
Overview of Vetted Development Options

North Yarmouth Village Development Study

Prepared for:
Town of North Yarmouth



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Introduction

Ten years ago, the Town of North Yarmouth adopted a Comprehensive Plan that envisioned “a thriving village center” characterized by civic and commercial activity connected to a surrounding pattern of housing development that was denser than that found in the progressively more distant “village residential” and “farm & forest” districts. Over the past decade, that vision has not been realized. While the town has grown substantially, commercial activity in the village center remains minimal, and residential development has been greater in the “farm & forest” district than in either the “village center” or the “village residential” districts. In addition, the type of residential development as measured by lot and house size has not been substantially different across all zones.

Over the past several years, a variety of citizen-initiated ideas have been presented to stimulate new development in the town and shape it in ways more consistent with the vision embodied in the Comprehensive Plan—rebuild Wescustogo Hall, bring more businesses into the village, turn the former Memorial School into (take your pick) senior housing, a mixed-use commercial building, a new civic community and town hall building, use the excess septic capacity at the former Memorial School to extend a sewer system into the Village District as envisioned in the Comp Plan, improve and expand the trail systems throughout the town.

These ideas have presented citizens with a array of choices—some of which could complement one another, and some of which are mutually exclusive. In addition, the ideas have been brought forward by a wide variety of groups, some through the work of town-sanctioned committees and some through the efforts of private citizens and civic organizations. As a result, each idea has developed its own “constituency,” and favoring any one, risks appearing to oppose another.

The purpose of this report is to articulate these ideas, place them in the context of broader regional market forces and combine them into a smaller number of “development options.” The term “development option” here means a collection of ideas that are internally consistent—they work together—and are consistent with the Comp Plan. The options are formulated around ideas that are mutually exclusive. The former Memorial School, for instance, couldn’t be both a senior housing development and a new Town Hall/Community Center. Other ideas might be part of several options. Excess septic capacity at the former Memorial School, for example, could support a village sewer system regardless of the use in the building (so long as it didn’t require 100% of the system’s capacity).

The purpose of the report is not to recommend any particular option or group of options; it is not to present A PLAN. It is, rather, to provide the citizens of North Yarmouth with assistance in the decision making process. The decision of which option to choose remains the responsibility of the citizens alone. Finally, this report is not complete. It is an interim draft report intended to provoke thought and discussion. After review and reaction to this report—intended to clarify and/or revise both development ideas and development options—PDI will prepare a report that will articulate specific development scenarios and an estimate of their fiscal costs and benefits, i.e., the tax revenues they are likely to generate and the additional demand for town services they are likely to require.



Background

The Town of North Yarmouth has established a vision for the Village area. This vision is expressed in the goals outlined in the Comprehensive Plan, which was adopted in 2004 by the Town. This vision led to the development of several policies and regulations that set the environment for future development. The first step in assessing development opportunities for North Yarmouth's village area is to evaluate how regulations compare with the goals of the Plan. This is important for three reasons:

- [1] It may not have been possible, for economic, political, or other reasons to develop regulations that adequately and effectively serve the goals outlined in the Comprehensive Plan, but those conditions may have changed and opportunities to adopt regulatory changes may now be possible.
- [2] There may be inconsistencies or inefficiencies in the way that regulations are designed with respect to the goals of the Comprehensive Plan. It may be that well-intentioned regulations have not had the desired effect, in which case it is important to review and (potentially) modify the rules and standards.
- [3] The development market is constantly shifting to meet evolving consumer trends and economic conditions. On occasion, development opportunities may arise that are not appropriately regulated by existing ordinances. It is important to review local regulations with respect to current trends and market demands so that opportunities are not overlooked or unnecessarily prevented.
- [4]

The following section outlines the goals listed in the Comprehensive Plan for the village area.

The Town's Vision for North Yarmouth Village

North Yarmouth's Comprehensive Plan was adopted in 2004. The Plan is presented in two parts: the first lays out the community's vision for the town in the year 2020 and lists several overarching goals, the second outlines more detailed objectives, categorized by themes (e.g. land use, public facilities and transportation), for achieving the goals outlined in part one.

In the Comprehensive Plan, the Town has designated the Village Center (VC) and Village Residential (VR) districts, which roughly track the paths of Routes 115 and 231 from southwest toward the northeast as far as the rail lines and Royal River valley, as the Growth Areas. The most diversity and density was expected in the VC district, which corresponds with the heart of North Yarmouth village. The vision for the area is to create

"a thriving Village Center, with community facilities, such as Wescustogo Grange Hall, the Village Green, the Town Office and Memorial School, all interconnected to adjacent village neighborhoods by sidewalks. Small village businesses should provide shopping convenience for residents, maybe a pharmacy, service station, small grocery store, hardware store, doctors and other professional offices."

North Yarmouth Comprehensive Plan, 2004

Much of the village area lies atop the source aquifer for the Yarmouth Water District. The aquifer recharge area is zoned as the Groundwater Protection Overlay District (GPOD) and is subject to development restrictions to protect water quality. In many ways the vision for the village is predicated on public sewer utilities being available. For example, the smallest parcel for development in the Growth Area is roughly one acre; if the lot is served by a public sewer system the minimum lot size permitted can be reduced to 20,000 ft² (roughly half of an acre)—or 10,000 ft² (one quarter of an acre) if public water service is also available. A second example is a development density bonus of 20%, designed to encourage development of long term affordable housing units, that requires the units to be connected to public sewer. Other aspects of the land use regulations in the village indirectly encourage sewer infrastructure: to encourage greater connectivity



throughout the village area, new streets must be connected to the existing road network; developers are required to provide reserve streets for future roadway connections, and subdivisions within the village must build sidewalks on at least one side of the road. While these regulations support the vision of an interconnected village area, the infrastructure costs associated with the improvements are difficult to justify with the low-density development pattern that is permitted in the village in the absence of public sewer infrastructure.

To create a thriving mixed-use village environment, the Town must address both the Groundwater Protection Overlay restrictions as well as the broad market trends driving residential and non-residential development in North Yarmouth.

Actual Development Since Adoption of the Comprehensive Plan

Since adoption of the Comprehensive Plan in 2004, the majority of real estate development in town has taken place—within subdivisions and through individual dispersed development—in outlying areas (Figure 1). Between 2003 and 2014, there were a total of 203 development projects that were completed in town and 165 of those (81%) were in the Farm and Forest district.

The total real estate investment that occurred over this period amounted to more than \$74.7 million—\$13.3 million (17.8%) in the Village Center and Village Residential districts, and \$61.4 million (82.3%) outside of the Growth Area (Table 1). What stands out is the similarity between development in the village areas and outlying parts of town. The average property built in the village areas during this period offered 2,400 square feet of livable floor space on 1.24-acre parcels. Homes in more rural outlying areas offered only a slightly larger 2,500 square feet of living area on 1.35-acre parcels.

Table 1 - Residential Development in the North Yarmouth ca. 2003

	Village Area	Non-Village Area	All Development
Projects Built from 2003-2014	38	165	203
Land Value	\$ 2,929,700	\$ 14,360,000	\$ 17,289,700
Building Value	\$ 10,347,500	\$ 47,089,400	\$ 57,436,900
Total Value	\$ 13,277,200	\$ 61,449,400	\$ 74,726,600
Total Living Area (ft²)	91,208	418,328	509,536
Average Living Area (ft²)	2,400	2,535	2,468
Average Lot Size (acres)	1.24	1.35	
Average Lot Size (ft²)	54,014	58,806	

Source: Town of North Yarmouth

In sum, while the Comprehensive Plan envisions different types of residential “products” in each of the town’s three zones, the development process has produced housing “products” that are largely the same across all three zones. In other words, the village area has not been conducive to denser development that was sought when the Comprehensive Plan was adopted.

In the wider housing market surrounding North Yarmouth, the vast majority of housing development has been in single-family homes (with a small number of multi-unit projects, including one 25-unit housing project built in Freeport in 2011) since 2006 (Figure 2). The 2008 recession slowed new home construction dramatically but there are several signs—such as the number of housing construction permits filed—that the rate of housing development is returning to pre-recession levels.

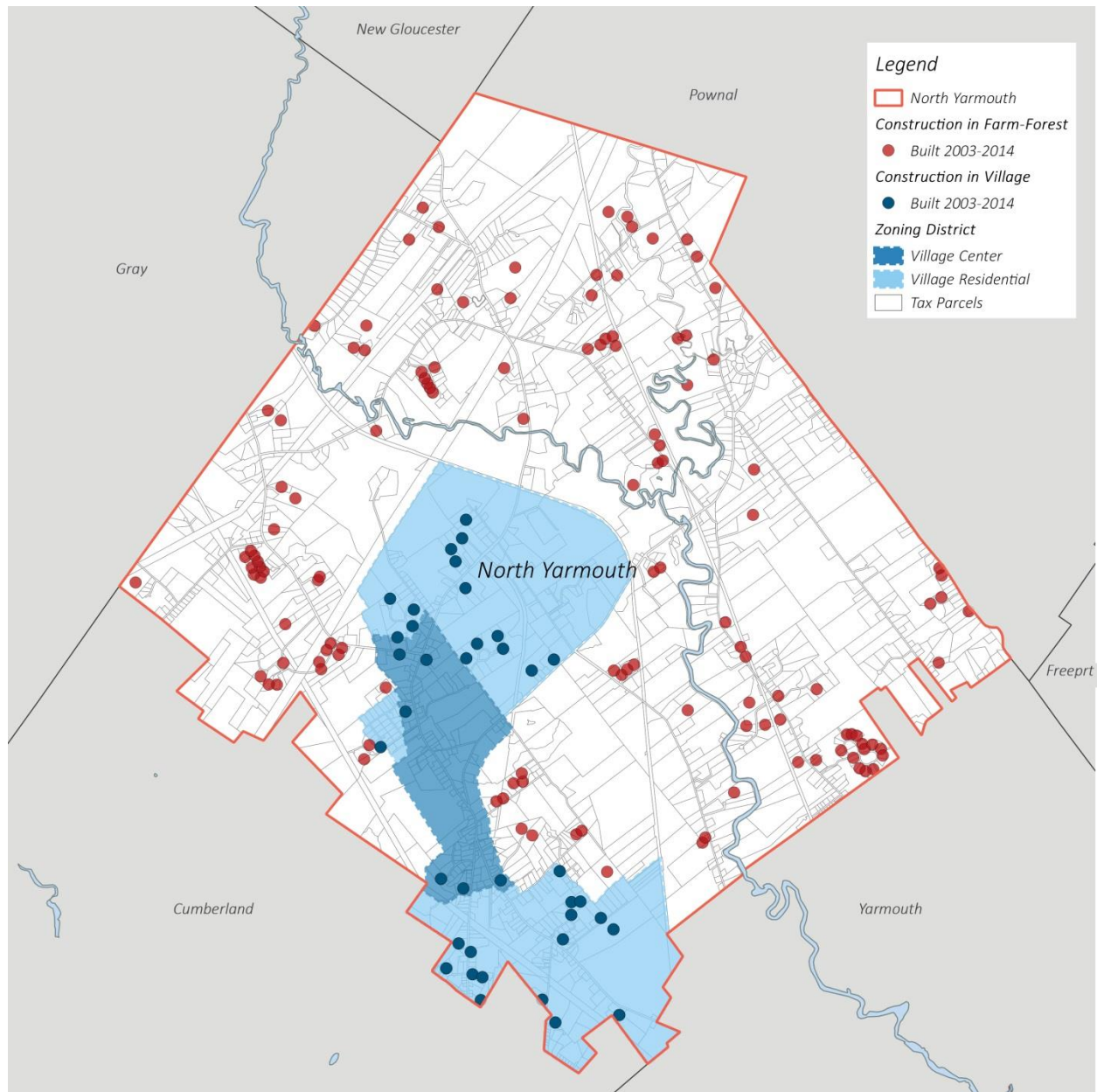


Figure 1 - Residential development in North Yarmouth (2003-2014)

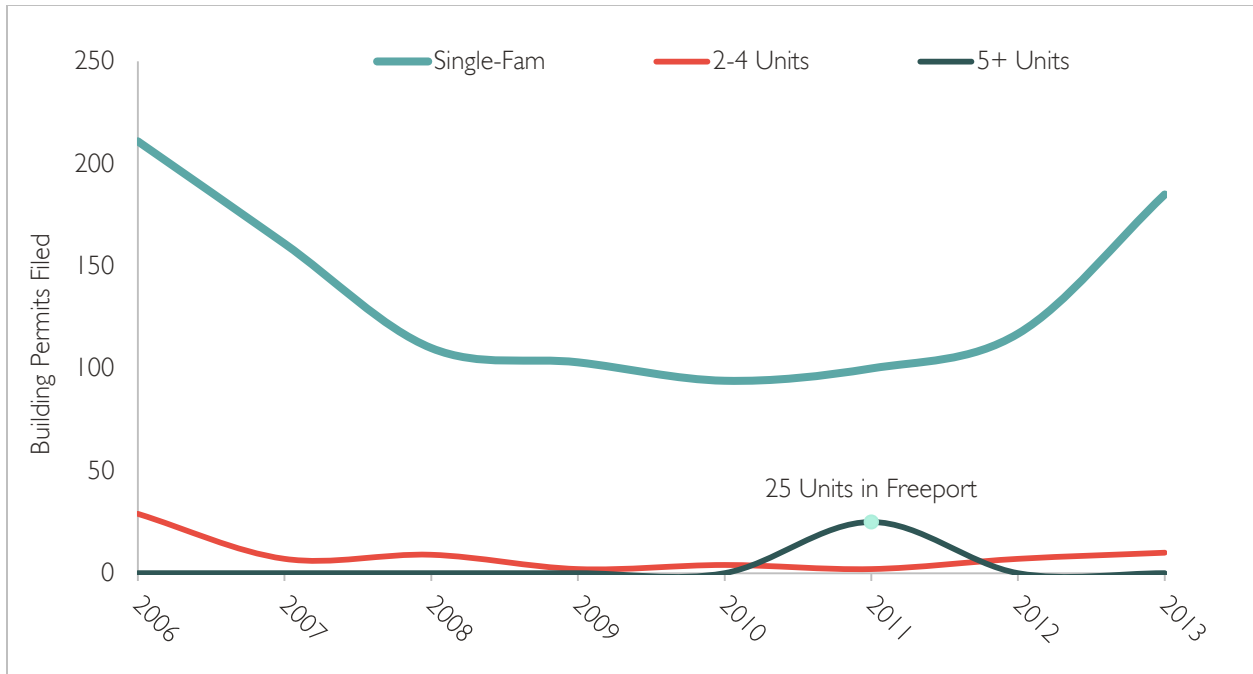


Figure 2 - Housing Unit Building Permits, North Yarmouth and Neighbors* (2006-2014). Source: SOCDS Building Permits Database, HUD, 2014. Note: "neighbors" includes: Cumberland, Gray, Freeport, New Gloucester, Pownal, Yarmouth.

Development Ideas

Over the past several years, a variety of citizen-initiated ideas have been presented to stimulate new development in town consistent with the Comprehensive Plan. Some of the ideas could complement one another, while others are mutually exclusive. In addition, the ideas have been brought forward by a variety of groups, some through the work of town-sanctioned committees and some through the efforts of private citizens and civic organizations. This chapter provides an overview of the key proposals and development options that are being considered for the village area. The goal will be to place these options in the context of broader regional market forces and work toward a selection of development scenarios.

Memorial School

The Memorial School in North Yarmouth was built in 1976. The primary building consists of 13,000 square feet of indoor space and it sits on a 20 acre parcel along Route 9 and Parsonage Road (Figure 3). The school was transferred to the Town in the summer, 2014 and many development ideas have emerged as a result of the acquisition. The parcel offers three development opportunities for the Town: reuse of the building as is, reuse of the site for development with modifications (including new construction and expansion) to the building, and use of the septic system to support higher density development in the village. Several studies have been completed that shed light on the feasibility of using the school for these purposes. The following section summarizes existing findings related to the structural integrity of the school and the capacity of the septic system.



Figure 3 - Memorial School Site

In 2012 the North Yarmouth Memorial School Task Force (NYMS) published a report, providing the Board of Directors of MSAD 51 with recommendations on the future use of Memorial School by the district. This ultimately led to the decision to close the school and transfer the property to the Town of North Yarmouth. The Task Force commissioned studies on the school's facilities to determine the operational costs and improvements that would have to be made for the school to continue its operations.

The Task Force identified 27 major renovations that were required to bring the facility up to the school district's standards. Not all of these improvements are necessarily applicable for future non-educational uses (such as the construction of a book or nook room, and conversion of the locker room to classroom space), but many of the issues identified are relevant. Subtracting repairs or modifications that are school-specific from the Task Force's estimate of costs yields an renovation cost estimate of \$400,000 to bring the entire building up to standard for regular occupation (Table 2). Table 3 summarizes the operational costs for heating the school and the expected savings that would occur if the recommended improvements to the heating, ventilation, and air conditioning systems were completed.

Table 2 - Mandatory Renovations to Memorial School According to the NYMS Task Force

Project	Budget
Replace Domestic Hot Water Heater	\$ 30,000
Computerized Heat Controls	\$ 6,000
Siding Repairs	\$ 21,000
Stain Building	\$ 22,000
Retube Boiler	\$ 10,000
Flooring Replacements	\$ 98,000
Lighting Upgrades	\$ 6,000
Front Roof Replacement	\$ 20,000
Rear Roof Replacement	\$ 20,000
Roof Repairs and Flashing	\$ 48,000
New Fire Alarm System	\$ 8,500
Exterior Light Pole Replacement	\$ 6,500
Underground Propane tank	\$ 12,000
Rebuild/Rebuild Rear Walls	\$ 35,000
Asbestos Abatement	\$ 37,000
Sprinkler System Upgrades	\$ 13,000
Plumbing Fixture Upgrades	\$ 5,000
Caulk and Seal Windows	\$ 5,000
Approximate Expenditure	\$ 403,000

Source: NYMS Task Force, (November 10, 2011). "10 Year Facilities Projects" [amended by PDI]

Table 3 - Energy Cost to Operate Memorial School

Fuel	Annual Energy Costs	Energy Cost with Renovation
Electricity	\$31,834 (\$0.72 per ft ²)	\$0.72 per ft ²
Bottled Gas	\$6,697 (\$0.15 per ft ²)	\$0.016 per ft ²
Fuel Oil	\$68,314 (\$1.55 per ft ²)	\$1.05 per ft ²
Total	\$106,845 (\$2.43 per ft²)	\$74,620 (\$1.82 per ft²)

Source: NYMS Task Force, (January 24, 2012). "Facilities Study "

In June, 2014 the Town received a report from Sweet Associates on the functionality of the school's septic system and its capacity for continued use in the future. The report indicates that historically, the septic field was largely underutilized. The system has a designed capacity of 12,000 gallons of effluent per day (gpd), of which approximately 15% (1,800gpd) was used by the school while it was in operation. As a result, the condition of the system is "excellent," albeit minor repairs to various components are needed¹.

The Yarmouth Water district currently serves a large portion of North Yarmouth Village (Figure 4). Developing a public sewer system at Memorial School and providing service to the village area would permit development of lots as small as 10,000 square feet. Currently village development is restricted to lots no smaller than 40,000 square feet to protect the integrity of the aquifer.

¹ Sweet Associates, June, 2012, Septic System Inspection North Yarmouth Memorial School

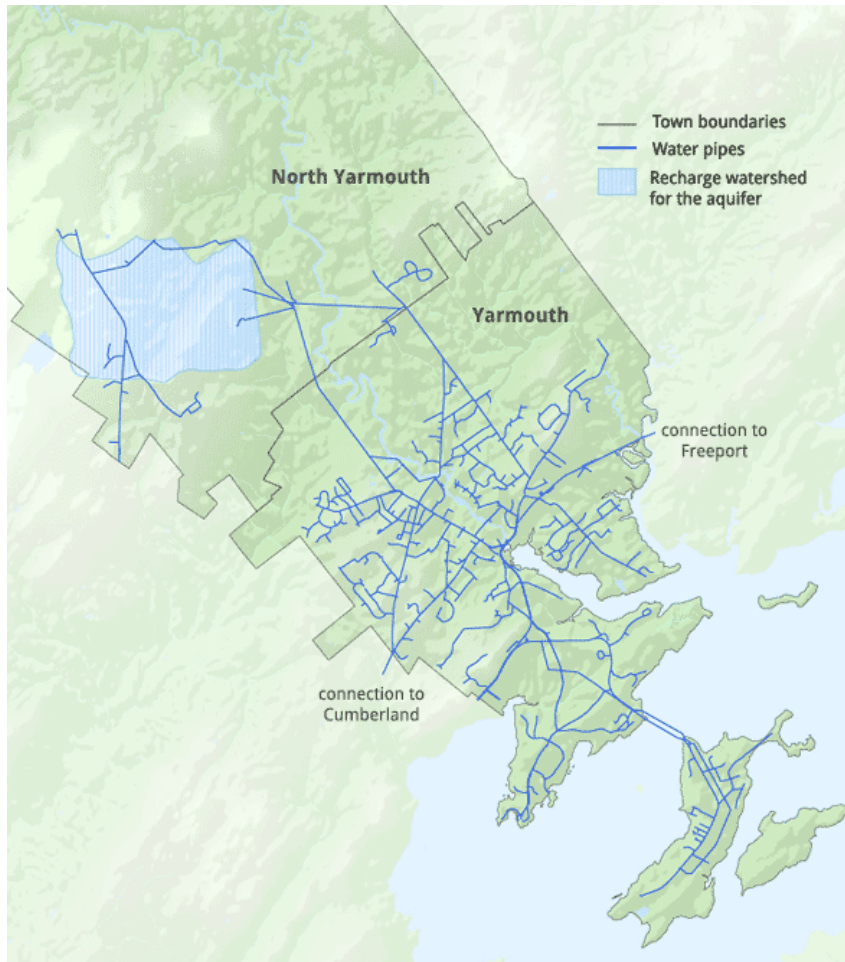


Figure 4 - Service Area of the Yarmouth Water District. Source: Yarmouth Water District

A primary concern with increased use of the septic system at Memorial School is the potential risk to the aquifer. Interviews with staff at the Yarmouth Water District and Drumlin Environmental (the Water District's contracted hydrogeologists) were conducted to assess the severity of these risks with increased utilization of the septic field at the school. The water district indicated that no water contamination risks have been identified in the village area to date. That said, the septic system has never been utilized beyond 15% of its design capacity, thus there is no precedent available to gauge contamination risks that may result from increased utilization of the septic system. Drumlin Environmental staff highly recommended that a soil testing and monitoring program be funded and implemented in connection with development of a community septic system for this reason. An effective monitoring program would allow increased use of the septic system and denser village development, while minimizing the risk of contamination.

An additional concern with a consolidated septic system is the potential for more difficult-to-treat effluent entering the waste stream. Drumlin Environmental staff noted that there is a greater chance that hard to process waste would be discharge into a public sewer systems. While this is a risk that the Town must be mindful of, the Yarmouth Water District has found that residents in North Yarmouth village are mindful of the sensitivity of the aquifer to contamination. An educational campaign run by the Town or future sewer district may be sufficient to safeguard the sewer system from higher level contaminants.

The development options for the Memorial School site are:

- Reuse of the school facility with modifications to address structural concerns
- Partial or complete redevelopment of the school for alternative uses

- Conversion of the septic system into a public sewer system serving the village area with or without development of the parcel

Wescustogo Hall

In late August, 2013 North Yarmouth lost an important community building, Wescustogo Hall, to fire. According to the agreement made between the Town and the Wescustogo Grange Association² in 1997 when the Hall was transferred to the Town, if the building is

damaged or destroyed, or outdated and [needs] replacement, the Town shall replace it with another which will serve the same function of a meeting hall with a large open room, kitchen and dining facilities.

The town thus has an obligation to replace the former grange hall with another building that serves the same functions. Interviews with the trustees of Wescustogo Hall, as well as town staff, indicate that the former hall could not adequately serve the Town's needs as a meeting hall for large events because of limited parking, lack of adequate facilities, and limited space for larger functions. The trustees expressed a concern that these limitations have contributed to declining use of the facilities in recent years. One important example is municipal elections. The former Wescustogo Hall had several accessibility issues that prevented use of the building as an election space. In a 2010 report from the Bureau of Corporations, Elections, and Commissions to the Town, the Bureau identified a list of deficiencies with the hall (Appendix A). The majority of these deficiencies deal with basic issues that are common among buildings built prior to the adoption of ADA guidelines, such as the lack of ramps to entryways, but more significant issues were also raised. The parking lot, for example, had excessive slopes and would need to be redesigned. Town staff noted that the former hall had a poor internal capacity, offering storage and functional space to operate an election effectively.

A survey of residents during the recent Fun Day event held September 6, 2014 found that the majority of respondents (55 of a total 64 surveyed) felt that it is "important" or "very important" that the future Wescustogo Hall be large enough, appropriately designed, and located so that it can serve large community gatherings like municipal elections in the future (Figure 5).

² Refer to Article 10 of the "Agreement between the Town of North Yarmouth and the Wescustogo Grange Hall Association regarding the transfer of the Wescustogo Grange Hall to the Town of North Yarmouth" (page 2)

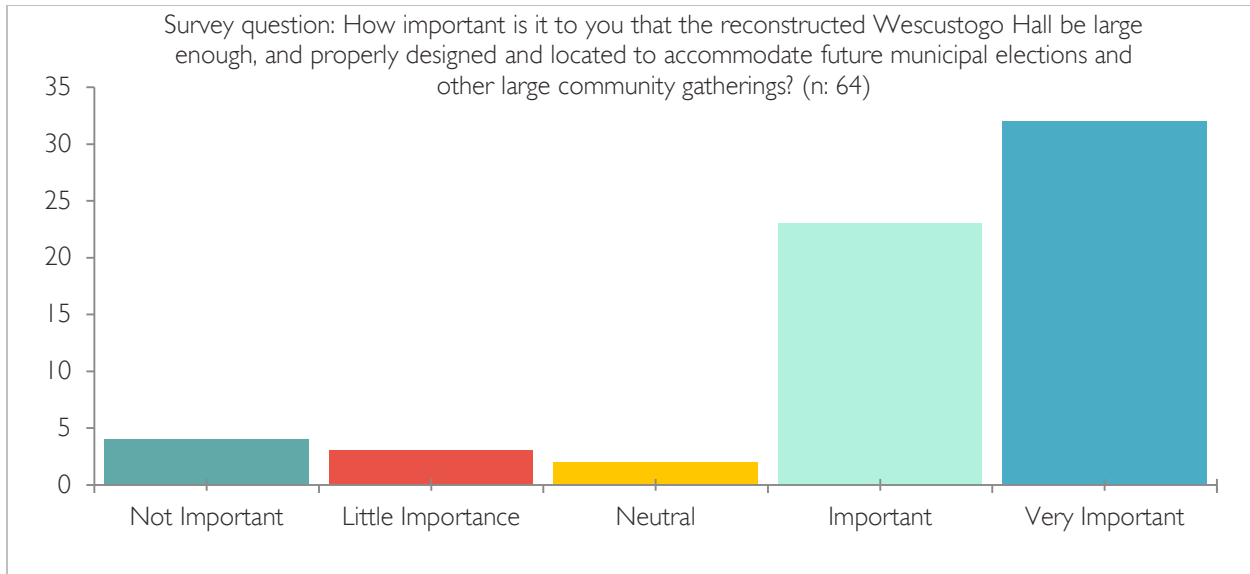


Figure 5 - Fun Day Survey Results Regarding Redevelopment of Wescustogo Hall

One development option for the existing site that has been proposed is to relocate the Old Town House on the Wescustogo site. This development option serves several functions: the Old Town House, owned by the Historical Society, is not currently in use due to structural issues with the building. Relocating and rehabilitating the building would revive a historic and culturally important building, while also consolidating municipal activities in the village. The building would house the historical society, which is currently operating out of the Fire Station and struggling to manage its activities within this space.

The development options related to the Town's obligations toward Wescustogo Hall are:

- Development of a new hall on the previous site (including relocation of the Old Town House)
- Development of a new hall on a new site with the same capacity as the previous hall
- Development of a new hall on a new site with expanded capacity
- Integration of a new hall within another larger development (such as a municipal campus at the Memorial School site)

Village Area Plan (prepared by North Yarmouth EDSC)

The development options for the village area include a preliminary plan prepared by the Town's Economic Development and Sustainability Committee (EDSC). The plan involves multiple phases, the first of which has been drafted into a preliminary plan. Phase one focusses on the triangular area bounded by Route 9, Route 115, and Parsonage Road. The plan does not include Memorial School; phase 2 would evaluate use of the school for housing or commercial development.

There are several components to phase 1 that further the goals expressed in the Comprehensive Plan. These include consolidating Town activities in the village area by relocating the Old Town House to Sharp Field, developing a system of trails throughout the village to connect Town facilities and the commercial activities in the southern portion of the village area, creating new community spaces to bring residents into the village area, and investing in improvements so that the village functions more effectively as a gateway to the community.

The Old Town House is currently owned by the North Yarmouth Historical Society, but is not being utilized because the building requires significant repairs (on the order of \$200,000). As a result, the historical society currently operates out of the Town's Fire and Rescue station. This arrangement is inadequate for the



needs of the Society due to problems with public access to the archives and limited storage capacity for their archives.

While phase I of the EDSC's village plan does not include housing and other forms of development, the committee sees affordable housing, especially workforce or senior housing, as vitally important to the community. Conversion of Memorial School into an affordable housing development was identified as a development option for the village area. The committee also considered future development options for the public works site and Cassidy Pit located to the north of Parsonage Road. In the past the Town considered consolidating its public works activities with the Town of Cumberland in a shared, central location. Relocation of public works activities from the parcel on Parsonage Road would create more developable land (over 3 acres) in the village area.

Development options that emerge from the EDSC village plan include:

- Infrastructure investments to improve connectivity within the village and between the village and surrounding neighborhoods
- Gateway improvements to the village area to create an attractive destination that will support further economic development.
- Creation of recreational and green spaces as an amenity to the community
- Consolidation of Town-related activities, including relocation of the Old Town House to the village
- Potential relocation of the public works facility to an alternative site

Recreation and Quality of Life Plan

Several individuals in town have also promoted a recreational amenities approach to revitalizing the village area while improving quality of life in North Yarmouth. The proposed development options include investments in infrastructure to increase accessibility to, and the quality of key recreational features in North Yarmouth; increasing the visibility of the town's attractions, and implementing a marketing campaign to advertise North Yarmouth's quality of life and amenities.

Proponents of the plan argue that this approach would provide a "vehicle for moving forward". The development would begin by improving existing assets in the core area, and expanding thereafter. Some of the anchor destinations in this plan are located in the village but several lie outside the project area. They key assets are:

- [1] Village Green (i.e. the Wescustogo parcel)
- [2] Wescustogo Park - This park is well-maintained but largely ignored by passers-by. Ample parking, boat ramp access, and nearby open fields.
- [3] Chandler Brook Preserve - Small trail cluster hidden from the road.
- [4] Baston Park/Boat Landing - a small clearing next to the Royal River with a nearby boat landing, parking, and access to trails.
- [5] Old Townhouse Park - A relatively large park with ample parking and access from Route 9. The park is connected by trails to other areas such as the Royal River and Wescustogo

Interviews with the Royal River Conservation Trust indicated that there is limited economic development potential at the key recreational destinations listed above. There is however considerable demand for and benefit to be derived from a more integrated trail and cycling network through the village connecting to other destinations in town. In particular, a bridge connecting the village area north and south of Toddy Brook would help integrate village activities and encourage more pedestrian traffic.



Development options that emerge from the recreation and quality of life proposal are primarily infrastructure-based to encourage private sector development in the future. The infrastructure investments include:

- Integrated trail and cycling system
- Development of recreational destinations to improve access and visibility
- Implementation of a marketing strategy to increase awareness of North Yarmouth's assets
- Bridge connection over Toddy Brook in the village triangle

Town Administrative and Operational Needs

Town Hall

Town administrative functions were relocated to the current site in 2000 after staff and the demands on various administrative departments outgrew their former facilities. Interviews with Town staff revealed that with the growth of the community, the town's administrative functions are having difficulties in the current space. The primary concern is with the limited meeting space for staff, committees, elected officials, and other necessary Town functions. The vault, containing legal and administrative documents, will also need to be expanded in the very near future.

Continued growth, as projected for the town, will place greater pressure on existing facilities. New businesses in the village and new residential development will create demands on several departments, including the CEO, assessor, and town clerks. A new part-time employee to assist with municipal assessments will be needed in the near term.

The Memorial School has been considered as a municipal campus to house all Town Hall functions and provide sufficient meeting space for the community. Representing the costs and feasibility of a municipal campus, versus a commercial campus, versus a housing project at the site of the school (with and without a community septic system that serves the village area) is the key question.

Fire and Rescue

The North Yarmouth fire station currently houses the fire department, a sub-station of the county sheriff's office, and the historical society and its archives vault. Alongside the daily operations of these functions, North Yarmouth is also a center for fire and rescue training. The station hosts several workshops and training sessions throughout the week, year-round, and provides housing to approximately 3-4 students registered for various firefighter and rescue training. Workshops typically attract 20-30 people from surrounding areas. The sessions are paid for through a combination of grants and student payment.

Given the variety of functions in the fire station, space is very limited. The Town's rental property—the "Sharp" house—was considered as a site for student housing to free up living quarters in the fire station for the department's use. If the student housing and historical society's activities were relocated the existing facility would likely serve the Town's needs for the next 10 years. For example, the fire and rescue department is using the Memorial School as storage space, but this could be accommodated in the Historical Society portion of the building.

Public Works

The public works department is among the most resource constrained. The department does not have a staff lunch area, salt is currently being stored on open ground (presenting a risk to the underlying aquifer over time), and staffing is inadequate to maintain public grounds obligations. The department does not own a spare plow and service truck. During storms, if a breakdown occurs that department has borrowed machinery from neighboring towns, but this is only an option if their trucks are available for use. Staff have stressed that growth in North Yarmouth would require expansion of public works capacity (i.e. new staff, space, and resources).

One concern for the department is the recent interest that the Town has seen in private housing development. Residential growth can be positive for the community, but the potential increase to the department's workload will either increase town expenditure or impair service delivery at current funding levels.

The development options that emerge from the needs of municipal functions and services include:

- Relocating Town administrative and office functions to Memorial School
- Building new meeting and office space on the current municipal campus
- Expanding public works facilities to provide salt storage and office space

Market Conditions Shaping Future Developments

Housing

North Yarmouth has long been a bedroom community serving the employment centers of Lewiston-Auburn and the coast from Brunswick to Biddeford-Saco. While approximately 1,800 residents of North Yarmouth hold a job, over 1,700 commute to other communities for those jobs. In contrast, there are only about 400 jobs located in North Yarmouth, and of those over 300 are filled by non-residents. Only about 100 of the jobs located in Town are filled by North Yarmouth residents. In sum, residential real estate is far more significant as an economic driver in North Yarmouth than internal commercial activity.

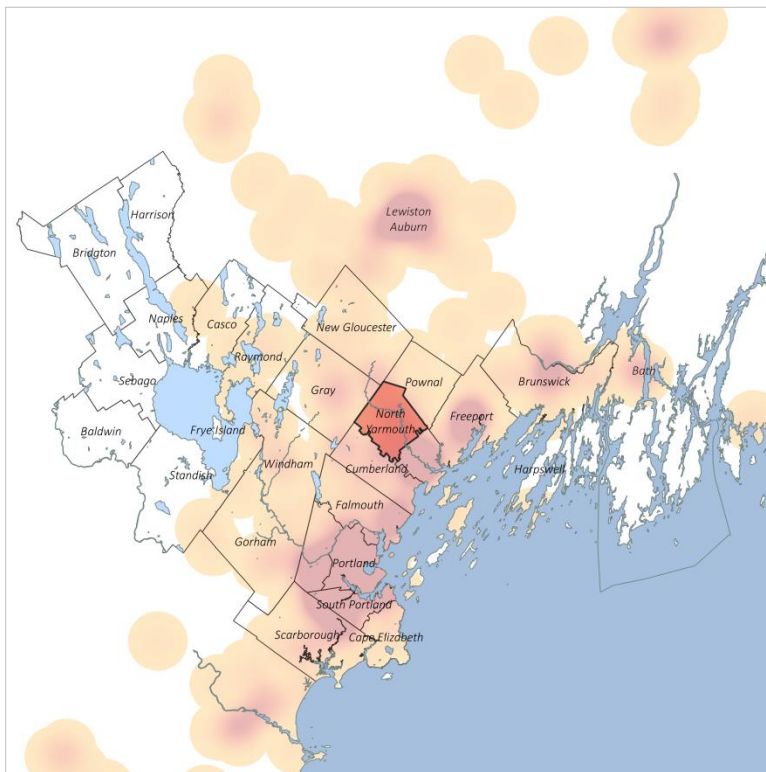


Figure 6 - Employment Locations for North Yarmouth Workers

In its capacity as a bedroom community North Yarmouth exists in the context of its neighbors in the commuting corridor outlined on the map above (Figure 6). In this context, North Yarmouth has followed the general pattern of development of the Greater Portland and national housing markets—rising through the first half of the 21st century's first decade, falling precipitously through the Great Recession and rising since 2009. Within the region, home prices in North Yarmouth have followed the general pattern of “drive till you qualify,” with prices nearest the Portland core (Cape Elizabeth, Falmouth, Yarmouth) highest and those furthest away (Pownal, Durham, New Gloucester, Gray) the lowest. Home prices in North Yarmouth, therefore have tended to be above the County average but lower than those of the inner circle of suburbs.

Table 4 –Comparison of Housing Price to Household Income in North Yarmouth. Source: Maine Office of Policy & Management, <http://econ.maine.gov/>.



Interestingly, this fact of being part of a larger housing market has tended to push housing prices in North Yarmouth up faster than incomes.

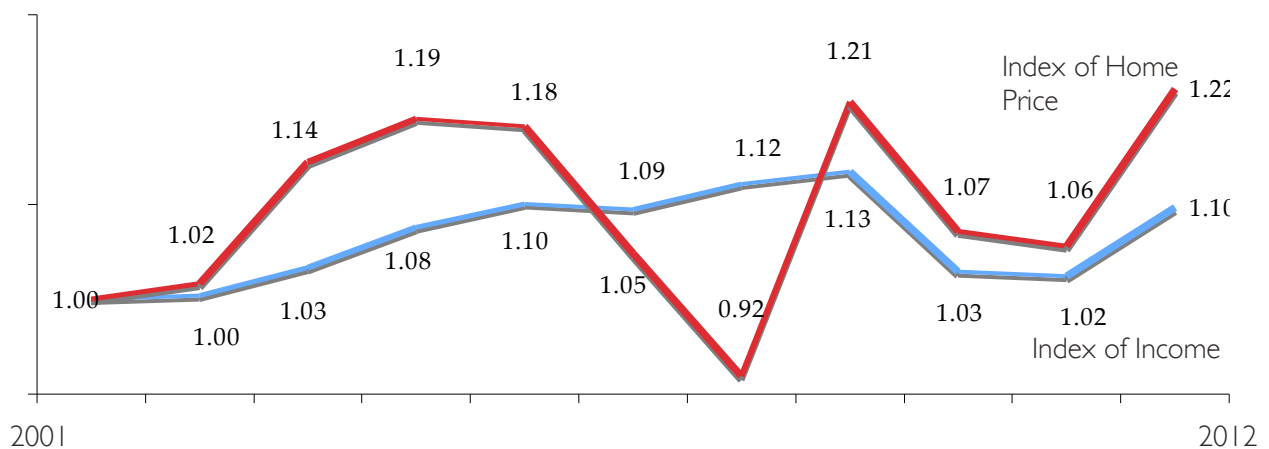


Figure 7 – Index of Income and Home Price. Source: Maine Office of Policy & Management, <http://econ.maine.gov/>

The tendency for home prices to outpace income growth has implications for those seeking more affordable housing options—both older households seeking to remain in the town in smaller, more manageable accommodations and young families drawn today for the same reasons that drew their predecessors of earlier years—access to good schools, a safe place to live, a rural feel and a short commute to regional employment centers.

Looking to the future, this pattern of residential-driven growth is expected to continue. Much like other outlying suburbs of the Portland core economic development area, North Yarmouth is projected to have steady population increase over the next 15 years. The number of resident in North Yarmouth is expected to increase from an estimated 3,560 in 2012 to nearly 4,000 by 2030. This growth projection does not

factor in growth stimulating activities such as nearby job growth, and policies to support different types of housing development.

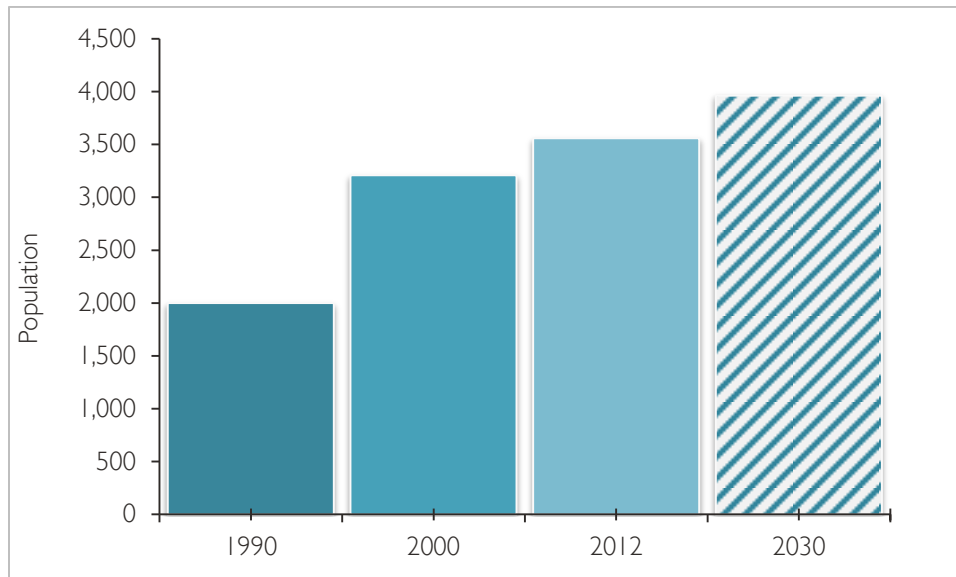


Figure 8- North Yarmouth Population and Future Projections (1990-2030). Source: U.S. Census

In conjunction with a growing population, North Yarmouth is increasingly seeing a reduction in household size, which in turn indicates that more people are looking for their own housing unit. After a sharp increase in average household size prior to 2000, the average North Yarmouth housing unit contains 2.64 people. If the trend toward smaller household size continues, this figure could drop below 1990 levels to 2.43 people.

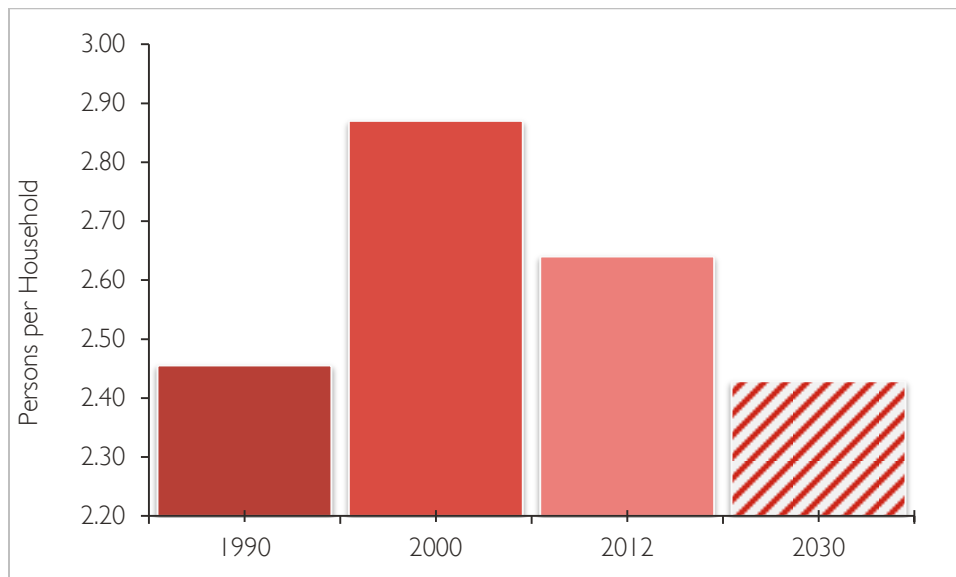


Figure 9 - North Yarmouth Household Size and Future Projection (1990-2030). Source: U.S. Census

A declining household size combined with increasing total population indicates a growing demand for housing in North Yarmouth. In 2000 there were just over 1,000 households in North Yarmouth. If household size were to remain constant over the next 15 years with the population growing to 4,000, there would be a total of 1,501 households in the town—or an additional 383 homes compared to 2000. If

household size continued to decrease as projected to 2.43 persons per household, North Yarmouth would have 1,632 households—or an additional 514 homes compared to 2000.

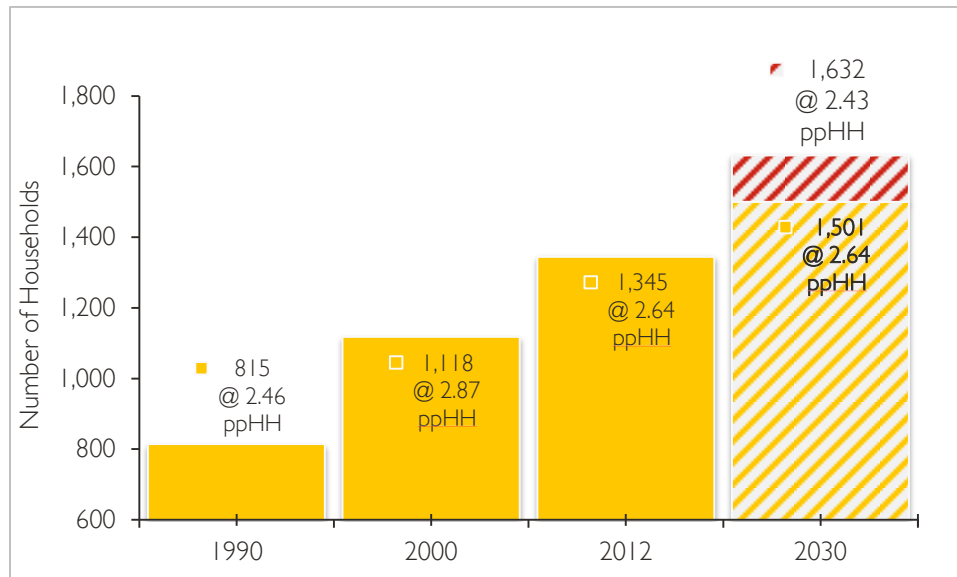


Figure 10 - North Yarmouth Number of Households (1990-2012). Source: U.S. Census

One of the key drivers of population growth in North Yarmouth is the attraction of MSAD 51 for young families with children. The reputation of the school system has been a major driver of interest for people relocating to North Yarmouth. Looking at enrollment patterns in North Yarmouth compared to the county, there has been a decline in the number of families moving to town with very young children. Where nearly 12% of the student population was enrolled in preschool in 2000, that number fell to 2.5% by 2012. While it is natural for students to progress through schooling stages (preschool to elementary to high school and so on), the percentage of students enrolled in preschool has remained roughly constant. This means that North Yarmouth has been less successful in attracting young couple without children and families with very young children. This may be related to an increased desire among these groups to be closer to amenities and denser development.

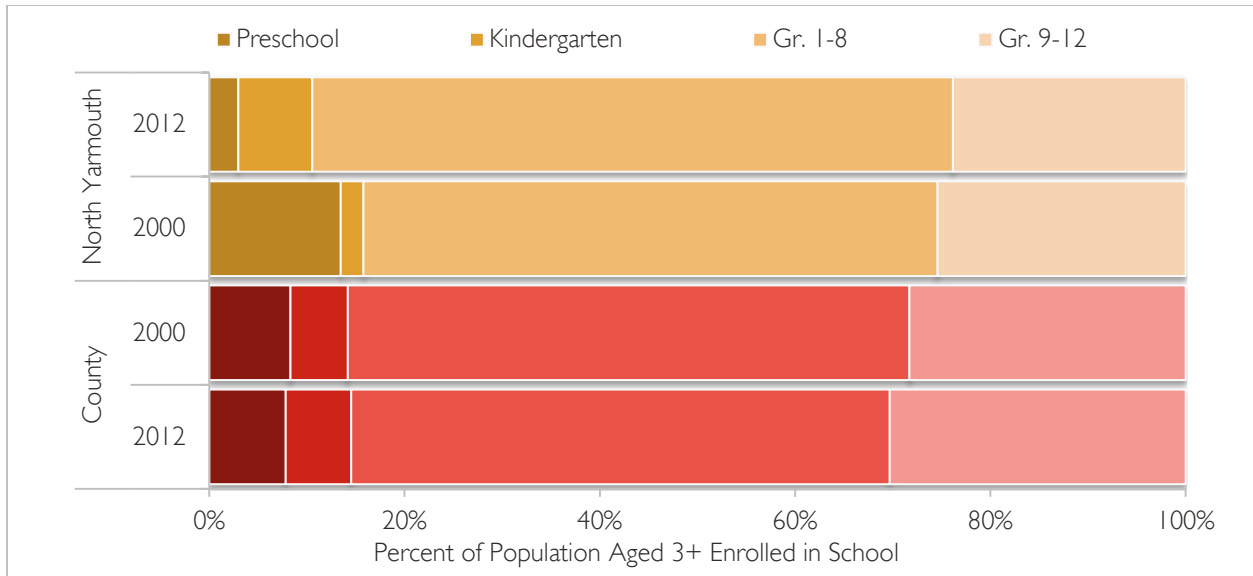


Figure 11 - School Enrollment in North Yarmouth and Cumberland County (2000-2012). In terms of type of housing "product," it is most useful to think in terms of three prototypes

- [1] **Scattered large-lot "rural" housing.** These "products" are attractive to those households looking for "rural feeling" within easy driving distance of employment/cultural centers; buyers may be employed or newly arrived empty nesters (Figure 12)

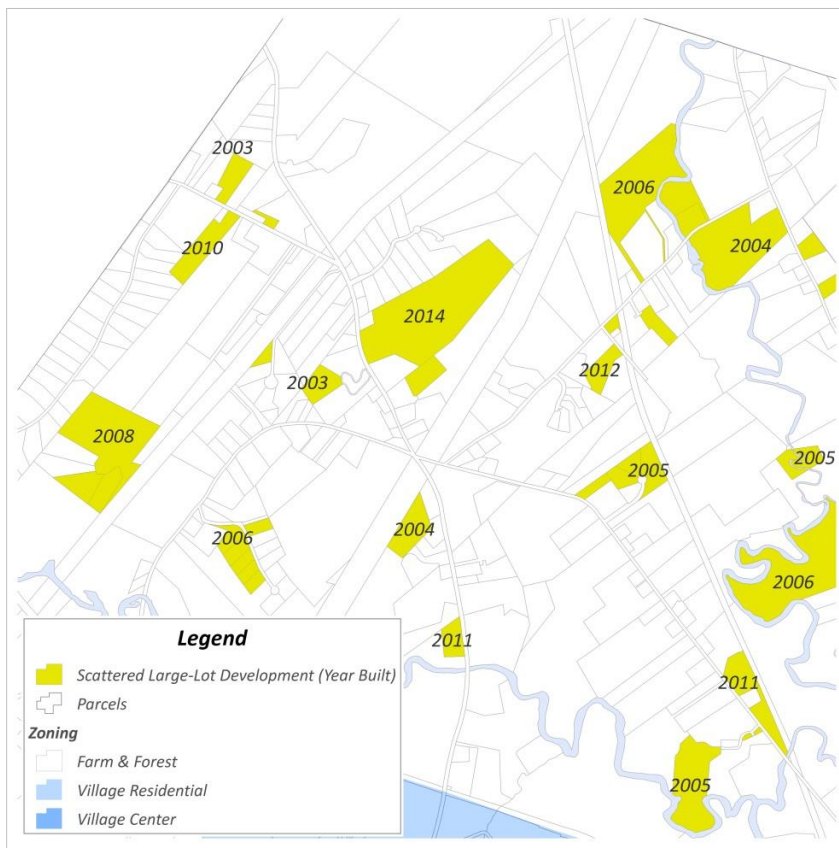


Figure 12 - Scattered Large-Lot "Rural" Housing in North Yarmouth and Year of Construction

- [2] *Scattered rural subdivisions, traditional (uniform lot size) or clustered (housing on smaller lots with common open space).* These products are attractive to those less interested in rural isolation and more interested in housing amenities and easy access to schools, work, cultural amenities; buyers may be employed or newly arrived empty nesters (Figure 13).



Figure 13 - Scattered Rural Subdivision Housing

- [3] *Village amenity-oriented housing, including senior housing.* These “products” are attractive to households interested in accessibility of and connection to local amenities (sidewalks, village gathering places, parks, pedestrian & bike paths/trails, community meeting spaces, churches, clubs, restaurant/café/sandwich shop, bank); this customer may be either current residents who already have a tie to the community and wish to “age in place” or members of the younger generation interested in building connections in the immediate area rather than thinking primarily of the attractions of the central urban core (Figure 14).

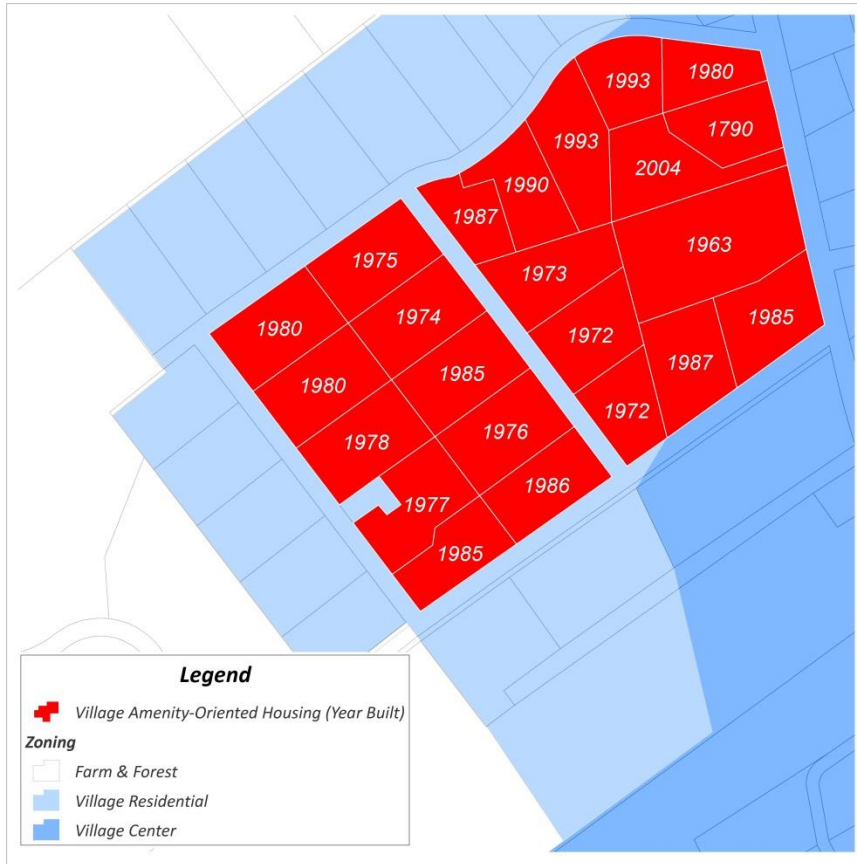


Figure 14 - Village Amenity-Oriented Development in North Yarmouth with Year Built

Based on an analysis of economic and demographic projections and interviews with a selection of realtors and developers, it is clear that the market *could* support all three of the residential “products” noted above over the next twenty years. To a great extent, however, each exists in competition with the others, and what actually transpires will depend on policies the town sets. The more “large-lot, rural feel” units are built, the less land will be available for traditional and clustered subdivisions. Conversely, the more traditional subdivisions that are developed, the less the remaining land will provide the “rural feel” residential product. Finally, village amenity-oriented housing depends on an active community effort to create small lots and a village center “feel.” Employment and population projections and “expert” opinion all agree that the Greater Portland residential market could support development of all three such residential products.

Table 5 – Population Change in North Yarmouth, 2000-2010

	2000 Population	2010 Population	% Change 2000-10	2013 Population Estimate	% Change 2010-13	2025 Population Projection	% Change 2013-25
Cumberland County	266,028	281,674	5.9%	285,456	1.3%	288,910	1.2%
New Gloucester	4,826	5,542	14.8%	5,592	0.9%	6,340	13.4%
Gray	6,848	7,761	13.3%	7,900	1.8%	8,690	10.0%
Durham	3,397	3,848	13.3%	3,904	1.5%	4,594	17.7%
North Yarmouth	3,231	3,565	10.3%	3,655	2.5%	3,875	6.0%
Cumberland	6,847	7,211	5.3%	7,393	2.5%	7,328	-0.9%
Yarmouth	8,356	8,349	-0.1%	8,482	1.6%	7,785	-8.2%
Lisbon	9,075	9,009	-0.7%	8,905	-1.2%	8,909	0.0%
Pownal	1,490	1,474	-1.1%	1,483	0.6%	1,610	8.6%

Source: Maine Office of Policy & Management, <http://econ.maine.gov/>

Over the period 2000 to 2010, NY grew just over 10%, faster than its “interior” neighbors and faster than the Cumberland County average, The Town grew less rapidly than its “exterior” neighbors of Durham, Gray and New Gloucester. Using growth from 2000 to 2013 as the metric, NY exhibits even faster growth than its neighbors. Using the longer-run projections to 2025, the pattern of more rapid growth in more distant periphery municipalities reemerges. The data suggest that continued population growth and thus more housing development is in store for North Yarmouth.

Land Available for Development

The village area considered as part of this study is shown in Figure 15. The entire area spans approximately 230 acres. The combined acreage of the public land within the area totals 54.7 acres. There are several large lots within and abutting the village area that have the potential for increased development as well. The total area of these parcels is 190.45 acres.

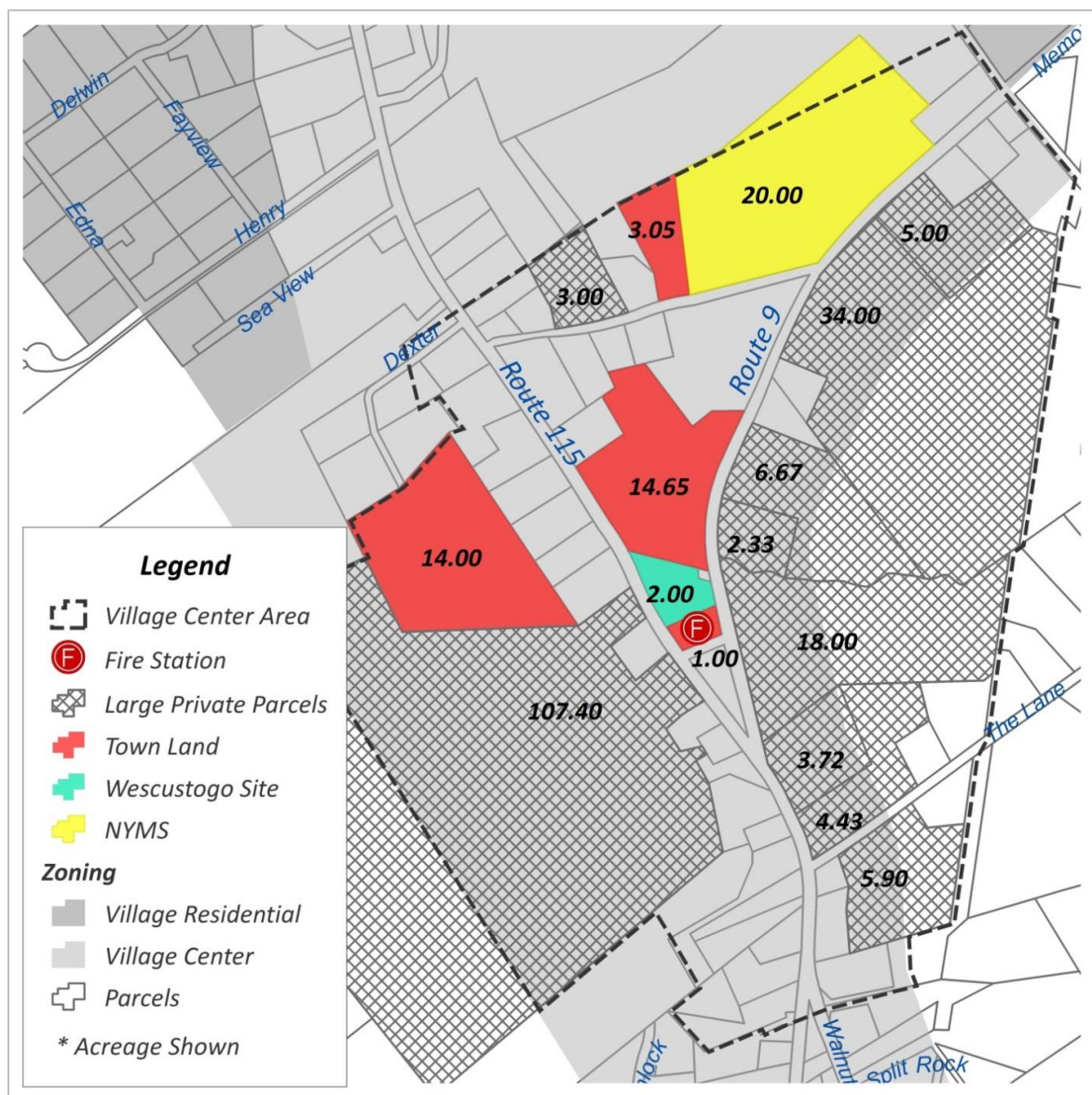


Figure 15 - Village Area, North Yarmouth

Commercial Development

As a bedroom community located between several regional employment centers (Lewiston-Auburn, Brunswick, Portland-Biddeford) with no significant “destination” attraction, North Yarmouth has less commercial activity than might otherwise be expected from both its own income and from the incomes of those who pass through the community.

Table 6 – Commercial Activity in North Yarmouth and Surrounding Neighborhoods

Area	Per Capita Income, 2012	% of County	Per Capita Retail Sales, 2012	% of County	Retail Sales Growth, 2010-14	% of County
Cumberland County	\$32,549	100%	\$15.49	100%	15.1%	100%
Lisbon	\$22,381	69%	\$4.03	26%	0.5%	3%
Durham	\$30,652	94%	\$1.00	6%	32.3%	214%
Pownal	\$27,910	86%	\$1.32	8%	4.1%	27%
New Gloucester	\$25,393	78%	\$2.34	15%	8.0%	53%
Gray	\$30,384	93%	\$6.32	41%	4.4%	29%
North Yarmouth	\$37,956	117%	\$1.56	10%	4.2%	28%
Cumberland	\$55,152	169%	\$2.21	14%	83.1%	552%
Yarmouth	\$51,005	157%	\$11.13	72%	14.2%	95%

* Towns are listed in descending order of distance from the center of Portland.

Source: Maine Office of Policy & Management, <http://econ.maine.gov/>

While per capita income in North Yarmouth in 2012 was 17% **above** the Cumberland County average, per capita retail sales was 90% **below** the county average, and retail sales growth over the 2010 to 2014 period was 72% below the county average. In both of these metrics, North Yarmouth was below the levels of its immediate neighbors along the commuting corridor. Thus, in relation to both the income of North Yarmouth residents and the incomes of the commuters in the approximately 7,000 cars per day that pass the Route 9 and Route 115 intersection that forms the heart of the village, there is clearly potential demand available to support expanded commercial activities in the village. The question is, “What policy actions by the community might stimulate such investments?”

Based on interviews with several realtors and developers and visits to other “village centers” in surrounding Maine towns, the answer seems to be, “Work with developers to create a “sense of place.” Create a village center that combines a variety of amenities, a place that combines an attractive look and a variety of things to do, a park with picnic tables, trees, a playground, ample parking, a place to get food, sidewalks and bike/pedestrian trails to other buildings and places in and around the village like a library, municipal offices, community meeting rooms and nearby residential units.

One example cited as an illustration of this collection of amenities is Rusty’s Market in Topsham, Maine. It is a Shell Oil gas and convenience store with a variety of extras. The gas pumps are behind the store; there is abundant green space, trees and picnic tables and a gazebo in front along the highway; there is extra parking behind the store; the store provides a free bike maintenance facility with an air pump and tools to change tires and make minor repairs; the store provides the space for a weekly farmer’s market and a variety of community events and displays for clubs and youth groups; as evidence of community involvement, the town has begun lighting and decorating the spruce tree on the site during holiday season and local students have come to the gazebo to have prom pictures taken. According to the developer, while the store cost somewhat more to develop than the average convenience store, it exceeded its first year revenue projections by 31%.



Figure 16 – Rusty's Convenience Store in Topham

This project required two years of work with the town Planning Department to propose and pass zoning changes and new development standards. The key to its success was the collaborative public-private character of the development process. Were a similar sort of initiative to be undertaken in the NY village area and carefully integrated with “village amenity oriented” residential housing, an interlinking connection of sidewalks, parks, playgrounds, public parking, pedestrian and bike trails and commercial and civic buildings and events, the market demand is clearly sufficient to make such an effort successful.

Municipal Costs and Services

Various development options will have different effects on both municipal revenue (the tax base) and municipal costs (the money need to provide public services). The central factor determining the answer to that question is where the Town now stands with respect to use of its municipal assets—buildings, vehicles and staff? Can additional development be accommodated with a marginal increase in the cost to provide services, and will this increase be more or less than what would happen in a do-nothing scenario? Is the added cost to the Town of further development like adding one more student in a class of 15, or are current assets stretched so thin that the demand for new services will force major capacity-building investments such as new office space, vehicles, or staff?

Table 7 below helps set these question in context.

Table 7 - Municipal Budgets Calculated on a Per Capita (per Person) Basis in the Greater Portland Area

	2012 Estimated Population	2012 Municipal Commitments	Commitment per Person
Maine	1,328,501	\$2,175,579,309	\$1,638
Cumberland County	283,840	\$591,786,946	\$2,085
Group 1			
Pownal	1,478	\$2,920,337	\$1,976
Baldwin town	1,554	\$1,704,811	\$1,097
Sebago town	1,737	\$4,593,647	\$2,645
Harrison town	2,759	\$5,532,848	\$2,005
North Yarmouth	3,614	\$6,672,088	\$1,846
Casco town	3,776	\$7,898,762	\$2,092
Durham	3,887	\$4,398,969	\$1,132
Naples town	3,906	\$9,000,794	\$2,304
Average Per Capital Commitment Group 1			\$1,887
Group 2			
Raymond town	4,460	\$11,802,311	\$2,646
Harpswell town	4,776	\$10,480,956	\$2,195
Bridgton town	5,280	\$12,904,845	\$2,444
New Gloucester	5,571	\$5,944,487	\$1,067
Average Per Capital Commitment Group 2			\$2,088
Group 3			
Cumberland	7,317	\$19,684,274	\$2,690
Gray town	7,852	\$11,563,391	\$1,473
Freeport town	8,028	\$21,101,102	\$2,628
Yarmouth	8,435	\$26,496,402	\$3,141
Lisbon	8,934	\$10,069,277	\$1,127
Cape Elizabeth town	9,085	\$26,179,227	\$2,882
Average Per Capital Commitment Group 3			\$2,324
Source: Maine Office of Policy & Management, http://econ.maine.gov/ , Maine Bureau of Revenue Services, http://www.maine.gov/revenue/propertytax/statistical_summary/2012/2012index.html .			
* Towns are listed in descending order of distance from the center of Portland;			

Table 7 displays data for towns in the Greater Portland area listed in ascending order by population. The first group contains 8 towns with 2012 populations between approximately 1,500 and 4,000 along with their municipal tax commitments as reported by the Maine Bureau of Revenue Services. Dividing tax commitment by population yields commitment per person. The average per capita commitment for the towns in Group 1 is \$1,887.

The next group contains 4 towns with populations of between roughly 4,000 and 6,000. The average per capita commitment for the towns in Group 2 is \$2,088, or \$2,428 excluding the unusually low commitment for New Gloucester. The next group contains 6 towns with populations of between roughly 7,000 and 9,000. The average per capita commitment for the towns in Group 3 is \$2,324, or \$2,835 excluding the unusually low commitments for Gray and Lisbon.

The implication of this chart is that as North Yarmouth grows from its estimated current population of 3,614 toward 4,000 or more, it is likely to face rising costs per person to provide an average level of services for this larger population. This is consistent with the assessment of town officials who see building and public works and public recreation facilities and staffing at full capacity.

This fact makes it all the more important for the citizens of NY to evaluate the development and policy options before them not merely from the perspective of how they “like” them but also from the perspective of how each will affect both demand for public services and supply of additional tax revenue.

Residential Projects in the Area

North Yarmouth contains a wide range of real estate developments from scattered rural projects to relative dense clustered subdivisions as discussed above. In order to gauge the best direction for village development it is important to understand both that the market demand exists for further development, and that different forms of development will create difficult opportunities and conditions for the Town. This chapter assesses the space and infrastructure demand that various forms of development will generate by calculating the amount of land consumed, total taxable value resulting from the development, and an apportionment of roadway to support the development pattern.

Scattered Rural Development

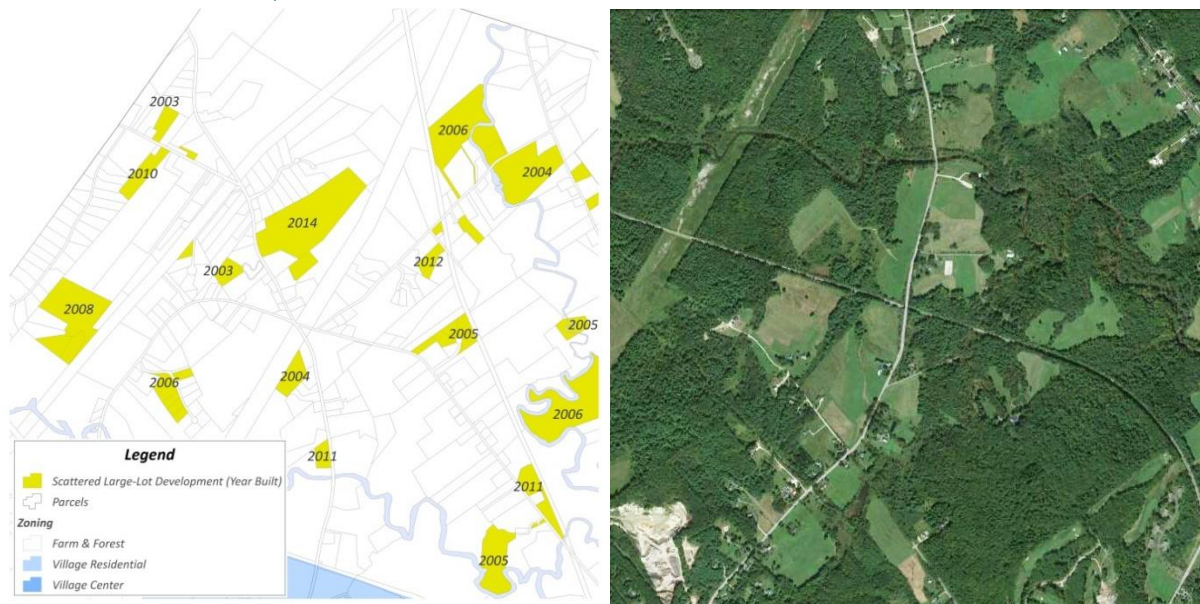


Figure 17 - Large-Lot Rural Development in North Yarmouth with Year Built

Throughout North Yarmouth there are many examples of scattered rural developments as depicted in Figure 17. Since 2003 there have been a total of 63 developments on parcels larger than four acres throughout town. Virtually all were single family dwellings, save for two two-unit developments and a single-family home with an accessory apartment (for the purposes of the calculations below this development was calculated as 1.5 dwelling units). Because these projects are scattered all throughout town, it is nearly impossible to qualify the amount of roadway infrastructure developed to service these lots. Public roads provide connections to these parcels and therefore, the Town's stock of public roads has been used to calculate the level of roadway infrastructure demand generated by this form of development.

Since 2003, nearly 820 acres of land have been developed as four-acre parcels and larger, resulting in a total of 66.5 new residential units (one accessory apartment, counted as 0.5 units, was built during this period). The total investment in large-lot development amounted to nearly \$25.9 million and the residents living on these parcels consumed over 226,000 feet of roadway (the sum total of public roadway in North Yarmouth). On an average acre, this form of development yields 0.08 residential units (essentially no development), and a taxable value to the Town of \$31,609. Looked at from the perspective of a residential unit—helpful because people do not seek to build out acreage, they seek to build a home to live in—the average unit in a scattered rural development pattern has a footprint of approximately 12.3 acres. Scattered, rural homes yield a total taxable value of just over \$389,000 and consume an average of about 3,400 feet of roadway.

Table 8 - Scattered Rural Development Statistics

Characteristic	Developed
Acres	818.75
Parcels	64.00
Dwelling Units (DU)	66.50
Land Value	\$ 6,403,500
Building Value	\$ 19,476,000
Total Value	\$ 25,879,500
Road Distance (Feet)	226,235
Average Per Acre	
Dwelling Units	0.08
Land Value	\$ 7,821
Building Value	\$ 23,787
Total Value	\$ 31,609
Road Distance (Feet)	276
Average per DU	
Acres	12.31
Land Value	\$ 96,293
Building Value	\$ 292,872
Total Value	\$ 389,165
Road Distance (Feet)	3,402

Clustered Open-Space Subdivisions

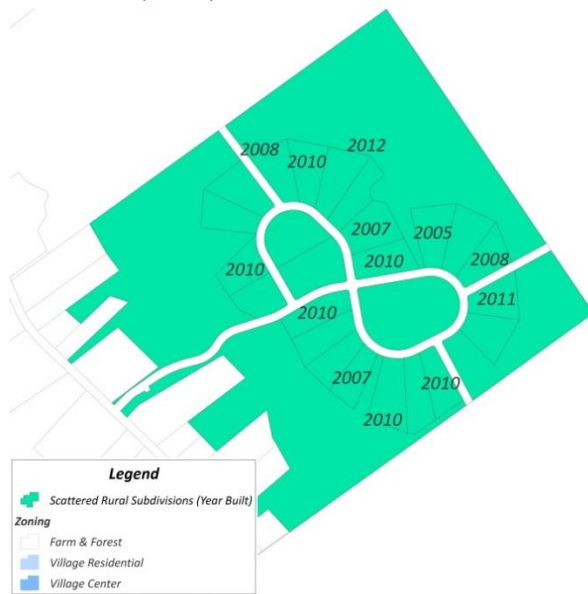


Figure 18 - Rural Clustered Subdivision Development in North Yarmouth with Year Built

In eastern North Yarmouth, a high-value clustered subdivision was developed with a private road serving the 24 developable parcels of property. Between 2005 and 2012 thirteen homes were constructed in a traditional large-lot suburban pattern. The homes constructed resulted in more than \$8.6 million dollars in taxable value for the town across more than 104 acres of land. The clustered development also generated nearly 70 acres of public open-space land available for use by town residents. The subdivision introduced nearly 6,500 feet of roadway that is not serviced by the Town; however, the private road may eventually be converted into public roads. The clustered development patterns have a much higher concentration of value per developable area. Each acre of development yields 0.12 dwelling units, and more than \$82,000 of taxable property value. This development pattern consumes approximately 62 feet of roadway per acre,

compared with 276 feet for scattered rural development. The average home in the Goldenrod Road subdivision consumes 8 acres of land, has a taxable value of roughly \$662,000 and requires 499 feet of roadway.

Table 9 - Clustered Open-Space Subdivisions

Goldenrod Road Rural, Cluster Subdivision, North Yarmouth				
Characteristic	Developed	Developable	Exempt	Total
Acres	19.15	16.78	68.58	104.51
Parcels	13.00	11.00	5.00	29.00
Dwelling Units (DU)	13.00	-	-	13.00
Land Value	\$ 1,529,100	\$ 1,297,800	\$ 818,500	\$ 3,645,400
Building Value	\$ 4,957,900	\$ 2,800	\$ -	\$ 4,960,700
Total Value	\$ 6,487,000	\$ 1,300,600	\$ 818,500	\$ 8,606,100
Road Distance (Feet)	-	-	-	6,493
Average Per Acre				
Dwelling Units	0.68	-	-	0.12
Open Space	-	-	-	0.66
Land Value	\$ 79,849	\$ 77,342	\$ 11,935	\$ 34,881
Building Value	\$ 258,898	\$ 167	\$ -	\$ 47,466
Total Value	\$ 338,747	\$ 77,509	\$ 11,935	\$ 82,347
Road Distance (Feet)	-	-	-	62
Average per DU				
Acres	1.47	-	-	8.04
Land Value	\$ 117,623	-	-	\$ 280,415
Building Value	\$ 381,377	-	-	\$ 381,592
Total Value	\$ 499,000	-	-	\$ 662,008
Road Distance (Feet)	-	-	-	499

Village Amenity-Oriented Development (Low Density)

Just outside of the village core in North Yarmouth along The Lane Road is a housing pattern that shows a mix of denser (smaller-lot) and more rural development. With this pattern the average size of parcels is 2.65 acres per unit, and each dwelling unit consumes on average 257 feet of roadway.

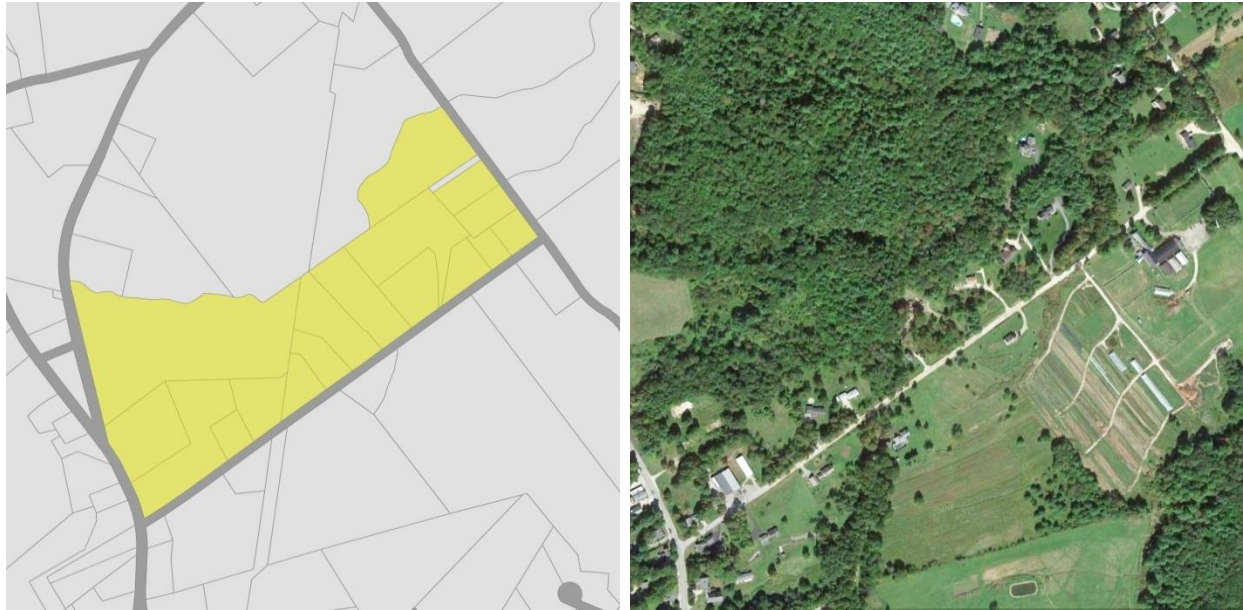


Figure 19 - Village Amenity-Oriented Development (Low Density)

Table 10 - Village Amenity-Oriented Development (Low Density) Statistics

The Lane Older, Rural Neighborhood Development				
Characteristic	Developed	Developable	Exempt	Total
Acres	34.45	24.35	0.31	59.11
Parcels	13.00	4.00	1.00	18.00
Dwelling Units (DU)	13.00	-	-	13.00
Land Value	\$ 875,100	\$ 133,100	\$ 5,800	\$ 1,014,000
Building Value	\$ 2,444,700	\$ -	\$ -	\$ 2,444,700
Total Value	\$ 3,319,800	\$ 133,100	\$ 5,800	\$ 3,458,700
Road Distance (Feet)	-	-	-	3,346
Average Per Acre				
Dwelling Units	0.38	-	-	0.22
Open Space	-	-	-	0.01
Land Value	\$ 25,402	\$ 5,466	\$ 18,709	\$ 17,154
Building Value	\$ 70,964	\$ -	\$ -	\$ 41,358
Total Value	\$ 96,366	\$ 5,466	\$ 18,709	\$ 58,513
Road Distance (Feet)	-	-	-	57
Average per DU				
Acres	2.65	-	-	4.55
Land Value	\$ 67,315	-	-	\$ 78,000
Building Value	\$ 188,054	-	-	\$ 188,054
Total Value	\$ 255,369	-	-	\$ 266,054
Road Distance (Feet)	-	-	-	257

Village Amenity-Oriented Development (Medium Density)

A denser form of development is characterized by a 40-year old subdivision north of the village core. This pattern of development has a higher efficiency of land use and greater land value per dwelling unit. The average home consumes 207 feet of roadway and 1.41 acres of land.

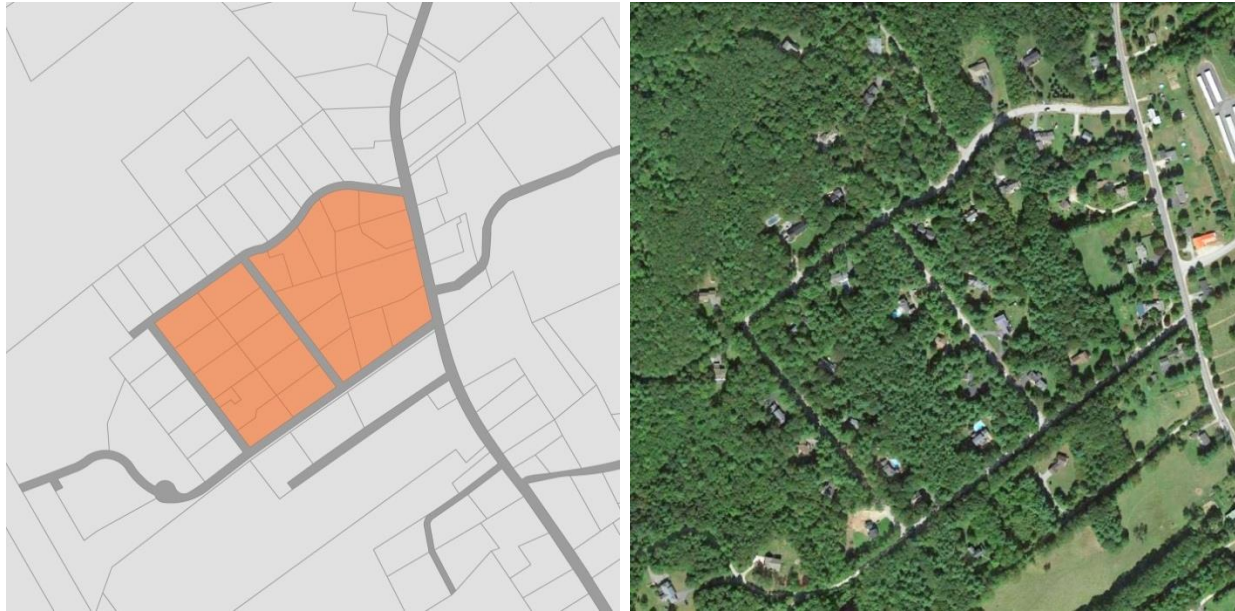


Figure 20 - Village Amenity-Oriented Development (Medium Density)

Table 11 - Village Amenity-Oriented Development (Medium Density) Statistics

Characteristic	Route 115 Subdivision			
	Developed	Developable	Exempt	Total
Acres	32.49	0.25	-	32.74
Parcels	23.00	1.00	-	24.00
Dwelling Units (DU)	23.00	-	-	23.00
Land Value	\$ 1,653,800	\$ 14,400	\$ -	\$ 1,668,200
Building Value	\$ 4,305,800	\$ 1,300	\$ -	\$ 4,307,100
Total Value	\$ 5,959,600	\$ 15,700	\$ -	\$ 5,975,300
Road Distance (Feet)	-	-	-	6,793
Average Per Acre				
Dwelling Units	0.71	-	-	0.70
Open Space	-	-	-	-
Land Value	\$ 50,902	\$ 57,600	\$ -	\$ 50,953
Building Value	\$ 132,527	\$ 5,200	\$ -	\$ 131,555
Total Value	\$ 183,429	\$ 62,800	\$ -	\$ 182,508
Road Distance (Feet)	-	-	-	207
Average per DU				
Acres	1.41	-	-	1.42
Land Value	71,904	-	-	72,530
Building Value	187,209	-	-	187,265
Total Value	259,113	-	-	259,796
Road Distance (Feet)	-	-	-	295

Village Amenity-Oriented Development (High Density)

A higher density form of residential development can be seen on nearby Pinewood Road in Cumberland. The map in Figure 21 shows an area in yellow roughly equivalent in size to the village area in North Yarmouth. This area was used to calculate roadway per acre in Table 12 below. The development pattern along Pinewood Road helps identify other density characteristics. With a high-density residential development as seen in Cumberland, the average home consumes 0.44 acres of land and 186 feet of roadway. This pattern generates the highest value per area of developed land.



Figure 21 - Village Amenity-Oriented Development (High Density)

Table 12 - Village Amenity-Oriented Development (High Density) Statistics

Pinewood Drive, Cumberland	
Acres	14.98
Parcels	34.00
Dwelling Units (DU)	34.00
Land Value	\$4,266,700
Building Value	\$5,114,800
Total Value	\$9,539,800
Road Distance (Feet)	2,790
Per acre	
Dwelling Units	2.27
Open Space	-
Land Value	\$284,826
Building Value	\$341,442
Total Value	\$636,836
Road Distance (Feet)	186
Per dwelling unit	
Acres	0.44
Land Value	\$125,491
Building Value	\$150,435
Total Value	\$280,582
Road Distance (Feet)	82

Implications of Development in the Village Area

Table 13 summarizes the implications of various forms of development in the village area on municipal land that would be available after consolidating municipal offices on the Memorial School parcel. The implications also assume that the fire station and public works facility remain in their current location. The area includes the current Sharp field and municipal campus parcel, Wescustogo parcel, and the 14-acre parcel west of Route 115 for a total of 30.65 acres of developable land.

The results show that every development option is feasible in these scenarios under current conditions except a high-density build out similar to the Pinewood Road development in Cumberland. This level of density would not be supported by the existing septic capacity at Memorial School. Only two of the scenarios do not require a community septic or sewer utility (the scattered rural form of development and the lowest density village-oriented development as can be found along The Lane Road in North Yarmouth. Clustered subdivisions, and development on parcels less than one acre in size would require a community sewer system.

All of the scenarios involve greater development in the village area, and consequently new taxable property to serve as a revenue source for the town. With increasing development density the potential revenue for the town increases (dramatically in some cases) above the current value—\$823,500. Because the property is currently municipally-owned and operated, these properties are exempted from property taxes and thus the town does not receive any revenue from the 30.65 acres. In addition, by consolidating municipal uses on the school parcel, the non-taxable share of property would decrease from 30.65 acres to 20 acres (the Memorial School parcel). This is another consideration to factor into the decision-making process.

The development pattern with the greatest potential revenue generated, that is feasible within the limits of the memorial School septic capacity, is option 4 modelled after the clustered development between Delwin Dr. and Henry Rd. north of the village. This pattern of development would yield 22 new parcels averaging approximately 1.4 acres in size.

Table 14 summarizes the implications of development in the village that includes redevelopment of large privately-owned parcels. The total land area considered for development in this scenario is 221.1 acres. Again, the assumption in this scenario is that the municipal offices are consolidated on the Memorial School site, and that the fire station and public works facility remain in place.



Table 13 - Implications of Development on Public Land in North Yarmouth Village

Option	Development Type	Potential Units	New Roads (ft)	Current Value (\$) (2014)	Value Added (\$)	Potential Revenue (Mil Rate: 17.15)	Sewer Needed?	Effluent Load* (GPD)	% of NYMS Capacity
1	Scattered Rural	2	8,459	\$ 823,500	\$ 145,316	\$ 2,492.17	N	552	6%
2	Rural Cluster Subdivision	21	1,900	\$ 823,500	\$ 1,700,436	\$ 29,162.47	Y	4,689	47%
3	Village Amenity-Oriented (Density 1- The Lane Rd.)	12	1,747	\$ 823,500	\$ 969,923	\$ 16,634.19	N	2,621	26%
4	Village Amenity-Oriented (Density 2- Fayview Ln, North Yarmouth)	22	6,345	\$ 823,500	\$ 4,770,370	\$ 81,811.85	Y	4,896	49%
5	Village Amenity-Oriented (Density 2- Pinewood Dr., Cumberland)	70	5,701	\$ 823,500	\$ 18,695,523	\$ 320,628.23	Y	15,654	157%

* Effluent loading is based on Maine's Design Flows for Single Family Dwellings. The average loading for a 2-3 bedroom home was used (225gpd). Source: State of Maine Subsurface Wastewater Disposal Rules (2011).

** The Memorial School septic system capacity according to the report submitted by Sweet Associated to the Town is 10,000 gallons per day. Source: Sweet Associates, June, 2012, Septic System Inspection North Yarmouth Memorial School

Table 14 - Implications of Development on Public Land and Greater development on Large Village Parcels in North Yarmouth Village

Option	Development Type	Potential Units	New Roads (ft)	Current Value (\$) (2014)	Value Added (\$)	Potential Revenue (Mil Rate: 17.15)	Sewer Needed?	Effluent Load* (GPD)	% of NYMS Capacity
1	Scattered Rural	18	61,024	\$2,527,100	\$4,461,650	\$76,517.30	N	3,980	40%
2	Rural Cluster Subdivision	150	13,708	\$2,527,100	\$15,679,822	\$268,908.94	Y	33,828	338%
3	Village Amenity-Oriented (Density 1- The Lane Rd.)	84	12,603	\$2,527,100	\$10,410,124	\$178,533.63	N	18,904	189%
4	Village Amenity-Oriented (Density 2- Fayview Ln, North Yarmouth)	157	45,768	\$2,527,100	\$37,825,419	\$648,705.93	Y	35,321	353%
5	Village Amenity-Oriented (Density 2- Pinewood Dr., Cumberland)	502	41,125	\$2,527,100	\$138,277,340	\$2,371,456.37	Y	112,927	1129%

* Effluent loading is based on Maine's Design Flows for Single Family Dwellings. The average loading for a 2-3 bedroom home was used (225gpd). Source: State of Maine Subsurface Wastewater Disposal Rules (2011).

** The Memorial School septic system capacity according to the report submitted by Sweet Associated to the Town is 10,000 gallons per day. Source: Sweet Associates, June, 2012, Septic System Inspection North Yarmouth Memorial School



Development Options

The existence of development ideas—however compelling and numerous they may be—does not automatically produce development. Indeed, a profusion of ideas may generate a “paralysis of analysis,” spread mass confusion and lead to no action at all. To move from simple ideas to development options, groups of ideas must be linked in ways that demonstrate their mutually supportive synergies and make obvious their sequential execution over time. Similarly, ideas that cannot both be accomplished—because they use the same space or serve contradictory purposes, for instance—must be grouped in alternative options. In this way, citizens can understand, evaluate and vote for one or another option.

The purpose of this section of the report is to group the ideas noted above into separate options. These options do not contain a full estimation of costs and benefits—that information will follow in a later report. This section simply groups development ideas for review and summary evaluation to determine, after meeting with the committee overseeing this project, the Town Manager, the Board of Selectmen and interested citizens, which to subject to further analysis.

The key to turning the collection of development ideas and municipal service needs presented above into coherent development scenarios for the village area hinges on the future use of Memorial School.

There are two possible directions that development could follow with regard to the school:

- [1] Use of the school for non-public purposes (i.e. commercial, residential, or mixed-use development) or
- [2] Use of the school as a full service municipal campus.

Option #1 would involve renovating the former school for one or several non-public uses. These could include housing (age restricted, income restricted or market rate). The units could be rental or sold as condominiums. This could be considered Option #1a. Alternatively, the building could be developed as a mixed-use commercial property designed for professional services, local-oriented retail shops, a restaurant, a bank or credit union branch and other commercial uses a developer might consider appropriate. This could be considered Option #1b.

Under both options, any excess septic capacity beyond that required by owners/tenants would be reserved for the extension of sewer lines to “amenity-oriented,” small-lot housing development in later stages of development in areas surrounding the former school. This development would include sidewalks, pedestrian and bike trails, parks and parking such that would enhance the “community attractions” feel and activity of the entire development.

The opportunity costs of this option would be threefold. First, the town would have to find other solutions for its current office and meeting space needs, including its obligations for replacing the space lost with the destruction of Wescustogo Hall and for finding a space capable of meeting state election requirements. Second, the Fire Station and the Historical Society would have to continue to struggle in their current overcrowded and parking scarce arrangement. Third, the current village triangle area around the intersection of Routes 9 and 115 would be further isolated from the commercial development occurring at the former school.

Option #2 would involve use of the former school as a full-service municipal campus. This would include adequate space for staff offices, for small meeting room spaces that could serve the Board of Selectmen,



Town Committees and all of the Town's obligations to the Wescustogo Trustees. In addition, it would include space made to meet all state regulations for holding elections and space for the Historic Society, thus eliminating overcrowding at the fire station.

This option would also allow for sewer extension to surrounding areas up to the capacity not required for the municipal campus. This option would also allow the town to sell some or all of its current office land for "amenity-oriented" residential development and to focus commercial development efforts on the "Golden X" along both sides of the Rt. 9/115 intersection. Finally, this option would be consistent with development of the public elements of village-centered "amenity-oriented" residential development, i.e., connecting pedestrian and bike paths & trails, family-oriented parks & playgrounds easily accessible from adequate parking spaces.

Both of these options fulfill many of the ideas proposed by town officials and citizens. But each contains some elements that are mutually exclusive. Therefore, PDI believes that each should be subjected to further discussion and elaboration before the task of estimating development costs, timelines and potential benefits.

Appendix

Appendix A: Accessibility Compliance of Voting Places



Bureau of Corporations, Elections and Commissions

Department of the Secretary of State

Matthew Dunlap
Secretary of State

March 25, 2010

Julie L. Flynn
Deputy Secretary of State

Deborah Grover
Clerk of North Yarmouth
10 Village Square Road
North Yarmouth, ME 04097

Re: Accessibility Compliance of Voting Place

Dear Deborah:

Thank you for contacting our office to finalize accessibility compliance of your municipality's voting place. You have indicated to us that your voting location has not changed since 2004, when a site evaluation was conducted.

Enclosed are copies of the "deficiency reports" that were provided to your municipality after the site evaluation (one is for the Town Office, where absentee voting occurs). The reports specify accessibility issues, by category, that must be corrected before compliance can be certified and any reimbursement funds paid. Also enclosed are two **"Polling Place Accessibility Compliance Certification"** forms, corresponding to the "deficiency reports". Your municipality's Code Enforcement Officer must certify to us that all of the deficiencies noted in the certification forms have been addressed. The Code Enforcement Officer should provide as much detail as possible for each deficiency that is noted; if additional space is needed, please attach additional pages to the form. **Each section on the form must be initialed (in the gray boxes) by the person completing the form.**

(Please Note: if your voting place has undergone any *significant changes* since the site evaluation was conducted, your Code Enforcement Officer should complete a Self-Certification evaluation form instead of the enclosed Compliance Certification. Please call our office to obtain that form.)

Because several years have passed since the site evaluation, we are also requiring you to submit a drawing of the proposed layout of the voting area within the voting place. The drawing does not have to be to scale, but must include the dimensions of the voting area; the number and size of voting booths; a clear indication of where the Accessible Voting Solution (AVS) will be placed; where the other components of the voting area will be located (ballot box, guardrail, registrar's area, Election Clerks with Incoming Voting List, area for pollwatchers); and how accessibility requirements will be met (parking, accessible entrance, navigation through voting place by individuals using accessible equipment, etc.). An informational sheet entitled **"Voting Place Layout Requirements"** is enclosed.

To assist with the completion of the Compliance Certification form and the drawing, the following are reminders and resources.

1. All voting places need to be accessible by state law (as of 7/1/01), meaning that they must meet the requirements for accessible routes of the 1981 Standards of Construction in Title 25, chapter 331. However, since federal laws require accessibility for voting places used for federal elections (Title II of the American's with Disability Act, and the Help America Vote Act), it is best to follow these accessibility standards to the extent they are more stringent than Title 25, chapter 331.

101 State House Station, Augusta, Maine 04333-0101
<http://www.maine.gov/sos>



2. Several resources are available for determining if accessibility requirements are met. They include:
 - a. The Secretary of State's booklet ***"Ensuring Accessibility: Goals and Solutions for Improving the Accessibility of Maine's Voting Places"*** (copy enclosed).
 - b. An informational resource entitled ***"Accessibility Solutions Fact Sheet"*** is enclosed.
 - c. ADA Accessibility Guidelines website: www.access-board.gov/adaag/html/adaag.htm
 - d. Department of Justice website: www.usdoj.gov/crt/ada/stdspdf.htm
3. Pursuant to Title 21-A MRSA §812-A, each municipality shall provide one Accessible Voting Solution (AVS) at each voting place used in the conduct of state elections.
4. The AVS must be set up at each voting place using the table, equipment, privacy screen, and accessible devices that were provided with the system. The AVS must be set up so that a voter's privacy is maintained (i.e., do not place the voter so that others passing by might observe a voter's choice or cause distraction to a voter).
5. The AVS must be set up within 50 feet of the telephone jack and power supply, and in such a manner that the telephone and extension cords are out of the area where the voter will be sitting (preferred) or adequately taped down so as not to cause an obstruction.
6. The ballot box must be arranged so it is in view of persons present; each voting booth must be arranged so those outside the guardrail enclosure can see who enters and leaves it.
7. A guardrail must be constructed so that only those inside its enclosure can approach within 6 feet of the ballot box and voting booths. "Guardrail" is not defined in the law, however, there must be a physical barrier to enclose the voting area – such as a rope and stanchions, chairs, tables or some combination of physical elements that form a barrier enclosing the voting activity and separating it from the observation activity.
8. The voting place must be large enough to allow at least one worker from each political party (Democrat, Green Independent and Republican) to remain outside the guardrail as a poll watcher. They must be able to see and hear all activity of voting within the guardrail, including the voters stating their names at check-in and the Election Clerk repeating the names for checking off the voting list.

If you are seeking reimbursement for expenses that were necessary to correct deficiencies, include copies of your invoices for the work/materials when you submit the completed Compliance Certification forms and drawings. We will review the documentation and make any follow-up contacts that are necessary, and then proceed with the reimbursement process.

If you or your Code Enforcement Officer has any questions, please call me using my direct phone line, 624-7651.

Sincerely,

Tina M. Means
Assistant Director of Elections

Enclosures



NORTH YARMOUTH

W.1 P.1

Wescustogo Hall

PARKING SPACES

- | | | | |
|---|--|---|----------------------|
| 4 | Minimum accessible spaces with access aisles provided? | N | no access aisle |
| 6 | Does accessible parking have proper signage? | N | |
| 7 | Parking area relatively level? | N | 1:20 for the 140"spt |

COMMENTS: Two accessible spaces w/access aisles and signage required

SIDEWALKS AND WALKWAYS

- | | | | |
|-----|--|---|----------|
| 6 | Where required, does route meet requirements for an access ram | N | |
| 6 c | Handrails mounted at proper height? | N | 41" |
| 6 d | Handrails grippable and stable within fittings? | N | 5.25"x1" |
| 6 i | Is 2" edge protection provided? | N | |

COMMENTS:

BUILDING ENTRANCE

- | | | | |
|---|---|---|------------------|
| 1 | Is there signage for accessible entrance? | N | |
| 6 | Is threshold accessible? | N | 2" highx10" long |

COMMENTS:

VOTING AREA

- | | | | |
|-----|---|---|-----------|
| 1 | Is there an accessible entrance to the voting area? | N | prop open |
| 1 b | Does door have accessible handles? | N | knobs |

COMMENTS: Prop door open for access



NORTH YARMOUTH

ABS. only

10 Village Square Rd. Town Hall

PARKING SPACES

- | | | | |
|---|--|---|---------------------|
| 4 | Minimum accessible spaces with access aisles provided? | N | access aisle narrow |
|---|--|---|---------------------|

COMMENTS:

SIDEWALKS AND WALKWAYS

- | | | | |
|-----|--|---|--------------|
| 6 | Where required, does route meet requirements for an access ram | N | |
| 6 f | Proper top and bottom landings provided? | N | top: 46" |
| 6 h | Proper landing provided where ramp changes direction? | N | 59"x46" |
| 6 i | Is 2" edge protection provided? | N | not complete |

COMMENTS:

BUILDING ENTRANCE

- | | | | |
|---|--|---|------|
| 1 | Is there signage for accessible entrance? | N | |
| 5 | Is there 18" clearance on the pull side of door? | N | 9.5" |
| 6 | Is threshold accessible? | N | 1" |

COMMENTS:

RAMPS

- | | | | |
|----|---|---|----------------|
| 1 | Does this route meet requirements for an access ramp? | N | |
| 4 | Handrails grippable and stable within fittings? | N | 3.5"x1" |
| 5 | Handrails mounted at proper height? | N | 33.5" |
| 8 | Proper top and bottom landings? | N | top and bottom |
| 01 | 2" edge protection provided? | N | |

COMMENTS: Proper handrail, top and bottom landings and edge protection required

VOTING AREA

- | | | | |
|-----|--|---|--------|
| 1 | Is there an accessible entrance to the voting area? | N | sloped |
| 1 c | Is there 18" clearance on the pull side of the door? | N | |
| 1 f | Is threshold accessible? | N | 1.75" |

COMMENTS: Absentee voting area; door not accessible at top of ramp; threshold not accessible