

2010

Town of Yarmouth Comprehensive Plan 2010

The Comprehensive Plan Steering Committee

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Town of Yarmouth Comprehensive Plan



2010

TOWN OF YARMOUTH

COMPREHENSIVE PLAN 2010

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TABLE OF CONTENTS

INTRODUCTION	1
EXECUTIVE SUMMARY	4
A. Yarmouth Village	4
B. Diversity of the Population.....	5
C. Historic Character.....	7
D. Route One.....	7
E. Rural Character and Open Space.....	7
F. Form-Based Codes	8
G. Other Recommendations.....	8
PART A: POLICIES	11
CHAPTER 1. KEY ISSUES, POLICIES, AND STRATEGIES	13
A. Background	14
B. Interrelationships among the Five Focus Areas	15
C. The Village.....	16
1. Background.....	16
2. Vision.....	19
3. Policies and Strategies.....	20
D. Diversity Of The Population.....	25
1. Background.....	25
2. Vision.....	26
3. Policies and Strategies.....	27
E. Historic Character	29
1. Background.....	29
2. Vision.....	30
3. Policies and Strategies.....	30
F. Route One.....	31
1. Background.....	31

2. Vision.....	33
3. Policies and Strategies.....	38
G. Rural Character and Open Space	39
1. Background.....	39
2. Vision.....	39
3. Policies and Strategies.....	40
CHAPTER 2. FUTURE LAND USE.....	43
A. Introduction to the Future Land Use Plan.....	43
B. Concept of Growth, Limited Growth, and Non-Growth Areas.....	43
C. Core Concepts of the Future Land Use Plan.....	46
D. Growth Areas.....	47
1. Village Center I.....	48
2. Village Center II	49
2. Village Center II	50
3. Village III.....	50
4. Village Residential	51
5. Route One Commercial Corridor	51
6. Limited Commercial-Industrial.....	52
7. Industrial.....	52
8. Water Oriented Commercial I.....	53
E. Limited Growth Areas	53
1. Low Density Residential.....	54
2. Rural Residential.....	54
3. Homewood Residential	55
4. Limited Water Oriented Commercial	55
F. Non-Growth Area	56
1. Resource Protection	56
CHAPTER 3. OTHER GOALS, POLICIES, AND STRATEGIES.....	58
A. Transportation	58

1. Background.....	58
2. Policies and Strategies.....	59
B. Recreation.....	61
1. Background.....	61
2. Policies And Strategies.....	62
C. Historic and Archeological Resources.....	62
1. Background.....	62
2. Policies and Strategies.....	62
D. Municipal and School Facilities.....	63
1. Background.....	63
2. Policies and Strategies.....	63
E. Sewer Facilities	64
1. Background.....	64
2. Policies and Strategies.....	64
F. Marine Resources	65
1. Background.....	65
2. Policies and Strategies.....	66
G. Natural and Water Resources.....	68
1. Background.....	68
2. Policies and Strategies.....	69
H. Funding of Capital Improvements	71
1. Background.....	71
2. Policies and Strategies.....	72
I. Community and Economic Development.....	72
1. Background.....	72
FORM-BASED CODES: AN ABSTRACT	75
PART B: IMPLEMENTATION	78
CHAPTER 4. IMPLEMENTATION STRATEGY	80
A. Management of the Implementation Process.....	80

B. Policy References.....	81
C. Implementation Strategy	81
CHAPTER 5. REGIONAL COORDINATION STRATEGY	98
A. Regional Context	98
B. Regional Issues and Strategies	98
1. Service Delivery	98
2. Stormwater Management on a Watershed Basis.....	99
3. Affordable Housing.....	99
4. Traffic Management	100
5. Transportation Alternatives	100
6. Chebeague Island Access.....	100
7. Management of Marine Resources.....	101
8. Economic Development.....	101
9. Land Use Planning	101
10. Recreational Resources	102
CHAPTER 6 CAPITAL INVESTMENT STRATEGY	104
A. Capital Improvement Program	104
B. Projects Necessary to Accommodate Projected Growth	105
C. Implementation of Form-Based Codes.....	105
D. Other Capital Projects Necessary for Implementation	106
1. Village Center Improvements.....	106
2. Historical Survey and Guidelines	106
3. Route One Improvements	106
4. Green Infrastructure and Open Space	106
5. Pedestrian and Bicycle Facilities.....	107
6. Recreation Facilities7.....	107
PART C: APPENDICES.....	109
APPENDIX A. OVERVIEW OF THE 1993 COMPREHENSIVE PLAN	111
A. Major Issues in 1993	111

B. Key Policy Directions	112
C. Implementation of the 1993 Comprehensive Plan.....	114
APPENDIX B. PUBLIC INVOLVEMENT IN THE PLANNING PROCESS	118
A. Community Visioning Session	118
B. Working Subcommittees.....	118
C. Community Survey	119
D. Summary of the Survey Results	120
Main Street and Village Center.....	120
Historic Preservation.....	121
Route One	121
Housing and Residential Development.....	122
Transportation.....	123
Open Space Preservation and Environmental Issues	124
Regionalization of Services.....	125
E. Community Forums	125
APPENDIX C. PAST PLANNING ACTIVITIES	127
2009 Route One Corridor Study: Phase II	127
2006 Wastewater Treatment Facility Evaluation Report (Wright-Pierce).....	127
2006 Master Plan for the Yarmouth Water District (Wright-Pierce)	127
2005 Route One Corridor Study: Phase I	127
2005 Groundwater Evaluation Little John Island (Drumlin Environmental, LLC)	127
2004 Madeline Point Master Plan Study (Baker Design Consultants)	128
2004 Exit 17 Study (EDAC).....	128
2004 Wastewater Treatment Facility	128
2000 Feasibility Evaluation for On-Site Wastewater Disposal Cousins and Little John Islands (Drumlin Environmental LLC)	128
2000 Local Wastewater Disposal Options (Drumlin Environmental, LLC and Albert Frick Associates)	128
2000 Pratt's Brook Park Management Plan (Yarmouth Conservation Commission).....	129
1999/2000 Athletic Facilities Needs Analysis.....	129

1999 Route One Corridor Design Guidelines (Terrence J. DeWan & Associates)	129
1998 Preliminary Design of Sewer Collection System for Cousins, Littlejohn Islands and Other Unsewered Areas (Wright-Pierce)	129
1998 Summary of Findings and Yarmouth Business Visitation Program (EDAC, Yarmouth Chamber of Commerce).....	129
1996 Comprehensive Plan Update – Yarmouth & N Yarmouth Water District (Earth Tech)	129
APPENDIX D. INVENTORY	132
Population.....	134
Economy.....	144
Housing.....	164
Transportation.....	188
Public Facilities and Services	204
Conservation, Parks, and Recreation	234
Natural Resources.....	244
Water Resources Inventory	262
Marine Resources.....	276
Historic and Archaeological Resources	294
Land Use	304
Fiscal Capacity Inventory	316
CONSTRAINTS TO DEVELOPMENT	327

The following Appendices (E through H) are not included in this document and can be obtained from the Town office or can be viewed online at the Town’s website, www.yarmouth.me.us.

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

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.

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

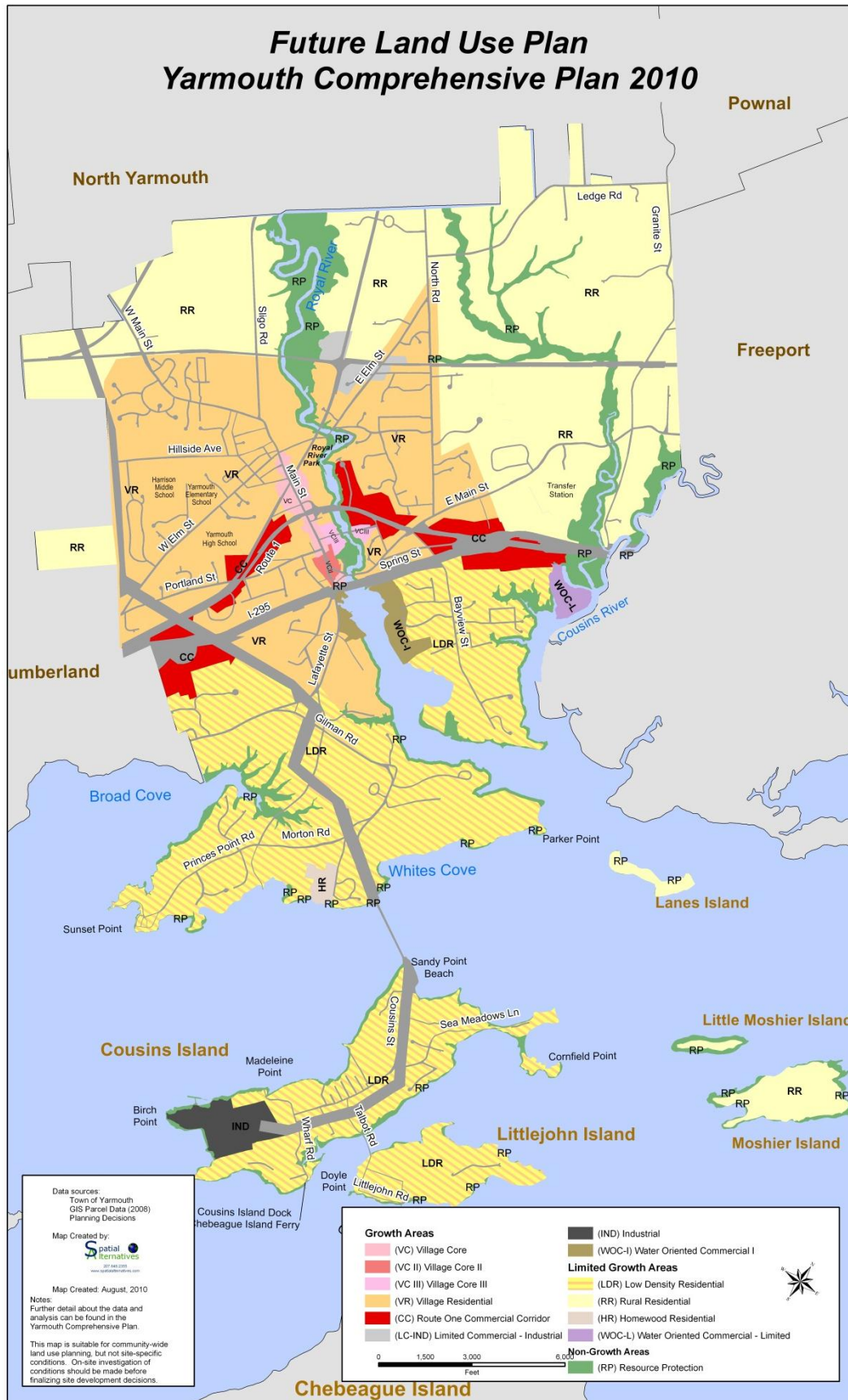
predominance of historic architectural styles. To preserve and encourage this desirable pattern of development, key recommendations include:

- 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

PART A: POLICIES

CHAPTER 1. KEY ISSUES, POLICIES, AND STRATEGIES

CHAPTER 2. FUTURE LAND USE

CHAPTER 3. OTHER GOALS, POLICIES, AND STRATEGIES

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.

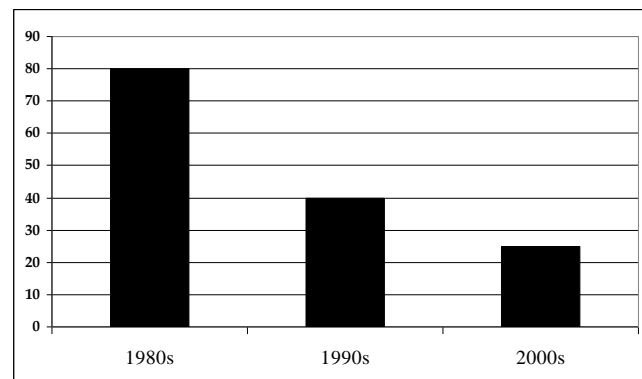
The Town developed its current Comprehensive Plan in the early 1990s against this backdrop and that plan, in large measure, focused on limiting and managing residential growth, controlling change in Yarmouth Village, and promoting economic growth to offset the possible loss of revenue from the power 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

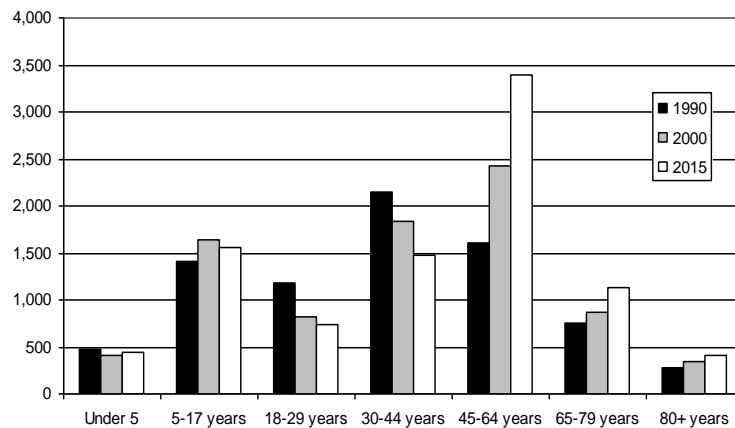
These five issues or focus areas are key factors in planning for the future of Yarmouth. Each one of these focus areas, in and of itself, is important and represents an aspect of Yarmouth that we value and that we feel needs our collective attention. At the same time, it is important to recognize that 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



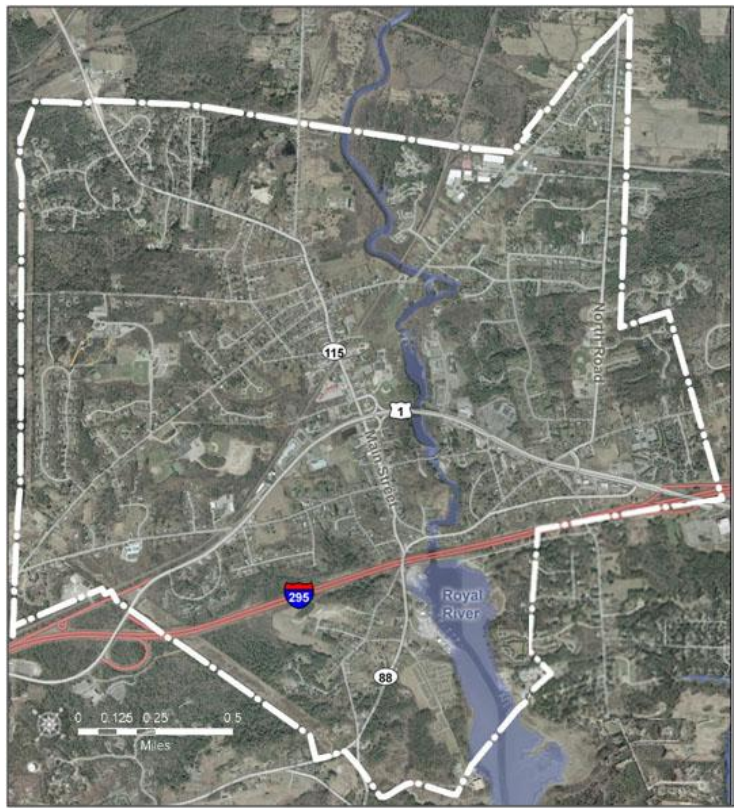
areas developed before 1970 where the lots are small and people can easily walk around. And for some people, the Village includes most of the town except for the coast and the islands.

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.

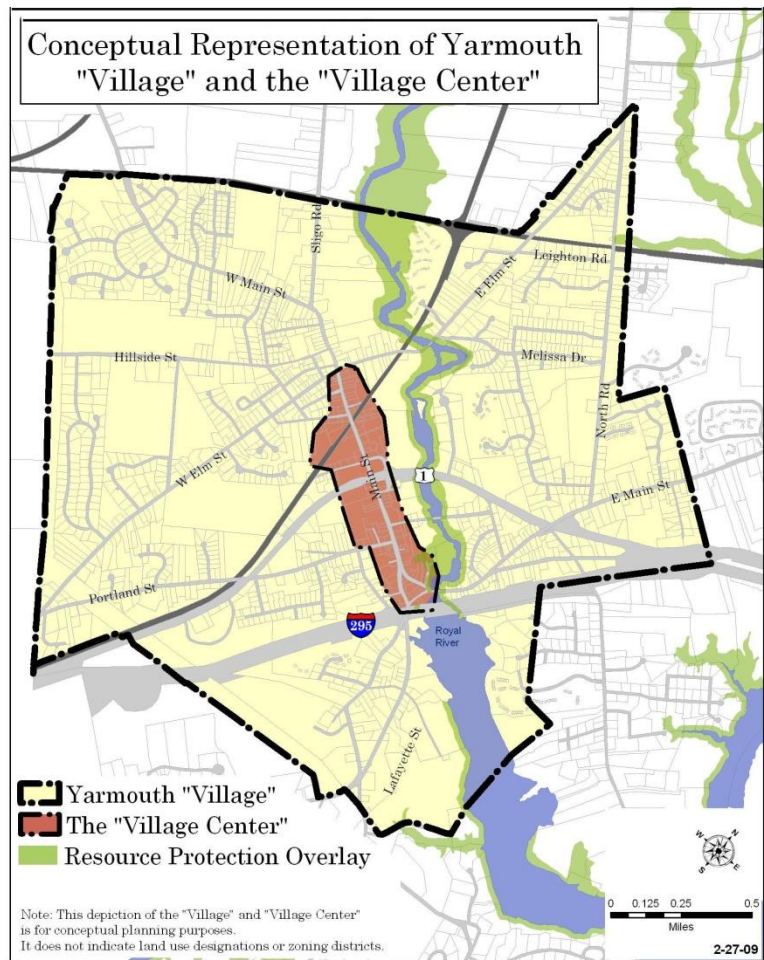
Main Street or the Village Center will be a vibrant, pedestrian friendly, mixed-use street where people can live, work, shop, and take care of their other daily needs. A balance between residential and nonresidential activities in the Village Center will be maintained. Historic properties will be well 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).

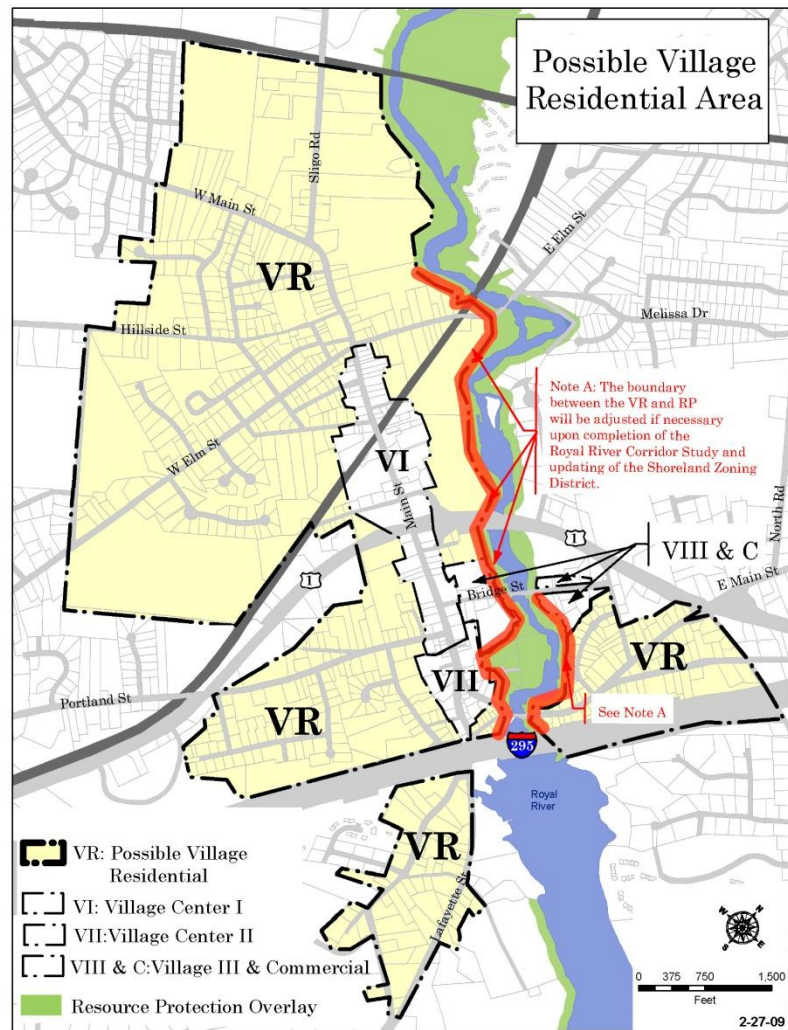
Strategy C.4.1– Create a new Village Residential (VR) zone out of part of the current Medium Density Residential District. The new VR District should include the older built-up areas of the Village. Figure 1-5 on the following page shows the possible boundaries of the proposed VR area. The final location 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*

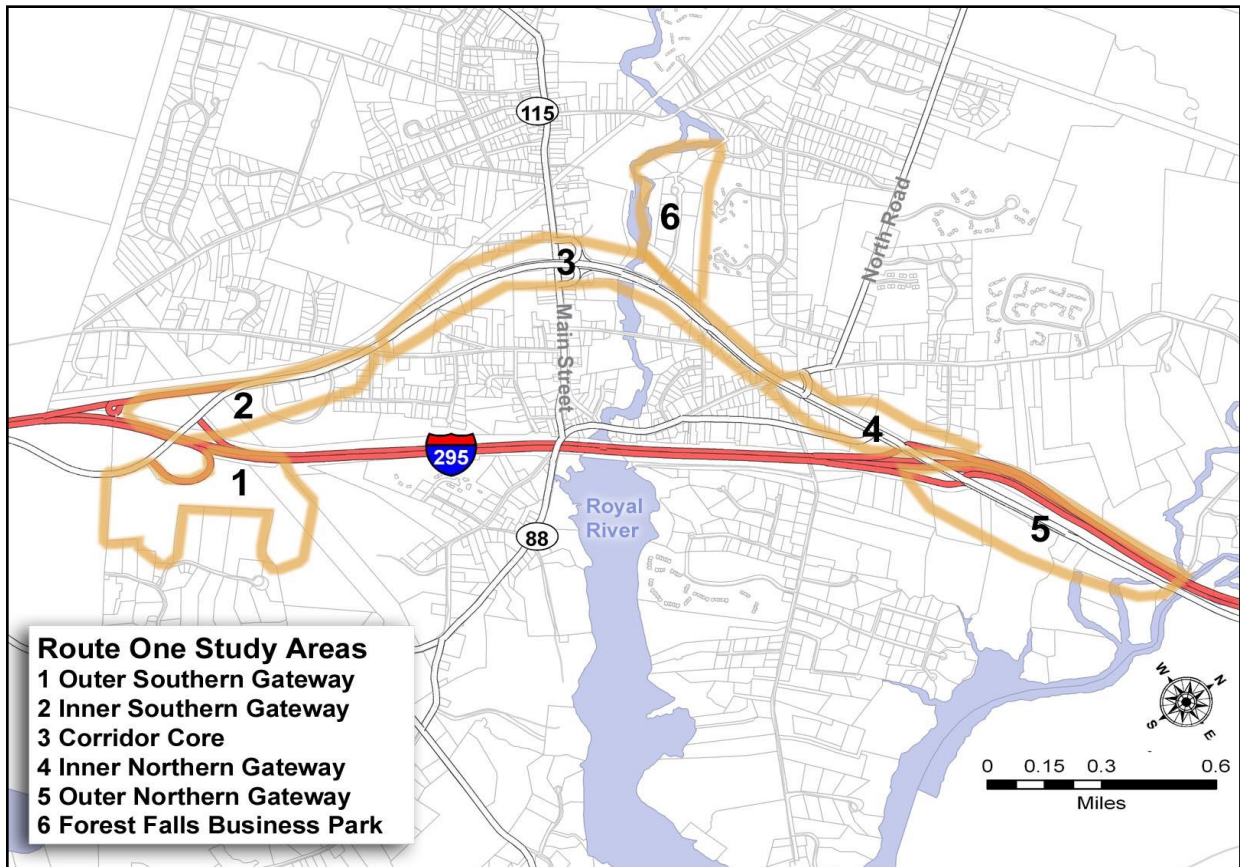
A common vision has begun to emerge during the planning process for how the Route One Corridor should evolve over the coming years and what the Town's objectives are, or should be, with respect to growth and development/redevelopment within the corridor. The Town Council has already reviewed and endorsed 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.

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

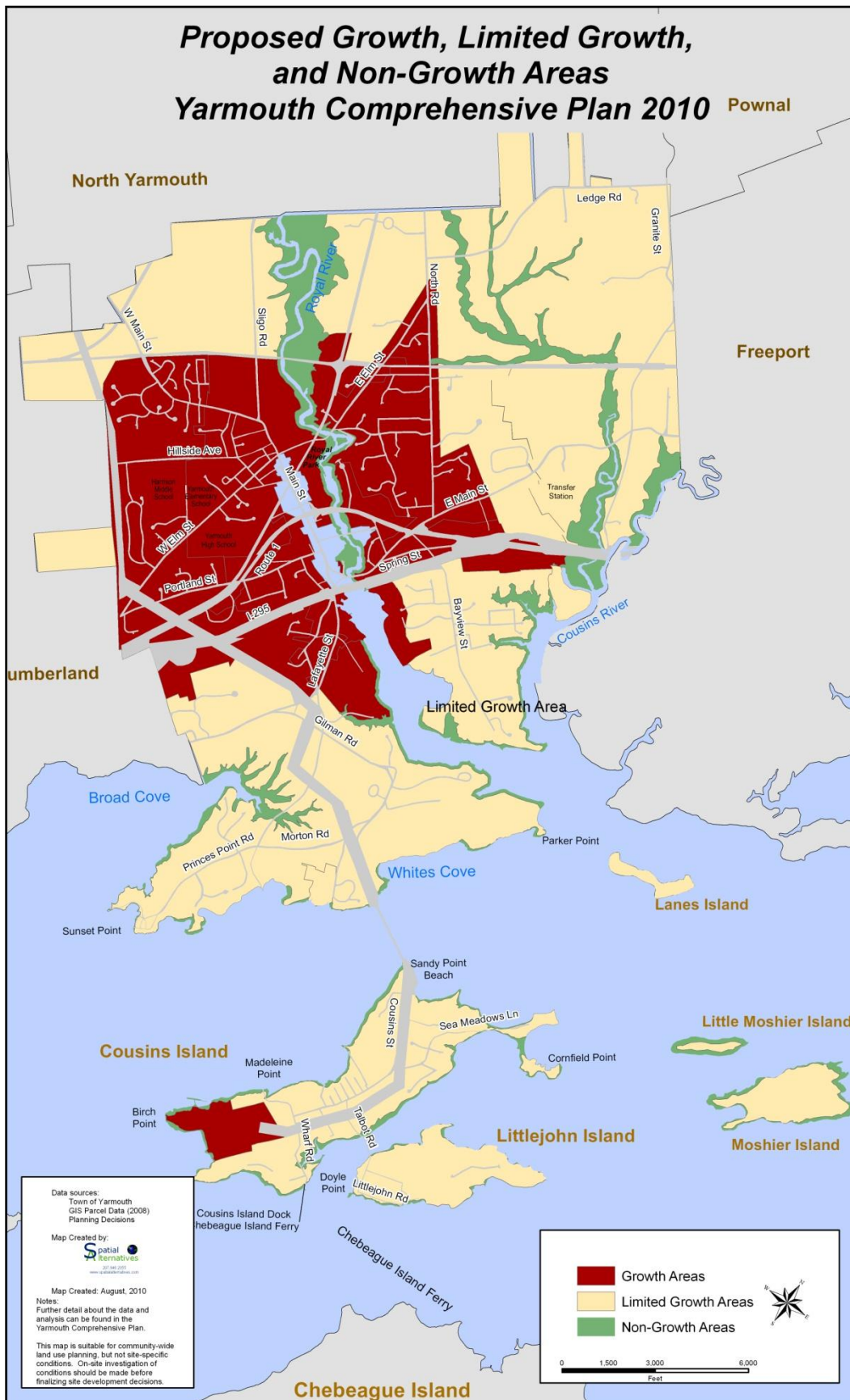
The updated Future Land Use Plan designates the various areas of the community as Growth Areas, Limited Growth Areas, and Non-Growth Areas (See Figure 2-1, page 46). **Growth Areas** are those parts of Yarmouth that are more suitable and desirable for growth and development.

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.

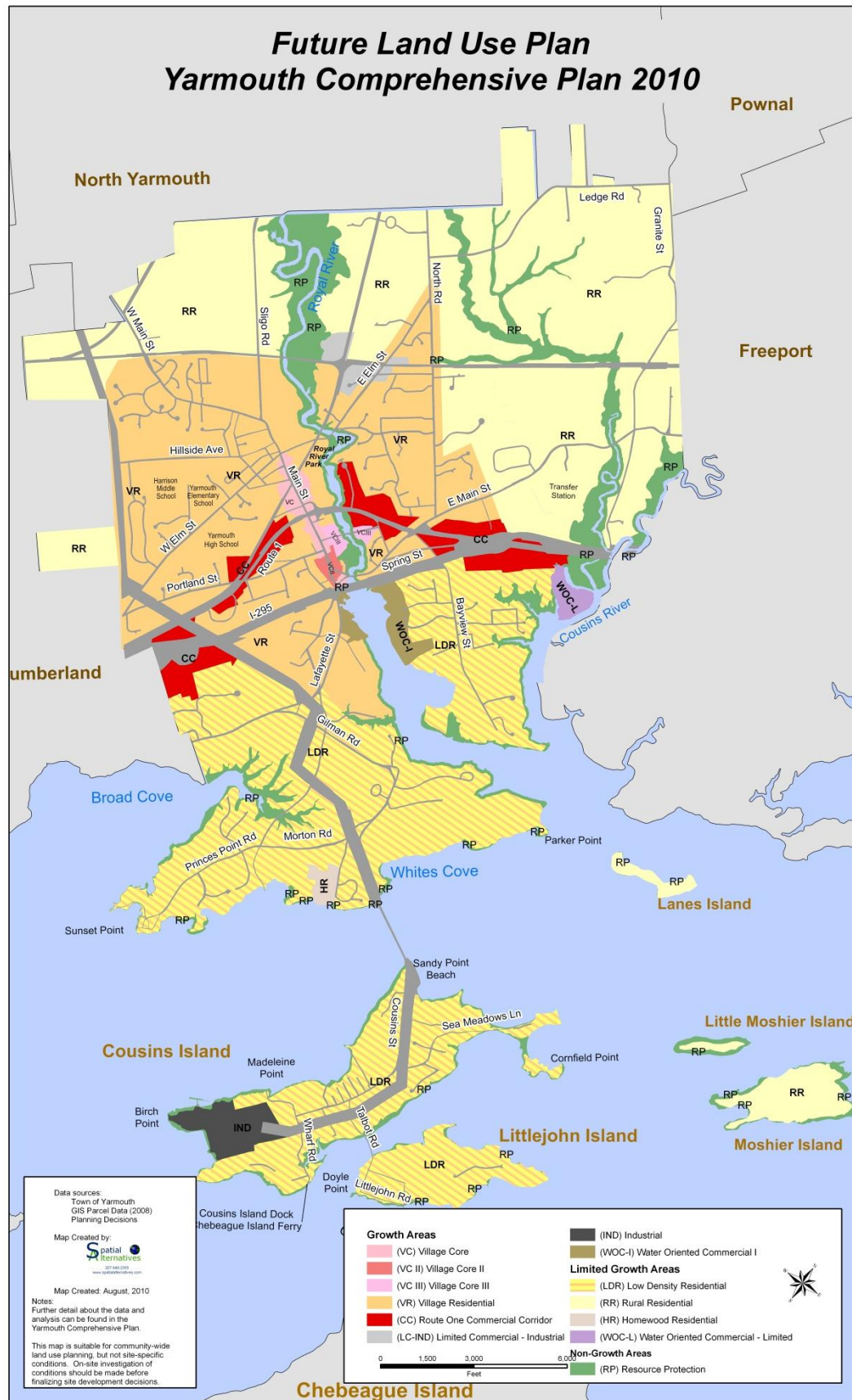
The Growth Area is divided into a number of land use designations, described below. The location of the various designations is shown on Figure 2-2 on page 50. The final location of the

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.

FIGURE 2-2 FUTURE LAND USE MAP



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.

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

PART B: IMPLEMENTATION

CHAPTER 4. IMPLEMENTATION STRATEGY

CHAPTER 5. REGIONAL COORDINATION

CHAPTER 6. CAPITAL INVESTMENT STRATEGY

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
Yarmouth Village					
Ch1-C.1.1	Policy: Municipal Uses in Village	Town Manager	Planning Board	Short	X
Ch1-C.1.2	Zoning: Non-residential in Village	Planning Director	Planning Board	Short	X
Ch1-C.1.3	Zoning: Non-conforming Use in Village	Planning Director	Planning Board	Short	X
Ch1-C.1.4	Marketing Strategy for Village	Town Manager	EDAC	Medium	
Ch1-C.1.5	Zoning: Renovation Code	Planning Director	Planning Board	Short	X
Ch1-C.1.6	Zoning: Infill Commercial in Village I & II	Planning Director	Planning Board	Short	X
Ch1-C.2.1	FBC in Village I & II	Planning Director	Planning Board	Medium	X
Ch1-C.2.2	Design Standards in Village I & II	Planning Director	Historical Society	Short	X
Ch1-C.3.1	Advisory Review Process (Historic, Village)	Planning Director	Historical Society	Short	X
Ch1-C.4.1	Zoning: New Village Residential (VR)	Planning Director	Planning Board	Short	X
Ch1-C.4.2	Zoning: Revise MDR Development Standards	Planning Director	Planning Board	Short	X
Ch1-C.5.1	Pedestrian and Bicycle Plan	Planning Director	BPSC	Long	
Ch1-C.5.2	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
Diversity of Population					
Ch1-D.1.1	Support Affordable Housing Advocates	Town Manager	YAHl	Ongoing	
Ch1-D.2.1	Create Affordable Housing Fund	Town Manager	YAHl	Short	
Ch1-D.2.2	Seek Funding for Affordable Housing	YAHl		Ongoing	
Ch1-D.2.3	Encourage Tax Credit and TIF Programs	Town Manager	YAHl	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	
Historic Properties					
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	
Route One Corridor					
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
Ch1-F.1.4	Update "Route One Corridor Design Standards"	Planning Director	Planning Board/Gateways Committee	Medium	X
Ch1-F.1.5	Develop Capital Investment Strategy	Town Manager	Gateways Committee	Medium	
Rural Character and Open Space					
Ch1-G.1.1	Zoning: Amend Open Space Residential Development ordinance	Planning Director	Planning Board	Short	
Ch1-G.1.2	Subdivision: Preserve Rural Character	Planning Director	Planning Board	Short	
Ch1-G.1.3	Subdivision: Preserve Scenic/Rural Vistas	Planning Director	Planning Board	Short	X
Ch1-G.2.1	Green Infrastructure Plan	Planning Director/Conservation Planner	Parks and Lands/Green Infrastructure	Short	
Ch1-G.3.1	Acquire Open space and Secure easements	Town Manager	Town Council	Ongoing	
Ch1-G.4.1	Land Management Plans for Town Properties	Conservation Planner	Parks and Lands	Medium	
Future Land Use Plan					
Ch2-D.1 – D.8	Policy: Evaluate and amend as necessary	Planning Director	Planning Board	Medium	X
Ch2-E.1 – E.4	Policy: Evaluate and amend as necessary	Planning Director	Planning Board	Medium	X
Ch2-F.1	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
Transportation					
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
Ch3-A.3.2	Actively Participate in Commuter Rail Discussion	Planning Director/Town Manager	Planning Board/Town Council	Ongoing	
Ch3-A.3.3	PACTS/MDOT Commuter Parking Lots	Planning Director/Town Engineer	Planning Board	Medium	
Ch3-A.3.4	Intermodal Facility	Planning Director	Planning Board	Long	
Ch3-A.4.1	Explore Impact Fees for Transportation	Town Manager	Town Council	Long	X
Ch3-A.4.2	Regional Impact Fee to Offset Local Improvements	Town Manager	Town Council	Long	X
Recreation					
Ch3-B.1.1	Continue Implementing "2000 Athletic Fields Plan"	YCS	Sports and Rec	Ongoing	
Ch3-B.1.2	Town & School Playground Needs Assessment	YCS	Sports and Rec	Medium	
Ch3-B.1.3	Expand NYA & Town/School Partnership re: Fields	YCS	Sports and Rec	Long	
Ch3-B.1.4	Royal River Corridor Study	Planning Director	Planning Board/Parks and Lands	Ongoing	
Historic and Archeological Resources					
Ch3-C.1.1	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
Municipal and School Facilities					
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	
Sewer Facilities					
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	
Marine Resources					
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
Ch3-F.1.2	Piers, Docks, Wharves Regulations	Harbor and Waterfront	Planning Director	Medium	X
Ch3-F.1.3	Close/Replace Overboard Discharge Systems	Harbor and Waterfront	Town Engineer	Medium	
Ch3-F.1.4	Alternative Stormwater Management Techniques	Town Engineer	Planning Director	Medium	
Ch3-F.1.5	Zoning: DEP Stormwater BMP's/Shoreland Zoning	Town Engineer	Planning Director	Medium	X
Ch3-F.2.1	Diverse Harbor/Water Dependent Uses	Planning Director	Harbor and Waterfront	Long	X
Ch3-F.2.2	Zoning: WOC districts	Planning Director	Planning Board	Short	X
Ch3-F.2.3	Commercial Fishing Operations	Harbor and Waterfront	Town Council	Long	
Ch3-F.2.4	Pollution Abatement & Depuration Management Plan	Town Engineer	Harbor and Waterfront	Short	
Ch3-F.3.1	Pursue Maintenance Dredging of Rivers/Mooring Areas	Town Engineer	Harbor and Waterfront	Short	
Ch3-F.3.2	ACOE/DEP Environmental Impacts of Dredging	Town Engineer	Harbor and Waterfront	Short	
Ch3-F.3.3	CIP: Dredging Reserve Account	Town Manager	Town Council	Ongoing	
Ch3-F.3.4	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	
Natural and Water Resources					
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
Ch3-G.3.1	Shoreland Zoning: Ongoing Review for State Compliance	Planning Director	Parks and Lands	Short	
Ch3-G.3.2	Identify Vernal Pools	Planning Director/Conservation Planner	Parks and Lands	Short	
Ch3-G.4.1	Regional Stormwater Collaborative	Town Engineer	ISWG	Ongoing	
Ch3-G.4.2	Zoning: Chapter 500 Stormwater Regulations	Town Engineer	ISWG	Short	X
Ch3-G.4.3	Continue Implementing Stormwater Management Plan	Town Engineer	ISWG	Ongoing	
Ch3-G.5.1	Maintain Compliance with State Shoreland Zoning	Planning Director	Planning Board	Ongoing	
Ch3-G.5.2	Continue to Evaluate Scenic and Habitat Areas	Conservation Planner	Parks and Lands	Medium	
Ch3-G.5.3	Greenway along Royal River	Planning Director/Conservation Planner	Parks and Lands	Long	X
Ch3-G.5.4	Coastal Management Strategies and Sea Level	Planning Director	Conservation Planner	Long	
Ch3-G.6.1	Continue Refining Beginning with Habitat Maps	Conservation Planner	Parks and Lands	Medium	
Ch3-G.6.2	Identify Key Habitat Areas	Conservation Planner	Parks and Lands	Medium	
Ch3-G.6.3	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
Ch3-G.7.1	Consider Policies of Royal River Corridor Study	Planning Director	Planning Board	Ongoing	
Ch3-G.7.2	Protect Large Inter-municipal Tracts of Land	Conservation Planner	Parks and Lands	Ongoing	
Ch3-G.7.3	Participate in Casco Bay Initiatives	Conservation Planner	Parks and Lands	Ongoing	
Ch3-G.7.4	Green Infrastructure Plan	Planning Director/Conservation Planner	Parks and Lands	Medium	
Ch3-G.8.1	Climate Action Plan	Town Engineer	YES	Short	
Ch3-G.8.2	Promote Transit, Rideshare, Lots	BPAC	Planning Director	Medium	
Ch3-G.8.3	Policy: LEED for Municipal Facilities	Planning Director/Town Engineer	YES	Medium	
Ch3-G.8.4	Encourage LEED in Private Construction	Planning Director/Town Engineer	YES	Medium	
Funding of Capital Improvements					
Ch3-H.1.1	Annual Capital Improvement Plan	Town Manager	Planning Board/Town Council	Ongoing	
Ch3-H.2.1	Seek Grants for Capital Investments	Town Manager	Various	Ongoing	
Ch3-H.2.2	TIF for Capital Improvements	Town Manager	Town Council	Medium	
Ch3-H.2.3	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
Ch3-H.2.4	Coordinate Municipal Road, Sewer, Water Infrastructure Projects	Town Engineer	Director of Public Works	Ongoing	
Community and Economic Development					
Ch3-I.1.1	Re-establish Economic Development Advisory Committee	Town Manager	Planning Director	Medium	
Ch3-I.1.2	Develop Local “Creative Economy”	Town Manager	Planning Director	Long	X
Ch3-I.1.3	Explore Green Technology Cluster	Town Manager	Planning Director	Medium	
Ch3-I.1.4	Zoning: Commercial Use	Planning Director	Planning Board	Short	X
Ch3-I.1.5	Zoning: Mixed Use	Planning Director	Planning Board	Short	X
Ch3-I.1.6	Wyman Station Property Valuation and Investments	Town Manager	Assessor	Ongoing	
Ch3-I.1.7	Form-Based Codes	Planning Director	Planning Board	Short	X
Ch3-I.1.8	Tax Increment Financing (TIF) to Encourage Growth and Investment	Town Manager	Town Council	Ongoing	
Regional Coordination Strategy					
Ch5-1.1	Shared Municipal Services and Facilities	Town Manager	Town Council	Long	
Ch5-2.1	Royal & Cousins River Watershed Management Programs	Parks and Lands	Planning Director	Long	
Ch5-2.2	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
Support Organizations					
EDAC: Economic Development Advisory Committee BPSC: Bicycle and Pedestrian Sub-Committee YAHl: 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					

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.

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.

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.

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*)

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.

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.

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.

