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# North Yarmouth Comprehensive Plan Update

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# **NORTH YARMOUTH COMPREHENSIVE PLAN UPDATE SUMMARY FOR STATE PLANNING OFFICE SUBMISSION**

## **Overview**

This Comprehensive Plan is an update of the Town's 1991 Plan. Since 1991 the community has experienced considerable growth and development, and has enacted a building cap on the number of residential permits allowed. This has slowed the pace of residential development, but growth has continued to occur primarily in outlying areas of the community along rural roads, and increasingly off private roads extending into undeveloped backlands. Besides a building cap, the town's other tools for managing growth are zoning and impact fees.

## **The Process for Updating the Comprehensive Plan**

The 14-member Comprehensive Plan Update Committee, appointed January 2002, has been working on the Plan for nearly two years. Public input has been a priority, and the following opportunities were provided:

- Public Opinion Survey (467 surveys returned, 39% response rate) – January 2003
- Visioning Sessions (5 sessions, approximately 70 participants) – February 2003
- Open Space Workshops (2 sessions, approximately 45 participants) – June 2003
- Large Landowners (50+ acres) Meeting (15 participants) – September 2003
- Workshop with Representatives of the State Planning Office and Community Leaders (20 participants) – September 2003
- Public Forum (50+ participants) – November 2003

## **The Most Significant Findings**

- Over the next decade development pressure will increase as a result of a sprawling regional pattern with people looking to more rural areas such as North Yarmouth to call home. The population will increase from about 3,500 to 4,300 people by the year 2014. The demand for new housing is projected to be from 300 to 360 new units over the next ten years.
- The lack of public sewer limits higher density development, particularly in the portion of the village that is underlain by the aquifer for the public water supply.
- The aquifers that serve the public water supply are crucial to the future well being of North Yarmouth and Yarmouth residents, and the zoning must be modified to provide adequate protection. Public sewer would provide considerable protection, as well.
- Preservation of open space is a high priority, particularly the Royal River Corridor, public water supplies, the Knight's Pond and Deer Brook areas, and Pratt's Brook. Much progress has been made in preserving open space in subdivisions and in purchasing land for parks.
- Growth and development will increase the cost of waste disposal, road construction and maintenance, administrative staffing, police protection and fire and rescue services.
- Traffic volumes and speeds on the town's roads are major safety concern.
- Over the past 5 years education costs have risen 59% as compared to 26% for all town expenses combined. Education accounts for 64% of municipal expenses.
- The Town is in sound fiscal condition, due to increasing property values, a limited amount of long-term debt and use of a capital budgeting process.
- Existing zoning is encouraging a sprawling development pattern, including strip development along public roads. Over 90% of the buildings are located in the Farm and Forest, and Rural Districts.

## Significant Goals, Policies and Strategies

The Comprehensive Plan Update recommends the implementation of a growth management program consisting of the coordinated use of a number of tools designed to guide growth, including:

- Amendments to the Zoning Ordinance and Subdivision Regulations
- Implementation of an Open Space Plan to include land acquisition and other protection techniques
- Municipal Facilities and Services, and Transportation planning and policies that support the goals for directing growth, preserving open space and protecting critical natural resource areas
- Financial planning and programming consistent with overall growth management goals

Two significant goals of the growth management program are:

- Attain a goal of at least 60% to 70% of new residential uses to be located within the Village Center, Village Residential or Transitional Residential Districts areas over the next ten years. Attain a goal of no more than 30% to 40% of new residential uses to be located in Farm and Forest District over the next ten years.
- Permanently preserve 10% or 1,370 acres of the town in open space by the year 2015. As a long-range goal, permanently preserve 20% to 25% of the town in open space (2,700 to 3,400 acres).

The **Future Land Use Plan** establishes a Village Center District and village and residential neighborhood districts in areas adjacent to existing built-up areas and in areas where water and sewer are or might be available in the future (growth areas). Preservation of open space and natural resources is the primary goal of the Farm and Forest District and the Resource Protection District (rural areas and critical resource areas). The Groundwater Overlay District is designed to provide a high level of protection to existing and future public water supplies. A differential building cap is proposed to limit building in the rural districts. A less restrictive cap, or no cap, is proposed for the growth districts. Conservation subdivisions that preserve at least 50% to 60% of open space are required in the rural districts.

The **Open Space Plan** is a very high priority that recommends the establishment of a Royal River Greenway and land conservation in the largest unfragmented wildlife habitat block in the area. The Plan recommends further inventories and the development of a Map of Conservation Lands to guide future land development.

The **Affordable Housing Plan** recommends locations for higher density housing, that accessory apartments be allowed throughout the town, and other incentives for the creation of affordable housing.

The **Transportation Plan, Public Services and Facilities, and Capital Investment Plan** focus on providing adequate services and facilities to all of the community, but with a higher level of service to growth areas. The most significant initiatives include:

- Policies to allow Town acceptance of private roads in growth areas and to discourage acceptance in rural areas
- Establishment of a driveway permitting system and road standards to address access management and road construction
- Enhancement of the Village Center District to encourage civic, cultural and business activity
- A sewer feasibility study and a cooperative effort with Yarmouth to protect the public water supply
- Development of a master plan for the placement of future roads, sidewalks, bikeways, etc. in growth areas.

**NORTH YARMOUTH**  
**COMPREHENSIVE PLAN**  
**UPDATE**

**February 6, 2004**

**To Be Voted on at Town Meeting –  
March 13, 2004**

**BOOK I.**  
**RECOMMENDATIONS:**  
**GOALS, POLICIES AND**  
**IMPLEMENTATION STRATEGIES**



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## CHAPTER 1. INTRODUCTION

### *Acknowledgements*

Thank you to the Comprehensive Plan Update Committee:

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Bob Houston, Mapping*	Glen Gervais
Eleanor Carolan	Katri Sampson
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Lewis Holman	Deb Macleod
Katie Murphy	Amanda Bennett
	Dick Baston
	Gwen Hilton, Consultant

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	Jeanne Chadbourne

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Gordon Scannell	William Hayes
Kent Hilton	Ed Gervais
	Peter Lindsey

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Scott Seaver (Administrative Assistant)	Mike O'Donnell (John O'Donnell Associates - Assessors)
Donald Chaisson (Public Works Director)	Marie Lausier (Office staff)
	Debbie Allen (Office staff)

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Thank you to all the residents who participated in the public opinion survey, workshops and public meetings.

\* We would like to extend special thanks to Bob Houston for providing the splendid maps for this plan.

# INTRODUCTION

## *Background and Purpose of the Comprehensive Plan Update*

North Yarmouth completed its first Comprehensive Plan in 1973, revised it in 1985 and in 1991. Since 1991 the community has experienced considerable growth and development, and has enacted a building cap on the number of residential permits allowed. This has slowed the pace of residential development, but growth has and continues to occur primarily along rural roads, and increasingly off private roads extending into undeveloped backlands. This sprawling development pattern will consume all developable areas resulting in a community that is expensive to maintain and serve, and whose character will have changed dramatically.

Besides a building cap, the town's other tools for guiding growth are zoning and the use of impact fees on new residential development. Fees help pay for capital improvements for emergency services and to preserve open space and develop recreation facilities. Maine law requires that any town using these tools have a Comprehensive Plan, which meets specific criteria. The goal of this comprehensive plan is to bring the North Yarmouth into compliance with this requirement and to **guide future growth and development over the next decade.**

## *The Process for Updating the Plan*

The 14-member Comprehensive Plan Update Committee has been working on the Plan for nearly two years. They began by conducting a thorough assessment that identified the critical issues. In the fall of 2002, they hired a consultant to assist them. Since then, the Committee has been meeting two to four times a month to review and debate the various chapters of the Plan. Ongoing public input has been a priority, and the following opportunities were provided:

**Public Opinion Survey** (467 surveys returned, 39% response rate) – January 2003

**Visioning Sessions** (5 sessions, approximately 70 participants) – February 2003

**Open Space Workshops** (2 sessions, approximately 50 participants) – June 2003

**Large Landowners (50+ acres) Meeting** (15 participants) – September 2003

**Land Use Workshop** with Representatives of the State Planning Office and Community Leaders  
(20 participants) – September 2003

**Public Forum** – November 2003

In addition, Comprehensive Plan documents were made available on the Town's WEB page and numerous articles were published in the local newspapers.

At the March 2004 Town Meeting the Town will vote on the proposed Comprehensive Plan Update. **The Plan is NOT an ordinance or regulations.** It makes recommendations for changes in town policies and areas for further research. **Recommended changes to the Zoning Ordinance will require further work by the Planning Board or an ordinance drafting committee.** There will be more opportunities for public input. The process of making changes to the zoning regulations will take 2 to 3 years, with town votes on amendments to ordinances at future town meetings.



# INTRODUCTION

## *The Comprehensive Plan Documents and Maps*

The Comprehensive Plan Update document is organized into two books:

**Book I. Recommendations: Goals, Policies and Implementation Strategies**

**Book II. Supporting Documentation: Inventory and Analysis  
Appendix**

Results of the Public Opinion Survey  
Results of the Visioning Workshops  
Results of the Open Space Workshops

### **Maps (included in the Plan Document)**

Land Cover  
Surface Waters  
Sub-surface Waters  
Wildlife Habitat  
Topography  
Building Development  
Open Space Plan  
Future Land Use

### **Other Maps Used in the Planning Process**

Potential for Low Density Development (USDA Natural Resources Conservation Service)  
Archaeologically Sensitive Areas (Maine Historic Preservation Commission)

## **CHAPTER 2. VISION FOR NORTH YARMOUTH TO THE YEAR 2020**

### ***Introduction***

North Yarmouth begins the 21<sup>st</sup> century with a substantial legacy. Of the houses appearing on a town map printed in 1871, more than 135 are still standing. While some of these historic buildings are in the Walnut Hill area, most are evenly scattered throughout the Town, contributing to a feeling of age and stability. Stonewalls run along the roads and deep into the forest that has overtaken the last century's fields, the old granite quarry and the site of the Wescustogo Hotel. North Yarmouth still feels like a small town and has a rural appearance, although working family farms have passed almost completely into history.

Over the past decade North Yarmouth has become increasingly attractive to new residents seeking more rural lifestyles, while commuting to work in the urban areas.

### ***Accommodating Population Growth Without Losing Community Character***

Change is inevitable due to the inability to stop people fleeing the more urban areas in search of a rural setting to call home. We hope to address the need to accommodate population growth while preserving the most treasured places and maintaining the quality of life that citizens cherish.

### ***Key Characteristics of the Vision***

In the year 2020, we hope North Yarmouth will still be a safe, friendly, welcoming town. We would like to see a strong sense of community with many folks involved in town affairs and community activities. We expect that there will be a strong sense of history evident in the continued existence of old buildings and places. While there will be many more houses, we would like to see most of them located in village neighborhoods thereby preserving expanses of open space and critical natural resources. Access to outdoor recreational opportunities, places for solitude and other amenities important to maintaining a high quality of life will be very important.

### ***Special Places: Natural and Cultural Treasures to be preserved for the Future***

A vision of North Yarmouth for the year 2020 must begin with an identification of those places most treasured by the community; many would consider the loss of these places a great failure. Some are unique natural areas, such as the Royal River, while others are culturally significant such as the Congregational Church.

The Royal River, Chandler Brook and the East Branch define the landscape and provide many amenities: great scenery, recreational opportunities – canoeing, swimming, fishing, skating, and quiet places for personal reflection and solitude. By the year 2020, we hope that there will be a Royal River Corridor greenway extending through North Yarmouth and into neighboring communities. There could be interconnecting trails between parks, such as Wescustogo Park and Meeting House Park. Wildlife will likely continue to be abundant. Preservation of the Royal River Corridor will be the result of a collaborative effort between the towns in the watershed and groups like Friends of Royal River.

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The most critical hidden natural resource is the large sand and gravel aquifer that serves as a source of plentiful, clean water for the citizens of North Yarmouth and Yarmouth. It is our hope that in the year 2020, these water supplies will remain clean and plentiful for future generations of citizens of North Yarmouth and Yarmouth as a result of strong efforts to protect them.

In the year 2020, an abundance of wildlife in North Yarmouth will be due to conservation efforts within areas like the large undeveloped area that includes Knight's Pond and Deer Brook, and is shared with the Town of Cumberland. This will have been as a result of the cooperative efforts of the towns of Cumberland and North Yarmouth working with landowners to preserve the area.

Another special place is the scenic gateway to the Town from the south on Route 115. Two railroad overpasses and a dramatic view of open fields and forests provide a stunning entryway. Given the proximity of this area to built-up portions of Yarmouth and future access to water and sewer, this area may be transformed into an attractive village neighborhood. There could be gateway signage that welcomes people and publicizes community events. Similar signage could be located at other gateways and at the entrance to the Village.

The Village contains civic and cultural treasures that should establish the setting for the addition of new uses envisioned for the year 2020. These cultural treasures include the Congregational Church, the Wescustogo Grange Hall and the many other historic buildings. To the east of the Village along The Lane and Sweetser Road are more historic buildings, with the most notable, Skyline Farm, a historic farm museum with open fields and woods. Another special place is the Town Forest, evidence of a prior era's Yankee thriftiness in having planted a red pine plantation for future generations. These are all important cultural resources that should be retained for future generations.

### ***The Year 2020: Where will People Live, Work and Play?***

Over the next two decades North Yarmouth will continue to be a bedroom community to its more urban neighbors, but by the year 2020 there may be more small businesses in the Village Center. The footprint of the Village Center will shift to the west and north to provide greater protection for groundwater supplies. Hopefully, most of the Town's important special places will be permanently preserved as parks or open space. We hope to see people walking, bicycling and interacting with neighbors on these trails and in the parks.

There should be a thriving Village Center, with community facilities, such as Wescustogo Grange Hall, the Village Green, the Town Office and Memorial School, all interconnected to adjacent village neighborhoods by sidewalks. Small village businesses should provide shopping convenience for residents, maybe a pharmacy, service station, small grocery store, hardware store, doctors and other professional offices. Some older homes will likely be converted to office space, while others will remain as residences. New houses and businesses should be incorporated into the village in a harmonious manner that preserves the historic integrity of the Village. Residential neighborhoods should be located nearby on quiet residential streets with sidewalks to encourage healthy, active lifestyles. Routes 115 and 9 will still be major thoroughfares, but traffic will travel slowly through these areas, and there will be safe provision for pedestrians and bicyclists. Perhaps local transit associated with the more urban areas to the south will be available.

By the year 2020, the Village will probably have expanded to include areas towards Cumberland and Yarmouth, and areas north east of the Village Center along and between Routes 231 and 9. Village scale residential neighborhoods, some similar to Walnut Hill Heights, should lie adjacent to the Village Center. There may also be small housing complexes, perhaps condominiums for seniors and maybe an assisted

## VISION STATEMENT

living facility. Some homes in the expanded village area will be attached, on smaller lots, or smaller in size so that they are affordable and convenient for young families and senior citizens on fixed incomes. Children should be able to walk to Memorial School and the new school that might be located in the Village. Homes will be located in friendly, close knit neighborhoods that are designed with landscaping and building placement to provide privacy, but also with sidewalks, playgrounds, parks and public spaces for people to meet and congregate.

New homes in rural areas of the community will likely be located in small developments that preserve open space, and are screened from roadways to maintain privacy and rural character. Open space in these developments will be consistent with the Town's efforts to preserve important greenways, wildlife corridors, and other natural resources.

Many rural areas of the community will consist of fields and forests, but active farming and forestry will be different from in the past. There will be people who raise a few livestock, or have a small garden to generate supplemental income, or maybe just as a hobby. There will also be agriculturally related businesses, such as Christmas tree farms, nurseries and maybe market gardens to supply residents with locally grown fruits and vegetables, or ornamental plants for landscaping. Perhaps there will be a farmer's market, or cooperative market garden. Privately owned recreational uses of open land will become more common, such as golf courses and horse farms.

# CHAPTER 3. GROWTH MANAGEMENT PROGRAM

Maine’s Growth Management Law establishes the criteria for **North Yarmouth’s Growth Management Program**, which consists of this Comprehensive Plan Update and its Implementation Program. The Comprehensive Plan contains goals and policies, and makes recommendations for how they should be implemented. Once the Plan is adopted, the Town begins implementing the recommendations; this is called the Implementation Program.

The Growth Management Program is designed to utilize a combination of regulatory and non-regulatory tools to achieve its goals. The foundation for the program is the **Future Land Use Plan**, which maps out rural areas and areas for future growth. The recommendations from other sections of the Plan, such as Municipal Facilities and Services, Transportation, Housing and the Open Space Plan are designed to dovetail with the Future Land Use Plan’s blueprint for development. **The coordinated use of all of the tools available to the Town is required to effectively guide growth.**



# G R O W T H M A N A G E M E N T P R O G R A M

## *Overall Growth Management Goals*

1. Implement a Growth Management Program consistent with the “Vision for North Yarmouth to the Year 2020”.
2. Implement a Growth Management Program that is consistent with the goals of the various sections of this Plan, including most importantly, the following goal: *Encourage orderly growth and development in appropriate areas of the community, while protecting rural character, making efficient use of public services, and preventing sprawl.*

## *Policies*

1. Implement a program that incorporates land use regulation, open space planning, education, management of services and facilities including capital improvements and transportation management, inter-local initiatives, and fiscal and taxation policies.
2. Monitor the effectiveness of this Growth Management Program in meeting the stated goals, and revise as necessary to achieve the goals or to reflect changing circumstances.

## *Implementation Highlights*

The Policies will be implemented as follows:	Responsible Party <sup>1</sup>	Year
<ol style="list-style-type: none"> <li>1. <b>Oversight of the Implementation Program</b> to be accomplished at least once a year to evaluate progress in meeting the goals of the Growth Management Program.</li> <li>2. <b>Residential Growth Management</b> through a differential residential growth cap that limits the amount of new housing on a yearly basis to protect existing and future public water supplies, and to allow development to occur at a pace consistent with the Town’s ability to provide services and facilities, such as public sewer. <u>A permanent residential growth cap will apply to the Farm and Forest District. A temporary residential growth cap will apply to the Village Center, Village Residential and Transitional Residential Districts.</u> It is anticipated that this temporary cap will be in place for 3 years. (See Chapter 4 of Book I for additional information and requirements regarding the growth cap.) The following criteria should be considered:               <ol style="list-style-type: none"> <li>a. Historic and projected growth rates;</li> <li>b. The goal of 60% to 70% of future residential development to occur in the Village Center and Village Residential Districts, with some future portion allocated to the Transitional Residential Districts</li> <li>c. The goal of no more than 30% to 40% of residential development to occur in the Farm and Forest Districts</li> </ol> </li> </ol>	<p><b>Implementati on Committee</b></p> <p><b>Implementati on Committee</b></p>	<p>April 2004, then annually</p> <p>2004, update every 3 years</p>

<sup>1</sup> Bold denotes the entity or individual with primary oversight or responsibility.

# G R O W T H M A N A G E M E N T P R O G R A M

<p>d. The affects on housing affordability  e. The affects on municipal services and facilities, including schools  f. The affects on neighboring communities</p>		
<p>3. <b>Zoning and Subdivision Amendments</b> to protect critical natural resources, conserve open space and provide a blueprint for the location and character of future development.</p>	<p><b>Ordinance Committee</b></p>	<p>2004 &amp; ongoing</p>
<p>4. <b>Open Space Planning</b> to preserve critical natural resource areas, such as the Royal River Greenway, through initiatives for purchase of land, conservation easements, development rights programs, landowner agreements and other efforts.</p>	<p><b>Land Stewardship Committee</b></p>	<p>2004 &amp; ongoing</p>
<p>5. <b>Administration and Enforcement</b> capacity to include additional staffing and planning resources, such as improved mapping and data management, and training for municipal officials on protecting natural and cultural resources. Increased staffing and enforcement capacity will be needed to address implementation of this Plan and anticipated growth and development.</p>	<p><b>Selectmen</b></p>	<p>2004 &amp; ongoing</p>
<p>6. <b>Taxation Policies</b> that are equitable and support land preservation, particularly for critical natural resources, open space, forestry and farming.</p>	<p><b>Selectmen, Assessor</b></p>	<p>2004 &amp; ongoing</p>
<p>7. <b>Facilities and Services and Capital Investment Priorities and Polices</b> to address anticipated growth and the need for affordable housing, and to support making Village Districts highly desirable places to live and do business because of more services and facilities, and to provide efficient use of taxpayer dollars.</p>	<p><b>Selectmen</b></p>	<p>2004 &amp; ongoing</p>
<p>8. <b>Transportation Initiatives</b> to address traffic speeds, highway capacity and safety, and promote and support bicycle and pedestrian modes.</p>	<p><b>Selectmen, Ordinance Committee</b></p>	<p>2004 &amp; ongoing</p>
<p>9. <b>Sound Fiscal Management</b> through an effective Capital Investment Program and creative use of a variety of funding mechanisms, such as grants, special assessments, user fees and impact fees.</p>	<p><b>Selectmen, Administrative Assistant</b></p>	<p>2004 &amp; ongoing</p>
<p>10. <b>Regional Partnerships</b> with other towns (e.g., Central Corridor Committee, Portland Area Transportation Committee), the Friends of the Royal River, etc.</p>	<p><b>Selectmen &amp; Others</b></p>	<p>2004 &amp; ongoing</p>

## CHAPTER 4. FUTURE LAND USE PLAN

### *Goals*

1. Encourage orderly growth and development in appropriate areas of the community, while protecting rural character, making efficient use of public services, and preventing development sprawl. (State Goal)
2. Safeguard agricultural and forest resources from development that threatens those resources. (State Goal)
3. Establish a land use plan consistent with regional growth trends, where within the regional context North Yarmouth serves as a transitional area between the more urban/suburban towns of Cumberland and Yarmouth and the more rural towns of Pownal and New Gloucester.
4. Establish a land use pattern that safeguards the North Yarmouth and Yarmouth public water supplies.
5. Establish a land use pattern that defines specific growth and rural areas to preserve open space, farmland and environmental resources while encouraging sustainable growth.
6. Control the pace and timing of development and promote a land use pattern that will assure cost effective and efficient delivery of public services, and maintain a safe and efficient transportation network.
7. Ensure that new development is compatible with the existing scale and rural character of North Yarmouth and does not negatively impact the site and/or surrounding areas.
8. Attain a goal of at least 60 to 70 percent of new residential uses to be located within the Village Center, Village Residential or Transitional Residential Districts areas over the next ten years. Attain a goal of no more than 30 to 40 percent of new residential uses to be located in Farm and Forest District over the next ten years.

### *Policies*

1. Utilize the land use regulations as the primary tools for managing the location and character of future growth and development. The regulations should consist of growth areas, transitional growth areas, rural areas and critical natural resource areas designed to direct growth to suitable locations within the community and to maintain open space and protect important natural and cultural resources. Growth areas should be those areas most cost-effectively served by public services and facilities. The following policies establish the criteria for designation of growth, rural and critical natural resource areas:
  - a. Establish growth areas (Village Center Districts and Village Residential Districts) for residential, and village scale commercial and light industrial development in areas that:
    - i. Are already developed, or are adjacent to developed areas where public services and facilities (including public water, and potentially sewer) can be most efficiently and cost-effectively



# FUTURE LAND USE PLAN

- provided now and in the future;
- ii. Are within proximity to state highways and are accessible to existing utilities;
  - iii. Do not include the Royal River Greenway, significant portions of the large undeveloped area including Knight's Pond and the Deer Brook area, water supply recharge areas, [large] areas with significant wildlife habitat, and other significant natural resources, such as large areas of forest and farmland, archaeologically sensitive areas, etc.; and
  - iv. Are consistent with growth areas in neighboring communities.
- b. Establish transitional growth areas (**Transitional Residential Districts**) that are suitable for future village scale development when adjacent areas of Yarmouth are zoned for growth and sewer becomes available.
- c. Establish rural areas<sup>2</sup> (**Farm and Forest Districts**) to maintain natural resource integrity, while providing for very low density development that are:
- i. Existing and future public water supply recharge areas;
  - ii. High value plant and animal habitats;
  - iii. Large undeveloped habitat blocks, particularly those greater than 1,000 acres in size and/or associated with the Royal River, Chandler Brook, East Branch, Pratt's Brook, Deer Brook and Knight's Pond;
  - iv. Farmland and forestland; and
  - v. Backland areas not included in other districts.
- d. Establish resource protection areas<sup>2</sup> (**Resource Protection Districts** - modification of existing Shoreland Zoning and Floodplain Regulations) to protect the most sensitive and important natural resource areas by prohibiting development of floodplains, and critical shoreland areas of rivers, brooks, and wetlands.
2. Utilize zoning to control land use, and development density, designs and impacts. Utilize design and performance standards that are specific, but flexible enough to give the administering authority adequate guidance, while allowing for creativity. Provide incentives and greater flexibility for desirable development, such as elderly housing or development that provides recreational and open space amenities.
3. Control the pace, timing, and location of development by limiting the number of residential building permits issued on a yearly basis (building cap) in the Farm and Forest Districts. Continue to grant waivers to the growth cap for gifts to blood relatives and long-time residents planning to relocate. Investigate the legality and desirability of granting waivers for desired development designs and amenities that will benefit the Town.
- As a temporary measure maintain the residential growth cap in the Village Center Districts, Village Residential Districts and Transitional Residential Districts for a period of 3 years after the adoption of this Plan. Maintain the current rate of growth, but allow at least 60 to 70 percent of new residential growth to be located in these areas. The purpose of this temporary cap is to provide additional time to increase municipal and school capacity to support growth unrestricted by a residential growth cap. During this time period, maintain the existing waivers, including those for affordable senior housing

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<sup>2</sup> Critical natural resource areas are included under both of these designations. They include existing and future water supply recharge areas, the Deer Brook-Knight's Pond wildlife habitat block, the Royal River Corridor including the Chandler Brook and East Branch, and the Pratt's Brook Corridor.

## FUTURE LAND USE PLAN

and add waivers for affordable housing<sup>3</sup>. The gradual phasing out of the residential building cap should be based on progress in evaluating specific needs and developing additional school and town capacity. Any extension of this growth cap beyond 3 years requires the following actions to be taken and criteria to be met:

- a. A clear, quantified assessment of the fiscal or other municipal capacity problems that necessitate the continued imposition of a growth cap. The number of units, over and above the cap that could be reasonably expected if the cap were lifted must be identified. The municipal services impacted by development and unable to accommodate the additional units must be identified. Such identification will include a quantification of the services required by each unit and a clear quantification of existing capacity, demonstrating the lack of existing capacity.
  - b. The cap will be re-adjusted to allow growth at a rate demonstrated through the analysis completed in i. above.
  - c. The Capital Investment Plan and the Capital Improvement Plan will be reviewed and adjusted, as necessary, to address the capacity needs required to eliminate the growth cap.
  - d. The growth cap will not be extended more than an additional 2 years.
4. Protect and enhance residential neighborhoods, particularly those located in growth areas, through land use regulations that minimize any negative impacts from non-residential uses.
  5. Require greater scrutiny of subdivisions, mobile home parks, multifamily developments, commercial uses, industrial activities, and other uses with the potential for significant impacts on the community.
  6. Establish a land use regulatory system consistent with the goals and recommendations of the Open Space Plan, to include consideration for critical natural resource areas and the Map of Conservation Lands (*See Chapter 13, Open Space Plan*).
  7. Assure that new development does not overtax public services and facilities, including roads, or negatively impact the environment. Assure that new development pays for any expansion or upgrade of public facilities and services necessitated by the development, particularly when the development is located outside designated growth areas.
  8. Provide adequate administration and enforcement, including maintenance of up-to-date land use and natural resource information and maps that are user-friendly and accessible to town officials, developers and the public.
  9. Assure that local regulations are clear, straightforward and coordinated to facilitate administration, compliance, and enforcement. Assure that applicants pay for the cost of administering permit applications and related expenses.
  10. Utilize non-regulatory approaches to growth management where possible, to promote desired land use patterns (*See Chapter 3, Growth Management Program*) and the preservation of important critical natural resource areas and open space (*See Chapter 13, Open Space Plan*).
  11. **Regional Coordination:** Work with neighboring communities and the Greater Portland Council of Governments to address and coordinate growth and development in the region. Seek to maintain land use designations that are compatible with those of neighboring towns. Maintain a mutual protocol for

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<sup>3</sup> “Affordable housing” means decent, safe and sanitary dwellings, apartments or other living accommodations for a household whose income does not exceed 80% of the median income of the Portland Housing Market Area.

## FUTURE LAND USE PLAN

the review of permits for land use activities with potential impacts on North Yarmouth and neighboring towns. This should include situations where state and federal review is required.

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## *Justification for Monitoring/Adjusting Residential Growth*

North Yarmouth is relatively rural community in transition to a more suburban one. Unlike its more suburban neighbors (Yarmouth, Cumberland and Gray, in particular), it still has very limited administrative staffing, limited public works capacity, no local police protection and continues to utilize an almost entirely volunteer fire and rescue department (only backup paramedic through Yarmouth is paid). Additionally, there is very limited municipal infrastructure within the proposed growth areas. The lack of a sewer, and even public water in many areas limits the potential density of future development, including the development of affordable housing. Internal streets and pedestrian amenities are non-existent within the growth areas, and even if they were the Public Works Department does not currently have the capacity to maintain them.

Regarding the schools, a few extra years would give SAD #51 additional time to “catch its breath”, given the extensive current school expansions. The District needs to re-evaluate enrollment projections and school capacity without the building cap in an effort to determine future school needs. The new Middle School and plans for renovations to the High School are based on the current capacity, not future needs without residential building caps.

Growth pressures on the Town are significant given its proximity to more urban areas, its rural character and the reputation of the school district. North Yarmouth has one of the highest population growth rates in the region and the trend is projected to continue. The Town’s concern over uncontrolled growth is based on the desirability of the school district, and the ongoing influx of families with children moving into the Town. Cumberland, the other member of the school district currently has a building cap. Additionally, adjacent towns, such as Cumberland and Yarmouth have not reached built out in areas with infrastructure. Totally lifting the cap in North Yarmouth would therefore contribute to regional sprawl.

For these reasons, a temporary residential growth cap is proposed for the growth area to give North Yarmouth, and the school district, time to prepare for lifting the cap. Ideally, the residential growth caps in the growth areas of both Cumberland and North Yarmouth (SAD #51 towns) will be eliminated at nearly the same time. This is a responsible approach that allows for most of the projected rate of growth, but provides an upper limit that would prevent growth above and beyond what the Town is able to handle and what is certainly its reasonable share of the region’s growth.

This Plan proposes a proactive, comprehensive approach to preparing to lift the cap within the next 3 years. The Future Land Use Plan proposes a dramatic change in zoning to include a growth area suitable for future development. This area needs to be developed in a “smart” fashion, with a master plan for the infrastructure, including future sewer and water service, and a plan for internal streets and pedestrian amenities. The Capital Investment Plan (*See Table 12-2*) outlines a number of actions designed to increase municipal capacity and infrastructure to the growth area, including additional administrative staffing, a study to determine public works needs, a sewer feasibility study and a master plan for future development of the area. The temporary cap will also improve the timing with respect to the development of a new Yarmouth Water District water supply and connector lines that will support the Town’s growth area designation.


The temporary residential building cap will give the Town the time it needs to plan and adequately prepare for future development so that it will be better able to address critical affordable housing needs, such as through provisions for water and sewer. Lifting the cap will not address the lack of affordable housing. Without the temporary cap development will proceed as it has in the past (i.e., large homes on 3 to 5 acre lots) instead of the higher densities that would allow for affordable housing options. In the meantime, the Affordable Housing Plan includes a number of strategies to support the development of

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affordable housing, such as a building cap waiver for affordable housing proposals (the Town already has a affordable senior housing overlay in effect). Accessory apartments will be allowed town-wide to serve as an income enhancement for homeowner's, including elderly looking to stay in their homes longer and younger families looking to purchase and/or build their first homes. The Plan also suggests requiring that developers of ten or more lots or units set aside 10% as affordable lots or units, and working with Cumberland and Yarmouth to address local affordable housing needs.

These proposals will allow a fair share of growth to occur in the community through a planned approach that will also address long-term affordable housing needs. Area towns, such as Cumberland, Gray, Freeport, Yarmouth and Falmouth have the administrative capacity and major infrastructure in place (such as town planners and engineers, sewer and water, paved shoulders and walkways connected to village or service centers) to accommodate higher density development, including affordable housing. While North Yarmouth is responsibly preparing to accommodate this kind of growth we would hope that this infrastructure is maximized in the towns where it is currently available. The proposed temporary residential building cap in the growth area will allow time for North Yarmouth to “catch up” with its suburban neighbors to prepare for additional growth.


## *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Year
<p><i>(Note: Most of the following are recommended amendments to the Zoning Ordinance. See also, Statements of Purpose, Table 4-1 and the Future Land Use Map)</i></p>		
<p><b>1. Establish Zoning Districts:</b></p> <ul style="list-style-type: none"> <li>a. <b>Village Center Districts</b> (growth area)</li> <li>b. <b>Village Residential Districts</b> (growth area)</li> <li>c. <b>Transitional Residential Districts</b> (transitional growth area)</li> <li>d. <b>Farm and Forest Districts</b> (rural area, critical natural resources)</li> <li>e. <b>Resource Protection Districts</b> (critical natural resource area)</li> </ul> <p><b>2. District Provisions</b> - Establish a system of regulatory requirements, including incentives and disincentives for desired development:</p> <ul style="list-style-type: none"> <li>a. <b>In Village Center, Village Residential and Transitional Residential Districts:</b> <ul style="list-style-type: none"> <li>i. Streamline permitting requirements and procedures, without compromising overall goals</li> <li>ii. Establish minimum lot sizes, residential densities, and other dimensional requirements, consistent with traditional village layout; allow considerable flexibility to achieve desired development patterns <i>(See Table 6-1)</i></li> <li>iii. Establish a temporary residential building cap consistent with Goals #6 and #8, and Policy #3.</li> <li>iv. Provide infrastructure and amenities, and require that new development is consistent with the master plan for open space networks, recreational areas, streets, sidewalks, etc.</li> </ul> </li> </ul>	<p><b>Ordinance Committee;</b> <i>Zoning amendments require Town Meeting approval</i></p> 	<p>2004 &amp; ongoing</p>

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<p>b. In <b>Farm and Forest Districts:</b></p> <ul style="list-style-type: none"> <li>i. Maintain the building cap, consistent with Goal #8 of this Land Use Plan.</li> <li>ii. Protect open space and important natural resources by limiting residential, commercial and other non-resource based uses (resource-based uses include forestry, farming, low intensity outdoor recreation, mineral extraction, and related uses).</li> <li>iii. Require conservation subdivisions (including cluster development) that preserve critical natural resources and open spaces consistent with the Map of Conservation Lands and/or Open Space Plan. Require that <u>at least 50 to 60%</u> of the parcel be permanently preserved as open space.</li> <li>iv. Provide incentives to maximize the preservation of open space, with flexible regulations to allow landowners opportunities to develop or otherwise maintain or enhance property values.</li> </ul> <p>c. In <b>Resource Protection Districts:</b></p> <ul style="list-style-type: none"> <li>i. Prohibit most structural development</li> <li>ii. Allow these areas to be used in meeting open space set-aides in conservation subdivisions.</li> </ul> <p>3. <b>General Standards:</b> Include the following provisions, applicable to all uses and lots:</p> <ul style="list-style-type: none"> <li>a. Require permits for the creation of new lots and driveways to assure adequate access for emergency vehicles, to maintain safe access to public roads, and to maintain an orderly development pattern.</li> <li>b. Continue to require adequate lot sizes, sewage treatment, protection of water resources, minimization of soil erosion and sedimentation, etc. (<i>See Chapter 7, Water Resources, Natural Resources</i>)</li> <li>c. Continue to restrict obnoxious or injurious noise, air emissions, odors, smoke, glare, dust, fumes waster materials, etc.</li> <li>d. Continue to regulate earth removal, including gravel pits.</li> <li>e. Continue to require adequate off street parking and loading. Require access management, including adequate sight distances for all driveways and access roads.</li> <li>f. Require that homebuilders and developers utilize the Map of Conservation Lands, which delineates conservation networks, to design their developments. (<i>See Chapter 13. Open Space Plan</i>)</li> </ul> <p>4. <b>Site Plan Review, Subdivisions, and Mobile Home Parks:</b> Continue to provide a higher level of scrutiny for multiplexes, mobile home parks, subdivisions, commercial and industrial uses, and institutional uses. (Home occupations, single and two family residences and forestry and agriculture are exempt, consider adding accessory apartments)</p> <ul style="list-style-type: none"> <li>a. Continue the two-tiered approach, with major and minor subdivisions, levels of review, and requirements.</li> <li>b. Utilize design and performance standards to address the following: retention of topsoil and preservation/enhancement of natural landscape</li> </ul>	<p><b>Ordinance Committee</b></p> 	<p>2004 &amp; ongoing</p>
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<p>and vegetation; water quality and quantity; sewage treatment and waste disposal; erosion and storm water runoff; storage and handling materials, including toxics; aesthetics and scenic resources; environmentally sensitive areas; archaeological and historic resources; screening and visual buffers; emergency access; lighting and signage; parking and loading; sidewalk and other pedestrian amenities; traffic impacts, and site access and road design.</p> <ul style="list-style-type: none"> <li>c. Include provisions for conservation development, or clustered residential, commercial development and mixed-use planned developments. Encourage well-designed developments that preserve important aspects of the natural and cultural landscape.</li> <li>d. Continue to require a municipal facilities and services impact analysis, and mitigation to assure that new development does not overtax public services and facilities, including roads.</li> <li>e. Continue to require performance guarantees or other similar requirements to assure that developers provide adequate facilities for their developments [e.g. roads, water and sewer extensions (if applicable), sidewalks]. Include mechanisms to assure that appropriate public officials have been consulted (Fire Chief, Road Commissioner, Yarmouth Water District, etc.).</li> <li>f. Consider requiring developers to meet with abutters and neighbors to address concerns prior to development reviews.</li> <li>g. Review and update the subdivision regulations, and consider town meeting adoption of a subdivision ordinance. <i>(Current “regulations” implement state statute and were adopted, and can be amended by the Planning Board).</i></li> <li>h. Amend as appropriate the Subdivision Standards to assure that they are consistent with the growth and rural area goals. In particular, review road access and frontage requirements so that lots have access via internal private roads as opposed to direct access to public roads. Also, allow smaller lot frontages in village areas to provide for more walkable neighborhoods.</li> </ul> <p><b>5. Special Uses:</b></p> <ul style="list-style-type: none"> <li>a. Continue to allow home occupations throughout town as long as they are clearly incidental to residential uses. Consider a similar approach for accessory apartments.</li> <li>b. Continue to regulate junkyards, automobile graveyards, mass gatherings and other uses that might negatively impact neighborhoods. Consider the need to add campgrounds. The standards should address the unique aspects of each of these uses, such as traffic, noise, light, dust, crowd containment, environmental hazards, and minimizing adverse impacts surrounding properties.</li> <li>c. Amend the provisions governing telecommunications towers to reflect current technology. Telecommunications towers should be designed to minimize adverse visual impacts and protect the health, safety and welfare. Consider the following: - (i) encourage colocation, which is the use of a tower by more than one service provider, (ii) limit the number and location of telecommunications towers, provided all equivalent carriers are treated equally (iii) allow access to public</li> </ul>	<p><b>Ordinance Committee</b></p> 	<p>2004 &amp; ongoing</p>
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<p>property for the construction of telecommunications towers, and require adequate setbacks to protect neighboring properties. <i>(See Maine State Planning Office Manual "A Wireless Telecommunications Facility Siting Ordinance", Sept 1998 for more suggestions)</i></p> <p>d. Continue to regulate manufactured housing and mobile home parks as allowed by state law.</p>	<p><b>Ordinance Committee</b></p>	<p>2004 &amp; ongoing</p>
<p><b>6. Development Rights/Land Banking Programs:</b> Consider the development of purchase of development rights, transfer of development rights and/or land banking programs that compensate landowners and allow development rights to be shifted from rural areas to growth areas. Monitor regional and state initiatives.</p>	<p><b>Implementation Committee</b></p>	<p>2004 &amp; ongoing</p>
<p><b>7. General:</b></p> <p>a. Assure internal consistency between land use regulations, and conformance with federal and state regulations.</p> <p>b. Assure that regulatory standards are specific, provide adequate guidance on requirements, and are consistent with the growth management goals.</p> <p>c. Consider codification of the town's ordinances and regulations into one municipal code.</p>	<p><b>Ordinance Committee, Selectmen</b></p>	<p>2004 &amp; ongoing</p>
<p><b>8. Administration and Enforcement:</b></p> <p>a. Increase administrative staffing for land use regulation and enforcement. Periodically review administrative and enforcement levels to determine if there is a need for additional staffing and/or funding. This review should occur at least every five years or when major changes are made to the regulations.</p> <p>b. Maintain consistent and clear procedures for obtaining permits, and allowing public review of proposed projects. Clarify review procedures for special exceptions.</p> <p>c. Strictly enforce local laws and regulations, and include an educational component to code enforcement activities, particularly with regard to protection of water, natural and cultural resources <i>(See Chapters 4, 7 and 8)</i>.</p>	<p><b>Selectmen, Administrative Assistant, Code Enforcement Officer, Conservation Commission</b></p>	<p>2004 &amp; ongoing</p>
<p><b>9. Information and Mapping:</b> Develop a new workstation with GIS tools for mapping and data compilation to include property tax, land use, natural resource, transportation and public facilities data. Take advantage of state or GPCOG technical assistance and funding for the development of a complete geographical information system (GIS) for the Town.</p>	<p style="text-align: center;">↓</p>	
<p><b>10. Regional Planning and Coordination:</b></p> <p>a. Work with the Greater Portland Council of Governments (GPCOG) and others to coordinate regional planning. Continue to actively participate on the GPCOG Board of Directors, and on initiatives such as the Central Corridor Committee.</p>	<p><b>Selectmen, Administrative Assistant Implementation Committee, Ordinance</b></p>	<p>2004 &amp; ongoing</p>



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<ul style="list-style-type: none"> <li>b. Meet with Cumberland, Yarmouth, New Gloucester, Pownal and Gray to coordinate orderly expansion of regional growth, including discussions regarding public water and sewer service.</li> <li>c. Meet with representatives of New Gloucester and Pineland to address the impacts on North Yarmouth. Participate in any studies related to Pineland, such as the Tax Increment Financing Study required by New Gloucester.</li> <li>d. Review comprehensive plans and land use regulations of neighboring towns, and work to assure compatibility of districts, land use provisions, and procedures for joint reviews and permitting. Amend the Zoning Ordinance, as appropriate.</li> <li>e. Meet with representatives of the Town of Cumberland and SAD #51 to manage growth within the two towns. Advocate for consistent land use regulations, including the use of residential growth caps only in rural areas. Re-evaluate SAD #51 enrollment projections and school capacity under scenarios without residential growth caps in growth areas.</li> </ul>	<p>Committee, Planning Board</p> 	
<p><b>11. Monitor the Growth Management Program:</b> The Implementation Committee shall meet annually to assess the effectiveness of the growth management program and implementation of the Comprehensive Plan. Closely monitor residential growth rates with respect to the goals of 60% to 70% of residential development to occur in the Village Center Districts, Village Residential Districts and the Transitional Residential Districts, and no more than 30% to 40% of residential development to occur in the Farm and Forest Districts. Adjust the growth management program, if necessary to meet these goals. Closely monitor the temporary residential growth cap in preparation for lifting the cap within the next 3 years. Evaluate growth impacts on facilities and services to include consideration for:</p> <ul style="list-style-type: none"> <li>a. The need for additional school capacity and the cost to expand capacity</li> <li>b. The demand on administrative staffing, including permitting and enforcement capacity</li> <li>c. The demand on Public Works due to new and/or increasing road and infrastructure responsibilities (staffing, equipment and buildings)</li> <li>d. The demand for increased fire and rescue services, including the need for paid staff, due to population growth and demographic changes</li> <li>e. The need for local police protection</li> <li>f. The rate and pattern of development with respect to efficient and cost-effective land use pattern</li> <li>g. The progress in meeting long-term affordable housing goals of at least 6 new affordable housing units per year.</li> <li>h. Progress in increasing access to public water supplies and in bringing sewer into growth areas.</li> <li>i. The desire to manage the Town in a fiscally sound manner without drastic, abrupt increases in tax levels</li> </ul> <p>Facilitate monitoring the growth management program by establishing a system to track the location and extent of development relative to the growth and rural area designations. (Planning and Code Enforcement Staff could be assigned this task).</p>	<p><b>Implementati on Committee, Selectmen, Planning Board</b></p>	<p>2004 &amp; ongoing</p>

# FUTURE LAND USE PLAN

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## ***Statements Of Purpose For Zoning Districts (Districts Displayed On Future Land Use Map)***

***Growth areas should be attractive places for future development. They are made more attractive through more relaxed and flexible regulation (without compromising the desirability of mixed-use areas for homes), through public investments in the infrastructure (e.g., town acceptance of subdivision roads, sidewalks, water, and sewer), and through other policies, such as those related to road maintenance and service priorities.***

The Village Center District is the civic and cultural core of the community, and a growing center of commerce. It consists of village scale mixed uses and residential neighborhoods. The density and intensity of uses reflect the likelihood that centralized sewer service may not be feasible within the next five to ten years (1 unit/ ½-1 acre)<sup>4</sup>. The district is attractive, well maintained and highly desirable for residential living and the development of compatible commercial enterprises that provide convenient access to goods and services. Public facilities and services are well maintained and highly accessible. These areas are pedestrian friendly, with public space for community interaction. Natural vegetation, supplemented with plantings, provides privacy, improves aesthetics, minimizes noise, and otherwise enhances the environment. Design and performance standards include provisions to buffer residential uses from any potential undesirable affects of nonresidential uses. Dimensional standards are flexible to allow for creative development designs consistent with the existing village character. New village uses are sensitive to the existing historic character, topography and natural resources of the area. Open space and passive recreational areas are within walking distance of all areas of the district. New development occurs along streets off the main thoroughfare to maintain safety. District provisions also provide a high level of protection to groundwater recharge areas of the Yarmouth Water District.

*Note: One of the primary purposes of the Village Center District is to encourage build-out in this area prior to more intensive development of the Village Residential District. The Town would prefer to have commercial enterprises locate in the Village Center District rather than in outlying areas of the Village Residential District.*

Village Residential Districts allow for future expansion of the historic pattern and character of the village center area, to include medium density residential neighborhoods (1 unit/ ½-1 acre)<sup>4</sup> and small scale, low intensity nonresidential uses, such as corner grocery and convenience stores. The density and intensity of uses should reflect the likelihood that centralized sewer service might not be feasible within the next five to ten years. The Village Residential District should be similar to the Village Center District, but should reflect a desire to have slightly slower development of commercial enterprises.

**Transitional Residential Districts** are areas adjacent to Yarmouth along Sligo and North Roads. These districts are designed to accommodate a portion of anticipated residential growth in the future after Yarmouth zones adjacent areas for growth and after sewer becomes available. These districts are designed to allow for orderly expansion of development from Yarmouth into North Yarmouth. Transitional Residential Districts should allow medium density residential growth (1 unit/acre; ½ acre with sewer).

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<sup>4</sup> This Comprehensive Plan recommends that a regional study be conducted to determine the feasibility and cost of providing public sewer. It is anticipated that it will be 5 to 10 years before public sewer might be available in North Yarmouth. Sewer must serve residential lot sizes of less than 1 acre, unless common engineered systems or other technology is used that assures that on-site septic systems will not contaminate groundwater resources.

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Residential Districts should be similar to Village Districts with respect to the desire to provide attractive places for future growth. While primarily residential in nature, home occupations and small-scale non-residential uses should be allowed.

**Farm and Forest Districts** protect existing and future water supplies, and conserve forest and farmland, wildlife habitat and high priority open space, such as the Royal River Corridor, Pratt's Brook Corridor, and the Deer Brook – Knight's Pond area. These Districts allow low-density residential uses (1 unit/3 acres) and support resource-based land uses, such as forestry, agriculture and low-intensity outdoor recreation. Conservation and/or cluster subdivisions that preserve at least 50% to 60% of the land in open space are required. Home occupations and other compatible, low-intensity non-residential uses are permitted, but must be designed to be consistent with the purposes of this district. Land uses that generate considerable traffic or require access to public services or facilities are restricted. Access management and preservation of rural scenic character is maintained through site distance requirements, curb cut limitations, screening and preservation of natural buffers along the main roads. The rate of new residential construction is limited in these areas.

**Natural Resource Protection Districts** provide the highest level of protection in areas where development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values when associated with wetlands and shore lands. Natural Resource Protection Districts include:

- a. 100 Year floodplains;
- b. Areas within 250 feet from Royal River, Chandler Brook and East Branch;
- c. Areas within 150 feet from Deer Brook, Toddy Brook and Pratt's Brook;
- d. Areas within 150 feet of the Deer Brook wetland and Knight's Pond;
- e. Wetlands greater than 2 acres in size and smaller wetlands when identified as having high value for wildlife habitat, flood prevention, water quality preservation, etc. (include consideration for an adequate wetlands buffer consisting of a 50 foot zone of no disturbance and a build setback of 75 to 100 feet.

*Note: Shoreland Zoning could be treated as an Overlay District to the base district, or entirely incorporated into the Zoning Ordinance. In cases where the provisions conflict, the more restrictive provisions shall apply.*

In addition to the districts described above, there would be the following overlay districts<sup>5</sup>:

**Royal River Greenway Overlay District (includes Chandler Brook and the East Branch)** – preserves the river corridor in open space uses. Greenway boundaries include 100-year floodplains, adjacent wetlands and their buffers, wellhead recharge areas within the corridor, existing town-owned land, and existing and future conservation land, including subdivision set-asides. The corridor should be a minimum of 500' on either side of the river; the current 250' building setback would remain, and the 250' building set back would be expanded to include Chandler Brook and East Branch. Within the area between the 250' building setback and the 500' minimum corridor boundary, subdivisions must be clustered with the portion of land within the corridor utilized to meet the open space set-aside requirements. All allowed building permits must be obtained from the Planning Board. Applicants must build within the corridor in a manner consistent with the goals of the corridor, such as maintaining adequate buffers and wildlife habitat. *(See Chapter 13. Open Space Plan)*

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<sup>5</sup> Overlay districts encompass one or more underlying districts and impose additional requirements above those required by the underlying district. In the Affordable Senior Housing overlay, certain requirements of the underlying district are relaxed or waived.

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**Groundwater Protection Overlay District** – provides protection to critical groundwater recharge areas of existing and future public water supplies. Should prohibit high-risk uses (e.g., gas stations, auto repair, furniture refinishers) and require best management practices for other uses with potential risks (e.g., offices, retail businesses, residences, parking lots). Restrictions would be greatest within the areas of primary concern (2500 day travel time zones). Minimum lot sizes (including per residence) should be at least 2-3 acres depending on location within the district. Subdivisions and other developments should be required to conduct hydrogeologic studies to demonstrate that their development will not negatively impact groundwater. *(See Future Land Use Map and Chapter 7. Water Resources, Marine Resources and Other Natural Resources)*

**Affordable Senior Housing Overlay District** – provides incentives for the development of affordable senior housing through waivers for dimensional standards and the building cap. Requires access to public water system. *(See Chapter 5. Affordable Housing Plan)*

**Skyline Preservation Overlay District** – addresses safety and aesthetic issues associated with communications towers and other tall structures. Provisions should be reviewed and amended to address current technology. *(See Chapter 4. Land Use Plan)*

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**Table 4-1. Recommended Future Land Use Districts (See Future Land Use Map at the end of this document)**

Districts	Village Center	Village Residential	Transitional Residential	Farm and Forest	Resource Protection <sup>6</sup>
<b>Purposes</b>	Civic and cultural core; center of commerce; mixed uses; walkable	Village scale mixed uses, attractive, walkable neighborhoods	Residential growth consistent with Yarmouth zoning; small non-residential uses allowed.	Preserve rural character with low-density residential development and minimal impact on roads & services. Protect water supplies, large tracts of wildlife habitat, forest, farmland, and critical resource areas.	Greatest protection; floodplains, wetlands, streams, etc. plus buffers
<b>Examples Of Permitted Uses<sup>7&amp;8</sup></b>	Residential uses, incl. multifamily; churches, schools, retail, services, etc.	Residential uses, incl. multifamily & mobile home parks; churches, schools, small neighborhood businesses <1,000-2,000 sf.	Residential uses, incl. multifamily & mobile home parks	1 & 2 family residences, agriculture, farm stands, forestry, agricultural/forestry related businesses	Limited disturbance of soil & vegetation.
<b>Examples of Exception Uses<sup>9</sup></b>	Wholesale, light manufacturing, etc.	Commercial (>5,000 sf.); wholesale, light manufacturing, etc. but with limitations on size and impacts	Same as Village Residential	Camping; mineral extraction; low intensity outdoor recreation, very limited commercial/industrial, unless forestry or agriculturally related.	Passive recreational facilities, canoe launches, bridges
<b>Examples of Prohibited Uses</b>	Drive-in business; dust, odors, etc.)	uses not compatible with residential uses (e.g., create noise, junkyards, retail > 30,000 sf.		Multipleres, mobile home parks, churches, schools, traffic, generators, uses that might overtax infrastructure	Most structures and roads prohibited.

<sup>6</sup> Similar to shoreland zoning and floodplain regulations, with some expansion of buffers and protection for smaller wetlands.

<sup>7</sup> Accessory apartments, home occupations to be allowed town-wide with limits on size and impacts. Accessory apartment is a residential unit that has been added onto or created within a single family home. Recommended to replace in-law apartments. Agriculture and forestry to be allowed town-wide.

<sup>8</sup> Overlay Districts, such as the Groundwater Overlay District further limits the types of uses allowed.

<sup>9</sup> Special Exceptions are uses not ordinarily appropriate for the district. However, the Board of Appeals may approve special exceptions if they can be shown to be harmonious with the area.

# FUTURE LAND USE PLAN

**Table 4-1. Recommended Future Land Use Districts (Continued)**

District	Village Center	Village Residential	Transitional Residential	Farm and Forest	Resource Protection
<b>Minimum Lot Size or Maximum Residential Density</b> <sup>10&amp;11</sup>	Residential - 1 unit <sup>1/2</sup> -1 acre; Commercial - 0	Residential - 1 unit <sup>1/2</sup> -1 acre; Commercial - <sup>1</sup> / <sub>2</sub> -1 acre	Residential- 1 unit/acre; 1 unit <sup>1/2</sup> acre with sewer	Residential - 1 unit/3 acres	Residential – generally, not allowed
<b>Subdivisions (Maximum Density, etc)</b> <sup>12</sup>	Streamlined review. <u>Encourage</u> conservation/clustered development that creates recreational/open space networks consistent with village character and the Map of Conservation Lands (Open Space Plan).			Conservation/cluster subdivision <u>required</u> . At least 50% to 60% open space set-aside	Include in open space set-aside.
<b>Rate of Growth Benchmarks (10-year period)</b>	At least 60-70% of residential growth. Utilize a temporary residential growth cap, if necessary		Used towards Village district benchmarks. <sup>13</sup>	Allow no more than 30-40% of residential growth. Re-evaluate rate of growth system every three years	Not applicable
<b>Approach to Roads</b>	Include consideration for interconnected sidewalks, bikeways and streets. Town acceptance of streets allowed.			Limit size/length of new roads, except farm and forest roads. New roads remain privately owned and maintained.	Not applicable.

<sup>10</sup> For residential lots less than 1 unit/acre, either require sewer or strong evidence (plume studies, peer review, etc.) that septic will not contaminate adjacent wells (see footnote 3). Can also take into consideration wetlands, steep slopes, and other un-developable areas in calculating minimum lot size (net residential acreage provision). Common septic systems currently prohibited for multiplexes; re-evaluate this prohibition in light of current technology. Elderly housing incentive allows the maximum residential density to be 1/2 of what is otherwise required.

<sup>11</sup> Require minimum lot size/density of at least 2-3 acres or more in areas with surface/ground water drainage towards YWD wells.

<sup>12</sup> Conservation or cluster subdivisions to be consistent with Map of Conservation Lands (includes Critical Resource Areas) and Open Space Plan; allow reduction in space and dimensional standards; require permanent preservation of open space.

<sup>13</sup> Growth should be monitored to assure consistency with Yarmouth zoning and sewers.

# FUTURE LAND USE PLAN

**Table 4-2. Recommendations for Other Dimensional Requirements**

<p><b>Min. Road Frontage</b>  <b>Min. Front Setback from Public Road<sup>1</sup></b></p>	<p>Dimensional requirements along major roads are to be consistent with state and local access management standards (limitations on curb cuts, site distance requirements, etc.). Shared driveways, access via minor roads and internal subdivision streets should be required, where appropriate. Road frontages, setbacks and possibly lot sizes should be larger for lots with access via major roads. Setbacks along major roads should include space for screening, particularly in rural areas and/or along scenic corridors.</p>
<p><b>Min. Side/Rear Setback from Property Line<sup>1</sup></b></p>	<p>Side and rear setbacks should be designed to provide minimum separations between structures on adjacent lots for privacy, fire safety and protection from potential undesirable impacts from neighboring land uses. Larger setbacks should be required to allow for screening and buffers between residential uses and most non-residential uses. Larger setbacks and buffers are particularly important along the boundaries of commercial and/or industrial sites, or along public roads where screening is desirable for aesthetic and environmental reasons.</p>
<p><b>Max. Structure Height</b></p>	<p>Height requirements should take into consideration the type of structure, its visual impact, safety issues, and the ability of the town to provide fire protection. Standard maximum heights for buildings in growth areas range from 35 to 50 feet.</p>
<p><b>Max. Impervious Surfaces</b></p>	<p>Surfaces impervious to water infiltration, such as structures and roads, should be limited in area to provide areas for storm water infiltration and to slow runoff. This requirement also serves to control the size and bulk of development relative to lot size.</p>
<p><sup>1</sup> Dimensional requirements can be modified to provide incentives for desired development patterns (appropriate to each district), such as for open space/cluster development, condominiums, affordable housing, planned unit development, or to provide continuity and consistency in village development patterns.</p>	

## CHAPTER 5. AFFORDABLE HOUSING PLAN

### *Goals*

1. **Encourage and promote affordable housing opportunities for all Maine residents. (State Goal)**
2. **Provide a diversity of adequate, affordable housing choices for all segments of the population.**
3. **Provide support and encourage the development of affordable housing for rental and purchase that meets the needs of present and future low and moderate income North Yarmouth residents. At a minimum, strive to have at least 6 new rental or ownership units per year within the range of affordability for low and moderate income households.**

*Note: This goal is greater than the 10% threshold required by state law and responds to North Yarmouth’s share of the gap/unmet need as defined by the Greater Portland Council of Governments (See Book II, Table 2-11) The State’s Comprehensive Planning and Land Use Regulation Act requires that communities strive to make at least 10% of new residential housing within the range of affordability for low and moderate income households, based on a five-year historical average of residential development. “Affordable housing” means decent, safe and sanitary dwellings, apartments, or other living accommodations for a household whose income does not exceed 80 percent of the median income for the Greater Portland Housing Market Area.*

### *Policies*

1. Allow a variety of housing types to provide for the needs of current and future residents, and allow the greatest densities of new residential development to occur in locations readily accessible to municipal services. Particular attention should be given to locating affordable housing in designated growth areas.
2. Continue to encourage the development of affordable senior housing.
3. Encourage the development of affordable housing consistent with the existing character of North Yarmouth for low and moderate-income households.
4. Monitor the Town’s progress at meeting affordable housing goals and adjust strategies, as necessary.
5. **Regional Coordination:** Monitor regional housing trends and participate in regional efforts to promote affordable housing.

### *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Timeframe
1. Amend the Zoning Ordinance, as necessary, to permit a wide range of housing opportunities, as follows: <i>(Also see Future Land Use Chapter).</i>	<b>Ordinance Committee;</b> Zoning	2004 & ongoing



## H O U S I N G

<ol style="list-style-type: none"> <li>a. Permit smaller minimum lot sizes, and other dimensional requirements in Village Districts.</li> <li>b. Assure that road construction and other design standards do not increase housing costs unnecessarily.</li> <li>c. Allow cluster and conservation development, with provisions to permit more affordable development designs.</li> <li>d. Continue to permit affordable housing types, such as mobile homes, mobile home parks, and multifamily housing.</li> <li>e. Allow accessory apartments associated with single-family homes, but eliminate the requirement that they be limited to family members.</li> <li>f. Consider allowing the renovation and re-use of existing structures in the Village Center Districts and other growth area districts, as appropriate, to accommodate affordable housing,</li> <li>g. Continue to encourage the development of affordable senior housing by allowing greater flexibility, such as waivers of dimensional standards and the building cap (Senior Housing Overlay Zone).</li> <li>h. Consider allowing a density bonus, waivers from dimensional standards, and/or waivers from any growth area residential caps for low-moderate income housing. Require that residential subdivisions or developments of 10 units or more provide at least 10% of the proposed lots or units as affordable units (affordability should be required in any subsequent resale or future rental). Explore other applicant options, such as provisions for affordable units/lots off-site, or donations of land or money to a non-profit housing entity.</li> <li>i. Support the efforts of non-profit housing developers, such as Habitat for Humanity, through regulatory waivers and by giving them preference in developing parcels owned by the town.</li> </ol>	<p><i>amendments require Town Meeting approval.</i></p>	
<ol style="list-style-type: none"> <li>2. Investigate the latest technologies associated with on-site septic systems and the feasibility of public sewer for the Village Districts.</li> </ol>	<p><b>Implementati on Committee</b></p>	<p>2005-2009</p>
<ol style="list-style-type: none"> <li>3. Monitor housing growth and affordability. Review residential building permits, property transfers, housing costs every three years (at a minimum) to determine overall trends, including success at meeting affordable housing goals. Explore other affordable housing options, if necessary. Also monitor the affects of any temporary residential buildings caps in the growth areas on housing.</li> </ol>	<p><b>Implementati on Committee</b></p>	<p>2008</p>
<ol style="list-style-type: none"> <li>4. Assist first-time homebuyers and others by providing information on Maine State Housing Authority programs at the town office.</li> </ol>	<p><b>Administrativ e Assistant</b></p>	<p>Ongoing</p>
<ol style="list-style-type: none"> <li>5. <b>Regional Coordination:</b> Work with neighboring towns and within the Greater Portland area to address affordable housing needs. Participate in regional efforts of the Greater Portland Council of Governments.</li> </ol>	<p><b>Selectmen, Affordable Housing Committee</b></p>	<p>Ongoing</p>

## CHAPTER 6. ECONOMIC DEVELOPMENT PLAN

### *Goals*

1. **To promote an economic climate which increases job opportunities and overall economic well-being. (State Goal)**
2. **To support an increase in economic growth appropriate to the nature and character of the community.**



### *Policies*

1. Allow limited commercial and light industrial activities, consistent with the Town's character, to thrive by allowing them in a number of locations within the Town.
2. Encourage economic activities that contribute to the tax base and enhance the character of the community, such as:
  - Businesses compatible with walkable neighborhoods in Village and Residential Districts,
  - Home occupations and convenience businesses for residents to reduce vehicle trips on roads,
  - Businesses that promote healthy lifestyles (e.g., health and fitness centers, farmer's markets)
3. Recognize the Village as the center of the community and a desirable location for additional village-scale business and commercial development subject to the limits imposed by the Groundwater Protection Overlay District.
4. Recognize agricultural and forestry activities (including non-traditional types) as important.
5. Assure that commercial and industrial uses are well designed and constructed so they do not negatively impact neighborhoods, transportation systems, municipal services and facilities, natural resources and the overall character of the community.
6. Encourage and support the local business community in its efforts to promote local products and services.
7. Investigate the desirability of making improvements to the Village to support expanded business activity. Pursue Village improvements, if there is adequate public support.
8. **Regional Coordination:** Work with the Greater Portland Council of Governments, the Southern Maine Economic Development District, and neighboring communities to support and monitor economic development in the region.

### *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Timeframe
1. Amend the zoning, as necessary, to allow for appropriate limited commercial and light industrial activities, including forestry and agricultural uses, as follows: <i>(See Chapter 4. Future Land Use for more details)</i>	<b>Ordinance Committee</b> <i>Town Meeting vote required</i>	2004 & ongoing

# E C O N O M I C   D E V E L O P M E N T

<ul style="list-style-type: none"> <li>a. Allow a variety of commercial and light industrial activities within the Village Center District, and allow more limited commercial development within the Village Residential District.</li> <li>b. Prohibit drive-in services associated with fast food restaurants, and possibly other businesses such as banks and pharmacies. Also, prohibit commercial or industrial establishments larger than 30,000 square feet.</li> <li>c. Continue to allow home occupations throughout town while maintaining the character and property values of adjacent residential properties and neighborhoods.</li> <li>d. Continue to allow agricultural and forestry-related activities throughout town.</li> </ul>	<i>for Ordinance amendments</i> 	
<ul style="list-style-type: none"> <li>2. Require that commercial and industrial uses meet site design and performance standards that address environmental issues, traffic and parking, nuisances, and impacts on public services and facilities.</li> </ul>		
<ul style="list-style-type: none"> <li>3. Encourage the formation of a local business group to promote local business through activities such as:             <ul style="list-style-type: none"> <li>a. Purchase of Department of Transportation business signs.</li> <li>b. A local business directory, and or WEB page (possibly linked to Town WEB page)</li> <li>c. A community bulletin board at the Town Office, where local businesses could post business cards or advertisements.</li> </ul> </li> </ul>	<b>Selectmen to encourage formation of local groups.</b> 	2004
<ul style="list-style-type: none"> <li>4. Encourage the formation of a local agricultural group to promote sustainable agriculture through education on marketing, management, conservation, etc. Encourage the involvement of Skyline Farm, People, Places and Plants, and others. Utilize the expertise of federal, state and county governments.</li> </ul>		
<ul style="list-style-type: none"> <li>5. Encourage support for making improvements to the Village infrastructure, (such as sidewalks, lighting, underground utilities, street furniture, landscaping, parking, water, sewer, etc.). Seek outside sources of funding, such as State planning grants and capital improvement grants.</li> </ul>	<b>Selectmen, Village Improvement Committee</b>	2005/06
<ul style="list-style-type: none"> <li>6. <b>Regional Coordination:</b> <ul style="list-style-type: none"> <li>a. Stay abreast of regional economic development issues and activities by maintaining contact with the Greater Portland Council of Governments and the Southern Maine Economic Development District.</li> <li>b. Monitor economic development trends and initiatives in neighboring towns that could have a significant impact on North Yarmouth, such as Pineland (New Gloucester), and address positive or negative effects. Work with other bordering towns so that every town amends their zoning to require that its neighboring towns be informed about major developments during the permitting process in adjacent communities.</li> </ul> </li> </ul>	<b>Administrative Assistant, Selectmen</b>	Ongoing

## **CHAPTER 7. WATER RESOURCES, MARINE RESOURCES AND OTHER NATURAL RESOURCES PLAN**

### ***Goals***

- 1. Protect the quality and manage the quantity of water resources, including lakes, aquifers, great ponds and rivers. (State Goal)**
- 2. Protect other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas. (State Goal)**
- 3. Protect, conserve and manage surface and ground water resources to maintain a healthful, attractive and productive natural environment for current and future generations.**
- 4. Protect and enhance North Yarmouth's natural landscape and resources to maintain a healthful, attractive, thriving and productive natural environment for current and future generations.**
- 5. Protect shellfish resources located in Yarmouth and promote access to these resources for commercial fishermen and the public.**

### ***Policies***

1. Protect and conserve important water and other natural resources through an approach that includes education, open space planning, land use regulation, and a variety of other land preservation techniques.
2. Educate the public and municipal officials on a regular basis, especially the Code Enforcement Officer, Public Works Director, Planning Board and Zoning Board of Appeals on issues and techniques pertaining to conservation and protection of water resources and other natural resources.
3. Assure that town officials, employees and contractors utilize best management practices and other techniques to protect surface and ground water resources, and prevent soil erosion and sedimentation.
4. Identify and correct existing and potential sources of contamination to ground water, surface water and uplands. Actively monitor businesses that utilize, store or dispose of hazardous or toxic materials. Enforce applicable federal, state and local regulations diligently.
5. Assure a high level of protection for ground water resources, and in particular aquifers associated with existing and future public wells. Support the Yarmouth Water District in its efforts to protect existing and future public water supplies.
6. Assure a high level of protection for shoreland areas, and in particular shorelands of the Royal River, Chandler Brook, East Branch, Deer Brook and Pratt's Brook.

## WATER RESOURCES, MARINE RESOURCES, OTHER NATURAL RESOURCES

7. Require that all land use activities have adequate wastewater treatment systems, do not pollute water resources, utilize best management practices, minimize storm water runoff, and are located on lots large enough to accommodate the use.
8. Direct development to areas with suitable soils, slopes and drainage, and discourage or restrict development on floodplains, steep slopes, and highly erodable soils and in wetlands. Assure that any development, including road construction, that does take place in these areas minimizes environmental degradation and municipal costs.
9. Encourage the concept of “designing with nature<sup>14</sup>” in all land use activities, through sensitive land development that respects the existing landscape, including topographic features, natural vegetation and other natural resources.
10. Maintain healthy populations of a diversity of native animal species by conserving significant natural areas, including: large blocks of wildlife habitat, deer wintering areas, habitat for threatened and rare species, wildlife travel corridors and shoreland areas, waterfowl and wading bird habitat, and other important plant, animal and fisheries habitats.
11. Require that subdivisions and other developments be designed to be compatible with and complimentary to natural environments, and that they do not harm natural resources.
12. Protect and manage marine resources, including shellfish beds and flats in Yarmouth through continued representation on the Yarmouth Shellfish Conservation Commission.
13. **Regional Coordination:** Work with neighboring communities, land trusts, conservation organizations and others to protect shared surface and groundwater resources and other natural resources. Consult with neighboring towns, the Yarmouth Shellfish Commission, the Friends of the Royal River, the Friends of Casco Bay, the North Yarmouth Land Trust and other public and private entities to manage and preserve significant resources of common interest.

### *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Timeframe
<p><b>1. Public Education:</b> Provide public education on protection of natural resources, with an emphasis on “designing with nature” as follows:</p> <ol style="list-style-type: none"> <li>a. Provide information at the Town Office and local library</li> <li>b. Distribute information when issuing building permits</li> <li>c. Work with the Yarmouth Water District to educate landowners within the water supply aquifer</li> <li>d. Work with the Friends of the Royal River to educate landowners of</li> </ol>	<p><b>Conservation Commission,</b> Code Enforcement Officer, Town staff</p>	<p>2004 &amp; ongoing</p>

<sup>14</sup> “*Designing with nature*” means designing development to be compatible with the existing natural landscape by minimizing the extent and intensity of buildings, roads, lawns and other alterations, and by preserving or enhancing natural systems, such as natural vegetation, wildlife habitat, vernal pools, etc.


# WATER RESOURCES, MARINE RESOURCES, OTHER NATURAL RESOURCES

<p>shorelands and within the watershed</p> <p>e. Encourage schools to educate about natural resources</p> <p>f. Explore the “designing with nature” concept through a series of workshops for residents and landscapers. Assemble resource materials for this program and make available to homeowners - to include information from the Beginning with Habitat Program, the Cooperative Extension Service and other organizations.</p>		
<p><b>2. Education and Assistance to Municipal Officials:</b></p> <p>a. Establish a mechanism whereby municipal officials (e.g., Code Enforcement Officer, Public Works Director, Planning Board, Zoning Board of Appeals) receive ongoing training on soil and water conservation, best management practices, wildlife management and other natural resource issues. Send new members/employees to workshops and programs for training.</p> <p>b. Utilize existing educational programs, publications, and technical and financial assistance available through state, federal, county and non-profit entities (i.e., County Soil and Water Conservation District Urban Conservation Program, the Nonpoint Education for Municipal Officials Program (NEMO), the Beginning with Habitat Program, Maine Department of Environmental Protection, Maine Department of Transportation, etc.</p>	<p><b>Selectmen, Administrative Assistant, Conservation Commission</b></p>	<p>2004 &amp; ongoing</p>
<p><b>3. Public Works Practices and Responsibilities:</b></p> <p>a. Review construction and maintenance practices of public works employees and contractors to assure best management practices are utilized to minimize phosphorus, salt, sand and contaminant runoff into water bodies or infiltration into ground water. Consult the County Conservation District, NEMO, Maine Departments of Transportation and Environmental Protection for best management practices.</p> <p>b. Conduct an annual inventory to assess and correct any erosion and sedimentation problems associated with roads, bridges, culverts and other facilities.</p>	<p><b>Selectmen, Administrative Assistant, Public Works Director</b></p>	<p>2004 &amp; ongoing</p>
<p><b>4. Water Quality Monitoring:</b></p> <p>a. Monitor water quality and address any potential contamination at: the former town landfill, former town burn site, sand and salt storage areas, Cassidy’s Pit (former tire dump), the McKin Superfund site, threats associated with natural gas or petroleum pipelines, any of the 34 locations identified in the 1991 Comprehensive Plan, etc.</p> <p>b. Support the Yarmouth Water District (YWD) in monitoring ground water, and work with the District to address water quality threats within critical water supply areas.</p> <p>c. Establish an ongoing water-quality monitoring program for the Royal River, Chandler Brook, East Branch and other water bodies. Encourage schools, organizations and residents to “Sponsor a River,</p>	<p><b>Selectmen, Administrative Assistant, Conservation Commission</b></p>	<p>2004 &amp; ongoing</p>

# WATER RESOURCES, MARINE RESOURCES, OTHER NATURAL RESOURCES

<p>Stream or Wetland". This effort could include community service projects and funding through grants and donations.</p>		
<p><b>5. Water Resources Protection:</b></p> <p>a. Assist the YWD in efforts to purchase land, and otherwise protect water supplies, such as the use of alternative ice removal equipment on roadways in sensitive areas, public safety notifications of accidents in sensitive areas, and no spray agreements in aquifer recharge areas. Yarmouth should be an active participant in these efforts.</p> <p>b. Support the efforts of the Friends of the Royal River to preserve the Royal River corridor, including the identification of areas suitable for acquisition, through conservation easements or other measures.</p>	<p><b>Selectmen, Administrative Assistant, Road Commissioner, Fire Chief, Conservation Commission</b></p>	<p>2004 &amp; ongoing</p>
<p><b>6. Zoning Recommendations:</b> Amend as necessary to:</p> <p>a. Include critical natural resources areas, such as public water supplies, floodplains, wetlands, and important wildlife habitat in Farm and Forest and Natural Resource Protection Districts, to the extent feasible. <i>(See Chapter 4. Future Land Use Plan)</i></p> <p>b. Continue to protect water resources through standards for uses with the potential for contaminating water resources (e.g., petroleum/chemical storage tanks, junkyards and other activities that use hazardous or toxic materials). Require that businesses that utilize, store and/or dispose of "reportable quantities" * of hazardous or toxic materials submit an annual certification that these materials are being handled so as to prevent environmental degradation. <i>(*These are businesses that must report to the Department of Environmental Protection.)</i></p> <p>c. Meet the minimum requirements of the State Shoreland Zoning Act, but go beyond the minimum requirements as follows:</p> <p>i. Continue to require (expand, if necessary) that buildings be set back at least 250 feet from the Royal River, Chandler Brook and the East Branch.</p> <p>ii. Require adequate building setbacks and vegetative buffers along all streams, rivers and wetlands. <i>(See Chapter 4. Future Land Use Plan)</i></p> <p>d. Continue to prohibit building on 100-year floodplains.</p> <p>e. Require that landowners control storm water runoff, erosion and sedimentation. Minimize impervious surfaces through provisions for clustered development, minimum lot coverage requirements, shared and/or shorter driveways, grassed swales, etc. <i>(see NEMO recommendations)</i></p> <p>f. Within existing and future wellhead protection and recharge areas, prohibit high-risk uses (e.g., gas stations, auto repair, furniture refinishers) and require best management practices for other uses with potential risks (e.g., offices, retail businesses, residences, parking lots). Restrictions should be greatest within the areas of primary concern (250 day and 2500 day travel time zones). Minimum lot sizes</p>	<p><b>Ordinance Committee, Town Meeting vote required for ordinance amendments</b></p>	<p>2004 &amp; ongoing</p>

**WATER RESOURCES, MARINE  
RESOURCES, OTHER NATURAL  
RESOURCES**

<p>(including per residence) should be at least 2-3 acres (larger would be better) depending on location within the district. Subdivisions and other developments should be required to conduct hydrogeologic studies to demonstrate that they would not contaminate groundwater. Common engineered subsurface wastewater disposal systems should be prohibited within the 2500-day travel time zones, at a minimum. <i>(See “Best Management Practices for Ground Water Supplies: A Guide for Public Water Suppliers and Municipal Officials”, Maine State Drinking Water Program. Also, see list of “Potential Sources of Contamination, Current or Past”, Maine Drinking Water Program – Book II.</i></p> <p>g. Require that the YWD and any other public water suppliers be notified about projects proposed within wellhead protection areas, as required by state law.</p> <p>h. Require that septic systems be located at least 300 feet from public water supply wells, and underground fuel storage tanks be at least 1,000 feet away, as required by state law.</p> <p>i. Continue to regulate sand and gravel extraction. Require that reclamation materials not contain any materials that might degrade ground water. Require notification of the YWD for all applications for sand and gravel extraction and/or reclamation.</p> <p>j. Revise, as necessary, the subdivision/mobile home park/multi-family and site plan review provisions to adequately address water quality and quantity; sewage treatment; waste disposal; erosion and storm water control; buffers; storage and handling materials, and other environmental issues.</p> <p>k. Consider establishing a wetlands mitigation program where developers altering wetlands are required to pay into a wetlands compensation fund to be used for wetlands acquisition and stewardship.</p> <p>l. Require that development be designed to generally conform to existing topography, minimize cut-fill operations, and to preserve existing natural land cover to the extent feasible to maintain natural systems, preserve aesthetics, reduce soil erosion, and maintain wildlife habitat. Where development and roads are permitted in areas with steep slopes, highly erodable soils, or wetlands, assure that construction minimizes environmental degradation and utilizes best management practices.</p> <p>m. Require that steep slopes greater than 20%, poorly drained soils, wetlands and other surface bodies, floodplains, and areas within the 250 ft. setback from the Royal River, Chandler Brook and the East Branch not be included in the calculations for minimum lot size. This should be applicable to all new buildable lot divisions.</p> <p>n. Require that the Conservation Commission comment on subdivisions and other developments early in the permitting process (pre-application/sketch plan/preliminary review phase -involvement early in the process is critical). Consider formal involvement of a Conservation Commission member on the Planning Board, either as an official member of the Planning Board or as a liaison between the boards.</p>	<p style="text-align: center;"><b>Ordinance Committee, Planning Board, Conservation Commission</b></p>  <p style="text-align: center;"><b>Conservation Commission, Future Land Committee</b></p>	<p style="text-align: center;">2004&amp; ongoing</p> <p style="text-align: center;">2004/05</p>
<p><b>8. Open Space Plan:</b> Complete detailed natural resources inventories and include critical natural resources in the Open Space Plan. Include</p>		





## CHAPTER 8. HISTORIC AND ARCHAEOLOGICAL RESOURCES PLAN

### *Goals*

1. **Preserve the state’s important historic and archaeological resources. (State Goal)**
2. **Preserve and enhance North Yarmouth’s historic and archaeological heritage.**

### *Policies*

1. Use education, open space planning, land use regulation, and land acquisition techniques, where appropriate.
2. Educate the public and municipal officials, especially the Code Enforcement Officer and Planning Board, about protection of historic and archaeological resources.
3. Support and encourage the North Yarmouth Historical Society in its endeavors to preserve the cultural heritage of the community.
4. Support efforts to identify significant archaeological and historic resources; require that these resources be professionally surveyed and assessed, as appropriate, before development proceeds.
5. Require consideration for archaeological and historic resources in subdivisions, mobile home parks and multifamily developments, commercial and industrial developments, and for development in shoreland areas.
6. Consider the adoption of a Historic Preservation Ordinance to protect historically significant properties and architecture.
7. **Regional Coordination:** Continue to act as the repository and caretaker for the safe keeping of the Ancient North Yarmouth historical records.

### *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Timeframe
1. <b>Public Education:</b> Provide public education on preservation of historic and archaeological resources. Utilize the same mechanisms as in Chapter 7.	<b>Historical Society, CEO Selectmen, Administrative Assistant, Historical Society</b>	2004 & ongoing
2. <b>Education and Assistance to Municipal Officials:</b> Establish a mechanism whereby municipal officials (e.g., Code Enforcement Officer, Planning Board, Zoning Board of Appeals) receive training on preservation of historic and archaeological resources. Coordinate with recommendations in Chapter 7.	<b>Historical Society, CEO Selectmen, Administrative Assistant, Historical Society</b>	2004 & ongoing

## HISTORIC AND ARCHAEOLOGICAL RESOURCES

<p><b>3. North Yarmouth Historical Society:</b> Support the Society financially and in-kind in its educational and research efforts by:</p> <ul style="list-style-type: none"> <li>a. Assisting in finding exhibition and research space</li> <li>b. Assisting in additional inventory efforts</li> <li>c. Assisting in nominations of buildings or sites to the National Register of Historic Places.</li> </ul>	<p><b>Selectmen</b></p>	<p>2004 &amp; ongoing</p>
<p><b>4. Identification of Significant Resources:</b> Seek funding from the Maine Historic Preservation Commission, Maine State Archives and other sources to complete the inventories of significant archaeological and historic resources.</p>	<p><b>Historical Society, Selectmen</b></p>	<p>2004 &amp; ongoing</p>
<p><b>5. Sensitive Archaeological Areas:</b> Include sensitive archaeological areas in Resource Protection or Farm and Forest Districts.</p>	<p><b>Ordinance Committee, Historical Society,</b></p>	<p>2004 &amp; ongoing</p>
<p><b>6. Other Regulatory Standards</b> – Amend the Zoning, as necessary to:</p> <ul style="list-style-type: none"> <li>a. Require consideration of significant historic and archaeological resources for development in shoreland areas, subdivisions and other developments. Require professional archaeological surveys for subdivisions and other developments when located within mapped archaeologically sensitive areas. This requirement could be waived if these areas are included in permanent open space set-asides.</li> <li>b. In situations where significant historic or archaeological resources may be impacted, require that the Maine Historic Preservation Commission and the North Yarmouth Historical Society be notified and given an opportunity to comment on the development early in the permitting process.</li> <li>c. Consider the development of historic preservation standards to protect the integrity of historic properties and architecture (<i>see Portland Landmarks for model language appropriate to North Yarmouth</i>).</li> </ul>	<p><b>(Town Meeting vote required for ordinance amendments)</b></p>	
<p><b>7. Open Space Plan:</b> Complete more detailed resource inventories where needed; include important archaeological and historic resources in the Open Space Plan (<i>See Chapter 13. Open Space Plan</i>).</p>	<p><b>Historical Society, Land Stewardship Committee</b></p>	<p>2006/07</p>

## CHAPTER 9. OUTDOOR RECREATION AND SCENIC RESOURCES PLAN

### *Goals*

1. **Promote and protect the availability of recreational opportunities for all citizens, including access to surface waters. (State Goal).**
2. **Preserve open space that benefits residents for scenic, ecological, agricultural, historic, archaeological and recreational purposes as identified in the open space inventory.**
3. **Promote the use of outdoor recreational facilities as a mechanism to encourage active, healthy lifestyles.**

### *Policies*

1. Maintain an ongoing long-range planning effort to preserve and enhance and acquire parks, trail systems, open space and scenic resources through an integrated approach that includes open space planning, land use regulation, and other land preservation techniques.
2. Provide an outdoor recreation program that provides a balance between passive and active recreation areas<sup>15</sup>.
3. Encourage the use of recreational facilities that support maintaining physical fitness, such as walkways and trails.
4. Ensure public access to the Royal River Corridor at a number of convenient locations that include small boat access, public parks and recreational trails.
5. Identify and preserve high value scenic resources essential to maintaining the unique character of the town. Significant scenic resources should be visible to the general public from a public way, public recreation area or other public location, and should be a unique or rare feature, or spectacular example of common one.
6. Require consideration for open space, passive and/or active recreation areas and scenic amenities in all new developments.
7. **Regional Coordination:** Work with neighboring communities and other organizations to preserve open space, recreational amenities and scenic resources.

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<sup>15</sup> Passive Recreation areas include parks, trails, canoe launches, and picnic areas. Active recreation areas include ball fields, tennis courts, and playgrounds.

# O U T D O O R R E C R E A T I O N A N D S C E N I C R E S O U R C E S

## *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Time-frame
<p><b>1. Long-range Town Parks and Recreational Plan:</b> Identify facility and program needs, priorities, opportunities for regional cooperation and potential funding sources. Review population and demographic trends at least every five years to address recreational needs. Include recommendations contained in this Plan. <i>(Consult the Maine Bureau of Parks and Recreation for Recreational Guidelines)</i></p>	<p><b>Recreation Committee,</b> Selectmen</p>	<p>2004 &amp; ongoing</p>
<p><b>2. Recreation and Physical Fitness:</b> Promote the use of recreational facilities, in particular those that encourage physical fitness. Prepare and distribute a recreational brochure/map depicting parks and playfields, pedestrian and bike ways, hiking and skiing trails, river access, and other public recreational facilities.</p>	<p><b>Recreation Committee,</b> Conservation Commission</p>	<p>2004 &amp; ongoing</p>
<p><b>3. Athletic Fields and Facilities:</b> Conduct study and survey to determine the types of ball fields and/or other facilities currently needed within the Town.</p>	<p><b>Recreation Committee</b></p>	<p>2004</p>
<p><b>4. Interconnected Trail Systems:</b> Complete an inventory and assessment of existing trails. Conduct a study to identify new trails that could provide links with existing trails, the Village Districts, public lands and recreational areas and provide a Royal River trail system. Use exiting rights-of-way (i.e., abandoned railroad beds, power lines and gas pipelines), where allowed. Plan for an interconnected trail system, where trail development is phased and linked to subdivision/development activity. In general, the <u>snow mobile trail system model</u> should be used in the development of trails. This entails organization of a trails club/group to approach landowners for permission to use existing trails or create new trails, and to maintain and police trails with landowner consent. <i>(See Chapter 13. Open Space Plan)</i></p>	<p><b>Recreation Commission,</b> <b>Conservation Commission,</b> <b>trails club</b></p>	<p>2005/06 ongoing</p>
<p><b>5. Scenic Resources:</b> Conduct a detailed inventory and assessment of scenic resources to include a photographic record or description that clearly identifies what is considered a “scenic resource” worthy of protection. Consider criteria included in the Inventory of this Plan.</p>	<p><b>Conservation Commission,</b> <b>Ordinance Committee</b></p>	<p>2006/07</p>
<p><b>6. Zoning and Subdivision:</b> Amend as necessary to do the following:</p> <ul style="list-style-type: none"> <li>a. Require that new developments provide adequate recreational facilities and open space set-asides linked to existing or planned facilities, such as recreational trail systems and the Royal River Greenway. Open space set-asides should include high value scenic areas and critical natural resources.</li> <li>b. Require that developers of subdivisions and other developments consider scenic resources and aesthetics in development designs.</li> <li>c. Consider scenic, road-based, corridor overlay districts with design and</li> </ul>	<p><b>Ordinance Committee,</b> <i>Town Meeting vote required for ordinance amendments</i></p>	<p>2004 &amp; ongoing</p>

## O U T D O O R R E C R E A T I O N A N D S C E N I C R E S O U R C E S

<p>performance standards to maintain scenic integrity.</p> <p>d. Revise the Skyline Preservation District (Zoning Ordinance) to address current aesthetic and safety issues associated with telecommunications towers, and other tall structures.</p> <p>e. Provide an opportunity for Conservation Commission and Recreation Commission review of developments with recreational or open space components.</p>		
<p><b>7. Open Space Plan:</b> Continue to expand the inventories of important scenic, recreation and open space resources. <i>(See Chapter 13. Open Space Plan)</i></p>	<p><b>Land Stewardship Committee Selectmen</b></p>	<p>2004 &amp; ongoing</p>
<p><b>8. Funding Recreation and Open Space Preservation:</b> Fund recreation and open space preservation through a variety of sources including user fees, grants, donations, open space impact fees, general funds, etc. Include capital improvements to recreational facilities in the capital improvements program.</p>		<p>2004 &amp; ongoing</p>
<p><b>9. Village and Residential District Recreational and Open Space Amenities:</b> Provide a high level of recreational amenities (parks, playgrounds, walkways and bikeways) in these areas as incentives to new development. <i>(See Chapter 3. Growth Management Plan and Chapter 10. Transportation.)</i></p>	<p><b>Selectmen</b></p>	<p>2004 &amp; ongoing</p>
<p><b>10. Regional Coordination:</b></p> <p>a. Continue to participate in the Cumberland Community Education and Recreation Program.</p> <p>b. Coordinate management of the Royal River Greenway, preservation of the undeveloped area including Deer Brook and Knight's Pond, and recreational trail systems with neighboring communities and other interested parties, such as the Friends of the Royal River.</p>	<p><b>Selectmen</b></p> <p><b>Land Stewardship Committee</b></p>	<p>2004 &amp; ongoing</p> <p>2004 &amp; ongoing</p>

## CHAPTER 10. TRANSPORTATION PLAN

### *Goals*

1. **Plan for, finance and develop an efficient and safe transportation system consistent with regional systems and the Future Land Use Plan. Aim to accommodate existing and future transportation needs, including the movement of pedestrians, vehicles (including bicycles), goods and services within and through the community.**
2. **Provide bicycle and pedestrian facilities to promote exercise and community interaction.**

### *Policies*

1. Maintain a safe, efficient, and cost-effective transportation system through long-term programming, prioritizing and financing of maintenance and capital improvements. Prioritize transportation system improvements and maintenance based on current function and the Growth Management Plan goals.
  2. Plan for potential new roads and other transportation facilities within designated growth areas, and utilize transportation policies to discourage new development in rural areas.
  3. Consider adopting a policy that the Town will take over ownership and/or maintenance of privately developed transportation facilities in growth areas, if requested and if they are constructed to town specifications. Clearly state that the Town will not accept privately built roads in rural areas.
  4. Maintain highway capacity, safety and efficiency on highways by managing the location and design of driveways. Require the highest level of access management along Routes 115, 9 and 231, North Road, and any other roads that serve significant volumes of traffic.
  5. Seek to maintain traffic speeds below posted speed limits, particularly on roads in the Village Districts.
  6. Monitor MDOT traffic volume and accident data and improve problem areas.
  7. Assure that subdivisions and other developments will not cause unreasonable road congestion or unsafe conditions. Require that roads serving subdivisions and other developments conform to recognized road construction and design standards, and that these standards are consistent with the goals of the Growth Management Plan.
  8. Provide networks of pedestrian and bicycle facilities, particularly within Village Districts and consistent with the Growth Management Plan.
  9. Enhance the transportation “gateways” or highway entrances to promote the community.
- 10. Regional Coordination:**
- a. Advocate for adequate maintenance and improvement of regional transportation facilities including: state highways, railroads, airports and seaports. Support regional rideshare programs and public bus transportation.

# TRANSPORTATION

- b. Seek out opportunities to coordinate activities with neighboring communities in an effort to use resources more efficiently.
- c. Participate in regional planning programs, such as through the Portland Area Comprehensive Planning Committee (PACTS).

## *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Time-frame
<p><b>1. Transportation Management/Capital Improvements Planning:</b> Continue to utilize the Road Survey and Management System to evaluate and plan capital improvements to town roads. Consider purchasing an accounting program to enhance system management. Include pedestrian and bicycle facilities, parking areas and bridges in the system.</p>	<p>Selectmen, Administrative Assistant, Public Works Director</p>	2004 & ongoing
<p><b>2. Prioritize Transportation Improvements,</b> including road maintenance based on current function (e.g. major collectors, a higher priority than local roads), and the intent of the Growth Management Plan to encourage growth in the Village Districts.</p>	<p style="text-align: center;">↓</p>	
<p><b>3. Transportation Networks in Village Districts:</b></p> <ul style="list-style-type: none"> <li>a. Actively plan for future placement of new roads and other transportation facilities so that as development progresses, internal roads and facilities will be coordinated to provide a well-designed transportation network.</li> <li>b. Require that developers of subdivisions and other major developments design transportation systems to allow for interconnecting streets and sidewalks. Include provisions to allow Town acceptance of transportation facilities if they are built to required specifications.</li> </ul>	<p>Selectmen, Implementation Committee</p>	2005 & ongoing
	<p>Ordinance Committee, Public Works Director</p>	2004 & ongoing
<p><b>4. Access Management:</b></p> <ul style="list-style-type: none"> <li>a. Continue to inform landowners and potential buyers of land about MDOT access management permitting requirements. Information on MDOT permits should be available at the Town Office.</li> <li>b. Amend the Zoning Ordinance as follows: <ul style="list-style-type: none"> <li>i. Require that applicants for zoning/building permits provide evidence of an MDOT Entrance/Driveway Permit.</li> <li>ii. Establish a Town Driveway Opening Permit system to require adequate site distances, culverts, materials, storm drainage, etc. Require that driveways be located off side roads rather than major roads and require shared driveways, where feasible.</li> <li>iii. Make lot frontages, lot sizes and other requirements for land along high traffic roads consistent with access management regulations. Lot frontages and lot sizes along highways should be designed to minimize access points to major highways.</li> <li>iv. Update Zoning and Subdivision access standards to require adequate site distances, road grades and intersection designs for</li> </ul> </li> </ul>	<p>Administrative Assistant,</p>	2004 & ongoing
	<p>Ordinance Committee Public Works Director</p>	2004 & ongoing



# TRANSPORTATION

<p>site plan review, subdivision and mobile home parks. Include control of the number, location and design of curb cuts. Restrict direct access to public roads for lots in subdivisions &amp; mobile home parks.</p> <p>v. Require traffic impact analysis for major developments projected to generate considerable traffic. Require mitigation.</p>		
<p><b>5. Traffic Speeds, High Accident Locations, Highway Capacity:</b></p> <p>a. Reduce traffic speeds on highways by advocating increased enforcement of speed limits by the Maine State Police and County Sheriff's Department. Ask the MDOT to explore and implement traffic calming options, such as education and signage, for problem areas such as the Village. Continue to advocate for reducing the speed limits. <i>(See Chapter 11. Public Facilities and Services)</i></p> <p>b. Evaluate traffic volume and accident data at least every 5 years. Work with the MDOT to address high accident locations (e.g., Routes 115/231 intersection and southern 115/9 intersection) and to bring State Roads up to MDOT standards.</p> <p>c. Monitor highway and intersection capacity on an ongoing basis, and in particular the Intersection of Route 231 and North Road, where traffic associated with Pineland may increase significantly.</p> <p>d. Strongly advocate for construction of state highways to MDOT standards, and consideration for bicycle and pedestrian facilities.</p> <p>e. Strongly advocate for MDOT acceptance of North Road between Routes 9 and 231 as state roads.</p> <p>f. Strongly advocate for adequate analysis of the impacts of Pineland on North Yarmouth within any development studies. Encourage Pineland to share in the costs of these studies. Seek mitigation of impacts.</p> <p>g. Advocate for transportation alternatives, such as carpooling, passenger rail service, bicycling, walking, etc. Explore the development of a park and ride facility/program associated with Pineland.</p>	<p><b>Selectmen, Administrative Assistant, Public Works Director</b></p>	<p>2004 &amp; ongoing</p>
<p><b>6. Road Construction Standards:</b> Establish road construction standards based on the anticipated level and type of use, the location with respect to Zoning District, and the character of the neighborhood. Include specific standards and criteria for roads to be accepted by the Town and only accept roads in Village and Residential Districts. Require that developers pay their share of the costs of making existing substandard roads adequate to serve their proposed developments to include in-kind contributions, impact fees or actual construction of roads (particularly in Farm and Forest Districts).</p>	<p><b>Selectmen, Administrative Assistant, Public Works Director</b></p>	<p>2004/05</p>
<p><b>7. Bridges:</b> Monitor the MDOT inventory and assessment process. Improve bridges using the most cost effective funding mechanisms available. Include in the Capital Improvements Program.</p>	<p>↓</p>	
<p><b>8. Bicycle and Pedestrian Improvements:</b></p> <p>a. Continue to evaluate pedestrian and bicycle facility needs, particularly in Village Districts; include necessary improvements in the Capital Improvements Program.</p>	<p><b>Selectmen, Administrative Assistant, Public Works</b></p>	<p>2004 and ongoing</p>

# TRANSPORTATION

<ul style="list-style-type: none"> <li>b. Monitor the MDOT reconstruction project for Route 9 (highway widening with a paved shoulder/bikeway and a separate sidewalk between Memorial School and the Cumberland town line). Identify other similar projects, and seek MDOT funding, as appropriate.</li> <li>c. Advocate for pedestrian and bicycle amenities when MDOT or the Yarmouth Water District is making improvements to roadways, waterlines along roadways and/or bridges.</li> <li>d. Advocate for adequate travel widths for bicycles along Routes 231, 9 and 115, and North Road as opportunities arise.</li> <li>e. Actively pursue outside sources of funding, including MDOT and Maine Department of Economic and Community Development grants to construct bicycle and pedestrian facilities.</li> <li>f. Amend the Zoning Ordinance to include consideration for pedestrian and bicycle facilities in subdivisions and other developments.</li> </ul>	<p><b>Director, Safe Walk and Bike Ways Committee</b></p>	
<p><b>9. Parking Improvements:</b></p> <ul style="list-style-type: none"> <li>a. Widen Parsonage Road to include parking, and consider additional parking near the Town Office Park ball field. Coordinate with SAD #51 to address overflow parking along Route 9 during large events.</li> <li>b. Evaluate parking needs, particularly in Village Districts, and include necessary improvements in the Capital Improvements Program.</li> <li>c. Pursue outside sources of funding, including MDOT and Maine Department of Economic and Community Development grants to construct adequate parking facilities in the Village.</li> <li>d. Amend the Zoning Ordinance to include flexible parking standards for subdivisions and other developments. Public parking should be considered in meeting the requirements for locating in Village Districts, thereby providing an incentive for locating in the village.</li> </ul>		<p><b>Ordinance Committee</b></p>
<p><b>10. Enhance the Town's Gateways</b> through signage, landscaping, and other streetscape improvements. Include signage that promotes community events. Obtain Community Gateways Grants, as appropriate.</p>	<p><b>Selectmen, Administrative Assistant,</b></p>	<p>2004</p>
<p><b>11. Street and Shade Trees:</b> Inventory and create a maintenance plan for street and shade trees for the Village Center and Village Residential Districts and along important scenic areas and travel corridors. Seek a cost-share grant and technical assistance from the Maine Forest Service to conduct community forestry planning.</p>	<p><b>Ordinance Committee</b></p>	<p>2004 &amp; ongoing</p>
<p><b>12. Regional Coordination:</b></p>	<p><b>Selectmen, Administrative Assistant</b></p>	<p>2006/07</p>
<ul style="list-style-type: none"> <li>a. Actively participate in the Portland Area Community Transportation (PACTS) programs, including the GPCOG Central Corridor Study, the MDOT 20-Year Plan, the MDOT 6-Year Capital Improvement Program, and the MDOT Biennial Transportation Improvement Program.</li> <li>b. Seek opportunities to perform capital and maintenance projects more cost-effectively through coordination with neighboring towns.</li> <li>c. Monitor transportation studies developed for Pineland, and provide input as appropriate.</li> </ul>	<p><b>Conservation Commission, Tree Warden</b></p>	<p>2005/06</p>
	<p><b>Selectmen, Administrative Assistant</b></p>	<p>2004 &amp; ongoing</p>

## CHAPTER 11. PUBLIC FACILITIES AND SERVICES PLAN

### *Goals*

1. **Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (State Goal)**
2. **Provide community services and facilities to assure the welfare and safety of all residents consistent with sound fiscal and growth management policies.**

### *Policies*

1. Periodically review (and upgrade as appropriate) town administrative staffing. Periodically review the provision of municipal services and facilities to address the changing needs of the community consistent with the Growth Management Plan.
2. Continue to prudently finance capital improvements through the Capital Equipment Replacement and Facilities Plan that maximizes efficiencies, utilizes a variety of funding mechanisms, spreads costs out over time, and is consistent with Growth Management Goals.
3. Maintain (and improve if necessary) the Town's public buildings and facilities, including the Town Office, Public Works Facility, Walnut Hill Fire Station, Wescustogo Hall, town parks and cemeteries.
4. Maintain and continue to improve and expand the town's equipment, including up-to-date administrative equipment and software, Public Works equipment, and Fire and Rescue equipment.
5. Maintain and explore ways of adopting an environmentally sound, consumer responsive and economically feasible solid waste disposal system. Increase recycling rates and reduce the volume of solid waste, thereby minimizing the cost of waste disposal.
6. Continue to provide high quality fire and rescue services consistent with the changing needs of the community. Utilize mutual aid agreements to enhance service levels and coverage.
7. Assure the provision of adequate police services, including consideration for regional approaches to increasing police coverage.
8. Continue to support the efforts of the Yarmouth Water District to provide clean and relatively inexpensive potable water. Diligently seek equitable participation in this effort from Yarmouth.
9. Investigate the feasibility of public sewer within North Yarmouth.
10. Continue to participate in the Cumberland Community Education and Recreational Program and Prince Memorial Library services.
11. Continue to work with MSAD #51 to provide high quality public education. Increase communication with residents about the School District budgeting process.
12. Maintain good communications between the Town and its citizens.
13. **Regional Coordination:** Coordinate the provision of public services and facilities with neighboring communities in an effort to use resources more efficiently. Participate in regional planning programs, such as the Greater Portland Council of Government's Central Corridor Committee.

# PUBLIC FACILITIES AND SERVICES


## *Implementation Strategies*

The policies will be implemented as follows:	Responsible Party	Timeframe
<b>1. Town Administration and Town Office:</b>		
a. Evaluate administrative and staffing levels at least every 5 years, and make adjustments as necessary.	Selectmen	Every 5 years
b. Increase administrative staffing for land use regulation and enforcement through the addition of a full-time position with the following responsibilities: code enforcement, building inspection and issuance, plumbing inspection, private road inspection and staffing for the Planning Board and Zoning Board of Appeals.	Selectmen	2004
c. Continue to budget for computer system upgrades and capital improvements for the Town Office within the Capital Equipment Replacement and Facilities Plan ( <i>See Table 12-1</i> ). Consider the development of a new GIS workstation to aid in efficient planning and code enforcement.	Selectmen, Administrative Assistant, Budget Committee	Ongoing  2006
d. Seek a Community Development Block grant for improvements to the Town Office, including an elevator to provide handicapped access to all levels of the Town Office.	Selectmen, Administrative Assistant	
<b>2. Public Works Department:</b>		
a. Evaluate physical plant, equipment and personnel levels at least every 5 years, more often when there is a significant increase in responsibilities. A major evaluation will be needed if the Town accepts responsibility for private roads.	Selectmen, Public Works Director, Administrative Assistant, Budget Committee	Ongoing
b. Continue to budget for capital improvements through the Capital Equipment Replacement and Facilities Plan ( <i>See Table 12-1</i> ).		
<b>3. Solid Waste Disposal and Recycling:</b>		
a. Continue to participate in Regional Waste System's solid waste disposal and recycling programs, weekly curbside pick up, and the large item and hazardous waste drop-off programs.	Selectmen	Ongoing
b. Appoint a Recycling Committee to research and investigate strategies for increasing recycling rates and reducing the volume of solid waste.	Selectmen	2005/06
c. Investigate, and implement as appropriate, options for controlling the cost of waste disposal, such as a pay-per bag curb-side pick-up program, a curb-side recycling program, and recycling of additional materials, such as cardboard. Investigate the availability of state grant monies to establish a curbside recycling service and the possibility of regional coordination in the effort.	Recycling Committee	2005/06
<b>4. Fire and Rescue:</b>		
a. Evaluate physical plant, equipment and personnel levels at least every 5 years, more often when there is a significant increase in	Selectmen, Fire Chief, Administrative Assistant	Ongoing

# PUBLIC FACILITIES AND SERVICES

<p>responsibilities, such as the addition of senior housing. Evaluate within the next 5 years the need to pay fire and rescue personnel for time spent on calls and in training programs.</p> <p>b. Continue to provide support to volunteer fire and rescue personnel by paying for training and equipment. Continue to budget for capital improvements through the Capital Equipment Replacement and Facilities Plan (<i>See Table 12-1</i>).</p> <p>c. Continue to provide at a minimum, basic level EMT service, with back-up paramedic service.</p> <p>d. Continue to charge for use of rescue services.</p> <p>e. Continue to explore regional delivery of fire and rescue services.</p>	<p><b>ve Assistant, Budget Committee</b></p>	
<p><b>5. Police Protection:</b></p> <p>a. Seek maximum police coverage through the Maine State Police and County Sheriff’s Department. Continue to provide substation office space to the Sheriff’s Department to increase coverage.</p> <p>b. Continue to investigate options for local police coverage through a regional intergovernmental agreement, such as a contractual agreement with a neighboring community or sharing a police department with several communities.</p>	<p><b>Selectmen, Administrati ve Assistant</b></p>	<p>2004 &amp; ongoing</p>
<p><b>6. Public Water, Yarmouth Water District:</b> Continue to work with the YWD to provide adequate, low-cost public water supplies to Yarmouth and North Yarmouth.</p> <p>a. Assist in efforts to protect public water supplies, such as the use of environmentally friendly alternative ice removal on roads, public safety notifications of accidents and no spray agreements in sensitive areas.</p> <p>b. Coordinate construction of wells, installation of water lines, road and sidewalk improvements, etc. to provide maximum efficiency.</p> <p>c. Coordinate any future land use initiatives, including infrastructure improvements within or adjacent to critical water supplies (recharge areas), to protect water supplies. Coordinate water quality protection efforts with Yarmouth.</p>	<p><b>Administrati ve Assistant, Public Works Director, Fire Chief</b></p>	<p>Ongoing</p>
<p><b>7. Public Sewerage:</b> Conduct a study to determine the feasibility of providing a sewer system to growth areas. Consider an agreement with Yarmouth to provide a high level of protection to public water supplies in return for providing sewer service to North Yarmouth.</p>	<p><b>Selectmen</b></p>	<p>2005-2008</p>
<p><b>8. Cumberland Community Education and Recreation Program (CCERP):</b> Review population and demographic trends at least every 5 years to assess recreational needs, and incorporate into a long-range plan. The North Yarmouth Representatives to the CCERP should be members of the Town’s Recreation Committee.</p>	<p><b>North Yarmouth Representati ves, Recreation Committee</b></p>	<p>Ongoing</p>
<p><b>9. Education:</b></p> <p>a. Continue to work with MSAD #51 officials to provide high quality</p>	<p><b>North Yarmouth</b></p>	<p>Ongoing</p>

# PUBLIC FACILITIES AND SERVICES

<p>public education through the most cost effective means.</p> <p>b. Continue to support and participate in the twice-a-year meetings between MSAD #51 officials, the Cumberland Town Council and the North Yarmouth Board of Selectmen to address issues of concern and emerging needs, such as revising school enrollment projections that were based on the current residential growth caps in North Yarmouth and Cumberland. This is particularly crucial since the recent and planned school expansions (Middle School and High School are based on these enrollment projections with capacity to serve current conditions.</p> <p>c. Work with the School District to improve communication with residents and participation in the budgeting process through measures such as:</p> <ul style="list-style-type: none"> <li>i. Display MSAD #51 agendas and minutes at the Town Office</li> <li>ii. Publish information on the budget process and meetings in newsletters and on the School and Town WEB sites.</li> <li>iii. Encourage the MSAD #51 to continue to communicate with the public through cable TV, notices on the Greely High School marquee, in local newspapers, at the library and at all schools.</li> <li>iv. Advocate that the budgeting process highlight those meetings where public input would be most effective and useful. Well-advertised opportunities for public input early in the budgeting process are needed.</li> </ul> <p><b>10. Communication:</b> Utilize a variety of methods to communicate with residents, to include consideration for the following:</p> <ul style="list-style-type: none"> <li>a. Quarterly newsletter (<i>Opinion Survey indicated this was the best</i>)</li> <li>b. Annual Town report</li> <li>c. Town WEB page with links to MSAD #51 and other sites</li> <li>d. Public notices in The Forecaster, Shopping Notes and the Portland Press Herald</li> <li>e. Reporters attending meetings and/or reporting on town affairs</li> <li>f. A North Yarmouth Local cable TV access channel</li> <li>g. Town welcome signs with space to promote community events at gateways.</li> </ul>	<p><b>School Board Representati ves, Administrati ve Assistant</b></p>  <p><b>Administrati ve Assistant and town committees and boards</b></p>	<p>Ongoing</p>
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## CHAPTER 12. FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

### *Overview*

This plan establishes a framework for long-range programming and financing for the replacement and expansion of public facilities and services. A primary goal is to anticipate major expenditures, and to prioritize and schedule the funding of these projects in a fiscally sound manner that minimizes drastic changes in tax levels. By anticipating future needs, the Town is better able to take advantage of outside funding opportunities as they arise. There are three major approaches to paying for capital needs: (1) Pay Out Now 100 percent of cost; (2) Borrow and Pay Debt Service; and (3) Save and Buy, through a sinking fund/reserve account. A balanced capital investment program may use all three of these approaches, plus other funding mechanisms depending upon circumstances, such as lease purchase agreements, grants, special assessments, trust funds, user fees and impact fees.

In 1998 North Yarmouth established a Capital Investment Planning Process that consisted of the Capital Equipment Replacement and Facilities Plan. The Plan specifies when each capital asset will be replaced or added and how much money should be accrued annually so funds will be available at the time of scheduled replacement or purchase (*See Table 12-1*). The Capital Investment Trust Fund was established for these funds, a “save and buy” approach.

The Town’s Road Survey and Management System is also designed to plan and budget for major improvements to roads. However, these funds are raised on an annual basis as operating expenses. This is a “pay out now” approach.

The Town has also established a Future Land Fund. This fund allows the Town to set aside funds for future land purchases so the Town can act quickly when land becomes available.

In 2000, the Town established impact fees as a mechanism to raise money for capital improvements needed to serve new development. This is a “pay its own way” approach by charging at the beginning for infrastructure needed by new development. Impact fees are assessed on new residential and commercial development, including expansions. The fees are applied towards capital needs for emergency services and recreational open space made necessary by the new development<sup>16</sup>. Given projected growth, and the number of potential capital improvements needed in the near-term, this is a very important method of funding emergency services and recreational open space needs. Impact fees can also be used to fund highway improvements, sewer and water, and school improvements. Impact fees have totaled about \$60,000 per year.

### *Goals*

- 1. Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (State Goal)**

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<sup>16</sup> The Comprehensive Planning and Land Use Regulation Act establishes the legal requirements for impact fees (Title 30-A MRSA Sec. 4354).

# FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

2. **Maintain a cost-effective long-range programming and financing process for the replacement and expansion of public facilities and services required for existing and projected growth and development.**

## *Policies*

1. Maintain an adequate, up-to-date and equitable property tax system.
2. Continue to utilize the Capital Investment Planning Process and expand or change as necessary to meet the needs of future growth and development.
3. Maintain a balanced capital investment program that utilizes the most cost-effective and efficient funding mechanisms. Work to increase revenues from sources other than the property taxes, such as grants, special assessments, trust funds, user fees and impact fees.
4. Utilize impact fees and other mechanisms to require that developers/builders of new development pay for capital improvements needed to serve the new development.
5. Reduce the need to borrow money to operate town government in anticipation of property tax income and other revenues.

## *Implementation Strategies*

The policies will be implemented as follows:	Responsible Party	Timeframe
<p><b>1. Town-wide Revaluation:</b></p> <p>a. Conduct a town-wide revaluation of taxable property. Assure that property valuations are consistent with the goals of the Growth Management Plan and the designation of growth and rural areas and preservation of open space, to the extent legally permitted.</p> <p>b. Prepare new tax maps. Investigate the cost and trained staffing needs necessary to purchase and implement a Geographic Information System (GIS) that is compatible with other mapped information.</p>	<p><b>Selectmen, Assessor, Administrative Assistant</b></p>	<p>2005</p>
<p><b>2. Capital Investment Planning:</b></p> <p>a. Continue to utilize the current budgeting process, including the Capital Equipment Replacement and Facilities Program (<i>See Table 12-1</i>). Expand this to cover new capital needs, such as a sidewalk plow.</p> <p>b. Continue to utilize the Road Survey and Management System (<i>See Book II.</i>) Expand this to include coverage for new needs, such as sidewalks.</p> <p>c. Consider the potential investment needs identified in Table 12-2.</p>	<p><b>Selectmen, Administrative Assistant, Public Works Director, Fire Chief, Budget Committee</b></p>	<p>Ongoing</p>
<p><b>3. Non-property Tax Revenues:</b></p> <p>a. Sustain and enhance the collection of fees and other non-property tax revenues.</p>	<p><b>Selectmen, Administrative Assistant</b></p>	<p>Ongoing</p>





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**Table 12-1. Capital Equipment Replacement and Facilities Plan - 2004**

Item	Est. Cost	Budget 2002	Accrued 12/31/02	2003 Approp.	Accrued to date	2004		2005		2006		2007		2008		2009		2010		2011		2012		2013		2014		2015		Accrued Next purchase
						Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	
Mower/Tractor (JD 4300)	20000	1538	4810	1576	6386	2600	2675	2760	2850	2930	1820	1861	1895	1935	1975	1820	1861	1895	1935	1975	1820	1861	1895	1935	1975	2020	2065	20201		
Backhoe (2003)	100000*		39404	37880		9500	9785	10070	10400	10700	11015	11350	11700	12030	12395	11015	11350	11700	12030	12395	11015	11350	11700	12030	12395	10000	108945	108945		
Front-end Loader (1994)	90000	11531	49421	**	49421	7250	7470	7700	7950	8175	8450	8675	8900			8450	8675	8900			8450	8675	8900					105091	105091	
Plow Truck (2001 Mack)	110000	6675	6810	6842	13652	7013	7188	7360	7533	7706	7879	8052	8300	8550	8810	7879	8052	8300	8550	8810	7879	8052	8300	8550	8810	9100	9373	110518	110518	
Plow Truck (1994 Ford L8000)	110000	8328	53015	8536	35927	12345	12345	12345	12720	13100	13490	9166	9166	9166	9166	13490	9166	9166	9166	9166	9166	9166	9166	9166	9166	9166	9166	9166	112272	112272
Plow Truck (1998 Intl)(trade)	110000	6765	28993	6934	61551	7100	9200	9200	9200	9475	9775	10050	10355	10675	11000	9775	10050	10355	10675	11000	9775	10050	10355	10675	11000	11330	11700	68651	68651	
Utility Vehicle (2002 F550)	40000	17940	-		0	8000	10000	10000	12000	10000	12000	14000	16000			12000	14000	16000			12000	14000	16000					40000	40000	
Utility Vehicle (1/2 ton-used)	8000	0	-	2500	2500	2500	2500	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	3000	7500	7500	
JD 318 Cemetery Mower *	7500				0	5000	1000	1250	1500	2000	2500					2500	2500	2500			2500	2500	2500					13250	13250	
Rawson Screen Plant (leased)	85000					10000	10000	10500	11000	12000	13000	13000	13500			12000	13000	13500			13000	13500						80000	80000	
Computer System - Upgrades		5125	5228	5253	10481	5384	5519	5651	5784	5917	6050	6183				6050	6183				6183							****	****	
Ambulance	200000	18750	13856	16000	29856	16800	17600	18400	19200	20000	20800	21600	22250	22900		20800	21600	22250	22900		21600	22250	22900					239262	239262	
Fire Truck (1977 Pierce) ***	279000	33333	51385	33333	84718	40000	40000	40000	40000	40000	40000	40000	40000			40000	40000	40000			40000							284718	284718	
Engine 2 Fire Truck (2016)	335000				0	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	309000	309000	
Tank 3	210000				0	35000	35000	35000	36100	37200	38250					37200	38250				38250							216550	216550	
Engine Four										25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000			
Ongoing Facility Maintenance Fund		8610	31000	8825	15825	9046	9267	9488	9709	9930	10151	10372	10593	10814	11035	9930	10151	10372	10593	10814	11035	11256	11477	11698	11920	12141	12362	12583	12804	13025
L and Purchase Reserve Fund		25000	53389	25000	30389	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	330389	330389	
Debt Service		143595	339311	152679		218288	230299	232975	239197	266884	232931	193060	191409	151820	130131	266884	232931	193060	191409	151820	130131	266884	232931	193060	191409	151820	128622	129531		
Screening Plant																														
Computer system - no plans to replace entire system - upgrades paid through supply account - could cap at \$20,000						218288	180299	182975	188697	215884	220931	180060	177909			218288	180299	182975	188697	215884	220931	180060	177909							
Plow Truck 1994 Ford L8000 - taken out of rotation - Keep until 2009 - Swap Accrued Funding																														
Plow Truck 1998 International - Taken out of rotation - Replace in 2004 - swap accrued funding and utilize trade value of \$35-40K																														
1977 Fire Truck - use accrued funds, and 2004 appropriation - borrow remainder - leave in CIP to show expense for now - transfer to debt service in 2005																														
Facility Maintenance fund - 2004 expenditure of \$7200 - Municipal Building Central Air																														
JD 318 Mower - Replacement cost of \$7500 - \$2500 from Cemetery General Fund																														
Screening Plant - presently lease/purchase - paid off 2005 - 2005 and out years could be funded via a charge back from PWD accounts																														
Sidewalk Plow or Blower - May need by winter of 2004...possibly not until 2005...will look at equipment share or lease purchase and add into operations.																														

**Source:** Administrative Assistant

**FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN**

**Table 12-2. Summary of Other Projects with Potential Funding Requirements (Ten Year Timeframe)**

*\*Items to be re-evaluated with respect to a temporary residential building cap – within 3 years*

<b>Project Title</b>	<b>Project Description</b>	<b>Potential Funding</b>	<b>Year</b>	<b>Comments</b>
<b>Route 9 widening</b>	Rebuild & widen to include sidewalk and paved bike shoulders	MDOT ( <i>Local Match \$40,000</i> )	2004	High priority
<b>Improvements to North Road between Rte 9 &amp; Yarmouth TL</b>	Rebuild and widen road to include paved bike shoulders	MDOT ( <i>Local Match \$150,000</i> )	2005	High priority - safety and traffic increases due to Pineland
<b>Improvements to North Road between Route 9 and Route 231</b>	Rebuild and widen road to include bike shoulders, address dangerous intersection at Route 231	Strongly advocate for MDOT funding, local match required at a minimum	2004-2005	High priority given safety & traffic increases due to Pineland
<b>Amendments to Zoning Ordinance; Preparation of Municipal Code*</b>	Hire consultant to assist in drafting amendments and mapping	State Planning Office Implementation Grant ( <b>\$3,300 local match</b> )	2004 & ongoing	High priority
<b>Preservation of High Value Open Space/ Critical Natural Resource Areas</b>	Seek long-term preservation of high-value open space and natural resources.	Impact Fees, Town Appropriations, Friends of the Royal River; Maine State Planning Office Grant; Land for Maine's Future Program, Maine Outdoor Heritage Fund, Land and Water Conservation Fund, USDA Programs, Inland Fisheries & Wildlife & other state agencies, land trusts, foundations, etc.	2004 ongoing	High priority
<b>Town Management and Staffing*</b>	New position for Code Enforcement, Building Inspection, Zoning Board of Appeals and Planning Board Staffing	Local ( <b>\$35,000</b> )	2004	High priority
<b>Property Revaluation</b>	Town-wide revaluation needed; currently <80% of state valuation	Local \$50,000-\$60,000	2005	High priority
<b>Town Office Improvements</b>	Elevator, central air conditioning	Community Development Block Grant ( <i>Local Match \$20,000-\$30,000</i> )	2005	High priority
<b>Administrative Computer Software &amp; Hardware - Mapping - Tax, Land Use, Natural Resources</b>	Continue to upgrade software. Also consider mapping and geographic information system (GIS) capabilities. Address need for trained personnel.	Local funds, cost unknown	2004 ongoing	Medium priority; ongoing effort

**FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN**

<b>Police Protection*</b>	Current Regional Study Underway, also investigating contracting for services through another town	Local (\$80,000 - \$120,000)	2004	Medium priority
<b>Sewer Feasibility Study/Sewer Construction*</b>	Investigate the feasibility of sewer for the Village areas. Approach Yarmouth regarding inter-local cooperation in protection of public water supply in return for access to sewer at a reasonable cost.	Department of Economic and Community Development (Planning Grant \$10,000) Regional Challenge Grant (max \$15,000, with 100% match) to develop Inter-municipal District agreement/comp plan).	2005 – 2008	High Priority, but potentially very expensive. Will require considerable time and effort.
<b>Master Plan for Village to accommodate residential and village scale commercial growth*</b>	Develop plan that considers improved facilities (e.g., sidewalks, bike paths, lighting, streets, street and shade trees, underground utilities, sewer and water options, etc.)	Department of Economic and Community Development ( <i>Planning Grant \$10,000</i> ) Maine Bureau of Forestry for Shade Tree Program	2005 and ongoing	High priority, major undertaking that may take a number of years to implement
<b>Gateways to North Yarmouth</b>	Signage, landscaping and other improvements at entrances to town or village, Route 115 town line	Department of Transportation Gateways Grant (\$5,000 & local match)	2005	Very achievable; requires specific project development
<b>Increased Recycling, Curb-side Pick-up, Pay-per Bag Waste Disposal</b>	Feasibility Study needed to determine best approach	State Recycling Grant, Local funds; increased recycling could offset increase in solid waste disposal costs	2005-2006	Medium – High priority
<b>Recreation and Open Space Planning</b>	Study recreation and open space needs, and develop a recreation plan. Implement.	Maine Land and Water Conservation Fund, Maine Outdoor Heritage Fund; Corporate Sponsors; fundraising; local funds; corporate sponsors	2006-2008	Medium priority, ongoing
<b>Affordable/Senior Housing*</b>	Study to identify opportunities to encourage and support affordable housing. Town participation may be necessary. Extension of sewer will make it more economically feasible.	Local, Department of Community and Economic Development; Maine State Housing Authority; Regional Partners	2005-2006	Becoming increasingly urgent within the region; regional approach is desirable
<b>Paid On-Call Fire and Rescue Services**</b>	Study needed to determine best approach	Local, user fees for rescue implemented	2009	Medium priority, at this time
<b>Public Works*</b>	Study needed to determine impact of taking over maintenance and/or ownership of private roads – capital and personnel needs	Local funds	2004 & ongoing	Medium priority, at this time

**FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN**

<b>SAD #51 – Revise Projections and Capacity Needs*</b>	Re-evaluate enrollment projections and school capacity needs as a result of eliminating the residential growth caps in growth areas	SAD #51	2004-2005	High Priority
<b>Expansion of Access to Public Water*</b>	Work with the YWD in the development of a new water supply and increasing access to public water supplies in the growth areas	YWD	2004 & ongoing	High Priority
**North Yarmouth currently pays for back up, on-call paramedic services through Cumberland and Yarmouth.				

## CHAPTER 13. OPEN SPACE PLAN “NORTH YARMOUTH LAND STEWARDSHIP PROGRAM”

### *Introduction*

Open space is undeveloped forested and unforested land. It includes wetlands, streams and other water bodies, both publicly and privately owned. The Land Stewardship Program is designed to preserve, manage and protect important open space resources. It includes surface and groundwater, wildlife habitat, farm and forestland, passive recreation areas (parks, water access and trails)<sup>17</sup>, historic and archaeological areas and scenic resources.

The Land Stewardship Program will require a coordinated and concerted effort by a number of groups within the community. Given the need for coordination and communication, the Land Stewardship Program is to be administered by a Land Stewardship Committee made up of representatives from the Conservation Commission, Future Land Committee, Planning Board, Zoning Board of Appeals, Recreation Committee, Historical Society and others as deemed appropriate. The North Yarmouth Land Trust, the Friends of the Royal River, the Yarmouth Water District, and trails clubs are others who are critical to the successful implementation of the program.

Land preservation efforts will need to identify specific opportunities for land preservation based on a number of factors, including most importantly landowner interest and willingness to sell and/or formally agree to preserve open space. While the overarching goal of the Plan is long-term preservation, short-term options may allow time to find other resources such as grants, etc. In many cases, timing is everything with respect to taking advantage of opportunities to act based on landowner decisions. These efforts must be sensitive to the need for landowner privacy.

Priorities and considerations for land preservation must be established. Certain town commissions should also provide input to the Planning Board and others in reviewing development proposals. The Future Land Committee may be best suited to contacting and working with landowners to carry out specific land preservation actions. This information can then be presented to the Board of Selectmen and the Town Meeting as justification for a municipal expenditure or acceptance of land. The North Yarmouth Land Trust and the Friends of the Royal River may be best suited to long-term ownership, either outright or through conservation easements. These organizations have as their primary mission preservation of open space. Land trusts are also often better able to negotiate with landowners confidentially and more quickly than towns.

### *Goals*

- 1. As a long-range goal, permanently preserve 20% to 25% of the Town as open space. This translates into 2,700 to 3,400 acres.**
- 2. As a shorter-term goal, permanently preserve 10% or 1,370 acres of the Town as open space by the year 2015.<sup>18</sup>**

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<sup>17</sup> Passive recreation means relatively undeveloped open space areas for walking, hiking, canoeing, nature observation, etc., as opposed to recreational facilities, such as tennis courts, playgrounds and ball fields. The reason for this distinction is the potential impacts on surrounding land uses.

<sup>18</sup> Approximately 380 acres are permanently protected through conservation easements and/or State ownership.

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3. Provide an open space program that preserves a range of important open space resources and passive recreation areas for future generations. Implement a program that achieves these goals while being sensitive to landowner desires.

## *Policies*

1. Provide the highest level of permanent protection to the most highly valued open spaces (critical natural resources) and passive recreational areas, such as the Royal River Greenway corridor, the public water supply, the Deer Brook and Knight’s Pond area and an interconnected trail system.
2. Advocate that the Yarmouth Water District permanently protect and preserve wellhead recharge areas (i.e., 2,500 day travel time zones) through ownership or conservation easements.
3. Identify and conserve other valuable open space and passive recreation (trails/parks) areas so that future development can be designed to conserve and enhance these areas. Require (and/or provide strong incentives) that future housing and development be designed to be compatible with important open space, passive recreation areas and cultural and natural resources.
4. Continue to support an active land conservation and preservation effort that includes volunteer committees and a land acquisition program.
5. Utilize land preservation approaches that entail working with willing landowners.
6. Establish a flexible and effective land preservation program that utilizes a variety of funding sources and approaches, including working cooperatively with neighboring towns, local land trusts, the Friends of the Royal River and others.

## *Implementation Strategies*

The Policies will be implemented as follows:	Responsible Party	Time-frame
<p>1. <b>Land Stewardship Program:</b> Establish a Land Stewardship Committee to oversee implementation of a “Land Stewardship Program”. The Committee should include representation from town boards/committees, including the Planning Board, Zoning board of Appeals, Conservation Commission, Future Land Committee and Recreation Committee. Input should also be sought from the Historical Society, trails group, snowmobile clubs, North Yarmouth Land Trust, Friends of the Royal River and others, as appropriate. This committee could meet quarterly, or as often as necessary to provide oversight and coordination of activities.</p>	<b>Selectmen</b>	2004
<p>2. <b>Open Space Plan Inventory:</b></p> <p>a. Complete the inventory to include important water resources, wildlife resources, historic and archaeological resources, passive recreational areas, and scenic resources as recommended in other sections of this document.</p> <p>b. Inventory the status of existing town-owned land and other publicly owned land. Include tax-acquired land, existing conservation and recreational easements and set-asides in subdivisions to determine open space and passive recreational values, opportunities and needs.</p>	<b>Conservation Commission, Historical Society, Recreation/ Trails group(s)</b>	2004 & Ongoing

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<p><b>3. Prioritize Open Space and Critical Natural Resources:</b> Utilize the Open Space Inventory and the criteria in Tables 13-1 and 13-2 to identify:</p> <ul style="list-style-type: none"> <li>a. High value areas appropriate for long term preservation through acquisition, conservation easements or other similar mechanisms. Evaluate existing town-owned land and other public/semipublic land to identify opportunities for permanent preservation.</li> <li>b. Important open space resources appropriate for other conservation measures, such as through land use regulation, landowner agreements and educational efforts.</li> </ul>	<p><b>Land Stewardship Committee, Conservation Commission</b></p>	<p>2004 &amp; ongoing</p>
<p><b>4. Map of Conservation Lands:</b> Create a Map of Conservation Lands based on the prioritization of open space resources in #3. The Map (possible overlay of the tax maps) should delineate conservation networks of important open space to provide guidance to landowners and developers as to where new development is encouraged/may be placed on their properties. <i>(See “Growing Greener Putting Conservation into Local Codes”, by Randall Arendt, Natural Land Trust, 1997, for more information on this approach.)</i> This map should be:</p> <ul style="list-style-type: none"> <li>a. Posted at the Town Office as an educational tool.</li> <li>b. Given to all applicants for building permits for new houses with suggestions for conservation of resources <i>(See Chapter 7. Water and Natural Resources and Chapter 8. Historic and Archaeological Resources)</i></li> <li>c. Utilized in the development and subdivision review process <i>(See Chapter 4. Future Land Use Plan)</i></li> <li>d. Utilized in the land acquisition and preservation program.</li> </ul>	<p><b>Land Stewardship Committee, Conservation Commission</b></p>	<p>2004 &amp; ongoing</p>
<p><b>5. Landowner Contacts and Negotiations:</b> Develop a working relationship with landowners with property identified as having value for conservation and/or open space preservation. Depending upon the landowner’s wishes, timing and the individual situation, assist in negotiations with Selectmen, Friends of the Royal River, North Yarmouth Land Trust, or other appropriate entities in protection efforts.</p>	<p><b>Future Land Committee, Land Stewardship Committee</b></p>	<p>2005 &amp; ongoing</p>
<p><b>6. Funding Land Preservation:</b> Continue to maintain and expand the land acquisition fund through impact fees and annual town meeting appropriations. Consider establishing an automatic funding mechanism so that a certain amount or percentage of money automatically goes into the land acquisition fund every year. Seek other sources of funding through grants, cooperative purchases, and general obligation bonds, etc. Explore different approaches, such as conservation easements, lease agreements, right of first refusal, land banking, purchase and resale with easements, purchase of development rights, transfer of development rights, etc.</p>	<p><b>Selectmen, Land Stewardship Committee, Future Land Committee</b></p>	<p>2004 &amp; ongoing</p>
<p><b>7. Impact Fee Ordinance:</b> Review and update the existing Impact Fee Ordinance and methodology for calculating the fees. Open space impact fees should be designed to provide for the open space/recreational needs necessary to support population growth. Consider increasing the fees based on the calculated needs, and increase the proportion of fees to be dedicated</p>	<p><b>Selectmen, Land Stewardship Committee</b></p>	<p>2004/05</p>





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- Obtain Mill Road river access
- Contact landowners within the corridor to encourage land stewardship and land preservation
- See also, shoreland buffers and building setbacks of at least 250 feet (*See Chapter 7. Water and Other Natural Resources*)
- See also, Consideration for Greenway recommendations in all development proposals (*See Chapter 7. Water and Other Natural Resources and Chapter 4. Future Land Use*)
- Advocate for a Regional Royal River Greenway

## **Protection of Public Water Supply Areas (Highest Priority)**

The Yarmouth Water District owns considerable land around the wells including the 200-day travel time zones and a portion of the 2,500-day travel time zones<sup>20</sup>. This Plan strongly recommends permanent protection for all areas within the 2,500 day travel time zones, which includes land owned by the Water District, land owned by the Town, and some land in private ownership. This goal could be achieved as follows:

- Place permanent conservation easements on town-owned land within the 2,500-day zones
- Strongly advocate that the Water District also place permanent conservation easements on land within the 2,500-day zones.
- Contact landowners to determine their interest in permanent protection of land within the 2,500-day zone. Various options for protection should be explored including purchase of a right of first refusal, purchase of development rights, conservation easements, etc. The long-term goal should be permanent protection. The Water District should take the lead in financing these purchases with cooperation/participation from both Yarmouth and North Yarmouth.

## **Large Undeveloped Area including Deer Brook and Knight's Pond (High Priority)**

The large undeveloped area, shared with the Town of Cumberland, has been identified by the Beginning with Habitat Program<sup>21</sup> as one of the largest in southern Maine. This area was also identified as a high priority open space in the visioning and open space workshops. According to the Beginning with Wildlife Program its most significant value is as unfragmented wildlife habitat. It is mostly forested with a network of trails and is very scenic. To effectively preserve this large area would involve landowner cooperation and a joint effort with the Town of Cumberland. Explore various approaches, such as purchase of conservation easements or development rights, use of transfer of developments rights, or land banking to compensate willing landowners. Given the large size of this area the Town should focus its efforts to do the following:

- Permanently preserve any town-owned land in this area.
- Contact landowners to determine their interest in participating in an effort to preserve this area.
- Seek permanent preservation of the Deer Book area since it has multiple values, particularly for wildlife habitat (high priority). Establish a minimum resource protection buffer along Deer Brook of 150' along both sides.
- Seek permanent preservation for areas with frontage on Knight's Pond for wildlife protection and possibly public access.
- Begin discussions with the Town of Cumberland and the Friends of the Royal River to seek outside sources of funding, such as the Land for Maine's Future Program to preserve this large tract of land.

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<sup>20</sup> The 2,500 day-travel time zones are critical ground water recharge areas that are mapped by the Water District.

<sup>21</sup> *Beginning with Habitat* (Notebook and Maps); Maine Inland Fisheries and Wildlife, Maine Natural Areas Program, Maine Audubon, Maine State Planning Office, U. S. Fish and Wildlife, Maine Cooperative Fish and Wildlife Unit, Southern Maine Regional Planning, Nature Conservancy and Wells National Estuarine Research Preserve; January 2003.

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## Growth Area Open Space (High Priority)

Provisions for open space and passive recreation areas within and adjacent to growth areas, (or transitional growth areas) is a very high priority. These areas contribute significantly to the quality of life within growth areas and should be viewed as essential amenities to making growth areas attractive places to live. The following are recommendations for growth or transitional growth areas:

**Village Area including Town Forest Skyline Farm, The Lane, Water Supply Areas** – The Village and areas around the Village have considerable open space amenities, including the Town Forest, Skyline Farm, The Lane and areas protected because they are water supply recharge areas. There are also a number of existing and potential trails. Suggestions for this area include:

- Permanently protect through conservation easements land within the Water District recharge areas (*See Protection of Public Water Supply Areas*).
- Consider permanent protection of town-owned land through conservation easements, to include all or portions of the Town Forest parcels.
- Also, consider opportunities to protect high value open space in other areas of the Town through creative use of town-owned land in the village area, such as:
  - Use of money from timber harvesting on the town forest for land preservation efforts
  - A land swap of town land for purchase of development rights or conservation easements for high priority open space in other areas of the Town, such as the Royal River Corridor or the Deer Brook area. Depending on the situation, the town land may be better used for affordable housing, for example.
- Evaluate the need for permanently preserved open space and passive recreation areas in the expanded Village Residential District. This should be done in conjunction with the development of the Map of Conservation Lands that shows important conservation networks.

## Pratt's Brook Area

The Pratt's Brook area has been identified as an important open space resource. Suggestions for protecting this area, and in particular important wildlife habitat, include expanding the width of the resource protection buffer to 150 feet on both sides of the brook, and possible development of a Pratt's Brook Greenway that provides open space adjacent to or within a transitional/future growth area.

## Interconnected Parks and Trails System

Considerable progress has been made in the development of parks and trails. These recommendations envision a town-wide system that interconnects with a regional network of trails. This trail system would connect growth areas with open space areas, parks, access to water bodies and to areas outside the community, such as Pineland and Bradbury Mountain. The snow mobile trail system model should be used in the development of trails. This entails organization of a trails club/group to approach landowners for permission to use existing trails or create new trails, and to maintain and police trails with landowner consent. At some point in the future when and if there is a good working relationship with landowners, the club/group could seek landowner permission to establish trail easements. This overall approach should dovetail with trail easement requirements in subdivisions, and high priority trail connections where purchase of easements should be pursued at an earlier date. Adequate manpower for this initiative is imperative.

The **Old Railroad Bed** that runs north and south through town was identified as a very desirable trail corridor. The rail line was abandoned in the 1960s. Following abandonment, ownership of the right-of-

## OPEN SPACE PLAN

way was transferred to the approximately 30 abutting landowners. This right-of-way would provide a very desirable link in the town's trail system and should be investigated to determine the feasibility of obtaining public access and use as a passive recreational trail.

## O P E N S P A C E P L A N

<b>Table 13-1. Considerations For Determining Priorities</b>		
<b>Type or Characteristics</b>	<b>Priority*</b>	<b>Considerations for Determining Priorities</b>
<b>Existing and Future Ground Water Supplies</b>	1	Areas vital to protection of existing and future water supplies are a high priority. Must involve coordination with Yarmouth Water District and should include financial participation by Yarmouth.
<b>Important Wildlife Habitat, including travel corridors, wetlands, large blocks of unfragmented habitat, &amp; habitat for threatened and/or endangered species</b>	2	Large blocks of forest provide habitat for many more species than small blocks, especially if they include streams and wetlands; tracts larger than 500 acres are most desirable. Areas along streams and wetlands are also very important. Uncultivated fields and fields hayed late in the season are also important. Further work to identify specific priorities is necessary.
<b>Lands crucial to maintaining clean surface water resources</b>	3	Very important, overlaps with other categories, such as shoreland habitats and protection of water supplies. A watershed approach is most comprehensive, with protection of shoreland areas most crucial.
<b>Farm and Forest Land</b>	4	Contributes significantly to the “rural feel”. Overlaps with other categories, such as wildlife habitat, clean water resources, and scenic resources. Consider economic value of farm and forestland.
<b>Interconnected Trails Systems</b>	5	A number of existing trails in town, and existing and planned trail systems in neighboring towns. Interconnections with existing trails and public lands are a high priority. A central loop and includes a major portion of the Royal River and Wescustogo and Meeting House parks is a high priority. See other proposed trail systems on Map.
<b>Outdoor Recreational Areas – Parks</b>	6	There are a number of existing outdoor recreation areas, so not a high priority at this time. However, consider new potential park areas as development increases.
<b>Historic and Archaeological Areas</b>	6	Should be considered as contributing to multiple use value of other resources, unless a very significant historic or archaeological resource is identified.
<b>Land that provides access to water bodies</b>	7	Already have 2 public accesses to the Royal River. An additional access at Mill Road is desirable if the opportunity arises.
<b>Scenic views/scenic highway corridors</b>	8	Should be considered as contributing to multiple use value of other resources unless a very significant scenic resource is identified.
<b>Areas with landscape Characteristics that Contribute to the Rural “Feel”.</b>	No Rank	An important consideration for most proposals for land preservation and/or management. How a piece of land contributes to the overall “rural feel of the community” and fits into the overall landscape, including neighboring land uses is important.
* <b>Note:</b> The priority ranking is #1 the highest priority and #8 the lowest priority. This is the result of ranking by participants at two Open Space Workshops held in June 2003.		

# O P E N S P A C E P L A N

<b><i>Table 13-2. Other Considerations For Determining Priorities</i></b>	
	<b>Examples</b>
<b>Desirability of Large parcel (20+ acres)</b>	Large tracts undeveloped habitat (20+ to 250 acres, depending on the species) not crossed by roads provide critical habitat for a number of wildlife species, such as bear, moose, fisher, eagles and many other bird species. As land is developed and habitats become fragmented, the existence of these species becomes increasingly threatened.
<b>Contiguous with Other Similar or Important Parcels</b>	The addition of open space to existing town-owned parks or conservation land can increase the value of the preserved open space for passive recreation, trails and wildlife habitat.
<b>Regional Connections</b>	The Royal River Corridor has regional open space value for recreation (canoeing and fishing) and as a wildlife corridor. Interconnected Trail systems, such as trails providing connections to Pinelands and/or Bradbury Mountain Yarmouth and North Yarmouth cooperation on protection of water supply
<b>Proximity to Built-up Areas</b>	Some parks, trails and other open spaces should be located within or near growth areas as a development incentive.
<b>Dispersed Geographic Location ion</b>	Open space and passive recreation areas should also be located in a number of locations throughout town to allow greater public access and enjoyment by citizens.
<b>Scenic/Visible from Public Place</b>	A scenic vista visible from a highway is more valuable than a scenic vista without public access.
<b>Multiple Values</b>	Multiple values can add to the importance to some tracts of open space: <ul style="list-style-type: none"> <li>• A scenic historic farmstead with river frontage may be more valuable than a farm without these other characteristics</li> <li>• Trail systems that provide connections to public parks and or river access, or are near built-up areas may be more valuable than trails though undeveloped land without these multiple values</li> </ul> In some instances, an open space resource may be very important because of a single value, such as a well head protection area for the public water supply
<b>Note:</b> This was prepared for the Open Space Workshops held in June 2003.	

***High Value Open Space Areas Map (see next page)***

***Trails, Conservation and Public Lands and Scenic Views (see next to last page)***

***Future Land Use Map (see last page)***

**NORTH YARMOUTH**  
**COMPREHENSIVE PLAN**  
**UPDATE**

**February 6, 2004**

**To Be Voted on at Town Meeting –  
March 13, 2004**

**BOOK II.**  
**SUPPORTING DOCUMENTATION:**  
**INVENTORY AND ANALYSIS**



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# CHAPTER 1. POPULATION

## *Population Growth*

Overall Maine’s population growth has been one of the slowest in the nation, with an increase of only 4% between 1990 and 2000. However, while some areas of the state have experienced considerable population loss, other areas, particularly within southern and coastal Maine have experienced increases in population. North Yarmouth experienced an increase in population of 28% between 1990 and 2000 as compared to a 9% population increase for Cumberland County as a whole. Within Cumberland County people are continuing to move out of urban areas, such as Portland, and into countryside communities such as North Yarmouth. Consequently North Yarmouth’s nearness to Portland, Lewiston-Auburn and Brunswick and its abundance of undeveloped land make it an especially attractive growth area.

The 2000 U.S. Census found 3,210 men, women and children living in North Yarmouth, an increase of 697 people over the 2,513 people recorded in the 1990 Census. Between 1990 and 2000, North Yarmouth recorded 346 births and 124 deaths, a net gain of 222. This natural increase of 222 people is 32% of the total increase in population of 697. This means that 68% of the total population growth over the last decade was as result of in-migration of new residents from other places. Long range population forecasts done by the University of Southern Maine, Center for Business and Economic Research predict that in-migration to Maine over the next decade will be somewhat faster than in the 1990s, but still slower than in the 1970s or 1980s.

Tables 1-1 and 1-2 present population data for North Yarmouth, neighboring communities, Cumberland County and Maine. Population projections obtained from the Maine State Planning Office suggest that North Yarmouth’s population growth will continue to outpace growth at the county and state levels. Between 2000 and 2010, these projections suggest the Town’s population will increase by 20% as compared to a 7% increase for Cumberland County and a 5% increase for the State. According to these projections, North Yarmouth will have a population of 3,854 by the year 2010, and a population of 4,052 by the year 2015.

<b>Table 1-1. Area Population Growth Over Time</b>						
<b>Town</b>	<b>Historic Population Levels</b>				<b>Projections</b>	
	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2015</b>
<b>North Yarmouth</b>	1,383	1,919	2,513	3,210	3,854	4,052
<b>Cumberland</b>	4,096	5,284	5,860	7,179	8,076	8,447
<b>Gray</b>	2,939	4,344	5,904	6,820	7,583	7,839
<b>New Gloucester</b>	2,811	3,180	3,933	4,819	5,460	5,690
<b>Pownal</b>	800	1,189	1,267	1,496	1,804	1,899
<b>Yarmouth</b>	4,854	6,585	7,883	8,375	8,852	9,140
<b>Sources:</b> Historic Population: U.S. Census data; Projections: Maine State Planning Office						

Table 1-2 displays information that is helpful for comparing growth rates between North Yarmouth and its neighbors. These figures show that while the highest rates of population increase will occur in North Yarmouth (26%) and Pownal (27%), the greatest numerical increases in population will occur in Cumberland (1,268) and Gray (1,019).

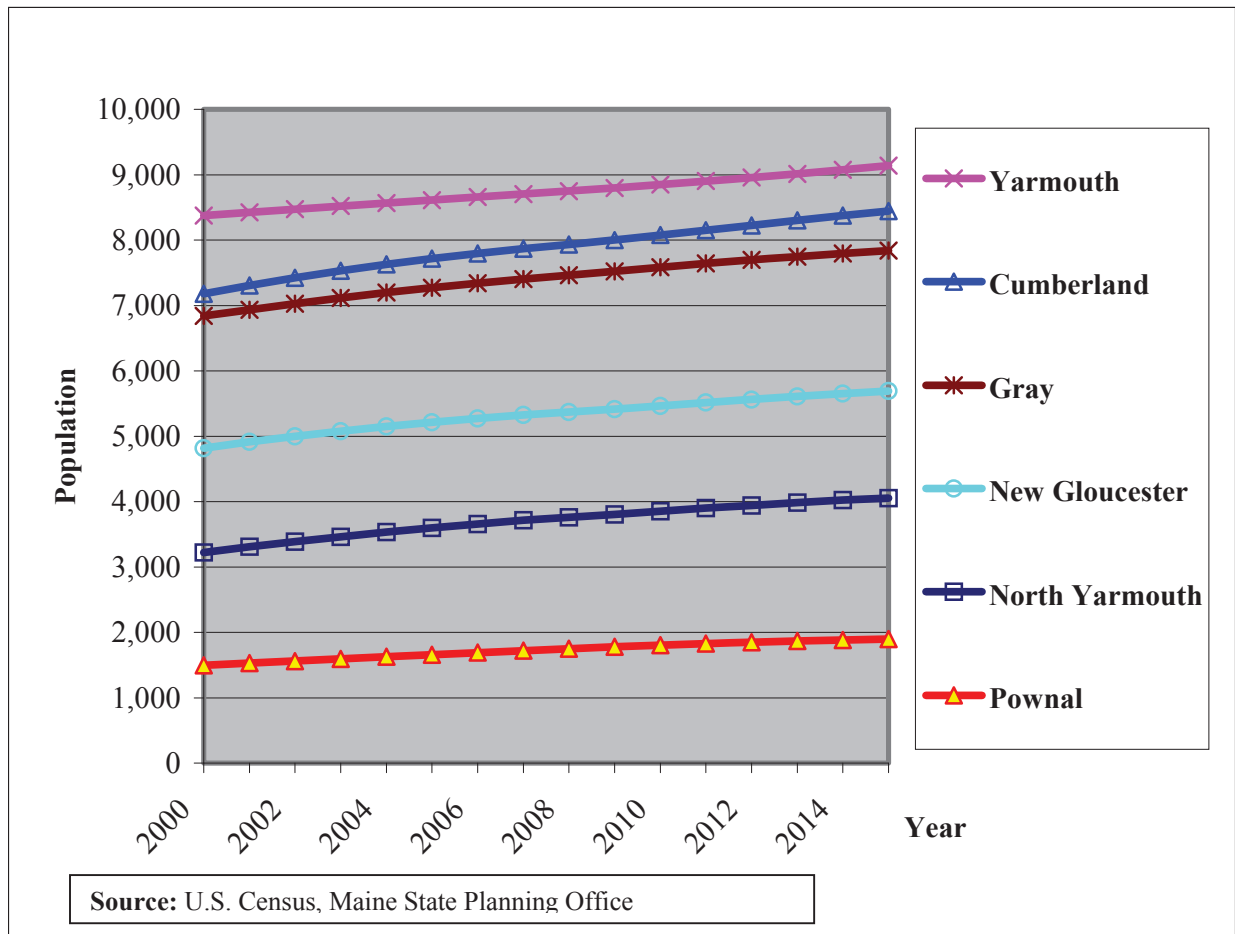
# POPULATION

Table 1-2. Population Growth Comparison (Percent Increase)							
Town or Area	1970-80	1980-90	1990-2000	2000-10	2010-15	2000-2015 Change	
	% Chg	% Chg	% Chg	% Chg	% Chg	#	%
North Yarmouth	39%	31%	28%	20%	5%	842	26%
Cumberland	29%	11%	23%	12%	5%	1268	18%
Gray	48%	36%	16%	11%	3%	1019	15%
New Gloucester	13%	24%	23%	13%	4%	871	18%
Pownal	49%	7%	18%	21%	5%	403	27%
Yarmouth	36%	20%	6%	6%	3%	765	9%
Cumberland Co.	5%	13%	9%	7%	3%	29,080	11%
Maine	2%	13%	4%	5%	3%	98,458	8%

Sources: Historic Population: U.S. Census data; Projections: Maine State Planning Office

Figure 1-1 displays these population projections for North Yarmouth and the neighboring towns relative to one another.

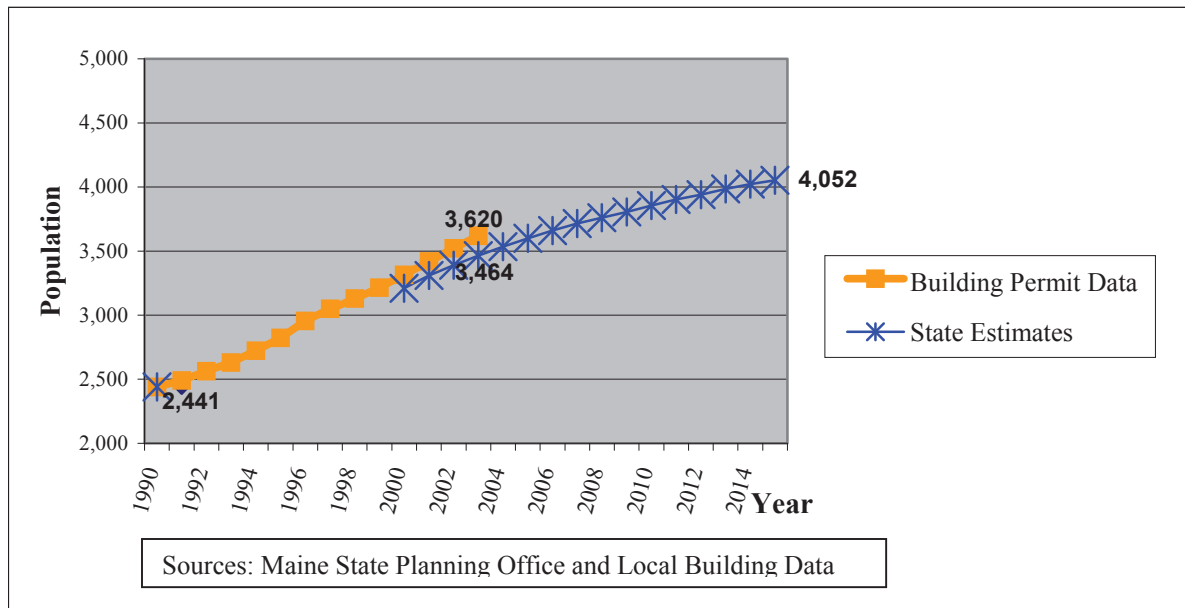
Figure 1-1. Area Population Projections



# POPULATION

State population projections appear to be low when compared to local building permit data. Estimates based on building permit data suggest the town's current population (2003) is 3,620, while state projections estimate the population to be about 3,464, which is a difference of about 156 (Figure 1-2). State projections suggest that the population is going to increase at a rate of 56 persons per year to the year 2015. Using this rate and the locally calculated population of 3620 for 2003, it is estimated that the population in 2015 will be 4,292, rounded to 4,300.

**Figure 1-2. North Yarmouth Population Trends and Projections: High and Low**



## *Race and Sex*

According to the 2000 Census approximately 98.7% of North Yarmouth's residents are white, and 49% are males and 51% are females.

## *Household Characteristics*

The average household size in North Yarmouth decreased from 2.98 persons per household in 1990 to 2.87 persons per household in 2000 (Table 1-3). So while the population increased by 28%, the number of housing units increased by 37% between 1990 and 2000. This decrease in average household size is consistent with regional and national trends.

Characteristic	Census Year		% Change
	1990	2000	1990-2000
<b>Total Population</b>	2,513	3,210	28%
<b>Total Households</b>	815	1,118	37%
<b>Average Household Size (persons/household)</b>	2.98	2.87	
<b>Source:</b> U.S. Census, 1990 and 2000			



# POPULATION

## *Age Distribution*

Perhaps the most notable trend in North Yarmouth and most areas of Maine is the overall aging of the population. Maine has the lowest birthrate in the nation, and had 7,800 fewer children in 2000 than it did in 1990. During the past decade, Maine experienced a 22% decline in the number of young adults in the 20 to 34-age category, as a result of out-migration. Experts suggest these young people left to relocate in more metropolitan areas in search of more attractive education and job opportunities and greater cultural and social environments. Additionally, the number of elderly people continues to increase as a result of the aging of the baby boom generation, and the in-migration of retirees.

Statistics for North Yarmouth display slight variations on these trends. As displayed in Table 1-4, there were proportionately more children in the under age 15 categories in 2000 than in 1990. This increase is attributed to families moving into North Yarmouth to take advantage of the SAD 51 schools, which have an excellent reputation. A similar trend was noted in Cumberland, also in SAD 15. However, there were proportionately fewer teens and young adults, the age 15 to 34 categories, in 2000 than in 1990. Almost 55% of the town's population was over age 34 in 2000 as compared to 47% over the age of 34 in 1990. The town's working age population (ages 20 to 65) was 67% of the population in 1990 as compared to 61% of the population in 2000. The retirement age proportion of the population (age 65 and over) was 6% of the population in 1990 as compared to almost 8% of the population in 2000.

Age Category	1990		2000	
	Number	% of Total	Number	% of Total
<b>Under 5</b>	160	6.4	235	7.3
<b>5-9</b>	153	6.1	298	9.3
<b>10-14</b>	171	6.8	289	9.0
<b>15-19</b>	188	7.5	199	6.2
<b>20-24</b>	217	8.6	65	2.0
<b>25-34</b>	450	17.9	375	11.7
<b>35-44</b>	474	18.9	701	21.8
<b>45-54</b>	347	13.8	556	17.3
<b>55-59</b>	116	4.6	144	4.5
<b>60-64</b>	90	3.6	103	3.2
<b>65-74</b>	109	4.4	126	3.9
<b>75 and Over</b>	39	1.5	119	3.7
<b>Total</b>	<b>2,514</b>	<b>100.1</b>	<b>3,210</b>	<b>99.9</b>

**Source:** US Census, 1990 and 2000

Median age statistics can be used to compare overall age. According to the Census the median age for North Yarmouth in 2000 was 37.8, which was slightly higher than the countywide figure and somewhat lower than the statewide figure. These figures also show that North Yarmouth has an overall older population now (median age 37.8) than in 1990 (median age 33.7).

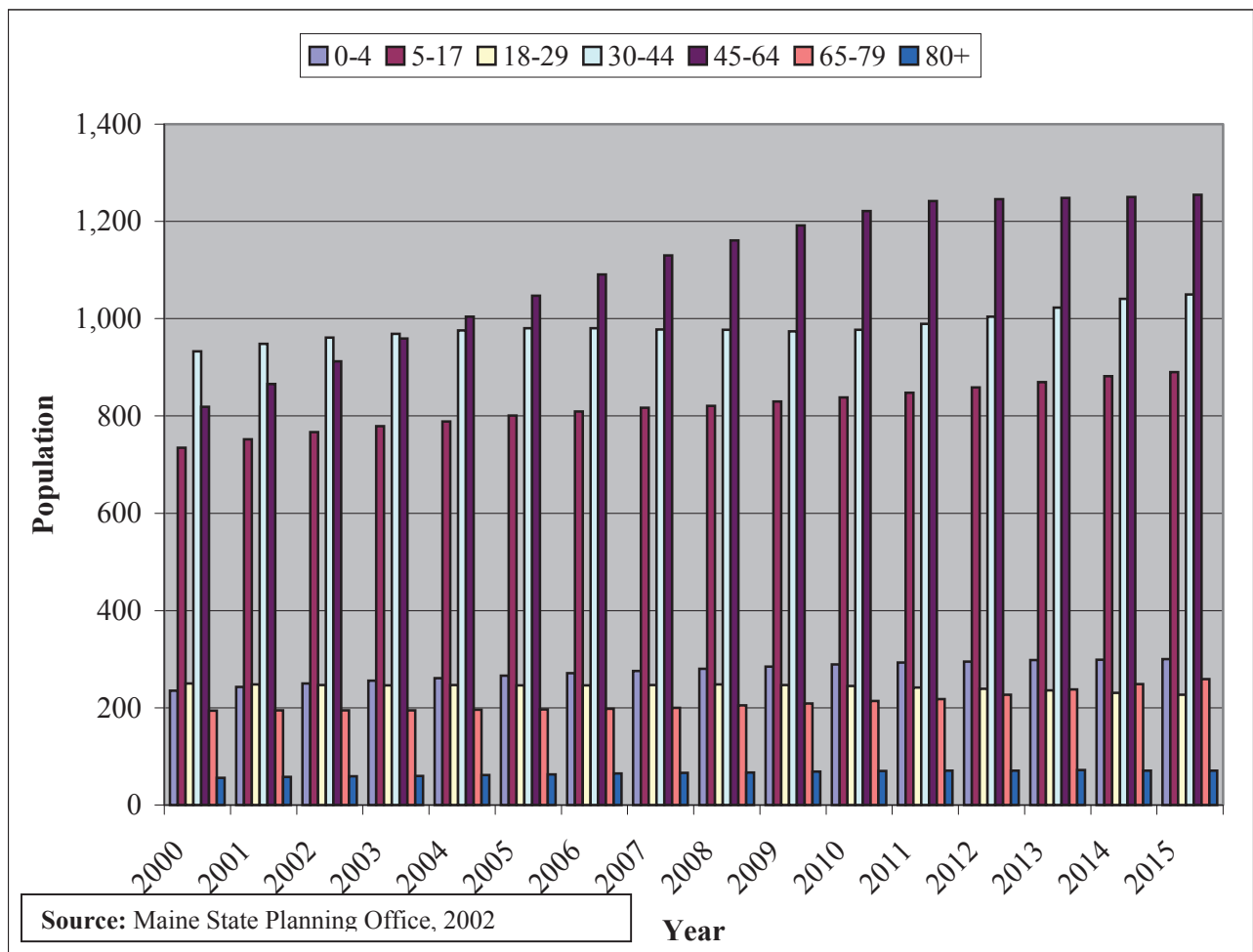
	1990	2000
<b>North Yarmouth</b>	33.7	37.8
<b>Cumberland County</b>	33.7	37.6
<b>Maine</b>	33.9	38.6

\* Note: "Median" is the middle number in series of items in which 50% of all figures are above the median and 50% are below. **Source:** U.S. Census, 1990 and 2000

# POPULATION

Projections of the population by age grouping can be used to make predictions about future needs in the community. The predicted aging of North Yarmouth’s overall population appears evident in Figure 1-3. Perhaps most obvious is the increase in the number of people in the age 45 to 64 category, and how by the year 2004 they make up the largest segment of the population. These people are middle aged, past childbearing age and probably at or near the peak of their income potential. While some of these people will likely be retiring within 5 to 15 years, the projections do not display a tremendous increase in the age 65 to 79 category by the year 2015. The age 30 to 44 category is the next largest category through the 2015. People in this age bracket are still of child bearing age, and are probably the parents of many of the children living in the community. Interestingly, the age 18 to 29 category is very small, possibly reflecting young adults leaving to go to college or establishing households elsewhere.

**Figure 1-3. North Yarmouth Population Projections: Distribution by Age Category**



# POPULATION

## *School Population*

A total of 976 people, or 30% of the town's population was enrolled in school according to the 2000 Census (Table 1-6).

Level	Number of Students	Percent of Total
Nursery School	115	11.8%
Kindergarten	20	2.0%
Elementary School (grades 1-8)	502	51.4%
High School (grades 9-12)	217	22.2%
College or Graduate School	122	12.5%
<b>Total Enrolled in School</b>	<b>976</b>	<b>100</b>
<b>Source: U.S. Census, 2000</b>		

SAD 51 school enrollment projections prepared by Market Decisions in December of 2002 suggest that school enrollments in SAD 51 will increase from a K-12 total of 2,370 in 2003/4 to 2,420 for the year 2012/13; this would be an increase of 50 students for the district. These projections assume that the building caps on housing in both North Yarmouth and Cumberland will remain in place.

## *Seasonal Population*

North Yarmouth does not experience any significant population change during the summer months. However due to its proximity to several coastal towns and routes leading to the lakes regions, North Yarmouth does experience a significant increase in summer traffic as tourists and day trippers pass through.

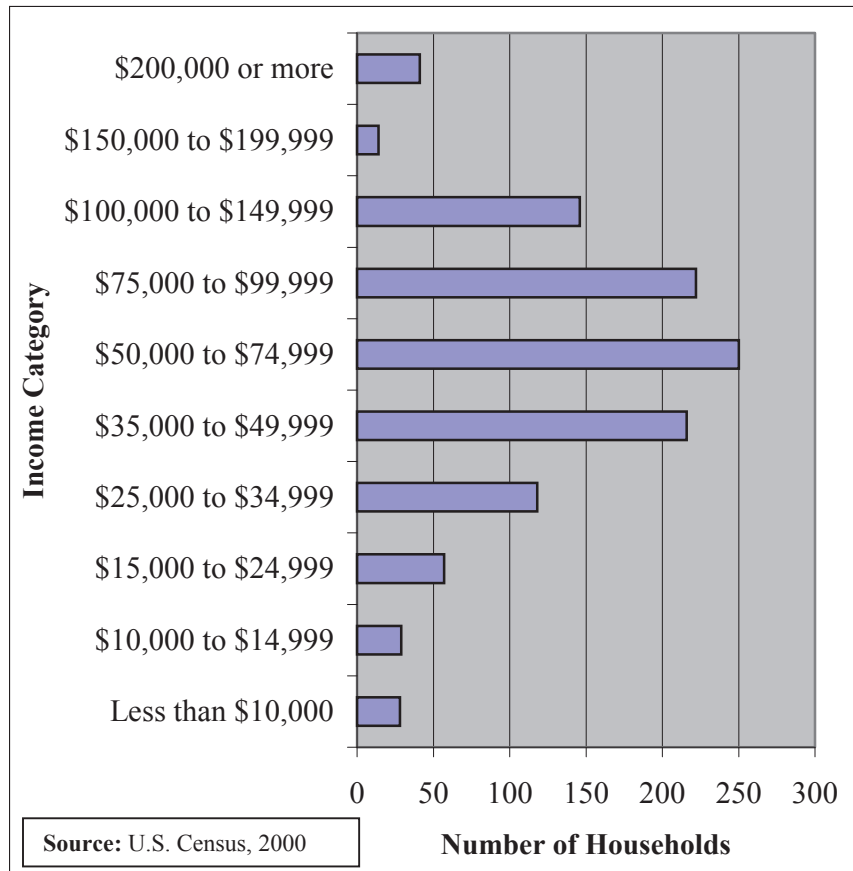
## *Income and Poverty Levels*

Income and poverty data from the 2000 Census can be used to compare North Yarmouth to the County and State (Table 1-7). North Yarmouth's income levels were significantly higher and poverty levels were significantly lower than at either the county or state levels. Figure 1-4 displays North Yarmouth households by income category. Almost 80% of North Yarmouth's households reported more than \$35,000 in household income for the 2000 Census.

	North Yarmouth	Cumberland County	Maine
<b>Per Capita Income</b>	\$25,180	\$23,949	\$19,533
<b>Median Household Income</b>	\$60,850	\$44,048	\$37,240
<b>Median Family Income</b>	\$65,000	\$54,485	\$45,179
<b>Individuals Below Poverty Level</b>	2% (72 people)	8%	11%
<b>Families Below Poverty Level</b>	.6% (6 families)	5%	8%
<b>Source: U.S. Census, 2000</b>			

# POPULATION

Figure 1-4. North Yarmouth Households By Income Category



## *Public Opinion*

The results of the **Public Opinion Survey** and **Visioning Sessions** indicated that there was considerable concern about population growth. Population growth was identified as the top most pressing issue by a majority of Visioning Session groups. In the Public Opinion Survey respondents indicated support for a number of growth management options with the greatest support for limiting the number of lots in subdivisions in rural areas (80% strongly or somewhat support) and limiting building permits throughout town (73% strongly or somewhat support). Other options, which received slightly less support, primarily involved directing growth to particular areas of the community.

## *Conclusions*

- ✓ State population projections appear to be low when compared to local building permit data. Estimates based on building permit data suggest the town's current population (2003) is 3,620, while state projections estimate the population to be about 3,464, which is a difference of about 156. State projections suggest that the population is going to increase at a rate of 56 persons per year to the year 2015. Using this rate and the locally calculated population of 3,620 for 2003, it is estimated that the population in 2015 will be 4,292, rounded to 4,300.
- ✓ North Yarmouth's proximity to Portland, Lewiston-Auburn and Brunswick and its abundance of undeveloped land make it an especially attractive growth area.

# POPULATION

- ✓ Most population growth has been from in-migration of new residents from other places. It is likely that in the future North Yarmouth's population will continue to grow largely due to in-migration.
- ✓ Similar to state and national trends, North Yarmouth's overall population will become proportionately older over the next decade; that is there will be more older people and fewer younger people. This trend usually means smaller household sizes and the need for even more housing units.
- ✓ There was a 37% increase in the number of households between 1990 and 2000, but only a 28% population increase. Average household sizes have been decreasing, perhaps due to an aging population, smaller family sizes and more people living alone.
- ✓ North Yarmouth is a relatively affluent community; income levels are significantly higher, and poverty levels are significantly lower than at either county or state levels.
- ✓ Almost 99% of North Yarmouth's residents are white; 49% are males and 51% are females.

## CHAPTER 2. HOUSING

### *Regional Overview*

According to a report completed by the Maine State Housing Authority (*“The State of Maine’s Housing 2002”*), the availability and cost of housing in the greater Portland area is key to the region’s future growth and prosperity. The report states that between 1993 and 2000, Greater Portland’s labor force grew by 10,000 less than total job growth. The housing supply in the region grew by about 10,000 less than the labor force. The report states that the region cannot experience job growth unless there is a labor force, and people cannot live in the region unless there are houses and apartments to live in.

Further, the scarcity of housing has driven up housing costs. Rentals are scarce, and with a rental inflation rate at 18%, rents will soon top \$1,000 a month for a two-bedroom unit. Real estate agents report it is a sellers market for new homes. First-time homebuyers are paying over \$100,000 for housing. Average existing homes cost more than \$150,000, and new homes average over \$200,000. According to the report, it is common for sellers to receive multiple offers within days of listing a house, and often for more than the asking price.

With suburban communities around Portland debating how to control growth and ways to directing housing elsewhere, the scarcity of housing, and affordability of housing is a critical issue for the region. The conclusion drawn in the report is that “unless the region as a whole comes up with a coherent strategy to add significant numbers of affordable houses over the next decade, economic growth in the area - and Maine as a whole - may be blocked”. This issue is a particularly challenging one for suburban and still rural communities attempting to provide affordable housing for residents at all income levels while simultaneously managing growth.

As displayed in Table 2-1, housing growth rates (percent change) over the past decade were highest for the more rural communities, North Yarmouth, New Gloucester and Pownal. The growth rate for the City of Portland was the lowest (2%) of the areas compared.

**Table 2-1. Growth in the Number of Housing Units in the Region**

Town or Area	1990	2000	Numerical Change 1990-2000	Percent Change 1990-2000
North Yarmouth	833	1,142	309	37%
Cumberland	2,365	2,945	580	25%
Gray	2,836	3,202	366	13%
New Gloucester	1,363	1,889	526	39%
Pownal	434	572	138	32%
Yarmouth	3,309	3,704	395	11%
City of Portland	31,293	31,864	571	2%
Cumberland County	109,890	122,600	12,710	12%
Maine	587,045	651,901	64,856	11%

Source: US Census, 1990 and 2000.

# HOUSING

## *Housing Tenure, Occupancy Status and Vacancy Rates*

North Yarmouth's proximity to Portland, Lewiston-Auburn and Brunswick and its abundance of undeveloped land make it an especially attractive place to live. According to the Census, there were 1,142 housing units in North Yarmouth in 2000. Between 1990 and 2000 the housing stock grew by 309 units, a 37% increase. Building permit information indicates that an additional 106 units were built during 2000, 2001 and 2002, which brings the total number of housing units in North Yarmouth to 1,248 (rounded to 1,250 housing units) for 2003. North Yarmouth's housing stock is predominately year-round (98%), and owner-occupied (91%).

<b>Table 2-2. Housing Tenure, Occupancy Status and Vacancy Rates</b>				
<b>Type of Units</b>	<b>North Yarmouth</b>		<b>Percent of Total</b>	
	<b>1990</b>	<b>2000</b>	<b>North Yarmouth</b>	<b>Cumberland County</b>
<b>Total Housing Units</b>	833	1,142		
<b>Occupied Year-round</b>	815	1,118	98%	88%
<b>Seasonal, Recreational or Occasional Use</b>	6	3	.3%	9%
<b>Other Vacant</b>	12	21	2%	3%
<b>Owner Occupied</b>	736	1,017	91%	67%
<b>Renter Occupied</b>	79	101	9%	33%
<b>North Yarmouth Vacancy Rates</b>				
<b>Type of Unit</b>	<b>Percent of Total</b>			
<b>Homeowner</b>			0.9%	0.7%
<b>Rental</b>			2.9%	3.7%
<b>Source: U.S. Census, 1990 and 2000</b>				

The 2000 Census homeowner and rental vacancy rates at .9% and 2.9%, respectively, suggest that the housing market in North Yarmouth was very tight, particularly for those looking to purchase a home. This corresponds to current regional trends.

## *Housing Types*

As displayed in Table 2-3, housing consists primarily of single-family detached homes (89%). However, the number of two unit structures increased from 48 units in 1990 to 89 units in 2000. This increase in two unit structures is primarily the result of the retrofitting of a number of existing large homes with an apartment. North Yarmouth does not have any multifamily (3 or more units) structures, and has very few mobile homes (18 units in 2000).

# HOUSING

Housing Type	1990		2000		1990-2000	1990-2000
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number Change	Percent Change
Single Family- "1 Unit Detached"	755	91%	1,016	89%	261	35
Single Family- "1 Unit Attached"	13	2%	19	2%	6	46
"2 Unit" Structures	48	6%	89	8%	41	85%
Multi-family "3 or More Units"	0	0	0	0	0	0
"Mobile Home or Trailer"	17	2%	18	2%	1	6%
<b>Total Units</b>	<b>833</b>	<b>101%</b>	<b>1,142</b>	<b>101%</b>	<b>309</b>	<b>37%</b>
Notes: Words in "quotes" are those that were used in Census questionnaires.						
Sources: U.S. Census, 1990 and 2000						

## *Age of Housing*

Over 70% of North Yarmouth's housing stock was built since 1970. The 2000 Census figures (Table 2-4) do not include the approximately 90 houses constructed between March 2000 and January 1, 2003. The Town's housing stock is relatively new as compared to many other communities in Maine. The age of housing is often used as an indicator of housing conditions. These figures suggest that since the housing stock is relatively new, housing conditions are good.

Year	Number of Units	Percent of Total		
		North Yarmouth	Cumberland County	Maine
1990-2000	306	27%	14%	15%
1980-1989	262	23%	16%	16%
1970-1979	216	19%	14%	16%
1960-1969	140	12%	10%	9%
1940-1959	61	5%	18%	15%
1939 or Earlier	157	14%	29%	29%
<b>Total</b>	<b>1,142</b>	<b>100%</b>	<b>101%</b>	<b>100%</b>
Sources: U.S. Census, 2000				

## *Housing Affordability*

The State's Comprehensive Planning and Land Use Regulation Act requires that towns strive to make at least 10% of new residential housing within the range of affordability for low and moderate income households, based on a five-year historical average of residential development. "Affordable housing" means decent, safe and sanitary dwellings, apartments, or other living accommodations for a household whose income does not exceed 80 percent of the median income for the Greater Portland Housing Market Area.



# HOUSING

Further, an owner-occupied unit is “affordable” to a household if its price results in monthly housing costs (mortgage principal and interest, insurance, real estate taxes, and basic utility costs) that do not exceed 28% to 33% of the household’s gross monthly income. A renter occupied unit is “affordable” to a household if the unit’s monthly housing costs (including rent and basic utility costs) do not exceed 28% to 33% of the household’s gross monthly income.

Affordable housing includes, but is not limited to:

- Housing for moderate-income families
- Housing for low-income families
- Manufactured housing
- Government assisted housing
- Multifamily housing
- Group and foster care facilities

2000 Census data for North Yarmouth indicates that 154, or 19% of homeowner households spent 30% or more of their household incomes on housing costs (Table 2-5). This figure compares with 22% of homeowners countywide who spent 30% or more of their household incomes for housing. The median monthly homeowner cost (see note in table) was \$1,444 for those with mortgages (72% of total) and \$396 for those without mortgages (28% of total).

<b>Table 2-5. Monthly Homeowner Costs* As A Percentage of Household Income</b>			
<b>Costs as % of Income</b>	<b>Number of Homeowner Households</b>	<b>Percentage of Total</b>	
		<b>North Yarmouth</b>	<b>Cumberland County</b>
<b>Less than 15%</b>	219	27%	32%
<b>15% to 19.9%</b>	199	25%	19%
<b>20% to 24.9%</b>	130	16%	16%
<b>25% to 29.9%</b>	98	12%	11%
<b>30% to 34.9%</b>	55	7%	6%
<b>35% or more</b>	99	12%	16%
<b>Total</b>	<b>800</b>	<b>99%</b>	<b>100%</b>

**Source:** U.S. Census, 2000; **Note:** Data is based on a sample  
 \* Includes payment for mortgages, deeds of trust, purchase contracts, or similar debts on property, real estate taxes, insurance, utilities and fuels. The sample does not include mobile homes or houses on lots greater than 10 acres, or with a business or medical office.

The 2000 Census data indicates at least 18, 19% of renter households spent more than 30% of their incomes on gross rent (See Table 2-6). Countywide the comparable figure was much higher, with 36% of renter households spending more than 30% of their incomes on gross rent. In North Yarmouth the median gross rent was \$745 (see note in table for definition of median gross rent).

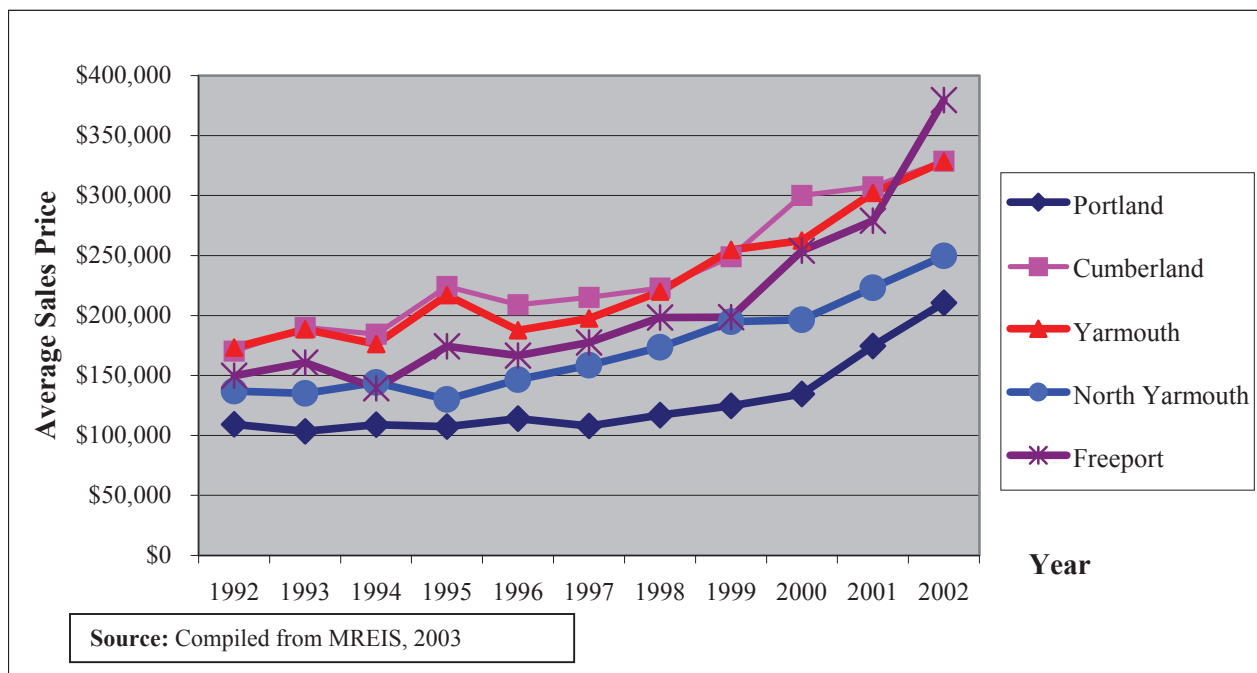
# HOUSING

Table 2-6. Monthly Gross Rent* As A Percentage of Household Income			
Rent as Percentage of Income	Number of Renter Households	Percentage of Total	
		North Yarmouth	Cumberland County
Less than 15%	21	22%	15%
15% to 19.9%	16	17%	17%
20% to 24.9%	17	18%	15%
25% to 29.9%	8	8%	12%
30% to 34.9%	0	0	8%
35% or more	18	19%	28%
Not Computed	16	17%	5%
<b>Total</b>	<b>96</b>	<b>101%</b>	<b>100%</b>

**Source:** U.S. Census, 2000; **Note:** Data is based on a sample  
 \* Gross rent is contract rent plus the estimated average monthly cost of utilities and fuels, if paid for by the renters. Includes all housing types except single-family houses on lots greater than ten acres in size.

Figure 2-5 displays average home sales prices between 1992 and 2002 as listed in the Maine Real Estate Information System (MREIS). The average home sales prices since 1999 have increased dramatically for all of the communities displayed in the figure. These figures show the average home sales price for North Yarmouth increased by 82% from \$137,079 for 1992 to \$249,601 for 2002. Average home sales prices for North Yarmouth between 1992 and 2002 were higher than those for Portland, but lower than those for Cumberland, Yarmouth or Freeport. This suggests that relative to the other suburban communities, housing in North Yarmouth is slightly more affordable.

**Figure 2-5. Average Home Sales Prices in the Region: 1992 through 2002**



# HOUSING

MREIS data also confirms a very tight housing market with the average days on the market ranging from 36 days to 89 days in these communities for the past 4 years. This compares to a range of 100 to 250 days on the market between 1992 and 1996/97. Further, in North Yarmouth sales prices over the past 4 years were an average of 98% of the selling price, which compares to 92% to 95% for the early 1990s.

The Maine State Housing Authority (MSHA) uses an “affordability index” based on median household income and median home price (with taxes and mortgage payments factored in) to measure affordability. According to MSHA, housing in North Yarmouth was considered as of “average” affordability (Table 2-7). The Portland Housing Market area, Cumberland County, and the State were identified as “less affordable”. MSHA determined that the median household income for North Yarmouth was \$73,439, and that a household with that income could afford a home that cost as much as \$202,471. The median home was \$208,000, which is \$5,529 more than what a household with the median income could afford.

North Yarmouth is part of the Portland Housing Market, where housing affordability is an issue of significant concern. As displayed in Table 2-7, a household with the median income for the region of \$53,323 can afford a house that costs as much as \$144,032. This is considerably less than the median cost of a home in the region, which is \$167,900, and \$60,000 less than a home at the median price for North Yarmouth of \$208,000. According to the Greater Portland Council of Governments many individuals and families are having difficulty finding affordable housing in the region. These people include low and middle-income people, who make less than the median household income of \$53,000. These people include fireman, office staff, teachers, auto mechanics and those starting out in their professions, who may be forced to move further out into the rural areas, and then commute into the more urban areas for work, thereby increasing traffic on are highways.

<b>Area</b>	<b>Index*</b>	<b>Median Income</b>	<b>Median Home</b>	<b>Median Income Household Can Afford</b>
<b>North Yarmouth</b>	.97 (Affordable)	\$73,439	\$208,000	\$202,471
<b>Portland Housing Market**</b>	.86 (Less Affordable)	\$53,323	\$167,900	\$144,032
<b>Cumberland County</b>	.85 (Less Affordable)	\$53,202	\$170,000	\$144,753
<b>Maine</b>	.88 (Less Affordable)	\$42,029	\$133,500	\$117,027
<p>*<b>Index:</b> Most Affordable = &gt;1.25; More Affordable = 1.05 – 1.25; Average = 0.95 – 1.05; Less Affordable = 0.75 – 0.95; and Least Affordable = &lt;0.75</p> <p>**<b>Portland Housing Market Area</b> includes: Casco, Raymond, Gray, Frye Island, Standish, Windham, Limington, Hollis, Buxton, Gorham, Westbrook, Scarborough, Old Orchard Beach, Cape Elizabeth, South Portland, Portland, Long Island, Falmouth, Cumberland, Yarmouth, Freeport and North Yarmouth.</p> <p><b>Source:</b> Maine State Housing Authority, 2002; Claritas; MREIS</p>				

MSHA also calculates the number of households that fall into various income categories as displayed in Tables 2-8 and 2-9. This information can be used to identify the number and income levels of households that may be having a difficult time finding affordable housing. It is important to note that the information in each table is based on household incomes relative to the median income for the area [i.e., the

# HOUSING

estimated median household income in North Yarmouth (\$67,394) was considerably higher than the median household income for the Portland Housing Market Area (\$50,923)].

As shown in Table 2-8 a total of 34.2%, or 404, of North Yarmouth households fall within the “extremely low”, “very low” and “low income” categories, based on a median income of \$74,799. Of those households in these categories, 354 are owner households and 61 are renter households. More detailed data suggests that 31 of the “extremely low” to “low” income households are renter households (ages 25 to 44) that may be potential homeowners, if they could find affordable housing. The data also suggests that 116 of the “extremely low” to “low” income households and 30 of the “moderate” income households are seniors age 65 and over.

<b>Table 2-8. Percentage of Households by Income Category for North Yarmouth, 2002</b>				
<b>Income Levels Based on Median Income of \$74,799 for North Yarmouth Households</b>				
	<b>&lt;30% of Median Income</b>	<b>&lt;50% of Median Income</b>	<b>&lt;80% of Median Income</b>	<b>&lt;150% of Median Income</b>
<b>Household Category</b>	<b>Extremely Low Income (\$22,440 and below)</b>	<b>Very Low Income (\$37,400 and below)</b>	<b>Low Income (\$59,839 and below)</b>	<b>Moderate Income (\$112,199 and below)</b>
	<b>Percentage/Number of households</b>			
<b>All Households</b>	6.4% (76)	15.0% (177)	34.2% (404)	76.6% (905)
<b>Owner Households</b>	5.5% (59)	13.2% (142)	33.0% (354)	70.5% (757)
<b>Renter Households</b>	16.3% (17)	31.0% (33)	57.0% (61)	86.9% (93)
<b>Source: Maine State Housing Authority, Claritas Corporation, 2002</b>				

The figures for the Portland Housing Market Area (Table 2-9), which are based on a median household income of \$53,694, indicate that over 40% of households fall into the “extremely low”, “very low”, and “low” income categories. Another 34% of households are in the “moderate” income category. The data also suggests that 86% of the renter households ages 25 to 44 are within the “extremely low” to “moderate” income categories. This translates into nearly 15,000 renter households that may be looking to purchase a home within the Portland Housing Area. The analysis also considers households over age 65, which make up 20% of all households in the region. About 54% of these senior households have income less than 60% of the median households income.

According to the MSHA analysis it would take a household income of \$75,444 to afford the median price home of \$208,000 in North Yarmouth. This means that low income and some moderate income households in North Yarmouth would have a difficult time finding affordable housing if they were looking.

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<b>Table 2-9. Percentage of Households by Income Category for the Portland Housing Market Area 2002</b>				
	<b>Income Levels Based on Median Income of \$53,694 for the Portland Housing Market Area Households</b>			
	<b>&lt;30% of Median Income</b>	<b>&lt;50% of Median Income</b>	<b>&lt;80% of Median Income</b>	<b>&lt;150% of Median Income</b>
<b>Household Category</b>	<b>Extremely Low Income (\$15,277 and below)</b>	<b>Very Low Income (\$25,462 and below)</b>	<b>Low Income (\$40,739 and below)</b>	<b>Moderate Income (\$76,385 and below)</b>
<b>All Households</b>	11.4%	22.6%	40.1%	74.2%
<b>Owner Households</b>	6.5%	14.9%	30.5%	66.7%
<b>Renter Households</b>	21.0%	37.6%	59.0%	88.8%
<b>Source: Maine State Housing Authority, Claritas Corporation, 2002</b>				

MSHA has calculated that a household income of \$61,351 is needed to afford a home priced at the median home price of \$167,900. This suggests that households in all of the low income categories and some in the moderate income categories might have a difficult time finding affordable housing within the Portland Housing Market. MSHA estimated that 58.3% of households in the Portland Housing Market could not afford a home at the median price of \$102,680.

In conclusion, this data confirms a tight and unaffordable housing market within the region. Further, since housing is even more expensive in North Yarmouth (calculated median home price of \$208,000) as compared to the Portland Housing Market area (\$167,900), the shortage of affordable housing in North Yarmouth is more severe. Since it would take a household income of \$75,444 to afford the median price home of \$208,000 in North Yarmouth, and moderate-income households in the region make less than \$76,385, it can be concluded that low income and many moderate income households in the region would not be able to find affordable housing in North Yarmouth.

Using the MSHA/HUD figures for 2003, an affordable home (affordable for those households earning less than 80% of the Greater Portland Housing Market area median income) would be no more than \$134,773 and an affordable rent would be no more than \$1,170.

# HOUSING

According to the MSHA, there is an unmet need for 24 affordable family rental units and 9 affordable rental units for seniors (age 65 and over) in North Yarmouth. Data on rental rates in North Yarmouth is unavailable, but according to MSHA, 53% of renter households in the Portland housing market area cannot afford the average 2-bedroom rental rate of \$950 with utilities, where an annual income of at least \$37,987 would be needed. The median gross rent was \$745 for North Yarmouth for the 2000 Census.

<b>Table 2-8. Portland Housing Market Area Rental Rates</b>				
<b>Year</b>	<b>Bedrooms</b>	<b>Average Rent</b>	<b>Average Rent w/Utilities</b>	<b>No. of Units in Sample</b>
<b>2002</b>	0	\$577.12	\$622.87	33
<b>2002</b>	1	\$688.55	\$742.69	296
<b>2002</b>	2	\$866.41	\$949.67	342
<b>2002</b>	3	\$1,056.67	\$1,164.66	81
<b>2002</b>	4	\$1,180.71	\$1,349.09	7
<b>2003</b>	1	\$717.25	-	91
<b>2003</b>	2	\$878.19	-	108
<b>2003</b>	3	\$1,015.15	-	33
<b>Source:</b> Maine State Housing Authority, 2003				

## *Subsidized Housing*

The MSHA does not list any subsidized housing units or complexes in North Yarmouth. However, there are a number of subsidized housing complexes within neighboring towns and the region. Of North Yarmouth's neighbors, Yarmouth has three complexes: Yarmouth Falls (elderly and disabled), and Baywood Apartments (families), Bartlett Circle (elderly); and Gray has Apple Tree Village (elderly and disabled) and Meadowview (elderly). In addition to the subsidized units located in neighboring towns, there are a number of complexes located within other communities in the Greater Portland Area. Other data indicates that between 1998 and 2002, there were four families that participated in the MSHA First-Time Homeowners Program that offers low interest rates for qualifying first time home purchasers.

## *Calculation of Housing Needs*

The Greater Portland Council of Governments (GPCOG) recently developed a methodology for calculating a community's "Fair Share Housing Target". The analysis, using the year 2000 figures, suggests that between 2000 and 2015 there will be a need for 293 new units in North Yarmouth. According to the calculations, 21% of households in North Yarmouth are low and moderate income households, which means that there is a need for 62 affordable housing units in North Yarmouth. However, since this number does not take into consideration the households living outside North Yarmouth who might like to move to North Yarmouth, GPCOG then calculated the Town's fair share of affordable housing within the Portland Housing Market area (MSA). Since North Yarmouth's share of the affordable housing in the Portland Housing Market Area (MSA) was calculated to be 1.12%, and 38% of households in the Portland Housing Market Area (MSA) are low and moderate income, the calculated fair share of affordable units needed is 111.

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**Table 2-11. Calculation of Affordable Housing Targets**

2000 Households	LMI** Households	% Share of MSA	2015 Households	New Units Needed	Affordable Units Needed					
					Based on LMI in North Yarmouth		Based on LMI Share of MSA		North Yarmouth Target	
#	%	%	#	#	#	%	#	%	#/year	%
1,118	21%	1.12%	1,411*	293*	62	23%	111	38%	6	30%

**Notes:**

\*These figures are based on the State Planning Office population projections.

\*\*"LMI" are low and moderate income households; defined as those earning less than 80% of the median income for the town and/or housing market area.

**Source:** Great Portland Council of Governments, February 2004

GPCOG suggested that North Yarmouth’s affordable housing target should be between 23% and 38% of new housing units, or about 30%, which translates to 6 rentals or ownership units per year (30% of 293). Since current housing costs are relatively high in North Yarmouth, it will take some time for the town to address its affordable housing needs. Additionally, the town does not have the infrastructure (primarily sewer) to support many types of affordable housing, nor is it a service center community where lower income families can live more economically by not having to commute to and from work, or travel by car for goods and services.

## *Affordable Housing Policies*

North Yarmouth has several policies in place to address affordable housing. The Zoning Ordinance includes a Senior Housing Overlay Zone applicable to all areas served by public water. The provisions allow waivers of dimensional requirements (i.e., lot size, setbacks and road frontages) to provide greater flexibility for qualified senior housing. Additionally, the building cap is relaxed to allow up to 40 units in the overlay zone, which can be amended by town meeting vote.

Other provisions within the Zoning Ordinance that allow affordable housing include the following:

- A Cluster housing provision, which allows a reduction in space and dimensional standards
- Mobile homes and mobile home parks are allowed in the Rural, and Farm and Forest districts
- In-law apartments are allowed as special exceptions within all districts
- Multiplexes are permitted in the Rural, and Farm and Forest districts

Even though these provisions are in place, there are no mobile home parks or multiplexes located within the community.

## *The Residential Building Cap*

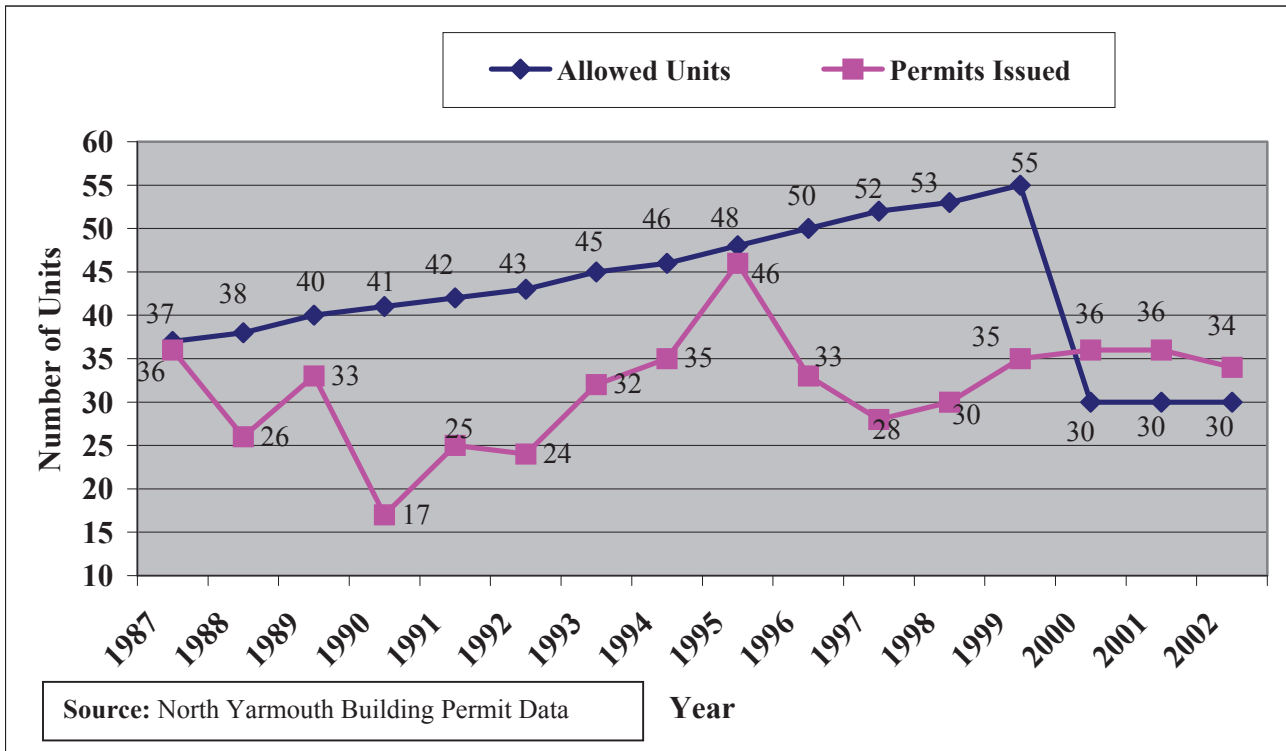
Housing projections must take into consideration the population projections presented in the chapter on population, as well as the constraints on residential development through the current building cap. Between 1987 and May 2000 North Yarmouth had a building cap that allowed development of new housing units to be 5% of the current housing stock; these are shown as the “allowed units” in Figure 2-6. Between 1987 and May 2000 the allowed number of new residential units increased from 37 units to 55

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units. For most years the actual number of permits issued was well below the cap. Residential development during this period was affected more by the economic recession during the early 1990's, and then the economic recovery later in the decade.

In April 2000, the Town established the current building cap that allows 30 new residential units per year. This cap was based on the average number of building permits issued over the prior ten years. The building cap specifies that a reserve of 10 non-subdivision housing units will be held through August 15<sup>th</sup> of the building year; and if the 10 permits are not issued by August 15<sup>th</sup> then the remaining permits can be issued as subdivision units up to a cap of 30 units per year. Any single developer can have up to three permits per year. In December 2000, the Town created exemptions to the building cap to include the existing undeveloped subdivided lots, exemptions on true gifts of land to family members, and exemptions for people who have lived in town for 10 years or more and have a lot of land where they would like to build a new home. For the years 2000 through 2002, up to 6 new permits were added to the 30 already allowed under the cap, as a result of these exemptions. Since the building cap has been enacted, each year there have been a number of applications for permits that were placed on a reserve list for the following year. Usually, the cap is met early in the year. As of January 2003, there was a reserve list of 21 permits. As of March 26<sup>th</sup>, 2003, there were 5 permits still available. The primary impact from the cap has been the slowing of subdivision activity.

**Figure 2-6. Building Cap Versus Building Permits Issued**





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## *Housing Projections*

Three housing projections are displayed in Table 2-12. The first projection is based on the rate of population growth derived from state projections (56 persons per year times the average household size of 2.87), which results in an estimate of 20 residential units per year. The second projection is based on the number of building permits issued (36 units per year) over the past several years. The third projection reflects what the housing demand might be without the residential building cap and is based on the yearly backlog of permit applications that were carried over from one year to the next. It should be noted that there is no way of estimating the number of individuals/developers who did not seek a permit for developing in North Yarmouth due to the restriction on the total number of permits an individual could obtain in any one year.

<b>Table 2-12. Housing Unit Projections: Next Ten Years</b>			
	<b>Based on State Population Projections</b>	<b>Based on Building Permits Issued Since 2000</b>	<b>Based on Estimated* Housing Demand Without Cap</b>
<b>Average Units per Year</b>	<b>20/year</b>	<b>36/year</b>	<b>45/year</b>
<b>Total Units in 2003</b>	1250	1250	1250
<b>Number of Units added by 2013</b>	200	360	450
<b>Total Units in 2013</b>	1,450	1,610	1,700
*Administrative Assistant's estimates based on the backlog of permit applications that are carried over from one year to the next.			
<b>Source:</b> State Population Projections and North Yarmouth Building Permit Data, 2003			

## *Public Opinion*

**Public Opinion Survey** - there were strong responses about the types of housing that are desirable for North Yarmouth. There was strong support for single-family homes and affordable elderly housing. There was slightly less support for duplexes, starter homes for first time homebuyers, and affordable low/moderate income housing. Responses about condominiums were mixed. A majority of respondents indicated that apartment buildings, mobile home parks, and mobile homes on single lots should be discouraged. Responses to questions about limiting the number of home building permits were as follows:

- 49% of respondents strongly supported and 24% somewhat supported limiting new home building permits throughout town, and
- 31% of the respondents strongly supported and 23% somewhat supported limiting new home building permits just in rural areas.

Affordable elderly housing was ranked within the top five most pressing issues at the **Visioning sessions**.

## *Conclusions*

- ✓ As of 2002, there were approximately 1,250 housing units in North Yarmouth. The housing stock was predominately year-round (98%), owner-occupied (91%), and over 70% was built

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- after 1970. Future housing will be predominately owner-occupied, single-family housing, unless the town promotes other housing types.
- ✓ There also appears to be a growing demand for existing single-family homes retrofitted with an apartment. Town zoning currently allows these apartments for family members, only. Modifying the zoning to allow accessory apartments with no restrictions on family relationship would provide additional opportunities for affordable housing.
  - ✓ There will be a demand for 200 to 360 new housing units in North Yarmouth over the next ten years. However, the demand could be as high as 450 new housing units if the residential growth cap is lifted.
  - ✓ The overall aging of the population with the continuing trend of smaller household sizes will affect future housing demands. Middle age people may continue to demand larger homes, but as the population ages there may be a demand for housing that allows senior to “age in place”, and for a variety of other housing alternatives, including alternative forms of assisted living facilities.
  - ✓ The current availability of public water in several areas within town and the desire to encourage affordable elderly housing may support smaller, clustered single family units, duplexes and types of housing that require less maintenance and that are closer to services.
  - ✓ The lack of public sewer restricts the development of higher density housing, including affordable housing types. New technologies in on-site sewage treatment may allow some higher density development without a centralized sewage treatment system.
  - ✓ The need for more affordable housing is a critical issue within North Yarmouth and the Greater Portland Area. While it is slightly less of an issue for people currently living in North Yarmouth, low and middle-income people looking for housing in North Yarmouth will have a difficult time finding an affordable house to purchase or rent. These may include people who already work in the area, and who would prefer to live near their work place, without having to commute from more rural areas where housing is more affordable. It is likely that the regional shortage of affordable housing will worsen without local and regional attempts to address the situation.
  - ✓ According to the Maine State Housing Authority there is an unmet need for 24 affordable family rental units and 9 affordable senior rental units (seniors age 65 and over).
  - ✓ Based on the Greater Portland Council of Governments analysis, the affordable housing target should be at least 6 new rental or ownership units per year that are within the range of affordability for low and moderate income households. North Yarmouth’s and the region’s affordable housing needs will take time to address.
  - ✓ North Yarmouth needs to develop a strategy to provide affordable housing opportunities, and a methodology for measuring the strategies effectiveness. The most reasonable approaches for addressing affordable housing needs in North Yarmouth are:
    - Allow accessory apartments town-wide
    - Allow mobile homes, mobile home parks and multifamily housing in growth areas, if there is adequate provision for sewage and protection of surface and groundwater
    - Encourage the development of affordable cluster housing
    - Assure that land use regulations, including requirements for roads and sidewalks are not overly burdensome to the development to affordable housing
    - Increase the number of housing units allowed in the growth area
    - Require that developer provide some portion of their developments as affordable housing
    - Encourage and support affordable non-profit affordable housing organizations, such as Habitat for Humanity
    - Work with neighboring towns and in the region to address affordable housing issues

## CHAPTER 3. ECONOMY

### *Regional Overview*

The economic health of North Yarmouth is highly dependent upon the economy of the region; and in turn, the economy of the region is affected by State, New England, national and international economic trends. This discussion will begin with an analysis of economic trends within the region.

Cumberland County's has one of the strongest economies in the State due to its population base and location relative to other major New England markets, such as Boston. The County possesses the largest labor force in the State and currently has the lowest rate of unemployment, 2.6% as of 2002. Cumberland County also has one of the fastest growing retail sales sectors within the State. Major employers in the region include large corporations, such as L.L. Bean, Unum Provident, Delahaize, Verizon and Fairchild Semiconductor.

Between 1990 and 2000, Cumberland County's population increased by 9.2%, while the total number of jobs increased by 17%. Employment in the service sector was the fastest growing with a 34% increase in the number of jobs between 1990 and 2000. During this decade, employment in the retail sector increased by 12%, while employment in manufacturing decreased by 9%. The number of employers increased 24% from 8,560 employers in 1990 to 10,639 employers in 2000. The average size of employers decreased during this same time period from 16.3 employees to 15.3 employees. While these statistics suggest a thriving economy, the Southern Maine Economic Development District\* has suggested there are strategic issues to be monitored or addressed including the need for a growing telecommunications infrastructure, labor force quality and quantity and an adequate supply of housing for the work force. All of these are important factors that support a growing economy. The District's has identified a number of opportunities for growing and emerging industries, and is currently targeting the following industries: technology business including software development; environmental technologies including biotechnology; the retirement industry; firms with fewer than 50 employees; precision manufacturing and supportive industries including metal fabrication; health care industries; back office operations; and marine related industries.

Also noteworthy is the growth in the health services industry. More jobs are being created in the health services than any other industry, and it was the largest source of jobs in Maine employing 60,000 in 2001. An aging population, proliferation of new medical procedures, and other forces drove rapid growth in demand for health services.

Maine Department of Labor projections on the number of jobs by industry for the 2000 to 2010 period forecast a continuation of trends that have been going on for sometime. Manufacturing employment is expected to continue to decline, especially in traditional, labor-intensive industries, such as textiles and natural resource based industries. The services industries are projected to add the most jobs, with health, business and social services the fastest growing within the service sector. The finance, insurance and real

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\* The Southern Maine Economic Development District is one of 5 federally designated regional economic development organizations in Maine. The District conducts economic development activities for York and Cumberland counties, including efforts to support retention and expansion of businesses, targeting of resources to distressed areas, and provides technical and financial assistance to businesses and municipalities. North Yarmouth is a member community as a result of being a member of the Greater Portland Council of Governments.

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estate, and retail trade industries are also expected to add jobs. Job growth in southern and coastal areas of the state is expected to continue at a faster rate than other regions of the state.

## *The Local Economy*

North Yarmouth's economic situation is like many other similar communities in the region. Most residents of North Yarmouth do not work or do much shopping or business within the town. However, business activity is surprisingly diverse. No one firm dominates either employment or revenues. Except for the concentration of retail activity at the Walnut Hill intersection business activity is spread throughout much of the town. This contributes to the perception that the local economy is a minor feature. According to the Maine Department of Labor there are approximately 300 jobs, not including self employed persons, in North Yarmouth. The 2000 Census found 192 self-employed people living in North Yarmouth, some of these individuals may work out of their home or at some other business location within the town. A partial inventory of businesses is listed below.

Winter People	14 Cumberland Road
Russell Taxidermy	51 Cumberland Road
Carway Kennels	48 Cumberland Road
Complete Tree Service	154 Cumberland Road
Red School	392 Walnut Hill Road
Stone's Rest.	424 Walnut Hill Road
Averill Insurance	Walnut Hill Commons
Poolside	Walnut Hill Commons
Snydelis	Walnut Hill Commons
Ronny's Auto Body	881 Sligo Road
Casco Bay Construction	Walnut Hill Parkway
Sheebeo	Walnut Hill Parkway
Pierce Excavation	Walnut Hill Parkway
T. E. Low Inc.	Walnut Hill Parkway
Harmony Hall	121 South St.
Jims Auto Repair	54 Mill Road
Brickyard Kennels	14 Snow Hook Trail
Gallant's Auto	712 New Gloucester Rd
Soft-trac	Walnut Hill Road
Ames Farm Center	14 The Lane
Morrison Real Estate	PO Box 25A
A. H. Grover Inc	PO Box 307
The Caring Place	136 Walnut Hill Road
Karen Cano	120 Walnut Hill Road

Toots	137 Walnut Hill Road
Toddy Brk Golf Course	925 Sligo Road
Finest Kind Catering	930 Sligo Road
Anderson Landscape	352 Memorial Highway
D and J Wood Service	59 Memorial Highway
T. V. Day Law Office	55 Hallowell Road
Northern Lights Auctions	10 Forest Ave.
People, Places and Plants	512 Memorial Highway
Vacationland Video	378 Walnut Hill Road
Fat Andy's	10 Split Rock Road
Northeast Falcon	16 Split Rock Road
Development Services	31 Farms Edge Road
D. Marchant Real Estate	12 Southerly View Ln.
Al Corrow Electrical	573 Sligo Road
Googins Electric	23 Rath Way
Lakeside Archery	55 Cumberland Road
Leadbetter's Bakery	671 Walnut Hill Road
Six River Marine	160 Royal Road
Patriot Insurance	
Sevee & Maher Engineers	4 Blanchard Road
SYTDesign	160 Longwoods Road
Stevens Insurance	10 Forest Falls Dr.
Napolitano Excavation	18 Mill Ridge Road
Scott Dugas Excavating	387 East Elm St.

Other businesses include in-home services such as dare care services, hairdressing, small-scale agriculture, and accounting and bookkeeping services.

## *Commuter Patterns*

According to the 1990 Census (2000 Census information not yet available), 87% of employed residents of North Yarmouth worked outside of town, many commuting to Portland (32%). The next largest

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proportion of residents, 162 or 13% worked in North Yarmouth. Almost an equal number commuted to Yarmouth. According to the 2000 Census the mean travel time to work for North Yarmouth residents was 28.2 minutes.

<b>Town or Area</b>	<b>Number of Persons</b>	<b>Percent of Total</b>
<b>Portland</b>	404	32%
<b>North Yarmouth</b>	162	13%
<b>Yarmouth</b>	161	13%
<b>Falmouth</b>	88	7%
<b>Cumberland</b>	69	5%
<b>Freeport</b>	63	5%
<b>South Portland</b>	61	5%
<b>Westbrook</b>	48	4%
<b>Pownal</b>	29	2%
<b>Brunswick</b>	22	2%
<b>Scarborough</b>	22	2%
<b>Gray</b>	20	2%
<b>New Gloucester</b>	17	1%
<b>Lewiston/Auburn</b>	19	1%
<b>Other Towns in Maine</b>	64	5%
<b>Massachusetts</b>	9	1%
<b>New York, Vermont, Arizona</b>	9	1%
<b>Overseas</b>	4	<1%
<b>Total</b>	<b>1,271</b>	<b>101%</b>

Source: US Census, 1990

## *Employment Statistics*

In January 2003, North Yarmouth's civilian labor force consisted of 1,893 persons, 39 of whom were unemployed, for an unemployment rate of 2.1%. Unemployment rates were consistently lower than unemployment rates for the Portland MSA and State for the years 2000 and 2002, and as of January 2003.

	<b>North Yarmouth</b>			<b>Portland MSA*</b>		
	<b>2000</b>	<b>2002</b>	<b>1/2003</b>	<b>2000</b>	<b>2002</b>	<b>1/2003</b>
<b>Civilian Labor Force</b>	1,851	1,889	1,893	139,300	140,900	141,400
<b>Employed</b>	1,834	1,851	1,854	136,700	137,100	137,200
<b>Unemployed</b>	17	38	39	2,500	3,800	4,200
<b>Unemployment Rate</b>	0.9%	2.0%	2.1%	1.8%	2.7%	3.0%
<b>Comparison of Unemployment Rates</b>						
<b>Year/Month</b>	<b>North Yarmouth</b>		<b>Portland MSA</b>		<b>Maine</b>	
<b>2000</b>	0.9%		1.8%		3.5%	
<b>2002</b>	2.0%		2.7%		4.4%	
<b>January 2003</b>	2.1%		3.0%		5.6%	

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**\*Note:** Portland Metropolitan Statistical Area (MSA) includes Cape Elizabeth, Casco, Cumberland, Freeport, Gorham, Gray, North Yarmouth, Portland, Raymond, Scarborough, South Portland, Standish, Westbrook, Windham, Yarmouth, Buxton, Hollis, Limington, and Old Orchard Beach.  
**Source:** Maine Department of Labor

According to the 2000 Census, North Yarmouth residents had a variety of occupations (Table 3-3). Out of the 1,778 employed residents, 732 (41%) were in “Management, Professional or Related” occupations, and 525 (30%) were in “Sales or Office” occupations.

<b>Table 3-3. Employed Persons* By Occupation in 2000</b>			
<b>Occupation</b>	<b>North Yarmouth</b>		<b>Cumberland County</b>
	<b># Employed</b>	<b>Percent</b>	<b>Percent of Total</b>
<b>Management, Professional, Related Occupations</b>	732	41%	39%
<b>Service</b>	212	12%	14%
<b>Sales and Office</b>	525	30%	28%
<b>Farming, Fishing and Forestry</b>	-	-	.6%
<b>Construction, Extraction, Maintenance</b>	218	12%	7%
<b>Production, Transportation, Material Moving</b>	91	5%	11%
<b>Total Employed Persons</b>	<b>1,778</b>	<b>100%</b>	<b>100%</b>
<b>Source:</b> U.S. Census, 2000; data based on a sample *Employed persons 16 years and older			

Statistics on employment by industry for North Yarmouth’s residents indicate that many people are employed in service related industries, such as “Educational, Health and Social Services” (21%), “Professional, Scientific, Management, Administrative, Waste Management Services” (12%), “Arts, Entertainment, Recreation, Accommodations, Food Services” (5%), and “Other Services” and “Public Administration” (8%). Another 17% of residents are employed in “Retail Trade” and 11% in “Finance, Insurance, Real Estate, Rental, and Leasing”. Far fewer people are employed in manufacturing or farming and forestry industries.

<b>Table 3-4. Employed Persons By Industry in 2000</b>			
<b>Industry</b>	<b>North Yarmouth</b>		<b>Cumberland County</b>
	<b># Employed</b>	<b>Percent</b>	<b>Percent of Total</b>
<b>Agriculture, Forestry, Fishing, Hunting, Mining</b>	5	.3%	1%
<b>Construction</b>	167	9%	6%
<b>Manufacturing</b>	146	8%	10%
<b>Wholesale Trade</b>	46	3%	4%
<b>Retail Trade</b>	303	17%	15%
<b>Transportation, Warehousing Utilities</b>	57	3%	4%
<b>Information</b>	52	3%	4%
<b>Finance, Insurance, Real Estate, Rental, Leasing</b>	187	11%	9%
<b>Professional, Scientific, Management, Administrative, Waste Management Services</b>	206	12%	9%
<b>Educational, Health, Social Services</b>	373	21%	22%
<b>Arts, Entertainment, Recreation, Accommodations, Food Services</b>	94	5%	8%
<b>Other Services (except Public Administration)</b>	91	5%	5%
<b>Public Administration</b>	51	3%	4%

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<b>Total</b>	<b>1,778</b>	<b>100%</b>	<b>100%</b>
<b>Source:</b> U.S. Census, 2000; data based on a sample		*Employed persons 16 years and older	

## *Taxable Retail Sales Analysis*

Taxable consumer retail sales information in the following table provides information about North Yarmouth's strength within the retail sales economy as compared to Yarmouth, the county and state. In 2002, taxable consumer retail sales in North Yarmouth totaled \$5,234,800, a 34% increase over the 1997 level. Overall growth in total retail sales for North Yarmouth during the past six years was lower than growth in Cumberland County, and higher than retail sales growth for Yarmouth and statewide.

Year	North Yarmouth		Annual Percent Change		
	Dollars	Annual Percent Change	Yarmouth	Cumberland County	Maine
1997	\$3,917,500	-2%	4%	5%	3.8%
1998	\$4,450,600	14%	12%	7%	8.9%
1999	\$4,687,300	5%	10%	9%	8.4%
2000	\$4,869,700	4%	-5%	4%	4.5%
2001	\$4,623,900	-5%	-5%	.9%	2.0%
2002	\$5,234,800	13%	17%	10%	4.5%
<b>Percent Change 1997 - 2002</b>		<b>34%</b>	<b>30%</b>	<b>36%</b>	<b>32%</b>
*Note: Retail sales where sales tax is collected; does not include nontaxable items such as food eaten in the home (typically, taxable food store sales account for 20-25% of sales)					
Source: Maine Revenue Services					

## *Land Use Regulations and Commercial and Industrial Uses*

North Yarmouth's zoning currently allows limited commercial and light industrial uses. One of the main purposes of the Village District is to provide retail sales, service and business space in areas capable of servicing community/regional trade areas, oriented to auto access. Retail and service buildings, professional offices and agricultural uses are permitted uses, while wholesale business, funeral homes, light manufacturing and storage are allowed as special exceptions in the Village District. The small size of the Village District has limited some development. Agricultural uses, including farm stands are permitted uses in the Rural District and the Farm and Forest District. Camping, mineral extraction, limited commercial, retail and industrial (less than 5,000 square feet floor area) are special exceptions in the Rural District and the Farm and Forest District.

## *Public Opinion*

### **Public Opinion Survey**

- A majority of respondents supported encouraging more village scale business (39% "strongly support" and 34% "somewhat support" the concept)
- A majority of respondents indicated that home occupations (72%), farming/commercial gardening/nurseries (67%), bed and breakfasts (60%), and child care centers (52%) should be allowed to locate anywhere in town.
- A large majority (78%) indicated a desire to discourage fast food drive-ins.

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- There is a desire to discourage or confine to specific areas the following: retail sales and services (greater than 5,000 sq.ft. floor area), small shopping centers, campgrounds and gravel pits.
- A majority of the responses for the other uses listed suggested that these uses should be confined to specific areas (i.e., retail sales and services under 5,000 sq. ft. floor area, convenience stores, business parks, recreation/health centers, wholesale businesses, light manufacturing, and cottage industry).

## *Conclusions*

- ✓ Future economic conditions within North Yarmouth will be determined in large part by economic factors outside its boundaries. However, over the next ten years, it is very likely that North Yarmouth will continue to serve as a bedroom community to regional service center communities, such as Cumberland, Yarmouth and Portland.
- ✓ North Yarmouth's businesses and industries contribute to the community's unique character. These businesses provide convenient access to goods and services, and recycle money within the town.
- ✓ Commercial activity, consisting of new small businesses and home occupations, will probably continue to develop and some existing businesses will expand or go out of business depending on a variety of factors, including local zoning regulations. The small size of the Village District, where the greatest variety of businesses and industries are allowed, limits economic development within the community.
- ✓ The community faces key decisions regarding the extent to which it wishes to encourage economic development. The Zoning Ordinance is the community's primary tool for controlling the nature, character and location of future commercial and industrial development.



## CHAPTER 4. WATER RESOURCES

Water resources in Maine are under increasing pressure as growth and development expands. One of the greatest impacts of this development is the increase in impervious surfaces associated with roads, parking lots and buildings, that allows rainwater carrying pollutants, such as silt, sand, salt, fertilizers, pesticides, animal wastes and automobile fluids, to flow more directly into surface water resources. Ground water resources are also impacted when many of these same pollutants seep into the ground water. Clean streams, rivers, ponds, wetlands and groundwater have economic, recreational and aesthetic values, and serve as essential habitats for wildlife, fisheries and plants.

### *Surface Water Resources*

According to the land cover analysis surface water resources, including lakes, ponds, rivers, and wetlands occupy about 1,204 acres, or 8.8% of North Yarmouth. Surface water resources are displayed on the Surface Water Resources Map included in Appendix C at the end of this document.

Land-based activities within a watershed can impact water resources when rainwater carries soil and other materials across the land and into streams, ponds and rivers. The Royal River watershed with its system of tributaries, floodplains, wetlands and large drainage area defines much of the landscape of North Yarmouth. The entire Royal River watershed drains a total of about 91,450 acres from the towns of Auburn, Poland, Raymond, New Gloucester, Gray, Pownal, Cumberland, Durham, Freeport, Brunswick, North Yarmouth and Yarmouth, before it empties into Casco Bay.

The watershed is comprised of a main stem watershed and three sub-watersheds as follows:

- Royal River main stem – 45,725 acres
- Chandler Brook – 16,121 acres
- Collyer Brook – 11,993
- East Branch of Chandler Brook – 17,607 acres

About  $\frac{3}{4}$  of North Yarmouth is within the Royal River watershed, including portions of the Chandler Brook sub-watershed and the East Branch sub-watershed. A small portion of North Yarmouth adjacent to the Cumberland drains to the Presumpscot River watershed. Knight's Pond is within this watershed. The southeastern corner of North Yarmouth, including Pratts Brook and its tributaries are part of the Cousins River watershed.

While the following discussion focuses on the Royal River Watershed because of its predominance in North Yarmouth, the information on potential threats to water quality and possible solutions is applicable to all three watersheds.

### *The Royal River*

The Royal River is about 39 miles long and flows out of Sabbathday Lake in New Gloucester. Maine currently classifies the Royal River as a Class A river between Sabbathday Pond to its confluence with Collyer Brook. From Collyer Brook to tidewater the river is Class B. Royal River tributaries are classified as Class B<sup>1</sup>. In addition to Chandler Brook, tributary streams include Toddy Brook, an unnamed tributary

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<sup>1</sup> Note: There are four classes of freshwater rivers. Although there is actually not much difference between the uses or the qualities of the various classes, all attain the minimum fishable-swimmable standards of the federal Clean

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on Route 231, Deer Brook, the Walnut Hill tributary and East Branch. (Note: *Pratts Brook, part of the Cousin River watershed is classified as Class B*)

Although the Royal River is not currently used as a source for municipal drinking water, the Yarmouth Water District retains the exclusive rights to the River to supplement existing groundwater sources.

The Friends of the Royal River, a community-based volunteer organization, monitored water quality in the Royal River watershed between 1993 and 1999. The results of this effort are contained in the “*Royal River Watershed, Maine: Water Quality Monitoring Report (1993-1999)*” (April, 2001). The report indicates that with respect to dissolved oxygen levels, turbidity and bacterial testing water quality is generally acceptable for a Class B river indicating a healthy watershed. Further, the seven years of testing have provided sufficient data to conclude that conditions seem to be stable at the sites tested and that some tributaries are in better shape than others. Of the up to 28 monitoring sites in the watershed, six were located in North Yarmouth. These six sites were generally in compliance for dissolved oxygen and bacteria with a few exceptions for all years tested. Although the turbidity at these sites was not extremely high, the results require further investigation to determine the appropriate preventative measures. The report emphasizes that this monitoring did not include tests for other potential threats, such as from surface petroleum spills and sludge land application. The report makes a number of recommendations that have been incorporated into the recommendations within this plan.

According to the Cumberland County Soil and Water Conservation District, sediment is the single greatest pollutant, by volume, in the Royal River watershed. Roadside runoff, gravel pit runoff and stream bank erosion are the major contributors of sediment to the river. Road crossings (bridges and culverts), in particular contribute significant amounts of polluted runoff to streams. Other threats to water quality include nutrients and pathogens from improperly maintained septic systems, land spreading of sludge and septage; pathogens, nutrients, sediment and toxic substances such as heavy metals from storm water runoff; landfills; salt storage sites; underground storage tanks; hazardous materials spills; and litter. These activities also threaten ground water resources.

Agricultural and timber harvesting activities can also impact water quality. Most non-point source pollution from agriculture occurs during the fall, winter and spring when the ground is frozen. Agricultural activities that can contribute pollution include livestock wading in streams, barnyard runoff, farmland eroding into adjacent watercourses and improperly applied fertilizers, pesticides and water management practices. Timber harvesting activities, such as the layout of roads and skid trails, location of landings and stream crossings can also contribute to water quality problems.

With increasing residential development within the watershed, the cumulative impacts from decisions by individual homeowners about using fertilizers and pesticides, cleaning up after pets, maintaining septic systems, choosing what household products to use and dispose of down the drain, and mulching and seeding of exposed soils, can have significant cumulative impacts on water resources.

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Water Act. The classification system should be viewed as a hierarchy of risk, more than one of use or quality, the risk being the possibility of a breakdown of the ecosystem and loss of use due to either natural or human-caused events. Ecosystems that are more natural in their structure and function can be expected to be more resilient to a new stress and to show more rapid recovery. Class AA (rivers and streams) involve little risk since activities such as waste discharge and impoundment are prohibited. The expectation to achieve natural conditions is high and degradation is unlikely. Class A waters allow impoundments and very restricted discharges, so the risk of degradation, while quite small, does increase since there is some small human intervention in the maintenance of the ecosystem. Class B rivers and streams have fewer restrictions on activities but still maintain high water quality criteria. Finally, Class C has the least restrictions on use and the lowest (but not low) water quality criteria. Class C waters are still good quality, but the margin for error before significant degradation might occur in these waters in the event of an additional stress being introduced (such as a spill or a drought) is the least.

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A number of efforts have been made to identify and address potential threats to water resources. The 1991 Comprehensive Plan identified a number of sites, including former sand and salt storage locations, and the old town landfills on West Pownal Road and Mountfort Road. The Town's landfill was capped and closed in 1991, and although there has been some leachate at the site, none has migrated to off-site areas. Quarterly water quality monitoring data has not indicated any pollution or degradation. The Maine Department of Environmental Protection (MDEP) has also been monitoring two other sites for potential hazardous/toxic wastes: Cassidy's pit (site of a former tire dump) and Gallant Auto Body Shop. According to a town official, there have not been any problems with any of these sites in recent years.

Land application of septage and sludge can also be a water quality concern. In the early 1990s the MDEP issued permits to the Portland Water District for land application of sludge on 6 sites in North Yarmouth. According to a town official, actual spreading was only conducted on two of the sites, Grover's fields and at Wescustogo Park. In 1994 the Town passed an ordinance to regulate the spreading of sludge and septage. However, spreading has not been done in recent years, and given population density and public concern the Portland Water District has sought other alternatives for sludge disposal.

Another issue of on-going concern is the McKin Superfund Site located in East Gray approximately 3,500 feet from the banks of the Royal River. From 1964 to 1977 the site was used for collection, storage and disposal of oily and chemical wastes, including the primary contaminate trichloroethene (TCE), an industrial solvent. While considerable effort has been made to clean up the site, the EPA has determined it is technically impossible to restore the contaminated groundwater in the area. EPA estimates it will take 50 years for natural systems to restore the aquifer to safe drinking water standards. EPA predicts that TCE entering the River will continue to decrease and that water quality will meet river standards within the next 5 to 6 years. In the meantime, on-going monitoring of surface and ground water continues.<sup>2</sup>

## *Ponds in North Yarmouth*

There are a few small ponds in North Yarmouth. Jewetts Pond, located on Route 231, north of the North Road/Mill Road intersection is approximately 2.5 acres in size and is used primarily for ice-skating. Knight's Pond, located off Greeley Road Extension, is approximately 43 acres, but is mostly a wetland. At least 60% of Knight's Pond is located in Cumberland. Turmelle's Pond is about 1 acre in size and is located north west of Knight's Pond, in an area bordered by Route 115 and Haskall Road. The Yarmouth Reservoir, located across from Memorial School, and the gravel pit, located behind the cemetery on Rte. 115 are each approximately .5 acres in size. Because of the size of these ponds, they do not have a State water quality classification. The Yarmouth Water District owns the land in the area of the Yarmouth Reservoir.

## *Shorelands and Floodplains*

Shorelands are environmentally important areas because of their relationship to water quality as buffers, value as critical wildlife habitat and travel corridors, and function as floodplains. Development or the removal of vegetation on shorelands can increase runoff, sedimentation and water quality degradation. Steep slopes associated with shorelands and with erodible soils are particularly susceptible to erosion.

North Yarmouth's zoning and shoreland zoning provisions are designed to provide protection to water bodies and shorelands. The current regulations meet the minimum requirements of the state Shoreland Zoning Act, and in some instances are more restrictive. For example, the Town's zoning ordinance

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<sup>2</sup> EPA Proposes to amend the clean-up plan for the McKin Superfund Site, Gray, Maine; Superfund Program, U.S. Environmental Protection Agency, September 2000.

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specifies that within the Farm and Forest District, there are minimum building setbacks of 250 feet from the Royal River and Chandler Brook. Cutting or removal of vegetation, including trees is limited within 100 feet of these water bodies, and requires written approval from the Conservation Commission or a state forester. Minimum building setbacks for the Royal River and Chandler Brook outside the Farm and Forest District are 100 feet. For other water bodies the building setbacks are as follows: 75 feet from second order streams (streams below the confluence of two perennial streams) and 100 feet from un-forested wetlands 10 acres or larger in size. Those water bodies that do not receive protection through shoreland zoning include first order streams (upstream of the confluence of two perennial streams) many forested wetlands, and un-forested wetlands less than 10 acres in size. Shoreland zoning also has a number of other provisions designed to protect water quality.

Floodplains serve to accommodate high water levels of water bodies often associated with late winter and spring snow melt and rainwater runoff. Flooding can cause serious destruction to structures and other property; secondly, activities that increase paved or impervious surfaces or that change the watercourse on floodplains increase the quantity and rate of runoff that can intensify flooding impacts downstream.

The Federal Emergency Management Agency (FEMA) has identified 100-year floodplains within North Yarmouth for administration of the Federal Flood Insurance Program. A 100-year flood is a flood that has 1 chance in 100 of being equaled or exceeded in any 1-year period. An extensive system of floodplains is associated with the Royal River and Chandler Brook. Pratts Brook also supports a floodplain system. North Yarmouth's Zoning Ordinance prohibits building on 100-year floodplains. These areas may be used for woodlands, grasslands, agriculture or outdoor recreational uses.

## *Wetlands*

Wetlands can serve as filtering systems for surface and ground waters; they can reduce flooding and prevent erosion by storing excess storm waters; and they are important to wildlife and fisheries. They are often referred to as bogs, marshes or swamps and are very generally defined as areas that are inundated or saturated by surface water or groundwater at frequency and duration sufficient to support a prevalence of wetland vegetation under normal conditions.

The land cover analysis (based on aerial photo interpretation) identified more than a 1,000 acres of wetlands in North Yarmouth; many associated with the various ponds, brooks and rivers. These wetlands were categorized based on the type of vegetation:

- Emergent vegetation, such as cattails and other non-woody stemmed plants (137 acres)
- Forested (548 acres)
- Shrub vegetation, such as alders and other woody-stemmed plants (411 acres)

Given the extent of the wetland soils and the limitation of aerial photo interpretation a ground level inventory would identify additional wetlands.

Most wetlands receive some level of oversight under state law. However, the permitting process does not necessarily prohibit the filling and alteration of wetlands, but often just regulates activities to limit degradation of water quality. Small wetlands, including vernal pools and forested wetlands are the least likely to receive adequate protection because the difficulty in identifying them and gaps in regulation. The State Planning Office recently completed a Wetlands Characterization Project in an attempt to identify and rate wetlands. This effort was undertaken as a result of concern over the convoluted nature of wetlands regulation and the difficulty in determining wetland values. The Town's Zoning Ordinance was amended in 2002 to make the wetlands definition consistent with the State Natural Resources Protection Act. The Ordinance requires that wetlands, as defined by the Natural Resources Protection Act, be

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excluded from the calculation net residential density, which should help in the identification and protection of these smaller wetlands. Additionally, more detailed field identification of wetlands would aid in protection.

## *Groundwater Resources*

Most residents of North Yarmouth rely on ground water for their water supply. Aquifers are saturated geological formations that contain usable quantities of ground water. There are bedrock aquifers and sand and gravel aquifers. Many private wells within North Yarmouth are utilizing bedrock aquifers, while the wells that supply the Yarmouth Water District are high yield sand and gravel aquifers. Both types of aquifers can be contaminated by a variety of land use activities, including malfunctioning septic tanks, leaking fuel storage tanks, leachate from road salt, agricultural wastes and junk yards.

The Maine Geological Survey (MGS) has mapped ground water resources. About ½ to 2/3 of North Yarmouth is underlain by the mapped sand and gravel aquifers. The aquifers have been classified according to potential yields. According to the MGS all are identified as having potential for groundwater yields greater than 10 gallons per minute to a properly constructed well. Test wells drilled by the Yarmouth Water District (YWD) in some of these mapped areas indicate water yields are not great enough for municipal water supplies. MGS aquifers are displayed on the Subsurface Waters Map included in Appendix C at the end of this document.

Several of the high yield sand and gravel aquifers serve as the primary water supply for the YWD. The Portland Water District owns two wells located in Cumberland in an aquifer that is shared by both towns. These wells are currently not in use, but are of interest to the YWD as an additional water source.

## *Yarmouth Water District (YWD) Groundwater Supply*

In 2003 there were approximately 1,250 housing units in North Yarmouth, which means that about 977 households had private water supplies (most likely drilled or dug wells). The YWD provides public water to about 3,300 households in Yarmouth and 273 households in North Yarmouth. YWD also serves the Memorial School and municipal buildings.

The YWD has four wells located in North Yarmouth:

- Estabrook Well,
- Stevens Well,
- Hayes Well
- Reinsborough Well

These wells are located in two sand and gravel aquifers in the Walnut Hill area and an area east of the Village. The District is also considering expanding its capacity through the development of an additional ground water supply in the northeastern portion of the town. The District anticipates that development of this well will occur within the next ten years. Another site along Route 9 near the Royal River has also been identified as a future water supply (20 to 30 years). (*See Subsurface Waters Map*)

## *Other Public Water Supplies*

A public water system is defined as one that serves 25 or more people for 60 or more days per year. The YWD is a “Community Water System”, which serves people in their place of residence. There are two other types of public water supplies that are regulated by state and federal law: “Non-Transient Non-Community Water Systems” such as schools or office buildings, and “Transient Non-Community Water

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Systems”, which serve a constantly changing, transient population such as motels, restaurants and campgrounds. The Toddy Brook Golf Club is a Transient Non-Community System. Federal and state regulations require owners of these types of public water supplies take steps to protect the water. The State has not identified any of these “other types of public water supplies” in North Yarmouth. However, the Town should be aware that state law requires that septic systems be located at least 300 feet from public water supply wells, and underground fuel storage tanks must be at least 1,000 feet away.

## *Groundwater Protection*

The primary sources of ground water contamination in Maine are malfunctioning septic systems, leaking fuel storage tanks, salt leachate from sand/salt stockpiles and leachate from landfill refuse. Spills associated with junkyards and other commercial and industrial uses, and certain agricultural activities can also pose as threats. Many of the threats to surface water resources mentioned in the previous section are also threats to groundwater resources.

The Federal Safe Drinking Water Act governs the protection and operation of public water systems. The Act mandates the establishment of the Maine Source Water Assessment Program (MSWAP) that requires monitoring of water quality, assessment of potential threats and prevention of degradation of public water supplies. While the responsibility for protecting public water supply sources falls largely to public water suppliers, protection of water supplies requires a partnership between water suppliers, state regulators, local landowners and municipalities. MSWAP requires that public water suppliers delineate the recharge areas of the aquifers serving as water supplies, conduct an inventory of potential sources of contamination, evaluate their water source’s susceptibility to contamination from the potential hazards identified in the inventory and conduct a public education program.

Extensive hydrogeological studies have been done to identify the critical ground water protection areas of the sand and gravel aquifers serving the YWD. While the District owns most of the land in the areas around these wells, there are portions of the aquifer recharge areas that are either owned by the Town or private individuals. The State suggests that land use activities that might release bacteria, viruses and other highly toxic materials (e.g., septic systems, intensive agriculture and commercial/industrial operations) be restricted in the areas closest to the wells and that the activities be managed very carefully in outlying areas within the zones. The YWD’s one-on-one approach in working with landowners has included gathering information on historical land uses and insuring that current land uses do not contaminate groundwater. The District also has a good working relationship with the Town. Examples of cooperative efforts include:

- Purchase of alternative ice removal equipment to eliminate the use of winter salt in sensitive areas
- Public safety notifications of accidents involving potentially hazardous materials in sensitive areas
- Town, CMP and DOT no spray agreements in aquifer recharge areas

The Town has also been proactive in protecting groundwater resources. The Zoning Ordinance contains a Water Resources Protection District that regulates potential threats, such as the storage, handling, use or disposal of harmful materials. Performance standards address petroleum and chemical storage tanks, large subsurface wastewater disposal systems (2,000 gpd capacity or greater), junkyards/automobile graveyards and industrial and commercial uses. The provisions also require that the YWD be notified when an

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application is presented that may impact their aquifers. These provisions should be expanded to provide greater protection in the critical recharge areas of existing and future public water supplies.<sup>3</sup>

## *Regional Coordination*

Many water resources are shared with neighboring municipalities. The following is a listed of water resources where regional coordination may be warranted:

- Royal River Watershed – Auburn, Poland, Raymond, New Gloucester, Gray, Pownal, Cumberland, Durham, Freeport, Brunswick, Yarmouth, Cumberland County Conservation District, and the Friends of the Royal River
- Presumpscot River Watershed, Knight’s Pond – Cumberland and other towns in the watershed
- Cousins River Watershed, Pratts Brook – Pownal, Yarmouth and other towns in the watershed
- Public Water Supply Aquifers – Yarmouth, Yarmouth Water District
- Other Aquifers – Pownal, Cumberland, Gray, Yarmouth

## *Public Opinion*

**Public Opinion Survey** - Nearly 90% of respondents to the opinion survey indicated that ground and surface water resources were “very important”. Another 9% indicated that ground and surface water resources were “somewhat important”.

**Visioning Sessions** - The Royal River was identified as the most “special natural place” within the Visioning sessions. Other “special places” mentioned by a number of participant in the Visioning Sessions included: Chandler Brook, Toddy Brook, Jewett Pond and the public water supply. Knight’s Pond, the Pete Turmelle Pond and Pratt’s Brooks were also mentioned.

## *Conclusions*

- ✓ Surface and ground water resources in North Yarmouth are fairly clean and abundant. However, these resources are under increasing pressure as growth and development expands and an ongoing effort to protect these resources is essential.
- ✓ A number of studies have been done to assess the health of water resources and to identify potential threats. Ongoing efforts are needed to address potential threats, including point and non-point sources of water pollution.
- ✓ The Friends of the Royal River is a key regional organization for promoting resource conservation within the Royal River watershed. The organization has changed its focus from monitoring water and protecting water quality to land preservation and conservation along the River. Continued water quality monitoring is necessary.
- ✓ North Yarmouth and the Yarmouth Water District, with assistance from a number of other public agencies, have been proactively working to protect surface and groundwater resources. The aquifers that serve as the current and future water supply for Yarmouth and North Yarmouth should receive a very high level of protection. Yarmouth, North Yarmouth and the Water District should work together in this endeavor using a number of mechanisms, including land acquisition, regulation, public education and one-on-one work with private landowners within or adjacent to critical aquifer protection areas.

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<sup>3</sup> See “*Best Management Practices for Ground Water Supplies: A Guide for Public Water Suppliers and Municipal Officials*”, Maine State Drinking Water Program. Also, see list of “*Potential Sources of Contamination, Current or Past*”, Maine Drinking Water Program in Appendix A.

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- ✓ Public sewers in Yarmouth should be extended into North Yarmouth's Village area to protect the public water supplies for both towns.
- ✓ The Town's land use regulations contain a number of provisions designed to protect water resources. These regulations should be reviewed in depth and amended to assure more complete protection of existing and future public water supplies.



## CHAPTER 5. NATURAL RESOURCES

Most of North Yarmouth is comprised of forests, interspersed with overgrown fields, agricultural land and wetlands and other water bodies. The extensive forests, open lands, and water bodies provide excellent fish and wildlife habitat. Topography, soils, land cover, wildlife and fisheries are all natural resources important to consider in planning for the future. Some natural resources, such as steep slopes, floodplains and wetland soils function as constraints to development. Other natural resources, such as those that serve as critical wildlife habitats, can be negatively impacted by development. Water Resources are discussed in Chapter 4, and Marine Resources are discussed in Chapter 6.

### *Land Cover*

Land cover analysis provides an overview of the town's natural resources. Approximately 66% of the Town is forested. Healthy forests are important as plant and wildlife habitat, for maintenance of air and water quality, for landscape aesthetics and as places for homes, recreation, firewood and other forest products. According to the land cover analysis (based on aerial photo interpretation) wetlands, streams, rivers and ponds occupy 9% of the town. Field verification on the ground would reveal additional water bodies, such as small, forested wetlands. Water resources are important to wildlife and have many other values as described in the Chapter 4. Approximately 13% of the town is agricultural land. Often, agricultural land is associated with prime agricultural soils well suited to growing crops and for uses as pasture. Land cover is displayed on the Land Cover Map in Appendix C of this document.

<b>Table 5-1. North Yarmouth Land Cover</b>			
<b>Land Cover Type</b>	<b>Acres</b>	<b>Percent of Total</b>	
<b>Forested</b>	9,040		66%
<b>Hardwood</b>		11%	
<b>Softwood</b>		20%	
<b>Mixed Wood</b>		28%	
<b>Shrub Vegetation</b>		4%	
<b>Old Field Reverting to Forest</b>		3%	
<b>Wetland/Water</b>	1,204		9%
<b>Lake or Pond, River</b>		<1%	
<b>Emergent Vegetation</b>		1%	
<b>Forested</b>		4%	
<b>Shrub Vegetation</b>		3%	
<b>Agricultural</b>	1,826		13%
<b>Mowed Field</b>		13%	
<b>Tree Plantation</b>		<1%	
<b>Urban</b>	1,627	12%	12%
<b>Total</b>	<b>13,700</b>	<b>100%</b>	<b>100%</b>
<b>Source:</b> Land Cover Analysis by Bob Houston, March 2001			

### *Topography, Slope and Soils*

The Royal River watershed is located in the Coastal Lowland Region that is characterized by rolling hills. Stratified metamorphic rocks, which are rocks that have been altered from their previous condition by

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heat and pressure, are found along the coast. Soils have been deposited by glacial melt water, called glacial outwash, and ice-contact stratified drift which includes kames, terraces, eskers, and deltas, are found in the areas where the relief is low. Marine silts and clays commonly cover the coast.<sup>4</sup> Elevations in North Yarmouth range from 80 feet above sea level in areas of the Royal River where it flows into Yarmouth to as high as 400 feet above sea level at a location near where the Gray, New Gloucester and North Yarmouth town lines meet.

The slope of the land and soils influence the economic and physical feasibility of land development, both in terms of the actual placement of buildings and roads and the functioning of septic systems and other site improvements. Land slope and soils are very localized conditions that can change significantly in a short distance. The majority of land in the town can be categorized as having fairly level to gentle slopes. These areas coincide with the lowlands associated with streams and brooks. The most flat and gentle slopes predominate throughout the entire eastern portion of the town. Flat, gently sloping and moderately sloping areas are usually well suited for development. However, flat lands are sometimes difficult to drain, and are often wetlands, floodplains or other areas of marginal soils with development constraints.

Slopes greater than 15% are of concern for development suitability. There are small areas of moderately steep, to steep slopes on the banks of streams and the Royal River and along the uplands associated with Walnut Hill and Wescustogo Hill. Development becomes increasingly problematic as the slope gradient increases. Roads on steep slopes are more costly to construct and maintain, and can be more dangerous to travel on, particularly for emergency vehicles and school buses during winter. Steep slopes may make buildings and subsurface disposal systems more expensive to construct and maintain. The Maine Subsurface Wastewater Disposal Law prohibits new subsurface waste disposal systems on slopes greater than 20%. Additionally, steep areas are usually more susceptible to erosion problems. Despite difficulties and environmental risks development on steeper slopes is often technically feasible but more costly.

Some soils conditions can present constraints to development, such as soil depth to bedrock, erosion potential, soil wetness and flooding potential. Often these areas can be modified for development through filling, excavating and blasting. However, this work requires additional expense and can increase future maintenance costs. The U.S. Natural Resources Conservation Service<sup>5</sup> has developed a rating system that identifies soils potentials for low-density urban development. The system takes into consideration the soils potential use for septic tank absorption fields, dwellings with basements and local roads and streets. The costs associated with development, both initial and long-term, are also factored into the rating system. This information is displayed on the Potential for Low Density Development Map. The topography of the Town is displayed on 7.5 minute U.S. Geologic Survey Topographic Maps.

## *Wildlife and Fisheries Habitats*

The rural nature of North Yarmouth provides extensive natural habitat for a variety of plants and animals. Sprawl and development threaten these natural habitats through direct loss of natural areas to development and through fragmentation of existing large areas of habitat. Fragmentation of habitats by roads, buildings and other development isolates some plants and animals limiting their ability to travel, feed or reproduce. Fragmentation also creates an edge effect where disturbed areas between developed and natural areas are more easily colonized by non-native species. As development and fragmentation continues, more rare species may be pushed to the brink of extinction.

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<sup>4</sup> *Royal River Watershed: A Water Quality Management Plan*; Cumberland County Soil and Water Conservation District, March 1996.

<sup>5</sup> *Soil Survey Data for Growth Management, Cumberland County, Maine*; USDA Natural Resources Conservation Service; March 2000.

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Considerable identification and analysis of wildlife habitats has been done through the Beginning with Habitat Program<sup>6</sup>. Beginning with Habitat is a habitat-based landscape approach to assessing wildlife and plant conservation needs and opportunities. The goal of the program is to maintain sufficient habitat to support all native plant and animal species currently breeding in Maine by providing information depicting and describing various habitats of statewide and national significance. The program is designed to utilize information on three different systems to assist communities in building a system of interconnected and conserved lands. The three systems are:

- Wetlands and Riparian Habitats
- High Value Plant and Animal Habitats
- Large Habitat Blocks

A discussion of each of these follows. These habitats are displayed on the Beginning with Habitat Maps available at the Town Office or through the North Yarmouth Conservation Commission.

## *Wetland and Riparian Habitats*

Wetlands are highly productive areas that provide important habitat for many types of wildlife, including waterfowl and wading birds, frogs, turtles, snakes, fish and shellfish. Development in and adjacent to wetlands degrades their value to wildlife and can be particularly threatening to wildlife species that move between small wetlands to meet their habitat needs. Riparian habitats are the transitional zones between open water and wetland habitats and dry or upland habitats. Riparian habitats include the banks and shores of streams, rivers, ponds and the upland edges of wetlands.

As displayed on the Beginning with Habitat Map, mapped riparian habitats include 250-foot riparian areas adjacent to the Royal River, Chandler Brook, Knight's Pond and wetlands larger than 10 acres in size. Mapped 75-foot riparian areas are shown adjacent to streams. Nearly all of the mapped wetlands are associated with the Royal River, Chandler Brook and their tributaries.

The Beginning with Habitat Program recommends conservation of wetlands and land around lakes, ponds, rivers and streams since up to 80% of terrestrial vertebrate animals use these areas for part of their life cycle. Protection of riparian areas is recommended as the "backbone" of managing for wildlife habitat. Existing shoreland zoning regulations controls land uses and placement of structures within shoreland zones and helps minimize the impacts to riparian areas and adjacent water bodies. However, shoreland zoning does not currently include areas along small streams (upstream from the confluence of two perennial streams), many forested wetlands, vernal pools and wetlands less than 10 acres in size. Additionally, shoreland zoning often allows development to proceed, which may not necessarily be a good for wildlife.

## *High Value Plant and Animal Habitats*

High value plant and animal habitats include rare plant locations, rare or exemplary natural communities, essential habitats (designated for some endangered animals), significant wildlife habitat (for deer, waterfowl and wading birds, heron rookeries, nesting seabirds and shorebirds), and rare animal locations (for endangered species and species of special concern). High value habitat for U.S. Fish and Wildlife Service (USFWS) Priority Trust Species are also included.

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<sup>6</sup> *Beginning with Habitat* (Notebook and Maps); Maine Inland Fisheries and Wildlife, Maine Natural Areas Program, Maine Audubon, Maine State Planning Office, U. S. Fish and Wildlife, Maine Cooperative Fish and Wildlife Unit, Southern Maine Regional Planning, Nature Conservancy and Wells National Estuarine Research Preserve; January 2003.

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**Rare Animal Locations** - These areas are the locations of habitat and sightings of rare animal species. Further field verifications are required to determine the current status of the species at these sites. One of the rare animal locations is wood turtle habitat located along the Royal River near the Gray town line. The two other locations are habitats for the New England cottontail rabbit. One of these is located just southwest of Route 115 adjacent to a wetland and the other is located on the west side of Sligo Road near the Yarmouth town line. Shoreland zoning may provide some protection for those habitats adjacent to zoned water bodies. However, further investigation of these sites and any additional sites should be done to determine the extent of the habitat and level of protection that is needed.

**Deer Wintering Areas** - Ten deer wintering areas (DWA) have been identified. A deer wintering area is defined as a forested area used by deer when snow depth in the open/hardwoods exceeds 12 inches, deer-sinking depth in the open/hardwoods exceeds 8 inches, and mean daily temperatures are below 32 degrees. Non-forested wetlands, non-stocked clearcuts, hardwood types and stands predominated by Eastern larch are included within the DWA only if less than 10 acres in size. Over-harvesting of the forested cover as part of a logging operation or for building is the primary threat to deeryards. Protection of deer wintering areas is minimal because the State has not adopted this mapping for regulation by the Natural Resources Protection Act.

**U.S. Fish and Wildlife (USFWS) Priority Trust Species** - A number of high value habitats for USFWS Priority Trust Species (>5 acres) have been identified. These include non-forested freshwater wetlands, lakes and rivers; grass, shrub and bare ground areas; and forests, including forested wetlands. These areas have been identified as high value habitats for 64 species of fish and wildlife occurring in the Gulf of Maine. The 64 species included were chosen because they meet one or more of the following criteria:

- Federally endangered, threatened and candidate species,
- Migratory birds, anadromous and estuarine fish that are significantly declining nationwide, or
- Migratory birds, anadromous and estuarine fish that have been identified as threatened or endangered by 2 or more of the 3 states in the Gulf of Maine watershed (Maine, part of New Hampshire, and part of Massachusetts).

The important habitat for these 64 species is shown in 3 basic habitat types: forested, grassland, and wetland. To reduce the complexity of the mapping, only the best quality (top 25%) of each habitat type is shown and areas less than 5 acres are not shown.

## *Large Habitat Blocks*

These areas provide habitat for certain plants and animals not included in the Riparian or High Value Habitat categories. These blocks are especially important to species that require large blocks of habitat, but they are also likely to serve a wider diversity of species than smaller blocks. Conservation of large blocks can also provide benefits to other uses, such as preservation of farm and forestland, open space, recreational land, aquifer protection and scenic amenities. Beginning with Habitat recommends that towns strive to maintain at least several 250-500 acre blocks of undeveloped land and, where they still exist, at least some 500-1000+ acre blocks of habitat. Towns should work together to preserve these habitat blocks, and particularly those blocks of 5,000 – 10,000 acres. Only in such blocks will many species find the home ranges that they need to breed, travel and protect them selves.

The largest undeveloped habitat block associated with North Yarmouth is 2,098 acres, of which a large portion is located in Cumberland. This area is north west of the village and includes Knight's Pond, Bruce Hill and a portion of Walnut Hill. North Yarmouth shares two large habitat blocks (1,000+ acres) with the Town of Gray. Another 1,000+-acre habitat block that extends along the Royal River is shared with

# NATURAL RESOURCES

Yarmouth. A number of other smaller habitat blocks are associated with the Royal River, Chandler's Brook, Pratts Brook and other water bodies.

## *Fisheries*

The Maine Department of Inland Fisheries and Wildlife (MIFW) manages both the Royal River and Chandler Brook as cold-water fisheries. These water bodies are stocked several times a year at a number of locations with brown trout and brook trout. Additionally, some wild brook trout are reproducing at the upper reaches of the Royal River. A representative of MIFW noted that during the summer water temperatures sometimes rise higher than what is desirable for cold-water fisheries. Land use activities, and particularly those that remove trees and vegetation from riparian areas of brooks, streams and rivers, can affect water temperature. Maintenance of vegetative buffers, particularly those that provide shade and otherwise protecting water quality are important to these fisheries. Shoreland zoning can provide considerable protection for fisheries if it extends along the entire length of the town's water bodies.

## *Habitat Protection*

The Beginning with Habitat Program suggests maintaining a rich compliment of plant and wildlife habitat by interweaving important wetland and riparian areas, high value habitats and large habitat blocks to identify those areas most critical to protect or conserve. Mechanisms to protect wildlife habitat can include both regulatory and non-regulatory approaches. MDIFW recommends focusing on enhancing shoreland zoning to protect riparian habitats around water bodies and addressing conservation of existing rural areas beginning with large blocks of agricultural and forested habitat that include high value plant and animal habitats. The large blocks usually have higher diversity than smaller areas and are important to certain wildlife species that require large unfragmented habitat.

## *Regional Coordination*

Regional coordination is important for the effective management of wildlife and fisheries habitats. The following is a list of areas where regional coordination may be needed:

- Waterbodies and Riparian Areas – Gray, Pownal, New Gloucester, Yarmouth and Cumberland (Shoreland Zoning should be consistent in adjacent areas)
- Cottontail Habitat – Yarmouth (sharing of habitat information and management)
- Large Habitat blocks – Yarmouth, Cumberland, Gray and Pownal

The Town should also be aware of the **Casco Bay Estuary Project (CBEP)**. The CBEP is a cooperative effort to protect the health and integrity of the Casco Bay watershed. In 1990 the Casco Bay was designated as “estuary of national significance” and included in the U.S. Environmental Protection Agency's National Estuary Program designed to protect nationally significant estuaries threatened by pollution, development or overuse. The Casco Bay Plan was developed over a period of six years. CBEP is actively working to implement the Plan, which addresses concern for several core issues, including storm water, clam flats, swimming areas, habitat protection, toxic pollution and overall watershed stewardship.

# NATURAL RESOURCES

## *Public Opinion*

### **Public Opinion Survey**

- Without exception, a majority of the respondents indicated it was either “very important” or “somewhat important” to preserve or protect open space and natural resources.
- Those open space uses and natural resources deemed most important were ground and surface water resources (89% indicated “very important”), wildlife habitat (75% “very important”), farms/fields and forestland (74% “very important”), and open space/undeveloped areas (69% “very important”).
- Without exception, a majority of respondents indicated support for all of the approaches presented for preserving open space and natural resources.
- There was strong support for the following: zoning regulations to preserve the most important natural resources (63% “strongly support” and 20% “somewhat support”); private efforts, such as North Yarmouth Land Trust (63% strongly support” and 22% “somewhat support”); greater use of tax relief programs (56% “strongly support” and 27% somewhat support”); and zoning regulations to preserve large tracts of open space (52% strongly support”, and 24% “somewhat support”).
- Other protection approaches, including Town purchase of land through bonds or other local funds, State purchase, and Town cost sharing in State purchase, also received considerable support.

### **Visioning Sessions**

- Loss of open space and community character was ranked second only to population growth as a most pressing issue
- Participants identified number of natural resources as special places, including the Royal River and Chandler Brook corridors, Gillespie’s fields, streams and ponds, and wooded areas and open fields.

## *Conclusions*

- ✓ Land cover, soils and slopes are important considerations for the designation of growth and rural areas, and for managing future development. While development may be technologically feasible in areas with development constraints, it is more costly and may be more difficult to maintain and manage. Large areas with very wet poorly drained soils or with slopes greater than 20% present the greatest constraints to development.
- ✓ Sprawl and development threaten wildlife habitat through direct loss of natural areas to development and through fragmentation of existing large areas of habitat. The Beginning with Habitat Program has identified and characterized important wildlife habitat and makes a number of recommendations for protecting and managing these areas. Important wildlife habitats include: wetlands and riparian areas, several rare animal locations, deer wintering areas, large unfragmented blocks of habitat and other high value habitats for priority wildlife species. An integrated approach to planning for natural habitats that utilizes regulatory and non-regulatory approaches is recommended. Shoreland zoning and rural area zoning can be primary tools for protecting and conserving these areas.
- ✓ Regional coordination will be critical in protecting and conserving important natural habitats because habitats extend across town boundaries.

## CHAPTER 6. MARINE RESOURCES

The Town of North Yarmouth does not have any marine resources per se, however it does have rights to have access to and take advantage of marine resources in the Town of Yarmouth. In the Private and Special Laws of 1849, Chapter 264, “An Act to Incorporate the Town of Yarmouth” section 5 specifies that “the inhabitants of said towns shall continue to hold and enjoy in common all the rights and privileges hitherto belonging to the inhabitants of North Yarmouth, in any and all public landings, cemeteries, gravel pits, muscle beds, flats, and fisheries of every kind, within the limits of said towns.” The phrase “said towns” refers to Yarmouth and North Yarmouth, Maine.

Yarmouth participates in the management of the shellfish flats in Yarmouth through membership on the Shellfish Conservation Commission. The Commission is a 10-member board appointed by the Selectmen of each town. North Yarmouth has 5 representatives on the Commission. The Commission’s primary responsibility is to manage the clam-flats for commercial production and recreational use, which includes issuing permits for harvesting.

Currently the Commission has issued 8 commercial licenses, 243 resident recreational licenses and 25 non-resident licenses. In addition, 75 senior licenses were issued at no charge. Also, 3-day licenses are available at no charge.

According to the Shellfish Commission, Yarmouth’s clam-flats are in good condition and clams are plentiful in most areas. Green crabs, overboard discharges (septic waste), poachers, lawn chemicals and shore front removal of brush, tress and groundcover are the primary threats to the resource. The Commission’s management plan and local regulations are used to manage and protect the clam-flats.

## CHAPTER 7. HISTORIC AND ARCHAEOLOGICAL RESOURCES

Historic and archaeological resources contribute significantly to the character of the community and provide a context for future growth and change. North Yarmouth is fortunate to have an active Historical Society who has documented the Town's history, identified important resources, and educated residents about the Town's history. This section begins with a very brief history of the Town, and then inventories and examines available information on historic and archaeological resources.

### *A Brief History of the Town*<sup>7</sup>

North Yarmouth was chartered in 1680; the "North" in the name was intended to differentiate it from the Town of Yarmouth on Cape Cod. As originally constituted, "Ancient North Yarmouth" was huge, including part or all of the present towns of Brunswick, Georgetown, Harpswell, Pownal, Freeport, Cumberland, Yarmouth and North Yarmouth. The land of the present township was first settled about 1750 as settlers moved inland from the shore seeking timber and farmland. When Yarmouth was set off as a separate town in 1849, North Yarmouth reached its present size and lost its physical connection with the coast, though North Yarmouth's citizens still "hold and enjoy in common" with the people of Yarmouth all rights and privileges in all of Yarmouth's public landings, mussel beds, flats and fisheries. By the middle of the nineteenth century, North Yarmouth was a quiet farming community of about 1,100 souls, and would not exceed this size for a hundred years.

The community's economy was based on agriculture: North Yarmouth produced lumber, hay, potatoes, poultry, dairy products, corn, and blueberries. The Town supported several extractive industries. Lumber mills were in operation on Chandler's Brook and near Mill Road, and granite was quarried from the Town's southeast corner. In winter, the rivers and ponds provided a harvest of ice. The cottage industries necessary to a small town also thrived, including carriage makers and wheelwrights, taverns and general stores. At the turn of the century, the Wescustogo Hotel and Spring, located atop Wescustogo Hill, was a well known tourist attraction.

During this period, North Yarmouth was a decentralized group of villages; though the Town's political life centered on the Town House near Dunn's Corner, there was no dominant geographical center of economic or social life. Instead small communities developed at Walnut Hill, "Pumpkin City" (near the Congregational Church), and Dunn's Corner and Crockett's Corner. The Town was a close and familiar social unit – it was not unusual for people to grow up, live, work and die here – but the town did not grow. Between 1850 and 1930 the population actually fell from 1121 to 569; few new houses were built, and old ones were abandoned or not rebuilt when destroyed by fire. The loss of population was paralleled by a decline in economic activity. Farming gradually fell off, the general stores closed; by 1934 the Town no longer had a post office within its borders. Though roads improved, in another sense the Town became increasingly isolated as public transportation by railroad and bus were discontinued.

The years between 1960 and 2000 brought significant change to North Yarmouth. As the City of Portland has grown, land in surrounding communities has become more valuable as home sites for commuters, thereby increasing the overall population in rural areas like North Yarmouth.

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<sup>7</sup> Excerpts from the North Yarmouth Comprehensive Plan, 1991



# HISTORIC AND ARCHAEOLOGICAL RESOURCES

North Yarmouth enters the 21<sup>st</sup> century with a substantial legacy from its past. Of the houses appearing on a map of the town printed in 1871, more than 135 are still standing. While there is a concentration of these historic buildings in the Walnut Hill area, most are evenly scattered throughout town, contributing to a feeling of age and stability. Stonewalls run along the roads and deep into the forest that has overtaken prior centuries' fields, the old granite quarry and the site of the Wescustogo Hotel.

## *North Yarmouth Historic Society*

The North Yarmouth Historical Society was formed in 1976, specifically in reaction to the potential razing of the Old Town House, but overall as a response to residents' desire to recognize, preserve and protect the town's historical artifacts and its written and oral history.

The Society is an all-volunteer, tax-exempt, non-profit organization that relies on grants, donations, and dues for funding. It is responsible for the Town Records, housing the very oldest ones--dating to 1680--in a fireproof vault located at the former Town Office (now named Walnut Hill Station). The Society's collections include old family records, diaries, and records of town organizations, maps, and other ephemera. NYHS offers a yearly calendar of activities and programs. A small core of volunteers conducts research on the town's older homes, families and businesses mostly town residents, adding to extensive research files in place since the 1980s.

The Society has published several items of note: *North Yarmouth 1680 – 1980: An Illustrated History* (2<sup>nd</sup> edition, 1991), *Walnut Hill: Crossroads Village: A Self Guided Walking Tour* (1999 brochure), and *From Corner to Depot: A History of East North Yarmouth* (2000). *The North Yarmouth Gazette*, the Society's newsletter, is now published three times a year and features new research on the Town's history and interviews with older residents.

During the 1980s the Historical Society conducted extensive research on old homes, and as a result 30+ houses now display historic markers.

## *Locally Significant Structures*

Two of the Town's public buildings are of local historic significance: the North Yarmouth Congregational Church, constructed in 1839, and the Old Town House, constructed in 1853. The church was used for Town Meetings for a period of time after the Town of Yarmouth was set off from North Yarmouth in 1849, and prior to construction of the Old Town House in 1853. The church is still in regular use. In 1976, the Old Town House was conveyed to the North Yarmouth Historical Society. Since then the Society has restored the structure to its appearance shortly after the turn of the century, when it was still the center of town affairs.

Additional local sites of historic significance include:

- The Town's three public cemeteries: Walnut Hill (Route 115); Pine Grove (Route 9); and Bowie (off Milliken Road). All are maintained and supervised by the Cemetery Commission. The oldest, Walnut Hill was opened in 1804. The cemeteries contain many typical, but no remarkable, examples of the 19<sup>th</sup> century stonemason's art. There are no known private cemeteries in town.
- The Walnut Hill General Store (c. 1853), presently Stone's Grove, at the intersection of Routes 9 and 15. There has been a store here since before 1841.
- Three of the oldest buildings in the Village Center, all now private homes: The Jeremiah Buxton Tavern ("Red House", 1781); the William Buxton Tavern (1797); the Hicks House (probably Drinkwater Tavern, before 1800).

# HISTORIC AND ARCHAEOLOGICAL RESOURCES

- The Wescustogo Spring, and the site of the Wescustogo Hotel, atop Wescustogo Hill. The hotel was an attraction for summer visitors at the turn of the century, but was dismantled in 1912. The spring is marked by a granite basin nearly four feet across, but is difficult to find, as the hilltop is now heavily forested.
- Skyline Farm (95 The Lane). This is a historic farm, including outbuildings, fields and forest, that is owned and managed by the nonprofit Skyline Farm, an organization formed to purchase and manage the farm, and to transform Skyline into a community resource as a living carriage museum with an antique carriage and sleigh collection, while also preserving the farm's open space and historic buildings for recreational and educational use. This is one of the few original, intact farms in North Yarmouth's village. Fifty-four acres are fields and woods; 35 ½ acres are fields, and 18 ½ acres are mixed woodland.
- The North Yarmouth Historical Society's records vault at Walnut Hill Station. As the surviving portion of "Ancient North Yarmouth," the Town is the repository for maps, tax records, vital statistics and similar data, beginning with the Proprietors' records of the early 18<sup>th</sup> century. These records are stored in a fireproof, temperature and humidity-controlled vault under the supervision of the North Yarmouth Historical Society.

## *Old House Survey and Historic Marker Program*

Using the 1871 map as a base, the Historical Society completed a survey of old houses. All of the old houses standing today, some 135, have been photographed and recorded, and many have been researched in detail. The cellar holes of those that have since disappeared or been rebuilt have also been noted.

In 1989 the Historical Society began a marker program to recognize early local houses, which have not been significantly altered architecturally. The Society has designated 24 buildings to date, 15 of which are in the Walnut Hill district. The Society's Old House Survey identified over 30 structures within the community that have historic significance. Three of these are old schoolhouses that were converted to homes.

## *Maine Historic Preservation Commission Data*

Three types of historic and archaeological resources need to be considered:

- Prehistoric Archaeological (Native American, before European arrival)
- Historic Archaeological (mostly European-American after written historic records)
- Historic Buildings/Structures/Objects (buildings and other above ground structures and objects)

Archaeological resources are those found underground, and are locations where there has been prior existence of human beings including structures, artifacts, terrain features, graphics or remains of plants and animals associated with human habitation. Prehistoric archaeological resources are those associated with Native Americans and generally date prior to 1600s. Historic archaeological resources are those associated with the earliest European settlers.

**Prehistoric Archaeological Sites** - According to the Maine Historic Preservation Commission (MHPC), no professional archaeological surveys have been done except for those conducted as a part of the Maritimes and Northeast Gas pipeline project and for two subdivisions. Those surveys identified only one site, known as #13.49, which is along the banks of the Royal River. According to the MHPC, most prehistoric archaeological resources, and in particular habitation/workshop sites, are located adjacent to canoe-navigable water bodies. For this reason MHPC has identified floodplain areas, bluffs and other shoreland areas of the Royal River, Chandler Brook, and the East Branch as sensitive archaeological

# HISTORIC AND ARCHAEOLOGICAL RESOURCES

areas. Another potentially important area of sandy soils was identified just southeast of Crockett's Corner. MHPC recommends that professional archaeological surveys be conducted in these areas.

**Historic Archaeological Sites** - MHPC indicates that no professional survey for historic archaeological sites has been conducted except the one for the Maritimes and Northeast Gas pipeline project in 1997. MHPC suggests that future fieldwork should focus on sites relating to the earliest European settlement of the Town, beginning in the mid-17<sup>th</sup> century. MHPC has identified the following six sites for further investigation:

- ME 317-001 – Fort Royal, English Fort
- ME 317-002 – Royal River Brick Company, American Brickyard
- ME 317-003 – Royal River Brick Company #2, American Brickyard
- ME 317-004 – Silas Skillin, American Farmstead
- ME 317-005 – Ammi Loring, American Farmstead
- ME 317-006 – Henry Road Homestead, American Farmstead

**Historic Buildings/Structures/Objects** - MHPC does not have any historic buildings, structures or objects listed at this time, including any that might be eligible for nomination on the National Register of Historic Places.

## *Protection for Historic and Archaeological Resources*

Nearly all of the historic buildings in North Yarmouth are now private homes. More than 135 of the houses on the Town's 1871 map are still standing, but there are no regulations governing changes in their structure or appearance. The historic buildings are not concentrated in an identifiable "historic district"; even in the Village Center the old buildings have been sufficiently inter-built with newer architectural forms that the areas does not qualify for protection under federal or state law.

The primary threat to most of these buildings is the desire of their owners, present and future, to alter them in ways that destroy their architectural integrity. The buildings' survival in their present form is likely to depend largely upon the willingness of the individual owners to conserve the historic heritage of which their homes are an irreplaceable part.

The recognized standard for what makes a historic or archaeological resource worthy of preservation is normally eligibility for, or listing on the National Register of Historic Places. The National Register, administered by the National Park Service, U.S. Department of Interior, is a listing of those buildings, districts, structures, objects and sites deemed worthy of preservation for their historic, cultural or archaeological significance. Because the National Register is intended to accommodate buildings and sites of national, state and local significance, it can include local values. One benefit of National Register listing is that certain buildings may qualify for a 20% investment tax credit. To qualify the building must be income producing, depreciable and a "certified" historic structure. Structures on the National Register also receive a limited amount of protection from alterations or demolition where federally funding is utilized.

Existing regulatory protection for historic and archaeological resources is primarily provided through the State subdivision and shoreland zoning statutes. Maine's subdivision statute requires review of the impact on "historic sites", which includes both National Register and eligible buildings and archaeological sites. The State shoreland zoning statute includes, as one of its purposes, "to protect archaeological and historic resources". North Yarmouth's shoreland zoning provisions that require building setbacks of 250 feet from the Royal River and the lower portion of Chandler Brook provide additional protection for archaeological

# HISTORIC AND ARCHAEOLOGICAL RESOURCES

resources in these areas. The Town's Zoning Ordinance also includes the following language in the design standards for the Village Center District: "to develop the Village Center District as a place that enhances community values, history, sense of uniqueness of the North Yarmouth woods", but provides no further guidance on how that goal is to be applied.

## *Regional Considerations*

The Town of North Yarmouth is the repository for the records of Ancient North Yarmouth. Ancient North Yarmouth included part or all of the present towns of Brunswick, Georgetown, Harpswell, Pownal, Freeport, Cumberland, Yarmouth and North Yarmouth. The Yarmouth Historical Society is the primary caretaker of these valuable records.

## *Public Opinion*

**Public Opinion Survey** - 53% of respondents indicated protecting and preserving historic and archaeological resources was "very important"; 33% of respondents indicated protecting and preserving historic and archaeological resources was "somewhat important", and 6% of respondents indicated protecting and preserving historic and archaeological resources was "not important"

**Visioning Sessions** – Visioning session participants identified a number of historic resources as "Special Man Made Places", including: the historic village center, the Congregational Church, Skyline Farm, the Old Town House and Park, the Wescustogo Grange, cemeteries, and a number of historic homes.

## *Conclusions*

- ✓ Historic and archaeological resources are important to the people of North Yarmouth. As the Town continues to grow these resources will become increasingly difficult to preserve.
- ✓ The North Yarmouth Historical Society has documented the Town's history, identified important historic resources and works to educate the public about their values. The Society is an important player in the future preservation of historic and archaeological resources in North Yarmouth
- ✓ Additional research and fieldwork is needed to identify important prehistoric and historic archaeological resources. The Maine Historic Preservation Commission recommends that professional archaeological surveys be conducted in the Royal River Valley, along the banks of Chandler Brook and the East Branch, in an area of sandy soils southeast of Crockett's Corner, and in the areas of six sites relating to the earliest European settlements.
- ✓ There are some regulatory protections in place for historic and archaeological resources. The most significant gaps in protection are for these resources when they are not considered through shoreland zoning or subdivision reviews. The Town's land use regulations should be reviewed in detail to determine if additional provisions are needed.
- ✓ There is very little, if any regulatory protection for the architectural integrity of historic structures. The Historical Society has in place a marker program to encourage preservation of significant historic structures. A Historic Preservation Ordinance that governs architectural alterations to existing structures, and requires new construction to be compatible with the existing historic character is an option for protecting the historic character of the community.

## CHAPTER 8. OPEN SPACE, PASSIVE<sup>8</sup> RECREATION AND SCENIC AREAS

Open space, passive recreation areas and scenic resources are important for maintaining a healthy quality of life in the community. Open space contributes to the overall character of the community by providing undeveloped areas and a “rural feel”. Open space provides areas for passive recreation, such as access to water bodies for canoeing, swimming and fishing, and trails for walking, cross country skiing, hiking, snowmobiling, biking and horseback riding. Open space provides areas for wildlife and contributes to the scenic beauty of the area. Open space and passive recreational areas provide opportunities for physically active, healthy lifestyles and contribute to a positive sense of well being within the community. Scenic areas are often open spaces or important cultural landscapes unique to the community that provide a pleasant atmosphere and sense of place.

### *Open Space Inventory*

North Yarmouth consists of considerable open space – forests, agricultural areas, wetlands and other water bodies. As displayed in Table 8-1, approximately 88% of the town is considered open space, or undeveloped areas (areas without buildings, lawns, roads, driveways, sand and gravel pits, railroads, junkyards, etc.).

<b>Table 8-1. Open Space Inventory</b>		
Type	Acres	Percentage of Total Town Acreage
<b>Forested</b>	9,040 acres	66%
<b>Agricultural (mowed fields, tree plantations)</b>	1,826 acres	13%
<b>Wetlands and Water</b>	1,204 acres	9%
<b>Total</b>	<b>12,070 acres</b>	<b>88%</b>
<b>Source:</b> Land Cover Analysis by Bob Houston, March 2001		

The Land Cover Analysis found that about 1,627 acres, or 12% of the community was developed. Between 1990 and 2002, it is roughly estimated that 500 acres of open space have been developed (using 1 acre per new residence/subdivision lot and 25 acres of commercial land. This assumes that each house lot will consist of 1 acre of land for the house, lawn and driveway with the rest undeveloped open space).

Table 8-2 displays information on open space with some level of protection within the community. Most open space is in private ownership, and of the open space in public ownership only approximately 377 acres is considered permanently protected. Privately owned land enrolled in the Tree Growth and Farm and Open Space Programs is not permanently protected. The landowner can get out of these programs by paying a penalty that may be minimal as compared to the value of the land for development. The North

<sup>8</sup> Passive recreation means relatively undeveloped open space areas for walking, hiking, canoeing, nature observation, etc., as opposed to recreational facilities, such as tennis courts, playgrounds and ball fields. The reason for this distinction is the potential impacts on surrounding land uses. Active recreational facilities are covered under Chapter 11. Public Facilities and Services.

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

Yarmouth Water District owns approximately 325 acres, and while it is likely that most of this land will remain in open space, it is not assured so it is included in the “unofficial conservation land” category. Land owned by the town, such as the Town Forest, Wescustogo Park and Meeting House Park, while currently in open space, could be developed through a vote at town meeting. Active recreational land and other land owned by the town does not include open space as a primary purpose.

<b>Table 8-2. Open Space With Some Level Of Protection</b>		
<b>Category of Protection</b>	<b>Ownership and Description</b>	<b>Acres</b>
<b>Conservation Land (Permanently Protected)</b>	State Owned Pineland (approx. 130 acres) North Yarmouth Land Trust Conservation Easements U.S. Fish and Wildlife Conservation Easements Cemeteries	377
<b>Conservation Land (Not Permanently Protected)</b>	Privately-owned Land in Tree Growth and Farm and Open Space Property Tax Programs	113
<b>Unofficial Conservation Land (Not Permanently Protected)</b>	Yarmouth Water District Land Common Land in Developments Town Forest, Meeting House Park, Wescustogo Park, Veterans Park	620
<b>Active Recreational Land and Other Public Land (Not Permanently Protected)</b>	Town Owned Tax Acquired Property Town Office Area, Gravel pits (town), Fire Station and Public Works Memorial School, includes anticipated town purchase	171
<b>Total</b>		<b>1,281</b>
<b>Source:</b> Land Cover Analysis, Bob Houston, 2002/3		

During the past decade the Town has purchased land and easements to provide for the community’s open space and recreational needs, including access to the Royal River and the development of trail systems. The Planning Board, Recreation Commission, Future Land Committee, Conservation Commission and the North Yarmouth Land Trust have been key players in these efforts. As a result of their efforts the Town now owns seven parks and there are conservation easements on a number of parcels. In addition, many landowners continue to allow public access to their land for a variety of recreational pursuits. However, new home building in rural areas often coincides with an increase in the posting of land.

As a result of concern over the loss of open space, including open space accessible to the public the Conservation Commission developed a draft open space inventory that identified and mapped the following types of areas (*See Open Space Map in Appendix C*):

- State Department of Conservation land – Pineland
- Yarmouth Water District land
- Town-owned land, Town Forest, Parks, etc.
- Town of Cumberland land
- Agricultural land
- Important wildlife habitat
- Scenic views
- Existing and potential water access
- Existing and potential trails

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

- Power lines, gas pipelines, abandoned and existing railroads
- Land with conservation easements
- SAD 51 property
- Pedestrian rights-of way

There is a need to complete the inventory to include high value wetlands (e.g., vernal pools) and other natural and cultural resources, and then to develop an Open Space Plan that contains policies, priorities and mechanisms for the preserving and managing important open space and park areas. The Plan should also identify potential sources of funding, including the use of impact fees from development.

The following is a discussion of many of recreational and scenic resources, many of which should be considered in the development of the Open Space Plan. Other sections of this Plan, such as Water Resources, Natural Resources and Historic and Archaeological Resources will also be used in the development of Open Space Plan recommendations.

## *Public Access to Water Bodies*

There are two locations that provide public access to the Royal River. Wescustogo Park, donated to the Town in 1997, consists of 10 acres with Royal River frontage and a canoe launch. Meeting House Park, purchased in 1998, consists of 60 acres with Royal River frontage and a canoe launch. There is a conservation easement on another 10 acres adjacent to the park. A third location, located off Mill Road, is privately owned, but a traditional canoe launch site.

Public access to the Royal River in neighboring communities includes a canoe launch at Pineland in New Gloucester and a several locations in Yarmouth.

## *Recreational Trails*

There are a number of trail networks used informally by residents for cross country skiing, horseback riding, snowmobiling and running. The old railroad bed and the CMP power lines are included in this network. Also of significance is a trail originating in North Yarmouth that leads to Bradbury Mountain in Pownal.

Trail systems have been developed at several town-owned areas, including Wescustogo Park, Meeting House Park, Veterans Memorial Park and the Town Forest. The Recreation Committee has discussed the need for a trail and bridge to connect Wescustogo Hall and the Town Green with the Town Office, and then on to the Town Forest. This is just one of many potential interconnected trail systems. Power lines, the gas pipeline and abandoned railroad corridors provide other opportunities for the development on integrated trails systems. Considerations for the development of future trails should include interconnecting existing trails and publicly owned lands, location of trails relative to existing and potential built-up areas, connections with regional trail systems, and the development of trails systems as development proceeds (such as through the subdivision process). Three potential trail loops were identified at the Open Space Workshops, including a Central Loop, a Pinelands Trail, and a Royal River, Yarmouth Mountford Road Route. All three of these trails systems interconnect. Existing and potential trail systems are displayed on the Open Space Inventory Map.

## *The Pineland Unit*

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

The Pineland Unit is public reserve land owned by the State of Maine and managed by Bureau of Public Lands. The Unit, located on both sides of Route 231, consists of more than 600 acres of land in New Gloucester, Gray and North Yarmouth, and serves as a recreational resource for the region. Approximately 110 acres are located in North Yarmouth. Pineland is an undeveloped, pastoral landscape of fields and forest that provides open space and outdoor recreation, including hiking and skiing on a three-mile network of trails, canoeing and fishing on the Royal River, hunting, and wildlife watching. Pineland land is displayed on the Open Space Plan Map.

In addition, October Corporation/Libra Foundation (a portion of the former Pineland) owns 95 acres in North Yarmouth, that is undeveloped forest and pasture land.

## *Bradbury Mountain State Park*

Bradbury Mountain State Park, located along Route 9 in Pownal, is a short distance from North Yarmouth. The Park is 590 acres of forested land that has a picnic area and shelter, 41 campsites, a playground, ball field, and trails open for mountain biking, horseback riding, snowshoeing, snowmobiling and cross country skiing.

## *Scenic Areas*

North Yarmouth is blessed with some of the most scenic landscapes within the area. The following is a listing of some of scenic resources identified at the Visioning Sessions, and in the Open Space Inventory:

- Meeting House Park, Gillespie Fields – scenic rolling fields
- Wescustogo Park area
- Verrill's Farm/Route 231 adjacent to Wescustogo Park - unique vista of farm and forestland
- Skyline Farm – historic farmstead, fields and forest
- Town Forest
- View from Route 115 looking in a southwesterly direction
- View of the Royal River from the North Road
- View from Baston Road/Sweetzer Road
- The Lane/Sweetser Road - view of Bradbury Mountain and historic farms
- Scenic gateway along Route 115 near Yarmouth town line

Other scenic areas are displayed on the Open Space Plan Map.

The following are suggested criteria for determining the value of scenic resources:

- Accessibility - must be visible to the general public from a public way or other public location.
- Unique or rare feature, or spectacular example of common one
- Distance of view or view shed – relates to size of view. For example, a view of only a few feet is less important than a view of several miles

The Town might also want to consider identification of scenic corridors.

## *Outdoor Recreational Facilities*

There is public access to 7 town-owned properties for recreational activities. These include the Village Green, Sharp's Field, Veteran's Park, Public Works Woods, the Town Forest, Meeting House Park and Wescustogo Park. In addition, Skyline Farm provides public access to its trail system, and the Yarmouth



# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

Water District allows public access to its properties. The Town has also acquired public access to various back acreages as a result of clustered housing and other substantial “set-asides” in new subdivisions.

An inventory of recreational areas and facilities, and identified needs is displayed in the following table. In 1999, the Recreation Commission conducted a survey and held two public forums to determine the recreational interests of residents. Over 80% of respondents supported trail design as a top priority. Ball fields were also identified as a need.

The development of a Long-range Parks and Recreation Plan that addresses these needs as well as those of the growing population should be developed (*See Public Facilities and Services Chapter*). This plan should dovetail with open space planning.

<b>Table 8-3 Inventory of Outdoor Recreational Areas and Facilities</b>			
<b>Recreational Area/ Facility and Location</b>	<b>Ownership/ Acreage</b>	<b>Description</b>	<b>Identified Needs</b>
Town Office, Sharp’s Field/ Memorial Highway (Route 9)	Town of North Yarmouth (14.5 acres)	Open Space; ball fields - lacrosse field; picnic area	Ball field improvements; interconnected trails
Wescustogo Hall and the Village Green/New Gloucester Road (Route 231)	Town of North Yarmouth (2 acres)	Open Space; gazebo; community meeting place; site of Family Fun Day; soccer and lacrosse field	Make part of interconnected trail system. Trail & bridge to Town Office
Meeting House Park, Gillespie Fields/Memorial Highway (Route 9)	Town of North Yarmouth (58 acres)	Open space; canoe launch; public trail system; picnic area; granite benches; portable toilets; multipurpose field under construction	Parking lot to be improved/expanded; Part of Royal River Corridor; part of interconnected trail system
Wescustogo Park/New Gloucester Road (Route 231)	Town of North Yarmouth (10 acres)	Open space; canoe launch; trail system; picnic area	Part of Royal River Corridor; part of interconnected trail system
Town Forest/Memorial Highway (Route 9)	Town of North Yarmouth (68 acres)	Open space (forest); trail system	Make part of interconnected trail system
Veteran’s Memorial Park/Memorial Highway (Route 9)	Town of North Yarmouth (6 acres)	Forested open space; dedicated monument	Make part of interconnected trail system
Picnic Area donated by Richard Baston	Town of North Yarmouth (0.5 acres)	Undeveloped	Possible future picnic area, will need parking
Jewett’s Pond (Route 231)	Town of North Yarmouth	Ice Skating	None identified
North Yarmouth Memorial School/ Memorial Highway (Route 9)	MSAD 51 (25 acres)	Playground; ball field, (also, multipurpose room/gym)	None identified
Yarmouth Water District/Sweetser Road,	Yarmouth Water District	Open space available for passive recreation; protection	None identified

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Dexter Lane	(284 acres)	of water supply highest priority	
Continued on next page			

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

<b>Table 8-3 Inventory of Outdoor Recreational Areas and Facilities (Continued)</b>			
<b>Recreational Area/ Facility and Location</b>	<b>Ownership/ Acreage</b>	<b>Description</b>	<b>Identified Needs</b>
Skyline Farm/Sweetser Road	Skyline Farm - private, non-profit (60 acres)	Open space; historic farm museum; trail system	Make part of interconnected trail system
Royal River, Chandler Brook	N/A	Canoeing, swimming, fishing, ice skating	Develop Royal River Greenway, including Chandler Brook, and East Branch Chandler Brook
Power lines, gas pipeline and old railroad beds – (potential trails)	Central Maine Power, Maritimes and North East; Maine Central Railroad/Guilford	Hiking, Biking, Horseback Riding	Make part of interconnected trail system
Pineland Unit (public reserve land)/ Route 231 in New Gloucester	State of Maine/ total 600 acres in Gray, New Gloucester, North Yarmouth; 110 acres in North Yarmouth	Open space; 3 mile trail system; canoeing & fishing on Royal River; hunting; wildlife observation	NA
Pineland (Libra Foundation/October Corporation)/Route 231	October Corp (Pineland) 95 acres in North Yarmouth	Forest and pastureland	NA
Yarmouth Clam Flats	Public/Access available to North Yarmouth	Cam Flats	Requires ongoing management

## *Regulatory Protection for Open Space, Passive Recreation and Scenic Areas*

The Zoning Ordinance has been marginally successful in preserving open space within the community. Between 1986 and 2000, 60% of new residences were constructed in the Farm and Forest District and 36% of new residences were constructed in the Rural District. The ordinance does include provisions for clustered development and open space set-asides, which has allowed the preservation of relatively small areas of open space adjacent to subdivisions.

The subdivision regulations also contain provisions that allow the Planning Board to require public areas for recreation and open space to include consideration for trails, playgrounds and scenic amenities.

The site plan review provisions of the Zoning Ordinance (applicable to multiplexes, institutional, commercial and industrial uses) require that developments and signage be designed to be visually compatible with surrounding sites and structures. There are requirements for landscaping, buffers and lighting.

The Zoning Ordinance also includes a Skyline Preservation District that regulates tall structures, primarily cell towers. These structures may not be taller than 10 feet above the prevailing tree line or 35 feet in height. Tall structures must also be painted in sky-tones so that they are less visually obtrusive.

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

## *Grant Programs for Recreation*

There are a number of grant programs available through the Maine Bureau of Parks and Recreation, including the following:

- Maine Recreational Trails Program
- Land and Water Conservation Fund (community parks, recreation areas, athletic facilities)
- Boating Facilities Fund
- Snowmobile Trail Fund
- ATV Management Fund

## *Public Opinion*

### **Results of the Opinion Survey**

- 69% of respondents indicated open space/undeveloped areas are “very important” to preserve and protect; another 22% indicated they were “somewhat important” to preserve and protect.
- 74% of respondents indicated farmland/fields and forestland are “very important” to preserve and protect; another 19% indicated they were “somewhat important” to preserve and protect.
- 64% of respondents indicated scenic views are “very important” to preserve and protect; another 21% indicated they were “somewhat important” to preserve and protect.
- 49% of respondents indicated outdoor recreation areas are “very important” to preserve and protect; another 34% indicated they were “somewhat important” to preserve and protect.
- 59% of respondents indicated public access to open space is “very important” to preserve and protect; another 28% indicated they were “somewhat important” to preserve and protect.
- 60% of respondents indicated Royal River access is “very important” to preserve and protect; another 27% indicated they were “somewhat important” to preserve and protect.
- 54% of respondents indicated Royal River Corridor/Greenway is “very important” to preserve and protect; another 27% indicated they were “somewhat important” to preserve and protect.
- 47% of respondents indicated trail networks is “very important” to preserve and protect; another 32% indicated they were “somewhat important” to preserve and protect.
- 20% of respondents “strongly support” more public parks/recreation areas in the Village Center; 32% “somewhat support”; 17% are “neutral/no opinion”; and 16% “somewhat oppose” and 12% “strongly oppose”.
- 38% of respondents would like more recreational opportunities within the next ten years, but with little increase in taxes; 8% want this as a priority, regardless of taxes; and 39% indicated more recreational opportunities are not needed.
- 43% of respondents would like town purchase of important open space areas, but with little increase in taxes; 28% want this as a priority regardless of taxes; and 21% indicated town purchase of important open space areas was not needed.
- 33% of respondents “strongly support” town purchase through bonds or other local funds to protect open space and natural resources; 33% “somewhat support” this option; and 10% “somewhat oppose” and “13% “strongly oppose” this approach to protecting open space and natural resources.
- 63% of respondents “strongly support” private efforts, such as through the North Yarmouth Land Trust to protect open space and natural resources; and 22% “somewhat support” this option.
- 56% of respondents “strongly support” greater use of local tax relief programs, such as Farm and Open Space, and Tree Growth, to protect open space and natural resources; and 27% “somewhat support” this option.

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- 52% of respondents “strongly support” zoning regulations to preserve large tracts of open space, and 24% “somewhat support” this option.
- 63% of respondents “strongly support” zoning regulations to preserve the most important natural resources, and 20% “somewhat support” this option.
- 42% of respondents “strongly support” state purchase, through Land for Maine’s Future Program or other State Program to protect open space and natural resources; and 26% “somewhat support” this option.
- 28% of respondents “strongly support” town cost sharing in state purchase to protect open space and natural resources; and 31% “somewhat support” this option; and 11% “somewhat oppose” and 14% “strongly oppose” town cost sharing in state purchase to protect open space and natural resources.

**Results of Visioning Sessions** - Open Space, Scenic and Recreational Areas mentioned numerous times as “Special Places” included:

Royal River corridor	Congregational Church
Grover/Thornhurst fields	Village Center – old houses and taverns
Skyline Farm/the Lane Area	Wescustogo Grange Hall
Town Forest area –Toddy Brook	Toddy Brook Golf Course
Meeting House Park area, Gillespie Farm	Dunn’s Corner – historic houses
Wescustogo Park area, including Rte 231 views	Historic houses and buildings, in general
Wescustogo Hill	Areas for walking, trails, power lines, railroad beds
Chandler Brook	

A number of other areas/places were mentioned, but these are the ones that were mentioned most often.

**Results of Open Space Workshops** - Participants ranked the types of open space in order of importance (1 highest), as follows:

1. Existing and Future Ground Water Supplies
2. Important Wildlife Habitat - travel corridors, wetlands, large blocks of unfragmented habitat
3. Clean Surface Waters
4. Farmland and Forestland
5. Interconnected Trails Systems
6. Outdoor Recreational Areas – Parks
7. Historic and Archaeological Areas
8. Access to Water Bodies
9. Scenic Views/Scenic Highway Corridors

Some participants ranked interconnected trails and outdoor recreational areas lower because they felt the Town had made considerable progress in developing these types of facilities.

Other results of the Open Space Workshops are highlighted in the Open Space Plan.

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

## *Conclusions*

- ✓ Open space preservation and public access to parks, outdoor recreation and the Royal River are priorities. The Town has actively pursued the acquisition/development of parks and open space over the past several years. There are several groups who are major players in these efforts including the town officials, the Conservation Commission, the Recreation Commission, the Future Land Committee, and the North Yarmouth Land Trust. The Town has also benefited from several generous donations of land.
- ✓ The Conservation Commission has completed an open space inventory. There is a need to complete the inventory to include high value wetlands (e.g., vernal pools) and other natural and cultural resources, and then to develop an Open Space Plan that contains policies, priorities and mechanisms for the preserving and managing important open space and park areas. The Plan should also identify potential sources of funding, including the use of impact fees from development.
- ✓ The greatest threat to open space is residential sprawl. The Town's land use regulations must be modified to more effectively address the loss of open space.
- ✓ Approximately 377 acres in North Yarmouth is permanently protected. There is another 620 acres of land that is currently in open space, but that is not permanently protected. This includes common land in developments, land owned by the North Yarmouth Water District, and parks and forestland owned by the Town. The Town should establish goal for the permanent preservation.
- ✓ There is considerable interest in the development of interconnected trail systems, including a trail system along the Royal River. Considerations for the development of future trails should include interconnecting existing trails and publicly owned lands, location of trails relative to existing and potential built-up areas, connections with regional trail systems, and the development of trails systems as development proceeds (such as through the subdivision process).
- ✓ The scenic rural character of the town is highly valued. A number of scenic areas have been identified, but further work is needed to identify additional important areas and to preserve the most important scenic resources.
- ✓ The majority of organized recreational programs and facilities are provided to North Yarmouth citizens are through an arrangement with the Town of Cumberland and SAD 51. (*See Chapter 11. Public Facilities and Services*)

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

<b>Table 8-4. Levels of Environmental Protection for Conservation and Public Lands</b>	
<p>Conservation Lands: Land that is protected from development to some degree by an organization or agency whose primary mission includes protection of land and where the predominate feature and purpose of the land is open space/conservation/wildlife habitat. Realizing that there are many different definitions of conservation lands and many different levels of protection, the table below classifies these lands.</p>	
Description	Examples
<p><b>Conservation Land (permanent):</b> Land protected from development through permanent conservation easements, restrictions, or outright ownership by an organization or agency whose primary mission includes protecting land. Protection is in perpetuity. May include lands designated for limited recreation. May allow some development.</p>	<p>Permanent conservation easements, restrictions and/or ownership by land trusts, federal (NPS, FWS, etc) or state (IFW, BPL, etc.) conservation agencies. Generally includes parks such as Acadia, Bradbury Mountain and Popham Beach where recreation may be the primary purpose but open space/conservation/wildlife habitat is secondary purpose.</p>
<p><b>Conservation Land (not permanent):</b> Land protected from development through term conservation easements, restrictions, or enrollment in one of the states current use programs (tree growth, farmland, open space). Protection agency/organization's primary mission is protecting land. Protection is less than in perpetuity; conservation status may change when land is transferred or taken out of current use.</p>	<p>Less-than-permanent conservation easements/restrictions/ownership by/to land trusts, towns, or state conservation agencies.</p>
<p><b>Unofficial Conservation Land:</b> Owned by an agency or organization whose primary mission is not protecting land but whose intent is to keep &gt;50% of the land in passive/undeveloped recreation (hiking/skiing trails, etc), municipal water supply, and/or environmental educational purposes. Generally municipal or quasi-municipal lands basically in a natural state with primary or secondary purpose of open space/conservation/wildlife habitat. May include cemeteries and parcels with deed restrictions.</p>	<p>Example: undeveloped river access owned by town; developed river access (boat ramp &amp; parking lot) but with &gt;50% of land undeveloped for other than active recreational purposes. Town land managed by Conservation Commissions, Water District land, town land dedicated for passive recreation; housing association <i>common land</i>; etc.</p>
<p><b>Active Recreational Lands:</b> Owned by an agency or organization whose primary mission is not conservation and whose intent is to develop &gt;50% of the land for active recreation (ball fields, playgrounds, ATV use, etc.) with remaining open areas providing conservation/wildlife habitat.</p>	<p>Property owned by town or agency with &gt;50% of land developed for recreational purposes such as ball fields or playgrounds but undeveloped portion dedicated to open space, conservation and/or wildlife habitat.</p>
<p><b>Other Public Land:</b> Public land with no level of protection (administrative, military, historical, etc)</p>	<p>Town/state/federal/school property not dedicated to categories above. May include</p>

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

	town gravel pits, town hall parcels, schools etc.
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# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

## CHAPTER 9. LAND USE

### *Introduction*

One of the most important elements of a comprehensive plan is an analysis of how land is used within the community. This section presents an overall picture of the pattern of development, current and future development trends and the regulatory framework that is guiding those trends.

North Yarmouth is a bedroom community to the more urban communities of the Greater Portland Area, and to a lesser degree to the Lewiston Auburn Area. Residential development has increased considerably as a result of people moving to the town in search of more rural home sites. The town's dispersed residential land use pattern reflects these desires. However, this increase in residential land use threatens every aspect of the town's present character including all of the features that make it an attractive place to live. The major challenge is how to accommodate this growth without becoming a sprawling suburban community with few remaining open spaces.

### *Overview of Development Patterns and Trends*

North Yarmouth consists of approximately 13,700 acres. According to the Land Cover 12%, or 1,627 acres were considered "urban", meaning this acreage was occupied by buildings, lawns, sand and gravel pits, junkyards, railroads, parking lots or roads. While there is a concentration of these "urban" land uses in the central village area, most of the "urban" uses are dispersed along state and town roads. "Urban" uses are also located along private roads that extend into undeveloped backland areas. (See Land Cover Map)

<b>Land Cover Type</b>	<b>Acres</b>	<b>Percent of Total</b>
<b>Forested</b>	9,040	66%
<b>Wetland/Water</b>	1,204	9%
<b>Agricultural</b>	1,826	13%
<b>Mowed Field</b>		
<b>Tree Plantation</b>		
<b>Urban</b>	1,627	12%
<b>Total</b>	<b>13,700</b>	<b>100%</b>

**Source:** Land Cover Analysis by Bob Houston, March 2001

According to the land cover analysis, 596 buildings were constructed between 1986 and 2000. This was a 41% increase in the total number of buildings. Nearly all (576 buildings) were constructed outside the Village Center Zoning District, and more were constructed in the Farm and Forest District than in the Rural District (Table 9-2). Building permit data since 2000 indicates these trends are continuing, with most new residential development occurring in the Farm and Forest District, and slightly less in the Rural District. This analysis suggests that under the Town's currently regulatory system development will continue to occur outside the boundaries of the current Village District and increasingly within the Farm and Forest District and the Rural District. Further, because many of the areas within the Rural District, which consists of a narrow strip along the public road system (with a few exceptions), are already

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developed, increasingly more development will occur in the Farm and Forest District, which is mostly undeveloped back land. (See Existing Land Use Map in Appendix C)

<b>Table 9-2. Development Trends: Number of Buildings by Zoning District</b>					
<b>Zoning District</b>	<b>1986</b>		<b>2000</b>		<b>1986 - 2000</b>
	<b>Number of Buildings</b>	<b>Percent of Total</b>	<b>Number of Buildings</b>	<b>Percent of Total</b>	<b>Numerical Increase</b>
<b>Village Center</b>	113	13	133	9	20
<b>Rural</b>	598	68	812	55	214
<b>Farm and Forest</b>	164	19	526	36	362
<b>Total</b>	<b>875</b>	<b>100</b>	<b>1,471</b>	<b>100</b>	<b>596</b>
<b>Sources:</b> Conservation Commission, Bob Houston, January 2002					
<b>Notes:</b> Buildings include commercial building, homes, detached garages and barns, etc.					

## *Residential Land Uses*

Of the 596 buildings constructed between 1986 and 2000, about 440 were residences; most, if not all single family homes. According to the 2000 Census, 90% of residential land uses were single-family homes, and only about 8% were two unit structures and 2% were mobile homes. The two unit structures are mostly so-called “in-law” apartments allowed by the Zoning Ordinance. (See also, Chapter 2. Housing)

While the village center is an area of more concentrated residential development, most residential uses are dispersed along public roads within the Rural District. The highest concentrations of residential uses are found in areas within and north and south of the village, and in areas adjacent to Cumberland. Many of these lots are one to two acres in size and are on the public water system. Centralized sewer service is not available anywhere in North Yarmouth. Other areas with concentrations of residential development on small lots with water service are along North Road adjacent to the Yarmouth town line. Water service is also available along Sligo Road near the Yarmouth town line, but the concentration of houses is slightly less and the lots slightly larger than those along North Road. Dunn’s Corner is another area that has a concentration of homes. Having cited these areas as concentrations of residential uses, it is important note the number of subdivisions and single residences on small lots are located in many areas of town along public roads within more rural areas. Residential development within the Farm and Forest District (undeveloped backland) is becoming increasingly common. Most this development has been the result of subdivision activity.

Of the eleven subdivisions approved since 1996, none were in the Village District; eight were mostly in the Farm and Forest District and the remaining three were mostly in the Rural District. The Country Lane subdivision is the only one in close proximity to the Village District. All of the subdivisions have been relatively small, within the range of three to fourteen lots per subdivision, which is the result of the building cap that limits the number of building permits issued per year for lots in subdivisions at 15 and the number of permits issued per year to any one developer at 3. Open space set-asides are associated with many of these subdivisions. Of the 82 residential lots approved since 1996, homes have been built on at least 49 lots, which leaves 33 lots for future housing.

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Table 9-3. Subdivisions Since 1996							
Name	Year	Map/Lot	Location	Number of lots	Set aside (Acres)	Homes Built	Zoning District
Marion Reed	1996	3/112.01-112.06	Hallowell Rd.	5	0	5	Rural
Marion Reed	1997	3/47.01-47.03	Hallowell Rd.	3	0	3	Rural
Country Lane	1997	4/15.04-15.06 & 16.01-16.04	Off Walnut Hill Rd.	6	0	5	Farm & Forest
Mill Ridge Road	1997	6/50.01-50.05	Off Mill Road	5	0, family subdivision	1	Farm & Forest
Titcomb Farm	1997	7/91-100	Off Milliken & North Rds.	10	40*	9	Rural/Farm & Forest
Dunn's Depot	1998	3/141-149	Memorial Highway	9	48*	9	Farm & Forest
Heritage Ridge	2000	7/76-88	New Gloucester Rd.	14	40**	10	Farm & Forest/ some Rural
Walnut Hill Parkway	2002	4/227	Walnut Hill Rd.	7	Town purchasing 25	Commercial	Farm & Forest
Country Creek	2002	5/14.01-14.11	Haskell Rd.	11	53*	7	Farm & Forest/ some Rural
Carriage Hill	2002	5/4	Gray Rd.	7	10 acre gift to Town	0	Farm & Forest
Stowell Brooke	2003	6/21.05	Off Mill Rd.	12	30	0	Farm & Forest
<b>Total</b>				<b>89 (82 Resident.)</b>	<b>Approx. 250+***</b>	<b>49</b>	
<b>Note:</b> *Clustered Subdivisions; ** Not a formal set-aside; *** Crockett's Field subdivision done in the 1980s was the first clustered subdivision and included 30 acres of set-aside. <b>Source:</b> Planning Board Records, June 2003							

## *Commercial and Industrial Land Uses*

Commercial and industrial land uses in North Yarmouth are relatively small, non-intensive land uses, as listed in the following Table 9-4. Many of these commercial uses are home occupations.

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

<b>Table 9-4. Representative Listing Of Commercial Land Uses</b>		
<b>Business Name</b>	<b>Address/Location Characteristics</b>	<b>Zoning District</b>
Winter People	14 Cumberland Road/near Cumberland	Rural
Carway Kennels	48 Cumberland Road/near Cumberland	Rural
Russell Taxidermy	51 Cumberland Road/near Cumberland	Rural
Lakeside Archery	55 Cumberland Road/near Cumberland	Rural
Complete Tree Service	154 Cumberland Road/near Cumberland	Rural
Soft-trac	Walnut Hill Road/village	Village
Karen Cano	120 Walnut Hill Road/near village	Rural
The Caring Place	136 Walnut Hill Road/near village	Rural
Toots	137 Walnut Hill Road/near village	Rural
Vacationland Video	378 Walnut Hill Road/village	Village
Red School	392 Walnut Hill Road/village	Village
Stone's Restaurant	424 Walnut Hill Road/village	Village
Leadbetter's Bakery	671 Walnut Hill Road/near village	Rural
Snydelis	2 Walnut Hill Commons/village	Village
Poolside	3 Walnut Hill Commons/village	Village
Averill Insurance	4 Walnut Hill Commons/village	Village
Casco Bay Construction	20 Walnut Hill Parkway/near village	Farm and Forest
Sheeboo	42 Walnut Hill Parkway/near village	Farm and Forest
Pierce Excavation	46 Walnut Hill Parkway/near village	Farm and Forest
T. E. Low Inc.	36 Walnut Hill Parkway/near village	Farm and Forest
Ames Farm Center	14 The Lane/village	Village
Fat Andy's	10 Split Rock Road/village	Village
Northeast Falcon	16 Split Rock Road/village	Village
Harmony Hall	121 South Street/rural area	Rural
Jims Auto Repair	54 Mill Road/rural area	Rural
Brickyard Kennels	14 Snow Hook Trail/rural area	Farm and Forest
Gallant's Auto	712 New Gloucester Road/rural area	Rural
A. H. Grover Inc	Dougerty Road/near Cumberland	Rural
Al Corrow Electrical	573 Sligo Road/rural area	Rural
Toddy Brook Golf Course	925 Sligo Road/rural area	Rural/Farm Forest
Finest Kind Catering	930 Sligo Road/rural area	Rural
Ronny's Auto Body	881 Sligo Road/rural area	Village
D and J Wood Service	59 Memorial Highway/rural area	Rural
Anderson Landscape	352 Memorial Highway/rural area	Rural
People, Places and Plants	512 Memorial Highway/rural area	Rural
Googins Electric	23 Rath Way/rural area	Rural
Northern Lights Auctions	10 Forest Avenue/rural area	Rural
Development Services Inc.	31 Farms Edge Road (Off North Road)	Farm and Forest
D. Marchant Real Estate	12 Southerly View Lane off/rural area	Farm and Forest
Six River Marine	160 Royal Road/rural area	Rural
T. V. Day Law Office	55 Hallowell Road/rural area	Rural
Napolitano Excavation	18 Mill Ridge Road/rural area	Farm and Forest
Scott Dugas Excavating	387 East Elm Street (gravel pit)	Farm and Forest

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**Source:** Property Tax Records, July 2003; Not a complete listing

The largest concentration of commercial and industrial land uses is located within or adjacent to the village. Another area where commercial uses are concentrated is along Cumberland Road near the town line. Other commercial and industrial uses are dispersed in rural areas primarily along the state highways (Routes 9 and 115).

Commercial development since 1993 has consisted of a number of additions or expansions to existing businesses and several new businesses including those located in the only commercial subdivision during this time period. Only five of the 13 developments were located within the Village District. However, Winter People (2 additions), Robert Pierce garage, Sheeboo and Tom Low's commercial building are located in areas near the Village District or along Cumberland Road near a built-up area of Cumberland.

**Table 9-5. Commercial Development Since 1993**

<b>Year</b>	<b>Name, Type of Business and Type of Development</b>	<b>Map/Lot</b>	<b>Location</b>	<b>Zoning District</b>
1993	Winter People - commercial addition	1/27	Cumberland Road, near Cumberland	Rural
1995	Ames Farm Center – commercial storage	4/206	The Lane, near the village	Village
1996	Anderson Landscaping- commercial addition	3/16.01	Route 9	Rural
1996	Fat Andy's- commercial addition	4/8	Route 115, village area	Village
1997	Six River Marine- commercial conversion	3/91.01	Royal Road, rural area	Rural
1998	Winter People- commercial addition	1/27	Cumberland Road, near Cumberland	Rural
1999	Yarmouth Testing- commercial building	4/58	Rte. 115/9, central village	Village
2001	People, Places and Plants – commercial conversion		Route 9, rural area	Rural
2002	KRC Properties (excavation)- commercial garage	4/227.03	Rte. 115, village area	Village
2002	Mark Bourgeois- commercial building	4/227.03	Rte. 115, village area	Village
2002	Robert Anderson- golf course clubhouse	3/135	Route 9, rural area	Rural
2002	Robert Pierce- commercial garage	4/227.16	Walnut Hill Parkway, near village	Farm and Forest
2002	Sheeboo (landscaping, excavation contractor) - commercial garage	4/227.14	Walnut Hill Parkway, near village	Farm and Forest
2002	Tom Low- commercial building	4/227.13	Walnut Hill Parkway, near village	Farm and Forest
<b>Source:</b> Town Office, building permits, July, 2003				

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## *Public and Semi-public Uses*

There are about 1,000 acres of public and semipublic uses in North Yarmouth (Table 9-6). The Town owns approximately 394 acres, or nearly 40% of public/semi-public land (includes cemeteries). The Yarmouth Water District, the next largest semipublic landowner owns approximately 280 acres. The federal government owns 25 acres and the state owns 110 acres. Other public/semipublic uses include four churches, the North Yarmouth Historical Society, Skyline Farms, October Corporation (Libra Foundation) and the Town of Cumberland.

<b>Table 9-6. Public and Semipublic Land Uses</b>		
<b>Map/Lot</b>	<b>Owner/Description</b>	<b>Acres</b>
4/86.05, 86.04	Federal Aviation Administration Radar Site - Cumberland Land Trust Conservation Easement	25
7/14	Maine Department of Conservation (Pineland) - Public Reserve Land	110
4/214.2	MSAD 51 - NY Memorial School	25
4/210	North Yarmouth - Town Hall/Ball Field	15
4/212	North Yarmouth - Fire Station	1
4/214.1	North Yarmouth - Public Works Facility	31
4/211	North Yarmouth - Village Green and Wescustogo Hall	2
4/208	North Yarmouth - Veterans Park	6
7/35	North Yarmouth - Closed Landfill - DEP Approved Closure	37
3/	North Yarmouth - Pine Grove Cemetery	10
4/214.3	North Yarmouth - Walnut Hill Cemetery, includes buffer	17
7/	North Yarmouth - Bowie Cemetery	0.25
3/2.05	North Yarmouth - Wescustogo Park - Canoe Launch	10
3/129.01	North Yarmouth Picnic Area (portion of 129) - Gift of Richard Baston	0.5
4/178 & 4/190	North Yarmouth - Town Forests	68
3/22.02	North Yarmouth - Old Town House Park - Easement to Rachel Carson NWR	58
4/227.7 & 5/3	North Yarmouth - Purchased 8/2003	39
3/62.03	North Yarmouth - Flood Plain acquired - cluster subdivision	30
6/54	North Yarmouth - Designated on map as common passive recreation land	13
5/36.1, 5/111	North Yarmouth - Tax acquired	38
6/42	North Yarmouth - Pond - Tax acquired	2.5
4/186, 6/41	North Yarmouth	0.75
1/64	North Yarmouth - Tax Acquired - Abuts Yarmouth WD	16
1/58	Town of Cumberland - Gravel Pit - Abuts Yarmouth WD	7.5
1/57,61,62;4/73,171,192;5/70.05,71,76,77	Yarmouth Water District	280
1/96.01	Latter Day Saints Church	16
4/142,125	NY Congregational Church	3
	Jehovah's Witness Church	
	Baptist Church	
3/20	North Yarmouth Historical Society Old Town House	0.5
1/52, 52.01, 53	Skyline Farm and Museum - includes Trail Easements	60
7/10.01, 11	October Corporation - Libra Foundation (Pineland)	95
<b>Total Acreage</b>		<b>1,017</b>
<b>Source:</b> Property Tax Records, July 2003		

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

## *Agriculture and Forestry*

Traditional agricultural and forestry operations where families' derive most of their income from these activities are nearly non-existent in North Yarmouth. However, a considerable proportion of the town is forested (66%) or in agricultural use as mowed fields or tree plantations (13%).

<b>Table 9-7. North Yarmouth Land Cover</b>		
<b>Land Cover Type</b>	<b>Acres</b>	<b>Percent of Total</b>
Forested	9,040	66%
Hardwood	1,507	
Softwood	2,740	
Mixed Wood	3,835	
Shrub Vegetation	548	
Old Field Reverting to Forest	410	
Agricultural	1,826	13%
Mowed Field	1,781	
Tree Plantation	45	
Wetlands/Water	1,204	9%
Urban	1,627	12%
<b>Total</b>	<b>13,700</b>	<b>100%</b>
<b>Source:</b> Land Cover Analysis by Bob Houston, March 2001		

Agricultural operations in town include two tree plantations (Hanscomb's Christmas Tree Farm and Trees from the Land), landscaping or market gardens, such as Anderson Landscaping and Plainview Farm Perennials, and equine operations, such as Winterberry Farm Therapeutic Riding. In addition to these businesses there are a number of part-time and recreational activities including the harvesting of hay, vegetables and blueberry gardening, and raising of livestock (sheep, alpaca, cattle and horses). Farmland and forestland uses that generate income for landowners may be helping to keep land in open space.

**Tree Growth and Farm and Open Space** - Very little land has been enrolled in either the Tree Growth or Farm and Open Space Property Tax Programs. These programs allow for the property tax assessment of forestland, farmland and open space based on current use rather than market value as long as the land is managed according to the criteria set forth in the law. Both of these programs can significantly reduce property taxes, but they disallow development and there are penalties if the land is removed from the programs.

There are two parcels with a total of 51 acres enrolled in the Tree Growth Program and one parcel with 41 acres enrolled in the Farm and Open Space Program.

**Timber Harvesting** - Since 1998, 20 permits for timber harvesting were obtained from the Maine Bureau of Forestry for land within North Yarmouth. This amounted to approximately 867 acres. The records indicate that only 4 of these permits (for a total of 88 acres) were for land that was to be developed into house lots. Landowners can have a variety of reasons for harvesting timber, including a desire to generate income, produce firewood for home or camp use, expand open areas for homebuilding, pastureland or lawn, or to improve aesthetics. In some cases the

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

income derived from timber harvesting may be helping to pay the taxes and to keep land in open space.

## *Railroads and their Implications for Future Land Use*

Two major rail lines transect North Yarmouth. The St. Lawrence and Atlantic has recently been designated as a high speed corridor (precursor to passenger service) and the Guilford line is a major freight line that is to connect intermodal facilities in Portland to proposed intermodal facilities in Auburn. (See Chapter 10. Transportation)

These rail lines present significant constraints to future land use and development within the community. According to MDOT, the State and the railroads strongly discourage (if not outright prohibit) new road crossings or crossings serving new development, for obvious safety reasons. The lack of an ability to build a road crossing in some areas limits the development potential of a considerable amount of land along the Royal River. This is a benefit in that it supports the designation of a Royal River open space corridor, but on the other hand it limits future development along North Road, where there is public water and potential access to sewer in the long term.

According to the MDOT, if the railroad allows a new or improved road crossing it is very expensive. There is a process whereby the Town can petition the MDOT for a “town road” crossing.

## *Regulatory Framework Governing Land Use*

The Town’s zoning, shoreland zoning and subdivision regulations are the primary tools for regulating land use in North Yarmouth.

The Zoning Ordinance was first adopted in 1978, and since then has been amended numerous times. The ordinance includes three districts, a Village District, Rural District, and the Farm and Forest District. Ordinance provisions prescribe permitted uses, special exceptions, maximum residential densities, minimum lot sizes and other lot dimensional requirements (See Table 9-10). Special exceptions are uses that would not ordinarily be appropriate for the district. They are reviewed by the Zoning Board of Appeals and can only be granted if they can be designed to be harmonious with other land uses in the district. The ordinance includes general performance standards that address environmental concerns, off street parking and loading, public easements and private roads. This section also incorporates by reference the state mandated shoreland zoning and prohibits all building within the 100 year floodplains as identified by federal and state agencies (FEMA).

The Zoning Ordinance also includes site plan review standards that are applicable to commercial, industrial, institutional and multifamily uses. These standards require a more intensive regulatory review by the Planning Board to address concerns about impacts on surrounding land uses, the environment, and on municipal services and facilities including public roads. The standards address issues such as vehicular access, parking, storm water runoff, protection of natural resources, buffers, landscaping, road construction, lighting, signage and nuisances (e.g., noise, odor, air pollution, heat, vibration, etc.).



# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

The Zoning Ordinance includes several overlay districts. The Skyline Preservation District is primarily designed to regulate tall structures, including telecommunications towers. The Water Resources Protection District is designed to protect surface and groundwater by regulating potential threats, such as petroleum and chemical storage tanks, junkyards, and industrial and commercial uses that handle toxic materials. This section also prohibits engineered subsurface wastewater disposal systems with 2000 gpd capacity or greater without a professional study to assure that there will not be any off site impacts. The Senior Housing Overlay District is designed to encourage the development of affordable senior housing by allowing greater flexibility in the development, and by exempting senior housing from the limit on new housing units (except that a single development can't be more than 20 units, and the overlay district can't contain more than 40 units). Senior housing must be located on public water.

The Zoning Ordinance incorporates by reference the Planning Board Standards for Reviewing Land Subdivision. These regulations were adopted by and can be amended by the Planning Board. They are designed to implement the state subdivision statute. There are cluster provisions in the zoning ordinance that allow subdivisions that preserve a significant amount of land in permanent open space (preferably 50% or more) in return for waivers on minimum lot size and other dimensional requirements. Clustered developments are allowed town-wide.

Provisions of the Zoning Ordinance also establish limits on residential construction (building cap) that allow 30 new residential units per year. No more than 15 permits per year can be issued to lots within subdivisions, and any single developer is limited to up to three permits per year. Exemptions to the building cap include building on lots that are true gifts of land to family members and lots approved by the Planning Board prior to March 11, 2000, and an exemption for people who have lived in town for 10 years or more and have a lot of land where they would like to build a new home.

The following Table 9-8 summarizes the district provisions of the Zoning Ordinance.

<b>Table 9-8. Summary of the Zoning Ordinance including Subdivision</b>			
	<b>Village District</b>	<b>Rural District</b>	<b>Farm &amp; Forest District</b>
<b>Purposes</b>	Provide retail sales, service, business space in areas capable of servicing & regional trade areas, auto oriented	Preserve rural nature of large sections of town; discourage large-scale dev. in areas not readily serviced	Provide density for existing open/green space harmonious with current appearance; encourage dev. consistent with town
<b>Permitted Uses</b>	1 & 2 family homes; elderly housing*; religious, charitable, educational uses; retail & service buildings; business, professional offices; agriculture	1 & 2 family homes; elderly housing*; multiplex**; mobile home parks; religious, charitable, educational uses; agriculture; farm stands	1 & 2 family; elderly housing*; multiplex**; mobile home parks; religious, charitable, educational use; agriculture; farm stands
<b>Special Exception Uses</b>	Wholesale business, light manufacturing & storage;	Camping; mineral extraction; in-law	Camping; mineral extraction; in-law

# OPEN SPACE, PASSIVE RECREATION AND SCENIC AREAS

	funeral homes; in-law apts.	apts; limited commercial, retail, industrial <5,000 ft <sup>2</sup> floor area	apts; limited commercial, retail, industrial <5,000 ft <sup>2</sup> floor area
<b>Prohibited Uses</b>	Single wide manufactured housing units	None specified	None specified
<b>Space &amp; Dimensional Standards: General</b>	Minimum lot size: 1 acre/residence; Commercial - none Min. street frontage = 100'	Min. lot size/dwelling = 1 acre; Maximum net residential density = 1 res. unit/net res. area Min. str. frontage = 200'; w/public water = 150'	Min. land area/dwelling = 3 ac.; Maximum net residential density = 1 res. unit/3 res. acres Min. street frontage = 200'
<b>Subdivisions***</b>	Major subdivisions must meet performance standards (see below)	Min. lot size = 2 acres Max. net res. density = 1 unit/2 net res. Acres Min. str. front. = 300'	No special provisions noted
<b>Performance &amp; Design Standards</b>	Site design, building design, and landscaping, etc. standards applicable to major subdivisions & non-residential uses. General performance standards are also applicable - Nuisances; earth material removal; erosion control; shoreland protection; off street parking/loading; public easements and private roads		
<p>* Minimum land area (lot size- Village) &amp; maximum net residential density is ½ of what is otherwise required. Common septic systems are permitted.</p> <p>** Common septic systems not permitted</p> <p>***Cluster subdivision allowed town-wide. Allows reduction in space &amp; dimensional standards, requires preservation of open space.</p>			

In many ways the Town's Zoning Ordinance has served it well. As issues have arisen the Town has responded with amendments to address them, such as the enactment of a building cap, the senior housing overlay, and the expansion of the design standards to cover commercial, industrial, multifamily and institutional uses town-wide. The cluster subdivision regulations have been successful in preserving some open space, and for the most part residential uses have been protected from incompatible land uses that could threaten the quality of life or over tax municipal service and facilities.

However, the Zoning Ordinance has not been effective in managing development sprawl. The building cap has successfully slowed development, including the development of large subdivisions, which could easily overtax the town's infrastructure; but most development has occurred outside the Village District, along public roads in more rural areas. Additionally, there is a growing trend towards development of the backlands within the Farm and Forest District, which has consisted primarily of subdivisions off private roads. A continuation of this development scheme will result in the near term build out along public roads, followed by considerable subdivision development of the backlands. Serving this sprawling development pattern will become increasingly expensive, with the potential of increasing the road system by leaps and bounds if private roads are ever converted to public roads. The loss of the community's remaining rural character, open space and areas for wildlife and potential impacts on the land's carrying capacity with respect to water and sewage treatment could be immense. The eventual need for public sewer and water to serve this pattern of development would be very costly.

### *Administration of Land Use Regulations*

The Code Enforcement Office, Building/Plumbing/Codes Inspector, Planning Board and Zoning Board of Appeals share in the administration of the Town's land use regulatory system. All permits must be sought from the Code Enforcement Officer (CEO), who is also responsible for enforcement of the ordinances and regulations. The CEO issues permits for single and two family residences and other permitted uses that do not come under site plan review. The Building/Plumbing/Codes Inspector works under the CEO and is responsible for issuing plumbing permits and permits for on-site septic systems, and for building inspections. The Zoning Board of Appeals is responsible for reviewing special exceptions, administrative appeals on decisions of the CEO or Planning Board and variances for relief from certain provision of the regulations. The Planning Board is responsible for reviewing site plan reviews (commercial, industrial, institutional and multifamily uses), subdivisions and certain shoreland zoning permits as required by law.

Currently, the Administrative Assistant serves as the Code Enforcement Officer, as well as a number of other positions. It has become increasingly apparent that there is a need to increase staffing for administration of the town's land use regulatory system. The Administrative Assistant is currently preparing a budget for the March 2004 town meeting to create a full-time position with the following responsibilities: code enforcement, building inspection and issuance (including electrical and fire codes), plumbing inspection, private road inspection and staffing for the Planning Board and the Zoning Board of Appeals. The establishment of a full-time position will allow the position to become more specialized with increased and more focused training. This should improve permitting efficiency, monitoring and enforcement, and generally improve the administration of land use regulations within the community.

Other administrative needs that have been mentioned include:

- Increased education of town officials, employees and boards on protection and management of natural and cultural resources, code enforcement (licensing)
- Better coordination between boards
- Greater and timelier involvement of the Conservation Commission and others in development reviews
- Improved enforcement

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The proposed full-time position should allow all of these concerns to be addressed.

In addition, the administrative provisions of the Zoning Ordinance should be reviewed to assure that clear procedures are specified to assure adequate, timely coordination between boards and staff in reviewing and permitting developments. For example, the review of special exceptions is somewhat ambiguous. The Zoning Board of Appeals and the Planning Board both have a responsibility in these reviews, and the review procedures need to be clearer. The procedures for joint reviews between municipalities also may need to be more clearly spelled out. The involvement of the Conservation Commission and others in development reviews also needs to be clear in the ordinance. The Town should also consider codification of its ordinance and regulations.

## *Regional Considerations*

Land use and development activity in the region has and will continue to have considerable impact on North Yarmouth. The Town will continue to function as bedroom community to more urban areas, with the greatest pressure coming from the towns to the south. However, the successful development of Pineland in New Gloucester to the north will also have impacts, particularly in the amount of traffic on Routes 231, 9 and 115 through the center of town. Families with children will also continue to be attracted to North Yarmouth because of the reputation of SAD 51 schools.

Regional planning is becoming increasingly important as the population spreads out into more rural areas of the region. Building caps and zoning in neighboring communities can have significant impacts on North Yarmouth. Aligning future zoning districts to be consistent with neighboring communities is important<sup>1</sup>. Considering the potential for extension of sewer from either Yarmouth or Cumberland at some point in the future may also be critical to future growth in North Yarmouth and protection of the public water supply.

The Great Portland Council of Governments Central Corridors Committee provides an opportunity for North Yarmouth to work with its neighbors to jointly plan for future growth within the region.

## *Public Opinion Survey*

- Survey respondents indicated strong support for limiting the number of lots in subdivisions in rural areas (80% support) and for limiting new home building permits throughout town (73% support). There was less support for limiting new home building just in rural areas (54%), with 36% of respondents opposed to the approach.
- Slightly over half (57%) of the respondents supported encouraging residential development in the existing village, and about 57% supported encouraging village scale development (1 acre, or less) in designated growth areas.
- A total of 57% of respondents supported requiring cluster development (small house lots, with preservation of open space) in rural areas.
- Just over half the respondents (55% and 51%) indicated a desire to “encourage” single-family homes and affordable elderly housing. Another 36% and 37% of the respondents to these questions indicated these uses should be “permitted”.

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<sup>1</sup> See *North Yarmouth and Surrounding Towns: Generalized Zoning Map*, prepared by the Greater Portland Council of Governments

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- Approximately 63% of respondents either want to encourage or permit affordable low/moderate income housing; 75% either want to encourage or permit starter homes for first time home buyers; and 74% either want to encourage or permit duplexes, including “in-law” apartments.
- A significant majority (over 70% or more) of respondents indicated a desire to discourage apartment buildings, mobile home parks and mobile homes on single lots.
- While a majority of the respondents either want to encourage (16%) or permit (37%) condominiums, a significant 41% want to discourage them.
- Without exception, a majority of the respondents (79%+) indicated that all open space uses and natural resources listed were important, including open space/undeveloped areas; farmland/fields and forestland; scenic views; wildlife habitat; ground/surface water resources; public access to open space; Royal River access; Royal River corridor/greenway; and historic and archaeological resources.
- Without exception, a majority of the respondents indicated support for all of the approaches presented for preserving open space and natural resources, including zoning regulations to preserve the most important natural resources, private efforts (e.g., land trusts), greater use of tax relief programs, and zoning regulations to preserve large tracts of open space. There was slightly less support for town purchase through bonds or other local funds, state purchase, and town cost sharing in state purchase as approaches to protection to open space and natural resource.
- With respect to changing the village, respondent support was greatest for the construction of bikeways (71%), more village scale business (73%), construction of sidewalks (61%) and improved aesthetics (landscaping, tress, etc.) (59%).
- A majority of respondents also supported encouraging more village scale housing (54%), providing more public parks/recreation areas (55%) and encouraging expansion of the village area (52%).
- Approximately 48% of respondents supported expansion of public water service; 28% were opposed.
- While 31% of respondents supported expansion of public sewer, 48% were opposed.
- A majority of respondents supported encouraging more village scale business (39% “strongly support” and 34% “somewhat support” the concept)
- A majority of respondents indicated that home occupations (72%), farming/commercial gardening/nurseries (67%), bed and breakfasts (60%), and child care centers (52%) should be allowed to locate anywhere in town.
- A large majority (78%) indicated a desire to discourage fast food drive-ins.
- There also was a desire to discourage or confine to specific areas the following uses: retail sales and services (greater than 5,000 sq. ft. floor area), small shopping centers, campgrounds, and gravel pits.

## *Conclusions*

- ✓ Despite being a high residential growth community, North Yarmouth is still mostly undeveloped forest, fields, wetlands and water bodies (82%). However, at a rate of 35 homes per year under the current building cap, and figuring 2 acres of buildings, parking and lawn per house, this translates into a conversion of 70 acres per year, or 700 acres over the next ten years. Add non-residential uses, and the estimate could reasonably be 800 acres or more converted to developed uses. Concurrent with this projected development will be the loss of open land accessible to the public for a variety of recreational uses.
- ✓ Over the next decade development pressure will increase as a result of a sprawling regional land use pattern with people looking for homes within more rural-suburban areas within commuting distance of urban centers. North Yarmouth will continue to be particularly attractive to families

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because of the reputation of the schools. The successful development of Pineland will also have a significant affect on the town.

- ✓ Commercial and non-residential development will continue as it has in the past under the current zoning regulations with relatively small businesses and offices characteristic of a rural–suburban community.
- ✓ Agricultural and forestry uses, as they exist today, will continue as long as they are economically feasible, given the increasing demand for housing and corresponding increase in property taxes. Support for agricultural and forestry will help to keep land in open space.
- ✓ Over 90% of buildings within the town are located in the Rural or Farm and Forest Zoning Districts, and as opposed to the Village District. The existing zoning and subdivision regulations are allowing this sprawling development pattern. Given the small area zoned as a Village District, it is very likely that current trends will continue with development filling in the areas with frontage along town roads, and subdivisions creating new house lots off private roads within backland areas. The build out scenario for this land use scheme could consist of 1-acre lots in the village area and along public roads (with a few 2 acre lots for subdivisions), and 3-acre lots in the backland areas of the Farm and Forest District, except in areas where developers have chosen to cluster their subdivisions. In reality, actual build out would probably consist of the slightly larger lots (5 acres) that new homebuyers are seeking at this time. Open spaces would consist of undevelopable areas, and/or areas purposely set-aside for open space preservation.
- ✓ Providing public services and facilities for this type of development pattern would be very costly. Given that a considerable number of homes would be located off what are now private roads, there would be mounting pressure on the Town to take over maintenance of these roads at considerable expense. The sheer mileage serving the town’s population would be considerable, greater distance to be covered by school buses, ambulance, fire services and utilities.
- ✓ The Town’s administrative capacity for managing the land use regulation has become strained as a result of population growth. Plans are currently underway to create a full-time position with the following responsibilities: code enforcement, building inspection and issuance (including electrical and fire codes), plumbing inspection, private road inspection and staffing for the Planning Board and the Zoning Board of Appeals. This should improve permitting efficiency, monitoring and enforcement, and generally improve the administration of land use regulations within the community.

## CHAPTER 10. TRANSPORTATION

Changing demographics and the suburbanization of the Greater Portland Area has had a significant impact on automobile transportation within the region and within North Yarmouth. Demographic trends, including overall population growth, families with two wage earners, more vehicles per household, and the desire to live in rural areas and commute to urban areas have resulted in more vehicles on the highway network. In addition, traffic is traveling faster than ever. There is concern that rural highways and roads were never designed to handle the anticipated volumes of traffic and the traffic speeds.

Perhaps the most significant change in how the transportation system is managed occurred as a result of the 2000 Census. Population growth in outlying communities over the past decade has resulted in the expansion of the federally mandated Greater Portland Metropolitan Planning Organization (MPO) urbanized area, which is based on population density. The MPO is responsible for insuring that the urbanized area has a continuing, cooperative, and comprehensive transportation planning process that considers all transportation modes and supports metropolitan community development and social goals. The Portland Area Comprehensive Transportation Committee (PACTS) is responsible for the program. PACTS is a regional transportation planning and federal funding organization that oversees transportation studies, identifies needs and set priorities for certain federal transportation funds available to the area. The PACTS Committee is composed of municipal, state and federal officials and representatives of regional planning and transit agencies. The original PACTS communities included Cape Elizabeth, Falmouth, Gorham, Portland, South Portland, and Westbrook. PACTS expanded in 2002 to include Biddeford, Cumberland, Freeport, North Yarmouth, Old Orchard Beach, Saco, Windham and Yarmouth.

As a result of this designation North Yarmouth will need to actively participate in transportation planning within the region (PACTS). Funding for transportation will shift from federally and state designated “rural area” funding sources to “urban area” funding sources.

### *Road Classification and Maintenance Responsibilities*

Roads can be defined according to the functions they are intended to serve. The federal functional classification system includes:

- Arterials - 10,000-30,000 vehicles per day;
- Collectors – 2,000-8,000 vehicles per day; and,
- Local roads – 100-500 vehicles per day.

Another way of classifying roads is to consider the purpose each road serves in the community. Mobility roads are characterized by relatively high overall speeds with minimum interference to through movement. Route 26 and Route 4, which pass through neighboring communities, are mobility corridors. Mobility corridors are intended to allow travelers to get to locations along the corridor in a reasonably short amount of time.

Access roads are characterized by moderate speeds with entrance/egress to adjacent land the most important purpose. Roads in North Yarmouth generally fall into this category, including collector routes and local roads. Collector routes are characterized by a roughly even distribution of their access and mobility functions. These routes gather traffic from lesser facilities and deliver it to the arterial system. Traffic volumes and speeds will typically be lower than those of arterials.

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Local roads are characterized by many points of direct access to adjacent properties and have a relatively minor role in accommodating mobility. Speeds and traffic volumes are usually low. Many of the roads in North Yarmouth are local roads.

Maine’s road classification system is based on the principle that roads that serve primarily regional or statewide needs should be the state’s responsibility and roads that serve primarily local needs should be a town responsibility.

**State Roads** - There are 15.7 miles of state roads in North Yarmouth. State highways that are “major rural collectors” within North Yarmouth are Route 9, Route 231 and Route 115. North Road between Route 9 and the Yarmouth town line is a “minor collector”. The State controls these roads and is responsible for construction and summer maintenance. North Yarmouth is responsible for all winter maintenance (plowing and sanding). Since North Road is a minor collector, the Town is also responsible for funding a portion of the capital improvements.

**Town Roads** – There are 27.2 miles of town owned and maintained roads in North Yarmouth. North Yarmouth shares local roads with Gray, Pownal, Cumberland and Yarmouth.

**Private Roads** - North Yarmouth also has 14.8 miles of private roads. Most of these are driveways or subdivision roads and are maintained by private individuals or road associations. A list of town roads and mileages is provided at the end of this chapter.

<b>Type Road</b>	<b>Mileage</b>
<b>State Roads</b>	27.2
<b>Town Roads</b>	15.7
<b>Private Roads</b>	14.8
<b>Total</b>	<b>57.7</b>
<b>Source: Administrative Assistant</b>	

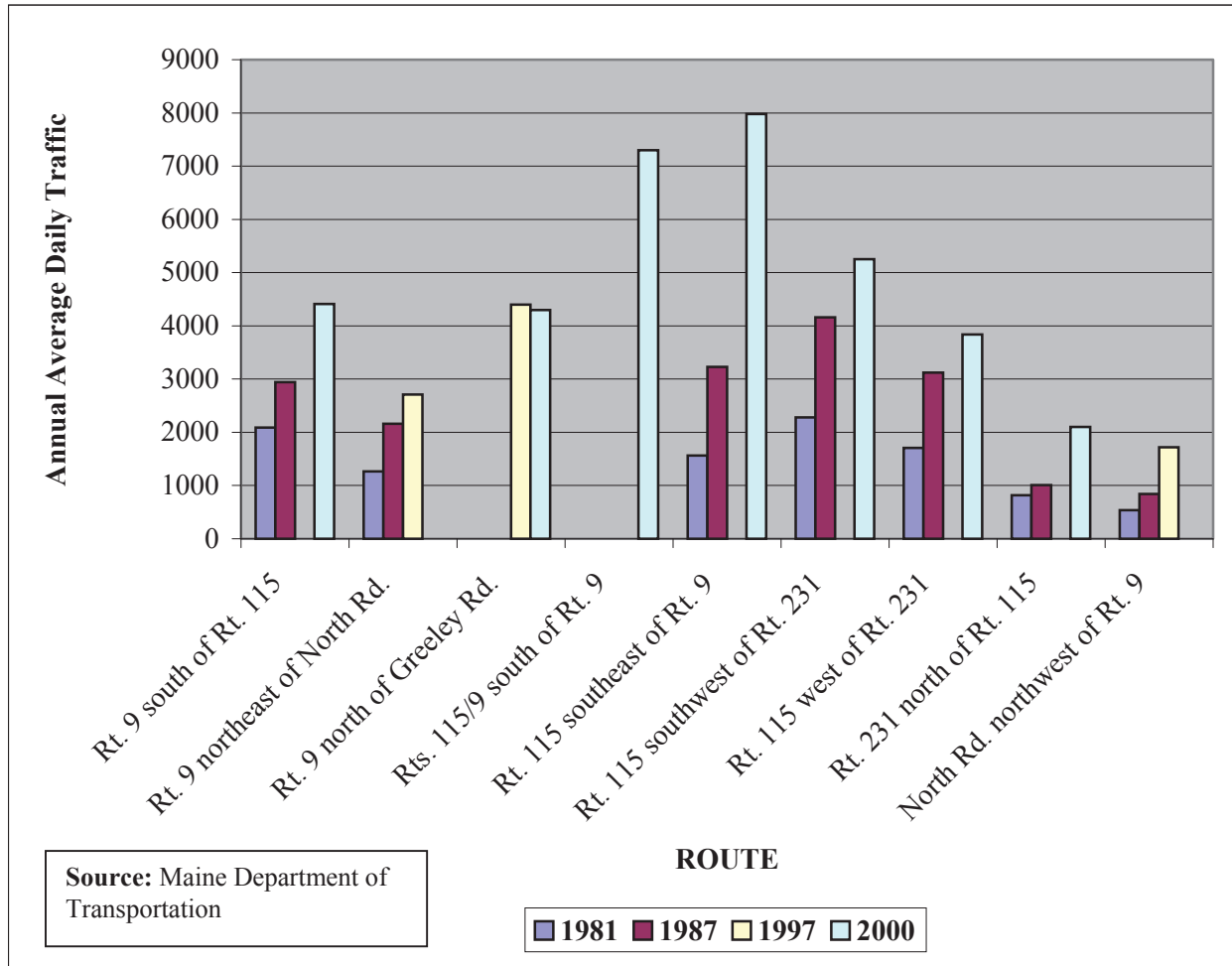
## *Average Daily Traffic Counts*

The MDOT provides Annual Average Daily Traffic (AADT) counts in some North Yarmouth locations. AADT volumes are determined by placing an automatic traffic recorder at a specific location for 24 or 28 hours. The 24-hour totals are adjusted for seasonal variations based on factors that run 365 days a year on similar types of roadways. Figure 10-1 compares MDOT traffic count data for the years 1981, 1987, 1997 and 2000. In nearly all cases traffic volumes have increased significantly.



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Figure 10-1. Traffic Counts on North Yarmouth Highways



## High Crash Locations and Safety Issues

High crash locations are defined by MDOT as roads in which 8 or more crashes have occurred within a 3-year period (2000, 2001, 2002). North Yarmouth has one area that MDOT classifies as a high crash location: the intersection of Route 115 and Route 231 is listed as having 8 crashes. According to MDOT records 6 of these were rear end crashes and two were turning movements. Of the eight, five were due to driver inattention, 1 driver failed to yield, 1 driver followed too closely and 1 driver traveled at an unsafe speed. It has been suggested that most of the accidents are due to driver's not coming to a complete stop, and that reconfiguration of the intersection could remedy the problem.

The Town is also very concerned about the intersection of North Road and Route 231, particularly given the increasing amount of traffic associated with Pineland. The configuration and visibility at the intersection, along with traffic volumes and speeds makes this a very dangerous situation. Additionally, because traffic volumes on North Road are expected to increase even more dramatically as Pineland is developed, the Town would like to have the MDOT take over ownership of the entire road between this intersection and the Yarmouth town line. Currently, the State owns the portion south of Memorial Highway and the towns owns the portion north of Memorial Highway.

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The intersection of Routes 9 and 115 in the village is also of concern. The acute angle of the intersection along with the high volume of traffic on both roads makes this a significant safety concern.

Another chronic safety concern is speed control, particularly on the main highways. The reliance on state and county law enforcement limits the amount of speed regulation that occurs in town. The Town has provided office space for the County Sheriff's Department at the Town Fire Station hoping that this will increase police presence in the community. There has also been some preliminary research into petitioning the MDOT to lower speed limits, but it appears that this could be an involved and, possibly expensive undertaking. The Selectmen are continuing to investigate options for addressing traffic speeds.

## *Highway Projects*

Several state highways in North Yarmouth are included on MDOT's list of highway backlog, which refers to those roads that need reconstruction or other capital improvements to bring them up to modern safety standards and adequate structural capacity. The entire length of Route 231 and all of Route 9 are included on this list. State law enacted in May 2000 requires that these roads must be addressed within 10 years.

The following is a listing of MDOT projects currently included in MDOT Plans:

- **MDOT's Biennial Transportation Plan** (2002 and 2003) listed the following improvements:
  - Route 9 (Major Collector) – Beginning at Route 115 and extending easterly 8.53 miles to the Brown Road (Pownal) – Maintenance paving (hot mulch) – state funded (\$138,735)
  - Route 231 (Major Collector) – Beginning at Route 115 and extending northerly 11.46 miles to Route 4 (Gray/New Gloucester) - Maintenance paving (hot mulch) – state funded (\$177,273)
  - Bridge Road Railroad Crossing – located 1 mile east of Route 115 – Local and Railroad funded (\$75,000)
  - Route 9 – Reconstruction from Cumberland town line to Memorial School – 1.9 miles of improvement project with sidewalk – funded for construction in 2004.
- **MDOT's Six-Year Transportation Plan** (2002-2007) includes:
  - Route 115 (Major Collector) between Route 4 and Route 88 (Gray to Yarmouth) is scheduled for approximately 11.25 miles of highway reconstruction

**Central Corridor Coalition** - In addition, the Greater Portland Council of Governments is currently conducting a corridor study of Routes 100, 26 and 115, including the towns of Windham, Raymond, Gray, New Gloucester, Pownal and North Yarmouth.

**North Road Improvement Project** - Another project consist of improvements to North Road, which is an extension of work done in Yarmouth. This project is estimated to cost \$500,000 with a contribution of \$140,000 from the Town of North Yarmouth.

**Local roads** vary in condition (See Table 10-3). Sections that have been paved or reconstructed recently are in good shape. The Public Works Department utilizes a Road Survey and Management System to inventory, evaluate and plan for future road resurfacing and other improvements. The Department would like to enhance this system to include an accounting and geographic information-mapping tool (GISD). The Road Survey and Management System allows the town to schedule road improvements for the upcoming 5-6 years, with costs spread out over that time period.

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## *Bridges*

Bridges on Routes 9, 231, and West Pownal Road, Milliken Road and Sligo Road have been upgraded and replaced. North Yarmouth maintains three of these bridges: Haskell Bridge located on the West Pownal Road, the Milliken Bridge over Chandler's Stream on the Milliken Road, and the Sligo Road Bridge. Other bridges in town are maintained by the MDOT, and/or the railroad. Bridges are in good condition.

## *Access Management*

Access Management is the planned location and design of driveways and entrances to public roads. The unregulated addition of driveways and access points on a highway can greatly reduce traffic speeds, traffic safety and roadway efficiency.

In 2000, the legislature enacted An Act to Ensure Cost Effective and Safe Highways in which it directed the MDOT to draft rules and regulations for the design of driveways and entrances on state and state aid highways. The rules set standards (sight lines, vertical alignment, driveway width, etc.) for the construction of the driveway entrances within MDOT's right-of-way, and require permits for new driveways and entrances on state roads, as well as permits for changes in existing driveways and entrances, including changes of use. These rules are applicable to Routes 9, 115 and 231 and the North Road. The Town is required by MDOT to inform landowners and potential buyers in these areas of this permit requirement.

Access management standards are best implemented locally once the following three items have been determined:

- Land Use - where development should be encouraged and where it should be limited is extremely important since land development patterns can have the most impact on traffic conditions;
- Traffic Flow - the extent to which traffic on the arterials and major collectors in the community has increased in recent years and is likely to increase in the future; and
- The Plan's Relationship to Access Management - how the community's transportation and land use policies can be enhanced by sensible access management standards.

Sections of Routes 9, 115 and 231 and the North Road have been identified as suitable growth areas in North Yarmouth. These areas have also experienced the greatest increase in traffic and are subject to MDOT access management rules requiring MDOT permits for new entrances. Any new local access management standards should focus on these areas.

The Zoning Ordinance addresses access management to some extent. The Ordinance's regulations governing subdivisions, mobile home parks and site plan review projects (e.g., multifamily, commercial and industrial uses) require consideration of impacts to adjacent highways, and include some requirements for site distances and intersection designs. There are no access standards for land uses unless they are associated with subdivisions, mobile home parks or developments requiring site plan review.

## *Local Road Regulations and Standards*

There are several sections of the Zoning Ordinance that specify construction standards for new roads. The General Standards of Performance specify parking requirements for dwellings, churches, retail establishments and several other office, retail and industrial uses; require that off-street loading and

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unloading be accomplished outside the public street; and describe the conditions that must be met for the construction of a public easement or private way.

The Site Plan Review standards include procedures for impact analysis and mitigation on the environment and public facilities and services. These provisions allow the Planning Board to require improvements as a condition of approval, if necessary. The Site Plan Review Standards also address vehicular access and parking and circulation.

As required by State Statute, the Subdivisions Standards must assure that a project will not cause unreasonable highway or public road congestion or unsafe conditions. The regulations include very limited design and construction standards for subdivision roads. Recent amendments have included a limitation on the length of dead end roads to 1,500 feet and a requirement that roads be designed to facilitate future connections as development takes place. The Town has a policy not to accept private roads including subdivision roads.

The Public Works Director is currently working on road construction standards and requirements for driveway permits that include minimum site distance, culverts, construction materials, storm drains, etc. There has been some discussion about the large number of private roads serving developments within the town, and the possibility that there will be a demand to have the Town take over maintenance and/or ownership of these roads. The Town has begun exploring various options, such as a town easement for snow plowing purposes, as opposed to the town taking over complete ownership of the road. Other options will also be explored to minimize fiscal impacts, if and when the town is asked to take over certain private roads.

## *Public Parking*

Town-owned public parking is located at the Town Office, the Fire Station and at Wescustogo Hall, all located within the village. Parking is also associated with Memorial School. Parking is generally adequate, except when there are special activities at the school. The Town plans to widen Parsonage Road to provide additional parking within proximity to the school. Additional parking associated with the ball field at the Town Office grounds, will also be accessible for school activities.

<b>Location</b>	<b>Approximate Number of Spaces</b>
Town Office	40
Wescustogo Hall	35
Fire Station	20
<b>Total</b>	<b>95</b>
<b>Source:</b> Administrative Assistant	

## *Alternative Transportation*

The Regional Transportation Program (RTP) provides bus and van services to North Yarmouth one day per week. This service receives considerable Medicaid funding and primarily provides transportation for elderly or disabled residents for shopping and errands. There is no long-distance scheduled bus service with stops in North Yarmouth. There is also no rideshare parking available in North Yarmouth, although there is a lot at the Freeport/Yarmouth exit off the Interstate. Additionally, commuters that work in the Greater Portland Area might be able to utilize the regional rideshare program. The Town may want to

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advocate for the establishment of a park and ride lot within town to address traffic during commuter hours.

Bicycling has become increasingly popular in recent years. The MDOT published the Maine Bike Map in 2000, but no bike routes were designated within North Yarmouth. Heavy traffic, no shoulders and narrow roads are major impediments to safe bicycle travel in the region. The increasing automobile traffic on the town's roads creates use conflicts and increases the likelihood of accidents occurring. The proposed sidewalk/paved shoulders along Route 9 from Cumberland to the Memorial School is to provide a safe location for bicycle and pedestrian traffic.

Other than the proposed sidewalk along Route 9, there are no sidewalks in North Yarmouth. Pedestrian traffic is greatest in the village along the existing roads. There are also a number of trails that have been developed within the Town Forest, at Skyline Farm and a trail between the Town Office and Wescustogo Hall and the Town Green has been proposed (*See Chapter 8, Open Space and Recreation*). Enhancement and expansion of the trail system and sidewalks within the village area would greatly improve the pedestrian and bicycle network within the community.

## *Air and Rail Transportation*

There are no public air facilities located within North Yarmouth. The Portland International Airport that provides commercial passenger and cargo service is located about 15 to 20 miles from North Yarmouth.

While there are no rail stations located within the town, there are two very significant rail lines that transverse the town. One of these lines is owned and operated by Guildford Transportation and St. Lawrence and Atlantic owns and operates the other. They are currently used to transport freight, only.

The St. Lawrence and Atlantic (easterly line) has just been designated as a "high speed rail corridor" (between Portland and Auburn) making it eligible for certain federal funds. High-speed rail designation is a precursor to passenger service. Pineland has also expressed an interest in commuter rail service on this line. Funding is a major issue, because passenger rail has traditionally required subsidization. Pineland might be willing to participate in this to make it more viable. MDOT is currently looking at expanding Amtrak passenger service between Portland and Brunswick; this traffic would go through Yarmouth, not North Yarmouth. This service is anticipated by the year 2007. No timeframe has been attached to the Portland to Auburn corridor for passenger service.

The Guilford line is a major freight corridor that would connect the intermodal (truck/rail/port) facility in Portland to a proposed intermodal facility in Auburn near the airport.

Perhaps the biggest issue for North Yarmouth is how these rail lines affect future land use in the community, particularly where access to land is restricted by the location of the railroad.

There also is an abandoned rail line, which was sold to abutting landowners. There is interest in gaining trail access to the bed to be part of an interconnected trails system.

## *Public Opinion*

The **Public Opinion Survey** included several questions pertaining to transportation issues.

With respect to the village area:

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- Construct sidewalks – 33% strongly supported; another 28% somewhat support constructing sidewalks in the village
- Construct bikeways – 44% strongly supported; another 27% somewhat support
- Widen roads – 23% strongly support; another 20% somewhat support; 23% somewhat oppose; 25% strongly oppose

In general:

- Better enforcement of traffic speeds – 31% yes, but with little increase in taxes; 19% yes, regardless of increase in taxes; 35% not needed
- Town acceptance/maintenance of privately built roads – 53% not needed; 27% yes, with little increase in taxes; 7% yes, regardless of taxes
- Improved public transportation (bus) – 60% not needed; 23% yes, but with little increase in taxes
- Improved public transportation (train) – 57% not needed; 26% yes, but with little increase in taxes

The **Visioning Sessions** – Increased traffic was identified as the third most pressing issue after population growth and loss of open space and rural character. Transportation issues identified include concerns about increasing traffic, and the speed and noise level of many of the vehicles that travel through the town, particularly the speed of traffic through the village. Many respondents expressed a desire to see sidewalks constructed in the village. Other pressing issues included impacts, such as traffic, from Pineland, and increased cost to taxpayers for town services, and increased [potential] cost to taxpayers related to town acceptance of some responsibility for private roads.

## *Conclusions*

- ✓ Population growth and the suburbanization of the region have had an immense impact on the transportation system. Traffic volumes and speeds on North Yarmouth’s roads have increased significantly over the past decade. There is concern that the town’s roads were never designed to handle this level of use.
- ✓ Traffic speeds, particularly in village areas, need to be reduced. Increased enforcement, lower speed limits and traffic calming measures should be investigated.
- ✓ North Yarmouth is now a member of the Portland Area Committee Transportation System (PACTS), and should actively participate to take advantage of urban area funding and planning.
- ✓ The MDOT should upgrade Routes 231 and 9, currently included on the state backlog list. These upgrades should include addressing the following intersections:
  - The high crash location at the intersection of Routes 115 and 231
  - The intersection of Route 231 and North Road
  - The southernmost intersection of Routes 9 and 115 in the village
- ✓ MDOT and town highway construction projects should include consideration for pedestrians and bicycles, such as those that are planned for Route 9 between Cumberland and the village, and extending on to the Memorial School. Pedestrian and bicycle facilities should be high priorities in Village and Residential Districts.
- ✓ The development of Pineland will increase traffic on North Yarmouth highways. MDOT should own and maintain the entire length of North Road, and the road should be brought up to standards. Consideration should also be given to alternative modes of transportation and other mechanisms to reduce the number of vehicles.
- ✓ The Town uses the Roads Survey and Management System to prioritize and fund transportation improvements, which allows costs to be spread out over time. Consideration for sidewalk and bicycle facilities could be added to this system.
- ✓ The Town needs update construction and design standards for roads.

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- ✓ Access management provisions should be included in the Zoning Ordinance, Subdivision Regulations and/or Road Standards Ordinance, with different standards for growth areas and rural areas.
- ✓ Education on sharing roads with bicycles and pedestrians is needed.

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**Table 10-3. Town Roads: Road Survey and Management System -2003**

Road/Name	Length	Width	Condition	Last Paved	Projection*	Drainage	Wetlands	Square Yd.	Tonnage	Estimated Cost	Job Scope	
Baston Rd.	3772	21	Good	1986	2006	Ok	No	8801	854	\$33,000.00	1.75" Overlay	
Bayberry Dr.	2150	22	Good	2000	2015	Ok	No	5255	450	\$189,000.00	1.5" Overlay	
Cluff Rd.	1100	16	Poor	Gravel	Unknown	Fair	No	1955	220	\$9,250.00	2" Binder All	
Deer Run Rd.	3750	21	Good	2000	2013	Poor	Yes	8750	730	\$30,600.00	1.5" Overlay	
Delwin Dr.	1775	22	Good	2000	2010	V Good	No	4338	375	\$15,750.00	1.5" Overlay	
Doughty Rd.	3790	22	Good	1991	2005	Good	No	8338	1400	\$68,200.00	Grind 3" All	
Edna Ln.	992	22	Good	2000	2010	V. Good	No	2424	210	\$8,820.00	1.5" Overlay	
Fayview Ln.	1350	22	Good	2000	2010	Good	No	3300	360	\$15,120.00	1.5" Overlay	
Greely Rd.	Maintained By Cumberland											
Haskell Rd.	4795	22	Fair	1995	2005	Fair	No	11722	1627	\$68,375.00	2.5" Shim/Overlay	
Henry Rd.	1345	21	Good	2000	2010	Good	No	3138	348	\$14,645.00	1.5" Overlay	
Lawrence Rd.	1100	21	Good	2001	2011	Good	No	2566	215	\$9,050.00	1.5" Overlay	
Ledge Rd.	Maintained By Yarmouth											
Long Hill Rd.	2066	21	Fair	1997	2008	Poor	No	4820	535	\$22,500.00	2" All	
Lu Fkin Rd.	2990	21	Fair	1993	2005	Fair	No	6976	677	\$28,448.00	1.75" All	
Lufkin (Gravel)	1750	21	Fair	Gravel	2015	Fair	No	4083	453	\$19,554.00	2" Binder	
Meadow Creek	660	22	Good	1999	2012	Good	No	1613	135	\$5,670.00	1.5 Overlay	
Mill Rd.	11050	21	Good	1999	2013	Good	Yes	25783	2150	\$90,300.00	1.5" Overlay	
Milliken Rd.	7000	21	Good	2002	2015	Good	Yes	16350	1360	\$57,225.00	1.5" Overlay	
Mountfort Rd.	11000	22	Good	1999	2015	Good	Yes	26888	2240	\$100,833.00	1.5" Overlay	
North Rd.	9900	22	V. Poor	3200' /2003	2004/05	V. Poor	No	24200	4033	\$275,000.00	Grind 3" All	
Parsonage Rd.	1600	22	Fair	1989	2004	Poor	No	3911	220/330	\$32,900.00	1' Shim 1.5' Overlay	
Pea Ln.	860	21	Excellent	2001	2014	Good	No	1806	160	\$7,000.00	1.5" Overlay	
Princewell Rd.	1880	21	Excellent	2001	2015	Good	No	4386	370	\$15,540.00	1.5" Overlay	
Princewell -Pvt.	950	21	Good			Good	Yes	2216	190	\$7,980.00	1.5" Overlay	
Royal Rd.	8000	21	Good	1997	2009	Fair	Yes	18666	1555	\$65,350.00	1.5" Overlay	
Sligo Rd.	10500	22	V. Good	2002	2012	V. Good	Yes	25666	2138	\$96,250.00	1.5" Overlay	
Sligo Rd. (Gravel)	3290	21	Good	2003	2016	Good	Yes	7676	852	\$31,550.00	2" Binder All	
Smithwood Dr.	800	21	Excellent	2001	2014	Good	No	1866	160	\$7,000.00	1.5" Overlay	
Steeplechase	2000	22	Good	1989	2009	Good	No	5000	420	\$18,900.00	1.5" Overlay	
Sweetser Rd.	2410	21	Good	2000	2013	Good	Yes	5623	470	\$19,750.00	1.5" Overlay	
Sweetser Rd.	2570	21	Fair	Gravel	Unk.	Fair	Yes	6416	1070	\$51,360.00	3" All	
The Lane	2700	21	Poor	Gravel	Unk.	Fair	Yes	6300	1050	\$47,250.00	2"Binder/1.5"Surface	
Thunder Rd.	1500	21	Good	Gravel	2006	Good	Yes	3500	400	\$16,000.00	2"Binder/1.5"Surface	
Town Farm Rd	3700	21	V. Poor	1993	2004	V. Poor	No	8650	1922	\$86,490.00	Grind 3" All	
Wescustago Ln.	2700	14	Fair	1999	2015	Fair	Yes	4200	350	\$15,575.00	1.5" Overlay	
West Pownal Rd.	9949	21	Fair	2003	2015	Good	Yes	23214	1935	\$72,650.00	Shim @1.5 All	
Dpw Garage					2005					\$18,000.00	Binder 2"	
<b>Source: Public Works Director</b>									<b>* Projected Dates Subject To Change</b>		<b>Based On 2002 Pavement Cost</b>	
<b>Total Cost Projection Over Next 13 Years</b>						<b>\$1,670,885.00</b>						



## CHAPTER 11. PUBLIC FACILITIES AND SERVICES

### *Town Government*

North Yarmouth has a Selectmen-Town Meeting form of government. The Town Charter establishes the date of the Annual Town Meeting in March; the various town offices, boards, and committees and how they will be appointed or elected; it establishes the position of Administrative Assistant and specified his/her duties; and provides guidance on how certain fees should be handled.

The Administrative Assistant is the chief administrator, who works under the direction of a five member Board of Selectmen. Selectmen also serve as Overseers of the Poor. Other elected offices Include:

- Cemetery Commission (5 members)
- Yarmouth Water District (1 representative)
- Directors of School Administrative District 51 (3 representative)
- Budget Committee (9 members)

Appointed positions include:

- Assessor (Certified Maine Assessor)
- Board of Assessment Review (3 positions)
- Recreation Commission (5 members, 2 alternates)
- Planning Board (5 members, 2 alternates)
- Zoning Board of Appeals (5 members, 2 alternates)
- Conservation Commission (7 members, 2 alternates)
- Shellfish Conservation Commission (3 members, 2 alternates)

The Selectmen also appoint the office of Town Clerk\*, Town Treasurer\*, Tax Collector\*, Registrar of Voters, Code Enforcement Officer\*, General Assistance Administrator\*, Road Commissioner, Civil Defense Director, Dog Warden, Health Officer, Electrical Inspector, Building Inspector and Fire Chief. (*\*Positions currently held by the Administrative Assistant*)

Day-to-day town services are provided at the Town Office by a staff consisting of the Administrative Assistant, an office manager, a counter clerk, a part-time clerk, codes inspector, public works director, and part-time assessor. The Town Office is open all day Monday through Thursday, Friday mornings and Monday until 6 pm.

The Administrative Assistant is currently preparing a budget item for the March 2004 Town Meeting to create a full-time position with the following responsibilities: code enforcement, building inspection and issuance (including electrical and fire codes), plumbing inspection, private road inspection and staffing for the Planning Board and the Zoning Board of Appeals. Staffing levels should be adequate, with this addition.

The Town maintains a WEB page that provides considerable additional information about town government, services and facilities ([www.northyarmouth.org](http://www.northyarmouth.org)).

### *Town Office Building*

The Town Office Building, located at 10 Village Square Road in North Yarmouth was purchased in 2001. The original structure was built in 1994, and then renovated into a town office in 2001. The Town Office

# PUBLIC FACILITIES AND SERVICES

is located on approximately 15 acres, and includes a new Village Green and ball field. The two-story building with a basement, houses offices on the first and second floors and a meeting room downstairs for up to 50 people (*Town meetings and other larger gatherings are held at Wescustogo Hall*). The Town would like to install central air conditioning and an elevator to provide handicapped access to the third floor offices. The Town plans to apply for a Community Development Block Grant to fund the elevator, estimated to cost approximately \$120,000. With this improvement the facility should be adequate for the next ten years.

## ***Public Works***

The Public Works Department is responsible for maintenance and capital improvements associated with the Town's roads and storm drainage systems, parks, cemeteries and public buildings. The Department is staffed with a full-time Public Works Director and two full-time employees. Staffing has been changed recently due to increased demand for snowplowing and sanding in the winter. Full time employee levels are now based on winter needs. The Department operates on an annual operating budget of approximately \$440,000.

The Public Works Garage is located off Parsonage Road in the Village. It was constructed in 1988 and is in good condition. The facility includes the sand and salt storage building, and a cold storage building constructed in 1994/5. The Town anticipates needing additional cold storage sometime within the next 5 years. The public works facility is located on 30 acres of land with an additional 30 acres to be added within the very near future. The additional 30 acres consists of a sand and gravel pit that should serve most of the Town's needs well into the future. The sand and gravel operation includes screening equipment, which will need to be replaced within 4-5 years, the cost of which has been figured into the purchase of the land.

The Department provides for most of the Town's road construction and maintenance needs. In the summer an excavator is leased. A list of the Department's major equipment is included in the Capital Equipment Replacement and Facilities Plan (*See Table 11-6*).

Future growth within the community could have a significant impact on the staffing, equipment needs and garage space of the Public Works Department. Increased traffic resulting in greater wear and tear on the roads, the transfer of maintenance and/or ownership of private roads to the Town, and accept new subdivision roads in growth areas, as this plan proposes, could all increase the demands on the department. The Town's current policy is not to accept new roads, and that a town meeting vote is required for any acceptance.

## ***Solid Waste Disposal and Recycling***

North Yarmouth is a member of Regional Waste Systems, Inc. (RWS), which operates a waste to energy facility and recycling facility in Portland. Solid waste is picked up curbside weekly on Tuesdays or Thursdays. The current contractor for curbside collection is Waste Management of Maine. There is an annual large item drop off at the Public Works garage, and an annual hazardous waste drop off held jointly with a neighboring community. Demolition debris is disposed of by Riverside Recycling Center in Portland. The Town budgets approximately \$130,000 for solid waste disposal and contracts \$60,000 for curbside collection.

Recycling is provided via the "Silver Bullet" container at the rear of the Walnut Hill Fire Station at the intersection of Walnut Hill Road and Cumberland Road. Newspaper, magazines, office paper, mail, paperboard, milk jugs, tin cans and glass are recycled. Currently the recycling rate is 12-13%, 15-18%

# PUBLIC FACILITIES AND SERVICES

including bulky waste. The Town will face increasing waste disposal costs with population growth, particularly if recycling is not increased. Other towns, such as Portland have increased their recycling rates substantially, which has lessened their proportion of the waste stream. RWS conducts a 5-year rolling average assessment on each town to calculate costs based on the volumes.

Since the debt on the Town's share for RWS will not mature until 2018, it is unlikely that there will be any change in overall solid waste disposal and recycling within the next decade. However, increasing population growth will increase the volume of waste, and disposal costs. Increased recycling rates, particularly with good markets for recyclables can offset the increasing costs. Additionally, cost incentives to encourage individuals to reduce the volume of waste materials through purchasing decisions and recycling will help. The following suggestions have been made: recycle cardboard and investigate pay-per-bag trash pick-up and curbside pick up of recyclables to increase recycling rates.

## *Fire and Rescue*

The North Yarmouth Fire and Rescue Department is a volunteer department that provides 24-hour on-call service from the Walnut Hill Fire Station located in the Village. With the exception of the Fire Chief, who receives \$1,500 per year, volunteers are not paid. The Town provides a training and operating budget (approximately \$95,000 annually), as well as replacement schedule for fire/rescue vehicles in the Capital Equipment Replacement and Facilities Plan (*See Table 11-6*). Volunteers raise another \$10,000.

The Walnut Hill Fire Station, built in 1970, and expanded in 1990, should be adequate for the foreseeable future. Its central location makes it possible for fire service to reach any part of North Yarmouth in less than ten minutes, with even faster response times achievable in areas away from the town center through mutual aid agreements from adjoining towns. The Town has mutual aid agreements with Cumberland, Gray, New Gloucester, Freeport and Pownal.

The Rescue Service operates emergency ambulance service out of the Walnut Hill station, as well, and has a similar response times. The Rescue Service is licensed at the Basic Level and permitted to the Paramedic Level of care. This means that there is an automatic assurance of basic Emergency Medical Technician (EMT) service with two North Yarmouth paramedics available when needed. As additional backup, the Town has an agreement, and pays for an on-call paramedic service through Cumberland and Yarmouth. As of August 1, 2003, North Yarmouth began billing users of the North Yarmouth Rescue for the costs associated with the service.

According to town officials the number of calls for fire and rescue services have increased over the past decade. They also note there has been a decrease in the number of fire calls (most of which are now for auto accidents), and an increase in rescue calls, probably due to changing demographics with more and more older people living in the town. This trend is expected to continue, and would increase dramatically with the addition of elderly housing or an assisted living facility.

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<b>Year</b>	<b>Fire</b>	<b>Rescue</b>	<b>Total Calls</b>
<b>1998</b>	124	174	298*
<b>1999</b>	88	184	272
<b>2000</b>	76	160	236
<b>2001</b>	172	167	339
<b>2002</b>	134	176	310

**\*Note:** Some Calls Related To Major Ice Storm  
**Source:** Town Reports

The biggest issues for the Fire and Rescue Department are getting adequate numbers of volunteers and the need to pay volunteers while on-call. Many firefighters and rescue personnel work at other jobs within and away from North Yarmouth during the week, sometimes making it difficult to provide on-call 24-hour service. While mutual aid agreements have helped fill in the gaps, the town's growing and aging population may require more services than the current system can accommodate.

Other issues are increasing federal and state mandates for more rigorous equipment and training, some of which is the result of emerging health issues (e.g., hazardous waste, blood-borne pathogens, etc.).

Population growth and the changing demographics will result in increased demand on fire and rescue services. It is anticipated that the Town will need to address the need for increased level of services, such as paid on-call fire and rescue personnel within the next ten years.

## ***Police Protection***

The Maine State Police and the Cumberland County Sheriff's Department provide police services to North Yarmouth. North Yarmouth does not have its own police department. In an effort to increase police presence, the Town began providing office space at the Fire Station for the Cumberland County Sheriff's Department (substation) in 2002. Traffic speeding is perhaps the most significant concern.

The Town is also currently involved in a regional study with Gray and New Gloucester to look at 7-day-per-week, 24-hour police coverage. The estimated cost of this service would be \$80,000 to \$100,000 per year. The Town is also investigating other options such as contracting for coverage through Cumberland or Yarmouth's police departments. The Town hopes to address its police protection needs for the future through one of these alternatives.

## ***Enhanced 911 Services***

Enhanced 911 services are in place in North Yarmouth. Dispatching is handled through the Cumberland County Sheriff's Department with calls going through the Yarmouth Fire and Rescue.

## ***Public Water***

Most residents of North Yarmouth rely on ground water for their water supply. There are approximately 1,250 housing units in North Yarmouth, with about 977 households with private water supplies and 273 households with hook-ups to Yarmouth Water District (YWD) service.

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The YWD provides public water to about 3,300 households in Yarmouth and 273 households (approximately 680 people) in North Yarmouth. Public water service is provided to areas of the village, and along the southern portions of Sligo Road and North Road. YWD serves the Memorial School and the municipal buildings.

YWD obtains all of its water from 3 wells located in North Yarmouth. Back-up emergency supplies are available from the Portland, Freeport and Cumberland public water systems. In order to increase its capacity, the YWD is also considering expanding its capacity through the development of an additional ground water supply at an aquifer located in the northeastern portion of North Yarmouth within the next ten years. The District anticipates that this expansion would provide an adequate supply for many years. The YWD wells are high yield wells with excellent water quality that does not require treatment, which means that water rates are some of the lowest in the state. (*See Chapter 4. Water Resources*)

## *Public Sewerage*

There is no public sewerage system within the town. All sewage service for residential and commercial properties is private, and is provided through privately constructed and maintained septic systems.

Public sewers are available in adjacent areas of Cumberland and Yarmouth, but do not offer any immediate or near-term opportunities for North Yarmouth. In 2001, the MSAD #51 began looking for a site for a new middle school. One of the issues of a North Yarmouth site was lack of public sewer. Informal talks with Yarmouth and Portland Water District provided an initial idea of the feasibility and cost of having public sewer for the site, which was to be located adjacent to the village. A Yarmouth line would involve an extension from the Yarmouth town line, down Route 115 to the site. Unfortunately Yarmouth has not yet optimized this system in Yarmouth and does not have enough units, or any obligation, to allocate them to North Yarmouth. Another issue is the high cost of running the line under two sets of railroad tracks. A Portland Water District sewer line would extend from the Cumberland town line down Route 9, and would result in a much larger undertaking. For the present, North Yarmouth faces a very high cost for getting sewer.

Septage disposal from private septic systems is done through a contract with the Portland Water District (PWD) for a sum of about \$15,000 per year. Individuals are also charged a dumping fee by the PWD through the contractor that pumps their tank.

## *Cemeteries*

North Yarmouth owns and maintains 3 public cemeteries. The largest, Walnut Hill Cemetery is located on Walnut Hill Road just north of the Walnut Hill Fire Station. Pine Grove Cemetery is located in a tall grove of pines on Hallowell Road (Rt. 9) near the Pownal town line. Cluff Cemetery is a small cemetery, located on Cluff Road (off Milliken). Lots are no longer sold in Cluff Cemetery. The North Yarmouth Cemetery Commission is responsible for overseeing management of these cemeteries. There are no known private cemeteries. North Yarmouth has adequate cemetery space for the foreseeable future.

## *Town Parks and Recreation Halls*

Town-owned Wescustogo Hall located in the village along Route 9 is used extensively for town and community functions. Built in 1946, this former Grange Hall can seat as many as 150 people, and has full kitchen facilities. More than thirty different groups use the hall on a monthly basis, including non-profit and youth oriented groups and the Cumberland Recreation and Adult Education Program. The Hall is also

# PUBLIC FACILITIES AND SERVICES

available for rentals. While maintenance of the building is paid for through the income from rentals, the Town budgets \$5,000 per year for improvements.

North Yarmouth currently owns and maintains four parks:

- **The Village Green** is located on approximately 2 acres between the Fire Station and Wescustogo Hall, and spans the area from Walnut Hill Road to Memorial Highway. A walkway will eventually connect the Walnut Hill Commons area with the Municipal Building and the Memorial School.
- **Veteran's Memorial Park** is located at the corner of Parsonage Road and Memorial Highway (Rt. 9) adjacent to the North Yarmouth Memorial School. Plaques honor the veterans of all wars, and those who died in World War II.
- **Meeting House Park**, located on Memorial Highway comprises 62 acres of open space in the geographical center of the town. Work continues on perimeter walking trails, along with parking areas and interpretive signage. Much of the floodplain and freshwater wetland area is protected by a Federal easement to the Rachel Carson National Wildlife Refuge. Further development of this Park will provide passive and active family recreational area for years to come.
- **Wescustogo Park**, a gift from Robert and Elizabeth Nanovic, comprises 10 acres of open fields with access to the Royal River. A hand-carry canoe launch provides access to the Royal River. Wescustogo Park is located on New Gloucester Road (Rt. 231) at the Royal River.

*(Also, see Chapter 8. Open Space and Recreation)*

## ***Cumberland Community Education and Recreation Program***

The majority of recreational programs provided to North Yarmouth citizens are through an arrangement with the Town of Cumberland and SAD 51. North Yarmouth has a representative on the Cumberland Community Education and Recreation Program Board of Directors. In addition to tax support of SAD 51, North Yarmouth pays a stipend to Cumberland (approximately \$60,000 in 2003). This entitles North Yarmouth families with full access to the Cumberland Community Education and Recreation Program. This is a four-season program that includes a full time recreation director. The program makes use of SAD 51 facilities in both towns including swimming pool, gym, tennis courts, baseball field, soccer fields and track. Classrooms are also used for a variety of adult education programs. Other facilities in Cumberland which are included in those program are: tennis courts, an outdoor skating rink as well as the West Cumberland Hall, a community hall with approximately 175 person capacity. Cumberland owns Val Halla golf course and although it is not a formal part of the Cumberland/North Yarmouth recreation program, it is open to the public.

## ***Library***

Library services are contracted with the Town of Cumberland and the Prince Memorial Library located on Main Street in Cumberland. North Yarmouth pays Cumberland \$85,000 annually for these services. The Memorial Elementary School (MSAD #51) also has a library for its students.

## ***Hospitals and Clinics***

There are no hospitals or clinics, physicians or dentists within North Yarmouth. Residents generally use the full range of medical services provided by medical facilities located in neighboring towns and hospitals in Portland and Lewiston.

# PUBLIC FACILITIES AND SERVICES

## *Churches*

There are four churches within North Yarmouth: the Latter Day Saints Church, the Congregational Church, the Jehovah's Witness Church and the Baptist Church.

## *Electrical Service/Central Maine Power*

Central Maine Power Company (CMP) transmits electricity to North Yarmouth residences and businesses. CMP provides transmission lines, metering, wires, and poles. Under electric power deregulation, electricity is generated from a variety of sources.

## *Communications*

Communications are largely through the Portland newspapers, the Weekly Shopping Notes and the Falmouth Forecaster. Telephone service is provided by a number of carriers. North Yarmouth does not have its own phone exchange, and service is through Yarmouth, Cumberland and Gray exchanges. Public Cable provides cable T.V. services throughout the town. Cellular telephone communication is available from a variety of companies.

The Needs Assessment conducted in preparation for this Plan identified a lack of community cohesiveness and concern over communication within the town. One effort to address these issues has included the establishment of a Town WEB page that provides up-to-date information on town affairs, facilities and services. Community organizations, such as the Historical Society and the Recreation Committee also work to involve residents in community activities.

## *Public Education*

The Maine School Administrative District #51 (MSAD #51) serves the communities of North Yarmouth and Cumberland with educational facilities in both towns. MSAD #51 is fully accredited by the New England Association of Schools and Colleges and has been designated a National School of Excellence by the U. S. Department of Education. The District has an eight member Board of Directors; of which three are representatives from North Yarmouth.

School enrollment increased by 50% between 1990 and 2003 (*Table 11-2*).

<b>School Year</b>	<b>Enrollment</b>	<b>School Year</b>	<b>Enrollment</b>
<b>1990-1991</b>	1,584	<b>1997-1998</b>	2,053
<b>1991-1992</b>	1,603	<b>1998-1999</b>	2,166
<b>1992-1993</b>	1,636	<b>1999-2000</b>	2,240
<b>1993-1994</b>	1,657	<b>2000-2001</b>	2,344
<b>1994-1995</b>	1,719	<b>2001-2002</b>	2,366
<b>1995-1996</b>	1,850	<b>2002-2003</b>	2,342
<b>1996-1997</b>	1,932		
<b>Source: MSAD #51</b>			

# PUBLIC FACILITIES AND SERVICES

According to school enrollment projections, overall enrollments in MSAD #51 are projected to increase from 2,369 (2003/04) to 2,420 by the school year 2012/13<sup>2</sup>, a modest 2%. Enrollments for the various levels will fluctuate with the highest enrollments as follows: primary 784 (2006/07), elementary 419 (2010/11), 630 (2003/04) and high school 768 (2006/07). It is important to note that these projections are based on the assumption that the towns' building caps will remain in place, thereby limiting in-migration of families with children or of childbearing age. MSAD #51 has an excellent reputation for academic excellence making Cumberland and North Yarmouth attractive places for families with children (*Table 11-3*). The results of Maine Education Assessment Tests (MEAs) indicated that the District was within the top ten highest ranked in the state in all categories and grades for 2001-2002.

<b>Table 11-3. Academic Indicators - MSAD #51 2001–2002 MEA Results</b>			
<b>4<sup>th</sup> Grade MEA:</b>	<b>District Average</b>	<b>State Average</b>	<b>Statewide Rank</b>
Reading	543	538	4 <sup>th</sup>
Writing	532	529	6 <sup>th</sup>
Math	535	530	6 <sup>th</sup>
<b>8<sup>th</sup> Grade MEA:</b>	<b>District Average</b>	<b>State Average</b>	<b>Statewide Rank</b>
Reading	543	537	5 <sup>th</sup>
Writing	543	536	4 <sup>th</sup>
Math	534	527	8 <sup>th</sup>
<b>11<sup>th</sup> Grade MEA:</b>	<b>District Average</b>	<b>State Average</b>	<b>Statewide Rank</b>
Reading	546	540	4 <sup>th</sup>
Writing	547	536	3 <sup>rd</sup>
Math	537	534	4 <sup>th</sup>
<b>Source:</b> Maine Department of Education			

MSAD # 51 has a number of school expansions and renovation projects underway or planned to increase capacity. MSAD #51 schools are listed in Table 11-2. North Yarmouth students attend Mabel I. Wilson Elementary for grades K-3; North Yarmouth Memorial School for grades 4 and 5; Drowne Road School for multi-age 5<sup>th</sup>/6<sup>th</sup> or 6<sup>th</sup> grade; Greeley Junior High for grades 7 and 8; and Greeley High School for grades 9 through 12. All of these schools with the exception of the North Yarmouth Memorial School are located in Cumberland.

MSAD#51 plans to construct a new Middle School and to renovate the Greeley Junior High. The new Middle School, which will cost \$18 million (\$2 million in local funding and \$16 million in State funding) will house the 6<sup>th</sup>, 7<sup>th</sup> and 8<sup>th</sup> grades and will be located on the Greeley Campus. This school will have a capacity for 750 students. The 1950s portion of the Greeley Junior High will be renovated for additional high school space at an estimated cost of \$5 million in local funding. This is an interim measure, until the District can construct a 42,000 square foot addition to the High School, which is anticipated within the next 3 to 5 years. The District anticipates that the High School expansion will cost around \$12 million, and will be applying to the state for funding in the near future.

No other new schools or major school expansions are anticipated within the next decade.

<sup>2</sup> *School Enrollment Projections for SAD #51*, Planning Decisions, December 2002



# PUBLIC FACILITIES AND SERVICES

<b>Table 11-4. MSAD #51 Schools</b>			
<b>School</b>	<b>Grades</b>	<b>Enrollment</b>	<b>Comments</b>
Mabel I. Wilson Elementary	K-3	683	Built in 1967; renovated in 1995. School is at capacity, need to address the need for more space.
Drowne Road School	5 <sup>th</sup> – 6 <sup>th</sup> & Multi-age	218	Task force looking at future use of this school, after 6 <sup>th</sup> grade is moved to the new middle school*. Could provide additional elementary school space.
Chebeague Island	K-6	26	Adequate for the foreseeable future.
Greeley Junior High/Greely Institute and Gyger Gym	7-8	407	Built in 1860. 1950s portion of school to be renovated to provide addition high school classroom space until the High School can be expanded
Greeley High	9-12	665	School is beyond capacity. Expansion planned with 3 to 5 years.
North Yarmouth Memorial	4-5	320	Has been renovated a number of times, and is in good condition
<b>Note:</b> *Contingent on passage of Nov. 2003 referendum for funding.			
<b>Source:</b> SAD #51 Office			

According to the MSAD #51 Finance Director, school debt is currently at a level where state funding can be used for school construction, such as for construction of the Middle School. He also noted that the District's current debt load is low, and well below the amount permitted by state law.

The increasing cost of education is a big issue within North Yarmouth, as well as in most other areas of the state. However, according to the Maine Department of Education MSAD #51's per pupil operating costs for 2001-2002 were \$6,035 as compared to the state average per pupil operating cost of \$6,233. MSAD #51 ranks 142 in the state out of 261 school districts.

Per pupil expenditures for MSAD #51 are relatively low as compared to other area school districts (*Table 11-5*). Only the New Gloucester/Gray district has a lower per pupil operating cost. Educational attainment and household incomes are also lower in the New Gloucester/Gray district.

# PUBLIC FACILITIES AND SERVICES

Table 11-5. Comparisons with Neighboring Communities					
Town	Educational Attainment*	Median Household Income	2001-2002 Per Pupil Expenditures	% Difference in Per Pupil Expenditures Compared to MSAD #51	2001-2002 Per Pupil Expenditures State Rank**
Cumberland	50.3%	\$67,556	\$6,035	0%	142
North Yarmouth	45%	\$60,850	\$6,035	0%	142
Yarmouth	57.2%	\$58,030	\$7,679	+27%	29
Freeport	38.3%	\$52,023	\$7,001	+16%	47
Cape Elizabeth	58.7%	\$72,359	\$6,876	+14%	64
Falmouth	53.2%	\$66,855	\$6,911	+14.5%	62
Gray/New Gloucester (SAD 15)	28%/22%	\$50,107/ \$49,599	\$5,874	-2.6%	159

\*Percentage of Residents over the age of 25 with 4-year degrees or higher based on 2000 US Census  
 \*\* Data from Maine State Department of Education. Total of 261 school units reporting.  
 Source: Maine Department of Education

## *Regional Coordination*

North Yarmouth participates in a number of regionally coordinated efforts with adjoining and nearby towns to provide public facilities and services. These include:

- Solid waste disposal and recycling through RWS
- Hazardous waste disposal coordinated with neighboring towns
- Water Supply for the Yarmouth Water District; Yarmouth
- Mutual aid agreements for fire protection and rescue services with surrounding towns
- Maine State Police and Cumberland County Sheriff’s Department for police services, and possible future sharing of a police officer, or contracting for coverage through an adjacent community
- Participation in the Cumberland Community Education and Recreation Program
- Contracting for library services through Cumberland’s Prince Memorial Library
- Maine School Administrative District 51 and the Town of Cumberland

The Town is also participating on the Central Coalition, coordinated through the Greater Portland Council of Governments. The purpose of this of this effort is to seek ways that the corridor municipalities can better coordinate the provision of services and facilities, including roads.

## *Public Opinion*

### **Public Opinion Survey:**

Regarding improvements to the Village:

- 53% indicated support for village center enhancements
- 48% of respondents supported expansion of public water service, 28% were opposed
- 31% of respondents supported expansion of public sewer, 48% were opposed
- There was no consensus on widening main roads and encouraging the construction of shared private septic systems.

# PUBLIC FACILITIES AND SERVICES

Regarding improvements, expansions or changes to public services and facilities over the next ten years:

- 76% of respondents indicated support for regionalization of services (towns in the region combining services and facilities, such as emergency services, solid waste disposal, etc.)
- A majority of respondents (50% to 60%) indicated the following were not needed: town police force, town acceptance of privately built roads or public bus or train transportation
- 40% of respondents indicated support for a paid fire department; 42% indicated this was not needed
- 71% of respondents indicated support for a strong town recycling program
- 50% of respondents indicated support for better enforcement of traffic speeds
- 62% indicated support for expanded elderly services
- 58% indicated support for expanded youth programs

Regarding community involvement, respondents indicated that:

- Community newsletters sent through the mail are the best means of communication between the town and townspeople (62% response)
- E-mail notices, and notices in the Falmouth Forecaster and Shopping Notes are other means of communication (30% -34% response)

**Visioning Sessions** - Most pressing issues included:

- Increased cost to taxpayers for town services
- New school
- Increased cost to taxpayers for town acceptance of private roads

## *Conclusions*

The following public facilities and services issues and needs have been identified.

- ✓ The Town Office facility is adequate to meet the future needs of the community. However, the town would like to install central air conditioning and an elevator at the town offices to provide handicapped access to additional office space on the third floor. A Community Development Block Grant will be sought to fund this project that is estimated to cost approximately \$120,000.
- ✓ Public Works capital needs are included in the Capital Equipment Replacement and Facilities Plan (*See Table 11-6*). In addition, another cold storage building will be needed sometime within the next 5 years. Future growth within the community could have a significant impact on the staffing, equipment needs and garage space of the Public Works Department. Increased traffic resulting in greater wear and tear on the roads, the transfer of maintenance and/or ownership of private roads to the town, and accept new subdivision roads in growth areas, as this plan proposes, could all increase the demands on the department. The Town's current policy is not to accept new roads, and that a Town Meeting vote is required for any acceptance.
- ✓ The Town will face increasing waste disposal costs with population growth, particularly if recycling is not increased. Increased recycling rates, particularly with good markets for recyclables can offset the increasing costs. Additionally, cost incentives to encourage individuals to reduce the volume of waste materials through purchasing decisions and recycling will help, as well. The following suggestions have been made: recycle cardboard, increase recycling rates, and investigate pay-per-bag trash pick-up and curbside pick up of recyclables.
- ✓ According to town officials the number of calls for fire and rescue services have increased over the past decade. The most notable change in calls has been the decrease in fire calls (most of which are for auto accidents), and the increase in rescue calls, probably due to changing demographics with an increased proportion of older people living in the town. This trend is

# PUBLIC FACILITIES AND SERVICES

expected to continue, and could increase dramatically with the addition of elderly housing or an assisted living facility.

- ✓ The biggest issue for the Fire and Rescue Department is having adequate numbers of volunteers to respond to calls 24 hours per day. Many firefighters and rescue personnel work at other jobs within and away from town during the week, making it difficult to provide on-call 24-hour service. While mutual aid agreements have helped fill in the gaps, the town's growing and aging population may require more services than the current system can accommodate. It is anticipated that the town will need to address the need for increased level of services, such as paid on-call fire and rescue personnel within the next ten years. Fire and Rescue Department capital needs are included in the Capital Equipment Replacement and Facilities Plan (*See Table 11-6*).
- ✓ The Town is currently involved in a regional study with Gray and New Gloucester to look at 7-day-per-week, 24-hour police coverage. The estimated cost of this service would be \$80,000 to \$100,000 per year. The Town is also investigating other options such as contracting for coverage through Cumberland or Yarmouth's police departments.
- ✓ The Needs Assessment conducted in preparation for this Plan identified a lack of community cohesiveness and concern over communication within the town. One effort to address these issues has included the establishment of a Town WEB page that provides up-to-date information on town affairs, facilities and services.
- ✓ MSAD #51 has a reputation for academic excellence, making Cumberland and North Yarmouth attractive locations for families with children. However, enrollment projections suggest only modest increases based on demographic trends and the existing building caps in both communities.
- ✓ The cost of education is a major issue, however compared to other area communities per pupil operating costs are lower. In addition, MSAD #51's per pupil operating cost of \$6,035 is below the state average per pupil operating cost of \$6,233.
- ✓ MSAD #51 plans to construct a new Middle School and renovate the Greely Junior High. Phase two of the High School expansion, construction of a 42,000 square foot addition, will be sought within the next 3 to 5 years. This project is estimated to cost about \$12 million, and the District will be applying for state funding in the near future.

**Table 11-6. Capital Equipment Replacement and Facilities Plan - 2004**

Item	Est. Cost	Budget 2002	Accrued 12/31/02	2003 Approp.	Accrued to date	2004		2005		2006		2007		2008		2009		2010		2011		2012		2013		2014		2015		Accrued Next Purchase
						Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	Appro	P.	
Mower/Tractor (JD 4300)	20000	1538	4810	1576	6386	2600	2675	2760	2850	2930	1820	1861	1895	1935	1975	2020	2065	20201												
Backhoe (2003)	100000*		39404	37880		9500	9785	10070	10400	10700	11015	11350	11700	12030	12395	10000	108945													
Front-end Loader (1994)	90000	11531	49421	**	49421	7250	7470	7700	7950	8175	8450	8675	8900				105091													
Plow Truck (2001 Mack)	110000	6675	6810	6842	13652	7013	7188	7360	7533	7706	7879	8052	8300	8550	8810	9100	9373	110518												
Plow Truck (1994 Ford L8000)	110000	8328	53015	8536	35927	12345	12345	12345	12720	13100	13490	9166	9166	9166	9166	9166	9166	112272												
Plow Truck (1998 Intl)(trade)	110000	6765	28993	6934	61551	7100	9200	9200	9200	9475	9775	10050	10355	10675	11000	11330	11700	68651												
Utility Vehicle (2002 F550)	40000	17940	-		0	8000	10000	10000	12000	10000	12000	14000	16000				40000													
Utility Vehicle (1/2 ton-used)	8000	0	-	2500	2500	2500	2500	3000	3000	3000	3000	3000	3000				7500													
JD 318 Cemetery Mower *	7500				0	5000	1000	1250	1500	2000	2500						13250													
Rawson Screen Plant (leased)	85000					10000	10000	10500	11000	12000	13000	13500					80000													
Computer System - Upgrades		5125	5228	5253	10481	5384	5519	5651	5784	5917	6050	6183					****													
Ambulance	200000	18750	13856	16000	29856	16800	17600	18400	19200	20000	20800	21600	22250	22900			239262													
Fire Truck (1977 Pierce) ***	279000	33333	51385	33333	84718	40000	40000	40000	40000	40000							284718													
Engine 2 Fire Truck (2016)	335000				0	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	25750	309000													
Tank 3	210000				0	35000	35000	35000	36100	37200	38250						216550													
Engine Four										25000	25000	25000	25000	25000	25000	25000														
Ongoing Facility Maintenance Fund		8610	31000	8825	15825	9046	9267	9488	9709	9930	10151	10372	10593	10814	11035	11256	11477	****												
Land Purchase Reserve Fund		25000	55389	25000	30389	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	330389												
		<b>143595</b>	<b>339311</b>	<b>152679</b>		<b>218288</b>	<b>230299</b>	<b>232975</b>	<b>239197</b>	<b>266884</b>	<b>232931</b>	<b>193060</b>	<b>191409</b>	<b>151820</b>	<b>130131</b>	<b>128622</b>	<b>129531</b>													
Debt Service							-40000	-40000	-40000	-40000							-160000													
Screening Plant							-10000	-10000	-10500	-11000	-12000	-13000	-13500				-80000													
<b>Totals</b>				152679		218288	180299	182975	188697	215884	220931	180060	177909																	

Computer system - no plans to replace entire system - upgrades paid through supply account - could cap at \$20,000  
 Plow Truck 1994 Ford L8000 - taken out of rotation - Keep until 2009 - Swap Accrued Funding  
 Plow Truck 1998 International - Taken out of rotation - Replace in 2004 - swap accrued funding and utilize trade value of \$35-40K  
 1977 Fire Truck - use accrued funds, and 2004 appropriation - borrow remainder - leave in CIP to show expense for now - transfer to debt service in 2005  
 Facility Maintenance fund - 2004 expenditure of \$7200 - Municipal Building Central Air  
 JD 318 Mower - Replacement cost of \$7500 - \$2500 from Cemetery General Fund  
 Screening Plant - presently lease/purchase - paid off 2005 - 2005 and out years could be funded via a charge back from PWD accounts  
 Sidewalk Plow or Blower - May need by winter of 2004...possibly not until 2005...will look at equipment share or lease purchase and add into operations.  
**Source:** Administrative Assistant

## CHAPTER 12. FISCAL CAPACITY

This section presents an overview of the Town's financial situation in an effort to assess its fiscal capacity to meet future needs of the community. A detailed financial analysis is beyond the scope of this Plan, however a general assessment can provide some insight into fiscal capacity. Financial information, including property valuations, tax rates, property tax burdens, revenues and expenditures and long-term debt are examined.

### *Funding Government*

The primary source of funding for municipal services and facilities is the property tax, which covers land and buildings, and personal property taxes. North Yarmouth's total property valuation has increased 26%, from \$158 million to \$199 million between 1998 and 2003. During the same time period property taxes increased by 71%, and the mil rate (tax rate) increased from 16.26 mils to 22.10 mils (*See Table 12-1*). The Town's last town-wide revaluation was performed in 1998. The Town's valuation in 2003 was \$199 million, which is 81% of the state full value valuation for the Town of \$247 million. This suggests that the Town's valuations are falling behind actual market trends, and that the Town should be considering a re-valuation within the near future. Using the state valuation of \$247 million the increase in valuation would be 57% between 1998 and 2003.

<b>Table 12-1. Property Valuation and Taxation</b>					
Year	Local Valuation (\$000)	% Chg	Property Taxes (\$000)	% Chg	Tax Rate (Mils)*
<b>1998</b>	\$157,591	1.7	\$2,561	12.6	16.25
<b>1999</b>	\$163,798	3.9	\$2,817	10.0	17.20
<b>2000</b>	\$176,366	7.7	\$3,174	12.7	18.00
<b>2001</b>	\$183,136	3.8	\$3,480	9.6	19.00
<b>2002</b>	\$189,629	3.5	\$3,982	14.4	21.00
<b>2003</b>	\$198,549	4.7	\$4,389	10.2	22.10
<b>Change 1998 to 2003</b>	\$40,958	26.0	\$1,828	71.4	5.85
* Mil rate is the amount of tax per \$1000 in property valuation.					
<b>Source:</b> Administrative Assistant, Town Office					

North Yarmouth's full value tax rate as calculated by the State is 14.58 per \$1,000 in property value, which is below the state average of 15.93. As displayed in the following table, this tax rate is the lowest amongst communities within the immediate area of North Yarmouth.

# FISCAL CAPACITY

<b>Table 12-2. Comparison of Full Value Tax Rates* for Area Communities</b>		
<b>Town</b>	<b>Commitment, including Reimbursement for the Homestead Exemption</b>	<b>Equalized Tax Rate per \$1,000 in Property Value</b>
<b>North Yarmouth</b>	<b>\$3,589,478</b>	<b>14.58</b>
Pownal	\$1,683,478	14.92
New Gloucester	\$3,920,789	16.08
Gray	\$7,219,703	15.35
Cumberland	\$12,795,889	16.74
Yarmouth	\$19,383,532	18.58
<b>State Average</b>		<b>15.93</b>
* <b>Note:</b> Full value tax rates are based on the state calculation a towns' valuation for the year 2001.		
<b>Source:</b> Maine Municipal Association, Maine Bureau of Taxation, 8/27/03		

## *Expenditures*

Municipal expenses have increased 25% from about \$4 million to \$5 million over the past five years. The major expense category is education, which was 50% of total expenses in 1998 and increased to 64% of total expenses in 2002 (See Figure 12-2). The cost of education rose from about \$2 million to over \$3 million between 1998 and 2000. Other categories showing significant increases were Public Works and Sanitation, which increased by \$210,153 between 1998 and 2002, largely due to public works personnel expansion (payroll) and escalating solid waste costs. Fixed expenses and operations, which include insurance (both health and liability), municipal building expenses such as utilities, streetlights, etc., and payroll expenses such as FICA and Medicare, increased \$131,787 during this time period. The General Government and Public Safety and Services categories showed decreases in expenditures. The significant increase in debt service is a result of the retirement of debt service from old town hall and landfill closure.

Given anticipated population growth expenses will continue to grow as they have during the past decade. However, significant increases in expenses can be anticipated when certain thresholds are met, such as the need for additional police protection, paid on-call fire and rescue services and town acceptance of responsibility for existing private roads or new roads.

<b>Table 12-3. Municipal Expenses</b>							
<b>Category</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>1998-2002</b>	
						<b>\$ Change</b>	<b>%Change</b>
<b>General Government</b>	\$153,794	\$119,829	\$125,771	\$130,061	\$137,863	-\$15,931	-10
<b>Public Safety &amp; Services</b>	261,862	101,715	81,460	114,855	109,693	-152,169	-58
<b>Public Works &amp; Sanitation</b>	468,676	495,961	571,456	639,262	678,829	210,153	45
<b>Fixed Expense &amp; Operations</b>	329,016	359,980	364,598	405,708	460,803	131,787	40
<b>Town Organizations &amp; Committees</b>	101,293	124,014	138,500	144,902	159,141	57,848	57
<b>Education</b>	2,030,185	2,277,627	2,550,598	2,847,462	3,236,306	1,206,121	59
<b>Debt Service</b>	20,679	96,869	90,484	83,566	150,070	129,391	626
<b>Capital Outlay</b>	591,319	157,186	169,520	624,157	0	-	-
<b>Capital Investments</b>	72,800	112,250	126,565	127,240	156,095	83,295	114
<b>Total</b>	<b>\$4,029,624</b>	<b>\$3,845,431</b>	<b>\$4,218,952</b>	<b>\$5,117,213</b>	<b>\$5,088,800</b>	<b>\$1,059,176</b>	<b>26%</b>
<b>Source:</b> Town Reports, Auditor's Reports							

# FISCAL CAPACITY

Figure 12-1. Municipal Expenses, 1998 through 2002

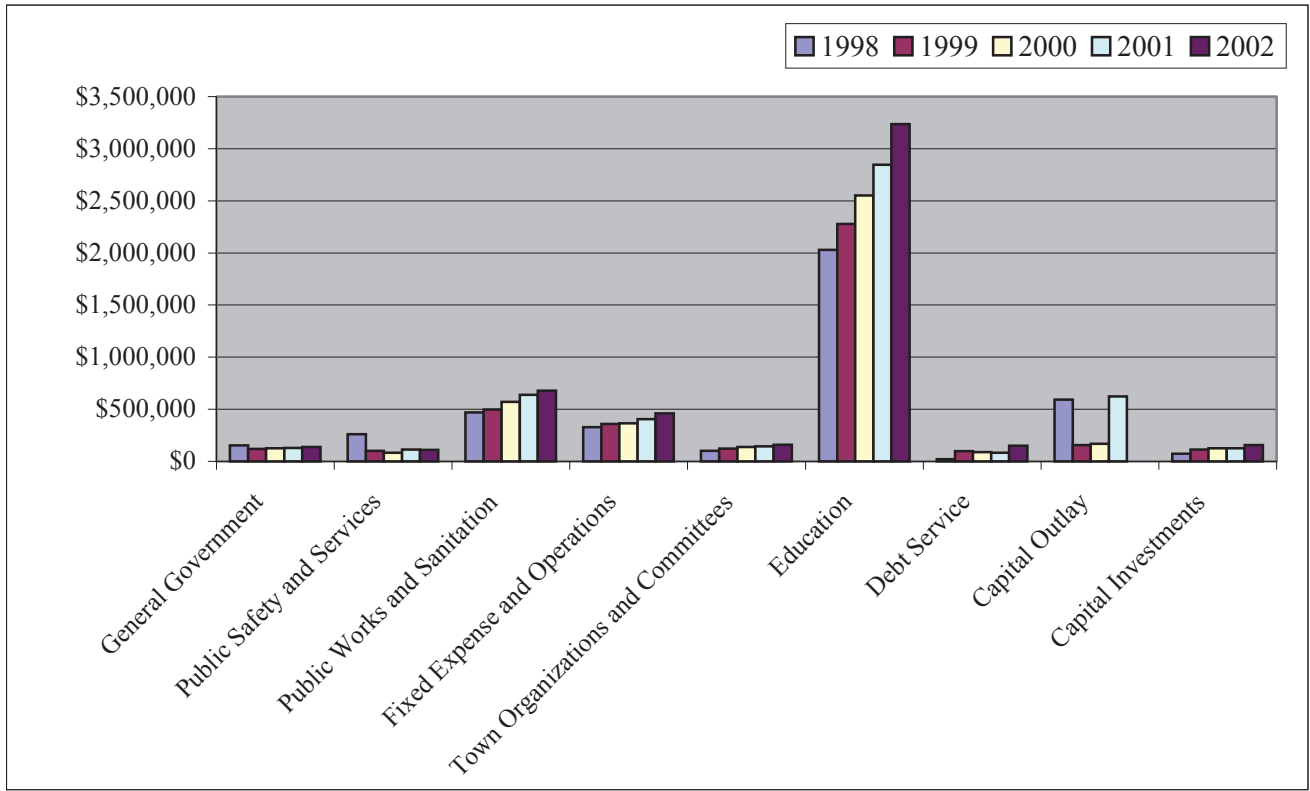
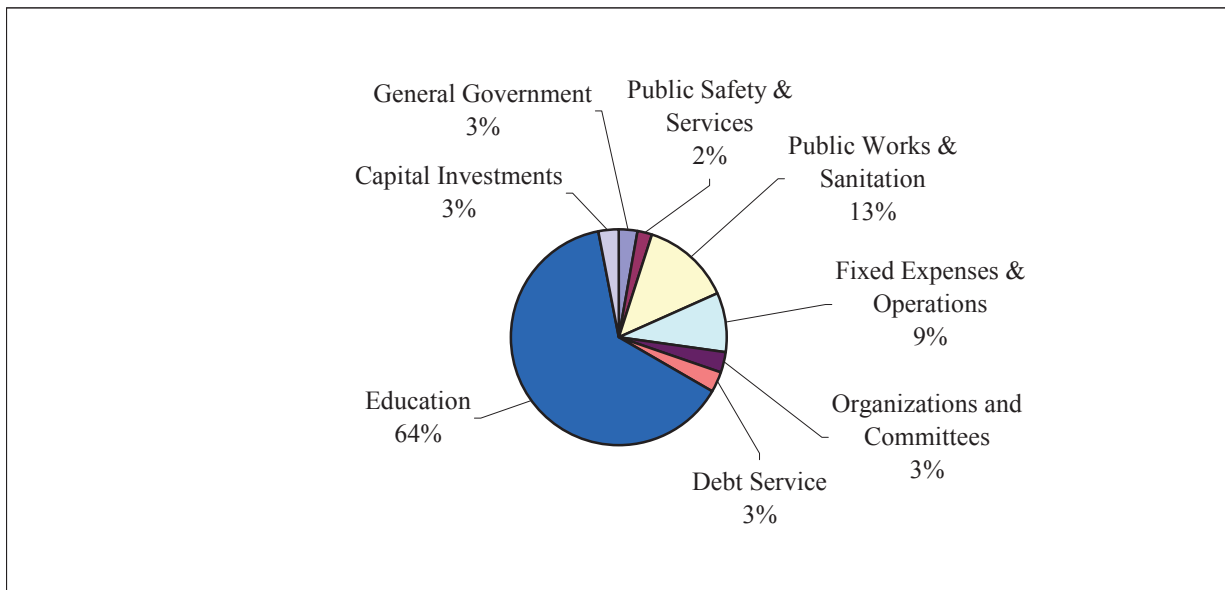


Figure 12-2. Municipal Expenses, 2002



Source: Town Reports, Auditor's Report



# FISCAL CAPACITY

## Revenues

Municipal revenues increased from \$4 million to \$5 million between 1998 and 2002 (See Table 12-4). In 2002, property taxes accounted for 79% of municipal revenues. In 1999, property taxes were 75% of total revenues. State highway funds have remained the same for over a decade, but have actually decreased when inflation is taken into consideration. State revenue sharing increased from \$135,000 to \$200,000.

Given current state budgetary shortfalls it is unlikely there will be significant increases in highway funding or revenue sharing in the near future. State education subsidies to the MSAD #51, can also offset education expenses, but it is difficult to ascertain what impact they will have, particularly given the continuing increase in educational expenses.

Table 12-4 Municipal Revenues							
Category	1998	1999	2000	2001	2002	1998-2002	
						\$ Change	%Change
Property Taxes	\$2,560,886	\$2,817,322	\$3,174,285	\$3,479,593	\$3,982,216	\$1,421,330	56%
Excise Taxes	265,000	300,000	400,000	400,000	400,000	135,000	51
Highway Funds	38,000	38,000	38,000	38,000	38,000	0	0
Revenue Sharing	135,000	135,000	190,000	200,000	200,000	65,000	48
Permit & Clerk Fees, Misc.	49,870	50,850	41,000	42,500	73,940	24,070	48
Interest	30,000	30,000	30,000	15,000	15,000	-15,000	-50
Capitol Funds	100,000	93,500	0	0	50,000	-50,000	-50
Bonding	585,000	0	0	0	0	-	-
Fund Balance	310,000	300,000	350,000	265,000	265,000	-45,000	-15
<b>Total</b>	<b>\$4,073,756</b>	<b>\$3,764,672</b>	<b>\$4,223,285</b>	<b>\$4,440,093</b>	<b>\$5,024,156</b>	<b>\$950,400</b>	<b>23%</b>
<b>Source:</b> Administrative Assistant's Records							

The fund balance is undesignated money, or surplus remaining at the end of each year. As a general practice the Town has applied this surplus towards appropriations for the upcoming year. The rule of thumb is that 2/12 to 3/12 of the annual municipal budget (\$833,000 to \$1,250,000, in this case) enough to cover 2 to 3 months of operating expenses should be set-aside as surplus. This practice can eliminate the need to borrow money to cover operating expenses until anticipated revenues are received. Over the past several years the Town has taken out tax anticipation loans of approximately \$1.65 million, with interest rates of +/-2% to cover operating expenses.

# FISCAL CAPACITY

Figure 12-3. Municipal Revenues, 1998 through 2002

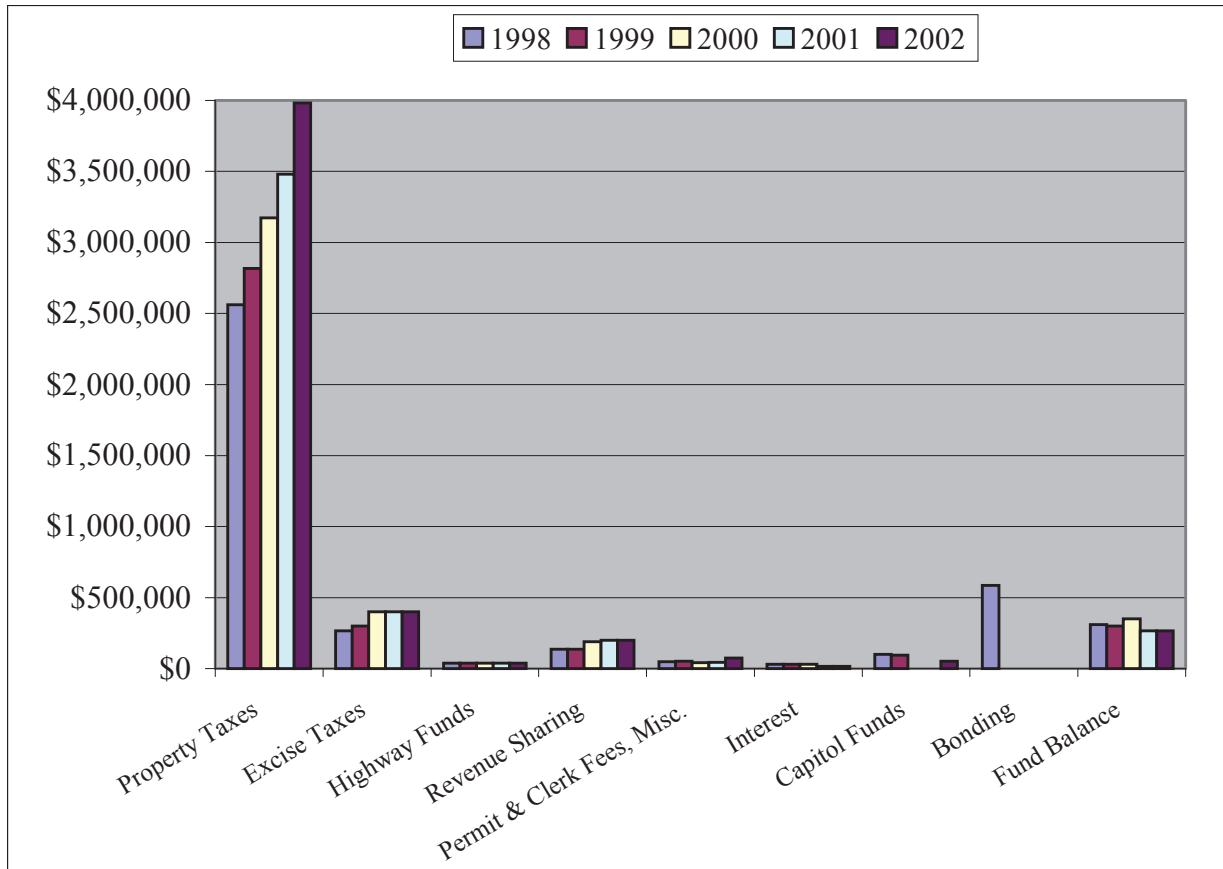
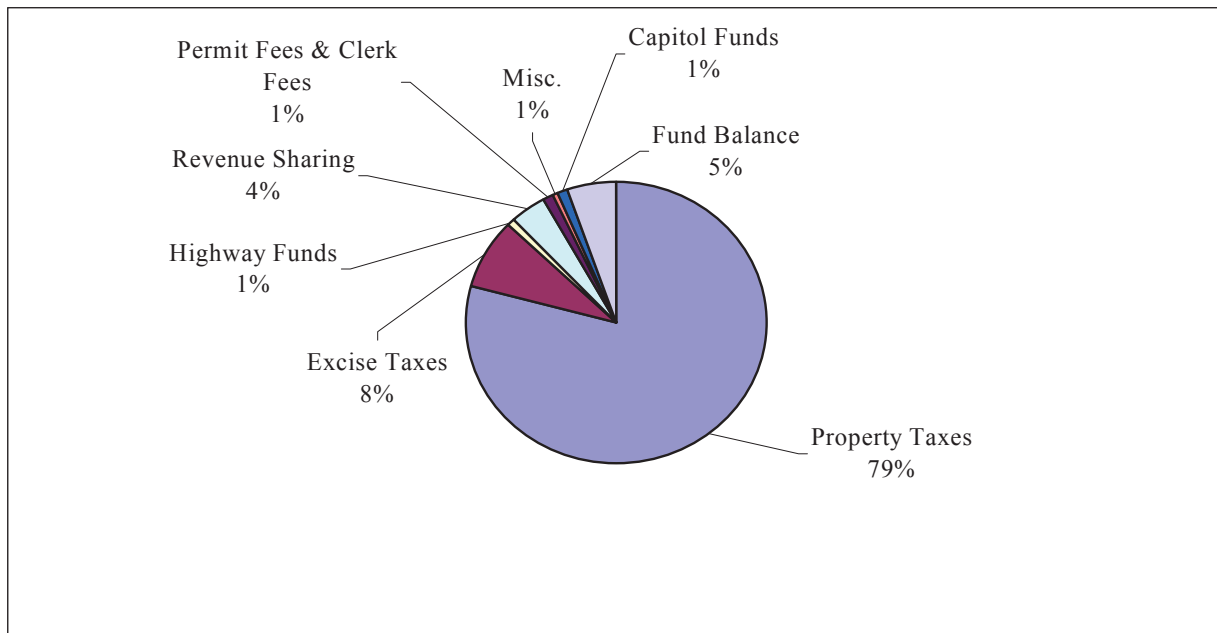


Figure 12-3. Municipal Revenues, 2002



Source: Administrative Assistant's Records

# FISCAL CAPACITY

## *Long Term Debt*

The Town's long-term debt as of December 31, 2002, was \$721,400 (principal and interest), and consists of the loans listed in the following table. The Town's long-term debt is well below the statutory debt limit of \$32,797,500.

<b>Table 12-5. Long Term Debt</b>					
<b>Loan Holder (Type Loan)</b>	<b>Interest Rate</b>	<b>Amount Issued</b>	<b>Final Maturity Date</b>	<b>Annual Payment</b>	<b>Total Balance</b>
<b>Key Bank</b>					
1998 Capital Improvement Bond	5.10%	\$335,000	8/2008	\$33,500	\$201,000
1998 Capital Improvement Bond	4.60%	\$100,000	8/2003	\$20,000	\$20,000
2001 General Obligation Bond	5.30%	\$556,000	1/2011	\$55,600	\$500,400
					<b>\$721,400</b>
<b>Source:</b> Town of North Yarmouth Financial Report, December 21, 2002, Berry, Fowler and Co. (Town Audit)					

## *Capital Budgeting*

North Yarmouth utilizes a Capital Equipment and Facilities Planning system for long-range programming and financing of major capital improvements to meet existing and future needs. The goal is to anticipate major capital outlays, and to prioritize and schedule funding for projects in a fiscally sound manner that minimizes drastic changes in tax levels. The Town also utilizes a similar approach, the Road Survey and Management System, to plan and budget for road improvements; however, these expenditures are treated as annual operating expenses.

An estimate of capital outlay needs from 2003 to 2010, prepared in 2003 by the Administrative Assistant predicts a capital purchase total of \$750,000 for the seven-year period. That total can be converted into a 2003-dollar equivalent of approximately \$925,000, assuming an inflation factor of 3% over the next ten years.

Prevailing financial management theory suggests that municipalities find an appropriate balance between current revenues and short-term (current year) outlays on the one hand, and long-term borrowing for long-term or capital (multi-year) outlays on the other hand. User fees, impact fees and grants are other potential sources of income.

North Yarmouth adopted an impact fee ordinance in March 2000 with the stated purpose of maintaining fiscal capacity while providing adequate public services (i.e., public safety and recreational open space) for present and future residents. The impact fee is imposed when a building permit is sought for new residential or commercial construction. Approximately \$65,000 was collected in impact fees in 2002. These funds are used for capital expenses related to fire and rescue, and recreational land and facilities.

# FISCAL CAPACITY

## *Conclusions - Fiscal Capacity Analysis*

- ✓ North Yarmouth appears to be fiscally sound at this time. Evidence of fiscal strength can be found in:
  - The relatively small amount of long-term debt (\$721,400 as of December 31, 2002)
  - Increasing levels of property valuation
  - Property tax collection rates of approximately 94% to 95%
  - Direct control of roads and bridges, fire and rescue services
  - An ability to generate revenues from permit fees, impact fees and other sources other than the property tax and the State
  - Effective use of a capital budgeting process.
- ✓ The Town needs to consider doing a revaluation in the near future. The state certified ratio is about 80%, which means the town property valuation is 80% of the state calculated full valuation based on market analysis
- ✓ The Town should consider maintaining a surplus, or fund balance to cover operating expenses for 2 to 3 months, thereby eliminating the need to borrow money in anticipation of property tax revenues. Changing the fiscal year, and billing for property taxes twice a year could also improve the town's cash flows.
- ✓ Given rapid residential growth rates since 1990, increasing school district assessments and increasing county assessments, it is appropriate to predict that increased demands for services and facilities will continue. Potential fiscal capacity issues include:
  - The likelihood of increased demand for public services and facilities due to rapid growth. General pressure on the municipal budget caused by services required or desired by a population that increased by 28% between 1990 and 2000, and is projected to increase by 25% by the year 2015
  - Municipal expenses have increased from about \$4 million to \$5 million over the past five years. The major expense category is education, which was 50% of total expenses in 1998 and increased to 64% of total expenses in 2002. The cost of education rose from about \$2 million to over \$3 million between 1998 and 2000. The Town has limited control over the education budget, and the state school subsidy.
  - Property taxes are supporting nearly 80% of municipal expenditures, including education
  - The potential need for more police protection
  - The future need for paid on-call fire and rescue services
  - The future need for centralized sewer
  - The potential need to take on maintenance responsibility, and perhaps ownership of a number of miles of private roads.

# APPENDIX A. POTENTIAL SOURCES OF GROUND WATER CONTAMINATION

## Maine Public Drinking Water Source Water Assessment Program, January 2000

### HERBICIDE/PESTICIDE USE

1. \_\_\_\_\_ Agricultural chemical spreading or spraying
2. \_\_\_\_\_ Agricultural chemical storage
3. \_\_\_\_\_ Bulk grain storage
4. \_\_\_\_\_ Chemically fertilized agricultural field
5. \_\_\_\_\_ Golf course
6. \_\_\_\_\_ Herbicide sales or applicator
7. \_\_\_\_\_ Nursery or garden shop
8. \_\_\_\_\_ Pesticide sales or applicator
9. \_\_\_\_\_ High voltage transmission lines

### PETROLEUM/HYDROCARBON USE (VOCS OR SEMI-VOCS)

10. \_\_\_\_\_ Aboveground oil storage tank (including home heating oil tanks)
11. \_\_\_\_\_ Underground oil storage tank
12. \_\_\_\_\_ Airport fueling area
13. \_\_\_\_\_ Airport maintenance
14. \_\_\_\_\_ Auto chemical supply wholesaler
15. \_\_\_\_\_ Auto repair
16. \_\_\_\_\_ Body shop
17. \_\_\_\_\_ Concrete, asphalt, tar, coal company
18. \_\_\_\_\_ Dry cleaner
19. \_\_\_\_\_ Furniture stripper
20. \_\_\_\_\_ Gas station, service station
21. \_\_\_\_\_ Junk or salvage yard
22. \_\_\_\_\_ Machine shop
23. \_\_\_\_\_ Oil pipeline
24. \_\_\_\_\_ Painters, finisher
25. \_\_\_\_\_ Parking lot
26. \_\_\_\_\_ Photo processor
27. \_\_\_\_\_ Printer
28. \_\_\_\_\_ Sand and gravel mining, other mining
29. \_\_\_\_\_ Small engine repair shop
30. \_\_\_\_\_ Snow dump (large commercial or municipal)
31. \_\_\_\_\_ Stormwater impoundments or run-off area
32. \_\_\_\_\_ Truck terminal

### BACTERIA AND INORGANICS SUCH AS NITRATES/NITRITES

40. \_\_\_\_\_ Animal burial (large scale site)

41. \_\_\_\_\_ Animal grazing
42. \_\_\_\_\_ Barnyard
43. \_\_\_\_\_ Manure pile
44. \_\_\_\_\_ Manure spreading
45. \_\_\_\_\_ Meat packer, slaughter house
46. \_\_\_\_\_ Municipal wastewater treatment plant

### OTHER

50. \_\_\_\_\_ Abandoned well
51. \_\_\_\_\_ Boat builder, refinisher, maintenance
52. \_\_\_\_\_ Chemical reclamation
53. \_\_\_\_\_ Food processor
54. \_\_\_\_\_ Graveyard and cemetery
55. \_\_\_\_\_ Heat treater, smelter, annealer, descaler
56. \_\_\_\_\_ Incinerator
57. \_\_\_\_\_ Industrial discharge
58. \_\_\_\_\_ Industrial manufacturer
59. \_\_\_\_\_ Industrial waste disposal
60. \_\_\_\_\_ Landfill, dump, transfer station
61. \_\_\_\_\_ Metal plating
62. \_\_\_\_\_ Military facility
63. \_\_\_\_\_ Monitoring well
64. \_\_\_\_\_ Railroad yard or line
65. \_\_\_\_\_ Recycling or processing center (*other than beverages*)
66. \_\_\_\_\_ Research laboratory
67. \_\_\_\_\_ Residential home
68. \_\_\_\_\_ Rust proofing
69. \_\_\_\_\_ Salt pile or sand and salt pile
70. \_\_\_\_\_ Septic system, septic waste disposal
  - a. \_\_\_\_\_ Beauty parlor
  - b. \_\_\_\_\_ Car wash
  - c. \_\_\_\_\_ Laundromat
  - d. \_\_\_\_\_ Medical, dental, veterinarian office
  - e. \_\_\_\_\_ Mortuary/funeral parlor
  - f. \_\_\_\_\_ Multi-unit housing
  - g. \_\_\_\_\_ Single-family housing
  - h. \_\_\_\_\_ Other \_\_\_\_\_
71. \_\_\_\_\_ Sewer line
72. \_\_\_\_\_ Sludge disposal or spreading
73. \_\_\_\_\_ Wastewater impoundment area
74. \_\_\_\_\_ Wastewater treatment plants, discharge
75. \_\_\_\_\_ Wood preserver

## APPENDIX B

### *Public Opinion Survey Results*

The **North Yarmouth Comprehensive Plan Committee** conducted a mail-out opinion survey during December 2002 as a part of updating the Comprehensive Plan. The purpose of the survey was to determine what the citizens of the town want their community to look like in ten to twenty years. A total of 1,200 surveys were distributed, and 467 completed surveys were returned, for a return rate of 39%. The following tables display the survey results, with the number of responses and percentage of the total number of responses, indicated for each question response option. **Note on Interpretation:** *Caution should be used in interpreting the results of this survey. Strong responses are generally the most reliable.*

#### **I. Population Growth**

- The strongest support was shown for limiting the number of lots in subdivisions in rural areas (80% support) and limiting new home building permits throughout town (73% support).
- There was less support for limiting new home building permits just in rural areas (54%), with 36% of respondents opposed to the approach.
- Slightly over half of the respondents supported encouraging residential development in the existing Village Center (57%) and encouraging village scale development (1 acre, or less) in designated growth areas (57%). In both cases, slightly over 30% of respondents indicated they oppose these approaches.
- A total of 57% of respondents supported requiring cluster development (small house lots, with preservation of open space) in rural areas. However, 35% of respondents opposed this approach.

<b>The population of North Yarmouth is projected to increase by 660 people by the year 2015. This translates into the addition of over 200 households during this time period. Indicate your level of support or opposition for each of the following approaches to accommodating this growth.</b>					
	Strongly Support	Somewhat Support	Neutral/No Opinion	Somewhat Oppose	Strongly Oppose
A. Encourage residential development in the existing Village Center	111/24%	132/29%	66/15%	81/18%	62/14%
B. Encourage village scale development (1 acre, or less) in designated growth areas	105/23%	152/34%	35/8%	68/15%	88/20%
C. Encourage residential development throughout rural areas	42/9%	74/16%	40/9%	122/27%	175/39%
D. Require cluster development in rural areas- small house lots, with preservation of common open space	129/29%	122/28%	37/8%	73/16%	82/19%
E. Limit # lots in subdivisions in rural areas	251/56%	108/24%	36/8%	28/6%	25/6%
F. Limit new home building permits throughout town	223/49%	110/24%	46/10%	42/9%	33/7%
G. Limit new home building permits just in rural areas	137/31%	100/23%	46/10%	83/19%	76/17%

## II. Housing

- Over half of the respondents (55% and 51%) indicated a desire to “encourage” single-family homes and affordable elderly housing. Another 36%-37% indicated these uses should be “permitted”.
- Approximately 63% of respondents either want to encourage or permit affordable low/moderate income housing; 75% either want to encourage or permit starter homes for first time home buyers; and 74% either want to encourage or permit duplexes, including “in-law” apartments.
- A significant majority (over 70% or more) of respondents indicated a desire to discourage apartment buildings, mobile home parks and mobile homes on single lots.
- While a majority of the respondents either want to encourage (16%) or permit (37%) condominiums, a significant 41% want to discourage them.

<b>What should the Town’s policy be toward the following types of housing? Consider the need for affordable housing, where monthly costs (mortgage, taxes, insurance, etc.) do not exceed 28% of monthly income, and the needs of an overall older population.</b>				
	Encourage	Permit	Discourage	Neutral/No Opinion
A. Single Family Homes	248/55%	174/38%	23/5%	8/2%
B. Duplexes, incl. “In-Law” Apts.	111/24%	234/51%	83/18%	29/6%
C. Apartment Buildings	29/6%	82/18%	317/70%	27/6%
D. Condominiums	73/16%	169/37%	186/41%	28/6%
E. Affordable Elderly Housing	233/51%	169/37%	34/7%	19/4%
F. Affordable Low/Moderate Income	112/25%	171/38%	125/28%	43/10%
G. Mobile Home Parks	9/2%	17/4%	405/90%	20/4%
H. Mobile Homes on Single Lots	12/3%	84/19%	327/72%	29/6%
I. Starter Homes for 1st Time Buyers	128/29%	206/46%	67/15%	46/10%

## III. Open Space Uses And Natural Resources

- Without exception, a solid majority of the respondents (79%+) indicated that all open space uses and natural resources listed were either “very important” or “somewhat important”.
- Those resources deemed by a majority of respondents as “very important” included: open space/undeveloped areas; farmland and forestland; scenic views; wildlife habitat; ground/surface water resources; public access to open space; Royal River access; Royal River corridor/greenway; and historic and archaeological resources.
- Outdoor recreation areas and trail networks were deemed “very important” by 49% and 47% of respondents, and “somewhat important” by another 34% and 33% of respondents.

<b>How important do you think it is for the Town to preserve or protect the following?</b>	Very Important	Somewhat Important	Not Important	Neutral/No Opinion
A. Open Space/Undeveloped Areas	309/69%	99/22%	30/7%	8/2%
B. Farmland/Fields and Forestland	334/74%	83/19%	24/5%	5/1%
C. Scenic Views	286/64%	94/21%	47/11%	19/4%
D. Wildlife Habitat	339/76%	72/16%	26/6%	9/2%
E. Ground/Surface Water Resources	395/89%	39/9%	8/2%	3/1%
F. Outdoor Recreation Areas	218/49%	152/34%	52/12%	20/5%
G. Public Access to Open Space	264/59%	126/28%	35/8%	19/4%
H. Royal River Access	266/60%	120/27%	31/7%	27/6%
I. Royal River Corridor/Greenway	239/54%	118/27%	41/9%	44/10%
J. Trail Networks	210/47%	142/32%	61/14%	30/7%
K. Historic & Archaeological Resources	231/53%	147/33%	27/6%	34/8%

#### IV. Open Space and Natural Resources: Options for Protection

- Without exception, a majority of the respondents indicated support for all of the approaches presented for preserving open space and natural resources.
- There was strong support for zoning regulations to preserve the most important natural resources, private efforts (North Yarmouth Land Trust), greater use of tax relief programs and zoning regulations to preserve large tracts of open space.
- There was slightly less support for town purchase through bonds or other local funds, state purchase and town cost sharing in state purchase as approaches to protection to open space and natural resource.

<b>Indicate your level of support or opposition for each of the following approaches to open space and natural resource protection.</b>					
	Strongly Support	Somewhat Support	Neutral/No Opinion	Somewhat Oppose	Strongly Oppose
A. Town Purchases through Bonds or other Local Funds	147/33%	147/33%	45/10%	44/10%	57/13%
B. Private Efforts, such as through the North Yarmouth Land Trust	279/63%	97/22%	42/9%	11/2%	14/3%
C. Greater Use of Local Tax Relief Programs, such as the Farm and Open Space and Tree Growth Tax Relief Programs	245/56%	117/27%	50/11%	14/3%	15/3%
D. Zoning to Preserve Large Tracts of Open Space	232/52%	108/24%	33/7%	35/8%	35/8%
E. Zoning Regulations to Preserve the Most Important Natural Resources	280/63%	87/20%	32/7%	18/4%	24/5%
F. State Purchase, through Land for Maine's Future Program or other State Program	189/42%	113/26%	64/15%	34/8%	40/9%
G. Town Cost Sharing in State Purchase	123/28%	135/31%	71/16%	50/11%	60/14%

#### V. Village Center

- Respondent support was greatest for construction of bikeways (71%), more village scale business (73%), construction of sidewalks (61%), and improved aesthetics (landscaping, trees, etc.) (59%).
- A majority of respondents supported encouraging more village scale housing (54%), providing more public parks/recreation areas (55%) and encouraging expansion of the Village area (52%). It should be noted that 30% of respondents opposed encouraging expansion of the Village area.
- While 48% of respondents supported expansion of public water service, 28% were opposed.
- While 31% of respondents supported expansion of public sewer, 48% were opposed.
- There was even less consensus on widening main roads and encouraging the construction of shared private septic systems.

<b>Indicate your level of support or opposition for each of the following approaches to changing the Village Center.</b>					
	Strongly Support	Somewhat Support	Neutral/No Opinion	Somewhat Oppose	Strongly Oppose
A. Construct Sidewalks	146/33%	124/28%	46/10%	60/14%	66/15%
B. Construct Bikeways	195/44%	121/27%	40/9%	37/8%	49/11%
C. Widen Main Roads	101/23%	90/20%	66/15%	93/21%	92/21%
D. Construct Public Sewer	60/14%	77/17%	96/22%	100/23%	109/25%
E. Encourage Construction of Private Shared Septic Systems	47/11%	123/28%	149/34%	53/12%	66/15%
F. Expand Public Water Service	106/24%	108/24%	103/23%	64/14%	62/14%



G. Encourage more Village Scale Business	169/39%	148/34%	50/11%	38/9%	31/7%
H. Encourage more Village Scale Housing	98/23%	134/31%	87/20%	63/15%	51/12%
I. Improve Aesthetics: Landscaping, Trees, Signage & Lighting	130/30%	126/29%	82/19%	54/12%	48/11%
J. Provide more Public Parks/Recreation Areas	103/23%	140/32%	75/17%	69/16%	55/12%
K. Encourage Expansion of the Village Area	87/20%	140/32%	80/18%	76/17%	57/13%
L. Discourage further Development in the Village	51/12%	54/13%	102/24%	110/26%	114/26%

## VI. Commercial Development

- A majority of respondents indicated that home occupations (72%), farming/commercial gardening/nurseries (67%), bed and breakfasts (60%), and child care centers (52%) should be allowed to locate anywhere in town.
- A large majority (78%) indicated a desire to discourage fast food drive-ins.
- There was a desire to discourage or confine to specific areas the following uses: retail sales and services (greater than 5,000 sq. ft. in size), small shopping centers, campgrounds and gravel pits.
- A majority of the responses for the other uses listed suggested that these uses should be confined to specific areas of the community (i.e., retail sales and services under 5,000 sq.ft. in size, convenience stores, business parks, recreation/health centers, whole sales businesses, light manufacturing, and cottage industry).

What should the Town's policy be toward the following types of commercial development?	Allow Anywhere	Confine to Specific Areas	Discourage	Neutral/No Opinion
A. Retail Sales & Services (5,000 sq. ft. or more)	22/5%	196/44%	214/48%	17/4%
B. Retail Sales & Services (5,000 sq. ft. or less)	60/13%	309/69%	65/14%	15/3%
C. Convenience Stores	62/14%	274/60%	103/23%	15/3%
D. Fast Food Drive Ins	16/4%	76/17%	354/78%	10/2%
E. Sit Down Restaurants	93/20%	286/63%	53/12%	22/5%
F. Small Shopping Center	28/6%	231/50%	188/41%	9/2%
G. Business Park	35/8%	264/58%	141/31%	15/3%
H. Bed and Breakfast	275/60%	121/26%	31/7%	30/7%
I. Campgrounds	87/19%	210/46%	131/29%	27/6%
J. Recreation/Health Center	90/20%	263/59%	54/12%	38/9%
K. Gravel Pits	19/4%	191/42%	213/47%	34/7%
L. Child Care Centers	234/52%	152/34%	21/5%	46/1%
M. Farming/Commercial Gardening/Nurseries	310/67%	117/25%	6/1%	29/6%
N. Wholesale Businesses	45/10%	288/63%	97/21%	27/6%
O. Light Manufacturing	39/8%	282/61%	116/25%	23/5%
P. Home Occupations	331/72%	67/15%	21/5%	39/9%
Q. Cottage Industry (small)	218/48%	151/33%	33/7%	51/11%

## VII. Town Services and Facilities

- None of the service or facility options mentioned received majority support as a priority, regardless of taxes.
- A solid majority of respondents (76%) indicated support for regionalization.
- A solid majority (71%) indicated support for town purchase of important open spaces, with 28% of those responses indicating that this was a priority regardless of taxes.
- A majority of respondents (50% to 60%) indicated the following were not needed: town police force, town acceptance of privately built roads, or public bus or train transportation.

What services or facilities would you like to see improved, expanded or developed over the next ten years?	Yes, but with Little Increase in Taxes	Yes, Priority Regardless of Taxes	Not Needed	Neutral/No Opinion
A. Paid Town Fire Department	137/31%	42/9%	188/42%	76/17%
B. Strong Town Recycling Program	241/53%	80/18%	83/18%	51/11%
C. Town Police Force	103/23%	49/11%	248/55%	49/11%
D. Better Enforcement of Traffic Speeds	140/31%	89/19%	158/35%	70/15%
E. Regionalization of Services (towns in the region combining services and facilities, such as emergency services, solid waste disposal, etc.)	279/61%	68/15%	57/13%	51/11%
F. Town Acceptance/Maintenance of Privately Built Roads	122/27%	33/7%	245/53%	59/13%
G. Public Transportation (Bus)	105/23%	17/4%	274/60%	61/13%
H. Public Transportation (Train)	116/26%	18/4%	261/57%	59/13%
I. Expanded Elderly Services	223/49%	58/13%	75/17%	98/22%
J. Expanded Youth Programs	204/45%	60/13%	119/26%	70/15%
K. More Recreational Opportunities	170/38%	34/8%	177/39%	72/16%
L. Village Center Enhancements	196/43%	46/10%	143/31%	70/15%
M. Town Purchase of Important Open Space Areas	195/43%	126/28%	94/21%	42/9%

## VIII. Community Involvement

- Community newsletters sent through the mail are the best means of communication between the town and townspeople., according to the survey results.
- E-mail notices, and notices in the Falmouth Forecaster and Shopping Notes are other usually less expensive, but less effective means of communication.

What are the <u>two</u> best ways to reach you about town meetings and other community affairs and issues? (Check no more than two)	
A. Newspaper (Portland)	76/16%
B. Notice in <i>Shopping Notes</i>	140/30%
C. Notice in <i>Falmouth Forecaster</i>	157/34%
D. Posters in Local Businesses/Public Places	29/6%
E. Community Newsletters sent through the Mail	290/62%
F. Community Newsletters sent via Internet (E-mail)	141/30%
G. Town WEB page	35/7%
H. Bulletin Board at Town Office	10/2%
I. Other (please specify)	4/1%

## *Results of the Visioning Process*

### **Introduction**

The following are the results of a series of Visioning Sessions held by the Comprehensive Plan Update Committee. A Community Leaders Visioning Session was held on January 15<sup>th</sup> in the evening, where five groups worked through a series of visioning exercises. Four additional visioning sessions were held to encourage additional public participation – January 22<sup>nd</sup>, 23<sup>rd</sup>, and 25<sup>th</sup> (two on the 23<sup>rd</sup>). These four additional sessions resulted in seven small groups working through the same series of visioning exercises as was completed at the Community Leaders Visioning Session. The information obtained through the visioning process was used to develop a *Vision for North Yarmouth to the Year 2020*.

### **Key Characteristics of the Community Vision for the Year 2020**

These characteristics or themes were expressed in conversations throughout the visioning sessions. They are those things that most people seem to treasure and hope for in the future of the town.

- Strong sense of community, community spirit
  - Small community, people involved in town affairs and familiar with each other, friendly
  - Safe place
  - Rural character, open space, rivers and streams, scenic areas
  - Access to outdoor recreational opportunities
  - Great schools
  - Sense of history, desire to preserve some of the past
- 

**Identification of Special Natural Places** - Visioning Session participants were asked to identify on a map of the town the most memorable natural and scenic features. The special places identified by each group are listed below.

Royal River and shoreline/corridor (mentioned 10+ times)  
Royal River/North Road  
Royal River/North Road/south of Dunn's Corner  
Royal River around Chandler Brook Junction  
Royal River between Toddy Brook & North Rds  
Royal River near Yarmouth town line (mentioned at least twice)  
Grover/Thornhurst fields (mentioned 10+ times)  
Skyline Farm and The Lane area, including trails (mentioned at least 8 times)  
Baston/Sweetser Road (for walking)  
Corner of The Lane and Route 115  
The Lane/Sweetser Road including vista of Bradbury Mountain, historic farms  
Lower Lane Road area  
Baston Road, woods and fields at end of road  
Wooded area east of the Village  
Town Forest area, including Toddy Brook (mentioned at least 6 times)  
Toddy Brook

Undisturbed Area Across from Town Forest (mentioned at least twice)  
Railroad corridor near Town Forest (mentioned at least twice)  
Town Meeting House Park, including Gillespie Farm, trails (mentioned at least 5 times)  
Wescustogo Park area (mentioned 4+ times)  
Route 231 views, around Wescustogo Park (mentioned at least 4 times)  
Verrill's Farm/Route 231 (mentioned 2+ times)  
Wescustogo Hill, including the wall (mentioned 4+ times)  
Chandler Brook and shoreline, including the wetland area (mentioned 4+ times)  
Chandler Brook waterfalls – north from Milliken Road  
Knight's Pond  
Blueberry Hill (mentioned at least twice)  
Range Road – Walnut Hill/Bruce Hill (mentioned at least twice)  
Blueberry fields west of Walnut Hill, power lines/access via Henry Road/Delmar Drive

Granite Quarry at Royal and Ledge Roads  
(mentioned at least twice)  
Jewett's Pond/Route 231 (ice skating)  
(mentioned at least twice)  
Yarmouth Water Supply (mentioned 2+ times)  
Power lines and old Railroad bed - trails  
Between North Road and northern most railroad  
Pratts Brook River Corridor

Milleken Road (for walking)  
Paul Lowe's field  
North Rd - Maple Trees Rte 9 toward Yarmouth  
Wetlands off Route 115 near Haskell Road  
Route 231 Vista South of the Royal River  
Skillin's area/Route 115  
Pete Turmelle Pond

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**Identification of Special Man Made Places** - Visioning Session participants were asked to identify the most memorable man made features. The special places identified by each group are listed below.

Congregational Church (mentioned 8+ times)  
Congregational Church – historic district  
Grover/Thornhurst Farm  
Skyline Farm (mentioned 4+ times)  
Historic Homes and farm at corner Baston  
Road/Sweetser Road (mentioned 2+ times)  
Sweetser Road – dirt road, old houses, near  
Skyline  
The Lane  
Old Town House and Park (mentioned 6+ times)  
Wescustogo Grange Hall (mentioned 4+ times)  
Village Center (mentioned at least five times)  
Town Center – old houses and taverns  
(mentioned 5+ times)  
Gazebo on Village Green  
Village historic buildings (mentioned 2+ times)  
Municipal/fire station  
Town Offices  
NY Memorial School (mentioned at least twice)  
Toddy Brook Golf Course (mentioned 3+ times)  
Dunn's Corner – historic area/houses, including  
the Dunn House (mentioned 3+ times)  
Railroads  
Old railroad bed, including Old Station House  
Road & north) – hiking (mentioned 2+ times)  
Historic House at North Road/Route 231

Red House, other houses/old stones at Rtes  
115/9  
Monument at Routes 9/115  
Granite Markers that mark NY Memorial HWY  
Milliken Road  
Verrill's Farm House  
Old Hayes Farm  
Toddy Brook Farm  
Leighton's barn cellar  
Historic houses/area at Crockett's Corner (Route  
9/Mountford Road/West Pownal Road)  
Jensen House  
Nellie Leighton House  
Ames Farm Store  
Ambrose House (mentioned twice)  
NY Memorial Park  
Cluff Road Cemetery, Oak Grove Cemetery,  
Pine Grove Cemetery, Walnut Hill Cemetery,  
Village Cemetery, & Cemetery at Crockett's  
Corner area  
Woodworth Farm  
North Road – old Railroad Bridge  
Colonial Drive/Hemlock Ridge residential  
neighborhood  
Ansel Lane area  
Marston House off Lawrence Road

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**Best Residential Streets or Areas** - Visioning participants were asked to identify the best residential street(s); those streets/areas that represented what they wanted future residential development to look like.

Center Village Area (Village)  
Walnut Hill Road (end of lane/historic houses)  
(Village Center)  
Walnut Hill Heights- Delwin Drive/Henry Road  
(Neighborhood Subdivision)  
Ansel Lane area (Rural Clustered Subdivision)

Birchwood Terrace (Rural Subdivision)  
Christopher Road (Rural Subdivision)  
Sligo Road (Rural Residential)  
Milliken Road (Rural Residential)  
Old Town Farm Road (canopy of tress) (Rural  
Residential)

Sweetser Road (Rural Residential)  
Mountford Road (Rural Residential)  
Haskell Road (Rural Residential)

Mill Road (Rural Residential)  
Baston Road (Rural Residential)  
North Road (Rural Residential)

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**Best Commercial Streets or Areas** - Visioning participants were asked to identify the best commercial streets or areas in town; those streets or areas that represented what they wanted future commercial development to look like.

Ames Food Store (Village)  
Chicken Barns on Re 115 with new businesses (Village)  
Stone's Restaurant (Village)  
Village (Route 231 area) (Village)  
Ronny's Autobody (Village)  
Snidley's area (Village)

Winter People (Suburban)  
Toddy Brook Golf Course (Rural)  
Plainview Nursery (Rural)  
People, Places and Plants (Rural)  
Christmas Tree Farm (Rural)  
Route 115 near Yarmouth town line (Rural)  
Woodworking at Crockett's Corner (Rural)

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**Future Forces and Pressing Issues** - In this exercise participants were asked to rank a list of Pressing Issues identified by the Comprehensive Plan Committee. The following table displays the ranking of the top five pressing issues as identified by majority of the groups, and the other issues discussed.

1. Population Growth
  2. Loss of Open Space & Community Character
  3. Increased Traffic
  4. State Mandated Designated Growth Areas
  5. Affordable/ Elderly Housing
- Increased Cost to Taxpayers for Town Services  
Impacts from Pineland  
New School  
Increased Cost to Tax Payers (Private Roads)
- 

**Future Forces and Pressing Issues: Positive Outcomes Discussion** - Visioning participants then discussed their group's top ranked pressing issues with the goal of identifying positive outcomes. They were directed to be "visionary".

#### Population Growth Comments

All other issues feed off this one  
Change will happen like it or not  
Limit building permits (mentioned 3+ times)  
Impact fees (mentioned twice)  
Focus on limiting to manage growth  
Need to manage growth effectively  
Creative growth control guidelines – zoning, elderly housing (mentioned at least twice)  
Control growth by directing it to a certain area  
Create denser areas – need for sewers to enable more dense development

Create a dense zone in the center of town  
Encourage small lots in current busy areas – Routes 231/115; Cumberland to Center  
Create neighborhoods where people can walk but retain open space  
Small lots for growth areas/larger lots for restricted growth  
Decrease lot sizes in a project and leave more open space around it  
Cluster housing, what's happening, how's it work

Encourage cluster housing (mentioned 3+ times)  
 Encourage smaller homes  
 Types of housing (cluster neighborhoods)  
 Open land preservation, including tax incentives, etc. (mentioned at least twice)  
 Fewer curb cuts preserve character of roads  
 Rural character is open space between houses  
 Demand for business services  
 No home size requirement  
 High quality housing standards - codes  
 Encourage senior housing  
 Restricting availability of rental units

More permanent housing, avoid transient population  
 Demand for town services/increased cost (mentioned at least twice)  
 Services impact scary  
 Taxes increase average \$300  
 Schools, not municipal needs cause tax increases  
 Worries about re-valuation– who requires it?  
 Have own schools  
 Master road plans done in Boston area  
 Private versus public roads – planning, responsibility, costs  
 Long-term residency

### **Loss of Open Space and Community Character Comments**

Still have a lot left  
 Concern about controlling population growth and loss of open space  
 Larger lots/less development near Pownal line, Gray line, Yarmouth line, River Corridor  
 Cluster housing, multi-unit (mentioned twice)  
 Reality is a house every 200 feet will change  
 Town is suburb to Portland and Lewiston  
 Keep an eye on Pineland  
 We must be mindful of the issue of tax control  
 State budget affects us - real numbers flexible, can't count on Augusta  
 New fields and resources needed  
 Land use control guidance  
 Zoning  
 Enforcement of existing ordinances  
 Larger minimum lots  
 Loss of large tracts of land to housing  
 Potable water and areas with poor quality water  
 Running out of water/water issues will drive development  
 Town purchases of land (mentioned 2+ times)  
 Tax breaks for large tracts/creative tax solutions  
 Maintain historic sense in village center  
 Cluster commercial development in village  
 Preserve river corridor  
 Develop downtown shops and small businesses  
 Maintain identified areas as open space – town purchase or land trusts  
 Preserve open space – tax breaks – incentives to keep raw land  
 Help residents hold on to land  
 “How to” purchase of property/deeded property

Preserve vistas and large tracts of undeveloped land – bike snowmobile and horseback  
 Make Pineland pay for part of it (land preservation)  
 Talk aggressively with Pineland and surrounding towns  
 Dollars for road building and maintenance  
 Increase number of sidewalks and bikeways  
 Address traffic flow and volumes  
 Parking behind buildings  
 Public transportation – Shuttle Bus  
 Conservation easements  
 Review lot size in cluster development  
 Higher percentage of open space  
 Require cluster development in rural areas  
 Wetlands and wildlife protection  
 Water quality town purchase more land  
 Public education – encourage awareness of open space recreational areas  
 Reduce size of required lots (cluster?)  
 Public access areas need to be publicized  
 Public space not used much  
 In the future do we want to pay \$1-\$2 million for Grover's fields? Grover land is distinguishing point of NY. Plan ahead, don't take for granted. Identify special places so that when it some up for sale at least you're though about it.  
 “Woods corridor” – Route 231 is important to maintain and preserve  
 Actively engage landowners in discussion – “NY wants to be considered on your land.”

### Increased Traffic Comments

Need shoulders/walkways/bikes (mentioned at least twice)  
Sidewalks needed  
Commuter lane? Bike lane?  
More enforcement/police control (mentioned at least twice)  
Speed limits and enforcement  
Main roads for travel  
Reduce speed limits on small roads  
Spike mats/cones  
Carpooling  
Public transportation  
Creating cluster developments near town lines  
Pineland development – can't do much about it

Possibility of railroad spur from Durham  
Changes happen fast – need to be prepared  
Chances great now of increased traffic, especially up Routes 9/115; funnel traffic over main roads  
Dirt roads liked by homeowners  
By-passes discussed – can't be done now...too many problems  
Need to widen some roads  
North Road growth – impacts us from Yarmouth, a lot  
Tie some roads together: Prince Well Road and Sweetser Road and Sligo Road

### State Mandated Designated Growth Areas Comments

Public water/sewer extended  
Utilities in certain areas of town  
Task group to review ordinances  
Develop plan to go through the process  
Comprehensive Plan first, then get into development of plan  
NY, big issue is what will residential subdivision development look like?  
Commercial (small) is probable, larger commercial corridor is in place in Falmouth  
Promote dense zoning in historic areas  
Promote different levels of density  
Leave more open space  
Open space required with development  
Need designated “no growth areas”

Less impact on town services  
Zoning  
Decreasing lot sizes  
Should be on main roads  
Talk of connecting some private roads  
Don't want plans challenged by the state  
Public sewers are an issue  
Over Yarmouth bridges – come into NY, need to preserve open space  
Will comprehensive plan hurt the future use of my land?  
Don't infringe on individual property rights  
Need to give property owners incentives to keep land undeveloped

### Affordable/ Elderly Housing Comments

On town water  
Near center  
Small lots in town center more affordable  
Town subsidy to encourage elderly & affordable  
Small condos for elderly  
More diversity in community

Less environmental impact  
Special cluster housing for the elderly  
Many kids in affordable housing causes school costs to increase

### Increased Cost to Taxpayers for Town Services Comments

Regionalization  
Consolidation of services done by population so far – advantageous in terms of cost shares  
Consolidation of services – loss of identity?

Strengthen volunteer recruitment  
Change of needs, lack of volunteer help  
County government more in Country (USA)  
Paid police department? If we need it

Increased taxes

### Increased Cost to Taxpayers for Private Roads Comments

Clear standards for roads needed  
Individual street residents petition town  
Modest break in taxes for private roads  
From this point on, all new roads meet town standards and become town roads  
Impact fees (with building permit)  
New School

If population dictates  
No school needed  
Encourage private schools  
Town landmark/town pride  
Facilities used by all residents  
Learning center for the community

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### **Future Growth**

In this exercise, participants tackled the most difficult task of the sessions, which was to identify where future residential, commercial, and recreational and school development should occur by the year 2020. Participants were asked to assume that by the year 2020 another 600 homes would be built in town. How would 600 homes (single family, apartments and condominiums) be built in this community in a way that maintains the values identified in prior exercises? Where should a new school be located? What about recreation facilities? Where should businesses locate?

#### **General Development** –

Maintain open spaces – hiking and biking  
Sense of small community

#### **Residential Development** –

Expanded village area for new houses (mentioned at least 3 times)  
Expanded village area for both residential and commercial  
A general theme: cluster lots of stuff in existing town center  
Pea Lane Triangle – condos, small lots  
Southeast area – most populated area  
Condo/elderly housing near town  
More houses on Lufkin Road and Route 115, north of Walnut Hill, in area already settled  
Extend current development  
Expanded village area for housing and commercial uses (mentioned at least twice)  
Senior housing and cluster condos on west side of Route 115, back from Village center  
Elderly affordable condos between Lane & Route 9  
Elderly housing east of town office  
Elderly housing will bring in \$\$\$. Put assisted living units in central part of town. Can't picture a 3 story building in field. Should be 1 floor. "Cottage" assisted living/elderly housing.

Site elderly housing just north of Smith property (East side of Route 9, north of town center).  
Close to services, accessible by walking  
Behind west side of Rte 115 in the village center  
Cluster housing between Lane & Route 9  
More homes between Sweetser Rd and Rte 9  
Near Congregational Church  
On Cumberland end of Route 9  
Route 9 near Smithwood Drive  
High density housing in area around new Mormon Church (between Baston Road, Blueberry Road, and Route 115)  
Cluster some housing off Rte 115, just beyond Delwin Drive  
Neighborhoods (denser areas) – side streets and connector roads (mentioned at least twice)  
Neighborhood development off main corridor  
Promote cluster/condo housing; create neighborhoods by connecting roads instead of dead end roads  
Connect existing roads – Pine Ridge Road & Hawthorne Road; Conifer Lane & Prince Well Road; Sligo Road Extension and Route 231  
Residential areas should be near main roads, and clustered. Minimize curb cuts  
Connecting roads doesn't work because land does not perk - Prince Well Road, for example



Helps to promote growth in certain areas – consolidates services and keeps other land open

Near LDS church

Consider putting some units near town water, e.g., off North Road, where water comes in from Yarmouth. Line could be extended.

New residential along North Road near Yarmouth town line, back from road, both sides

Do the neighborhood thing on Sligo Road. The closer we get to Yarmouth the better.

Keep traffic out of NY. Concern for how people get from here to there and how roads will become choked. Put housing close to Yarmouth

New housing at Yarmouth town line – North Road, Mountain Road and Sligo Road

Across from Whitney Farms Rd on North Road

100 housing units on east side of Sligo Road

50 houses - corner of North & Deer Run Rds

Residential areas – Sligo Rd, North Rd, Mountford Rd, Christopher Rd, Lufkin Rd

Where Sligo Rd and Rte 231 will be connected

Between where Pine Ridge Rd and Hawthorn will be connected

More residences at Christopher Road area

Cumberland side of Dougherty Road

Area between Millekin Road and North Road

More residences at Haskell Road area

New housing at Crockett's Corner

More residences at Sligo Road area

Mountford Rd areas – now rural – leave it or not  
Route 231 just south of Pineland property should be developed as housing area

Area where new development going on Rte 231 is a good area for housing. Pay attention to main roads and put houses there, group houses.

Bring housing back off main connector roads so roads don't have their speed limits reduced

Cul-de-sac concept is what we want to see happen; limit curb cuts

Water issue very big – can't build where it isn't.

Build up, out or whatever

Clustered in certain areas

Cluster housing with parks

All housing has recreation attached to it

Recreation areas placed first before housing so that open areas would be preserved

Tried to leave some areas alone

Pineland is buying everything in sight

Cluster housing

Legally protect open space by tying it to cluster development

### Commercial/Industrial –

Expanded village area for housing and commercial uses

Expand retail at triangle Routes 115/9

Center – light commercial

Coffee house, bakery, deli near town center

Existing town center should be primary business district: Pea Lane to south, Cassidy Pit to the north, Routes 9 and 115

Current business center: bordered by Colonial Drive to the south, new Town Office and Sharp's Field to the north

Cassidy's pit/town center

Sand pits – light commercial/low impact

Routes 115 Pit – industrial

Around the 2 pits – cluster business there – light industrial

Cassidy Pit already zoned as commercial area. Can be further developed.

More development of business in and around Cassidy Pit. It is already a scar on the land. Locate low-density business there.

Fat Andy's – expand for services or light manufacturing

Commercial development at corner of Rts 231/115

Green business at corner of Sligo Rd and Rte 9

Small business park between Skyline & village

Small business park at Crockett's Corner

Crockett's Corner – a store

Small businesses at Crockett's Corner and along Route 231 near New Gloucester town line

Commercial growth areas west of Village

Gas station on upper Route 231 because of Pineland traffic

Pineland a possible secondary business district

Junction Route 231 and North Road - store/shop

Offices off Route 9 - new elderly housing

Current plans for zone for small business parks are designated

Should be zones for small business parks (not necessarily in town center) - Rte 115, west side, just beyond Haskell Road, on the way to Gray; & property just south of Pineland on east side of Rte 231 zoned for mixed

business/retail/ restaurant. Place business to take advantage of Pineland  
Sligo Rd. has lot of potential  
Limit access to busy roads  
Business needs to “fit in” with its surrounding area and with the (character of the) town.  
High tech - non-industrial  
Encourage home industry more – car repair, cottage industry, counseling, etc.  
Professional (medical/lawyer)  
If there is more than one density area for business, traffic issues may result.

### **School** –

Locate between NYMS and Town Garage  
Locate in gravel pit behind town garage  
Suggest Robinson’s Pit area  
Locate school where town garage is now. Town owns 16 acres. Put garage/salt shed in Cassidy pit  
Locate near town center  
Locate near Memorial School  
Near main roads  
Near open space  
Do we really need a new school? Muskie Institute, Charlie Colgan has figures showing school population leveling off in this area  
Crazy for kids to go for only 2 years to a school then change again  
What about K-5 “neighborhood school” for NY kids on Smith property? Part of regionalized K-5 schools feeding into Cumberland upper school.  
Would be great for kids to be able to walk to school - connected sidewalks  
Site school on property not chosen by SAD 51 for new Middle School (Smith property).  
Siting a school requires consideration of proximity to necessary services.  
Need to “bankroll” the land because in 2-3 years it won’t be available  
Dual access to roads, maybe, locate where water already is, Should have elderly housing near school.

### **Recreation** –

Establish recreation areas first, and then designate housing. Recreation area/open lands along with housing in the following locations:  
-West side of Sligo Road near Yarmouth town line, along with housing.

-Along Pratt’s Brook, east side of North Road along with clustered high-density housing  
-Between Dunn’s and Crockett’s Corners, on east side of Route 9 along with housing.  
-Christopher Road (add to current).  
-Walnut Hill north of current Delwin Drive & Henry Road developments (add to current)  
Between Royal River, Route 9 and North Road  
Along Royal River between Route 231 and Route 9 north of old railroad bed  
Royal River Corridor/Gillespie Farm  
North of Royal River at Gray town line  
Enhance existing trails and Royal River access  
Trails in Town Forest  
Trails on power lines near Knight’s Pond, link to trails around Pond and up Blueberry Hill  
Town forest – both sides of Route 9  
Trails at power line/ pipeline  
Trails need to be marked and protected  
Trails – abandoned railroad tracks  
Old railroad line between Sligo Rd and Rte 9  
Tie parks to trails.  
Use bike paths to connect major areas  
Connect Wescustogo Park and Meeting House Park/tie parks to trails  
Trails between Routes 231 and 9  
Pratt’s Brook- Yarmouth TL near North Rd  
Knight’s Pond and north end  
Wetlands between Haskell Road and Route 115  
Wescustogo Hill  
Marston Hill  
West of Milliken Road, east of power lines  
Cassidy Pit  
Terrace off Cassidy Pit- use part for recreation  
Sand pits – biking/skate boarding  
Ball field/swimming pool east of town  
Ball fields behind Memorial School  
Meeting House Park ball field  
Grange Hall social activities (Fun Day)  
More sidewalks, need more bike paths  
Further develop “triangle” of Routes 9/115 and Parsonage Road as recreational space (build on what is already there)  
Further develop Skyline Farm as recreational space (build on what is already there)  
Community Center for seniors  
Need for play areas for younger children, close to schools? Swing sets, etc.  
Chandler’s Brook, access by Milliken Road, should be preserved area

Establish playing fields at Old Town House  
Park; set back from the road and has parking  
Re-vitalize playing field near Memorial School  
Outdoor ice rink  
Grover's Fields should be under conservation  
easement/should be a preserve

## *Open Space Workshops - Summary*

Two workshops were held: Wednesday Evening, June 18<sup>th</sup> and Saturday Morning, June 21<sup>st</sup>. A total of 40+ people participated. The first session of the workshops were designed to educate participants on open space planning. The second session was designed to determine how the participants would rank various characteristics or types of open space. The third session was a brainstorming session designed to have participants work on focus areas by identifying the important characteristics of each and then identifying those areas that are most important and making suggestions for protection. This later session involved working on overlays and maps.

### **What types of areas are most worthy of open space preservation? (41 Responses)**

Participants were asked to individually complete the following table by indicating the importance of each type/characteristic of open space – “very important”, “somewhat important” or “less important”. They were then asked to rank them in order in order of importance from 1 to 9.

Type or Characteristics of Open Space	Lower score means high priority		Comments
<b>Landscape characteristics that contribute to the “feel” of a rural community</b>			Same as scenic views/corridors, is critical; not sure that N.Y. zoning does the trick; it is a blue print for developing the landscape that is decidedly un-rural; all of these are important, very hard to rank them
<b>Outdoor recreational areas – Parks</b>	223	6	Already have fields, trails would serve this function; rural inconspicuous ski/running trails over big play grounds or anything; prefer undeveloped parks except for walking trails, not to be hijacked by school use; have good park space, so less of a priority; have 2 parcels which have not been developed; already own several – Wescustogo & Old Town Hall with water access; outdoor rec. & trails best combination of preservation & use; a high priority, but we’ve already done well in this area; have a good start in this area & plans in progress for continued improvement, that’s the only reason I ranked these at the end
<b>Interconnected Trails Systems</b>	197	5	Unconnected trails have less value; distinguish between ATV & snowmobile use versus running/ski trails; interconnect neighborhoods & parks as well as to town; builds community; where these follow roads/highways, safe & adequate for other than autos; have good start in this area, trail systems are underway in surrounding towns; with landowner permission, not necessarily publicly owned; have a good start in this area & plans in progress for continued improvement, that’s the only reason I ranked these at the end

<b>Access to water bodies</b>	225	7	If possible w/o stripping owner rights; should have Mill Rd. access to Royal; have good Royal R. access, although need more access on the upper/northern end (Mill Rd.); important, but have 2 access points to Royal; important but already owned; Royal R. is major recreational/natural resource; a high priority, but we've already done well in this area; access (limited) that is respectful to wildlife habitat; love the access to Royal at Gillespie's
<b>Important wildlife habitat, including travel corridors, wetlands, large blocks of unfragmented habitat</b>	127	2	Wildlife & ground water both #1, for lessened stress/cost burden on town resources (school budget/trash collection); all of these should be #1; keep Royal R. & tributaries wild looking; critical, not to be forgotten; there is 1 large tract in large undeveloped area which is one of the largest in southern ME; good they are being identified, should be joint with other towns; by preserving wildlife habitat, we keep animals out of developed areas (somewhat) for animal safety and ours; water & wildlife/natural habitat is the base on which to build; achieving this may allow many other goals to be achieved as well; very important in my mind
<b>Existing and future ground water supplies</b>	122	1	May eventually have sewer, but still important; Import. To habitat & human interaction/consumption; critical; a must; critical to protect water sources & make sure development in surrounding areas does not jeopardize; water, once lost can't be regained, we have few opportunities to ensure future supplies; water is so import. To all existence; are these beyond the control of this plan? and w/in the domain of the DEP & EPA, unfounded mandates?; clean water couldn't be more import. For our health
<b>Clean surface waters</b>	134	3	Important to habitat & human interaction/consumption; monitor golf course runoff; statutory; water, once lost can't be regained, we have few opportunities to ensure future supplies
<b>Scenic views/scenic highway corridors</b>	232	8	Contribute to feel of rural town; dirt & gravel roads; hide subdivisions better; where do the landowners' rights to use/sell land fit in?; by preserving these areas we help preserve what rural character is left; encourage private enterprise to accomplish this, ex. Toddy Brook & Equine Center; hope the gateway at Thornhurst can be preserved
<b>Historic and archaeological areas</b>	223	6	Cultural importance; depends on level of significance at town, state & national level; these can't be regained if lost; character of the town itself
<b>Farm and forest land</b>	173	4	Separate farm from forest; contribute to feel of rural town; is this different from scenic?; for lessened stress/cost burden on town resources (school budget/trash collection) & income/"light industry" renewable resource growth; no more golf courses; farmland is import., forest land less import.; meaning productive or potentially productive, working land; maintains the rural character look; protecting prime farm soils will be key for our future; forest & wildlife habitat go hand-in-hand, farms contribute to rural feel

**Other Comments**

Are you trying to govern someone else's land for the good of the town? I don't think you should have the right- but you can show owners the town is interested in purchasing whatever the "concerned townsfolk" who don't own enough land want, for the true value; integrate with safe, affordable housing; ranking on all items reflects personal opinion of what landowner could use this land for, all land use should reflect the owner's opinion first, owners should be contacted before any decisions are presented to town, landowners of these "open spaces" need to be heard – good point from Knight's Pond group – owners of large parcels are not well represented or well heard when these issues are studied; town should take steps to ensure landowners are complying with EPA regs. (Along Royal R., for example)

## **Mapping and Brainstorming Open Space Preservation Values, Priorities and Options**

### **Royal River Corridor Greenway, Chandler Brook List open space values and considerations and make suggestions**

Multiple values – undeveloped area, aquifer/surface waters, wildlife habitat, recreation, scenic, trails, multiple town value as connector

Boundaries –

- Toddy Brook ext. (wetland value)
- Back Walnut Hill wildlife habitat
- Mill Rd. area
- Milliken Rd. Stream

Parts most valued – size/ corridor

Wescustogo Park should be permanently preserved. Multiple values- scenic views, water access, possible trailheads to connect to Meeting House Park

Mill Rd. – we'd like public access here. Acquire the peninsula on North Side of road.

Rt. 9 – Baston's Island

Milliken Rd. – protect the view on Chandler's Brook

Underpass – under railroad would be good trail link

Snowmobile bridge over river would be good trail link

Stone fords to cross Chandler Brook

Preserve views from the river surface whether from canoe or while ice-skating.

Keep domestic animals – horses, cows back from river edge to prevent manure runoff and prevent livestock from eroding riverbanks.

Prevent fences from running all the way to the river's edge to allow deer, etc. to move along the river.

Encourage development between old Anderson's farm and Canadian Noll. Tracks on Rt. 9 to take advantage of transportation possibilities...encourage it at Dunn's corner.

Don't totally avoid development on aquifer.

High priority should be to connect Meeting House Park and Wescustogo Park by a trail.

Town preservation through acquisition/easements, incentive to development away from area, and town land bond program

### **Scenic Gateway along Route 115, including Thornhurst Fields**

There were no groups at either session for this focus area. Only comment was: Why just the southern gateway? What about Rte 115 from Gray (historic homes) and Rte 231 from New Gloucester?

### **Village Area, including Town Forest, Skyline Farm, The Lane, Water Supply Areas List open space values and considerations and make suggestions**

Many multiple values -

Characteristics that contribute to "rural feel - Skyline Farm/Sweetser Road

Outdoor recreation and parks – Skyline Farm/Town Forest

Interconnected trails - Skyline Farm/water district area

Water access - No access to Toddy Brook and wetlands

Wildlife corridor throughout Village area

Water supply -2 major aquifers in this area

Surface waters - 2 small areas – 1 in water district, other behind town garage

Scenic views and corridors not applicable  
Historic resource - Man-made granite quarry  
Priorities –

- Medium to High Priority – Deer Habitat – town forest should be under conservation easement
- High Priority – Water District High value - Preserving groundwater and surface waters – 2 components – recharge area; 200-day travel time zones highest, then larger aquifer area
- Billings property – acquire in future because contiguous with other parcels
- Keep village areas as undeveloped as possible
- Skyline Farm
- Town forest or Sweetser Rd./Rt. 9 (pursue protection here?)

How to balance concentration of growth in center with rural feel/area includes protected space plus growth potential

In the Village center maintain and protect the open space that exists

Ensure safe water – highest priority, need to continue protection – no active actions needed

Trials and open space and historic value = Skyline Farm

Open space and forestland = Town forest

Idea of land trade emerged: town forest on Memorial school side could be developed for elderly housing and town could acquire open space parcel elsewhere in exchange (central location for safety access to water)

### **Large undeveloped Area, including Knight's Pond and Turmelle's Pond List open space values and considerations and make suggestions**

Rural “feel” - largest undeveloped area in town, includes an undeveloped area of Cumberland

Outdoor recreational opportunity – undeveloped recreational experience for hiking and wildlife observation if allowed by private landowners

Existing trails (private-?) Identify on map overlay.

Landowner – forced limits of sale/subdivision

Private land owners (large parcel) be contacted for owner vision of their land (the vote of a few landowners will be out voted by the mass)

Land restrictions – family inheritance vs. retirement income.

Town assist landowner in maintaining “town vision” and “landowner vision.”

Landowner wants say in future of their land after sale or retirement.

Zoning not effective – 4 acre lots.

Need tools – marketable land – maintain less development, buy easement/acquire land “pool”

Haskell Rd – power line trail to Knight's Pond. Police – control damage

Building cap – limits valuation.

More houses does not become cost benefit, i.e., more homes makes more burden on town resources (waste/schools/fire/police, etc.) Tax benefits may not work. Landowner wants no or limited restrictions on their land.

Consider neighboring town's plans for contiguous areas (open)

Water protection – future/surface

Forest/clear filed area – habitat

Need to address archaeological to include cultural/historical

Interconnected trails – power lines, snowmobile, trails along Walnut hill/ Blueberry Hill Ridge

Access to water bodies – Knight's, Turmelle Pond, Deer Brook

Important wildlife habitat – cottontail deer wintering area, wading bird and waterfowl

Clean surface waters – wetlands, lakes

Highway view from Rte 115, views from Walnut Hill, views of ponds

Historical – old foundations?



Between Rt. 115 and Turmelle's Pond – all farmed

Lots of ponds (?)

No parks or aquifers, or is PWD in there?

High priorities – deer brook, contiguous to town land, deer, rabbit and bird habitat

Knight's pond – water and habitat values

Other priorities -Turmelle's Pond (birds) and trails

It is our priority to protect the entire piece because it has multiple values, and is so large, regional with Cumberland, close to built up areas.

Didn't discuss shrinking the boundaries of the areas, or ways to manage the area.

### **Town wide Interconnected Trail Systems List open space values and considerations and make suggestions**

Interconnected trails through open space areas can provide public access to some of the most rural "feeling" areas.

Trails connect existing outdoor recreation areas

Old railroad bed from Cumberland up through Gray needs to be protected. Goes through several landowners.

Excellent if old railroad bed and snowmobile trails merge and can be used

Red line marks the idea for potential loop- visions. Some owners have agreed to use already.

Trails under power lines not good walking in summer.

Priority - old Wescustogo Hotel

Expand sidewalks

North Loop - only 3 landowners involved.

If want to connect to Pineland, need to connect with New Gloucester and with Gray.

High Priority - central loop including old railroad trail

Next Priority - railroad corridor trail

Another priority - connect to Pinelands

Power line and water line easements should be noted on this map and noted as straight, cleared "lines" and potential trail ways.

Wheelers are an issue on trails, as compared to the "damage" done by contractors/developers establishing foundations; the damage done by wheelers is greater

## *Notes from the Large Landowner (50+ acres) Meeting*

***Summary*** - 14 landowners attended, 10 of who had not participated so far. Gwen presented some background information, including material we discussed on growth and rural areas at our last meeting. By 7:35, we were open to the floor.

1. A landowner expressed concerns about what zoning will do to property taxes and land values
2. Response - it is too complex and variable to say exactly what might occur. Land valuations are based on the “desirability” of the property in the market (sales of similar properties). People move to NY for the open space/rural character and are willing to pay for land in an area that will remain open because of zoning or permanent protection.
3. Linc (Future Land Committee) - any zoning would have little impact on the value of land one way, or the other.
4. Dave (Selectman) - Preserving the character of NY is a win-win situation because land will become more valuable.
5. Pat (Comp Plan Committee Chair) – it is our civic responsibility to address growth
6. Landowner – sounds like we’re trying to stop growth, he likes new neighbors.
7. Response – not trying to stop growth, trying to control where and how it takes place.
8. Landowner – what about housing affordability, where will our young people find homes?
9. Response – we have looked at affordable housing, cluster with smaller lots is more affordable, less cost to developer for roads. (Accessory apartments are another option, but we didn’t discuss that)
10. Landowner – large landowners are few in numbers so they don’t have much of a voice in town (mentioned several times)
11. Linc – best way to preserve land is to purchase it, not a fan of zoning. He provided a history of Future Land Committee activities. Currently they are looking for purchases the town would support.
12. Landowner – former member of Conservation Commission and Comp Plan Committee, stated existing comp plan and ordinance are a good foundation for this effort. Asked what has worked?
13. Kathryn (Planning Board), cluster zoning, shortened the allowed length of dead end roads to 1200 feet in subdivisions, and requirements that roads in must be designed to interconnect as development proceeds, design standards in the village and now town-wide for commercial uses. Planning Board wants to address the Rural (strip) Zone but decided to let the Comp Plan Committee address this. Stated that realtors have been inventorying land for lots with adequate frontage (100’) and then targeting them for sales.
14. Landowner – doesn’t like 3-ac. minimum lot size in Farm and Forest District, what if wants to give lot to kids, or sell a more affordable lot?
15. Linc – advocates very small lots in growth areas and mandatory cluster in rural areas. Concerned about management of open space set-asides. Should specify in the permit how the land is to be managed.
16. Landowner – problem with being told what to do with land.
17. Landowner – just wants to sell several lots, sell/deed land to children
18. Dave – Dunn’s Corner a Growth area?
19. Landowner response – while a hamlet, it is some distance from water and potential sewer.
20. Landowner – road frontage requirement too large (200’), wants to make two lots with road frontage.
21. Pat’s response – this is to reduce curb cuts for highway safety, could allow shared driveways.
22. Landowner – concerned about traffic & traffic speeds from Pineland, traffic on Rte 231 in the morning going southeast. There was unanimous concern about traffic!
23. Landowner – sewer from Cumberland for school – they would only run a line to serve school, no homes. Sewer would be very expensive. Little land in growth area for development. Grover’s fields

are wet and will not perk. Prince Well to Sligo Rd connection not good, land in the area does not perk.

24. Pat – very big step to get sewer
25. Clark (selectman) – Cumberland doesn't have much extra sewer capacity. Very expensive, we have many other high budget items. Doesn't see sewer in the near future.
26. Landowner – praised the Committee's efforts to address these tough issues
27. Landowner –
  - a. Large landowners small group, but pay lot in taxes.
  - b. Like the Rte 155 scenic gateway? If so, town should purchase, not regulate
  - c. New subdivisions – new people are assets to the community, but new residents on small lot want to control land owned by large landowners
  - d. Large landowners should be given more credit for knowing what's best for their land
  - e. For landowners living off the land, the land is their life's assets, unlike an employee who gets retirements and benefits, someone with stocks, etc.
  - f. We already have a lot of town boards, committees, officials and employees, do we really need more?
  - g. Doesn't see that we have any problems...if it ain't broke, don't fix it!
  - h. Landowner is affected financially by land use regulation, doesn't affect people on small lots
  - i. Tree Growth Tax Law not worth it to large landowners
  - j. Notify landowner of your ideas about the use of their land before going public
  - k. Private business should look out for private business
  - l. Showed Mountford Road painting and how the buildings are still there.said cluster wouldn't fit in
  - m. Large landowners, people making a living off the land have a hard time as it is (bad weather, real estate taxes, etc). Why do we need to make it worse through more regulations?
  - n. Don't forget we have a "Right to Farm Act" that protections farmers from complaints from neighbors about farm activities (manure spreading)
28. Kathryn – abutters have an opportunity to comment on subdivisions, and usually do. Board has to abide by the regulations.
29. Landowner (owns Royal River property) – wants to be about to sell a few house lots, don't keep him from doing that.

### ***State Planning Office Workshop Notes***

1. Water Protection and Yarmouth - We're bending over backwards to steer development away from critical recharge areas. We get zero from Yarmouth Water District customers in return. Maybe they should bear some of the costs that we're incurring. These aren't necessarily monetary costs but we're working very hard to keep their water pure and it clearly benefits us as well.... something to consider.
2. Land Owner Outreach - Beth Della Valle (SPO) mentioned that some towns have a Future Land Liaison team that meets with major landowners on an individual basis to discuss their estate planning goals in relation to the town's goals in relation to land use and zoning...is this something that the Future Land Committee should focus on?
3. Transfer of Development Rights, purchase of development rights, land banking - state is going to study the development of an approach appropriate for Maine. Very simply, TDR involves allowing higher density development in growth areas in exchange for purchase of development rights in rural areas. TDR has had mild success in Mass. and other areas of the country; requires the right market conditions (hot market), and areas that can support high densities. Brunswick and Cape Elizabeth have TDR on the books, but hasn't been used. TDR requires considerable record keeping- long term tracking system. New Gloucester is proposing a TDR program. Purchase of development rights (land banking) has more promise for Maine communities. Developer would pay into open space

preservation fund for the opportunity to develop at a higher density in the growth area, would be one example of how it might work. Or perhaps a landowner in the rural area might pay into the fund for the opportunity to sell off a 1-acre lot rather than a 3 acres lot as required in the Farm and Forest District, or maybe the landowner could agree to put high value land on his property into a conservation easement.

4. Building Caps - differential building cap is where there is a higher cap on building in the rural areas and either a lower cap or no cap in the growth areas. Casco has proposed this system with no cap in the growth area. Could also have a different cap for building in critical rural areas (high value open space/natural resources- Royal River Corridor). Building cap can also be used as an incentive for desired development, such as affordable housing; they have never heard it used for preservation of additional open space.
5. Growth areas should be designed to support 2 to 3 times the number of housing units projected to be built within the growth area over the next ten years. SPO would like to see 70% of new homes located within the growth area. Recommended establishing a tracking system, and a periodic review to assess whether the system is meeting established thresholds for meeting the goal.
6. Recommended having flexibility in growth area to allow higher densities that utilize new technologies in septic treatment. Could require septic system inspections in areas in/near groundwater recharge areas. SPO is having Stone Environmental (consultant) research current state-of-the-art septic system technologies. We could require a high level of review (require hydrogeologic studies) for higher density development, and perhaps require system maintenance and monitoring on a periodic basis.
7. SPO research suggests that 38% of households would choose to live in a great American neighborhood (i.e., there is a market for small lots in villages)
8. Towns can encourage development in growth areas through a number of approaches and incentives, including zoning, capital improvement and maintenance policies, such as accepting roads only in growth areas, providing a higher level of service in growth areas, etc.
9. Municipal Investment Trust Fund - Town could apply for State funds to assist in growth area infrastructure projects.
10. Interconnected Roads - Discussed interconnected road systems in growth areas. Planning Board currently requires consideration for interconnected roads. Beth (SPO) suggested the concept of a town master plan for the growth area that determines the best location for future roads. Master plans were used decades ago, but not much if at all today. Master planning requires a partnership between the developer community and the town. We could require that subdividers investigate adjacent properties to determine the best location of future interconnections for roads.
11. Town could require hook up to the Water District system.
12. Regional growth management approach might be good way to address growth issues between Yarmouth and North Yarmouth, including leapfrog growth and the need for sewer in North Yarmouth. Towns and YWD could apply for a Regional Challenge Grant (max \$15,000, with 100% match) to develop an Intermunicipal District agreement/comp plan). Current funds available until Dec. 2004. There are also grants for multi-town comp plans that each town adopts. Another mechanism for multi-town coordination is the Coastal Corridor Coalition currently underway, staffed through the Greater Portland Council of Governments.
13. Dispersed growth areas – Beth suggested having dispersed growth area in attractive locations within the town. Approach plan by looking for areas with suitable soils, views, etc. Suggested we revise proposed Rural Residential to be more clustered and less of a strip zone.
14. Traffic speeds through the Village - higher densities will actually reduce traffic speeds in the future, when the Village reaches a certain density, the MDOT will reduce the speed limits.

***Notes from Public Forum***  
**November 12, 2003 (Over 50 in attendance)**

1. Question: We don't have enough water in our area. If you make it a growth area will there be enough water? *Yes, the Water District will be running lines in the growth area.*
2. Comment: Water District charges a lot for hook-ups. Town should look into this.
3. Question: What % of the town is used for agriculture? What have we proposed to support sustainable agriculture? *We identified the characteristics and extent of agriculture and found small operations and part-time operations – X-mas tree farms, landscaping businesses and people that kept a few livestock or cut hay. Also, looked at timber harvesting. The Future Land Use Plan does not restrict agriculture, but allows it to occur everywhere and allows commercial uses associated with agriculture as well, farm stands, etc. Committee added strategies to Economic Development Plan.*
4. Question: What is the purpose of the Royal River corridor? *Preserve important open space and provide area for passive recreation. Wildlife habitat.*
5. Question: What about the trail system proposed for along the river? *Interconnecting trails are desirable, and would not negatively impact wildlife habitat if done correctly.*
6. Question: How would the development of interconnected trails occur? *The Plan proposes using the snowmobile trail system model where trail's club member request permission from landowners to construct, maintain and police trails.*
7. Question: What is the vision for Route 9? *Road is to be widened to include a shoulder for bicycles and sidewalks from the Cumberland town line to the Memorial School.*
8. Comment: More traffic on roads. *Will increase. State needs to upgrade roads and we need to manage access.*
9. Question: What do we know about Pineland? *Will probably have a big impact. Not sure exactly what is planned although it is only permitted for office type uses. Impacts will include more traffic, particularly on North Road and new housing.*
10. Question: What is the Plan's vision for the expanded Village Residential District? *Primarily residential uses with a minimum lot size of 1 acre. When and if, sewer becomes available smaller lot sizes would be allowed. (See question*
11. Question: Can the soils in this area handle 1-acre lots? *In some areas yes, others maybe not. We have looked at soils and talked to our experts. The plumbing code will dictate larger lot sizes, if needed.*
12. Comment: Lot size should be based on soils, allow smaller lots, if soils permit. Use net residential acreage calculation where you take un-developable soils (wetlands, steep slopes, etc) out of the calculation of minimum lot size.
13. Comment: There is a lot of clay in this area (Village Residential), especially toward Gillespie's. Doesn't think there is much land suitable for development in this area.
13. Question: What about property values in the Farm and Forest District where the minimum lot size is to be 3 acres? *Difficult question to answer and we can't guarantee anything. We believe that property values will stay the same or increase. People will pay a lot for larger lots zoned to protect open space in the area. Committee decided to research a better response.*
14. Question: Do we envision Sligo Road extending through to Route 231? *Town does not plan to build the road at this point. However, as land is developed it is likely that this connection will be made. Interconnected streets and roads in developments are recommended. (Planning Board currently considers this in subdivisions)*
15. Question: What are the typical conditions for restricting the size and type of commercial uses allowed?  
We are not proposing much change here. Limited commercial and light industrial are envisioned with limits on size, must be village scale, compatible with village uses. Village Center District has been expanded to accommodate for restrictions in groundwater overlay. There are also design standards.
16. Question: *Why aren't 3-acre minimum lot size restrictions appropriate for the growth area? Why do*

*we want to encourage growth? We should have something like Pownal.* Growth management act requires we designate growth and rural areas. Sprawl will be very costly to the town in the future.

17. *Question: What recommendations have we made for road frontages?* We didn't get specific, except that we want to limit curb cuts for safety reasons and would like screening to preserve rural character.

18. *Question: Any consideration for a historic district?* We don't have an area of concentrated historic buildings suitable for a historic district. However, we have proposed developing design standards for the village center to preserve the character of the village.

19. *Question: How do we propose permanently preserving land?* We have suggested criteria and identified high value areas. Land Stewardship Committee (Future Land Committee, Friends of the Royal River, etc.) will work with landowners. Subdivisions in rural areas must preserve 50-60% of land in open space.

20. *Question: How will land preservation be funded?* Grants through Land for Maine's Future program and others- joint effort with Friends of RR and Cumberland promising approach. Impact fees have been mentioned, but we have not provided much guidance.

21. *Question: What about all the open space associated with the CMP line?* Not high value, herbicides and trimming not good for wildlife habitat. Recreational use?

22. *Question: What about affordable housing?* We are supporting the existing senior housing overlay. Accessory apartments should replace in-law apartments, and be allowed town-wide. Housing on 1-acre lots is allowed in the growth areas, and in cluster subdivisions in rural areas. If and when sewer becomes available ½ acre minimum lot size may apply.

\*Gwen's comment- Cluster subdivisions in the Village Residential District (not in groundwater overlay) with lot sizes less than 1 acre might be allowed with well designed combined engineered systems. Would need hydrogeologic studies to show no negative impacts, and would want to require the best technology.

23. *Question: Elderly housing, where? Must be on public water, same provisions as currently used. Hopefully, will become more cost-effective in the future. Sewer would help by allowing higher densities. Town may need to be more proactive.*

24. *Question: Can the Water District restrict what takes place on private land in the recharge area? No. However, the zoning requires that they be consulted for subdivisions and other developments. We are recommending greater review capacity for the District.*

25. *Question: What is proposed for the building cap? Should be based on something like this- 50 units per year, 60-70% targeted for growth area, and 30-40% allowed in rural area.*

27. *Question: Is the growth area large enough? Yes, we've looked at soils and vacant land. If in 5 years you discover it isn't, you make it bigger.*

26. *Comment: Allow shared driveways, and reduce the minimum lot size to 2 acres in the Farm and Forest district*

27: *Comment: The development of roads and water lines will make the land more expensive in the growth area. Town may need to provide infrastructure.*

38. *Question: Other than the building cap and zoning requirements, what other incentives are there to develop in the growth area? Town will provide a high level of service and facilities. Town will accept privately built roads, if desired. High priority for snow plowing and road maintenance. Sidewalks, bikeways, open space, shade trees, parks, etc.*

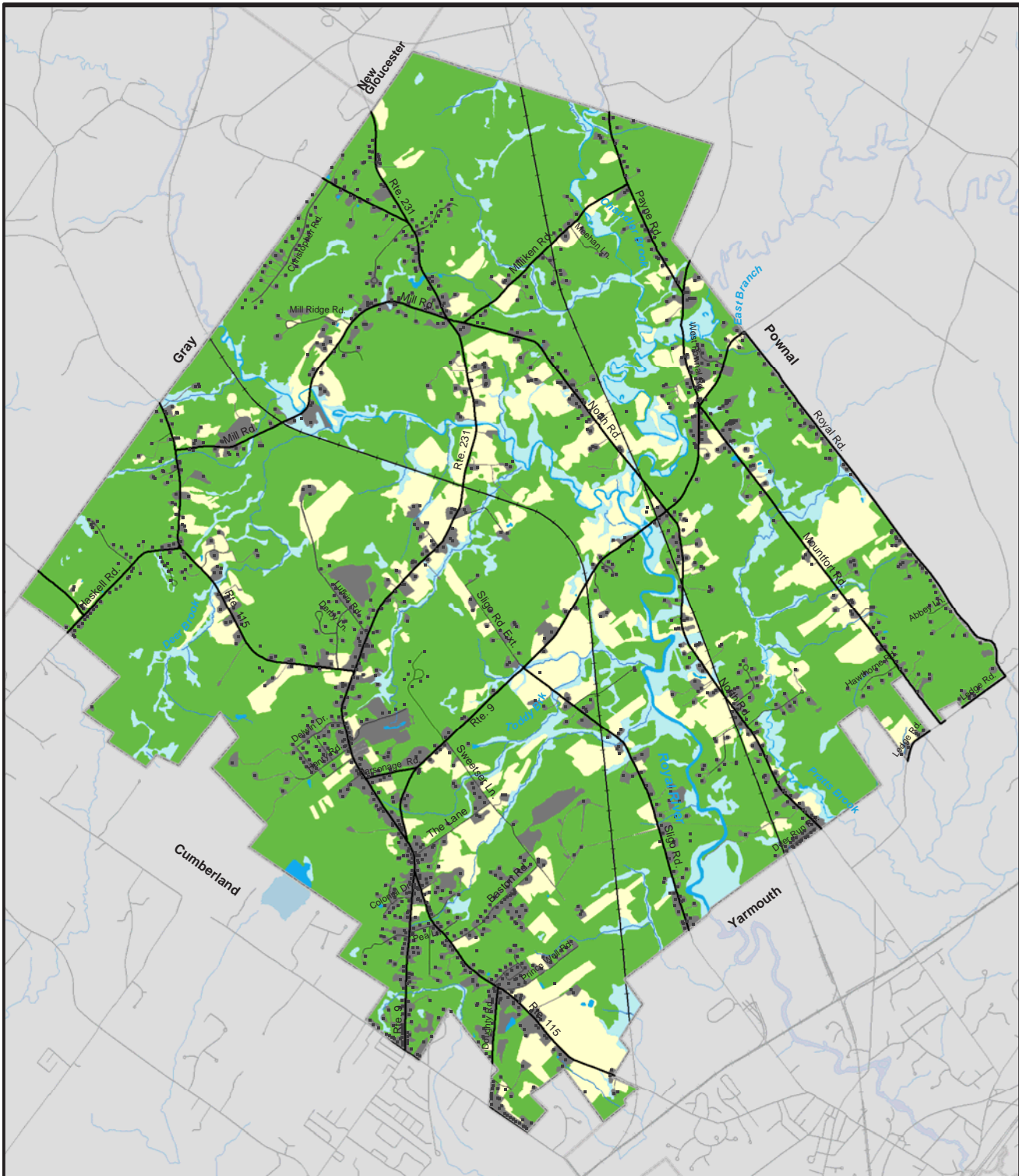
## APPENDIX C. MAPS

*Land Cover*  
*Areas with Potential Archaeological Significance*  
*Surface Water Resources*  
*Sub-surface Water Resources*  
*Wildlife Habitat*  
*Trails, Conservation and Public Lands, and Scenic Views*  
*Current Land Use*

## APPENDIX C. MAPS

*Land Cover*  
*Areas with Potential Archaeological Significance*  
*Surface Water Resources*  
*Sub-surface Water Resources*  
*Wildlife Habitat*  
*Trails, Conservation and Public Lands, and Scenic Views*  
*Current Land Use*





### Legend

#### Land Cover (2000)

- Agricultural/Grassland
- Forested
- Urban/Developed
- Water (river/pond)
- Wetland

#### Roads (2003)

- Local roads
- Major roads
- streams
- railroad
- town

- Buildings (October 2003)

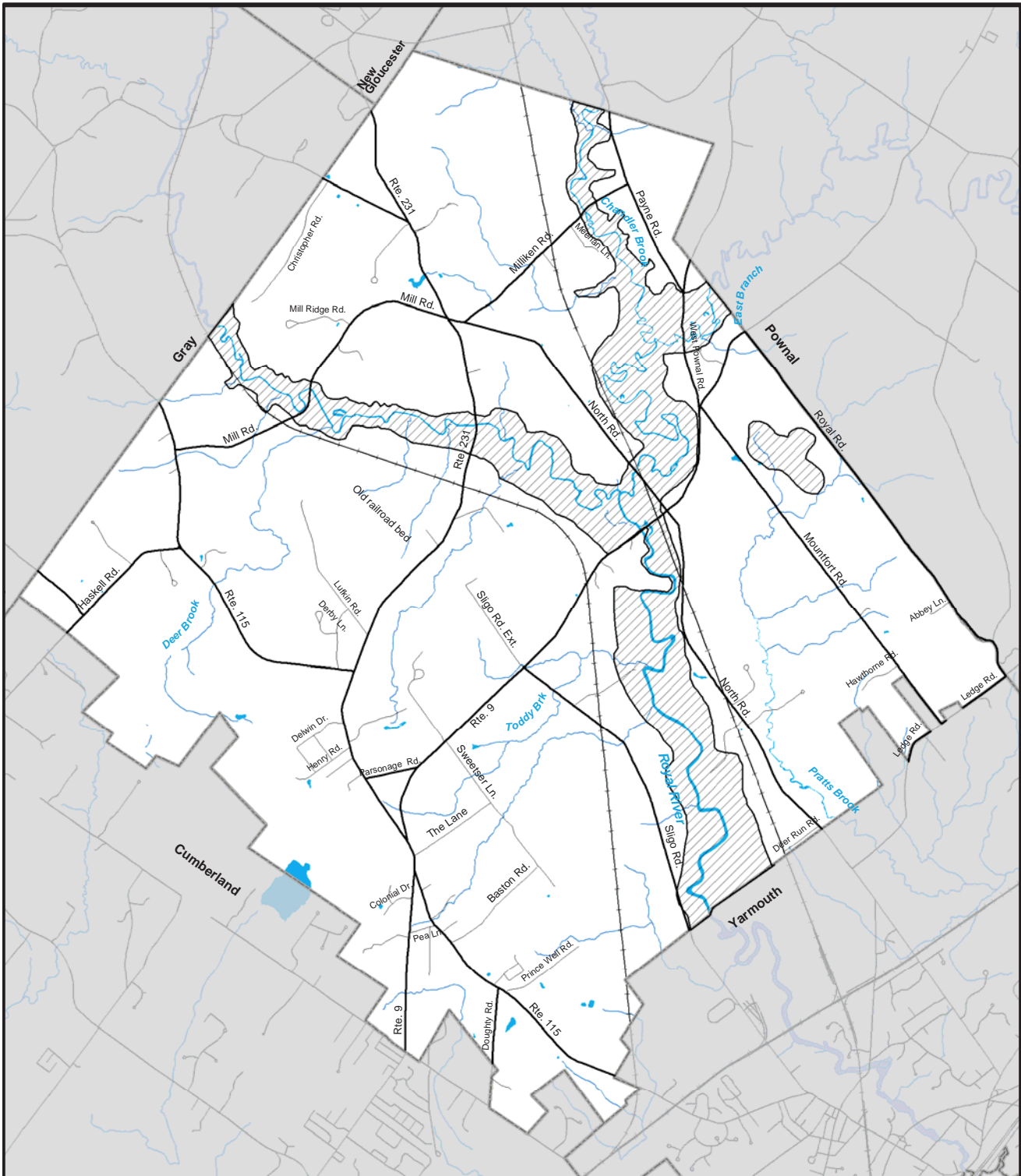
Data from NY Conservation Commission

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






### Land Cover of North Yarmouth, Maine

This map shows the land cover of North Yarmouth as of May 2000. Roads and houses are updated as of October 2003.





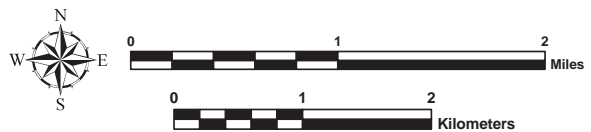
**Legend**

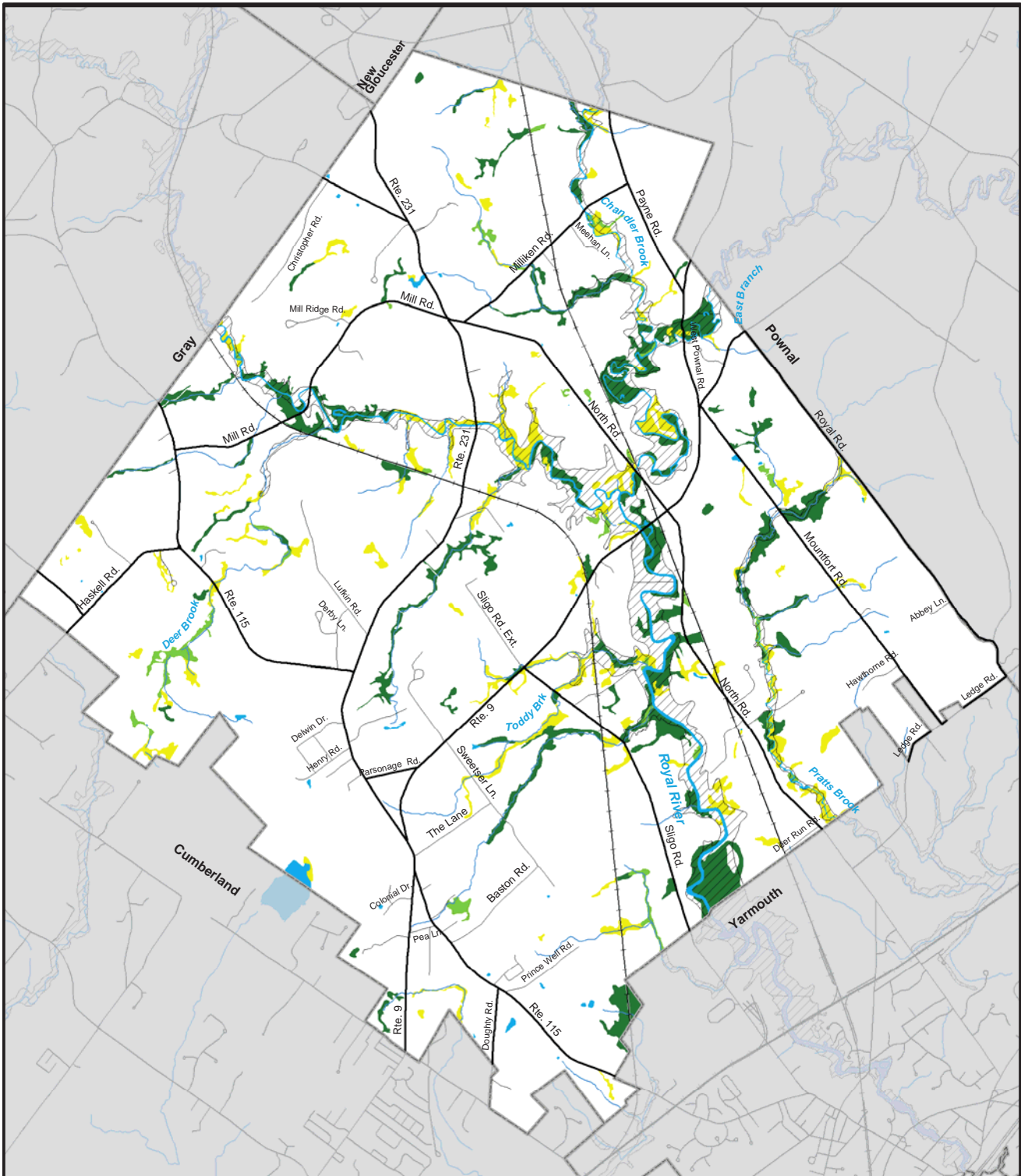
-  Areas of potential historic significance, Maine State Historic Preservation Office.
-  river/pond
-  streams
-  railroad
-  town
-  Local roads
-  Major roads

**Areas with potential historic significance, North Yarmouth, Maine**


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This map shows areas with potential historic significance as delineated by the Maine State Historic Preservation Office. See comprehensive plan for more detail.






### Legend


 100 yr floodplain (FEMA)

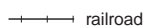
### Land Cover 2000

#### Wetlands\*

 emergent (cattails, sedges, etc.)

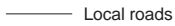
 forested (cedar, etc.)

 scrub-shrub (alder, etc.)

 railroad

 river/pond

 streams

 Local roads

 Major roads

**-DRAFT-**

### Surface Waters of North Yarmouth, Maine

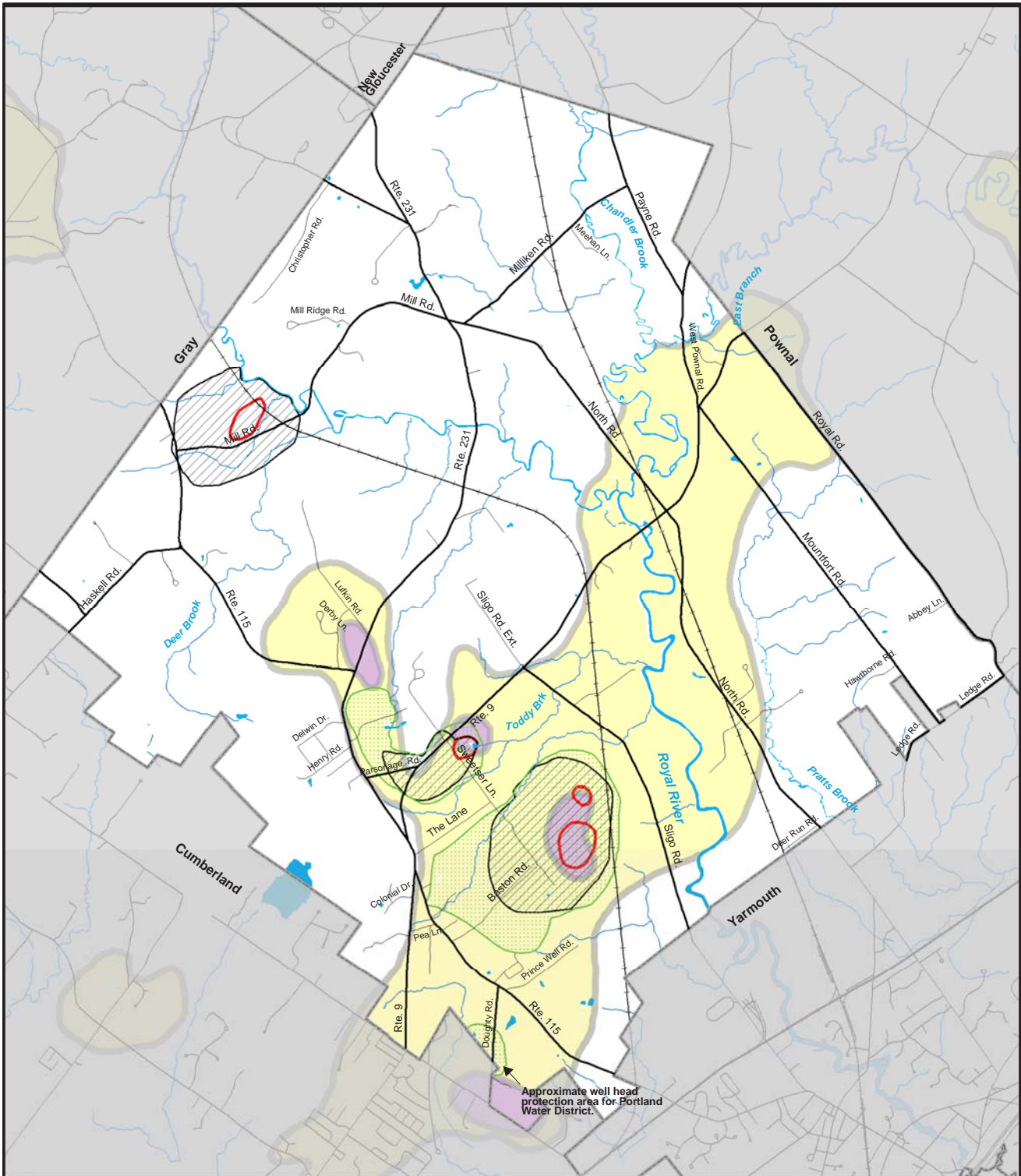
This map shows surface waters (rivers, streams, ponds and wetlands) in North Yarmouth. Steam data is from USGS. All other surface water data is from the interpretation of aerial color photography taken in May 2000.



0 1 2 Miles

0 1 2 Kilometers

\* Data from Land Cover Inventory 2000, NY Conservation Commission/ Sewall Company. These data, interpreted from aerial photography, should not replace on-the-ground inspection of resources.

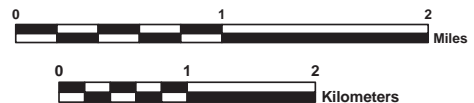


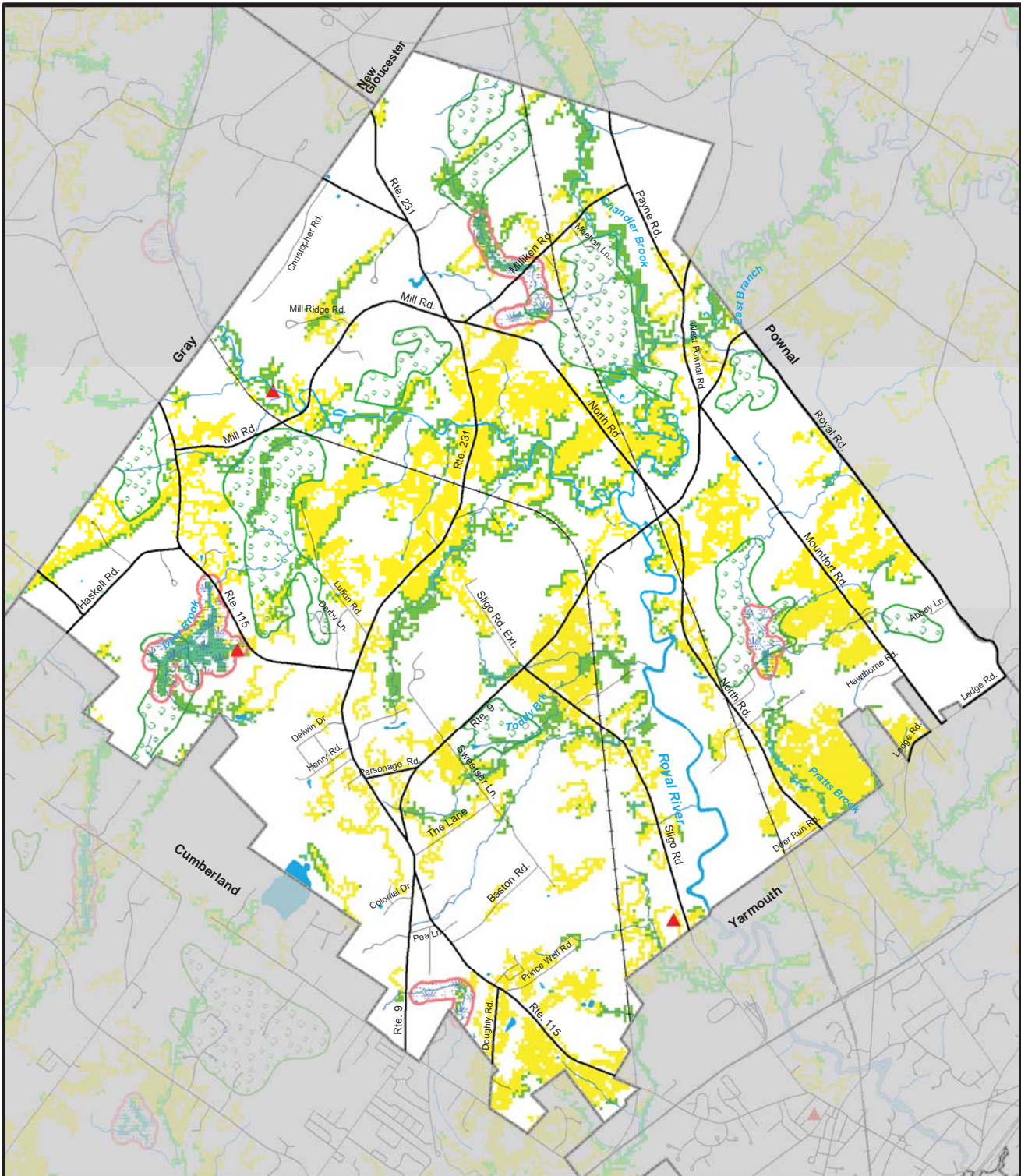
### Legend

- 10-50 gal/min aquifer (MGS)
- >50 gal/min aquifer (MGS)
- Aquifer lines (MGS)**
- indeterminate boundary
- 200-day travel time zone (YWD)
- 2,500-day travel time zone (YWD)
- Aggregate 2,500 day travel time zone (YWD)
- railroad
- river/pond
- streams
- Local roads
- Major roads

### **-DRAFT-** Sub-surface Waters of North Yarmouth, Maine

This map shows sub-surface waters (aquifers) in North Yarmouth. Data is from Maine Geologic Survey (MGS) and the Yarmouth Water District (YWD). See Comprehensive Plan text for explanation.





### Legend

#### USFWS Important Habitat

- Grassland/Shrub/Bare Ground
- Wetland
- Forested
- Local roads
- Major roads
- river/pond
- streams
- railroad
- town

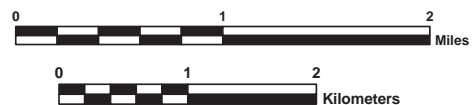
#### ME Dept. of Inland Fisheries and Wildlife

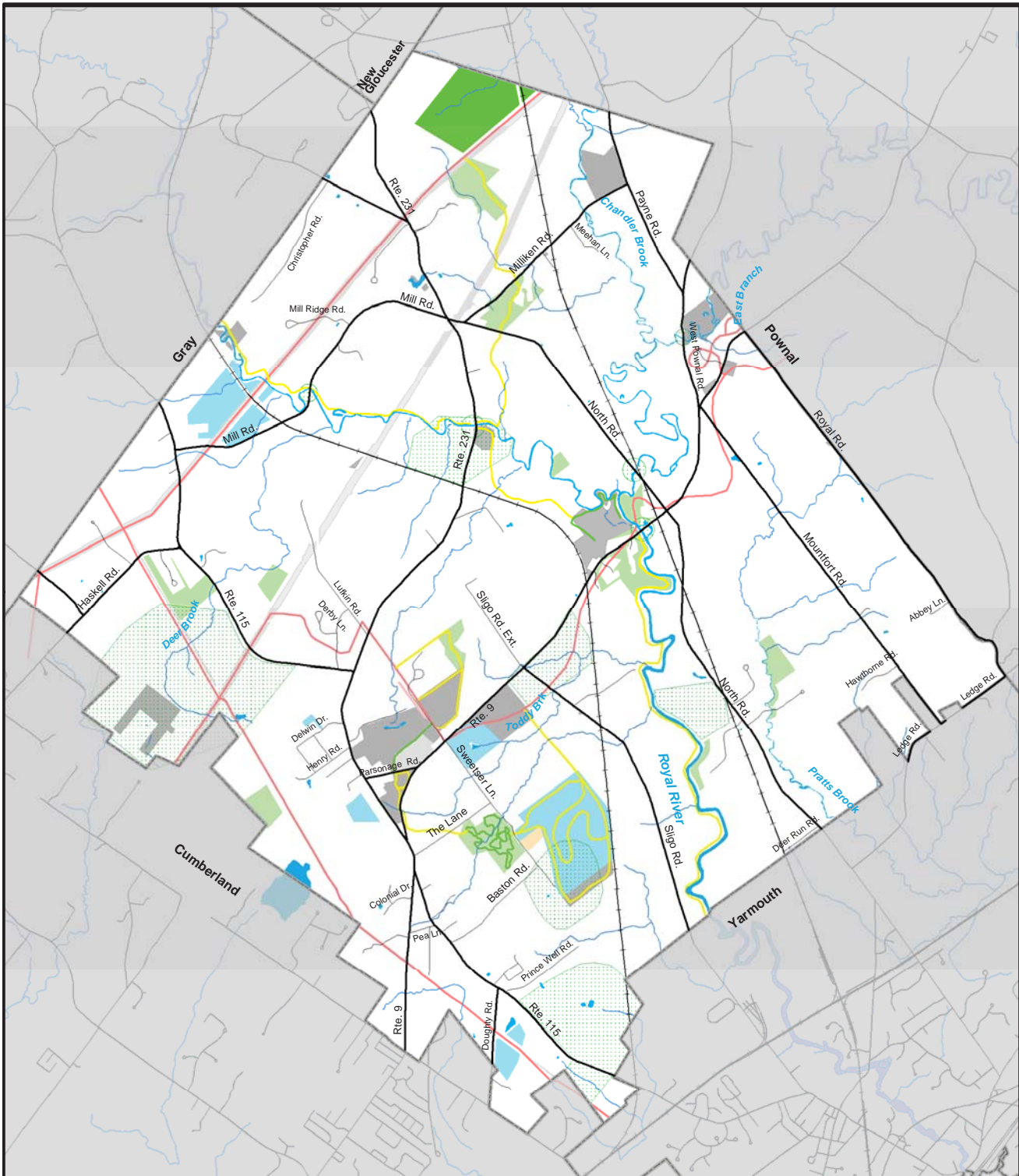
- Deer wintering areas (indeterminate value)
- Wading bird & waterbird areas (moderate value)
- Locations of State species of concern

**-DRAFT-**

### Wildlife Habitat of North Yarmouth, Maine

This map shows important wildlife habitat of North Yarmouth. Sources of these data are Maine Department of Inland Fisheries and Wildlife and U.S. Fish and Wildlife Service. See the Comprehensive Plan text for more information.





### Legend

#### Trails (approximate)

- existing trail
- future trail potential
- snowmobile trail

#### Scenic views\*

- river/pond
- streams
- + + railroad
- town
- Local roads
- Major roads

#### Conservation/Public Lands\*\*

- Conservation Easement
- MSAD51
- Pedestrian Right of Way
- State (MDOC)
- Yarmouth Water District
- N. Yarmouth
- Cumberland
- Power Lines

\* From 1998 inventory of Conservation Commission

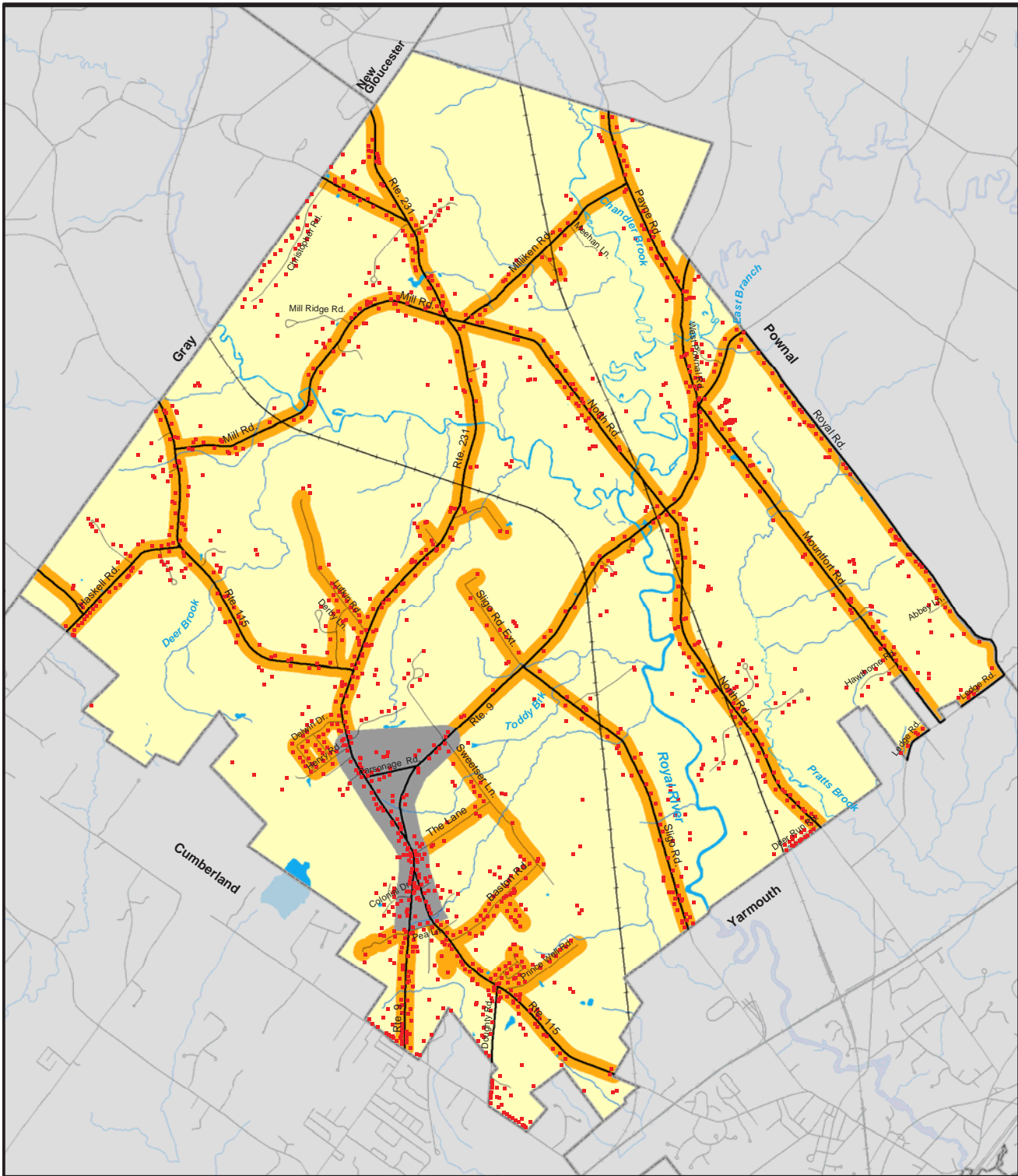
\*\* Parcel lines are approximate

### Trails, Conservation and Public Lands, and Scenic Views of North Yarmouth, Maine











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This map shows the existing trails, potential future trails, public lands, conservation lands, and scenic views of North Yarmouth. Public lands are not necessarily protected from development.





### Legend

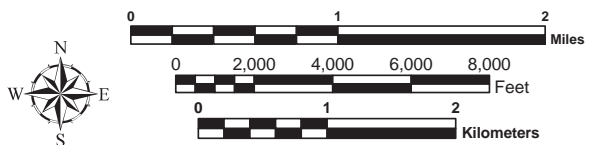
- |   |                          |   |             |
|---|--------------------------|---|-------------|
|  | Farm and Forest          |  | Local roads |
|  | Rural                    |  | Major roads |
|  | Village Center           |  | town        |
|  | Existing building, 2003* |  | railroad    |
|   |                          |  | streams     |
|   |                          |  | river/pond  |

\* Building include commercial buildings, homes, detached garges and barns, etc. as determined from 2000 aerial photography and 2003 survey by road.  
Data is from the North Yarmouth Conservation Commission.

**-DRAFT-**

### Current Land Use, North Yarmouth, Maine

See comprehensive plan text for explanation.



# COMPREHENSIVE PLAN INDEX

## TOWN OF NORTH YARMOUTH

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