

## **Prospective Zones Case Studies**

Initial characterization and summary of the current development status of seven principal development subdistricts within the Prospective Zoning Plan for the Rangeley Lakes Region

May 2, 2022

## Preface

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The Prospective Zoning Plan for the Rangeley Lakes Region states,

“The size of these areas was determined through discussions with local people and in keeping with a general rule of thumb. This rule of thumb is to provide enough room for the twenty years to accommodate about as much development as occurred in the past two decades. This rule of thumb is consistent with State Planning Office policy for communities that are developing growth management plans.

In the past two decades, an estimated 650 residential dwellings or camps were constructed in the ten-township area. Assuming 2 acres per dwelling/camp, the planning area will need about 1300 acres of land zoned for residential and mixed uses.” (PZP, page 20)

The following document is one of several supplemental analyses to the 2022 Evaluation and Progress Report on the Prospective Zoning Plan for the Rangeley Lakes Region<sup>1</sup> (the PZP). Specifically, this document summarizes information regarding all development subdistricts within the PZP area and is intended to quantify prospective zones in a manner that may be instructive in assessing next steps.

Similar to the ‘general rule of thumb’ applied in developing the PZP, the data and thresholds used in these case studies provide useful context for evaluating the current build-out status of development subdistricts in the region, but are not necessarily meant to be exhaustive or comprehensive.

## Methodology

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There are a number of ways to determine and understand the extent to which the prospectively designated subdistricts have been utilized. The following assessment offers one method, but also includes base data to enable the adjustment of or a different theoretical threshold. Specifically, these case studies assess each subdistrict by identifying and calculating:

- the total acres involved in a Commission approved subdivision;
- the total acres zoned as a development subdistrict that appear undeveloped;
- parcels that are four acres or more in size and include at least one development unit or use<sup>2</sup>; and
- parcels that are less than four acres in size (which may or may not be developed).

The most subjective element of this assessment is how one views the resulting development density for each subdistrict. The Land Use Planning Commission (LUPC) staff have applied a four-acre threshold in describing the data to initiate and inform discussion with some modest sense of density and scale. Other thresholds should be considered. Ultimately, the development density viewed as appropriate for one subdistrict may not be equally appropriate for another subdistrict.

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<sup>1</sup> Adamstown Township, Rangeley Plantation, Dallas Plantation, Sandy River Plantation, Lincoln Plantation, Township C, Magalloway Township, Township D, Richardsontown Township, and Township E.

<sup>2</sup> Because these case studies include residential subdistricts, non-residential subdistricts, and mixed use subdistricts, “unit” may regard a single family dwelling, a commercial business (e.g., auto repair garage, laundromat), or some other development / nonresidential use (e.g., DOT maintenance facility, border patrol station, municipal transfer station).

All research was conducted via desktop analysis, employing ArcGIS data for: tax parcels (Maine Revenue Service and individual plantation data), the most current aerial imagery available (2018), current LUPC subdistrict boundaries, E-911 data, and mapped Commission approved subdivisions.

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## Take-away Points

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- Prospectively zoned development subdistricts represent locations in the Plan Area where the community intended to pre-emptively identify, encourage, or otherwise allow development types and densities that are not allowed in other portions of the Plan Area. However, prospective zoning is a “long term vision for the kind of place they want the region to be generations from now...” When done well, prospective zoning is a dynamic and iterative dialog and process.
- Data suggests that notable portions of prospectively zoned residential development subdistricts (*i.e.*, D-RS, D-RS2, and D-RS3), and portions of mixed use development subdistricts (*i.e.*, D-GN, D-GN2, and D-GN3) and nonresidential development subdistricts (*i.e.*, D-ES) are undeveloped or developed at densities that are lower than the rule of thumb / density used to establish the PZP. While contemplation of next steps should not wait until all subdistricts have been ‘built-out’, it could be detrimental to the community’s vision to incrementally add more development subdistricts.
- Some Commission approved subdivisions authorized parcels 4 acres or larger. If the community decides a different parcel size should be used to assess subdistrict buildout, characterization of Commission approved subdivisions should be adjusted accordingly. However, as indicated by data in the 2022 report, lots within Commission approved subdivisions are often further divided incrementally over time.

## Overview

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- Residential subdistricts:
  - At least 20% (1,345 acres) are developed at a density of one unit per 13 acres; and
  - 23% (1,499 acres within 42 parcels) are not yet developed.
- Mixed use subdistricts:
  - 19% (112 acres) are developed at a density of one or more units per 19 acres; and
  - 12% (73 acres within 7 parcels) are not yet developed.
- Nonresidential subdistricts:
  - 64% (43 acres) are developed at a density of one or more units per 11 acres; and
  - 33% (22 acres within 1 parcel) are not yet developed.

## Examples

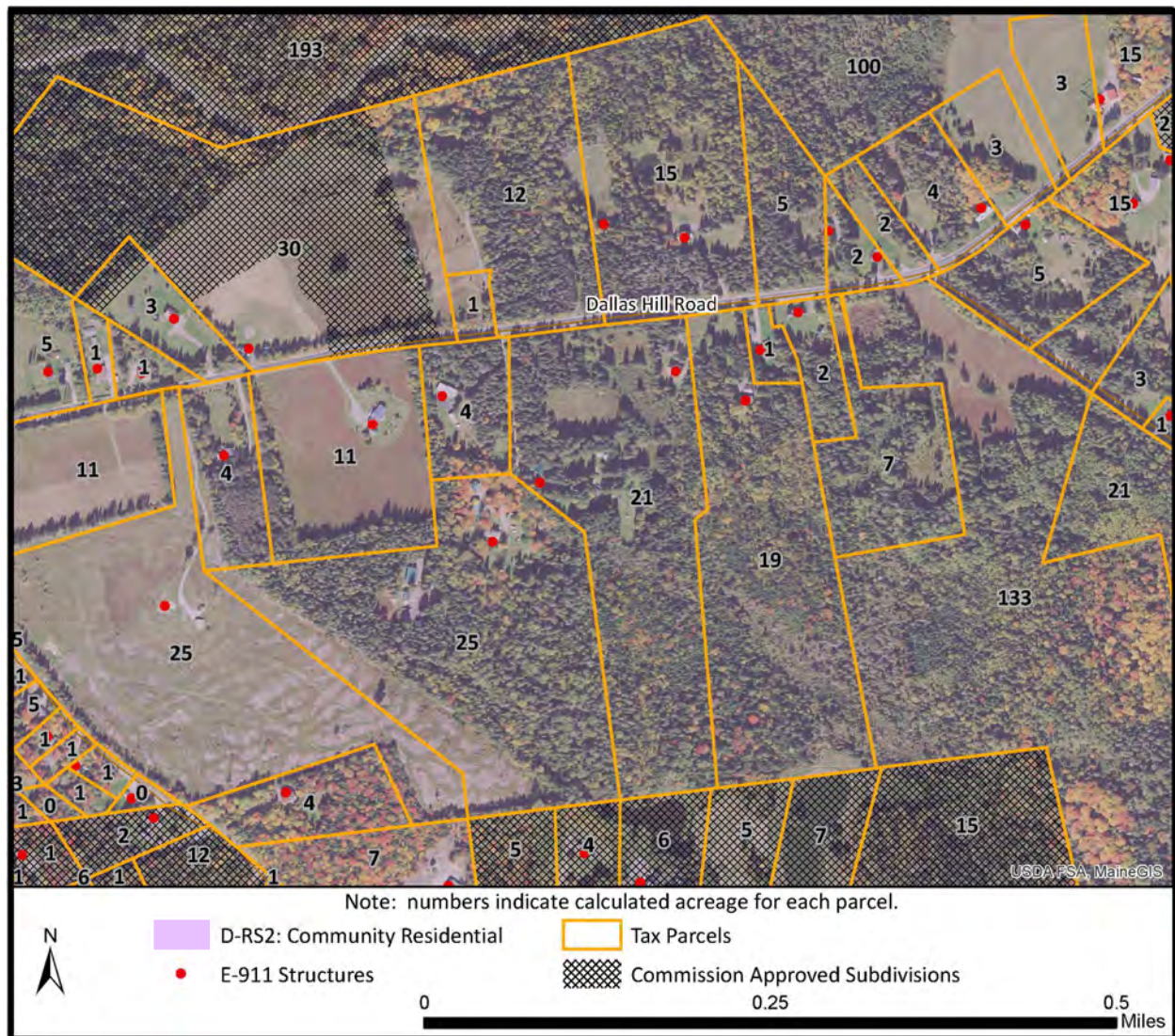
Three examples are provided below, each illustrating parcels across a range of sizes within the D-RS2 and D-RS3 [residential] subdistricts, and the D-GN2 [mixed use] subdistrict.

Note, parcel lines:

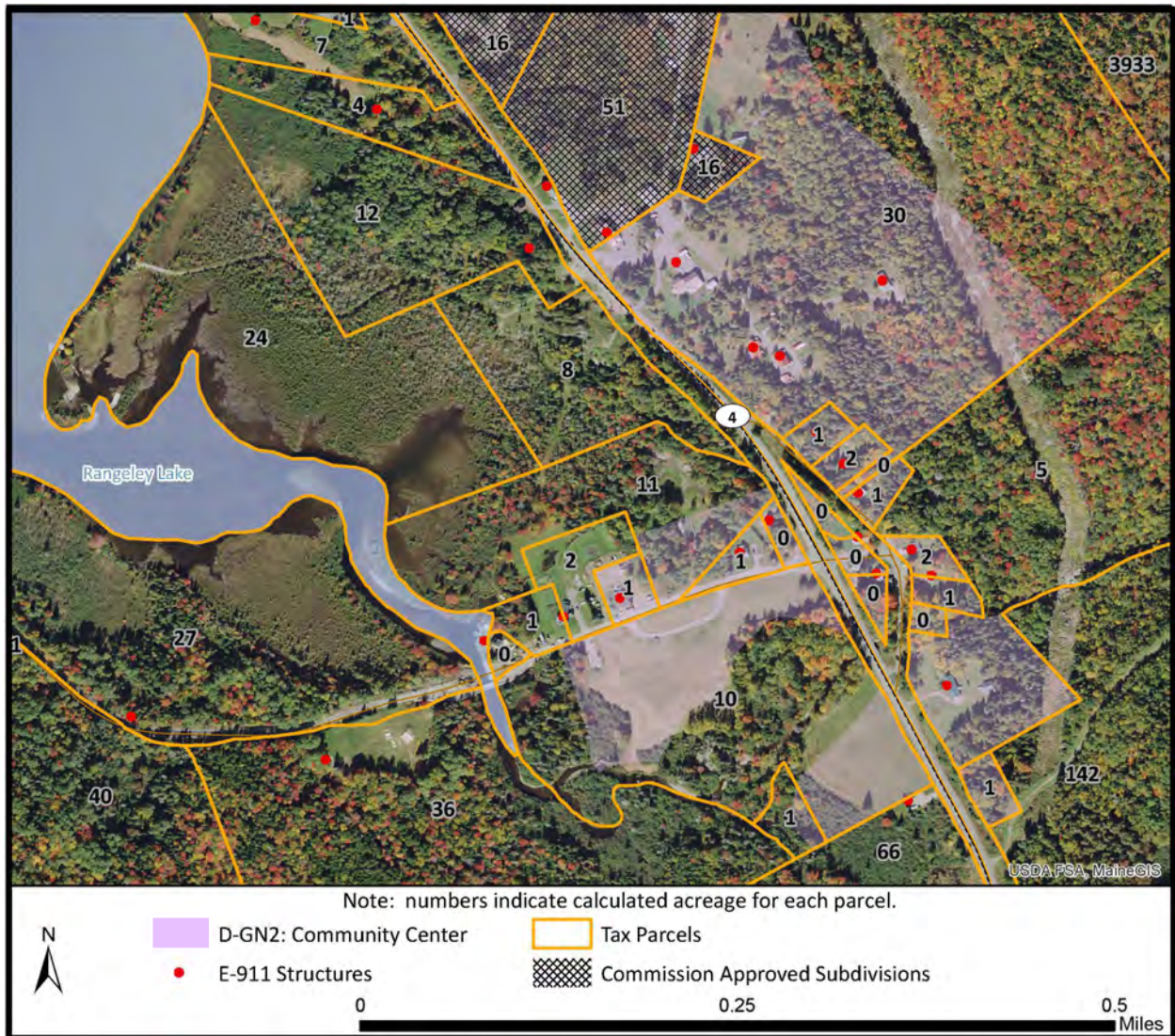
- do not include approved subdivisions;
- are not surveyed boundaries;
- are approximations of land ownership boundaries and therefore often do not align precisely with aerial imagery or on-the-ground conditions.

However, parcel lines are a reasonable characterization of land ownership patterns and densities and are still useful for the type of assessment summarized in this document.

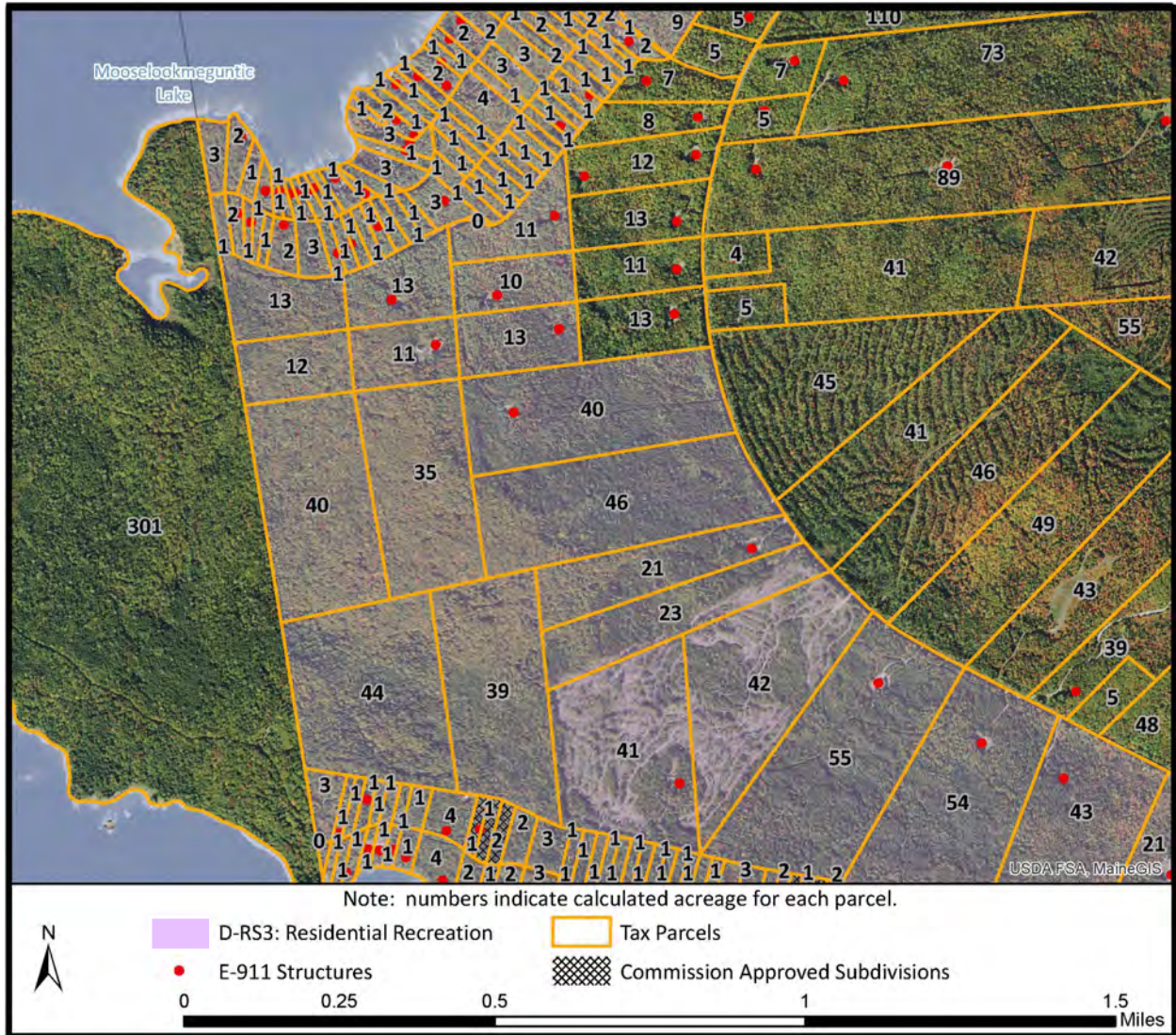
**Map 1: A portion of the Community Residential Development (D-RS2) Subdistrict, Dallas Plantation.**



Map 2: A portion of the Community Center Development (D-GN2) Subdistrict, Sandy River Plantation.



**Map 3: A portion of the Residential Recreation Development (D-RS3) Subdistrict and Community Residential (D-RS2) Subdistrict, Rangeley Plantation.**





**D-ES Subdistrict**

**NOTE:** Due to the purposes of this subdistrict, it is likely that more than one method of assessment may be warranted for the D-ES subdistrict. Further, due to the nature of this subdistrict and existing development (*e.g.*, some parcels may be developed with multiple uses), more meaningful understanding of existing development buildout/potential likely will necessitate site specific information.

- Parcels developed and larger than 4 acres: 4 parcels, average lot size 11 acres
- Parcels undeveloped: 1 parcel, lot size 22 acres

<b>Subdistrict</b>	<b>Parcels less than 4 acres (acres)</b>	<b>Part of a Commission Approved Subdivision (acres)</b>	<b>Parcels Undeveloped (acres)</b>	<b>Parcels developed with 1 unit and 4 acres or larger (acres)</b>	<b>Total (acres)</b>
D-ES	2	0	22	43	<b>67</b>

**EXTENDED SETTLEMENT DEVELOPMENT SUBDISTRICT (D-ES)**

**Purpose**

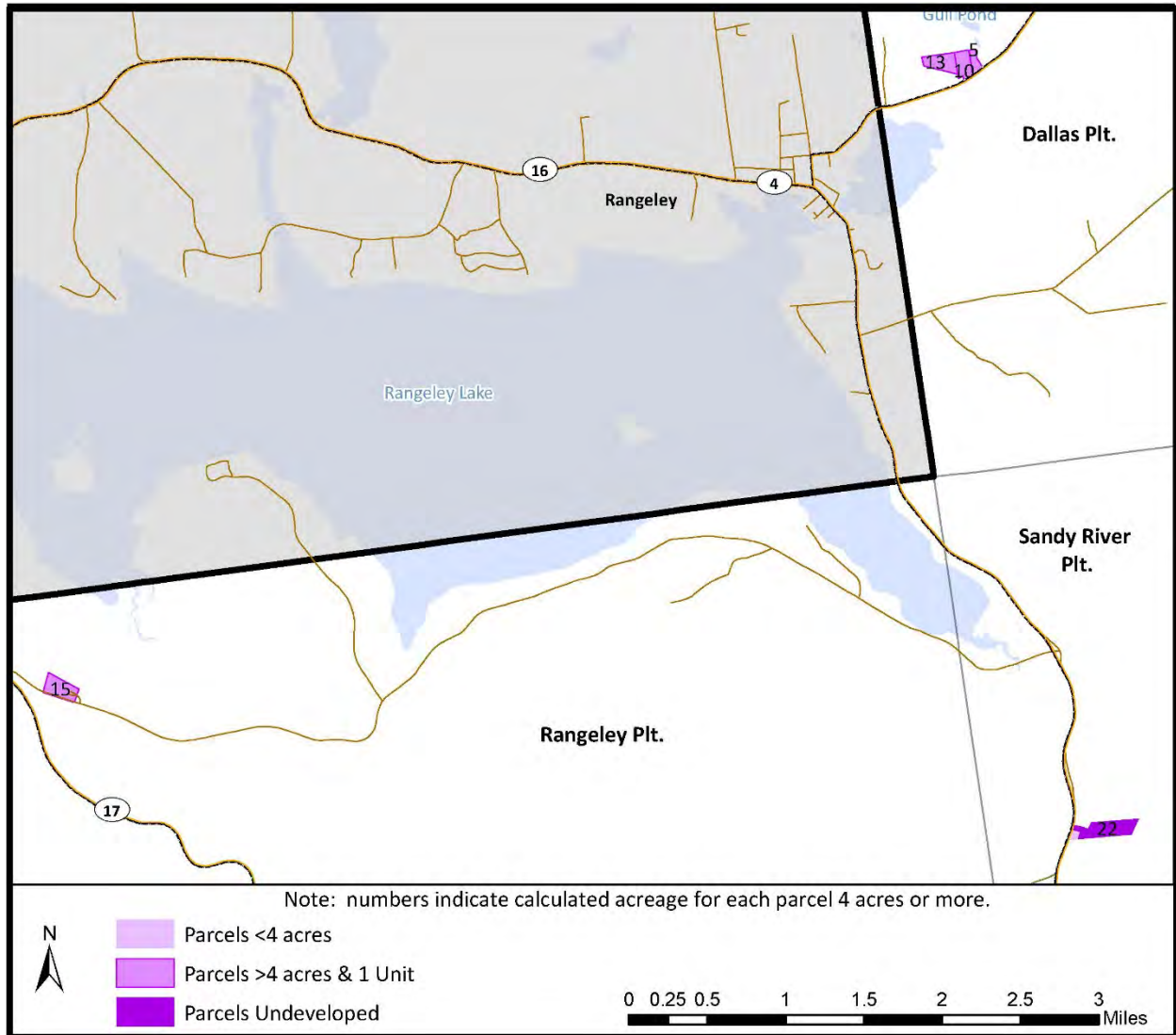
The purpose of the D-ES subdistrict is to separate those land uses that create impacts incompatible with residential areas and community centers, as well as provide for appropriate areas to concentrate development at the edge of rural growth centers designated as development subdistricts. Concentrated development seeks to avoid the visual and fiscal impacts of sprawl.

**Description**

This subdistrict is designed to accommodate a wide range of commercial, light manufacturing, and public uses that create impacts incompatible with other smaller scale commercial, public, and residential uses. This subdistrict allows facilities that generate traffic or noise such as transfer stations, gasoline stations, warehouses, self-storage, and contracting businesses. The subdistrict is not designed to accommodate general retail establishments better located in a community center or rural settlement; or to facilitate strip development along highways.

This subdistrict will only be applied in areas appropriate to accommodate this type of development in a community after a prospective planning process has been undertaken. Appropriate areas will be adjacent to other development subdistricts, particularly D-GN2 subdistricts. Adjacent is interpreted to mean within a distance of one road mile. The D-ES subdistrict will not be located in remote or lightly settled areas or separately from established or proposed development centers.”

[Chapter 10, Section 10.21,B]



**Parcels developed with 1 or more units**

ID#	Acres	Notes
140	5	This site includes a Maine Department of Transportation maintenance facility including maintenance garage, sand & salt storage, etc.
139	10	This site includes multiple uses ( <i>i.e.</i> , commercial excavation business, auto repair garage, and sand & salt storage).
138	13	This site includes a U.S. Border Patrol Station.
145	15	This site includes the Rangeley Plantation transfer station, municipal garage, and sand & salt storage.

**Parcels Undeveloped**

ID#	Acres	Notes
6	22	

**D-GN Subdistrict**

**NOTE:** Due to the purposes of this subdistrict (*i.e.*, mixed residential and nonresidential development), it is likely that more than one method of assessment may be warranted for the D-GN subdistrict. Further, due to the nature of this subdistrict and existing development (*e.g.*, some parcels may be developed with multiple uses), more meaningful understanding of existing development buildout / potential likely will necessitate site specific information.

- Parcels developed and larger than 4 acres: 1 parcel, average lot size 62 acres
- Parcels undeveloped: 0 parcels

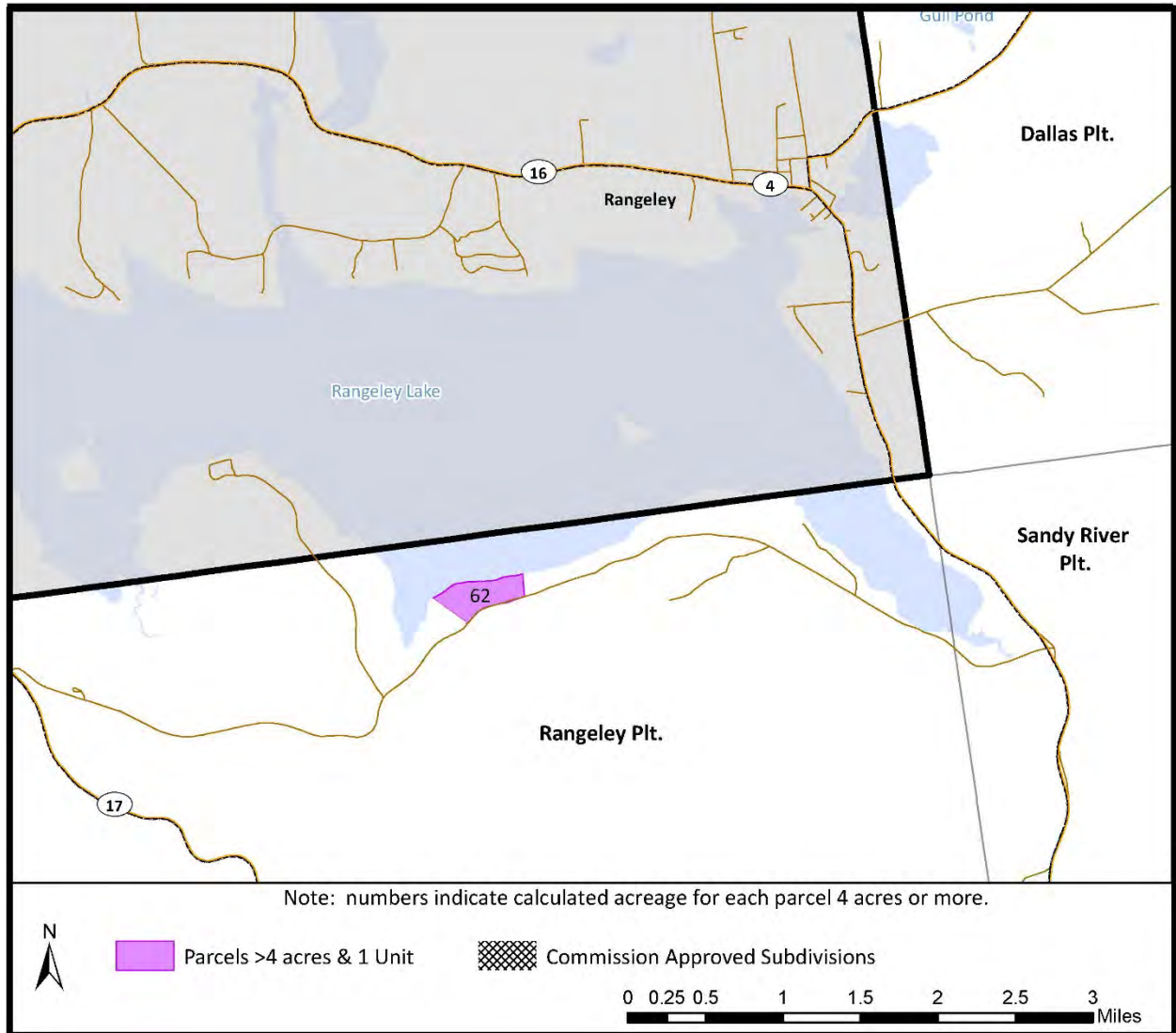
Subdistrict	Parcels less than 4 acres (acres)	Part of a Commission Approved Subdivision (acres)	Parcels Undeveloped (acres)	Parcels developed with 1 unit and 4 acres or larger (acres)	Total (acres)
D-GN	0	62	0	0	<b>62</b>

**GENERAL DEVELOPMENT SUBDISTRICT (D-GN)**

**Purpose**

The purpose of the D-GN subdistrict is to recognize existing patterns of development in appropriate areas and to encourage further patterns of compatible development therein and adjacent thereto. It is the Commission's intent to promote these areas as future growth centers in order to encourage the location of compatible developments near each other and to minimize the impact of such development upon incompatible uses and upon public services and facilities. Thus the Commission's purpose is to encourage the general concentration of new development, and thereby avoid the fiscal and visual costs of sprawl, and to provide a continuing sense of community in settled areas.

[Chapter 10, Section 10.21,C]



**Parcels developed with 1 or more units**

ID#	Acres	Note
191	62	Note that this one property has a valid permit for a total of 28 condominium units.

**D-GN2 Subdistrict**

**NOTE:** Due to the purposes of this subdistrict (*i.e.*, mixed residential and nonresidential development), it is likely that more than one method of assessment may be warranted for the D-GN2 subdistrict. Further, due to the nature of this subdistrict and existing development (*e.g.*, some parcels may be developed with multiple uses), more meaningful understanding of existing development buildout/potential likely will necessitate site specific information.

- Parcels developed and larger than 4 acres: 4 parcels, average lot size 16 acres
- Parcels undeveloped: 6 parcels, average lot size 8 acres

Subdistrict	Parcels less than 4 acres (acres)	Part of a Commission Approved Subdivision (acres)	Parcels Undeveloped (acres)	Parcels developed with 1 unit and 4 acres or larger (acres)	Total (acres)
D-GN2	97	8	46	65	<b>216</b>

**COMMUNITY CENTER DEVELOPMENT SUBDISTRICT (D-GN2)**

**Purpose**

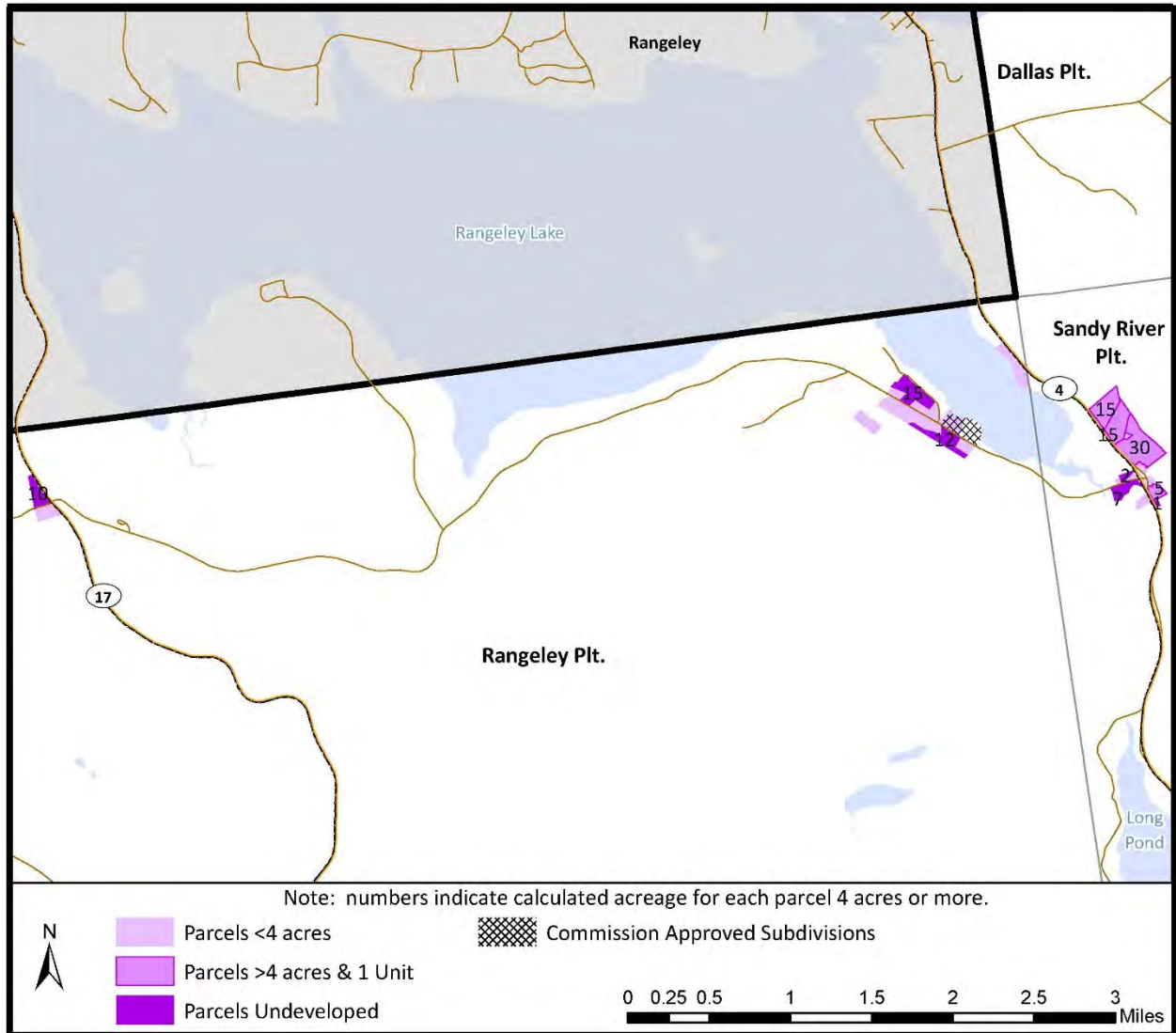
The purpose of the D-GN2 subdistrict is to provide for a range of complementary uses that have a similar size, scale, and character that make up community centers. It is designed to concentrate development in order to limit the fiscal and visual impact of sprawling development and to provide a continuing sense of community in settled areas. Adaptive reuse and rehabilitation of legally existing structures is encouraged in this subdistrict.

**Description**

Community centers are areas where there is a mix of complementary residential, commercial, and civic uses that create a focal point for community life. This subdistrict is similar to the D-GN subdistrict but provides for a wider range of appropriate uses and increased size thresholds for general commercial uses. This wider range of uses is permitted because additional development standards for uses in this subdistrict ensure that adjacent uses are compatibly developed and undertaken.

This subdistrict will be applied only in communities in the fringe of the Commission’s jurisdiction as defined in the Comprehensive Land Use Plan, and in areas appropriate as centers of growth after a prospective planning process has been undertaken by the Commission.”

[Chapter 10, Section 10.21,D]



**Parcels developed with 1 or more units**

ID#	Acres	Notes
150	5	
147	15	

ID#	Acres	Notes
148	15	
149	30	This property contains several separate commercial uses (e.g., laundromat, motorized recreation equipment sales and service)

**Parcels Undeveloped**

ID#	Acres	Notes
30	1	
31	2	
29	7	

ID#	Acres	Notes
16	10	
13	12	
12	15	

**D-GN3 Subdistrict**

**NOTE:** Parcel data is not available for Lincoln Plantation.

Due to the purposes of this subdistrict (*i.e.*, mixed residential and nonresidential development), it is likely that more than one method of assessment may be warranted for the D-GN3 subdistrict. Further, due to the nature of this subdistrict and existing development (*e.g.*, some parcels may be developed with multiple uses), more meaningful understanding of existing development buildout/potential likely will necessitate site specific information.

- Parcels developed with one or more units and 4 acres or larger: 1 parcel, average lot size 47 acres, total 47 acres
- Parcels undeveloped: 1 parcels, lot size 69 acres

Subdistrict	Parcels less than 4 acres (acres)	Part of a Commission Approved Subdivision (acres)	Parcels Undeveloped (acres)	Parcels developed with 1 unit and 4 acres or larger (acres)	Total
D-GN3	209	0	69	47	<b>325</b>

**COMMUNITY CENTER DEVELOPMENT SUBDISTRICT (D-GN2)**

**Purpose**

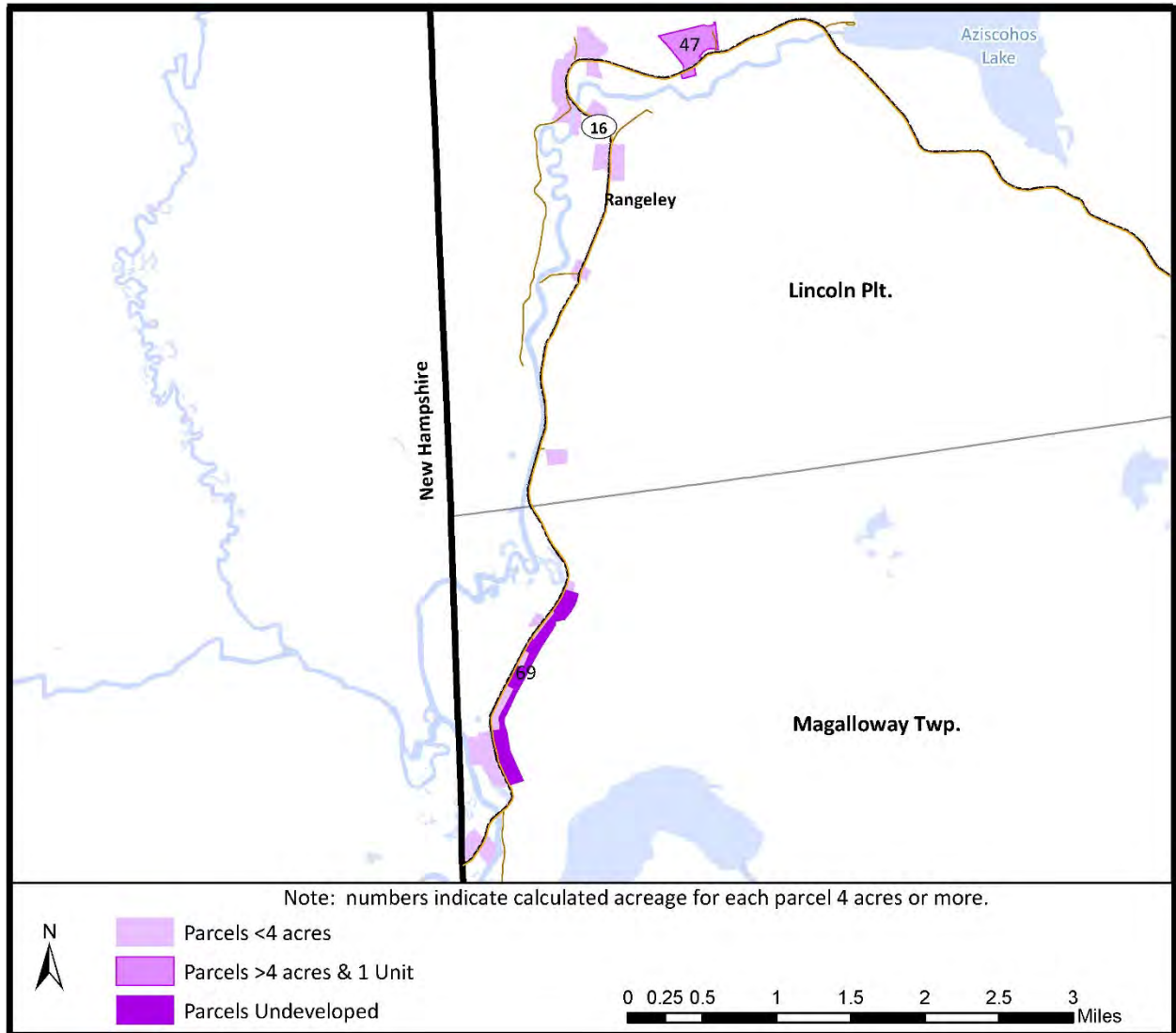
The purpose of the D-GN3 subdistrict is to provide for a range of complementary uses that have a similar size, scale, and character that make up a settlement area in remote or interior areas of the jurisdiction. It is designed to concentrate and control the rate of growth by prohibiting subdivision. This subdistrict seeks to limit the fiscal and visual impact of sprawling development and to provide a continuing sense of community in lightly settled areas. Adaptive reuse and rehabilitation of legally existing structures is encouraged in this subdistrict.

**Description**

Rural settlements are areas where there is a mix of complementary residential, commercial, and civic uses that create a focal point for community life. This subdistrict is similar to the D-GN2 subdistrict but allows uses of an appropriately smaller size and intensity, also subject to specific development standards. It is also different from the D-GN2 subdistrict as it prohibits subdivisions in order to maintain the remote and small-scale feel of these development nodes. Gradual lot creation is allowed via the existing exemptions in the Commission’s statute and these rules and regulations.

The D-GN3 subdistrict must be applied only in areas appropriate as centers of development in lightly settled and remote communities after a prospective planning process has been undertaken by the Commission.

[Chapter 10, Section 10.21,E]



**Parcels developed with 1 or more units**

ID#	Acres
81	47

**Parcels Undeveloped**

ID#	Acres
17	69



**D-RS Subdistrict**

- Parcels developed with one or more units and 4 acres or larger: 0 parcels
- Parcels undeveloped: 0 parcels

<b>Subdistrict</b>	<b>Parcels less than 4 acres (acres)</b>	<b>Part of a Commission Approved Subdivision (acres)</b>	<b>Parcels Undeveloped (acres)</b>	<b>Parcels developed with 1 unit and 4 acres or larger (acres)</b>	<b>Total (acres)</b>
D-RS	0	68	0	0	<b>68</b>

**RESIDENTIAL DEVELOPMENT SUBDISTRICT (D-RS)**

**Purpose**

The purpose of the D-RS subdistrict is to set aside certain areas for residential and other appropriate uses so as to provide for residential activities apart from areas of commercial development. The intention is to encourage the concentration of residential type development in locations where public services may be provided efficiently or where residential development can be integrated with a recreational resource that is suitable for additional use associated with proximate residential development.

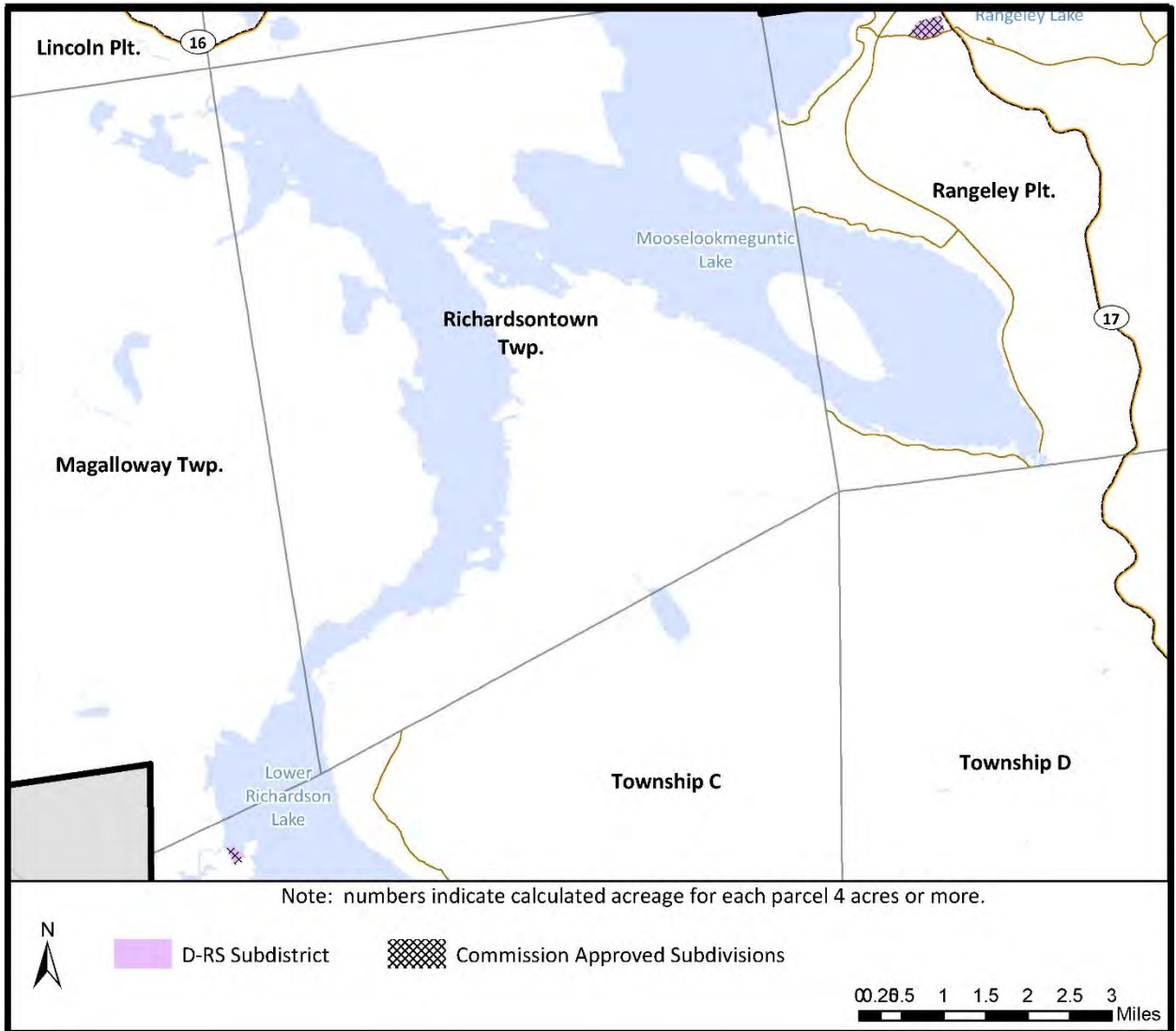
**Description**

The D-RS subdistrict must include:

- a. Areas with the following existing patterns of intensive residential development:
  - (1) Areas where four or more single family dwelling units exist within a 500 foot radius; or
  - (2) Recorded and legally existing single family residential subdivisions, including mobile home parks, having 4 or more lots; or
  - (3) Areas surrounding those described in Section 10.21,M,2,a,(1) or (2) above which contain neighborhood or associated uses that primarily serve such residences. Such areas may include, without limitation, residential accessory buildings, neighborhood parks and public open spaces, schools, day nurseries, places of worship, cemeteries, but must not include industrial uses.

The designated D-RS subdistrict boundaries must include all single family dwelling units and accessory buildings and uses, paved areas and areas directly related to, and necessary for, the conduct of those activities associated with the above described single family dwelling units, as well as other intervening areas between such buildings, paved surfaces and areas. Furthermore, in the case of recorded and legally existing single family residential subdivisions, the D-RS subdistrict boundaries must encompass the entire subdivision.

[Chapter 10, Section 10.21,M]



**Developed with 1 or more units**

ID#	Acres
NA	NA

**Parcels Undeveloped**

ID#	Acres
NA	NA

**D-RS2 Subdistrict**

- Parcels developed with one or more units and 4 acres or larger: 44 parcels, average lot size 13 acres, total 592 acres
- Parcels undeveloped: 22 parcels, average lot size 29 acres, total 802 acres

<b>Subdistrict</b>	<b>Parcels less than 4 acres (acres)</b>	<b>Part of a Commission Approved Subdivision<sup>3</sup> (acres)</b>	<b>Parcels Undeveloped (acres)</b>	<b>Parcels developed with 1 unit and 4 acres or larger (acres)</b>	<b>Total (acres)</b>
D-RS2	281	1,262	802	592	<b>2,937</b>

**COMMUNITY RESIDENTIAL DEVELOPMENT SUBDISTRICT (D-RS2)**

**Purpose**

The purpose of the D-RS2 subdistrict is to designate residential areas that can accommodate an appropriate range of low-impact commercial and public uses that are compatible with residential uses. This subdistrict seeks to promote residential living and thriving neighborhoods with a limited range of services.

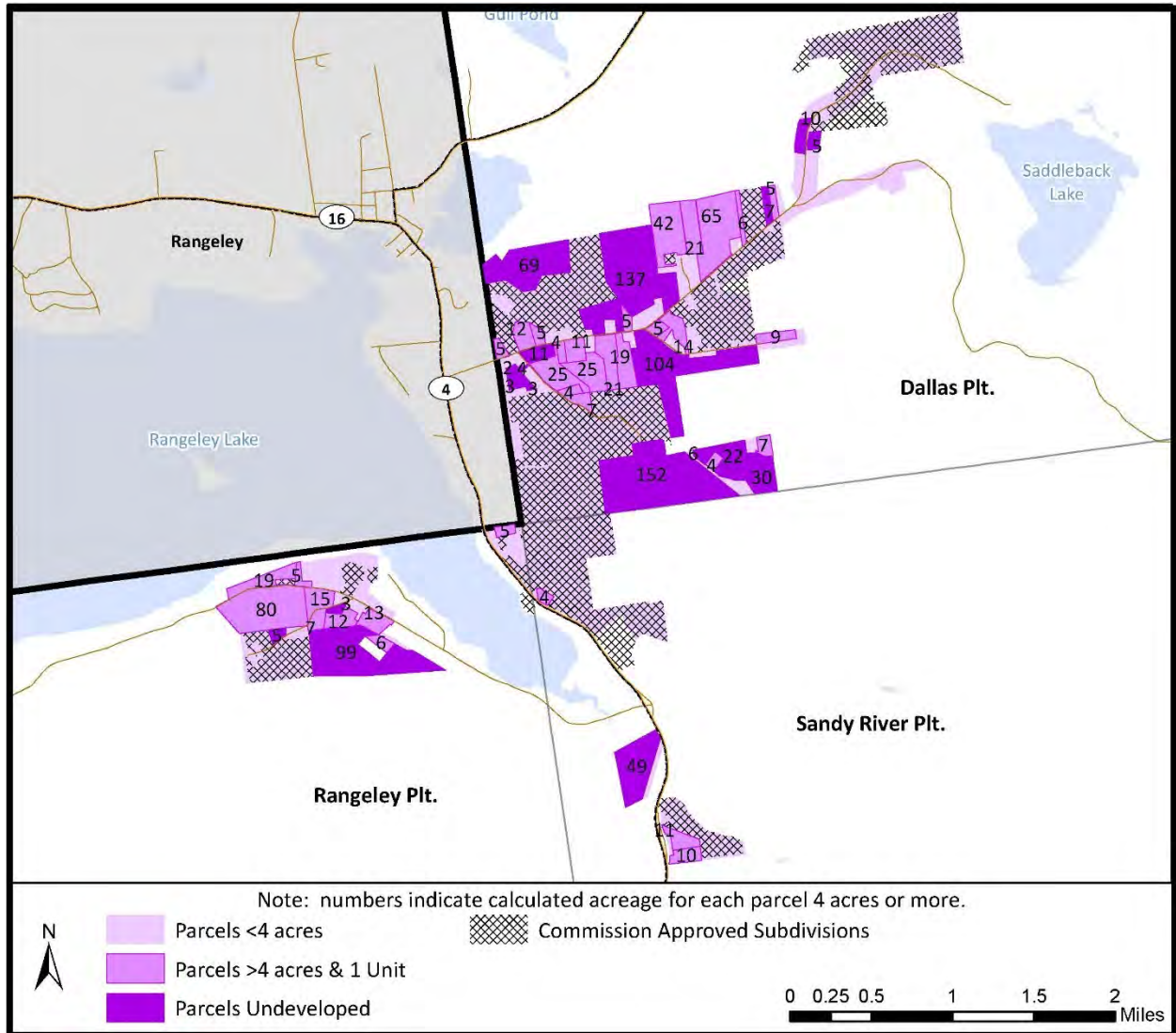
**Description**

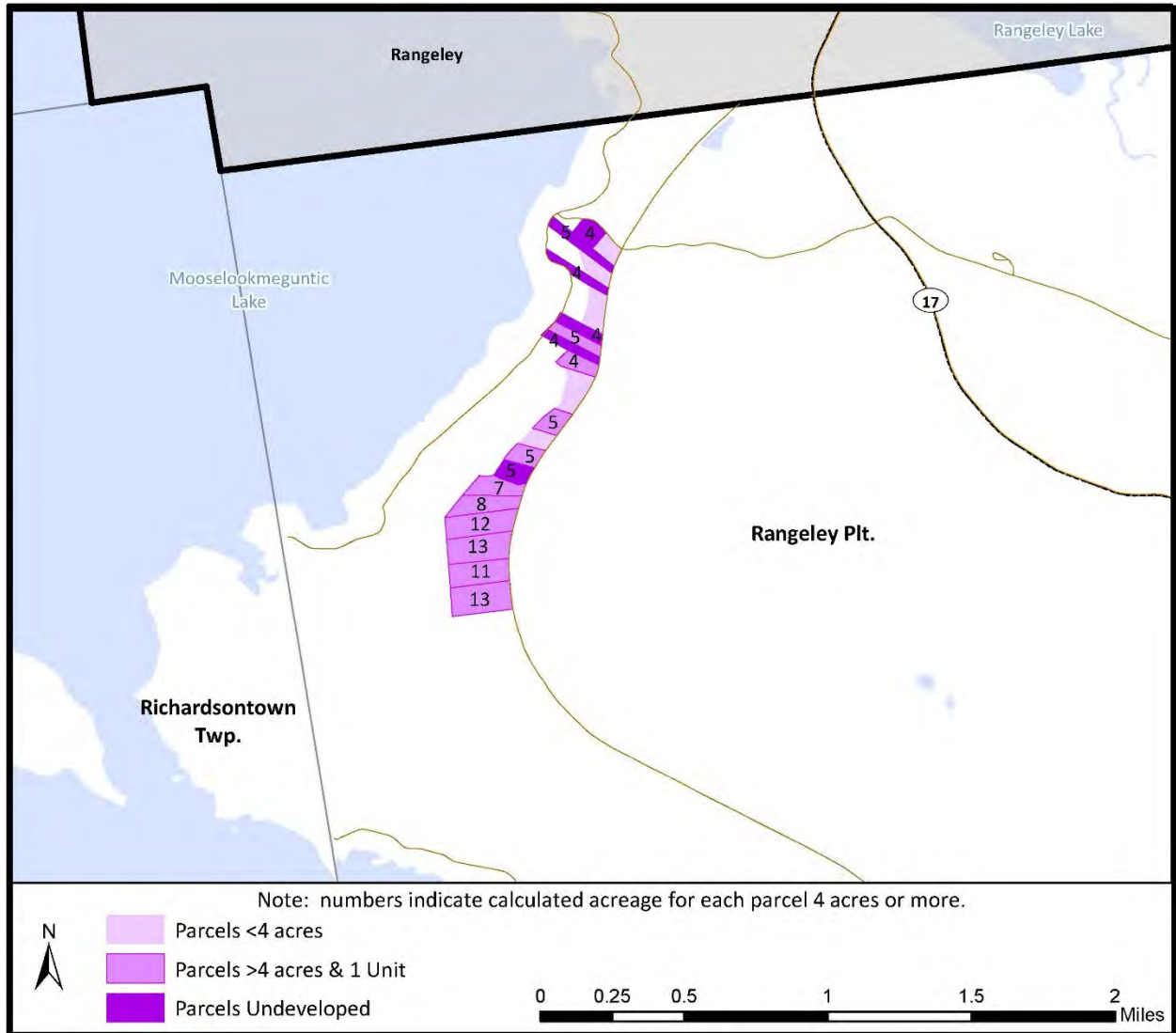
The D-RS2 subdistrict must be located adjacent to a D-GN2 subdistrict in order to limit the fiscal and visual impacts of sprawling development. Adjacent is interpreted as within a distance of one road mile. This subdistrict is similar to the D-RS subdistrict but it allows for commercial development such as bed and breakfasts, health care facilities, and golf courses.

This subdistrict will be applied only in communities located in the fringe of the Commission’s jurisdiction as defined in the Comprehensive Land Use Plan, and in areas appropriate as centers of growth after a prospective planning process has been undertaken by the Commission.

[Chapter 10, Section 10.21,N]

<sup>3</sup> Data excludes the following subdivisions as the area involved (368 acres) overlaps other subdivisions included in the calculation: SP 357-E, F, G, H, I, and J, SP 1002-D and E, SP 1018-A and C, SP 3150, SP 3156, SP 3180,SP 3181-C, SP 3184-A and D, and SP 3200.





**Developed with 1 or more units**

ID#	Acres
127	4
94	4
159	4
96	4
175	4
178	5
158	5
177	5
161	5
172	5
73	5

ID#	Acres
187	5
160	5
137	5
132	5
136	6
87	6
97	7
53	7
86	7
95	7
52	8

ID#	Acres
27	9
74	10
49	11
25	11
70	11
66	12
51	12
85	12
84	13
50	13
48	13

ID#	Acres
72	14
83	15
141	19
71	19
134	21
69	21
67	25
68	25
133	42
135	65
82	80

**Parcels Undeveloped**

ID#	Acres
93	2
91	3
92	3
88	3
90	4
173	4
171	4

ID#	Acres
170	4
166	4
89	5
176	5
188	5
65	5
167	5

ID#	Acres
131	6
26	7
64	10
33	11
189	13
129	22
128	30

ID#	Acres
190	36
11	49
1	69
15	99
3	104
2	137
130	152

**D-RS3 Subdistrict**

- Parcels developed and 4 acres or larger: 59 parcels, average lot size 13 acres
- Parcels undeveloped: 20 parcels, average lot size 35 acres

<b>Subdistrict</b>	<b>Parcels less than 4 acres <i>(acres)</i></b>	<b>Part of a Commission Approved Subdivision<sup>4</sup> <i>(acres)</i></b>	<b>Parcels Undeveloped <i>(acres)</i></b>	<b>Parcels developed with 1 unit and 4 acres or larger <i>(acres)</i></b>	<b>Total <i>(acres)</i></b>
D-RS3	1,267	914	697	753	<b>3,631</b>

**RESIDENTIAL RECREATION DEVELOPMENT SUBDISTRICT (D-RS3)**

**Purpose**

The purpose of the D-RS3 subdistrict is to accommodate seasonal and year-round recreational development in high value resource areas without compromising the recreational setting. This subdistrict allows a restricted range of allowed uses in order to ensure attractive residential recreational opportunities.

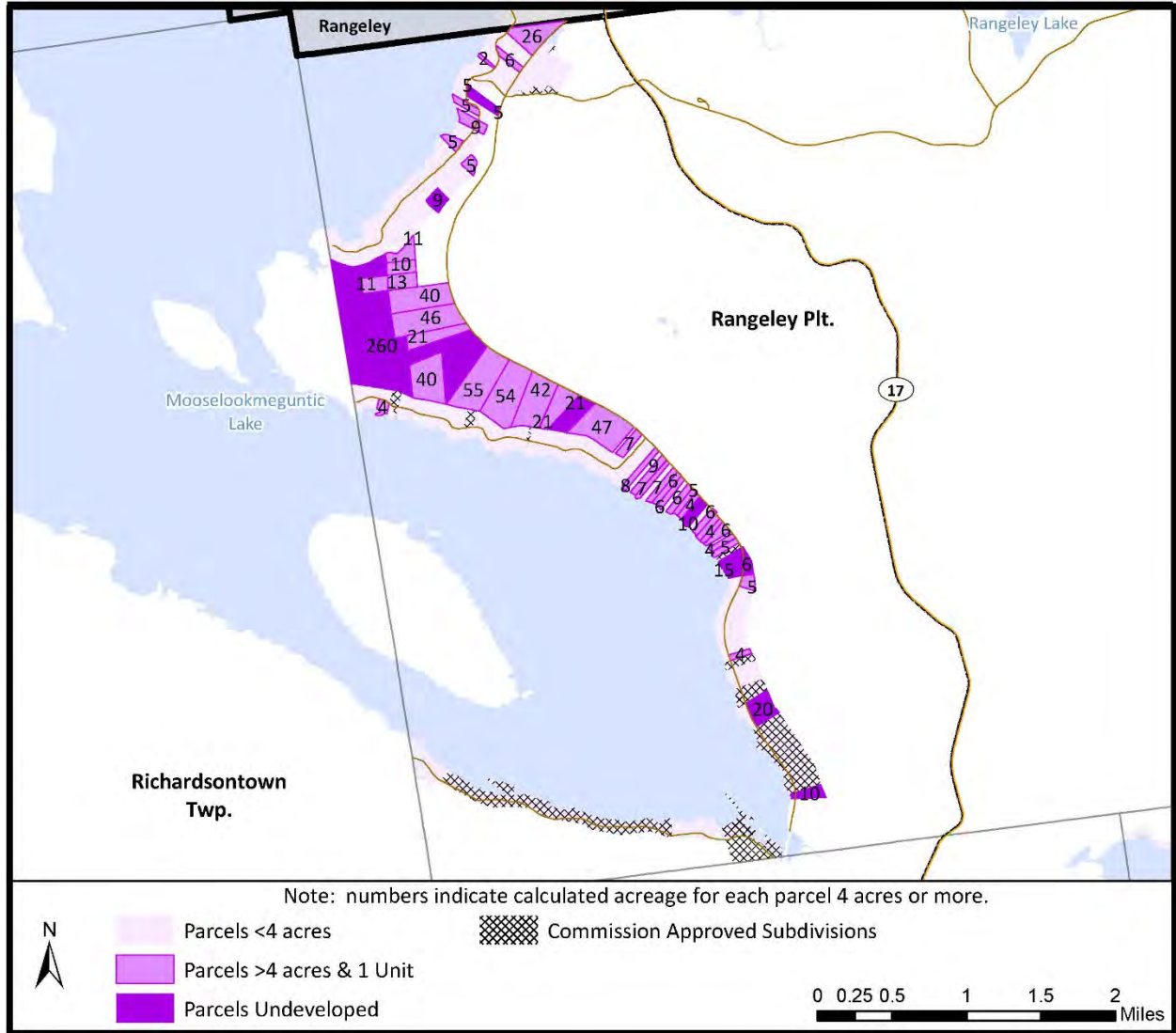
**Description**

The D-RS3 subdistrict must be applied only in high natural resource value areas appropriate for residential or closely related uses in a community and must be applied after a prospective planning process has been undertaken by the Commission. The D-RS3 subdistrict must be located in areas that are inappropriate for intensive mixed development.

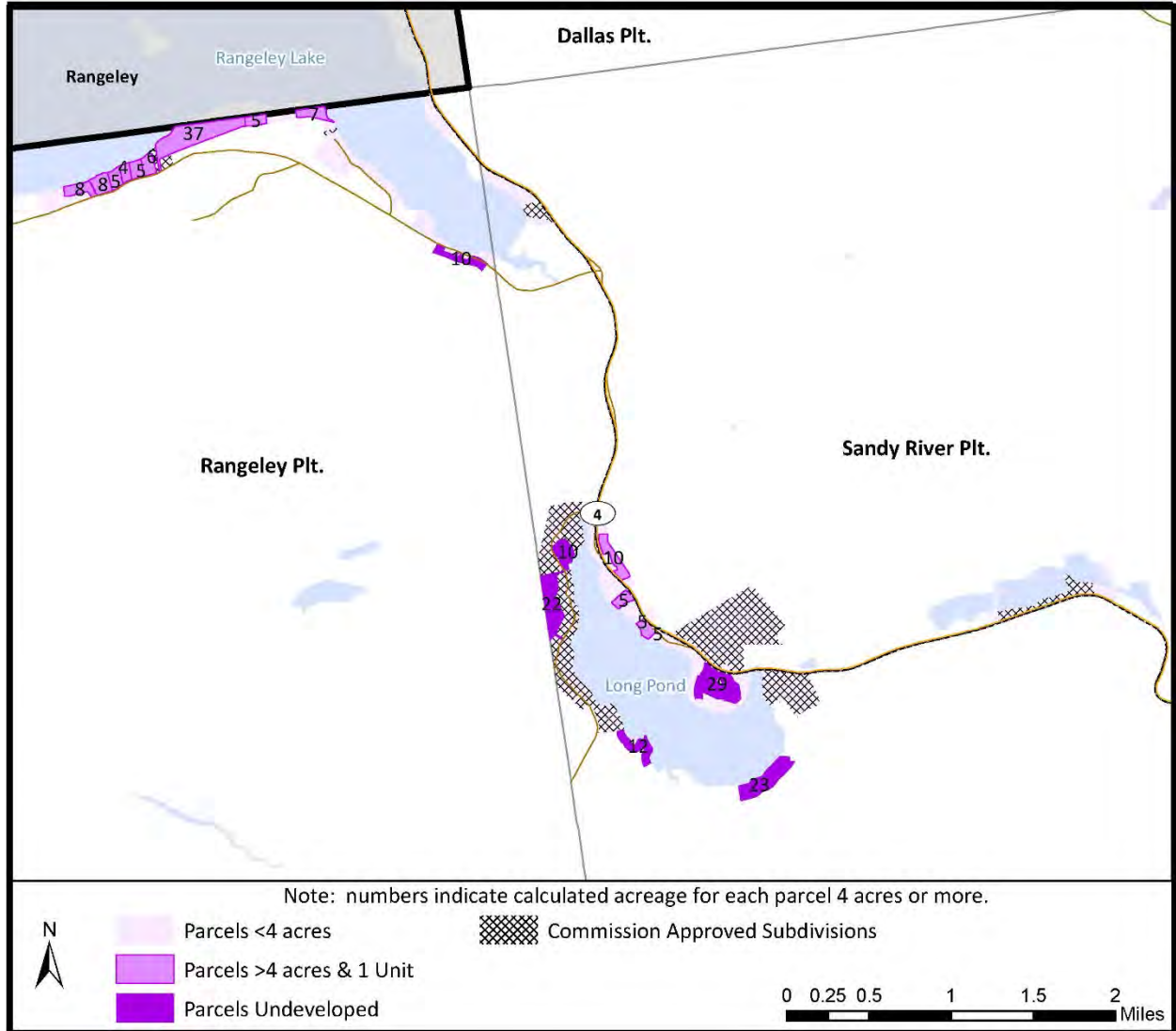
The D-RS3 subdistrict area will be located along or near the shorelines of Management Class 3, 4, 5, or 7 lakes or in other high value natural resource areas designated for growth by the Commission or zoned D-RS before January 1, 2001. The D-RS3 subdistrict will not be located in relatively remote or lightly settled areas of the jurisdiction.

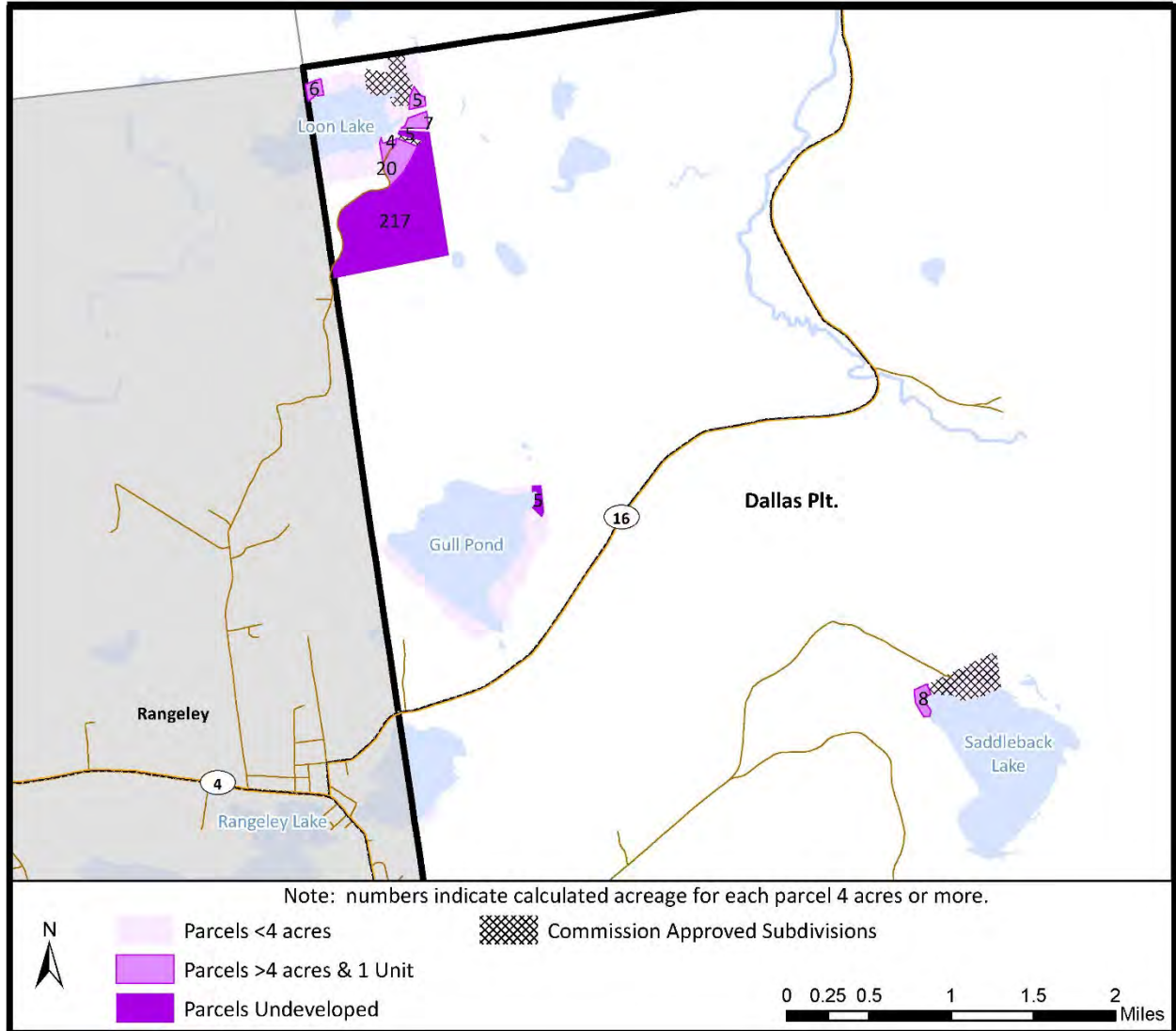
[Chapter 10, Section 10.21,O]

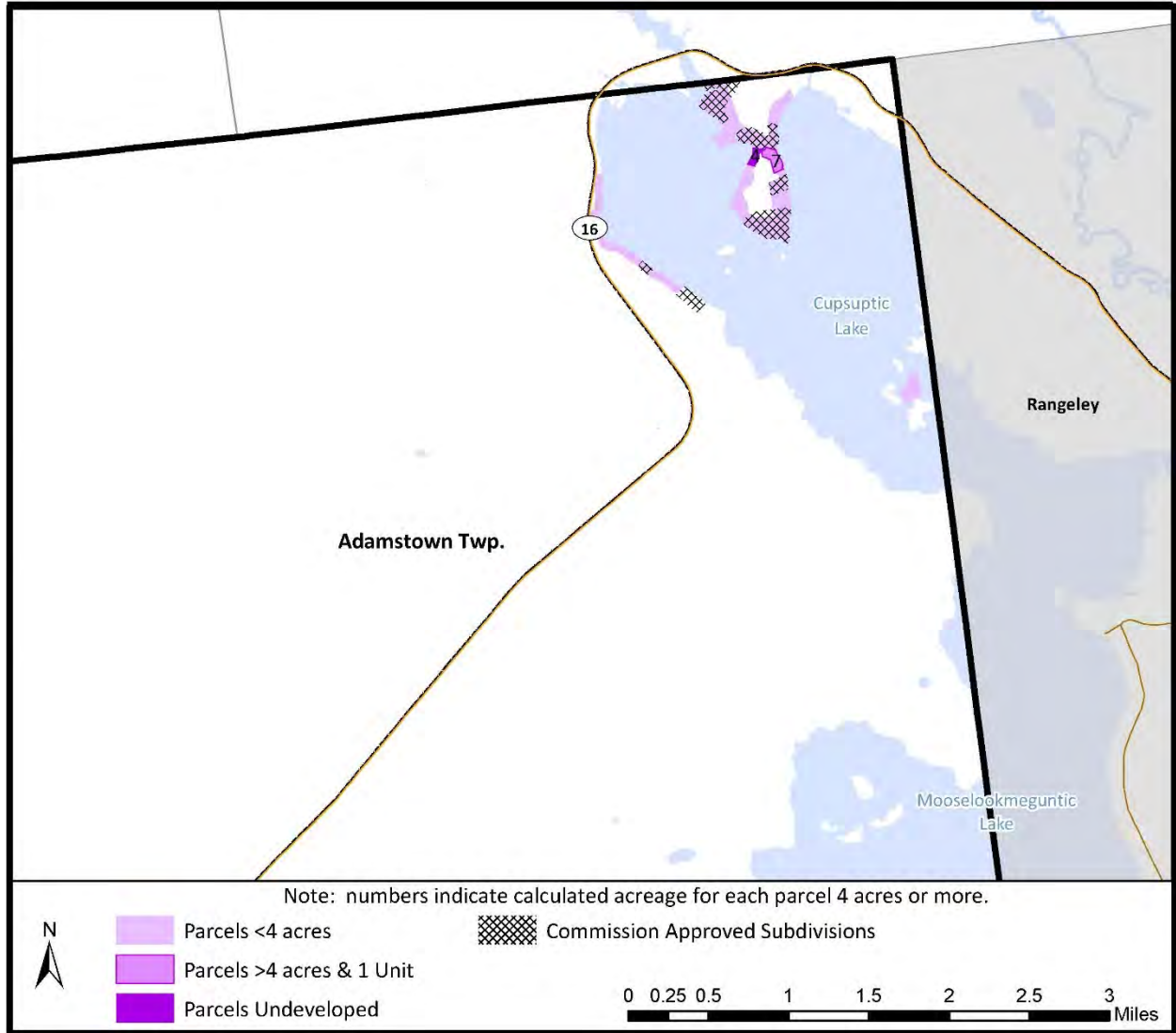
<sup>4</sup> Data excludes the following subdivisions as the area involved (100 acres) overlaps other subdivisions included in the calculation: SP 1016-D and E, SP 3049-A, SP 3090-A, SP 3208-C, and SP 3233-A.

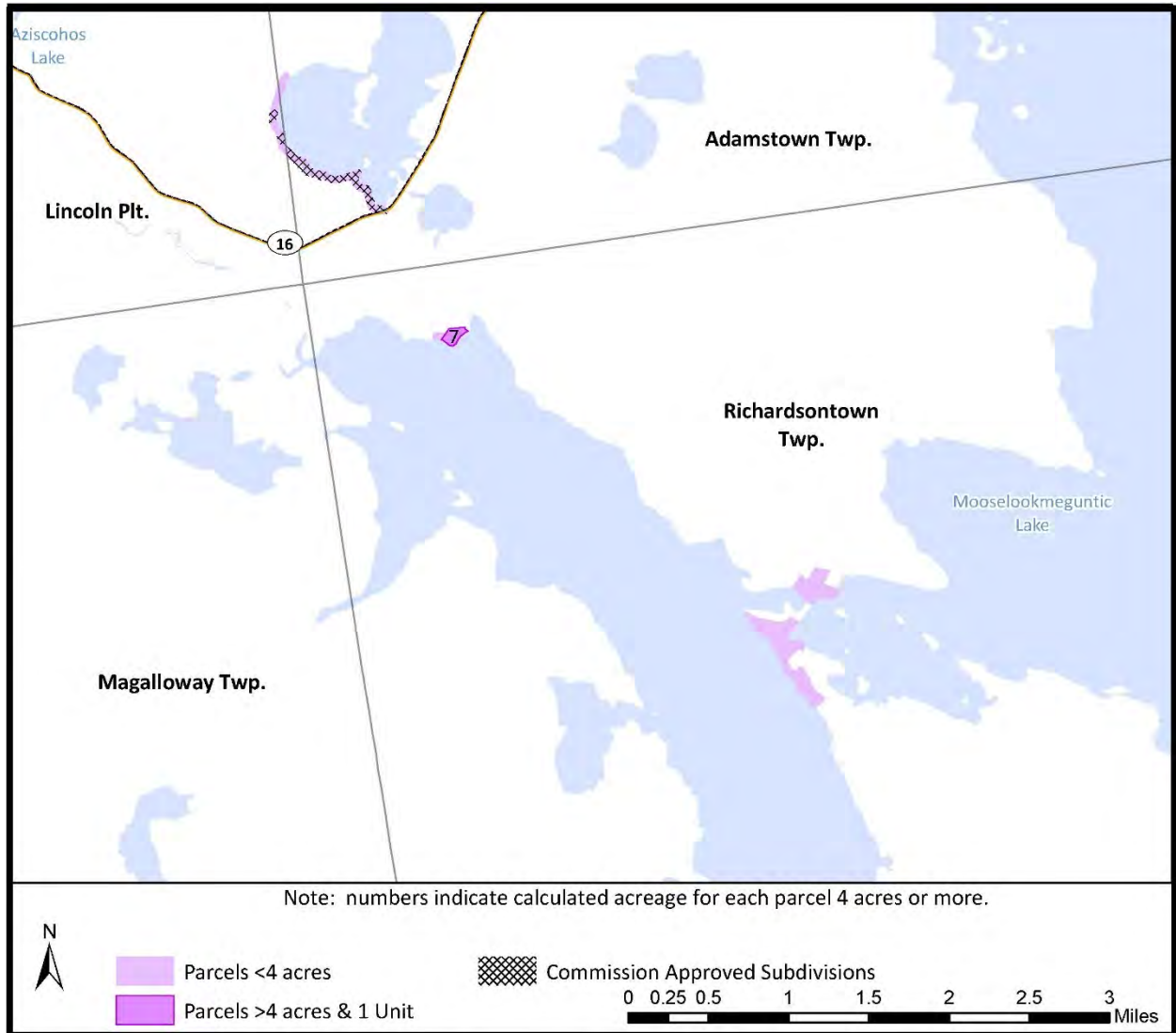


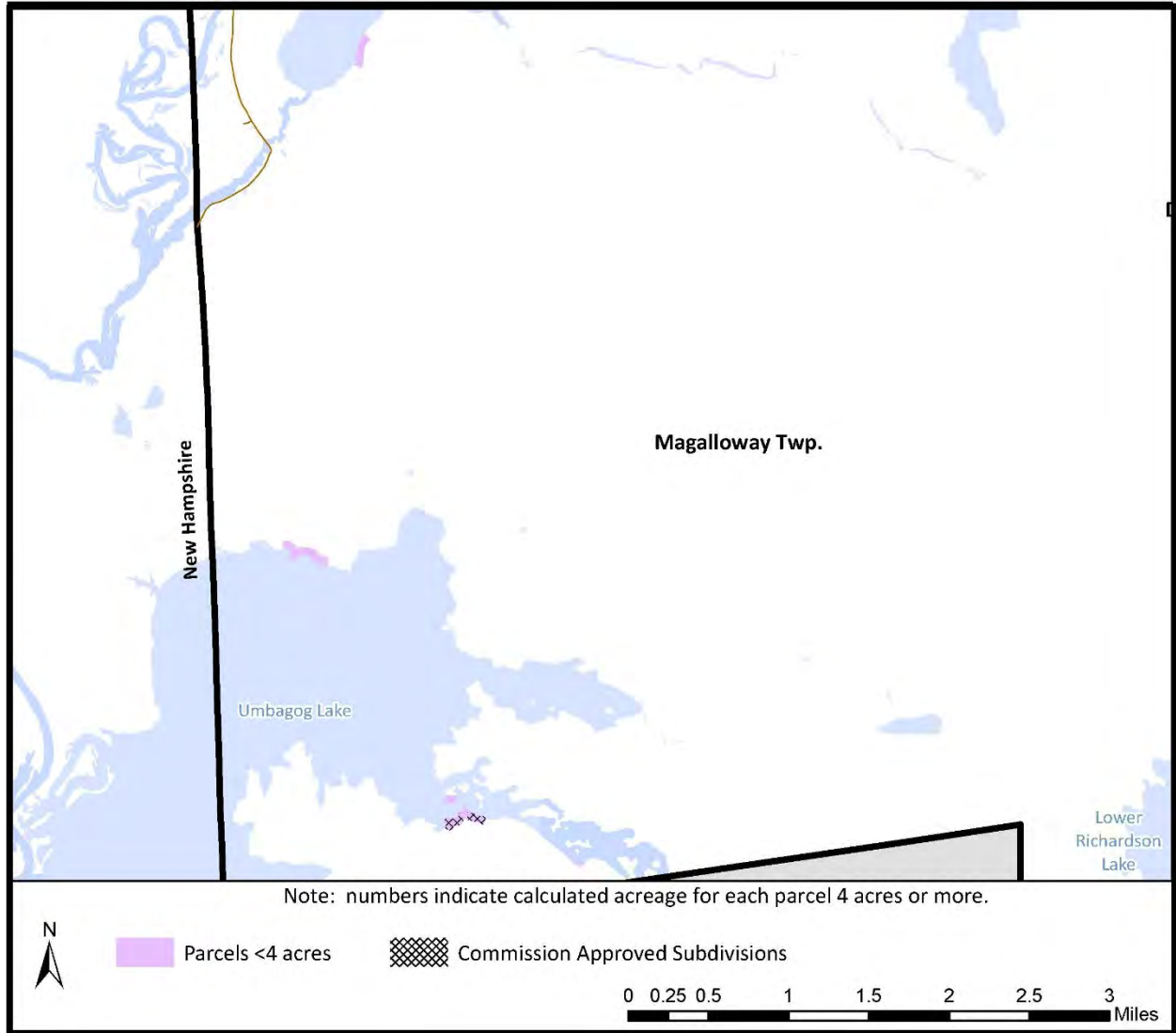












**Parcels developed with 1 unit**

ID#	Acres	ID#	Acres	ID#	Acres	ID#	Acres	ID#	Acres
184	4	105	5	107	6	122	8	54	21
185	4	102	5	155	6	112	8	59	21
182	4	115	5	106	6	123	8	99	26
179	4	77	5	116	6	157	8	142	37
181	4	125	5	108	6	103	9	46	40
151	4	104	5	163	7	111	9	55	40
117	4	124	5	109	7	75	10	58	42
180	5	154	5	110	7	44	10	47	46
186	5	119	5	153	7	42	11	61	47
76	5	100	6	165	7	43	11	57	54
183	5	114	6	126	7	45	13	56	55
144	5	143	6	113	7	63	20		

**Parcels Undeveloped**

ID#	Acres	ID#	Acres	ID#	Acres	ID#	Acres
164	4	118	6	79	10	78	22
152	5	98	9	80	12	7	23
169	5	22	10	20	15	8	29
168	5	24	10	21	20	62	217
156	5	19	10	60	21	32	260

## Detailed Tables

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### Summary by Subdistrict by Acres

Subdistrict	Parcels less than 4 acres <sup>5</sup> (acres)	Part of a Commission Approved Subdivision (acres)	Parcels Undeveloped (acres)	Parcels developed with 1 unit and 4 acres or larger (acres)	Total (acres)
<b>Nonresidential Subdistricts</b>					
D-ES	2	0	22	43	<b>67</b>
<b>Mixed Use Subdistricts</b>					
D-GN	0	62	0	0	<b>62</b>
D-GN2	97	8	46	65	<b>216</b>
D-GN3	209	0	69	47	<b>325</b>
<b>Residential Subdistricts</b>					
D-RS	0	68	0	0	<b>68</b>
D-RS2	281	1,262	802	592	<b>2,937</b>
D-RS3	1,267	914	697	753	<b>3,631</b>

Sample illustrations of data characterized above are provided on pages 6 through 8.

### Summary by Subdistrict by Number of Parcels

Subdistrict	Parcels developed with 1 or more units and 4 acres or larger in size		Parcels undeveloped	
	Number of Parcels	Avg. Parcel Size	Number of Parcels	Avg. Parcel Size
D-ES	4	11	1	22
D-GN	1	62	0	0
D-GN2	4	16	6	8
D-GN3	1	47	1	69
D-RS	0	0	0	0
D-RS2	44	13	22	29
D-RS3	59	13	20	35

*[Note: Mixed use and nonresidential subdistricts are more likely to include more than one unit; lots in residential subdistricts are less likely to include more than one unit.]*

See pages 9 through 30 maps and data for each development subdistrict.

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<sup>5</sup> These parcels are presumed to be developed. Due to the registration of tax parcel data, aerial imagery, and subdistrict boundaries, accurate assessment can be significantly limited.