



# REVIEW OF LOCAL PLANS AND DEVELOPMENT REGULATIONS

## PHASE I TECHNICAL REPORT

SEPTEMBER, 2011

*Prepared for:*

Maine Department  
of Transportation



Maine Turnpike Authority



*Prepared by:*

**PARSONS  
BRINCKERHOFF**

*In association with:*

Morris Communications • Kevin Hooper Associates  
T.Y. Lin • Planning Decisions • Facet Decision Systems  
Dr. Charles Colgan, University of Southern Maine • Evan Richert  
Normandeau Associates • Preservation Company



## INTRODUCTION AND OVERVIEW

The Central York County Connections Study (CYCCS) is developing strategies to improve connectivity between Central York County, the Maine Turnpike, and Route 1. The CYCCS is organized into four primary study phases:

- I. Organization and Background Information.
- II. Initial Investigations and Analyses.
- III. Detailed Strategy Development and Assessment.
- IV. Documentation of Study Findings and Recommendations.

As part of Phase I, the study team reviewed the “local plans” (comprehensive plans, zoning ordinances, subdivision regulations and related maps) for Alfred, Arundel, Biddeford, Kennebunk, Lyman, North Berwick, Ogunquit, Sanford, Waterboro, and Wells – the ten towns in the study area. The purpose of this review is to provide the study team with an understanding of the current land use regulatory environment within the study area, particularly with respect to transportation mobility, access, and economic development. The review is not evaluative; it does not assess or comment on the potential effectiveness or applicability of provisions described in local plans, nor does it assess whether the plans and policies have been implemented beyond what is described in the published documents.

In Phase III of the study, the information in this report will provide the basis for an evaluation of the land use context for possible corridor strategies to address the CYCCS Purpose and Need Statement.

To better understand how the towns address issues of interest to the CYCCS, the towns’ local plans were reviewed in the eleven specific topic areas described below. The selection of topic areas relates to the Purpose and Need for this study and therefore some topics are addressed in detail, with fine distinctions highlighted (for example, topics 8-11):

1. Economic Development Provisions  
How does the Comprehensive Plan discuss economic development? Does it include economic development policies and locate future employment areas on the Land Use Map? How do the future employment areas relate to the CYCCS key corridors?
2. Consistent Land Use and Zoning Maps  
Are the Plan’s Land Use Map and category descriptions consistent with the Zoning Map and district descriptions?
3. Implementation Policies  
Does the Comprehensive Plan identify how policies would be implemented through the Zoning Code?
4. Zoning District Definition  
How specific and well-defined are the zoning districts?

5. Site Plan Review Process  
What is the site plan review process? For what types of development is a site plan required?
6. Environmental and Cultural Preservation Guidelines  
What environmental and cultural preservation guidelines and criteria are described in the plans and regulations?
7. Provisions for Clustering  
Are there provisions for clustering development? To what types and sizes of development do cluster provisions apply?
8. Access Management Standards  
Do the regulations have access management standards?
9. Access and Setback Requirements Linked to Roadway Functional Classification  
Do the access management standards and setback requirements relate to the functional classification of roadways?
10. Current and Planned Roadway Functional Classification  
Do the plans and regulations distinguish current or planned functionality of roads? Is there a Thoroughfare Plan or Official Road map?
11. Provisions for Future Roads  
Are there provisions for future road improvements or connections to adjacent developments?

Each town's local plans are a function of the community's needs, priorities, and available resources. As a result, the issues covered, amount of detail provided, and strategies for achieving desired outcomes vary by town. The summary information presented in this memorandum therefore reflects the varied information and formats contained in the local plans. The emphasis is on identifying and conveying information found in the documents that is relevant to the study, rather than an all-inclusive review.

## REVIEW OF TOWN PLANS, ORDINANCES, AND REGULATIONS

This review represents a snapshot in time (November, 2010). Several towns are updating their comprehensive land use plans and zoning and/or development ordinances. In particular, Waterboro is conducting a major update of its local plans, and therefore these out-of-date documents were not evaluated. In addition, the study team chose to not review Waterboro's documents because its focus and growth area is the northern part of the Town, which is not part of the very small portion of Waterboro that is in study area.

A summary of relevant plan and ordinance elements follows, organized by topic area. Some descriptions are longer than others based on the existence of supporting language in the plans or codes. Where good examples are evident, more details and excerpts from documents are provided as possible points for other municipalities to consider in their own documents.



### 1. ECONOMIC DEVELOPMENT PROVISIONS

Below is a summary of how the Comprehensive Plans discuss economic development, which includes economic development policies, the location of future employment areas on the Land Use Map, and how future employment areas relate to the CYCCS key corridors.

Alfred	The Comprehensive Plan discusses economic development and establishes two large commercial districts on Route 4 and Route 4A, away from the traditional town center to help cluster economic activities.
Arundel	The Comprehensive Plan notes that “Arundel mostly plays the role of bedroom community providing commuters to jobs in Biddeford, the Kennebunks, and Portland.” The Comprehensive Plan identifies growth areas, but, in general, does not focus on economic development.
Biddeford	There is extensive discussion of economic development in the Comprehensive Plan. The Plan includes a comprehensive study of economics and housing markets, and recommends creating an economic enhancement task force, implementing tax increment financing (TIF) districts, and working to maximize local economic multiplier effects.
Kennebunk	The Comprehensive Plan lists eight policies with 33 strategies. Some are specific, others more generic. They include a range of possibilities including proposing to extend water/sewer/power to “fully serve all the commercial and industrial areas and turnpike access when appropriate” and “examining the current land use standards in the commercial and industrial areas to recommend possible changes which could allow for greater infill and business expansion with an eye toward minimizing curb cuts on Route 1.”
Lyman	The Comprehensive Plan describes Routes 111 and 5 as “good for economic development” and suggests to “consider zoning them as such.” The Comprehensive Plan notes that business growth is “to serve the needs of Lyman residents” and, while recognizing the need to create a tax base, the Comprehensive Plan states “consideration [be] given to adequate road access in order to avoid creating traffic hazards, congestion, and all forms of pollution.”
North Berwick	The Comprehensive Plan emphasizes the need to protect the Town’s existing manufacturing base, encourage local retail to occur so that outflow of local spending doesn’t occur, concentrate business activity in and around the village, preserve the Town’s character, support farming/forestry operations, and encourage home occupations. Specific actions are mostly aimed at directing commercial growth through zoning and regulatory means. Few investment and marketing programs are recommended. The Comprehensive Plan states that commercial and industrial zones

should remain in the village area, as it is the closest part of town to the I-95 corridor. It references that North Berwick's appeal to manufacturing companies stems due, in large part, to its proximity to I-95.

- Ogunquit Ogunquit is concerned about creating a balance between tourist and year round needs. The Comprehensive Plan's economic development discussion focuses on qualities that will create the opportunity for a "car-free summer resort experience." With regard to the year-round economy, the Comprehensive Plan would like the Town to "facilitate the establishment and growth of small, low impact office, research, and service businesses." The Comprehensive Plan goes on to promote "an enjoyable, safe, and rewarding vacation experience in a compact, pedestrian friendly village without negatively impacting the year-round livability of the community."
- Sanford The Comprehensive Plan acknowledges that Sanford's distance from I-95 makes it an unlikely distribution/wholesale center and its proximity to Portland makes it an unlikely financial center. The Comprehensive Plan's Economic Development goals and policies focus on a wholesale remaking of Sanford's image so that it is able to diversify its economy beyond retail and manufacturing. For example, it emphasizes redeveloping downtown and mill areas and limiting strip commercial development.
- Wells The Comprehensive Plan has limited discussion about economic development. It recommends an economic development committee be reactivated. It outlines strategies to improve the economic environment while keeping the Town's small town character. The Plan includes enhancing tourist-related activities and businesses.



## 2. CONSISTENT LAND USE AND ZONING MAPS

In order to implement the land use vision described in the Comprehensive Plan, the Zoning Map needs to be consistent with the Land Use Map. Below is a summary describing how the Comprehensive Plan and Zoning ordinance are related and interact.

Alfred	Portions of the Zoning Map are consistent with the Land Use Map. For example, the Resource Protection District is shown on the Zoning Map, but not the Land Use Map, and the Critical Rural District is shown on the Land Use Map, but not the Zoning Map.
Arundel	The land use map in the Town's Land Use Code (which is what the Town calls its zoning code) is the same as the Land Use Map in the Comprehensive Plan.
Biddeford	The zoning code was updated following the completion of the Comprehensive Plan, and the Zoning Map and Land Use Map are consistent.
Kennebunk	The Comprehensive Plan Land Use Map and the Zoning Map are consistent. The Comprehensive Plan states that the "Land Use Plan Update will guide future zoning. ... Those updating the Town's land use ordinances should have the flexibility in arriving at final standards and zoning boundaries, provided that the spirit and intent of the designated land use areas are upheld."
Lyman	The Comprehensive Plan is characterized as "the legal foundation for Town ordinances and zoning regulations."
North Berwick	Implementation of the Comprehensive Plan through zoning revisions is in progress, but not complete. For example, rural area zoning has not been implemented.
Ogunquit	The Comprehensive Plan and Zoning Map are consistent.
Sanford	The Planning Board is tasked with incorporating Comprehensive Plan recommendations into ordinances and policies. Rezoning is done after the fact as part of Comprehensive Plan implementation.
Wells	The Land Use Map and Zoning Map are generally consistent. The Transitional Growth Area, which is shown in the Comprehensive Plan, is not shown on the Zoning Map.

3. IMPLEMENTATION POLICES

This section summarizes whether the Comprehensive Plans identify policies that would be implemented through the Zoning Code.

Alfred	The Comprehensive Plan contains a number of specific density, setback, road frontage and buffer requirements, and other standards for various districts. In 2006 there were simultaneous amendments to the Comprehensive Plan, zoning ordinance, and the Town’s growth management ordinance.
Arundel	A large part of the Comprehensive Plan is devoted to the Future Land Use Plan, which includes new designations for land use categories.
Biddeford	The Comprehensive Plan offers general direction, but not specific provisions. An Implementation Committee was tasked with developing ordinances consistent with the Comprehensive Plan.
Kennebunk	The Comprehensive Plan describes specific density standards for several districts.
Lyman	The Comprehensive Plan and zoning were developed concurrently.
North Berwick	The Comprehensive Plan specifies land use, lot size and other dimensional standards for future land use districts.
Ogunquit	The Comprehensive Plan offers general direction as well as specific provisions.
Sanford	The Comprehensive Plan recommends specific uses and standards.
Wells	The Comprehensive Plan contains specific density and other standards for several zoning districts.





#### 4. ZONING DISTRICT DEFINITION

This section summarizes the Towns' zoning district definitions.

Alfred	Zoning districts tend to be rather generous in uses allowed, but there is a nine- page table at the end of the zoning ordinance that cites the uses that are allowed, not permitted, or require some form of conditional approval for the districts.
Arundel	The Land Use Code has 8 districts, which are well defined.
Biddeford	The zoning ordinance has 28 districts including seven overlay districts. The districts have distinct uses.
Kennebunk	Many uses are permitted within each district and many do not require special exceptions.
Lyman	The zoning ordinance has three zones – general purpose, residential, and commercial/residential. There is overlap between what is allowed in each zone.
North Berwick	The zoning ordinance has 15 districts including seven overlay districts. The districts have distinct uses.
Ogunquit	The zoning ordinance has 10 zoning districts plus six Shoreland districts. The zones are generally not permissive.
Sanford	The zoning ordinance has 18 districts including four overlay districts. Zone definitions and standards are clear and distinct, and maximum density/ minimum lot size provisions are well defined.
Wells	There are 15 zoning districts and two overlay districts. Uses are fairly distinct.

5. *SITE PLAN REVIEW PROCESS*

This section summarizes the Towns' site plan review processes.

Alfred	The zoning ordinance specifies performance standards and general requirements for parking, landscape buffering, access limitations, etc.
Arundel	There is a site plan review process, but standards are vague.
Biddeford	Plans for sites containing or abutting special flood hazard areas must address potential flooding and water quality issues related to these areas.
Kennebunk	The zoning ordinance includes a list of activities that do and do not require site plan review (for example, single-family dwellings, two-family dwellings, and telecommunications facilities are exempt from site plan review). The ordinance distinguishes between minor and major site plan review. A staff review committee handles the minor reviews and a site plan review board does the major reviews. The ordinance includes eight pages of approval standards and criteria. Several of the standards are specific. For example, "parking lot shall be broken into areas of no more than 25 cars each. All parking lots of 20 or more cars shall include landscaped areas that total at least 5 percent of the parking area lot." Also included are four pages on site access requirements.
Lyman	The site plan review section of the zoning ordinance has 16 criteria, each requiring a vote.
North Berwick	Only cluster developments and developments in shoreland zones must submit formal site plan applications. Other developments only need to follow procedures for obtaining building or use permits, though this process does include submission of a site plan.
Ogunquit	The zoning ordinance includes nine pages of design review provisions with many specific standards. The intent of the design review is to protect and preserve "buildings, structures and places of historic, architectural, cultural or neighborhood significance or value .... and promote design which is compatible with the present character of Ogunquit." For example, a Design Certificate, issued by the Planning Board, is required when moving, relocating, or demolishing a building or portion of building whether or not it is visible from a public street or right-of-way, when making material changes to the exterior appearance of existing buildings, driveways, or parking areas, or when constructing a new building or structure if it is visible from the public street or public right of way. Factors to be considered include: building scale, building height, proportion of the building's front façade, the relationship of solids to voids in



front façades, roof shape, the relationship of façade materials, and the relationship of spaces to buildings on streets.

Sanford

The site plan review takes into account 18 items. Standards for access and parking are fairly specific, but other standards, particularly those related to natural resources, lighting, and landscaping, are vague.

Wells

The site plan review includes 14 items, but the standards are general. For example, the standards for traffic include “provide for safe access ... provide an adequate number of exits and entrances...curb cuts should be limited to the minimum width necessary for safe existing and entering...”.

## 6. ENVIRONMENTAL AND CULTURAL PRESERVATION GUIDELINES

This section summarizes the Towns' environmental and cultural preservation guidelines and criteria, focusing on considerations of historic preservation and of visual and rural character preservation.

Alfred	Several zoning districts focus on specific environmental needs (e.g., 60 Acre Round Pond Watershed District). However, there is no protection of historic resources even though the Town recognizes that any potential widening of roads through the historic core to accommodate increased traffic could significantly alter the character of this district.
Arundel	The Town does not currently have any historic districts. However, the Comprehensive Plan recommends conducting a historic building/site inventory. The Comprehensive Plan divides the Town into Growth Areas and Rural Areas and provides land use categories for each. The desired future land use emphasizes density in Growth Areas and preservation in Rural Areas.
Biddeford	Rural areas are defined as areas where "protection should be provided for agricultural, forest, open space, and scenic lands." The plan recommends protecting rural uses and character through cluster development, Transfer of Development Rights (TDR), and performance standards. The potential historic districts (for example, downtown, beach communities, etc.) are all east of Route 1 and outside the study area.
Kennebunk	<p>Kennebunk has a historic preservation commission whose mission is to support the preservation of historic structures in the town. The Commission "recently developed a set of Historic Preservation Overlay District Guidelines." The historic preservation commission is responsible for issuing "certificates of appropriateness" in accordance with the provisions of a four page article in the zoning ordinance on historic preservation. There is limited discussion about rural preservation, which does not go beyond the Comprehensive Plan, stating that preservation efforts should "continue to discourage future growth in rural areas." The Comprehensive Plan states that preservation of natural resources is a goal, and identifies supporting policies:</p> <ul style="list-style-type: none"> <li>• "Develop an open space plan overlay...which identifies Open Space Priority Areas."</li> <li>• "Develop and integrated Open Space and trail network..."</li> <li>• "The designation of areas suitable for growth and of areas to be conserved should, to the greatest extent possible, respect the identified high value resources."</li> </ul>
Lyman	Rural concerns are prominent in the Comprehensive Plan, which talks about the need to develop varying land use density patterns to maintain the semi-rural character of the community. These ideas are not implemented through the zoning ordinance,



however, which defines only a few basic land use categories. In addition, the zoning ordinance does not include regulations aimed at protecting specific historical or environmental features, except for a Shoreland District that imposes additional site design requirements on development.

- North Berwick** North Berwick does not have any historic districts and does not have plans to establish districts. Current historic initiatives are aimed at individual buildings in the village and in other locations. The Comprehensive Plan identifies “the natural character and rural setting of the community” as North Berwick’s primary asset and clearly states that growth should be directed away from farm and forest areas. To achieve this, the Comprehensive Plan proposes a differential growth cap as a way to redirect growth to appropriate areas. In critical rural areas, the Comprehensive Plan proposes a 10-acre minimum lot size to limit impacts on unfragmented blocks.
- Ogunquit** Ogunquit’s local identity is based on the ocean side of town rather than the forest/rural side. Most of the discussion in the Comprehensive Plan is on melding the tourist attraction aspects and the “historic uniqueness of pre-automobile Ogunquit as a fishing village, arts colony, and seasonal home retreat.” However the Comprehensive Plan does suggest a need to revise the Town’s land use regulations to require that all applications for development review conduct a reconnaissance survey and include information about the historic and/or archeological resources located on the site or resources located off the site that will be impacted by the proposed development activity and the actions that will be taken to preserve these resources or minimize the impacts of the proposed activities. Ogunquit also emphasizes environmental protection in its plan. A section devoted to Natural and Marine Resources identifies policies related to climate change, as well as protection of natural resources such as groundwater, waterways, wetlands, vegetated lands and wildlife.
- Sanford** Subdivision regulations state that new developments located in areas designated as rural in the Comprehensive Plan must be located in forested areas of sites, rather than open fields (if possible). Site plans and subdivisions must show protection of waterfowl habitat, deer wintering areas, and other critical natural resources. For subdivisions with “sites selected primarily for scenic or passive recreation purposes” the Planning Board can require site designs that preserve “scenic attributes and significant wildlife habitat...together with sufficient areas for trails, lookouts, etc.” Additionally, “proposed subdivisions which include or are adjacent to buildings or sites on the National Register of Historic Places or which the Comprehensive Plan has identified as being of historical significance shall be designed in such a manner as to minimize the impacts on the historic features.”
- Wells** None of these features are designated/described in the Comprehensive Plan. Maintaining existing character seems to be the key concern. The Comprehensive Plan

describes rural areas as large, contiguous open spaces, farmland, or forest land that is relatively free of sprawling or strip development along roads and is not physically suitable for future high density residential or commercial uses.



### 7. PROVISIONS FOR CLUSTERING

This section discusses whether the Towns have provisions for clustering development. If provisions for clustering exist, the summary describes the types and sizes of development to which the provisions apply.

Alfred	Clustering is required for subdivisions of five or more units in Rural Residential and Critical Rural Districts and is encouraged in other areas. However, incentives such as density bonuses (allowing more dense development in cluster subdivisions than underlying zoning normally allows) are not provided.
Arundel	Clustering is allowed, but there are incentives provided for cluster development. The minimum area of land in a cluster/planned unit development shall be six acres and “the net residential density shall be no greater than is permitted in the District in which the development is proposed.”
Biddeford	The zoning ordinance allows for clustering of all types of residential, commercial, and industrial development on properties that contain “critical natural resources identified in the City of Biddeford 1999 Comprehensive Plan.” Applicants hoping to do cluster developments must submit alternative sketch plans—one cluster, one standard—and justify to the Planning Board why a cluster development will be preferable. Lot sizes in cluster developments may be reduced to 75% of the typical lot size in the zoning district. There are no other incentives for clustering.
Kennebunk	Clustering, called open space subdivisions or open space residential development in the zoning ordinance, is required in Rural Conservation and Rural Residential Districts. Within Rural Conservation Districts, the “total number of dwelling units in the subdivision shall not exceed one unit per 10 acres, gross, not more than one unit per five acres net development area. Each lot shall be a minimum of 20,000 square feet and, on average, no more than two acres per lot. Open space of 50% is required.” The Rural Residential District has the same requirements as above except it does not have the 10 acres gross requirement. It has a density of one unit per five acres of net developable area. Within other districts, dwelling units may be clustered on individual lots with 25% of the gross land area as open space. Lot sizes can be reduced by up to 25% provided that any lot not served by public sewer is at least 20,000 sq ft.
Lyman	Cluster provisions are described in the subdivision regulations, but no incentives are offered. The ordinance allows one acre lots, but there is no density bonus.
North Berwick	Clustering is prohibited in the following districts: Resource Protection Overlay, Shoreland Stream Protection Overlay, Commercial, and Limited Commercial. It is a conditional use in other districts. The minimum land size is 10 acres. Incentives for

clustering are not provided.

- Ogunquit In 2006, the Town adopted language in the zoning ordinance requiring subdivisions of five or more units that were located West of Route 1 to be clustered. At least 50% of the entire parcel shall be common open space and no more than 50% of common open space shall include wetlands. A density bonus of 20% is provided.
- Sanford The zoning ordinance allows clustering of residential subdivisions of five or more units “provided that a sufficient area of the total parcel being developed is reserved as permanent open space.” Lot sizes in cluster developments may be reduced to 50% of the typical lot size in the zoning district and minimum lot frontage, setbacks, and depths may be reduced as well. Other incentives, such as density bonuses, are not specified. “At least 40% of the total area of the cluster development must be open space, and not more than 20% of the required open space area may be wetland and/or slopes greater than 15%.”
- Wells The zoning ordinance allows clustering of one and two family dwelling units. To do so, at least 35% of the total parcel acreage must be designated open space. Lot size is reduced to 20,000 square feet if not on public sewer and 10,000 square feet (one family dwelling) and 15,000 (two family dwelling) if on public sewer. The ordinance allows for density bonuses up to a total of a 25% increase over base zoning in rural area and 50% in growth areas as designated in the Comprehensive Plan. Reasons for density bonuses include 50% or greater open space preservation, protecting agriculturally valuable land and providing for their use, protecting timber harvesting land and their use, linking open space to adjoining dedicated open space, allowing public access to open space, and providing affordable housing.





### 8. ACCESS MANAGEMENT STANDARDS

The section summarizes the Towns' access management standards.

Alfred	The Comprehensive Plan recognizes that most residential development outside Center Village has occurred along road frontages and calls for avoiding future strip commercial and residential development along arterials. Much of the Comprehensive Plan calls for residential and non-residential development to occur away from arterial road frontage. The Comprehensive Plan calls for creating incentives to share access (for example, allowing more than one principal use on a non-residential lot) rather than continuing traditional patterns of direct access by each user. Subdivision regulations state that no new lots can have direct access to Routes 4, 111, 202, or 4/202 without a Planning Board waiver of access limits.
Arundel	The zoning ordinance includes a driveway spacing table, but it is not related to the functional classification of roadways. Rather, it is related to driveway type, that is, very low volume, low volume, medium volume, and high volume (with and without right turns).
Biddeford	There are no access management standards mentioned in the Comprehensive Plan, zoning ordinance, or subdivision regulations.
Kennebunk	The Comprehensive Plan mentions access management. Reference is made to the Portland Road Corridor (Route 1) access management study that was done in 1997 and updated in 2008. The 2008 report's recommendations include "maintain access management standards in the ordinance, consider developing traffic impact fees, continue to align and minimize the number of development drives, continue to require rear access roads to interconnect developments." Access management is part of the site plan review process, which states "shared driveway entrances are encouraged for adjacent sites in order to minimize the number of driveways along the Town's traffic corridors. Wherever feasible, primary access shall be from local side streets. For sites along the Portland Road Corridor [Route One], shared driveway entrances are required." This section also includes new curb cut standards and requirements. Also, "provision of a rear connection road shall be considered as part of the site design for projects proposed along the Route One Corridor, in order to avoid future intersection conflicts."
Lyman	The Comprehensive Plan states "the Town should consider developing road management strategies. The location of driveways and curb cuts should be located to ensure safety of roadways." Regulations do not yet require or implement these goals.
North Berwick	The Comprehensive Plan endorses enacting access management standards for Routes 4 and 9. The standards would closely follow the evolving MaineDOT standards and best

practices. The Comprehensive Plan proposes a tiered system. For example, Route 9 from Buffum Road to the Wells town line would have higher standards because it is considered a Retrograde Arterial.

#### Ogunquit

The Comprehensive Plan recommends “developing access management standards for new driveways and entrances, such as those in place for state and state-aid highways in Maine” to preserve capacity on major side streets. It also suggests the Town “upgrade the provisions of the Town’s land use regulations dealing with the control of access to Route One in coordination with the Maine DOT’s access control regulations. These provisions should require that new or expanded uses in the corridor limit the number of curb cuts on Route One and consolidate access points to the extent feasible.”

#### Sanford

The Plan supports and the zoning ordinance includes many access management provisions, including:

- “Within the Urban Compact Zone...the distance between curb cuts must be 50 feet from the edge of each curb cut. Outside of the Urban Compact Zone, for lots fronting on arterial or collector streets, the minimum allowable distance between the center lines of each curb cut shall be at least 50 feet.
- Any non-residential use fronting on Route 4 in the Rural Mixed-Use Zone or Routes 4 or 109 in the Commercial Centers Zone, Suburban Business Zone, or Industrial Business Zone must “obtain its vehicular access from an existing or proposed local street, or provide for the coordination of vehicular access with abutting properties where feasible.”
- Drive-up/drive-through windows may not be directly accessed (either entrance or exit) from principal arterials (that is, Routes 4, 11A, 109, 202, and 224).
- All single or multi-family residential uses fronting on arterials or collectors are permitted to have only one curb cut.
- Access to any new residential lot created along a principal arterial (that is, Routes 109, 202, 4, 11A, and 224) must be “obtained from a local or collector street rather than the arterial.” However, this provision can be waived if physical conditions prevent access from other streets.
- Access to all residential lots in cluster developments must be from internal street, not existing public roads.



## Wells

The Comprehensive Plan states as a goal “Encourage safe and appropriate access management techniques for both Routes 1 and 109.” The zoning ordinance states “no new driveways onto Sanford Road [Route 109] shall be permitted [in the Transportation Center District] unless the lot does not have access to any other street” and “all developments shall make every attempt to utilize the interior access road.”

*9. ACCESS AND SETBACK REQUIREMENTS LINKED TO ROADWAY FUNCTIONAL CLASSIFICATION*

This section summarizes how the Towns' access management standards and setback requirements relate to the functional classification of roadways.

Alfred	The subdivision regulations identify specific roadways that have limits on access. However, other requirements such as setbacks or buffering usually apply to all existing streets rather than by roadway classification.
Arundel	The Town does not functionally classify the roadways.
Biddeford	There are no access management standards. Setbacks are the same regardless of road classification.
Kennebunk	The emphasis of the access management standards is along Route 1.
Lyman	The subdivision regulations state "entrances to existing or proposed collectors shall be more than 400 feet apart and to arterials more than 1,000 feet."
North Berwick	Subdivision regulations state "Where a major subdivision abuts or contains an existing or proposed arterial street, no residential lot may have vehicular access directly on to the arterial street." There are no other mentions of access management.
Ogunquit	The zoning ordinance includes a driveway spacing table, but it is not related to the functional classification of roadways. Rather, it is related to driveway type, that is, very low volume, low volume, medium volume, and high volume (with and without right turns).
Sanford	Access management requirements are tied to principal arterials.
Wells	There is no road classification system in place, so access management standards and setback requirements cannot be related to it.



### 10. CURRENT AND PLANNED ROADWAY FUNCTIONAL CLASSIFICATION

This section describes the effort the Towns make to distinguish the current or planned functionality of roads and states whether there is a Thoroughfare Plan or Official Road map.

Alfred	The Town does not have a Thoroughfare Plan or Official Road map.
Arundel	The Town does not have a Thoroughfare Plan or Official Road map.
Biddeford	The Town does not have a Thoroughfare Plan or Official Road map. The Comprehensive Plan classifies roads into four categories: local arterials, local collectors, major residential and minor residential. The Public Works director decides how the roads should be classified.
Kennebunk	The Town does not have a Thoroughfare Plan or Official Road map. The Comprehensive Plan includes a functional classification map of current roads. The Comprehensive Plan recommends that Routes 9 and 35 be defined as minor arterials and Rose Road and Durrell's Bridge Road be made collectors.
Lyman	Lyman does not have a Thoroughfare Plan or Official Road map. Functionality categories include Major Roads (arterials and collectors) and Minor Roads (which provide access to abutting properties).
North Berwick	The Street Design and Construction Standards Ordinance classifies all roads into one of eight categories. For example, Routes 4 and 9 are "State Arterial Streets" and there are four "Town Arterial Streets": Lebanon, Valley, Morrill's Mill, and Governor Goodwin Roads. There is not a Thoroughfare Plan or Official Road map.
Ogunquit	There is limited discussion of the future functionality of roads, and there is not a Thoroughfare Plan or Official Road map. There is a road classification hierarchy that describes the standards for various road types.
Sanford	The Comprehensive Plan provides general road standards for the entire Town, but includes specific policies targeted at balancing traffic flow and safety with land use issues in the Route 109 corridor. There is no Thoroughfare Plan or Official Road map.
Wells	The Comprehensive Plan includes limited discussion of the future functionality of roads, and there is not a Thoroughfare Plan or Official Road map. There is a road classification hierarchy that describes the standards for various road types.

*11. PROVISIONS FOR FUTURE ROADS*

This section describes how the Towns plan for or require future road improvements or connections to adjacent developments.

Alfred	There is no mention of future widening or connections to adjacent developments.
Arundel	There is no mention of future widening or connections to adjacent developments.
Biddeford	Connections are not required, but the subdivision regulations state “The design of streets shall provide for future continuation of existing streets, and proper projection onto adjacent lands, so as to provide for continuous, through streets upon ultimate development. Every effort shall be made in the design stage to avoid alignments which cannot be extended in the future.”
Kennebunk	The subdivision regulations state that the Town “may require” the reservation of an easement to connect a new street to an external boundary to provide “a logical continuation of the street to an abutting site.”
Lyman	The subdivision regulations state that where a subdivision abuts an existing or proposed arterial, the “Board may require marginal access streets, reverse frontage [that is, frontage on a street other than the existing or proposed arterial street] with planting on rear property line.”
North Berwick	There is no mention of future widening or connections to adjacent developments.
Ogunquit	The subdivision regulations state “all streets in the subdivision shall be so designed that, in the opinion of the Board, they will provide safe vehicular travel while discouraging through traffic.” It also describes when service lanes may be required: “Where a subdivision abuts or contains an existing or proposed arterial street, the Board may require marginal access streets (streets parallel to arterial streets providing access to adjacent lots), reverse frontage with screen planting.”
Sanford	The Comprehensive Plan shows a proposed network of collector roads parallel to Route 109.
Wells	The subdivision regulations state “if it is determined to be practical and desirable” provisions to connect to adjacent properties may be made in the Residential A Zoning District or east of U.S. Route 1.



## CONCLUSION

The review of the Towns' plans, ordinances, and regulations reveals that each of the towns has policies and regulations that are supportive of topics pertinent to the CYCCS's goals. The policies and regulations provide a basis for the effective management of development and land use that can help protect the capacity and efficiency of the regional road network.

However, the review also indicates that there are issues the Towns' plans, ordinances, and regulations do not effectively address. As the CYCCS continues, the study team will develop recommendations to help the towns become better able to meet the CYCCS goals as defined by the study's Purpose and Need statement.

### Areas Where the Towns Have Provisions Consistent with CYCCS Goals

- Orderly zoning with minimal scattering of commercial and light industrial.  
*Arundel, Biddeford, Kennebunk, North Berwick, Ogunquit, Sanford, Wells*
- Future Land Use Map and Zoning Map are highly consistent.  
*Arundel, Biddeford, Kennebunk, Ogunquit, Sanford*
- Access management required on at least a few roads.  
*Alfred, Kennebunk, Lyman, North Berwick, Ogunquit, Sanford, Wells*
- Innovative provisions for clustering residential development.  
*Kennebunk, Ogunquit, Sanford, Wells*

### Areas of Potential Improvement

- Increased clustering of commercial development along corridors.
- Consistent linking of access management requirements to the functional classification map.
- More consistent access management standards and applicability across the study area.
- Identifying current and planned functionality of roadways.
- Including provisions for future roadways.
- Environmental, visual, and cultural preservation standards.

## DOCUMENTS REVIEWED

### Alfred

- Amendments to and Code Changes Affecting the Comprehensive Plan of the Town of Alfred
- Proposed Comprehensive Plan Changes, Printed 2/7/06
- Code of the Town of Alfred, Maine, Chapter 160 Zoning
- Code of the Town of Alfred, Maine, Chapter 148 Subdivision of Land

### Arundel

- Comprehensive Plan 2005 Update, Amended 11/13/07
- Town of Arundel Land Use Ordinance, Amended 6/9/10
- Town of Arundel Subdivision Regulations, Revised 2/14/08

### Biddeford

- Comprehensive Plan, 11/99
- Zoning Ordinance, Updated 12/2/08
- Subdivision Ordinance, 6/20/1995

### Kennebunk

- Comprehensive Plan Update 2003, Amended 6/8/10
- Zoning Ordinance, Amended 6/8/10
- Planning Board Standards for Reviewing Land Subdivisions, Revised 2/25/08

### Lyman

- 2004 Comprehensive Plan
- Zoning Ordinance, Amended 6/5/10
- Land Development and Subdivision Regulations, Revised 2/15/05
- 

### North Berwick

- Comprehensive Plan Update, Approved 4/4/09
- Town of North Berwick, Maine Zoning Ordinance, Revised 4/10/10
- Town of North Berwick, Maine Subdivision Ordinance, Revised 4/1/06

### Ogunquit

- Comprehensive Plan, Revised 10/11/04
- Ogunquit Zoning Ordinance, Amended 6/8/10
- Town of Ogunquit Subdivision Regulations, Amended 12/10/07

### Sanford

- Amended 2002 Update of the Sanford Comprehensive Plan, Amended 5/05
- Zoning Ordinance, Amended 11/18/03
- Subdivision of Land, Amended 11/18/03





### Wells

- Comprehensive Plan Update, 2/24/05
- Land Use, 11/2/93
- Subdivision of Land, 4/16/04