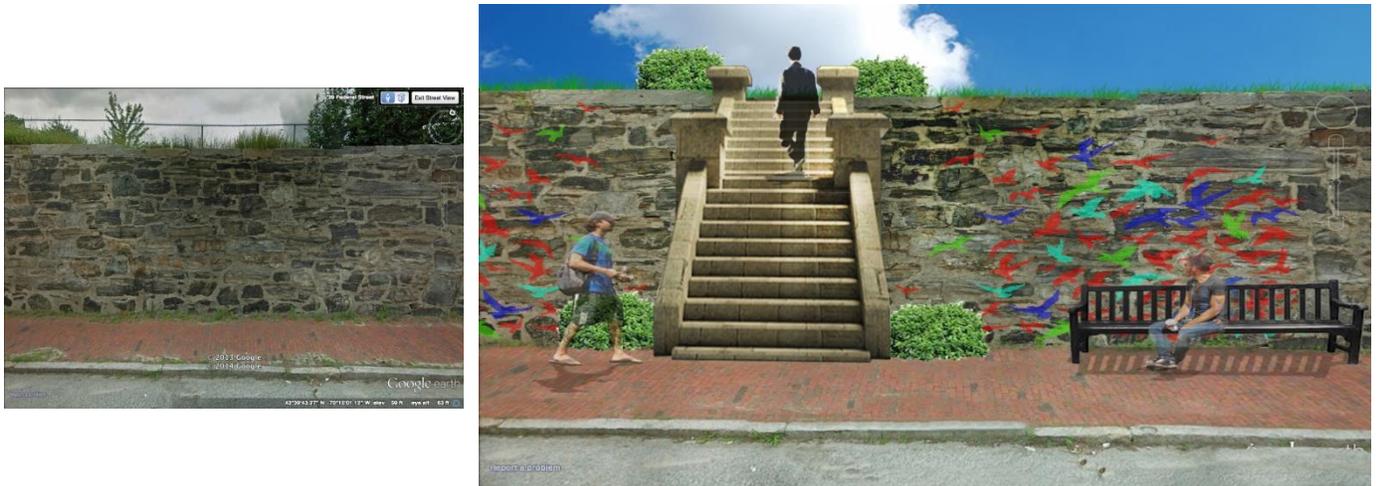


Figure 22: Cemetery wall as existing (left), and with potential staircase (right).

There are concerns, both with opening the cemetery to public use as well as with creating a new access point and path. While some concerns have to do with the past vandalism in the area, others focus on the fragile state of the cemetery. Although not an official spokesperson, a founder and board member of Spirits Alive was willing to provide information relevant to these concerns. Although there was historically an access point at the southern boundary of the cemetery, the Eastern Cemetery is a burial ground, where graves are not organized in a pattern that would allow for paths in all areas. Some parts of the grounds are so fragile that access should be restricted. These factors do not mean that more public access would be impossible for the cemetery, but they present particular challenges. The cemetery already has deferred maintenance, and will require additional maintenance with increased access. Before pursuing any of our recommendations, a number of matters must be considered including the layout of the burial ground, the integrity of the wall facing Federal Street, and the budget requirements of increased maintenance.

Public Art

Why Public Art? Cities gain value through public art – cultural, social, and economic value. It is a distinguishing part of our public history and our evolving culture. It reflects and reveals our

society, and adds unique meaning to our communities. Public art also humanizes the built environment and invigorates public spaces. It provides an intersection between past, present and future, between disciplines, and between ideas. Public art is freely accessible.

Having a particular community identity, especially in terms of what our towns look like, is becoming even more important in a world where everyplace tends to look like everyplace else. Places with a strong public art presence can break through blandness and monotony, and give communities a stronger sense of place and identity. When we think about memorable places, we think about their icons – the St. Louis Arch, the totem poles of Vancouver, the Cloud Gate in Chicago. All of these were the work of creative people who captured the spirit and atmosphere of their cultural setting.

Cities with active and dynamic cultural scenes are more attractive to individuals and business. Public art can be a key factor in establishing a unique and culturally active place. Public art can create civic icons, but it also can transform our playgrounds, train stations, traffic circles, hospitals, water treatment facilities, and airports into more vibrant expressions of human imagination. By building and reinforcing community culture, public art can act as a catalyst for community generation or regeneration.

The India Street Neighborhood has the opportunity to include public art in the neighborhood. It has the potential to create a welcoming, lively environment to the residents and visitors of the neighborhood while being aesthetically pleasing. With public art, local businesses could profit and grow from the potential growth of tourists and residents in the neighborhood. Below are examples of the types of art we recommend for the India Street neighborhood.



Figure 23: Examples of public/Functional art.

Functional Art. Art is functional when it serves more than the purpose of being visually appealing. Whereas other types of art may intend to only be observed, functional art is meant to attract people to interact with and use it. This type of art would directly benefit the residents of the India Street Neighborhood, as the art pieces would be accessible, appealing, and useful to their needs. Figure 23 depicts examples of functional art.

Façade Art. Façade art has the potential to turn any bland, unattractive building into a lively, welcoming spot. Façade art is often a mural and can be found on the side of buildings that are on street corners, making it easily accessible to the public's view. In addition to murals, Pandora Lacasse's lighting installations are a Portland staple that would create a colorful and dynamic presence in the neighborhood. Figure 24 shows examples of façade art.

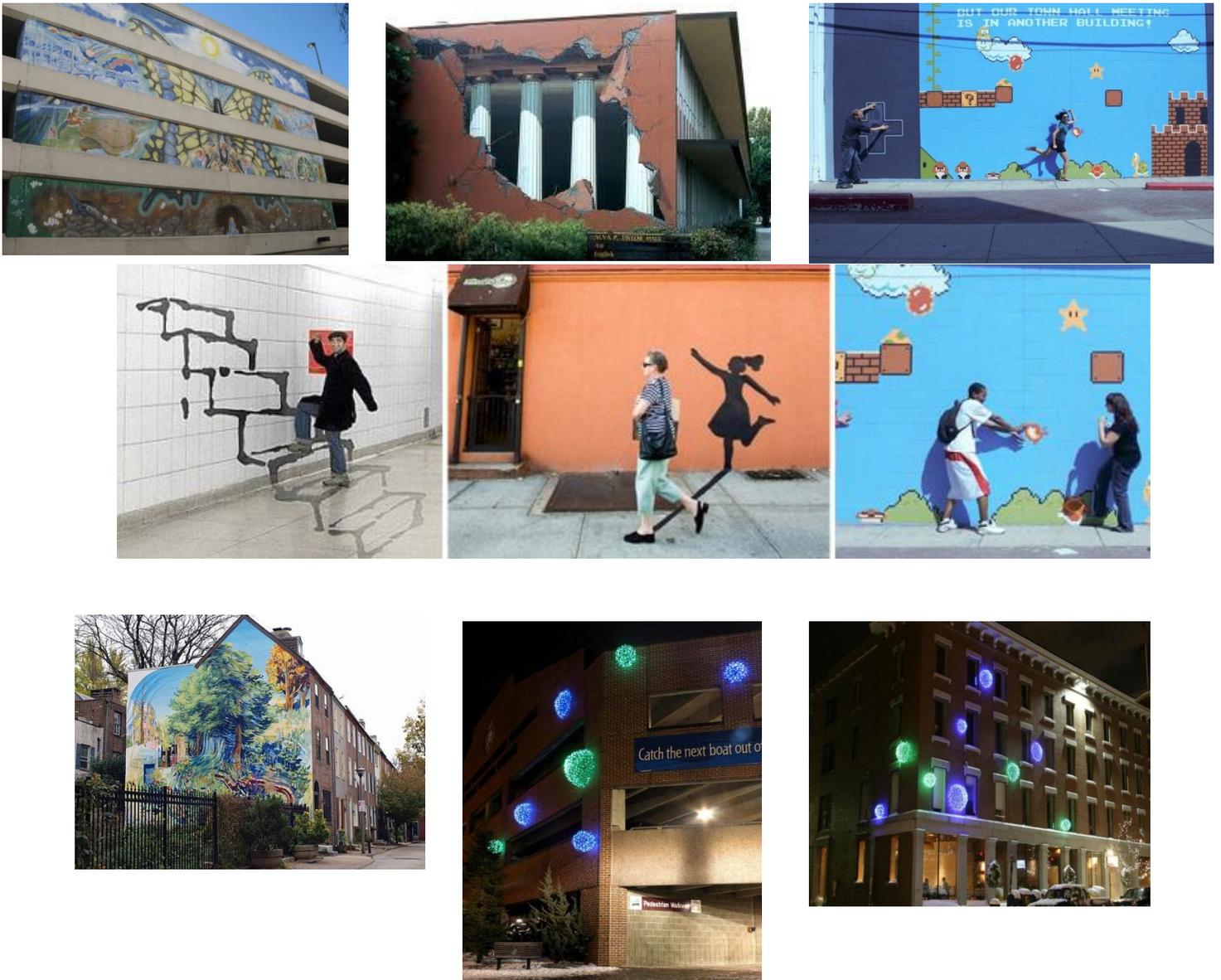


Figure 24: Examples of façade art.

Corner Art. Art on street corners is a great way to grab the attention of visitors and tourists. People tend to check out anything that looks unique and interesting. Placing appealing art at the corners of the India Street Neighborhood, and within it, would attract people to the area. Ideally, different kinds of art would be placed on various street corners in the neighborhood, creating a walking path for visitors as they see each one from a distance. Figure 25 shows examples of corner art.



Figure 25: Examples of corner art.

Implementation. Historically, public art partnerships have been fruitful sources of cultural expression and social practice, as well as catalysts for revenue and urban regeneration. Broadly speaking, partnerships can include private developers or funders, infrastructure consortia, museums and galleries, educational institutions, transportation systems or private industry. Interdisciplinary opportunities can blur boundaries among cultural-visual-performance art, design, decoration, and technology. A great, cost-effective way to begin implementing public art in the India Street Neighborhood would be to coordinate with the area art schools. Students are

typically looking for new projects to take on for either a class project or for their portfolio. This would give them the opportunity to have their artwork displayed in the public. Other examples of public art are displayed elsewhere in this report as well.

Recommendations

In order to improve the streetscape of the India Street Neighborhood, we recommend 1. Connecting Federal and Newbury Streets across Franklin Street 2. Creating a new access point to the Eastern Cemetery along the Federal Street wall 3. Placing more streetlights and 4. Implementing public art.

1. Connecting Federal and Newbury across Franklin Street

Implementing these connections has the potential to increase traffic and residential flow throughout the neighborhood. Additionally walkability would be increased.

2. Creating a New Access Point to the Eastern Cemetery

Opening a section of the Federal Street wall and implementing stairs to the cemetery could increase walkability through the neighborhood. Also, the increase in pedestrian activity in the cemetery could reduce the amount of vandalism by keeping “eyes on the street.”

3. Placing More Street Lights

As noted in the ‘Safety’ section of this report, lighting in the neighborhood is very dispersed, which leaves many dark areas. These dark areas are a reason why residents may feel unsafe. Increasing the number of street lights by 37 would bring the neighborhood into compliance with the general standards of the city of Portland.

4. Implementing Public Art

Placing public art in the neighborhood has the potential to create a more welcoming, lively area that could increase residents’ sense of well-being. Implementing functional, corner, and/or façade art could create an interactive community, as well as attract tourists.

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APPENDIX A

Economic Development Summary of Interviews

1. When did you locate your business in the India Street Neighborhood?

Two interviewees answered in the 1980's, one in the early part of the decade and the other in the late. Three joined the neighborhood in the 1990's, one in 1991, another in 1994, and the last in 1999. Another two businesses located on India Street during 2011 to 2012, and another interviewee joined an existing business in 2013.

2 & 3. Why did you locate in the India Street Neighborhood? What factors were most important in your decision?

Availability is the primary and affordability the secondary reason as to why the business owners/managers located to India Street. Over half of the business interviewed claim either one or both of these attributes are what brought them to the India Street Neighborhood. Fires in owner's previous buildings drove two businesses to the neighborhood with the need for a quick relocation. Specifics about the property such as zoning, the building, and parking were cited by three interviewees. Location in the sense of connectedness and accessibility was mentioned by two business owners, one of which also mentioned the area as attractive to locals and away from the Old Port as a factor. Outlier answers include: water access with public fishing from the Maine State Pier, safety, an investment opportunity, location in Portland, and lastly the city's willingness to give a Tax Increment Financing (TIF) and work with the business owner/developer.

4. What do you see as the strengths of the India Street Neighborhood?

All but two of those interviewed cited location as a strength in direct relation to their business; four businesses highlighted walkability in particular. Other strengths under the 'umbrella' strength of location mentioned include: adjacency to downtown, the Old Port, and the waterfront; accessible from I-295; accessible by public transportation; and close to both residential and commercial development. The secondary strengths (all mentioned by two interviewees) include: safety, affordability, and mixed use.

India Street is discussed by more than two business owners/managers as a safe neighborhood during the interviews but not in direct correlation with this question. Again, affordability is mentioned, particularly in regards to the rest of the Portland peninsula. In relation to mixed use, adjacency to both residential and commercial areas, as well as the diversity that mixed use brings to the neighborhood itself is perceived as a strength. The term color was used by one interviewee to describe the non-uniformity and general vibe of the neighborhood. The available workforce was mentioned once, which is likely related to the residential availability in the neighborhood and nearby. Other outlier responses include: great restaurants, parking, unusual and strange, good city services (fire and police), easy to operate a business, green space, and parking.

5. What do you see as the weaknesses of the India Street Neighborhood?

Five interviewees identified on street parking as a weakness. Restaurant and retail business owners are most affected by on-street parking issues while property owners were concerned with traffic and regulation. Three respondents identified increased automobile traffic as growing concern, which they saw as spillover, cut-through, and delivery vehicles rather than increased customers. Safety was tentatively mentioned as a weakness as more of a concern than a tangible threat. Homeless people and the local shelter likely contribute to this perception. Other identified weaknesses include fear of not allowing future development, lack of water and fishing access, increased competition with the Old Port, and a lack of plan particularly with zoning.

6. What types of development do you expect to see in the future?

Everyone interviewed included the terms housing, residential, or condos in their response to this question. Residential condominiums, notably high end, are expected to increase in the India Street neighborhood. The second most expected future development is more restaurants and retail growth. One property owner expects mix use development of condominiums with first floor retail space. The only outlier answer was an increase in marine-based industry around the ferry terminal.

7. What types of development do you hope to see?

More mixed use was the primary answer. More specifically, a combination of: residential (five responses), retail (four responses), food (two responses), office (one response), hotels (one response), and live/work space (one response.)

Note: The term 'mixed use' is included in residential, retail, food, and office as one response in each category.

Two interviewees would like to see future development under four or five stories. Other answers include more parking, preserve the working waterfront and churches, focus on community over business, no change in development, and one response was no opinion.

8. Are there any types of development that you do not think are appropriate for the India Street Neighborhood?

All responses included either large development, particularly in height and especially on small lots, or heavy industry. Too many high end condos, blocking water views, and adult entertainment were the outlier answers.

9. Do you have any concerns about future development?

The primary concern is small businesses and renters getting priced out of the neighborhood. Two responses voiced this concern directly to this question, but it was also mentioned in other discussions. Other replies include: restrictions on the types of development and height requirements, further loss of open space, rising parking demand, losing the working waterfront, and misdirected commercial growth. Specifically regarding commercial development, it is more desired on Middle, Fore, Commercial, and India streets to maintain the residential character of the rest of the neighborhood.

10. What public investments are likely to leverage the most future private investment in the India Street Neighborhood?

Development incentives were mentioned in three responses. Two interviewees suggested tax credits/break. Passes on zoning (such as restaurant machinery requirements), working with developers, streamlining the development process, and a revolving loan fund were also suggested

as public investment towards the development aspect of economic growth. Improving public/alternate transportation was suggested by two directly to this question, and another mentioned it as a possible contributing solution to the parking concern. Improving parking was mentioned once to this question, but is highlighted as a major weakness and concern in the neighborhood. Outlier answers include investing in a public fishing pier and boat ramp to enhance waterfront access, improving snow removal to maintain safe access to India Street and its businesses, supporting cruise ships, focus on small businesses and lastly, it is up to individual landlords and property owners rather than rely on public investments.

11. Are there zoning changes you would recommend?

The two changes discussed most in response to this question were height restrictions and parking requirements. In regards to parking, one response was to increase off-street requirements, two stakeholders support removing requirements, and another hesitantly suggested changes. Height requirements received more attention than parking. Three business owners recommended maintaining height requirements to keep the neighborhood consistent. One property owner, whom also suggested removing parking requirements, recommends removing height limits to allow the city to grow while letting the market sort the zoning concerns. The only outlier answer besides no response was to create a cohesive zoning scheme and to do so quickly, with the developmental pressure accumulating in the neighborhood.

12. Would a parking improvement district be appropriate for the India Street neighborhood?

The responses were: two yes, two no, and four would consider.

13. Is there anything that might cause you to relocate your business from the India Street neighborhood?

The most identified cause for relocation is from three business owners (all renters) and the concern is being priced out. A further loss of parking, or worsening parking situation is the second most identified cause with two business owners mentioning it. Outlier answers include: further restrictions on noise and hours of operation, shelter expansion, further loss of water access, and if the business had no choice because the landlord sold the property.

14. *Is there anything else that you think is important that we have not covered?*

- Portland doesn't care about my business
- Walkability is important
- Streetscape and bricks is good
- A cemetery cistern leaks into my building
- The shelter can be intimidating
- The street is changing and we already feel behind, we don't want the street to change much because we don't want to lose the vibe
- Parking demand increased significantly in a short amount of time
- Small business struggle to absorb expenses like parking
- Residential development provides a stable market
- Lighting should be increased
- Small restaurants and rental housing is desirable
- The new condominiums are too big

Two developers of small multi-unit residential, mixed-use and live-work spaces of the type envisioned in the planning process were interviewed. The developers agreed that removing minimum off-street parking requirements could reduce project costs and make units more affordable. The developers were also in agreement that a height bonus would not be well received by the public and that four stories would likely be the limit of acceptable new construction. The viability of developing live-work spaces would depend on land costs, since the market for these units command a lower price per square foot than purely residential space. Successful development of live-work space might only succeed on publicly owned property through an RFP process that encouraged this type of development. The developers were cautious about using inclusionary zoning to ensure the development of affordable housing units. Again, the developers felt that a focused RFP process would be a more predictable way to develop affordable housing units.

APPENDIX B

I = Interviewer

R = Respondent

Place Branding Interview One

I: *What do you normally come for on India St?*

R: Micucci's, mainly. And what's the coffee shop by there?

I: *Coffee By Design.*

R: Yeah, that's about the only reason I come down.

I: *In one word what would you say would describe India Street*

R: Funky in a good way. It's one of my favorite streets. It's got character. The old fire house...oh, it's just classic.

I: *Is there anything that could be improved upon?*

R: I haven't thought about it, but...oh, keep its character. Don't turn it into that (pointing at hotel)

I: *Oh, the hotel.*

Place Branding Interview Two

I: *What brings you to the India Street Neighborhood?*

R: We are here on a long weekend on vacation.

I: *Have you had a chance to check out any of the restaurants and shop? What did you think of them?*

R: Food has been fantastic so far. We are planning on eating our way through Portland.

I: *Have you had a chance to explore this neighborhood over here at all" in reference to India Street*

R: We are staying in the West End and making our way across the peninsula. We been all the way down before and might make our way down to the park at the end.

I: *Looking at the streetscape right here; what are your opinions of it (pointing at India Street)*

R: Well, It loses part of what's nice about the Old Port, where things are less protected. This is the bad part of Portland where you have the parking lots intermingling things and things are broken up and there's a big parking garage. It's certainly not as welcoming. Unless we had a destination down this road I wouldn't walk much farther.

I: *What do you think is missing?*

R: Density. The surface lots aren't doing anything for it. The gaps between the buildings need to be filled in.