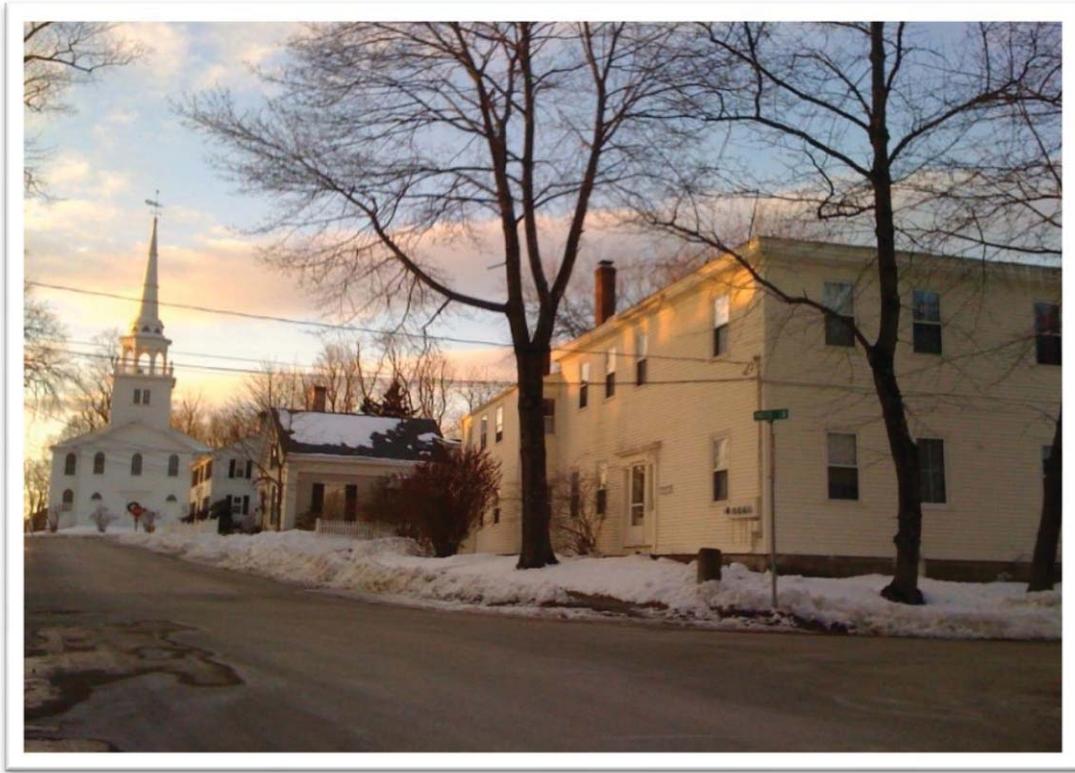


# Town of Yarmouth Comprehensive Plan



2010

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# TOWN OF YARMOUTH

## COMPREHENSIVE PLAN 2010

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APPENDIX E. COMMUNITY SURVEY

APPENDIX F. YARMOUTH LAND STEWARDSHIP PLAN

APPENDIX G. ROYAL RIVER CORRIDOR STUDY

APPENDIX H. ROUTE ONE CORRIDOR STUDY – PHASES I & II



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## INTRODUCTION

The 2010 Comprehensive Plan is intended to serve as a guide for the decisions the Town will make about growth, development, and change over the coming decade. The Plan is not itself a Zoning Ordinance or Land Use Regulation and is not intended to be enforceable as such. The Plan continues the Town's established long range planning process and establishes a framework for how the Town will manage future growth and development. Many of the recommendations of the previous 1993 Comprehensive Plan have been implemented while some were not. In many cases, the recommendations of the 2010 Plan continue the basic policy directions from the 1993 Plan. In other cases, the Plan addresses emerging issues or provides a fresh look at ongoing issues.

The 2010 Plan is divided into three parts including the appendices. Part A is the core of the Plan – it sets out the policy recommendations. Chapter 1 looks at how the Town should address the key issues facing the community – the Village, the diversity of the population, historic preservation, the Route One corridor, and rural character and open space. Chapter 2 includes a land use plan that looks at how Yarmouth should and should not grow and develop. Chapter 3 deals with other issues facing Yarmouth including topics required to be addressed by the state.

Part B of the Plan lays out the actions that are necessary to achieve the policies proposed in Part A – it establishes how the plan gets implemented. This includes consideration of the potential for regional activities and planning for the capital facilities needed in the future. Part C, the appendices, contains the background information upon which the Plan is based. In some cases the detailed information has been included at the end of the Plan. This includes an overview of the 1993 Plan, a summary of the activities to involve the community in the planning process, and the updated inventories of the Town including its resources and facilities. Other studies done by the Town are included in Part C by reference and the full reports are available on the Town's website.

The Plan is intended to conform to the requirements of the State of Maine's Growth Management law for comprehensive plans. Once adopted by the Town Council, the Plan will serve as the basis for the Town's zoning and land use regulations.

The Plan was prepared by the Comprehensive Plan Update Steering Committee with the assistance of the broader community. Working subcommittees provided input on the issues

facing Yarmouth and on the policies for addressing these issues. The Steering Committee conducted a community survey that was distributed to every household and business to get feedback on key policy questions. A number of public forums and workshops were held to provide public input on key issues and possible policy directions for addressing those issues. The resulting Yarmouth Comprehensive Plan integrates the extensive public discussion in a series of recommended policies and implementation strategies to guide Yarmouth over the next decade.



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## EXECUTIVE SUMMARY

The Town of Yarmouth, Maine is a wonderful coastal community, rich with historical architecture, walkable neighborhoods, a scenic coastline and river, and high quality municipal and educational services. The Town has historically played an active role in managing its growth and development. The Town's 1993 Comprehensive Plan charted a course for the future of the community, and many of its recommendations have been addressed.

After four years of diligent volunteerism and community outreach, the Comprehensive Plan Steering Committee (CPSC) is proud to release the new 2010 Comprehensive Plan. The recommendations of the 2010 Plan build on many of the basic policy directions of the 1993 Plan, and in many cases address emerging issues and provides a fresh look at ongoing issues. Based upon the values expressed by Yarmouth's citizens as gathered through a broad citizen participation process, the 2010 Plan focuses on five key interrelated topics facing Yarmouth over the next decade:

- Yarmouth Village
- Diversity of the Population
- Historic Character
- Route One
- Rural Character and Open Space.

An example of an emerging concept explored in the Plan is the recommendation that the Town explore the use of Form-Based Codes as an alternative to the Town's traditional zoning approach. An abstract of this modern, sustainable regulatory tool is presented beginning on page 76.

The following sections provide an overview of the key recommendations of the 2010 Comprehensive Plan.

### A. YARMOUTH VILLAGE

Yarmouth Village is a highly desirable, walkable New England village with a vibrant, mixed-use center along Main Street – a small-town environment and atmosphere highly valued by Yarmouth citizens. What makes the Village “the Village” is a pattern of development characterized by smaller lot sizes, buildings set closer to the street and each other, mixed residential and commercial uses, sidewalks and walkable access to services, and a

predominance of historic architectural styles. To preserve and encourage this desirable pattern of development, key recommendations include:

- Revising the zoning for the Village Center/Main Street to allow for more non-residential use of buildings while maintaining residential uses.
- Adopting a “renovation code” to allow modifications to older buildings that are appropriate to the age of the building.
- Consider creating an advisory review process for changes to the exterior appearance of designated historic buildings/structures.
- Creating a new Village Residential Zone and amending some or all of the Medium Density Residential Zone to allow higher density housing subject to development standards.
- Improving pedestrian and bicycle facilities.
- Improving the availability and management of parking in the Village Center.

## **B. DIVERSITY OF THE POPULATION**

Historically, Yarmouth has been a town with a diverse population, both economically and demographically. Multiple generations of Yarmouth families live here, as do new residents attracted by our excellent schools and easy access to Portland. Occupations and household income have varied widely as well. But recently, high housing prices are making it difficult for those of medium income to move here, including young families with children. This has resulted in a more economically and demographically homogenous population (older in age, higher in income). Because the community values population diversity and the vitality it brings to our town, the following recommendations are aimed at encouraging the development of more moderately priced housing:

- Maintaining an active affordable housing program to ensure that existing affordable housing remains affordable.
- Creating a local funding mechanism to support both the retention of existing and the creation of new affordable housing including the creation of an “affordable housing fund.”
- Continuing to use contract zoning to allow for the development of new affordable housing on a case-by-case basis
- Actively encourage the development of new housing that is affordable to moderate and lower income households so that at least ten percent of new units are affordable.



## C. HISTORIC CHARACTER

Through the citizen participation process, the CPSC heard a common message about the value its citizens place on preserving Yarmouth's historic character. The Plan recognizes the importance of the large number of historic buildings to the character and identity of Yarmouth and proposes policies and strategies to ensure that buildings of historic significance will be maintained while allowing the buildings to be improved, modernized, and expanded. The key recommendations with respect to maintaining historic character include:

- Completing a survey of potentially historic buildings and structures and developing a list of "locally significant historic properties."
- Conducting a design analysis of historic buildings to catalogue the key elements that need to be considered in the modification of historically significant buildings.

## D. ROUTE ONE

Yarmouth citizens recognize the economic importance of our Route One commercial district. They appreciate having services, restaurants and stores available in town, as well as the jobs and taxes they provide. At the same time, they voiced concern about the way Route One looks and functions, the impact of commercial development on abutting residential areas, and the lack of a common vision for development. They also expressed a desire for more connection between Route One and Yarmouth Village. The Plan proposes strategies to both encourage the economic viability of the Route One corridor as well as address citizen concerns:

- Considering the Route One corridor as a series of interrelated areas and developing policies that are appropriate to each area
- Developing a master plan for the Route One corridor that address both the public realm and development of the private property along Route One
- Updating the Town's zoning and design guidelines based upon the master plan

## E. RURAL CHARACTER AND OPEN SPACE

The Plan recognizes the value that the citizens of Yarmouth place on preserving the rural character of the outlying areas of the community, and how this overall character is important to maintaining Yarmouth's sense of place. The Plan includes the following key policies and strategies:

- Encouraging new residential development in areas outside of the Village to be designed and developed in a manner that preserves the town’s character, including protecting rural streetscapes, working farms, scenic views and vistas, and significant open space and natural resources.
- Encouraging the use of the Open Space Residential Development Ordinance in the Rural Residential and Low Density Residential Districts.
- Preparing a “Green Infrastructure Plan” that looks at how the community should acquire, support and manage all of the elements that contribute to the vision of Yarmouth as a green community.
- Subsequent to adoption of a Green Infrastructure Plan, acquiring additional open space and conservation easements as the opportunity arises.
- Developing management plans for all Town owned land.

## **F. FORM-BASED CODES**

The 2010 Comprehensive Plan proposes that the Town consider modernizing the regulatory process from its current conventional (use based) approach to Form-Based Codes. Form-Based Codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in Form-based codes, presented in both diagrams and words, are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development rather than only distinctions in land-use types. These codes are adopted into law as regulations, not mere guidelines. Form-based codes are an alternative to conventional zoning (see Form-Based Codes: An Abstract, beginning on page 76).

## **G. OTHER RECOMMENDATIONS**

The Plan also includes a wide range of other recommendations dealing with the five focus areas and the following additional topics:

- Transportation
- Recreation
- Historic and Archeological Resources

- Municipal and School Facilities
- Sewer Facilities
- Marine Resources
- Natural and Water Resources
- Funding of Capital Improvements



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## PART A: POLICIES

**CHAPTER 1. KEY ISSUES, POLICIES, AND STRATEGIES**

**CHAPTER 2. FUTURE LAND USE**

**CHAPTER 3. OTHER GOALS, POLICIES, AND STRATEGIES**



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## CHAPTER 1. KEY ISSUES, POLICIES, AND STRATEGIES

The Town of Yarmouth is a wonderful community with a beautiful village, well-maintained historical homes, desirable residential neighborhoods, a scenic coast and river, and high quality municipal and educational services. The Town has played an active role in managing its growth



and development over the past twenty-five years. The Town's current Comprehensive Plan adopted in 1993 charted a course for the future of the community. The Town has an active, on-going planning program that has implemented many of the recommendations of the 1993 Plan and has addressed many of the issues facing Yarmouth. The Town has updated and expanded its municipal and school facilities, created design guidelines for Route One, managed village development, acquired open space, and provided for home occupations. In spite of these efforts, the community still faces a number of issues as we plan for the future of the Town of Yarmouth.

In the process of developing this revision of the Comprehensive Plan, five issues or topics emerged as the key areas that the Town needs to continue to address as it thinks about the future of the community:

- Yarmouth Village
- Diversity of the Population
- Historic Character
- Route One
- Rural Character and Open Space

This chapter looks at those five areas in detail and sets out policies and strategies for addressing those topics. These topics are not new – most were addressed in the 1993 Comprehensive Plan. But as time has passed and Yarmouth has grown and evolved, the nature and importance of these issues have changed.

## A. BACKGROUND

The 1970s and 80s were a period of rapid residential growth in Yarmouth accompanied by change in Yarmouth Village and along Main Street, the heart of the Village. The population of Yarmouth grew by more than 60% over those two decades while the number of housing units almost doubled. The Town struggled to keep up with this growth and change as municipal and school facilities became inadequate, retail uses moved from Main Street to Route One while residential properties along Main Street were converted to other uses, and the formerly rural areas outside of the Village developed with suburban-style subdivisions. There was a concern that the assessed value of the Town's largest property tax payer, the power plant on Cousins Island, would decline. There was a sense that the very character of the community was increasingly at risk.

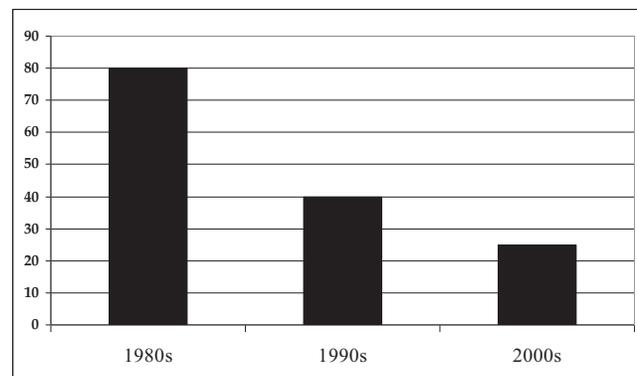
The Town developed its current Comprehensive Plan in the early 1990s against this backdrop and that plan, in large measure, focused on limiting and managing residential growth, controlling change in Yarmouth Village, and promoting economic growth to offset the possible loss of revenue from the power plant. The Town was generally successful in achieving the first two objectives and, after further study, determined that the potential for and benefits of economic growth were limited.

Over the past fifteen years since the current Comprehensive Plan was adopted in 1993, the situation in Yarmouth has evolved. Residential development has slowed significantly. During the 1990s the Town averaged about 40 new units per year compared to an average of over 80 units per year in the 70s and 80s. More recently, residential development has averaged

around 25 units per year. Most new housing is now high-end single-family homes with almost no multi-unit construction or new affordable housing. Route One has continued to evolve as the community's retail and service center as more retail and service businesses locate there. The Cousins Island power plant remains in operation, but with a significant decrease in its assessed value.

Over the past decade, the Town has updated and expanded its municipal and school facilities to serve the enlarged population. The population is growing older with fewer younger families. During the 90s, the population over 45 years old increased by almost 40% while the number of

FIGURE 1-1: AVERAGE NEW HOUSING UNITS PER YEAR



children under 5 deceased by almost 13% and the number of young adults (18-29 years old) dropped by over 30%.

## B. INTERRELATIONSHIPS AMONG THE FIVE FOCUS AREAS

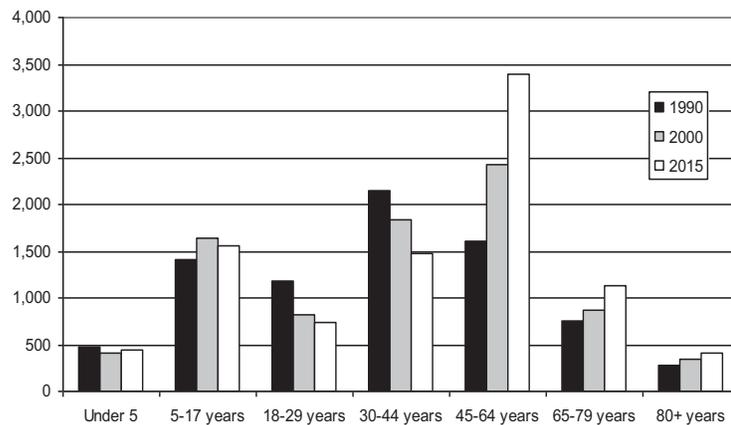
These five issues or focus areas are key factors in planning for the future of Yarmouth. Each one of these focus areas, in and of itself, is important and represents an aspect of Yarmouth that we value and that we feel needs our collective attention. At the same time, it is important to recognize that these issues are not mutually exclusive and are interrelated in many ways. For example, the character of the Village that is valued by many residents includes the many historic properties within the Village. It also includes the diversity of the types of housing in the Village and the diversity of the people who live in the Village. Similarly, there is a relationship between how Route One evolves as the community's commercial center and maintaining a vibrant mixed-use center in the Village.

The following sections lay out policies and implementation strategies for how we can address each of these focus areas. Each issue is addressed in a separate section but these issues and the related policies and strategies for action needed to be viewed holistically – as an integrated package rather than a series of isolated, independent pieces.

In many places, the policies and strategies dealing with the various issues discuss proposed revisions to the Town's zoning and land use regulations. These changes are discussed in the format of the Town's current zoning requirements. The Town is considering using Form-Based Codes in some or all areas of the community as an alternative to traditional zoning. In the implementation of the Plan, the Town may convert some or all of the conventional zoning proposals outlined in the following sections into Form-Based Codes proposals that retain the same objectives as those set forth below. In the process of translating these recommendations into Form-Based Codes proposals, the specific requirements dealing with lot sizes and development standards may be modified.

Transitioning to Form-Based Codes will require that the Town invest significant time and resources in developing the information needed. Should the Town decide to pursue development of Form-Based Codes, it is the Town's intention that the current zoning ordinance

FIGURE 1-2: POPULATION BY AGE IN YARMOUTH, 1990-2015



remain in place during this period and that major policy changes be undertaken as part of the transition. This may result in some inconsistencies between the Town's policies and land use regulations during that period. A fundamental strategy for implementing this Plan is to fund and undertake the background work needed to adopt Form-Based Codes.

## C. THE VILLAGE

### 1. BACKGROUND

The "Village" – ask any two residents what Yarmouth Village is and you are likely to get two different responses. For some people, the Village is Main Street and the historic homes adjacent to it. For others, the Village is the older built-up area of the Town that includes Main Street and the residential



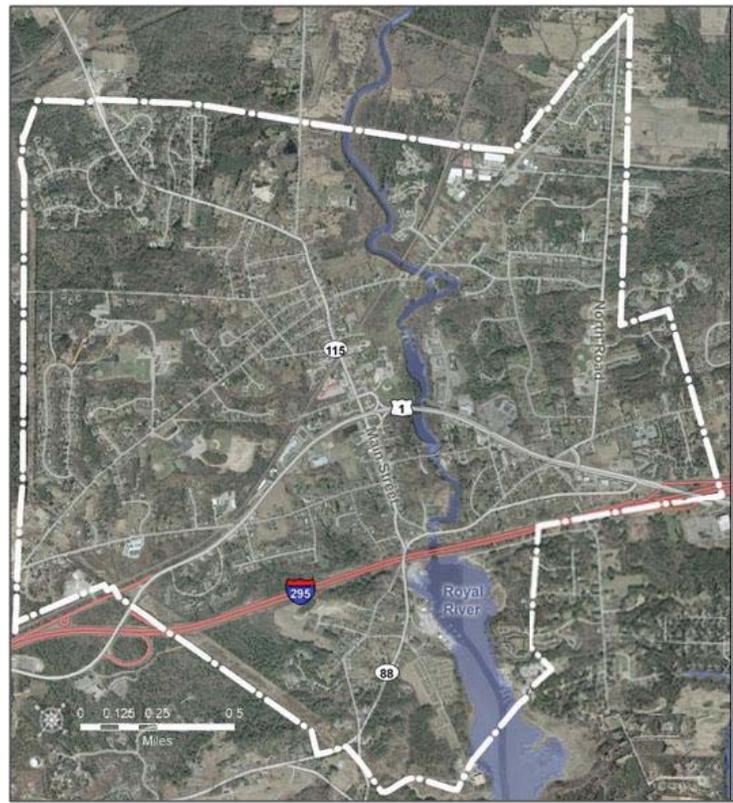
areas developed before 1970 where the lots are small and people can easily walk around. And for some people, the Village includes most of the town except for the coast and the islands.

For the purpose of this plan, the "Village," in conceptual terms, is considered to include the following:

- Main Street
- the historic residential neighborhoods adjacent to Main Street
- the older residential neighborhoods developed through the 1960s
- the newer, more suburban residential areas developed since the 1970s on the fringe of the older portion of the Village.

This “Village” area encompasses the area that potentially is an integrated walkable community. This concept of the “Village” is larger than what some people currently consider the village to be. It includes the area that is currently zoned Village I & II along Main Street, the entire Medium Density Residential Zone, and the commercial areas along Route One. This “Village” extends, generally, from the town line with Cumberland on the south to North Road/East Main Street on the north, and from the railroad line on the west to I-295 on the east including the Pleasant Street neighborhood east of I-295 (see Figure 1-3). When this plan talks about the “Village,” it refers to this area.

FIGURE 1-3: THE “VILLAGE”



Historically the Village offered residents a full lifestyle. You could live in the Village, send your children to school in the Village, do much of your shopping on Main Street, work in the Village or nearby coastal areas, go to church in the Village, and do most of what you needed to do in the Village. In the 1970s, Yarmouth began to change and the Village changed with it. That pattern of change continued and even accelerated in the 1980s. The construction of I-295 fueled the transformation of Yarmouth into a bedroom community. The grocery store on Main Street was replaced by a supermarket on Route One. Vacant land on the fringe of the older village was transformed into housing developments, single-family subdivisions and apartments at first, and later condominium developments. Yarmouth became an “upper class suburb.” Older homes along Main Street were converted into offices and other non-residential uses. Fewer people lived in the center of the Village.

The Town responded to these changes and tried to manage or limit the change. The required lot size for housing in the village area and fringes was gradually increased to the one acre per unit that is the current requirement to try to control new residential development. The zoning for Main Street, the Village-I Zone, limited the conversion of homes to non-residential uses and prohibited new infill commercial buildings as a way of “protecting” the older homes and trying to maintain a residential base in the center of the Village. In the process of trying to manage the change in the community, many older homes were made non-conforming and the ability of property owners to use their homes “creatively” was limited. Investment in non-residential property along Main Street was limited.

Recently, the Town has been working to address some of these concerns. Adjustments have been made in some of the zoning requirements to reduce the number of properties that are nonconforming. The provisions for home occupations and accessory dwelling units have been liberalized. The Town has used contract zoning to accommodate desirable development and expansion of nonresidential uses along Main Street.

During the preparation of this revision of the Town’s Comprehensive Plan, a number of key issues emerged with respect to the Village including:

- Maintaining Main Street as a truly mixed-use area with viable businesses and services, community and educational facilities, and people who live there.
- Ensuring that the historic homes along Main Street are not demolished or inappropriately modified to allow commercial development.
- Ensuring that new construction or the modification of buildings along Main Street is done in a way that is compatible with the visual character and development pattern of the Village.

### *Contract or Conditional Zoning*

*Contract or conditional zoning is an approach to zoning that allows the Town to create special zoning requirements that apply to a particular property. It is a technique to allow a use or development that might not otherwise be allowed by imposing additional requirements on it to make it acceptable. In many cases, the provisions of the contract or conditional zone establish additional requirements on the use and development of the property beyond what are typically addressed in traditional zoning standards such as design requirements or limits on the types of occupants of the building. A contract or conditional zone must be consistent with the Town’s adopted Comprehensive Plan. Once a contract or conditional zone is established, the development and future use of the property must follow the detailed requirements of the “contract” or “conditional” zone.*

- Reducing the amount of non-conforming situations resulting from the Town’s zoning provisions.
- Allowing the owners of older homes some flexibility in the use of their property to allow them to continue to maintain them.
- Accommodating additional residential uses within the Village in ways that reinforce the concept of a walkable village and expand the diversity of housing available.
- Increasing the diversity of the housing available in Yarmouth and, therefore, increasing the diversity of the Town’s population.

## 2. VISION

Yarmouth Village will continue to be a highly desirable, walkable New England Village with a vibrant, mixed-use center along Main Street. The Village will continue to offer a wide variety of housing from large, historically significant single-family homes, to smaller, more modest homes for both older residents and young families, to apartments and condominiums, to small flats in mixed-use buildings or older homes.

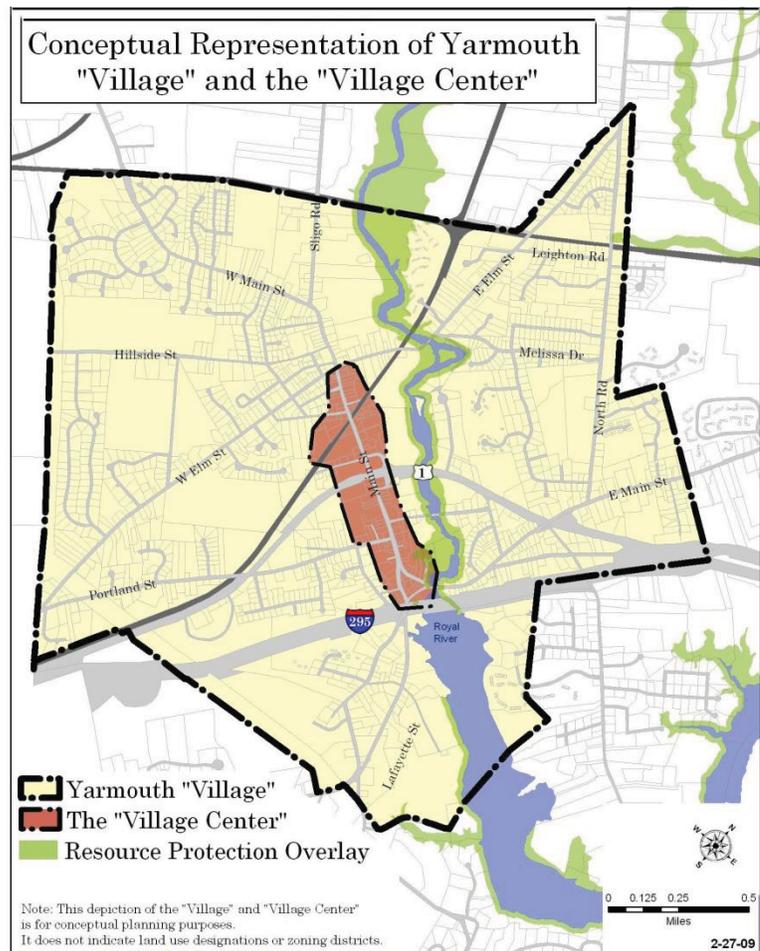
Main Street or the Village Center will be a vibrant, pedestrian friendly, mixed-use street where people can live, work, shop, and take care of their other daily needs. A balance between residential and nonresidential activities in the Village Center will be maintained. Historic properties will be well maintained and their historic character preserved while allowing for the creative use of these properties. New buildings or modifications of existing buildings shall be of similar scale, form, and disposition to the Village’s historic buildings and development pattern, thereby maintaining the visual integrity, livability and walkability of Main Street. Parking will be improved to support a financially viable core of businesses and services but without detracting from the residential livability of the Village Center or adjacent residential neighborhoods and parks. Key municipal, community, and educational facilities will continue to be located in the Village Center. Pedestrians and bicyclists can move easily and safely throughout the Village Center and to and from the Village residential neighborhoods.

The older Village Residential neighborhoods will continue to be desirable, walkable areas. Historic residential properties will be well maintained and their



historic character preserved. Sidewalks, pedestrian paths, and bicycle facilities will be improved to provide universal accessibility and allow safe movement within the neighborhood as well as movement to and from the Village Center and community facilities such as the schools and recreation areas. Well-designed infill development will occur at density, scale, form and disposition that is compatible with the historic pattern of development. The types of housing and the availability of affordable housing may be expanded through creative use of existing buildings. Property owners in these neighborhoods will have flexibility to use their properties creatively as long as the use is compatible with the neighborhood and new development standards are satisfied.

FIGURE 1-4 CONCEPTUAL REPRESENTATION OF YARMOUTH "VILLAGE"



The Village Fringe areas that experienced lower-density suburban style development will become more integrated into the Village. Sidewalks, pedestrian paths, and bicycle facilities will be improved to allow universal accessibility and safe movement from these areas to the Village Center and community facilities such as the schools and recreation areas. Infill development will occur at higher densities than 1 unit per acre and property owners outside of the larger subdivisions will have flexibility to use their property creatively.

### 3. POLICIES AND STRATEGIES

For the Town to achieve this vision, we must establish clear policy directions that will guide both the Town's land use regulations and its day-to-day decisions about operations and expenditures and identify the actions that the Town will need to take to implement those policies.

***Policy C.1. Ensure that the immediate Main Street area that is the Village Center continues to be a vibrant mixed-use area with residential uses, businesses, services, and municipal and community facilities.***

Strategy C.1.1 – Adopt a formal policy that key municipal uses that are used by the public continue to be located in the Village unless no viable option exists.

Strategy C.1.2 – Revise the current zoning requirements for the Village I and II Districts (and consider renaming them Village Center I and II) to allow existing buildings to be converted to nonresidential use or modified or expanded to create additional nonresidential space, and new buildings to be constructed that include nonresidential space provided that there are provisions for residential occupancy within the building.

Strategy C.1.3 – Revise the current zoning requirements for the Village I District and the nonconforming use provisions to allow existing nonresidential uses that might not otherwise be allowed in the Village Center to modernize and expand as long as they become more conforming with the village character as defined by the study proposed in Strategy C.2.2.

Strategy C.1.4 – Develop a strategy for marketing and promoting the Village Center as a desirable business location for offices, service businesses, and small-scale, low-intensity retail uses.

Strategy C.1.5 – Adopt a “renovation code” for older properties to allow modifications that are consistent with the age of the property while ensuring basic standards of safety and accessibility.

Strategy C.1.6 – Consider revising current zoning requirements of Village I and II District to allow for construction of new infill commercial structures.

### ***Form-Based Codes***

*Form-Based Codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. These codes are adopted into city or county law as regulations, not mere guidelines. Form-Based Codes are an alternative to conventional zoning. Form-Based Codes typically address both site design and building design considerations to establish a relatively consistent development pattern. Further explanation of Form Based Code can be found beginning on page 76.*

***Policy C.2. Maintain the architectural and visual character of the Village Center as a New England village and ensure that renovations/expansions of existing buildings as well as***

*new buildings reflect this character both in the design of the building as well as the location of the building, parking, and other improvements on the lot.*

The goal of this policy is to ensure that the scale, massing, and treatment of the building and the location of the building with respect to the street are consistent with the village character as defined by the study proposed in Strategy C.2.2. It is not the goal to require that new buildings or changes to existing buildings that are not of historic significance be designed to look like “old New England buildings.”

Strategy C.2.1 – Establish “Form-Based” development standards for the Village I and II Districts that focus on the design and placement of the building on the site with less emphasis on the specific use of the property to ensure that the modification/expansion of existing buildings and the construction of new buildings including the replacement of existing buildings conform to the visual character and traditional development pattern of Main Street.

Strategy C.2.2 – Adopt design standards for the Village I and II Districts. These standards should address site design, building configuration and disposition, landscaping, pedestrian movement and bicycle facilities, signage, low-impact lighting and similar elements of the built-environment. The proposed standards should be based on a study/analysis of the visual characteristics of the Village center to identify the features and patterns that should be incorporated into the proposed standards. The proposed standards should be consistent with the proposed revisions to the zoning requirements (see Strategy C.2.1.).

*Policy C.3. Work with property owners to maintain the exterior appearance of historically significant properties while allowing these owners the opportunity to improve and update the buildings in ways that respect their historical importance* (see historic character section for additional details and strategies).

This character includes both the exterior of the building and the public frontage (portion of the lot between the building and public street(s)). The following strategy is also included in Section E that addresses historical character.

Strategy C.3.1 – See Strategy E.2.2.

*Policy C.4. Allow residential use of property within the Village in ways that are more similar to the historic pattern of development and intensity of use than is allowed by the current zoning requirements.*

This policy supports increasing the allowed density of residential use within the Village but with two important limitations:

- 1) New residential units within the Village (in either new buildings or modifications of existing buildings) be designed and built to be compatible with the character of the village (density, scale, form, and disposition) and minimize impacts on adjacent properties.
- 2) Property owners who take advantage of the opportunity for higher density pay an offset fee to be used by the Town to protect open space, make infrastructure improvements, enhance the village character such as with streetscape improvements, the upgrading of pedestrian and bicycle facilities, or adding pocket parks, or provide for affordable housing by either setting aside units as “affordable housing” or paying an affordable housing offset fee to the Town to be used for maintaining or creating affordable housing (see housing diversity section for additional details).

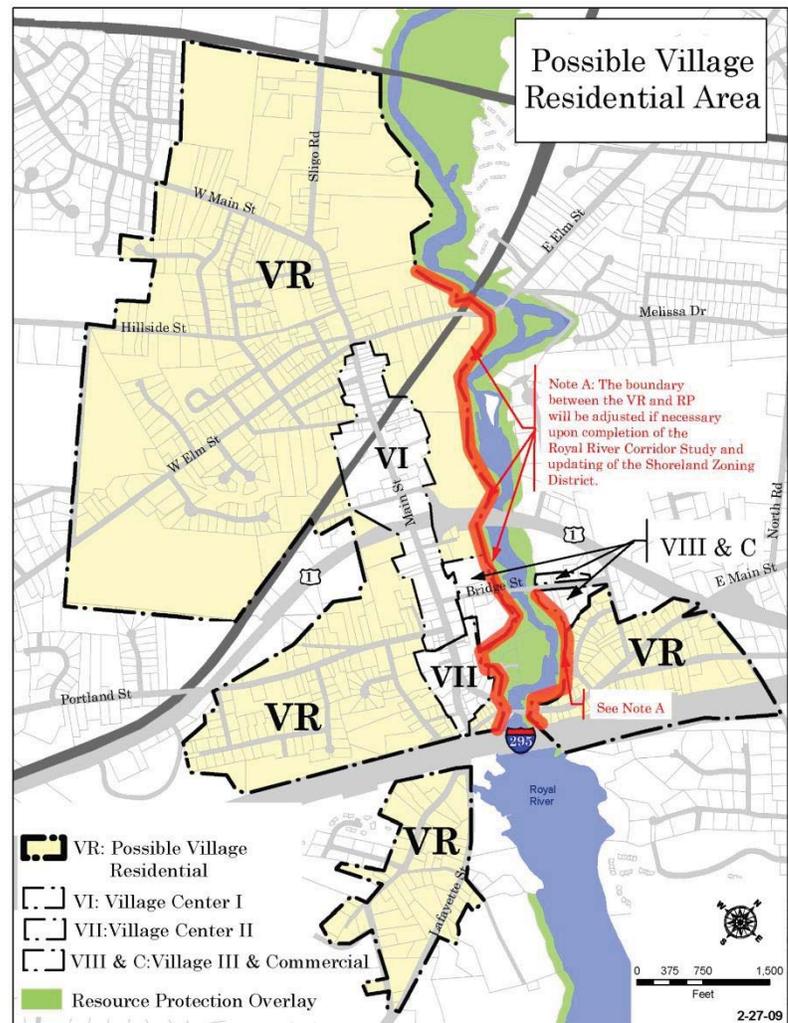
Strategy C.4.1– Create a new Village Residential (VR) zone out of part of the current Medium Density Residential District. The new VR District should include the older built-up areas of the Village. Figure 1-5 on the following page shows the possible boundaries of the proposed VR area. The final location of the boundaries will need to be determined when this proposal is implemented and will need to take into consideration the ongoing planning process of the Town including the Royal River Corridor Study and the updating of the Town’s Shoreland Zoning. The major objectives in creating this new zone are to reduce the number of existing lots/buildings that are nonconforming in terms of the Town’s zoning requirements and to allow residential uses (including infill development and more flexible use of existing properties) at higher densities than the current one acre per unit requirement of the MDR District. In return for allowing increased density in this area of the Village, the new VR District should include expanded development standards (excluding architectural design standards) to ensure that new buildings or modifications to existing buildings occur in a manner that is compatible with the village character and minimizes impacts on adjacent properties.

Strategy C.4.2 –Revise the development standards for the MDR District. Consider incorporating the MDR into the new “Village Residential” district. The major objectives in revising these requirements are to reduce the number of existing lots/buildings that are nonconforming in terms of the Town’s zoning requirements and to allow residential uses (including infill development and more flexible use of existing properties) at higher densities than the current 1 acre per unit requirement of the MDR District. The revised MDR District should include expanded development standards to ensure that new buildings or modifications to existing buildings occur in a manner that is compatible with the village character and minimizes impacts on adjacent properties. To accomplish this strategy, the Town shall:

- Analyze existing land use development patterns to determine appropriate adjustments in development standards, including but not limited to block size, street assemblies, density, building configuration and disposition, setbacks, lot occupation, and standards for conversion of single-family homes.

*Policy C.5. Ensure that the Village is “walkable” and “ADA compliant” so that all people can easily and safely travel within their neighborhood as well as being able to walk or bike to the Village Center and other key centers of activity such as the schools and recreation areas.*

FIGURE 1-5 POSSIBLE VILLAGE RESIDENTIAL AREA



Strategy C.5.1 – Develop and implement a plan to provide appropriate pedestrian and bicycle facilities and link the various parts of the Village including the established residential areas in the existing MDR zone.

Strategy C.5.2 – Revise the Town’s development standards to require that new development in the Village be “pedestrian and bicycle friendly” in terms of site layout, pedestrian and bicycle facilities and circulation to/from/within the site.

*Policy C.6. Improve the availability and management of parking in the Village Center in a manner that does not detract from the essential character of the surroundings to maintain an attractive, diverse, and vibrant mixed-use area.*

Strategy C.6.1 – Conduct a parking study in the Village Center to determine the actual use of existing public and customer parking, identify deficiencies in the supply or management of parking, identify opportunities to encourage alternative transportation and explore ways to improve parking in the Village Center in a way that is compatible with the character of the area.

Strategy C.6.2 – Explore possible approaches for funding parking improvements in the Village Center including the creation of a parking district, the use of impact fees, and similar techniques.

Strategy C.6.3 – Establish reduced parking standards for development or redevelopment in the Village Center if the parking study determines that the actual demand for parking is less than that required by the current parking standards.

## D. DIVERSITY OF THE POPULATION

### 1. BACKGROUND

Historically, Yarmouth was “home” to a wide range of people – young families and elderly residents; people who worked in the community and people who commuted elsewhere; people of relatively modest means and those who were more affluent. The population of Yarmouth is getting older. The number of residents over 45 years of age is projected to increase significantly while those under 45 are projected to decrease. The number of younger households has been decreasing and is projected to continue to decrease. The number of Yarmouth residents between 30 and 44 years old dropped by almost 15% during the 1990s and is projected to drop another 20% by 2015. Similarly, the number of school aged children is projected to drop over 5% between 2000 and 2015.

In 2000, about two-thirds of the housing units in Yarmouth were detached, single-family homes. The balance were in a wide range of multiunit housing types ranging from townhouse style condominium units to small buildings with 2-4 units to larger “apartment complexes.” About 30% of the housing available in 2000 was rental housing. While the number of rental units has remained relatively constant, the share of rental units has been decreasing as the Town grows. This housing stock has provided a diversity of housing options in Yarmouth allowing a range of people to live in our community. However, most new housing over the past 15 years has been more expensive, single-family homes on large lots. This trend coupled with escalating housing values threatens to limit the ability of younger households and households with modest incomes to be able to live in Yarmouth.

Our town has increasingly become a bedroom community in which people commute to work in other locations. In 2000, less than 23% of employed Yarmouth residents reported working in town, down from almost 30% in 1980. During the preparation of this revision of the Comprehensive Plan, the issue of economic and age diversity was raised in many different ways. There was concern about how the aging population would change the needs for community services. A potential decline in the number of children raised issues about maintaining the quality of the school system. The ability of younger families to “buy-in” to Yarmouth came up in many ways. Maintaining our community as a place where a variety of people can live emerged as a major issue in the face of escalating real estate values and housing costs.

## 2. VISION

Yarmouth will continue to be a community with a diverse population: young families with children, middle-aged couples, elderly residents, younger renters ranging from those with modest incomes to affluent households. To accommodate this population diversity, a wide range of housing choices will continue to be available in our community including housing that is affordable to households with modest income and a variety of rental housing. To help maintain an economically diverse population, at least 20% of newly created housing units will be units that are in housing other than single-family homes or that are affordable to households with

modest incomes. These new units include accessory dwelling units added to existing homes, small infill buildings in the Village, new



affordable housing projects, and other creative approaches.

### 3. POLICIES AND STRATEGIES

Maintaining a diverse population living in a diverse housing stock will require that the Town actively work to achieve this vision. This section lays out the Town’s policies with respect to fostering a diverse community and identifies actions the Town will need to take to implement those policies.

***Policy D.1. Maintain an active community program to ensure that existing affordable housing remains affordable and to expand the supply of affordable housing in the community.***

Strategy D.1.1 – Continue to support community groups including Yarmouth Senior Housing, Inc. and the Yarmouth Affordable Housing Committee that are working to provide affordable housing to meet the needs of the community.

***Policy D.2. Create a local funding mechanism to support both the retention of existing affordable housing and the creation of new affordable housing.***

Strategy D.2.1 – Create an “Affordable Housing Fund” that would be used to maintain the affordability of existing affordable housing and to support efforts to create new affordable housing including the purchase of land and the provision of infrastructure to serve new projects that create affordable housing.

Strategy D.2.2 – Seek funding from state and federal programs, foundations, and other sources to provide additional funds to support the maintenance of existing affordable housing and the creation of new affordable housing.

Strategy D.2.3 – Encourage the use of affordable housing tax credit programs and affordable housing TIFs (Tax Increment Financing) to expand the supply of affordable housing available in Yarmouth.

***Policy D.3. Expand the range of new housing that can be created in the community.***

Strategy D.3.1 – Create a new Village Residential District (VR) that allows higher density development.

Strategy D.3.2 – Consider incorporating the Medium Density Residential District into the new “Village Residential” District.

***Policy D.4. Actively encourage the development of new housing that is affordable to moderate and lower income households so that at least ten percent of new units are affordable.***

Strategy D.4.1 – Utilize contract zoning to allow for the development of new affordable housing on a case-by-case basis.

Strategy D.4.2 – Assist community housing groups or private developers obtain grants or other outside funding to support the development of new affordable housing in the community.

Strategy D.4.3 – Change zoning regulations to provide incentives to encourage all new residential developments of ten or more units to include a minimum of 10% of the units affordable for moderate income persons/families. Alternatively, make other provisions for the creation of an equal amount of affordable housing in another location, or pay an affordable housing offset fee.

***Policy D.5. Accommodate the possible development of mobile home parks in a manner that is consistent with state law.***

Strategy D.5.1 – Review and revise the location and extent of the Mobile Home Park Overlay District to include the area around the existing mobile home park as well as additional areas that are suitable for this type of development.

***Policy D.6. Encourage and support efforts to address affordable and workforce housing needs on a regional basis.***

Strategy D.6.1 –Work with area towns and regional organizations in developing a regional plan for providing affordable housing in conjunction with the municipalities, housing organizations, and housing developers.

***Policy D.7. Pursue a variety of strategies to assist residents of all ages, incomes, and abilities to be able to remain in their homes and enjoy the benefits of community life.***

Strategy D.7.1 – Consider programs such as fuel/energy assistance, making provisions for rental income generating units within existing structures; providing social services and pricing town services that support existing populations with special needs; providing social and governmental services to persons of all incomes and abilities and designing such services to accommodate and help economic, health, disability, mobility, dependent care or other special needs.

## E. HISTORIC CHARACTER

### 1. BACKGROUND

An essential element of Yarmouth is the large number of historic buildings and structures in the community. These buildings/structures and their immediate environments establish a strong architectural or visual character for the community. While many of these buildings are located in the historic core of the Village, they are spread throughout the town. Currently twelve of these buildings are listed on the National Register of Historic Places. Approximately 600 buildings in Yarmouth are more than fifty years old. A preliminary survey of these properties suggests that about half of these buildings may be of historic significance but there is no comprehensive inventory/evaluation of the Town's historic buildings. About 130 properties participate in a voluntary marker program which is a project of the Village Improvement Association. The information and historical research on these buildings is part of the Yarmouth Historical Society archival collection.

The preservation of these historic properties is currently in the hands of the owners of these properties. There is essentially no local regulation of changes or alterations to these properties. In the past year, the first Contract Zone agreement with historic preservation as the key public benefit was voluntarily entered into between the owner of the Captain Merrill house and the Town of Yarmouth. This voluntary, non-regulatory tool shall continue to be an option for preservation. To date, this non-regulatory approach has not resulted in significant problems as most owners of historic properties are aware of their historic value and are good stewards of that resource. But the potential exists for inappropriate alterations or additions to be made to these structures that would compromise the external appearance and historic integrity of these properties.

The town desires to promote and encourage historic preservation but is reluctant to adopt any mandatory preservation standards or review procedures. Therefore, a more passive and voluntary educational and information sharing program is recommended. The intent of such program is to provide educational materials and resources, citing positive examples of change/alterations and preservation practices that preserve and/or highlight significant historic elements. Resources may also provide guidance as to how to document a building/structure or elements of a building/structure before any portion of said structure is demolished.

If, in the future, the Town experiences a pattern of lost historic buildings despite implementation of an educational program, the Town may consider developing an advisory

review process to review applications for exterior alterations or demolition of historic buildings and structures.

## 2. VISION

The buildings and structures that are truly of historic significance will be maintained and improved in ways that retain their historic value and exterior character while allowing the owners to improve, modernize and expand these structures.

## 3. POLICIES AND STRATEGIES

Ensuring that these historic resources are preserved will require that the Town play a more active role in the stewardship of these properties.

***Policy E.1. Identify the properties and sites in the community that are historically significant.***

Strategy E.1.1 – Conduct a detailed survey of potential historic sites and all buildings and structures that are over fifty years old to identify which are of historical significance and should be included in a local list of historic buildings/structures/sites.

Strategy E.1.2 – Adopt the list of locally significant historic buildings/structures/sites as the “official list” of historic properties following public review and refinement.



***Policy E.2. Work with the owners of the identified historic properties to maintain the historical value and exterior character of these properties.***

Strategy E.2.1 – Undertake an analysis of the exterior character of the buildings and structures included on the “official list” of historic properties to identify and document the essential common architectural elements and features of these buildings that need to be considered in the modification of these properties. The objective of this activity is to create a catalogue of the design elements that need to be considered when the modification of a historically significant building/structure is undertaken.

Strategy E.2.2 – Consider an advisory review process for historic buildings and structures. Under this program, the Town will create an advisory board to review the

plans for the external modification of these properties including additions. A property owner proposing exterior modifications would be required to submit the design of the proposed modifications to the board for a non-binding advisory review. The objective of this review is not to approve or deny the proposed work but to assist the property owner in evaluating how the proposed modifications can be done in a manner that is consistent with the historic character of the property.

Strategy E.2.3 – Develop educational/informational materials on the essential design elements of the historical properties in Yarmouth and examples of how modifications to these properties can be undertaken in a manner that is consistent with their historical character while allowing modernization and expansion.

Strategy E.2.4 – Encourage property owners to take advantage of federal and state tax credit programs for the renovation of designated historic properties.



***Policy E.3. Require a waiting period before designated historic buildings can be demolished.***

Strategy E.3.1 – Enact a requirement that delays the issuance of a demolition permit for the removal of an historic building to allow the opportunity for alternatives to be explored prior to demolition.

## **F. ROUTE ONE**

### *1. BACKGROUND*

Route One, from the Cumberland town line on the south to the Freeport town line on the north, has been a commercial corridor for many years. The corridor has been through a number of “commercial” phases. Before the construction of the Interstate highway system, Route One through Yarmouth was a “highway commercial area” catering to the needs of

the traveling public. Vestiges of this phase remain in the form of the motels and older gas stations. In the 1970s and 80s, Route One became the alternative to Main Street as the local retail center with the construction of a large, modern supermarket and other retail and service uses that primarily serve the local market. During this period, the “commercial center” of Yarmouth moved from the Village Center to Route One adjacent to, but somewhat separate from, the Village.

During the 1980s and 90s, the Town saw two major office employers locate at the outer ends of the corridor – Cole Haan to the south of Exit 15 and DeLorme to the north of Exit 17. During this same period, the Town saw the development of Forest Falls Drive as a mixed-use business park off Route One with a range of commercial and office uses and an assisted living facility. Over the past twenty years, there has been increasing pressure for “highway related” commercial uses adjacent to the two I-295 interchanges – the Maine Information Center off Exit 17 reflects this type of use. Increasingly, the Town has seen interest in development/redevelopment within the Route One corridor for a wide range of commercial activities.

To manage the growth and change within the Route One Corridor, the Town zoned most of the corridor (from Exit 15 to the Freeport line) as a commercial district that allows a wide range of non-residential uses. To better manage development in the Forest Falls Business Park, the Town used conditional zoning to create additional requirements for this area. The Town also created a separate “limited” commercial zone for the area south of Exit 15. Within this district, retail uses, restaurants, and similar consumer business are not allowed. In 1999, the Town adopted “Design Guidelines” for the Route One Corridor that address site planning and design, architecture, landscaping, lighting, and signs and advertising features. Recently, the Town completed a Gateway Study for the portion of the corridor around Exit 17 that included recommendations for traffic and streetscape improvements.

The Cumberland portion of the Route One corridor adjacent to the town line is zoned Office Commercial. This district is designed to accommodate “employment intensive commercial uses” that generate low intensity impacts together with higher density residential uses. The allowed uses in this area include business and professional offices, research facilities, commercial health and recreational facilities, duplex and multiplex housing, and residential care facilities. Uses such as light manufacturing, hotels and motels, and day care facilities are allowed as Special Exceptions. Development is required to be low intensity with a one acre minimum lot size requirement with 150 feet of street frontage. A number of office buildings, a day care facility, and a large 55+ retirement housing community have been built in this area in recent years.

The Freeport portion of the Route One corridor adjacent to the town line is zoned C1 and C2. These districts are intended to accommodate a wide range of non-residential uses that require a highway commercial location while creating an attractive entrance to Freeport. Both zones allow a wide range of uses including retail, business and professional offices, restaurants including drive-throughs, automotive services, hotels and motels, services, daycare facilities, and manufacturing. The C2 District on the east side of Route One also allows uses such as warehousing and truck terminals. The intention is to allow large-scale uses so the minimum lot size in the C2 District is 3 acres but is reduced to 1 acre in the C1 District because of limited depth between Route One and I-295. Both districts require the creation of a fifteen foot wide landscape strip along Route One. The regional YMCA and some office buildings have been built in this area over the past decade along with some small retail uses.

During the preparation of this Comprehensive Plan a number of key issues emerged with respect to the Route One Corridor including:

- the lack of a common vision for how the Town wants the corridor to change and develop
- the need to address the corridor as a series of interrelated areas rather than a single continuous strip
- confusion over the current design guidelines and whether they are suggestions or mandatory requirements
- the likelihood that a number of long established commercial uses may be redeveloped and that vacant land within the corridor is likely to be developed
- concern for how adjacent residential areas are buffered from the impacts of Route One development and
- a growing concern over how development looks and functions.

## 2. *VISION*

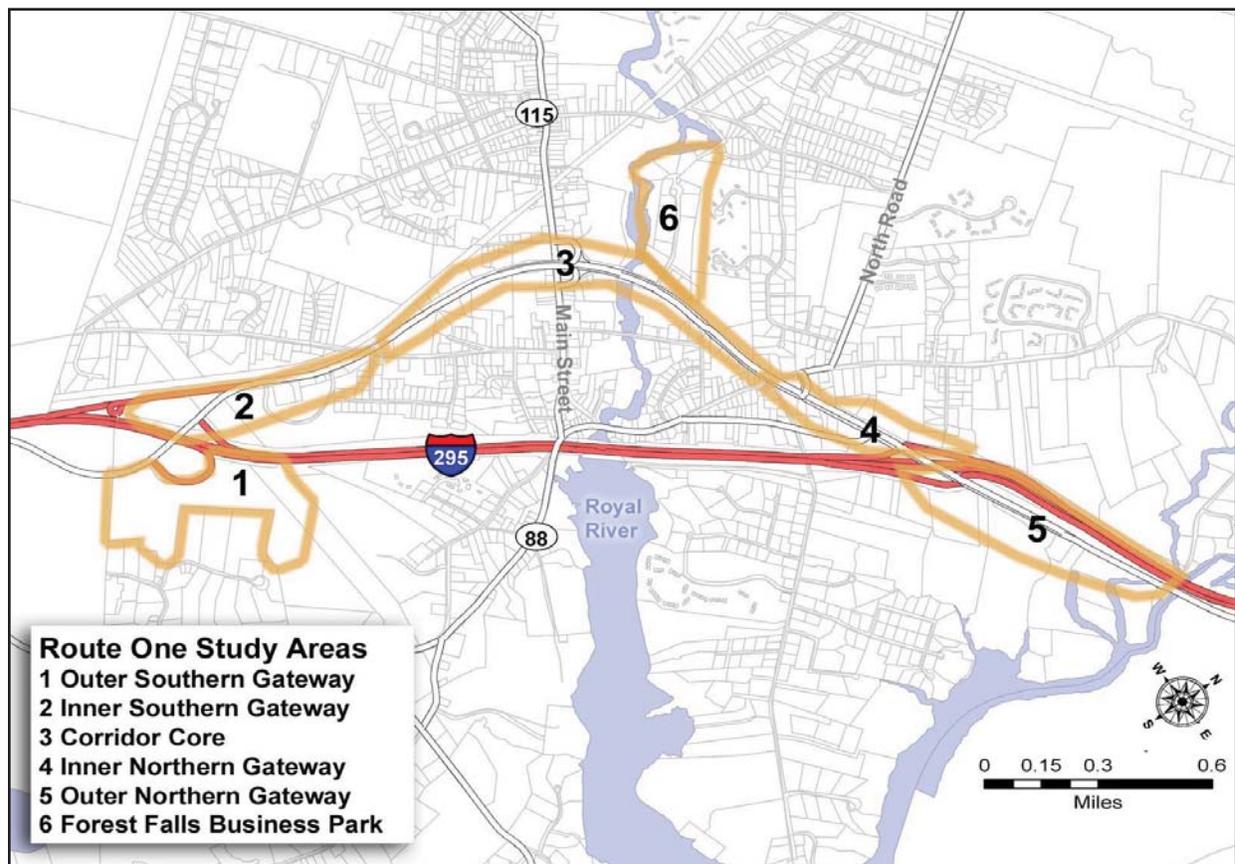
A common vision has begun to emerge during the planning process for how the Route One Corridor should evolve over the coming years and what the Town's objectives are, or should be, with respect to growth and development/redevelopment within the corridor. The Town Council has already reviewed and endorsed both Phase I and Phase II of Route One Plans created by the Gateways Committee. This Comprehensive Plan endorses and incorporates those plans by reference, and the vision statement herein is meant to be read in

conjunction with those plans. A Phase III plan is currently underway, and shall be incorporated by reference at a later date.

There is broad agreement on a number of key elements of the vision for Route One. The major element of this emerging vision is that the Town will view the Route One corridor as a series of interrelated areas (or pearls on a string) in which the treatment of the areas varies somewhat. In general terms, there are six separate areas:

1. the Outer Southern Gateway extending from the Cumberland town line to the I-295 Exit 15 area
2. the Inner Southern Gateway extending from the Exit 15 area to the vicinity of the Portland Street intersection
3. the Corridor Core extending from the Inner Southern Gateway to the vicinity of the East Main Street overpass
4. the Inner Northern Gateway extending from the East Main Street overpass to the I-295 Exit 17 area
5. the Outer Northern Gateway including the area from the Exit 17 area to the Freeport town line
6. the Forest Falls Business Park area off Route One.

FIGURE 1-6 ROUTE ONE STUDY AREA



Other elements of the Route One vision for the entire corridor include:

- New development in the corridor, including the redevelopment of existing properties, will be visually attractive and have an appearance that is compatible with the established architectural character of Yarmouth Village.
- The Route One corridor taken as a whole will continue to be a commercial area that accommodates a wide range of nonresidential uses including retail, service, and employment uses. In some areas, residential uses as part of a mixed-use project are appropriate.
- The Town will continue to improve pedestrian and bicycle facilities within the corridor with the goal that pedestrian and bicycle movement along the entire length of the corridor will be possible although the level of service and types of facilities may vary from location to location. This effort will build off the current Beth Condon walkway and include extensions linking the walkway to other parts of the community and beyond to Cumberland and Freeport.

- Adjacent residential neighborhoods will be protected and buffered from the impact of development/redevelopment and appropriate buffers and other measures will be provided to minimize undesirable effects.
- Appropriateness of amendment to the 35' height restriction shall be analyzed corridor-wide. The current height restriction discourages multiple story commercial and mixed use structures, as-of-right. Measuring height by stories and providing flexibility to the Permitting Authority to allow additional height where appropriate shall be considered.
- The location of parking will vary in different parts of the corridor. In some areas parking between buildings and the street will be limited and parking will be located to the side or rear of buildings where that is feasible while in others parking between the building and Route One will occur.
- A green "landscape strip" will be established at the edge of the street along the length of the corridor although its extent and treatment may vary from location to location.
- Direct vehicular access to Route One will be managed to limit curb cuts and the interconnection of parcels will be required where feasible.
- Site-by-site approval of larger-scale development through a planned development or contract zoning approach is encouraged.
- W Where outdoor storage is allowed, it should be screened or shielded or located within a covered structure.
- The views to the rivers will be preserved and access to river trails will be maintained and enhanced.
- Franchise architecture shall not be allowed.

Preliminary visions for the six areas are as follow:

1. The *Outer Southern Gateway* extending from the Cumberland town line to the I-295 Exit 15 area – This area will continue to be an area for high quality office, research, technology, and similar uses including accessory retail and warehouse activities. The frontage along Route One will be maintained as a landscaped buffer strip. Adjacent residential uses will be well buffered. Provisions for pedestrians and bicyclists will be extended to this area.

2. The *Inner Southern Gateway* extending from the Exit 15 area to the vicinity of the Portland Street intersection – This area will accommodate a wide range of nonresidential uses in an attractive environment. Buildings will be professionally designed and meet design standards. Auto-oriented uses will be accommodated as long as they can be done in a way that maintains this area as an attractive “gateway” to Yarmouth including the retention of a landscaped, treed appearance along the street. Facilities for pedestrians and bicycles will be provided.
3. The *Corridor Core* extending from the Inner Southern Gateway to the vicinity of the East Main Street overpass – This area will also accommodate a wide range of nonresidential uses although auto-oriented uses will be limited. Residential uses as part of mixed-use projects will be accommodated. Development should be more pedestrian-oriented than in the gateway areas. The focus of local regulation will be on how projects look and function rather on the specific type of use. Parking will be carefully managed and primarily be located at the side or rear of buildings. A landscaped strip including pedestrian amenities will separate buildings from the street. Adjacent residential uses will be well buffered.
4. The *Inner Northern Gateway* extending from the East Main Street overpass to the I-295 Exit 17 area – This area will accommodate a wide range of nonresidential uses in an attractive environment. Auto-oriented uses will be accommodated as long as they can be done in a way that maintains this area as an attractive “gateway” to Yarmouth. Facilities for pedestrians and bicycles will be provided. Scenic views to the Royal River shall be preserved.
5. The *Outer Northern Gateway* including the area from the Exit 17 area to the Freeport town line – This area will develop into an attractive planned mixed-use area that includes high quality office and research type uses along with residential development, and limited retail and services uses. The land near the Cousins River will be preserved as open space and the impact on water quality and scenic views minimized. Given the outstanding potential of this part of the corridor, development will be required to be creative and reflect Smart Growth principles. The area will develop as a visually integrated area based upon a common development scheme. Provisions for pedestrians and bicyclists will be extended to this area.
6. The *Forest Falls Business Park* area off Route One -- This area will continue to be an area for high quality office, research, and similar uses as well as restaurants and

housing for the elderly. The path located behind structures on the river side shall be maintained and enhanced.

### 3. POLICIES AND STRATEGIES

Implementation of this vision for the Route One corridor will require that the Town fine-tune the community's objectives for the six areas and then update and revise the Town's land use regulations to both reflect the concept of separate areas and carry out the Town's refined vision for the corridor.

***Policy F.1. Route One should continue to evolve as a visually attractive commercial corridor recognizing that the character and economic role of various sections of the corridor will vary.***

Strategy F.1.1 – Create a Route One Vision Implementation Committee to refine the vision for the entire Route One corridor and the various sections identified above. The committee should include representatives of various interests including Route One property owners and businesses, residents of areas adjacent to Route One, local design and planning professionals, and other Town boards and groups.

Strategy F.1.2 – Develop a comprehensive plan for the Route One Corridor. This plan should cover both the treatment of the public parts of the corridor including the Route One right-of-way and the private property along the corridor. The plan should incorporate prior studies done by the Town and state agencies.

Strategy F.1.3 – Prepare proposed amendments to the Zoning Ordinance and other town regulations that are needed to carry out the proposed plan for the corridor.

Strategy F.1.4 – Prepare updated design guidelines and standards based on a review of the current “Route One Corridor Design Guidelines” and recommend proposed revisions to update the provisions consistent with the Plan. The revised design provisions should clarify which portions of the new requirements should be standards that are mandatory and which are guidelines that are advisory.

Strategy F.1.5 – Develop a capital investment strategy for the corridor that includes a prioritized list of the capital expenditures that will be needed within the “public realm” to implement the recommended plan for the corridor.

## G. RURAL CHARACTER AND OPEN SPACE

### 1. BACKGROUND

Over the past twenty-five years, low-density residential development has occurred in the areas outside of the Village. Much of this development has been “suburban” in character and has impinged on the “rural character” of these outlying areas. The character of rural roads has changed, little open space has been retained, and scenic views and vistas have been altered. During the preparation of this Plan, maintaining the character of these rural parts of the Town as residential development continues was raised as an important issue in planning for the future of Yarmouth.

The 1993 Comprehensive Plan identified protecting additional open space for public use and benefit as a major objective of the community. Over the past fifteen years, the Town has acquired a significant amount of open space and conservation land funded in part by a land acquisition bond. To ensure that the Town’s land resource was being effectively managed, the Town recently (2007) adopted the Yarmouth Land Stewardship Plan (see Appendix F). While the major focus of this plan was on the organizational structure for managing the Town’s public lands, the Yarmouth Land Stewardship Plan also includes recommendations for the future acquisition of additional public open space based upon the concept of “eco-recreational regions.” The plan outlines five eco-recreational regions and suggests that the Town focus future acquisitions in these five regions:

- Island Greenway
- Northeast Forest Corridor
- Royal River Greenway North
- Royal River Greenway South
- The Village

### 2. VISION

The areas of Yarmouth outside of the Village will continue to have a rural character. Roads will retain a rural character with new buildings set back from the road. New homes will be sited to maintain scenic views and vistas when possible. A significant portion of the land in new subdivisions will be set aside as permanent open space to enhance natural resources and protect the rural character.

The Yarmouth Land Stewardship Plan includes the following vision for open space in Yarmouth:

Yarmouth is a walkable community, where streets, sidewalks, trails, architecture and open spaces support travel by foot or bicycle anywhere in the village or countryside. Predominantly, the design of neighborhoods and streets and their connections to open spaces and commercial areas support healthy interaction and appreciation for scenic beauty.

Yarmouth's open spaces are clustered into areas that share similar natural and cultural features. Residents enjoy access to one or more of these eco-recreational regions within easy walking or bicycling distance of their home or business, but each region is unique and offers a different blend of outdoor experiences. Some regions contain highly developed open spaces, such as athletic fields, boat ramps and village parks that offer opportunities for general active and passive recreation, while others contain relatively undisturbed areas, such as large tracts of forest and riparian land that offers the opportunity for solitude and the preservation of the natural environment.

### 3. POLICIES AND STRATEGIES

While much of the "rural" part of Yarmouth has already been suburbanized, the opportunity still exists selectively acquire/protect additional open space and to ensure that as additional development occurs in these areas it is done a way that preserves the "rural character" to the extent feasible.

***Policy G.1. New residential development in areas outside of the Village should be required to be designed and developed in a manner that preserves the remaining rural character to the extent practical.***

Strategy G.1.1 – Amend the Open Space Residential Development ordinance to strongly encourage or require the use of this ordinance in the RR (Rural Residential) and LDR (Low Density Residential) zoning districts. Amendments should include:

- Additional density bonuses for preservation of land that is adjacent to or includes working farms and landscapes, preservation of riparian corridors, or substantially furthers the objectives of the Green Infrastructure Plan.
- If the property abuts the river, inclusion of the river frontage and a minimum 150 foot riparian corridor as required part of the open space.

- Enhanced design criteria, such as: consideration of retention of the rural, scenic character of the area including the frontage along existing roads; clustering near a new or existing road to decrease infrastructure costs and fragmentation of landscape; incorporation of working farms and space for neighborhood community gardens.

Strategy G.1.2 – Revise the Town’s subdivision regulations to require that the design of new residential subdivisions is based on a detailed evaluation of the site’s development opportunities and constraints including the potential to preserve the area’s “rural” character.

Strategy G.1.3 – Review and revise the Town’s subdivision regulations to require that the preservation of rural streetscapes, scenic areas, and rural views that help preserve the rural character be addressed in the design of residential subdivisions.

*Policy G.2. Consider all elements of the Town’s “green infrastructure” holistically.*

Strategy.G.2.1 – Prepare a Green Infrastructure Plan that looks at how the community should manage all of the various elements that contribute to Yarmouth continuing to be a green community including open space, conservation land, the remaining agricultural and forest land, scenic resources and vistas, parks, cemeteries, recreational facilities, street trees, and similar elements.

*Policy G.3. Continue to selectively acquire additional land for public open space and conservation purposes.*

Strategy G.3.1 – Subsequent to adoption of the Green Infrastructure Plan, acquire additional open space and conservation easements as the opportunity arises.

*Policy G.4. Maintain and enhance the land that the Town currently owns for public open space and conservation purposes.*

Strategy G.4.1 – Develop management plans for all Town-owned lands.



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## CHAPTER 2. FUTURE LAND USE

### A. INTRODUCTION TO THE FUTURE LAND USE PLAN

The 1993 Comprehensive Plan included a Future Land Use Plan that established the basic concept of directing growth to designated Growth Areas and away from designated Rural Areas. The 1993 plan described Rural Areas as the portions of the Town that are relatively less suitable for development and Growth Areas as the areas more suitable for development. While the overall land use policy set forth in that plan was sound, a number of the key recommendations including the creation of a Village Residential District and the establishment of a transfer of development rights program were never implemented. The new Future Land Use Plan set forth below builds on the former Land Use Plan. The new plan reflects the public input from the visioning meetings, community survey, community forums, and the sub-committees. The new Future Land Use Plan refines many of the Town's prior policy directions contained in the 1993 Comprehensive Plan.

The Future Land Use Plan shows graphically how the Town's land use policies apply to the land area of the Town of Yarmouth and where growth should and should not be accommodated over the next decade. The Future Land Use Plan is not a zoning map. It is intended to show, in a general sense, the desired pattern of future land use and development. The boundaries shown on the Future Land Use Plan are general. The intention is that this Future Land Use Plan will guide revisions to the Town's zoning ordinance and maps to ensure that the land use regulations are consistent with the policies set forth in this Comprehensive Plan. The Future Land Use Plan follows the format of the Town's current land use regulations. The Town is considering applying Form-Based Codes (for more information, see end of Chapter 3) to some or the entire Town. The allowed uses and development standards set out for each land use designation should serve as guidelines as the zoning ordinance is reviewed and revised. If the Town pursues Form-Based Codes, these descriptions should guide the development of the appropriate standards for each area of the community. In the preparation of the revised zoning provisions, some of the district designations may be combined or re-arranged.

### B. CONCEPT OF GROWTH, LIMITED GROWTH, AND NON-GROWTH AREAS

The updated Future Land Use Plan designates the various areas of the community as Growth Areas, Limited Growth Areas, and Non-Growth Areas (See Figure 2-1, page 46). **Growth Areas** are those parts of Yarmouth that are more suitable and desirable for growth and development.

**Growth Areas** typically include those areas that are or can be conveniently served by public facilities and services, are physically suited for development, and promote a compact rather than sprawling pattern of development. From a policy standpoint, these are the areas in which much of the anticipated nonresidential and residential growth will be accommodated.

**Limited Growth Areas** are those areas that can accommodate additional development but that are less suitable or desirable for growth than the designated Growth Areas. The intention in designating these areas as “Limited Growth Area” is not to prohibit all development. Rather it is to indicate that the goal of the community is to preserve the rural character within this portion of Yarmouth while protecting the property rights and development potential for landowners. **Limited Growth Areas** typically include areas with significant natural resource or scenic value or constraints to development or use, coastal areas and the islands, areas with various types of agricultural or commercial forestry activities, areas that lack public utilities, and areas that are distant from public services. From a policy perspective, these are areas in which intensive development is discouraged (See Figure 2-1, following page). The Limited Growth Areas are somewhat analogous to the areas designated as Rural in the 1993 Comprehensive Plan.

**Non-Growth Areas** are those areas that are generally unsuited for development. **Non-Growth Areas** typically have significant natural constraints that limit their development potential. From a policy standpoint, while limited use and development of these areas that is compatible with their natural resource value will be allowed, new conventional residential and non-residential development will not be permitted in these areas.

The updated Future Land Use Plan recognizes that the Town cannot anticipate every possibility as it plans for future growth and development. The various land use designations set forth below represent the Town’s “best effort” to anticipate the types of development that are appropriate for the community. The Future Land Use Plan also recognizes that there are “special” projects and development opportunities that need to be considered and evaluated on a case-by-case basis. The Future Land Use Plan envisions that the Town will continue to use “contract zoning” and “conditional zoning” to customize the zoning and land use requirements to “special” projects on a limited basis (see Chapter 1 for a discussion of contract/conditional zoning). In using contract and conditional zoning, the basic character of the development must be consistent with the Future Land Use Plan while the development details are determined as part of the contract/conditional zoning process.



## C. CORE CONCEPTS OF THE FUTURE LAND USE PLAN

The Future Land Use Plan embodies the following overarching or core concepts with respect to the desired pattern of land use in Yarmouth:

1. Yarmouth has a well-defined, historic pattern of development with a compact, walkable village center surrounded by relatively dense older residential neighborhoods and a rural/coastal hinterland. While development on the fringe of the Village over the past thirty years has somewhat compromised this historic development pattern, future development must be guided and encouraged to emulate the historic pattern.
2. The focus of the Town's development regulations should include the appearance and form of new development as well as its use and impacts on the community. Where practical, the Town should move toward a Form-Based Codes approach that focuses on the design and placement of the building on the site with less emphasis on the specific use of the property (see end of Chapter 3 for an explanation of Form-Based Codes).
3. Yarmouth has traditionally offered a diversity of housing opportunities that resulted in a somewhat diverse population in terms of age and income. That diversity has been threatened by escalating real estate values and the recent pattern of residential development. Creating the opportunity for the development of a wide range of housing types and sizes is essential if Yarmouth is going to remain a community with a somewhat diverse population.
4. Returning to the historic pattern of development and providing a diversity of housing opportunities will require that the Town allow higher density/intensity of use in some areas especially within the Village area (see Figure 1-1, page 15) and area currently zoned MDR. This area must continue to be a vibrant, pedestrian friendly, visually attractive, mixed-use area. The Village Center must include both residential and non-residential uses. New development must reinforce the character of the Village, visually, economically, and culturally.
5. The Village Residential areas adjacent to the Village Center must be maintained as high quality, walkable neighborhoods. Infill development, redevelopment, and use of existing properties that maintain and reinforce the Village character and the historic density of development should be encouraged.
6. The areas immediately outside of the Village Residential area that experienced "lower-density" suburban style residential development should be reclaimed as part of the Village. Within these moderate density areas, more dense development should be allowed as long as it maintains and reinforces the Village character. Areas west of the

Village area which are currently zoned for low density development but in which public sewer service has been provided should be encouraged to utilize the Open Space Residential Development Ordinance, retaining the “rural character and landscape” of these areas, preserving open space, providing affordable housing, and public access to conservation lands. Other outlying areas on the mainland including the coastal areas east of I-295 should continue to be designated for low density development. Incentives should be provided to encourage developments that maintain the coastal/rural character of the landscape and preserve open space.

7. The Route One corridor has emerged as the economic center of the community. The character of the corridor varies significantly from one end to the other, and the land use pattern is sprawling in contrast to the Village. These differences must be recognized in the Town’s land use regulations. The Town should carefully manage development within the corridor to ensure that it is visually attractive, is a benefit to the community, and integrates into the fabric of the Village and adjacent residential neighborhoods.
8. The islands should be designated for low and very low density residential use. The Town’s regulations should recognize the unique character and issues associated with the islands and ensure that any development maintains the waterfront character and environmental integrity of these areas.
9. Yarmouth is rooted in its marine heritage. Elements of the marine economy remain active in the community. Areas for marine use must be designated and protected from encroachment from other uses that do not require a waterfront location.
10. Yarmouth is a coastal and riverine community. What happens on the land impacts water quality and the marine environment. Therefore the Town’s development regulations should balance the development potential of the community with the need to protect the community’s water resources.

These core concepts are woven into the description of the various growth, limited growth, and non-growth designations.

## **D. GROWTH AREAS**

The designated Growth Area identifies those areas of Yarmouth where the Town desires to see the majority of new residential development and virtually all non-residential development occur. Figure 2-1 on page 45 shows the designated Growth Area.

The Growth Area is divided into a number of land use designations, described below. The location of the various designations is shown on Figure 2-2 on page 50. The final location of the

boundaries of these designations will be determined when this Plan is implemented and will take into consideration the ongoing planning process of the Town including the Royal River Corridor Study and the updating of the Town's Shoreland Zoning. Sections A, B, and C within each of the designations provide elaboration on the proposed use of land and development pattern within that designation.

### *1. VILLAGE CENTER I*

- A. General Description – The Village Center I area includes the portion of the Main Street corridor that is currently zoned Village I. The purpose of this designation is to maintain Main Street as a vibrant mixed-use core of the community (see Section C in Chapter 1 including Policies C.1 and C.2).
- B. Allowed Uses – The Town should continue to allow a wide range of residential and non-residential uses in the Village Center I area while ensuring that there continues to be residential use as part of any commercial property.
- C. Development Standards – The development standards for the Village Center I area should require that new buildings as well as modifications to existing buildings conform to the character of the Village. The Town should move toward a Form-Based Codes approach for its land use regulations in this area with provisions for design standards (see Policy C.2 in Chapter 1). The Town should maintain the current density provisions for residential uses.



## 2. *VILLAGE CENTER II*

- A. General Description – The Village Center II area includes the portion of the Main Street corridor that is currently zoned Village II. The purpose of this designation is to maintain the eastern end of Main Street as a vibrant mixed-use area but with more limited uses than in the remainder of the Village Center. (See Section C in Chapter 1 including Policies C.1 and C.2).
- B. Allowed Uses – The Town should continue to allow a wide range of residential uses in the Village Center II area along with a limited range of lower intensity non-residential uses such as offices and inns while ensuring that there continues to be residential use as part of any commercial property used for offices.
- C. Development Standards – The development standards for the Village Center II area should require that new buildings as well as modifications to existing buildings conform to the character of the Village. The Town should move toward a Form-Based Codes approach for its land use regulations in this area with provisions for design standards (see Policy C.2 in Chapter 1). The Town should maintain the current density provisions for residential uses.

## 3. *VILLAGE III*

- A. General Description – The Village III area includes most of the Bridge Street corridor that connects Main Street to Route One. The purpose of this designation is to promote a residential living area that includes limited low-intensity businesses and mixed-use structures as a transition between the commercial Route One corridor and the Village Center.
- B. Allowed Uses – The Town should allow a wide range of residential uses in the Village III area. Non-residential uses should be limited to small, low-intensity commercial uses such as medical offices and facilities, professional offices, retail and service shops, and inns and lodging houses, and community uses and facilities.
- C. Development Standards – The development standards for the Village III area should limited the size and intensity of principal buildings. The other development standards for the Village III area should be similar to the requirements of the current Village I Zone.

#### 4. *VILLAGE RESIDENTIAL*

- A. General Description – The Village Residential designation includes the older built-up residential areas of the Village (see Figure 1-2, page 16) and the area currently zoned MDR. The major objectives in this area are to reduce the number of non-conforming situations while allowing infill development and the use of existing properties at higher densities than currently allowed under the current Medium Density Residential zoning of one unit per acre (see Policy C.4 in Chapter 1).
- B. Allowed Uses – The Village Residential designation should allow a wide range of residential uses including provisions for accessory dwelling units. In addition, community uses and similar facilities should be allowed that are in keeping with the character of the Village.
- C. Development Standards – The development standards for the new Village Residential designation should reflect the characteristics of the existing development pattern, providing opportunity for a range of lot sizes and dimensions.

#### 5. *ROUTE ONE COMMERCIAL CORRIDOR*

- A. General Description – The Route One Commercial Corridor includes the area along Route One from the Cumberland town line to the Freeport town line. This area will continue to evolve as a commercial district. The character of the corridor will vary in different segments (see Section F in Chapter 1 for a complete discussion of the corridor and the vision for the various segments of the corridor). This may require that the Town revise its commercial zones that apply to the corridor
- B. Allowed Uses – The allowed uses in the corridor will vary depending on the segment but will include a full range of non-residential uses including retail, service, and employment uses with some limited opportunities for residential use as part of a mixed-use project.
- C. Development Standards – A major focus of the updated development standards for the Route One Commercial Corridor will be on ensuring that new development and redevelopment within the corridor is attractive and will be visually compatible with the established form and scale of Yarmouth Village. As part of this focus, the current Route One Corridor Design Guidelines will be updated and revised to include both mandatory design standards and advisory design guidelines (see Policy F.1 in Chapter 1 for additional discussion) or incorporated into Form-Based Codes requirements. The standards will also address the potential for coastal impacts from development in the northern fringe of the corridor.

## 6. LIMITED COMMERCIAL-INDUSTRIAL

- A. General Description – The Limited Commercial-Industrial designation includes the areas along the railroad lines west of the Village that are currently zoned commercial or industrial. This area should continue to evolve as a location for low impact non-residential uses. The focus of the land use regulations should be on allowing a wide range of types of uses provided that they do not have significant negative impacts on adjacent property and the surrounding neighborhood.
- B. Allowed Uses – The allowed uses in the Limited Commercial-Industrial Designations should include a wide range of non-residential uses including business and professional offices, light manufacturing, research facilities, business services, contractors and similar activities, warehousing and storage, and similar uses. Residential uses should be allowed only as part of a mixed-use building or project.
- C. Development Standards – Standards similar to the current C-II standards should apply with enhanced development standards to ensure that no activity creates negative impacts on the surrounding area and all activities are buffered/screened from adjoining residential uses/zones. The Town should consider a Form-Based Codes approach that allows flexibility of use in this area as long as it meets environmental, design, and good neighbor standards.

## 7. INDUSTRIAL

- A. General Description – The Industrial designation includes the current industrial zone on Cousins Island. This designation is intended to allow for the continued operation of the Wyman Station electric generating facility and related uses. If the current use is discontinued or if some or all of the property becomes available for redevelopment/reuse in the future, the Town should re-evaluate the treatment of that area while protecting the potential future use of the property as an industrial, water oriented commercial site.
- B. Allowed Uses – The allowed uses in the Industrial designation should be limited to electric power generation and distribution facilities and related uses, communication facilities, warehousing and storage, and similar uses as long as the site continues to be used as a generating facility.
- C. Development Standards – The current Industrial zoning standards should be maintained for this area as long as the site continues to be used as a generating facility.

## 8. WATER ORIENTED COMMERCIAL I

- A. General Description – The Water Oriented Commercial I designation includes the area on both sides of the harbor including many of the Town’s marine uses. This designation is intended to continue to provide an area for activities that need to be located on navigable water but in a mixed use environment that enhances the economic vitality of the harbor. Figure 2-2 on page 50 shows the WOC I as including the area currently zoned as WOC I. The geographic extent of the WOC I District should be re-evaluated based upon the Royal River Corridor Study to determine if there are other areas appropriate for marine related usage that should be included within this designation.
- B. Allowed Uses – The allowed uses in the Water Oriented Commercial I designation should include a wide range of marine related uses including marinas, boat building and repair, marine related sales and rental, fish and shellfish processing and sales, and associated uses and facilities. In addition, non-marine uses such as retail, restaurants, and business and professional offices should be allowed as part of a mixed-use building or project in which the majority of the use is marine-related. Provisions should also be made for pre-existing residential uses within the area but new single family residential housing should not be allowed.
- C. Development Standards – The current standards for the WOC I Zone should be maintained for this area.

## E. LIMITED GROWTH AREAS

The designated Limited Growth Areas identify those areas of Yarmouth where the Town desires to see limited development occur. The intention in designating these areas as “Limited Growth Area” is not to prohibit all development. Rather it is to indicate that the goal of the community is to see limited future development within this portion of Yarmouth while protecting the property rights and development potential of landowners. Figure 2-1 on page 46 shows the designated Limited Growth Areas.

The Limited Growth Area is divided into a number of land use designations, described below. The location of the various designations is shown on Figure 2-2 on page 50. Sections A, B, and C within each of the designations provide elaboration on the proposed use of land and development pattern within that designation.

### 1. *LOW DENSITY RESIDENTIAL*

- A. General Description – The Low Density Residential (LDR) designation includes most of the mainland area east of I-295 that is currently zoned LDR together with Cousins and Littlejohn Islands. This area should continue to be an area with low density residential development reflecting its scenic, coastal character and limited vehicular access. A focus should be on preserving the rural/coastal character of this part of Yarmouth as additional development occurs.
- B. Allowed Uses – The allowed uses in the Low Density Residential designation should include a wide range of residential uses including manufactured housing on individual lots together with agricultural uses and community facilities.
- C. Development Standards – The basic residential density in the Low Density Residential designation should continue to be one dwelling unit per two acres. Use of the Open Space Residential Development ordinance should be encouraged when subdivision of land occurs. Development should also be encouraged to protect coastal areas and to include these as part of the common open space in cluster developments. The other development standards should be similar to the current LDR requirements. Additional requirements should apply to Cousins and Littlejohn Islands to protect their special character.

### 2. *RURAL RESIDENTIAL*

- A. General Description – The Rural Residential (RR) designation includes the outlying areas of Yarmouth that are currently zoned RR. The Rural Residential area includes a variety of different types of landscapes ranging from small islands accessed only by boat to rural open land to condominium developments. A portion of the area along Sligo Road and North Road is served by public water and sewerage. The focus is on preserving the rural character of this area while allowing low density residential development. Use of the Open Space Residential Development ordinance shall be encouraged when subdivision of land occurs.
- B. Allowed Uses – The allowed uses in the Rural Residential designation should include a wide range of residential uses including manufactured housing on individual lots together with agricultural uses and community facilities.
- C. Development Standards – The basic residential density in the Rural Residential designation should continue to be one dwelling unit per three acres. The Open Space Residential Development ordinance should be amended to further incentivize protection of open space, working farms, riparian corridors, rural landscapes and

scenic views and vistas in the RR zone. The land use standards should encourage the preservation of the character of rural road corridors when development occurs. Additional requirements should apply to the islands to protect their special character.

### 3. *HOMEWOOD RESIDENTIAL*

- A. General Description – The Homewood Residential designation is a special designation to allow the reuse of the area including the former Homewood Inn property. The intent of this designation is to ensure that the use of this area is consistent with the surrounding neighborhood to the extent reasonable.
- B. Allowed Uses – Allowed use in the Homewood Residential designation is limited to uses allowed in the LDR zone.
- C. Development Standards – The basic density requirement for residential use in the Homewood Residential designation should continue to be one unit per two acres but only one acre per unit for the reuse of inn buildings for single-family and two-family housing. The current requirements of the WOC II zone dealing with the expansion of existing buildings and the intensification of the use of this area should remain in force.

### 4. *LIMITED WATER ORIENTED COMMERCIAL*

- A. General Description – The Limited Water Oriented Commercial designation includes the area around the existing boatyard/marina on the Cousins River downstream of Route One. This designation is intended to provide an area to serve commercial boat building and related training, research and development for Maine’s boat building and design trades and access to the navigable portion of the Cousins River.
- B. Allowed Uses – The allowed uses in the Limited Water Oriented Commercial designation should include a wide range of marine related uses including boat docking, storage, and service facilities, boat building and repair, marine related sales and rental, fish and shellfish processing and sales, and associated uses and facilities. Limited residential uses should also be allowed
- C. Development Standards – Special development standards should apply in the Limited Water Oriented Commercial designation to control the scale and intensity of development while ensuring the protection of natural resource areas.

## F. NON-GROWTH AREA

The Non-Growth Area includes those areas that are not suitable for development or that have significant natural resource value. Any development in these areas should be consistent with the natural resource value of these areas.

### *1. RESOURCE PROTECTION*

- A. General Description – The Resource Protection (RP) designation includes the area that is currently zoned RPD as described in the existing zoning including fragile shorelines and natural areas. The geographic extent of the RPD will be revised to reflect the Town’s ongoing planning efforts including adjustments to the Town’s shoreland zoning as well as areas along the Royal River that have been identified in the Royal River Corridor Plan as being inappropriate for development. This area should continue to remain in a substantially natural state with very limited new development. A focus should be on preserving water quality, productive habitat, biological ecosystems, and scenic and natural values.
  - B. Allowed Uses – The allowed uses in the Resource Protection designation should be limited to low intensity activities that are compatible with and maintain the natural resource value of these areas. Piers, docks, and similar facilities that provide access to the water should be allowed subject to performance standards.
  - C. Development Standards – All activities in the Resource Protection area should be subject to the shoreland performance standards.
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## CHAPTER 3. OTHER GOALS, POLICIES, AND STRATEGIES

Chapter 1 looks at the five key issues that the Town needs to continue to address as it plans for the future of the community – Yarmouth Village, diversity of the population, historic properties, the Route One corridor, and rural character and open space. Chapter 2 deals with the issues of land use and development and sets out a Future Land Use Plan. This chapter addresses other issues of importance to the community and issues that are required to be addressed to meet state requirements.

### A. TRANSPORTATION

#### 1. BACKGROUND

Yarmouth’s transportation system is defined, in large measure, by its road system. US Route One traverses the Town. The Village straddles Route One. Route One’s historic role as the major east-west commercial highway in Maine has conflicted with Yarmouth Village since the advent of the automobile. Main Street or Route 115 connects to Route One in the Village and provides access to the communities to the west including North Yarmouth and Gray, further compounding the impact of traffic on the Town and the Village Center. The construction of I-295 in the 1970s somewhat relieved traffic problems on Route One but created the impetus for residential development in Yarmouth and more recently, in the areas to the west that use Main Street as the connection to the regional road system. Over the past thirty years, Route One has reverted to more of a “local road” but has evolved as the commercial spine of the Town. The Town’s two interchanges with I-295 at the opposite ends of Route One provide the Town with a high level of access but also bring substantial amounts of pass-through traffic into Yarmouth. The Town has recently completed a study of the Route One corridor that identifies recommended traffic improvements, documenting a desired vision of a traffic-calmed, pedestrian and bicycle friendly local street and the importance of completing the construction of the Beth Condon Pathway along Route One.

Yarmouth Village has traditionally been a pedestrian-scaled community as a result of its historical development pattern. Main Street and the older residential neighborhoods continue to offer a high level of pedestrian mobility. However, much of the development that has occurred on the Village fringe in the past four decades has been characterized by large lots and wide streets and cul-de-sacs which impede pedestrian mobility. In recent years, the Town has encouraged street connectivity and made enhancements to the pedestrian network with the construction of the Beth Condon path along portions of Route One and the extension and upgrading of the sidewalk/pedestrian network in the Village.

However many areas of the Village are not well connected to surrounding neighborhoods (from a pedestrian perspective), and universal access is often lacking.

Alternative transportation is limited in Yarmouth. The dock for the commercial ferry service that serves Chebeague Island is located on Cousins Island. Bus service is limited to door-to-door type service provided for transit dependent people. The discussion of the provision of commuter rail service from Portland to Brunswick raises the potential for a station in Yarmouth if such a service is established.

## 2. *POLICIES AND STRATEGIES*

***Policy A.1. Maintain and enhance the capacity of the existing road system to move traffic safely and efficiently while maintaining the character of the community.***

Strategy A.1.1 – Work with PACTS, the Maine Department of Transportation, and surrounding communities to study the potential for diverting traffic that uses Main Street and North Road to get to and from I-295 to alternate routes and to better manage the commuter traffic that passes through the community.

Strategy A.1.2 – Support efforts by the Maine Department of Transportation to reconfigure the Exit 15 interchange to allow northbound traffic to get on I-295 at this location to reduce the need to use Route One to access I-295 northbound at Exit 17.

Strategy A.1.3 – Support efforts to reconfigure the Exit 17 Interchange and Route One to improve traffic flow and safety while creating an attractive gateway for Yarmouth as set forth in the Route One Gateway Plan.

Strategy A.1.4 – Require that new development or redevelopment on Route One be designed to minimize the number of curb cuts through shared access, the creation of new service roads, the interconnection of parking lots, and similar techniques.

Strategy A.1.5 – Review and revise the Town’s requirements for limiting curb cuts and access along arterial and collector roads to maintain the capacity of these facilities.

Strategy A.1.6 – Require the interconnection of streets in residential developments where feasible to create a “network” of streets and minimize the number of dead end streets.

Strategy A.1.7 – Explore improvements to create additional or improved interconnections within the existing street system to enhance its ability to function as a “network” that provides motorists, as well as pedestrians and bicyclists, with alternative routes to various destinations rather than forcing all traffic onto a small number of

arterial and collector streets. Develop a map showing potential improvements and interconnections.

***Policy A.2. Enhance the ability of pedestrians and bicyclists to easily and safely move around the community and between neighborhoods.***

Strategy A.2.1 – Develop, fund, and implement a comprehensive pedestrian and bicycle plan. Examples of topics the plan should address include: upgrades to existing pedestrian and bicycle infrastructure, expansion and enhancement of infrastructure to connect neighborhoods to important destinations (e.g. schools, commuter lots, recreation facilities, commercial areas, places of employment), road construction and maintenance standards, retrofitting discontinuous and cul-de-sac streets and auto-oriented commercial developments to provide enhanced pedestrian and bicycle mobility.

Strategy A.2.2 – Adopt a formal policy requiring that all public facilities be ADA compliant and develop a program for improving access at existing Town facilities.

Strategy A.2.3 – Consider amending the zoning ordinance to require that new or redeveloped commercial, institutional, educational, and government facilities provide appropriate pedestrian and bicycle facilities and linkages as part of the development plan.

Strategy A.2.4 – Provide bicycle facilities at all Town and school facilities and recreational areas.

***Policy A.3. Support the establishment and/or expansion of alternative transportation systems when they are practical and financially supportable.***

Strategy A.3.1 – Explore the extension of fixed-route bus service to Yarmouth from Portland/Falmouth with METRO and institute a trial route if preliminary investigations determine that such service is feasible with a reasonable level of Town subsidy.

Strategy A.3.2 – Actively participate in the study of the possible provision of commuter rail service between Brunswick and Boston and explore the feasibility and implications of a station in Yarmouth if planning for such service moves forward.

Strategy A.3.3 – Work with the Maine Department of Transportation and PACTS to establish additional Park and Ride lots.

Strategy A.3.4 – Explore the creation of an intermodal facility in conjunction with any proposals to institute new transportation services.

*Policy A.4. Investigate the use of impact fees to mitigate transportation problems caused by new development and implement an impact fee system to fund transportation improvements if deemed feasible.*

Strategy A.4.1 – Explore creating one or more impact fees to fund transit and transportation improvements on Route One and other locations.

Strategy A.4.2 – Work with Portland Area Comprehensive Transportation Study (PACTS) and the Maine Department of Transportation to explore the creation of a regional impact fee system to be used to fund improvements to address the demands on streets in Yarmouth Village created by increased regional traffic including possible improvements to Main Street and North Road.

## B. RECREATION

### 1. BACKGROUND

The Town has made substantial progress in meeting its needs for recreational facilities and open space since the adoption of the 1993 Comprehensive Plan. Over the past five years, the focus of the community has moved toward investment in the proper stewardship and public use of existing public land and away from



acquisition of additional land. This has included improved signage, parking, creation of trails, formation of advocacy groups, and public use dedications such as the creation of the community garden. There continues to be an emphasis on the need for public access to the water as well as for on-shore parking to support recreational boating.

The 2000 Athletic Fields Plan assessed the need for improvements to meet the community's needs in this area. This plan resulted in the installation of a turf field at the High School. The plan identified the needs for other fields and improvements. There continues to be a need for a playground needs assessment as a shared Town and school effort.

## 2. POLICIES AND STRATEGIES

The following policy and strategies supplement the open space policies in Chapter 1:

***Policy B.1. Continue to provide adequate recreational facilities to meet the needs of the residents of Yarmouth.***

Strategy B.1.1 – Continue to implement the recommendations of the 2000 Athletic Fields Plan.

Strategy B.1.2 – Prepare a joint Town and school assessment of playground needs.

Strategy B.1.3 – Expand the partnership between North Yarmouth Academy (NYA) and the Town and School Department with respect to athletic field use and construction.

Strategy B.1.4 – Work toward implementing the recommendations of the Royal River Corridor Study.

## C. HISTORIC AND ARCHEOLOGICAL RESOURCES

### 1. BACKGROUND

The community has an active program for supporting the identification of historic buildings and encouraging property owners to maintain the character of identified historic buildings. The protection of the Town's historic buildings is a key issue for the community and is addressed in detail in Chapter 1. In addition to these buildings, there are other historic and archeological resources in the community. While historic and archeological resources and sites are informally addressed in the Town's development review processes, this focus should be strengthened.

### 2. POLICIES AND STRATEGIES

***Policy C.1. Ensure that historic and archeological resources are identified and considered in the review of development proposals.***

Strategy C.1.1. – Review the submission requirements for both subdivisions and projects requiring site plan review to require the applicant to provide information on known historic and archeological resources located on or adjacent to the development site including information available from the Maine Historic Preservation Office.

Strategy C.1.2. – Review the development review criteria for subdivisions and projects that require site plan approval to ensure that historic and archeological resources are

considered in the plan and provisions made for accommodating and protecting them to the extent reasonable.

## D. MUNICIPAL AND SCHOOL FACILITIES

### 1. BACKGROUND

Growth in the community during the 1980s created a backlog of facility needs for both municipal operations and the School Department. A major focus of the 1993 Comprehensive Plan was on increasing the capacity of these facilities to accommodate the expanded population as well as future growth. Over the past fifteen years the Town and School Department have addressed most of the facility needs.

In terms of educational facilities, the Town completed a \$20.5 million school modernization and expansion program. Total enrollment in the system has been relatively stable over the past decade with some shifting between grade levels as larger classes moved into the high school and were replaced by smaller elementary classes. Given the projections for stable or declining numbers of children, the current school facilities are adequate for the foreseeable future.

Over the past fifteen years the Town rebuilt and expanded Town Hall to provide adequate space for general government operations and the police department, created a facility for parks and community services adjacent to Town Hall, and relocated the fire and emergency medical services to a facility on North Road. These improvements addressed many of the municipal facility needs identified in the 1993 Plan. There are still two major facility needs that need to be addressed. The Public Works Garage and Bus Maintenance Facility are too small for current needs and are outdated. The fire department campus on North Road needs additional space for storage, meetings, training, and administrative functions and improved housing for firefighters.

### 2. POLICIES AND STRATEGIES

*Policy D.1. Provide up-to-date facilities with adequate space for all municipal departments.*

Strategy D.1.1 – Assess the need for additional space at the North Road Fire Department campus to meet the department’s needs.

Strategy D.1.2 – Develop a plan for providing adequate facilities for the Public Works Department.

***Policy D.2. Support the provision of good quality cellular phone and wi-fi service that serves the entire community.***

Strategy D.2.1 – Encourage private cell phone service providers to review, and upgrade if necessary, their service in Yarmouth.

Strategy D.2.2 – Review the Town’s regulation of communication facilities to ensure that it does not create unreasonable impediments to providing cell phone service to the community.

Strategy D.2.3 – Explore the establishment of a community wi-fi network that provides service to the community.

## **E. SEWER FACILITIES**

### **1. BACKGROUND**

The Town’s sewer system and sewage treatment plant have some important issues. The sewer system is aging and has significant problems with infiltration and inflow (I&I) during wet weather. The sewage treatment plant was upgraded during the 1990s and has adequate dry weather capacity to treat current flows. As a result, the Town has an aggressive program of removing infiltration and inflow from the system.

The Town’s sewer system services about 77% of the Town’s population and most non-residential uses. The service area covers most of the built-up area of the mainland but does not extend to the islands. The Town recently studied the extension of sewers to the islands but this was determined to be not economically feasible. The Town pumps the septic tanks of people who are not connected to the sewer system. Currently the Town has a program to work with property owners to replace failed or stressed septic systems.

### **2. POLICIES AND STRATEGIES**

***Policy E.1. Enhance the ability of the Town’s sewer system to accommodate additional sewage flows by reducing infiltration and inflow.***

Strategy E.1.1 – Continue to fund upgrades to the sewer system through the Town’s CIP to reduce the amount of infiltration and inflow.

Strategy E.1.1 – Develop a “master plan” for the reduction of infiltration and inflow and use that plan to guide on-going investments in the sewer system.

*Policy E.2. Ensure the proper maintenance and repair/replacement of subsurface sewage disposal systems in those areas not served by the public sewer system.*

Strategy E.2.1 – Consider continuation of program to pay for the pumping of septic tanks.

Strategy E.2.2 – Consider continuation of the Town’s program that provides assistance to homeowners who need to repair or replace a failed or stressed septic system.

## F. MARINE RESOURCES

### 1. BACKGROUND

Yarmouth's 36.7 miles of shoreline is made up of a bustling harbor that hosts three marinas and a mixed-use development, quiet residential areas, offshore islands, and undeveloped flats. Three Water Oriented Commercial districts (WOC) are designated in the community to reserve critical waterfront land for water-dependent uses.



The Harbor has traditionally been used for mooring boats. Because the harbor fills with silt, the U.S. Army Corps of Engineers (ACOE) periodically dredges the harbor and channel to maintain a navigable waterway. The harbor was last dredged in 1995 and is in need of dredging again.

The Town currently has seven public marine water access points, all within easy walking distance from nearby neighborhoods. The Town’s Public Access Plan recommends concentrating on improving existing public access sites, rather than establishing new ones.

Most of the Town's shoreline has clam flats. Many productive flats are limited to depuration process only due to polluted stormwater runoff and the presence of the Town’s sewage treatment plant. Most clam diggers in Yarmouth are recreational; however, commercial clamming does take place.

The principal threat to Yarmouth’s natural marine resources is non-point source pollution. The principal sources of non-point source pollution are both regional and local, in that sediment, fertilizers, pesticides, herbicides and other toxins, and pathogens enter Yarmouth waters from stormwater discharged from both the Cousins River and the Royal River

watersheds. The Town's sewer system also periodically exceeds its treatment capacity because of infiltration and inflow of groundwater.

## 2. POLICIES AND STRATEGIES

***Policy F.1. Protect, maintain and, where warranted, improve marine habitat and water quality.***

Strategy F.1.1 – Work with local residents and businesses, neighboring communities, DEP, and DMR to develop an action plan to protect fishery and shellfish habitats. The plan shall identify locations and strategies to eliminate point and non-point source pollution, so that water quality will be improved and all clam flats can be reopened.

Strategy F.1.2 - Continue to support the goals and policies of the piers, docks, and wharves regulations in the Zoning Ordinance for preservation of the shoreline.

Strategy F.1.3 – Work with private landowners to close and replace existing overboard discharge systems and address documented sources of pathogen contamination.

Strategy F.1.4 – Integrate alternative stormwater management techniques into the Town's stormwater separation process.

Strategy F.1.5 – Review and revise town ordinances to include DEP's latest Stormwater Management Best Management Practices and shoreland zoning standards.

***Policy F.2. Foster water-dependent land uses and balance them with other complementary land uses.***

Strategy F.2.1 - Continue to promote a diverse harbor and encourage water dependent uses in the harbor area, while improving the marine environment.

Strategy F.2.2 - Continue WOC zoning to maintain viability of water dependent uses. Research removing single family residential from the list of permitted uses in the WOC I district and the need to add other existing water dependent uses not presently listed in WOC districts.

Strategy F.2.3 – Continue to allow commercial fishing operations, such as but not limited to, aquaculture, salmon stocking, and clam seeding, balanced with impacts on recreational uses and the environment.

Strategy F.2.4 – Encourage active pollution abatement programs and the creation of depuration management plans to support the local clamming industry.

***Policy F.3. Maintain and, where warranted, improve harbor management and facilities.***

Strategy F.3.1 – Pursue maintenance dredging of the river and mooring areas in conjunction with marine businesses and property owners including provisions for appropriate disposal of dredge spoils.

Strategy F.3.2 – Work with the ACOE and DEP to investigate the environmental impacts of dredging and appropriate locations for dredge spoils.

Strategy F.3.3 – Consider continuing to include dredging in the Town’s CIP and make regular deposits to a dredging reserve account.

Strategy F.3.4 - Work with neighboring communities to conduct shoreline surveys of the Royal and Cousins Rivers to identify and stabilize sources of sediment that contribute to the Town’s need to dredge the channel, anchorage, and harbor.

Strategy F.3.5 – Continue to work with the Harbor and Waterfront Committee to manage mooring space and ensure there is adequate parking for new moorings space.

Strategy F.3.6 – Continue to ensure there is adequate mooring space for commercial users.

Strategy F.3.7 – Continue to work to minimize the impact of the Chebeague Island ferry facility on the surrounding neighborhood and support the bus turning project on Wharf Road.

***Policy F.4. Protect, maintain and, where warranted, improve physical and visual public access to the community’s marine resources for all appropriate uses including fishing, recreation, and tourism.***

Strategy F.4.1 – Develop improved parking and access to support points of public access to coastal waters and mooring fields.

Strategy F.4.2 – Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.

Strategy F.4.3 – Provide information about the current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities.

## G. NATURAL AND WATER RESOURCES

### 1. BACKGROUND

In general, Yarmouth's drinking water quality is good. Surface water quality is average for the Town's level of development. There are 29 licenses to discharge wastewater in Yarmouth. The major sources are Florida Power & Light and the sewage treatment plant. Point and nonpoint source pollution are both potential threats to water quality. Nutrient loading from the Royal River is a concern in Casco Bay.



The vast majority of the Town gets potable water from the Yarmouth Water District. The District has an adequate supply of drinking water from a high yield sand and gravel aquifer complex and has identified two alternative sources of drinking water (one of which, the Sligo Road property, has been purchased). The District uses an interconnection with the Portland Water District to supply the power plant on Cousins Island. Yarmouth shares each of its watersheds with surrounding communities. The Casco Bay Estuary Partnership reports that most Casco Bay watersheds are 5-7.5% impervious; however, much of the area in Yarmouth along the Cumberland town line is 7.5-10% impervious. Portions of the Princes Point peninsula and the area west of I-295 are 10-15% impervious.

Where public water and/or sewer are not available, undeveloped soils often have very low potential for subsurface wastewater disposal. Steep slopes are rarely a limiting factor for development in Yarmouth and are confined mainly to shoreland areas where they are protected by overlapping zoning regulations.

New coastal bluff and erodible soil mapping, changes in how setbacks are measured, additional protection of wetlands, new wetland habitat ratings, and new vernal pool regulations may require changes to the shoreland ordinance and map. Furthermore, existing shoreland zoning regulations only control land uses and structures within 250 feet, limit some impacts to riparian habitats and water bodies, and do not control development along small streams that are upstream from the confluence of two perennial streams. The Beginning with Habitat project indicates that up to 85% of terrestrial vertebrates use a 330 foot corridor along streams and rivers for part of their life cycle.

Large tracts of undeveloped land in the northern and western part of Town are less fragmented by roads and other development and could be the basis for future efforts to protect important natural resources and wildlife habitats. Development of open space, disruption of travel corridors, displacement of wildlife, introduction of pets, sedimentation of waterways, loss of wetlands, and alteration of drainage patterns all contribute to a decline

in the environmental health of habitats and the diversity and abundance of fish and wildlife populations. Protection of large habitat blocks may require regional cooperation to be effective.

## 2. *POLICIES AND STRATEGIES*

### ***Policy G.1. Protect current and potential drinking water sources.***

Strategy G.1.1. – Consider amending Town ordinances, as necessary, to ensure that proposed development does not negatively impact aquifer recharge areas, excessively exploit aquifers in terms of present and future demands for water, generate unacceptable nitrate concentrations in areas without public water, or create or compound threats to groundwater resources. Unstudied aquifers should be designated as problematic areas and a cautious approach should be taken in assessing the impacts of development on these areas until their importance has been more fully explored.

### ***Policy G.2. Minimize pollution discharges through the management and upgrade of existing public sewer systems, wastewater treatment facilities, and public road policies.***

Strategy G.2.1 – Continue to limit the extension of sewer services to the islands to discourage inappropriate growth and sprawl.

Strategy G.2.2 – Consider amending local land use ordinances to incorporate low impact development standards, as applicable.

Strategy G.2.3 – Offer guidance to the public on programs that promote efficiency (e.g., "low flow fixtures").

Strategy G.2.4 – Assess water quality protection practices and standards for construction and maintenance of public roads and properties, including using less road salt or alternative products to reduce environmental impacts associated with winter road maintenance, and require their implementation by the community's officials, employees and contractors.

### ***Policy G.3. Identify and protect significant wetlands.***

Strategy G.3.1 – Review and update the shoreland zoning regulations and wetlands maps to keep current with state requirements and data.

Strategy G.3.2 – Identify vernal pools and implement mandatory state regulations.

***Policy G.4. Maintain and protect the natural drainage systems by implementing a stormwater management plan to be used as part of subdivision and site plan review.***

Strategy G.4.1 – Continue to work with the 11-town Regional Stormwater Collaborative to manage urban runoff, modify Town ordinances, undertake public education, adjust general housekeeping, detect illicit discharges, monitor construction, and pursue other efforts to manage point and non-point pollutant sources and improve overall stormwater quality consistent with the stormwater management plan and Maine Stormwater Management Rules (Title 38 MRSA Section 420-D and 06-096 CMR 500 and 502) and Maine Pollution Discharge Elimination System Stormwater Program.

Strategy G.4.2 – Review DEP’s Chapter 500 stormwater regulations, best management practices and other sources of information to identify appropriate techniques to improve stormwater treatment and control and amend Town ordinances accordingly.

Strategy G.4.3 – Continue to implement the Town’s stormwater management plan to minimize adverse impacts of flooding due to past or future land developments by updating the Town’s floodplain management ordinance consistent with state and federal standards.

***Policy G.5. Provide greater protection for Yarmouth’s undeveloped shoreline.***

Strategy G.5.1 – Continue to update shoreland zoning regulations and mapping to comply with changes in state regulation, including but not limited to expanding protection of unstable coastal bluffs.

Strategy G.5.2 – Continue to evaluate scenic and habitat areas identified in the Comprehensive Plan.

Strategy G.5.3 – Develop a “greenway” along the Royal River to protect the river while expanding recreational opportunities in the river corridor.

Strategy G.5.4 – Consider the potential for sea level rise when developing management strategies for coastal areas.

***Policy G.6. Identify and protect significant and/or unfragmented wildlife habitat areas.***

Strategy G.6.1 – Refine and verify areas mapped under the Beginning with Habitat maps provided by the state.

Strategy G.6.2 – Identify key habitat areas that could represent a basis for future efforts to protect important habitat areas.

Strategy G.6.3 – Revise Town ordinances, if necessary, to require appropriate measures to protect habitat areas, including but not limited to, modification of the proposed site design, construction timing, and extent and location of excavation.

***Policy G.7. Protect scenic views, habitats, water bodies, wetlands, and riparian areas.***

Strategy G.7.1 – Consider the policies and strategies contained in the Royal River Corridor Study.

Strategy G.7.2 – Protect large tracts of undeveloped land that cross municipal boundaries.

Strategy G.7.3 – Participate in meetings and provide input to organizations working to address pollution in Casco Bay.

Strategy G.7.4 – Prepare a “Green Infrastructure Plan” that looks at how the community should manage all of the various elements that contribute to Yarmouth continuing to be a green community including open space, conservation land, scenic views and vistas, the remaining agricultural and forest land, recreational facilities, parks, cemeteries, street trees, and similar elements. (See Strategy G.2.1. in Chapter 1).

***Policy G.8. Minimize the use of energy and other resources.***

Strategy G.8.1 – Develop a “Climate Action Plan” including recommendations relevant to energy usage, the community’s carbon footprint, and the Cool Cities program.

Strategy G.8.2 – Promote the provision of transit service, ride sharing programs, and the establishment of additional Park and Ride lots.

Strategy G.8.3 – Establish a Town policy to use best practices such as LEED standards in the siting, construction, or renovation of municipal and school facilities when it is financially beneficial.

Strategy G.8.4 – Encourage home owners, builders, and developers to use best practices such as LEED standards for private construction projects when it is viable.

## **H. FUNDING OF CAPITAL IMPROVEMENTS**

### **1. BACKGROUND**

The Town has made major investments in both its municipal and school facilities over the past fifteen years. There are still a number of major capital projects the Town will need to

address. Funding these improvements will require that the Town plan and budget for these investments as well as use creative alternative funding approaches when appropriate.

## 2. *POLICIES AND STRATEGIES*

### *Policy H.1. Plan for the implementation of major capital investments.*

Strategy H.1.1 – Continue the Town’s annual Capital Improvement Plan process including the funding of reserve accounts for major projects.

### *Policy H.1.2. Use alternative funding for major capital projects to the extent feasible.*

Strategy H.2.1 – Continue to seek grants and other outside funding to pay for capital investments.

Strategy H.2.2 – Use tax increment financing (TIF) to fund capital improvements in conjunction with development activities where appropriate.

Strategy H.2.3 – Consider using impact fees to help fund capital improvements such as Route One traffic improvements and sewer system improvements that support development activities.

Strategy H.2.4 – Continue to work jointly to coordinate municipal road, sewer and water infrastructure projects to maximize savings to the Town and District.

## **I. COMMUNITY AND ECONOMIC DEVELOPMENT**

### 1. *BACKGROUND*

The Town places a high value on the Village Center and Route One not only as places with vibrancy, attractiveness, and community pride but also as centers for economic activity, jobs, property tax generation and diversity. The Town supports and will encourage commercial and industrial growth, an improved business development environment, job creation, and investment in commercial buildings and activities where and as such growth and development is consistent with the Town’s overall vision and goals. The Town’s goal to promote and grow a sound and diverse economic tax base will be advanced in accordance with an Economic Development Plan to be developed in the future. Considerations for such a plan may include:

Strategy I.1.1 – Re-establish an Economic Development Advisory Committee whose primary initiative shall be to develop an Economic Development Plan. At minimum, a plan shall:

- Engage the citizens and business community in identification of opportunities for commercial development and redevelopment.
- Serve as a liaison between town government and existing business and commercial interests for policies, practices, and capital projects that promote business success.
- Work to recruit and assist potential new developments and investments in town.
- Represent the Town and participate in state and regional efforts and discussions on economic growth.

Strategy I.1.2 – Consider strategies to develop the local “creative economy” and support community efforts to boost arts and cultural offerings.

Strategy I.1.3 – Explore the potential of participating in the state’s green development and technology cluster concept.

Strategy I.1.4 – Rezone additional lands for commercial use where appropriate. Use of contract zoning will be considered to allow commercial growth and investments in ways and locations complementary to and not in conflict with residential, natural resource, or community concerns, and consistent with the Future Land Use Plan.

Strategy I.1.5 – Encourage or allow mixed uses, more flexible standards for home occupations, and low impact cottage industries.

Strategy I.1.6 – Continue to work with the owners of the Wyman Station power plant on Cousins Island to manage the property valuation process and encourage fuel conversion, efficiency upgrades and other investments to extend the useful economic life of the plant.

Strategy I.1.7 – Explore adoption of Form-Based Codes to replace, in whole or part, the current use segregation approach to land use and zoning, and achieve a streamlined permitting process.

Strategy I.1.8 – Utilize Tax Increment Financing (TIF) or other incentive programs to encourage commercial growth and investment.



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## Form-Based Codes: An Abstract

*The following paragraphs are excerpts from the “Form-Based Codes Institute,” one of the leading agencies working to advance the Planning Profession and communities world-wide towards more sustainable zoning practices.*

Form-based codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. These codes are adopted into city or county law as regulations, not mere guidelines. Form-based codes are an alternative to conventional zoning.

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in Form-based codes, presented in both diagrams and words, are keyed to a *regulating plan* that designates the appropriate form and scale (and therefore, character) of development rather than only distinctions in land-use types. This is in contrast to conventional zoning's focus on the micromanagement and segregation of land uses, and the control of development intensity through abstract and uncoordinated parameters (e.g., FAR, dwellings per acre, setbacks, parking ratios, traffic LOS) to the neglect of an integrated built form. Not to be confused with design guidelines or general statements of policy, Form-based codes are regulatory, not advisory.

Form-based codes are drafted to achieve a community vision based on time-tested forms of urbanism. Ultimately, a Form-based code is a tool; the quality of development outcomes is dependent on the quality and objectives of the community plan that a code implements.

### Eight Advantages to Form-Based Codes

1. Because they are prescriptive (they state what you want), rather than proscriptive (what you don't want), form-based codes (FBCs) can achieve a more predictable physical result. The elements controlled by FBCs are those that are most important to the shaping of a high quality built environment.
2. FBCs encourage public participation because they allow citizens to see what will happen where-leading to a higher comfort level about greater density, for instance.
3. Because they can regulate development at the scale of an individual building or lot, FBCs encourage independent development by multiple property owners. This obviates the need for large land assemblies and the megaprojects that are frequently proposed for such parcels.

4. The built results of FBCs often reflect a diversity of architecture, materials, uses, and ownership that can only come from the actions of many independent players operating within a communally agreed-upon vision and legal framework.
5. FBCs work well in established communities because they effectively define and codify a neighborhood's existing "DNA." Vernacular building types can be easily replicated, promoting infill that is compatible with surrounding structures.
6. Non-professionals find FBCs easier to use than conventional zoning documents because they are much shorter, more concise, and organized for visual access and readability. This feature makes it easier for non-planners to determine whether compliance has been achieved.
7. FBCs obviate the need for design guidelines, which are difficult to apply consistently, offer too much room for subjective interpretation, and can be difficult to enforce. They also require less oversight by discretionary review bodies, fostering a less politicized planning process that could deliver huge savings in time and money and reduce the risk of takings challenges.
8. FBCs may prove to be more enforceable than design guidelines. The stated purpose of FBCs is the shaping of a high quality public realm, a presumed public good that promotes healthy civic interaction. For that reason compliance with the codes can be enforced, not on the basis of aesthetics but because a failure to comply would diminish the good that is sought. While enforceability of development regulations has not been a problem in new growth areas controlled by private covenants, such matters can be problematic in already-urbanized areas due to legal conflicts with first amendment rights.

~ Peter Katz, President, Form-Based Codes Instit



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# PART B: IMPLEMENTATION

**CHAPTER 4. IMPLEMENTATION STRATEGY**

**CHAPTER 5. REGIONAL COORDINATION**

**CHAPTER 6. CAPITAL INVESTMENT STRATEGY**



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## CHAPTER 4. IMPLEMENTATION STRATEGY

Part A of this Comprehensive Plan sets out a wide range of actions that the Town will need to undertake to carry out the identified policies. For this Plan to be successful, the Town needs to systematically and comprehensively implement these recommendations. This chapter sets out an implementation strategy to guide that process.

### A. MANAGEMENT OF THE IMPLEMENTATION PROCESS

Successful implementation of the recommendations of this Plan will require that there be on-going oversight of, and responsibility for, the implementation of the Comprehensive Plan. In simple terms, some body or group must “own” the plan and be accountable for the progress in implementing the Plan. While the ultimate responsibility for implementing the Plan’s recommendations lies with the Town Council, it is unreasonable to expect that the Council or Town Manager will manage the day-to-day implementation of the various proposals. Another existing body such as the Planning Board could be assigned the overall implementation responsibility, but given their other duties it is probably unrealistic to expect an existing board or committee to take on this added role and to make it a priority.

Therefore, a key implementation strategy is for the Town Council to create a Comprehensive Plan Implementation Committee (CPIC) and charge the committee with the responsibility for overseeing the implementation of the Plan’s recommendations in conjunction with the Town Planner. The CPIC should have the following responsibilities:

- Coordinate the submission of the Plan to the State Planning Office (SPO) for review including consideration of any feedback from the state on the plan. If the SPO finds that changes in the Plan will be necessary for the state to find the Plan consistent with the state Growth Management Program, the CPIC should consider whether changes should be made, and if so, recommend revisions to the Town Council to bring the plan into conformance with the state standards.
- Implement the actions assigned to the committee in this strategy.
- Coordinate the efforts of other boards and commissions to implement other aspects of the recommendations.
- Develop a process for evaluating the Town’s progress in implementing the recommendations.

- Provide the Town Council with annual reports on the progress of implementing the Plan together with proposals for revising the implementation strategy and/or amending the Plan if necessary.

The Comprehensive Plan Implementation Committee should be a small working committee that is appointed by the Town Council and responsible to the Council. The initial duration of the CPIC should be two years and the need for its continued existence should be re-evaluated at the end of that period. The committee should include a representative of the Town Council and a representative of the Planning Board. The CPIC should prepare an annual work plan that sets out its objectives for each year and should submit it to the Council as part of its annual report. The Town Council should provide for staff support and funding for the CPIC through the Planning Department.

## **B. POLICY REFERENCES**

Section C. lays out a strategy for implementing the proposals set out in Chapters 1, 2, and 3 and the regional coordination provisions of Chapter 5. Section C. is indexed to the relevant parts of Chapters 1, 2, 3, and 5 so the full language and context of the proposal can be easily referenced. References to the appropriate policy and strategy are indicated in the first column, beginning with a chapter reference, followed by a section reference, and policy reference. For example, Ch1-C.1.1. means that the proposed activity can be found in Chapter 1, section C.1. Village, Policy 1.

## **C. IMPLEMENTATION STRATEGY**

The Implementation Strategy lays out a program for carrying out each of the strategies set forth in this Plan. Each strategy is assigned to a time frame for implementation as follows:

*Ongoing Activities* – These are strategies that the Town routinely does on an on-going or annual basis.

*Short Term Activities* – These are strategies that should be completed within two years of the adoption of the Plan.

*Medium Term Activities* – These are strategies that should be completed within two to five years after the adoption of the Plan.

*Longer Term Activities* – These are actions that will take more than five years to complete. In some cases these are things that will occur in the future when circumstances are appropriate.

For each action, the Implementation Strategy identifies the person, group, or organization that should have primary responsibility for carrying out that activity. The strategy recognizes that other people, committees, or organizations in addition to the designated primary implementer will be involved in many of the actions. The intent is to set out the person, group or organization that will be the “mover” for that strategy, that will initiate the process, and will be responsible for seeing that it is carried out.

The Town is exploring the use of Form-Based Codes as an alternative approach for implementing the land use and zoning recommendations of the Plan especially those set forth in Chapters 1 and 2. The use of a Form-Based Codes approach will require the Town to first develop a regulating plan for the community. Funding for this work is currently not available. Therefore, if the Town pursues Form-Based Codes, the zoning and land use recommendations will take longer to implement than the two years established by state law.

The Form-Based Codes column denotes those actions that may be able to be addressed by the Town through the adoption of Form-Based Codes.

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Yarmouth Village</b>					
<b>Ch1-C.1.1</b>	Policy: Municipal Uses in Village	Town Manager	Planning Board	Short	X
<b>Ch1-C.1.2</b>	Zoning: Non-residential in Village	Planning Director	Planning Board	Short	X
<b>Ch1-C.1.3</b>	Zoning: Non-conforming Use in Village	Planning Director	Planning Board	Short	X
<b>Ch1-C.1.4</b>	Marketing Strategy for Village	Town Manager	EDAC	Medium	
<b>Ch1-C.1.5</b>	Zoning: Renovation Code	Planning Director	Planning Board	Short	X
<b>Ch1-C.1.6</b>	Zoning: Infill Commercial in Village I & II	Planning Director	Planning Board	Short	X
<b>Ch1-C.2.1</b>	FBC in Village I & II	Planning Director	Planning Board	Medium	X
<b>Ch1-C.2.2</b>	Design Standards in Village I & II	Planning Director	Historical Society	Short	X
<b>Ch1-C.3.1</b>	Advisory Review Process (Historic, Village)	Planning Director	Historical Society	Short	X
<b>Ch1-C.4.1</b>	Zoning: New Village Residential (VR)	Planning Director	Planning Board	Short	X
<b>Ch1-C.4.2</b>	Zoning: Revise MDR Development Standards	Planning Director	Planning Board	Short	X
<b>Ch1-C.5.1</b>	Pedestrian and Bicycle Plan	Planning Director	BPSC	Long	
<b>Ch1-C.5.2</b>	Zoning: Pedestrian Friendly Development Standards	Planning Director	Planning Board	Short	X

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
Ch1-C.6.1	Village Center Parking Study	Planning Director	BPSC	Medium	
Ch1-C.6.2	Village Center Parking Improvements	Planning Director	Town Engineer	Medium	
Ch1-C.6.3	Zoning: Reduced Parking Standards (Village)	Planning Director	Planning Board	Short (Done)	X
<b>Diversity of Population</b>					
Ch1-D.1.1	Support Affordable Housing Advocates	Town Manager	YAHI	Ongoing	
Ch1-D.2.1	Create Affordable Housing Fund	Town Manager	YAHI	Short	
Ch1-D.2.2	Seek Funding for Affordable Housing	YAHI		Ongoing	
Ch1-D.2.3	Encourage Tax Credit and TIF Programs	Town Manager	YAHI	Medium	
Ch1-D.3.1	Zoning: New Village Residential (VR)	Planning Director	Planning Board	Short	X
Ch1-D.3.2	Zoning: MDR into New Village Residential (VR)	Planning Director	Planning Board	Short	X
Ch1-D.4.1	Contract Zoning: New Affordable Housing	Town Manager	Town Council	Ongoing	
Ch1-D.4.2	Assist/Support New Affordable Housing	Town Manager	Town Council	Ongoing	
Ch1-D.4.3	Zoning: Inclusionary Housing	Planning Director	Planning Board	Short	X
Ch1-D.5.1	Zoning: Mobile Home Park Overlay	Planning Director	Planning Board	Short	X
Ch1-D.6.1	Regional Affordable Housing Plan	Town Manager	Planning Director	Long	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
Ch1-D.7.1	Assistance and Social Services	Town Council	Town Manager	Ongoing	
<b>Historic Properties</b>					
Ch1-E.1.1	Identify Historic Sites, Buildings, Structures	Historical Society	Planning Director	Medium	
Ch1-E.1.2	Adopt List of Historic Sites, Buildings, Structures	Town Council	Historical Society	Medium	
Ch1-E.2.1	Catalog of Design Elements of Historic Structures	Planning Director	Historical Society	Long	
Ch1-E.2.2	Advisory Review Process (Historic, Town-Wide)	Planning Director	Historical Society	Medium	
Ch1-E.2.3	Develop Educational Materials	Historical Society	Planning Director	Short	
Ch1-E.2.4	Encourage Use of Tax Credits for Renovation	Planning Director	Historical Society	Medium	
Ch1-E-3.1	Zoning: Demolition Delay (Historic)	Planning Director	Historical Society	Short	
<b>Route One Corridor</b>					
Ch1-F.1.1	Route One Vision Implementation Committee	Planning Director/Town Engineer	Gateways Committee	Medium	
Ch1-F.1.2	Route One Comprehensive Plan	Planning Director	Planning Board/Gateways Committee	Medium	
Ch1-F.1.3	Zoning: Route One Ordinance Changes	Planning Director	Planning Board	Short	X

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Ch1-F.1.4</b>	Update "Route One Corridor Design Standards"	Planning Director	Planning Board/Gateways Committee	Medium	X
<b>Ch1-F.1.5</b>	Develop Capital Investment Strategy	Town Manager	Gateways Committee	Medium	
<b>Rural Character and Open Space</b>					
<b>Ch1-G.1.1</b>	Zoning: Amend Open Space Residential Development ordinance	Planning Director	Planning Board	Short	
<b>Ch1-G.1.2</b>	Subdivision: Preserve Rural Character	Planning Director	Planning Board	Short	
<b>Ch1-G.1.3</b>	Subdivision: Preserve Scenic/Rural Vistas	Planning Director	Planning Board	Short	X
<b>Ch1-G.2.1</b>	Green Infrastructure Plan	Planning Director/Conservation Planner	Parks and Lands/Green Infrastructure	Short	
<b>Ch1-G.3.1</b>	Acquire Open space and Secure easements	Town Manager	Town Council	Ongoing	
<b>Ch1-G.4.1</b>	Land Management Plans for Town Properties	Conservation Planner	Parks and Lands	Medium	
<b>Future Land Use Plan</b>					
<b>Ch2-D.1 – D.8</b>	Policy: Evaluate and amend as necessary	Planning Director	Planning Board	Medium	X
<b>Ch2-E.1 – E.4</b>	Policy: Evaluate and amend as necessary	Planning Director	Planning Board	Medium	X
<b>Ch2-F.1</b>	Policy: Evaluate and amend as necessary	Planning Director	Planning Board	Medium	X

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Transportation</b>					
Ch3-A.1.1	Identify Alternate Commuter Routes	Town Engineer	PACTS	Medium	
Ch3-A.1.2	Support Exit 15 Improvements	Town Engineer	Town Council	Ongoing	
Ch3-A.1.3	Support Exit 17 Improvements	Town Engineer	Town Council	Ongoing	
Ch3-A.1.4	Site Plan: Route One Access and Connectivity	Planning Director	Planning Board	Medium	X
Ch3-A.1.5	Zoning: Route One Access Management	Planning Director	Town Engineer/Planning Board	Short	X
Ch3-A.1.6	Zoning: Interconnected Street Network	Planning Director	Planning Board	Short	X
Ch3-A.1.7	Explore Road Network Improvements	Town Engineer	DPW	Ongoing	
Ch3-A.2.1	Develop, Fund Pedestrian and Bicycle Plan	Planning Director	BPSC	Medium	
Ch3-A.2.2	Policy: ADA compliant Public Facilities	Town Engineer	Town Council	Short	X
Ch3-A.2.3	Zoning: Pedestrian and Bicycle Facilities	Planning Director	BPSC	Short	X
Ch3-A.2.4	Policy: Bicycle Facilities at Town/School Facilities	Planning Director	BPSC	Short	X
Ch3-A.3.1	Explore Fixed-Route Service with METRO	Town Manager/Planning Director	Planning Board/BPSC	Long	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Ch3-A.3.2</b>	Actively Participate in Commuter Rail Discussion	Planning Director/Town Manager	Planning Board/Town Council	Ongoing	
<b>Ch3-A.3.3</b>	PACTS/MDOT Commuter Parking Lots	Planning Director/Town Engineer	Planning Board	Medium	
<b>Ch3-A.3.4</b>	Intermodal Facility	Planning Director	Planning Board	Long	
<b>Ch3-A.4.1</b>	Explore Impact Fees for Transportation	Town Manager	Town Council	Long	X
<b>Ch3-A.4.2</b>	Regional Impact Fee to Offset Local Improvements	Town Manager	Town Council	Long	X
<b>Recreation</b>					
<b>Ch3-B.1.1</b>	Continue Implementing "2000 Athletic Fields Plan"	YCS	Sports and Rec	Ongoing	
<b>Ch3-B.1.2</b>	Town & School Playground Needs Assessment	YCS	Sports and Rec	Medium	
<b>Ch3-B.1.3</b>	Expand NYA & Town/School Partnership re: Fields	YCS	Sports and Rec	Long	
<b>Ch3-B.1.4</b>	Royal River Corridor Study	Planning Director	Planning Board/Parks and Lands	Ongoing	
<b>Historic and Archeological Resources</b>					
<b>Ch3-C.1.1</b>	Zoning: Identify Historic/Archeological Resources	Planning Director	Historical Society	Medium	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
Ch3-C.1.2	Zoning: Consider Protection of Historic/Archeological Resources	Planning Director	Planning Board	Medium	X
<b>Municipal and School Facilities</b>					
Ch3-D.1.1	Assess Fire Department Facility Needs	Fire Chief	Town Council	Medium	
Ch3-D.1.2	Public Works Department Facilities Plan	Director of Public Works	Town Council	Medium	
Ch3-D.2.1	Encourage Cellular Service Upgrades	EDAC	Town Engineer	Long	
Ch3-D.2.2	Zoning: Review Communication Facilities regulation	Planning Director	Town Engineer	Short	
Ch3-D.2.3	Explore Community-wide WIFI Network	Town Manager	EDAC	Medium	
<b>Sewer Facilities</b>					
Ch3-E.1.1	CIP: Sewer System Upgrades	Town Engineer	Town Council	Ongoing	
Ch3-E.1.2	Sewer System Master Plan	Town Engineer	Town Council	Medium	
Ch3-E.2.1	CIP: Annual Payment for Septic Pumping	Town Manager	Town Engineer	Ongoing	
Ch3-E.2.2	CIP: Septic System Assistance Program	Town Manager	Town Engineer	Ongoing	
<b>Marine Resources</b>					
Ch3-F.1.1	Fisheries and Shellfish Habitat Action Plan	Planning Director/Conservation Planner	Harbor and Waterfront	Medium	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Ch3-F.1.2</b>	Piers, Docks, Wharves Regulations	Harbor and Waterfront	Planning Director	Medium	X
<b>Ch3-F.1.3</b>	Close/Replace Overboard Discharge Systems	Harbor and Waterfront	Town Engineer	Medium	
<b>Ch3-F.1.4</b>	Alternative Stormwater Management Techniques	Town Engineer	Planning Director	Medium	
<b>Ch3-F.1.5</b>	Zoning: DEP Stormwater BMP's/Shoreland Zoning	Town Engineer	Planning Director	Medium	X
<b>Ch3-F.2.1</b>	Diverse Harbor/Water Dependent Uses	Planning Director	Harbor and Waterfront	Long	X
<b>Ch3-F.2.2</b>	Zoning: WOC districts	Planning Director	Planning Board	Short	X
<b>Ch3-F.2.3</b>	Commercial Fishing Operations	Harbor and Waterfront	Town Council	Long	
<b>Ch3-F.2.4</b>	Pollution Abatement & Depuration Management Plan	Town Engineer	Harbor and Waterfront	Short	
<b>Ch3-F.3.1</b>	Pursue Maintenance Dredging of Rivers/Mooring Areas	Town Engineer	Harbor and Waterfront	Short	
<b>Ch3-F.3.2</b>	ACOE/DEP Environmental Impacts of Dredging	Town Engineer	Harbor and Waterfront	Short	
<b>Ch3-F.3.3</b>	CIP: Dredging Reserve Account	Town Manager	Town Council	Ongoing	
<b>Ch3-F.3.4</b>	Shoreline Survey Royal & Cousins River (Regional)	Conservation Planner	Parks and Lands	Long	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
Ch3-F.3.5	Manage Mooring Space and Shore Support	Town Manager	Town Engineer	Long	
Ch3-F.3.6	Adequate Mooring for Commercial Users	Town Manager	Town Engineer	Medium	
Ch3-F.3.7	Minimize Impact of Chebeague Island Ferry	Planning Director	Town Engineer	Ongoing	
Ch3-F.4.1	Improved Parking/Access to Coast/Moorings	Town Engineer	Harbor and Waterfront/Parks and Lands	Medium	
Ch3-F.4.2	Clean Marina/Boatyard Program Participation	Town Engineer	Harbor and Waterfront	Medium	
Ch3-F.4.3	Current Use Taxation Information Program	Town Assessor	Harbor and Waterfront	Medium	
<b>Natural and Water Resources</b>					
Ch3-G.1.1	Zoning: Aquifer Recharge and Water Quality	Planning Director	Parks and Lands Committee	Short	
Ch3-G.2.1	Limit Sewer Extension to Islands	Town Manager	Town Council	Ongoing	X
Ch3-G.2.2	Zoning: Low Impact Development Standards	Planning Director	Planning Board	Short	X
Ch3-G.2.3	Public Education: Water Use Efficiency Programs	Town Engineer	YES	Ongoing	
Ch3-G.2.4	Policy: Water Quality & Construction/Road Maintenance	Town Engineer	DPW	Short	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Ch3-G.3.1</b>	Shoreland Zoning: Ongoing Review for State Compliance	Planning Director	Parks and Lands	Short	
<b>Ch3-G.3.2</b>	Identify Vernal Pools	Planning Director/Conservation Planner	Parks and Lands	Short	
<b>Ch3-G.4.1</b>	Regional Stormwater Collaborative	Town Engineer	ISWG	Ongoing	
<b>Ch3-G.4.2</b>	Zoning: Chapter 500 Stormwater Regulations	Town Engineer	ISWG	Short	X
<b>Ch3-G.4.3</b>	Continue Implementing Stormwater Management Plan	Town Engineer	ISWG	Ongoing	
<b>Ch3-G.5.1</b>	Maintain Compliance with State Shoreland Zoning	Planning Director	Planning Board	Ongoing	
<b>Ch3-G.5.2</b>	Continue to Evaluate Scenic and Habitat Areas	Conservation Planner	Parks and Lands	Medium	
<b>Ch3-G.5.3</b>	Greenway along Royal River	Planning Director/Conservation Planner	Parks and Lands	Long	X
<b>Ch3-G.5.4</b>	Coastal Management Strategies and Sea Level	Planning Director	Conservation Planner	Long	
<b>Ch3-G.6.1</b>	Continue Refining Beginning with Habitat Maps	Conservation Planner	Parks and Lands	Medium	
<b>Ch3-G.6.2</b>	Identify Key Habitat Areas	Conservation Planner	Parks and Lands	Medium	
<b>Ch3-G.6.3</b>	Zoning: Measures to Protect Habitat Areas	Planning Director	Parks and Lands	Short	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Ch3-G.7.1</b>	Consider Policies of Royal River Corridor Study	Planning Director	Planning Board	Ongoing	
<b>Ch3-G.7.2</b>	Protect Large Inter-municipal Tracts of Land	Conservation Planner	Parks and Lands	Ongoing	
<b>Ch3-G.7.3</b>	Participate in Casco Bay Initiatives	Conservation Planner	Parks and Lands	Ongoing	
<b>Ch3-G.7.4</b>	Green Infrastructure Plan	Planning Director/Conservation Planner	Parks and Lands	Medium	
<b>Ch3-G.8.1</b>	Climate Action Plan	Town Engineer	YES	Short	
<b>Ch3-G.8.2</b>	Promote Transit, Rideshare, Lots	BPAC	Planning Director	Medium	
<b>Ch3-G.8.3</b>	Policy: LEED for Municipal Facilities	Planning Director/Town Engineer	YES	Medium	
<b>Ch3-G.8.4</b>	Encourage LEED in Private Construction	Planning Director/Town Engineer	YES	Medium	
<b>Funding of Capital Improvements</b>					
<b>Ch3-H.1.1</b>	Annual Capital Improvement Plan	Town Manager	Planning Board/Town Council	Ongoing	
<b>Ch3-H.2.1</b>	Seek Grants for Capital Investments	Town Manager	Various	Ongoing	
<b>Ch3-H.2.2</b>	TIF for Capital Improvements	Town Manager	Town Council	Medium	
<b>Ch3-H.2.3</b>	Zoning: Impact Fees for Capital Improvements	Town Manager	Planning Board/Town Council	Short	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
<b>Ch3-H.2.4</b>	Coordinate Municipal Road, Sewer, Water Infrastructure Projects	Town Engineer	Director of Public Works	Ongoing	
<b>Community and Economic Development</b>					
<b>Ch3-I.1.1</b>	Re-establish Economic Development Advisory Committee	Town Manager	Planning Director	Medium	
<b>Ch3-I.1.2</b>	Develop Local “Creative Economy”	Town Manager	Planning Director	Long	X
<b>Ch3-I.1.3</b>	Explore Green Technology Cluster	Town Manager	Planning Director	Medium	
<b>Ch3-I.1.4</b>	Zoning: Commercial Use	Planning Director	Planning Board	Short	X
<b>Ch3-I.1.5</b>	Zoning: Mixed Use	Planning Director	Planning Board	Short	X
<b>Ch3-I.1.6</b>	Wyman Station Property Valuation and Investments	Town Manager	Assessor	Ongoing	
<b>Ch3-I.1.7</b>	Form-Based Codes	Planning Director	Planning Board	Short	X
<b>Ch3-I.1.8</b>	Tax Increment Financing (TIF) to Encourage Growth and Investment	Town Manager	Town Council	Ongoing	
<b>Regional Coordination Strategy</b>					
<b>Ch5-1.1</b>	Shared Municipal Services and Facilities	Town Manager	Town Council	Long	
<b>Ch5-2.1</b>	Royal & Cousins River Watershed Management Programs	Parks and Lands	Planning Director	Long	
<b>Ch5-2.2</b>	Regional Stormwater Collaborative	Town Engineer	ISWG	Ongoing	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
Ch5-3.1	Regional Affordable Housing Plan	Town Manager	YAHl	Long	
Ch5-4.1	Commuter Traffic Management and Infrastructure	Planning Director/Town Engineer	Town Council	Long	
Ch5-4.2	Support Exit 15 Improvements	Town Engineer	Town Council	Ongoing	
Ch5-4.3	Support Exit 17 Improvements	Town Engineer	Town Council	Ongoing	
Ch5-5.1	Explore Extension of METRO	Town Manager	BPSC	Long	
Ch5-5.2	Participate in Commuter Rail Studies	Planning Director/Town Manager	Planning Board/Town Council	Ongoing	
Ch5-6.1	Minimize Impact of Cousins Island Ferry	Planning Director	Town Engineer	Medium	
Ch5-7.1	Reduce marine pollution	Planning Director/Conservation Planner	Harbor and Waterfront	Long	
Ch5-7.2	Shoreline Survey Royal & Cousins River (Regional)	Conservation Planner	Parks and Lands	Long	
Ch5-7.3	With Freeport, Manage Cousins River	Planning Director/Conservation Planner	Planning Board/Parks and Lands	Ongoing	
Ch5-7.4	Casco Bay Pollution Abatement	Conservation Planner	Parks and Lands	Ongoing	
Ch5-8.1	Regional Economic Development Efforts	Town Manager	EDAC	Ongoing	
Ch5-9.1	Regional Land Use Planning Efforts	Planning Director	Planning Board	Ongoing	
Ch5-9.2	Impact of Regional Development	Planning Director	Planning Board	Medium	
Ch5-10.1	Regional Community Recreation Facilities	YCS	Sports and Rec	Ongoing	

## IMPLEMENTATION STRATEGY

Policy Reference	Description of Activity	Primary Responsibility	Primary Support Organization	Time to Implement	Form-Based Codes
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### Support Organizations

**EDAC: Economic Development Advisory Committee**  
**BPSC: Bicycle and Pedestrian Sub-Committee**  
**YAH: Yarmouth Affordable Housing Initiative**  
**YCS: Yarmouth Community Services**  
**ISWG: Interlocal Stormwater Workgroup**  
**DPW: Department of Public Works**  
**YWD: Yarmouth Water District**  
**YES: Yarmouth Energy Savers**  
**PACTS: Portland Area Comprehensive Transportation System**



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## CHAPTER 5. REGIONAL COORDINATION STRATEGY

This chapter of the Comprehensive Plan looks at those areas where there are issues or concerns that extend beyond the municipal boundaries or where a regional approach may be more efficient.

### A. REGIONAL CONTEXT

The Town of Yarmouth is part of the Greater Portland Metropolitan Area. In addition, the Town is part of a number of sub-regional or multi-municipal areas. Yarmouth has a strong historic relationship with the communities of Cumberland, North Yarmouth, and Freeport and is regularly involved in working with those communities on issues of mutual concern. Yarmouth shares a border with these communities, the road network links the communities together, and natural resources overlap the municipal boundaries. The Yarmouth Water District's supply wells are located in North Yarmouth. The Royal River watershed extends through North Yarmouth to the communities further west. Increasingly, Yarmouth's interests are interwoven with these growing rural communities to the west whose residents use Main Street and North Road to get to I-295. The Town also has an important relationship with the new Town of Chebeague Island since the ferry dock that is the principal link to the island community is located in Yarmouth.

Yarmouth is an active participant in regional activities and organizations. The Town recognizes that it is part of a larger region and sees itself in this regional context. Yarmouth is active in the Greater Portland Council of Governments and PACTS, the regional transportation planning organization. The Town is part of the Cumberland County Community Block Grant Program to promote housing rehabilitation. Yarmouth is a strong supporter and contractual partner of the Royal River Conservation Trust. In most areas of activity, the Town is involved with regional approaches and organizations. The following section highlights a number of areas where continued regional cooperation will be advantageous to Yarmouth and the region.

### B. REGIONAL ISSUES AND STRATEGIES

This section identifies regional issues facing Yarmouth and sets out proposed actions for addressing the identified issues:

1. *SERVICE DELIVERY*

Regional or inter-municipal service delivery and/or shared facilities may offer the potential

for reduced costs. At the same time, it raises issues of control, equitable cost-sharing agreements, start-up capital costs, and quality assurance. A strong consideration in Yarmouth when evaluating regional service agreements has been whether such consolidation might significantly diminish Yarmouth's strong sense of community.

Strategy 1.1 – Yarmouth's Town Council should encourage the Town Manager and department heads to pursue sharing services and facilities with surrounding municipalities and Cumberland County on an on-going basis, when regional approaches are mutually financially advantageous and consistent with the community's ideals.

## 2. *STORMWATER MANAGEMENT ON A WATERSHED BASIS*

A number of the watersheds in Yarmouth extend into neighboring communities. What happens in the upstream portions of these watersheds impacts water quality in Yarmouth and the adjacent coastal waters. Issues of stormwater management are best addressed on a regional watershed basis where feasible. The state's stormwater management requirements encourage this approach.

Strategy 2.1 – The Town should work with the other communities in the Royal River and Cousins River watersheds to develop joint watershed management programs including proposed actions to mitigate the impact of new development in these two watersheds.

Strategy 2.2 – The Town should continue to work with communities in the Greater Portland region to develop approaches for managing stormwater quality (see Strategy G.4.1 in Chapter 3).

## 3. *AFFORDABLE HOUSING*

Yarmouth is involved in a number of efforts to expand the supply of affordable housing in the community. A number of other Portland area communities are also involved in various aspects of affordable housing including the other communities along the Route One corridor. However, the housing market really is a regional market and solutions for affordable housing may be better addressed on a regional basis.

Strategy 3.1 – Yarmouth should work other area communities and regional organizations to develop a regional approach for addressing the affordable housing needs of the area. This effort should both seek to locate affordable housing in appropriate locations while assuring that all communities do their "fair share" in this effort (also see Strategy D.6.1 in Chapter 1).

#### 4. *TRAFFIC MANAGEMENT*

Yarmouth functions as a traffic funnel since residents of the communities to the west use Main Street and North Road as connectors to I-295 and Route One. This pass-through commuter traffic creates a growing burden on Yarmouth as these communities continue to grow and more vehicles use village streets as major traffic routes. This problem should be addressed at a multi-community level.

Strategy 4.1 – Yarmouth should work with PACTS, the Maine Department of Transportation, and the communities to the west to study the potential of diverting and better managing commuter traffic and creating a regional mechanism for funding improvements (see Strategy A.4.2 in Chapter 3).

Strategy 4.2 – Yarmouth should continue to support efforts by the Maine Department of Transportation to reconfigure the Exit 15 interchange to allow northbound traffic to get on I-295 at this location to reduce the need to use Route One to access I-295 northbound at Exit 17 (see Strategy A.1.2 in Chapter 3).

Strategy 4.3: The Town should continue to support efforts to reconfigure the Exit 17 Interchange to improve traffic flow and safety while creating an attractive gateway for Yarmouth as set forth in the Route One Gateway Plan (see Strategy A.1.3 in Chapter 3).

#### 5. *TRANSPORTATION ALTERNATIVES*

Yarmouth is essentially an auto-centric community when it comes to regional travel. There are virtually no alternatives to the use of private vehicles for commuting or other purposes. The extension of METRO fixed route bus service to Falmouth and ongoing studies of the potential for commuter rail service between Portland and Brunswick may create the potential for future transportation alternatives.

Strategy 5.1: Yarmouth should explore the extension of METRO service (see Strategy A.3.1 in Chapter 3).

Strategy 5.2: The Town should participate in the studies of possible commuter rail service (see Strategy A.3.2 in Chapter 3).

#### 6. *CHEBEAGUE ISLAND ACCESS*

The primary access to Chebeague Island is via ferry and barge service from a dock and landing on Cousins Island. In the past, the location and operation of this facility has generated concerns about its impact on Yarmouth especially in terms of the residential

neighborhood adjacent to the ferry dock and traffic “rushing” to catch a ferry. The Town should continue to work with the ferry service and the Town of Chebeague Island to reduce the impact of this facility on Yarmouth residents.

Strategy 6.1 – Yarmouth should continue to work to minimize the impacts of the Chebeague ferry facility and support improvements to do this (see Strategy F.3.7 in Chapter 3).

## 7. *MANAGEMENT OF MARINE RESOURCES*

The community’s marine resources are impacted by a variety of activities many of which do not occur within the Town of Yarmouth. Sound management of these resources requires that Yarmouth cooperate with both state agencies and neighboring towns.

Strategy 7.1 – The Town should work with state agencies and other communities to develop a plan to identify and eliminate pollution sources that impact the clam flats (see Strategy F.1.1 in Chapter 3).

Strategy 7.2 – The Town should work with neighboring communities to conduct shoreline surveys and reduce sedimentation of the harbor (see Strategy F.3.4 in Chapter 3)

Strategy 7.3 – The Town should coordinate with Freeport to manage the Cousins River.

Strategy 7.4 – The Town should continue to actively participate in organizations working to address pollution in Casco Bay (see Strategy G.7.3 in Chapter 3).

## 8. *ECONOMIC DEVELOPMENT*

Yarmouth is part of the Greater Portland economic area. Many Yarmouth residents commute to jobs in other communities while many of the people who work in Yarmouth live outside of town. Due to land availability, there is limited potential for economic growth within Yarmouth. This reinforces the community’s interdependency with the larger region.

Strategy 8.1 – Yarmouth should support and actively participate in regional economic development organizations to foster a sound regional economy.

## 9. *LAND USE PLANNING*

Yarmouth influences and is influenced by its neighboring communities. Route One and I-295 link Yarmouth to Falmouth, Cumberland, and Freeport. Development in the communities to the west influences the livability of Yarmouth Village. The land use

decisions of the various communities can have implications that extend beyond their municipal boundaries.

Strategy 9.1 – Yarmouth should coordinate its land use strategies with other local and regional land use planning efforts.

Strategy 9.2 – Yarmouth should work with GPCOG and the towns to the west including North Yarmouth and Pownal to develop a regional approach for minimizing the impact of development on Yarmouth Village.

#### 10. *RECREATIONAL RESOURCES*

Many of Yarmouth’s residents use recreational facilities that are located in nearby communities such as the Casco Bay YMCA in Freeport and golf courses in Cumberland and Freeport.

Strategy 10.1 – The Town should continue to support the provision of community recreational facilities on a regional basis.



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## CHAPTER 6 CAPITAL INVESTMENT STRATEGY

The capital investment strategy is intended to assist the Town in planning for the capital facilities needed to service the anticipated growth and development in the community in a manner that manages the fiscal impacts of these projects. The Town of Yarmouth has an ongoing capital planning and budgeting system that addresses the community's on-going needs for capital facilities. The results of that process have been incorporated into this Comprehensive Plan.

### A. CAPITAL IMPROVEMENT PROGRAM

The Town conducts an annual capital planning process as provided for in the Town Charter. That occurs on a parallel track to the Town's operating budget development. The Town's Capital Improvement Program (CIP) is prepared annually by the Planning Board in consultation with the Town Manager and members of the Town Council. Each year, the Manager solicits proposed capital projects from operating departments and boards and commissions. The capital needs are evaluated, projects are given a priority and a plan of proposed capital spending prepared. The annual CIP looks at the Town's capital needs for a five year time frame including a proposed capital budget for the current year that is incorporated into the budget deliberations on the operating budget. The CIP is reviewed and adopted by the Town Council. The CIP attempts to balance the Town's needs for investment in capital facilities with the Town's ability/desire to pay for these investments. While the Town does not have a formal policy that addresses capital investments within designated growth areas, most of the community's capital investments are made and will continue to be made within the designated Growth Area identified in the Future Land Use Plan in Chapter 2.

The School Department conducts a similar long range planning process for investments in the department's facilities. The capital projects proposed for the community's school facilities should be incorporated into the Town's CIP process to ensure that the efforts are coordinated.

The Town's most recent Capital Improvement Program (CIP) covers Fiscal Years ending 2010-2014. This CIP was included as part of the 2010-2011 budget. A copy of the July 1, 2010-June 30, 2014 CIP is included in the appendix. The CIP addresses both short term capital equipment needs including replacement and longer term facility needs.

## **B. PROJECTS NECESSARY TO ACCOMMODATE PROJECTED GROWTH**

The on-going Capital Improvement Program attempts to balance the capital investment needs of the community with the community's ability/willingness to pay for these improvements. As a result not all projects are able to be accommodated in the current CIP and some must be deferred. The continued growth of Yarmouth will require that the Town continue to invest in its capital facilities to provide the capacity to serve the community. While most of the Town's routine capital needs are addressed through the annual capital planning and budgeting process, there are some major expenditures that are not addressed in the current/proposed CIPs:

As a result of major capital projects over the past decade, most of the Town's infrastructure has been modernized and expanded. This will allow the community to absorb the projected level of population and economic growth without the need for major investments in capital facilities for most aspects of both municipal government and the education system. This Plan identifies three areas where significant municipal capital investments may still be needed:

- modernization and expansion of the Public Works garage
- expansion of the North Road Fire Department complex
- improvements to the sewer system to reduce the amount of infiltration and inflow into the system during wet weather conditions, and on-going reinvestment in pumps, motors, pipes, and mechanical processing equipment.

Improvements to the sewer system are funded on an ongoing basis to maintain and expand the capacity of the sewer system. The need for improvements to the Public Works Garage and the Fire Department complex are recognized as needs in the current CIP but are not proposed for funding within the five-year plan.

This Plan also recognizes the need for dredging to maintain the harbor. The lead-time for this project is substantial including the need to find an appropriate site for the disposal of the dredge spoils. This planning process is recognized in the current CIP.

## **C. IMPLEMENTATION OF FORM-BASED CODES**

The Plan proposes that the Town explore converting from its current zoning format to Form-Based Codes on a town-wide basis. This transformation will require that the Town undertake extensive background work to document existing development patterns in the various areas of the community and develop the "regulating plan" that will serve as the basis for the code. If the Town embarks on the process of Form-Based Codes, the Council will need to provide funding for this work through the operating or capital budget.

## D. OTHER CAPITAL PROJECTS NECESSARY FOR IMPLEMENTATION

This Comprehensive Plan calls for capital investments in a number of other areas. Many of the projects involve investments in improving the quality of life in the community. The following is an overview of those projects:

### 1. *VILLAGE CENTER IMPROVEMENTS*

This Plan calls for investment in the Village Center to develop design standards and to improve parking (see Strategy C.2.1 and Strategy C.6.1 in Chapter 1). Funding for these activities is not addressed in the current CIP, and will need to be considered in future CIPs.

### 2. *HISTORICAL SURVEY AND GUIDELINES*

The Plan proposes additional work to identify historic properties and create a catalogue of historic design elements (see Strategy E.1.1. and Strategy E.2.1 in Chapter 1). Funding for this work is not currently addressed and will need to be addressed in future CIPs.

### 3. *ROUTE ONE IMPROVEMENTS*

The Plan proposes developing an overall plan for the Route One corridor and reviewing and updating the current design guidelines (see Strategies F.1.2 and F.1.4 in Chapter 1). It also anticipates traffic and streetscape improvements in the corridor (see Strategy F.1.5 in Chapter 1). While the current CIP recognizes this need, there is no funding currently allocated for this work. Funding for the planning and guidelines will need to be considered in future CIPs. Funding for road and streetscape improvements will most likely come from a combination of local and state funding.

### 4. *GREEN INFRASTRUCTURE AND OPEN SPACE*

The Plan proposes that the Town develop a “Green Infrastructure Plan” that addresses the Town’s priorities for investments in a wide range of areas including parks, open space, farmland, tree planting and maintenance, etc. (see Strategy G.2.1). The Plan also includes a focus on developing management plans for the Town’s conservation land together with selective acquisition of additional land (see Strategies G.4.1 and G.3.1 in Chapter 1). While the CIP recognizes these needs, it provides little funding for new acquisitions. Funding will need to be considered in future CIPs. The annual operating budget currently carries funding for stewardship and small property improvement projects such as trail work, erosion control, signage, and invasive species management.

#### 5. *PEDESTRIAN AND BICYCLE FACILITIES*

A major focus of the Plan is on improving the Town's pedestrian and bicycle facilities and providing universal accessibility to public facilities (see Strategies A.2.1 – A.2.4 and F.4.1 in Chapter 3). These needs are recognized in the CIP but no funding is provided for projects in the five-year planning period. Funding will need to be considered in future CIPs.

#### 6. *RECREATION FACILITIES*

The Plan proposes continued implementation of the 2000 Athletic Facilities Plan and work on playgrounds in conjunction with the School Department (see Strategies B.1.1 and B.1.2 in Chapter 3). The CIP also recognizes these needs but provides limited funding for projects other than the maintenance of existing facilities. Funding will need to be considered in future CIPs. The Town should also continue to seek opportunities for collaborative projects such as the partnership with NYA for development of fields off Sligo Road.



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## PART C: APPENDICES

Appendices A through D are physically included in the Comprehensive Plan document. Appendices E through H can be obtained from town hall or can be accessed online at the town's website [www.yarmouth.me.us](http://www.yarmouth.me.us).

Appendix A. Overview of the 1993 Comprehensive Plan

Appendix B. Public Involvement in the Planning Process

Appendix C. Past Planning Activities

Appendix D. Updated Inventories

Appendix E. Community Survey (*online only*)

Appendix F. Yarmouth Land Stewardship Plan (*online only*)

Appendix G. Royal River Corridor Study (*online only*)

Appendix H. Route One Corridor Study – Phases I & II (*online only*)

Appendix I. 2000 Athletic Fields Plan (*hard copy in Town Hall*)



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## APPENDIX A. OVERVIEW OF THE 1993 COMPREHENSIVE PLAN

In 1993, the Town adopted a comprehensive plan for the community. That plan was prepared following a period of rapid residential growth during the mid and late 1980s, the economic downturn of the early 1990s, and the reduction in the share of the property taxes paid by the Wyman power station. The 1993 Plan summarized the Town's situation as:

*The challenges of the 1990's are clear: maintain and improve environmental quality and preserve the Town's unique historic character while accommodating growth and promoting economic diversity.*

### A. MAJOR ISSUES IN 1993

The 1993 Comprehensive Plan identified fourteen major issues facing Yarmouth:

1. Yarmouth's population grew significantly in the 1980's, and is expected to continue to grow during the next ten years.
2. The character of Yarmouth's village should be maintained.
3. Yarmouth may become more suburban in character, if the rural areas of the Town become more developed.
4. There is a need for affordable housing in Yarmouth.
5. Recent growth has negatively impacted Yarmouth's natural resources.
6. Yarmouth's islands are vulnerable ecosystems that require varying degrees of protection.
7. Yarmouth's open space and recreation areas should be preserved before they are lost to development.
8. Route One development should be compatible with Yarmouth's community character.
9. Traffic is increasing on Main Street, Route One, and other major roads.
10. Public access to the waterfront should be increased, and the presence of marine-dependent uses in Yarmouth's water oriented commercial zone should be maintained.

11. The quality of Yarmouth’s educational services should continue to improve.
12. Additional space is needed to address current and future overcrowded conditions of several municipal facilities.
13. The cost of municipal sewer, water, and solid waste facilities and services will be a major expense in future years.
14. Yarmouth may need to expand its tax base, as its industrial tax revenue declines.

## **B. KEY POLICY DIRECTIONS**

The 1993 Comprehensive Plan set out an extensive set of policies to guide the growth and change in Yarmouth. The following summarize the key policy directions or themes from the Future Land Use Plan and the Goals and Objectives sections:

### *MONITOR AND CONTROL THE AMOUNT OF RESIDENTIAL GROWTH*

The Plan proposed that the Town monitor the amount and pattern of development and take steps to limit residential development if the Town was growing too fast.

### *DIRECT MOST OF THE RESIDENTIAL GROWTH TO THE MDR DISTRICT IN AND AROUND THE VILLAGE AND THE EAST MAIN STREET AREA*

The Plan proposed a range of activities including revising the zoning requirements in the MDR District to allow the remaining vacant-developable land to be used efficiently, creating a new Village Residential zone, and establishing a Transfer of Development Rights (TDR) program to allow development to be transferred from rural areas to the MDR district.

### *DISCOURAGE RESIDENTIAL DEVELOPMENT IN RURAL AREAS TO MAINTAIN THE RURAL CHARACTER*

In addition to the TDR program, the Plan proposed that the Town acquire valued lands including conservation easements/development rights and encourage the use of cluster development in these rural areas.

*ACCOMMODATE/ENCOURAGE GOOD QUALITY COMMERCIAL GROWTH AND DEVELOPMENT TO EXPAND AND DIVERSIFY THE TAX BASE*

The Plan proposed that the Town become active in promoting economic growth and development and that the zoning in existing commercial areas be revised to better accommodate commercial growth including the Exit 17 area, the Black Ash Pit (now Forest Falls Drive), and the southern end of Route One. In addition, the Plan proposed that the Town ensure that new development in the commercial areas is visually appealing and “in character” with the community. The plan also proposed allowing more opportunities for home occupations/cottage industries.

*MAINTAIN THE CHARACTER OF YARMOUTH’S VILLAGE*

In addition to creating a Village Residential zone, the Plan proposed revising the standards for the Village District along Main Street to avoid “over commercialization” and retain residential uses, preserving historically significant buildings, and improving off-street parking to service Village businesses.

*PROTECT YARMOUTH’S UNDEVELOPED SHORELINE*

The Plan proposed revising the treatment of pre-existing substandard subdivisions on the islands and re-evaluating the potential for extending public sewerage to Cousins and Littlejohn Islands. The Plan also proposed updating the Town’s shoreland zoning and other natural resource protection requirements.

*INCREASE PEDESTRIAN AND BICYCLE ACCESS THROUGHOUT THE TOWN*

The Plan proposed developing a master plan for sidewalks including improved pedestrian and bicycle linkages throughout the Town and establishing priorities for these improvements. The Plan proposed creating a pedestrian trail system throughout town.

*PROMOTE THE CONSTRUCTION OF AFFORDABLE HOUSING*

The Plan proposed reducing the lot sizes for single-family homes and for accommodating multiplex developments with up to 16 units in certain areas. It also proposed creating an “Affordable Housing Overlay District”, waiving fees for

affordable housing projects, and providing incentives to allow elderly residents to remain in their homes.

*EXPAND RECREATIONAL FACILITIES AND OPEN SPACE INCLUDING PUBLIC ACCESS TO THE WATER*

In addition to the TDR proposal discussed above, the Plan proposed that the Town undertake a program to identify and acquire highly valued open space, improve parking at existing water access points and explore creating others, development management plans for existing open space and forest land, and expand recreational facilities.

### **C. IMPLEMENTATION OF THE 1993 COMPREHENSIVE PLAN**

The 1993 Comprehensive Plan set out an extensive implementation strategy to carry out the policies of the Plan. The Town has made good progress in implementing many of the recommendations of the Plan. In addition, with the passage of time, some of the proposals became less relevant to emerging conditions. This section provides a summary of the Town's progress in implementing the key policy directions discussed in B (above).

*MONITOR AND CONTROL THE AMOUNT OF RESIDENTIAL GROWTH*

The rate of residential development slowed after 1993, and the Town has not needed to take any direct actions to control/limit residential development.

*DIRECT MOST OF THE RESIDENTIAL GROWTH TO THE MDR DISTRICT IN AND AROUND THE VILLAGE AND THE EAST MAIN STREET AREA*

The Town has not implemented many of these proposals including revising the zoning requirements in the MDR District, creating a Village Residential District, nor establishing a Transfer of Development Rights (TDR) program.

*DISCOURAGE RESIDENTIAL DEVELOPMENT IN RURAL AREAS TO MAINTAIN THE RURAL CHARACTER*

Since 1993, the Town has acquired a significant amount of open space primarily in rural areas. The land use regulations encourage the use of cluster development for subdivisions (especially those in excess of twenty acres) in these rural areas.

*ACCOMMODATE/ENCOURAGE GOOD QUALITY COMMERCIAL GROWTH AND DEVELOPMENT TO EXPAND AND DIVERSIFY THE TAX BASE*

The Town created an economic development committee that was active in promoting economic growth and development and established an Economic Development Fund with a dedicated revenue source. This group maintains regular contact with the current owners of the Wyman Station. Some of the commercial zoning has been revised including the Black Ash Pit (Forest Fall Drive), the southern end of Route One, the Bridge Street area, and the Even Keel Road area. The Town created a development district and TIF agreement to support the DeLorme development. The Town studied the Exit 17 area but did not revise the zoning in that area. The Town developed Route One Design Guidelines to ensure that new development in the corridor is visually appealing. The Town has revised its provisions for home occupations.

*MAINTAIN THE CHARACTER OF YARMOUTH'S VILLAGE*

While the Town has not created a Village Residential zone, it did revise the standards for the Village District along Main Street to avoid "over commercialization" and retain residential uses, and created a Village II District for the Marina Road/East Main Street area. Some progress has been made on preserving historically significant buildings. Little progress has been made on improving off-street parking to serve Village businesses.

*PROTECT YARMOUTH'S UNDEVELOPED SHORELINE*

The Town revised the treatment of pre-existing substandard subdivisions on the islands. The Town updated the shoreland zoning ordinance and is in the process of doing that again. The Town undertook a study re-evaluating the potential for extending public sewerage to Cousins and Littlejohn Islands. It concluded that this

is not economically feasible and the provision of sewers would simulate development on the island which is not desired.

*INCREASE PEDESTRIAN AND BICYCLE ACCESS THROUGHOUT THE TOWN*

The Town has made significant progress in this area. Significant effort and funding has gone into the development of the Beth Condon pathway along Route One. Some planning for sidewalks including improved pedestrian and bicycle linkages throughout the Town has occurred and is ongoing but a formal “Master Plan” has not been developed.

*PROMOTE THE CONSTRUCTION OF AFFORDABLE HOUSING*

The Town revised the treatment of multiplex housing but has not reduced the lot sizes for single-family homes in certain areas as proposed. The Town created an “Affordable Housing Overlay District” allowing the construction of an affordable senior housing project but those provisions have now lapsed. The Town created a program to provide property tax relief for lower-income elderly residents to remain in their homes but that program was discontinued due to legal concerns.

*EXPAND RECREATIONAL FACILITIES AND OPEN SPACE INCLUDING PUBLIC ACCESS TO THE WATER*

Since 1993 the Town has significantly expanded its recreational facilities and acquired additional open space. It has also worked to improve the existing points of public access to the water including the Town Landing and Madeline Point boat launch. The Town is in the process of developing management plans for existing town-owned open space and recreational facilities.



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## **APPENDIX B. PUBLIC INVOLVEMENT IN THE PLANNING PROCESS**

The preparation of this Comprehensive Plan was overseen by the Comprehensive Plan Update Steering Committee. This committee was comprised of 10 members who were appointed by the Town Council to represent the diversity of the community. The members included representatives from the Town Council and Planning Board as well as other community interests. The Steering Committee undertook a number of activities to involve the broader community in the planning process. This chapter summarizes the major public involvement activities.

### **A. COMMUNITY VISIONING SESSION**

Early in the planning process, the Steering Committee held a half-day workshop to develop the beginnings of a Vision for the future of Yarmouth. The session was held on a Saturday morning and was attended by over fifty members of the community including a number of people who were active in the subcommittees that had begun working on the plan (see below). Participants were asked to identify why they live in Yarmouth and what contributes to the community's identity. Small groups looked at the issues of population diversity, the Village, economic development and the Route One corridor, and open space and natural resources. The results of the visioning session were used to develop the questionnaire used in the community survey.

### **B. WORKING SUBCOMMITTEES**

The Town established five working subcommittees to assist the steering committee:

- Arts and Historical Resources
- Housing and Land Use
- Economy and Finance
- Natural Resources and Open Space
- Transportation and Municipal Services

The subcommittees contributed to the planning process in three primary ways:

1. Early in the process, the subcommittees were asked to identify the issues that needed to be addressed in the new Comprehensive Plan in terms of their areas of interest.
2. The subcommittees reviewed and critiqued the initial updates of the inventory sections prepared by the Greater Portland Council of Governments. Their role included

reviewing the completeness and accuracy of the information as well as suggesting other information and information sources that should be included in the inventories.

3. The subcommittees reviewed drafts of the policy and future land use sections and provided feedback to the Steering Committee.

## C. COMMUNITY SURVEY

To ensure that the views of the entire community were represented in the planning process the Steering Committee conducted a mail survey of all Yarmouth households and businesses. The survey was conducted for the Town by Market Decisions, Inc., a professional survey research firm. The survey instrument used during the course of this survey was developed in collaboration with the Town of Yarmouth Comprehensive Plan Steering Committee and Planning Decisions. The survey instrument was designed to assess the views and opinions of residents and businesses on a range of issues important to the Town of Yarmouth. These included questions on several topic areas:

- Main Street and the Village Center
- Route One as a Whole
- Route One Between DeLorme and Casco Bay Ford
- Housing and Residential Uses
- Transportation
- Open Space
- Environment
- Consolidation of Services
- Historic Properties
- Resident Demographics
- Additional Comments

The target population for this research consisted of all residences and businesses in the Town of Yarmouth. The sample used in this research study was generated from two sources. The resident sample was developed from the United States Postal Service Resident Occupant List. The sample of businesses was provided by the Town of Yarmouth. A survey was mailed to all residences and businesses included in these two lists.

A reminder card was sent to each respondent one week later. A total of 3,952 survey packets were sent. 915 residents and 44 businesses completed and returned surveys. Among residents, the survey response rate was 25%. The data was weighted to adjust for non-response and also to match the profile of residents by their age and gender.

## D. SUMMARY OF THE SURVEY RESULTS

The following sections summarize the results of the community survey by topic. The entire report of the community survey including the detailed responses to each question is included in the appendices.

### *MAIN STREET AND VILLAGE CENTER*

A major focus of the community has been on maintaining Main Street as a vibrant, mixed-use area that includes residential uses, community uses, and commercial activities including retail businesses, services, and professional offices, a series of questions were asked about how best to meet these goals.

Several actions the Town could take to guide future development of the Main Street area were presented to respondents. Residents strongly support the following actions:

- Maintain a mix of residential uses and businesses on Main Street.
- Adopt standards for new buildings, renovations or enlargements along Main Street that require that the design conform to the village character.

Residents also expressed mild support for the following actions:

- Provide more flexibility for the owners of homes near Main Street for residential changes such as adding an apartment.
- Provide more flexibility for the owners of homes near Main Street for using part of the house as an office.
- The Town should allow existing buildings that are not designated historic properties to be replaced by new buildings that can include retail uses as long as the building is compatible with the village character and includes some residential use.
- The Town should revise the zoning requirements to make it easier for new small-scale commercial uses (such as retail shops, services, and professional offices) to locate along Main Street.

The businesses that residents strongly support for possible inclusion in the Village Center are:

- Restaurant
- Coffee shop

There is mild support for inclusion of the following in the Village Center:

- Small grocery store
- Office and professional building
- Personal services such as hair, nails, or massage
- Bank/credit union

- Bed and breakfast inn

The types of businesses residents strongly oppose are:

- National restaurant or pharmacy chain
- Fast food restaurant.
- Light manufacturing
- Gasoline or convenience store

### *HISTORIC PRESERVATION*

Over the years there has been a lot of discussion about the protection and preservation of historic properties in Yarmouth. Much of this discussion has focused on maintaining the exterior appearance and character of buildings, and several policies regarding the preservation of historic properties were presented to residents in the survey. There was mild support for the following policies:

- The Town should establish guidelines on the design of renovations or additions or other changes to the exterior appearance of historic properties. These would be recommendations for the design but not mandatory.
- The Town should regulate the exterior appearance of renovations to designated historic properties to ensure that they maintain the character of the historic building.
- The Town should regulate the exterior appearance of additions to designated historic properties to ensure that they maintain the character of the historic building.
- The Town should establish a historic district with standards for maintenance renovation, and enlargement of designated historic buildings requiring review/approval by the Town of all changes to the exterior.

There was mild opposition to the policy that the protection of historic properties would be left up to the property owners and the Town would not be involved in regulating what these owners can or cannot do with the exterior appearance of their properties.

### *ROUTE ONE*

Respondents were asked to indicate their level of support for businesses along Route One as a whole. Residents strongly support the addition of the following types of businesses along Route One:

- Restaurant
- Coffee shop
- Office or professional building
- Research and development facility

There is mild support for the following types of businesses:

- Small grocery store
- Small hardware store
- Retail store
- Specialty or outlet retail store
- Personal services such as hair, nails, or massage
- Bed and breakfasts or small motel
- Bank/credit union
- Day care center
- Nursing home/assisted living
- Private school

There is strong opposition to the following types of businesses:

- National chain hotel
- Fast food restaurant
- Fast food restaurant with a drive thru
- National restaurant chain

The inclusion of an auto dealership along Route is mildly opposed by residents.

Respondents were presented several development scenarios specifically about the area along Route One between DeLorme and Casco Bay Ford. Residents strongly supported the following scenarios:

- A business park with office, professional, and research businesses similar to DeLorme.
- A mixed-use development with a business park along Route One, housing in the middle of the property, and open space with public access along the Cousins River.

There is mild support for creating a mixed-use village with small-scale retail, office, and service uses and residential uses similar to the village center along Main Street.

Residents strongly oppose development consisting of larger-scale retail uses such as a supermarket, shops, or a department store subject to the 55,000 square foot size limit enacted by the Town. There was mild opposition to the development of a mixed-use village with small-scale retail, office, and service uses and residential uses similar to the village center along Main Street.

#### *HOUSING AND RESIDENTIAL DEVELOPMENT*

Respondents were presented with a number of Town policies to help provide affordable housing. Residents strongly support affordable housing for the elderly and young families and mildly support assisted living for senior and handicapped residents.

When asked what actions they would support to fund affordable housing, residents indicated strong support for working to obtain grants or other funding to underwrite the cost of developing affordable housing.

The following actions to fund affordable housing found mild support among residents:

- Giving owners of older homes in the Village area more flexibility to create additional units in their homes as long as the property retains its residential character.
- Requiring developers to either include affordable housing in any new development or to pay a fee into an affordable housing fund.

Residents are mildly opposed to using Town funds from taxes or bonds to develop affordable housing.

A major issue in thinking about the future of Yarmouth is residential development. While much of the Town is “built-out”, there still are possibilities for residential development and redevelopment. Respondents were asked several questions regarding their opinions on development. Residents mildly support the following:

- All new subdivisions outside of the village residential areas should be required to set aside a portion of the land as open space for the residents of the subdivision.
- Allowing smaller lots if a substantial portion of the property will be preserved as open space (in areas served by public sewerage and water).
- Allowing smaller lots if the subdivision will preserve significant scenic views identified by the Town (in areas served by public sewerage and water).
- Allowing smaller lots if the subdivision will preserve designated historic buildings or sites (in areas served by public sewerage and water).

#### *TRANSPORTATION*

The survey assessed opinions on several transportation issues. Residents strongly support the following transportation actions:

- The Town should continue to expand the pedestrian and bike pathway system to other areas of town when the path on Route One (Beth Condon Pathway) is completed.
- The Town should require sidewalks in all subdivisions.
- The Town should require that subdivisions provide pedestrian and bicycle connections between residential neighborhoods.

Residents are mildly supportive of the following:

- The Town should require streets in new subdivisions to connect to existing roads where possible.
- If Amtrak service is extended to Brunswick, it is very important that there be a train station in Yarmouth even if there is a station in Freeport.

There was mild opposition to allowing the layouts of streets to be left up to the developer as long as it provides safe access to the subdivision.

#### *OPEN SPACE PRESERVATION AND ENVIRONMENTAL ISSUES*

Preserving open space has been an important goal of the Town and a number of questions on how best to preserve, acquire, and manage open space were asked. Residents strongly support the following:

- The Town acquiring more open space
- The Town acquiring more shorefront access
- The Town managing and improving the open space and conservation lands that it already has
- The Town requiring developers to preserve some portion of future developments as open space
- Providing trails, sidewalks and roadways to connect neighborhoods and open spaces in the Village
- Stricter requirements for protecting wildlife habitats
- Requiring or encouraging “green” building practices such as attention to energy efficiency, indoor environmental quality, durable materials and minimum impact on natural resources

There is mild support among residents for:

- The Town placing a higher priority on managing and improving the open space and conservation lands rather than acquiring new open space
- Improving parking and shorefront access at Town owned mooring sites and beaches.
- Protecting land along the Royal River north of East Elm Street and providing additional public access in this area
- Stricter requirements for protecting wetland areas

## *REGIONALIZATION OF SERVICES*

Among future actions the Town could take regarding consolidation of services and facilities, there is strong support among residents that the Town should actively explore all possible approaches for inter-municipal cooperation for service delivery while there is mild support for the Town considering regional approaches only if there are significant cost savings for Yarmouth residents. There was strong opposition to the statement that the Town should not consider regional approaches even if it costs more for the Town to do things by itself.

## **E. COMMUNITY FORUMS**

The Steering Committee held a series of community forums to follow-up on six topics that emerged from the community survey. The six topics were:

- The Route One Commercial Corridor
- Main Street/Village Center
- Historic Preservation
- Residential Development
- Open Space
- The Pattern of Streets

The purpose of the forums was to explore the public's views on these topics and to get feedback on possible approaches for addressing them in the new Comprehensive Plan. The forums were held on weekday evenings and on Saturday mornings to allow for participation by different people. Each topic was discussed at two forums, one during the week and one on a Saturday. The feedback from the community forums was used by the Steering Committee to develop the first draft of the community and land use policies that form the core of this Plan.



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## APPENDIX C. PAST PLANNING ACTIVITIES

The Town of Yarmouth has an active, on-going planning program that regularly undertakes studies relating to current issues facing the community. In addition, the Town regularly reviews and updates its land use regulations. For example, the Town recently adopted revised zoning provisions for accessory dwelling units and updated the Town's shoreland zoning requirements to conform to changes in state provisions.

Following the adoption of the 1993 Comprehensive Plan, the Town took steps to implement many of the plan's recommendations. Since the mid-1990s, the Town has undertaken numerous short-term and long-term planning activities. The following is a summary of some of the major plans and studies undertaken since 1993 that are not otherwise included in the appendices.

### *2009 ROUTE ONE CORRIDOR STUDY: PHASE II*

This study looks at the portion of the Route One road network from approximately Exit 17 to the bridge over the Royal River. Key recommendations include installation of a series of roundabouts at locations where traditional signalized intersections are located, pedestrian network improvements and a landscaping plan for the streetscape.

### *2006 WASTEWATER TREATMENT FACILITY EVALUATION REPORT (WRIGHT-PIERCE)*

This study looks at the condition and capacity of the Town's sewage treatment plant and necessary improvements.

### *2006 MASTER PLAN FOR THE YARMOUTH WATER DISTRICT (WRIGHT-PIERCE)*

This study looks at the existing infrastructure conditions and future projected demands through 2015, and identifies necessary improvements.

### *2005 ROUTE ONE CORRIDOR STUDY: PHASE I*

This study looks at a portion of the Route One road network from approximately DeLorme to just south of Exit 17, and includes recommendations for improvements to intersections and traffic circulation.

### *2005 GROUNDWATER EVALUATION LITTLE JOHN ISLAND (DRUMLIN ENVIRONMENTAL, LLC)*

This study evaluates groundwater conditions on Little John Island in Casco Bay. It provides the Town with a baseline evaluation of water quality and yield to determine potential future impacts of new development, seasonal conversions, road construction etc.

*2004 MADELINE POINT MASTER PLAN STUDY (BAKER DESIGN CONSULTANTS)*

This report explores improvement/development options that support the Harbor Committee's desire to improve waterfront access and to support the adjacent Town mooring field. This is consistent with the 1993 Town Comprehensive Plan to increase and improve public access to the water.

*2004 EXIT 17 STUDY (EDAC)*

The Economic Development Advisory Committee (EDAC) developed a series of potential development scenarios for the Exit 17 area. It concludes that the potential tax benefits from commercial development of the Exit 17 area are not large enough to attract public interest primarily for tax reasons. There was no evidence of a mandate for the Council to take control of Exit 17 development by either acquisition or major rezoning.

*2004 WASTEWATER TREATMENT FACILITY*

This report provides a comprehensive evaluation of the Town's Wastewater Treatment Facility and selected portions of the Town's wastewater collection system. The fundamental goal of the analysis was to maintain wastewater treatment capacity to meet current and future discharge permit limits, while retaining the capacity for future growth in the Town.

*2000 FEASIBILITY EVALUATION FOR ON-SITE WASTEWATER DISPOSAL COUSINS AND LITTLE JOHN ISLANDS (DRUMLIN ENVIRONMENTAL LLC)*

The purpose of this study was to examine current wastewater disposal practices on Cousins and Littlejohn Islands, in order to assess the impact of on-site wastewater disposal on the island environment and to evaluate the feasibility of continuing this practice in the future.

*2000 LOCAL WASTEWATER DISPOSAL OPTIONS (DRUMLIN ENVIRONMENTAL, LLC AND ALBERT FRICK ASSOCIATES)*

The purpose of this study was to investigate the feasibility of clustered subsurface wastewater disposal systems in three areas of Cousins and Little John Islands where individual wastewater disposal potential was the most restricted.

*2000 PRATT'S BROOK PARK MANAGEMENT PLAN (YARMOUTH CONSERVATION COMMISSION)*

This study creates a management plan providing a vision for the future management of Pratt's Brook Park. The recommendations are based upon an understanding of historic land uses, natural resources, and current use patterns. It recognizes the need to provide recreational opportunities for the citizens of Yarmouth and explores conflicts, evaluates options and recommends actions to deal with those conflicts.

*1999/2000 ATHLETIC FACILITIES NEEDS ANALYSIS*

This study looks at the need for improved/expanded athletic facilities throughout the Town.

*1999 ROUTE ONE CORRIDOR DESIGN GUIDELINES (TERRENCE J. DEWAN & ASSOCIATES)*

This work led to the adoption of a document outlining design guidelines and contemporary planning concepts for development along US Route One in Yarmouth.

*1998 PRELIMINARY DESIGN OF SEWER COLLECTION SYSTEM FOR COUSINS, LITTLEJOHN ISLANDS AND OTHER UNSEWERED AREAS (WRIGHT-PIERCE)*

The study included the preliminary design of sewer layouts for unsewered areas of Yarmouth in response to actual and projected increase of population served by public sewers. The report determined the means and methods to sewer remaining undeveloped land creating a master plan for future infrastructure improvements in these areas.

*1998 SUMMARY OF FINDINGS AND YARMOUTH BUSINESS VISITATION PROGRAM (EDAC, YARMOUTH CHAMBER OF COMMERCE)*

This is a program initiated in an effort to support and strengthen existing local businesses. Objectives of the program included: identifying and resolving common business problems; retaining businesses and jobs; helping expand existing businesses and create jobs; increasing communications between businesses, local community, and state government; planning for Yarmouth's short and long-term economic growth; connecting businesses with the resources they need to grow and thrive; and, complimenting the extensive economic development efforts and programs underway.

*1996 COMPREHENSIVE PLAN UPDATE – YARMOUTH & N YARMOUTH WATER DISTRICT (EARTH TECH)*

The plan update was done to develop the improvements which would be necessary to maintain adequate water supply, system pressure, fire protection and system storage for the customers of the Yarmouth Water District through the year 2015.



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## APPENDIX D. UPDATED INVENTORY

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# POPULATION

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## SUMMARY

- During the 1990's, Yarmouth grew more slowly than Cumberland County or neighboring towns. 1,094 new residents are projected between 2000 and 2020, an average of 13% or roughly 55 new residents per year, which is slightly lower than Cumberland County's overall growth rate for the same period. The projected population of Yarmouth in 2010 is 8,857.
- Aging of the population will continue to be a dominant demographic trend. Yarmouth is gaining a higher share of baby boomers and losing a greater share of young people than the county or state.
- Families comprise two thirds of Yarmouth's households; however, the fastest growing group is people living alone, particularly the elderly.
- At the same time that Yarmouth's population will be aging, the Town will continue to see a decline in school-age students. The Maine State Planning Office (SPO) projects that Yarmouth's school enrollments will continue to decline through 2016, with a slight increase in 2017, so that by 2017, there will be 294 fewer students in the system than in 2003, a total reduction of approximately 20%.
- Yarmouth households earn the 7<sup>th</sup> highest median income in the state, with one in four earning more than \$100,000 per year
- With more than half of Yarmouth adults attaining a bachelor's degree or higher, Yarmouth is the third most educated town in the state.

## INTRODUCTION

The comprehensive plan establishes a framework for decision making in a community. The foundation of this framework is a clear understanding of its people. This chapter will examine basic characteristics of the people of Yarmouth, document past growth, and anticipate future growth.

## POPULATION GROWTH

Anticipating population growth is an integral part of planning. Population projections depend on a solid understanding of historic growth trends in the town, region, and nation.

The most significant national trend is what is known as the "baby boom" generation. The baby boom refers to those people who were born in the post World War II era of economic prosperity. In general, people born between 1946 and 1964 are considered baby boomers. The boom refers to the increased number of children who were born during these years compared to years immediately before and after.

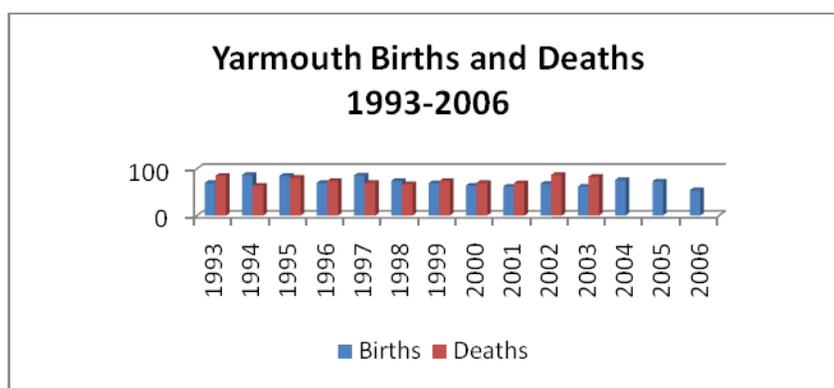
The period between 1965 and 1976 is known as the "baby bust" because the actual number of children being born in each year dropped below the baby boom period. This trough in the birth rates occurred due to lifestyle decisions of the baby boomers. These people remained single and delayed childbirth longer than previous generations. Because of this delay, the number of births picked up considerably beginning in 1977, and a new "baby boomlet" occurred. This increase is sometimes referred to as the "echo" effect of the baby boom. While not as large as the baby boom, the boomlet reached the elementary schools of communities across the country in the late 1980s and early 1990s. The last of the baby bust made it through the school system in 1994. The baby boomlet began graduating from high school in 1995.

Such waves of population change in the US are important, since overall, the US is not growing very rapidly. Total numbers of people do not change drastically; rather the age structure is the most dominant demographic trend in the US today. This factor is also important to understand at the local level. When an area experiences rapid population growth, the growth is usually due to families moving into an area as opposed to children being born. The primary drivers of local population growth are economic opportunity and housing new workers.

Births and deaths in Yarmouth remained relatively constant between 1993 and 2006.

Births and Deaths - Yarmouth, Cumberland County, and State, 1993 - 2006														
	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
<b>Births</b>														
Yarmouth	70	87	85	70	86	74	69	64	62	68	62	76	73	54
County	3,089	3,048	3,043	3,084	3,032	2,970	2,987	2,983	2,997	2,966	3,042	3,012	3,043	3,088
State	15,054	14,396	13,875	13,766	13,657	13,723	13,608	13,590	13,751	13,549	13,852	13,932	14,111	14,152
<b>Deaths</b>														
Yarmouth	85	64	81	74	70	67	74	70	69	87	83			
County	2,204	2,285	2,255	2,272	2,270	2,270	2,319	2,340	2,387	2,475	2,385			
State	11,540	11,596	11,698	11,695	11,976	12,067	12,233	12,337	12,393	12,670	12,530			

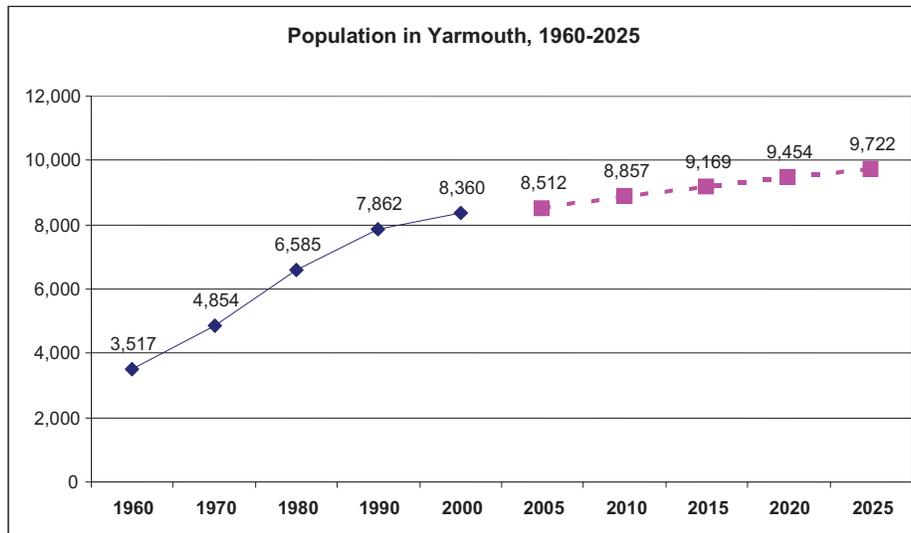
Source: Maine Department of Health and Human Services, Office of Health Data and Program Management



Source: Maine Dept Health & Human Services, Office of Health Data & Program Management

## LOCAL AND REGIONAL POPULATION CHANGES AND PROJECTIONS

Over the last forty years, the population of the Town has more than doubled from 3,517 people in 1960 to 8,360 in 2000. The greatest decennial increase occurred from 1970 to 1980, when Yarmouth’s population increased from 4,854 to 6,585 people, a total increase of 1,731 people, or 36%. Between the 1990 and 2000 period, the population of Yarmouth increased 6% (498 people), from 7,862 to 8,360 people.



Source: 1960-2000, US Census Bureau; 2005-2025 projection, Greater Portland Council of Governments

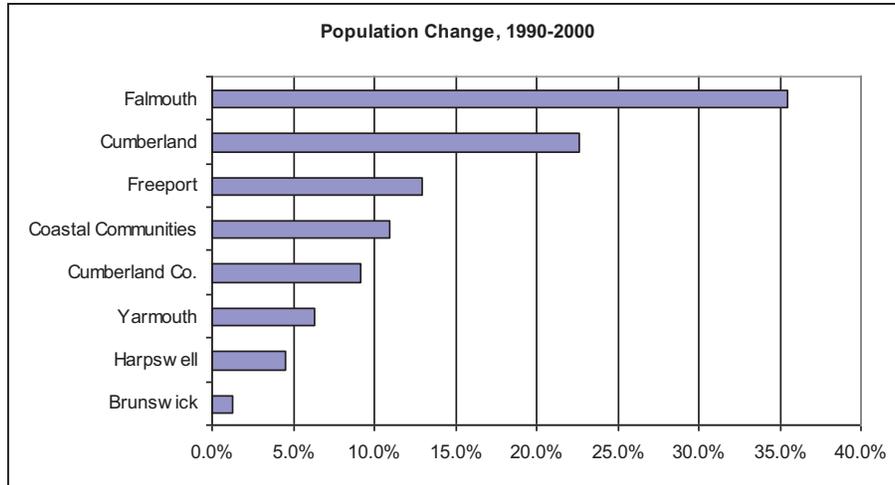
Yarmouth Residents, 1995 and 2000		
	Number	Percent
Same house in 1995	4,474	56.3%
Different house in 1995	3,477	43.7%
Different house, same county in 1995	1,829	23.0%
Different house, different county in 1995	1,616	20.3%
Different house, same state in 1995	402	5.1%
Different house, different state	1,214	15.3%
Northeast	541	6.8%
Midwest	81	1.0%
South	338	4.3%
West	254	3.2%
Different house, elsewhere in 1995	32	0.4%
US Island Areas	0	0.0%
Foreign country or at sea	32	0.4%
<b>Total</b>	<b>7,951</b>	<b>100%</b>

Source: US Census Bureau, 2000 Census

In 2000, more than half of Yarmouth’s residents (56.3%) lived in the same house in 1995. Of the 43.7% who did not live in the same house in 1995, more than half (23.0%) lived in another home

in Cumberland County in 1995 and another tenth came from another county in Maine. Approximately 15% moved to Yarmouth from out of state, most from the northeast.

During the 1990's, Yarmouth had slower overall growth than neighboring communities and Cumberland County. From 1990 to 2000, Cumberland County's population increased by 22,477 people, from 243,135 people to 265,612 people, an increase of 9%. Falmouth, meanwhile, grew by 36%, the fastest growing community in the region. The primary cause of growth during this decade was in-migration – new residents moving into the community.



Source: US Census Bureau

From 2000 to 2005, Yarmouth's population grew by about 2% (150 people), comparable to the rate of growth for Cumberland County. By 2010, Yarmouth's population is expected to increase by another 345 people, or 6%, slightly less than that of Cumberland County (7%). By 2015, another 312 people are projected, a total population projection of 9,169, which is an increase of nearly 10% since 2000 and somewhat less than 8% since 2005. By 2020, Yarmouth's population is projected to increase by another 285 people to 9,454 or approximately 13%, 2% less than the projected rate of Cumberland County. At these rates, Yarmouth is expected to grow more slowly than the county and neighboring towns in the Coastal Corridor, except for Brunswick.

Community	2000	2005	2010	2015	2020	2025	% Change 2000-2025
Falmouth	10,310	10,665	11,473	12,205	12,871	13,499	31%
Cumberland	7,159	7,380	7,884	8,340	8,755	9,146	28%
Harpswell	5,239	5,395	5,751	6,074	6,367	6,644	27%
Freeport	7,800	7,993	8,432	8,830	9,192	9,533	22%
Cumberland County	265,612	271,208	283,958	295,497	306,006	315,910	19%
<b>Yarmouth</b>	<b>8,360</b>	<b>8,512</b>	<b>8,857</b>	<b>9,169</b>	<b>9,454</b>	<b>9,722</b>	<b>16%</b>
Brunswick	21,172	21,535	22,361	23,110	23,791	24,433	15%

Source: Greater Portland Council of Governments

Although Yarmouth is an attractive waterfront community within a reasonable commuting distance of the Portland, Bath-Brunswick, and Lewiston-Auburn labor markets, its slow population growth may be attributed to a lack of buildable land.

## SEASONAL POPULATION

Tourism and seasonal residential land uses are strong elements of the regional economy. Although difficult to track, many seasonal units in Southern Maine are being converted to year-round use. In 1990, there were 104 seasonal units in Yarmouth. By 2000, there were 139, a net increase of 35 units or 33%. Assuming each seasonal unit is occupied by 4 people in the summer months, Yarmouth’s population increases by approximately 556 to 8,916 people. Assuming that all of the 43 available lodging rooms in 2000 are occupied by 2 people, the estimated peak summer population of Yarmouth is 9,002.

<b>Yarmouth Estimated Seasonal Population, 2000</b>		
	<b># Lodging Facilities</b>	<b># People</b>
Seasonal Housing Units (2000)	139	556
Lodging Rooms	43	86
Total	182	642
<i>Source: US Census Bureau, Maine Department of Labor (facilities)</i>		

## PROJECTED AGE DISTRIBUTION

The SPO developed population forecasts for every county and municipality in Maine for each year from 2001 through 2015. Population is broken down into seven age groupings in order to examine age distribution. Overall, future changes will reflect national trends, including modest declines in the school age population and sharp growth in the older age groups.

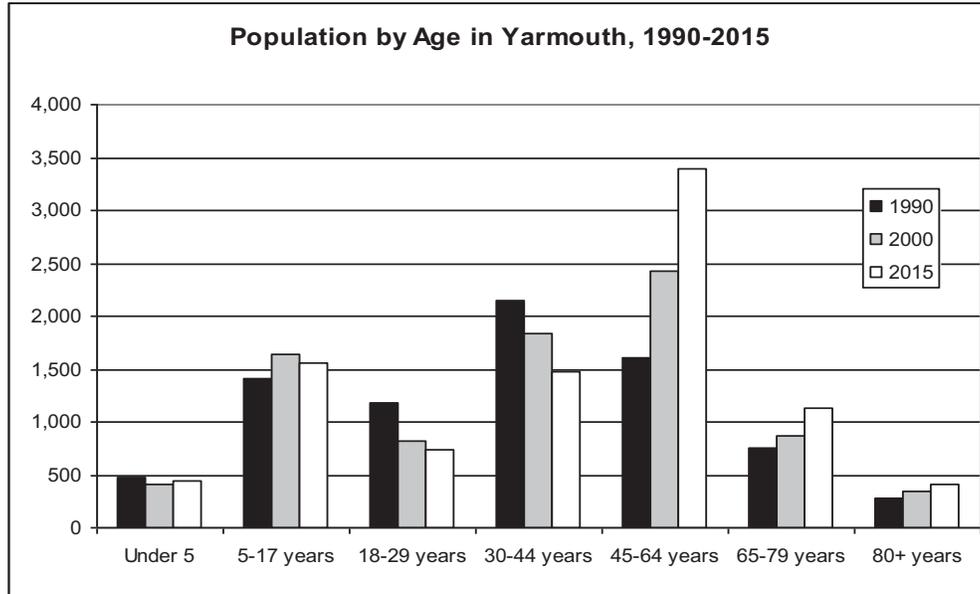
By 2000, baby boomers (45-64 year olds) represented the fastest growing age group in the county as well as the state, a trend mirrored to a greater degree in Yarmouth. In 1990, the 45-64 age group comprised 20% of the Town’s population, and by 2000, 29%. Unlike the rest of the county, however, the 45-64 age group represents the largest age group in Yarmouth. By 2015, this group will account for 37% of the Town’s total population, compared to 29% for the county, 30% for the state.

The second largest age group in Yarmouth, 30-to-44 year olds, represented 22% of total population in 2000. With the age of first marriage increasing, this group is in its prime household formation years. According to SPO projections, this group will decrease to 16% of total population in 2015, a much smaller share than in either the county or the state.

In 2000, the third largest age group, children aged 5-17, accounted for 20% of the total population compared to 17% for the county and 18% for the state. By 2015, this age group will

decrease by 3%, a trend mirrored in the county and state. The number of young children under 5 remains stable at 5% of population.

Young adults aged 18-29, the most mobile of all age groups, represented just 10% of the population in Yarmouth in 2000 compared to 15% in 1990. By 2015, this group will decline to 8% of total population, compared to 15% in the county and 13% in the state.



Source: 1990-2000 – US Census Bureau; 2015 – Maine State Planning Office

The number of retirees is also growing. The first of the baby boomers will begin to hit retirement by 2011. Persons aged 65 and over will increase 50% by 2015, accounting for 17% of total population. This mirrors the regional, state, and nationwide trend of a growing elderly population enjoying longer life spans.

Age Distribution, 1990-2015										
Age Group	Yarmouth					Cumberland County				
	1990	2000	2015	% Change 1990-2000	% Change 2000-2015	1990	2000	2015	% Change 1990-2000	% Change 2000-2015
Under 5	478	417	436	-12.8%	4.6%	17,211	15,374	17,146	-10.7%	11.5%
5-17 years	1,414	1,643	1,554	16.2%	-5.4%	40,027	46,416	45,377	16.0%	-2.2%
18-29 years	1,184	819	739	-30.8%	-9.8%	47,923	39,111	40,065	-18.4%	2.4%
30-44 years	2,152	1,834	1,471	-14.8%	-19.8%	62,440	66,178	64,347	6.0%	-2.8%
45-64 years	1,603	2,424	3,391	51.2%	39.9%	44,262	63,314	84,547	43.0%	33.5%
65-79 years	752	874	1,132	16.2%	29.5%	24,078	25,283	31,012	5.0%	22.7%
80+ years	279	349	417	25.1%	19.5%	8,043	10,462	12,724	30.1%	21.6%
Total	7,862	8,360	9,140	6.3%	9.3%	243,984	266,138	295,218	9.1%	10.9%

Source: 1990-2000, US Census Bureau; 2015, Maine State Planning Office

## HOUSEHOLD CHANGES

The 1990's witnessed a change in the composition of households. Overall, average household size in the county decreased 4% from 2.49 to 2.38 people per household. In Yarmouth, average household size decreased at the same rate, from 2.52 in 1990 to 2.41 in 2000. This decrease was caused by a variety of factors, including lower birth rates, higher divorce rates, and more elderly and young people living alone.

This decrease in household size has had a substantial impact on residential development in Maine communities in general. During the 1990's, the population in Cumberland County grew 9%, while the number of households increased 14%, creating a demand for housing. In Yarmouth, the change was more dramatic, with population increasing 6% but households growing 12%.

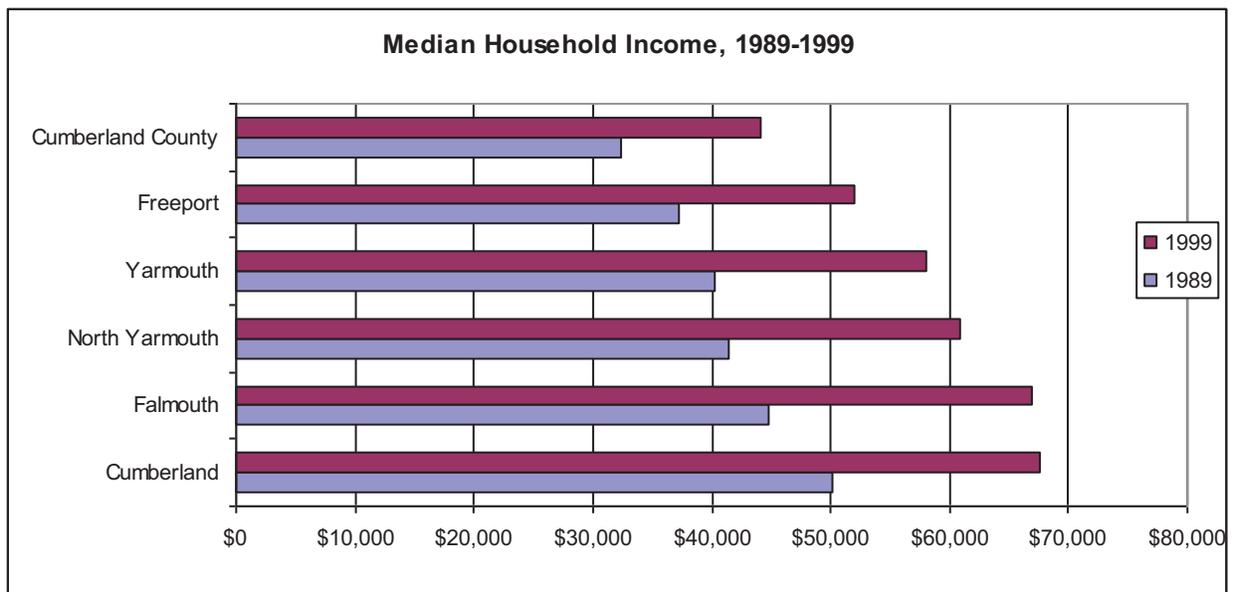
## HOUSEHOLD COMPOSITION

Over two thirds of households in Yarmouth are comprised of families. Yet the traditional family of a mother, father, and children is changing. The 1990's witnessed a 5% increase in the number of traditional families with children living in Yarmouth, but a 15% increase in the number of families headed by single mothers with children. This trend is mirrored across Cumberland County. The 1990's also saw an increase in the number of single people living alone. Singles now comprise almost one of every three households in the county, and one in four in Yarmouth. The number of households headed by seniors living alone jumped 43% in Yarmouth, compared to an increase of 13% in the county.

Household Growth, 1990-2000						
	Yarmouth			Cumberland County		
	1990	2000	% Change	1990	2000	% Change
<b>Total households</b>	3,068	3,432	12%	94,512	107,989	14%
<i>Family households</i>	2,157	2,305	7%	63,087	67,699	7%
Married-couple	1,866	1,964	5%	51,258	54,109	6%
With related children under 18 yrs	871	918	5%	24,112	24,083	0%
Female householder, no husband present	229	263	15%	9,305	10,213	10%
With related children under 18 yrs	143	177	24%	5,937	6,478	9%
<i>Nonfamily households</i>	911	1,127	24%	31,425	40,290	28%
Householder living alone	709	940	33%	23,775	30,710	29%
65 and over	257	368	43%	9,726	11,029	13%
<b>Average household size</b>	<b>2.52</b>	<b>2.41</b>	<b>-4%</b>	<b>2.49</b>	<b>2.38</b>	<b>-4%</b>
<b>Average family size</b>	<b>3.02</b>	<b>2.96</b>	<b>-2%</b>	<b>3.01</b>	<b>2.95</b>	<b>-2%</b>
<i>Source: US Census Bureau</i>						

## HOUSEHOLD INCOME

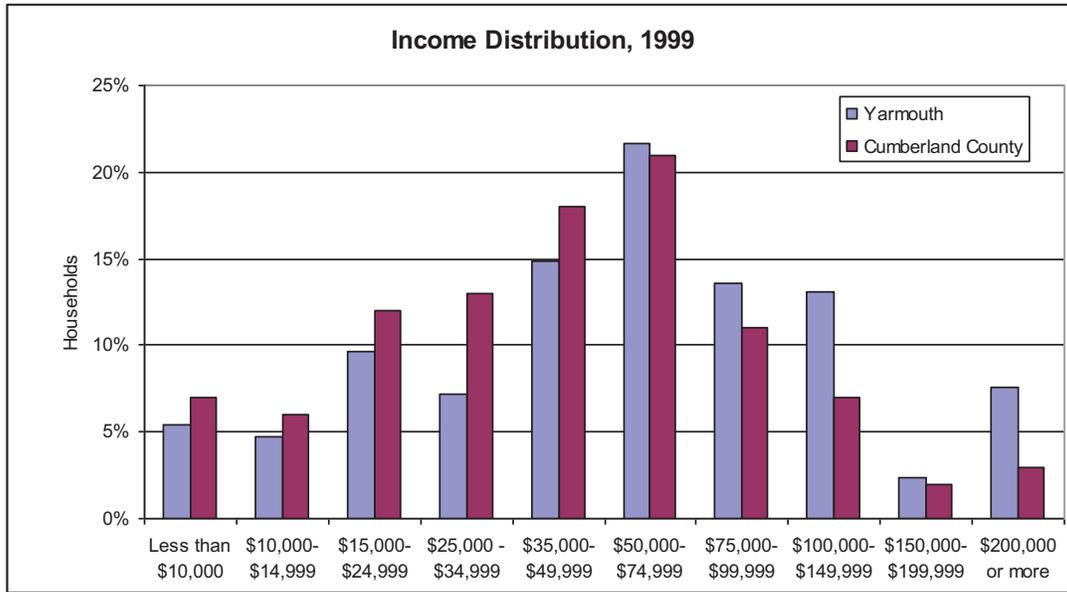
In 1989, median household income in Yarmouth was \$40,191, nearly ¼ more than the County’s median household income of \$32,386. According to the 2000 US Census, median household income in Yarmouth increased 44% to \$58,030, the seventh highest median income in the state, and well above the county’s \$44,048. Households in Cumberland boasted the highest median income in the region and the fourth highest in the state, while the income of Falmouth households grew 49%, the largest jump in the region. Median incomes in Cumberland, Falmouth, North Yarmouth, and Yarmouth represent 4 of the top 7 median incomes in the state, bested only by two plantations and Cape Elizabeth.



Source: US Census Bureau

The distribution of household income in Yarmouth is similar pattern to Cumberland County with notable exceptions. In 1999, almost 1 in 4 households earned more than \$100,000 per year, compared to 1 in 8 for the county. Conversely, about 1 in 4 households earned less than \$35,000 per year, compared to more than 1in 3 for the county. According to the 2000 Census Bureau, there are 365 individuals, or 4.4% of the population, living in poverty<sup>1</sup>, compared to 7.9% in the county.

<sup>1</sup> The US Census Bureau defines poverty based on family size, number of children, and age of householder, comparing total family income with the threshold appropriate for that family. People in group quarters and unrelated individuals under 15 years old are excluded when calculating poverty rates.

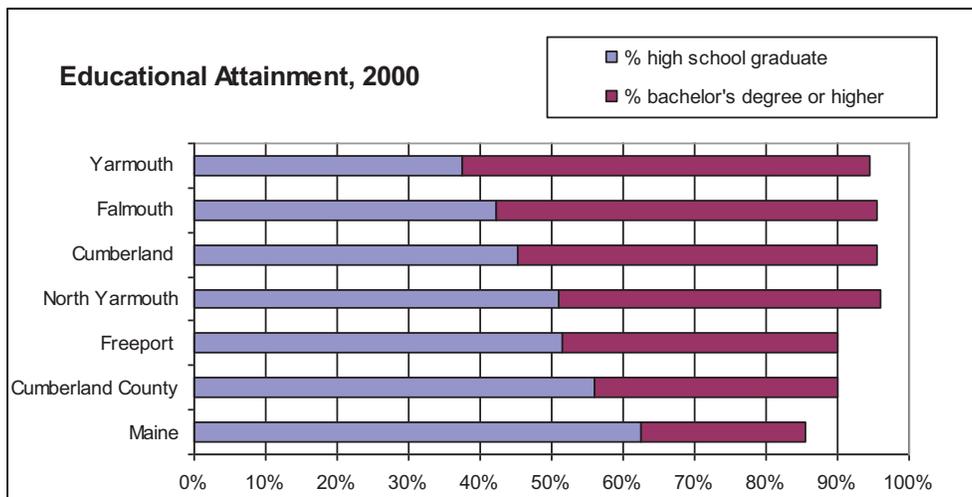


Source: US Census Bureau

## EDUCATION

**Adults.** Yarmouth has a high school completion rate of 95%. In Cumberland County, one in every three adults has earned a bachelor’s degree or higher; in Yarmouth, it is one in every two. Yarmouth is the third most college-educated town in the state, exceeded only by Cape Elizabeth and Castine.

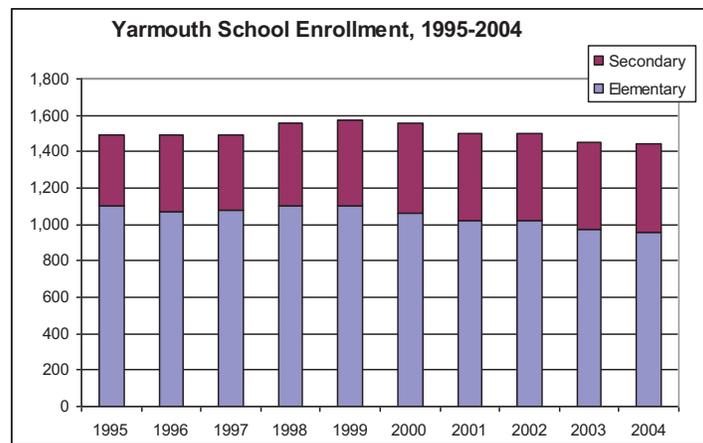
Generally, income rises with education. According to the US Census Bureau, a high school graduate can expect to earn an average of \$1.2 million dollars over his or her lifetime, while a graduate with a bachelor's degree can expect to earn an average of \$2.1 million.



Source: US Census Bureau

**Children.** K-12 enrollment in Yarmouth’s schools is 1,441 students for 2004. Although enrollment, which peaked in 1999 with 1,575 students, has remained remarkably stable, the percentage of elementary school students has dropped 12%, with secondary enrollment climbing 23%. Declining enrollment is a national trend, as the last of the echo boomers made it through the school system in 2001. According to the National Center for Education Statistics, K-12 enrollment in Maine is expected to decline by 6.3% from 2003 to 2015. The SPO’s projected enrollments for Yarmouth over the same period of time suggest an even larger decline of approximately 20% - the loss of 297 students. Only an influx of in-migration, which is hard to predict, would change that.

At less than 0.5%, the drop out rate in Yarmouth is the third lowest in the county for the 2002-2003 school year, behind Scarborough and Falmouth.



Source: Maine Department of Education

## ISSUES AND IMPLICATIONS

1. An aging population will change service needs, i.e. more elder and mid-age support.
2. Should the Town adopt policies to try to reverse any demographic trends? Should the Town promote policies to help retain more of the 18-44 age group, including:
  - More affordable housing and/or rental units?
  - New technology or new economy employment?
  - Improved social gathering opportunities, including recreation and entertainment, and continued support of exceptional public schools?

## ECONOMY

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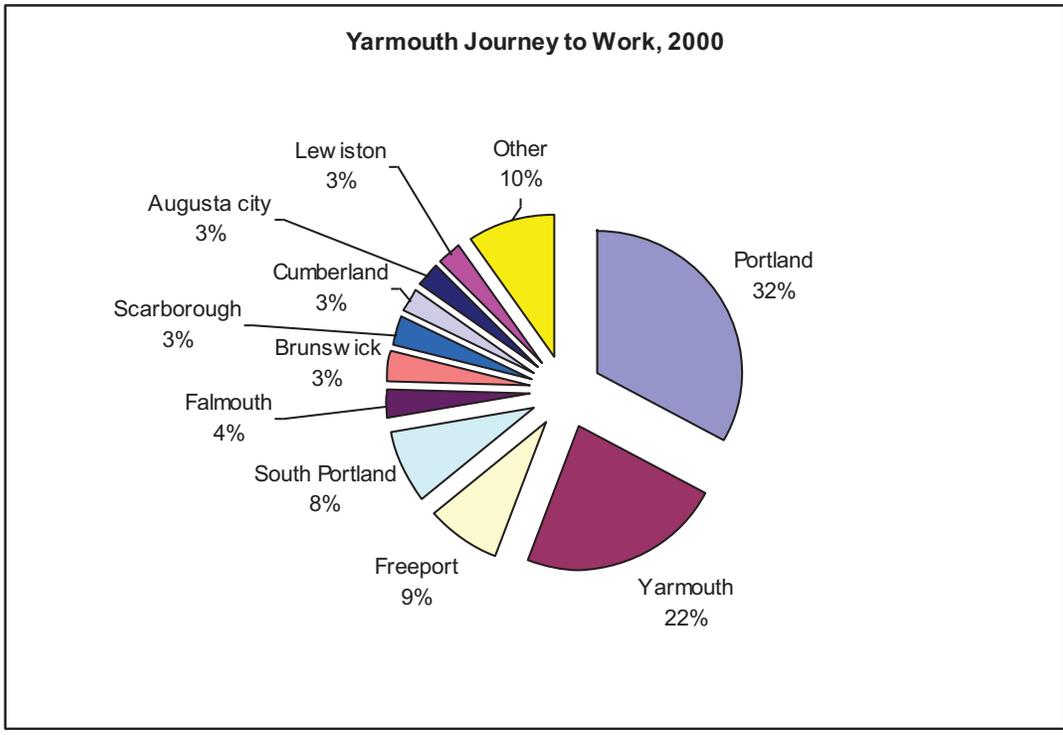
### SUMMARY

- While hosting significant nonresidential properties, Yarmouth continues primarily to be a well educated, wealthy, bedroom community for nearby cities.
- Nearly 4 out of every 5 Yarmouth workers commute outside of Town for work, with 40% traveling to Portland or South Portland.
- Over the last 20 years, the number of payroll jobs in Yarmouth has more than doubled from 1,430 to 3,631, with the retail and service sectors almost tripling in size.
- Yarmouth hosts DeLorme, a business that uses emerging technologies identified by the state as critical to economic development. Yet, the Greater Portland region lacks critical infrastructure components to help grow and sustain these technology clusters, including access to education in science, technology, engineering, and mathematics, limited availability of qualified employees, and lack of a biotechnology park or research center to serve as a focal point for business, research, and incubation activities.
- On a per capita basis, Yarmouth captures a fair share of the retail sales expected for a town of its size. Its largest sector, in terms of total dollars as well as growth, is automotive sales, which includes marine-related sales. Only general merchandise does not attract many shoppers from other towns to Yarmouth.
- The Town is experiencing continued change in the Village Center, including a trend toward increased outdoor seating for restaurants, additional office space, expanded private school facilities, and the continued migration of retailers to Route One.
- A cornerstone of its maritime heritage, the Royal River continues to play an important role as a hub for commercial lobstering and recreational boating.

### INTRODUCTION

The economy consists of a combination of activities related to the production, distribution, and consumption of goods and services. With a global, integrated economy where consumers can purchase anything with the click of a mouse, communities promote economic development for the goods and services they provide, the property taxes they contribute, and the jobs they provide for residents. Some communities in Maine, which boast more jobs than residents, are recognized by the Maine State Planning Office (SPO) as service centers, while others that host more residents than jobs are bedroom communities. Although it has a vibrant and diverse Village Center, Yarmouth functions as a bedroom community to the service centers of Portland/South Portland, Augusta, Lewiston/Auburn, and Bath/Brunswick. Bedroom communities like Yarmouth might promote economic development to change the ratio of jobs to residents, diversify its base of businesses, or by growing niche clusters like boatbuilding.

**Labor Force.** Yarmouth functions as a bedroom community for the Greater Portland Labor Market<sup>2</sup> (LMA). A labor market is an integrated economic unit that is defined by the distance people are willing to commute without changing their place of residence. In 2000, 78% of Yarmouth working residents commuted outside of Town for work, with 40% of all workers employed in Portland or South Portland. In 1990, 25% of Yarmouth residents worked in Yarmouth, 22% in 2000. Yarmouth’s labor force, aged 16 and older, is comprised of more than 4,500 persons.

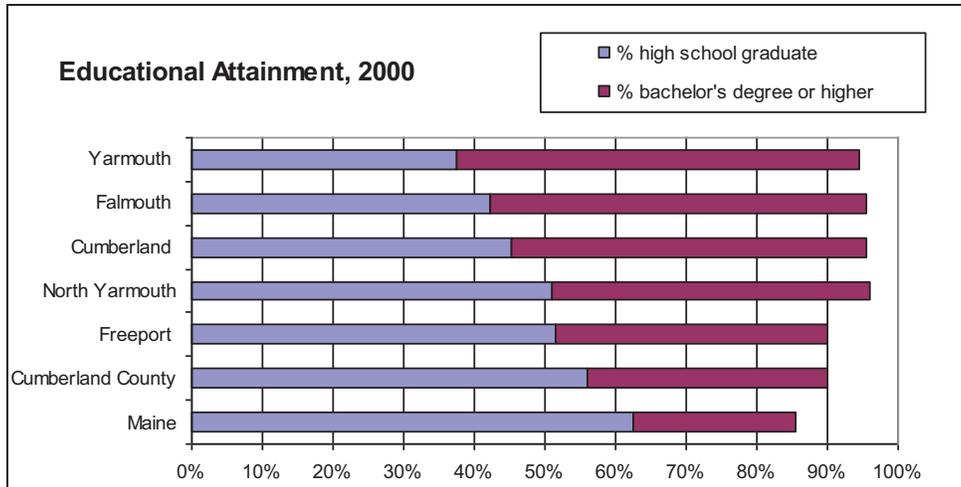


Source: US Census Bureau

**Education.** Yarmouth, along with neighboring towns, boasts a highly educated workforce, with a high school completion rate of 95% or greater, compared to 90% for Cumberland County. In Cumberland County, one in three adults earned a bachelor's degree or higher in 2000; in Yarmouth, it was one in every two. Yarmouth has the third highest education rate in the state, after Cape Elizabeth and Castine.

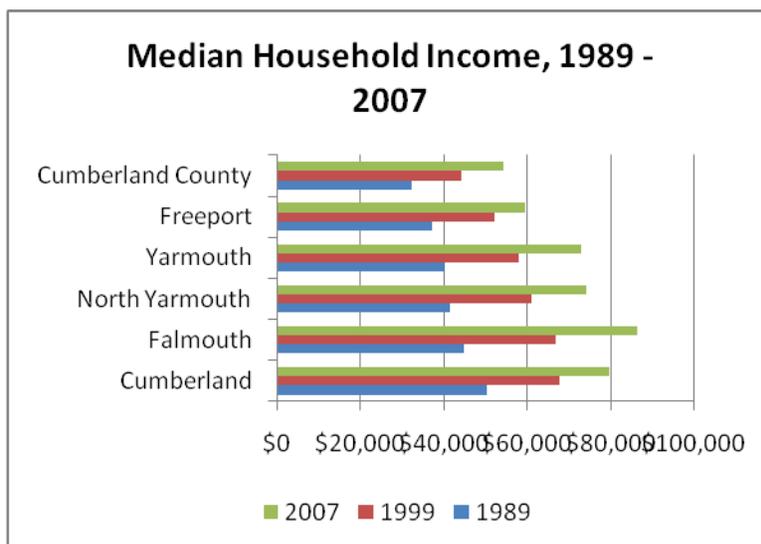
Income generally rises with education. According to the US Census Bureau, a high school graduate can expect to earn an average of \$1.2 million dollars over his or her lifetime, while a graduate with a bachelor's degree, can earn \$2.1 million.

<sup>2</sup> Baldwin, Cape Elizabeth, Casco, Cumberland, Falmouth, Freeport, Frye Island, Gorham, Gray, Long Island, Naples, New Gloucester, North Yarmouth, Portland, Pownal, Raymond, Scarborough, Sebago, South Portland, Standish, Westbrook, Windham, and Yarmouth in Cumberland County; Hiram and Porter in Oxford County; Alfred, Arundel, Biddeford, Buxton, Cornish, Dayton, Hollis, Kennebunk, Kennebunkport, Limerick, Limington, Lyman, Old Orchard Beach, Parsonsfield, Saco, and Waterboro in York County.



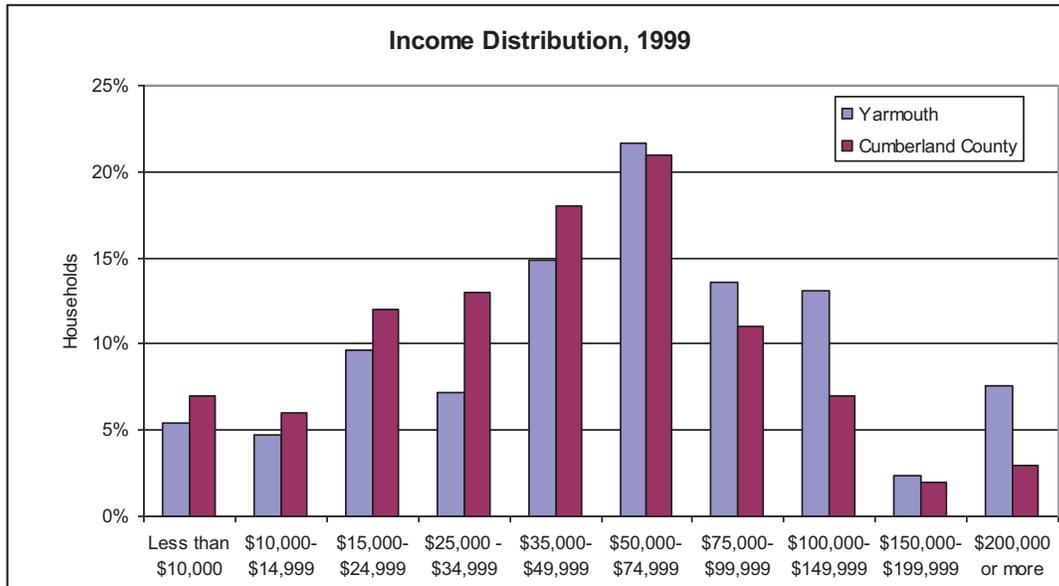
Source: US Census Bureau

**Household Income.** Household income is the total earned by all persons occupying a housing unit, including wages, salaries, rent, and transfer payments. In 1989, median household income in Yarmouth was \$40,191 – nearly 24% above Cumberland County's figure of \$32,386. According to the 2000 US Census, median household income in Yarmouth increased 44% to \$58,030, the 7<sup>th</sup> highest median income in the state, and 32% above the county's median of \$44,048. The Maine State Housing Authority (MSHA) estimated Yarmouth's 2007 median household income at \$72,716, nearly 81% higher than it was in 1989 and 35% higher than that of Cumberland County.



Source: US Census Bureau, Maine State Housing Authority

The distribution of household income in Yarmouth is similar to that of Cumberland County, with notable exceptions. In 1999<sup>3</sup>, nearly 1 in 4 households earned more than \$100,000 per year, compared to 1 in 8 for the county. Conversely, about 1 in 4 households earned less than \$35,000 per year, compared to more than 1 in 3 for the county. According to the 2000 Census Bureau, there are 365 individuals, or 4.4% of the population, living in poverty<sup>4</sup>, compared to 7.9% in the county.



Source: US Census Bureau

**Occupation.** The 2000 US Census describes the occupations of adults who live in Yarmouth, regardless of the location of their employment. The employment of Yarmouth residents closely mirrors employment in the Greater Portland region. According to the 2000 US Census, however, Yarmouth residents are more likely to hold jobs in professional, scientific, and management fields (+5%) and public administration (+4%) than other residents in Greater Portland and are less likely to be employed in manufacturing (-4%) and arts, entertainment, recreation, accommodation and food services (-3%).

<sup>3</sup> The US Census is the only reliable source for detailed income data. This data was last updated for 1999.

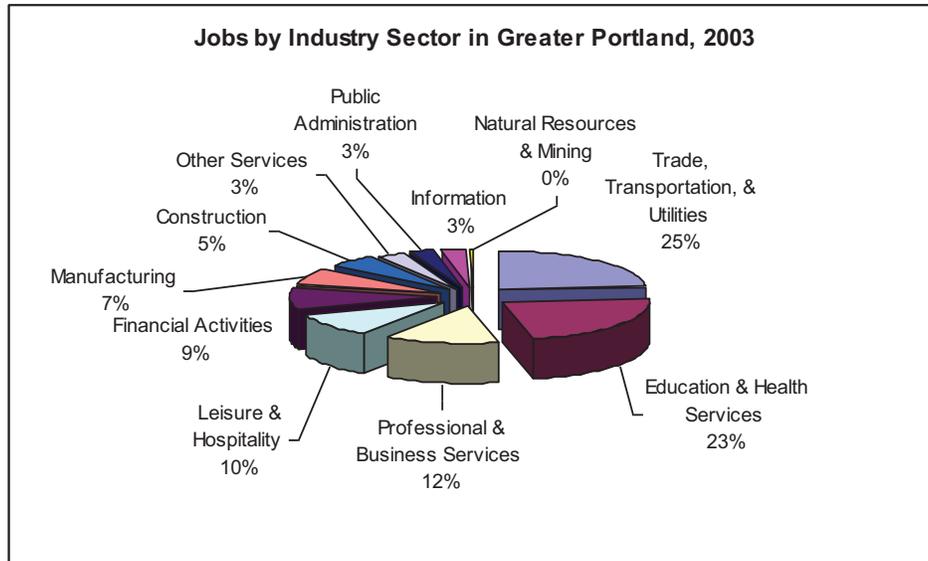
<sup>4</sup> The US Census Bureau defines poverty based on family size, number of children, and age of householder, comparing total family income with the threshold appropriate for that family. People in group quarters and unrelated individuals under 15 years old are excluded when calculating poverty rates.

<b>Comparison of Yarmouth and Portland by Industry Sector, 2000</b>			
	<b>Yarmouth</b>	<b>Portland</b>	<b>Difference</b>
<b>Employed civilian population 16 years and over</b>	<b>4,390</b>	<b>130,313</b>	
<b>Educational, health and social services</b>	<b>1,070</b>	<b>28,377</b>	
Percent	24%	22%	2%
<b>Retail trade</b>	<b>755</b>	<b>19,062</b>	
Percent	17%	15%	2%
<b>Professional, scientific, management, administrative, and waste management services</b>	<b>662</b>	<b>12,788</b>	
Percent	15%	10%	5%
<b>Finance, insurance, real estate, and rental and leasing</b>	<b>339</b>	<b>13,439</b>	
Percent	8%	10%	-2%
<b>Agriculture, forestry, fishing and hunting, and mining</b>	<b>58</b>	<b>1,001</b>	
Percent	1%	1%	0%
<b>Construction</b>	<b>178</b>	<b>6,998</b>	
Percent	4%	5%	-1%
<b>Manufacturing</b>	<b>250</b>	<b>12,953</b>	
Percent	6%	10%	-4%
<b>Wholesale trade</b>	<b>119</b>	<b>5,595</b>	
Percent	3%	4%	-1%
<b>Public administration</b>	<b>287</b>	<b>4,393</b>	
Percent	7%	3%	4%
<b>Arts, entertainment, recreation, accommodation and food services</b>	<b>230</b>	<b>9,816</b>	
Percent	5%	8%	-3%
<b>Information</b>	<b>194</b>	<b>4,725</b>	
Percent	4%	4%	0%
<b>Transportation and warehousing, and utilities</b>	<b>132</b>	<b>5,223</b>	
Percent	3%	4%	-1%
<b>Other services (except public administration)</b>	<b>116</b>	<b>5,943</b>	
Percent	3%	5%	-2%

*Source: US Census Bureau*

**Jobs.** The Portland LMA<sup>5</sup> is comprised of over 130,313 jobs. Trade, transportation, and utilities (25%) comprises the region's largest employment sector, followed by education and health services (23%), and professional and business services (12%). The region's largest employers include L.L. Bean, Maine Medical Center, Mercy Hospital, Unum Provident, Fairchild Semiconductor, Hannaford, Shaw's Supermarkets, University of Southern Maine, Wal-Mart, Verizon, and the US Postal Service.

<sup>5</sup> 2004 marks the advent of the Portland-South Portland-Biddeford LMA, which affects jobs by industry sector for the Metropolitan Statistical Area, which prevents the direct comparison of data from years that predate 2004 to more recent years.



Source: Maine Department of Labor

According to the Greater Portland Council of Governments' (GPCOG) 2008 Comprehensive Economic Development Strategy, "Greater Portland is still transitioning from an 'old growth' economy grounded in traditional manufacturing to a new economy defined by emerging technologies. Unlike the old economy, where machines powered growth, in the new economy, it is people and intellectual creativity."

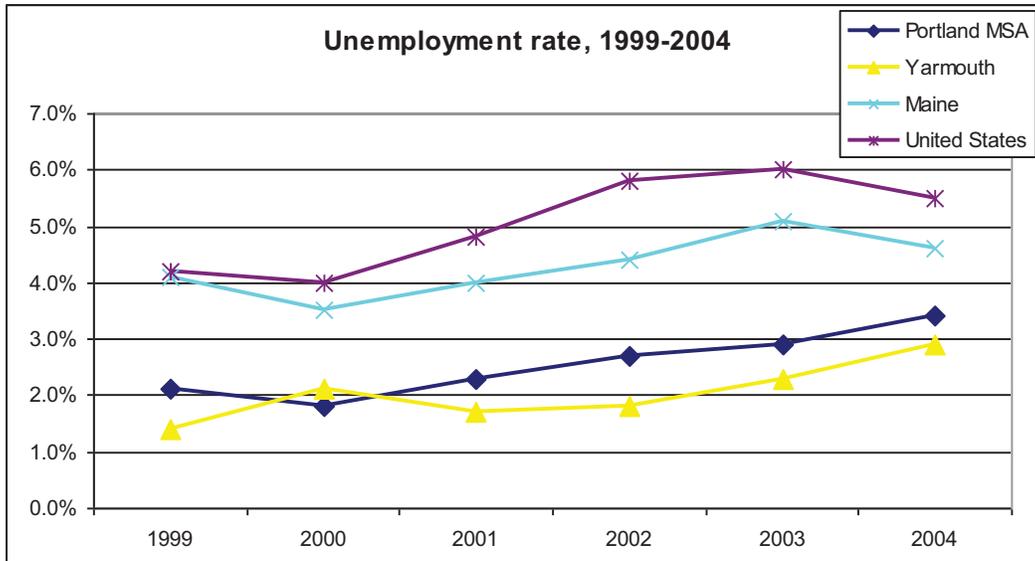
In 2002 and 2008, the Maine Science and Technology Foundation (MSTF) released studies<sup>6</sup> identifying seven technology clusters from which Maine's future economic development opportunities are likely to emerge. One of these clusters is represented by a Yarmouth company – DeLorme, a technology firm that creates and markets software products or provides related services. Another company, Lincoln Canoe and Kayak, which joins advanced materials for structural applications, recently relocated to Freeport. In addition, a major employer, Fairchild Semiconductor, located in South Portland, is part of a third cluster, precision manufacturing. Unfortunately, the region lacks critical infrastructure components to help grow and sustain each cluster, including access to education in science, technology, engineering, and mathematics (STEM), limited availability of qualified employees, and lack of a biotechnology park or research center to serve as a focal point for business, research, and incubation activities.

Prior to the current recession, GPCOG projected moderate employment growth of 15% over 25 years for the region. According to GPCOG's 2025 regionwide economic forecast, the only sector expected to demonstrate a net gain will be services, a supersector that encompasses education, health care, finance, insurance, and real estate, and government. These gains are expected to offset severe losses in other sectors, including manufacturing.

<sup>6</sup> "Assessing Maine's Technology Clusters," Maine Science and Technology Foundation (2001; updated 2008).

Between 12/2001 and 4/2008, DeLorme, Fairchild Semiconductor, LL Bean, University of Southern Maine, and Unum eliminated 1,106 jobs in Cumberland County.

**Unemployment.** The unemployment rate in Yarmouth has tracked closely with that of the Portland LMA. Unemployment in Yarmouth sank to a low of 1.4% in 1999. Since then, unemployment inched upward to 2.9% in 2004, but is still well below the unemployment rate for the region, state, or nation.



Source: Maine Department of Labor

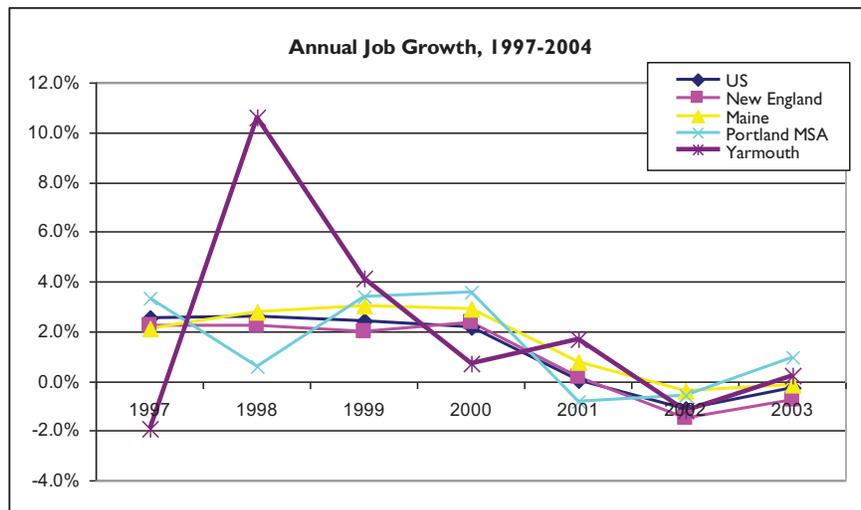
**Job Growth.** Despite a continuing decline in manufacturing, the economy of the Portland LMA has demonstrated stable growth. Driven by the loss of over 3,200 manufacturing jobs, the LMA's labor market shrank during 2001 and 2002. In 2003, the economy rebounded slightly but has not yet regained its performance level of the late 1990's. It is not yet clear how the region and community will weather the current economic recession.



Source: Maine Department of Labor

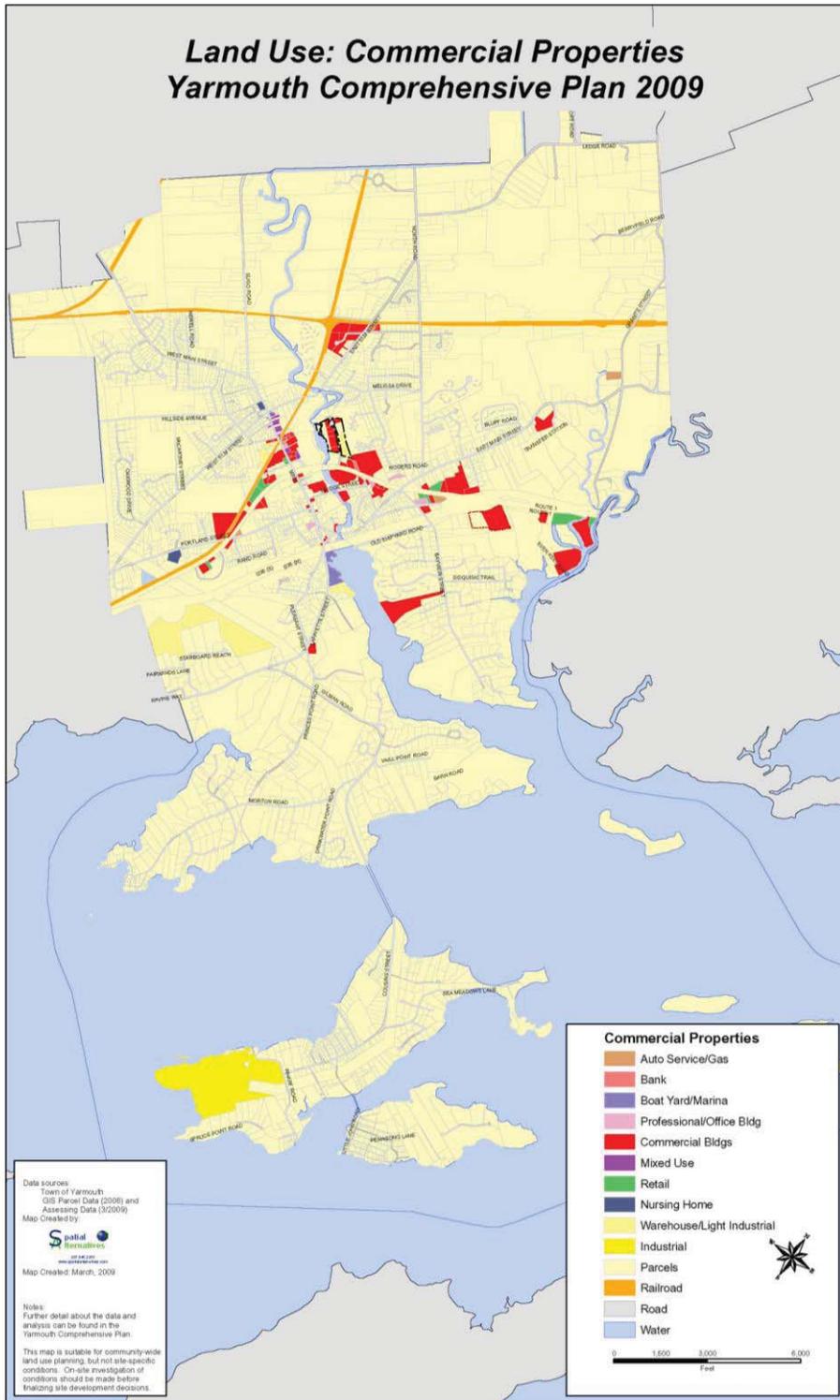
While not all service jobs pay less than manufacturing jobs, many do, and the transition from manufacturing to service jobs can exert pressure on families. In 2003, the average manufacturing job in Greater Portland paid \$46,280, while the average service job paid \$33,904. In order to replace lost household income, families may be forced to send more members into the labor force or have members take on more than one job.

Job growth in Greater Portland has tracked closely with the state, New England, and national economies, outperforming them all in 1999, 2000, and 2004. Although the region lost 1,200 jobs in 2001 alone, the economy of Greater Portland rebounded more quickly than the rest of Maine, New England, or the nation. With the exception of 1998, when DeLorme relocated from Freeport, job growth in Yarmouth has lagged somewhat behind Greater Portland.



Source: Maine Department of Labor, US Department of Commerce

# LOCAL ECONOMY



Yarmouth hosts more than 3,500 jobs in over 350 businesses, representing 2% of employment in Greater Portland. In terms of numbers of jobs, the Town's largest employers are DeLorme and the Yarmouth School Department. From 1980 to 2000, the number of jobs and businesses more than doubled, from 1,430 to 3,631 and 172 to 369, respectively.

According to the 2000 US Census, 395 adults, or 9% of the labor force, are self-employed, including contractors, sole proprietors, artists, fishermen, and others. This rate of self-employed individuals is typical of the metropolitan area as a whole.

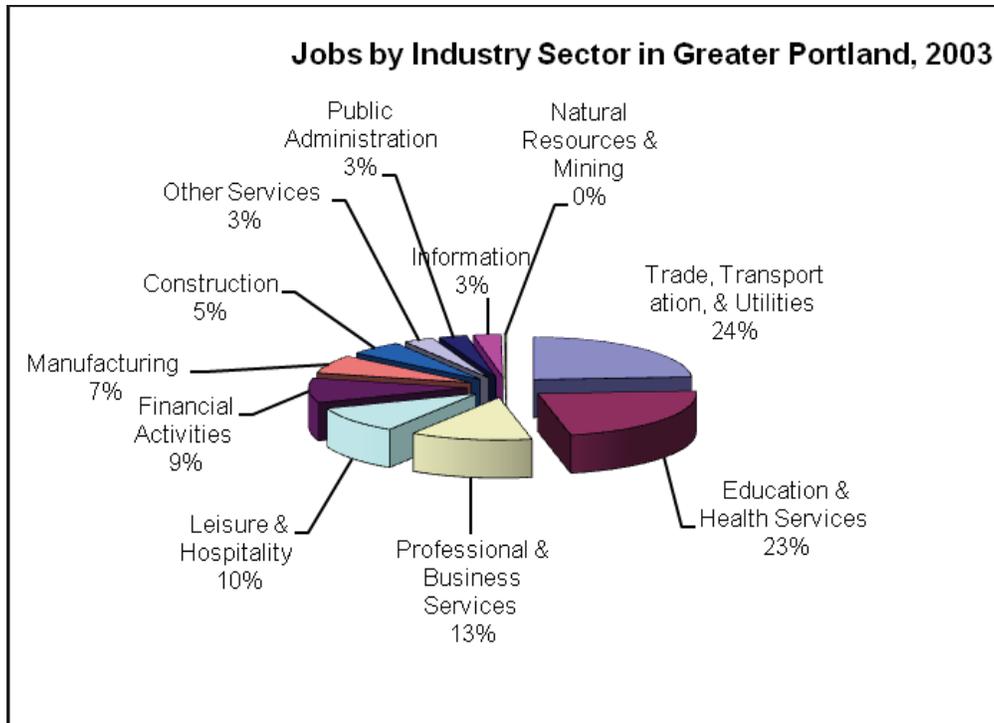
Service jobs comprise the Town's largest employment sector. From 1980 to 2000, the sector more than doubled in size, from 450 jobs to 1,119 jobs. Retail trade, the second largest employment sector, more than tripled in size from 297 jobs in 1980 to 981 jobs in 2000. Wholesale trade boasted the largest percent increase, more than tripling in size from 115 jobs in 1980 to 491 jobs in 2000. Bolstered by the presence of DeLorme, which produces mapping software and other information technology products, manufacturing also showed a healthy increase, from 148 jobs in 1990 to 433 jobs in 2000. During the 1990's, the services, manufacturing, and retail sectors posted the largest net gains, while construction declined 12%.

<b>Jobs in Yarmouth, 1980-2000</b>					
<b>Industry Sector</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>Net Change 1980 to 2000</b>	<b>% Change 1980 to 2000</b>
Services	450	813	1,119	669	149%
Retail	297	843	981	684	230%
Wholesale	115	371	491	376	327%
Manufacturing	148	197	433	285	193%
Construction	200	277	243	43	22%
Transportation & Utilities	137	225	144	7	5%
Finance, Insurance & Real Estate	37	67	120	83	224%
Public Administration	22	35	42	20	91%
Agriculture & Mining	24	53	58	34	142%
<b>Total</b>	<b>1,430</b>	<b>2,881</b>	<b>3,631</b>	<b>2,201</b>	<b>154%</b>
<b># Businesses</b>	<b>172</b>	<b>264</b>	<b>369</b>	<b>197</b>	<b>115</b>

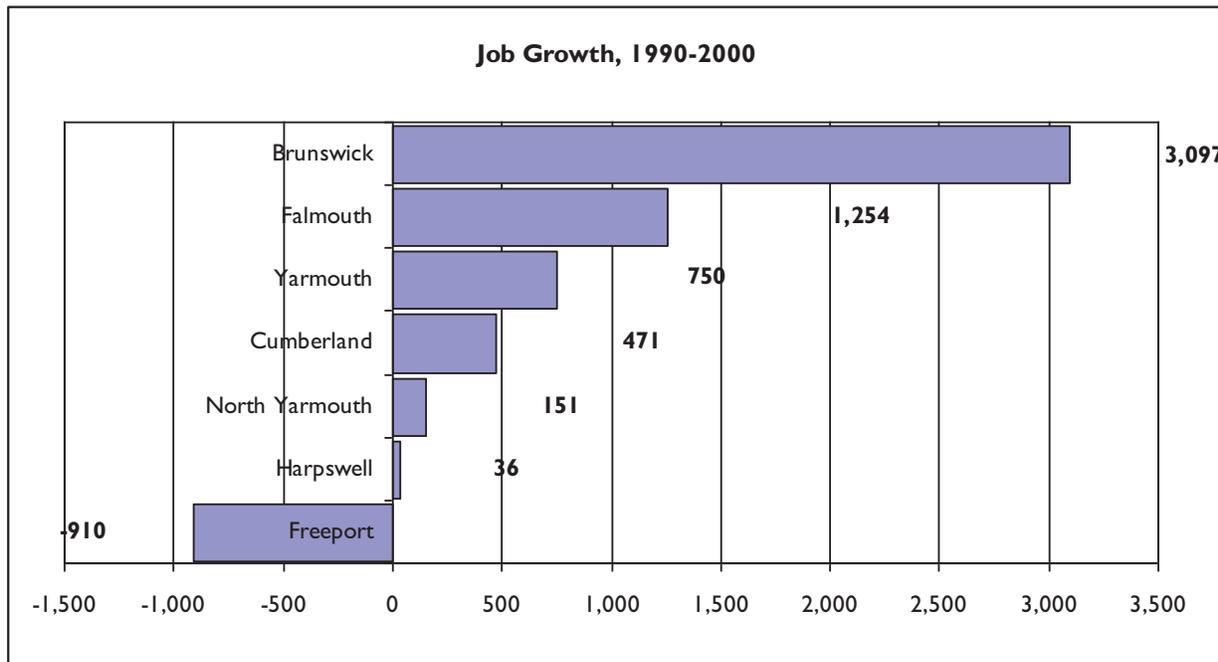
*Source: Maine Department of Labor*

While employment in Cumberland County increased 19% over the last decade, Yarmouth gained almost 500 jobs, a 35% increase, with the most significant employment gains in retail, services, wholesale, and manufacturing<sup>7</sup>. With respect to neighboring towns, Brunswick, another service center, posted the largest net gain, 3,097 jobs, and Cumberland, the highest percentage increase, 61%. On the flip side, Freeport, due largely to the relocation of Delorme, posted the largest net loss, 910 jobs, and percentage decrease, 13%.

<sup>7</sup> In 2001, the Standard Industrial Classification (SIC) code was changed to the National Association of Industrial Classification Services (NAICS) code. Given these changes, it is not possible to directly compare the figures prior to 2001 with more recent figures.



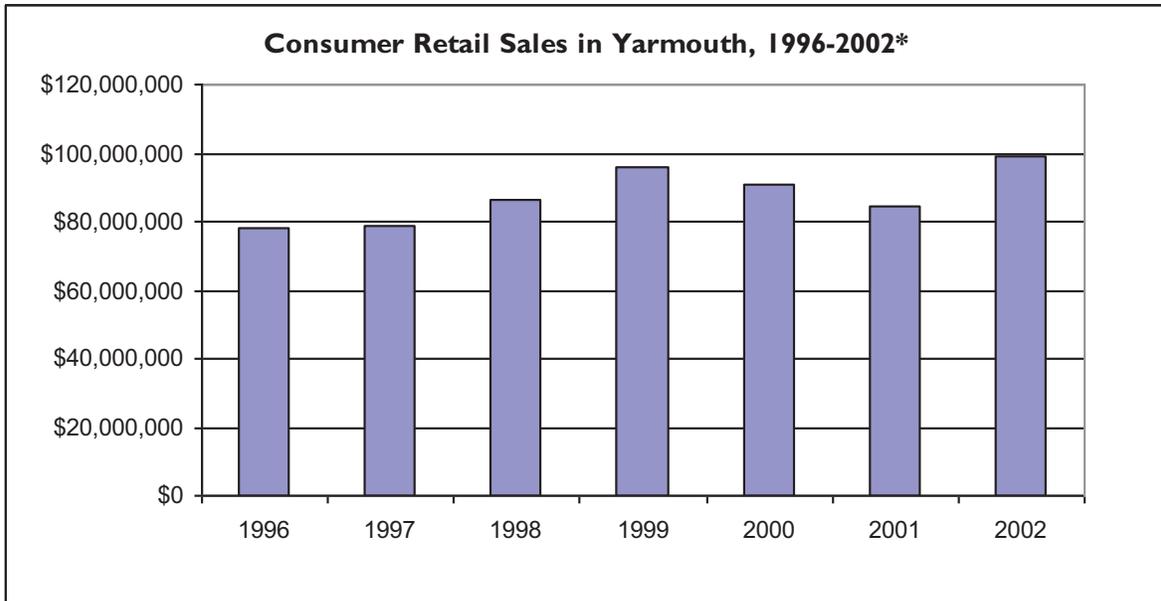
Source: Maine Department of Labor



Source: Maine Department of Labor

**Retail Trade.** As the second largest employment sector, retail trade is an important source of jobs, as well as goods and services, in Yarmouth. The SPO tracks retail sales on a quarterly basis for towns and regions, based on sales taxes paid by businesses to the Maine Revenue Services. Over the last seven years, consumer retail sales in inflation-adjusted dollars grew from nearly

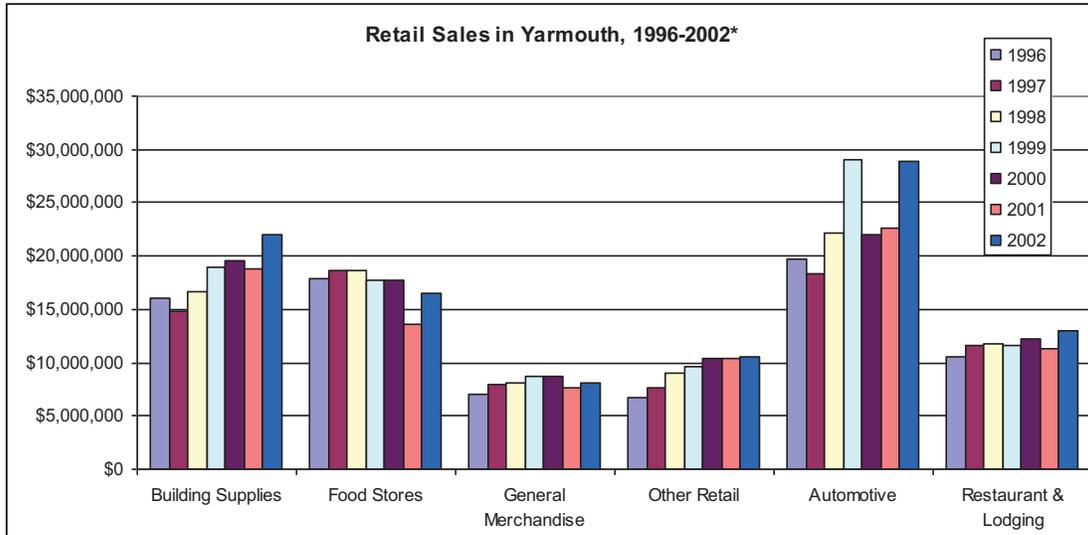
\$78 million in 1996 to over \$99 million in 2002, an increase of approximately \$21 million, or 27%. By contrast, retail sales in the rest of suburban Portland lagged behind Yarmouth, growing 18% from approximately \$1.7 to \$2 billion.



\*Adjusted for inflation,  
Source: Maine State Planning Office

A closer look at retail sales illustrates trends by category. In terms of total sales, the largest retail sector is automotive, which covers all transportation related retail outlets, including auto dealers, auto parts, aircraft dealers, boat dealers, and automobile rental. In 2002, automotive sales accounted for nearly \$29 million or almost 30% of all consumer retail sales in Yarmouth. The second largest category is building supplies, which claimed more than \$22 million or 20% of all consumer retail sales. This category includes sales of durable equipment and supplies at hardware stores and lumber yards.

Dollar-wise, the largest net increase was recorded by automotive sales, again reflecting boat sales, which increased more than \$9 million, or 47%, from approximately \$20 million in 1996 to nearly \$29 million in 2002. Percentage-wise, the greatest growth occurred in other retail, where sales increased 56% from approximately \$6.8 million in 1996 to \$10.6 million in 2002. This sales group represents a wide selection of taxable sales not covered elsewhere, including dry goods stores, drug stores, jewelry stores, sporting goods stores, antique dealers, morticians, book stores, photo supply stores, and gift shops. The only category to lose money was food stores, where sales decreased 7% from more than \$18 million in 1996 to \$16.5 million. This category, the third largest in Yarmouth, represents everything from large supermarkets to small corner variety stores. However, since food intended for home consumption is not taxed, the dollar values correspond to snacks and non-food items only, which typically represent 25% of total sales. Dollar values in all charts have been adjusted for inflation.



\*Adjusted for inflation,  
Source: Maine State Planning Office

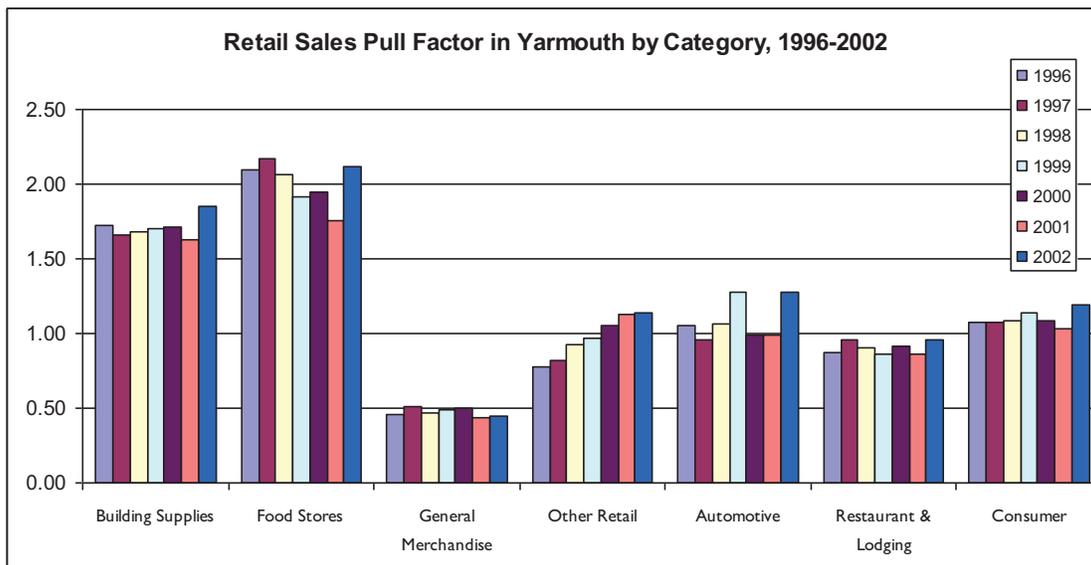
The pull factor measures the relative strength of the community's retail sector in serving local and regional markets. The pull factor is calculated by dividing a town's per capita sales by a region's per capita sales. If the pull factor is greater than "1.0", then the community is attracting consumers from outside the town. If the pull factor is less than "1.0", then the community is "leaking" sales to other areas.

With a pull factor of 1.1, Yarmouth is capturing its fair share of retail sales expected for a town of its size. Its pull factor is comparable to the Portland Suburban trade area in general, which includes the communities of Cape Elizabeth, Cumberland, Falmouth, Freeport, Gorham, North Yarmouth, Pownal, Scarborough, and Yarmouth. On the other hand, Yarmouth does not perform as well as Freeport, Brunswick, or Falmouth in attracting shoppers from outside the Town. Freeport is well-known for the LL Bean flagship store and many outlets, Brunswick, for its Maine Street specialty shops and large scale retail malls, and Falmouth, for its movie theaters and retail strip.

Retail Sales – Pull Factor				
	2000 Retail Sales	2000 Population	Per Capita Sales	Pull Factor
Freeport	\$264,414,000	7,800	\$33,899.23	3.6
Brunswick	\$318,210,000	21,172	\$15,029.76	1.6
Falmouth	\$153,574,400	10,310	\$14,895.67	1.6
Yarmouth	\$86,833,100	8,360	\$10,386.73	1.1
Portland Suburban	\$802,560,000	78,509	\$10,222.52	1.1
Cumberland	\$9,778,100	7,159	\$1,365.85	0.1
Maine	\$12,165,700,000	1,274,923	\$9,542.30	

*Source: Retail sales data derived from Maine State Planning Office; Population data compiled from 2000 US Census*

Calculating the pull factor by category illustrates gaps and opportunities in the Town's retail trade sector. Almost every retail sector is attracting consumers from outside the Town. Anchored by Hannaford, the strongest draw is food stores, which registered a pull factor of 2.1 in 2002. Undoubtedly, food store sales have been buoyed by the absence of large supermarkets in the neighboring towns of Gray, Cumberland, North Yarmouth, and Pownal. Other sectors attracting sales from outside the community include building supplies, with a pull factor of 1.9, automotive sales, including boat sales, at 1.3, and other retail, at 1.1. These sectors have not only grown in dollar value over time, but have captured a greater share of their respective markets. By contrast, general merchandise, with a pull factor of 0.5, is underperforming. This category is comprised of stores that carry goods, such as clothing, shoes, furniture, and appliances, typically found in department stores.



*Source: Compiled by Greater Portland Council of Governments with data from Maine State Planning Office and US Census*

**Yarmouth Village Center**<sup>8</sup>. Yarmouth Village Center, the historic center of the Town, is a traditional, mixed use, New England village, made up of approximately 1/3 residential properties, 1/3 commercial properties, and 1/3 Town and nonprofit properties. Prior to 1980, the Village Center was the Town's retail center. As of early 2009, there are approximately 36 commercial properties in the Village Center, including a gas station, lumber yard, petroleum tank farm, private school, two banks, variety store/market, book store, restaurants, professional offices, and numerous other small retail establishments. Businesses in the Village Center, along with those on Route One, account for the majority of the Town's retail sales.

Between 1980 and 1990, Route One emerged as a new type of commercial outlet for the community, with the expansion of Shoppers Village Plaza and construction of Yarmouth Marketplace, a service station/car wash complex. At the same time, the Village Center began to see the conversion of homes to businesses along with the addition of a retail plaza and renovation of Carriage House Square. Today, the Town is experiencing continued change and commercial growth in the Village Center, including a trend toward increased outdoor seating for restaurants, additional office space, expanded private school facilities, and the continued migration of some retailers to Route One.

**Natural Resource Based Industries.** For generations, Maine's waters, lands, and forests have underpinned its industrial base. Statewide, these sectors collectively generate one in five jobs and one in five dollars of wealth through direct production as well as value added processing and services. According to the SPO, the greatest threat to the continued economic viability of these industries in the region is access to the resource, including limitations imposed by regulation, ownership, and development. Assessing the value of natural resource based industries on the local level is difficult. Traditional economic indicators, such as numbers of jobs, do not accurately capture the value of these industries, while traditional natural resource indicators, such as the market value of clams, are reported on a regional, not municipal, basis.

The Royal River watershed drains into Casco Bay, which for centuries has served as the region's foundation for commerce and industry. In 2004, the Natural Resources Conservation Service (NRCS) estimated the economic value of Casco Bay at \$450 million dollars - \$250 million from tourism and recreation and \$200 million from fishing. Locally, the impact is harder to estimate. According to a survey conducted by the GPCOG for the US Army Corps of Engineers (ACOE), over 150 jobs in Yarmouth are dependent on access to the Royal River, primarily for recreation.

According to the 2000 US Census, 42 residents, comprising less than 1% of the labor force, identified their primary occupation as fishing, farming, or forestry. This is down from 83 in 1990. It is estimated that between 60 and 70 commercial vessels operate out of Yarmouth Harbor. This estimate is based on the issuance of 76 commercial marine harvester licenses to Yarmouth addresses and the registration of 68 separate hull identification numbers listing Yarmouth as the principal port. Almost all are lobster boats with a few remaining draggers.

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<sup>8</sup> Yarmouth Village Center is more fully discussed in the Land Use inventory.

In addition to lobstering, the Royal River supports clamming and aquaculture. Most of the Town's shoreline is conditionally open to clamming, with the exception of the Upper Cousins River and areas associated with wastewater treatment along the Royal River, the eastern section of Cousins Island, and the southern end of Littlejohn Island. The Maine Department of Marine Resources (DMR) has also approved permits for oyster farming in the Royal and Cousins rivers. In 2006, the Town had 7 commercial clam diggers and over 200 recreational diggers. According to the DMR, the wholesale value of soft shell clams in the Town for 2005 was \$32,456, representing less than 2% of the total harvest in Cumberland County. According to Yarmouth's Marine Patrol Officer, the wholesale value of all shellfish harvested in the Town in 2005 was approximately \$180,000.

Yarmouth Harbor also serves as a hub for recreational boating. According to the Town's Marine Patrol Officer, over 3,000 vessels use the boat launch every year, in part, because it is one of the region's few boat launches that can be used at low and high tide. Boating supports over 100 jobs based at the Town's marinas and boatyards, in yacht sales, rentals, and charters, and sail and boat manufacturing. This robust cluster is also reflected in automotive sales, the Town's largest retail sector, including boat sales, which has grown 47% over the last six years and has attracted an increasing share of sales from out of Town. Its continued viability will depend on dredging of the channel and anchorage to ensure safe passage.

In 2008, GPCOG conducted a study to determine the economic impact of Yarmouth Harbor. The impetus behind the study was to help the Town make a case to the ACOE for maintenance dredging of the harbor.

The most efficient approach for estimating economic impact was to calculate the Town's share of the state's overall ocean economy. The National Ocean Economics Program ([www.oceaneconomics.org](http://www.oceaneconomics.org)) developed a database of the gross state product (GSP) associated with various marine-related sectors. The GSP is defined by the US Bureau of Economic Analysis as the net cost of production or the "value added in production by the labor and property located in a state." The GSP is the state counterpart of the nation's gross domestic product.

To determine the Town's share of the state's GSP, GPCOG distributed a brief survey to over 50 businesses located or dependent on Yarmouth Harbor. A total of 22 surveys were returned, for a 50% response rate.

Since labor accounts for 60% of GSP, the primary purpose of the survey was to identify the number of employees. To account for employees associated with nonrespondents, an estimate was made using the Maine Department of Labor's Quarterly Census of Employment and Wages. Then, each business was coded by its industrial classification and assigned to one of four sectors of the ocean economy – tourism and recreation, fishing/harvesting, boatbuilding, and transportation. Data from nonmarine-related businesses was not used to estimate economic impact. Because the Quarterly Census does not include the self-employed, a separate estimate

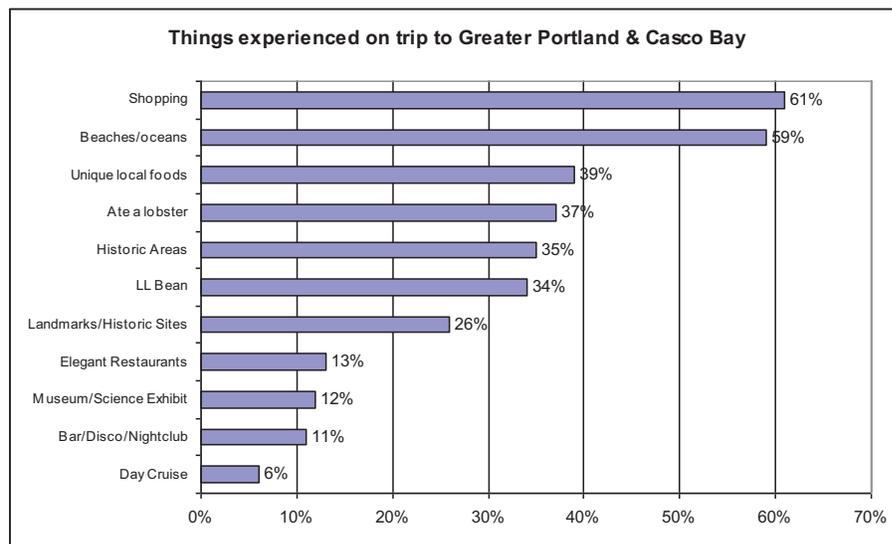
was made using statistics on clamming and lobstering available from the DMR, including licenses, landings, and market value.

Using this methodology, GPCOG estimated that Yarmouth Harbor supports 343 jobs and generates over \$25 million in value.

<b>Economic Impact of Yarmouth Harbor</b>			
<b>Sector</b>	<b>Jobs</b>	<b>Value</b>	<b>% of State</b>
Tourism and Recreation	195	\$11,726,913	Less than 1%
Fishing/Harvesting	85	\$7,002,351	Less than 1%
Boatbuilding	28	\$3,149,866	Less than 1%
Transportation	35	\$3,428,660	Less than 3%
<b>Total</b>	<b>343</b>	<b>\$25,307,789</b>	

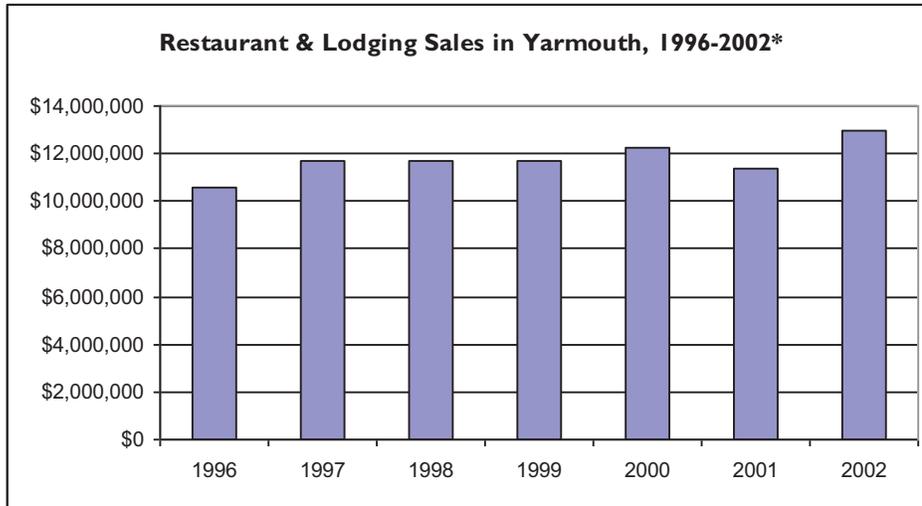
*Source: Greater Portland Council of Governments, 2008*

**Tourism.** According to the Maine Department of Economic and Community Development (DECD), tourism across the state supports over 120,000 jobs and \$2.7 billion in payroll as well as the sale of \$9.5 billion in goods and services. For marketing purposes, the Maine Office of Tourism recognizes Yarmouth as part of the Greater Portland and Casco Bay region, which stretches from Scarborough to Freeport. According to research commissioned by the state, one third of all trips to Maine, approximately 13.5 million per year, include time spent in Greater Portland. About half travel a great distance to visit the region, coming from outside the six New England states. Virtually all spend time in Portland, while almost 40% visit Freeport. Visitors to Greater Portland are more likely to shop and tour the region than other visitors to Maine, but are less likely to participate in outdoor activities, such as camping, hunting, or hiking, or to attend a special event, such as a fair or festival. Long term challenges identified by the Maine Office of Tourism include inducing more visitors to stay longer in the region.



*Source: Longwoods International*

Locally, there are a number of indicators that could be used to measure the relative strength of the tourism industry over time: visitors to the annual Clam Festival, requests for information to the Chamber of Commerce, occupancy rates at lodging establishments, recreational moorings in the harbor, retail sales for restaurant and lodging. With a pull factor of less than 1.0, Yarmouth is not a tourist destination. However, the tourism industry in Yarmouth seems to be expanding. From 1996 to 2002, restaurant and lodging sales in the Town increased nearly \$2.4 million, or 22%, compared to 17% for the state<sup>9</sup>. The return of passenger train service to Yarmouth could effect the perception of Yarmouth as a tourist destination.



Source: Maine State Planning Office

**Economic Development Efforts.** The 1993 Comprehensive Plan called for a number of economic development strategies to expand the Town’s tax base in the face of declining tax revenues from Wyman Station. These strategies included creating an economic development advisory committee; considering streamlined development review and land banking opportunities for business growth; encouraging continued use of Wyman Station; adjusting zoning in conformance with the Plan; establishing new performance standards for Village Center and residential areas to support limited cottage industries; improving business access to Route One while promoting small, local market retail, bicycle/pedestrian routes, and lower speed limits; establishing tax increment financing (TIF) districts and economic opportunity zones; and identifying Exit 17 and Bridge Street for additional detailed study<sup>10</sup>. Since 1993, the Town has completed many of these strategies.

Shortly after adoption of the 1993 Comprehensive Plan, the Town Council appointed the Economic Development Advisory Committee (EDAC), which undertook a number of efforts. In 1995, EDAC prepared an Economic Development Plan, which inventoried existing and

<sup>9</sup> However, it should be noted that two of the Town’s motels are currently for sale, offering redevelopment opportunities that may or may not continue direct tourist services.

<sup>10</sup> The Route One Corridor Study (Phases I and II) will be more fully discussed in the Transportation Inventory. The Bridge Street Zoning Study will be more fully discussed in the Land Use Inventory.

potential sites and uses to identify where the Town should focus its efforts. It recommended that the Town seek delegated review authority under DEP's Site Location of Development Act, which was granted and ultimately surrendered because it was burdensome and did not realize the anticipated benefit of streamlining review. The Economic Development Plan also recommended the Town consider creating a TIF district, which was designated for the relocated DeLorme facility, using its small self-capitalized investment fund<sup>11</sup>, and creation of an Alternative Dispute Resolution system, which was not pursued.

In 1996, at the EDAC's suggestion, the Town Council undertook a regulatory audit, which resulted in changes to the land use ordinances, including more flexible setbacks, relaxed standards for home occupations, limited back lot development, greater flexibility in contract zoning, widened assessment of essential services, and new standards to preserve the Village Center while allowing for additional commercial uses.

The DeLorme TIF district, and a complementary State TIF (know as a STIF), was established in late 1995 for the creation of a technology park in two phases – construction of 500,000 square feet of office/commercial development in a campus-like setting. Phase I was completed successfully in 1996 with the relocation of DeLorme, the anchor for the park from Freeport, and creation of the Advance Technology Training Center. Phase II, which was to include further expansion or location of more technology-based companies who would use the Advanced Technology Training Center, has not yet materialized as envisioned.

In the late 1990's, the Town approved conditional rezoning of the so-called Black Ash site, a brownfield area. The site was cut, filled, capped, and developed as a 15-lot mixed use subdivision. The anchor tenant is the US Post Office, relocated from the Village Center, followed soon after by construction of an assisted living facility, several health care related office buildings, a restaurant, and private residences. Today, the Forest Falls subdivision is built out.

In 2003, the EDAC worked with Richardson and Associates, Landscape Architects, to create a series of development scenarios that take advantage of the Exit 17 interchange and the fiber node installed in the vicinity of the new DeLorme facility. The EDAC met with land owners and abutters and worked with consultant to conceive and illustrate alternative scenarios, which were then presented to the community. The principle conclusions of the effort were:

- that with no specific development proposal before the community, there was little community interest in the alternative scenarios;
- tax benefits from any of the scenarios were not large enough to attract public interest; and
- there was no community mandate to change zoning or acquire property for economic development purposes.

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<sup>11</sup> As of June 30, 2008, the fund, which was capitalized by the sale of Town property on Bridge Street, includes \$88,101.

The EDAC further noted that the community was primarily concerned with preserving open space and limiting large scale retail establishments and auto dealerships. The EDAC recommended a development scenario consisting of suitably screened, densely developed, multi-story office space in the northern portion of the area combined with parkland or open space in the southern portion. It recommended that the best way to proceed was to work with individual landowners to encourage development in keeping with the Town's interests. It also supported seeking assistance from an experienced community development professional. Shortly thereafter, the Town adopted changes to its land use regulations to establish a maximum total of 75,000 square feet for a retail complex, with a maximum of 55,000 square feet for any single retailer.

In 2005, the EDAC presented two reports to the Town Council in support of the current effort to update the Comprehensive Plan. The first report, *Inventory of Yarmouth Land and Forecast of Alternative Growth Strategies*, analyzed commercial build-out of the community by the year 2025 and concluded that it would have little overall impact on the Town's property tax rate. The second study, *Economics of Open Space*, concluded that open space is an economic benefit to the Town and focused on ways to encourage preservation.

## **ISSUES AND IMPLICATIONS**

1. How does economic development and redevelopment affect Yarmouth's "small town Maine" quality?
2. What types of business and jobs does Yarmouth want?
3. Should Yarmouth actively encourage development of a technology park and, if so, how?
4. Should the Town encourage employment that requires greater education?
5. What about nurturing the self-employed or telecommuting employee?
6. Should the Town allow more businesses within residential zones, within homes, or in separate structures?
7. The availability of passenger train or bus service would affect access to/from the Town. What are other options? How will new transportation options affect commuting traffic in and around Yarmouth?
8. What kind/scale of business activity should the Town encourage in the Village Center?

# HOUSING

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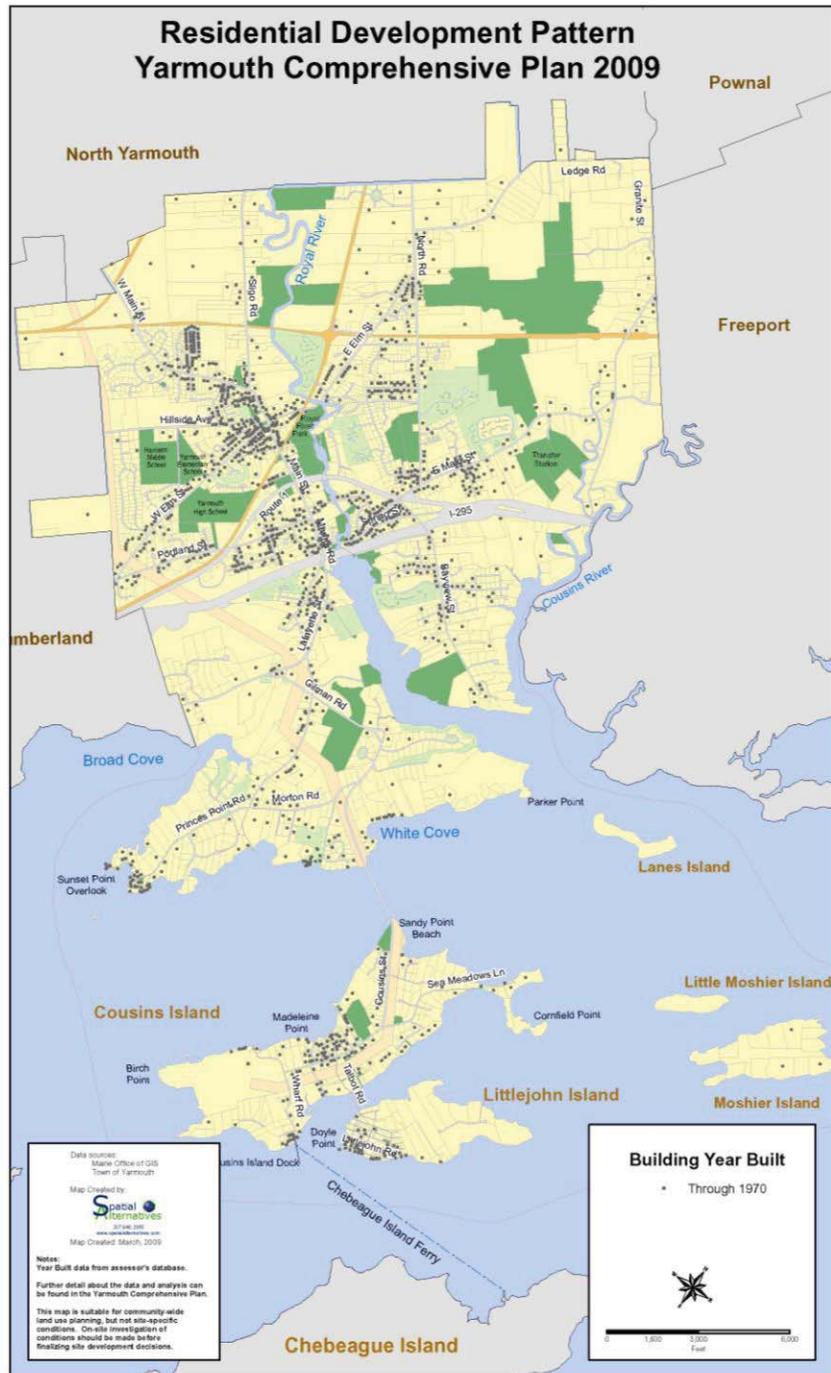
## SUMMARY

- The Village Center and inner harbor are the oldest settled areas in Yarmouth. Increasingly since 1970, development has extended beyond these centers into previously rural areas of the community.
- The 1980s represent the peak decade for home construction, with 563 single family units. The 1970s were the peak period for rental units, with 302 constructed.
- Single family homes make up 75% of the housing stock and multifamily, 19%. More than half of multifamily units are in structures with 2-4 units.
- By 2025, the Greater Portland Council of Governments (GPCOG) projects that an additional 497 units will be needed to accommodate future population.
- GPCOG projects a need for 1/3 of future construction to be rental and 2/3 to be ownership, indicates that construction of ownership units exceeds anticipated future demand, and suggests that “even if all new construction were targeted toward the retirement-age households, there are still too many single-family homes being built.”
- In 2000, there were approximately 140 seasonal housing units in Yarmouth. The number of new seasonal units was relatively consistent from 1960 through 1980; however the number of new units more than tripled by 1990 and increased another third by 2000.
- In 2000, 71% of the 3,704 housing units were owner- occupied and 29% were rented. From 1990 to 2000, the vacancy rate declined from approximately 4% to 3%.
- The majority of multifamily units are over 30 years old. Multifamily construction peaked in the 1970s, with 302 units, followed by 211 units in the 1980s. Only 37 units were constructed in the 1990’s.
- According to the 2000 US Census, the most severe housing problem in Yarmouth is one of cost burden.
- Yarmouth has historically been one of the least affordable towns in the Greater Portland Housing Market.
- In 2007, the median home price of \$343,000 was 61% above the selling price affordable to Yarmouth households. Less than 13% of all home sales in Yarmouth were at or below the affordable price.
- In 2000, Yarmouth had 78 subsidized rental units, making them available at below market rate. In 2003 there were seven Section 8 vouchers, issued to income-qualified families, the elderly, and disabled people.
- GPCOG projects that nearly 500 new units will be needed in Yarmouth in the next 10 years to accommodate a projected population increase of 780 residents, including 339 single family and 158 rental units. To meet the state goal of a minimum of 10%, at least 50 of the new units should be affordable.
- Though Maine law allows towns without public sewer to develop at least two units per acre, Yarmouth does not allow development on lots smaller than 20,000 square feet. Indeed,

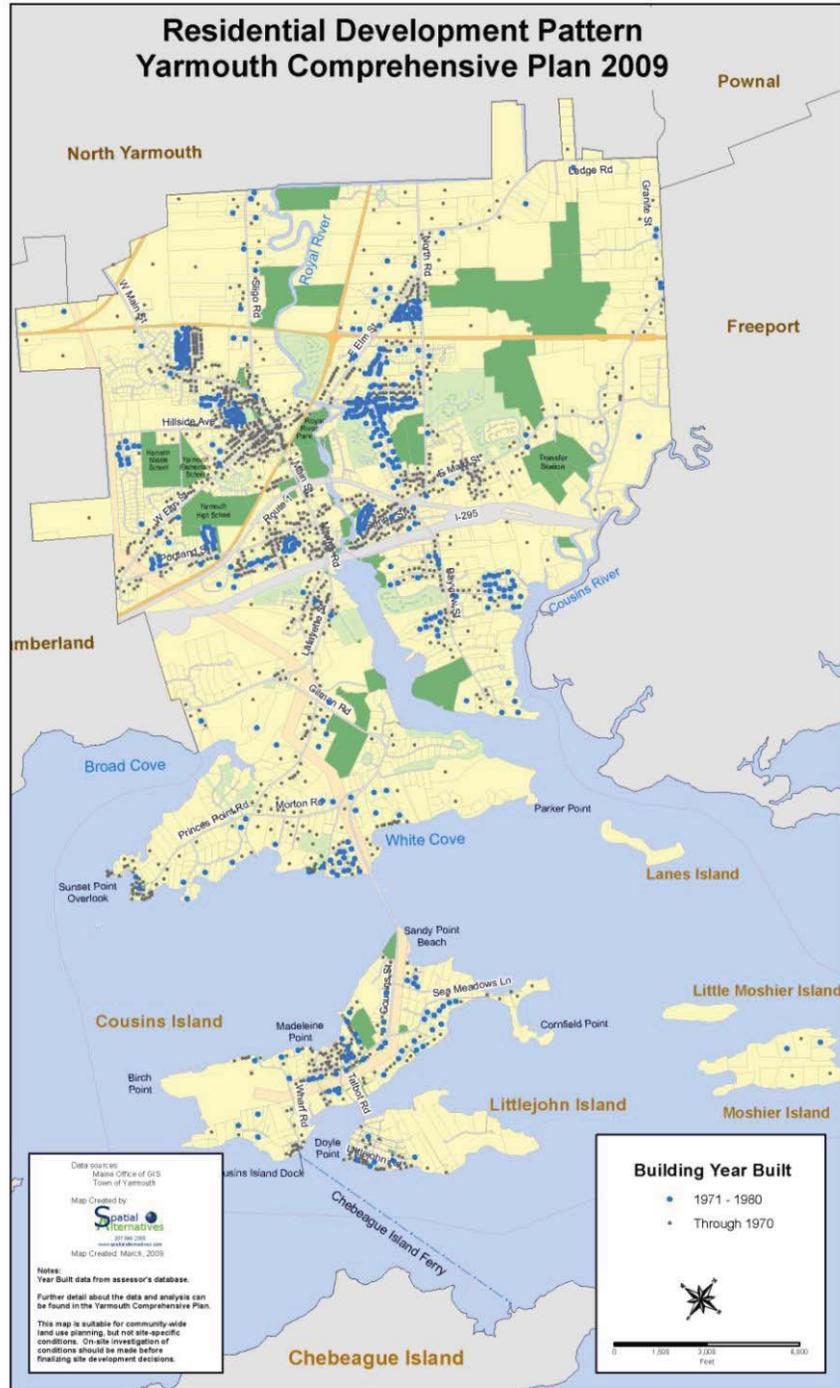
only the more urban cities in the region employ a full arsenal of zoning strategies to allow the minimum density necessary for efficient residential development.

## INTRODUCTION

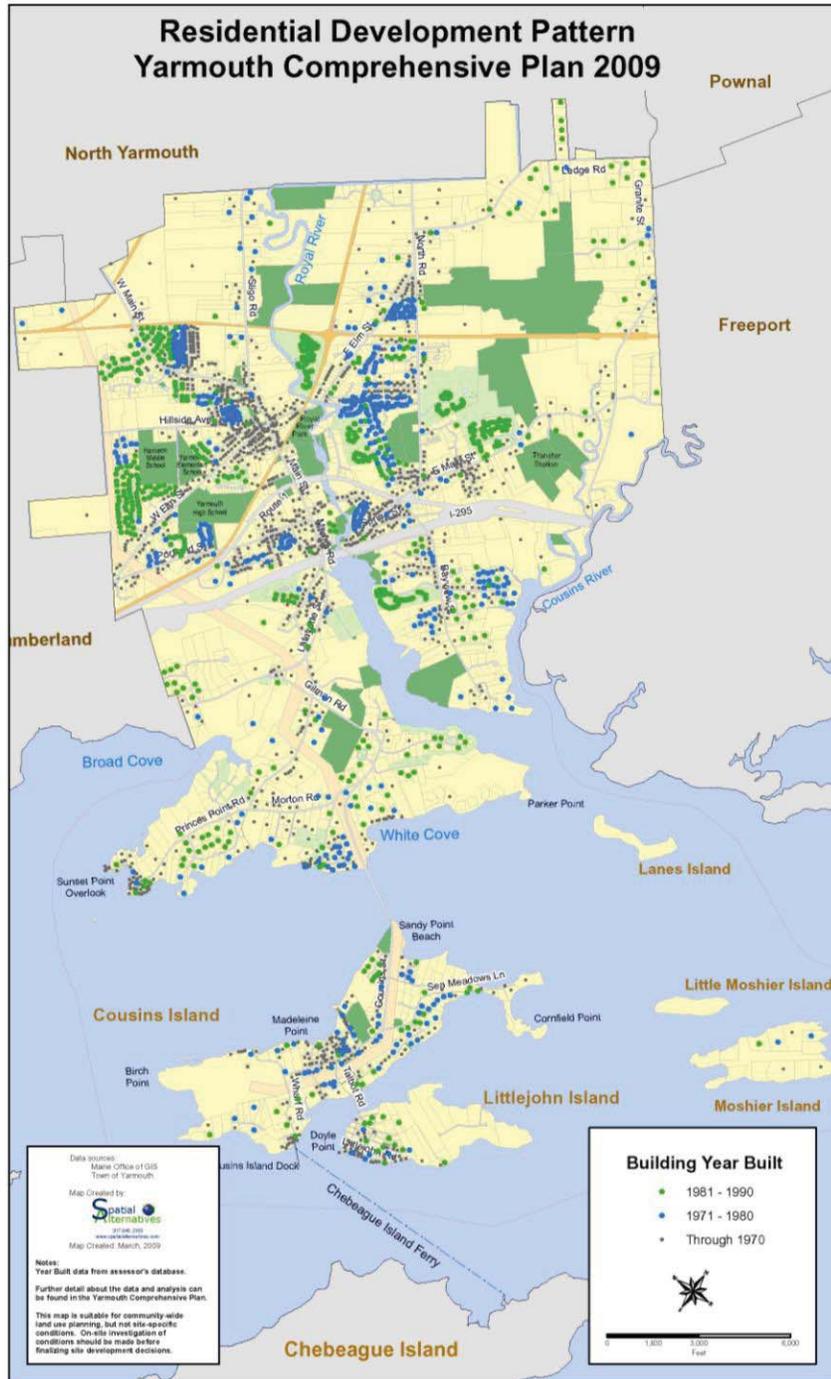
The oldest settlement patterns in Yarmouth are predominantly in the Village Center and around the inner harbor. By 1970, residential development had expanded well beyond this area to include much of the frontage of West Elm Street and significant portions of Portland Street, East Main Street, Princes Point Road, and Cousins Street. Conventional subdivisions appeared east and west of Walnut Hill Road, off North Road, East Elm Street, and off Bayview Street. Pockets of coastal development were evident at White Cove and Sunset, Bucknam, and Drinkwater points, as well as compact, largely seasonal, communities on Cousins and Littlejohn islands and considerable development of the eastern shoreline of Cousins Island. Scattered development of the frontage on Sligo Road and pioneers of future development further out on East Main and Granite streets are also apparent.



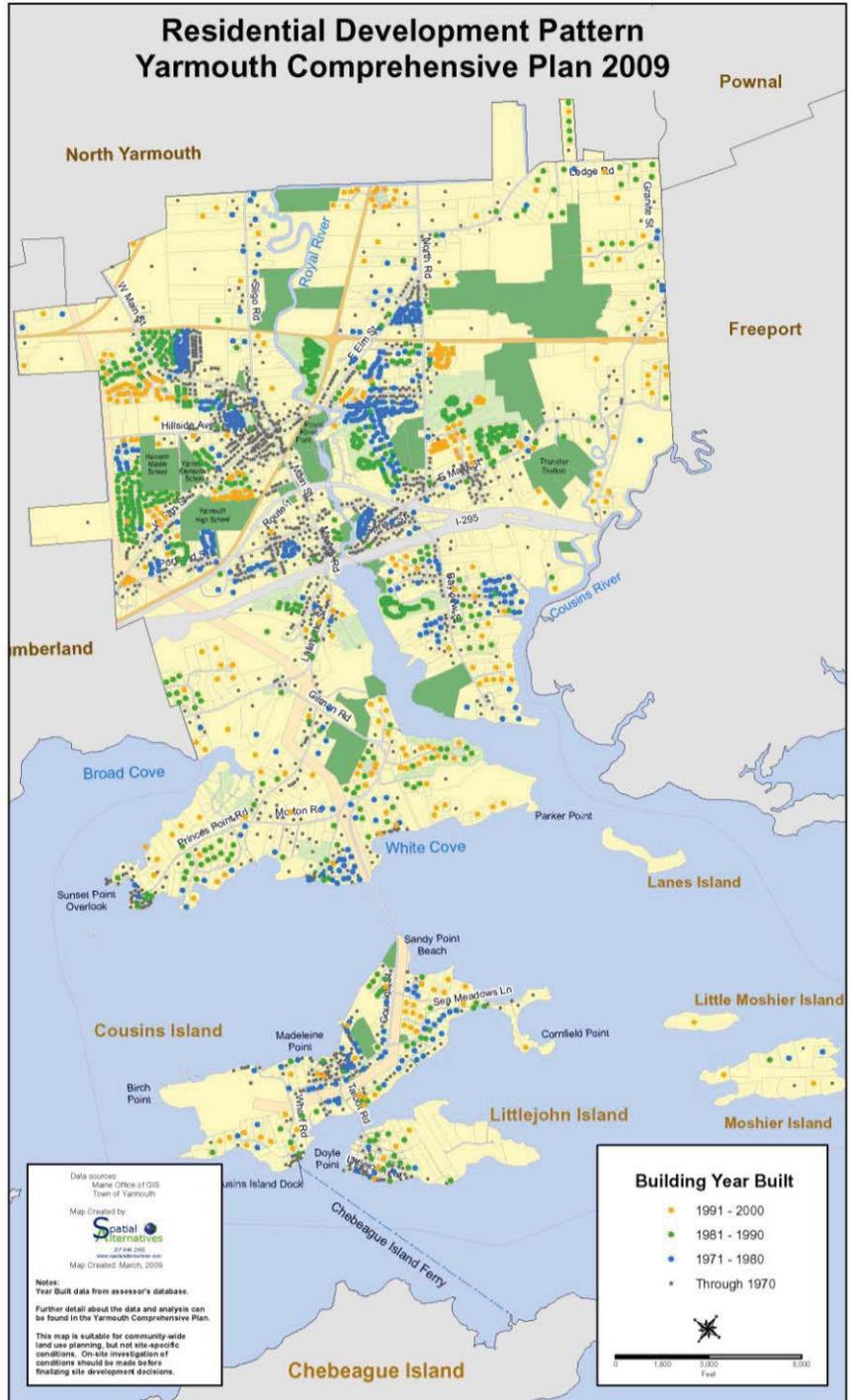
The 1970s was a period of rapid growth, generating an average of 80 new units per year. Most new housing continued to be dispersed beyond the compact Village Center, reaching deeper into formerly rural areas. While there was additional infill north and south of the harbor and in subdivisions off Portland and West Elm streets near the High and Middle schools, there was also significant suburban-style subdivision in the North Road/East Elm Street area. Additional subdivision activity occurred in Bayview and Drinkwater Point. Scattered development took place along Cousins Street and the eastern and western shores of Cousins Island.



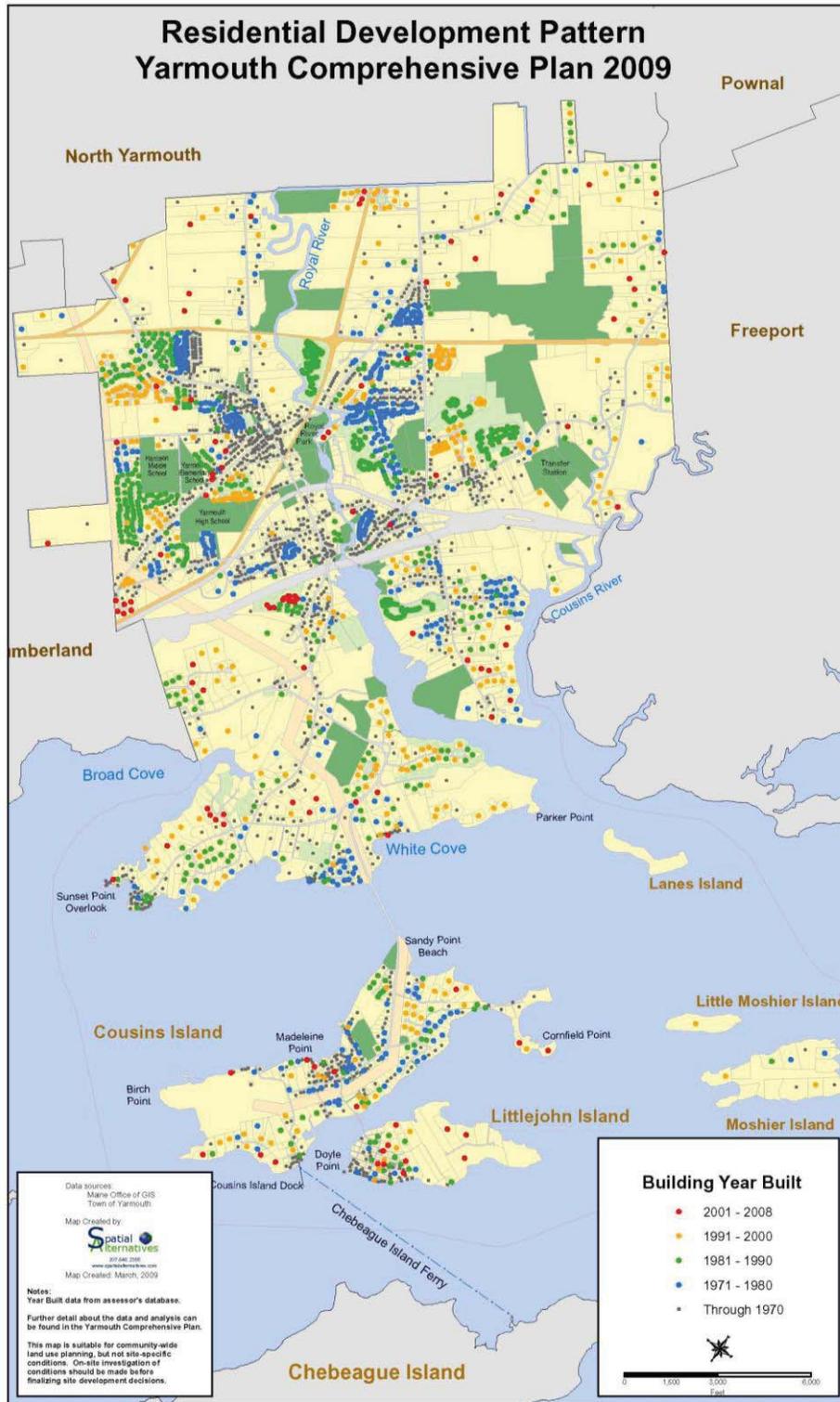
Rapid growth continued in the 1980s at a rate of about 80 units per year, so that the number of housing units nearly doubled between 1970 and 1989. Most development continued to disperse beyond the Village. Additional large, suburban-style subdivisions were developed near the High, Middle, and Elementary schools and off Walnut Hill Road, east of the rail line. Condominium projects, generally made up of single family detached and two to three attached units surrounded by open space, emerged as a new development pattern in the East Elm Street/North Road area, off East Main Street, Bayview Street, near Route One, and Drinkwater Point. There was also significant build out of suburban-style subdivisions off Granite Street, Bayview Street, Princes Point, and the Foreside Road.



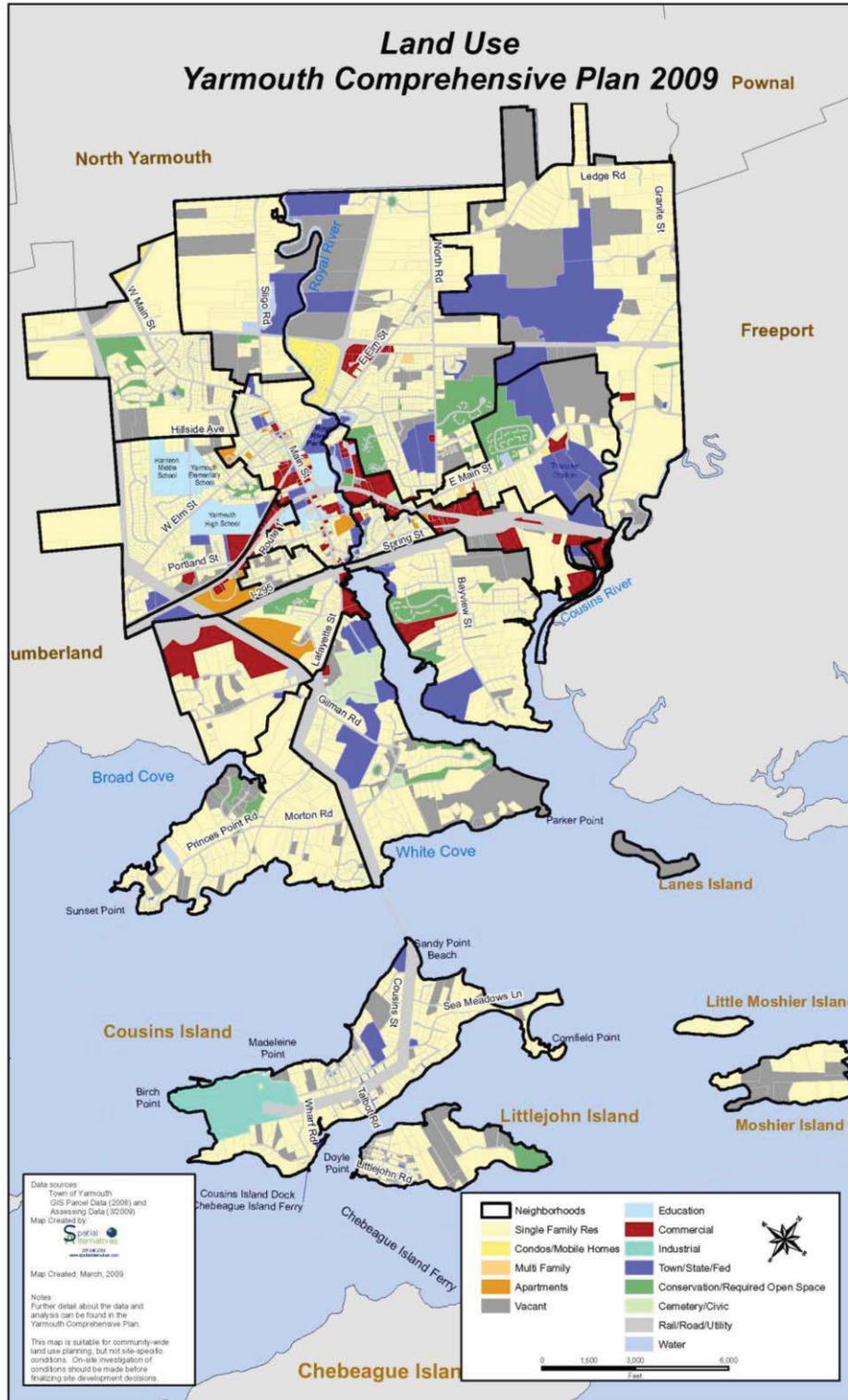
Development during the 1990s slowed to about half of what it was in the previous two decades – about 40 units per year. Dispersed development outside of the Village was the prominent pattern. Development and build out of suburban-style subdivisions continued in the West Elm Street area near the High and Middle schools, south of Walnut Hill Road, east of North Road, west of East Elm Street, off Bayview Street, and near Royal Point. Scattered development continued off Granite Street, Princes Point, and Cousins and Littlejohn islands.



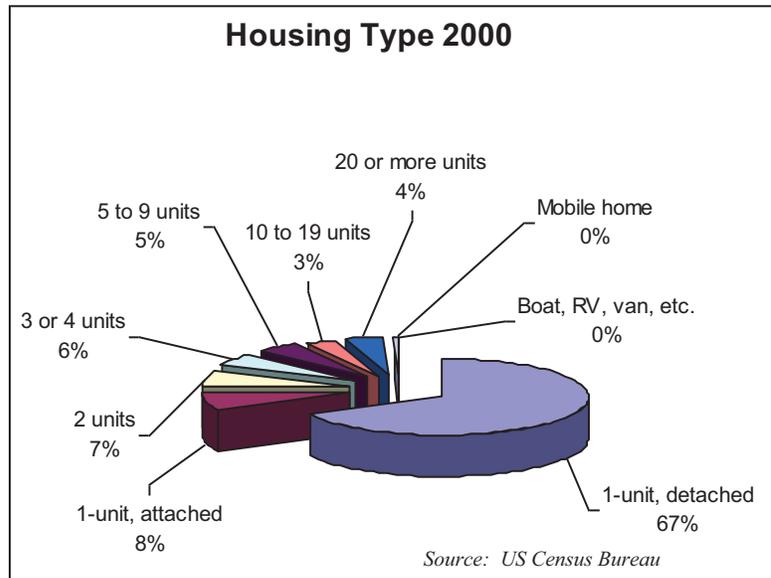
Since 2000, development has slowed considerably to about 25 units per year, and has been generally scattered throughout Town outside of the Village. Some development took place in subdivisions, mostly on existing lots, as high-end single-family homes.



# HOUSING STOCK



By 2000, there were 3,704 housing units in Yarmouth. Single family detached homes made up the primary housing stock (75%), followed by single unit attached homes (8%) and duplexes (7%). Other forms of multifamily development encompassed another 19%.



From 1990 to 2000, the housing stock in Yarmouth increased by 395 units, or 13%, reflecting new construction as well as demolition, conversion, and loss. In sheer numbers, the largest increase was single family homes (421), followed by seasonal homes (62). Although there was a substantial change in the mix of multifamily units, from residential to commercial, the net change was only six units.

	1990	2000	2000 % Total	% Change
<b>1-unit, detached</b>	2,078	2,499	67%	20%
<b>1-unit, attached</b>	308	281	8%	-9%
<b>2 units</b>	274	246	7%	-10%
<b>3 or 4 units</b>	202	204	6%	1%
<b>5 to 9 units</b>	190	177	6%	-7%
<b>10 to 19 units</b>	107	118	3%	10%
<b>20 or more units</b>	102	163	4%	60%
<b>Mobile home</b>	19	16	0%	-16%
<b>Boat, RV, van, etc.</b>	29	0	0%	-100%
<b>Vacant Seasonal</b>	104	166	4%	60%
<b>Total housing units</b>	3,413	3,870		13%

Source: US Census Bureau

**Group Quarters.** The US Census defines group quarters as places where unrelated people live in common with others through the shared use of living, cooking, and/or bathroom facilities as well as a common hall that provides access from the outside. Such facilities are typically owned or managed by an entity or organization that provides custodial or medical care as well as other types of assistance.<sup>12</sup>

Group Quarters Type	Number
<b>Institutionalized population:</b>	103
Nursing homes	103
<b>Non-institutionalized population:</b>	1
Other non-institutional group quarters	1
<b>Total</b>	104

Source: US Census 2000

According to the 2000 Census, 104 people in Yarmouth lived in group quarters, virtually all of them in nursing homes.

<sup>12</sup> Examples include college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, correctional facilities, workers' dormitories, and facilities for people experiencing homelessness.

Yarmouth Nursing Homes					
Facility	Address	Type	# Beds	Year Built	Waiting List
Brentwood Rehabilitation and Nursing Center	370 Portland St.	Nursing Home	78	1935	Yes
Bay Square at Yarmouth	27 Forest Falls Dr	Assisted Living Community	60	1999	Yes
Coastal Manor	10 West Main St	Nursing Home	45	1934	Yes
Total					

Source: Greater Portland Council of Governments, April 2009

## HOUSING PROJECTIONS

During the 1990s, Yarmouth's housing stock increased by 395 units. By 2025, the GPCOG projects that an additional 497 units will be needed to accommodate future population.<sup>13</sup>

The Maine State Planning Office (SPO) projected the need for new housing by age group for Cumberland County. GPCOG described Cumberland County residents' housing preferences at various stages of life in its April 2007 report, *Cumberland County Housing and Homeless Needs Assessment*.

By 2025, the *Starters* (ages 20-29), who primarily rent, will increase modestly. The *Move-ups* (ages 30-54), many who are part of the Baby Buster generation, will see a modest decrease in

Housing Forecast for Yarmouth for 2025					
	2000		Year 2025		Forecast
	Total	Percent	Total	Percent	
<b>Housing Units</b>	<b>3,480</b>		<b>3,977</b>		<b>497</b>
<b>Ownership</b>	2,447	70%	2,786	70%	<b>339</b>
Occupied	2,432	99%	2,758	99%	
Vacant	15	0.6%	28	1%	
<b>Rental</b>	1,033	30%	1,191	30%	<b>158</b>
Occupied	1,000	97%	1,134	95%	
Vacant	33	3.3%	57	5%	
<b>Households</b>	<b>3,432</b>		<b>3,892</b>		<b>460</b>
Population in households	8,256	98.8%	9,026	98.8%	
Average household size	2.41		2.32		
Ownership	2.63		2.54		
Rental	1.86		1.79		
<b>Population of Yarmouth</b>	<b>8,360</b>	<b>100.0%</b>	<b>9,140</b>	<b>100.0%</b>	<b>780</b>
Population in ownership units	6,396	76.5%	6,993	76.5%	
Population in rental units	1,860	22.2%	2,034	22.2%	
Population in group quarters	104	1.2%	114	1.2%	

Source: Prepared by GPCOG with data from US Census Bureau and Maine State Planning Office

<sup>13</sup> The following assumptions were used to project housing growth:

- Maine State Planning Office's 2015 population projection serve as basis of forecast and assumes population will grow as in 1990s.
- Seasonal housing conversion and new seasonal units are not projected.
- Modest 2% decline in average household size (slower than 1990s), consistent with US Census' long term national projection.
- Composition of housing stock will follow current patterns. Does not reflect housing preference, type, or age of head of household; for example, households headed by young singles often prefer, and in many cases can only afford, rentals. Town's desire to attract young people through increased construction of multifamily units is not reflected in forecast.
- Percent of population in group homes is held constant and people in group quarters like nursing homes are not in projection.
- Vacancy rate of 1% for owner-occupied units and 5% for rental units, slightly higher than current figures, is factored into forecast. Projections subject to change based on economic conditions, major employment changes, and other unforeseen changes in region.

size. The *Retirement* (ages 55-74) or “empty nesters”, will be looking to retire, and will almost double in size. The *Elderly* (age 80+), who show a strong preference to own, will increase by about one fifth.

In order to maintain the current pattern of development in Cumberland County, GPCOG recommends that 1/3 of new construction be rental and 2/3 be ownership. However, the age group that is expected

Need for New Housing by Age Group, 2000-2025				
	Housing Preferences		2025 Growth	
	Ownership	Rental	Estimated New HH	% of New HH
<b>Starters (20-29)</b>	36%	64%	1,243	5%
<b>Move-Ups (30-64)</b>	74%	25%	-1,089	-4%
<b>Retirement (55-74)</b>	80%	20%	19,942	79%
<b>Elderly (80+)</b>	68%	32%	5,254	21%
			35,351	100%

*Source: US Census Bureau, Maine State Planning Office*

to increase most, prefers to own, not rent. The analysis indicates that construction of ownership units exceeds anticipated future demand and that “even if all new construction were targeted toward the retirement-age households, there are still too many single-family homes being built.”

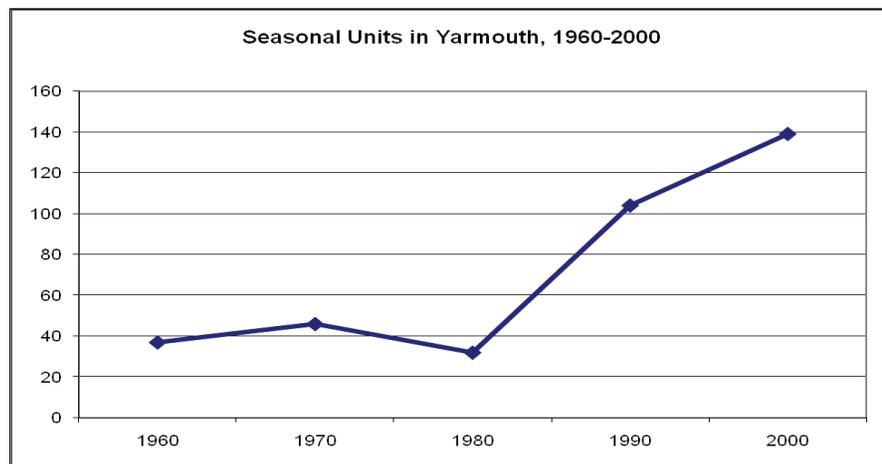
## SEASONAL HOUSING

In 2000, there were approximately 140 seasonal housing units in Yarmouth. The number of new seasonal units was relatively consistent from 1960 through 1980; however the number of new units more than tripled by 1990 and increased another third by 2000.

Yarmouth Seasonal Housing, 1960 - 2000					
	1960	1970	1980	1990	2000
Seasonal Units	37	46	32	104	139

*Source: Greater Portland Council of Governments*

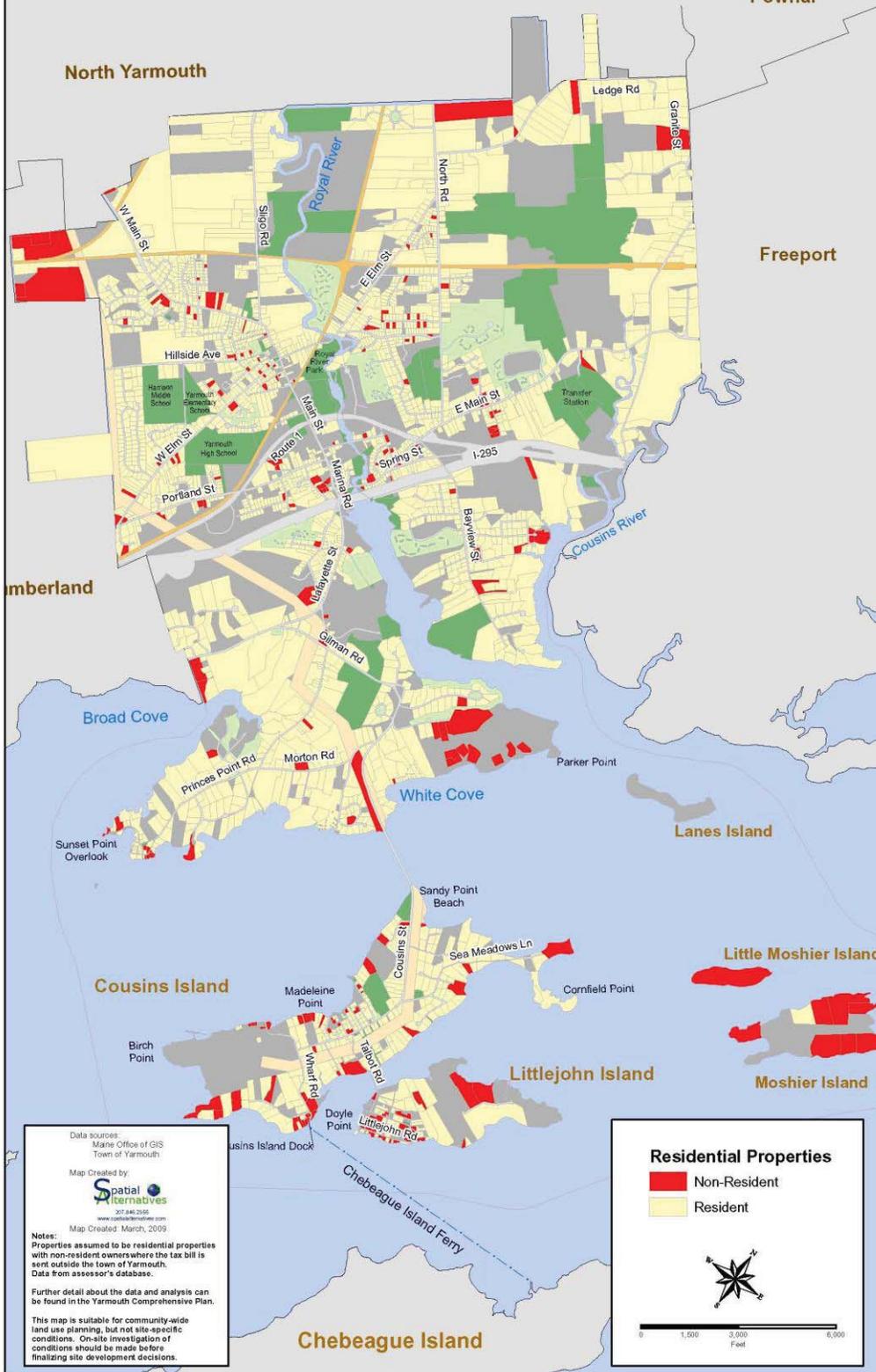
Most seasonal housing is owned by non-residents.<sup>14</sup> As might be expected, the majority of larger properties that are owned by nonresidents are located on the islands and along the shoreline.



*Source: Greater Portland Council of Governments*

<sup>14</sup> As most published sources of information do not provide information about the seasonality of housing, we used the addresses of nonresident owners to provide an approximation of where seasonal units are located in Town.

# Residential Property Ownership Pattern Yarmouth Comprehensive Plan 2009



## HOUSING TENURE

In 2000, 71% of the 3,704 housing units were owner-occupied and 29% were rented. From 1990 to 2000, the vacancy rate declined from approximately 4% to 3%.

Yarmouth Housing Stock, 1990-2000					
	1990	%	2000	%	% Change 1990-2000
<b>Total Housing Units</b>	3309	100%	3,704	100%	12%
<b>Occupied</b>	3068	93%	3,432	93%	12%
<b>owner</b>	2083	68%	2,430	71%	17%
<b>renter</b>	985	32%	1,002	29%	2%
<b>Vacant</b>	241	7%	272	7%	13%
<b>seasonal</b>	104	3%	166	4%	60%
<b>Vacancy Rate</b>	4.14%		2.86%		-31%

*Source: US Census 2000*

## HOUSING CONDITIONS

Most of Yarmouth's year round housing stock is fairly new. Less than a quarter was built before 1950. Single

Age and Type of Housing for Year-Round Owner Occupied Housing in Yarmouth								
	Prior to 1940	1940-1949	1950-1959	1960-1969	1970-1979	1980-1989	1990-2000	Total 2000
<b>Single family detached/attached</b>	449	86	261	303	357	533	340	2,329
<b>Multifamily</b>	62	0	0	0	0	23	0	85
<b>Mobile home</b>	0	0	0	9	0	7	0	16
<b>Number of units</b>	511	86	261	312	357	563	340	2,430
<b>% of Total</b>	21%	4%	11%	13%	15%	23%	14%	100%

*Source: US Census 2000*

family home construction peaked in the 1980s with 586 units, following 429 in the 1970s. The mobile home stock, a small part of the mix, is older, mostly constructed in the 1970s.

The majority of multifamily units are over 30 years old. Multifamily construction peaked in the 1970s, with 302 units, followed by 211 units in the 1980s. Only 37 units were constructed in the 1990's.

According to the 2000 US Census, there are no households in Yarmouth that have inadequate facilities<sup>15</sup> or are

Age and Type of Housing for Year-Round Renter Occupied Housing in Yarmouth								
	Prior to 1940	1940-1949	1950-1959	1960-1969	1970-1979	1980-1989	1990-2000	Total 2000
<b>Single family detached/attached</b>	54	15	35	34	72	53	16	279
<b>Multifamily</b>	134	36	45	105	208	158	37	723
<b>Mobile home</b>	0	0	0	0	22	0	0	22
<b>Number of units</b>	188	51	80	139	302	211	53	1024
<b>% of Total</b>	18%	5%	8%	14%	29%	21%	5%	100%

*Source: U.S. Census 2000*

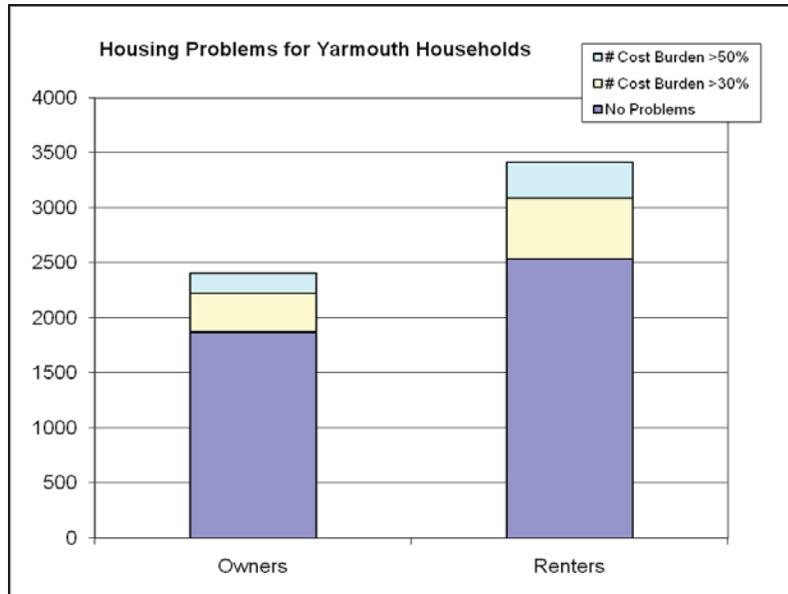
moderately or severely overcrowded<sup>16</sup>. According to the US Census Bureau, the most severe housing problem in Yarmouth is one of cost burden.<sup>17</sup> In 2000, 110 owners and 135 renters paid

<sup>15</sup> Defined as not having complete kitchen or plumbing facilities.

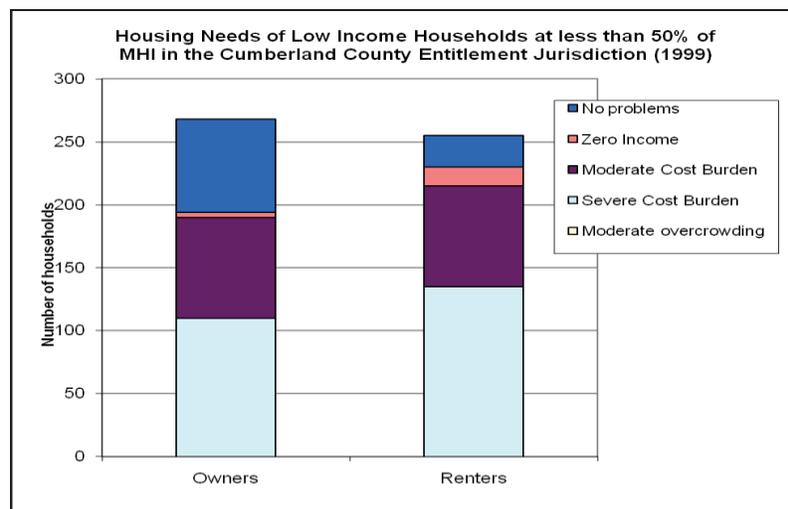
<sup>16</sup> Defined as more than 1-1.5 persons per room, respectively.

<sup>17</sup> Defined as "Households who pay more than 30 percent of their income for housing."

more than 50% of their income for housing and 80 owners and 80 renters paid between 30% and 50% of their income for housing. This translated into 8% of Yarmouth owners and 22% of Yarmouth renters earning less than 50% of the region's median income.



Source: US Housing and Urban Development, based on 2000 US Census.

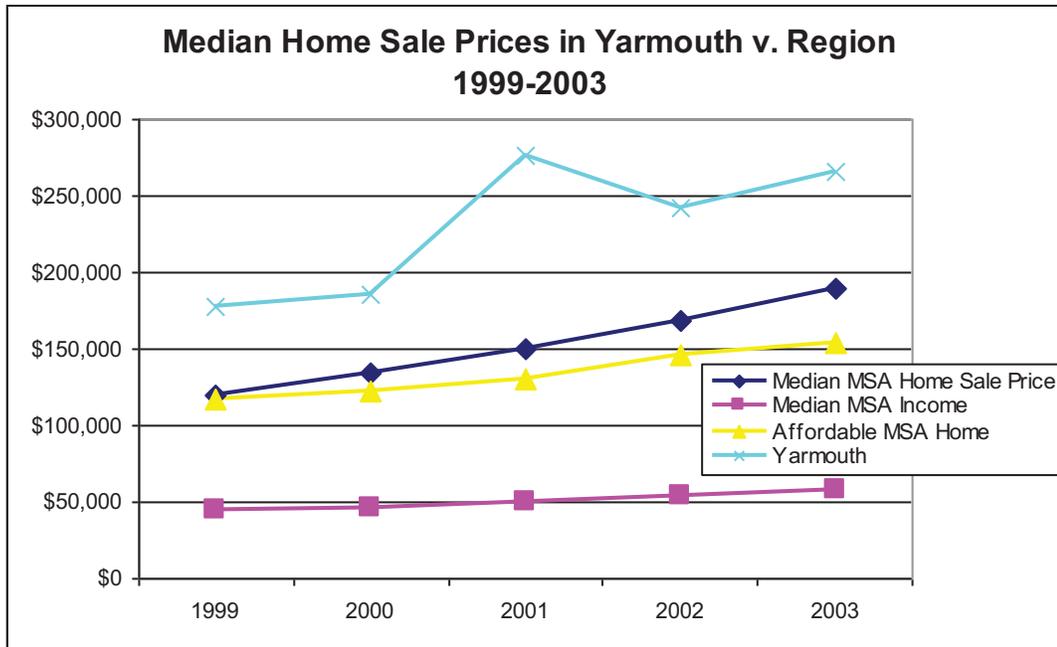


Source: US Housing and Urban Development, based on 2000 US Census.

## AFFORDABILITY

Over the first three years of this decade, housing prices in Greater Portland outpaced income growth by 4:1. While housing prices in Yarmouth go up and down, the general trend is up – between 1999 and 2003, housing prices in both the metropolitan area and the Town increased by about 50%. A number of factors are responsible.

First, Portland’s robust economy has created a brisk demand for housing across the region. Despite the economic downturn that began in 2001, the region has weathered the recession better than Maine, New England, or the nation, consistently posting an unemployment rate below 3%.<sup>18</sup>



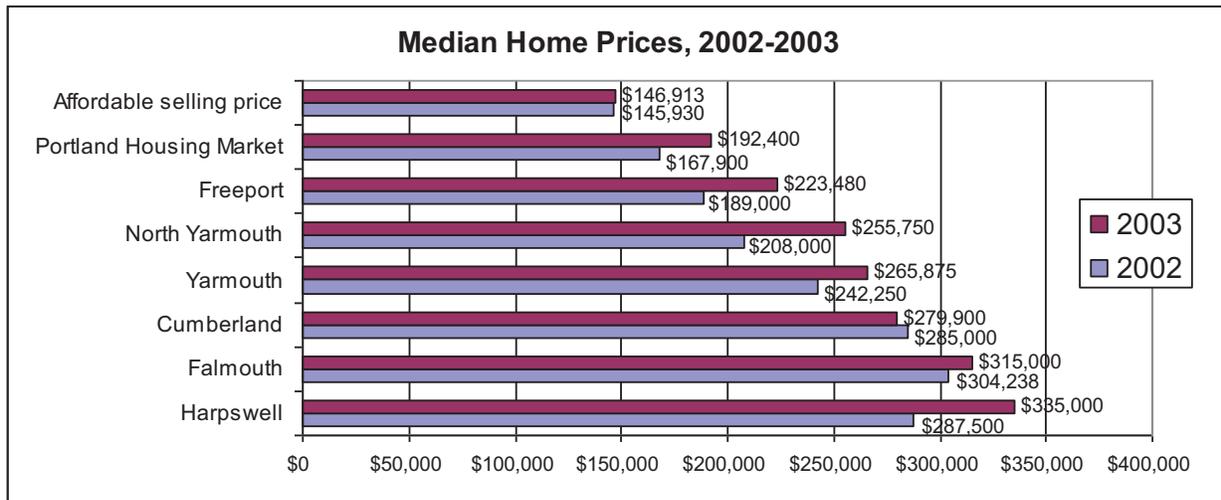
Source: Maine State Housing Authority

Second, until recently, real estate has proven to be a lucrative investment. Since 2000, the steady downturn in the stock market encouraged investors to cash out of Wall Street and into “Main Street”, where real estate returns exceeded 10% per year. The terrorist attack of 9/11 also stimulated an out-migration from big cities to smaller towns seeking safety and stability, escalating in-migration of new residents from Massachusetts and New York. In addition to families and retirees, new residents include young and creative entrepreneurs who are seeking the vitality and opportunity afforded by smaller metropolitan areas. According to the US Census Bureau, Portland is one of the top 10 metropolitan areas in the United States, and the top city in the Northeast, attracting college-educated, young people. While this may be due, in part, to Portland’s national reputation for “livability”, it may also be the ripple effect of a robust housing market in Greater Boston, where, until recently, a median priced home approached \$500,000, with starter homes in the most desirable suburbs topping the million dollar mark. With starter homes in Portland topping \$200,000, homebuyers are looking west and north for affordable housing, leading the march toward suburbanization.

Historically, Yarmouth has been one of the least affordable towns in the region for the average working family. In 2002, there were seven towns where a household earning the region’s median income (\$53,694) could afford to buy a median priced home (\$167,900) – Casco, Gray,

<sup>18</sup> This figure is likely to have increased over the severe economic downturn of the past year.

Hollis, Limington, Old Orchard Beach, Standish, and Westbrook. By 2003, only one town remained affordable, Casco, and in 2007, no towns remained affordable. Further west in the Sebago Lakes Housing Market, nine towns had housing prices affordable to Portland households earning the median income; further north, in the Bath-Brunswick Housing Market, there were six.



Source: Maine State Housing Authority

An affordable selling price is the maximum amount that a household earning the median income can afford, assuming a 5% down payment and payments that are no more than 30% of gross income, for a 30-year mortgage at the prevailing interest rate. When median home costs are compared to the affordable selling price, an affordability index can be constructed (affordable selling price divided by median sales price). In 2000, the affordability index in Yarmouth was 0.85. This means that a household earning the median income could afford only 85% of the purchase price of the median priced home in Yarmouth. At the same time, the affordability index in Greater Portland was 0.91.

Since 2000, the affordability gap has widened, though it is not yet clear how housing prices or incomes have declined in the current recession. Earning the region’s median income of \$54,260, the average household in 2007 could afford a home costing no more than \$165,261. Less than 13% of all home sales in Greater Portland were below this price. Indeed, the average household would have to earn over \$38 an hour or \$79,000 per year to afford the median priced home of \$240,000. This is 45% more than what the average household can afford.

A home in Yarmouth is even less affordable, costing more than twice what the average household in the region can afford. For existing Yarmouth households, however, the affordability gap is slightly better. The median home price of \$343,000 was 61% above the selling price affordable to Yarmouth households. In 2007, less than 13% of all home sales in Yarmouth were at or below the affordable price. On the other hand, the average household in Yarmouth can afford 90% of the purchase price of the average home in Greater Portland, making it more affordable to leave Town.

<b>Owner Occupied Housing Affordability Analysis</b>				
	<b>Yarmouth 2000</b>	<b>Yarmouth 2007</b>	<b>Portland MSA 2000</b>	<b>Portland MSA 2007</b>
<b>Median Household Income</b>	\$58,030	\$72,716	\$45,979	\$53,867
<b>Median Home Sales Price</b>	\$185,000	\$343,000	\$134,500	\$235,000
<b>Affordable Purchase Price</b>	\$157,203	\$212,859	\$122,488	\$166,015
<b>Affordability Index</b>	0.85	0.62	0.91	0.71

*Source: Maine State Housing Authority*

**Definition of Affordable Housing.** One of the ten state goals established in the Growth Management Law is to "encourage and promote affordable, decent housing opportunities for all Maine citizens". The US Department of Housing and Urban Development (HUD) defines affordable housing as a decent, safe, and sanitary dwelling, apartment, or other living accommodation for a household whose income does not exceed 80% of the median income for the region.<sup>19</sup>

There are three categories for affordable housing – very low income (0-50% of median income), low income (51-80% of median income), and moderate-income (81-150% of median income) households.

<b>Yarmouth Households, Relationship to Median Income, 2007</b>					
	<b>&lt;30%</b>	<b>31% - 50%</b>	<b>51% - 80%</b>	<b>81% - 150%</b>	
	<b>(Extremely Low)</b>	<b>(Very Low)</b>	<b>(Low)</b>	<b>(Moderate)</b>	<b>Median</b>
<b>Yarmouth Income</b>	\$21,815	\$36,358	\$58,173	\$109,074	\$72,716
<b>Portland MA Income</b>	\$16,160	\$26,934	\$43,094	\$80,800	\$53,867

*Source: Maine State Housing Authority*

The Growth Management Act requires towns to establish a goal of striving for at least 10% of new housing units, or whatever greater percentage is necessary to meet the need, being affordable to households earning less than or equal to 80% of median household income for the area. SPO defines affordability as housing costs consuming no more than 30% of gross monthly income for renters and between 28-33% for homeowners. For renters, housing costs are defined as rent plus basic utility and energy costs. For owners, housing costs are defined as mortgage principal and interest payments, mortgage insurance costs, homeowners' insurance costs, real estate taxes, and basic utility and energy costs, with monthly mortgage payments based on down payment and interest rates generally available to low and moderate income households.

**Owner-Occupied Affordable Housing.** In 2002, an estimated 1,385 households in Yarmouth, 39% of all households, were classified as low or very low income. In 2000, a household earning 80% of median income in Yarmouth (\$46,424) could afford 68% of the purchase price of the median home (\$185,000). In 2007, however, a household earning 80% of median income (\$58,173) could afford only 46% of the purchase price of a median priced home

<sup>19</sup> Under the US Housing Act of 1937, Public Law 412, 50 Stat. 888, Section 8, as amended.

(\$343,000), indicating that the affordability gap was growing. The situation is worse when very low-income households, earning less than 50% of median income, are considered. Though home prices may have declined over the last year, it is likely that an affordability issue remains. It is worth noting that some portion of very low and low income families in Yarmouth have inherited homes or acquired them when housing was more affordable.

<b>Owner Occupied Housing Affordability Analysis</b>				
	<b>Yarmouth 2000</b>	<b>Yarmouth 2007</b>	<b>Portland MSA 2000</b>	<b>Portland MSA 2007</b>
<b>Median Income</b>				
Median Household Income	\$58,030	\$72,716	\$45,979	\$53,867
Median Home Sales Price	\$185,000	\$343,000	\$134,500	\$235,000
Affordable Purchase Price	\$157,203	\$212,859	\$122,488	\$166,015
Affordability Index	0.85	0.62	0.91	0.71
<b>Low-Moderate Income</b>				
80% of Median Household Income	\$46,424	\$58,173	\$36,783	\$40,094
Affordable Price to Low-Moderate Income	\$125,762	\$157,590	\$99,646	\$108,614
Affordability Index	0.68	0.46	0.74	0.46
<b>Low Income</b>				
50% Median Household Income	\$29,015	\$ 36,358	\$22,990	\$ 26,933
Affordable Price to Low Income	\$78,602	\$93,088	\$62,278	\$72,962
Affordability Index	0.42	0.27	0.46	0.31
<b>Affordable Homes Sold</b>				
Home sold affordable to median income		12%		15%
Homes sold above affordable price		88%		85%
Total Homes Sold	127	89	2,781	4,333
<i>Source: Maine State Housing Authority</i>				
*Index: Most affordable =>1.25; More Affordable =1.05-1.25; Average =0.95-1.05; Less Affordable =0.75-0.95;Least Affordable =<0.75				

See the table below for a more detailed breakdown of the affordability gap in Yarmouth and the region.

Affordable Housing Gap Analysis, 2000								
	Owners				Renters			
	<30%	30-50%	50-80%	Total	<30%	30-50%	50-80%	Total
<b>Yarmouth</b>	130	150	225	2,410	125	130	230	1,005
<b>Percentage</b>	5%	6%	9%	21%	12%	13%	23%	48%
<b>Cumberland County</b>	3,490	5,595	11,650	72,070	7,650	5,975	8,805	35,920
<b>Percentage</b>	5%	8%	16%	29%	21%	17%	25%	62%
<b>Gap</b>	-1%	2%	7%	8%	9%	4%	2%	14%
<b>Total Units Needed</b>	-13	37	165	188	89	37	16	143

*Source: U.S. Census Bureau*

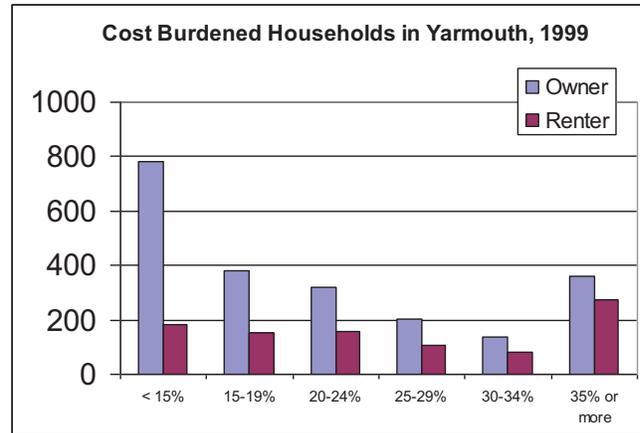
**Renter-Occupied Housing Affordability.** Approximately 1/3 of the housing stock in Yarmouth, 1,002 units, is rental. According to the Maine State Housing Authority (MSHA), 85% of rental units were affordable to low income households already living in Yarmouth and earning less than \$46,424 in 2000. Just 11% of rental units were affordable to very low income households earning less than \$29,015.

Rental Affordability Analysis, 2000				
Affordable Rental Calculations	Portland Housing Market		Yarmouth Housing Market	
	Median Income	\$45,979	Median Income	\$58,030
	50% of Median Income	80% of Median Income	50% of Median Income	80% of Median Income
Household Income	\$22,990	\$36,783	\$29,015	\$46,424
30% of Monthly Income	\$575	\$920	\$725	\$1,161
Basic Utility Costs per Month	\$200	\$200	\$200	\$200
Available monthly rent payment	\$375	\$720	\$525	\$961
<b>Affordable Rental Units</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Less than \$300	4,020	12%	34	3%
From \$300 to \$499	5,444	16%	78	8%
From \$500 to \$749	13,812	41%	380	38%
From \$749 to \$999	6,802	20%	361	36%
Over \$1000	1,892	6%	93	9%
\$1,500 or more	487	1%	22	2%
No Cash Rent	1,151	3%	34	3%

*Source: Maine State Housing Authority; 2000 Census*

In 2000, the median monthly rent for a two-bedroom apartment with utilities was \$861. By 2007, it had risen to \$934, an increase of 8% and on par with the region's average rent of \$1,038. Although this rent was affordable to a Yarmouth household earning 80% of median, it would be unaffordable to the average household in Greater Portland as well as Yarmouth households earning less than 50% of the median. In 2003, the MSHA estimated that Yarmouth had an unmet need of 210 units, renting at prices affordable to families and seniors earning 50% of median income (\$697) or less. In 2007, MSHA reports that only 52% of Yarmouth households were able to afford the average rent.

The Census computes the monthly gross rent of households paid as a percentage of their income. Approximately 16% of owner-occupied households and 27% of rental households pay more than 35% of their income for housing. According to the Census, the median rent in 2000 was \$745, the median mortgage, \$1,444.



**Housing Subsidies.** Rents can be subsidized directly through HUD Section 8 vouchers or by construction of rental units, making them available at below market rate. According to the MSHA, Yarmouth had 78 project-based housing units<sup>20</sup> in 2000. Non-project based, or Section 8 vouchers, are issued to income-qualified families, the elderly, and disabled people who apply for them. Vouchers can be redeemed by the landlord for rental subsidies provided by MSHA to make up the difference between the rent paid by the tenant and the market rate rent for the unit. In 2003, there were seven vouchers in use.

Yarmouth Project-Based Housing				
Property	Capacity	Street Address	Type	Population
Yarmouth Falls	22	159 Main Street	Elderly/Disabled	Elderly/Adults
Baywood Apartments	56	57 Baywood Lane	Families	Families

*Source: U.S. Census Bureau*

*Source: Greater Portland Council of Governments, 2009.*

**Affordable Housing in the Future.** The demand for affordable housing is difficult to estimate. Although 40% of the region’s households, 39% in Yarmouth, can be classified as low to moderate income, not all households are actively seeking housing in the market at any one time. Many have been in their homeownership or rental situation long enough for their income to catch up with their payment, so that, although they may earn much less than the median, they still pay less than 30% of their income for housing. But for anyone entering the market, including first time homebuyers, housing costs pose a severe challenge.

GPCOG projects that nearly 500 new units will be needed in Yarmouth in the next 10 years to accommodate a projected population increase of 780 residents, including 339 single family and 158 rental units. To meet the state goal of a minimum of 10%, at least 50 of the new units should be affordable. Since 39% of Yarmouth’s households are low or very low income, the Town should seek to encourage a balanced range of housing choices for all income levels.

To help municipalities meet the state goal, GPCOG developed Fair Share Housing Targets tied to the regions’ housing forecast for 2025. The targets are based on the assumption that 1) “Every

<sup>20</sup> Defined as an affordable rental unit constructed through government subsidy that is attached to a specific apartment, regardless of who resides in that unit. Unlike the Section 8 voucher, which is portable, the project-based benefit is attached to the apartment.

community contains affordable housing units whose affordability is not controlled by subsidy. This is usually because the resident has lived in the unit for a lengthy period of time, gradually earning more in wages without a corresponding increase in their rent or mortgage costs. When these units 'hit' the market, however, they are unlikely to be offered at affordable prices." and 2) "Communities attracting economic development share a responsibility to construct affordable housing. Virtually every new job created in the future will be in the Services sector, where the average wage in Greater Portland for 2005 was \$35,152. In the same year, the threshold for a household of one to be classified by HUD as 'low income' was \$35,100. Therefore, any discussion of workforce housing must include the creation of housing that is affordable to households earning less than 80% of the region's median income."

Of the 26,625 units needed to accommodate the region's future population growth, in March 2007, GPCOG estimated Yarmouth's fair share of 2025 regional affordable housing need is 216 affordable ownership units (3.0% of the region's total) and 94 affordable rental units (2.3%).

<b>Cumberland County Fair Share Housing Targets for 2025</b>						
<b>Community</b>	<b>2000 Population</b>	<b>2025 Population</b>	<b>Affordable Ownership Units Needed</b>	<b>Share of County's Affordable Units</b>	<b>Affordable Rental Units Needed</b>	<b>Share of County's Affordable Units</b>
Baldwin	1,290	1,469	53	0.7%	7	0.2%
Bridgton	4,883	6,271	166	2.3%	61	1.5%
Brunswick	21,172	24,376	494	6.8%	313	7.6%
Cape Elizabeth	9,016	10,048	251	3.4%	35	0.8%
Casco	3,469	4,562	128	1.7%	26	0.6%
Chebeague I.	*	*	*	*	*	*
Cumberland	7,159	9,270	227	3.1%	23	0.6%
Falmouth	10,310	13,530	311	4.3%	68	1.6%
Freeport	7,800	9,556	251	3.4%	86	2.1%
Frye Island	0	0	0		0	0.0%
Gorham	14,141	18,265	383	5.3%	110	2.7%
Gray	6,820	9,266	206	2.8%	56	1.4%
Harpswell	5,239	6,564	207	2.8%	50	1.2%
Harrison	2,315	2,912	91	1.3%	14	0.3%
Long Island	202	216	5	0.1%	3	0.1%
Naples	3,274	4,609	128	1.8%	23	0.6%
New Gloucester	4,803	6,451	261	3.6%	41	1.0%
North Yarmouth	3,210	4,439	93	1.3%	9	0.2%
Portland	64,249	67,580	1,223	16.8%	2,009	48.6%
Pownal	1,491	1,812	60	0.8%	6	0.1%
Raymond	4,299	6,273	142	2.0%	20	0.5%
Scarborough	16,970	24,177	575	7.9%	128	3.1%
Sebago	1,433	1,873	6	0.1%	2	0.1%
South Portland	23,376	24,334	673	9.2%	445	10.8%
Standish	9,285	12,550	275	3.8%	39	0.9%
Westbrook	16,142	17,292	411	5.6%	355	8.6%
Windham	14,904	18,479	456	6.3%	116	2.8%
<b>Yarmouth</b>	<b>8,360</b>	<b>9,736</b>	<b>216</b>	<b>3.0%</b>	<b>94</b>	<b>2.3%</b>
Cumberland County	265,612	315,910	7,293	<b>100.0%</b>	4,138	<b>100.0%</b>
* Not calculated						
<i>Source: Cumberland County Housing and Homeless Needs Assessment, Greater Portland Council of Governments, March 2007</i>						

## CURRENT YARMOUTH ORDINANCE PROVISIONS AFFECTING HOUSING

A town's land use ordinance exerts a powerful impact not just on the location of housing but also on housing type and affordability. According to GPCOG's March 2007 *Cumberland County Housing and Homeless Needs Assessment*, "more urban areas, including Portland, South Portland, Westbrook, Brunswick and Freeport, allow at least eight units per acre in selected districts. Eight units per acre is the minimum threshold necessary to support certain public investments such as public sewer and public transit. Suburban towns, including Cape Elizabeth, Cumberland, Falmouth, Gorham, Scarborough, Windham, and Yarmouth, allow a maximum of four units per acre, even in areas that are served by public sewer. Even though Maine law would allow rural towns without public sewer to develop at least two units per acre, no rural town in Cumberland County allows development on lots smaller than 20,000 square feet. Indeed, only the urban cities of Portland, South Portland, and Westbrook employ a full arsenal of zoning strategies to not only allow the minimum density necessary for efficient residential development, but to encourage high density."

Municipal Strategies for Affordable Housing, Yarmouth and Selected Communities						
	Cumberland	Falmouth	Freeport	North Yarmouth	Portland	Yarmouth
<b>Planning</b>						
Housing Assessment Plan	X	X			X	
Master Plan for downtown or neighborhood		X	X		X	
<b>Regulatory</b>						
Compact development – 8 units/acre on public sewer			X		X	
20,000 square feet unsewered	X	X	X	X	X	
Reduction in setbacks		X	X		X	X
Reduction in parking requirements		X	X		X	X
Reduction in minimum lot size		X		X	X	X
Contract zoning	X				X	X
Design standards for multifamily		X	X		X	X
Accessory dwelling unit ordinance		X				X
Density bonus				X		X
Multifamily exempted from growth cap				X		NA
Inclusionary zoning ordinance					X	
Impact fees waived						NA
Replacement housing policy					X	
Transfer of development rights						
Disability variance		X		X	X	X
<b>Financial</b>						
Public donation of tax-acquired property						X
Affordable housing tax incremental financing					X	
Housing authority or other lead agency			X		X	
<i>Source: Cumberland County Housing and Homeless Needs Assessment, Greater Portland Council of Governments, March 2007. Town of Yarmouth.</i>						

## ISSUES AND IMPLICATIONS

1. An aging population and out-migration of young adults may create a mismatch of housing stock, i.e. older residents may want to downsize while not having a market for their bigger residences.
2. What role should the Town play in providing or ensuring the opportunity to provide affordable housing? Should the Town modify its ordinances to encourage the development of different housing options, including more affordable options?
3. Should the Town allow accessory dwelling units in all or some zones?
4. How should the Town manage its remaining undeveloped land?
5. Given projected changes in demographic trends (fewer people living in each housing unit, declining young population, increasing aging population, etc.), should the Town work to accommodate and promote different types of housing to increase the availability of affordable housing options for different age groups and incomes to meet anticipated needs and promote the desired diversity of population? What should the Town do to encourage more mixed use, senior, age-specific housing?
6. What are acceptable densities in different parts of Town?
7. Should the Town encourage “green” construction?



# TRANSPORTATION

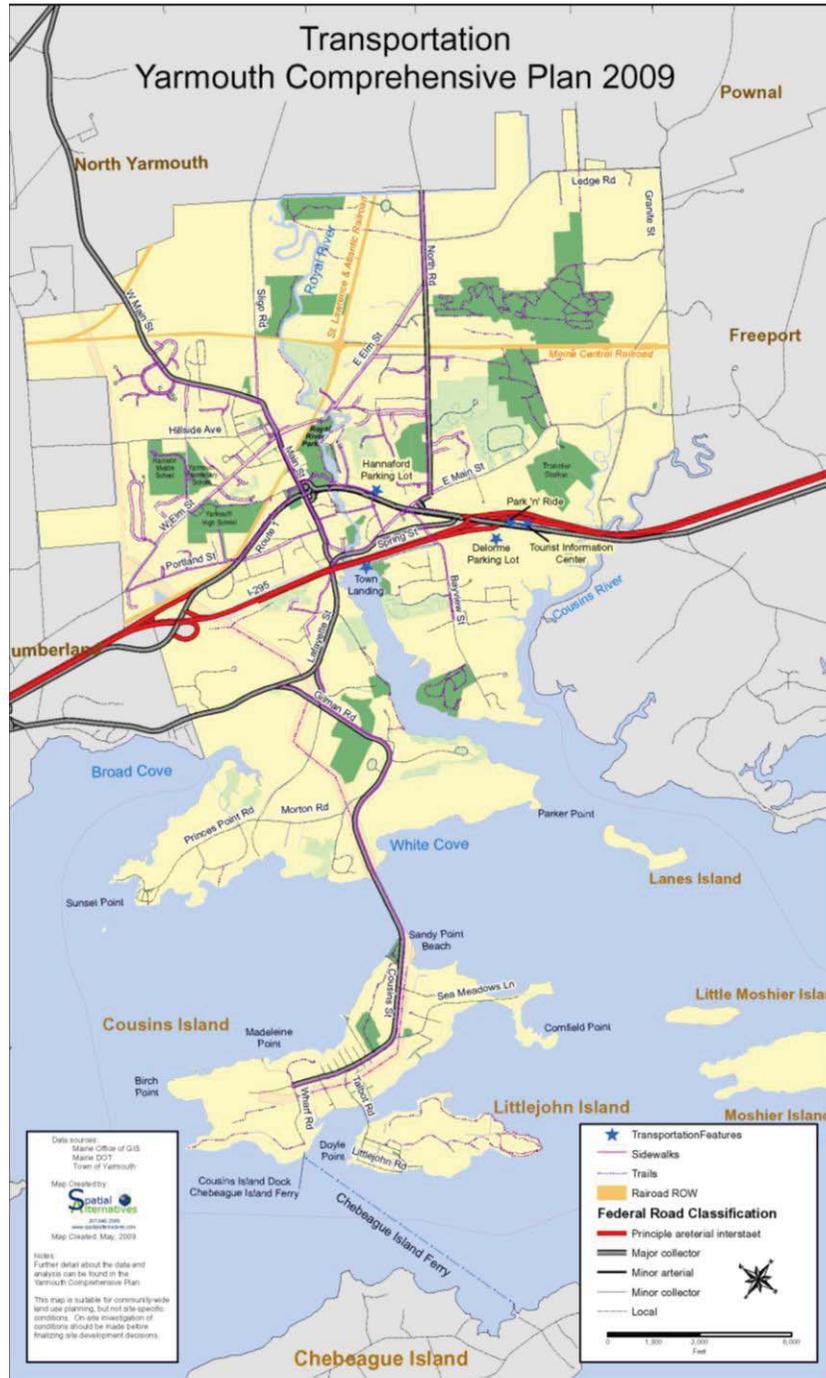
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## SUMMARY

- Population and housing growth in the Greater Portland area have led to increased traffic volumes, high crash locations, and deteriorating road pavement.
- In 2000, there were 4,285 working residents who commuted outside of Yarmouth to work. 3,726 traveled by car, most to the Portland area.
- At current funding levels, Yarmouth is not gaining on its list of roadway improvements and often must choose between rebuilding a poor road and maintaining a good one.
- The Town is responsible for 2 of the Town's 22 bridges.
- High crash locations include the north and south exit ramps off I-295 at Exit 15 and the northbound ramp off I-295 at Exit 17.
- The two railroad systems that pass through Town cross at Yarmouth Junction are used for freight operations only. Yarmouth Village is considered a possible location for commuter rail service. Commuter rail service to municipalities north of Portland is under consideration.
- Public transportation includes the Regional Transportation Program bus service for door-to-door, wheelchair-accessible rides and *GO Maine* vanpools.
- Ferry service is provided between Cousins and Chebeague islands by the Chebeague Transportation Company.
- Sidewalks are located throughout the Village Center, but are limited in other areas of Town. Pedestrian and bicycle facilities, including sidewalks and trails, should be encouraged in the village and considered in future transportation projects.
- Yarmouth hosts part of a national trail system called the East Coast Greenway, an "Urban Appalachian Trail" that extends over 2,600 miles from Key West, Florida to Calais, Maine. The Royal River Corridor Trail serves as the backbone of the trail system in Yarmouth.
- Since 2003, the Town, Portland Area Comprehensive Transportation Committee (PACTS), and Maine Department of Transportation (MDOT) have been studying the Route One Corridor to prepare plans to address the pedestrian environment, access management, speed management, and acceptable mobility for motor vehicles while reducing pavement width and travel speeds to create more of a downtown village atmosphere.
- Deficient highway sections in Town, including Route 88 and a section of Route One, Forest Falls to East Main Street, construction scheduled to be completed in 2010 to be upgraded to modern safety standards by the MDOT.

# INTRODUCTION

Transportation and land use are closely related, each impacting the other. Roads, sidewalks, trails, and public transportation provide access to homes, jobs, schools, shops, and other land uses. Over time, it will be important to manage transportation facilities and provide alternatives to cars as the sole means of transportation to and within the community.



## TRANSPORTATION NETWORK

Interstate state 295 (I-295) divides the Town and connects Portland to Brunswick. Route One is a major thoroughfare in the community, serving both local trips as well as traffic traveling through the community to other places., and offers a relief route when I-295 experiences problems. Studies indicate increased traffic congestion near Exit 15 and Exit 17. Since Exit 15 is a half-interchange, northbound traffic must pass through Yarmouth on Route One to access Exit 17 and points north. The MDOT recommends that Exit 15 be made into a full interchange as part of the I-295 Study.

Other major roads in Town include Route 115, Route 88, North Road, and West and East Main Streets. Route 115 provides access to the Lakes Region and points west, with annual average daily traffic counts between 5,560 and 11,970 in 2007. Traffic on Route 115 results in added traffic along Main Street and is expected to continue to increase on Town roads as the Greater Portland economy fuels growth in rural areas around Yarmouth.

In 2000, there were 4,285 working residents who commuted to work outside of Town. Of these, 3,726 traveled to work by car. This represents a 10% increase in the number of commuters since 1990, when there were 4,029 working residents, 3,372 of whom traveled by car. Nearly 77% of Yarmouth working residents commute to another town for work, with almost half heading to Portland, South Portland, or Freeport. In 1990, 28% of Yarmouth working residents worked in Town compared to 23% in 2000.<sup>21</sup>

**Federal Functional Road Classification and Maintenance Responsibility.** The federal government assigns roadways into functional classes that balance access and mobility. Generally, highways fall into one of four broad categories – principal arterials, minor arterials, collector roads, and local roads. Arterials provide travel routes between major trip generators (larger communities, recreational areas, etc.), serving between 10,000 and 30,000 vehicles per day. Collector roads, with traffic volumes between 2,000 and 8,000 vehicles per day, move traffic between local roads and connect smaller cities and towns with each other. Local roads provide access to private properties or low volume public facilities with 100 to 500 vehicles per day.

Principal arterials serve as mobility roads with relatively high travel speeds and minimum interference with through movements. I-295 serves as the principal arterial highway that provides access to Portland, Brunswick, and other areas. Route One, North Road, Route 88, Gilman Road, Route 115, and Cousins Street are designated as major collector roads. Collector and local roads are characterized by moderate speeds with the purpose of providing access to adjacent land. Local roads have multiple entrance/egress points to adjacent properties. Most of Yarmouth’s roads are local roads.

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<sup>21</sup> U.S. Census, 1990 & 2000 Journey-to-work data (GPCOG).

The federal functional classification system helps establish maintenance responsibilities for MDOT and the Town. Generally, MDOT maintains arterial and collector roadways while the Town maintains local roads. There are 76.8 miles of publicly-maintained roads in Yarmouth. Of those, 70.4 miles are maintained by the Town in the winter, 68.7 miles are maintained by the Town in the summer, and 6.4 miles are maintained by the state in the winter and 8.2 miles are maintained by the state in the summer. State-maintained roads include Gilman Road (state summer maintenance, Town winter maintenance), a small section of Route 88, and Interstate 95.

The Public Works Department maintains a list of roads, which includes dates and descriptions of past improvements. It also rates pavement condition for most streets. A pavement management study usually is conducted every five years, with the next one due in 2010.

Public Works also prepares a three year work plan to guide anticipated improvements. Since 1994, the Town has built approximately 1.5 miles (9 roads), reconstructed approximately 20 miles (66 roads), overlain approximately 7.5 miles (26 roads), and maintained approximately 5 miles (25 roads). In 2009, the Town installed finish pavement on five streets that were rebuilt in the past two years. In recent years, MDOT did maintenance milling and paving on a section of Route One and Route 115 and is in the process of bidding out the Route 88 project, to be completed in 2010. Due to potential reductions in excise tax proposed by Tabor II, the Town placed fourteen projects on hold, pending the statewide vote in November.

In 2010-2011, Public Works plans to install finish paving on three streets that were started as reconstruction projects this year. Public Works also anticipates paying its percentage of matching funds for state projects on Route One, from Forest Falls to East Main Street, and Route 88. In 2007, the Town bonded \$3 million to fund improvements on a number of major roads (West Elm Street, East Main Street, and Melissa Drive) as well as a number of neighborhood streets (Oakwood's Road and Anderson Avenue).

With increased funding and passage of a 2007 road bond, the Town made considerable progress on improving road conditions. In 2005 when the last pavement management study was completed, Yarmouth had approximately 18 miles of road in need of partial or complete reconstruction. Since then, the Town has partially or fully reconstructed 9.7 miles and done shim and overlay work on 3.2 miles. The Town has made progress, but not enough. Streets rebuilt between 1998 and 2000 are approaching the age where they will require overlays. Inadequate funding causes Public Works to choose between rebuilding a road that is in poor condition and maintaining one that is in good condition. If not maintained, good roads that are reconstructed, or otherwise improved, become poor roads. Without adequate funding, this cycle continues and the rate at which streets are rebuilt and maintained slows, diminishing progress that has been made.

## BRIDGES

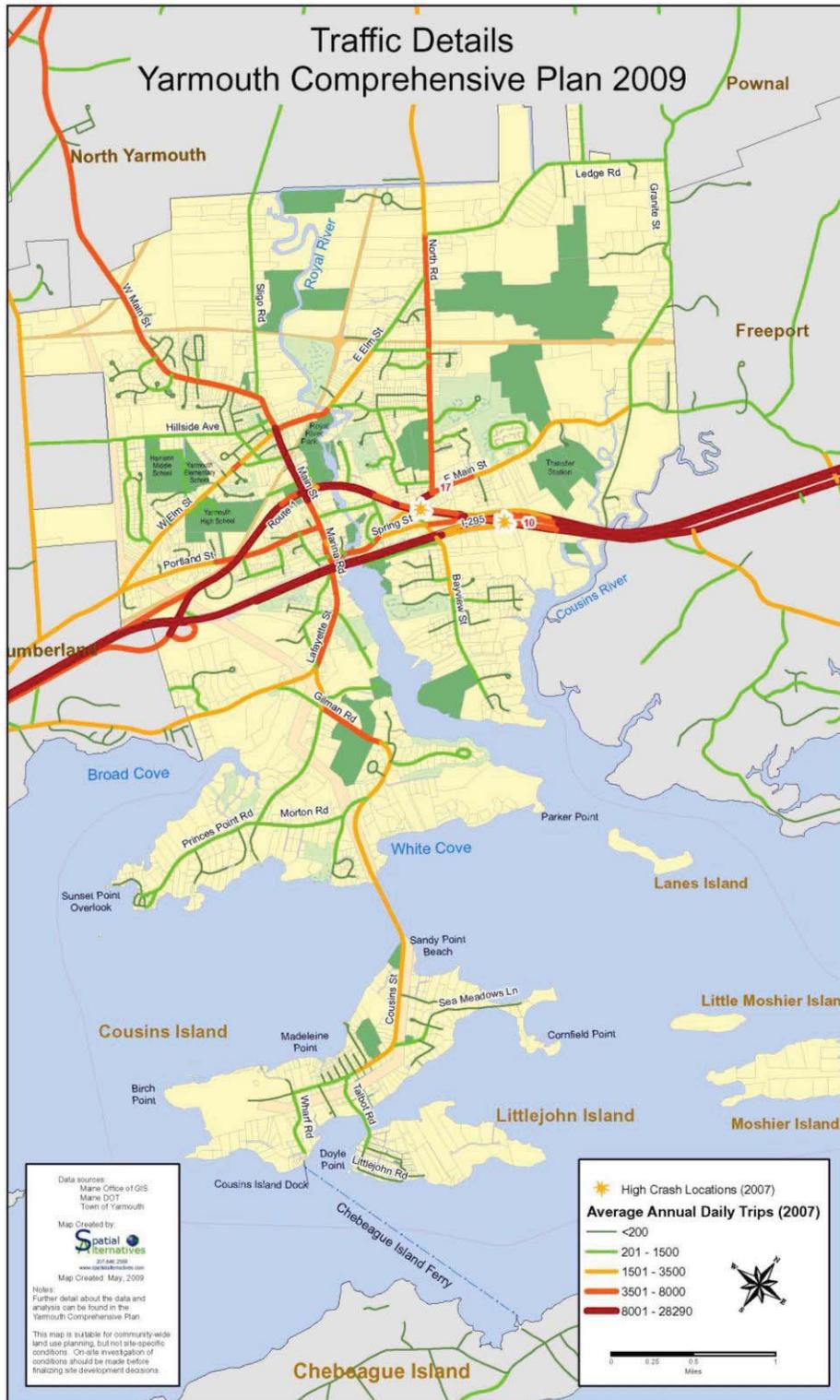
There are 22 bridges in Yarmouth. Two bridges are maintained by the Town and the rest are maintained by MDOT. One bridge, located on Cousins Island on Talbot Road, was improved by MDOT as part of its 2002-2007 Six-Year Plan.

<b>Maine DOT Bridges in Yarmouth</b>			
<b>Bridge #</b>	<b>Bridge Name</b>	<b>Roadway</b>	<b>Feature Under</b>
0210	Granite Street	Granite Street	PanAM
0338Y	Hodson	East Elm Street	Royal River
1138	I-295 Cousins River	I-295 SB	Cousins River
1507	I-295 and Route 88	I-295 SB	Route 88
1508	Royal River SB	I-295 SB	Royal River
1509	I-295 SB	I-295 SB	US Route One
2272	Falls Bridge	Route 88	Royal River
3313	PanAM Crossing	Route 115	PanAM
3416	Davis Landing	East Main Street	Pratt Brook
3800	Royal River	US Route One	Royal River
3983	Cotton Mill	Bridge Street	Royal River
5229	East Maine Street	East Maine Street	US Route One
5230	Main Street	US Route One	Route 115
5339	Rt. 115	Rt. 115	PanAM
5444	East Elm Street	East Elm Street	Royal River
5635	Ellis C. Snodgrass	Cousins Street	Casco Bay
5804	Relocated US Route One	US Route One	I-295
5832	I-295 and Route 88	I-295 NB	Route 88
5833	I-295 NB	I-295 NB	US Route One
5834	Royal River NB	I-295 NB	Royal River
5835	Bayview Street	Bayview Street	I-295
6135	Littlejohn Island	Talbot Road	Casco Bay

*Source: Maine Department of Transportation Bridge Inventory, 2003.*

The Town is responsible for maintaining two bridges – the East Elm Street bridge over a canal beside the Royal River (no known condition issues/needs) and the East Main Street bridge over Pratt’s Brook (bridge deck, railings and approach drainage were renovated in 2008, bridge abutments are expected to last 10-15 more years when another major rehabilitation or replacement may be needed).

# TRAFFIC VOLUMES AND SAFETY



Traffic volume data is collected by MDOT and averaged for seasonal variations. Average Annual Daily Traffic (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. The data for 2008 shows that I-295 and Route One are Yarmouth's most heavily traveled thoroughfares with 26,120 and 14,480 AADT respectively. Other heavily traveled roads include Route 115 (11,970), Route 88 (7,130), North Road (6,760), Portland Street (4,330), East Main Street (3,710), West Elm Street (3,060), and Gilman Road (2,990). During seasonal peaks, the amount of traffic on a given day could be much greater than the yearly average.

County 2008 Maine Transportation Count Book						
Station	Location	AADT 2004	AADT 2005	AADT 2006	AADT 2007	AADT 2008
2403	Cole Haan/Prescot Ins Entrance/Exit E/O US 1					590
1401	US 1 N/O Portland Street		13,230		13,900	12,810
1405	US 1 S/O Portland Street		13,650		14,220	13,480
1802	US 1 NE/O I-295 SB On Ramp					12,880
1805	US 1 S/O I-295 SB On Ramp					9,560
2201	US 1 N/O I-295 NB Off Ramp					9,850
3802	US 1 (NB) NE/O I-295 SB On Ramp					7,710
3812	US 1 (SB) NE/O I-295 SB On Ramp (Exit 17)					6,020
3902	US 1 (NB) NE/O SR 88 (Spring Street)		9,590		10,230	9,240
3912	US 1 (SB) NE/O SR 88 (Spring Street)		8,010		8,790	7,710
6402	US 1 (NB) NE/O I-295 NB On/Off Ramps					5,710
6412	US 1 (SB) NE/O I-295 NB On/Off Ramps					4,510
6506	US 1 (NB) SW/O Ramp to E Main Street		7,670		8,300	
6516	US 1 (SB) SW/O Ramp to E Main Street		6,400		7,550	
1906	SR 88 (Lafayette Street) SW/O Gilman Road		2,580		2,990	
2101	SR 88 (Lafayette Street) N/O Princes Point Road		4,630		5,190	
2308	SR 88 (Lafayette Road) NW/O Pleasant Street				7,130	
3205	SR 88 (E Main Street) S/O Yankee Drive		4,890		5,360	
3905	SR 88 (Spring Street) S/O US 1		3,350		4,050	
2003	Gilman Road E/O Princes Point Road		3,350		3,760	
104	SR 115 (Main Street) SE/O South Street				11,970	
307	SR 115 (Main Street) W/O Sligo Road		5,510		5,780	
404	SR 115 (Main Street) SE/O Hillside Street		6,940		7,920	
704	SR 115 (Main Street) SE/O E Elm Street				10,450	
2708	SR 115 (Main Street) NW/O Marina Road		5,100		5,560	
1806	I-295 SB On Ramp SW/O US 1					3,960
54302	I-295 (SB) S/O On Ramp from US 1 (N Junction)	24,520		25,120		22,850
54304	I-295 (SB) S/O Off Ramp to US 1 (N Junction)	21,770		22,370		20,390
54402	I-295 (SB) S/O On Ramp from US1(Exit 15)	27,200				26,120
54404	I-295 (SB) S/O Off Ramp to US 1(Exit 15)	23,120		24,120		22,050
54406	I-295 SB On Ramp C From US 1 (Exit 15)					4,070
54408	I-295 SB Off Ramp B to US 1 (Exit 15)					800
54301	I-295 (NB) S/O Off Ramp to US 1 (N Junction)	22,620		23,600		21,510
54303	I-295 (NB) N/O Off Ramp to US 1 (N Junction)	20,410		21,050		19,020
54401	I-295 (NB) S/O Off Ramp to US 1(Exit 15)	27,550				25,350
1004	SR 115 (Main Street) SE/O School Street				9,070	
54308	I-295 SB Off Ramp to US 1 (Exit 17)					3,140
54306	I-295 SB On Ramp from US 1 (Exit 17)					2,460
54305	I-295 NB Off Ramp to US 1 (Exit 17)					2,490
54307	I-295 NB On Ramp from US 1 (Exit 17)					4,310

County 2008 Maine Transportation Count Book						
Station	Location	AADT 2004	AADT 2005	AADT 2006	AADT 2007	AADT 2008
702	E Elm Street NE/O SR 115 (Main Street)				3,710	
4801	E Elm Street N/O Northwood Drive		1,060		1,090	
4901	E Elm Street N/O Melissa Drive		2,010		2,160	
3305	E Main Street S/O Willow Street		2,300		2,590	
4502	E Main Street NE/O North Road		3,200			
1604	North Road SE/O Melissa Drive				5,110	
4508	North Road NW/O E Main Street		5,900		6,760	
6104	North Road SE/O Lilac Lane (PW)		3,200			
1402	Portland Street NE/O Bennett Road					4,010
1406	Portland Street SW/O US 1		4,780			4,970
2906	Portland Street SW/O SR 115 (Main Street)		4,160		4,330	
5702	Portland Street NE/O W Elm Street		2,760		3,060	

Source: Maine Department of Transportation 2008 Count Book

MDOT has developed a system for rating crashes based on a ratio between actual crash rates and critical crash rates. A “high crash location” (HCL) is a location or road link where more than eight crashes occurred during a three-year period with a critical rate factor (CRF) of greater than one. There are two HCLs in Yarmouth, located adjacent to I-295 on and off ramps at Exits 15 and 17. Intersections or road segments with a reoccurring high number of crashes should be studied and improved.

Yarmouth High Crash Locations		
Intersection	# Crashes	CRF
I-295 Exit 15 Southbound off ramp/ Route 1	9	1.50
I-295 Exit 17 Southbound off ramp & Northbound on ramp /Route 1	16	3.04

Source: Maine Department of Transportation

## ACCESS MANAGEMENT

For improved safety and enhanced productivity along highways, MDOT developed a set of access management rules. These rules apply to entrances, primarily commercial, and driveways, primarily residential. Best access management practices include defining turning movements, reducing curb cuts, and improving safety along roadways. All rural state highways and state aid roadways outside urban compact areas are subject to MDOT entrance and driveway rules. Municipalities with urban compact areas include those in which population, according to the last US Census, exceeds 7,500 inhabitants or is between 2,499 and 7,500 inhabitants, with the ratio of people whose place of employment is in a given municipality to employed people residing in that same municipality is 1.0 or greater. “Compact” or “built-up sections” means a section of highway where structures are less than 200 feet apart for a distance of ¼ mile.

Urban compact designations in Yarmouth are along Route One, I-295, Route 88, Route 115, North and Princes Point roads, East Main, West Elm, and Bayview streets, and the Village Center. Basic safety standards and major collector and arterial technical standards apply to all

roads outside urban compact areas. If proposed development will generate more than 100 trips during the peak hour, a traffic movement permit is required from MDOT.

Furthermore, the Town's Zoning Ordinance sets road frontage standards to regulate the minimum distance between driveways. Site plan review and performance standards contain specific access standards for different types of development. The Subdivision Ordinance manages strip development by regulating the number of access points for a site and establishes standards for subdivision roads. The Town has also adopted Route One Design Guidelines to promote street connectivity, access management, and non-motorized traffic.

## **RAIL NETWORK**

Two railroad systems pass through Yarmouth – Guilford Rail System (Maine Central Railroad) and the St. Lawrence and Atlantic (SLR), crossing at Yarmouth Junction. Currently, both railroads are used for freight operations only.

In December 2001, "Downeaster" passenger rail service from Boston to Portland was established, providing Maine with access to Amtrak's nationwide passenger rail network. Amtrak operates under contract with the Northern New England Passenger Rail Authority. MDOT is planning extensions of "Downeaster" service to other points in Maine, including Freeport and Brunswick. MDOT's proposal includes Yarmouth Village as a possible location for commuter rail service. Another feasible location for a rail platform and/or station in Yarmouth is near Interstate Exit 15, where MDOT plans to construct a 500 car park and ride lot. The concept of a commuter rail service serving municipalities north of Portland is under consideration.

## **PUBLIC TRANSPORTATION**

Public transportation is available in Yarmouth through the Regional Transportation Program (RTP) bus service, by request only. RTP provides door-to-door, wheelchair-accessible rides for seniors and persons with disabilities in Cumberland County.

*GO Maine* currently operates 12 vanpools from the Yarmouth Park and Ride lot near Exit 17. Two additional vanpools are proposed between Brunswick and Portland and between Auburn and Portland.<sup>22</sup>

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<sup>22</sup> GPCOG has completed several studies indicating demand for commuter express bus service between Brunswick and Portland Alternate Modes Feasibility Study (1995), including, including Cumberland County Commuter Bus Study, 1999.

## **Ferry Service**

Ferry service between Cousins and Chebeague islands is provided by the Chebeague Transportation Company (CTC). CTC operates one ferry, with one back-up vessel, and several school buses, and maintains two parking lots. The Route One satellite parking lot in Cumberland is intended for Chebeague Island transportation purposes only. Shuttle buses meet all scheduled ferry trips (10-12 trips daily) and run between the parking lot and the ferry wharf. The Blanchard parking lot on Cousins Island was acquired by MDOT in 1998.

In 2003, the Town extended the Wharf Use Agreement with Cumberland and reached conceptual agreement on Wharf Road improvements. In 2006, the Town again extended its agreement with Cumberland and authorized transfer to the new town of Chebeague Island. In 2008, the Town authorized a new, 25-year agreement with the CTC and adopted a memorandum of understanding regarding construction of improvements and commitments for a long-term replacement fund.

## **PARKING**

Yarmouth has several public parking lots, including those at the schools, library, and Town Hall. The lot located at the corner of West Elm and Main streets accommodates 16 vehicles. The park and ride lot, owned by MDOT on Route One next to the Visitors Information Center, accommodates 47 vehicles. The parking lot at Town Hall has space for approximately 44 cars. Two lots are located at baseball fields. A 50-foot right of way to Harmon Beach has no parking facilities. MDOT proposes a 500-space park and ride lot at Exit 15, as part of the proposed Exit 15 ramp realignment project.<sup>23</sup>

Better management of Village Center parking may a perceived parking shortage. A study and strategies to connect lots behind properties, improve signage to better direct drivers to lots, and increase the use of shared parking would help the Town assess whether there is a need to create additional parking in the Village Center.

## **SIDEWALKS**

Sidewalks are located throughout the Village Center, but limited in other areas of Yarmouth. Sidewalks run along Main Street from Applewood Farm to the Village Center. The Beth Condon Memorial Walkway was constructed along Route One from Portland Street through the Village Center to Hannaford Plaza in three phases. Phase I, from Portland Street to the Royal River Park, was constructed in 1995; Phase II, from the Royal River Park to Forest Falls Drive, was constructed in 1998; and Phase III, from forest Falls Drive to Hannaford and East Main Street to Route One, was constructed in 2007. This walkway has greatly improved pedestrian and bicycle safety along Route One. The 10-foot wide multi-use walkway was constructed to meet both ADA and ASHTO standards. In 2002, a study was conducted by the Pedestrian &

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<sup>23</sup> Near Term recommendation from the Maine DOT Route One Corridor Study, 2007.

Bicycle Safety Committee to assess the feasibility of extending the walkway all the way to Freeport. Funding and traffic / pedestrian safety issues have put further extensions on hold until further improvements in the Route 1 corridor can be made.

Currently, the majority of sidewalk repairs are done in conjunction with a street is reconstructed or overlain. If sidewalk work is done separate from street work, it comes out of the Road Reserves budget. While there is not a set amount of funds that are put into sidewalks each year, in 2009, \$50,000 was set aside for sidewalk work, which is not the norm. Capital investment in sidewalks depends on need and schedule street projects. Roughly 22 miles of sidewalk are cleared during the winter months.

## TRAIL NETWORK

Yarmouth hosts part of a national trail system called the East Coast Greenway, an “Urban Appalachian Trail” that extends over 2,600 miles from Key West, Florida to Calais, Maine.<sup>24</sup> In Maine, the trail includes a bicycle route on existing roads with a few off-road paths and is divided into five distinct sections. Section 2 connects South Portland and Portland to Brunswick and crosses Falmouth, Cumberland, Yarmouth, and Freeport and includes portions of Route One and Route 88, Portland, Main, Bridge, Willow, East Maine, and Spring streets, the Beth Condon Memorial Pathway in Yarmouth. As indicated in the *Eastern Trail Engineering Feasibility Study* by Wilbur Smith Associates and Terrence J. DeWan & Associates, road conditions along the trail are generally good; however, poor pavement conditions, uneven surfaces, insufficient road shoulder width, and posted speed limits greater than 35 mph create a poor environment for non-motorized vehicles and pedestrians.

As specified in Yarmouth’s *Public Access and Recreation Plan*, the Royal River Corridor Trail serves as the backbone of the Town’s trail system. The Town is exploring opportunities to connect its system to trails in adjoining communities. The next step would be to develop a trail from Bridge Street to the Lower Falls Town Landing, with purchase of an easement from Mill Point Apartment. Other trails are available near Pratts Brook, Spear Farm Preserve, and the Fels-Grove Farm Preserve.<sup>25</sup>

## ROUTE ONE CORRIDOR STUDY

The construction of I-295 diverted significant commuter, seasonal, and other traffic from the Route One corridor. Since 2003, the Town has worked with PACTS and MDOT to study how the Route One Corridor might be modified to reduce roadway widths; improve vehicular, pedestrian, and bicycle safety; reduce travel speeds, and create a more attractive pedestrian environment.

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<sup>24</sup> For more information visit <http://www.greenway.org>

<sup>25</sup> See Recreation Inventory for more detailed information.

Gorrill-Palmer and Mitchell Associates completed Phase I of the study in 2005. Phase I extends from the East Main Street interchange to the I-295 interchange just south of the Tourist Information Center. The first public meeting of the study identified a number of problems with the corridor, including high travel speeds, difficult/dangerous left turns, conflicts between those exiting I-295 at high speeds and motorists attempting lane changes, and pedestrian safety, particularly in the vicinity of the exit ramp. Phase I recommendations, totaling \$2.8 million, include:

- realigning lanes in the corridor with well defined turning lanes and wide, well landscaped medians;
- providing signals and a dedicated turning lane at the intersection with East Main Street;
- realigning the East Main Street ramp 120 feet east and reducing the grade of the road;
- constructing a roundabout at intersection with Route 88 and Yarmouth Pointe (formerly Junipers), or providing a signal in the short-term (warranted under anticipated 2025 conditions);
- realigning the I-295 South off-ramp in a stop-controlled approach (to reduce speeding);
- providing a signal for the intersection with the I-295 North ramp to reduce queues (warranted under 2010-2013 anticipated conditions) with an advance warning light;
- exploring a roundabout for the long-term at the intersection with the I-295 Northbound ramp;
- reducing the number of curb cuts and combining driveways to manage access;
- realigning DeLorme Drive;
- constructing pedestrian and bicycle ways and crosswalks; and
- unifying the area with landscaping and medians to create a boulevard or parkway and developing guidelines for local businesses.

Phase I improvements have been approved by the Town and PACTS in anticipation of funding for final design and construction.

In 2009, Gorrill-Palmer completed Phase II of the Corridor Study, which extends from Main Street to the East Main Street ramp, applying the same goals of addressing the pedestrian environment, access management, speed management, and acceptable mobility for motor vehicles while reducing pavement width and travel speeds to create more of a pedestrian atmosphere.

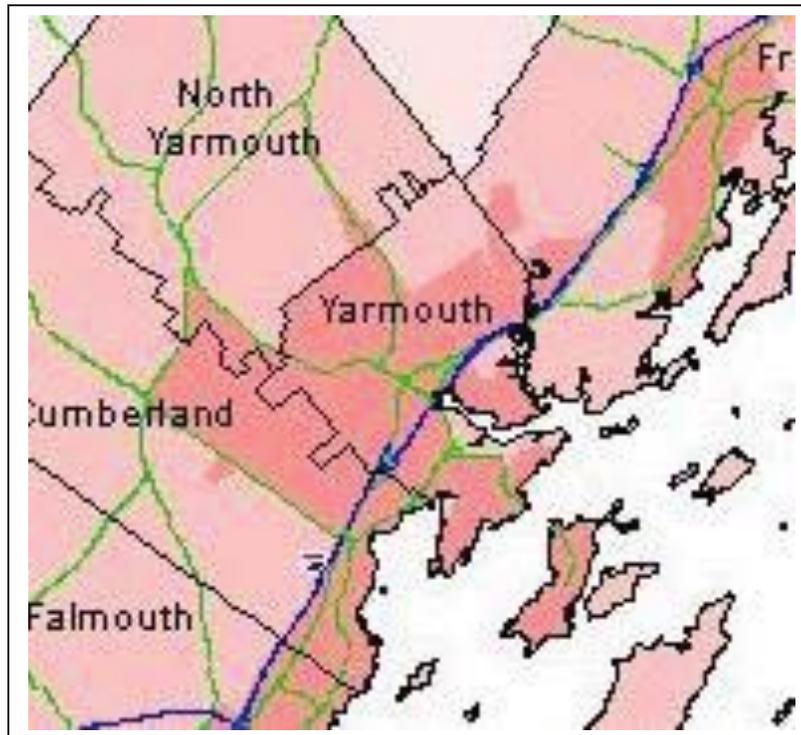
Phase II recommendations include two alternatives – a traffic signal alternative, based on a more traditional improvement plan, and a roundabout alternative. The traffic signal alternative envisions signals at existing locations (Forest Falls Drive, Hannaford Plaza, and the East Main Street ramp), each with an exclusive left and right turn lane in addition to a single through lane. Between Hannaford and the East Main Street overpass, a two-way center left turn lane would be provided, with a raised center median on Route One between Forest Falls and the Hannaford intersection. The other alternative anticipates roundabouts at each of the three current signal

locations, which is consistent with the Phase I proposal for two roundabouts. Phase II is under review by the Planning Board and Town Council.

The community has applied to PACTS for funding for Phase III of the Corridor Study, which extends from Main Street to Exit 15.

## HIGHWAY PROJECT PRIORITIES AND SCORING

Yarmouth highway projects are prioritized and scored several ways, since part of the Town is in the PACTS Metropolitan Planning Area.<sup>26</sup>



- PACTS Funding Area
- PACTS Study Area

Working with PACTS and the other 15 municipalities in Greater Portland, town officials submit arterial and collector road projects every two years to be considered for federal funding. These projects compete with other projects in the region. PACTS allocates federal funds for collector paving projects, intersections, safety, public transit, and bicycle/pedestrian projects. All projects outside the PACTS area are submitted every two years to MDOT to compete with other projects statewide.

<sup>26</sup> The Greater Portland Metropolitan Planning Area is defined by a population of 50,000 or more, defined by the US Census.

There are several short and long-term planning documents in which Yarmouth projects are listed.

- MDOT Statewide Transportation Improvement Program-STIP Federal Fiscal years 2010-2013, including Cousins Street, North Road, Route One, Bayview Street, and I-295
- PACTS Long Range Plan – Destination Tomorrow (June 2006)
  - I-295 improvements, including Exit 15 ramps, park and ride lot
  - Passenger rail and/or bus service between Portland and Brunswick
  - Commuter rail and/or bus service from Portland to Yarmouth
- Coastal Corridor Coalition – Phase One Report (GPCOG, 2004)
  - Transportation, land use and economic development recommendations
  - Improved access management on Route One
  - Coordinated Route One design guidelines
  - Coastal compact among five coastal towns
  - Shared municipal services and facilities where appropriate
- I-295 Corridor Study (May 2006)
  - ITS improvements to include variable message signs (VMS)
  - Service patrol vehicles
  - Exit 15 ramp – safety improvements
  - Exit 15 park and ride lot adjacent to proposed rail platform.

In addition, MDOT has a goal of improving all deficient rural, principle, and minor arterials or backlog roads within ten years, as enacted in law by the 119th Legislature in May 2000. These road sections, identified as being in need of reconstruction or other capital improvements to bring them up to modern safety standards and adequate structural capacity, are called a highway backlog. For arterial roadways, the preferred 40-foot road profile is 2, 12-foot travel lanes and 2, 8-foot paved shoulders. For collector roads, MDOT aims for a 30-foot road profile, or 2, 11-foot travel lanes and 2, 4-foot paved shoulders. Highway backlogs in Town include a section of Route 115, between West Elm Street and the North Yarmouth town line, and Route 88.

Yarmouth shares summer and winter maintenance of state-owned roads with MDOT. Funding for capital improvement of collector roads is awarded competitively through the PACTS process. The Town is seeking funds to resurface sections of Route One and Route 88. These and other collector paving projects have been delayed due federal funding deferrals from MDOT.

Federal and state funds for capital improvement of arterial roads and interstate highways are described in the biennial Capital Work Plan. The 2008-2009 Plan, published in May 2007, describes ten capital improvement projects for Yarmouth. Projects range from improvements to I-295, Route One, Route 88, Bayview Street Bridge, and sidewalks.

<b>Yarmouth Transportation Projects</b>					
#	Project Description	Federal	State	Local	Total
1	I-295 Park & Ride Lot at Exit 15	\$4,453,803	\$511,046		\$ 4,964,849
2	New sidewalks Tourist Center	\$76,648	\$ 8,516		\$85,164
3	Route One Resurfacing 0.74 miles	\$159,332	\$10,622	\$42,488	\$212,442
4	Route 88 Resurfacing 0.30 miles		\$224,589	\$56,214	\$280,803
5	Route 88 Resurfacing 0.70 miles		\$209,749	\$52,437	\$262,186
6	Route 88 Resurfacing 0.755 miles		\$140,731	\$35,372	\$176,103
7	Route 88 sidewalk PCE		\$78,980	\$19,745	\$98,725
8	Bayview Bridge #5835 painting	\$722,736	\$80,304		\$803,040
9	Route 1/Exit 17 improvements	\$544,500	\$60,500		\$605,000
10	Path Oakwoods to Schools	\$71,000			\$71,000

*Source: Maine DOT 2008-2009 Capital Work Plan, published May 2007*

<b>Yarmouth Projects in Statewide Transportation Improvement Program-STIP Federal Fiscal years 2010-2013</b>		
Project	Description	Length (miles)
Cousins Street	Full depth reclamation beginning at Groves Road and extending 0.32 mile to Seameadow Road	0.33
North Road	Highway resurfacing beginning at Leighton Road and extending 0.87 mile to East Main Street	0.87
Route One	Pavement mill and overlay beginning at Forest Falls Drive and extending 0.70 mile to the I-295 southbound on-ramp; will be done in conjunction with other corridor and traffic improvements	0.70
Bayview Street	Bridge painting, Bayview Street Bridge (#5835), located in Yarmouth over I- 295	0.00
Route One	Bridge wearing surface replacement, Main Street Bridge (#5230) over Route 115, located 0.22 mile northerly of Spring Street	0.00
Interstate 295	New construction, ramp improvements which will accommodate a park & ride facility, located on I- 295 at Exit 15	0.00

*Source: Maine Department of Transportation, 2009*

## EMERGENCY ACCESS

The Town has an emergency access plan. Though no specific routes are identified in the plan, there are seven primary (heavy regional) and five secondary (light local) vehicle routes in/out of the two, possibilities depending on the situation.

<b>PRIMARY GATEWAYS</b>	<b>SECONDARY GATEWAYS</b>
I-295 X17 Off Ramps (2 ramps)	Portland Street (Middle Road, Cumberland)
I-295 X15 NB Off Ramp (1 ramp)	Hillside Street (Cumberland)
Route 1 SB (Freeport)	Sligo Road (North Yarmouth)
Route 1 NB (Cumberland)	Granite Street (North Yarmouth)
Route 88 NB (Cumberland)	East Main Street (County Road, Freeport)
Route 115 EB (Walnut Hill Rd, North Yarmouth)	
North Road (North Yarmouth)	

## ISSUES AND IMPLICATIONS

1. Should the Town increase pedestrian and bicycle linkages throughout the community? If so, where?
2. Should the Town use traffic calming techniques to reduce travel speeds and improve livability and walkability?
3. The Town and MDOT have worked together to encourage through traffic to avoid the Route One corridor and use I-295. To further reduce conflicting traffic movements, should the Town support proposed exit and entrance improvements from Route One to I-295?
4. Should the Town work with adjoining communities to manage or divert east-west travel, including minimizing traffic impacts by reviewing and coordinating zoning and transportation issues?
5. Do local road standards support the type of village, residential, and rural land use patterns the Town wants?
6. Should the Town adopt impact fees to mitigate transportation problems and financial impacts on the community?
7. Should subdivision roads be allowed to dead-end or be required to allow for extension to adjacent land to encourage the creation of a network of local streets? Where dead-ends are unavoidable, are mechanisms in place to encourage shorter dead-end roads, resulting in compact and efficient subdivision designs?
8. What are the appropriate development standards for the various segments of the Route One corridor?
9. Is there a need for interconnected parking facilities in the village? How can parking be more creatively managed in the Village?
10. How can the Town encourage and support commuter rail service? Where is the best possible location for a future rail passenger terminal?
11. Do existing and proposed major transportation facilities complement the community's vision?
12. Are our land use decisions, particularly regional land use decisions, connected to transportation planning and vice versa?

## PUBLIC FACILITIES AND SERVICES

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### SUMMARY

- The Yarmouth Water District's wells are located in North Yarmouth. Their recharge areas are located in Cumberland, North Yarmouth, and Pownal.
- The Yarmouth Water District is considering a capital project to build a new facility at a new site. The Town recently swapped land off Sligo Road for the Water District's Elm Street property.
- The safe yield and pumping capacity of the Yarmouth Water District's well supply is adequate to meet projected demands through 2015.
- To help address septic system malfunctions and local pollution problems, the Town manages a septic system replacement program that provides financial assistance to help residents repair or replace them.
- Approximately 77% of Yarmouth's population is connected to the sewer system; 1,950 people are not served by sewer.
- The maximum monthly flow design capacity of the existing waste water treatment facility is exceeded during wet weather, when peak daily and hourly flows are greater than the design capacity of the facility.
- Expected reduction in state permit limits for biological oxygen demand and total suspended solids may limit future growth of the sewer system. Upgrades of treatment plant processes may be required if there is significant extension of the system; however no problem is anticipated for fill-in growth or modest extensions.
- Every year the Town sends approximately 2,700 tons of solid waste to ecomaine to be incinerated.
- The transfer station serves as the main collection point for household trash and recyclables.
- Yarmouth's household recycling rate hovered around 16% until adoption of single stream recycling, expansion of recycling education, and creation of a recycling mascot, increased the rate to 26%.
- Fire-rescue calls have increased by approximately 50% since 2004.
- A major issue for the Fire-Rescue, Police, and Public Works departments is finding fire-rescue volunteers with daytime employment in Yarmouth and the ongoing need to find qualified individuals to replace long term employees that leave or retire.
- The Town hopes to build an addition to the North Road Station to accommodate student housing, consolidate administrative functions and space, and provide a large training/conference room for fire-rescue volunteers.
- The Town Garage is grossly undersized and in need of replacement.
- Newly renovated school facilities are anticipated to meet all projected needs over the next ten years, except perhaps the need for athletic fields.



for grades Kindergarten through 12 (K-12). The Town owns and maintains its own wastewater treatment system as well as a recycling and solid waste transfer station. Public water is provided by the Yarmouth Water District.

The Town is blessed with a tremendous number of volunteers, appointed or elected to various offices and committees. Among those committees are the Board of Assessment Review, Board of Health, Board of Sewerage Appeals, Economic Development Committee, Energy Conservation Committee, Gateways Committee, Harbor and Waterfront Committee, Investments Advisory Panel, Parks and Public Land Management Committee, Planning Board, Recycling Committee, School Committee, Shellfish Conservation Committee, Sports and Recreation Committee, Water District Trustees, and Zoning Board of Appeals. The Town also makes appointments to regional boards such as the Greater Portland Council of Governments (GPCOG) and Portland Area Comprehensive Transportation Committee (PACTS).

The Town Office houses several departments, including the Town Manager, Clerk, Planner, Code Enforcement, Assessor, Parks and Recreation, Police, Transfer and Recycling, and various support staff. In 2003, the renovation and expansion of Town Hall and the Police Station were completed.

## **WATER SUPPLY**

The Yarmouth Water District (Water District) serves over 8,000 people in Yarmouth and 500 people in North Yarmouth. According to the 2006 Water District Annual Report, there were 3,009 service connections as of the end of 2003: 2,834 residential, 4 industrial, 149 commercial, and 22 governmental customers. There were 75.8 miles of distribution mains and 339 hydrants. On average, the residential component is about 80% of total water use. The average water use per residential service connection is 223 gallons per day (gpd). The average per capita water consumption in the system is approximately 81 gpd. According to the Water District Superintendent, the number of service connections expanded from 3,009 in 2003 to 3,049 in 2005.

The Water District's service area includes most of the Town and a small portion of North Yarmouth in the general vicinity of the well field within two primary service areas or pressure zones. The Water District is chartered by the state and regulated as a quasi-municipal water utility by the Maine Public Utilities Commission (PUC).

The Water District owns and operates a groundwater supply located in North Yarmouth. The well supply consists of four separate wells: Stevens, Estabrook, Hayes, and Reinsborough. The wells are located in a large, unconfined, sand and gravel aquifer which transects the communities of Cumberland, North Yarmouth, and Pownal in a northeasterly direction. The wells are located within this aquifer with two separate and distinct recharge areas. [The Estabrook, Stevens and Reinsborough wells are located near the end of Boston Road in North Yarmouth and have overlapping recharge areas.](#) The Hayes Well is located in its own distinct

recharge area which is bisected by Route 9 in North Yarmouth.

The Water District maintains an interconnection with the South Freeport Water District at the Cousins River Bridge on Route One. The interconnection is infrequently used and has not been activated in seven years. The South Freeport Water District would like to maintain this interconnection for emergency purposes.

The Water District also maintains two points of interconnection with the Portland Water District, ~~at Winn Road in North Yarmouth~~ at Greely Road in Cumberland and on Route 88 in Cumberland. The first interconnection is rarely used, but provides flow redundancy to both Districts in an emergency. The Water District purchases water from the second connection for the power generating facility on Cousins Island. A small residential development off Route 88, consisting of approximately 15 homes, also is serviced off this line to take advantage of higher water pressure.

The Water District maintains an active land acquisition program. It fully owns all property within the 200-day travel time zone around each wellhead in both the Hayes aquifer and the Stevens-Estabrook-Reinsborough aquifer. This area is an important zone of control, originally developed to limit contamination from residential septic systems. It is the Water District's goal to own all of the land within the 2,500-day zone of influence around each well. It maintains communications with several land owners outside the 200-day zone to monitor pesticide use, promote best management practices, and further protect water quality. Land use near the water supply is controlled by a Ground Water Protection Overlay District which was adopted in 2005 as part of North Yarmouth's zoning.

The Water District recently completed a vulnerability assessment of its facilities and resources and has taken measures to protect points of access to well fields. Facilities are in excellent condition and water quality is considered to be excellent.

The Water District office and headquarters are located on Elm Street across from Royal River Park in a historic and architecturally significant structure. The building is undersized and outmoded for current and future needs. The Water District is considering a capital project to build a new facility at a new site. The Town recently swapped land off Sligo Road for the Elm Street property, which may lend itself to goals for other Town spaces, including access to the river, meeting space, and permanent quarters for the Community Services Office.

According to the Water District's 2006 Master Plan, the safe yield and pumping capacity of the well supply is adequate to meet projected demand through 2015. However, the system has a storage deficiency and will require expansion some time beyond the ten-year planning period of this comprehensive plan. The Master Plan recommends locating a new 1.2 million gallon storage tank on Water District property off Route 88. A new transmission water main along below I-95 extending to the NextEra Energy Maine LLC's W.F. Wyman (NextEra) transmission main corridor crossing I-95 is recommended to improve system hydraulics and connect the new

tank to the distribution system. See proposed capital improvement program below.

<b>Recommended Capital Improvement Program for Yarmouth Water District</b>	
<b>Short-term Improvements (2005-2010)</b>	<b>Estimated Budget</b>
Space Needs Assessment Study	\$15,000
Pipe Project - Bridge St Water Main Replacement	\$120,000
Pipe Project - Portland St Water Main Replacement	\$140,000
Pipe Project - Pleasant St Water Main Replacement	\$200,000
Pipe Project - Portland St Water Main Replacement	\$225,000
New SCADA Control System	TBD
<b>Total</b>	<b>\$700,000</b>
<b>Intermediate-term Improvements (2010-2015)</b>	<b>Estimated Budget</b>
New Distribution Storage Tank	\$2,025,000
Pipe Project - Route 88 Water Main Replacement	\$480,000
Pipe Project - East Elm Water Main Replacement	\$265,000
Pipe Project - Pleasant Water Main Replacement Project	\$240,000
<b>Total</b>	<b>\$3,010,000</b>
<i>Source: Yarmouth Water District Master Plan, 2006</i>	

## SANITARY WASTE DISPOSAL

Service Area. Yarmouth’s sewer system consists of approximately 43 miles of gravity sewer lines, 30 pump stations, a sand filter treatment system serving approximately 40 houses, and a central wastewater treatment facility. In general, the sewer service area extends from the Sweetser Farm Subdivision on outer North Road southerly, including the Village Center and Medium Density Residential District (MDR). Sewer also serves the Princes Point area, parts of Bayview, areas northeast of Main Street, and Route One.

There is no sewer service to the islands, with the exception of a sand filter system servicing the Sea Meadows - Lady Slipper Lane subdivision area, which was acquired by the Town from its developers. There are, however, known instances of septic system malfunction and local pollution problems, particularly in the most densely developed parts of Cousins Island. To address this problem, the Town adopted a "septic system replacement program", administered by the Town Engineer, which provides financial assistance to help homeowners repair or replace them.

<b>Yarmouth Septic Subsidy Program Summary, 2002-2005</b>		
	<b># Systems</b>	<b>Amount Paid</b>
<b>2002 Awarded</b>	12	\$47,145
<b>2003 Awarded</b>	13	\$45,656
<b>2004 Awarded</b>	9	\$37,679
<b>2005 Awarded</b>	23	\$93,707
<b>2005 Approved</b>	24	\$47,269
<b>Totals</b>	71	\$271,456
<i>Source: Yarmouth Annual Town Reports, 2002-2005</i>		

Population Served. About 6,550 people, or 77% of Yarmouth's population, are connected to the sewer system. There are approximately 2,500 individual residential and business connections in Yarmouth, an increase of about 200 since 1993. Approximately 1,950 people in Yarmouth are not served by sewer.

Wastewater Treatment Facility. The Princes Point Treatment Facility originally went online in 1967 with a design flow of 0.42 million gallons per day (mgd). At that time, treatment was provided by secondary activated sludge utilizing two oxidation ditches and two secondary clarifiers. Sludge was processed on two drying beds and disposed of at the landfill. Between 1991 and 1993, the facility underwent an \$8.5 million dollar upgrade to provide a dry weather design capacity of 1.31 mgd and a wet weather peak capacity of over 4.0 mgd.

The upgrade incorporated as much of the original plant and equipment as possible and runs exceptionally well. It is a well integrated facility for simplicity, efficiency, and flexibility of operations.

Septage Treatment. The wastewater treatment facility is currently licensed to accept 6,000 gpd of septage. The Town does not accept septage from other communities. The Town has a septic tank pump-out program that notifies residents on a three year cycle to contact one of two contracted pumpers to pump out uncovered septic tanks at no direct charge to the resident. The treatment plant keeps track of pumped tanks and directly sends pumpers payment for this service. Pumped material must be disposed of at the municipal plant on Princes Point Road as the Town must pay an additional disposal fee if the material is brought elsewhere. According to the Town Engineer, there is adequate capacity to serve projected need over the next ten years.

System Capacity. Dry weather flows and loads are not a problem for the treatment facility. The maximum monthly flow design capacity of the existing facility is adequate for projected growth through 2026. However, during wet weather, peak daily and hourly flows are greater than the design capacity of the facility.

While the Town's sanitary and storm water lines are separate, the system has an infiltration and inflow problem primarily due to sump pumps connected to the sewer system and aging sewer lines. During wet weather, stormwater enters the system, markedly increasing, in the short term, the volume of flow entering the treatment plant. To reduce groundwater inflow into the sewer system, the Town charges a sewer connection fee of \$2,250 per building unit that is placed in a sewer reserve account to help fund capital improvement of the system. As annual budgets permit, the Town addresses infiltration of existing lines under roads it repaves; however, there is not a master plan to guide this work, nor is there consistent funding from year to year.

According to Wright-Pierce Engineer's *Wastewater Treatment Facility Evaluation Report*, prepared for the Town in June 2006, peak daily and hourly flows entering the treatment facility are much greater than typical wastewater peaking factors due to high inflow and wet weather events. The

report concludes that 1–2 mgd of inflow can be economically removed. Projected growth in peak hourly flow is 0.472 mgd. Since existing peak flow is well above the plant’s design capacity, removal of excess inflow is the highest priority effort to maintain peak flows. Wright-Pierce recommends that the Town continue to require inflow removal as a condition of connection to the system to maintain peak hourly flow at 6.0 mgd. It also recommends that the Town undertake a detailed evaluation of potential infiltration and inflow removal to verify that the fee is adequate to maintain current peak hourly flow.

According to Wright-Pierce, "The facility performs well and achieves excellent removal of both biological oxygen demand (BOD) and total suspended solids (TSS) during average flow conditions. At peak flow conditions, there have been a few incidents of washouts over the last 11 years, but overall the performance has been excellent for a conventional secondary treatment facility. However, from a permit compliance perspective, the facility has very stringent mass discharge limits that are virtually impossible to comply with at the current peak flow conditions, using conventional secondary clarifiers. The facility has exceeded both the BOD and TSS limits during peak flow conditions, even when plant performance has been excellent by conventional standards."

In 1996, the Maine Department of Environmental Protection (DEP) adopted new, federally required, surface water toxicity prevention rules. In 1999, DEP ordered the Town to identify sources of excessive copper levels in effluent to comply with the new rules. Further study concluded that corrosion from existing copper pipes is the principal source. Influent amounts were consistent with normal levels; however, the 3:1 dilution factor associated with the outfall may contribute to exceeding prescribed limits. In response, the Town extended the outfall from the edge of the Royal River 100 feet and constructed a state-of-the-art multi-port diffuser under the dredged navigation channel in the Royal River. This increased the acute and chronic dilution ratios respectively, to 20:1 and 50:1. The Town completed the diffuser installation in 2007. According to Wright-Pierce, "water quality issues in the Royal River are driven by the high natural sediment oxygen demand of the extensive mudflats."

The Sea Meadows wastewater collection and treatment facility on Cousins Island also has wet weather capacity and copper discharge issues. It serves 40 houses, was originally built by private developers, and is now owned and operated by the Town. In 2005, the DEP lowered its threshold in surface water toxicity prevention rules to include small discharges under 50,000 gpd, imposing new testing requirements on the Sea Meadows system. To be exempt from these expensive testing requirements, the facility needed to achieve greater than a 50:1 dilution ratio. In 2007, the Town extended the outfall and installed an effluent storage chamber that allows the discharges only during high tide periods, thus achieving the dilution and mixing goals.

Projected Growth. Using population projections from the comprehensive plan and Maine State Planning Office (SPO) and other considerations, Wright-Pierce recommends the Town assume a population of 9,650 in 2025 as a basis for future improvements to the treatment plant and related facilities. Wright-Pierce characterizes this population increase as an average of 51

persons and 37 new households per year, assuming a population gain of 1.37 persons per household.

Wright-Pierce used these projections and a set of assumptions concerning commercial and other nonresidential growth to predict how future wastewater flows and loading will increase by 2025. This forecast assumes an increased sewer population of 18%, an increased commercial flow of 10%, and constant municipal flow. Baseline infiltration and inflow were assumed to increase by 5% and wet weather inflow and infiltration by 5%.

The 2025 forecast for Yarmouth projects “the average annual flows will increase to about 0.9 mgd and the maximum monthly flow to 1.232 mgd. These are still under the monthly design flow of 1.3 mgd, but with the possibility of +/- 0.15 mgd depending on wet weather conditions. The maximum monthly flows could be as high as 1.56 mgd, if major I&I [infiltration and inflow] issues are not addressed. Maximum hourly flows are predicted to be close to 6.5 mgd.”

According to the Town Engineer, “The expected reduction in permit limits for BOD and TSS (referenced in Section 3.4 [of Wright-Pierce’s report]) may have an impact on limiting future growth of the sewer system and may require upgrade of treatment plant processes if there is significant extension of the sewer system. However, I do not anticipate there will be a problem for fill-in growth or modest extensions during the Comp Plan reporting period...”

Wastewater Capital Improvement Needs. It is important to note that the 2006 Wright-Pierce report evaluates the central wastewater treatment facility and three main pump stations. It also recommends a separate evaluation of the rest of the collection systems, including capital needs. Capital needs identified in the report include \$3.2 million in immediate improvements to be implemented within 2 years, \$4.45 million in intermediate improvements to be implemented within 8 years, and \$4.66 million in long term improvements to be implemented within 15 years. The Town uses this report to prioritize planned capital improvements using funding available from annual budget appropriations. If additional evaluation of the rest of the collection system is conducted, substantial additional capital needs will likely be identified.

## **SOLID WASTE DISPOSAL AND RECYCLING**

The Town’s landfill closed in August 1989. Monitoring activity is ongoing with ten monitoring wells and twice monthly visual surveys. Every year the Town sends approximately 2,700 tons of waste to ecomaine to be incinerated. The Town currently pays approximately \$162 per ton to dispose of this waste.

<b>Yarmouth Solid Waste and Recycling, 2003-2008</b>						
	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008<sup>27</sup></b>
Bulky Waste (tons)	324.13	345.84	324.13	345.84	295	295.00
Shingles (tons)	209.40	189.03	209.40	215.40	142.18	163.87
Metal (tons)	226.99	218.59	226.99	218.59	126.37	195.39
Cardboard (tons)	99.94	106.00	99.94	106.00	127.06	84.36
Chip Board (tons)	37.68	-	37.68	37.68	37.68	-
Plastic (tons)	29.45	25.89	29.45	25.00	15.32	15.09
Tires (tons)	12.44	15.55	12.44	15.55	14.36	-
Waste Motor Oil (gallons)	4,150	4,300	4,150	4,300.00	1,675	1,325
Antifreeze (gallons)	275	250	275	250.00	75	50
Batteries (pounds)	300	250	300	300	375	361
CFC Refrigerant (tons)	17.38	12.71	17.38	16.38	17.53	362
Silver Bullet Recyclables	-	-	-	-	-	886.34
Municipal Solid Waste (tons)	3,230	3,302	3,336	3,330	3,029	2,800
<i>Source: Yarmouth Annual Town Reports, 2003-2008</i>						

Yarmouth residents have the option of taking their trash to the transfer station, at the site of the former landfill, or individually contracting for private waste disposal. Yarmouth's businesses must retain private contractors for removal and disposal of wastes.

The Town's waste transfer station was constructed in 1989 at the old landfill site on East Main Street. In 1996 the transfer station was expanded to include a large retaining wall disposal area. Six, 48 cubic yard (cy), roll-off containers were positioned along the wall to serve as a collection point for tires, pressure treated wood, demolition wood, metal, and bulky items. The Town also constructed a compost pad for processing leaves, yard waste, and brush. The latest improvement was made in 2006 when the Town constructed four concrete storage bins for the collection of CFC refrigerant units, sheetrock, propane tanks, and porcelain.

The facility serves as the main collection point for household trash and recyclables. In 2006, the Town adopted single stream recycling, allowing residents to collect all paper, tin, plastics 1-7, paperboard, glass, and cardboard in one container and deposit them into an ecomaine-supplied silver bullet, either at the transfer station or one of the two satellite recycling points located at the harbor pump station on Route 88 and at the Yarmouth Redemption Center on Route One. Disposal of items collected in the concrete bins and roll-off containers are assessed a disposal fee. To pay the fee, residents must purchase punch cards at area businesses or Town Hall.

In addition to these services, the facility also offers universal waste collection; hazardous waste collection; and waste oil, antifreeze, and roadside brush collection. Universal waste collection includes fluorescent lights, rechargeable batteries, mercury devices, computers, and computer related items (through Goodwill Industries), which is collected daily. TVs are collected twice a year. Residents also have the option of taking items to the Freeport Recycling Center or private collection centers of their choice for a fee. Hazardous waste collection is offered once a year. Residents may bring pesticides, lead paint, fertilizers, and other hazardous wastes to the

<sup>27</sup> In December 2008, Yarmouth's municipal recycling rate was 26 %, up from 16% in 2006.

transfer station. Disposal of 10 gallons or 15 pounds are free, but residents must pay for disposal of greater amounts. The Town also collects waste oil and antifreeze. Annually, residents may place brush up to 12" in diameter alongside the road for Town collection and processing at the transfer station. Twice a year, fall and spring, the Town allows residents to bring bulky items to the transfer station, free of charge or at reduced rates. The transfer station also provides space for a Book Barn, a place to exchange books.

The facility houses a landfill for demolition debris, although very little material is buried. Demolition wood is ground and distributed to be used as biomass fuel. Currently, only pressure treated wood and sheetrock are land filled on site. The Town's compost facility produces approximately 3,000 cy of compost a year from leaf and yard waste. Compost is then made available to residents, free of charge. The facility also offers ten home composting classes a year. Brush that is collected at the facility is ground into chips and used at the waste water treatment plant in its compost process.

<b>Yarmouth Solid Waste Equipment</b>			
<b>Equipment</b>	<b>Year</b>	<b>Replacement Schedule</b>	<b>Estimated Cost</b>
JD 544 Loader	1990	25 years	\$140,000
4 CY Compactor	1989	25 years	\$15,000
1cy Bailer	1996	25 years	\$6,000
1cy Bailer	2001	25 years	\$6,000
JD 450 Bull Dozer	1991	30 years	\$8,500
Mower	1996	15 years	\$10,000
9- Roll-off containers	Varies	15 years	\$7,500 each
4- Compactor Boxes	Varies	20 years	\$8,000 each
4x4 P/u & Plow	2001	7 years	\$25,000
Bob Cat	2002	20 years	\$40,000
<i>Source: Erik Street, Yarmouth Public Works Director, 2009</i>			

The transfer facility garage/collection center is in relatively good shape. In early 2001, it was renovated to provide a bathroom and combination locker room/kitchen for workers. The roof is less than 20 years old and the heating system was upgraded in 2004.

In 2005, the Town Council reestablished a seven-member recycling committee to look at cost, programs, and ways to increase recycling. Though historically Yarmouth's overall recycling rate has been relatively high, the rate for household items has hovered around 16%. Since adoption of single stream recycling and expansion of recycling education in schools and the community and creation of a recycling mascot, the current household recycling rate has increased to 26%. The committee is exploring ways to further increase the recycling rate, including programs like curbside collection and regional best practices.

As the facility looks to the future with the help of the recycling committee, several improvements may be considered, including installing scales for bulky item recycling and a second compactor for recyclables, which would eliminate the need for on-site silver bullets. If

the Town decides to go to curbside collection in the future, parts of the facility will require reevaluation as certain equipment and services would no longer be required.

## PUBLIC SAFETY

### Fire-Rescue Department

The Yarmouth Fire-Rescue (Fire-Rescue) was formed in 2001 after the merger of the Yarmouth Fire and Rescue units. The organization, rich in history, has been in place for over 180 years. Fire-Rescue currently has 84 paid-per-call volunteer members, who are also paid for training and meetings, plus 5 one-day-per-week positions funded through a Federal Emergency Management Administration (FEMA) Safer Grant. Calls have increased by approximately 50% since 2004. As of July 1, 2009, Yarmouth paramedics are responding to North Yarmouth calls under a signed agreement. According to Chief Fairbanks, this should generate an estimated 100 additional responses annually.

<b>Yarmouth Fire and Rescue Calls, 1998-2008</b>											
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
<b>Fire Calls</b>	555	304	268	269	300	290	277	281	290	455	572
<b>Rescue Calls</b>	638	667	625	712	704	639	601	693	753	809	744

*Source: Yarmouth Annual Town Reports, 1998-2004; Chief Fairbanks, 2005-2008<sup>28</sup>*

A major departmental issue is the declining number of fire-rescue volunteers with daytime employment in Yarmouth. The result is that it can take longer to respond to a fire-rescue call during daytime hours with the limited number of available personnel. Compounding the difficulties of a formerly rural community increasingly becoming a bedroom suburb are federal Occupational Safety and Health Administration (OSHA) regulations that apply to firefighters arriving at the scene of a fire. Under OSHA rules, firefighters cannot enter a burning building without meeting a minimum manning requirement of two people entering the building, two people backing them up, one pumper operator, and one person directing the operation, among others. According to the Chief, these regulations can require as many as 19 firefighters be present before entering a burning building, if there is not an immediately life-threatening situation.

In response, and also because it is 7-15 times more effective at fighting fires than water alone, Fire-Rescue uses Compressed Air Foam Systems (CAFS) to fight most fires. Fire-Rescue has two CAFS pumper trucks, which it fills with CAFS water. One of these trucks has a 750 gallon capacity, which is the largest model made, and the other is a smaller model used for brush fires and smaller, more treacherous roads in inclement weather. The system adds one part water and one part compressed air to foam to create a spray that coats the area with foam that sticks and

<sup>28</sup> This represents the total number of calls and does not take into account when EMS and Fire are both dispatched for motor vehicle crashes. In the event that there was a transported patient – it counted as an EMS call. No transports were considered a fire call.

absorbs to surfaces faster than water.

The Town belongs to the Coastal Mutual Aid Association, an eleven-town organization, whose fire and rescue volunteers respond to each others' needs depending on where they are in relation to the location of fire and/or rescue needs.

Fire-Rescue's personnel, including all volunteers, attend training sessions on Wednesday nights. Sometimes these sessions are taught by outside, certified experts and sometimes by certified members of Fire-Rescue itself. Although rescue functions are mainly overseen by the Deputy Chief, Fire-Rescue strives to teach as many firefighting and rescue skills as possible so that its response is maximally versatile. At the same time, specialized volunteers are also encouraged, so that if someone only drives, more versatile personnel are freed up for other duties. Even in such cases, however, the candidate must complete specialized training in compliance with OSHA regulations.

Fire-Rescue runs a fire safety and firefighting training program for youth, 14 and older, called the Explorer Program. This program offers a week-long summer rookie training session that teaches the basic facts of fire and firefighting and ends with putting out burning rooms at the training facility.

The North Road Station is where all active equipment is housed. A converted, portable classroom at the Station houses the full-time Chief, Deputy Chief, part-time Administrative Assistant/EMT, and sleeping quarters for a student live-in program and paramedic. Currently, five members of the Department stay in the Station during night time hours. In 2009, the Department implemented a paramedic program that provides paramedic coverage around the clock.

The student live-in program places Southern Maine Community College students in the fire station to assist the dwindling number of volunteers and promote professional development of students training as firefighters. The students are trained in every aspect of firefighting and emergency medical response. The program started in 2007 with two students and was expanded in 2009 to house four college firefighters/EMTs. The program is viewed as very beneficial for the community and credits a decrease in response time with having students living at the station and enabling the first truck to be staffed with adequate personal in accordance with federal mandates.

The Town hopes to build an addition to the Station to accommodate student housing, consolidate administrative functions and space, and provide a large training/conference room for training. A preliminary cost estimate for the facility is \$500,000.

The Center Street Station is no longer actively used for fire protection, but continues to serve Fire-Rescue by storing memorabilia and retired fire equipment used for parades. The old

Cousins Island Station is also used to store a training pumper, public works equipment, and the Marine Patrol Officers skiff in winter.

In 1996, the Chief organized a fire brigade for Wyman Station. Today the brigade consists of one, 1984 fire truck and is staffed during operational shift hours of plant employees, which does not guarantee staffing for the truck daily and seldom provides four firefighters. As part of this effort, an existing building was converted to a fire house. The brigade is paid by NextEra, and, by agreement, is the first responder to Cousins and Littlejohn Island fire calls, and responds to fires on the mainland Yarmouth. This is a unique public private partnership that significantly augments Fire-Rescue's effectiveness. According to Chief Fairbanks, while the Brigade is a valuable resource to the Department, it should not be considered an in-service piece of equipment before the hours of 6 am or after 4 pm.

Fire-Rescue is dispatched by the Public Safety Communications Center (Communications Center), housed in Town Hall, using a radio paging system to alert volunteers, which also provides dispatch services for North Yarmouth. The Communications Center is directly connected to the Coastal Mutual Aid Association, so calls from towns served by the Communications Center can alert members.

Thanks to an informed and supportive citizenry, Fire-Rescue prides itself on having some of the most advanced equipment in the region. In December 2003, Fire-Rescue took delivery of a new medic unit to replace its older ambulance. The new Medic 1 is equipped to provide advanced life support care as well as support operations at fires and other emergency scenes. In 2000, a 95 foot Emergency One aerial platform truck and an Emergency One heavy rescue-pumper were placed in service. Each has the capability to pump 2,000 gpm.

Operating under a joint arrangement with the Cumberland Fire Department, Fire-Rescue possesses an all-terrain sled to rescue ill or injured persons from off-road areas. In 2000, Fire-Rescue partnered with Freeport to purchase equipment and staff a water rescue craft. The rescue boat is housed at Yarmouth's North Road Station and responds to marine emergencies along the Yarmouth and Freeport coastlines.

Generous donations allowed the purchase of three thermal imaging cameras in 2002. These infrared devices, carried on the three primary response apparatus (E1, E2, T1), allow trained staff to locate individuals by heat signatures through dark and/or smoke-filled environments. Funds recently raised through the Fire Department Association allowed the purchase of updated gas detection/atmospheric monitoring equipment for several apparatus. Current fundraising efforts provided a state-of-the-art, diagnostic cardiac monitor/defibrillator for one of Fire-Rescue's medic units, enabling the Department, in 2008, to purchase two new monitor defibrillators that are capable of performing 12-lead ECG. This technology is the latest movement in pre-hospital emergency services. It allows the paramedics to interpret heart attacks and decreases the time needed for cardiologists who perform bypass surgery and

cardiac catheterizations, increasing the rate of successful outcomes for patients' having a heart attack.

### Police Department

The Yarmouth Police Department (Police Department), located in the 2001 addition to the Town Hall, has 12 full time officers, including a Chief, Lieutenant, 2 sergeants, and 8 patrolmen. The Police Department also utilizes a state-certified, part time officer. Other personnel include a per diem animal control officer, and a full-time patrolman, who also serves as the marine patrol officer from April through November. In 2007, the Town joined the "metro regional" police forensics crime lab program. In addition, the Town authorized contracting for public safety dispatching services from Cumberland County; however, that decision was overturned by citizen petition and referendum.

The Police Department operates the 24-hour Communications Center staffed with a secretary, 5 full time dispatchers, and up to 7 part time employees. The Brunswick Police Department Communications Center serves as a Public Safety Answering Point, or PSAP. It is equipped with the latest computer technology and uses the E911 system to pinpoint locations where emergency services are needed, emergency and non-emergency 911 calls are transferred to the Yarmouth Dispatch Center.

Between 2004 and 2008, the number of total offenses increased 38% and the number of total criminal summonses and arrests increased 17%. At the same time, the dollar amount of property losses decreased 41%. Disturbance complaints increased 32% and the overall number of service calls increased 138%. While the number of motor vehicle accidents decreased slightly, the number of motor vehicle accidents with injury increased 67%. Overall, these statistics are comparable to surrounding communities and reflect the increasingly residential nature of the community.

**Yarmouth Police Services, 1998-2008**

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
<b>Crimes Against Persons</b>											
Homicide	1	0	-	0	0	0	1	1	0	0	0
Rape	0	0	-	1	0	1	1	0	3	1	2
Robbery	0	0	-	3	1	1	0	2	2	2	0
Assault	19	16	-	23	17	24	21	35	25	34	38
Threatening/Terrorizing	-	-	-	-	13	7	6	10	7	11	19
Harassment	-	-	-	-	11	19	27	38	62	38	60
Other Sex Offenses	-	-	-	-	2	0	1	4	1	6	4
<b>Crimes Against Property</b>											
Burglary	11	15	-	15	9	6	16	24	16	10	12
Theft	101	71	89	82	76	70	85	94	85	55	73
Motor Vehicle Theft	2	3	-	3	2	2	4	0	1	3	6
Arson	0	1	-	1	2	2	5	0	1	3	3
Criminal Mischief	-	-	-	-	41	44	47	55	83	52	60
Fraud	-	-	-	-	11	9	10	0	27	29	37
<b>Other Offenses</b>											
Criminal Trespass	-	-	-	-	8	5	6	12	7	20	12
Drug Law Violations	-	-	-	-	41	43	16	16	14	35	25
Liquor Law Violations	-	-	-	-	14	20	18	13	9	24	29
Animal Complaints	-	-	-	-	308	423	404	359	545	552	502
All Other Complaints	-	-	-	-	8	7	29	24	25	-	24
Marine Resources Violations	-	-	-	-	-	-	-	-	-	-	56
<b>TOTAL OFFENSES</b>	<b>134</b>	<b>106</b>	-	-	<b>564</b>	<b>683</b>	<b>697</b>	<b>696</b>	<b>913</b>	<b>898</b>	<b>962</b>
<b>Property Losses</b>											
Stolen Property	\$125,280	\$78,779	\$121,881	\$102,471	\$99,085	\$118,000	\$78,568	\$105,396	\$99,968	\$53,818	\$45,854
Vandalism	-	-	-	43	\$22,309	\$33,034	\$9,330	\$20,969	\$11,908	\$8,913	\$6,272
Recovered Property	\$32,321	\$34,260	-	\$53,957	\$30,778	\$61,482	\$14,821	\$11,150	\$33,477	\$10,872	\$21,929
<b>Assists to Other Departments</b>											
Disturbance Complaints	-	-	-	-	176	203	162	178	190	155	354
Alarms/Residential/Business	-	-	-	-	318	314	279	348	412	255	270
Radar Assignments	-	-	-	-	235	525	329	276	342	599	636
Calls for Services	-	-	-	-	8,794	12,082	8,444	7,486	10,663	12,200	20,063
<b>Motor Vehicle Offenses</b>											
Motor Vehicle Stops	-	-	-	-	4,278	5,340	3,269	2,594	2,573	3,473	3,222

<b>Yarmouth Police Services, 1998-2008</b>											
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Summonses Issued	-	-	-	-	755	938	471	519	589	689	522
Written Warnings Issued	1,695	870	-	-	2,192	2,926	2,129	2,220	1,880	2,557	2,335
Operating Under Influence	32	18	23	33	40	41	29	25	17	19	9
Operating After Suspension	-	-	-	-	55	65	48	37	30	61	44
Motor Vehicle Accidents/Injury	38	23	32	-	37	33	28	63	56	45	47
Motor Vehicle Accidents	122	152	-	194	136	219	243	261	243	278	235
Fatal Motor Vehicle Accidents	0	0	0	0	0	1	0	0	0	0	0
Parking Tickets	-	-	-	-	339	663	568	365	349	351	336
<b>Criminal Summonses/Arrests</b>											
Adult Males	105	70	-	-	189	179	131	118	105	174	146
Adult Females	26	17	-	-	49	52	42	45	45	67	64
Juvenile Males	39	11	-	-	14	24	21	28	13	15	19
Juvenile Females	1	6	-	-	5	9	4	3	5	6	3
<b>TOTAL CRIMINAL SUMMONSES/ARRESTS</b>	<b>171</b>	<b>104</b>	<b>120</b>	<b>125</b>	<b>257</b>	<b>264</b>	<b>198</b>	<b>194</b>	<b>168</b>	<b>262</b>	<b>232</b>
<i>Source: Yarmouth Annual Town Reports, 1998-2008</i>											

The Police Department's equipment includes:

- five marked patrol vehicles, including the canine officer's car,
- one unmarked patrol car,
- one marked pick-up truck, used by the marine patrol officer, and
- one 18-foot maritime skiff for the Marine Patrol Officer.

In 2005, the Police Department upgraded and fully computerized its records and dispatch and communications systems, equipping all vehicles with mobile data terminals connected directly to the dispatch center. In addition, the department, in partnership with the police departments from Cumberland, Falmouth, Gorham, Windham, Westbrook, and the Cumberland County Sheriff's Department, received funding – with \$34,000 as Yarmouth's share - to help build a wireless network and install the necessary equipment in police cars to run the system. This equipment not only allows officers to connect to the in-house computer system to complete offense and arrest reports, but also allows them to check in-house records of other police agencies and motor vehicle registrations and driver licenses directly from police cars.

The Police Department offers several programs to residents, including the Reassurance Program, Neighborhood Traffic Calming Program, and Bicycle Registration.

According to the Police Chief, anticipated needs in the next ten years include adding an investigative officer or detective (approximately \$75,000, including benefits), constructing a firearms training facility (approximately \$150,000), and ongoing technology and equipment updates.

Perhaps the biggest challenge facing the Police Department is the ongoing need to find qualified individuals to replace long term employees that leave or retire. In recent years, police officer positions have become more difficult to fill. For example, the Police Chief indicates that 10 years ago the Police Department had an opening for an officer and received 75 applicants. Two years ago, a similar opening generated only 12 applicants, with only 3 showing up for the physical agility test.

Factors contributing to hiring difficulties are numerous. Pay for public police officers is not as attractive to young graduates as is the private sector, despite more competitive hiring practices, hiring bonuses, and more freedom for lateral movement between departments. In addition, Yarmouth housing costs, including some rentals, are well above what police officers can afford. Residency requirements have been dropped and distance-from-work requirements have been relaxed. Today, Yarmouth's officers typically live in towns as far away as New Gloucester, where housing is more affordable.

These forces, which reflect statewide and national trends, and not just locally high real estate prices, impact quality of service to some extent. When officers do not live in the community they serve, response times outside of normal shifts may increase. In addition, it is harder for officers to keep their fingers on the pulse of the community when their off hours are spent elsewhere.

## PUBLIC WORKS DEPARTMENT

Current Conditions. The Town Garage is located at 58 North Road. It houses the highway fleet and serves as the maintenance and fueling depot for highway, transfer and recycling, waste water treatment, police, fire, rescue, and parks. The Water District also uses the garage as a fuel depot. It was built in the early 1960s with two bays dedicated for highway and the School Department needs. Later, two steel bays were added and leased to the School Department. Currently, two, approximately 5,600 square foot, bays, are available to service 84 pieces of equipment. They are also used as wash bays, fabrication bays, and for storage. The concrete block walls of the garage facility are not insulated and are starting to deteriorate. The garage is grossly undersized, does not meet storage and service needs, and is in need of replacement.

Additional facilities consist of the River Barn in Royal River Park, which is used to store park equipment, and a new parks maintenance facility, built in 2006.

The highway crew is responsible for snow plowing and repair and maintenance of approximately 65 miles of roads, 21 miles of sidewalk, and storm drains.

<b>Yarmouth Infrastructure, 1980-2007</b>			
	<b>1980</b>	<b>1990</b>	<b>2009</b>
Roads (miles)	27.0	53.0	65.0
Drain pipe (miles)	7.0	9.0	17.5
Catch basins/drains (#)	298	400	1,119
Manholes (#)	-	-	114
Pump stations (#)	12	23	30
Sewers (miles)	20.0	31.0	36.6
Sewer manholes (#)	432	637	840
<i>Source: Yarmouth Annual Town Report, 2008</i>			

Public Works' equipment includes:

<b>Yarmouth Public Works Equipment</b>				
<b>Highway Equipment</b>	<b>Year</b>	<b>Trade Interval</b>	<b>Replacement Year</b>	<b>Cost</b>
HW 198-GMC pick-up, 2-wheel drive	1998	12	2010	\$25,000
HW 206 International dump with plow	2006	13	2019	\$140,000
HW 399-Volvo dump with plow-#3	1999	13	2012	\$140,000
H 04A-Stetco CB cleaner unit	1996	25	2021	\$40,000
HW 495-Ford dump with plow-#4	1995	13	2008	\$140,000
HW 599-Volvo dump with plow-# 5	1999	12	2011	\$140,000
HW 603-Volvo dump with plow-# 6	2003	13	2016	\$140,000
HW 702 Volvo dump with plow-# 7	2002	12	2014	\$140,000
HW 803 Chevrolet 1500 4X4	2003	7	2010	\$25,000
HW 906 GMC 1-ton tool	2006	8	2014	\$30,000
HW 1004 938 Cat loader	2003	20	2023	\$125,000
HW 1195 Ford F-350 4x4 bucket	1995	25	2020	\$50,000
HW1208 GMC club-cab 4x4	2008	10	2018	\$25,000
HW 1397-JD backhoe 410 E	1997	20	2017	\$70,000
HW 1406 Johnston MX 430	2006	7	2013	\$150,000
HW 1505-Holder SW plow C6000	2004	8	2012	\$90,000
HW 1607 GMC 3/4 ton with plow	2007	8	2015	\$30,000
HW 1709 International dump with plow # 9	2008	12	2020	\$170,000
HW 1897 Trackless SW plow	1999	10	2009	\$80,000
HW 1906 4500 Series 4x4 GMC dump with plow	2006	10	2016	\$70,000
HW 19 Clark fork lift	1988	30	2018	\$20,000
HW T100-Air Comp Ingersol Rand	2000	25	2025	\$10,000
HW T394-hay mulcher-erosion	1994	25	2019	\$5,000
HW T4-Culvert steamer	1995	30	2025	\$20,000
HW T5 – Trailer with cement mixer	1998	15	2013	\$12,000
HW T7- Trailer for Dixie chopper	2000	20	2020	\$3,500
HW E1- BCS walk behind sweeper	2004	20	2024	\$5,000

*Source: Erik Street, Public Works Director, 2009*

A new salt shed was constructed in the 1990s, though sand is still stored outside. While a large structure to store both salt and sand is desirable, no state funds are available for replacement of the current facility, which is considered “category 5”, the lowest priority, by DEP.

Staff includes a highway foreman, lead operator, and five equipment operators. Work load has increased over the years due to Town acceptance of additional roads and increased residential development. In addition to an increase demand for services, the US Environmental Protection Agency (EPA) Storm Water Phase II regulations require additional labor and funding, based on Yarmouth’s 2000 population. As a result, the Town hired another equipment operator, who is dedicated to storm water infrastructure maintenance.

Future Needs. The Public Works Department needs a new facility. In 2009, the Town formed a task force to review operations and prepare a request for proposals for a space needs analysis. The

biggest issue facing the department today is the lack of space to wash equipment. Winter operations corrode equipment, which must be thoroughly washed after every storm. Because the Town does not have a heated wash bay, trucks often don't get washed for two or three storms. As a result, premature failure of parts and truck bodies due to rust is occurring. The task force is reviewing operations and the existing site to determine whether improvements should continue to be made or if another location should be sought. The task force is preparing both short and long term plans in anticipation of the Town securing funding, which may be in excess of \$1.5 million if a new facility is built.

Another concern of Public Works is finding qualified people to fill highway and vehicle maintenance crews. As a result, a regional facility and sharing of equipment and services should be explored.

**Street and Sidewalk Improvement Plan.** The Town has a capital improvement plan for roads. While a separate plan for sidewalks has not been prepared, sidewalks are usually included in the road improvement schedule. Though funding fluctuates, investments for the past three years have been around \$780,000. Since funding and priorities change, Public Works identifies streets for maintenance over a two-year window, with a goal of investing approximately \$600,000 in reconstruction and \$280,000 in maintenance paving. The intent of the program is to improve streets to the point where they can be placed on a 12-year paving cycle.

Because of deferred maintenance, many roads have degraded to the point that they require reconstruction. While a \$3 million road bond, approved in 2007, allowed the Town to rebuild or pave approximately five miles of road, there is still a long way to go. Currently the Town has identified 31 streets, approximately 6.5 miles, in need of reconstruction. To catch up with maintenance needs and stay current with the goal of a 12-year paving cycle, the Town should consider another road bond and maintain annual funding of \$780,000.

## **TREE PLANTING AND MAINTENANCE**

Tree planting and maintenance is overseen by the Yarmouth Tree Warden, a position that was filled by Frank Knight for more than 50 years (1956 – 2005). The Tree Warden has focused on care and maintenance of Yarmouth's street, cemetery, and park trees, as well as on replacing and planting trees. The Town invests approximately \$12,000 per year in trimming encroaching bushes and low limbs, caring for diseased trees, removing trees when necessary, grinding stumps, and replacing and planting trees. Yarmouth has been designated a "Tree City" for 31 consecutive years.

In 2000, the Town embarked on a pruning program for trees planted within the past 20-30 years, with the goal of shaping trees for mature growth and lightening the burden of foliage on trees susceptible to wind damage.

Each year, the Town loses a few large, beautiful maples and, sometimes, elms, as they get older and deteriorate. The planting program attempts to replace them. As of 2004, the Town had planted

about 50 disease resistant elms from the Elm Research Institute in New Hampshire. The Town varies the species of trees it plants, so if a disease infects one species, it won't wipe out most of the Town's trees, as occurred with Dutch Elm disease. In 2001, the Town planted a Douglas fir at Bartlett Circle to replace the Christmas tree that was lost to ice damage.

<b>Yarmouth Tree Maintenance and Planting, 1998 - 2008</b>						
	<b>Trees Removed</b>	<b>Stumps Ground</b>	<b>Trees Pruned</b>	<b>Maintenance</b>	<b>Trees Planted</b>	<b>Champion Trees</b>
1998	15	5	-	-	Route One, North	5
1999	10 large, 50 smaller	8	40	3 cabled, 10 fertilized, Dutch Elm Disease cut	14 sugar maples, 2 dogwoods, several zelkova, 10 shade, 1 elm	-
2000	28	6	26	2 cabled, 5 fertilized, 2 sprayed, 2 - Dutch Elm Disease cut	1 sugar maple, 3 sugar maples, 40 red maple, red oak, linden, Norway maple, zelkova, sugar maple	8
2001	40	-	45	2 cabled, 2 sprayed, 3 injected fungicide	6 sugar maples, Several red maple, red oak, sugar maples, 1 Douglas fir	-
2002	38	-	52	3 cabled, 1 sprayed, 5 injected fungicide	3 disease resistant elms, 30 elms , 1 flowering crab several small trees	-
2003	2 big elms, 45	2	65	3 cabled, 5 injected fungicide	12 Liberty elms, 8 maples, several flowering crabs, pears, cherries	6
2004	1 big elm, 32	5	47	2 cabled, 2 injected fungicide	replacement elms, sugar maples, crimson maples, lindens, flowering crabs	7 expected
2005	42	-	38	Locust trees sprayed, 3 injected fungicide	50 disease resistant elms	9
2006	2 big elms, 35	-	17	-	3 locations	7 expected
2007	29	-	17	2 injected fungicide	3 maples, 4 chestnuts, 1 flowering pear	-
2008	15	-	-	-	-	-

*Source: Yarmouth Annual Town Reports, 1998-2008*

## EDUCATION

There are four public schools in Yarmouth – Rowe School (K-1), Yarmouth Elementary School (2-4), Harrison Middle School (5-8), and Yarmouth High School (9-12). Yarmouth schools are among the finest in New England with 90% of students pursuing post-secondary education. In addition to a comprehensive academic program, Yarmouth schools offer students an excellent extra-curricular program with more than 80% of students at the middle and high school levels participating in one or more extra-curricular activities. The US Department of Education selected the High School as a National Blue Ribbon School of Excellence. SAT scores are well above state averages and continue to rise.

In 2003, the Town completed a \$20.5 million building renovation program which provides all schools with superior facilities. Students, staff, parents, and community members are part of the educational system, working together to accomplish a mission of "Empowering all students to create fulfilling lives in a changing world." The newly renovated facilities are anticipated to meet all projected needs over the next ten years, except perhaps the need for athletic fields.

Yarmouth is also home to an outstanding private school – North Yarmouth Academy (NYA). Established in 1814, NYA is a college-preparatory, co-educational, day school, providing a quality education for more than 300 college-bound students in grades 6-12. It is also home of the Panthers. Located in the heart of the Village Center, NYA's campus includes beautiful, ivy covered buildings as well as a modern music and arts building, new middle school facility, and Travis Roy ice arena. Plans are complete for a new science building, which houses seven upper and middle school laboratories, greenhouse, computer center, prep rooms, and faculty offices.

Enrollment. The building that is now the Yarmouth High School was first ready for occupancy in September, 1961. At that time, the building housed grades 7-12. In the principal's report at that time, the enrollment was 232 students, with 60% proceeding to higher education. A major change occurred in 1992 with the completion of the new Frank Harrison Middle School. The 367 students (9-12) occupied the entire facility and further renovations were accomplished. Currently, enrollment is 490 students with 52 teachers including counselors, social workers, special educators, and technology/library specialists.

In 1992, the Frank H. Harrison Middle School opened its doors to students and staff. The school was named to honor Yarmouth's first Superintendent of Schools. The Middle School enrolls 495 students and has 69 staff.

Yarmouth Elementary School, originally named Yarmouth Intermediate School, was built in 1968. A bell, cast in 1863 with the motto "Eternal Vigilance is the Price of Liberty", was moved to the new school from its former location at the Gray School where the Gray Town Hall now resides. With the opening of the Middle School in 1992, and the new grade configuration of grades 2-4 at the elementary level, the school was renamed Yarmouth Elementary School. The school enrolls 306 students with an overall class size ratio of 20/1. It has 41 staff members including classroom,

unified arts, and special education teachers, as well as various support staff.

Rowe School is named for William H. Rowe, who was born on a farm in Yarmouth in 1882. The new William H. Rowe School opened in September 2003, replacing the old 1950's Rowe School. The cost for the new Rowe School was \$5.81 million. Rowe School currently serves 180 kindergarten and first grade children.

K-12 enrollment in Yarmouth's schools was 1,441 students in 2004. Although enrollment, which peaked in 1999 with 1,575 students, has remained remarkably stable since then, the percent of elementary school students has dropped 12%, with secondary enrollment climbing 23%. In many ways, declining enrollment is a national trend, as the last of the Echo Boomers, children of Baby Boomers, made it through the school system in 2001. According to the National Center for Education Statistics, K-12 enrollment in Maine is expected to decline by 6.3% from 2003 to 2015. Only in-migration, which is hard to predict, is likely to change the trend of declining enrollments. Population growth is dependent on housing turnover, new residential construction, and the availability of affordable housing. Important demographic trends include the type of new residents Yarmouth attracts in the future; e.g., retirees replacing households with children will affect enrollments negatively. Finally, program expansion is dependent on new state mandates and local option programs that Yarmouth may choose to offer.

Based on the level of investment in capital facilities in recent years, projected minor increases in the 0-5 year age group by 2015, and projected substantial decreases in the 5-17 year age group, it seems likely that enrollment levels will play a minor role, if any, in capital needs over the next ten years.

Because of limited changes in enrollment, it also seems likely that staffing for schools will also remain relatively stable.

<b>Staffing Yarmouth School Department 2004-2005</b>	
Teachers	144
Educational Technicians	31
Administrators	9
Support Staff	56
<i>Source: Yarmouth School Department</i>	

Education Costs. The Town Council recommends a budget that includes both municipal and educational expenditures to citizens at the annual Town Meeting. In fiscal year 2006, 61% of the local budget was devoted to education-related costs.

<b>Yarmouth School Department: Program Budget 2006-2007</b>					
<b>Summary by Department</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>Change</b>	<b>Change</b>	<b>Budget</b>
Regular Program	\$7,556,121	\$7,998,111	\$441,990	5.8%	44.25%
Special Education	\$1,927,694	\$1,996,253	\$68,559	3.6%	11.29%
Guidance & Health	\$565,828	\$601,227	\$35,399	6.3%	3.31%
Imp of Ins K-12	\$83,003	\$88,003	\$5,000	6.0%	0.49%
Library & Education Media	\$316,851	\$320,861	\$4,010	1.3%	1.86%
Office of Superintendent/School Committee	\$549,210	\$578,449	\$29,239	5.3%	3.22%
School Administration	\$797,511	\$805,983	\$8,472	1.1%	4.67%
Operation & Maintenance	\$1,490,045	\$1,580,139	\$90,094	6.0%	8.73%
Transportation	\$656,322	\$696,783	\$40,461	6.2%	3.84%
Vocational Education	\$79,825	\$95,203	\$15,378	19.3%	0.47%
Other – Sports/Extra Curricula Activities	\$476,449	\$488,108	\$11,659	2.4%	2.79%
Debt Service	\$2,166,192	\$2,068,153	-\$98,039	-4.5%	12.68%
Contingency	\$85,000	\$85,000	\$0	0.0%	0.50%
School Nutrition	\$66,563	\$67,519	\$956	1.4%	0.39%
Total Operations	\$16,816,614	\$17,469,792	\$653,178	3.9%	98.47%
Capital Reserve	\$185,000	185,000	\$0	0.0%	1.08%
Total Budget	\$17,001,614	\$17,654,792	\$653,178	3.84%	99.55%
Bus Reserve	\$76,000	\$63,232	-\$12,768	-16.8%	0.45%
Total	\$17,077,614	\$17,718,024	\$640,410	3.75%	100.00%

*Source: Yarmouth School District, 2006*

Over the past two years, Yarmouth's school budget increase has been less than the rate of inflation and the lowest increase of any school system in Cumberland County. In 2003-2004, the increase was 1.7% and, in 2004-2005, the increase was 2.8%.

While Yarmouth's per pupil expenditures have consistently been above the state average, the local rate of increase in per pupil expenditures has been below the state average. The difference in per pupil costs for other coastal communities in Cumberland County is primarily due to enrollment swings. In 1994 Yarmouth ranked 34<sup>th</sup> on the state list of per pupil expenditures; ten years later,

<b>2005 Per Pupil Expenditure Comparison</b>	
Cape Elizabeth	\$7,541.05
Falmouth	\$8,007.98
Freeport	\$8,285.93
Yarmouth	\$9,081.43
SAD 51 Cumberland	\$7,931.93

*Source: Greater Portland Council of Governments, 2005*

it ranked 35<sup>th</sup>. According to the state, Yarmouth's per pupil expenditures are similar to Wiscasset, South Portland, and Machias. Given the decrease in enrollment, Yarmouth no longer compares favorably; however enrollment changes account for most, if not all, differences.

## **OTHER MUNICIPAL FACILITIES AND SERVICES**

Other municipal facilities include the Town Hall and Log Cabin on Main Street.

The Town Hall houses the offices of the Town Manager, Clerk, Building Inspector, Assessor, Planner, Engineer, Police Department, and Communications Center.

Public meetings are generally held at the Log Cabin, which can accommodate up to 120 people and is available to Town boards and committees as well as local non-profit groups. Tables and chairs are available at this location as well as an overhead projector and screen. The new High School Auditorium can seat over 500 people and is available for school as well as non-school functions.

In recent years, the Town has identified a shortage of available meeting and community spaces that are appropriate for committees and community groups of various sizes, settings, and formats. In addition, the Sports and Recreation Committee has identified the need for a community center, which was a priority for its request for inclusion in the Capital Improvement Plan two years ago. While the focus of a community center has not yet been pinned down, the combined need for seniors, teens, after-school/daycare, adult education, recreation, and community meeting space may be met by a proposed community center.

## ENERGY CONSERVATION

In 2007, the Town Council established the Energy Conservation Commission and pledged efforts under the national “Cool Cities” and Maine’s “Governor’s Carbon Challenge” programs to reduce carbon emissions in town and community operations. The Governor’s Carbon Challenge calls for reducing emissions by 20% below 2005 by December 2010 (and keep going to achieve 80% by 2050).

The Energy Conservation Committee’s charge is to:

- investigate and recommend opportunities to reduce the use and consumption of energy and fuels for municipal facilities and operations to reduce energy costs and to lessen the Town’s net environmental negative impacts resulting from energy and fuel use and selections, and
- guide the Town Council and community on follow through with the Cool Cities and Governor’s Carbon Challenge programs.

In 2008, the committee was renamed Yarmouth Energy Savers to better reflect its mission. It advertised and held a well attended Energy Forum that led to establishment of a citizens committee to assist residents with energy needs. In addition, it completed an energy audit of Town buildings, proposed a number of energy savings measures with 3-4 year payback or better, and obtained \$43,000 of funding from the Town Council to implement the recommendations.

A draft progress report in the fall of 2009 notes that Yarmouth has outlined three components to achieve energy and emission reduction goals:

- town buildings/grounds
- school buildings/grounds
- vehicles (town, police, fire, public works, school).

The Committee’s initial focus has been on town buildings, where fossil fuel use had been reduced by 21%, as of December 2008. Electricity upgrades are to be completed in 2009 with the goal of reducing use by about 13%. In addition, 2009 work included a “behavior/tools” audit with subsequent implementation recommendations. The Committee also began identifying street

lighting that could be reduced or eliminated, with the goal of reducing costs and kwh by at least 10%. The Committee is gathering performance information on energy use in school buildings and grounds and town/school vehicles, exploring potential alternative energy applications in town/school facilities, including a possible demonstration project, and gathering information to support monitoring and measuring results of its efforts. In 2010, the Committee expects to develop recommendations in a Municipal Climate Action Plan regarding town operations and expenditures (e.g. a Green Purchasing Policy and expanding/enforcing the No Idling Policy) and consider other energy conservation projects like using LED lights for holiday tree lighting, accelerating waste water pump upgrades, and increasing insulation in town buildings.

## **SOCIAL SERVICES**

General Assistance. Yarmouth and Freeport have established a District Office for the administration of general assistance, which is located in Freeport's Town Hall. The General Assistance Program assists residents with basic necessities, such as rent or mortgage payments, fuel, utilities, non-elective medical services, telephone when medically necessary, necessary work-related expenses, clothing, personal supplies, and food.

This program continues to be a safety net for the most needy. The state reimburses municipalities 50% of the expenditures for this program.

General Assistance encourages self-reliance and making recipients more accountable. A person applying for assistance is required to utilize all available resources, i.e. Temporary Assistance to Needy Families (TANF), food stamps, Medicaid, fuel assistance, subsidized daycare, etc. As available resources are quite low, it is critical to network with local and area resources to access all available assistance.

In addition, financial assistance is awarded annually for help with medical and other expenses. This money is generated through various trust funds held by the Town and provides financial assistance with hospital expenses, prescription drugs, physician visits, and dental emergencies.

Assistance is also offered with completing Maine State Property Tax and Rent Refund forms, which are available at Town Hall and the District Office and must be submitted by December 31st. Assistance is available based on financial need.

In 2008, largely in response to the tremendous increase in heating fuel costs, a new group, called Yarmouth Caring About Neighbors (YCAN), began to form in Yarmouth. Its broad mission is to identify and understand the unmet needs of Yarmouth citizens and the community and to connect people with social service needs to community resources. YCAN also seeks to be an active player in marshalling needed resources and directly providing services in the future.

Private Sector Services. The Town has a variety of other social services, ranging from medical care to day care, from nursing homes to churches. Medical care providers include physicians,

nurses, psychologists, substance abuse counselors, dentists, chiropractors, social workers, nutritionists, and x-ray technicians. The Community Health Service, churches, and other entities offer clinics for routine procedures, such as cholesterol screening, flu shots, and blood drives. The Community Health Service also provides nursing and homemaker assistance and rehabilitation services. Brentwood Manor and Coastal Manor are two nursing homes in Yarmouth. Funeral services are provided by Lindquist Funeral Home.

There are seven cemeteries in Yarmouth: Riverside, Holy Cross, Meeting House, Cousins Island, two Pioneer cemeteries, and Sodom. Riverside Cemetery is located on the south shore of the Royal River, adjacent to Holy Cross Cemetery. Holy Cross Cemetery was formed in 1915 when approximately 58 acres of land was deeded to Sacred Heart Parish. The Cemetery is located on Smith Street, off Route 88. Ledge and Pioneer Cemetery are also located off Route 88. Meetinghouse Cemetery (Baptist Cemetery) is located on Hillside Avenue next to the Old Meetinghouse. The Cousins Island Cemetery is located on Cousins Street. Sodom Cemetery, also known as the Davis Cemetery is located off Granite Street. Perpetual care funds have been deposited with the Town over a period of several years to provide for maintenance of cemetery lots in the Baptist, Ledge, and other Town cemeteries.

<b>Yarmouth Cemetery Trust Funds, 1998-2008</b>	
<b>Year</b>	<b>Amount</b>
1998	\$65,653
1999	\$68,248
2000	\$52,924
2001	\$48,899
2002	\$42,203
2003	\$44,072
2004	\$47,170
2005	\$45,581
2006	\$46,000
2007	\$50,854
2008	\$36,360
<i>Source: Yarmouth Annual Town Reports, 1998-2008</i>	

Licensed day care is available for children in Yarmouth. In 2006, there were 4 child care centers with a combined capacity of 106 children, 9 home daycares with a combined capacity of 86 children, and 3 nursery schools with a combined capacity of 48 children, according to the Maine Department of Health and Human Services' Childcare Licensing Division.

Transportation services are limited. The Regional Transportation Program provides service for the elderly and handicapped. The Health Council and churches provide additional transportation services.

Civic organizations in Yarmouth include the Lions, Amvets, Masons, Village Improvement Society, Scouts, Ilex, Elks, Clam Festival Committee, and the Yarmouth Chamber of Commerce. \

## CULTURAL FACILITIES

There are many places in Town where cultural events and exhibits occur, including:

- Cousins Island Community House,
- Safford Hall, North Yarmouth Academy,
- Yarmouth Community School Performing Arts Center,
- Royal River Park,
- Yarmouth High School,
- Merrill Memorial Library,
- Old Meeting House, and
- Community House on East Main Street.

Yarmouth also has a number of artists and craft persons including painters, musicians, dancers, sculptors, woodworkers, knitters, weavers, basketmakers, and a knifemaker.

Every July, the Yarmouth Chamber of Commerce hosts what is one of the best and largest family festivals in the state – the Yarmouth Clam Festival. The Festival, which began in 1965 as a community clambake, is a unique 3.5-day celebration packed with art, crafts, entertainment, parade, competitions, and, of course, clams. The event welcomed more than 100,000 visitors in 2005 and benefits a myriad of local non-profit and other organizations.

### MERRILL MEMORIAL LIBRARY

The Merrill Memorial Library was built in 1904 and the Town celebrated its Centennial in 2005. The Library was designed by A.W. Longfellow, nephew of the poet, and was built by Joseph Edward Merrill, a successful Yarmouth native. It was sited on land, known as Brick-Yard Hollow, which was donated by S.D. Warren and John Coombs. The Library nearly doubled in size in 1988, when a wing was added to the original building. A landscape plan was prepared for the area surrounding the new entrance in the 1990s and development of the gardens and a small park continues today. The management and control of the land and the building remains in the hands of a citizen Board of Trustees.

The 1988 addition provided for ten years growth in the Library’s collection. All current space is being used to capacity for shelving, seating, display of materials, and access to the Internet. The Library has examined and reconfigured existing space to respond to the need to provide for traditional materials, electronic resources, and new technologies. Nevertheless, space is an issue and the size of the collection is carefully managed through “aggressive weeding and a conservative collection development plan.”<sup>29</sup> Technology continues to drive the need for more efficient and creative use of space. “Ongoing analysis of the needs of local library users, and the

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<sup>29</sup> Yarmouth 1999 Annual Town Report.

awareness of library and book buying trends around the country, has insured that Merrill Memorial Library remains a vital part of the community.”<sup>30</sup>

In 2005, the Town provided funding and other support to study the Library and Historical Society’s space and programming needs and in 2006, library staff and trustees began to make plans for use of third floor space. In 2007, the facility was evaluated for both space use and energy considerations and improvements to increase energy efficiency were undertaken. An architectural firm evaluated a possible addition and/or reconfiguration to increase square footage, but “found that the footprint of the building cannot be increased on the existing lot in a cost-effective manner.”<sup>31</sup> It also found that “the building is currently at maximum capacity and overcrowded in many areas.”<sup>32</sup> The 2007 Annual Town Report notes that the Library will gain office and public space on the third floor if the Historical Society moves to a new location.

The Library experienced a significant increase in usage during 2008, as did libraries throughout the country.

## REGIONALIZATION

Since 2002, the Town has examined a number of ways to consolidate or regionalize public facilities and services among area towns, including possible interlocal agreements for dispatch, police services, police forensics crime lab, bulky waste and recycling, computer network administrative, television technical support, land stewardship, public health services, assessing, vehicle maintenance, and shellfish resources management. This approach toward regionalism and multi-town service delivery is viewed as one way to manage municipal expenditures. In each case, the Town Council evaluates the short and long term cost implications, public safety and service quality risks or enhancements, strategic advancement of community building and identity, and accountability. As a result, there are inter-municipal agreements in place for code enforcement (Cumberland), assessing (Cumberland), general assistance (Freeport), paramedic services (Cumberland, North Yarmouth, and Falmouth), emergency communications and dispatching (Brunswick, North Yarmouth), crime forensics lab services, solid waste disposal (ecomaine), as well as stormwater management (seven towns). Additionally, the Town is an active participant in PACTS, the regional transportation planning efforts.

Yarmouth’s Town Council Chair, Richard Abbondanza, in 2005, noted in the Annual Report that the Town “...must not define “community” by geographical borders or it will doom regionalism to minor opportunities.” He urged the Town to take those larger steps with an eye towards meeting the dual goals of improved delivery of services, in an economical manner.

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<sup>30</sup> Yarmouth 2001 Annual Town Report.

<sup>31</sup> Yarmouth 2007 Annual Town Report.

<sup>32</sup> Ibid.

## ISSUES AND IMPLICATIONS

1. Should the Town prepare a master plan to guide efforts to eliminate infiltration of storm and ground water from the sewer system and establish consistent funding from year to year to support these efforts?
2. Should the Town seek a regional solution to the ongoing problem of staffing Fire-Rescue, Police, and Public Works crews?
3. As demographics change, will Yarmouth be able to support a volunteer fire and rescue force?

# CONSERVATION, PARKS, AND RECREATION

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## SUMMARY

- In 2007, the Town merged the Community Services Advisory Committee, Conservation Commission and Bicycle and Pedestrian Safety Committee into a new Public Lands and Management Committee, created a part time Land Stewardship Coordinator position, and created the Sports and Recreation Committee.
- Between 1998 and 2008, the Town purchased more than 300 acres of park, trail, and open space land and accepted at least 8 donations of land and easements.
- The largest increase in demand for recreational and adult educational programs is anticipated to be for age groups over 45, while demand among younger age groups is expected to remain comparatively stable or decline.

## INTRODUCTION

Parks and recreation programs are run by Yarmouth Community Services (YCS), which offers a variety of outdoor recreational opportunities for all ages. The mission of YCS is to provide and maintain leisure and educational opportunities, facilities, and services that enhance and improve the quality of life for Town residents and guests.

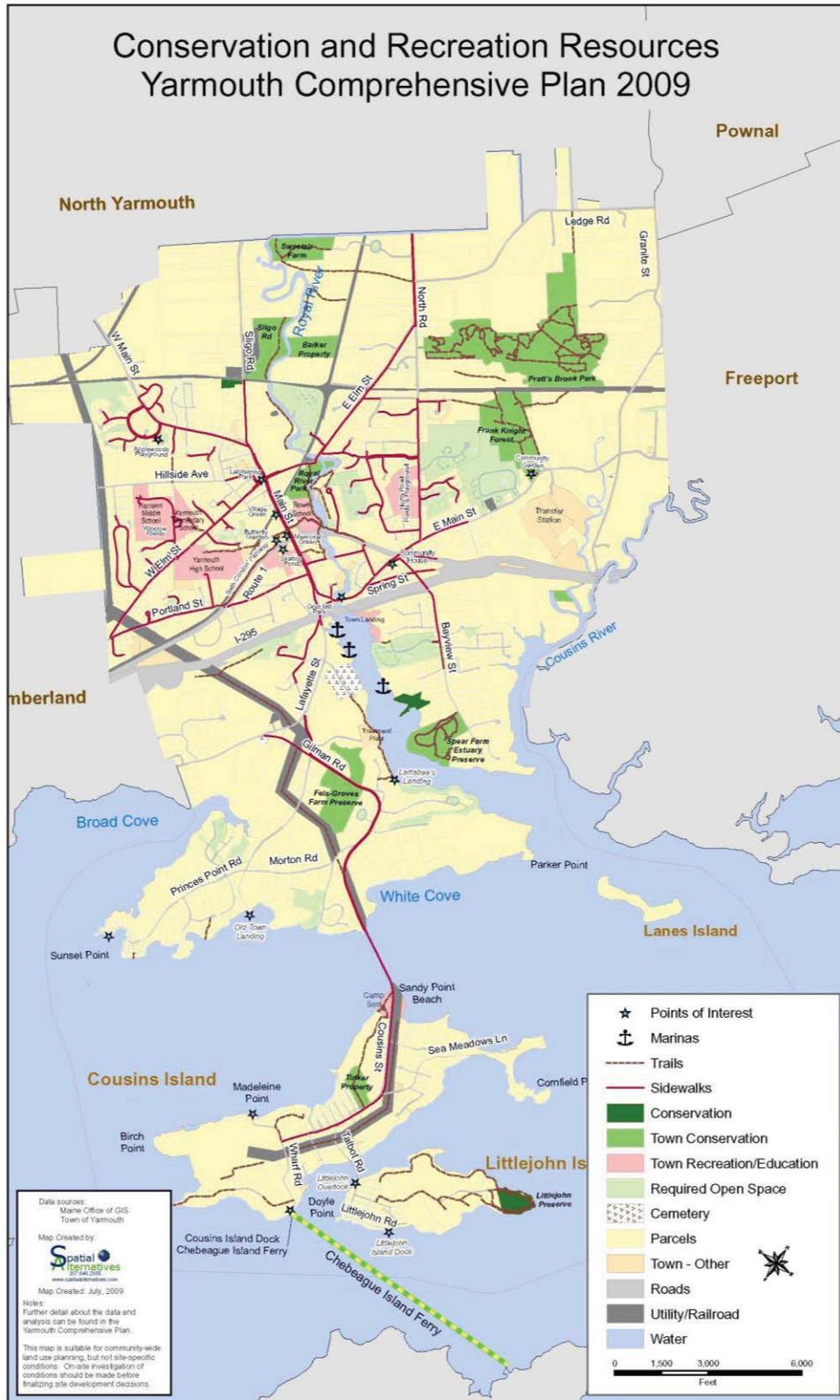
YCS is housed in a modular office building behind Town Hall, which is without foundation. Office and meeting/adult class spaces are at a premium. There has been some discussion about relocating YCS to the Sligo Road property or to the former Water District property the Town acquired in a land swap<sup>33</sup>.

YCS encompasses three different divisions: Parks, Recreation, and Adult Education. Both Recreation and Adult Education offer comprehensive year-round fitness and enrichment programs.

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<sup>33</sup> See Public Facilities and Services Inventory.

# Conservation and Recreation Resources Yarmouth Comprehensive Plan 2009



In 2007, the Town merged the Community Services Advisory Committee, Conservation Commission and Bicycle and Pedestrian Safety Committee into a new Public Lands and Management Committee. It also created and funded a part time position of Land Stewardship Coordinator and created the Sports and Recreation Committee.

<b>Yarmouth Parks and Recreation Highlights, 1998-2008</b>	
1998	<ul style="list-style-type: none"> <li>• established citizens committee to research/recommend actions to improve/expand active recreational fields</li> </ul>
1999	<ul style="list-style-type: none"> <li>• purchased 29 acre Kelly parcel to add to Pratt's Brook Park</li> <li>• purchased 30 acre Whittemore parcel to add to Pratt's Brook Park</li> <li>• accepted deed for Factory Island in Royal River (Forest Falls Drive)</li> <li>• received report of Athletic Fields Study Committee/ advanced recommendations</li> </ul>
2000	<ul style="list-style-type: none"> <li>• authorized purchase of 55 acres off Sligo Road (CMP Pole Yard Lot), including 1,700 feet of river frontage</li> <li>• authorized purchase of 70 acres off East Main Street (Parks property)</li> </ul>
2001	<ul style="list-style-type: none"> <li>• established Friends of Pratt's Brook Charter Committee as catalyst for new park advocacy group</li> <li>• completed purchase of land on Sligo Road from CMP, excludes former utility pole storage/treatment land</li> <li>• partnership agreement with NYA established for future use/development of fields for sports/recreation</li> <li>• accepted donation of land from William/Robert Prescott, 3 small lots on Littlejohn Island</li> <li>• purchased 22 acres on East side of Royal River, off Depot Road from Hilda Barker</li> <li>• adopted temporary ban on hunting in Pratt's Brook Park pending community review/comment</li> <li>• work on new athletic facilities substantially completed</li> </ul>
2002	<ul style="list-style-type: none"> <li>• purchased Fels-Grove (55 acre) off Gilman Road with help from private donations, Maine Coast Heritage Trust, &amp; Friends of Royal River</li> <li>• established hunting policy for Pratt's Brook Park</li> <li>• formulized partnership agreement with NYA for athletic field development of Sligo Road property</li> <li>• accepted developer donation of 15 acres off Kelly Drive (Royal Woods Subdivision)</li> </ul>
2004	<ul style="list-style-type: none"> <li>• accepted donation of warming hut at skating pond from Village Improvement Society</li> <li>• dedicated skating pond in honor of Orland H. Blake</li> <li>• purchased 35 acres of riverfront on Bayview Street (Spear Property) with assistance from NOAA, Land for Maine's Future Board, &amp; private donations</li> </ul>
2005	<ul style="list-style-type: none"> <li>• completed purchase of Phase II of Bayview Estuary Preserve (13 acres)</li> </ul>
2006	<ul style="list-style-type: none"> <li>• authorized development of plans to improve access to Madeleine Point swimming/boating area</li> </ul>
2007	<ul style="list-style-type: none"> <li>• provided funding/other support for new outdoor basketball &amp; volley ball courts at High School</li> <li>• provided funding/other support for citizens review/consultant for study of Royal River central corridor</li> <li>• accepted gift of Gooch Island for land conservation/public access purposes from Norris &amp; Eli Dale</li> </ul>
2008	<ul style="list-style-type: none"> <li>• Bayview Estuary Preserve renamed "Spear Farm Preserve", donated easement completes trail around pond</li> <li>• studies/reports commissioned for Royal River central corridor</li> <li>• Town lands off East Main Street renamed Frank Knight Forest</li> </ul>
<i>Source: Yarmouth Annual Town Reports</i>	

<b>Yarmouth Parks and Recreation Facilities</b>	
<b>Parks, Open Space, &amp; Conservation Land</b>	<b>Facilities &amp; Fun Places</b>
<i>Parks:</i>	<i>Athletics:</i>
Latchstring Park	8 tennis courts
Village Green Park	7 baseball/softball fields
Town Hall Memorial Green	5 soccer/field hockey/lacrosse fields, track
Grist Mill Park	<i>Playgrounds:</i>
Royal River Park	Rowe School
Pratt's Brook Park	Yarmouth Elementary School
Spear Farm Estuary Preserve (Bayview)	Harrison Middle School
<i>Conservation Land:</i>	Applewoods
Frank Knight Forest (formerly Parks Property)	Nan Jones Kimball Shipyard (North Road)
Fels Groves Farm Preserve	<i>Other facilities:</i>
Barker Property	Camp SOCI
Sligo Road	Sandy Point Beach
Sweetsir Properties	Orland M. Blake outdoor ice rink
Tinker Property on Cousins Island	Beth Condon Pathway
<i>Source: Yarmouth 2008 Annual Town Report</i>	

## **PARKS DEPARTMENT**

The Parks Department maintains all public lands and athletic fields. A Park Supervisor and four staff members manage these facilities. They include six parks; natural open space; urban, rural, and riverside trails; seven baseball/softball fields; five soccer/field hockey/lacrosse fields; eight tennis courts; outdoor basketball courts; five playgrounds; a track facility; a pond and warming hut for ice skating; and a public Sandy Point Beach. The facilities are well distributed throughout the Town. No hunting is allowed on public land unless otherwise noted. This amounts to more than 425 acres of active recreation areas and over 500 acres of open spaces and recreation places.

### *PARKS, TRAILS AND OPEN SPACE*

Public lands include open spaces such as the Beth Condon Pathway, the Royal River Park, Pratt's Brook Park, Yarmouth Town Landing, and numerous sitting areas which provide opportunities for scenic appreciation and recreation. The Royal River offers the community an important natural and recreational asset. Past actions to acquire conservation and public access easements, as well as those that might be taken in the future, provide the opportunity for the public to potential walk its entire length. North of the Village, trails could be provided on either or both sides of the River.

Other lands may also be effectively removed from further development through easements or otherwise dedicated permanent open space.

Pratt's Brook Park. 220 wooded acres with 7 miles of trails for walking and cross-country skiing. Hunting, with shotguns only, is allowed with restrictions in the spring and fall. Parking is available at the North Road entrance. Management and trail development, among other issues, have been aided by a citizens group called Friends of Pratt's Brook.

Royal River Park. Located in the center of Town, the Royal River Park encompasses 20 acres and is considered the "crown jewel" of the Town's park system. The park provides a mile long walkway along the river bank complete with waterfalls and scenic vistas. The Royal River Walkway also connects to the Beth Condon Memorial Pathway. It is a perfect spot for a picnic; a great place to relieve stress or catch on of the weekly free concerts during the summer months. This park also provides users access to fishing.

Latchstring Park. Located on the corner of West Elm and Main Streets in the Village, it is a small city park, ¼ acre in size.

Memorial Green. Located on Main Street in front of Town Hall in the Village Center, it is approximately ½ acre.

Village Green Park. A historic Main Street village park which is maintained in cooperation with the Village Improvement Society. The park is approximately ¾ acre.

Beth Condon Memorial Pathway. A pedestrian and bicycle path that starts at Portland Street and runs along Route One, connecting with the Royal River walkway and ending at Forest Falls Drive/Hannaford. The pathway provides safe and convenient access to many of the shops and businesses along the west side of Route One and is approximately one mile long.

Grist Mill Park. A small, scenic park, approximately ½ acre in size, overlooking the lower Royal River falls at East Main Street and Route 88. It is a great spot for lunch.

Spear Farm Preserve (previously Bayview Estuary Preserve). The preserve encompasses 48 acres of undeveloped, wooded land along the Royal River, including almost ½-mile of river frontage, forested uplands, and salt and freshwater wetlands.

Fels-Grove Farm Preserve. 55 acres of open fields and woodlands on Gilman Road. Passive recreational activities are allowed. Hunting is not allowed.

Frank Knight Forest (formerly Parks Property). Among other features, this is the site of the Yarmouth Community Garden. It also includes 79 acres of fields and forest on East Main Street. Hunting, with shotguns only, is allowed.

Sligo Road Property. This site is next to the former Central Maine Power (CMP) telephone Pole Yard. It includes nearly 40 acres of fields and woods and 1,700 feet of Royal River frontage.

Hunting, with shotguns only, is allowed. The soil was reconditioned and limited uses are available now.

In 2001, the Town and North Yarmouth Academy formed a partnership, the Royal River Recreational Authority LLC- RRRA LLC, for the purposes of joint development of athletic fields, trails, and river access amenities. A purchase option exists to buy an additional 14 acres along the road, which is a former brownfield site where utility poles were treated and stored. Creosote and other contaminants from the pole yard have been removed from the 14 acre site and acquisition may occur if liability transfer agreements can be worked out. The additional 14 acres could support parking, basketball, and tennis courts and similar paved uses in support of the entire recreational scheme.

Barker Property. This parcel is located across from the Sligo Road property, on the opposite shore of the Royal River and includes 23 wooded acres between East Elm Street and the Royal River.

Sweetsir Farm. This site includes 30 wooded acres along the Royal River. It is located at the end of Old Field Road. Hunting, with shotguns only, is allowed.

Tinker Property. This site consists of 15 acres of natural fields and woods on Cousins Island. Hunting, with shotguns only, is allowed with restrictions.

Sandy Point Beach and Camp Society. This site is located at the southern end of the causeway to Cousins Island (no lifeguard on duty).

#### *OUTDOOR TENNIS COURTS*

Donna Hall Memorial. 4 lighted asphalt courts at Yarmouth High School on West Elm Street

Rowe School. 2 asphalt courts on School Street

Yarmouth Elementary School. 2 asphalt courts on McCartney Street

#### *ATHLETIC FIELDS*

Winslow Recreational Fields. Located on McCartney Street

Yarmouth High School Fields. Located on West Elm Street; recently installed a turf field

Winslow Softball Field. Located on McCartney Street

Michael Brown Field. Located at Yarmouth High School (lighted) on West Elm Street

Heidi Tobiason Field. Located on North Road

Delorme and Kaulback Baseball Fields. Located on North Road

Bennett Field. Located at Rowe School on School Street

Sligo Road – Future use site in conjunction with NYA and the RRRA LLC

### *OUTDOOR BASKETBALL COURTS*

Yarmouth Elementary School. Located on McCartney Street

Harrison Middle School. Located on McCartney Street

### *PLAYGROUNDS*

Rowe School. Located on School Street

Yarmouth Elementary School. Located on McCartney Street

Harrison Middle School. Located on McCartney Street

Applewoods. Located on Applecrest Drive

Nan Jones Kimball "Shipyard". Located on North Road. This new creative playground is generally designed for 5 to 12 year-olds, however, equipment on the east side of the playground is designed for younger children and equipment on the west side is designed for older children.

### *OUTDOOR ICE SKATING RINK*

Orland H. Blake Skating Pond and Village Improvement Society Warming Hut. Lighted pond (until 11 pm) located behind the Log Cabin on Main Street. Hockey play is restricted to rear section of pond.

### *TRACK*

Yarmouth Athletic Complex at Yarmouth High School. Located on West Elm Street

## **PUBLIC ACCESS TO WATER BODIES**

Several sites offer access to the Royal River, both above and below the head of tide.

Pratt's Brook, Pratt's Brook Park. The park includes several miles of trails and bridges which cross over Pratt's Brook and its feeder tributaries.

Royal River, above the head of tide. Sweetsir Farm, Sligo Road Property, Barker Property, Royal River Park via the Royal River Walkway and the Beth Condon Memorial Walkway, Sparhawk Mill via the Royal River Walkway, and Grist Mill Park

Royal River, tidal. Town Landing (access to mooring area, boat launch, float, parking area, Harbor Master's office), and Bayview Estuary Preserve. The Town Landing is unusual in that it is constructed to allow the launching of boats at all tides. Because of this, and the fact that there are very few such locations around Casco Bay, the Town Landing is used by thousands of boaters from towns around Yarmouth, as well as by Yarmouth residents. The Harbor Master collects fees from all who utilize this access point to launch a boat.

Marinas. While not necessarily open to the general public for boat launching, clients of the three marinas near the head of tide on the Royal River Estuary, the Royal River Boatyard, Yankee Marina & Boat Yard, and Yarmouth Boat Yard & Marina, afford clients access to the Royal River below the head of tide.

Marine. Sandy Point Beach and Camp SOCI (Scouting on Cousins Island), the Chebeague Island Ferry Terminal on Cousins Island, and the Town Wharf on the south side of Little John Island. Access and town controlled mooring sites are also maintained at Madeleine Point on Cousins Island, Town Landing Road off Princes Point, and of course at the Town Landing off Old Shipyard Road just below the I-295 overpass.

There are no state boat launches or other state-owned points of public access to marine, estuarine or fresh water within Yarmouth. North Yarmouth has a boat launch on the Royal River, north of Yarmouth.

## **RECREATION AND ADULT EDUCATION**

YCS publishes Activities Guides that list available recreation programs and courses and related information on registration, fees, instructors, and schedules. Programs vary by season. The following wide range of recreational activities and programs are generally offered during the course of a year for adults and for youth and teens:

Adult Programs. Album Making, Adult Trips, Aviation, Ballroom and Swing Dance, Basketball, Civil Preparedness, Coastal Navigation, Community Garden, Computer Classes, CPR and First Aid, Digital Photography, Drawing, E-Bay, Family Plan, Film Making, Financial Planning, Fit Ball, Fitness, Fly Casting, Focusing, Gardening, Golf, Guitar, Hapkido, Home Inspirations, Ice Skating, Kayaking, Kick Ball League, Knitting, Life Skills, Money Matters, Music, Painting, Pasta and Sauces, Quilting, Rise and Shine Fitness, Russian, Scavenger Hunt, Scrap Booking, Spanish, Tai Chi, Tennis, Trip & Tours, Walking, Weekend Walks, Winter Wellness, and Yoga.

Youth & Teen Programs. All Sports Camp, April Vacation Theatre Camp, Archery, Art, Babysitting, Baseball/Softball, Basketball, Coaches Clinic, Community Chorus, Cooperative Games, Cousins Island Art Camp, Creative Art Camps, Cup Stacking, Dance, Dance, Movement, Yoga, Da Vinci Science Camp, Day Camp, Disney on Ice, Driver Education, Easter Egg Hunt, Field Hockey, Fitness Camp, Fitness Fun, Games Galore, Girl Power, Golf, Guitar, Gymnastics, Gymnastics & Tumbling, Hapkido, Hapkido & Karate, Healthy Families, Horseback Riding, Ice Skating, Industrial Arts, Jump Rope, Junior Naturalists, Kayaking, Kids Corner, Lacrosse, Learner's Edge, Mad Science, Mad Science Camp, Mother/Son Extravaganza, Music, Music Magic, Piano Lessons, Ramblers Running, ranKIDS, Roll Up A Sweat, SAT Prep, Scary Hairy, Snow Tubing, Soccer (fall), Soccer, (summer), Teen Camp, Tennis, Theatre, and Track.

In addition to its professional staff, YCS is guided by a Community Services Advisory Committee made up of citizens and Town Council and School Committee liaisons. Many programs are carried out by volunteers and volunteer coaches as well as paid instructors and staff.

YCS also holds special events during the year. Among them are:

February - Father / Daughter Valentine Dance

March - Scavenger Hunt

April - Easter Egg Hunt

July and August - Summer Art Series. This is a weekly series of performances and concerts by a wide variety of professional musicians and other artists at Royal River Park's performance area.

December - Community Carol Sing & Tree Lighting

The Town has a sliding fee scale to help Yarmouth citizens who need assistance with participation fees. Applications for reduced fees may be made in confidence with the People's Regional Opportunity Program (PROP), based on income verification and proof of residency.

<b>Yarmouth Recreation Programs</b>		
	Youth Recreation	Adult Education
1998	4,927	1,900
1999	4,110	2,100
2000	5,095	1,321
2001	4,793	1,389
2002	4,793	1,389
2003	Over 4,200	Over 100 classes, over 1,000 participants
2004	Up 2%	Up 12%
2005	Over 650	Over 100 classes
2006	Over 850	Over 75 classes
2007	Over 900	Over 900 adults in over 90 classes
2008	Over 3,700	930 adults in 95 classes
<i>Source: Yarmouth Annual Town Reports, 1998-2008</i>		

## **RECREATION AND PUBLIC ACCESS NEEDS IN THE NEXT TEN YEARS**

The population of Yarmouth is projected to increase by approximately 600 people during the next 10 years. The age groups that are expected to grow significantly are all over 45. There is anticipated to be a slight increase in the 0-5 year age group and declines in the 5-44 year old age groups. It is reasonable to assume that the largest increase in demand for recreational and adult educational programs will be for age groups over 45, while demand among the younger age groups will remain comparatively stable or decline.

In 1999, the Town conducted an analysis of athletic facilities needs prior to building the turf field at the High School. The study identified other athletic field needs and supports the

NYA/RRRA LLC concept described above, which in turn supports the Water District property swap, and possible future housing for Community Services.

Maine's 2003 Statewide Comprehensive Outdoor Recreation Plan (SCORP) recognizes these trends as a regional phenomenon in Maine. Within suburban communities in Southern Maine, it advocates for diverse open space and recreational programs and facilities, well dispersed within the community to afford access to recreational opportunities in all neighborhoods. Yarmouth will undoubtedly meet its challenging recreational needs based on citizen interest and costs. Over the past several years, open space has been acquired and recreational facilities and programs have been developed, consistent with statewide trends and policy directions identified and advocated for in the SCORP.

## **ISSUES AND IMPLICATIONS**

1. Should the Town continue to integrate open space planning, habitat protection, and additional trail and open space linkages with existing and/or planned open space resources?
2. How should the Town support untapped recreational opportunities of the Royal River, including increasing conservation easements upriver of the Town's boundaries?
3. Should the Town acquire additional public access and boat put-in or launches to meet its needs?
4. Many tracts of open space commonly used for recreation have been permanently conserved by public and private entities. Are there remaining properties that the Town should consider acquiring?
5. Should the Town prepare a green infrastructure plan to guide these and other open space and recreation investment and management?
6. Given changing demographics, will the nature of demand for recreational facilities change?
7. There are a number of private and nonprofit recreational facilities in the Town and region. Should the Town foster more direct interaction with these organizations to expand access of Town residents to these private facilities?

## NATURAL RESOURCES

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### SUMMARY

- Where public sewer is not available, undeveloped soils often have very low potential for subsurface wastewater disposal. Steep slopes, largely confined to shoreland areas, are rarely a limiting factor for development and are protected by overlapping regulations.
- New maps of coastal bluffs and erodable soils are available from the Maine Geological Survey. The new maps and changes in how setbacks are measured, may require changes to the Town's shoreland zoning ordinance and map.
- Yarmouth has approximately 500 acres of wetlands identified in the National Wetlands Inventory. Some wetlands are not protected by the Town's shoreland ordinance. Small wetland areas, regulated by the state, have been lost to development.
- New wetland habitat ratings may require changes to Resource Protection districts around wetlands on the map and in shoreland regulations.
- There are an unknown number of vernal pools, which are not specifically protected under local ordinances. New state rules affecting vernal pools came into effect in September 2007.
- Tidal waterfowl/wading bird habitat is located along most of the shoreline and the Cousins and Royal rivers. Shorebird Feeding and Roosting Habitat is located in two areas. Particularly significant are habitats associated with the Royal and Cousins rivers.
- The Beginning with Habitat program recommends conserving wetlands and riparian areas because up to 85% of terrestrial vertebrates use a 330 foot corridor along streams and rivers for part of their life cycle. Existing shoreland regulations only manage land uses and building structures within 250 feet, limit some impacts to riparian habitats and water bodies, and do not control development along small streams that are upstream from the confluence of two perennial streams.
- Rare plant habitats in Yarmouth include Wild Leek, American Chestnut, Salt-hay Marsh, and Trumpet Honeysuckle.
- Rare animal habitats include the New England Cottontail, Spotted Turtle, Saltmarsh Sharp-Tailed Sparrow, Roseate Tern nesting sites, and Bald Eagle nesting sites.
- There are large tracts of undeveloped land in the northern and western part of Town that are less fragmented by roads and other development. These areas could be the basis for future efforts to protect important natural resources and wildlife habitats.
- The biggest threat to Yarmouth's critical natural resources is development. Loss of open space, disruption of travel corridors, displacement of wildlife, introduction of pets, sedimentation of waterways, loss of wetlands, and alteration of drainage patterns all contribute to a decline in the environmental health of habitats and the diversity and abundance of fish and wildlife populations.
- Natural resources represent a shared regional resource. Yarmouth should work with neighboring towns to ensure that land use activities do not have adverse impacts in

watersheds that cross municipal boundaries. Protection of large habitat blocks may require interlocal cooperation to be effective.

## INTRODUCTION

Yarmouth's natural resources are an important part of its character and the wellbeing of its residents. Whether drawing year-round and seasonal residents to its shores, supporting local fisheries, sustaining a sense of rural character, or providing important habitats for wildlife and migrating bird communities, the protection of Yarmouth's natural resources continues to be an important part of the Town's land management efforts, which also includes an interest in creating and preserving human engagement in natural areas.

## STEEP SLOPES

Slope is the amount of rise or fall in elevation over a given horizontal distance. The steepness of land influences the economic and physical feasibility of various land uses, affects the functioning of septic systems, and influences the placement of roads and structures. Slope is generally a localized condition that can change significantly within short distances.

Development, farming, or timber harvesting on slopes over 15% becomes increasingly problematic as the gradient or percent slope increases. Steeper gradients are less suitable for most uses and more susceptible to creating adverse environmental impacts, when developed, than gentler slopes. Roads on steep slopes are more dangerous to travel and more costly to construct and maintain. Steep slopes may make construction of building and subsurface waste disposal systems more expensive and/or less effective. The Maine State Plumbing Code prohibits septic system construction on sites with slopes of 20% or more.

The Soils and Slope Suitability for Development map in the following section provides generalized information on slope conditions.<sup>34</sup> A 1% rise in slope is 1 foot vertical for every 100 foot horizontal distance.

Very flat areas, (less than 3%) drain poorly, often include wetlands or floodplains, and impose development constraints. Flat to moderately sloping areas (4-15%) are usually well suited for development, farming, and forestry. Steeper slopes (16-20%) are not well suited for these uses. Areas of more than 25% slope are susceptible to erosion from fast-moving stormwater runoff and should be considered problematic for development.

There are only a few areas in Yarmouth where slopes are a community planning issue, including deep ravines near Route 88 west of I-295, bluffs along the Cousins and Royal River

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<sup>34</sup> The map is suitable for community-wide land use planning, but not site-specific conditions. On-site investigation of conditions should be made before finalizing site development decisions.

estuaries, and the Pratt's Brook area. Some of these areas are zoned Resource Protection. In general, slopes are not a development limitation in the community.

## SOILS

Soil is the underlying material upon which roads, buildings, waste disposal, and recreation occur. Five factors – parent material, climate, vegetation, topography, and time – determine color, texture, structure, moisture, and other characteristics to define soil types. Soil type is important in identifying which areas are best suited for specific activities; where investment is necessary, where environmental hazard is greatest; and where development is most suitable.

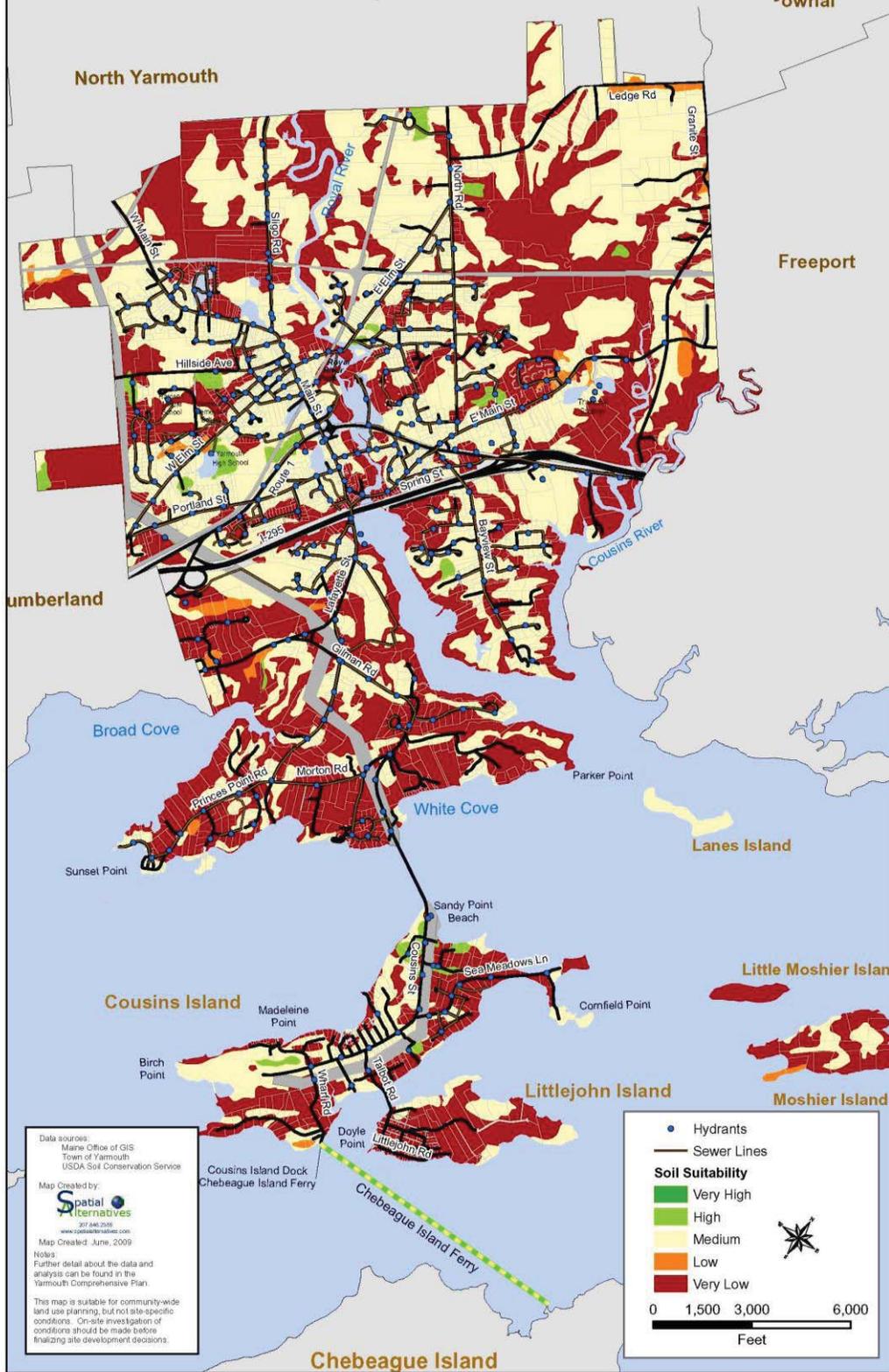
The US Natural Resources Conservation Service (NRCS) rates soil types for dwellings with basements, roads, and septic systems, taking into account slope, drainage, and depth to bedrock or water table, among others factors, and are mapped as having either high, medium, low, and very low development potential

A rating of very low does not necessarily mean that the intended use cannot occur on that soil. It does mean, however, that severe limitations may exist and corrective treatment may be necessary to overcome them. The fewest limitations apply to development on soils rated very high or high.

The most unsuitable soils are located in the vicinity of the major drainage corridors, wetlands, and shorelines. Two large areas, in the northern corner of Yarmouth in the Pratt's Brook area and between Sligo Road and Route 115, are sparsely developed. Other areas, on Princes Point near Gilman and Princes Point roads, on Cousins and Littlejohn islands, and near other shoreland areas, are developed and/or attractive to development and, often, do not have access to public sewer. Soils with medium to low development potential tend to occupy the rest of Town with small pockets of soils with high development potential, primarily along Route One and West Elm Street.

Because significant portions of Town are served by public sewer and water, which is discussed in the Public Facilities and Services inventory, limitations based on low or very low suitability for septic systems may not effectively limit or prohibit development of these areas.

# Soil Suitability for Residential Development Yarmouth Comprehensive Plan 2009



Agricultural and Forestry Soils. Farmland is a valuable natural resource in Yarmouth from an environmental and aesthetic point of view. It plays an important role in releasing oxygen and slowing runoff and erosion from flooding and high winds. Forest land is important in stabilizing soil, filtering stormwater, and recharging aquifers and streams. The Agriculture and Forest Resources map shows soils rated by the NRCS as prime farmland and farmland of statewide importance. Prime farmland soils are primarily located on gently sloping upland areas along the upper reaches of the Royal River and Bayview Street. Other small areas are on Cousin Island, next to Route 115, and West Elm Street. Farmland soils of statewide importance are valuable for agricultural use, but are not as productive as prime farmland soils, may require periodic irrigation, and are often associated with prime farmland soils.

Yarmouth has two truck farms, totaling approximately 47 acres. Beckwith Farm on West Main Street near the Yarmouth/North Yarmouth line includes 47 acres, plus additional leased land. Estabrook Farm on East Main Street includes approximately six acres, some leased, for greenhouses, crops, and demonstration gardens. Other farms are located primarily in the northwest part of Yarmouth, north of the Maine Central Railroad line and west of North Road.

Development and taxes make it difficult to economically maintain large undeveloped tracks of farm and forest land, which, in turn, encourages its sale, subdivision, and development.

Very little of Yarmouth's farm and forest land soils are shielded from development by Tree Growth or Farm and Open Space designation. One parcel is designated under the Farmland, two under the Open Space, and one under the Tree Growth Tax program.

Residential development is the biggest potential threat to farm and forest land in Yarmouth. Soils that are valuable for farming and forestry are also highly suitable for development. One tool the Town uses to manage development of these areas is clustering residential development on a portion of a property while preserving active farm or forest land on other portions.<sup>35</sup>

Minimum lot sizes of one to three acres are required for residential development in rural residential zones. Some land is preserved for yard space on most lots, but significant pieces of open space are generally not found in large lot developments. There is the potential for continued development with little or no respite by way of open space or farm fields. The overall effect of ongoing conventional large lot subdivisions is suburban sprawl.

Beside its productive value for food and timber, farm and forest land provides wildlife habitat and defines the rural and scenic character of Yarmouth. Continued development of farm and forest land will diminish this character. At the same time, farm and forest land is often the principal or only retirement value and/or loan collateral available to its owners. Efforts to preserve farmland or forest from development should consider this private investment value as well as the community values it supports.

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<sup>35</sup> See discussion of residential development in the 1980s in the Housing and Land Use inventories.

# Agricultural and Forest Resources Yarmouth Comprehensive Plan 2009



## WILDLIFE HABITATS AND CRITICAL NATURAL RESOURCES

The Beginning with Habitat Program (BwH), a joint partnership of several state agencies, including the Maine Department of Inland Fisheries and Wildlife (MIFW), Natural Areas Program (NAP), and State Planning Office (SPO), with the US Fish and Wildlife Service (USFWS), Maine Audubon Society (Audubon), Maine Coast Heritage Trust (MCHT), and The Nature Conservancy (TNC) have mapped natural habitats in Yarmouth. The core of BwH is a habitat-based landscape approach to assessing wildlife and plant conservation priorities and opportunities. BwH maps wetlands and riparian habitats, high value habitats, and large undeveloped blocks of land to assist communities in developing a system of protected lands.

Wetland and Riparian Habitat. The NRCS defines wetland soils as poorly or very poorly drained. In a wetland, the water table is typically at or near the ground surface for long enough each year to support wetland vegetation. While a limited amount of filling is allowed by regulatory agencies, in general, filling is not allowed and wetland areas are often set aside as open space in development proposals. Wetlands are important in the hydrologic cycle because they slow down and store runoff, which is then released more slowly to feed brooks and other surface waters. Wetlands are both ecologically and economically important and provide unique habitat for a broad spectrum of plants, waterfowl, shellfish, fish, insects, reptiles, amphibians, and mammals and serve as water purifiers and storage areas that reduce flooding by absorbing and dispersing stormwater.

Riparian habitats are in transitional zones between open water, wetland, and upland habitats. These areas include riverbanks, shores, and the edges of wetlands. In Yarmouth, riparian habitats are generally adjacent to rivers, tidal waters, and coastal and freshwater wetlands (unforested and at least 10 acres in size). Shorebird feeding and roosting habitat is located in two areas associated with emergent wetlands east of I-295 off the north shore of the Royal and south shore of the Cousins rivers.

Especially significant in Yarmouth are habitats associated with the Royal and Cousins rivers. BwH recommends conserving wetlands and riparian areas because up to 85% of terrestrial vertebrates use a 330 foot corridor along streams and rivers for part of their life cycle. Existing shoreland zoning regulations only control land uses and building structures within 250 feet and limit some impacts to riparian habitats and water bodies. They do not control development anywhere along small streams that are upstream from the confluence of two perennial streams. Riparian areas along first order streams, which are upstream of these junctures, are regulated exclusively by the Maine Natural Resources Protection Act (NRPA), which also regulates development impacts on forested wetlands, vernal pools, and wetlands less than ten acres.

Generally, the wider the riparian buffer, the greater the water quality, in-stream habitat, and wildlife corridor benefit. The steeper the slope adjacent to a stream, the wider the riparian buffer should be at the shoreland or wetland edge to provide protection from increased runoff, erosion, excess nutrient, contaminant, loss of recharge of the water table, and loss of habitat.

# Natural Habitat Resources Yarmouth Comprehensive Plan 2009



Riparian buffers do not guarantee healthy streams and water quality. When degraded water quality is an issue, some towns get involved in activities such as watershed surveys and/or stream habitat walks in order to locate potential threats to stream resources and water quality including inadequate buffers, soil erosion and sedimentation, and other pollution sources. Also, when regulating development in small stream watersheds, especially commercial development, it is important to insure that appropriate measures are taken to control both stormwater quantity and quality.<sup>36</sup> Yarmouth staff and members of the Shellfish Committee work with the Maine Department of Marine Resources (MDR) to conduct shoreline surveys and water quality testing to identify areas with high fecal counts from malfunctioning septic systems, farm operations, and abandoned piped discharges, and undertake pollution abatement strategies to address water quality concerns in an effort to open closed clam flats.

To protect wetland values, the state regulates the use of wetlands that are 4,300 square feet (1/10<sup>th</sup> acre) or more in size. The Town regulates the use of wetlands of any size through its Development Review Ordinance by prohibiting the development of land, which must be filled or drained to support the construction of roads or structures.

Pursuant to the state shoreland zoning statute, the Town designated a zone around unforested wetlands of ten or more acres associated with rivers or streams. If a wetland is of high or moderate value, as determined by the MIFW, the land in the shoreland zone must be designated Resource Protection. The 1973 rating that was used to make this determination was replaced in 2006 with a new dataset. High and moderate value wetlands now in the Resource Protection Zone may no longer be required to be so zoned. If the Town wants to retain the Resource Protection designation around these wetlands or change the designation to a less restrictive one, this policy needs to be provided in the comprehensive plan update. Conversely, some wetlands, which are not now subject to Resource Protection zoning, may need to be rezoned to Resource Protection based on the new ratings.

Vernal Pools. One type of wetlands, vernal pools, is not shown on the Natural Habitat Resources map because there is no published source of information to document its location. Vernal pools occur on the forest floor in the early to middle weeks of spring and are inherently temporary, lasting for only a few weeks each year. Vernal pools are fed by melting snow and rains at the time of year when the water table is generally at its highest and play a critical role in the life cycle of many species including wood frogs, spotted salamanders, blue-spotted salamanders, and spotted turtles, which are important components of the food web.

Developers and planning boards who know where vernal pools are located can prevent them from being lost to development; however, this is complicated by the fact that, for all but a few weeks of the year, their location and classification is difficult to document. Other wetlands are distinguished by distinctive vegetation for all or part of the development season. However, unless a vernal pool is identified and delineated during its brief spring time existence, it

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<sup>36</sup> For more information, contact the NRCD or Maine Department of Environmental Protection's "Maine Stream Team Program."

occupies a space that looks like any other low-lying area of forest floor and may go unnoticed and unprotected as a result.

The MIFW is gradually creating an inventory of vernal pools and Audubon has created a manual to help volunteers, including school children, create an inventory of vernal pools.

Vernal pools, themselves, are only part of the resource required by some amphibians to complete their reproductive cycle – adjacent upland is also needed.<sup>37</sup>

In 2007, the Maine Department of Environmental Protection (DEP) revised rules to regulate vernal pools as Significant Wildlife Habitat under the NRPA.

High Value Plant and Animal Habitat. High value habitats include rare plant habitat, rare animal habitat, bald eagle nesting areas, and roseate tern nesting areas, identified and mapped by NAP and MIFW, as well as high value habitat for USFWS Priority Trust Species. Some of these habitats are protected under state law, but may warrant further local protection.

*Deer Wintering Areas.* Although MIFW aerial surveys have identified no deer wintering areas within Yarmouth, a high value deer wintering area is located in Freeport along Harvey Brook and other deer wintering areas of indeterminate value are found along Pratt's Brook in North Yarmouth.

*Waterfowl /Wading Bird Habitat.* Waterfowl and/or wading birds use this type of significant wildlife habitat for breeding, feeding, roosting, and migration. Tidal waterfowl/wading bird habitat is located along most of Yarmouth's shoreline, both on and off shore and inland to the tidal extent of both the Cousins and Royal rivers. These areas generally occupy portions of streams and wetlands associated with those streams. Portions of Pratt's Brook and the Cousins River are designated as waterfowl/wading bird habitat. While these areas are not adopted as NRPA-regulated significant wildlife habitat, they are protected to some degree by current shoreland zoning and state wetland and stream regulations.

*Rare, Threatened or Endangered Plant and Animal Species.* The NAP tracks plant species that are rare in Maine. Sightings of rare or endangered plants in Yarmouth have been field verified within the last 20 years.

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<sup>37</sup> See Best Development Practices: Conserving pool-breeding amphibians in residential and commercial developments in the northeastern United States. Calhoun, A.J.K. and M.W. Klemens, published in 2002. Professor Calhoun is based at the University of Maine at Orono.

Plant Name	State Rarity	State Status	Survey Site
Wild Leek	S3 – rare in Maine (on the order of 20-100 occurrences)	Endangered	Royal River
American Chestnut	S4 - Widespread but with cause for long-term concern	Special Concern	Portland Street, Fairwind Lane
Salt-hay Marsh			Bayview Street
Trumpet Honeysuckle	S1 - Critically imperiled in Maine.	Endangered	Princess Point Road, near Cousins Island Bridge

The MIFW tracks the status, life history, conservation needs, and occurrences of animal species that are endangered, threatened, or otherwise rare. Rare animal species in Yarmouth are listed below, but require field verification.

Animal Name	State Rarity	State Status	Survey Site
New England Cottontail	S2 - Imperiled in Maine	Special Concern	Royal River, North Yarmouth
Spotted Turtle	S3 - Rare in Maine (on the order of 20-100 occurrences)	Threatened	Sligo and West Elm Intersection*
Saltmarsh Sharp-Tailed Sparrow	S3 - Rare in Maine (on the order of 20-100 occurrences)		Cousins River, Freeport

\* The spotted turtle was last seen in this area in 1985

Rare plant habitat is identified in the vicinity of the shorebird feeding and roosting habitat near the north shore of the Royal River downstream of I-295. Three rare animal habitats are found in Yarmouth – one near the town line with North Yarmouth, another in the vicinity of Main Street, Hillside Avenue, and West Elm Street, and a third along the Cousins River north of I-295. A bald eagle nesting area is identified on Lanes Island. A second site is identified opposite Parker Point in Freeport. A roseate tern nesting area is located offshore of Sunset Point.

NAP recommends that if development is proposed within these areas, the Town refer the developer to its office to seek ways to minimize environmental impact on the species while allowing the development to go forward.

*MIFW Significant Fish and Wildlife Resource Ratings. In February 1988, the MIFW completed its wildlife inventory entitled, The Identification and Management of Significant Fish and Wildlife Resources in Southern Coastal Maine, which indicated Wildlife Habitat Ratings.*

Location	High	Moderate
<i>Fisheries Habitat</i>		
Cousins River		X
Royal River	X	
Unnamed Brook (tributary of Pratt's Brook)		X
Piscataqua River (east)		X
<i>Wetlands</i>		
N. Royal River	X	
Pratt's Brook (indeterminate)		

MIFW updated wetland ratings to help determine when Resource Protection should be required around unforested freshwater wetlands of ten acres or more. As of May 2006, these ratings superseded the older ratings which previously had been the basis for this determination. Yarmouth should compare current Resource Protection zones with the new ratings to update its shoreland zoning ordinance accordingly.

*High Value Habitat for USFWS Priority Trust Wildlife Species.* The USFWS tracks and protects migratory birds and federally listed endangered species. The USFWS office has mapped 93 Priority Trust Species that are 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 two or more states in the Gulf of Maine watershed. Three species are found in Yarmouth, including freshwater wetlands, grassland, and upland forest, most located in the northern part of the Town.

**Habitat Fragmentation.** The value of undeveloped land for wildlife habitat varies considerably from place to place. Development in recent decades, including new roads and residential development, has diminished the diversity and vitality of these habitats through direct loss and fragmentation of remaining large habitat areas. With the decrease in the size of natural habitat areas, the links between blocks of habitat have become narrower or been broken altogether.

The following table describes habitat block size requirements and the typical effects of shrinking undeveloped habitat block size on the diversity of wildlife species supported in Maine.

<b>Habitat Block Size Required by Wildlife Species in Maine</b>				
<b>Tier 5</b>	<b>Tier 4</b>	<b>Tier 3</b>	<b>Tier 2</b>	<b>Tier 1</b>
<b>1-19 Acres</b>	<b>20-99 Acres</b>	<b>100-499 Acres</b>	<b>500-2500 Acres</b>	<b>Undeveloped</b>
Raccoon	Raccoon	Raccoon	Raccoon	Raccoon
Hare	Hare	Hare	Hare	
				Coyote
Small Rodent	Small Rodent	Small Rodent	Small Rodent	Small Rodent
	Porcupine	Porcupine	Porcupine	Porcupine
				Bobcat
Cottontail	Cottontail	Cottontail	Cottontail	Cottontail
	Beaver	Beaver	Beaver	Beaver
Squirrel	Squirrel	Squirrel	Squirrel	Squirrel
	Weasel	Weasel	Weasel	Weasel
		Mink	Mink	Mink
				Fisher
	Woodchuck	Woodchuck	Woodchuck	Woodchuck
		Deer	Deer	Deer
Muskrat	Muskrat	Muskrat	Muskrat	Muskrat
			Moose	Moose
Red Fox	Red Fox	Red Fox	Red Fox	Red Fox

<b>Habitat Block Size Required by Wildlife Species in Maine</b>				
<b>Tier 5</b>	<b>Tier 4</b>	<b>Tier 3</b>	<b>Tier 2</b>	<b>Tier 1</b>
<b>1-19 Acres</b>	<b>20-99 Acres</b>	<b>100-499 Acres</b>	<b>500-2500 Acres</b>	<b>Undeveloped</b>
Songbirds	Songbirds	Songbirds	Songbirds	Songbirds
		Sharp-shinned Hawk	Sharp shinned Hawk	Sharp shinned Hawk
			Bald Eagle	Bald Eagle
Skunk	Skunk	Skunk	Skunk	Skunk
		Cooper's Hawk	Cooper's Hawk	Cooper's Hawk
		Harrier	Harrier	Harrier
		Broad-winged Hawk	Broad-winged Hawk	Broad-winged Hawk
		Kestrel	Kestrel	Kestrel
		Horned Owl	Horned Owl	Horned Owl
		Barred Owl	Barred Owl	Barred Owl
		Osprey	Osprey	Osprey
		Turkey Vulture	Turkey Vulture	Turkey Vulture
		Turkey	Turkey	Turkey
Most Reptiles	Most Reptiles	Reptiles	Reptiles	Reptiles
	Garter Snake	Garter Snake	Garter Snake	Garter Snake
	Ring-necked Snake	Ring-necked Snake	Ring-necked Snake	Ring-necked Snake
Most Amphibians	Most Amphibians	Most Amphibians	Amphibians	Amphibians
		Wood Frog	Wood Frog	Wood Frog
<i>Source: A Response to Sprawl: Designing Communities to Protect Wildlife Habitat and Accommodate Development, Maine Environmental Priorities Project, July 1997.</i>				

Wildlife species may be found on smaller, undeveloped habitat blocks, due to the presence of undeveloped riparian areas or wildlife travel corridors linking smaller blocks to larger blocks beyond the area of the sighting. Species typically found only in large undeveloped blocks, occasionally venture into more densely developed areas than indicated in the table. As the density of development increases over time, species that require larger habitat areas are unable to thrive and the diversity and composition of remaining species declines. BwH identified large habitat blocks in Yarmouth crossing its borders with Cumberland, North Yarmouth and Freeport. The largest unfragmented blocks are located along Yarmouth's western boundary.

## **THREATS TO FISHERIES, WILDLIFE HABITATS AND NATURAL RESOURCES**

The biggest threat to Yarmouth's critical natural resources is development. Loss of open space, disruption of travel corridors, displacement of wildlife, and introduction of pets that prey on wildlife all contribute to a decline in the environmental health of habitats and the diversity and abundance of fish and wildlife populations. Other major threats related to development are the loss of wetlands and alteration of existing drainage patterns. Small, incremental changes in drainage patterns and loss of wetlands may not be significant, but the cumulative impacts of these changes cause flooding, degrade ground and surface waters, and ultimately, contribute to pollution in the Royal River estuary and Casco Bay.

Fisheries are susceptible to damage from excess phosphorus and stormwater runoff, which change the temperature and the capacity of the water to hold oxygen, thereby discouraging cold

water fish and encouraging warm water fish. Fisheries experience similar effects from timber harvesting adjacent to stream channels, reducing shade and increasing sediment, which raises temperatures and clouds waters. With more suspended sediment, less dissolved oxygen, and sediment covered spawning areas, the ability of streams to support cold water fisheries declines and increases the need for management and stocking to maintain them.

The long-term habitat value of wetlands, riparian areas, and vernal pools is reduced by sediment-contaminated runoff from new development or timber harvesting. Although wetlands are natural sinks for sediment, excessive sediment degrades wildlife habitat. Vegetated buffers around forested and unforested wetlands can help mitigate undesirable impacts. As spawning and nesting areas, wetlands function best when the forest adjacent to them is not developed or deforested, or a buffer against excessive sediment, noise, people, and pets is provided. While natural buffers have not been protected in the past, new shoreland zoning requirements are intended to protect high and medium value wetlands of ten acres or more.

Air quality is of concern to residents of Yarmouth, which is home to the single largest point source air polluter in the Greater Portland Region – NextEra Energy Maine LLC (NextEra) located on Cousin's Island. According to the US Environmental Protection Agency (EPA), while nitrogen oxide (NOx) levels increased significantly between 1996 and 2000 (257%), between the years of 1996 and 2008, the amount of NOx emissions from the plant decreased by 85%. In addition, over that same period, the rate of NOx emissions declined by 39% for reach gallon of fuel burned at the plant.

Noise pollution along I-295 and Route One also threatens the natural environment as vehicle traffic increases.

## **REGIONAL COORDINATION AND PROTECTION OF NATURAL RESOURCES**

Regional coordination is an important element of effective management and protection of natural and water resources. Various areas where regional cooperation may be possible include waterbodies, wetlands, riparian areas, high value plant and animal habitats, large unfragmented habitat blocks, scenic views, and land conservation.

Site plan and subdivision review criteria help protect critical natural resources in Yarmouth. Resource Protection and Shoreland Zoning districts are other ways the Town protects important natural features. Site plan and subdivision review, including provisions for clustering to protect sensitive lands, require preservation of critical resources.

The Town has charged the Conservation Commission with commenting on development plans under review by the Planning Board. It is also tasked with research, advocacy, and coordination of groups with similar goals to protect and develop walking trails, natural corridors, and shoreland access, all as part of its mission of identifying issues and promoting policies to

preserve and enhance Yarmouth's natural environment and create opportunities for citizen access and enjoyment of the Town's natural heritage.

Potential partners in natural resource protection and conservation include the Casco Bay Estuary Project, Friends of the Casco Bay, Royal River Conservation Trust (formerly Friends of the Royal River, which recently merge with the Yarmouth Land Trust), Maine Island Trail Association, East Coast Greenway, and neighboring communities.

## **SIGNIFICANT SCENIC VIEWS AND AREA**

The following scenic views are compiled from a townwide survey.

- Old Town Landing
- Views from and around Lane's Island
- Views from and around the Moshiers Islands
- Fields along North Road, Ledge Road, and Granite Street
- Views along the Royal River Park
- Madeline Point
- View from the Cousins Island Bridge
- Views from the Blanchard Property on Cousins Island
- Woods along Hillside Street
- Old Meeting House
- Village - old houses and churches along Main Street, South Street, Church Street, etc.
- Woods and fields along Prince's Point Road and Gilman Road
- Broad Cove
- Views from and around Littlejohn Island
- Littlejohn Bridge and cove by the bridge
- Cousins River marshes
- Open fields along north part of Sligo Road
- Sunset Cove and Sunset Point Road
- Vaill's Point
- Cornfield Point
- Views along Sea Meadows Land
- View down to harbor from Route 88
- End of Bayview Street and Brown's Point
- Views of mill on Bridge Street
- Rand property coming into Yarmouth on Route One
- Views all along road from corner of Granite and County Roads

The list is limited to land-based views. The Greater Portland Council of Governments' (GPCOG) *A Study of the Cousins River* also highlights the value of the Cousins River marshes and emphasizes views obtained by canoeists on the Cousins River, once out of sight of the Interstate.

## STREET TREES

Yarmouth has been a Tree City USA community for 30 years, has had a tree warden for upwards of 70 years, and requires tree planting through the development review process. Though resources are limited, the Town maintains a relatively consistent annual budget line of \$12,500 for tree care and planting. These funds are mainly used for maintenance, tree removal, and strategies around dealing with management of Dutch Elm disease and the Asian longhorn beetle. The budget also supports limited street tree planting on major corridors where there are not a lot of trees.

Recently, a group has formed around the idea of promoting street tree plantings in recognition of the fact that many of the community's trees are mature and being lost and that it is time to start planning for their replacement.

## ROYAL RIVER CONSERVATION TRUST

The Royal River Conservation Trust (RRCT) is a nonprofit organization formed in 1992 to monitor and protect the water quality and wildlife habitat of the Royal River watershed and preserve its scenic, historical and ecological integrity. RRCT has promoted public involvement in its efforts through volunteer water quality monitoring, river clean-ups, trips, and publication of a newsletter. The results of RRCT's water-quality monitoring program from 1993-1999 were published in 2001.



In 2002 Friends of the Royal River expanded into a regional land trust in cooperation with the local land trusts from Yarmouth, North Yarmouth, Pownal, and New Gloucester, staying true to its core programs of land conservation and water quality improvement. In 2006, the four land trusts formally merged to form the Royal River Conservation Trust.

RRCT conserves land through conservation easement or fee acquisition and currently owns 28 easements and 6 preserves, guided by the *Royal River Region Conservation Plan* to “establish connected greenways and preserves on lands that important to Royal River communities, contain multiple public benefits, and are essential of the ecological health of the region.”<sup>38</sup>

RRCT's water quality efforts largely focus on preventing nonpoint source pollution from reaching streams through watershed surveys to determine threats and needed improvements. In addition, RRCT runs the Royal River Youth Conservation Corps for eight weeks in the summer to provide an opportunity for area high school students to reduce harmful runoff from reaching streams and lakes and improving riparian conditions.

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<sup>38</sup> [http://www.rrct.org/land\\_conservation.html](http://www.rrct.org/land_conservation.html)

## ISSUES AND IMPLICATIONS

1. How might the Town discourage and/or prevent fragmentation of the remaining large blocks of undeveloped land? How might the Town provide for and/or encourage the preservation of travel corridors to allow wildlife to move within less developed areas of the community in spite of development?
2. What can the Town do to help encourage the continuation of the remaining farms and forestry operations in the community?
3. Should the Town prepare a street tree planting and maintenance program to replace mature trees, increase shade, and encourage absorption of carbon dioxide? Should the Town restrict the planting of invasive species? Should the Town and/or require the planting of native shade tree species?
4. Should the Town adopt local regulations to protect vernal pools from development? What else might the Town do to identify and protect significant vernal pools?
5. Should the Town create a green infrastructure plan?



# WATER RESOURCES INVENTORY

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## SUMMARY

- Yarmouth has an adequate supply of drinking water from sand and gravel aquifers with 10-50 gallon per minute capacity and has identified two alternative sources of drinking water.
- The vast majority of Town gets potable water from the Yarmouth Water District. The Cousins Island electrical plant obtains its water from the Portland Water District.
- The Royal River is an area where nutrient loading is a concern in Casco Bay. Three water monitoring sites – in the Cousins and Royal rivers and at the mouth of the Royal River – are ranked poor; one near Whites Cove is rated fair; and one near Sunset Point is rated good.
- The Royal and Cousins rivers are classified B, which means they are suitable for drinking water after disinfection, recreation, and as habitat for fish and other aquatic life.
- Tidal waters and tributaries of the Royal River are designated Class SC, the lowest classification for estuarine and marine waters. The water quality issues in the Royal River are primarily related to low dissolved oxygen levels in the summer due largely to sediment oxygen demand from the mud flats; hence, the tidal portions of the Royal River do not meet their classification. The Cousins River and its tidal tributaries are Class SB, the second highest rating; however, Royal River waters flow into the Cousins with the incoming tide.
- The influx of nutrients in the Royal River Estuary supports a productive environment for a wide range of animals; much of the area is designated Significant Wildlife Habitat.
- Yarmouth shares each of its watersheds with surrounding communities.
- DEP indicates that there are 12 active overboard discharge licenses in Yarmouth. Major discharge sources include the Wyman Station and the sewage treatment plant.
- The Casco Bay Estuary Partnership reports that most Casco Bay watersheds are 5-7.5% impervious; however, much of the area in Yarmouth along the Cumberland town line is 7.5-10% impervious. Portions of Princes Point and area west of I-295 are 10-15% impervious.
- Point source pollution from agriculture and forestry operations; private septic systems; landfill and compost activities; petroleum facilities and storage tanks; injection wells; sand and salt piles; dredge residuals; and businesses that use toxic or hazardous materials are potential threats to water quality, along with nonpoint sources associated with development.
- In general, Yarmouth's drinking water quality is good. Surface water quality is average for its level of development.

## INTRODUCTION

Water Resources are critical to Yarmouth's well-being. Groundwater provides the Town's drinking water, whether through public or private wells. Surface waters continue to be important to the Town's economy and provide numerous recreational opportunities. As the Town grows, it will be important to continue to protect these valuable resources.



## GROUND WATER

Precipitation that does not infiltrate the soil, runs off into surface waters. Some runoff may remain near the surface as soil moisture, but much percolates downward to become groundwater. An aquifer is a soil deposit or porous rock formation that contains a recoverable volume of ground water. The composition of aquifers varies widely. High yield aquifers are made up of porous material such as sand, gravel, or highly fractured bedrock. According to the Maine Geological Survey (MGS), while sizable aquifers are located just beyond Town borders in Cumberland, North Yarmouth, and Freeport, Yarmouth has only one small aquifer near East Main Street and the Cousins River. A large aquifer in North Yarmouth is the source for the Yarmouth Water District's (Water District) three wells and has a capacity of 10-50 gallons per minute (gpm).

The Water District has identified two small aquifers in Yarmouth that may be potential water sources. The most promising is a bedrock aquifer located behind the Applewood subdivision and an aquifer off Sligo Road on Water District land, adjacent to the former Central Maine Power pole yard. The latter produces water in excess of 40-60 gpm. Preliminary tests indicate that water quality is excellent.

The vast majority of Yarmouth gets its water supply from the Water District, which indicates that current supply is more than adequate for anticipated needs. NextEra Energy Maine LLC's W.F. Wyman (NextEra) generating station on Cousins Island obtains its water from the Portland Water District.

In 2004, the Town explored the possibility of extending sewer to North Yarmouth to support its designated growth area and protect ground water.<sup>39</sup> North Yarmouth took no action on the recommendations of the report.

In 2005, the Town hired Drumlin Environmental to assess threats to ground water supply on Littlejohn Island to determine whether building activity should be curtailed.<sup>40</sup> The study did not identify any major concerns, but called for ongoing monitoring of ground water.

## SURFACE WATER

Yarmouth's most significant rivers are the Royal and Cousins, both draining to Casco Bay. Yarmouth does not have any lakes or sizeable ponds. Numerous small streams drain into the Royal and Cousins rivers.

The Department of Environmental Protection's (DEP) water classification system is designed to identify the minimum level of quality for a particular water body and is intended to direct the state's management of that water body to achieve at least that minimum level.

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<sup>39</sup> Yarmouth – North Yarmouth Regional Sewer Services. Wright-Pierce Engineering, 2006.

<sup>40</sup> . Groundwater Evaluation – Littlejohn Island. Drumlin Environmental, 2005.

The Royal River has a Class B water quality designation from its outlet at Sabbathday Pond in New Gloucester to tidewater in Yarmouth. Class B water quality, the third highest classification, is suitable for drinking water after disinfection, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation, navigation, and as habitat for fish and other aquatic life. All tributaries of the Royal River, many formerly Class C, were recently upgraded to Class B. Pratt's Brook, a tributary of the Cousins River, is classified B.

Tidal waters and tributaries of the Royal River are designated Class SC, the lowest classification for estuarine and marine waters. Class SC waters are suitable for recreation in and on the water, fishing, aquaculture, propagation and restricted harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation, navigation, and as habitat for fish and other estuarine and marine life. Discharges to Class SC waters may cause changes to estuarine and marine life provided that receiving waters are of sufficient quality to support all species of fish indigenous to the receiving waters and maintain the structure and function of the resident biological community.

The DEP conducted water quality monitoring in the Royal River from 1990 to 2005. The Royal River estuary does not attain the standards for dissolved oxygen (DO) for its assigned classification. DEP's 2004, 305b report notes that levels of fecal coliform are high and dissolved oxygen are low. Likely sources of these problems are nonpoint sources and sediment oxygen demand. In 2006, DEP reported that this is due primarily to sediment oxygen demand from the mud flats and is uncertain as to whether the discharge from the Yarmouth wastewater treatment plant is contributing at a measurable level to the failure of the receiving water to meet the DEP classification standard for dissolved oxygen. DEP has acknowledged that eliminating the discharge will not result in the receiving water meeting the applicable standard.<sup>41</sup>

The Cousins River and its tidal tributaries, portions of Pratt's and Merrill brooks, are Class SB, the second highest rating. According to the Greater Portland Council of Governments' (GPCOG) 1990 *Study of the Cousins River*, the Cousins River currently meets its classification, while the Royal River does not. This presents potential problems for the Cousins River as US Environmental Protection Agency (EPA) studies show that Royal River waters flow into the Cousins with the incoming tide.

The confluence of the Royal and Cousins rivers with Casco Bay is an estuary characterized by a narrow, brackish water, river channel, extensive mudflats, salt marsh, and steep, forested slopes. The tidal range is nine feet and provides a significant influx of nutrients that supports a productive environment for a wide range of wading birds, waterfowl, fish, shellfish, other marine species, and mammals. Much of the area is designated as Significant Wildlife Habitat by the state.

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<sup>41</sup> Wastewater Treatment Facilities Evaluation Report for the Town of Yarmouth, Wright-Pierce Engineers, June 30 2006.

According to the Casco Bay Estuary Partnership (CBEP), overall water quality in Casco Bay is good, with a few exceptions. One of those is the Royal River, where nutrient loading raises concerns for the Estuary. Based on 12 years of water quality data (1993 – 2004), CBEP found the single warmest water temperature reading in the Cousins River near the Muddy Rudder Restaurant during the summer of 1995. Three of Yarmouth's five water quality monitoring sites – in the Cousins and Royal rivers and at the mouth of the Royal River – are ranked poor; one near Whites Cove is rated fair; and one near Sunset Point is rated good.<sup>42</sup>

## WATERSHED AREAS

The Cousins River Watershed, including its tributaries, Pratt's, Merrill, and Harvey brooks, lies within the boundaries of Yarmouth, Freeport, North Yarmouth, and Pownal. Nearly half of Yarmouth lies within the Cousins River watershed.

The Royal River Watershed, including its tributaries Eddy and Chandler's brooks, lies within Yarmouth, Freeport, North Yarmouth, Pownal, New Gloucester, Gray, Durham, and Auburn, and extend into small areas of Raymond and Poland. Nearly one quarter of Yarmouth is in the Royal River watershed.

The remainder of Yarmouth lies in a watershed feeding the East Branch of the Piscataqua River or drains directly to Casco Bay.

## PRINCIPAL USES

Royal River. The Royal River is used for flatwater canoeing, particularly along the segment from Route 9 in North Yarmouth downstream to Elm Street in Yarmouth. With the reduction of point source discharges to the River, there has been a resurgence of striper fishing and kayaking. In winter, there is skating in some areas. Royal River Harbor hosts two marinas and is used for mooring and anchoring recreational and some commercial boats that use Casco Bay.

In 1982, the Royal River was ranked under the *Maine Rivers Study*, conducted by the Maine Department of Conservation (DOC) and US Department of Interior, National Park Service. The study identified 4,264 miles of rivers and river segments (of a total of 31,806 miles) that possess significant natural and recreational resource values. These rivers were divided into categories A-D. The entire Royal River and its tributaries were rated C, which include "rivers and river related corridors or specific areas [that] possess a composite of natural and recreational resource values with statewide significance." Highly rated features include canoe touring and anadromous (migratory) fisheries (primarily brown trout). The study notes that as "the majority of highly rated rivers are concentrated in the state's four largest and least developed river basins," A and B rated segments in smaller river basins in more populated western and southern areas of the state take on added significance. "C rivers such as the Presumpscot and

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<sup>42</sup> State of the Bay, Casco Bay Estuary Partnership. 2005 [www.cascobayestuary.org](http://www.cascobayestuary.org)

the Royal are also of heightened significance when viewed from this perspective."

There are four built and natural barriers in the river, including two dams and two natural falls. Fish passages at the dams do not appear to be adequate. Lower Falls does not present a barrier for most fish species and a side channel east of the Upper Falls allows for fish passage.

Cousins River. The Cousins River also receives substantial recreational use, tides permitting. A private boat yard, car dealership, commercial fishery, retail outlet, and restaurant-hotel are all located in the vicinity of the intersection of Route One and the Cousins River. Yankee marina and Boatyard, Inc. is one of six designated Clean Marina facilities in Casco Bay. The river segment from the boat yard to its mouth is largely undeveloped open fields with some residences, partially screened by trees and other vegetation on both shores. One permitted, private dock is located on the Yarmouth shore. Currently, there is no landside public access to the Cousins River. The *Study of the Cousins River* notes: "To a certain extent this may be appropriate. Abandoned tidal channels, salt pannes and ponds and high salt marsh areas are all sensitive to recreational activities. The potential for recreation to cause any damage should be carefully considered in planning for the future use and protection of the area."

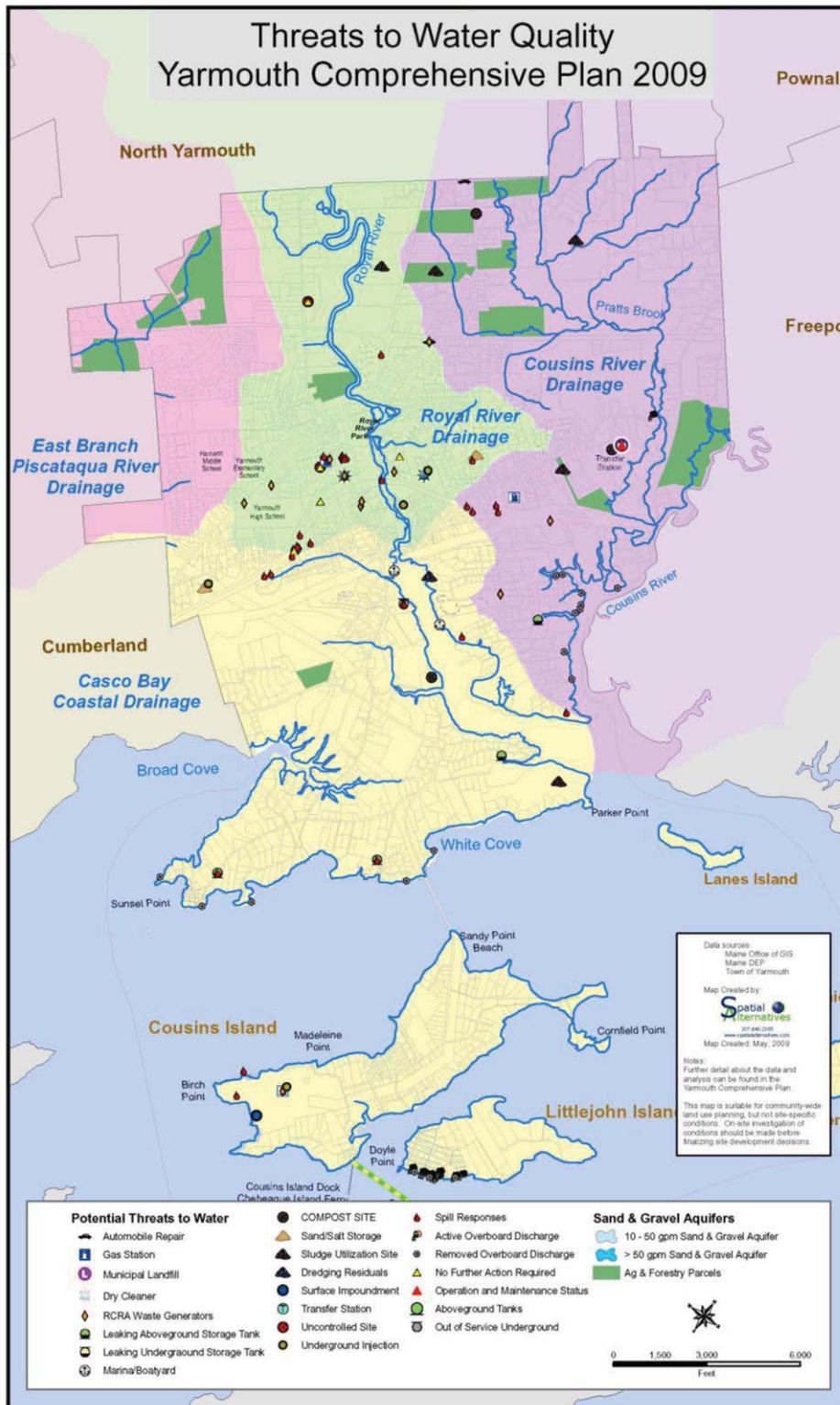
## FLOODPLAINS

Some portion of shoreland adjacent to ponds, lakes, wetlands, and streams is inundated when water bodies flood during storms or spring melt. This area is called the floodplain. Weather records show that the larger the flood, the less frequently it occurs. The area inundated by a storm that has a one percent chance of occurring each year is called the 100-year floodplain.

Shoreland zoning limits the ability of landowners to build close to the water, whether within the 100-year floodplain or not. Many buildings predate shoreland zoning and are subject to possible inundation, damage, or even loss of life in floods of 100-year or greater frequency, depending on how near the water they are located.

Private insurance companies do not offer flood hazard insurance for properties located in the 100-year floodplain. The National Flood Insurance Program (NFIP) provides flood insurance for property owners in floodplains if their town, like Yarmouth, adopts and administers a local floodplain management ordinance that requires construction techniques and flood-proofing of construction in floodplains. Over time, national standards have changed and local standards have been adjusted accordingly to maintain NFIP coverage.

# THREATS TO GROUNDWATER RESOURCES



Groundwater. The land surface that allows water to percolate through the soil into an aquifer, known as an aquifer recharge area, should be protected from pollution and contamination. Sand and gravel aquifers, which are porous and transmit water rapidly, are susceptible to contamination. Once contaminated, movement of pollutants is governed by groundwater flow. The aquifer may remain contaminated for a very long time, depending on its size and characteristics and the nature and amount of pollution. Pollutants are often located on the surface of the ground above or contiguous to aquifer recharge areas. Sources of pollutants include septic tank effluent, landfills, leakage from ruptured fuel tanks, agricultural fertilizers, pesticides, and stormwater.

Recharge of an aquifer is limited by impervious material covering the recharge area. Pavement and buildings can prevent the replenishment of groundwater. Removal of overlying sands and gravels may expose the water table to direct contamination and result in increased evaporation.

According to the CBEP, impervious surfaces cover nearly 6% of the Casco Bay watershed, with the highest levels occurring closest to the coast. Studies suggest that the ability of streams to support aquatic ecological communities degrades when impervious area exceeds 6%-10% of an overall watershed. Stormwater runoff carries pollutants like oil, gas, and other hydrocarbons, heavy metals, de-icers, pesticides, fine sediment, fertilizers, and bacteria, all potentially impairing water quality and aquatic communities. CBEP reports that the majority of Casco Bay watersheds are 5-7.5% impervious; however, much of the area in Yarmouth along the Cumberland town line is 7.5-10% impervious. Portions of Princes Point and the area west of I-295 are 10-15% impervious.

The Town's development review process should carefully assess development in aquifer recharge areas to anticipate present and future demands for water, potential contamination, and restrictions on recharge. Unstudied aquifers should be designated as problematic areas and a cautious approach should be taken in assessing potential impacts of development on these areas until their importance has been more fully explored.

Nitrate is a potential contaminant from subsurface waste disposal systems where marginal soils and/or higher density development on individual septic systems are developed. Nitrates pose a health hazard, particularly for infants and the elderly, as they reduce the oxygen-carrying ability of blood. Nitrates in groundwater are problematic because older or densely developed areas may contain a high proportion of inadequately designed and/or maintained septic systems or cesspools, some too close to adjacent wells.

The potential for nitrate contamination is significant because of market pressure for growth in aquifer recharge areas. Standards in the State Plumbing Code, which is designed to protect against bacterial and viral health hazards, may not adequately address nitrate levels. Yarmouth's Planning Board may require hydrogeological assessments to model concentrations of nitrates when it is concerned that a proposed development's impacts may exceed the

standard in areas without public water or sewer. The Town should guide future development in ways which reduces threats to groundwater resources.

Surface Waters. Threats to groundwater are also threats to stream and river water quality because groundwater is fed partially by groundwater. In addition, land use and development impacts may have an adverse impact on streams and rivers, including:

- Erosion, sedimentation, and nutrient loading from agriculture, timber harvesting, existing and new roads, ditches, building sites, and driveways.
- Nitrate, nutrient loading, and bacterial and/or viral contaminants from failing, poorly designed, and/or poorly maintained septic systems.
- Pesticides, fertilizers, and other nonpoint source contaminants in stormwater runoff.
- Pollution from point sources.
- Gas, oil, and human waste discharges from boats.
- Erosion of shorelines and beaches from heavy powerboat use and/or poor regulation of water levels on rivers.

Both direct discharges of contaminants, licensed by the DEP, and nonpoint sources of pollution may threaten water quality.

According to the DEP, there are 29 overboard discharge systems (OBDs) in Yarmouth, only 12 of which are active (1 on Cousins River, 11 on Littlejohn Island - see Marine Resources inventory). OBDs discharge an average of 300 gallons per day (gpd) of waste water into the rivers or bay. The major discharge sources in Yarmouth are NextEra and the sewage treatment plant.

Potential nonpoint and point sources of contamination include:

Agriculture and Forestry Operations. Agricultural and forestry operations are located on Route 115 at the rail line crossing between North Road and the Royal River, the east side of North Road between Ledge Road and the rail line, between Pratt's Brook and the Cousins River on the south side of the Old County Road, and along Depot Road.

Private Septic Systems. Private septic systems are located at numerous locations throughout Town, including Littlejohn and Cousins islands, Bayview Drive, Ledgewood Drive, Hillside Street, Route 115 near the town line, Sligo Road, outer North Road, Ledge Road, Mountfort Road, Fiddlers Lane, Meadow Way, Granite Road, and off Gilman Road.

Landfill, Compost, and Sludge Spreading. Yarmouth's landfill is located on the south side of East Main Street, near the Freeport town line. It is adjacent to significant wetlands along the Cousins River and lies over a 10-50 gpm aquifer. In 1989, the landfill was closed and the site is used currently for the Town's transfer station, recycling center, compost facility, and fire training. In the past, sludge was spread nearby. Additional compost facilities are located at the

northwest end of North Road and off Gilman Road near the Royal River. Sludge was also spread in two locations between Sligo and North roads and inland of Parker Point. According to the Public Works Director, Erik Street, no sludge has been spread in Yarmouth since 1990.

Petroleum Facilities and Underground Tanks. NextEra's Cousins Island oil-fired generating facility stores large quantities of oil on site, as does the Town Garage. Numerous above-ground petroleum storage tanks are located throughout Town including bulk fuel storage, gasoline filling stations, auto repair services, marinas, and a boat yard. As of 2007, DEP indentified four above and two underground storage tanks in Yarmouth that have generated spill responses.

Injection Wells. Maine does not allow floor drains to discharge into soil or injection wells, except in very rare cases, because of potential for groundwater contamination. DEP asks owners of such wells to seal them off and dispose of wastes in another manner. DEP is not as concerned about floor drains that hook into a sewer system, provided the community is aware of hookups and wastes are properly treated. The Town Engineer indicates that existing floor drains which discharge into the sewer are monitored, properly maintained, and have posed no problems. According to DEP, there are four injection wells in Yarmouth, including the former Anthony's Dry Cleaner (Hannaford's Plaza), NextEra, Yarmouth-MDOT, and Old Sparhawk Mill.

Sand and Salt Piles. The Town stores salt and sand at the Public Works facility on North Road. The Maine Department of Transportation stores salt off Portland Street near the Cumberland town line.

Dredge Residuals. Dredge spoils from past maintenance dredging activity were deposited on the north shore of the Royal River, east of I-295.

Businesses Using Toxic/Hazardous Materials. According to DEP, there are 15 facilities in Yarmouth that use hazardous materials, including the Cousins Island plant, automotive and marine services, gasoline stations, dry cleaners, schools, among others.

In addition to existing point and nonpoint source discharges into Yarmouth's surface waters are discharges of historical industrial development, waste disposal, and dredge spoils that have contributed pollutants, some of them toxic, to the waters and sediments that underlie Yarmouth's rivers and harbor. Some of these sources, like the McKin Superfund Site in Gray, are located outside of the community in nearby towns.

## MEASURES PROVIDING PROTECTION AND PRESERVATION OF WATER RESOURCES

In general, Yarmouth's drinking water quality is good and surface water quality is average for the Town's level of development. Efforts will be required to maintain and improve water quality in the face of additional development. Recently completed sewer system improvements have helped reduce some impacts of development.

Both state and local regulations are designed to protect and preserve existing water resources in Yarmouth. Wellhead protection, shoreland zoning, and floodplain management regulations are intended to protect drinking water supplies, minimize sedimentation of surface water resources, and minimize potential groundwater contamination. Shoreland Overlay Districts protect areas within 250 feet of shorelines. Resource Protection Districts protect areas within the 100-year floodplain and areas within 100 horizontal feet of normal high water; state-designated Significant Wildlife Habitat; inland and coastal wetlands; slopes greater than 25%; and unstable areas subject to slumping, mass movement, or severe erosion in areas greater than 2 acres. They also protect river corridors, floodplains, wetlands, and tidal marshes within 250 feet of shorelines, but generally do not regulate wetlands or other natural resources outside these areas, deferring to state and federal permitting requirements. Both Resource Protection Districts and shoreland zoning standards should be revised to conform to new state requirements, generally upgrading protection for water resources. In addition, the current Piers, Docks, and Wharves ordinance is intended to minimize the cumulative impact of projects on the marine environment, scenic character, and navigation. All of these ordinances help protect the integrity of Yarmouth's water resources.

Maritime Activities in Resource Protection. It is important to note that areas which meet the criteria for Limited Commercial, General Development I, or Commercial Fisheries/Maritime Activities Districts (such as the WOC1 district in Yarmouth), need not be included within a Resource Protection District. State definition of a Maritime Activities District includes “areas which are suitable for functionally water-dependent uses”, ranging from industrial facilities that receive shipments by water or use water for cooling, to traditional commercial fishing enterprises, and public shorefront parks. In Yarmouth, this district definition may be applicable not only to existing marinas, but to upstream areas that exist or have potential as parks or for mixed use.

Existing and Potential Future Zoning. Several areas present regulatory constraints for new development or expansion under current ordinances. The existing Resource Protection District, which includes a 100-foot setback from the Royal River, effectively restricts new development or expansion of existing structures, parking areas, or significant vegetation removal within the zone. The *Royal River Corridor Master Plan*<sup>43</sup> (Master Plan) recommends rezoning specific parcels

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<sup>43</sup> Royal River Master Plan, Yarmouth, Maine. Royal River Study Committee. January 30, 2009.

or sections of the shoreline to a water-oriented district with design and use limitations, creating a new mixed use district, or creating a riverfront overlay district, to allow appropriate development and establishment of scenic views while retaining protection of natural resources. There are, of course, certain areas where Resource Protection designation cannot be modified without violating state regulation, including undeveloped, 100-year floodplains, mapped as significant wildlife habitat, sections of unstable slopes and landslide areas, and the river channel itself.

Royal River Corridor Master Plan. The Master Plan was prepared by a Town-appointed Royal River Study Committee. It provides a long-term vision to enhance future use of the Corridor and is intended to be used as a guidebook to influence future land use decisions. The Master Plan includes an extensive evaluation of significant natural and cultural resources as well as opportunities and limitations for their use. The Master Plan is based upon a set of Guiding Principles and presents a series of recommendations for both the corridor and river segments.

#### GUIDING PRINCIPLES

- **Protect / Enhance Habitat.** Significant riverfront habitat will be enhanced and preserved and become a central feature in the corridor.
- **Create a Community Focus.** The Royal River will become a dynamic focus of the community.
- **Improve Water Quality.** Every project or action within the corridor will result in an increase in water quality.
- **Create Interconnected Pathways.** Pedestrian pathways and recreational uses will be expanded in appropriate areas to create an interconnected trail system of providing public access to the river. The river will no longer be seen as a barrier to pedestrian circulation.
- **Add to the Park.** There will be incremental additions to the Royal River Park as land and opportunities become available.
- **Encourage Appropriate Development.** Appropriate mixed-use development, recognizing historic development patterns and environmental resources, will be encouraged in designated nodes within the river corridor to add vibrancy and richness to the village.
- **Increase Density.** Land use densities will be increased in a way that is compatible with the patterns that define Yarmouth Village.

According to the Master Plan, “The underlying vision is to consider the Royal River a rich, green ‘necklace’ that links the harbor and the village” with riparian habitat abutting the river as the ‘green’ and uniquely designed places for municipal, residential, and commercial uses that capitalize on the riverfront location without detracting from it as the ‘pearls,’ most found in the interface between the river and Village Center. Pedestrian linkages are a key component of the

vision, with a series of interconnected loops to provide a variety of options to explore the river corridor.



1. East Elm Street	7. Royal River Park: To Bridge Street Dam	13. Town Land To I-295 Bridge
2. Head of Royal River Park	8. Yarmouth Village: Route 1 To Bridge St.	14. Town Landing
3. Melissa To Forest Falls Drive/Gooch Is.	9. Sparhawk Mill / Bridge Street	15. Dredge Spoil Site
4. Factory Island	10. Yankee Drive	16. Blueberry Cove To Marina
5. Forest Falls Drive	11. Grist Mill Park	17. Main Street / Marina
6. Route One To Bridge Street	12. Mill Point Apartments / Bridge St.	18. Cemeteries / Treatment Plant

A Study of the Cousins River. In 1990, the GPCOG conducted *A Study of the Cousins River*, which recommends that Yarmouth and Freeport:

“... analyze the potential for future development along Route One. Not only should the focus be on the relatively small section of Route One which crosses the watershed, but the entire section of Route One that runs along the coast. The cumulative effect of existing development and new development occurring along the corridor on coastal waters needs to be studied. The potential effects of future expansion of Interstate 95 and Route One also need [sic] to be considered.”

Interlocal Management. Yarmouth's primary water supply is located in North Yarmouth. In March 1990, residents of both towns agreed to create a joint water district.

In 2002, with help from CBEP and the Cumberland County Natural Resource Conservation District (NRCD), 14 communities in the Casco Bay watershed formed an Interlocal Stormwater Working Group (ISWG) to address stormwater pollution to meet regulations mandated under the Clean Water Act. This regional approach is intended to maximize limited financial and staff resources and work at an appropriate scale to reduce nonpoint source pollution, improve water quality, and serve as a model for collaboration.

In the summer of 2004, the Royal River Youth Conservation Corps (RRYCC) was formed. RRYCC engages local high school students, working with a crew leader and a technical director, in installing erosion and pollution control projects in the Royal River watershed, including

planting trees and shrubs, moving mulch, hand-placing rocks, digging ditches, removing sediments from traps, keeping soil out of the water, and stenciling storm drains with the message “Protect Your Water...Don’t Dump” or “No Dumping...Leads to Stream.” RRYCC is directed by a steering committee of local, state, and federal partners including Sabbathday Lake Association, Maine DEP, CBEP, Friends of the Royal River, NRCD, and EPA.

The Royal and Cousins rivers, which are interrelated systems, are interjurisdictional resources that would benefit from coordinated protection measures. Suggestions for such measures to jointly manage the Cousins River are outlined in *A Study of the Cousins River*. A Royal River Corridor Commission has been explored in the past and may warrant renewed consideration.

## **ISSUES AND IMPLICATIONS**

1. What steps should the Town take to encourage water conservation and lessen threats to water quality?

# MARINE RESOURCES

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## SUMMARY

- The Army Corps of Engineers last dredged Yarmouth's channel and anchorage in 1995. Both are in need of dredging again.
- Depending on how dredge spoils are disposed of, the Town's financial responsibility for maintenance dredging of the anchorage and channel would range from nothing to \$3.5 million for disposal at sea and landside disposal, respectively.
- In addition to providing safe passage to the channel and anchorage, dredging is needed to maintain access to and from the boat launch and private marinas.
- Yarmouth Harbor supports nearly 350 jobs and generates over \$25 million in value.
- The harbor is the area most suitable for boat launching and mooring. Yarmouth's 1988 Public Access and Recreation Plan recommends that the Town concentrate on improving existing sites rather than establishing new access points.
- The Town has seven public marine water access points, all, except the Royal River Town Landing, within easy walking distance of nearby neighborhoods.
- Between 60 - 70 commercial vessels, mostly lobster boats and a few draggers, used the Royal River channel and/or anchorage in 2005.
- The Town licenses several hundred private moorings within designated mooring fields at a number of locations. In addition, there are private moorings outside the formally controlled mooring fields.
- Most clam diggers in Yarmouth are recreational; however, commercial clambers reported the wholesale value of soft shell clams harvested in 2004 was \$ 74,400 and approximately \$180,000 in 2005.
- The Town's 2007 soft shell clam landings were less than 2/3 of what they were in 1999 and have not risen above 3% of total county landings since 2001.
- The majority of productive shellfish growing areas in Town are limited to harvesting by depuration process only, due to water quality.
- Two European and American Oysters aquaculture sites are leased in the Royal and Cousins rivers.
- Eelgrass beds, which provide critical ecological functions and values, including habitat for fish and wildlife, face threats from sediment and nutrients in runoff from development, boat traffic, dragging of fishing gear, harvesting of shellfish, and periodic dredging of navigational channels.
- Principal threats to marine resources include both point and nonpoint source pollution and, in the case of eelgrass, physical disturbances from moorings and dragging, as well as shading, and for elvers, overfishing.
- Yarmouth has 12 active overboard discharge (OBD) system sites and 17 OBDs that have been removed. All, but one, of the active systems are on the southern shore of

Littlejohn Island. One active system is located off East Main Street, north of the Transfer Station.

- Yarmouth’s highly unstable and unstable bluffs warrant protection from slumping, particularly in the context of anticipated sea level rise.

## INTRODUCTION

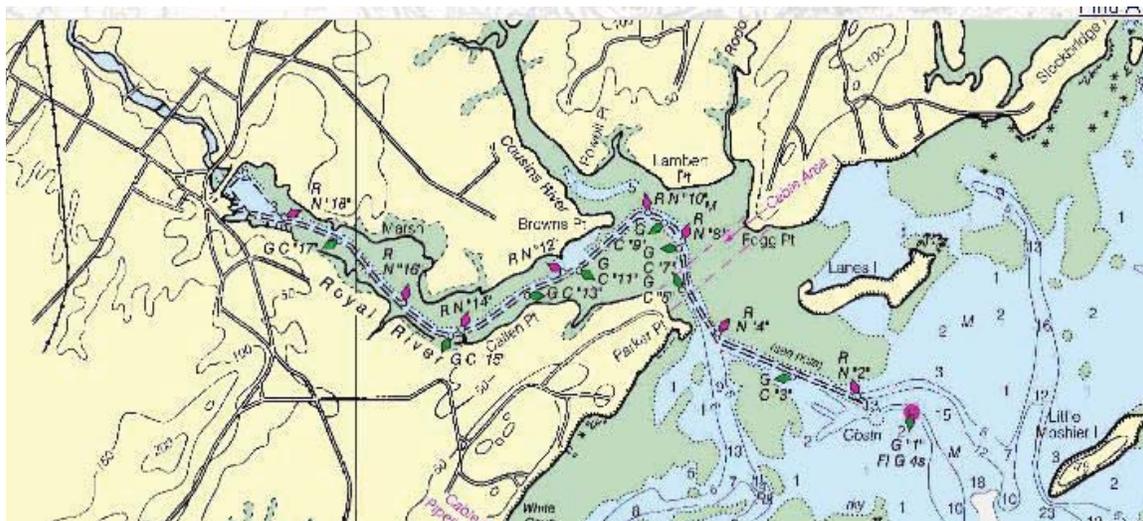
Marine resources are the base of Yarmouth’s local economy, drawing people to and sustaining development of the community. Along with its marine infrastructure, marine resources are a visible expression of the Town’s image.

## MARINE INFRASTRUCTURE

**Harbor and Anchorage.** The Royal River, adjacent to Lower Falls Landing and immediately downstream of the I-295 bridge crossing, has traditionally been used for mooring boats. Because the harbor fills with silt, the US Army Corps of Engineers (ACOE), which has jurisdiction over all navigable waterways of the United States, periodically dredges the anchorage and channel out to Casco Bay. These areas were last dredged in 1995 and are in need of dredging again.

The anchorage is located just south of the I-295 highway overpass, which crosses the Royal River east of the channel. It is also adjacent to the Town boat launch and Harbormaster’s office, both of which are located on the east shore of the River.

**Authorized Water Depths.** Within the channel, the ACOE has authorized an 8 foot depth and 80 foot width that extends from the I-295 crossing of the Royal River down to the confluence of the Royal and Cousins rivers.



The ACOE has also authorized an anchorage directly adjacent to and northwest of the west end of the channel next to I-295. The authorized depth of the anchorage is 6 feet. Its authorized width, northeast to southwest, is approximately 440 feet and its length is approximately 1,100 feet.

**Controlling Water Depths.** Within the channel near the anchorage, recent ACOE soundings show controlling depths of 4.7 - 6.5 feet. According to the ACOE, marina owners indicate depths are 5.5 - 7.0 feet within the channel downriver from the anchorage, while yacht brokers, report slightly greater depths of 6.5 - 8.0 feet. Within the anchorage, controlling depths are predominantly 4.0 – 5.0 feet. The north end, nearest the boat launch, has depths of 2.6 – 4.0 feet.

<b>Yarmouth Channel and Anchorage Authorized and Controlling Characteristics</b>		
	<b>Channel</b>	<b>Anchorage</b>
Authorized Depth	8 feet	6 feet
Authorized Width	80 feet	440 feet
Controlling Depth	4.7-6.5 feet	4.0-5.0 feet
Reported Depth	5.5-8.0 feet	2.6-4.0 feet
<i>Source: US Army Corps of Engineers, 2005</i>		

## **HAZARDS TO NAVIGATION FROM CONTROLLING WATER DEPTHS**

Within the Channel: About 15% to 20% of the channel is hazardous to inaccessible for larger yachts, including fixed keel sailboats and large powerboats sold by brokers on the river southeast of the I-295 crossing. Some owners have reported problems with clogged intakes and/or prop damage from high spots on the channel bottom.

Marina owners and one yacht broker report that channel depths are proving increasingly hazardous for craft drawing more than 5.5 - 6.0 feet. They say that the channel edges are filling in with sediment, especially where it curves and downriver from the Royal River Boatyard. They estimate that channel depths are between 5.5 - 6.5 feet in places along the edges and a 7 foot depth is common within portions of the rest of the channel.

Within the Anchorage: About 60% of the channel is hazardous to inaccessible based on soundings. Hazards actually may be closer to 90%, since the anchorage is at capacity, making maneuverability for larger vessels extremely limited. According to the Marine Patrol Officer, Charles Perkins, drafts for sailboats with fixed keels using the anchorage are 5.0 – 5.5 feet, deeper for larger vessels. In 2004, sailboats at two moorings within the anchorage hung up at low tide, listing to one side while their keels touched bottom.

Sediment is filling in most areas of the anchorage. Only the very western edge near the channel has depths equal to or more than the authorized depth, limiting flexibility in mooring assignments.

Outside the Channel: Marina owners and one yacht broker say they recently completed maintenance dredging of areas used for slips, which must be undertaken every 5 - 7 years. If larger vessels do not have access to a clear channel from privately dredged areas, return on the private investment in dredging is limited.

**Economic Importance of Maintenance Dredging.** In addition to providing safe passage to the channel and anchorage, dredging is needed to maintain access to and from the boat launch and private marinas. The launch, which is the only usable one at low water in the area, serves approximately 3,000 vessels per year, most from other communities<sup>44</sup>. Vessels are damaged from running aground, due to navigational errors associated with presumed dredged depths in both the channel and anchorage.

Within the anchorage, there are 21 commercial and 37 recreation moorings. Roughly 340 boat slips are available at the 3 marinas and approximately 400 vessels tie up or anchor at the upper end of the channel. Boats also use the channel to access services provided by the marinas and boat launch.

Moorings are in short supply. The Town has a waiting list of 40-50 people for inner harbor sites, with a wait of approximately 15 years. Some vessels that do not reside in the port use Yarmouth's marine services. In winter, more boats are stored at the three marinas than there are slips to accommodate in the summer. Royal River Boatyard, alone, stores 300-400 boats each winter.

An important source of business for the marinas is yacht sales, which lead to yacht outfitting and servicing. East Coast Yacht Sales sells J-boats, which draw about 5.5 feet, and larger yachts that draw up to 8 feet, priced in the range of \$1-\$2 million per yacht. When yacht' owners, rightly or wrongly perceive it is hazardous to travel up the channel, marinas lose more business than they are likely to gain from repairing damage to yachts that go aground. Last year was the first year in at least seven that the Grand Banks Rendezvous, an annual gathering of 35-40 yachts, was not held in Yarmouth. Drafts are now too close to actual depths for comfort.

There will be more opportunities for sailboat related business if actual depths are as authorized. One business indicated that it would install 20-40 additional slips if channel depth supported access for a full range of vessels 3-4 years after maintenance dredging.

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<sup>44</sup> Communication from the Marine Patrol Officer, 2005. The same year, the Town Office reported only 840 local boat registrations.

## Estimated Number and Kinds Water Dependent Jobs in Yarmouth, 2005

Category	Business	Employee Range	Estimated Water Dependent Jobs	Explanation
Aquaculture	Eric Horne and Valy Steverlynck	1-4 Jobs	4	Oyster farming on Royal & Cousins River
Fishing/Hunting/Trapping		42	42	2000 Census results for occupation of residents
Canned/Live Seafood	Coastal Flyangler	1-4 Jobs	2.5	Guided salt water flyfishing
Prepared Fresh or Frozen Fish/Seafood				
Ship Building/Repairing				
Boat Building/Repairing	Green Marine	5-9 Jobs	7	Boat manufacturer
	Even Keel Marine Specialities	1-4 Jobs	2.5	Boat manufacturer
	Ship Shape Yacht Services	1-4 Jobs	2.5	Boat repair and washing
Deep Sea Foreign Transportation of Freight				
Deep Sea Domestic Transportation of Freight				
Water Transportation of Freight, Misc				
Deep Sea Transportation of Passengers (not ferries)				
Ferries				
Water Transportation of Passengers, Misc.				
Marine Cargo Handling				
Towing and Tug Boat Services	Dayton Marine	5-9 Jobs	7	Boat transportation business
	Morse Overland Marine	5-9 Jobs	7	Boat transportation business
	Dicky Bryan	5-9 Jobs	7	Boat transportation business
	Journey's End Marine	5-9 Jobs	8	Boat transportation business
Marinas	Royal River Boatyard	10-19 Jobs	14.5	Boatyard
	Yankee Marina & Boat Yard, Inc	20-49	34.5	Boat storage
	Yarmouth Boat Yard and Marina	7	7	Boat storage, sale, and repair
Water Transportation Services, Misc	Associated Marine Surveyors	5-9 Jobs	7	Marine surveyor
Pipelines (except natural gas)				
Tour Operators	Casco Bay Rowing Center	1-4 Jobs	2.5	Rowing and skulling
Wholesale Fish and Seafood				
Boat Dealers	Harraseeket Yacht Sales	1-4 Jobs	2.5	Yacht brokers
	Maine Sailing Partners	5-9 Jobs	7	Sailmakers
	East Coast Yacht Sales	5-9 Jobs	7	Yacht brokers
	Landing Boat Supply	1-4 Jobs	2.5	Boat equipment
	Maine Yacht Sales	1-4 Jobs	2.5	Yacht brokers
	Casco Bay Yacht Exchange	5-9 Jobs	7	Yacht brokers
	Watermark Yacht Sales, Inc	1-4 Jobs	2.5	Yacht brokers
Other	Bayview Rigging & Sails, Inc	1-4 Jobs	2.5	Sailmakers
	Yacht North Group	5-9 Jobs	7	Boats-Rental & Charter
	Chebeague Transportation Co.	10-19 Jobs	14.5	Barge Lines & Terminals
	Royal River Grillhouse	30 Jobs	10*	Full-service restaurant
	Hinckley Marine Insurance LLC	2 Jobs	2	Marine insurance company
<b>Total: All Water Dependent Jobs</b>			<b>210</b>	
<b>Total: All Jobs in Area</b>			<b>3,655</b>	
<b>% Water Dependent</b>			<b>5.7%</b>	

\* According to the Restaurant General Manager, approximately 30% of the total revenue is generated from the boat owners and marine related industry.

Source: Maine Department of Labor, March 2005.

**Efforts to Encourage Maintenance Dredging.** The ACOE has jurisdiction over dredging in coastal waters. Maintenance dredging is expensive and largely paid for by the federal government. As a result, the Town must compete for a place on the ACOE's multiyear dredging schedule.

Yarmouth's 1993 Comprehensive Plan identified the need for maintenance dredging in the Royal River channel and anchorage. Since 1995, when maintenance dredging was last undertaken, the Town Council has authorized annual contributions to a reserve

fund, now with a balance of \$72,000, for use as a local match and the harbor and Waterfront Advisory Committee has endorsed a maintenance dredging project. In 2005, Yarmouth completed a questionnaire designed to help the ACOE and Maine Department of Transportation (MEDOT) prioritize statewide dredging projects into three tiers based on urgency and importance. The Royal River project was placed in the middle tier. The final dredging schedule will depend on tier, time required to complete environmental reviews, and the availability of federal, state and local matching funds.

If the next dredge removes approximately 40,000 cubic yards, covers the anchorage and only a few select channel areas, and provides for disposal at sea, the cost of the project would be roughly \$640,000 (\$16/yd), all at the ACOE's expense. If upland disposal is required, then the cost for disposal at a secure landfill would likely be around \$100/yd, including trucking, for a total of approximately \$4 million, with a local share covering all disposal costs of \$3.5 million.

**Water Depths in Other Areas.** Along the mainland shore, between Parker Point and Broad Cove (near Princes and Sunset Points), water depths at mean low water (MLW) range from 0.5 - 7 feet. The westerly sides of Cousins and Littlejohn islands have depths of 1 - 15 feet at MLW, while the easterly sides have depths ranging from unnavigable to 36 feet. Around the Moshier Islands, depths range from 0 - 7 feet.

**Water Dependent and Recreational Uses.** The harbor is the area most suitable for boat launching and mooring. It includes three marinas and a mixed use development (Lower Falls Landing), where the majority of space is devoted to marine-related uses, including a sail shop. Additional uses in the harbor include single family homes and small office and retail establishments. Municipal facilities include the Harbormaster's building, two boat launch ramps with floats, a parking lot, and a picnic area at the Town Landing.

Yarmouth's 1988 Public Access and Recreation Plan reviewed the Town's 36.7 miles of shoreline for potential public water access sites. No new areas for water dependent uses were identified. The Plan recommends that the Town concentrate on improving existing sites rather than establishing new access points.

**Public Access to Coastal Waters.** The Town has seven public marine water access points, all, except the Royal River Town Landing, within easy walking distance of nearby neighborhoods.

- Cousins Island Dock and Blanchard Lot is located at the end of Wharf Road. The Town owns and maintains a dock and float in this location, which provides excellent deep water access, as well as a mooring area with 15 parking spaces.

- Madeleine Point, located on 10 acres on Cousins Island, provides deep water access with limited parking for 14 cars. The Public Access Plan recommends the Town discuss a long-term lease with NextEra Energy Maine LLC (NextEra) for parking along the access road and for space, if needed, to put a pier and float at water's edge.
- Royal River Town Landing, located on eight acres on the east side of the Royal River Harbor at the end of Channel Road, provides the primary access to the harbor. There are 2 launching ramps, one for use by small craft, and one for larger vessels at any tide height; 2 docks, one commercial and one recreational; 58 moorings; parking for about 50 cars with trailers; and the Harbormaster's Office
- Princes Point Town Landing, also referred to as the "Old Town Landing," is located on 0.05 acres on Town Landing Road. The facility has a natural ledge for boat launching and provides parking for three vehicles.
- Littlejohn Dock, on Littlejohn Island, provides deep water access with parking for six or seven cars.
- Route One Bayview Estuarine Preserve is the newest of Yarmouth's public access points. It supports access for kayaks and canoes only because it has a steep grade and mudflats at high tide.

Numerous private docks along the shore impede pedestrian access in intertidal areas.

**Boat Registrations.** In 1987 Yarmouth began processing boat registrations under a program with the Maine Department of Inland Fisheries and Wildlife (MIFW). The following is a breakdown of the registrations processed in the last four years:

<b>Recent Yarmouth Boat Registrations</b>				
<b>Year</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Re-registrations</b>	710	721	699	712
<b>New registrations</b>	116	125	121	128
<b>Totals</b>	826	846	820	840
<i>Source: Town of Yarmouth</i>				

Boat registration statistics do not distinguish between recreational and commercial vessels. The Marine Patrol Officer and Department of Marine Resources (DMR) estimated that 60 - 70 commercial vessels, mostly lobster boats and a few draggers, used the Royal River channel and/or anchorage in 2005, based on DMR's records showing 76 commercial marine harvester licenses and 68 vessels listing Yarmouth as their principal port. The rest of the boats that use the harbor are recreational boats. No passenger boats or cargo boats make Yarmouth waters their home port.

**Mooring and Berthing Facilities.** The Town licenses private moorings within designated mooring fields including the Royal River Harbor, Madeleine Point, Wharf Road, Littlejohn Island, and Old Town Landing. Some of these moorings are managed by one of four neighborhood associations, under the umbrella of the Town Harbormaster’s authority. In addition, there are several hundred private moorings outside the formally controlled mooring fields.

**Existing Municipal Fee Schedules.** Mooring fees are established by Town ordinance. Fees for moorings, boat launching, and hauling are listed below. Because of federal rules related to federally maintained navigation channels, Yarmouth’s fees may not discriminate in the amounts charged to residents and nonresidents within any given category.

<b>Town of Yarmouth Mooring, Launching and Hauling Fees, 2006</b>	
<b>Royal River Mooring Area</b>	
Resident/Non-resident recreational mooring	\$75 each
Resident/Non-resident senior citizen	\$ 25 each
Resident/Non-resident commercial fisherman mooring	\$ 25 each
Marina mooring	\$400 each
<b>All Other Waters of Yarmouth</b>	
Resident mooring	\$50 each
Nonresident mooring	\$150 each
Resident senior citizen mooring	\$25 each
Nonresident senior citizen mooring	\$100 each
Resident commercial fisherman mooring	\$25 each
Nonresident commercial fisherman mooring	\$125 each
Marina mooring	\$400 each
Association mooring	\$25 each
<b>Boat Launching and Hauling at Royal River</b>	
Daily launch (and haul) for recreational	\$5 each
Daily launch (and haul) for commercial	\$25 each
Seasonal launch (and haul) for recreational	\$50 each
Seasonal launch (and haul) for commercial	\$300 each
<i>Source: Town of Yarmouth</i>	

# MARINE NATURAL RESOURCES



**Shellfish Areas.** Much of the Town's shoreline is shellfish habitat, with the exception of the southern portion of Cousins Island, the east side of Littlejohn Island, and around the Moshier Islands. The Royal River estuary, around Lanes Island, White's Cove, Broad Cove, the north end of Cousins Island, and the area between Cousins and Littlejohn Island include extensive clam flats.

In 2006, the Town had seven commercial clam diggers and the Marine Patrol Officer anticipates 240 recreational digger permits.

Most clam diggers in Yarmouth are recreational; however, commercial clamming does take place. The Yarmouth Marine Patrol Officer indicates that the wholesale value of soft shell clams harvested in 2004 was \$ 74,400 and approximately \$180,000 in 2005.

The Town's 2007 soft shell clam landings were less than 2/3 of what they were in 1999 and have not risen above 3% of total county landings since 2001, whereas it was 10 – 12% in 1999 and 2000.

<b>Soft Shell Clam Landings (Pounds), Yarmouth and Cumberland County, 1999-2007</b>									
	1999	2000	2001	2002	2003	2004	2005	2006	2007
Yarmouth	186,362	254,634	63,872	65,855	94,301	80,496	32,456	82,476	60,419
County	1,776,449	2,168,875	2,325,909	2,691,737	2,477,451	2,394,677	1,827,981	2,914,142	1,740,556
% County	10%	12%	3%	2%	4%	3%	2%	3%	3%
<i>Source: Maine Department of Marine Resources</i>									

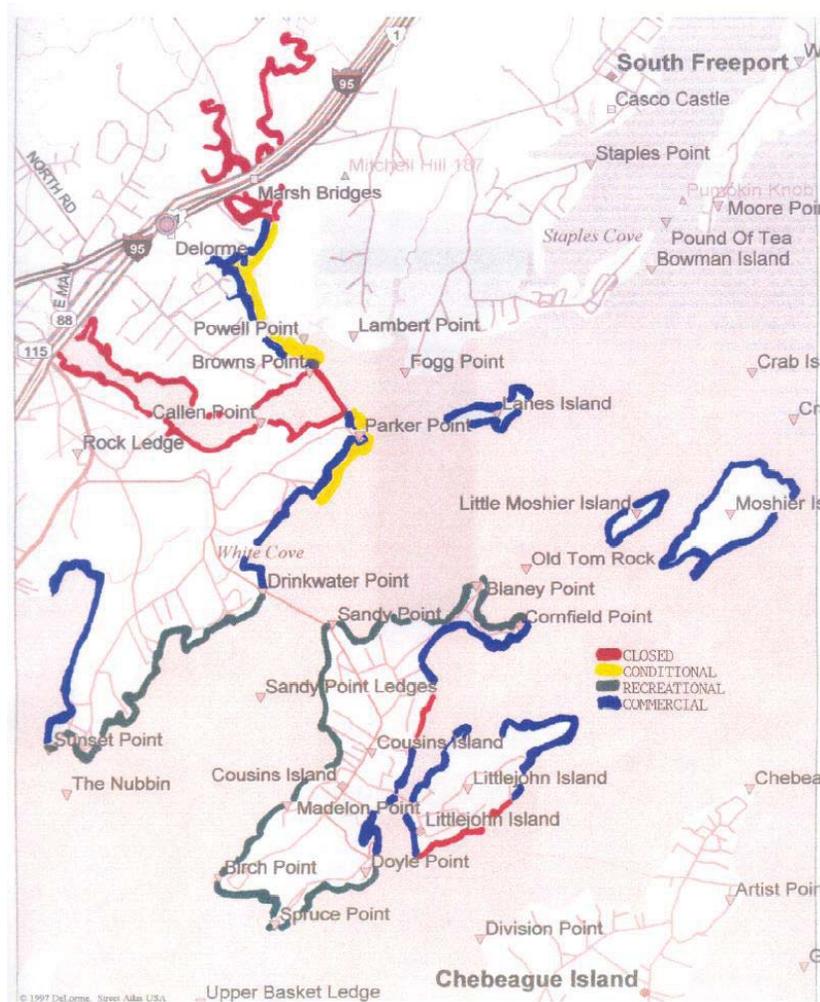
Yarmouth's Marine Patrol Officer is a licensed full time law enforcement officer with the police department, who also serves as the Marine Patrol Officer from April through October each year. Soft shell clam resources are managed jointly by North Yarmouth and Yarmouth under a shellfish management program and ordinance – a lingering connection from the two communities' shared early history as a single town. The Marine Patrol Officer is responsible for implementing the shellfish ordinance as part of the shellfish management program, which is also overseen by a Shellfish Management Committee made up of volunteer members from each town.

The majority of productive shellfish growing areas in Town are limited to harvesting by depuration process only, due to water quality impacts of contaminated stormwater and inflow and infiltration into the wastewater treatment facilities on water quality. A pollution abatement program and depuration management plan would help support the local industry. Efforts are underway to modify the water quality classification of the Royal River to allow depuration harvesting of clams there.

The Town's 2006 Shellfish Map provides additional local information. The Town's map indicates where shellfish areas are closed, conditionally open, or open and reserved for recreational or commercial diggers, including areas off the Moshier islands.

Closed shellfish areas in 2006 included all of the Royal River from head of tide to its mouth, portions of the Cousins River upstream of the marsh bridge crossings of Route One, a portion of the east shore of Cousins Island, and the southeast shore of Littlejohn Island. According to the Marine Patrol Officer, although Yarmouth has spent the last several years closing shellfish areas for conservation and seeding purposes, the Town is moving away from that approach and remaining closures are due to the presence of potential sources of pathogens.

**Yarmouth 2006 Shellfish Map**



Source: Town of Yarmouth Website, 2006

**Aquaculture Leases.** Eric Horne and Valy Steverlynck lease two sites in Yarmouth for the production of European and American Oysters. The same company operated a third site just south of Route One for a year, but abandoned it when the water quality classification was downgraded. The 0.01 acres site is accessed from one of the marinas on the Royal River while the second site, located at the mouth of the Cousins River, is substantially larger (8.67 acres).

**Eelgrass.** Today, eelgrass meadows are comparatively rare. In the 1930's an eelgrass wasting disease destroyed 90% of eelgrass growing along the East Coast. Today, eelgrass beds can be found in Yarmouth off the north and west shores of most of the islands. Although eelgrass has rebounded somewhat since the 1930's it faces new threats from sediment and nutrients, primarily nitrogen, in runoff from development, boat traffic, dragging of fishing gear, harvesting of shellfish, and periodic dredging of navigational channels. Recent outbreaks of eelgrass wasting disease have occurred in Maquoit and Middle Bays.

The Casco Bay Estuary Partnership's (CBEP) 2005 State of the Bay report contains the following description of eelgrass and the fluctuations in its prominence within Casco Bay. The Report specifically mentions Yarmouth's eelgrass beds in the context of Casco Bay. It also characterizes several important ecological roles of eelgrass and what appear to be the principle ways human activities, including, but not limited to growth and development in coastal watersheds, are affecting this important resource.

"Eelgrass (*Zostera marina* L.) is a flowering plant that grows rooted in the sediment in low intertidal and shallow subtidal environments. In areas such as Casco Bay that are protected from severe wave action, eelgrass often forms extensive, dense meadows that provide critical ecological functions and values, including habitat for fish and wildlife. Many commercially and recreationally valuable species of fish and shellfish depend on eelgrass beds as feeding and nursery areas. Eelgrass is also important waterfowl habitat. Brant, in particular, rely on eelgrass for food. In addition, eelgrass beds help to protect shorelines by stabilizing the substrate and baffling waves and currents, and help to improve water quality by filtering sediments and absorbing nutrients. The leading cause of widespread eelgrass loss throughout New England is reduced water quality due to coastal watershed development, but local habitat damage or destruction has also been attributed to dredge and fill operations, boat propellers, docks, anchors and mooring chains, and fishing gear.

"Eelgrass beds in Casco Bay were mapped from aerial photographs (1:12,000 scale) by the Maine Department of Marine Resources in 1993-1994 and again in 2001-2002. Photographs were acquired and interpreted following the NOAA Coastal Change Analysis Program protocol for seagrass mapping. The overall amount of eelgrass habitat has increased in Casco Bay over the past decade. In 1993-1994, 7,056 acres of eelgrass were present in Casco Bay and in 2001-2002, 8,248 acres were present. Areas of increase are largely restricted to the northeastern end of the bay; in particular, eelgrass beds in Maquoit Bay increased considerably in extent and density during this period (Barker 2005). However, decreases in

coverage occurred in Broad Cove, north of Cousins Island, west of upper Great Chebeague Island, and in the vicinity of Upper and Lower Goose Islands (Barker 2005).

“Eelgrass declined in portions of the middle section of Casco Bay. The causes of eelgrass loss have not been determined. The majority of extensive habitat loss is associated with the end of Casco Bay that is most populated, suggesting that influences of activities in the watershed on water quality may have played a role. Losses due to direct physical disturbance are also documented throughout the bay. A recent study identified 132.5 acres of eelgrass habitat in Maquoit Bay that had been degraded by mussel dragging, and drag marks in the vicinity of Little Mosier Island suggest additional local dragging impacts (Barker 2005). Scientific evidence indicates that eelgrass beds that are damaged by intensive dragging activity will take a mean of 10-11 years to revegetate under good growth conditions (Neckles *et al.* 2005).”

Eelgrass plays a significant role in the marine environment and the land based economy that depends on shellfish, fisheries, and bird watching. Only some of the stresses on the resource are land based, mostly activities that generate sediment, shade beds, and/or pull plants from the substrate. If marine activities that pose threats can be directed elsewhere, whether through regulation or education, the likelihood of increasing the number and size of eelgrass meadows will be improved as would the consequent benefits for the marine economy and quality of life.

Regulation of activities on the land and water that adversely affect eelgrass should be considered in conjunction with improved erosion control and stormwater management, including implementing the 14-municipality interlocal stormwater management working group’s regional stormwater management plan.

**Emergent Wetland and Mudflats.** Besides supporting shellfish, intertidal flats also support Baltic clams, gem clams, mussels, periwinkles, amphipods, marine worms, and other species that provide important feeding habitat for coastal wading birds and migratory shorebirds and waterfowl. Salt marshes (emergent wetlands) are also important coastal wading bird and waterfowl habitat and are important breeding and feeding habitat for 80% of commercial fish species. Maine has designated these and other areas as significant wildlife habitat under the Natural Resources Protection Act (NRPA). Coastal wading bird and waterfowl habitat is found in most of Yarmouth’s shoreline, except off the bluffs along the southern shores of most islands.

As with most marine resources, these habitat areas are more likely to support waterfowl and wading birds when their water quality is unimpaired by pollution impacts from the land. An important factor is whether these habitats are buffered from nearby development. Vegetative buffers contribute to more effective filtration of pollutants from runoff.

Shoreline development *poses a threat to* birds and reduces potential for recreation and bird watching. The state recently adopted new Shoreland Overlay District and

Significant Wildlife Habitat rules. The Town *should review* its shoreland regulations to determine whether additional riparian buffers adjacent to high and moderate value coastal wading bird and waterfowl habitat areas and areas with high erosion potential are *required*.

**Threats to Marine Resources.** Principal threats to marine resources include both point and nonpoint source pollution and, in the case of eelgrass, physical disturbances from moorings and dragging, as well as shading, and for elvers, overfishing. The principal sources of nonpoint source pollution are both regional and local, in that sediment, fertilizers, pesticides, herbicides and other toxics, and pathogens are generated by land uses and carried by stormwater from the Cousins and the Royal rivers watersheds. These watersheds are located in 13 towns, with significant agricultural and suburbanizing acreage, although much of the area is forested. Yarmouth’s local share of nonpoint source pollution is considerable since it has significant impervious cover in areas that have public water and/or sewer.

Moreover, because the sewer system experiences sizable infiltration and inflow of ground and stormwater, which periodically exceeds treatment capacity, water that is contaminated with bacteria from pet wastes, automotive discharges, sediment, pesticides, and herbicides effectively bypass treatment before discharge into the Royal River. Nonpoint source pollution from the Sea Meadows treatment plant on Cousins Island and from failing septic systems in older development on Cousins and Littlejohn islands are also potential sources of pollution.

## **MEASURES PROVIDING PROTECTION AND PRESERVATION OF MARINE RESOURCES**

Overboard Discharge System Removal: Yarmouth has 12 active overboard discharge (OBD) system sites and 17 OBDs that have been removed. All, but one, of the active systems are on the southern shore of Littlejohn Island. One active system is located off East Main Street, north of the Transfer Station. The Town should encourage owners of the remaining active systems, to remove and replace them. Financial assistance from the Maine Department of Environmental Protection’s (DEP) OBD Removal Fund may be available and septic technology has improved significantly in the last several years, making the prospect of replacing OBDs more attractive than in the past.

Small Community Grants Program: To address documented sources of pathogen contamination from older, densely developed coastal areas with small communal solutions, the DEP administers a competitive grant program that provides financial assistance to replace septic systems. This program may have potential application adjacent to one or more closed flats on Yarmouth’s islands.

Stormwater Separation: As recommended in the Public Facilities and Services inventory, the Town should evaluate the sewer system to determine the most cost-effective means of separating stormwater from wastewater to reduce volumes that exceed treatment capacity. At the same time, the Town should integrate alternative stormwater management strategies into the separation process.

Stormwater Management: DEP recently published a new Stormwater Management Best Management Practices (BMPs) Manual that utilizes superior technology to what was advocated in earlier editions. The Town may want to consider application of DEP's new guidelines for private development, redevelopment, and Town facility development, maintenance, or redevelopment.

The Town is part of the Interlocal Stormwater Management Group whose 14 towns are working cooperatively to develop a plan to implement EPA's Phase II federal stormwater management rules. Some of the new BMPs are likely to be integrated into that process.

Erosion and Sedimentation Controls: Many towns require erosion and sedimentation controls for new development. Some regulations are more effective than others, depending on the type of development and temporary and/or permanent erosion and sedimentation controls used. The Town should review its regulations to make sure it employs state of the art techniques described in the 1991 *Maine Erosion and Sedimentation Control Handbook* published by the DEP and Cumberland County Natural Resource Conservation District. This is particularly important given siltation problems in the harbor and the expense associated with dredging.

Shoreland Bluffs and Buffers: The state's Coastal Management Policies require municipalities to take steps "to discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides, or sea level rise, it is hazardous to human health or safety." Because of Yarmouth's marine clay soils, much of Yarmouth's shoreline, both on the mainland and islands, is made up of highly unstable and unstable bluffs that warrant protection from slumping, particularly in the context of anticipated sea level rise. Some unstable and highly unstable areas include the following areas.

- *Royal River*, including some portions of the southern shore of the Royal River.
- *Cousins River Estuary*, including small areas on both sides of the River, near its confluence with the Royal River.
- *Mainland Coast*, including Sunset Point shoreline (where ledge does not extend to shore) and areas along the eastern shoreline near Bucknam and Drinkwater points, White Cove, and Parker Point.
- *Cousins Island*, including areas along the northern and western shoreline near the bridge, along the marshes on both sides of the isthmus connecting to Cornfield and Blaney Points, and the southeastern shoreline.

- *Littlejohn Island*, including small areas on all shorelines.
- *Lanes Island*, including portions of the southern, eastern, and western shores of Lanes Island.
- *Moshier Islands*, including portions of the southern, eastern, and western shorelines the Moshier islands.

Most of Yarmouth’s emergent wetlands (salt marsh) abut land that is currently not developed. Where this land is protected, the danger of diminished habitat value for wading birds and waterfowl is minimal. Where it is not protected, regulations should be strengthened to require riparian buffers to more effectively protect these sensitive resources which support important wildlife species. Since some undeveloped land abutting emergent marshes is located on the Cousins River, Yarmouth should coordinate its efforts with Freeport. MIFW recently released new wetland ratings.

Under the most recent version of the state shoreland zoning guidelines, setbacks for new principal structures must be measured from the top of unstable and highly unstable coastal bluffs, rather than from the upland edge of a coastal wetland or the maximum spring tide. Since older ratings were the basis for Yarmouth’s Resource Protection zoning adjacent to wetlands, the Town should determine whether current shoreland zoning complies with the new state standards. Note that shoreland standards may also require revision to comply with new requirements for measuring water setbacks on properties with steep bluffs, which are abundant in Yarmouth, from the top of the bluff rather than the normal high water line. This may affect buffer widths in some locations.

Piers, Docks, and Wharves Ordinance: Yarmouth’s ordinance encouraging coastal subdivisions to share access to water through common piers, docks, and wharves has reduced human, structural, navigational, and scenic impact on marine resources.

Dredge Spoil Disposal Site Selection: When the ACOE completes a maintenance dredge of the Royal River channel and anchorage, the question of how the dredge spoil will be disposed of will be decided by agencies over which Yarmouth has little influence. To the extent that Yarmouth can influence the planning and permitting process, it may have a significant impact if it advocates for methods of disposal that minimize further nonpoint pollution from the dredge spoils.

Regional Coordination: There are regional resources available to provide useful data and technical assistance for marine resource management and nonpoint source pollution control. These include the CBEP, guided by its 1995 Casco Bay Plan, which guides its “...cooperative effort to protect and prevent the pollution of Casco Bay by involving concerned citizens and local, state, and federal governments. Developed through a collaborative process involving hundreds of individuals and dozens of organizations and government agencies, this Plan represents the commitment of citizens, industries, and communities to protect Casco Bay. It marks the culmination of five years’ effort

involving scientific studies, public feedback, local government input, and countless meetings and discussions". CBEP has extensive experience in clam flat remediation, non-point source pollution controls, toxics monitoring, habitat protection, and other issues facing the Town. In addition, the Friends of Casco Bay maintains an extensive regional water quality monitoring program. Its findings may offer an excellent source of data to monitor progress in pollution reduction efforts.

## **ISSUES AND IMPLICATIONS**

1. Should the Town negotiate with the Soule Estate to acquire parking along Old Town Landing Road to increase utilization of the Old Town Landing?
2. Should the Town attempt to identify the source and prepare a strategy to reduce the amount of sediment that continues to fill in the anchorage and channel? Should the Town encourage closer cooperation with upstream towns to better control sources of sedimentation which collects in the harbor?
3. Should the Town encourage low impact usage (kayaks, canoes, sculls, etc.) in the harbor to broaden recreational benefits to a greater segment of the population?



# HISTORIC AND ARCHAEOLOGICAL RESOURCES

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## SUMMARY

- Over 1,400 buildings in Yarmouth are at least 50 years old and more than 900 are at least 100 years old. Approximately half of the nearly 600 buildings over 50 years old in 1993, when last surveyed, are eligible for designation on the National Register of Historic Places (National Register).
- At least 130 historic buildings are marked with plaques by the Village Improvement Society and 12 buildings are listed on the National Register.
- The Village Improvement Society's 1973 preliminary architectural survey of Yarmouth buildings has not been completed, though it was called for in the 1993 Comprehensive Plan.
- Research initiated in 1989 to establish a historic district in or near the Village Center was never completed and no historic district has been formally proposed.
- Since 1989, many older buildings on Main Street have been modified in ways which fundamentally alter their historic character.
- Twelve properties are listed on the National Register. Two are owned by the Town and Village Improvement Society; the rest are in private ownership.
- The Maine Historic Preservation Commission has identified 27 historic archaeological and 38 prehistoric archaeological sites in Yarmouth. It has also identified areas where prehistoric archaeological sites may be located along the marine coast and offshore islands.
- Local measures to protect Yarmouth's historic structures are weak and uneven.

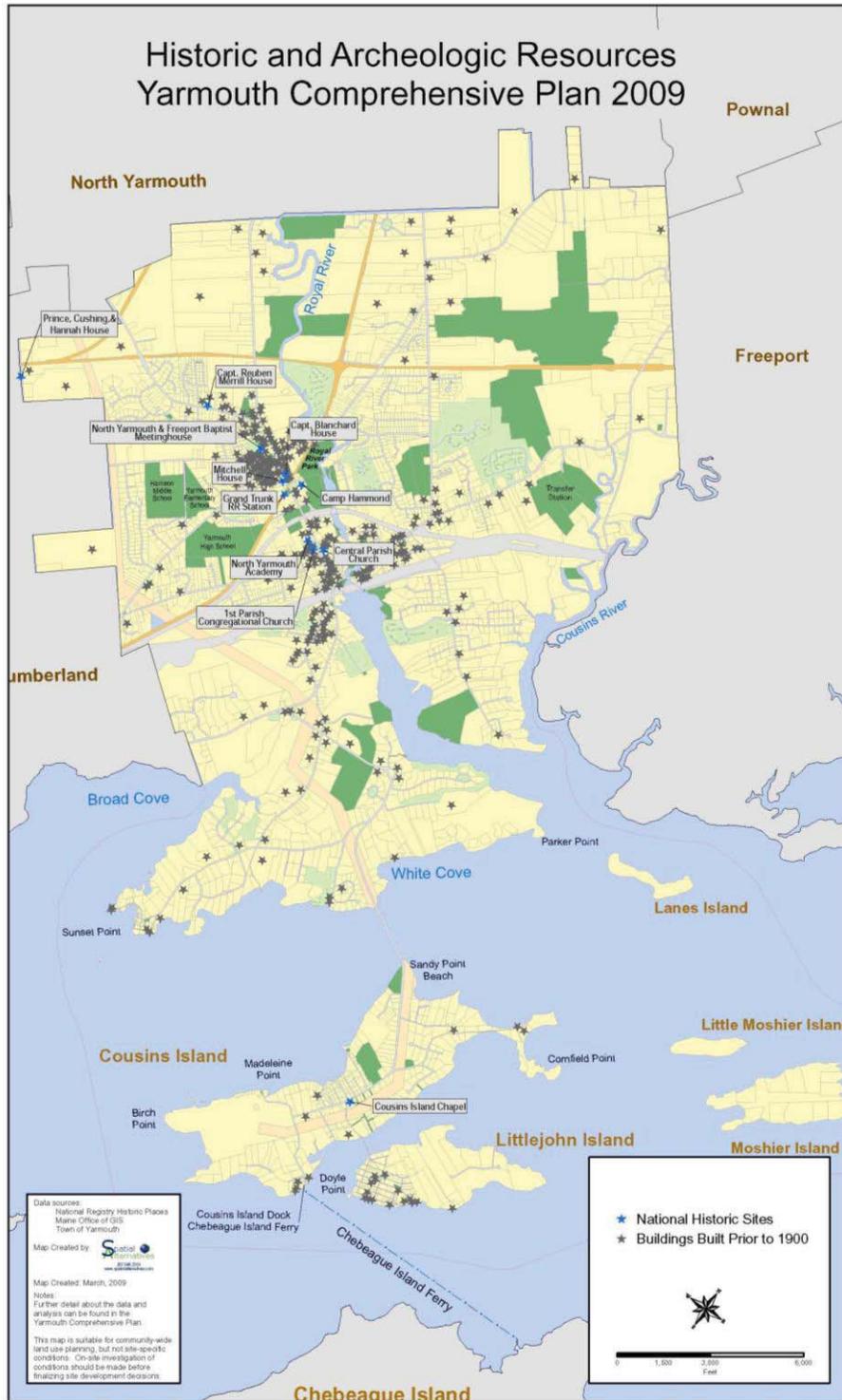
## INTRODUCTION

Yarmouth's early settlers looked to the natural resources of the area - timber, sheltered ocean access, farmland, and rivers - to support their new community. When hydropower was harnessed to run several mills along the river, the Town became an industrial center. Ships and railroads provided transportation for people and goods. The population grew.

The 19<sup>th</sup> Century brought about civic improvements, including a library, public water and sewer, and regional trolley service. Small manufacturing businesses throughout the state gave way to service, retail, and technology. Yarmouth's mills became part of its history in the early 20<sup>th</sup> Century. Following the construction of Route One, and later, Interstate 295 (I-295), Yarmouth's population tripled as residents commuted to jobs in the metropolitan area, a journey made faster through better highway systems.

The physical evidence of Yarmouth's history can be seen in every area of Town. Residents today still look to natural and community resources as a reason to settle in

Yarmouth. Among those resources are an intact, compact Village Center, historic architecture, nearby recreation along the shore, rivers, parks, and open spaces, the library, schools, and close proximity to Maine's largest city, Portland.



## HISTORIC RESOURCES

The compact Village Center and many older buildings are an obvious form of historic development in the community. Buildings in the Village, as well as the streetscape, form the nucleus of what many consider a defining element of the town's character.

The minimum criterion for listing a building on the National Register is that it be at least 50 years old. As of 2008, there were approximately 1,400 buildings that were at least 50 years older; over 900 were 100 years old or older. In 1993, a preliminary survey of buildings, then over 50 years old, indicated that approximately half are potentially historically significant.

In the last 40 years, at least 130 historic buildings have been marked with plaques by the Village Improvement Society and 12 buildings are listed on the National Register. While federal tax incentives are available to preserve properties on the National Register, such designation places no restrictions on the use, treatment, transfer, or disposition of private property.

In addition to individual buildings, concentrations of buildings may be nominated as a historic district. In 1989 research was initiated to determine whether Yarmouth Village should be designated a historic district. The proposed historic village district was originally envisioned to include buildings along Main Street from the Route One overpass to Portland Street. The research area was expanded to investigate whether the district should be extended toward the Royal River, East Main Street, and Portland Street. The work remains unfinished and no district has been formally proposed for either the original or expanded area. The Director of the Yarmouth Historical Society, Marilyn Hinckley, indicates that there may be potential for a second historic district for buildings in the vicinity of West Elm Street and Main Street, extending toward the High School. Buildings around the Bridge Street mill and other areas may also be eligible as additional historic districts.

Since 1989, many older buildings on Main Street have been modified or changed use which fundamentally altered their historic character. For example, conversion of a single family home to a commercial use may trigger a requirement for one or more fire escapes. Under current regulations, fire escapes may be installed anywhere on a building to meet code rather than being required to be located in a way that does not mar the façade. There is no mechanism during the permitting process that requires a private property owner to conduct historical research before making changes to facades.

To protect older properties, the Town may want to consider designating a local historic district. The community might pursue local designation to ensure, by design review, that additions to existing buildings and new construction are architecturally compatible

with the style, scale, and massing of other buildings in the district as well as the character of the streetscape.

In 1973 the Village Improvement Society conducted a preliminary architectural survey of Yarmouth buildings, but a more up to date and thorough survey, called for in the 1993 Comprehensive Plan but not undertaken, could help determine the community's architectural priorities.

At the present time, two National Register listed buildings, the Meeting House, owned by the Town, and the Railroad Station, owned by the Village Improvement Society, are preserved by the Village Improvement Society. The rest of the buildings known to be over 50 years old, including those on the National Register, are in private ownership.

## YARMOUTH NATIONAL REGISTER PROPERTIES

As of 2007, the following properties are listed in the National Register of Historic Places:

- **North Yarmouth and Freeport Baptist Meeting House (1796, 1825, 1837)**, 3 Hillside Street. Built in 1796 with alterations from 1825 by Samuel Melcher and 1837 by Anthony Raymond, this structure successfully displays a combination of Colonial, Federal, Gothic, and Greek Revival features.
- **Ammi R. Mitchell House (c. 1800)**, 333 Main Street. This early Federal style house with a steeply pitched hip roof was the home of two community-minded doctors, Ammi R. Mitchell and Eleazer Burbank.
- **North Yarmouth Academy: Russell Hall (1841) and Academy Hall (1847)**, 129 Main Street. Two Greek Revival style educational buildings of brick with wood and granite trim, Russell Hall was originally designed as a dormitory while Academy Hall was designed for classroom use.
- **Captain S. C. Blanchard House (1855)**, 317 Main Street. Charles A. Alexander designed this elaborate and finely detailed Italianate residence for Yarmouth shipbuilder, Sylvanus Blanchard.
- **Captain Reuben Merrill House (1858)**, 233 West Main Street. Thomas J. Sparrow, the first native Portland architect, designed this Italian-style house for sea Captain Reuben Merrill.
- **Camp Hammond (1889-90)**, 275 Main Street. Constructed with a single exterior wall of heavy planks over timbers with no hidden spaces or hollow walls, this "mill-built" Shingle Style residence was designed to be "slow burning."
- **Grand Trunk Railroad Station (1906)**, 288 Main Street. With large brackets supporting an extended roof overhang, and its steeply pitched hip roof curved over one end, this Stick Style-Italianate railroad station is architecturally unique in Maine.
- **Central Parish Church (1859-1860)**, 97 Main Street. This Italianate style church, designed by Thomas Holt for an Orthodox Congregational parish, is now the First Universalist Church.

- **First Parish Congregational Church (1867-68)**, 116 Main Street. This imposing Italianate frame building, designed by Portland architect George M. Harding, was the third church built for Yarmouth's Congregationalists.
- **Cousins Island Chapel (1895)**, Cousins Island. This chapel was built as a branch church of the Baptist Church of Yarmouth.
- **Cushing and Hannah Prince House (1785)**, 189 Greely Road. This Federal style farmhouse remained the home of several generations of the Levi and Olive Prince Blanchard family from 1832-1912.

The Maine Historic Preservation Commission (MHPC) recommends that “The data collected in 1973 [by the Village Improvement Society] should be evaluated to determine whether the entire town was surveyed at that time or at any point thereafter. If not, this process ought to be completed. Additional historical information should then be collected on each potentially significant property in order to determine which of them may be eligible for nomination to the National Register.”

## HISTORIC MARKERS

Yarmouth has at least twelve marked historic sites on which research has been conducted. These sites may be historic archaeological sites or may simply mark viewpoints or other sites of historic interest.

The following list of marked historic sites in Yarmouth, Maine was compiled April 2, 1991.

- Walter Gendall's monument (Route 88)
- Old Ledge Cemetery (Route 88 and Gilman Road)
- Sites of trolley waiting rooms (foot of Main Street and near Hancock Lumber)
- War Memorial (Memorial Green)
- Fogg memorial flagpole (North Yarmouth Academy)
- Old Ledge School (West Main Street)
- Mile markers for King's Highway (Pleasant Street and Route 88)
- Elm tree named Herbie (East Main and Yankee Drive)<sup>45</sup>
- Memorial Hall - Old Baptist Meeting House (Hillside St.)
- Doorstep to first church (Gilman Road)
- Memorial to veterans of wars in 1776, 1812, 1863 (Old Ledge Cemetery)
- Pioneer Burying Ground (Pioneer Cemetery, Gilman Road)

According to the Yarmouth Historical Society, additional historic site markers have been installed since 1991 at the following locations:

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<sup>45</sup> Removed in 2009.

- Beth Condon Memorial Walkway, in memory of a student killed tragically while walking on the shoulder of Route One
- Yarmouth High School, in memory of students killed.

## HISTORIC ARCHAEOLOGICAL SITES

Historic archaeological sites are sites containing evidence of human habitation since 1600, which are documented and able to be researched and excavated.

The MHPC has identified 27 historic archaeological sites in Town and notes that “Yarmouth is known to have been initially settled by the English by the 1640’s, yet all of the early settlement sites ...noted above are known only from documents. They need to be identified in the field in order that measures can be taken to protect them. This would apply to any site dating from the 1600s.”

The historic archaeological sites identified by the MHPC include:

- Blanchard Site, American farmstead, 19<sup>th</sup> century (ca. 1850)
- Henry Sayward Mills Site, English saw and grist mills, 17<sup>th</sup> century (by 1674)
- John Cousins settlement, English farmstead, 17<sup>th</sup> century (by 1650)
- Second William Royall House Site, English farmstead, 17<sup>th</sup> century (by 1646)
- James Lane settlement, English farmstead, 17<sup>th</sup> century (ca. 1658)
- Arnold Allen settlement, English farmstead, 17<sup>th</sup> century (ca. 1643)
- Moshier Island House, American domestic, 19<sup>th</sup> century
- Moshier Island Cellar, unidentified domestic, unknown century (18<sup>th</sup> century?)
- Battery Point Battery, American earthworks, 18<sup>th</sup>, 19<sup>th</sup> century (1775, 1812)
- Lanes Island Cellar, American fishing industry, 19<sup>th</sup> century
- Lanes Island Cellar – northwest side, American domestic, 20<sup>th</sup> century
- House, American domestic, 20<sup>th</sup> century
- John Hall Site, American domestic and gunworks, 19<sup>th</sup> century (1811-12)
- Brown/Blake Farm, American farmstead, 18<sup>th</sup>, 19<sup>th</sup> century
- Ebenezer Corliss Pottery, American pottery, 19<sup>th</sup> century
- Jacob Mitchell Garrison, Anglo-American farmstead, 18<sup>th</sup>, 19<sup>th</sup> century
- Old Meeting House “Under Ledge,” American meetinghouse, 18<sup>th</sup>, 19<sup>th</sup> century
- Loring Block House, American blockhouse, 18<sup>th</sup> century
- Mason House, American domestic, 18<sup>th</sup>, 19<sup>th</sup> century
- Cutter Garrison, Anglo-American garrison house, 18<sup>th</sup> century
- F & J Carter, Afro-American domestic, 19<sup>th</sup>, 20<sup>th</sup> century
- Town House, American municipal building, 19<sup>th</sup>, 20<sup>th</sup> century
- Bates/Blanchard House, American domestic, 19<sup>th</sup>, 20<sup>th</sup> century
- Woods Family House, American domestic, 19<sup>th</sup> century
- J Seabury, Anglo-American domestic, 19<sup>th</sup> century
- Brooks Pottery, American pottery, 19<sup>th</sup> century

- “Winifred W,” American wreck, oil screw, 20<sup>th</sup> century

The Director of the Yarmouth Historical Society also identified the North Yarmouth Academy sites, where in recent years, the Academy conducted an archeological dig.

## PREHISTORIC ARCHAEOLOGICAL SITES

Prehistoric archaeological sites are those sites that contain evidence of prehistoric communities or use. The MHPC has identified 38 prehistoric archaeological sites in Yarmouth, most of them on the Casco Bay shoreline. One site is located on the banks of the Royal River. Information about these sites is sensitive and protected due to problems with looting if the sites are publicized. The MHPC notes that the Royal River banks need a reconnaissance survey and the sites on Casco Bay need intensive-level survey.

Known prehistoric archaeological sites are likely more the result of visibility in the shoreland zone than actual settlement patterns. More attention to areas that meet known criteria for site location would likely identify other sites. Using criteria which have been developed over a century of archaeological survey work in the state, the MHPC has identified archaeologically sensitive areas. These areas are based on the “current understanding of Native American settlement patterns (known site locations and professionally surveyed areas) within the portion of the state where the municipality is located. Most commonly, prehistoric archaeological sites are located within 50 m of canoe-navigable water, on relatively well-drained, level landforms. Some of the most ancient sites (>10,000 years old) are located on sandy soils within 200 m of small (not canoe-navigable) streams. Where professional archaeological survey is not complete, archaeological sensitivity maps are based on water shoreline, surficial geology, and landform.”<sup>46</sup> The MHPC recommends that the Town “establish a mechanism for review of all construction or other ground disturbing activity within prehistoric archaeologically sensitive and historic archaeologically sensitive areas, or including known archaeological sites. This mechanism might include contacting MHPC for an opinion, and/or review of the construction area by an MHPC-approved archaeologist.”<sup>47</sup> The MHPC also recommends that archaeological sites be protected under both state subdivision and shoreland zoning statutes (30-A MRSA 4401-4407 and 38 MRSA 435-449) indicating “Archaeological sites within or adjacent to the proposed subdivision which are either listed in or eligible to be listed in the National Register of Historic Places, or within or adjacent to an area designated as archaeologically sensitive or potentially containing such sites, as determined by the municipality or the Maine Historic Preservation Commission. An appropriate archaeological survey shall be conducted. If one or more National Register eligible or listed archaeological sites will suffer adverse impact, appropriate mitigation measures shall be proposed in the

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<sup>46</sup> Maine Historic Preservation Commission Data Package provided to Town.

<sup>47</sup> Ibid.

subdivision plan, and submitted for comment to the Maine Historic Preservation Commission at least 20 days prior to action being scheduled by the Planning Board.”<sup>48</sup>

## **MEASURES TO PROTECT HISTORIC AND ARCHAEOLOGICAL RESOURCES**

Shoreland Zoning regulations and, more particularly, Resource Protection District restrictions, offer some protection to prehistoric archaeological resources and historic archaeological resources located in these areas; but these protections are largely inadequate.

According to the MHPC, all possible 17th century and 18th century sites in Yarmouth are important and warrant protection. Preservation of 19th century buildings in and around the Village Center would preserve the historic character of the Town.

The strongest source of protection for Yarmouth's historic buildings has been the pride of individual owners in the historic significance of their properties. The plaques affixed to over 130 historic buildings by the Village Improvement Society at the request of individual owners attest to that pride. Nevertheless, structural changes on Main Street have made it apparent that stronger measures may be needed.

Local measures currently in place to protect Yarmouth's historic structures are weak and uneven. Local efforts have concentrated on historic buildings that lie within the boundaries of the Village zoning district. A 1988 amendment of the Village District provisions restricts the amount of floor space in existing residences that may be converted to office or retail space. No mechanism currently exists to prevent the demolition of historic structures; nor to protect any historic structure, whether inside or outside the District, from significant alterations.

While 12 Yarmouth buildings are listed on the National Register, there is widespread recognition that many more are deserving of that honor. State and national provisions to protect historic structures apply only to those buildings deemed eligible for listing on the National Register. Whenever a project, subject to state permitting by Maine Department of Environmental Protection (DEP), involves a historic structure, a review process, resulting in the issuance of non-binding comment by the MHPC, is triggered. A similar review is activated when a federally funded or licensed project involves a historic structure eligible for listing on the National Register.

Official protection from alteration is in place only for those structures listed on the National Register which are owned by public or non-profit groups that have received a preservation grant from the MHPC. In these cases the MHPC must approve, in advance, all plans and specifications for alterations to be made with grant money. The MHPC is also given a limited easement on such buildings to assure that any alterations made

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<sup>48</sup> Ibid.

within a specified period of time are in compliance with appropriate preservation standards.

Beyond official designation, Yarmouth has two organizations dedicated to protecting the historic character of the town. Organized in 1911, the Yarmouth Village Improvement Society has over 150 members committed "to protect and improve the natural advantages and the pleasing symmetry of Yarmouth, to excite and foster an interest and love of said town and to promote the prosperity....the happiness and well-being of the inhabitants therein and to enter into and engage in any work that will aim to accomplish this end." Its signature project is the marker program. In 1973, the Village Improvement Society completed a survey of all houses in Yarmouth built before 1900. The end result was an illustrated card catalog maintained for reference purposes in the Yarmouth Historical Society Museum as well as historic markers for many buildings that qualified.

Established in 1960, the Yarmouth Historical Society is a non-profit, membership-based organization with a mission "to collect, preserve, and educate the public about the history of the Town of Yarmouth and the area of Old North Yarmouth." The Society maintains a museum and research library at its headquarters at 215 Main Street. The primary focus of the collection is Yarmouth, including all aspects of the Town's social, cultural, economic, political, religious, educational, and architectural history. In addition to its physical collection, the Society presents educational programs about the Town's history.

## **MAJOR THREATS TO HISTORIC AND ARCHAEOLOGICAL RESOURCES**

The major threats to the Town's historic and archaeological resources are lack of knowledge about the location and nature of sites resulting in inappropriate development, renovation, expansion, and soil disturbing activities in sensitive areas.

Currently, the Town and state lack regulations to protect Yarmouth's architectural resources in the face of changing land use patterns. Often, modification of a village residence when it is converted to a business or office, affects the architectural design of the building. Adjustment of streets and parking also can have a negative impact. The lack of standards protecting historic areas in Town poses a threat to those resources. Surveys must be completed and standards developed to support design review of historic buildings and districts.

The Town can address most prehistoric archaeological information needs. Most sensitive archaeological resources are located along salt and freshwater shorelines. Some are threatened by tidal action, sea level rise, and/or stream flow. Others are more protected from natural forces, but all are sensitive to excavation or other soil disturbance, which may endanger or destroy their value. The Town can protect these resources by requiring a site investigation when development, expansion, excavation,

and/or soil disturbance is proposed on sites within sensitive archaeological areas. If resources are found, the Town can protect them by requiring changes ranging from delays in excavation to modification of site design.

## **ISSUES AND IMPLICATIONS**

1. With growth and change, is there a need for additional measures to protect historic and archeological resources?
2. Should the Town update the 1973 architectural survey and expand it to include the entire town, including Cousins and Littlejohn islands?
3. Should the Town establish regulations for infill development to ensure that new buildings are compatible with the streetscape, and character, style, and massing of adjacent properties?
4. Should the Town adopt a renovation building code for existing buildings that support preservation of historic architecture?
5. Should the Town establish incentives for renovation of privately owned properties to protect the historic significance of the buildings?
6. Should the Town actively encourage renovation of historic structures for affordable housing to take advantage of the state's recently adopted historic tax credit?
7. Should the Town further inventory and assess its archaeological resources to help establish priorities and establish a basis for preservation?

## LAND USE

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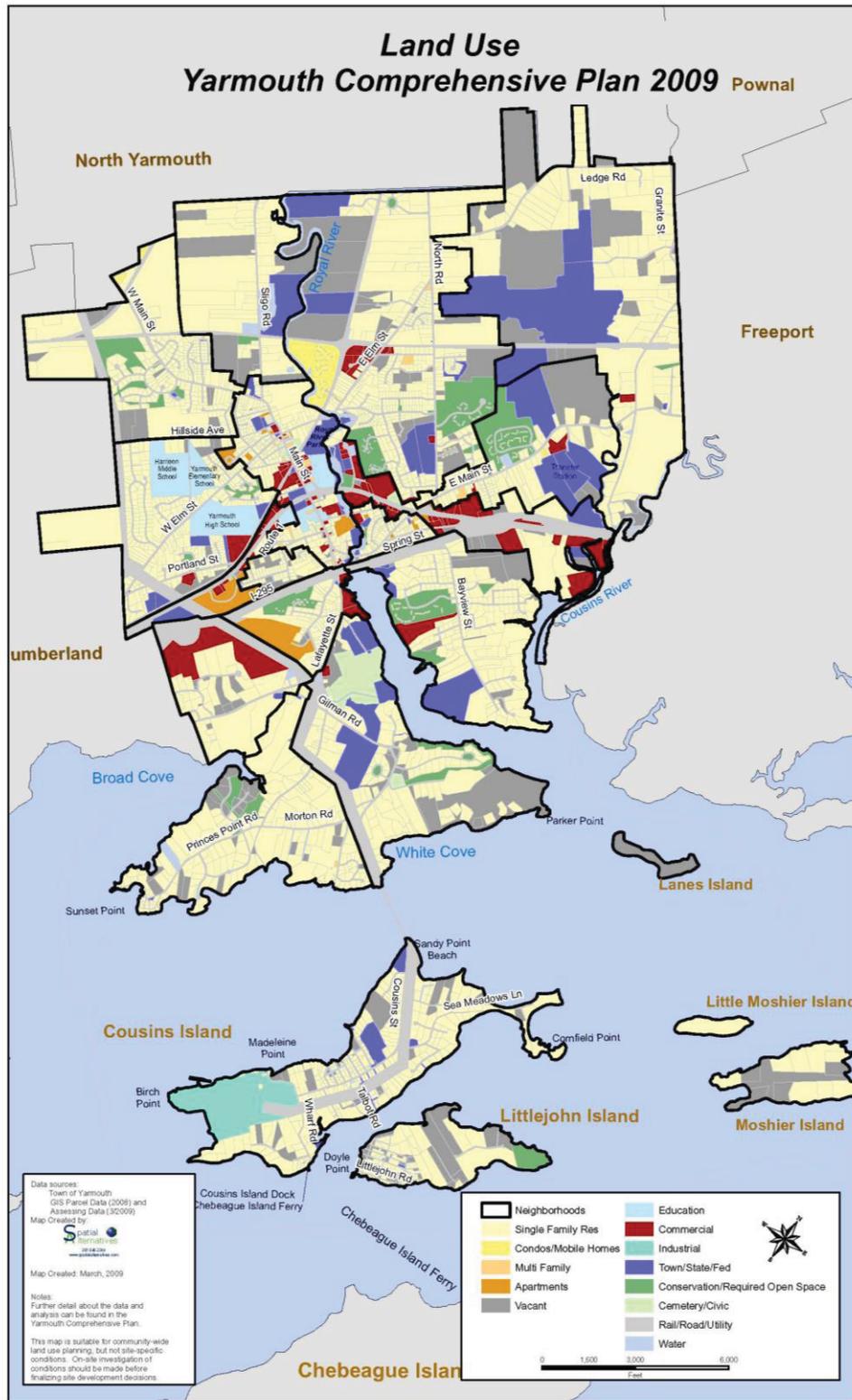
### SUMMARY

- Yarmouth had 2,962 single family homes in 2000. Between 2000 and 2005, nearly all new homes were single family located outside the village, 40% without access to public sewer.
- There were 908 multifamily units in 2000, all served by public sewer. Accessory apartments and 2, 3, and 4-family houses are concentrated in the Village Center.
- The Village Center is a diverse combination of residential, commercial, office, institutional, religious, educational, and municipal uses. Single family homes there continue to be subdivided into apartments, commercial units, and professional services.
- Between 1999 and 2005, a little more than half (52%) of new residential development was in growth areas designated in the 1993 Comprehensive Plan.
- Building sites in growth areas are in increasingly short supply with a growing share of residential development in rural areas north and west of the Medium Density Residential District, south of I-295 in the Low Density Residential District, and on the islands.
- Developable land in designated rural areas is limited by Town open space acquisitions.
- The number of seasonal homes has increased while seasonal conversions have declined, often replacing small cottages with larger, more expensive shorefront homes.
- Much commercial growth has located on Route One in recent years. The greatest development potential is north of East Main Street and south of Route One near the Cousins River. Redevelopment is the primary trend in the Village Center and harbor.
- Industrial uses haven't increased substantially since 1991 and available industrial land has declined somewhat.
- Yarmouth has two truck farms and five parcels enrolled in either tree growth, farmland, or open space current use tax programs.
- Most large undeveloped parcels are in rural residential areas northwest of North Road, Ledge Road, and Granite Street, much of it characterized by clay soils and wetlands.

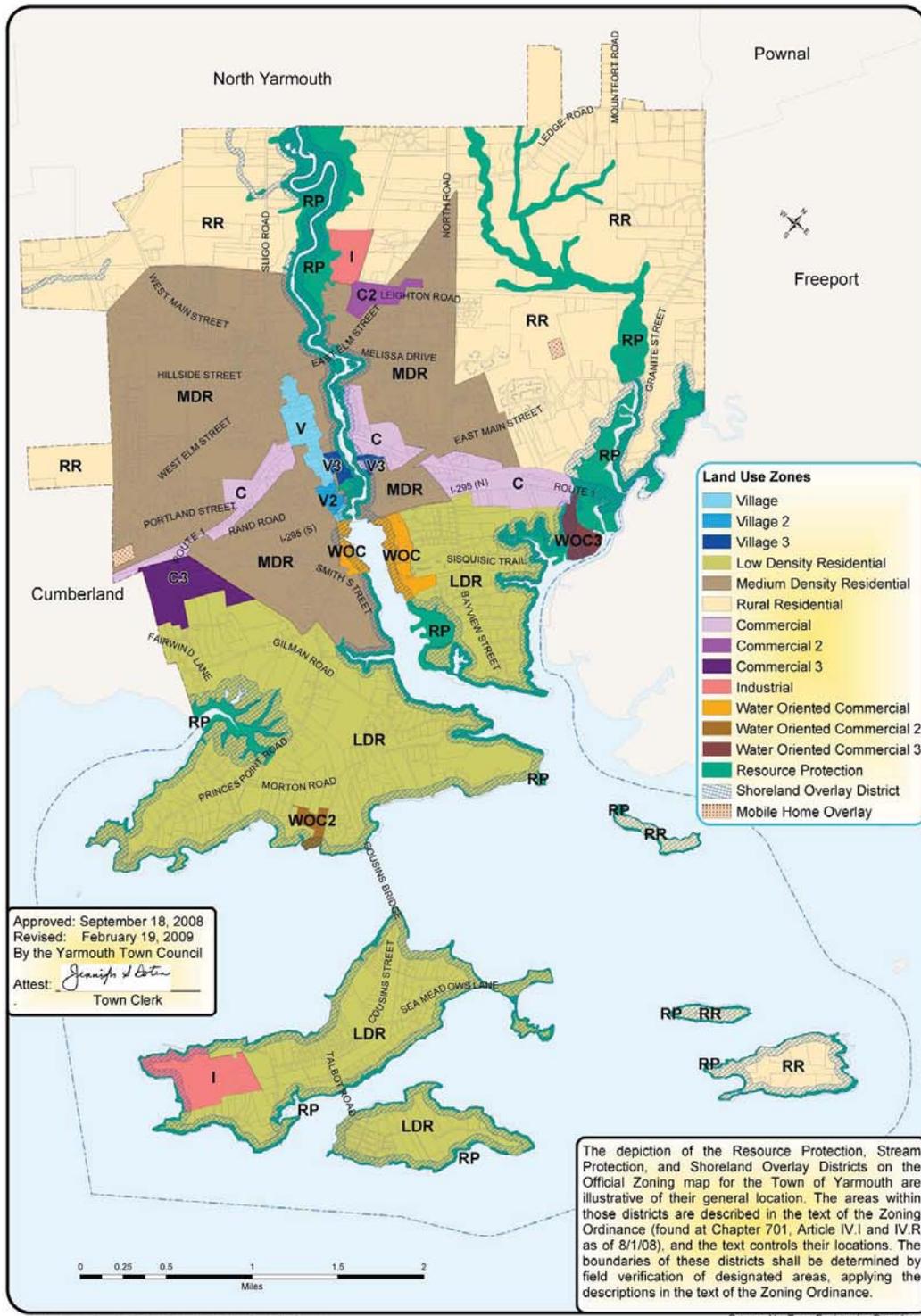
### INTRODUCTION

Yarmouth Village, the historic center of the town, is one of several commercial areas in the community. Since at least 1980, Yarmouth has had the goal of preserving its "village character" as a commonly shared objective of its citizenry. Observing a trend of intensified use that included increased traffic, reduced parking, commercial expansion into residential areas, loss of green space and architecturally significant buildings, the Town amended its 1980 Comprehensive Plan in 1988 to include a Village District Plan. Between 1980 and 1990, Main Street continued to see the conversion of homes to businesses, construction of a retail plaza, renovation of Carriage House Square, and installation of three traffic lights. A Village Residential District was established adjacent to the Village, including existing residential

neighborhoods built before the 1900s, which don't meet current zoning. Cottage industries are encouraged in the Village



# Town of Yarmouth Official Zoning Map



## Residential

Most (93%) of Yarmouth's 8,007 acres (12.5 square miles) is zoned for residential use. Based on the 2000 US Census, there are 2,962 single family residences and about 908 multifamily residences, including duplexes and apartments.

While Yarmouth has more housing diversity than some surrounding communities, its predominant residential use is single family. Single family development occurs at higher densities and on smaller lots closer to and within the Village Center.

Since the 1970s, most new housing has been built outside of the compact Village Center, reaching deeper into formerly rural areas on larger lots without access to public sewer. The most dispersed patterns of development are in the northwest areas of Town, north of the Maine Central Railroad line, where a number of single family units are on lots of 20 to 30 or more acres. A review of residential building permits from 2000 to 2005 reveals that nearly all new residential development was single family located outside the Village Center, 40% without access to public sewer in the Rural Residential or Low Density Residential districts.

Multifamily housing is located in areas served by public sewer. Most larger multifamily developments are located near the Village Center or along major arterials, including the Yarmouth Pointe (formerly Junipers), Yarmouth Woods, Brookside, and Riverbend. A number of moderately sized developments are scattered throughout Town, including Baywood Apartments, Yarmouth Knoll, and Blueberry Cove.

Accessory apartments and 2, 3, and 4-family houses are concentrated in the Village Center and areas adjacent to Main Street. Approximately 190 apartments, accessory apartments, or duplex units are located in the Village Center.

In the early 1990s, a number of the large old homes in the Village were converted to multifamily apartments. A walk down Main Street today suggests that some apartments and single family homes continue to be converted to retail or professional services. Regardless, the Village Center today remains a diverse mix of residential, retail, office, municipal, and institutional uses. In 1993 there were approximately 60 single family and 30 apartment units along Main Street and in 2006 there were approximately 20 single family and 104 apartment units.

There are 193 residential units located in commercial areas, including Yarmouth Pointe (166 units).

Yarmouth has one mobile home park on Willow Street and a handful of mobile homes on individual lots. The Town has designated two sites as a Mobile Home Park Overlay District in compliance with state law allowing mobile homes on small lots (6,500 square foot lots with sewer and 20,000 square foot lots with on-site septic). These sites, 5 acres each, are located in the Medium Residential District approximately 450 feet south of the intersection of Portland and

West Elm streets and in the Rural Residential District west of East Main Street north of Yarmouth Bluffs and east of the Maine Central Railroad.

In 1991 the Town's 65 seasonal dwelling units were located primarily on Cousins Island, Littlejohn Island, Whites Cove, and Sunset Point. From 1985 to 1990, 37 homes were converted from seasonal to year round use, according to the Building Inspector. The Building Inspector confirmed that seasonal conversions have declined in subsequent years due to marginal soils in shoreland areas that cannot support year round septic systems, even with newer, more efficient technologies recently accepted for use under the State Plumbing Code. In 1990, there were 104 seasonal units in Yarmouth. By 2000, there were 139, a net increase of 35 units or 33%.

As with many Maine coastal communities, in recent years, Yarmouth has seen many older, coastal homes, usually smaller cottages, replaced with new, much larger homes, often called "teardowns" or "McMansions". A typical development of this nature involves tearing down a \$100,000 to \$200,000 home and replacing it with one that costs several hundred thousand to more than a million dollars. The Town recently began to identify coastal home redevelopment as a subset of building permits issued.

Residential development is the biggest potential threat to preserving farm and forest land in Yarmouth. Soils that are valuable for farming and forestry also tend to be the most suitable for residential development. One tool the Town uses to manage development is clustering, which provides an option of preserving sections of active farmland or forest land on a property while allowing residential development on other sections<sup>49</sup>.

## COMMERCIAL

Village and Commercial districts make up approximately 7% of Town land. Commercial development has historically occurred in four areas – Main Street, the Route One Corridor, the harbor, and along Elm Street. Each area has developed distinctly different characteristics.

**Main Street.** Despite increased development in Route One, the Village Center is the heart of the Town. The Village Center is a mix of residential, small scale retail and office, commercial, public, and institutional uses. The Library and Town Hall, Rowe Elementary School, North Yarmouth Academy (which recently expanded), and many quasi-public uses are located in the Village Center.

There are a total of 98 commercial activities located along Main Street and adjacent streets. The majority of the uses are either retail/service activities, or professional offices.

**Route One.** Much of the Town's commercial growth in recent years has taken place in the Route One corridor. Since 1980, Shoppers Village Plaza expanded and the Yarmouth Market

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<sup>49</sup> See discussion of residential development in the 1980s in the Housing Inventory.

Place, a new service station/car wash complex, Cole-Haan, Delorme, the Forest Falls subdivision, Ace Hardware, Citgo, and VIP were built. Today, some businesses on Route One previously occupied space on Main Street, including the Post Office. A supermarket, drug stores, restaurants, and hardware stores have located along Route One, where larger buildings with larger parking areas were constructed.

The Route One corridor includes approximately 180 acres.

<b>Yarmouth Route One Corridor Land Use</b>		
<b>Type of Land Use</b>	<b>1990 (acres)</b>	<b>2008 (acres)</b>
Commercial/Office/Industrial	64.4	104
Residential	20.4	50
Civic	8.7	9
Vacant	82.9	25
<b>Total</b>	<b>176.4</b>	<b>178</b>
<i>Source: Commercial District Plan of 1988, updated by Land Use Committee and Building Inspector, 1990. Town of Yarmouth GIS, 2009.</i>		

Most vacant parcels on Route One are located north of East Main Street and south of Route One near the Cousins River.

**The Harbor.** Approximately 1% of Yarmouth’s land is zoned for waterfront uses. Water-oriented activities occur along both sides of the harbor in the Royal River, providing a total of three marinas, one public landing, a public commercial dock, and a major mixed use development at "Lower Falls Landing", a former sardine cannery.

All three marinas provide boat service and repair, as well as launching and storage services. The two marinas on the Route 88 side of the harbor also offer boat sales. Retail, office, restaurant, and marine-related uses are included in the Lower Falls Landing complex.

**Elm Street.** The primary land uses in the Elm Street commercial area are light manufacturing, general construction, warehousing and distribution, and auto-related services. Access to this area is restricted by the capacity of Elm Street, North Road, and Leighton Road. The Elm Street commercial district is surrounded by single family residential development as well as some vacant land zoned for industrial use.

<b>Yarmouth Elm Street Land Use</b>		
<b>Type of Land Use</b>	<b>1990 (acres)</b>	<b>2008 (acres)</b>
Light manufacturing	14.0	19.3
Other	5.4	9.2
Vacant	5.2	2.7
<b>Total</b>	<b>24.6</b>	
<i>Source: Land Use Subcommittee and the Building Inspector, 1990. Town of Yarmouth, GIS 2009.</i>		

**Other Commercial Areas.** Several commercial activities are located outside the major commercial districts, including two farm markets, several contracting and auto-related commercial, and grandfathered uses in otherwise residential areas.

## INDUSTRIAL

NextEra Energy Maine LLC's (NextEra)<sup>50</sup> oil-to-electricity plant on Cousins Island is the major industrial use in Yarmouth. Central Maine Power (CMP) continues to own land connected to NextEra's site for transmission of electricity generated there. For this purpose, CMP continues to own a total of 23 acres on Cousins Island that connects to NextEra's 94 acres, which are zoned industrial. The Town purchased CMP's former pole yard on Sligo Road, which is no longer used for industrial purposes. The pole yard was a portion of 35 acres of industrial land, the remainder of which is vacant.

Across the Royal River from this parcel are another 56 acres of vacant industrial land between the River and the Saint Lawrence & Atlantic Railroad. Since 1993, one third to one half is zoned Resource Protection because it is in a floodplain. A 23 acre parcel, the Barker lot, is now owned by the Town and preserved as open space. This leaves approximately 17 acres of available land zoned Industrial with road access restricted to East Elm Street, though rail access may be possible since the land abuts both rail lines in Yarmouth.

Several light manufacturing uses are located in other parts of Town, including Heritage Lantern's manufacturing operation just off Main Street and Quality Containers at Portland Street and Route One. Formerly Yale Cordage rope manufacturing plant was located at the Sparhawk Mill on Bridge Street. The Mill now houses a mixed use, multi-tenant, commercial development of professional offices, artists, and craftspeople. The owner of the mill continues to operate a hydro-electric generation station.

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<sup>50</sup> Formerly Florida Power & Light Company.

## AGRICULTURE AND FORESTRY

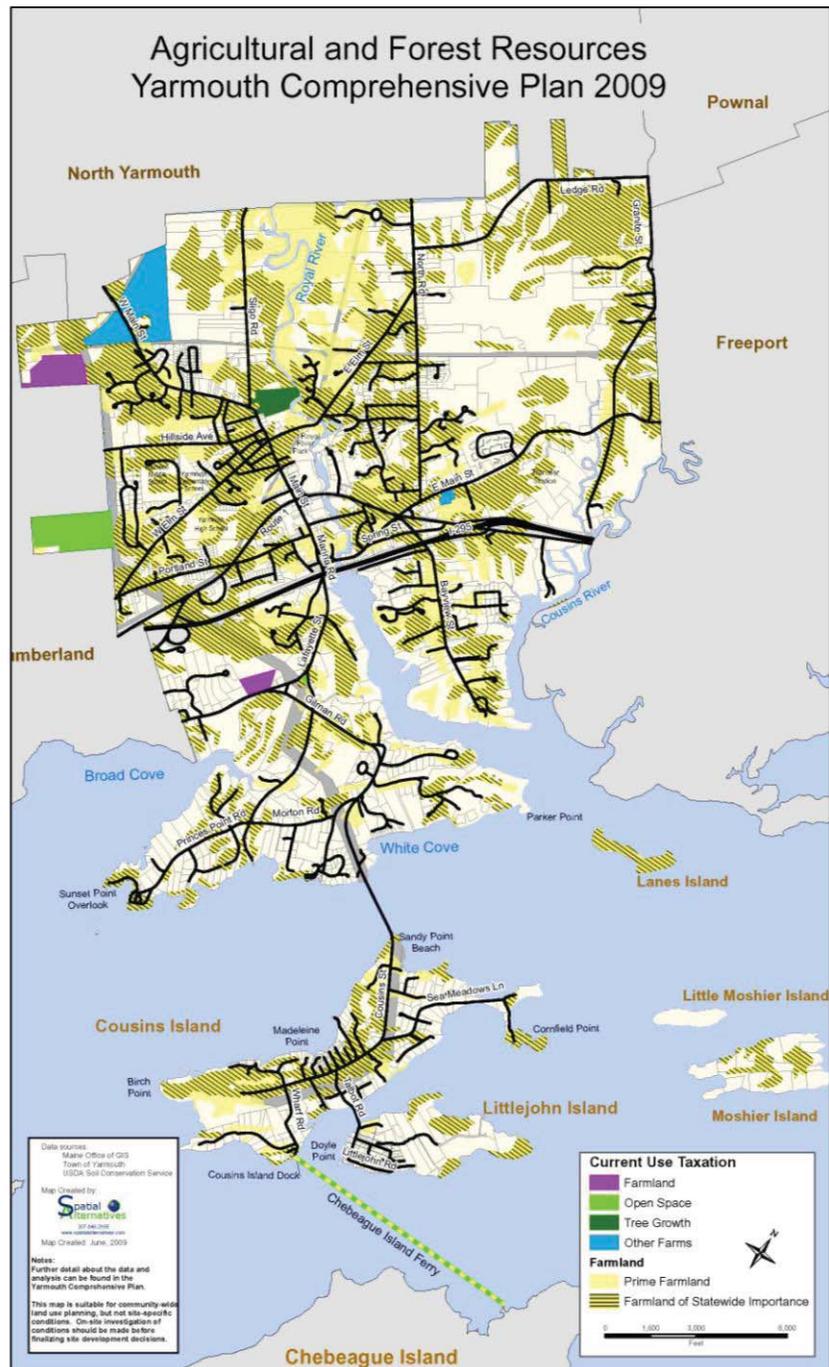
Yarmouth has two "truck farms," both of which own and lease land and had on-site farm markets in 1993. Beckwith Farm, located on West Main Street near the Yarmouth/North Yarmouth line, owns 35 acres of farm land, and closed its on-site farm market about five years ago. Estabrook Farm, on East Main Street owns four acres of greenhouses, demonstration gardens and retail space.

Five parcels are currently in the State's Tree Growth or Farm and Open Space Tax Programs. Of the five parcels, two are located on the western edge of Yarmouth where they extend into Cumberland. Two others are at Princes Point Road and Route 88, and on the Bayview peninsula south of and adjacent to the Bayview Estuarine Preserve. The fifth is north of the intersection of Main Street and Sligo Road.

Yarmouth no longer has any active gravel pit operations. In 1993 there were two active pits: Latty's Pit and a smaller operation off Sligo Road near its intersection with Route 115.

## LARGE UNDEVELOPED TRACTS OF LAND

There are approximately 1,840 acres of land on 308 undeveloped parcels in Yarmouth (see Land Use Map). In addition many



large lots with one residential use could be subdivided.

The majority of large undeveloped parcels are in the rural residential areas, especially in the northwest area of the community off North Road, Ledge Road, and Granite Street. Much of this land is characterized by clay soils and wetlands; Maine Central and Saint Lawrence & Atlantic rail lines run through some of the parcels in this area. Most have road access.

Other large undeveloped areas include a 62-acre parcel on Hillside Street and vacant parcels on the Bayview Peninsula, along East Main Street, Granite Street, Gilman Road, as well as parcels along Route 88 and Princes Point Road that have shore frontage on Broad Cove. Littlejohn and Cousins islands each have large undeveloped parcels. Some have been subdivided, but are not yet built upon.

## TOWN BUILDINGS AND OPEN SPACE

The Town owns or manages a number of buildings<sup>51</sup> and open spaces<sup>52</sup>.

<b>Town Buildings</b>			
<b>Name</b>	<b>Location</b>	<b>Use</b>	<b>Comments</b>
Community Services Building	200 Main Street	occupied	modular behind Town Hall
Fire Dept Office Building	178 North Road	occupied	
North Road Fire Station	178 North Road	occupied	
Public Works Garage	56 North Road	occupied	
Recycling Center	659 East Main Street	occupied	
Town Hall	200 Main Street	occupied	
Merrill Library	215 Main Street	occupied	
Wastewater Treatment Plant	82 Princes Point Road	occupied	
American Legion Hall (log cabin)	196 Main Street	meetings	Managed by Town
Community House	179 East Main Street	meetings	
Hillside Church	25 Hillside Street	meetings/events	Managed by VIS
Cousins Island Community House	422 Cousins Street	seasonal/events	Managed by CI/LJI Assoc.
Harbormaster Shed	Town Landing	seasonal	
Wastewater Pump Stations (29+/-)	Various	storage	3 equipment/ 2 generator buildings
Center Sreet Fire Station	20 Center Street	storage	
Cousins Island Fire Station	Cousins Street	storage	
Storage Building Parks	Royal River Park	storage	
Storage Building Parks/Recreation	161 McCartney Street	storage	
Storage Building Recreation	Turf Field	storage	
Storage/Garage Cemetery	Riverside Cemetery	storage	
Blake Pond Warming Hut	196 Main Street (near)	storage	

*Source: Yarmouth Town Engineer, 2009.*

<sup>51</sup> For a more complete description, see the Public Facilities and Service Inventory.

<sup>52</sup> For a more complete description, see the Conservation, Parks, and Recreation Inventory. See also, Land Use Map.

## GENERAL DEVELOPMENT TRENDS

The state's Planning and Land Use Regulation Act (aka the Growth Management Act) requires towns to prepare future land use plans that encourage the majority of projected growth to locate in designated growth areas. Because 52% of Yarmouth's growth since its last comprehensive plan took place in areas designated for growth, Yarmouth has demonstrated a greater degree of success than many communities. Indeed, most communities in southern Maine have experienced a majority of projected growth in designated rural areas.

This comparative success was not achieved with the transfer of development rights system envisioned by the 1993 Comprehensive Plan, but by an unusual combination of factors. One of Yarmouth's important advantages is the nearly universal availability of public water and sewer in designated growth areas to support higher densities. Though portions of rural areas have utilities, they are not zoned to accommodate densities as high as those allowed in and around the village. Other possible attractions to designated growth areas include:

- a diverse and thriving village and downtown,
- a concentration of important public facilities nearby,
- the village's historic character and its location at the head of the Town's principal harbor and along the Royal River,
- a sidewalk system and attractive community within walking distance of services and scenic views,
- the comparatively even and plentiful distribution of public open space within and around the village, and
- the location of public and private schools within and adjacent to the village and their comparatively central location within designated growth areas.

The continuing influence of these factors will diminish as the number of available sites declines. From 2000 to 2015 the projected increase in population is 780 people or about 9.3%. For the same period, the number of housing units is projected to increase by 497 units, or 13.4%. A decreasing supply of sites in designated growth areas will likely increase pressure on lower density zones with more marginal land, greater habitat value, and less convenient access, if any, to public water and/or sewer.

Increasingly, vacant land in Yarmouth contains development constraints like wetlands, steep slopes, poor soils, and other natural features. In recent years, the Town acquired substantial areas preserved as open space, particularly in the Rural Residential and Low Density Residential districts, increasing development pressure on remaining developable land in outlying areas.

To reduce pressure on undeveloped land in designated rural areas, the Town may want to allow development at higher densities than currently allowed in designated growth areas, where public water and sewer are available. Regulations should be reviewed to identify how

and where adaptive reuse of existing structures can support higher densities and mixed uses and how to provide greater flexibility in parking requirements.

Another area where growth is likely to occur is on the islands. Littlejohn Island has numerous vacant, small lots of record. Substandard roads, lack of public sewer and water service, and close proximity to the shore make dense development of this island problematic.

Under current zoning, open space is likely to remain only in areas where existing natural conditions make development costs prohibitive or where the Town has acquired significant land or easements. Large family-owned tracts of land that have remained undeveloped for decades are diminishing in number and cannot be expected to remain vacant forever unless protected in some fashion.

Village revitalization efforts in the early 1980's led to refocused activities on Main Street and an increase in the number of small-scale businesses in formerly residential structures. Conversions to commercial use sometimes resulted in exterior changes to architecturally significant structures, as well as increased need for parking. In an effort to retain a balanced mix of residential and commercial activities on Main Street, recent zoning changes limited new construction to residential structures and required the retention of at least one residential unit when an existing residential structure is converted to a commercial use. Expansion of existing structures is severely limited by off-street parking requirements.

In 2008, the Town created the Village 3 district on Bridge Street toward Willow Street, providing a mixed use area to blend or transition between the Route One commercial corridor and the village.

At the same time, population growth in Yarmouth and surrounding communities has increased the flow of traffic on Main Street, making it more likely that the demand for commercial, rather than residential, uses will increase.

Commercial uses expanded along the Route One corridor over the last ten years, filling in vacant parcels and adding or expanding square footage – including a 23,000 square foot expansion of the Shop 'n Save Plaza in 1986, development of the Forest Falls subdivision, construction of a State Tourist Information Center and a service station complex near the junction of Route 88 and Route One, improved highway access to I-295, and development in South Freeport. Construction of the Delorme Mapping Company headquarters in this area in the 1990s substantially intensified activity at the northern end of Route One.

At the southern end of Route One, redevelopment of the Yarmouth Marketplace, coupled with under-utilized parcels, makes growth and redevelopment likely. Constraints to development include poor access and shallow depth of some parcels.

Because access to the Industrial District is constrained by the Royal River to the west and existing residential development to the south, residential neighborhoods surrounding the Elm

Street area may be increasingly impacted by traffic as the Industrial, Medium Density Residential, and Rural Residential district neighborhoods continue to grow.

In the harbor, demand by recreational boaters for moorings, slips, and boat storage is likely to continue to increase. Commercial fishing does not appear to be increasing. The future economic growth potential of this area will depend increasingly on when a maintenance dredge can be performed on the Royal River Channel and Anchorage, as silt from sources in and outside Yarmouth continues to be deposited and further limits navigation.

In March 2009, the Town designated a new Water Oriented Commercial 3 District between the Cousins River and Route One near Even Keel Road in recognition of the role existing boat building and marine services play in the community. The zoning amendment made existing water dependent uses conforming, allow them to make modifications to allow their continued operation, and to create the opportunity for other potential uses.

## **ISSUES AND IMPLICATIONS**

1. What standards and investments are appropriate and/or necessary to ensure that higher densities create a high quality of life that reflects the Town's vision?
2. Are development standards, including roundabouts adequate to guide future development in ways that reflect the town's vision for the Route One area? Are existing design guidelines adequate to create the desired character of development or should they be replaced with standards that have more teeth?
3. Are current height restrictions appropriate?
4. Should municipally served areas (sewer/water) be expanded?

# FISCAL CAPACITY INVENTORY

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## SUMMARY

- Yarmouth's tax base is nearly  $\frac{3}{4}$  residential, with just over  $\frac{1}{4}$  commercial/industrial.
- Between 1998 and 2008, revenue grew 55%, taxes increased nearly 60%, intergovernmental revenues increased more than 40%, and other revenues increased more than 80%.
- NextEra Energy Maine LLC (NextEra) is the Town's largest property taxpayer, though its share of revenue has declined from 52% in 1993 to 14% in 2008.
- Trust funds are used to care for and beautify cemeteries and the library, assist needy residents, employ children, grant educational scholarships, award academic achievement, and fund the High School senior class.
- Expenditures increased gradually between 1998 and 2008.
- In 2008 the Town's capital reserve totaled \$2.6 million for equipment, property and facility maintenance, park development, public works future projects, dredging, tax revaluation, economic development, septic system subsidy, historic building preservation, housing support, road improvements, and various school expenses.
- Off-setting the reserve accounts, the Town has outstanding bonds and notes, covering some capital and long term investments, of \$27.6 million.
- In 2005, Yarmouth was in compliance with the state's LD 1 budget limit, though school funding was over the Essential Programs and Services, and is within statutory debt limits.

## INTRODUCTION

The Comprehensive Plan provides a blueprint for the Town's future activities and improvements. The purpose of this section is to evaluate the financial capacity of the Town to make long term capital expenditures.

## TAX BASE

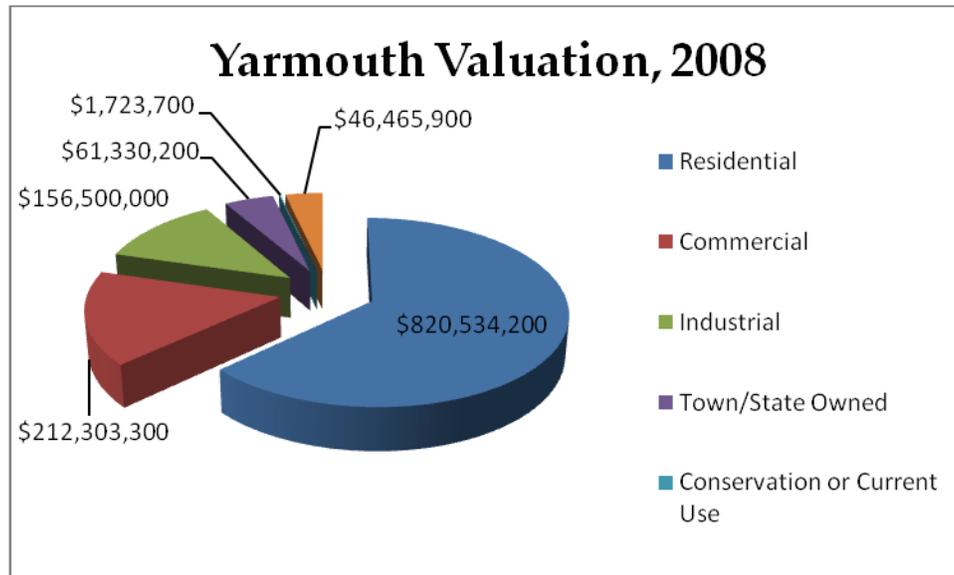
As of April 1, 2008, Yarmouth's total valuation was more than \$1.4 billion.

Town of Yarmouth Total Valuation as of April 1, 2008	
Taxable Valuation Real Estate	\$1,235,803,400
Taxable Valuation Personal Property	\$55,007,600
Total Taxable Valuation	\$1,290,811,000
Total Exempt Properties	\$87,134,200
Total Partial Exemptions	\$37,927,400
Yarmouth Total Valuation	\$1,415,872,600

Source: Yarmouth Town Assessor, 2009

Yarmouth Valuation, 2008	
	Amount
Residential	\$820,534,200
Commercial	\$212,303,300
Industrial	\$156,500,000
Town/State Owned	\$61,330,200
Conservation or Current Use	\$1,723,700
Undeveloped	\$46,465,900

Source: Yarmouth Town Assessor, 2009



Source: Yarmouth Town Assessor, 2009

Its tax base is nearly  $\frac{3}{4}$  residential. Just over a quarter is commercial or industrial.

Yarmouth Valuations, 1998 - 2008				
Year	Town Valuation	Mil Rate	State Valuation	Assessment Ratio
1998*	\$995,373,900	0.01538	\$781,950,000	100%
1999	\$981,072,400	0.01620	\$789,550,000	96%
2000	\$977,340,700	0.01670	\$830,200,000	92%
2001	\$973,125,300	0.01800	\$820,000,000	87%
2002	\$956,058,200	0.02000	\$950,200,000	81%
2003	\$923,526,400	0.02370	\$1,043,100,000	100%
2004	\$1,316,791,300	0.01720	\$1,141,000,000	100%
2005	\$1,303,908,000	0.01744	\$1,258,500,000	96%
2006	\$1,288,320,900	0.01762	\$1,379,950,000	88%

Yarmouth's valuation increased from \$ .995 billion in

2007	\$1,288,328,700	0.01812	\$1,495,650,000	80%
2008	\$1,293,349,700	0.01867	\$1,623,400,000	73%
* revaluation				
<i>Source: Yarmouth Annual Town Reports, 1998-2008. Maine Revenue Service, 2009; Maine Revenue Service.</i>				

1998 to \$1.29 billion in 2008, an increase of 30%. State reported valuation of Yarmouth increased from \$7.8 billion to \$16.2 billion or by 107% over the same period. The Town's mil rate grew 21.4% from \$15.38 per \$1,000 in 1998 to \$18.67 per \$1,000 in 2008.

Yarmouth assesses taxes on property, based on market value, or what it would sell for on the open market. Each year, the Town establishes a budget to pay for public services and capital expenditures and assesses a mil rate, or the dollar per \$1,000 of assessed value, charged to property owners to generate revenue to cover the budget. Over time, the market value of properties change, but assessment for tax purposes stays fixed. As a result, townwide assessments have to be updated periodically with a revaluation to adjust the value of all properties to their market value. This does not resulting in higher taxes, unless the value of the property has risen in value faster than other parts of Town. Yarmouth conducted revaluations in 1998 and 2004. The state requires towns to equitably assess taxes among land owners and recommends a revaluation when assessed value for property compared to actual market value when sold falls below 70%.

## REVENUES

Yarmouth's revenues include:

- taxes (property tax and excise tax penalties and interest on delinquent taxes);
- intergovernmental revenue (education, federal and state revenue sharing, and grants);
- other (charges for public services, investments and interest, penalties and interest on delinquent taxes, donations, and other miscellaneous revenues).

Revenue grew 55.1% between 1998 and 2008 (\$34.1 million). Property tax is the primary source of revenue for Yarmouth, making up more than 75% of total revenue. Intergovernmental revenue comprised 17% of total revenues, with other revenue making up the remaining 8%. Between 1998 and 2008, taxes increased nearly 60%, intergovernmental revenues increased by more than 40%, and other revenues increased more than 80%.

NextEra is the largest property taxpayer in Yarmouth. In 2008, then Florida Power and Light (FPL), was assessed \$183,667,900 for its 117-acre Wyman Station plant on Cousins Island. Property taxes paid by FPL represented nearly half of the total tax base . This share of revenue has declined, from 52% in 1993 to 26% in 2003 to 15% in 2005 to 14% in 2008. To offset declining revenue, other taxpayers have had to take on an increasingly larger proportion of property taxes.

<b>Yarmouth's Top Ten Taxpayers, 2008</b>
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Taxpayer	Nature of Business	Real Estate Assessment	Personal Property Assessment	Total Assessment	% Total Assessment	% Residential or Commercial Base
FPL Energy	Utility	\$157,509,800	\$26,158,100	\$183,667,900	14.23%	49.80%
Cole Haan	Office Complex	\$13,254,800	\$9,579,600	\$22,834,400	1.77%	6.19%
Central Maine Power	Utility	\$14,470,200	\$54,100	\$14,524,300	1.13%	3.94%
Taymil Junipers <sup>53</sup> LLC	Apartment Complex	\$12,185,400	\$0	\$12,185,400	0.94%	3.30%
Global Village Limited Liability	Office/Retail	\$8,692,200	\$3,210,500	\$11,902,700	0.92%	3.23%
Wallace W Gardner et al	Residential Development	\$9,265,200	\$0	\$9,265,200	0.72%	1.00%
Taymil Yarmouth Woods LLC	Apartment Complex	\$8,181,900	\$124,100	\$8,306,000	0.64%	2.25%
Hannaford Bros Co	Retail Plaza	\$4,778,900	\$1,211,200	\$5,990,100	0.46%	1.62%
Benchmark GPT Yarmouth LLC	Assisted Living	\$5,274,300	\$276,700	\$5,551,000	0.43%	0.60%
Nest-Eggs LLC	Apartment/Office	\$4,651,000	\$900	\$4,651,900	0.36%	0.50%

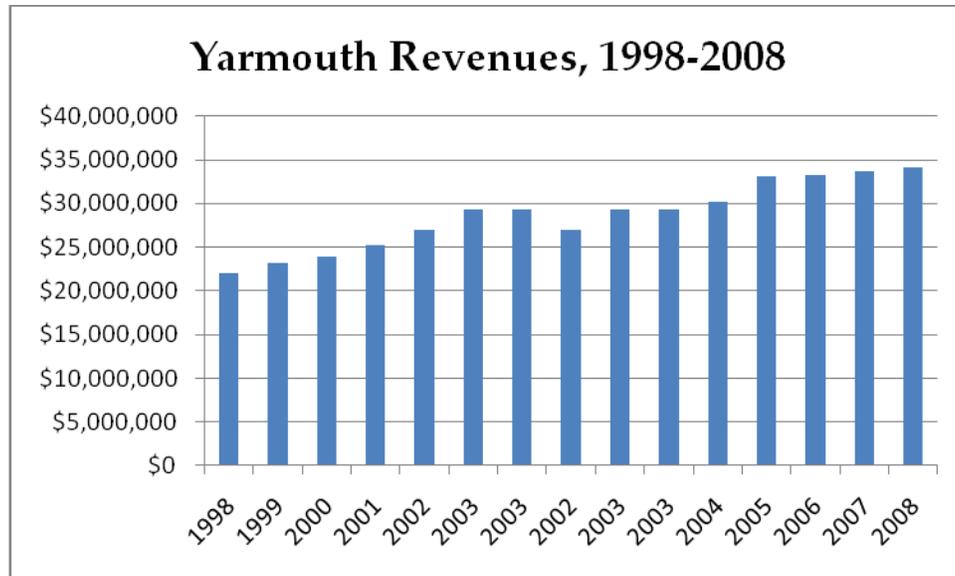
Source: Yarmouth Town Assessor, 2008

Yarmouth Revenues, 1998-2008							
	Taxes	% Total	Intergovernmental	% Total	Other*	% Total	Total
1998	\$16,364,116	74.5%	\$4,187,638	19.1%	\$1,423,405	6.5%	\$21,975,159
1999	\$17,312,825	74.6%	\$4,242,807	18.3%	\$1,661,939	7.2%	\$23,217,571
2000	\$17,828,083	74.6%	\$4,619,174	19.3%	\$1,464,805	6.1%	\$23,912,062
2001	\$19,100,043	75.7%	\$4,576,826	18.1%	\$1,563,250	6.2%	\$25,240,119
2002	\$20,728,925	76.6%	\$4,470,181	16.5%	\$1,859,960	6.9%	\$27,059,066
2003	\$23,548,207	80.1%	\$4,265,709	14.5%	\$1,578,933	5.4%	\$29,392,849
% Change 1999-2003	13.6%		-4.6%		-15.1%		8.6%
2004	\$24,344,837	80.5%	\$3,972,840	13.1%	\$1,938,846	6.4%	\$30,256,523
2005	\$24,491,454	73.9%	\$6,288,886	19.0%	\$2,350,119	7.1%	\$33,130,459
2006	\$24,396,084	73.5%	\$5,877,596	17.7%	\$2,939,032	8.8%	\$33,212,712
2007	\$24,989,543	74.0%	\$5,752,848	17.0%	\$3,027,761	9.0%	\$33,770,152
2008	\$25,652,904	75.3%	\$5,866,301	17.2%	\$2,569,671	7.5%	\$34,088,876
% Change 2003-2008	8.9%		37.5%		62.8%		16.0%
% Change 1998-2008	56.8%		40.1%		80.5%		55.1%

\* charges for services, investment & interest income, penalty payments, miscellaneous

Source: Yarmouth Annual Town Reports, 1998-2008

<sup>53</sup> The property was recently sold and is now called Yarmouth Pointe.



Source: Yarmouth Annual Town Reports, 1998-2008

Over the years, the Town has received significant contributions in the form of trust funds. As of December 31, 2008, those trusts totaled more than \$1.6 million in principal and income. The majority of the trusts are governed by a spending rule which limits annual spending to 4% of the three-year rolling average of the total fund value. The trusts include:

- Cemetery Trust – perpetual care funds to provide for maintenance of cemetery lots in the Baptist, Ledge, and other Town cemeteries.
- Coombs Charity Fund – income for the “relief and assistance of residents of the Town who may from time to time be in need and distress”.
- Doughty Trust Fund – “to provide housing assistance for aged people of the Town... or hospitalization and medical care for the poor.”
- Bessie A. Farwell Trust - to be used “in beautifying the cemetery grounds and to aid needy individuals as the Town may deem wise.”
- Louisa T. York Fund - to support, maintain, instruct, and employ children including aiding other charitable agencies and institutions in their work and granting scholarships to children in financial need for post high school education.
- Miscellaneous Funds - including the Grange Scholarship, Fitts Award, Hector Hebert Award, Roland C. O’Brien Scholarship, Tracy P. Wilder Scholarship, Swegustagoe Council Award, Mayall Fund, Johnson Music Foundation, and

Cemetery Trusts	\$36,360
Coombs Fund	\$379,867
Doughty Fund	\$147,991
Farwell Fund	\$59,369
York Fund	\$1,311
Miscellaneous Fund	\$84,976
Total	\$2,020

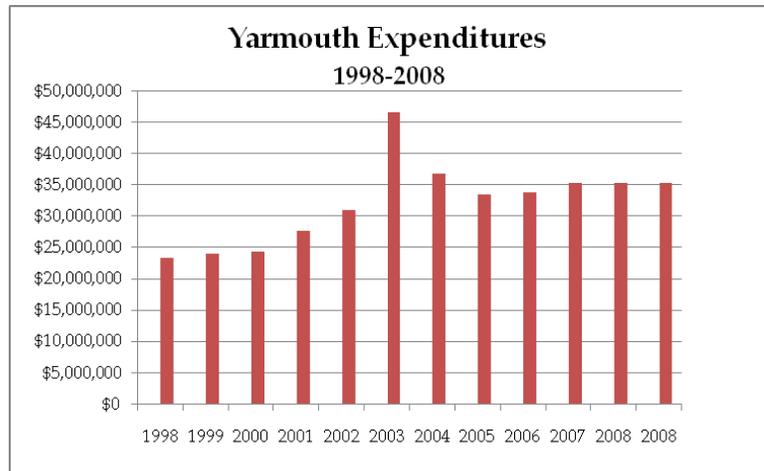
Source: Yarmouth Annual Town Report, 2008

Plummer Fund. Six of these accounts are for scholarships, the Mayall Fund is for the Merrill Memorial Library, the Plummer Fund is to award excellence in scholarship, the Hector Hebert Award honors a high school student, and the Lu Tuttle Sherburne Trust provides funds for the high school senior class.

Three members of the Town Council serve as the Advisory Trust Fund Committee, which is responsible for overseeing investments and authorizing expenditures.

## EXPENDITURES

Expenditures increased steadily between 1998 and 2003 from approximately \$23.3 million to \$35.2 million, an increase of nearly 52%. Expenditures dropped dramatically in 2004 to \$23.3 million, following expenditure of a significant public bond for school renovations, and remained relatively constant through 2008.



Yarmouth Annual Town Reports, 1998-2008.

Education costs, the Town's most significant expenditure, accounted for more than 54% of Town expenditures in 2008. Between 1998 and 2003 the expenditures for education increased by 41.0%, but between 2003 and 2008, it increased only 7.9%, for an overall increase of 52.1%. Except for health and welfare and capital outlay, all other expenditures increased in dollar amount and as a proportion of the overall budget.

By agreement, the value of the NextEra generating station decreased by more than \$20 million or about 9.4% in 2005. As the value of this unique asset declines, other taxpayers make up the difference in revenues.

Yarmouth Expenditures, 1998-2008														
EXPENDITURES	1998	1999	2000	2001	2002	2003	% Change 1999- 2003	2004	2005	2006	2007	2008	% Change 2003- 2008	% Change 1999- 2008
<b>Current:</b>														
General Gov't.	\$1,140,019	\$1,165,142	\$1,211,630	\$1,364,822	\$1,421,682	\$1,480,767	27.19%	\$1,678,430	\$1,665,653	\$1,722,517	\$1,789,828	\$1,902,949	28.5%	63.3%
Public Works	\$1,819,147	\$2,169,057	\$1,889,990	\$2,049,762	\$1,973,921	\$2,067,879	-4.76%	\$2,045,465	\$2,197,395	\$2,236,643	\$2,237,572	\$2,439,534	18.0%	12.5%
Public Safety	\$978,346	\$1,392,936	\$1,323,491	\$1,392,255	\$1,511,009	\$1,767,945	26.9%	\$1,688,586	\$1,653,967	\$1,919,906	\$2,039,208	\$2,109,120	19.3%	51.4%
Health & Welfare	\$76,384	\$80,728	\$78,264	\$81,240	\$82,718	\$101,367	25.6%	\$68,865	\$23,620	\$25,676	\$33,721	\$38,739	-61.8%	-52%
Public Services	\$1,491,376	\$1,603,622	\$1,598,187	\$1,717,933	\$759,332	\$752,424	-53.1%	\$1,139,383	\$827,879	\$972,615	\$1,051,968	\$909,700	20.9%	-43.3%
Education	\$12,540,457	\$13,446,882	\$14,370,007	\$14,722,036	\$15,543,924	\$17,680,946	31.5%	\$18,459,013	\$18,893,343	\$17,477,303	\$18,332,513	\$19,076,880	7.9%	41.9%
Unclassified	\$94,916	\$83,797	\$81,688	\$94,441	\$1,670,202	\$1,080,598	1189.4%	\$1,146,527	\$4,013,607	\$3,056,155	\$1,809,278	\$1,764,361	63.3%	2005.5%
<b>Capital Outlay</b>	\$130,362	\$123,939	\$362,610	\$3,109,340	\$6,287,959	\$18,130,493	14528.6%	\$5,715,557	\$677,933	\$405,799	\$1,429,890	\$1,265,192	-93.0%	920.8%
<b>Expenditures from designated/reserved fund balance</b>	\$1,537,159	\$1,642,899	\$1,116,884	\$941,257	\$2,147,312	\$1,954,626	19.0%	\$2,098,057	\$2,083,465	\$2,397,811	\$2,608,833	\$2,545,337	30.2%	54.9%
<b>Debt Service</b>	\$1,956,072	\$2,221,448	\$2,238,607	\$2,184,157	\$1,611,279	\$1,514,765	-31.8%	\$2,621,943	\$1,406,265	\$3,547,800	\$3,944,197	\$3,194,148	110.9%	43.8%
<b>CMP Settlement</b>	\$1,500,000													
<b>Total Expenditures</b>	\$23,264,238	\$23,930,450	\$24,271,358	\$27,657,243	\$30,862,026	\$46,531,810	94.5%	\$36,751,826	\$33,443,127	\$33,762,225	\$35,277,008	\$35,245,960	-24.2%	47.3%

Source: Yarmouth Annual Town Reports, 1998-2008

## CAPITAL AND LONG TERM INVESTMENTS

Yarmouth plans for capital investments through a five-year Capital Improvement Plan (CIP) that identifies needs and investment strategies for a future vision and goals related to the infrastructure, programs and facilities. Yarmouth defines capital assets as costing more than \$10,000 and lasting more than a year. Most capital projects are funded through reserve accounts, so the CIP's text focuses on larger planning issues like commuter rail, carbon emissions, lands management, and regional consolidation of services. The CIP is intended to maintain context for planning and decisions yet made, not to dictate outcomes, schedules, or policies. Rather, it is intended to summarize and serve as a tool to coordinate capital projects.

In 2008 the Town's capital reserves totaled \$2,554,637. The five largest accounts were public works equipment, solid waste, fire equipment, technology reserve, and park development.

In addition to reserve accounts, the Town uses bonds and notes to cover some capital and long term investments. As of 2008, the Town had \$27,652,275 in outstanding debt as follows.

Bonds and notes payable in 2008, were issues from 1997 through 2008 with dates of maturity ranging from 2011 through 2021.

<b>Yarmouth Capital Reserve Accounts, 2008</b>	
<b>Town</b>	
Cousins Island dock maintenance	\$106,567
Dam maintenance	\$11,664
Debt service reserve	\$41,185
Dewan lease reserve	\$46,454
Dredging	\$87,963
Economic development	\$72,507
Fire equipment	\$197,624
Harbor and waterfront	\$99,993
Historic building preservation	\$29,336
Housing support	\$27,298
Library maintenance	\$6,291
Park development	\$165,517
Police equipment	\$107,935
Property acquisition	\$8,870
Property maintenance	\$68,235
Public works equipment	\$260,572
Public works future projects	\$132,765
Road improvement	(\$176,673)
Septic system subsidy	\$43,246
Sewers	\$95,376
Solid waste	\$221,031
Tax revaluation	\$84,144
Technology reserve	\$191,568
Unemployment compensation	\$5,298
<i>Total Town</i>	<i>\$1,894,766</i>
<b>School</b>	
School equipment	\$3,566
School maintenance	\$166,682
School retirement	\$255,918
Special education reserve	\$204,778
Text book reserve	\$28,927
<i>Total School</i>	<i>\$659,871</i>
<b>Total Town and School capital reserves</b>	<b>\$2,554,637</b>
<i>Source: Yarmouth Annual Town Reports, 2008.</i>	

<b>Yarmouth Bonds, 2008</b>	
<b>Governmental activities</b>	<b>Ending Balance</b>
General obligation bonds	\$25,054,941,
Accrued compensated absences	\$535,800
Capital leases	\$536,499
Landfill postclosure care costs	\$494,000
Governmental activity long-term liabilities	\$26,621,240
<b>Total</b>	<b>\$27,652,275</b>
<i>Source: Yarmouth Annual Town Report, 2008</i>	

<b>Yarmouth Bonds Detail, 2008</b>					
<b>General Obligation Bonds</b>	<b>Date of issue</b>	<b>Original amount issued</b>	<b>Date of maturity</b>	<b>Interest rate</b>	<b>Balance June 30,2008</b>
1997 Refunding bonds	08/15/97	\$9,075,000	11/15/11	4.10-5.25%	3,340,000
201 Capital improvements	01/15/01	3,810,000	05/15/16	4.00-4.50%	1,245,000
2002 General obligation	08/15/02	22,540,000	11/15/21	3.0-5.0%	16,360,000
Yarmouth High School	06/04/04	763,058	06/30/13	0.0%	177,659
2008 Yarmouth Road Bonds	05/15/08	2,400,000	11/01/19	2.3-5.5%	2,400,000
2007 CWSRLF	01/04/07	1,532,282	01/04/09	3.0%	1,532,282

*Source: Yarmouth Annual Town Report, 2008.*

Annual requirements to amortize outstanding bonds in 2008 are described in the following table, excluding overlapping debt requirements, but including school debt to be reimbursed by the state.

<b>Yarmouth Bonds Annual Payments</b>			
<b>Year</b>	<b>Principal</b>	<b>Interest</b>	<b>Total</b>
2009	\$3,752,814	\$960,903	\$4,713,717
2010	\$2,260,532	\$871,479	\$3,131,011
2011	\$2,175,532	\$775,167	\$2,951,699
2012	\$2,155,532	\$681,069	\$2,836,601
2013	\$1,435,531	\$605,421	\$2,040,952
2014-2018	\$7,835,000	\$2,096,100	\$9,931,100
2019-2022	\$5,440,000	\$798,825	\$5,938,825
Totals	\$25,054,941	\$6,487,964	\$31,542,905

*Source: Yarmouth Annual Town Report, 2008*

## **OTHER DEBTS**

The Town is responsible for its proportionate share of Cumberland County expenses, including debt repayment, as determined by the percent of the state valuation for the Town to the county. As of 2008, the Town's share of Cumberland County's outstanding debt is \$6,295,000.

The Town is also responsible for its share of debt associated with solid waste disposal, including \$70,212 for ecomaine, Inc., \$1,208,796 for the materials recycling facility in Gorham, and \$984,608 for the projected closure of the balefill/ashfill site.

## **LD LIMITS AND YARMOUTH MUNICIPAL AND SCHOOL BUDGETS**

In January 2005, the Maine Legislature enacted, "An Act To Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Governments Spending at All Levels" (PL 2005, Chapter 2). This law combines the citizen's initiative sponsored by the Maine Municipal Association (MMA) with portions of the "Maine Plan" recommended in 2004 by the State Chamber of Commerce.

LD 1 implemented a new school funding formula using the Essential Programs and Services (EPS) model. It also raised state contributions to General Purpose Aid funding to 55% of the total.

The Act imposes spending limits that treat state, county, school, and municipal budgets separately. Purposes of the law include "...that by 2015 the State's total state and local tax burden be ranked in the middle 1/3 of all states..." (36 MRSA, section 7301). In 2002, Maine had the second highest state and local tax burden in the nation, determined by dividing all taxes collected by personal income. Maine's state and local tax burden was 12.3% and the national average was 10.2%. Spending limits imposed by LD 1 are based on keeping increased expenditures consistent with the rate of increase in personal income.

Spending limits for municipal government, other than education, involve a separate spending limit calculation from the spending limit calculation for the cost of municipal schools. As a result, Yarmouth is affected directly by two spending limits. According to a survey of compliance with LD 1, in 2005, Yarmouth was in compliance with its limitation under the formula, with \$811,202 to spare. According to the same survey, in 2006, Yarmouth's school funding from both local and state sources was \$2,788,193 or 22% over the EPS Model, which is the education portion of the tax bill.

Under State Law, no municipality can incur debt, which would cause its total outstanding debt, exclusive of debt incurred for school, storm or sanitary sewer, energy facilities, or municipal airports, to exceed 7.50% of its last full state valuation. A municipality may incur debt for schools not exceeding 10%, storm or sanitary sewers 7.50%, and municipal airports, water districts and special purpose districts 3% of its last full state valuation. In no event can the total debt exceed 15% of its last full valuation. Full state valuation is the valuation of taxable property as certified by the State Tax Assessor, adjusted to 100%. Based on the Town's 2008 audit, the Town is in compliance with these limitations.

## **ISSUES AND IMPLICATIONS**

1. What level of services and infrastructure are residents and taxpayers willing to pay for?
2. Should the Town explore wider use of non-property revenues sources, such as fees for service, impact fees, user fees, etc.?



## CONSTRAINTS TO DEVELOPMENT

Yarmouth Development Constraints				
	High Impact	Medium Impact	Low Impact	Factor
Coastal bluffs	highly unstable (50 foot buffer)	unstable (50 foot buffer)		3
Highly permeable soils in places without public water	very high	high		3
Poor soils for septic systems in places without public sewer	very poor	poor		3
Farmland soils	prime farmland soils	farmland soils of state significance		3
Active farms	active farms			3
Tree farms and current use parcels		all		1
Coastal and significant wetlands	within 75 ft	75 - 100 ft	100 - 250 ft	2
Other freshwater wetlands		within 75 ft	75 - 250 ft	1
Surface water	within 75 ft	75 - 100 ft	100 - 250 ft	3
Floodplain	V zone	100 year floodplain		3
High and moderate value animals/plants	all			3
High and moderate value marine habitat	within 75 ft	75 - 100 ft	100 - 250 ft	3
Undeveloped Blocks ≥ 20 acres within Town		all		2
Undeveloped Blocks ≥ 100 acres		all		2
<i>Scenic views (future addition to analysis)</i>				
<i>Significant vernal pools (future addition to analysis)</i>				
3 - impact on health/safety and/or highly regulated by federal/state government and/or of high value to community 2 - issue of value to community 1 - issue of value to community and impacts likely can be mitigated through good design				

Based on fourteen significant features identified in the inventory and analysis and a rating factor for the level of importance of each feature, the town prepared a matrix of constraints for growth. The features and level of constraint are described above and illustrated in the map below. The areas of highest constraint are generally located in the vicinity of the Royal River, Cousins River and its tributaries, Broad Cove, wetlands, and shorelines.

# Constraints Model Yarmouth Comprehensive Plan 2009

