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**TOWN  
OF  
NORTH YARMOUTH  
COMPREHENSIVE PLAN  
2018**

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# Town Comprehensive Plan - North Yarmouth, Maine

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## INTRODUCTION

The Comprehensive Plan is the Town's official adopted statement of intent for the future of North Yarmouth. Comprehensive Plans provide a framework for decision-making regarding municipal ordinances and policies, and informs budgetary decisions about investment in special studies and capital improvements. This plan contains a full inventory of conditions, trends and analyses organized by topic. It represents a complete Comprehensive Plan consistent with the intent of the rules and requirements set forth in the Growth Management Act - 30-A M.R.S.A. § 4312 - 4350 and Chapter 208 - Comprehensive Plan Review Criteria Rule.

This plan reflects the dedicated efforts of the North Yarmouth Comprehensive Plan Committee to seek and understand what citizens want the town to be like in the future. Clearly, the top priority is to retain North Yarmouth's rural character, the foundation of the Vision Statement, while creating and maintaining sustainability. We explored elements in all areas to write a plan which would deliver North Yarmouth's vision and address what needs to be preserved and what needs to change.

The committee began in May 2016 with the goal of submitting the updated plan to the townspeople at the April 2018 Annual Town Meeting. This is the third Town Comprehensive Plan update since the original was drafted in 1973. Since 2004 significant changes in North Yarmouth operations have taken place; in 2012 the Town approved the permanence of the Fire Rescue Department, in 2013 a townwide revaluation was conducted, and in 2013 the Town Charter was amended to adopt a Town Manager form of government.

The Committee, composed of individuals with diverse viewpoints, used a consensus decision-making process. This group of volunteers made the commitment early on to complete the task of updating the Town Comprehensive Plan with a modest amount of outside consulting, thus saving the town an estimated \$100,000 in costs. The Town contracted with Greater Portland Council of Governments (GPCOG) to assist the committee with the review and updating process. The Committee met on a monthly basis to review and discuss the various chapters of the Plan. Further, as part of the process discussions with the Yarmouth Water District, Vanessa Farr of Maine Design Workshop (the town's economic consultant), the Planning Board, and the Select Board played an essential role in the completion of the Comprehensive Plan. The following opportunities were provided for public input: monthly meetings, Public Opinion Survey, Summits, Public Hearing, news articles, the town website, and other forms of social media. Perhaps the most informative of these was the Public Opinion Survey. Results of this survey can be found throughout this Plan document.

Goals and objectives capture what needs to be accomplished to deliver the Vision, but they may be modified if there are changes in North Yarmouth's overall development. The Town Comprehensive Plan is not an ordinance or regulatory order. It provides guidance and recommendations for changes in Town strategies and territories for future growth and sustainability.



## ACKNOWLEDGMENTS

### Comprehensive Plan Committee

Steve Berry, Chair (April 2018-October 2018)  
Secretary (2016-2018)  
Grace Lovell, Chairperson (2016- April 2018)  
Sandy Falsey  
Chris Cabot  
Patrick Gilligan (2016-May 2018)

Katryn Gabrielson (2016-2017)  
Ryan Keith, Code Enforcement Officer  
Rosemary Roy, Town Manager  
Stephanie Carver, GPCOG Associate  
Vanessa Farr, Maine Design Workshop  
Yarmouth Water District

### Select Board

Jennifer Speirs, Chairperson  
Steve Morrison, Vice Chairperson  
Anne Graham

James Moulton  
William Whitten

***Thank you to the residents, town committee and board members, town staff, and all outside resources who assisted in this effort.***



### **VISION STATEMENT**

*The Town of North Yarmouth recognizes and seeks to maintain its unique character as a largely rural town that is in close proximity to urban centers and related services. The town seeks to guide residential growth while attracting appropriate commercial growth and maintaining the appeal of its country character by preserving natural, historical, agricultural, and cultural resources. The town desires to encourage the development of a Village Center, to protect natural resources, to preserve the quality of the town's public water supply, and to encourage recreational use of the town's extraordinary network of public parks, forests, and trails.*



## CHAPTER 1: HISTORICAL AND ARCHAEOLOGICAL RESOURCES

This chapter contains information about North Yarmouth’s historical and archaeological resources, a brief history of the Town, and public opinion and conclusions.

Historical and archaeological resources contribute significantly to the character of the Town. The story of North Yarmouth is captured in its motto “The Town Where Others Began.” North Yarmouth was chartered in 1680; the “North” in the name was intended to differentiate it from the Town of Yarmouth on Cape Cod. As originally constituted, Ancient North Yarmouth was huge, including part or all of the present towns of Brunswick, Georgetown, Harpswell, Pownal, Freeport, Cumberland, Yarmouth, and North Yarmouth. The land of the present township was first settled about 1750 as settlers moved inland from the shore seeking timber and farmland.

Many factors, but mainly the size of North Yarmouth, caused secession plans to form, and North Yarmouth watched as new towns were established and it grew smaller and smaller. Beginning in 1758, Harpswell set off, followed by Freeport and Pownal in 1789, Cumberland in 1821, and finally Yarmouth in 1849.

By the middle of the nineteenth century, North Yarmouth was a small, quiet farming community of about 1,100 people. North Yarmouth’s economy was based on agriculture, producing lumber, hay, potatoes, poultry, dairy products, corn, and blueberries. Lumber mills were in operation and granite was quarried from the Town’s southeast corner. Cottage industries also thrived, including carriage makers and wheelwrights, taverns, and general stores.

In the 20th century, with the World Wars, the depression, and a declining economy many farms and other businesses failed; few new houses were built, and old ones were abandoned. People seeking employment and opportunity elsewhere caused North Yarmouth’s population actually to decline by the 1950s though roads improved, public transportation by railroad and bus was discontinued, in effect, isolating the community even further. The latter part of the 20th century saw neighboring cities such as Portland and Lewiston/Auburn experience exponential growth. Thus, land in surrounding communities became more valuable as home sites for commuters, and in turn, caused the population in North Yarmouth to grow again.

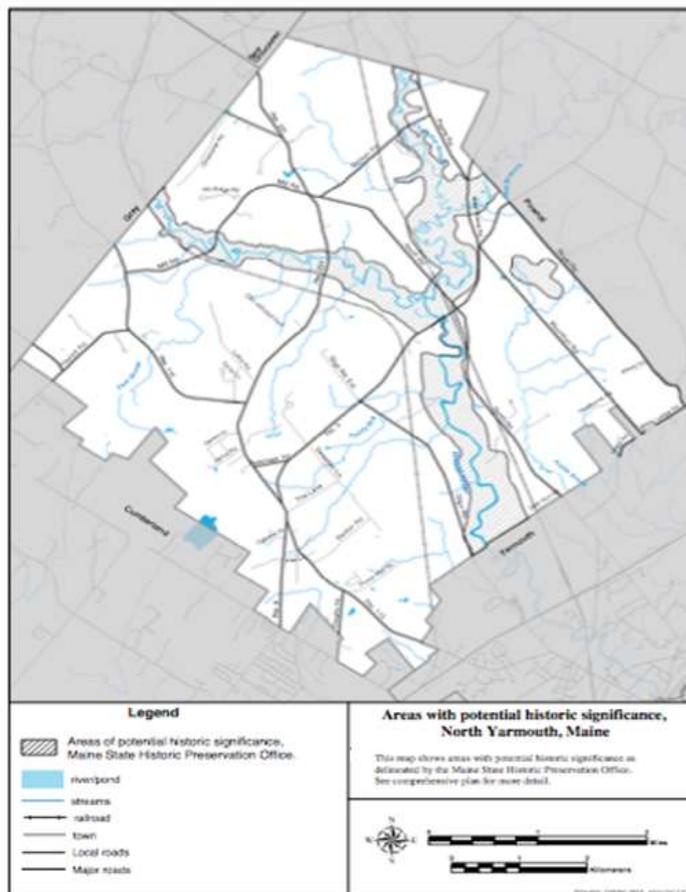
Two of the Town’s public buildings are of local historical significance: the North Yarmouth Congregational Church, constructed in 1839, and the Old Town House, built in 1853. The church at one time was used for town meetings and is still in regular use as a house of worship. The original structure mostly remains as in 1839, with an extension built by the congregants in 2000. In 1976, plans were made to raze the Old Town House, but as a response to resident desire to recognize, preserve, and protect the Town’s historical artifacts and its written and oral history, the building was given to the newly formed North Yarmouth Historical Society and has since been restored to its appearance shortly after the turn of the century. The building is not being used presently due to needed structural repairs. Some discussions have taken place regarding moving the structure to a new location, possibly where the Wescustogo Hall once stood. Beginning with fiscal year 2019 the Historical Society is requesting financial support from the townspeople for the purpose of restoring the Old Town House and taking care of town archival items.

The North Yarmouth Historical Society is an all-volunteer, tax-exempt, nonprofit organization that relies on grants, donations, and dues for funding.

59% of residents surveyed feel that preserving historical and archaeological resources is of utmost importance and want to see the town continue to do so.

The Society, along with the Town Clerk, is responsible for the town records, dating back to 1680. Town records are stored in a fireproof vault at the North Yarmouth Fire Rescue building and at the Town Office. The collection includes deeds, birth, marriage and death certificates, old family records, records of town organizations, maps, and other data. During the 1980s the Historical Society, along with the Town Office, conducted extensive research on old homes, and as a result thirty-plus, houses now display historical markers. Of the houses appearing on a map of the Town printed in 1871, more than 135 are still standing.

Figure 1.1 Map of Potential Historic Significance



To further protect historical sites the town’s **Land Use Ordinance** states the following:

***Chapter III, Administration and Enforcement, Section 3.2 Approvals and Permits Required - C.: Demolition Permit from the Code Enforcement Officer:***

*No demolition of a building or structure or major portion thereof shall commence until after the issuance of a Demolition Permit from the CEO. When demolition is proposed for a building or structure that was constructed prior to 1900, the applicant must notify the North Yarmouth Historical Society in writing, and present evidence of such notification, at least 30 days prior to demolition. This provision will allow the Historical Society time to contact the owner regarding voluntary preservation of any items or structures with historical significance.*

<sup>1</sup> Source: Greater Portland Council of Governments

Additional local sites of historical significance include:

- The Town’s three public cemeteries: Walnut Hill (Route 115); Pine Grove (Route 9); and Bowie (off Milliken Road), which were incorporated in 1834, but date earlier. Several marked gravestones date back to 1793, with remains of soldiers who fought in the Revolutionary War. There are older stones that are unmarked. All are maintained and supervised by the Cemetery Commission.
- The Walnut Hill General Store (c. 1853), presently Stones Café and Bakery at the intersection of Routes 9 and 115. There has been a store at this location since before 1841.
- Three of the oldest buildings in the Village Center, all now private homes: the Jeremiah Buxton Tavern (“Red House,” 1781); the William Buxton Tavern (1797); the Hicks House (conceivably Drinkwater Tavern, before 1800).

Old stone walls still can be seen running along roads, and granite markers are still visible, showing where old farms and homesteads once stood. Some roads still have stone monuments from dedications long ago.

*Opportunity: Historic buildings and assets including the Congregational Church, Wescustogo Grange Hall, Skyline Farm museum, and others.*

~

2017 Camoin Economic Development Strategic Report

Having deep agricultural roots, citizens of North Yarmouth formed Wescustogo Grange in 1877 (the Grange is a national agricultural advocacy organization). In the beginning, meetings and events were held in various spots around town. In 1947, with more than 20% of North Yarmouth’s population being Grange members, it was decided that a dedicated building was necessary. Thus began a period of non-stop fundraising activity that involved nearly everyone in town regardless of whether they belonged to the Grange. There were minstrel shows, plays and fairs, and bean supper after bean supper until enough money was raised to build Wescustogo Grange Hall on land purchased from Norman L. “Cy” Porter on Walnut Hill Road.

Wescustogo Grange Hall quickly became the “heart” of North Yarmouth. Scores of weddings and receptions were held there as well as many birthday and anniversary parties. Local clubs and organizations, such as 4H, PTA, and the Lions Club, held dinners there. Scout troops (both boy and girl) met there. Many talent shows, Christmas fairs, and more recently exercise classes were held there. After the Grange organization turned the hall over to the Town, it served as a voting place and a meeting hall for the Annual Town Meetings.

Sadly, on the evening of August 29, 2013, the hall caught fire, and despite gallant efforts by North Yarmouth Fire Rescue Department and fire departments from surrounding towns, the building was a complete loss. Efforts by the town’s Public Works Department cleared the site, filled the hole and reseeded the ground all within two weeks. Now only the lovely memorial gardens maintained by the Walnut Hill Garden Club remain as a reminder of what once was.

Since then, many discussions, town meetings, and brainstorming sessions have addressed what the next step should be. Where and how this beloved landmark should be built has been the subject of many forums and has garnered many different opinions. In 2014 a year after the Wescustogo Hall fire the Town acquired the ownership of the North Yarmouth Memorial School as it was determined by an earlier district vote to close the doors and move students to one campus in Cumberland.



## Town Comprehensive Plan - North Yarmouth, Maine

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On June 12, 2018, the townspeople voted to rebuild Wescustogo Hall on the former North Yarmouth Memorial School site and to include in the construction sections of the school that will be joined together through a common entrance and lobby. The new facility will be known as the Wescustogo Hall & North Yarmouth Community Center.

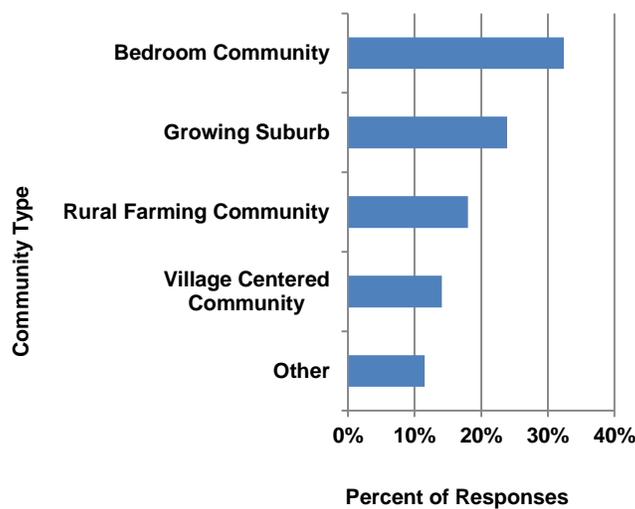
North Yarmouth entered the 21st century with a substantial legacy from its past.

Residents are proud of their history and seem intent to preserve what their forefathers have left behind. North Yarmouth is a town currently in transition with a continuing focus to establish a village center, yet not entirely wanting to let go of the past. Any developments in the Town are done with an eye on the history, trying to preserve and maintain that “old time rural” feeling.

## CHAPTER 2: DEMOGRAPHICS

In 2017, the Comprehensive Plan Committee conducted a community survey launching the beginning of their research in revising the current Town Comprehensive Plan. In response to the question of what best describes the community as a whole the majority of respondents think of North Yarmouth as a suburban, bedroom community of Portland. A significant minority (32%) of respondents characterized North Yarmouth as a rural farming or village centered community. Many of the open-ended responses to the “other” category are very similar to the four most common responses, with “rural” and “bedroom” being the two words that appear most often.

**2016 Comprehensive Plan Committee Survey - What type of community do you think describes North Yarmouth now?**



### Population Growth

Overall Maine’s population growth has been one of the slowest in the nation, with an increase of only 4.2% between the 2000 and 2010 census collections. The current estimated rate of growth is a stagnant 0%. Some areas of the state continue to experience population loss. Southern and coastal Maine have experienced relatively higher rates of population growth more closely echoing the population trends of the nation a whole. North Yarmouth experienced an increase in the population of 11% between 2000 and 2010 as compared to a 6% population increase for Cumberland County as a whole. Within Cumberland County, people are continuing to move out of urban areas, such as Portland, and into countryside communities such as North Yarmouth. Consequently, North Yarmouth’s nearness to Portland, Lewiston-Auburn, and Brunswick and its abundance of undeveloped land make it an especially attractive growth area.

The 2010 U.S. Census found 3,565 men, women and children living in North Yarmouth, an increase of 345 people over the 3,210 people recorded in the 2000 Census. This rate of growth represents a decreased rate compared to the previous two decades. Between the years of 1980 and 1990, North Yarmouth grew at a rate of 31%. Between 1990 and 2000 the town increased by over 27%. Between 2000 and 2010 the town grew at a rate of 11%. Current estimates from the Maine Planning Assistance Program suggest that the rate of growth between 2010 and 2014 has slowed to 1.7%.

Shown in Tables 2-1 and 2-2 is present population data for North Yarmouth, neighboring communities, Cumberland County, and Maine. Population projections obtained from the Maine State



## Town Comprehensive Plan - North Yarmouth, Maine

Planning Office suggest that North Yarmouth’s population growth will continue to outpace growth at the county and state levels. Between 2014 and 2024, these projections indicate that North Yarmouth’s population will increase by 6% as compared to a 1% increase for Cumberland County and a 0.2% decrease for the State. Between 2014 and 2034, these projections suggest that North Yarmouth’s population will increase by 3.5% as compared to a 2.3% increase in Cumberland County and a 2.3% decrease in population statewide.

<sup>2</sup> Table 2-1 Area Population Growth over Time Using Maine Office of Policy and Management (OPM) Estimates

Town	Historical Population Levels					Maine OPM Projections			
	1980	1990	2000	2010	2014	2019	2024	2029	2034
<b>North Yarmouth</b>	<b>1919</b>	<b>2513</b>	<b>3210</b>	<b>3565</b>	<b>3706</b>	<b>3822</b>	<b>3929</b>	<b>4011</b>	<b>4068</b>
Cumberland	5284	5860	7179	7211	7556	7850	8156	8410	8612
Gray	4344	5904	6820	7761	7966	8118	8233	8295	8304
New Gloucester	3180	3933	4819	5542	5672	5699	5728	5718	5672
Pownal	1189	1267	1496	1474	1511	1530	1548	1557	1555
Yarmouth	6585	7883	8375	8349	8504	8604	8653	8645	8582

Table 2-2 displays information that is helpful for comparing growth rates between North Yarmouth and its neighbors. These figures show that North Yarmouth will continue to grow faster than its neighbors, with the exception of Cumberland, as well as Cumberland County and Maine in general.

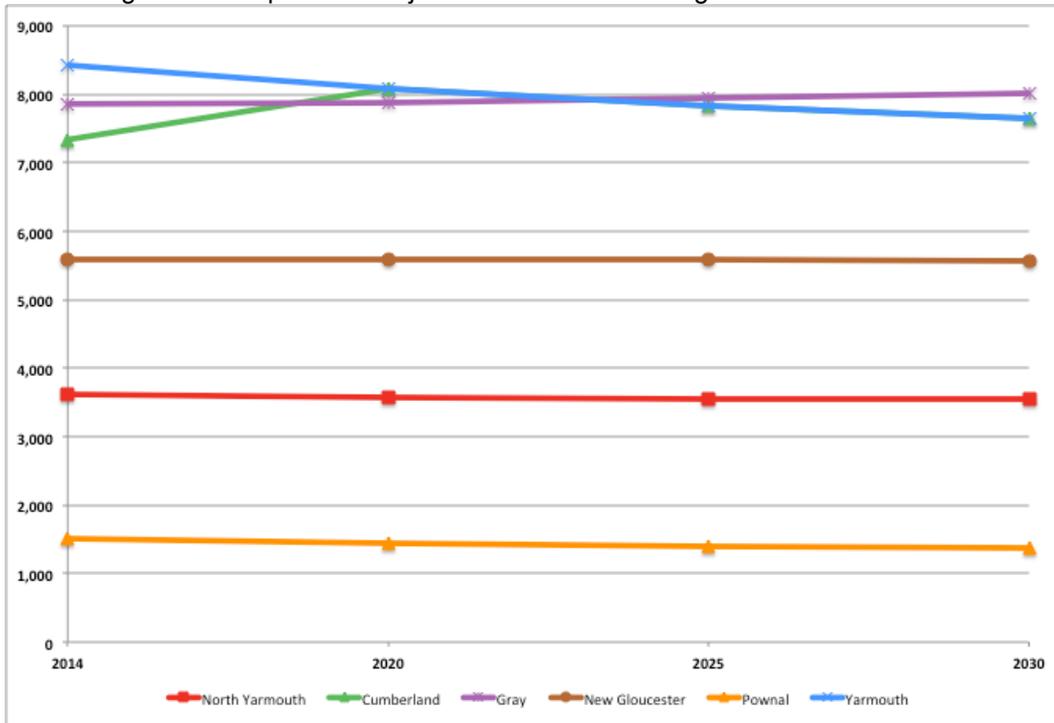
<sup>2</sup> Table 2-2 Population Growth Comparisons with Maine Office of Policy and Management (OPM) Estimates

Town or Area	Historical Population Growth				Maine OPM Growth Estimates		
	1980 - 1990	1990 - 2000	2000 - 2010	2010 - 2014	2014 - 2024	2014 - 2034	
	% Chg	% Chg	% Chg	% Chg	% Chg	#	% Chg
<b>North Yarmouth</b>	<b>31.0%</b>	<b>27.7%</b>	<b>11.1%</b>	<b>1.7%</b>	<b>6.0%</b>	<b>139</b>	<b>3.5%</b>
Cumberland	10.9%	22.5%	0.4%	1.8%	7.9%	456	5.6%
Gray	35.9%	15.5%	13.8%	1.3%	3.4%	71	0.9%
New Gloucester	23.7%	22.5%	15.0%	0.9%	1.0%	-56	-1.0%
Pownal	6.6%	18.1%	-1.5%	2.6%	2.5%	7	0.5%
Yarmouth	19.7%	6.2%	-0.3%	1.0%	1.8%	-282	-3.3%
Cumberland County	12.7%	9.2%	6.0%	1.0%	1.0%	6556	2.3%
Maine	9.2%	3.8%	4.2%	0.0%	-0.2%	-24346	-1.8%

<sup>2</sup> Source: Maine Office of Policy and Management (OPM)

Figure 2-2 displays these population projections for North Yarmouth and the neighboring towns relative to one another.

<sup>3</sup> Figure 2-2 Population Projections 2014-2034 Using Maine OPM Estimates



### Ethnics and Gender

In 2000 North Yarmouth was 98.7% white and 49% male vs. 51% female. As of the 2010 U.S. Census, North Yarmouth is 97.4% White. The next most common races are (1.1%), Asian (1%), and African American (0.2%). Between 2000 and 2014 the proportion of the female population in North Yarmouth increased from 51% to 53%. This is most likely the result of an aging population because women tend to live longer than men.

### Household Characteristics

Table 2-3 displays the average household size in North Yarmouth decreased from 2.8 persons per household in 2000 to 2.7 in 2014.

<sup>4</sup> Table 2-3 Household Characteristics and Trends for North Yarmouth

Characteristic	Census Year		% Change
	2000	2014	2000-2014
Total Population	3,210	3,625	13%
Total Households	1,118	1,339	20%
Average Household Size	2.87	2.71	-6%

<sup>3</sup> Source: Greater Portland Council of Governments

<sup>4</sup> Source: US Census 2000, American Community Survey 2014 5-year estimates

## Age Distribution

One notable trend in North Yarmouth and most areas of Maine is the overall aging of the population. As displayed in Table 2-4, there are more adults 45 years old or older. This implies that the people of North Yarmouth are aging in place. This is supported by the increase in the median age, which is higher than Cumberland County as a whole, but slightly lower than the state average.

Also of note is that the increase in the 20-24 age group may imply that more young adults are living with their parents to save money while they attend college or start their careers. A decrease in the 25-34 and 35-44 age groups, combined with a decline in children under 10, may imply a reduction in younger families in North Yarmouth.

<sup>4</sup> Table 2-4 Population by Age Category 2000 - 2015

Age Category	2000		2014	
	Number	% of Total Population	Number	% of Total Population
Under 5	235	7.3%	99	2.7%
5-9	298	9.3%	309	8.5%
10-14	289	9.0%	255	7.0%
15-19	199	6.2%	277	7.6%
20-24	65	2.0%	224	6.2%
25-34	375	11.7%	173	4.8%
35-44	701	21.8%	548	15.1%
45-54	556	17.3%	740	20.4%
55-59	144	4.5%	414	11.4%
60-64	103	3.2%	163	4.5%
65-74	126	3.9%	266	7.3%
75 and Over	119	3.7%	157	4.3%
Total	3,210	100%	3,625	100%

In Table 2-5 the median age statistics can be used to compare overall age. According to the Census, the median age for North Yarmouth in 2000 was 37.8, which was slightly higher than the countywide figure and somewhat lower than the statewide number. This data also shows that North Yarmouth has an overall older population now (median age 37.8) than in 1990 (median age 33.7).

<sup>4</sup> Source: US Census 2000, American Community Survey 2014 5-year estimates



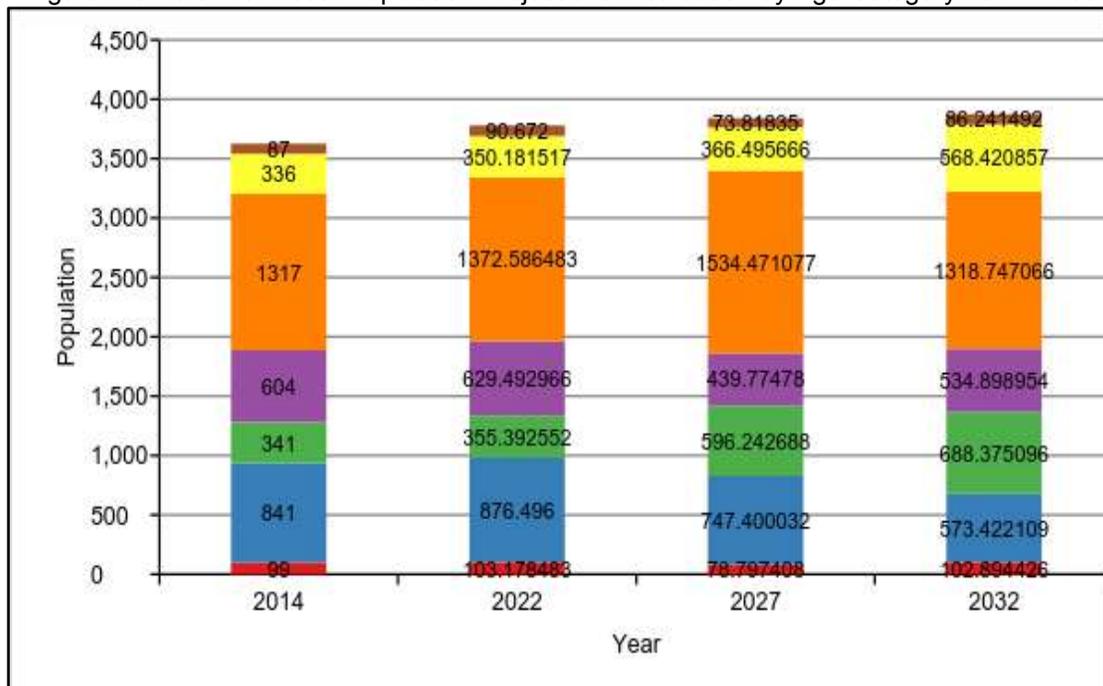
## Town Comprehensive Plan - North Yarmouth, Maine

<sup>1</sup> Table 2-5 Median Age Comparison 2000 - 2014

	2000	2010	2014
North Yarmouth	37.8	42.5	43.0
Cumberland County	37.6	41.0	41.7
Maine	38.6	42.7	43.5

The predicted aging of North Yarmouth’s overall population appears evident in Figure 2-3. Perhaps most apparent is the continued growth of the 45-64 age group. By 2027, this cohort is expected to comprise nearly 40% of the town’s population. These people are middle-aged, past childbearing age, and probably at or near the peak of their income potential. While some of these people will likely be retiring within 5 to 15 years, the projections do not display a tremendous increase in the 65-79 age category until 2032. The 30-44 age group is the third largest category through the year 2022. People in this age bracket are still of child-bearing age and are probably the parents of many of the children living in the community. Interestingly, the 20-29 age category is expected to continue to grow, possibly reflecting challenges for these young adults establishing their own households elsewhere, possibility corroborating an estimated lack in growth in the 0-4 age cohort.

<sup>2</sup> Figure 2-3 North Yarmouth Population Projections Distribution by Age Category 2014 – 2032



- The cohort survival method assumes current migration rates, birth rates, and survival rates will continue through 2030.

<sup>1</sup> Source: US Census 2000, US Census 2010, American Community Survey 2014 5-year estimates.

<sup>2</sup> Source: ACS 2014 5-year estimates. Then those proportions were applied to Maine OPM projections for 2032.



## Town Comprehensive Plan - North Yarmouth, Maine

- Based on past trends it could be assumed this model is overestimating the number of residents in the 20-29 and 30-44 age range in future years given that similar age categories lost population between 2000 and 2014.

It is important to remember these are only estimates, and a number of different factors can affect them.

### School Population

According to the 2010 Census, a total of 959 people, or 27% of the town's population, was enrolled in school Table 2-6. This is a slight decrease in the percentage of town population enrolled 30% in 2000.

<sup>3</sup> Table 2-6 Population Three Years and Over Enrolled in School for North Yarmouth

Level	Number of Students	Percent of Total
Nursery School	43	4.5%
Kindergarten	59	6.2%
Elementary School (grades 1-8)	433	45.2%
High School (grades 9-12)	245	25.5%
College or Graduate School	179	18.7%
<b>Total Enrolled in School</b>	<b>959</b>	<b>100%</b>

### Seasonal Population

North Yarmouth does not experience any significant population change during the summer months. However, due to its proximity to several coastal towns and routes leading to the lakes regions, North Yarmouth does experience a significant increase in summer traffic as tourists and day-trippers pass through.

### Income and Poverty Levels

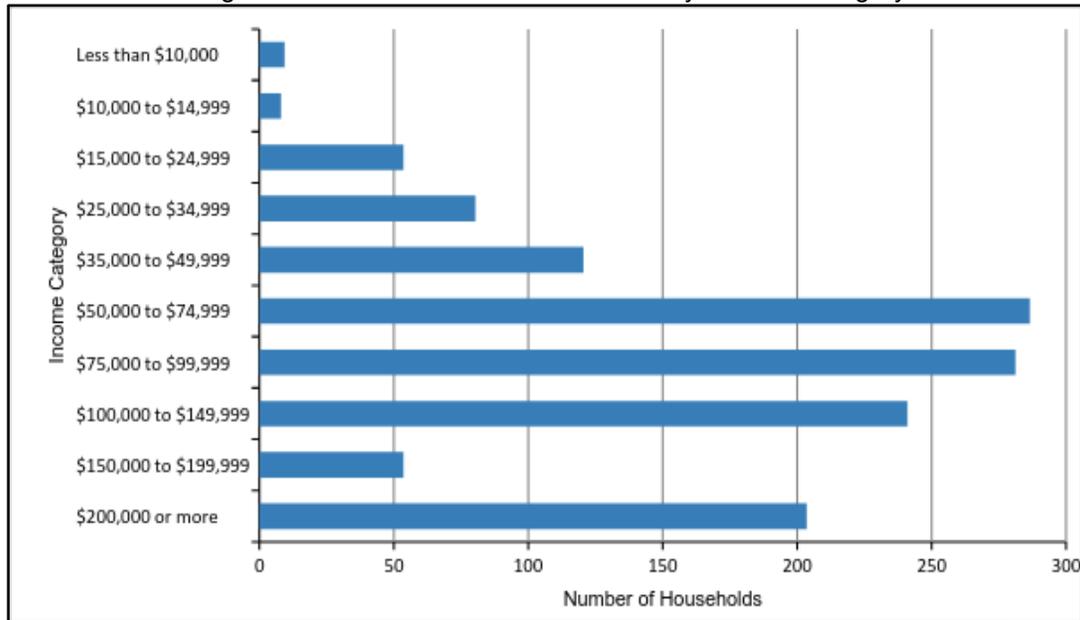
Income and poverty data from the 2010 Census can be used to compare North Yarmouth to the county and state Table 2-7. North Yarmouth's income levels were significantly higher, and poverty levels were considerably lower than either county or state levels. Figure 1-4 displays North Yarmouth households by income category. Almost 80% of North Yarmouth's households reported more than \$35,000 in household income for the 2010 Census.

<sup>3</sup> Table 2-7 Income and Poverty Levels Comparison

Income	North Yarmouth	Cumberland County	Maine
Per Capita Income	\$40,694	\$33,844	\$27,332
Median Household Income	\$85,521	\$59,560	\$48,804
Median Family Income	\$90,625	\$77,157	\$61,824
Individuals Below Poverty Level	3.2%	11.7%	13.9%
Families Below Poverty Level	2.9%	7.7%	9.4%

<sup>3</sup> Source: American Community Survey 2014 5-year estimates.

<sup>4</sup> Figure 2-4 North Yarmouth Households by Income Category



As shown in Table 2-8, the population projections estimated by the Maine OPM (these were formerly developed by the Maine State Planning Office) have generally overestimated population growth over the past decade. This may be explained by the fact that these projections were made during more prosperous times in the late 1990s/early 2000s and did not anticipate the prolonged, deep recession that started in 2007. Because the Maine economy only recovered to pre-recession levels in 2015, it is likely that this recession had a considerable impact on new household formation and migration, which may explain why actual population growth differed from the estimates made in the early 2000s.

<sup>3</sup> Table 2-8 Projected Growth from 2004 Comprehensive Plan Compared to Actual Growth

Town	2010			2014 / 2015		
	Projected	Actual	Difference	Projected	Actual	Difference
<b>North Yarmouth</b>	<b>3,854</b>	<b>3,565</b>	<b>-289</b>	<b>4,052</b>	<b>3,625</b>	<b>-427</b>
Cumberland	8,076	7,211	-865	8,447	7,338	-1,109
Gray	7,583	7,761	178	7,839	7,860	21
New Gloucester	5,460	5,542	82	5,690	5,590	-100
Pownal	1,804	1,474	-330	1,899	1,513	-386
Yarmouth	8,852	8,349	-503	9,140	8,433	-707

## Population Decline

The Maine OPM population estimates show that some communities in southern Maine will lose population over the next 15 years. This decline in population is unprecedented and has not occurred

<sup>3</sup> Source: American Community Survey 2014 5-year estimates

<sup>4</sup> Source: 2015 Economic Development Town Survey - PDI, Inc.

over in at least the past 40 years for much of southern Maine. Three factors that are driving this trend:

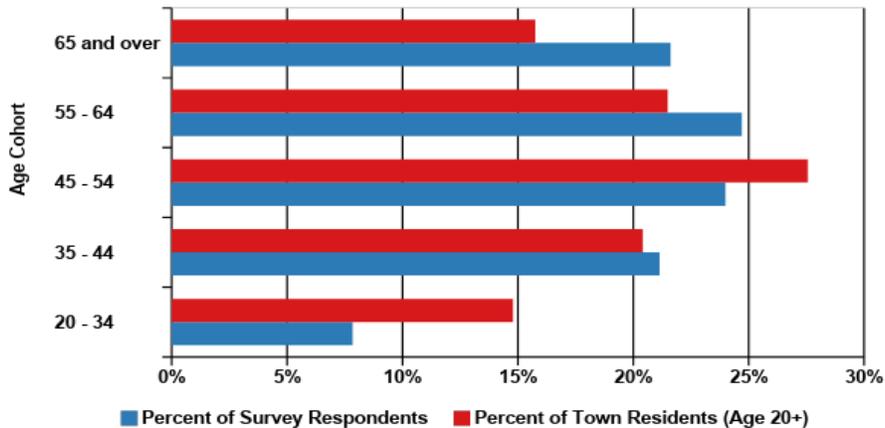
- An aging population
- Out-migration as young people leave the state in search of better opportunities
- A deep recession combined with a regional housing and transportation affordability crisis that makes it difficult for young people to start families

The baby boom generation refers to the age group born between approximately 1946 and 1964. A total of 76 million American children were born during that time period, and the baby boom cohort represents the single most significant age cohort in Maine.

Starting in 2011 the earliest wave of baby boomers reached retirement age, and, given that baby boomer birth rates peaked in 1949, baby boomer retirements may have started to peak around 2014. While the 2008 financial crisis may have delayed retirement for many boomers, the recent economic recovery in Maine combined with a stock market recovery may pave the way for more boomers to retire. Over the next 15 years, the youngest baby boomers will enter retirement age while the oldest baby boomers will become elderly or reach the end of their lives.

Thus, over the next 15 years the largest share of the state’s population will exit the labor force and begin to decline. Unless Maine’s demographics change considerably, Maine’s population will also decline, and the scale of economic activity in Maine may decrease as well. Even if we retain every young resident in Maine today, this will not be enough to offset the loss of Maine’s workforce and population as baby boomers continue to age. Retaining and developing a skilled workforce is the first step in developing a more prosperous and sustainable economy in Maine that will make it easier to retain young people, support young families, and address the crisis in affordable housing and transportation.

<sup>4</sup> Figure 2-5 Age distribution of survey responses compared to the age distribution of town residents.



In Figure 2-5 the majority of survey respondents were aged 45 or older, with 47% of respondents being 55 and older. This compares to a median age of 37.6 for North Yarmouth. The age distribution of survey respondents is reasonably close to the age distribution of North Yarmouth’s population, but the population age 55 and older is slightly over-represented, while the population younger than age 55 is slightly underrepresented. The largest difference is seen among the 20-34 cohort, which represents nearly 15% of North Yarmouth’s population, but accounts for only 7.8% of survey respondents.

<sup>4</sup> Source: 2015 Economic Development Town Survey - PDI, Inc.



## CHAPTER 3: ECONOMY AND ECONOMIC DEVELOPMENT

The Town of North Yarmouth (“Town”) is undertaking the creation of an economic development strategic plan to evaluate the Town’s potential for community and business development and the establishment of a Tax Increment Financing (“TIF”) District. The goal of the economic development plan is to identify strategies for development that further the town’s vision for the future while at the same time making fiscal and financial sense for all stakeholders. Through the planning process and implementation, North Yarmouth hopes to ensure that the town is prepared to capitalize on regional growth through attraction and retention of existing companies, diversification of the economy, and improved quality of life for residents.

A major piece of work involved the creation of the Town of North Yarmouth Demographic and Economic Base Analysis provided by Camoin Associates, economic development consultants hired by the Town in 2017. The information/analysis provided in this chapter derives from the Strategic Economic Development Plan designed for the Town by Camoin Associates. A complete copy of the Camoin Associates 2017 Economic Development Strategic Plan is available online at northyarmouth.com or at the Town Office.

When developing economic development strategies, it is important to have a thorough understanding of the demographic and economic characteristics and emerging trends of the study area and surrounding region. We developed a demographic and economic profile of the town, Cumberland County, and the state of Maine that will be used to inform the development of final strategies. The demographic profile includes existing and projected 5-year trends for population distribution by age and income, number of households, median age, and race and ethnicity. We have also compiled information on labor market size and commuter trends (inflow-outflow) as well as educational attainment, unemployment, occupation and industry trends.

### Demographic Overview

The Demographic Overview illustrated on Table 3.1 shows population, households, average household size, median age, and median household incomes for the three regions. The major findings of this assessment include:

The populations within the Town of North Yarmouth, Cumberland County, and Maine have all increased over the past five years, and they are all expected to continue growing through 2021.

The number of households in all three regions has shown a similar historical pattern of growth between 2010 and 2016 and is projected to continue growing similar to the rates of population growth over the next five years. Average household size is the highest in the town at 2.7 individuals.

Median household income is also the highest in the town by far, surpassing Cumberland County by over \$12,000 and Maine by over \$23,000.

<sup>1</sup> Table 3.1 Demographic Overview

	Population	Households	Average Household Size	Median Age	Median Household Income
<b>North Yarmouth</b>	<b>3,878</b>	<b>1,419</b>	<b>2.7</b>	<b>44</b>	<b>\$72,932</b>
Cumberland County	292,631	122,427	2.3	42	\$60,393
Maine	1,367,696	578,678	2.3	44	\$49,492

<sup>1</sup>Source: ESRI, American Fact Finder



# Town Comprehensive Plan - North Yarmouth, Maine

The Industry Overview Table 3-2 shows overall job growth between 2010 and 2016 for all three regions. These employment numbers include all persons who are employed by businesses located in North Yarmouth. Major findings include:

- There were only an estimated 600 jobs in the Town of North Yarmouth in 2016. Job growth within the town has been marginal between 2010 and 2016, only adding an estimated 6 jobs and resulting in 1% growth.
- Average earnings for jobs within the town are \$46,660, which is far lower than the median household income within the town. Industries overall have shown within Cumberland County and Maine at 6% and 3% growth, respectively.
- Unlike median household income, average earnings within the town are lower than in both Cumberland County and Maine.

<sup>1</sup> Table 3.2 Industrial Overview

Region	2010 Jobs	2016 Jobs	2010-2016 Change	2010-2016 % Change	2016 Average Earnings
<b>North Yarmouth</b>	<b>578</b>	<b>584</b>	<b>6</b>	<b>1%</b>	<b>\$46,660</b>
Cumberland County	188,796	199,294	10,498	6%	\$54,868
Maine	668,781	687,919	19,138	3%	\$48,360

## **Capacity and Development Potential Analysis**

The Town Manager is responsible for economic development in the town and works directly with the Economic Development Sustainability Committee, which is charged, in conjunction with the Select Board, to develop and promote a sustainable and ongoing process, supported by the community, that will strengthen the local economy, utilizing resources and strategies that will meet the current and future needs of North Yarmouth.”

Understanding the context within which the Town of North Yarmouth conducts economic development is vital to creating a plan that is appropriately proportioned to its capacity and networks. The capacity analysis survey, completed by the Town Manager in 2017, identified the who, what, and how of the town’s current economic development efforts and helped to inform the creation of this economic development strategy. Some of the major findings of the capacity analysis include the following:

- The Town currently does not have any economic development collateral (brochures, newsletter, etc.) but uses its economic development website and social media. The economic development website is primarily focused on the work and administration of the Economic Development Sustainability Committee and does not provide facts about the workforce, available space, or other information that would be helpful for business attraction, retention, or expansion efforts.
- The Assistant Town Manager manages social media for the Town including Instagram, Twitter, and Facebook. The information on these sites is primarily directed toward town residents, including information about weather advisories, upcoming meetings, and community activities.
- The North Yarmouth Business Association assists with economic development efforts and hosts a community business trade show every year that draws over 30 local businesses and nonprofit organizations.

<sup>1</sup>Source: ESRI, American Fact Finder

- The recommend zoning map (Figure 3.1) has three primary zoning districts. Village Center (shown in purple), Village Residential (gold), and Farm Forest (light green). The town's preference for maintaining a rural character makes it vital that any development occurs in the
- Village Center District to prevent sprawl and loss of open space. Discussions with the Town Code Enforcement Officer identified two key areas for development. The Village Center district has been identified as where the town would like development to occur, with denser development, smaller lot sizes, commercial land uses, and community activities.
- Regionally the Greater Portland Council of Governments (GPCOG) assists with regional economic development. The organization provides assistance to municipalities within the region including planning services, data collection and analysis, grant and loan funds, and mapping and GIS services.

### **Strategic Economic Development Initiatives**

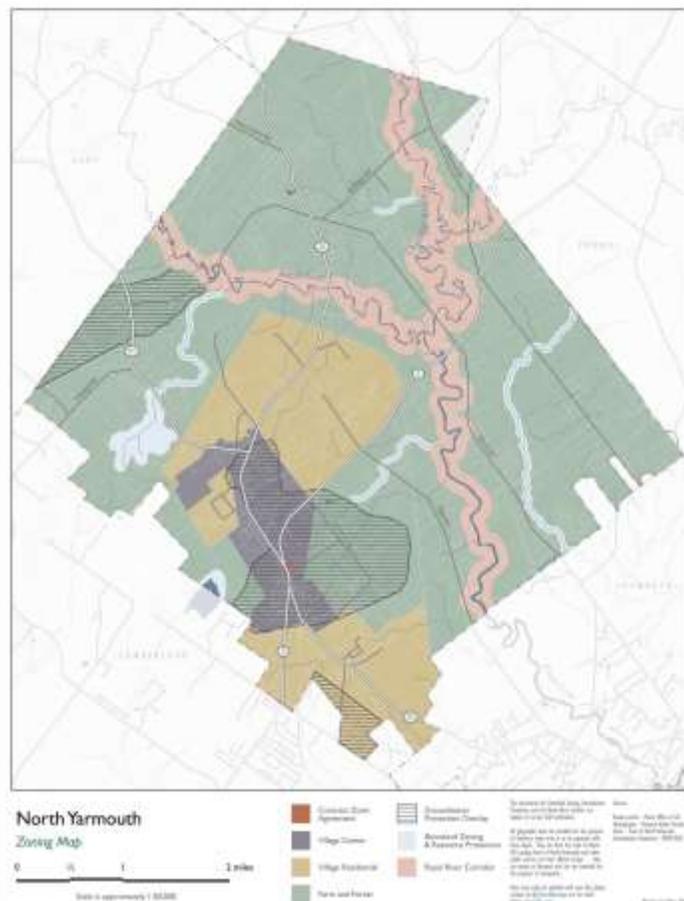
Overall the Town of North Yarmouth is in a position to implement a targeted selection of strategic economic development initiatives. Existing capacity within the town can accommodate additional initiatives and the demand for economic development in the town does suggest that there is a need to create additional paid positions within the town. The current system for economic development fits the small town well, and the following economic development plan will rely heavily on existing staff, committees, volunteers, and regional partnerships.

Discussions with the Town Code Enforcement Officer identified two key areas for development.

**Village Center:** The Village Center district has been identified as the Town's preferred development area with denser development, smaller lot sizes, commercial land uses, and community activities. With the construction of the new Wescustogo Hall & Community Center located at the former Memorial School, the Town Hall, Fire Rescue, local restaurants, farm and hardware store, and other locally owned establishments, the Village Center district is the best location for future development. The likely focus of any new development would be the triangle made up of Route 9, Parsonage Road, and Route 115. This area is often talked about as the "center" or "heart" of town and with easy transportation access, proximity to town conveniences, and available land. Future Land Use Ordinance changes should be considered for further development to accommodate a diversity of housing options, small retail establishments to serve local and regional customers, and mixed-use development.

**Business Park:** Walnut Hill Parkway is located just north of the triangle and contains approximately 62 acres, 30 acres currently designated for businesses and 30 acres for the existing gravel pit owned by the Town. There are 7 total parcels, 6 of which are occupied by businesses and the seventh being the gravel pit. The businesses are primarily in the construction, landscaping, and warehousing industries, with the space used for storage of equipment and some field offices. The park is not currently at capacity, and there is potential to increase the number of businesses using this space.

Figure 3.1 Recommended Land Zoning



## **Economic Development Action Plan**

The outcome of the data collection and analysis, interviews, research, and review of previous planning documents includes specific action items that will guide economic development in the Town of North Yarmouth over the next 5 to 10 years. Some of the initiatives are already in progress in the town or have been suggested previously as part of prior planning efforts, while others have been developed based on economic development best practices, an understanding of the issues facing the region, and potential capacity of Town staff. These initiatives are intended to act as a work plan for the town, and task status should regularly be reviewed for progress to completion or need to change course. It is important to note that while these are important goals/objectives right now, the ever-changing economy, as well as fluctuating state and national priorities, may dictate adjustments to the plan.

### GOALS

- **Establish and pursue a vision for the future of the Town's economic development policy.**
  1. Bring the community together to discuss and advance the vision for the future developed by the Comprehensive Plan Committee and supported by the Economic Development Committee.
  2. Build a knowledge base of Town Select Board, departments, and committee volunteers on economic and community development topics and practices.
  3. Utilize Tax Increment Financing (TIF) to support business and community development and investment within targeted commercial areas.
  4. Continue to participate in regional economic development efforts.
  5. Complete and implement the Comprehensive Plan.
  
- **Continuously improve the quality of life to remain an attractive place to live.**
  1. Implement programs to support all residents from young families to senior citizens.
  2. Enhance and market the high-quality recreation and historic assets of the community.
  3. Create opportunities for more home-based and work-in-place businesses.
  
- **Encourage appropriate economic development in targeted opportunities and geographies.**
  1. Direct growth toward Village Center.
  2. Support and enhance agriculture industry and history in North Yarmouth.
  3. Encourage growth of the construction industry.
  4. Pursue special projects that will support community and economic development.
  5. Brand and market the high quality of life aspects of the Town.

## **Opportunities and Challenges Assessment**

The findings of the interviews, data, knowledge, capacity assessment, and knowledge of the area and region were compiled into a list of the town's opportunities and challenges related to economic development and quality of life. This assessment is used to inform the vision, goals, and actions identified in the Action Plan Matrix prepared by Camoin Associates. The common threads within the opportunities and challenges list are summarized below.

### *Opportunities*

- The strength of the community assets and amenities that make it a great place to live.
- Existing rural character and natural resources that enhance the quality of life.

### *Challenges*

- Finding a balance between future development in the town and the protection of critical natural resource areas.
- Bridging divisiveness between community members related to the vision for the future of the community and how best to achieve the vision.

## Commuter Patterns

<sup>1</sup> Table 3-3 Commuting Patterns for North Yarmouth Residents

Town or Area	Number of Persons	Percent of Total
Portland	452	26%
Yarmouth	125	7%
South Portland	113	6%
North Yarmouth	108	6%
Freeport	97	6%
Cumberland	96	5%
Falmouth	90	5%
Lewiston	68	4%
Westbrook	63	4%
Scarborough	61	3%
Brunswick	52	3%
Auburn	42	2%
Windham	26	1%
Bath	26	1%
New Gloucester	24	1%
Augusta	23	1%
Gorham	22	1%
Gray	22	1%
Bangor	19	1%
Saco	16	1%
Other Towns in Maine	156	9%
Other Towns in New England	50	3%
Outside of New England	8	0%

<sup>1</sup> Source: US Census on the Map, 2014. Available from: <http://onthemap.ces.census.gov/>



# Town Comprehensive Plan - North Yarmouth, Maine

<sup>2</sup> Table 3-4 Employed Persons by Industry

Town of North Yarmouth, All Industries										
NAICS (2-digit)	Description	2011 Jobs	2016 Jobs	2021 Jobs	2010 - 2016 Change	2010 - 2016 % Change	2016 - 2021 Change	2016 - 2021 % Change	Current Total Earnings	2016 Location Quotient
11	Crop and Animal Production	46	43	41	(3)	(7%)	(2)	(5%)	\$26,026	6.00
21	Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0	0%	0	0%	\$0	0.02
22	Utilities	0	0	0	0	0%	0	0%	\$0	0.03
23	Construction	216	211	205	(5)	(2%)	(6)	(3%)	\$46,574	6.71
31	Manufacturing	<10	<10	<10	Insf. Data	Insf. Data	Insf. Data	Insf. Data	Insf. Data	0.11
42	Wholesale Trade	16	16	12	0	0%	(4)	(25%)	\$71,350	0.71
44	Retail Trade	26	27	28	1	4%	1	4%	\$26,047	0.44
48	Transportation and Warehousing	<10	<10	<10	Insf. Data	Insf. Data	Insf. Data	Insf. Data	Insf. Data	0.02
51	Information	0	<10	<10	Insf. Data	Insf. Data	Insf. Data	Insf. Data	Insf. Data	0.08
52	Finance and Insurance	14	15	15	1	7%	0	0%	\$108,021	0.66
53	Real Estate and Rental and Leasing	18	10	<10	(8)	(44%)	Insf. Data	Insf. Data	\$52,187	1.04
54	Professional, Scientific, and Technical Services	71	73	72	2	3%	(1)	(1%)	\$74,033	1.95
55	Management of Companies and Enterprises	0	0	0	0	0%	0	0%	\$0	0.00
56	Administrative and Support and Waste Management and	43	51	55	8	19%	4	8%	\$37,431	1.40
61	Educational Services	0	0	0	0	0%	0	0%	\$0	0.00
62	Health Care and Social Assistance	19	20	20	1	5%	0	0%	\$28,561	0.27
71	Arts, Entertainment, and Recreation	28	30	31	2	7%	1	3%	\$28,770	3.08
72	Accommodation and Food Services	19	20	21	1	5%	1	5%	\$22,830	0.41
81	Other Services (except Public Administration)	29	40	46	11	38%	6	15%	\$20,818	1.43
90	Government	24	22	21	(2)	(8%)	(1)	(5%)	\$84,969	0.24
99	Unclassified Industry	0	0	0	0	0%	0	0%	\$0	0.00
	Total	573	584	579	11	0%	(5)	(1%)	\$46,660	

Table 3-5: List of Local Businesses in North Yarmouth - May 2017

COMPANY	LOCATION	TYPE OF BUSINESS
A L Hayward Painting	1450 North Rd.	Contractor: Painting
A H Grover Inc	82 Doughty Rd	Contractor: Site Preparation
A L Hayward Southdowns & Hampshire	1450 North Rd.	Farm: Livestock
A Plus Garage Doors	26 Split Rock Rd	Building Materials
A to Z Cadd Drafting Inc	65 Pine Ridge Rd	Services: Drafting
Adams & Sons Building Contractor	908 North Rd.	Contractor: Building
Alan B Corrow	573 Sligo Rd	Contractor: Electrical
All Access DJ & Karaoke Service	1058 North Rd	Entertainment
Al's Ski Barn	512 Memorial Hwy	Sporting Goods Stores
Ames Farm Center	14 The Ln	Retail Store
Anderson Landscaping Inc	352 Memorial Hwy	Contractor: Landscaping
Ardis P Conner, DO	13 New Gloucester Rd	Physicians
Arsenault Property Maintenance	173 Cumberland Rd	Property Maintenance
Assured Solar Energy	460 Mountfort Rd	Plumbing Heating & Air-Conditioning
Atlantic Recycling Technology	26 Sled Run Rd	Engineering Services
Averill Insurance	4 Walnut Hill Cmns	Insurance Agencies
B W & Sons Roofing	374 Mill Rd	Contractor: Roofing
Back to Country Landscaping	333 Mill Road	Contractor: Landscaping
Barn On Walnut Hill	655 Walnut Hill Rd	Entertainment
Bayswater Solutions	10 Hawthorne Rd.	Business Consultant
Bellamy Jazz Band	241 Greely Rd	Entertainment

<sup>2</sup> Source: ACS 2014 5 year estimates/Camoin Associates

Table 3-5: List of local businesses in North Yarmouth - May 2017 (continued)

COMPANY	LOCATION	TYPE OF BUSINESS
Bittersweet Ridge Disc Golf	383 Gray Rd	Sports and Recreation
Blais Communications Inc	73 Christopher Rd	Public Relations Agencies
Bob Sessums Carpentry	346 Royal Rd.	Contractor: Carpentry
Bowdoin Excavation	24 Conifer Ln	Contractor: Site Preparation
Brian A. Billings	154 Royal Rd	Contractor: Site Preparation
Brickyard Kennels	14 Snow Hook Trl	Pet Care
Broadview Landscaping	260 W Pownal Rd	Contractor: Landscaping
Capricorn Products LLC	52 Walnut Hill Rd.	Manufacturing: Specialty
Casco Bay Counseling	480 Royal Rd	Social Services
Casco Bay Paving & Construction, Inc	585 Walnut Hill Rd	Contractor: Paving
CDM Smith	16 Fieldstone Dr	Engineering Services
Cedar Springs Technologies	20 Leeward Passage	Software
Cochran Custom Builders, Inc	Memorial Highway	Contractor: Building
Commercial Costumes	241 Greely Rd	Entertainment
Complete Tree Services	154 Cumberland Rd.	Tree Services
Core Fitness Maine	64 Country Ln	Personal Care Services
Cormier Electric	27 Sea View Ln	Contractor: Electrical
Country Shears	308 Walnut Hill Rd.	Beauty Salons
Coyote Graphics	66 Prince Well Rd	Graphic Design Services
Cozy Acres Greenhouses	26 Cozy Acres Ln	Farm: Greenhouse
Curtis Properties Maintenance	59 Memorial Highway	Property Maintenance
Custom Interiors Inc	373 Walnut Hill Rd	Building Materials
Dance the Night Away DJ Service	12 Pea Lane	Entertainment
Dane S.Brimigion Stone Masonry	172 Cumberland Rd	Contractor: Masonry
Daniel S. Knight	83 Pine Ridge Rd	Law Offices
David McLain	36 W. Pownal Rd	Photographer/Filmmaker
Deer Brook Associates	48 Deer Brook Farm	IT Security
Deerbrook Editions	99 Deerbrook Farm	Publisher
Deri Farm	95 The Lane	Farm
Dofahn	18 Rani Dr	Pet Care
Dog Watch Of Greater Portland	16 Delwin Dr	Pet Care
Donna's Day Care	9 Doughty Rd	Daycare
Doyle Marchant Real Estate	12 Southerly View Rd	Real Estate Agents
ECR Plumbing & Heating Inc	467 Gray Rd	Plumbing, Heating, Air-conditioning
Epicor Software Corp	619 New Gloucester Rd	Software
Equinox Builders Inc	37 Hawthorne Rd	Contractor: Building
ESSCLI-Rescue	39 Whitney Farms RD	Pet Care
F.O. Bailey	One Walnut Hill Rd	Real Estate Agents
Fat Andy's Inc	373 Walnut Hill Rd	Building Materials
Fieldstone Welding-Fabrication	32 Walnut Hill Pkwy # B	Contractor: Welding
Finely Restored	649 Sligo Rd	Services: Furniture Restoration
Finest Kind Caterers	930 Sligo Rd	Caterers
Fogg's Boatworks	230 Cumberland Road	Boat Building
Four Star Installations	31 Deer Run	Contractor: Flooring
Friendship Fort	886 North Rd	Daycare
G S.Merrill & Sons	25 Toddy Brook	Contractor: Building
Gallant's Auto Salvage Inc	712 New Gloucester Rd	Automotive Parts and Salvage
Gilbert Capital Group Inc	42 Town Farm Rd	Financial Services
Great Eastern Equipment	32 Walnut Hill Pkwy	Dealer: Heavy Equipment
Greater Portland Painting Co.	342 West Pownal Rd	Contractor: Painting
Guernsey Graphics	132 Hallowell Road	Graphic Design Services
Guyco, Inc	1019 Sligo Rd.	Contractor: Building
Hanscome Tree Farm	194 Mountfort Rd.	Farm: Christmas Trees
Hansel's Orchard	44 Sweetser Rd.0	Orchard



# Town Comprehensive Plan - North Yarmouth, Maine

Table 3-5: List of Local Businesses in North Yarmouth - May 2017 (continued)

COMPANY	LOCATION	TYPE OF BUSINESS
Harris Media Services	26 Castle Hill Rd	Marketing
Heating & Cooling Sales & Repair	467 Gray Rd	Contractor: Heating and Cooling
Horizon Landscapes	382 Royal Rd	Contractor: Landscaping
Hughes Construction	86 Royal Rd.	Contractor: Building
Indus Engineering Inc	21 Delwin Dr.	Engineering Services
Interior Gardens	194 W Pownal Rd.	Contractor: Indoor Plant Care
Invision Ink Promotions	31 Farms Edge Rd.	Promotional Products
It All Adds Up	147 Memorial Highway	Financial Consultant
Jackson & Son Plumbing	25 W. Pownal Rd.	Contractor: Plumbing
James McConnell Builders	75 Memorial Hwy.	Contractor: Building
James Shepard-Kegl	52 Whitney Farms Rd	Law Offices
Jeffrey Verrill Contracting	63 Country Ln.	Contractor: Building
Jim's Auto Repair	54 Mill Rd.	Automotive Repair
Jim's Tree Service	51 Memorial Hwy.	Tree Services
Joe Lucey Carpentry Inc	482 Walnut Hill Rd	Contractor: Carpentry
John Bryan Fine Art	198 Milliken Rd	Woodcarver
JP and Family Roofing Specialist	521 Walnut Hill	Contractor: Roofing
Karen Gallagher Interiors	25 Hazel Ln	Interior Design
Ken's Monitor Sales	321 New Gloucester Rd	Contractor: Heating and Cooling
Lakeside Archery	55 Cumberland Rd	Sports and Recreation
Laurie Milne MSW, LCSW, LLC	463 Gray Rd	Social Services
Let's Create	24 Hemlock Ridge	After-school Program
Libby & Sons Masonry	1236 North Rd.	Contractor: Masonry
LPL Financial	80 Christopher Rd	Financial Services
M. S. Babin Carpentry	16 Meadow Creek Ln.	Contractor: Carpentry
Macleod Custom Boats	195 Hallowell Rd	Boat Dealers
Maine Crane Parts, LLC	290 Walnut Hill Road	Industrial Parts
Maine Home Energy	23 Brookwood Dr	Plumbing, Heating, and Air-conditioning
Maine Post & Beam LLC	86 W Pownal Rd	Contractor: Building
Mainly RC	463 Gray Rd	Remote Control Models - Sales & Service
Master Touch Property Services, Inc.	38 Farms Edge Rd	Property Maintenance
Matthew Dolby	268 Mountfort Rd	Services: Boat Delivery
Meehan Tree Service	38 Milliken Rd	Tree Services
Mick Roy Band	35 Conifer Ln	Entertainment
Milestones	228 Walnut Hill Rd	Automotive Repair
Milliken Weld	754 Sligo Rd	Contractor: Welding
Milo Enterprises Inc	29 Blue Moon Ln.	Financial Services
Moon Excavation	170 New Gloucester	Contractor: Site Preparation
Morrison Environmental Engineering	16 Pine Meadow Lane	Engineering Services
Napolitano Excavating Inc	18 Mill Ridge Rd	Contractor: Site Preparation
New Meadow Farm	1247 North Rd	Social Services
North Corner Automotive Inc	1280 North Rd	Automotive Repair
North Cove Design	29 W, Pownal Rd.	Services: Cabinetmaker
North Yarmouth Auto Body Repair	1095 Sligo Rd	Automotive Body, Paint , Repair/Maint
North Yarmouth Automotive Service	19 Pea Ln	Automotive Repair
North Yarmouth Construction	10 Shenandoah Hill	Contractor: Building
North Yarmouth Variety	2 Walnut Hill Commons	Convenience Store
North Yarmouth Woodworking	23 Chandler Brook	Contractor: Carpentry
Northern Lights Auction Hall	264 Hallowell Rd.	Auction
Odyssey Design	16 Cozy Acres Ln.	Graphic Design Services
Onsite Sampling Service	207 Mountfort Rd	Services: Testing Laboratory
Pamela S.Shervanick,DO	378 West Pownal Rd	Doctors and Dentists
Paul Dunn,Inc	361 West Pownal Rd	Contractor: Building
Paws & Play Dog Daycare	1058 North Rd	Pet Care
PDK Inc	675 Ledge Rd.	Contractor: Excavating
Perennial Stone	543 Walnut Hill Rd	Contractor: Masonry



## Town Comprehensive Plan - North Yarmouth, Maine

Table 3-5: List of Local Businesses in North Yarmouth - May 2017 (continued)

COMPANY	LOCATION	TYPE OF BUSINESS
Pet Connection Dog Training	1012 Sligo Rd	Pet Care
Peter Wiles Architects	119 Memorial Hwy	Services: Architectural
Playcare Daycare	126 Cumberland Rd	Daycare
Poolside Inc	229 Walnut Hill Rd	Contractor: Pool Construction
Portside Real Estate Group	17 Brookview Ln	Real Estate Agents
Price Structural Engineers	75 Farms Edge Rd	Engineering Services
R A Pierce Excavating	46 Walnut Hill Pkwy	Contractor: Site Preparation
Ramona M Panici, PhD	27 Thunder Rd	Social Services
RELIV International	176 Christopher Rd	Personal Care Services
Ronny's Auto Body	144 Walnut Hill Rd	Automotive Body, Paint, Repair/Maint
Rose Garden Preschool	107 Hallowell Rd	Preschool
Royal River Financial	440 Walnut Hill Rd	Financial Services
Royal River Glass Inc	353 Greely RD Ext.	Services: Glass Installation & Repair
Royal River Moving & Trade	35 Haskell RD	Services: Salvage and trade
Royal River Renovations	14 Hennings Way	Contractor: Building
Royal River Survey	107 Gray Road	Services: Surveyor
Royal River Woodworking	1473 North RD	Contractor: Carpentry
Rulman & Marks Inc.	100 Hallowell Rd	Law Offices
Russell's Taxidermy	51 Cumberland Rd	Services: Taxidermy
RW Googins Electric	23 Rath Way	Contractor: Electrical
Salon Silver	192 Memorial Hwy	Beauty Salons
Sean Beote Construction	842 North Rd	Contractor: Building
Serendipity Acres	West Pownal Rd	Farm: Poultry
Shapely Solutions	383 Walnut Hill Rd	Personal Care Services
Shear Joy Hair & Body Salon	408 Walnut Hill Rd	Beauty Salons
Sheebeo Inc	42 Walnut Hill Pkwy	Contractor: Site Preparation
Six River Marine LLC	160 Royal Rd	Boat Building
Skyline Farm	95 The Lane	Entertainment
Soft Trac LLC	63 New Gloucester Rd.	Software
Spurwink Day Treatment	1247 North Rd	Social Services
Stampcrete Of Southern Maine	5 Walnut Hill Commons	Contractor: Concrete
Stephanie Cheney	12 Southerly View Rd	Property Management
Stone Angel German Pinschers	17 Edna Ln	Dog Breeder
Stone's Cafe	424 Walnut Hill Rd	Restaurant
Sullivan's Small Engine Repair	368 Walnut Hill Rd.	Repair: Small Engine
Sunshine Day Care	644 New Gloucester Rd	Daycare
T E Low Inc	36 Walnut Hill Pkwy	Contractor: Masonry
Talent Rebellion	126 New Gloucester Rd	Business Consultant
Tender Years Learning Center	507 Walnut Hill Rd	Preschool
Thaddeus V. Day Law Office	440 Walnut Hill Rd	Law Offices
The Find on Route 9	2 Bowdoin Court	Antiques
The Loft	408 Walnut Hill Rd	Personal Care Services
The Purple House	78 Walnut Hill Rd.	Restaurant
Toddy Brook Café	925 Sligo Rd	Restaurant
Toddy Brook Golf Course	925 Sligo Rd	Sports and Recreation
Toots Ice Cream	137 Walnut Hill Rd.	Restaurant
Tree Frog Farm Dog Training	239 Mountfort Rd	Pet Care
TSD Environomics, Inc.	408 Gray Rd	Business Consultant
Turning Light Yoga Studio	168 W Pownal Rd	Personal Care Services
Walnut Hill Landscaping	23 Sled Run Road	Contractor: Landscaping
Walnut Hill Self Storage	42 Walnut Hill Pkwy	Self-Storage Units
Wealth Planning Service	420 New Gloucester Rd	Financial Services
White Birch Farm	1392 North Rd	Farm: Livestock
Whited Creative	30 Birchwood Terrace	Graphic Design Services
White's Nautical Antiques	108 Walnut Hill Rd	Antiques
Whitetail Electric	886 North Road	Contractor: Electrical



## Town Comprehensive Plan - North Yarmouth, Maine

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Table 3-5: List of Local Businesses in North Yarmouth - May 2017 (continued)

<b>COMPANY</b>	<b>LOCATION</b>	<b>TYPE OF BUSINESS</b>
Wilson Welding	1573 North Rd.	Contractor: Welding
Winterberry Farm	33 Chandler Brook Est.	Riding School
Woodcock & Sons	12 Rocky Rd	Contractor: Building
Worth	50 Goldenrod Lane	Services: Organizing Service
Yarmouth Research & Technology	434 Walnut Hill Rd	Research & Dev. in Biotechnology
Yarmouth Septic Service	165 Mountfort Rd	Contractor: Site Preparation
Yellow House Daycare	1072 North Road	Daycare
Young's Clambake & BBQ	67 Sweetser Rd	Caterers

## CHAPTER 4: HOUSING

### GOALS

- Maintain a rural landscape, minimize the impact on our rural areas, provide protection for our wildlife and our farmlands.
- Revise the Land Use Ordinance in the Village Center to encourage investment in more affordable workforce and senior housing.
- Create a Tax Increment Financing (“TIF”) District within the Village Center District (“VCD”).

### STRATEGIES

- Focus on expanding residential development and implement a TIF District in the VCD District. A Tax Increment Financing District will enable the Town to promote infrastructure incentives to developers looking to build within this district.
- Amend the Land Use Ordinance to allow smaller lot sizes in the VCD District to encourage the development of new housing alternatives.
- Encourage the development of cluster housing for multi-generational and workforce housing. This type of housing has proven successful for the overall health and engagement of seniors while addressing the shortage of affordable housing for a younger generation.
- Identify areas in the VCD district that are suitable for cluster housing for multi-generational units and mixed-use commercial operations. Work with developers to build these as rental units so they are considered a commercial entity in the TIF District and the Town can capture the future tax revenue as TIF funds.
- Collaborate with regional housing organizations to find opportunities for affordable housing development in North Yarmouth. Given North Yarmouth’s higher median income relative to the county and state median income requires a clear understanding of the definition of affordable housing income requirements.

### Housing Stock

According to US Census / ACS data (Table 4.1), single-family detached homes represent about 94% of all housing units in North Yarmouth. Single-family attached, and multi-unit buildings are the next most common type of housing, representing 4% and 2% of the Town’s housing stock respectively.

As of 2016, North Yarmouth has 1,401 housing units. From 2000 to 2016, the housing stock in North Yarmouth increased by 23% or 259 units. Compared to similar neighboring communities, housing units in North Yarmouth grew at a higher rate.

<sup>1</sup> Table 4.1 Regional Housing Growth

	2000	2016	Net Change	
			#	%
North Yarmouth	1,142	1,401	259	23%
Cumberland	2,945	3,016	71	2%
Freeport	3,276	3,641	365	11%
Gray	3,202	3,665	463	14%
New Gloucester	1,889	2,336	447	24%
Pownal	567	654	87	15%
Yarmouth	3,704	3,741	37	1%
Cumberland County	122,600	140,350	17,750	14%
Maine	651,901	727,127	75,226	12%

## Housing Occupancy

As of 2016, 98% of the housing units in North Yarmouth were occupied, and the remaining 2% were vacant (Table 4.2). Of the vacant housing units, less than 1% were occupied seasonally, and the rest were temporarily vacant due to a transition between tenants or owners, renovations, or other factors. The American Community Survey (ACS) has a high margin of error due to the small sample size in North Yarmouth, which may explain the decline in the seasonal housing between 2010 and 2016.

From 2000-2016, 259 new housing units were constructed in North Yarmouth. According to the ACS in 2016, nearly 90% of the total housing stock in North Yarmouth is owner-occupied. The percentage of renter-occupied units remained at about 10% between 2000 and 2010 but declined slightly to 7% by 2016. The vacancy rate measures the percentage of vacant homes, excluding seasonally occupied units, and this rate has fluctuated between 1.8% and 3.5% since 2000.

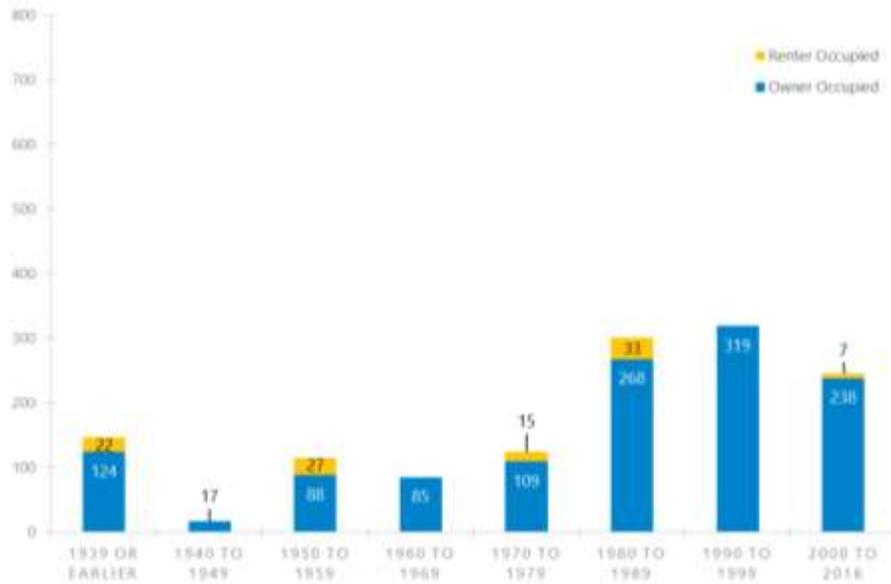
<sup>1</sup> Table 4.2 North Yarmouth Housing Occupancy 2000-2016

	2000		2010		2016	
	#	%	#	%	#	%
<b>Total Housing Units</b>	1,142		1,354		1,401	
<b>Occupied</b>	1,118	98%	1,297	96%	1,352	97%
Owner	1,017	89%	1,175	87%	1,248	89%
Renter	101	9%	122	9%	104	7%
<b>Vacant</b>	24	2%	57	4%	49	3%
Seasonal	3	0%	14	1.0%	0	0%
<b>Vacancy Rate</b>		1.8%		3.2%		3.5%

According to Figure 4.1, most of the year-round housing stock in North Yarmouth is fairly new, with about 11% of owner-occupied housing built in 1949 or earlier. New home construction peaked in the 1990s with 319 units, and there have been an additional 259 units built since 2000. Given the large share of relatively new construction, the Town has not experienced widespread safety concerns regarding substandard housing. Additionally, many of the older housing units have been restored and are very well maintained. While more than half of renter-occupied units in North Yarmouth were built after 1970, 47% of renter-occupied units were built before 1960. The largest shares of rental housing were constructed in the 1980s (33 units) and in the 1950s (27 units).

<sup>1</sup> Source: US Census, 2011-2015 ACS 5-year estimate.

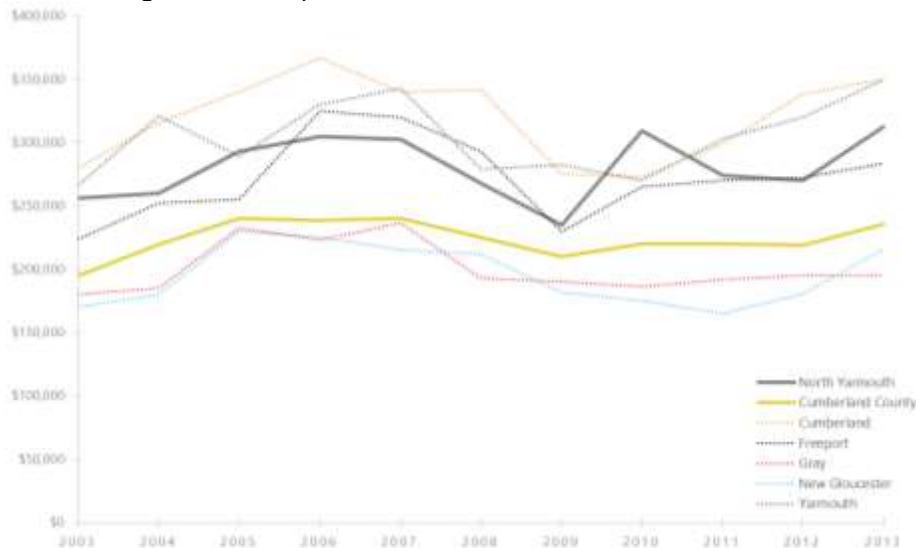
<sup>1</sup> Figure 4.1 North Yarmouth Age of Housing by Tenure



## Median Home Price

According to Figure 4.2, between 2003 and 2013, the median home price in North Yarmouth increased by 22% compared to 21% for Cumberland County, 27% for Freeport and New Gloucester, and 31% for Yarmouth. While North Yarmouth's median home price did increase faster than the county average, many other neighboring communities saw median home prices increase by 25% or more. Over the same period, North Yarmouth home prices have remained, on average, 25% higher than Cumberland County. Home prices in neighboring communities to the south and east of North Yarmouth exceed the county average by between 36-43%, while home prices in neighboring communities to the north and west have generally remained lower than the North Yarmouth or county average.

Figure 4.2 Comparison of Median Home Prices 2003-2013



<sup>1</sup> Source: US Census, 2011-2015 ACS 5-year estimate

<sup>2</sup> Source: Maine State Housing Authority

## Housing Affordability

One of the ten State Goals established in the Growth Management Law is to “encourage and promote affordable, decent housing opportunities for all Maine citizens.” Affordable housing is defined as a decent, safe, and sanitary dwelling, apartment, or other living accommodation for a household whose income does not exceed 80% of the median income for the region (Cumberland County). The Rule requires that comprehensive planning policies strive to achieve that at least 10% of new units or whatever greater percentage is necessary to meet the need, shall be affordable to households earning less than or equal to 80% of the area’s median household income.

According to the U.S. Census and HUD, cost-burdened households are those paying more than 30% of their income for housing. For renters, housing costs are defined as rent plus basic utility and energy costs. For owners, housing costs are defined as mortgage principal and interest payments, mortgage insurance costs, homeowners’ insurance costs, real estate taxes, and basic utility and energy costs, with monthly mortgage payments to be based on down payment rates and interest rates generally available to low and moderate-income households.

As of 2016 (Figure 4.3), 26% of all renter households in North Yarmouth were cost-burdened, and 24% of homeowner households were cost-burdened. Even though a smaller overall percentage of homeowner households were cost burdened than were rental households, a larger proportion and an absolute number of homeowner households were cost burdened in the less than \$20,000 and \$35,000-\$74,999 income categories. Rental housing was generally more affordable, except for households in the \$20,000-\$34,999 and \$50,000-\$74,999 income categories. However, the cost-burden data for rental households reported by the ACS may not adequately represent the problem of rental housing affordability in North Yarmouth due to the small sample size in the ACS combined with the relatively low supply of rental housing in North Yarmouth. Overall, the cost-burden data show that generally more than a third of households in North Yarmouth that earn less than \$75,000 spend 30% or more of their income on housing. Not only could this make it difficult for young families to move to North Yarmouth, but it also could make it more difficult for retirees to age in place.

<sup>3</sup> Table 4.3 North Yarmouth Housing Costs Relative to Household Income 2016

		HOUSEHOLD INCOME				
		Less than \$20,000	\$20,000 to \$34,999	\$35,000 to \$49,999	\$50,000 to \$74,999	\$75,000 or More
<b>RENTER HOUSEHOLDS</b>						
<b>Housing Costs as Percent of Household Income</b>						
Less than 20%						
20% to 29%	58%	0%	0%	0%	29%	100%
30% or More	15%	0%	0%	0%	39%	0%
	26%	0%	100%	0%	32%	0%
<b>OWNER HOUSEHOLDS</b>						
<b>Housing Costs as Percent of Household Income</b>						
Less than 20%						
20% to 29%	42%	0%	0%	16%	28%	56%
30% or More	35%	0%	30%	46%	32%	37%
	24%	100%	70%	38%	40%	7%

<sup>3</sup> Source: 2012-2016 ACS 5-year estimate

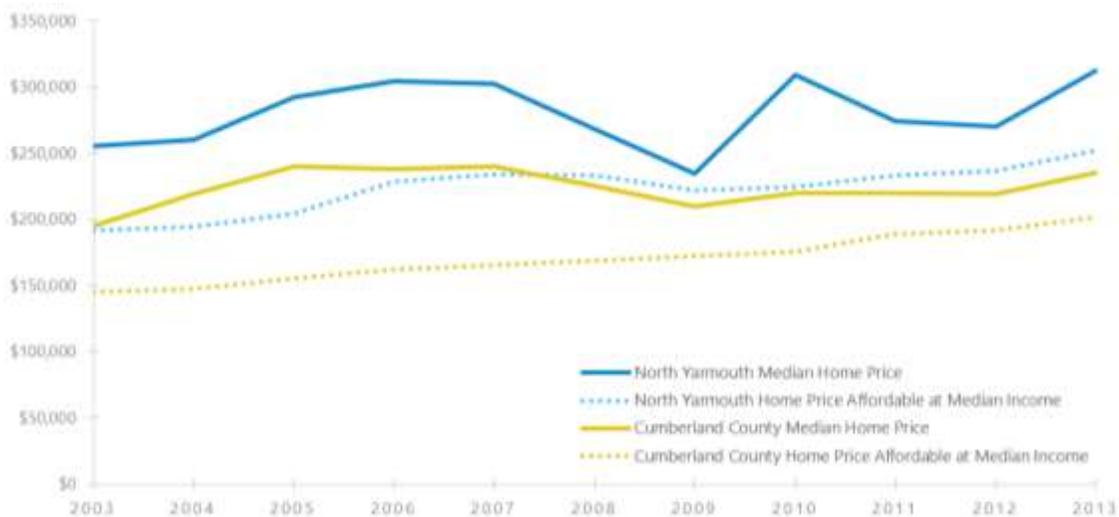
## Owner-Occupied Housing Affordability

According to the Maine State Housing Authority (Figure 4.3), the affordable selling price for a home represents the maximum purchase price that a household earning the median income can afford, assuming the household puts down 5%, qualifies for a 30-year mortgage at the prevailing interest rate, and does not spend more than 30% of its gross income on housing. Between 2003 and 2013 the median home price in North Yarmouth has remained consistently higher than the home price that is affordable at the median income in North Yarmouth. The median home price in North Yarmouth did briefly become more affordable after a 22% decline between 2007 and 2009, but since 2009 North Yarmouth's median home price has increased by 33%, reaching \$312,500 in 2013. Although the median home price in North Yarmouth has increased by 22% between 2003 and 2013 and remains higher than the affordable home price, the affordable home price has increased by 32% over the same period and is closer to the median home price in North Yarmouth in 2013 than it was in 2003.

Even though home prices in North Yarmouth are getting more affordable for the typical resident, they are still higher than the regional average and may be unaffordable for new residents who are considering moving to North Yarmouth. In 2013, the median home price in North Yarmouth was \$312,500 while a household earning the countywide median income would only be able to afford a \$201,839 home, or 65% of the typical home in North Yarmouth. On the other hand, in 2013 the average household in North Yarmouth could afford 107% of the purchase price of the average home in Cumberland County.

When median home costs are compared to the affordable selling price, an affordability index can be constructed (affordable selling price divided by the median sales price). An affordability index number of more than 1 is affordable, and an index of less than 1 is unaffordable. In 2003, the affordability index in North Yarmouth was 0.75. This means that a household earning the median income in North Yarmouth could afford only 75% of the purchase price of the median-priced home in North Yarmouth. At the same time, the affordability index in Cumberland County was 0.74. By 2013, the affordability index for the average household improved to 0.81 for North Yarmouth and 0.86 for Cumberland County. While homeownership affordability has improved for both North Yarmouth and Cumberland County, home ownership in North Yarmouth is still less affordable than for the county as a whole.

<sup>2</sup> Figure 4.3 Comparison of Median Home Price Affordable at Median Income 2003-2013



<sup>2</sup> Source: Maine State Housing Authority



## Town Comprehensive Plan - North Yarmouth, Maine

Table 4.4 reflects the affordable purchase price for households earning 80% of median income was calculated as 80% of the affordable purchase price for a household earning median income. However, given the nature of mortgages and insurance, home ownership is often more of a financial burden for those with lower incomes. Therefore, these numbers may overestimate the affordability of home ownership for this group. For households earning 80% of median household income, home ownership has become less achievable in North Yarmouth with the affordability index decreasing from 0.66 in 2003 to 0.61 in 2013. Over the same interval, the Cumberland County affordability index for those earning 80% of median income increased from 0.60 to 0.69.

<sup>2</sup> Table 4.4 Housing Ownership Affordability Comparison 2003-2013

	NORTH YARMOUTH		CUMBERLAND COUNTY	
	2003	2013	2003	2013
<b>Median Home Sales Price</b>	\$ 255,750	\$ 312,500	\$195,000	\$235,500
<b>Median Household Income</b>	\$ 67,394	\$ 73,891	\$ 50,238	\$ 58,500
Affordable Purchase Price	\$ 211,741	\$ 238,208	\$145,201	\$201,839
Affordability Index	0.75	0.81	0.74	0.86
<b>80% Median Household Income</b>	\$ 53,915	\$ 59,113	\$ 40,190	\$ 46,800
Affordable Purchase Price	\$ 169,393	\$ 190,566	\$116,161	\$161,471
Affordability Index	0.66	0.61	0.60	0.69

### **Renter-Occupied, Affordable, Workforce Housing**

Although housing has become more affordable for homeowners earning more than 80% of the median income in North Yarmouth, it is important to consider that renter households typically have lower incomes and face a higher housing cost burden. While the U.S. Census ACS does report rental housing affordability data for North Yarmouth, the numbers reported by the ACS for North Yarmouth are unreliable due to the low supply of rental housing in North Yarmouth and the small sample size used by the ACS. The Maine State Housing Authority (Table 4.5) periodically releases rental affordability data calculated for the entire Portland housing market, which includes all of Cumberland County and portions of Androscoggin and York Counties.

In 2013 the median income for renter households in the Portland housing market was \$36,234, which meant that a typical renter household could afford 81% of the typical monthly rent of \$1,114 in the Portland housing market, or 65% of the typical rent if the household made 80% of the median income for renter households. By 2017 the median income for renter households in the Portland housing market had increased to \$37,824, while the typical rent decreased to \$1,027. As a result, the typical rental household could afford 92% of the typical rent in the Portland housing market or only 74% of the typical rent for households earning 80% of the median income for renter households. This compares to the typical renter household in Cumberland County being able to afford 94% of the typical rent in 2017, or 75% of the typical rent for households earning 80% of the median income for renter households in 2017.

<sup>2</sup> Source: Maine State Housing Authority



Table 4.5 Housing Rental Affordability Comparison 2013-2017

	PORTLAND HOUSING MARKET		CUMBERLAND COUNTY	
	2013	2017	2013	2017
	Average 2 BR Rent (with Utilities)	\$ 1,114	\$ 1,027	\$ 1,017
Income Needed to Afford Average 2 BR Rent	\$ 44,561	\$ 41,077	\$ 40,667	\$ 40,988
Renter Household Median Income	\$ 36,234	\$ 37,824	\$ 36,438	\$ 38,559
Affordable Monthly Rent	\$ 906	\$ 946	\$ 911	\$ 964
Affordability Index	0.81	0.92	0.90	0.94
80% Renter Household Median Income	\$ 28,987	\$ 30,259	\$ 29,150	\$ 30,847
Affordable Monthly Rent	\$ 725	\$ 757	\$ 729	\$ 771
Affordability Index	0.65	0.74	0.72	0.75

**Housing Subsidies**

Housing rents can be subsidized through direct rent subsidies provided through HUD Section 8 vouchers and through government subsidy of the construction of rental units to keep those units available at below-market rates. Non-project-based or Section 8 vouchers are issued to income-qualified families, elderly people, and disabled people who apply for them. These vouchers can be redeemed by the landlord for rental subsidies provided by MSHA to make up the difference between the rent paid by the tenant and the market rate rent for the unit. Currently, according to the Maine Office of Policy and Management (OPM), there are no records of any Section 8 vouchers being used in North Yarmouth.

**Housing Projections**

According to the Maine OPM, North Yarmouth’s population is projected to grow by about 5.5% per decade until 2034, an increase of 368 people over 18 years. Given this and the fact that the average household size decline seen country-wide over the past two decades is predicted to moderate moving forward, housing growth in North Yarmouth most likely will be modest. Assuming the average household size in North Yarmouth declines by 4.5% per decade, as it did between 2000 and 2010, the Town will need to add about 140 units by 2035. This translates to an average of about 88 units per decade or about 9 units per year.

**Senior Housing**

As the State and Town continue to age, providing housing for seniors is becoming increasingly important. With the largest population age group in North Yarmouth being those between 50 and 69, the Town will likely need to provide more housing appropriate for seniors. Some of this need can be met within North Yarmouth with more multifamily housing development, accessory dwelling units, and aging-in-place programs. However, much of this need should likely be met at a regional level. Nearby cities including Lewiston and Portland may have more capacity to provide the necessary services and amenities for this population.

Other provisions within the Land Use Ordinance that allow affordable housing include the following:

- A cluster housing provision allows a reduction in space and dimensional standards.
- Manufactured homes on individual lots are allowed in all zones.
- Mobile home parks are allowed only in the Village Center and Village Residential zones.
- Accessory (in-law) apartments are allowed in all zones.
- Multiplexes are permitted in the Village Center and Village Residential zones.

<sup>2</sup> Source: Maine State Housing Authority

Even though these provisions are in place, there are no mobile home parks or multiplexes located within the community.

The recent Living Well in North Yarmouth survey (2017) showed that many seniors love living in North Yarmouth and hope that when it comes time for them to downsize, they would have some housing options. North Yarmouth has recently implemented a tax reduction program for those 70 years and older and who meet specific financial guidelines.

North Yarmouth has at least two parcels in the Village Center District that could be developed to include a mix of senior, affordable, and market-rate housing, but the current minimum 1-acre lot requirement and resulting infrastructure costs are a barrier to cost-effective development. The benefit of these parcels is that they are right in the town center, with walking distance to many amenities.

### GOALS

- North Yarmouth's focus on development in the Village Center, will allow it to maintain open space and its rural character in the Farm and Forest District.
- The Economic Development and Sustainability Committee as well as Living Well in North Yarmouth should continue to focus on commercial development in addition to affordable workforce and senior housing developments.
- Broadening North Yarmouth's commercial sector and taking some pressure off the town's largely residential tax base will help taxpayers shoulder the burden with significant project payments that are coming up.

### STRATEGIES

- Focus on expanding residential development within the Village Center District (VCD) by encouraging the creation of a Tax Increment Finance (TIF) district. A Tax Increment Financing District will enable the Town to promote infrastructure incentives to developers looking to build within this district.
- The Planning Board should review and propose changes to the Land Use Ordinance for higher density provisions within the VCD to promote the development of new housing alternatives. Our recommendation is that the Planning Board amend the Land Use Ordinance to reduce the minimum lot size from the current 1 acre to ½ acre or less in the VCD.
- Provide development incentives for specific parcels of land within the VCD that can support multi-dwelling units/mixed use commercial operations to encourage developers to create new housing units.
- Build more rental units that expand North Yarmouth's rental capacity and also capture TIF revenues if a district is developed.
- Provide incentives for more cluster housing development. Promoting this type of development has proven successful for the overall health and engagement of seniors while addressing a housing shortage for a younger generation.
- Meet with regional housing organizations to address opportunities to address housing affordability.



## CHAPTER 5: TRANSPORTATION

### Introduction

Unlike the previous long-term trend of continuing suburbanization and sprawl, cities saw populations grow over the first decade in the 2000s. However, following the Great Recession that started in 2007, growth has slowed over the past decade, and more recent Census data shows that a larger share of that growth is occurring in suburban towns and smaller service center communities. This may reflect a generational cycle, where younger people (children of baby boomers – Echo Boomers) first moved to the core cities for college and to start their careers. Now they are moving to suburban areas to start families, or to find more affordable housing given the escalating rents and housing shortage in the Portland region. This may imply that demand for housing in North Yarmouth may begin to increase over the next few years. This may place additional burdens on the local transportation system unless steps are taken to promote more public transportation/carpooling or more local economic development initiatives so that residents can work in the communities in which they reside.

### **GOALS**

- Create a long-term plan to enable residents and transient individuals to navigate through town via motor vehicle, bicycle, or on foot safely and efficiently.
- Ensure the safety of our residents and those passing through on all roads and sidewalks.
- Continue maintenance schedule on existing infrastructure including signage to help maintain safe travel on well-constructed infrastructure.

### Transportation Projects

MDOT's Biennial Transportation Plan (2016 - 2018) listed the following improvements:

- Route 9 (2016): Ditching and replacing culverts in preparation of Gray Area Light Capital Paving (LCP) project.
- Routes 115 and 9 (2017): Gray Area 2017 LCP project.
- North Yarmouth (2017 / 2018): Bicycle racks within the right of way; some wayfinding/signage to be determined. Single Line Marking pavement markings in select locations to be determined. PACTS Sponsored.
- Bridge on Route 9 is scheduled to be redone.
- Ditching both sides of North Road beginning at the Yarmouth-North Yarmouth town line and extending north 2.25 miles to the intersection of Route 9.

### Supporting Information

- Driveway entrances are regulated by the Town and the State following strict guidelines.
- Park and rides are located in Gray and in Yarmouth no pressure or need at this time to implement in North Yarmouth.
- High-speed commuter railroads are not available.
- Sidewalks including pedestrian and bike routes being upgraded visually and expanded including the area from the Cumberland town line to Knights Pond and the old Memorial School.



- Sidewalk potential is expanding to Yarmouth town line via Route 9 connecting with Yarmouth sidewalk system.

### STRATEGIES

- The Town's focus in the upcoming years is to maintain and enhance the capacity of the existing road system in order to move traffic safely and more efficiently while maintaining the character of the community.
- Enhance the ability of pedestrians and bicyclists to easily and safely move around the community and between neighborhoods.
- Support the establishment and/or expansion of alternative transportation systems when they are practical and financially supportable.

### Local and Regional Planning Efforts

North Yarmouth is a member of the Portland Area Comprehensive Transportation System (PACTS). The Maine Office of Policy & Management (MPO) is responsible for ensuring that the urbanized area has a continuing, cooperative, and comprehensive transportation planning process that considers all transportation modes and supports metropolitan community development and social goals. PACTS is a regional transportation planning and federal funding organization that oversees transportation studies, identifying needs and setting priorities for certain federal transportation funds available to the area.

The PACTS Committee is composed of municipal, state, and federal officials and representatives of regional planning and transit agencies. The original PACTS communities included Cape Elizabeth, Falmouth, Gorham, Portland, South Portland, and Westbrook. However, as a result of a population increases in both the 2000 and 2010 census, PACTS has expanded to many additional communities, including North Yarmouth. After the 2010 census, because the Portland Urbanized Region's population now exceeds 200,000 people, PACTS became a Transportation Management Area (TMA) and expanded its boundaries further into Arundel, Standish, and Raymond. As a TMA, Congress allocates \$3 million annually for PACTS to program in the region.

As a result of its inclusion in PACTS, North Yarmouth has an opportunity to participate in regional transportation planning initiatives actively, and a portion of its transportation funding will shift from federally and state designated "rural area" funding sources to "urban area" funding sources.

In the past, North Yarmouth has had minimal need or involvement in any of the regional transportation plans, with no significant highways traversing through the town and moderate residential housing growth where the demand has not presented itself. Now North Yarmouth should take advantage of its membership in PACTS by:

- PACTS, the Maine Department of Transportation and surrounding communities are studying the potential for diverting traffic that typically uses Route 115 and North Road to get to and from I-295 to alternate routes and for better managing the commuter traffic that passes through the community.
- North Yarmouth should support the efforts by the Maine Department of Transportation to reconfigure the intersection of Route 115 (Gray Road) and 231, and Route 115 and the Haskell Road to reduce the number of accidents at those locations.
- Typically every year roads in North Yarmouth receive long and short-term maintenance in an effort to eventually establish a sustainable infrastructure that supports minimal routine

maintenance like cleaning out ditches, tree cutting, and winter maintaining of roads. A capital improvement plan has been created to support this long-term and is supported by annual funding approved at town meeting every year. On average over the last ten years, an average of \$200,000 has been allocated to roads.

## Recommendations

1. Require that new developments or redevelopment along Routes 115 and 9 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 for safer travel.
2. 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 in order to minimize curb cuts on major roads.
3. Require the interconnection of streets in residential developments where feasible to create a network of streets and minimize the number of dead-end streets.
4. Explore improvements to create additional or better-quality interconnections within the existing street system to enhance its 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.
5. Develop a map showing potential improvements and interconnections.

<sup>1</sup> Figure 5-1 Traffic Volume

## Traffic and Safety Issues

### *Traffic Volume & Road Classification*

The MDOT provides Annual Average Daily Traffic (AADT) counts in some North Yarmouth locations. AADT volumes are determined by placing an automatic traffic recorder at a specific location for 24 or 28 hours. The 24-hour totals are adjusted for seasonal variations based on factors that run 365 days a year on similar types of roadways. Figure 5-1 shows Factored AADT for all roads in North Yarmouth in 2016, while the letters shown represent the locations of a selection of automatic traffic recorders in North Yarmouth.



<sup>1</sup> Source Greater Portland Council of Governments (GPCOG)



# Town Comprehensive Plan - North Yarmouth, Maine

Table 5-1 compares MDOT traffic count data for selected years between 2000 and 2013 (based on available data). In most cases, traffic volumes in 2013 have remained stable or declined relative to 2000, but there are a few exceptions to this trend. First, Route 9 in between the Cumberland Town line and North Road has seen a substantial increase in traffic between 2000 and 2013, with the largest increases seen on the portion of Route 9 south of Route 115.

<sup>1</sup> Table 5-1 Historical Traffic Count Data in North Yarmouth (Maine DOT Traffic Count Data)

Map Label	Road Segment	Annual Average Daily Traffic				
		2000	2002	2005	2010	2013
A	Route 115 West of Route 231	3,840	-	3,440	-	3,420
B	Route 231 North of Route 115	2,100	-	2,020	2,060	1,950
C	Route 115 Southwest of Route 231	5,250	5,490	-	5,420	5,180
D	Routes 115 / 9 South of Route 9	7,300	8,010	7,460	7,370	8,390
E	Route 115 Southeast of Route 9	3,990	4,160	3,740	3,700	3,470
F	Route 9 South of Route 115	4,410	4,570	4,170	4,130	4,780
G	Route 9 North of Greeley Rd.	4,300	-	-	-	4,980
H	Route 9 Northeast of North Rd.	-	2,890	2,170	2,110	2,120
I	North Rd. Northwest of Route 9	-	2,230	2,140	-	2,330

Another interesting observation in the traffic data is a general upward trend in traffic at most stations between 2000 and 2002, followed by a decline between 2002 and 2010. Although traffic generally declined during the latter period, it never returned to 2000 levels. This declining trend in traffic continued from 2010 - 2013, except for the stations on Route 9 south of Route 115, with the majority of traffic count stations showing lower traffic volumes today than in 2000. The factors driving these trends are complex, but may be related to trends such as:

- The economic downturns of 2002 - 2003 and 2007 - 2009
- Fewer “Millennials” driving
- More Gen X and Millennials moving to urban centers
- Changes in employment centers
- More people working from home
- People seeking out alternate transportation routes
- More people choosing alternative transportation combined with the expansion of regional transit options

### High Crash Locations

Several high crash locations mentioned in the previous comprehensive plan have been addressed through infrastructure investment since the adoption of the 2004 plan:

- The 2004 plan identifies the intersection of routes 115 and 9 as being a dangerous design due to the acute angle. Since 2004, this intersection has been reconfigured to make the intersection safer.

<sup>1</sup> Source GPCOG

- A four-way stop has been installed at the intersection of Route 231 and the North Road (formerly a high crash location).
- The intersection of Routes 115 and 231 prior to 2004 was also labeled as being a high crash location, after reconfiguring the intersection and widened both lanes the problem appears to be fixed

Because these safety projects have been completed there are currently no high crash locations in North Yarmouth.

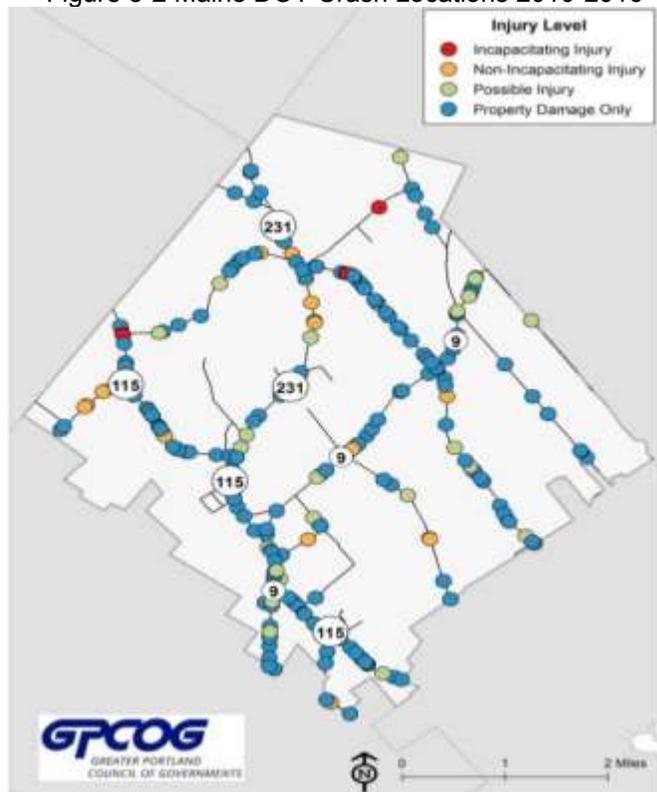
### Other Safety Issues

Figure 5-2 shows there have still been numerous vehicle crashes throughout North Yarmouth over the last several years. Fortunately, the majority of these crashes resulted in only minor injuries or property damage, and there were no fatalities. Furthermore, there is little evidence to suggest any of these crashes were caused by systemic design flaws with the transportation system in North Yarmouth.

### Maine DOT Crash Locations 2010 - 2016

Figure 5-2 illustrates the 290 crashes that occurred in North Yarmouth between 2010 and 2016, only 8, or 2.8%, were incapacitating injuries. The majority of the crashes with incapacitating injuries occurred during the summer months in clear weather with dry road conditions. They were more likely to occur in the afternoon or after dark. The most common month for crashes with incapacitating injuries was August, followed by February, with the remainder of crashes evenly distributed between June, July, and September. The remaining 282 crashes only involved non-incapacitating or possible injuries.

<sup>1</sup> Figure 5-2 Maine DOT Crash Locations 2010-2016



<sup>1</sup> Source GPCOG

## Road Maintenance Responsibilities

Shown in Figure 5-3, Maine’s road classification system is based on the principle that roads that serve primarily regional or statewide needs should be the state’s responsibility and roads that serve primarily local needs should be a town responsibility.

### *State Aid Roads*

Based on Maine DOT 2016 data, there are 16.9 miles of state roads in North Yarmouth. State highways that are “major rural collectors” within North Yarmouth are Route 9, Route 231 and Route 115. North Road between Route 9 and the Yarmouth town line is a “minor collector.” The State controls these roads and is responsible for construction and summer maintenance. North Yarmouth is responsible for all winter maintenance (plowing and sanding). Because North Road is a minor collector, the Town is also responsible for funding a portion of the capital improvements.

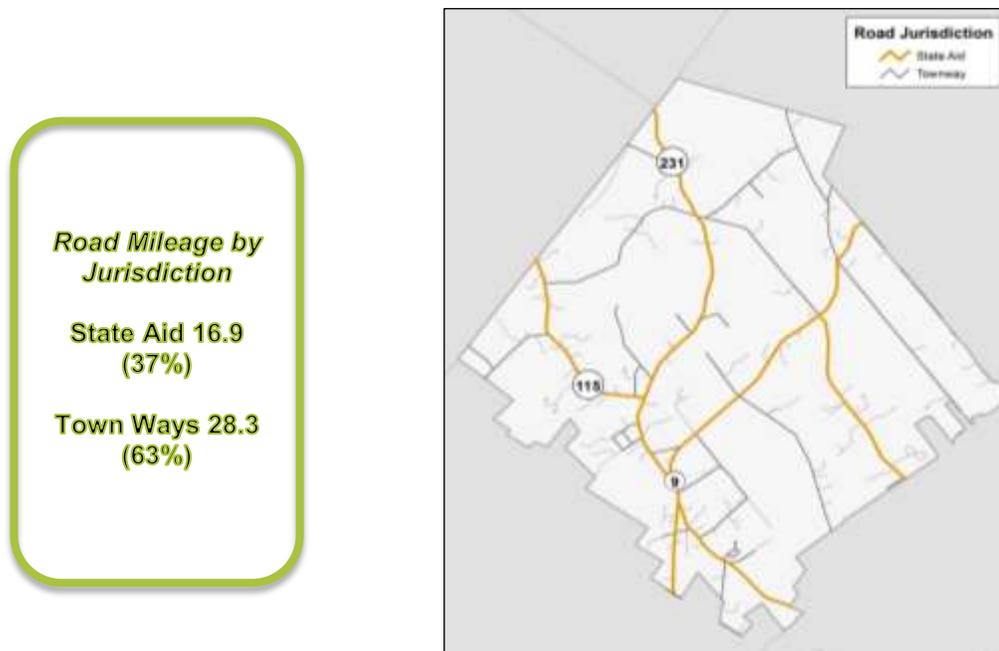
### *Town Road*

According to Maine DOT, there are 28.3 miles of town-owned and maintained roads in North Yarmouth. North Yarmouth shares local roads with Gray, Pownal, Cumberland, and Yarmouth. Typically every year roads in North Yarmouth get long and short-term maintenance in an effort to eventually establish a sustainable infrastructure that supports minimal routine maintenance like cleaning out ditches, tree cutting, and winter maintaining of roads. To support this long-term a CIP or capital improvements plan has been created by the town backed by annual funding established at town meeting every year. Over the last ten years, an average of \$200,000.00 has been allocated to roads.

### *Private Roads*

North Yarmouth also has 25.9 miles of private roads based on most recent NG911 data. Most of these are driveways or subdivision roads and are maintained by private individuals or road associations.

<sup>1</sup> Figure 5.3 Road Jurisdictions



<sup>1</sup>Source GPCOG



### *Local Roads Regulations and Standards*

Several sections of the Land Use Ordinance specify construction standards for new roads. The General Standards of Performance specify parking requirements for dwellings, churches, retail establishments, and several other office, retail, and industrial uses; require that off-street loading and unloading be accomplished outside the public street, and describe the conditions that must be met for the construction of a public easement or private way.

The Site Plan Review standards include procedures for impact analysis and mitigation on the environment and public facilities and services. These provisions allow the Planning Board to require improvements as a condition of approval, if necessary. The Site Plan Review Standards also address vehicular access and parking and circulation.

As required by State Statute, the Subdivisions Standards must assure that a project will not cause unreasonable highway or public road congestion or unsafe conditions. The regulations include very limited design and construction standards for subdivision roads. Amendments have included a limitation on the length of dead-end roads to 1,500 feet in the Village districts, 2000 feet in the Farm and Forest and a requirement that roads be designed to facilitate future connections as development takes place. The Town has a policy not to accept private roads including subdivision roads. Within the subdivision standards, the town has provisions which allow the Planning Board to require sidewalks or bicycle lanes in the Village Center District to encourage foot and bike travel and reduce car traffic as much as possible.

The Town also adopted road construction standards and requirements for driveway permits that include minimum sight distance, culverts, construction materials, storm drains, etc. There has been some discussion about a large number of private roads serving developments within the town and the possibility that there will be a demand to have the Town take over maintenance and/or ownership of these roads in the future. The Town has begun exploring various options, such as a town easement for snow plowing purposes, as opposed to the town taking over complete ownership of the road. Other options will also be explored to minimize fiscal impacts, if and when the town is asked to take over certain private roads.

### *Access Management*

Access management is the planned location and design of driveways and entrances to public roads. The unregulated addition of driveways and access points on a highway can greatly reduce traffic speeds, traffic safety, and roadway efficiency.

In 2000, the legislature enacted An Act to Ensure Cost Effective and Safe Highways in which it directed the Maine DOT to draft rules and regulations for the design of driveways and entrances on state and state aid highways. The rules set standards (sight lines, vertical alignment, driveway width, etc.) for the construction of the driveway entrances within Maine DOT's right-of-way and require permits for new driveways and entrances on state roads, as well as permits for changes in existing driveways and entrances, including changes of use. These rules are applicable to Routes 9, 115, and 231 and the North Road. The Town is required by Maine DOT to inform landowners and potential buyers in these areas of this permit requirement.

Access management standards are best implemented locally once the following three items have been determined:

- Land Use - where development should be encouraged and where it should be limited is extremely important because land development patterns can have the most impact on traffic conditions.

- Traffic Flow - the extent to which traffic on the arterials and major collectors in the community has increased in recent years and is likely to increase in the future; and
- Access Management - how the community's transportation and land use policies can be enhanced by sensible access management standards.

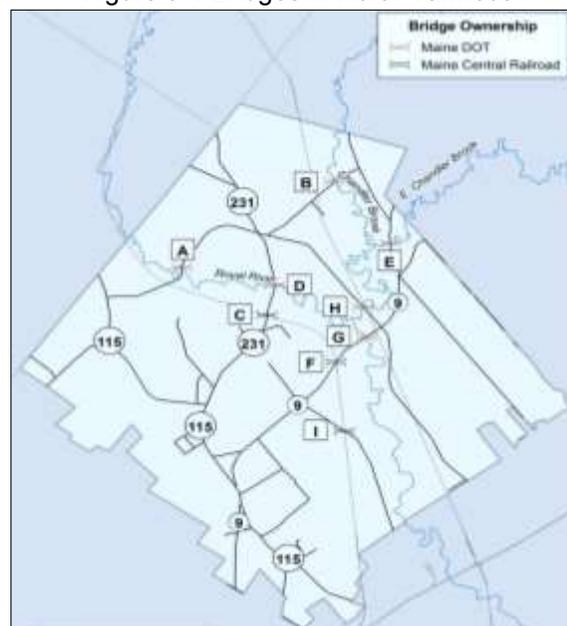
Sections of Routes 9, 115, and 231 have been identified as suitable growth areas in North Yarmouth. The roads serving these growth areas are subject to Maine DOT access management rules requiring Maine DOT permits for new driveways. Route 9 and the North Road have experienced the greatest increase in traffic over the past decade. Any new local access management standards should focus on these areas.

North Yarmouth's Land Use Ordinance addresses access management to some extent. The Ordinance's regulations governing subdivisions, mobile home parks, and site plan review projects (e.g., multifamily, commercial, and industrial uses) require consideration of impacts to adjacent highways and include some requirements for sight distances and intersection designs. There are no access standards for land uses unless they are associated with subdivisions, mobile home parks, or developments requiring site plan review.

### Bridges

Figure 5.4 shows the location and ownership of each bridge in North Yarmouth. As shown in Table 5.2, Bridges are generally in good condition, with a few exceptions. The bridges on Milliken Road (B), New Gloucester Road (C), West Pownal Road (E), and Sligo Road (I) have been replaced within the past 25 years and are generally in good or better condition. The Memorial Highway bridge was replaced in 1989 and is in satisfactory condition. The remaining bridges in North Yarmouth are significantly older but are in satisfactory condition. North Yarmouth maintains three of these bridges: Haskell Bridge (E) located over the East Branch of Chandler's Brook on West Pownal Road, the Milliken Bridge (B) over Chandler's Stream on the Milliken Road, and the Sligo Road Bridge (I) over the Maine Central Railroad. The other bridges in town are maintained by the Maine DOT or the Maine Central Railroad.

<sup>1</sup> Figure 5-4 Bridges in North Yarmouth





<sup>1</sup> Source GPCOG

Table 5-2 Summary of Bridge Conditions

Map Label	Year Built	Street Name	Deck Rating	Support Rating	Substrate Rating
A	1969	Mill Road	Good	Satisfactory	Satisfactory
B	1999	Milliken Road	N/A (NBI)	N/A (NBI)	N/A (NBI)
C	1994	New Gloucester Road	Good	Good	Fair
D	1926	New Gloucester Road	Satisfactory	Good	Satisfactory
E	1999	West Pownal Road	Very Good	Very Good	Very Good
F	1989	Memorial Highway	Satisfactory	Satisfactory	Satisfactory
G	1953	Memorial Highway	Satisfactory	Satisfactory	Satisfactory
H	1963	North Road	Satisfactory	Satisfactory	Satisfactory
I	2000	Sligo Road	Very Good	Very Good	Very Good

*Parking*

Parking is currently available at all town-owned facilities and is generally adequate for both employees of the town and the public being served. Once construction is complete, the Wescustogo Hall & North Yarmouth Community Center will provide the community with suitable parking for special activities and events.

The Town Ordinance places a requirement on any new development in town to control parking in order to meet the needs of the proposed use and keep order to a developing town. The requirements have been developed to be business friendly yet promote safety and ease to all residents utilizing the service.

**Alternative Transportation**

*Comprehensive Plan Committee Survey 2016 - Question 8 - What services or facilities would you like to see improved, expanded, or developed over the next ten (10) years?*

Public Transportation - 404 responses:

- 4% Needs Improvement
- 7% Needs Expanding
- 23% Needs Development
- 45% No Change Needed
- 21% No Opinion

*Regional Transportation Program*

The Regional Transportation Program (RTP) provides bus and van services to North Yarmouth one day per week. This service receives significant Medicaid funding and primarily provides transportation for elderly or disabled residents for shopping and errands.

There is no long-distance scheduled bus service with stops in North Yarmouth, but in June 2016, the Greater Portland Transit District expanded express bus service along the I-295 Corridor through

Falmouth, Yarmouth, and Freeport. In 2012 the Amtrak Downeaster expanded service on its Boston to Portland route further north to Freeport and Brunswick. The Northern New England Passenger Rail Authority (NNEPRA) is currently working on several upgrades to the Downeaster system that will both expand capacity and improve the speed and reliability of passenger service.

As these regional transportation programs continue to grow, they will provide more transportation alternatives to Single Occupancy Vehicle (SOV) transportation. While there is no rideshare parking available in North Yarmouth, there is a lot of rideshare parking at the Freeport/Yarmouth exit off the Interstate. Additionally, commuters who work in the Greater Portland Area may be able to utilize the regional rideshare program.

### *Air and Rail Transportation*

There are no public air facilities located within North Yarmouth. The Portland International Jetport that provides commercial passenger and cargo service is located about 15 to 20 miles from North Yarmouth.

While there are no rail stations located within the town, there are two significant rail lines that transverse the town. One of these lines is owned and operated by Pan Am Railways and St. Lawrence and Atlantic owns and operates the other. These rail lines are currently used to transport freight only. The Pan Am line is a major freight corridor that now connects the Port of Portland's Emskip facility with four large freight railroads in the United States and Canada. There is an interchange at Danville Junction near Auburn.

Perhaps the biggest issue for North Yarmouth is how these rail lines affect future land use in the community, particularly where access to land is restricted by the location of the railroad. There also is an abandoned rail line that was sold to abutting landowners. There is interest in gaining trail access to the bed to be part of an interconnected trails system.

<sup>1</sup> Figure 5-5 Rail Corridors In and Around North Yarmouth  
Maine Office of Geographic Information System (MEGIS)



<sup>1</sup> Source GPCOG

## *Bicycle, Pedestrian, and Other Recreational Users*

Heavy traffic, limited shoulders, and narrow rural roads are major impediments to safe bicycle travel in the region. Automobile traffic on the town’s roads creates use conflicts and increases the likelihood of accidents occurring. The sidewalk and paved shoulders along Route 9 from Cumberland to the former North Yarmouth Memorial School provide a safe location for bicycle and pedestrian traffic.

There are no other sidewalks in North Yarmouth. Pedestrian traffic is greatest in the village along the existing roads.

A number of trails have also been developed within the Town Forest, at Skyline Farm. A trail between the Town Office and the Village Green has been proposed (See Chapter 6). Enhancement and expansion of the trail system and sidewalks within the village area would greatly improve the pedestrian and bicycle network within the community.

As was previously mentioned in the discussion of the MEDOT biennial work plan and as shown in Figure 5-6, there is a PACTS-sponsored bicycle wayfinding plan for the PACTS North region that includes funding for marking dedicated bicycle routes through North Yarmouth to regional points of interest, including the North Yarmouth Town Center, Wescustogo Park, and Bradbury Mountain in Pownal. This, in combination with other plans to the planned sidewalks and pedestrian trails in the village center, should greatly improve bicycle and pedestrian transportation options in North Yarmouth and the surrounding region.

<sup>1</sup> Figure 5-6 Bike Routes, Snowmobile Trails, and Recreational Opportunities in North Yarmouth Area

**Points of Interest on Bike Trails in the North Yarmouth Area**

- A North Yarmouth Town Center
- B Skyline Farm Trails
- C Old Town House Park
- D Chandler Brook Preserve
- E Wescustogo Park
- F Pineland Farms Trails
- G Bradbury Mountain State Park
- H Yarmouth Business District
- I Royal River Park
- J Yarmouth Village and Harbor
- K Grist Mill Park
- L Beth Condon Trail
- M I-295 Park and Ride
- N Cumberland Center
- O Cumberland Fairgrounds
- P Knights Pond Preserve



<sup>1</sup> Source GPCOG



It is recommended that the town develop, fund, and implement a comprehensive pedestrian and bicycle plan. Examples of topics the plan should address:

1. Upgrades to existing pedestrian and bicycle infrastructure.
2. 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.
3. Consider amending the Land Use 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.
4. Provide bicycle facilities at all town, school, and recreational areas.
5. Explore the availability of regional transportation service expanding to the North Yarmouth area.

### **Road Classifications**

The Maine DOT's functional classification of roads is the process by which public roads and highways are grouped into classes according to the type and level of service they are intended to provide. For example, some roads are intended to access residential neighborhoods, while others are intended to provide regional mobility. Roads fall into one of four categories: principal arterial, minor arterial, collector, and local roads. North Yarmouth only has collector and local roads.

With North Yarmouth only having housing collector and local roads, we avoid any traffic and congestion issues that might be caused by major state or U.S. routes passing through town. Most of the traffic is local traffic exiting to the north to connect with I-495 in Gray or traveling south to 295 in Yarmouth. North Yarmouth experiences a high volume of commuter traffic from surrounding towns.

Arterials provide through travel between major traffic generators (large cities, recreational areas) that have 10,000-30,000 vehicles per day and are designed for higher travel speeds and fewer intersections. Arterials are further divided between principal and minor arterial roads. There are no arterials in North Yarmouth.

Collector roads are characterized by more moderate travel speeds; they serve distances between smaller urban centers, villages, or neighborhoods, collecting traffic from local roads and connecting it to arterials leading to more urbanized areas. They typically see traffic between 2,000 to 8,000 vehicles per day. Some examples of major collectors in North Yarmouth include Routes 231 and 115.

Local roads provide direct access to residential neighborhoods, local businesses, agricultural properties, and timberlands. Volumes typically range from less than one hundred to possibly thousands of vehicles per day. Roads not classified as arterials or collectors are considered local roads.

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<sup>1</sup> Source GPCOG



### CHAPTER 6: NATURAL RESOURCES, RECREATION, AND OPEN SPACE

Most of North Yarmouth is undeveloped and comprised of forests interspersed with lesser amounts of agricultural land and wetlands. Many residents and visitors are attracted to the town because of its rural character.

The extensive forests, open fields, and water bodies provide excellent wildlife habitat and good agricultural opportunity. Topography, soils, land cover, wildlife, and fisheries are all important to consider in planning for the future.

Some natural features, such as steep slopes, floodplains, and wetland soils may be constraints to development. On the other hand, proper management and protection of these areas can also provide important functions and values such as water filtration, prevention of erosion, critical wildlife habitat, and public open space, all of which can be negatively impacted by development.

Maintaining effectively functioning natural systems and available open space is vital to providing a healthy quality of life in the community. Open space provides:

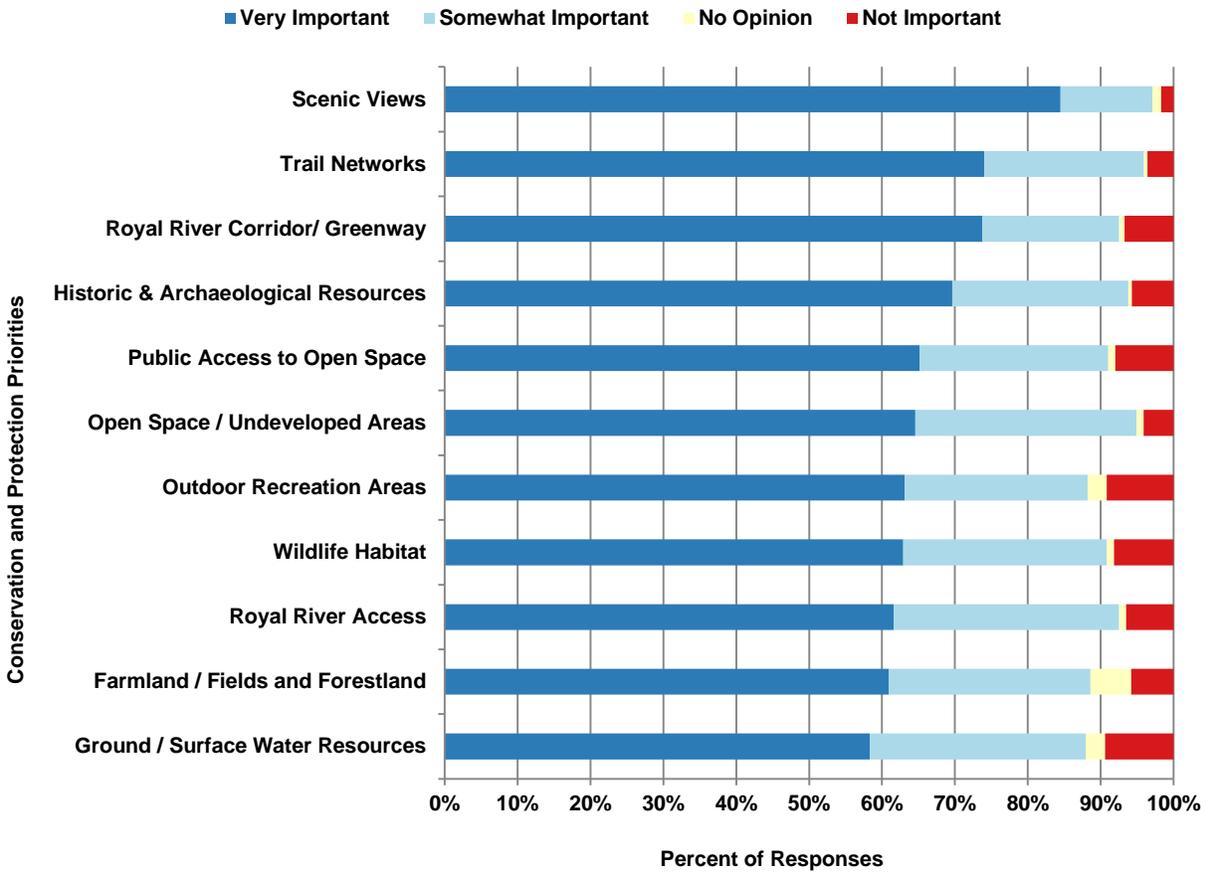
- Enhancement of overall character of the community by providing undeveloped areas and a “rural feel.”
- Opportunities for passive recreation, such as access to water bodies for canoeing, swimming, and fishing, and trails for walking, cross-country skiing, hiking, snowmobiling, biking, and horseback riding.
- Wildlife habitat.
- Scenic beauty.
- Opportunities for physically active, healthy lifestyles.
- A positive sense of well-being within the community for little financial cost to the town.
- Important cultural landscapes unique to the community that provides a pleasant atmosphere and sense of place.

Seventy-two percent (72%) of survey respondents viewed North Yarmouth’s “Small Town Feel/Rural Way of Life” as one of the top three advantages of living in North Yarmouth.

Over 85% of survey respondents said every one of the following 11 protection priorities are very important or somewhat important: scenic views, trail networks, the Royal River Corridor/Greenway, historical and archaeological resources, public access to open space, open space/undeveloped areas, outdoor recreation areas, wildlife habitat, Royal River access, farmland and forestland, groundwater and surface water resources.



## 2016 Comprehensive Plan Committee Survey - Question 11 - How important do you think it is for the Town to preserve or protect the following?



### Land Cover

As of the most recent inventory conducted in 2011 as part of the National Land Cover Database, approximately 92% of the town is undeveloped (63% forested, 17% open field, 12% wetland/open water). The roads and buildings cover approximately 8% of the town's landmass<sup>1</sup>.

### Topography, Slope, and Soils

Much of North Yarmouth is generally characterized by rolling hills with occasional steep slopes. Elevations in the Town range from 60 feet above sea level where Pratt's Brook flows into Yarmouth to as high as 400-440 feet above sea level at the top of Walnut Hill and the upper slopes of Bruce Hill, the summit of which is located in Cumberland northwest of Knight's Pond.

The slope of the land and soils influence the economic and physical feasibility of land development, both in terms of the actual placement of buildings and roads and the functioning of septic systems and other site improvements. Land slope and soils are localized conditions that can change significantly in a short distance. The majority of land in the town can be categorized as having fairly level to gentle slopes.

<sup>1</sup> Because this was conducted at a national scale, the resolution is not detailed enough to show changes at a parcel size. These figures are intended to give a general perspective of the town's land cover.



There are small areas of moderately steep to steep slopes on the banks of streams and the Royal River and along the uplands associated with Walnut Hill and Wescustogo Hill.

Some soil conditions can present constraints to development, such as soil depth to bedrock, erosion potential, soil wetness, and flooding potential. The U.S. Natural Resources Conservation Service<sup>2</sup> has developed a rating system that identifies soils potentials for low-density urban development. The system takes into consideration the potential soils use of septic tank absorption fields, dwellings with basements, and local roads and streets. The costs associated with development, both initial and long-term, are also factored into the rating system.

Soil types are also an important factor for productive agricultural use of the land. North Yarmouth contains a significant amount of soils designated as “Prime Farmland Soils” or “Farmland Soils of Statewide Importance” by the USDA Natural Resource Conservation Service (NRCS). Farmers often use soil maps suitability for farm operations, and the locations of these good soils should also be a factor when considering North Yarmouth’s planning decisions, particularly as a method of ensuring farms remain an active component of the Town’s economics and rural character.

### **Water Resources, Wetlands, and Riparian Habitats**

Wetlands and riparian areas are highly productive areas that provide important economic, recreational, and aesthetic values as well as provide essential habitat for many types of wildlife. Development and the associated increase in impervious surfaces in and adjacent to wetlands and riparian areas degrade their value.

Riparian habitats important to the ecology and economics of the area include 250-foot riparian areas adjacent to the Royal River, Chandler Brook, and Knight’s Pond, and wetlands larger than 10 acres in size. Along smaller streams, protection of 75-foot riparian areas is important.

North Yarmouth<sup>3</sup> surface water resources, including lakes, ponds, rivers, and wetlands, occupy about 1,355 acres or roughly 10% of the town. About three-quarters of North Yarmouth is within the Royal River watershed, including portions of the Chandler Brook sub-watershed and the East Branch sub-watershed. A small portion of North Yarmouth, including Knight’s Pond, drains to the Presumpscot River watershed, while the southeastern corner of North Yarmouth, including Pratt’s Brook and its tributaries, is part of the Cousins River watershed. Because of its predominance in North Yarmouth, additional information on the Royal River watershed follows, but the threats and solutions are applicable to all three watersheds.

### **The Royal River**

The Royal River watershed with its system of tributaries, floodplains, wetlands, and large drainage area defines much of the landscape of North Yarmouth. The entire Royal River watershed drains a total of about 91,450 acres from the towns of Auburn, Poland, Raymond, New Gloucester, Gray, Pownal, Cumberland, Durham, Freeport, Brunswick, North Yarmouth, and Yarmouth before it empties into Casco Bay.

The watershed is comprised of a main stem watershed and three sub-watersheds as follows:

- Royal River main stem – 45,725 acres
- Chandler Brook – 16,121 acres
- Collyer Brook – 11,993 acres
- East Branch of Chandler Brook – 17,607 acres

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<sup>2</sup> Soil Survey Data for Growth Management, Cumberland County, Maine; USDA Natural Resources Conservation Service; March 2000.

<sup>3</sup> According to the National Wetlands Inventory data accessed from the Maine Office of GIS.



## Town Comprehensive Plan - North Yarmouth, Maine

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The Royal River is about 39 miles long and flows out of Sabbathday Lake in New Gloucester. It is classified as a Class A river between Sabbathday Pond to its confluence with Collyer Brook. From Collyer Brook to tidewater, the river is Class B. Royal River tributaries are classified as Class B. In addition to Chandler Brook; tributary streams include Toddy Brook, an unnamed tributary on Route 231, Deer Brook, the Walnut Hill tributary, and the East Branch. (Note: Pratt's Brook, part of the Cousin River watershed, is classified as Class B.)

The Royal River is not currently used as a source for municipal drinking water. The Yarmouth Water District retains the exclusive rights to the river to supplement existing groundwater sources. Ongoing monitoring of the Royal River has found that dissolved oxygen levels, turbidity, and bacterial testing water quality are generally acceptable for a Class B river indicating a healthy watershed. According to the Cumberland County Soil and Water Conservation District, sediment is the single greatest pollutant by volume. Roadside runoff, gravel pit runoff, and stream bank erosion are the major contributors to the sediment. Other threats to water quality include nutrients and pathogens from improperly maintained septic systems; land spreading of sludge and septage; stormwater runoff that contains pathogens, nutrients, sediment, and toxic substances such as heavy metals; landfills; salt storage sites; underground storage tanks; hazardous materials spills; and litter.

With increasing residential development within the watershed, the cumulative impacts from decisions by individual homeowners (such as using fertilizers and pesticides, cleaning up after pets, maintaining septic systems, choosing which household products to use and dispose of down the drain, and mulching and seeding of exposed soils) can have significant cumulative impacts on water resources.

### **Ponds**

The only pond greater than 10 acres in North Yarmouth is Knight's Pond, located off Greely Road Extension, approximately 46 acres (roughly half of which is in North Yarmouth). There are a number of small ponds under two acres including Jewett's Pond, Turmelle's Pond, and the Yarmouth Reservoir as well as a number of manmade ponds.

Additional information about the protection of Knight's Pond Preserve and available public water access sites are included in the Outdoor Recreation and Scenic Resources section below.

### **Shorelands**

A shoreland is defined as the normal high-water line of any great pond or river, an upland edge of a coastal wetland or defined freshwater wetland and all land areas within 75 feet of the normal high-water line of certain streams. Natural shorelands contain a rich mixture of native grasses, flowers, shrubs, and trees to help filter polluted runoff and provide important habitat for animals in the water and the land. Functioning shorelands provide some of the most effective protection for water resources in Maine.

North Yarmouth's current regulations meet the minimum requirements of the State's Shoreland Zoning Act and, in some instances, are more restrictive. For example, the Town's zoning ordinance specifies that within the Farm and Forest District, the minimum building setback from the Royal River and Chandler Brook is 250 feet. Cutting or removal of vegetation, including trees is limited within 100 feet of those water bodies and requires written approval from the Code Enforcement Officer. Minimum building setback from the Royal River and Chandler Brook outside the Farm and Forest District is 100 feet. For other water bodies, the building setbacks are currently set at 75 feet from second order streams and 100 feet from unforested wetlands 10 acres or larger in size. Water bodies that do not receive protection through the Town's zoning may be protected by the Maine Department of Environmental Protection, including first-order streams, many forested wetlands, and non-forested wetlands less than 10 acres in size.



### **Floodplains**

A floodplain or floodplain is an area of land adjacent to a stream or river that stretches from the banks of its channel to the base of the enclosing valley walls and experiences flooding during periods of high discharge, mostly associated with late winter and spring snowmelt and rainwater runoff.

The Federal Emergency Management Agency (FEMA) has identified 100-year floodplains within North Yarmouth for the administration of the Federal Flood Insurance Program. A 100-year flood is a flood that has one chance in 100 of being equaled or exceeded in any one-year period. An extensive system of floodplains is associated with the Royal River and Chandler Brook. Pratt's Brook also supports a floodplain system. North Yarmouth's Zoning Ordinance prohibits building on 100-year floodplains.

### **Vegetated Wetlands**

Excluding the areas of open water (ponds, rivers, streams, etc.), there are more than 1,040 acres of wetlands in North Yarmouth many associated with the various ponds, streams, and rivers. These wetlands were categorized based on the type of vegetation: (1) emergent vegetation, such as cattails and other non-woody stemmed plants (158 acres); (2) forested (704 acres); and (3) shrub vegetation, such as alders and other woody-stemmed plants (178 acres).

The Maine Department of Agriculture, Conservation and Forestry's Beginning with Habitat Program recommends conservation of wetlands and land around lakes, ponds, rivers, and streams because up to 80% of terrestrial vertebrate animals use these areas for part of their life cycle. Protection of riparian areas is recommended as the backbone of managing for wildlife habitat. Existing shoreland zoning regulations control land uses and placement of structures within shoreland zones and help minimize the impacts to riparian areas and adjacent water bodies.

### **Aquifers and Groundwater Protection**

An aquifer is any geological formation containing or conducting groundwater, especially one that supplies the water for wells and springs. Most residents of North Yarmouth rely on groundwater for their water supply. Many private wells within North Yarmouth are utilizing bedrock aquifers, while the wells that supply the Yarmouth Water District are high yield sand and gravel aquifers.

Aquifers in North Yarmouth have been mapped by the Maine Geological Survey and classified according to the potential yields. All are identified as having the potential for groundwater yields greater than 10 gallons per minute to a properly constructed well. Test wells drilled by the Yarmouth Water District (YWD) in some of these mapped areas indicate water yields are not great enough for municipal water supplies. In other areas, where higher flows were observed or are anticipated, YWD has purchased properties to protect the subsurface water quality. Aquifers are displayed on the Zone of Contribution & Aquifer Map included at the end of this chapter.

The location of sand and gravel aquifers, which are glacial deposits that are a significant groundwater resource, have played a large role in the Town's zoning, particularly the Groundwater Protection Overlay District. Significant aquifers are defined by the Maine Geological Survey (MGS) as bodies of coarse-grained glacial material with the potential to yield 10 or more gallons per minute (gpm) to a properly constructed well. The locations of these aquifers as mapped by MGS differs from the Town's existing Groundwater Protection Overlay District.

The Yarmouth Water District (YWD) has recently undertaken a thorough analysis to assess the accuracy of the aquifers as mapped by MGS. The proposed changes to the Groundwater Protection Overlay District reflects YWD's work to refine the boundaries of the aquifers.



### *Recommendation*

1. The Town of North Yarmouth's Land Use Ordinance and Zoning Map should be edited to reflect the updated aquifer locations as defined by MGS and as refined by YWD.

The primary sources of groundwater contamination in Maine are malfunctioning septic systems, leaking fuel storage tanks, salt leachate from sand/salt stockpiles, and leachate from landfill refuse. Spills associated with junkyards and other commercial and industrial uses and certain agricultural activities can also pose as threats.

The Federal Safe Drinking Water Act governs the protection and operation of public water systems. The Act mandates the establishment of the Maine Source Water Assessment Program (MSWAP) that requires monitoring of water quality, assessment of potential threats, and prevention of degradation of public water supplies. While the responsibility for protecting public water supply sources falls largely to public water suppliers, protection of water supplies requires a partnership between water suppliers, state regulators, local landowners, and municipalities. MSWAP requires that public water suppliers delineate the recharge areas of the aquifers serving as water supplies, conduct an inventory of potential sources of contamination, evaluate their water source's susceptibility to contamination from the potential hazards identified in the inventory, and conduct a public education program.

Extensive hydrogeological studies have been done to identify the critical groundwater protection areas of the sand and gravel aquifers serving the YWD. While the District owns most of the land in the areas around these wells, there are portions of the aquifer recharge areas that are owned by the Town and private individuals. The State suggests that land use activities that might release bacteria, viruses, and other highly toxic materials (e.g., septic systems, intensive agriculture, and commercial/industrial operations) be restricted in the areas closest to the wells and that the activities be managed very carefully in outlying areas within the zones. The YWD's one-on-one approach to working with landowners has included gathering information on historical land uses and ensuring that current land uses do not contaminate groundwater. The District also has a good working relationship with the Town. Examples of cooperative efforts include:

- Purchase of alternative ice removal equipment to eliminate the use of winter salt in sensitive areas.
- Public safety notifications of accidents involving potentially hazardous materials in sensitive areas.
- Town, CMP, and DOT no-spray agreements in aquifer recharge areas.

The Town has also been proactive in protecting groundwater resources. The Zoning Ordinance contains a Groundwater Protection Overlay district that regulates potential threats, such as the storage, handling, use, or disposal of harmful materials. Performance standards address petroleum and chemical storage tanks, large subsurface wastewater disposal systems (2,000 gpd capacity or greater), junkyards/automobile graveyards, and industrial and commercial uses. The provisions also require that YWD is notified when an application is presented that may affect the aquifers.

The Town's Public Works Department takes measures to minimize potential sources of groundwater contamination such as following Maine DEP recommendations when installing culverts and the Department maintains written policies for the staff to follow. For example, the Town's Winter Snow/Ice Removal & Maintenance Standard Operating Guideline includes mandating a no-salt area on a section of Route 9 and advises staff to utilize snow/ice melt products that minimize impact on the environment.



### *Recommendations*

1. Conduct a review of the Land Use Ordinance to provide greater protection in the critical recharge areas of existing and future public water supplies.<sup>4</sup>
2. Collaborate with conservation organizations, the Town of Yarmouth, and YWD to protect the subsurface waters of the town and promote protection of those water resources.
3. Strongly consider requiring enhanced wastewater/septic treatment systems in new or replacement systems, especially on properties that sit over the revised mapped aquifers and Groundwater Protection Overlay District and in areas that permit greater density.
4. Consider amending land use ordinances to incorporate low impact development standards over the revised mapped aquifers.
5. Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.

### **Wildlife and Fisheries Habitats**

The rural nature of North Yarmouth provides extensive natural habitat for a variety of plants and animals. Sprawl and development threaten these natural habitats through direct loss of natural areas to development and through fragmentation of existing large areas of habitat.

Considerable identification and analysis of wildlife habitats have been done through the Beginning with Habitat Program. Beginning with Habitat, a collaborative program of federal, state, and local agencies and non-governmental organizations, is a habitat-based landscape approach to assessing wildlife and plant conservation needs and opportunities. The program is designed to utilize information on three different systems to assist communities in building a system of interconnected and conserved lands. The three systems are:

- Water Resources and Riparian Habitats
- High-Value Plant and Animal Habitats
- Large Habitat Blocks

These habitats are displayed on the Beginning with Habitat (BwH) maps available at the Town Office or at the BwH website (<http://www.beginningwithhabitat.org>). The most recent update of the BwH maps for North Yarmouth was completed in October 2016.

### **High Value Plant and Animal Habitats**

High-value plant and animal habitats include rare plant locations, rare or exemplary natural communities, essential habitats, significant wildlife habitat (for deer, waterfowl and wading birds, heron rookeries, nesting seabirds and shorebirds), and rare animal locations (for endangered species and species of special concern). High-value habitat for U.S. Fish and Wildlife Service (USFWS), Priority Trust Species, are also included.

### **Rare Animal Locations**

These areas are the locations of habitat and sightings of rare animal species. One of the rare animal locations is wood turtle habitat located along the Royal River near the Gray town line. The two other

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<sup>4</sup> See Best Management Practices for Ground Water Supplies: A Guide for Public Water Suppliers and Municipal Officials, Maine State Drinking Water Program. Also, see list of Potential Sources of Contamination, Current or Past, Maine Drinking Water Program in Appendix A.



locations are habitats for the New England cottontail rabbit. However, further investigation of these sites and any additional sites should be done to determine the extent of the habitat and level of protection that is needed.

### **Deer Wintering Areas**

Ten candidate deer wintering areas (DWA) have been identified. A deer wintering area is defined as a forested area used by deer when snow depth in the open/hardwoods exceeds 12 inches, deer-sinking depth in the open/hardwoods exceeds 8 inches, and mean daily temperatures are below 32 degrees. Over-harvesting of the forested cover as part of a logging operation or for the building is the primary threat to deer yards. Protection of deer wintering areas is minimal because the State has not adopted this mapping for regulation by the Natural Resources Protection Act. These locations are approximate only and assessing the current value of a DWA requires on-site investigation and verification by The Maine Department of Inland Fisheries and Wildlife (MDIFW) staff.

### **Large Habitat Blocks**

Large areas of contiguous undeveloped land provide habitat for certain plants and animals. These blocks are especially important to species that require large blocks of forest, such as fisher, wood thrush, and Canada warbler, and species that require large blocks of open field, such as bobolink and meadowlark, but they are also likely to serve a wider diversity of species than smaller blocks. Beginning with Habitat recommends that towns strive to maintain at least several 250-500 acre blocks of undeveloped land and, where they still exist, at least some 500-1000+ acre blocks of habitat. The program also recommends that towns work together to preserve these habitat blocks that cross town boundaries as North Yarmouth did with Cumberland to protect Knight's Pond and its surrounding land.

The largest undeveloped habitat block associated with North Yarmouth is 1,689 acres, of which a large portion is located in Cumberland. This area is northwest of the village and includes Knight's Pond, Bruce Hill, and a portion of Walnut Hill. North Yarmouth shares two large habitat blocks (1,000+ acres) with the Town of Gray. Another 1,000+-acre habitat block that extends along the Royal River is shared with Yarmouth.

### **Fisheries**

MDIFW manages and stocks both the Royal River and Chandler Brook as cold-water fisheries. Additionally, some wild brook trout are reproducing at the upper reaches of the Royal River. Land use activities, and particularly those that remove trees and vegetation from riparian areas of brooks, streams, and rivers, can affect water temperature. Maintenance of vegetative buffers, particularly those that provide shade and otherwise protecting water quality are important to these fisheries.

### **Habitat Protection/Co-Occurrence Model**

In order to visualize the overlapping occurrences of important habitats, Beginning with Habitat created a map in 2016 for North Yarmouth, which depicts the concentration of selected environmental asset data layers. This Co-Occurrence modeling weights each layer based on various quantitative and qualitative features and depicts the relative weighting of data for a particular area. Another Co-Occurrence model map was created in 2018 by Rhumb Line Maps. It is included at the end of this chapter (see Connectivity map) and includes the following equally weighted layers: habitat areas, undeveloped blocks, aquifers, wetlands, farmland soils, and existing groundwater protections.

### *Recommendations*

1. Through local Land Use Ordinance, require subdivision or nonresidential property developers to look for and identify critical natural resources that may be on site and to take appropriate



## Town Comprehensive Plan - North Yarmouth, Maine

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measures to protect those resources, including but not limited to modification of the proposed site design, construction timing, and/or extent of excavation.

2. Through local Land Use Ordinance, require the Planning Board (or other designated review authority) to include as part of the review process consideration of pertinent BwH maps and information regarding critical natural resources.
3. Work toward establishing “Critical Resource Areas” in subsequent versions of this Comprehensive Plan utilizing available resources including Beginning with Habitat’s Co-Occurrence Model in collaboration with other regional partners.

### **Marine Resources**

Although North Yarmouth does not have any tidal frontage, Town residents have access to various coastal locations in adjacent towns. Additionally, residents of North Yarmouth have rights to access and take advantage of marine resources in the Town of Yarmouth. In the Private and Special Laws of 1849, Chapter 264, An Act to Incorporate the Town of Yarmouth, North Yarmouth residents “shall continue to hold and enjoy in common all the rights and privileges...in any and all public landings, cemeteries, gravel pits, mussel beds, flats, and fisheries of every kind, within the limits of Yarmouth.

According to the Maine Department of Marine Resources, a total of 42 marine licenses were obtained in 2016 by residents of North Yarmouth. Of those, nine were non-commercial lobster/crab licenses, 23 were commercial lobster/crab licenses, five were commercial fishing licenses, and three were commercial shellfish licenses. By comparison, Cumberland residents obtained 30 licenses and Yarmouth residents obtained 116 licenses.

According to the Yarmouth Shellfish Commission, Yarmouth’s clamflats are in good condition, but green crabs, overboard discharges (septic waste), poachers, lawn chemicals, and shorefront removal of brush, trees, and groundcover threaten the resource. The Commission’s management plan and policies contained in the Town of Yarmouth’s Shellfish Conservation Ordinance are used to manage and protect the clam-flats.

There are two marina/boatyard businesses in North Yarmouth.

### *Recommendations*

1. Encourage owners of the boatyard businesses to participate in clean marina/boatyard programs.
2. Work to protect and improve the Royal River and its tributaries to enhance water quality and marine habitat.

### **Farmland Resources**

North Yarmouth has a strong history of past agricultural use, and the Town’s open fields in combination with the vast forested acres are highly appreciated by the majority of the residents. Farms are, and should continue to be, an important component of North Yarmouth’s rural character and economy. Broadly speaking, the Town’s ordinances are written to encourage agricultural use.

There are approximately eight farms and/or agricultural businesses of various types currently operating in North Yarmouth including beef cattle, poultry, organic vegetables, greenhouses, hay, apples, Christmas trees, and equestrian farms. A number of properties are also managed for hay production.

One of the existing farms (Skyline Farm) is permanently protected.



## Town Comprehensive Plan - North Yarmouth, Maine

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As stated above, soil types are an important factor for productive agricultural use of the land. North Yarmouth contains a significant amount of soils designated as “Prime Farmland Soils” or “Farmland Soils of Statewide Importance” by the USDA Natural Resource Conservation Service (NRCS).

Maine Farmland Trust and Royal River Conservation Trust are actively working to protect productive farmland in North Yarmouth.

### *Recommendations*

1. Review Town’s land use ordinances and policies to ensure that North Yarmouth is an attractive place to operate a farm. Examples include:
  - Working with farmland owners to utilize the farmland tax classification.
  - Clustering development to the village district.
  - Increasing the land fund and utilizing those funds to purchase land or easements on forests or farms.
  - Ensuring that farming and forestry are integrated into North Yarmouth’s economic development strategy.
  - Consider the creation of a Voluntary Municipal Farm Support Program.
  - Consider the creation of a local or regional agricultural commission.
2. Enact methods and partnerships with conservation organizations like Maine Farmland Trust and Royal River Conservation Trust to protect farms with conservation easements to ensure that they remain as farmland for active agricultural use.

### **Outdoor Recreation and Scenic Resources**

North Yarmouth’s rural character and public access to many of the fields, forests, and rivers is one of the Town’s strongest assets. In 2017, the Parks and Recreation Committee completed a recreational plan for the Town that describes a vision for the future of North Yarmouth’s parks, public access sites, and recreational assets. (*See Chapter 8, Public Facilities and Services.*)

### *Recommendations*

1. The Parks & Recreation Plan should dovetail with open space planning.

### **Public Access to Water Bodies**

There are two locations that provide public access to the Royal River: Wescustogo Park, donated to the Town in 1997, consist of 10 acres with Royal River frontage and a canoe launch; Meeting House Park, purchased in 1998, consist of 60 acres with Royal River frontage and a canoe launch. There is a conservation easement on another 10 acres adjacent to the park. A third location, located off Mill Road, is privately owned but has a traditional canoe launch site.

Public access to the Royal River in neighboring communities includes a canoe launch at Pineland in New Gloucester and several locations in Yarmouth.

### **Public Trails**

Trail systems have been developed at several town-owned areas, including Chandler Brook Preserve, Knight’s Pond, Wescustogo Park, Meeting House Park, Veterans Memorial Park, and the Town Forest. Additionally, some portions of the Yarmouth Water District’s lands contain publically accessible trails; Skyline Farm is privately owned (with a conservation easement held by Royal River Conservation Trust), but trails on the property are open to the public. The Town has also acquired



public access to various back acreages as a result of Town Ordinance requirements in new subdivisions.

The Parks & Recreation Committee has discussed the need for a trail and bridge to connect the Town Green with the Town Office, and then on to the Town Forest. This is just one of many potential interconnected trail systems. Power lines, gas pipelines, and abandoned railroad corridors provide other opportunities for the development of integrated trails systems. Considerations for the development of future trails should include interconnecting existing trails and publicly owned lands, the location of trails relative to existing and potential built-up areas, connections with regional trail systems, and the development of new trail systems.

There are a number of trail networks used formally and informally by residents for cross-country skiing, horseback riding, snowmobiling, and running. The old railroad bed and the CMP power lines are included in this network. Also of significance is a trail originating in North Yarmouth that leads to Bradbury Mountain in Pownal.

### **Knight's Pond Preserve**

Knight's Pond Preserve is a 300-acre preserve owned by the towns of North Yarmouth, and Cumberland surrounding the 46-acre Knight's Pond Preserve. The property is protected by conservation easements held by Royal River Conservation Trust (RRCT) and the Chebeague and Cumberland Land Trust (CCLT). The primary access is on Greely Road Extension in Cumberland, but additional access is available by Tree Lane (aka Tower Lane, off Henry Road) and along a CMP powerline corridor in North Yarmouth. Access from the center of North Yarmouth is also desired in the future.

The management and maintenance of the extensive trail network near the Pond are overseen by the Cumberland-North Yarmouth Joint Standing Committee.

According to RRCT, funding for this \$1.13M conservation acquisition project came from hundreds of local private donors, town funds from Cumberland and North Yarmouth, the Land for Maine's Future program, USFWS NAWCA, private foundations, and more.<sup>5</sup>

### **Scenic Areas**

North Yarmouth is blessed with some of the most scenic landscapes in the area. The following are suggested criteria for determining the value of scenic resources:

- Accessibility - must be visible to the general public in a public way or other public location.
- Unique or rare feature, or spectacular example of common one
- The distance of view or view shed – relates to the size of view. For example, a view of only a few feet is less important than a view of several miles

The following is a listing of some of the scenic resources identified through outreach to town residents and in the Open Space Inventory:

- Meeting House Park, Gillespie Fields – scenic rolling fields
- Wescustogo Park area
- Fields and forest adjacent to Wescustogo Park
- Skyline Farm – historical farmstead, fields, and forest
- Town Forest

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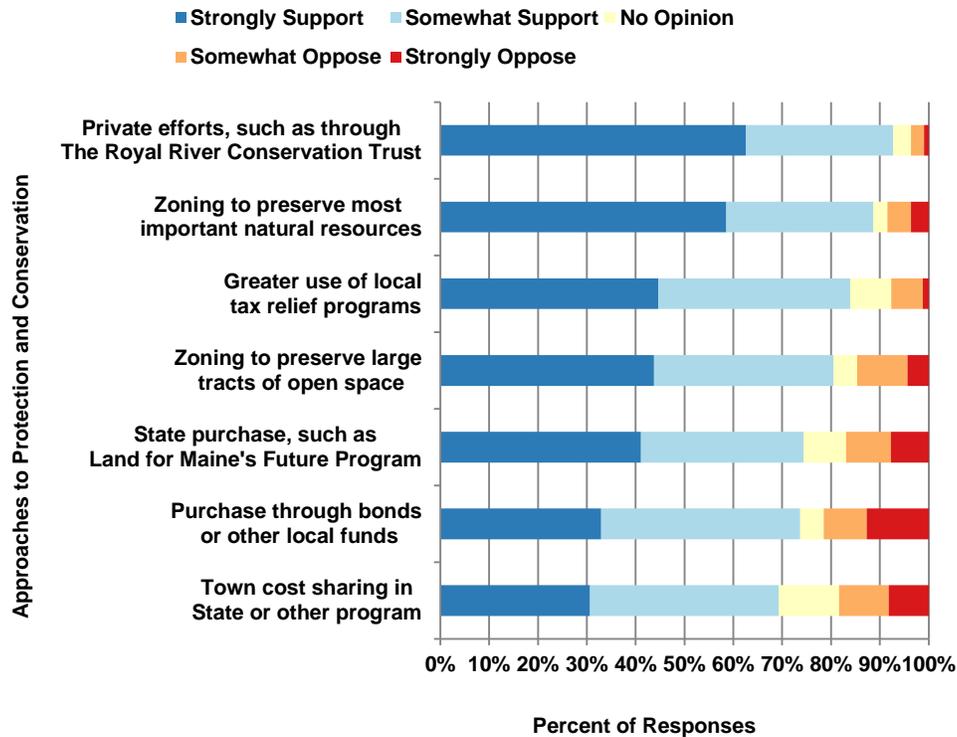
<sup>5</sup> <http://rrct.org/preserves-trails/knights-pond-blueberry-hill/>



# Town Comprehensive Plan - North Yarmouth, Maine

- View of the Royal River from the North Road
- View from Baston Road/Sweetser Road
- The Lane/Sweetser Road - view of Bradbury Mountain and historic farms
- Scenic gateway along Route 115 near Yarmouth town line

**2016 Comprehensive Plan Committee Survey - Question 12. Indicate your level of support or opposition for each of the following approaches to open space and natural resource protection.**



The majority of survey respondents strongly support using private efforts or municipal zoning to protect open space and natural resources. The remaining conservation strategies were also supported by the majority of survey respondents.

### **Sources of Impact**

Wildlife habitat, water resources, and recreational opportunities can be negatively impacted by a number of human activities.

### **Point Sources**

Although officially closed and believed to be contained, North Yarmouth's former transfer station is a potential source of high nutrient load discharges and should be continued to be monitored.

### **Non-Point Sources**

Rainfall and snowmelt travels over and through the ground, bringing with it natural and human-made pollutants that have the potential to be deposited into lakes, rivers, wetlands, or sources of drinking water. In North Yarmouth, the most likely contributor to non-point source pollution are herbicides, pesticides, and fertilizers from lawns and phosphorus discharge from roads (paved and unpaved), It is particularly important to prevent or minimize such discharge in the Groundwater Overlay District and into waterbodies including the Royal River and Chandler Brook.



### *Recommendations*

1. As stated above, adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.
2. Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.

### **Regulatory Protections**

According to past surveys, the majority of town residents strongly support using private efforts or municipal zoning to protect open space and natural resources. Other conservation strategies, such as the use of local tax relief programs such as Tax Increment Financing (TIF), purchases through bonds or other local funds, or programs such as Land for Maine's Future are also supported by the majority within the community. The Land Use ordinances include provisions for clustered development and open space set-asides, which has allowed the preservation of relatively small areas of open space adjacent to subdivisions.

The subdivision regulations also contain provisions that allow the Planning Board to require public areas for recreation and open space to include consideration for trails, playgrounds, and scenic amenities.

The Zoning Ordinance also includes a Skyline Preservation District that regulates tall structures, primarily cell towers. These structures may not be taller than 10 feet above the current tree line or 35 feet in height. Tall structures must also be painted in sky-tones so that they are less visually obtrusive.

Work is underway to review the location of the Groundwater Protection Overlay. According to the Maine Geological Survey, it does not currently align with the location of the aquifer it is intended to protect. The Yarmouth Water District and Town staff have recently revised the boundaries of the Groundwater Protection Overlay in an effort to reflect more accurately the location where additional protections would be most effective in protecting the underground water source.

### *Recommendation*

1. Conduct a review of the need for a Groundwater Protection Overlay and the Ordinance requirements for enhanced septic treatment systems.

### **Tax Increment Financing**

A number of North Yarmouth's committees and boards have begun the discussion of whether the Town should utilize the Municipal TIF program in an effort to promote appropriate development in the downtown village and capture a portion of the newly generated tax revenue for specific projects to benefit the town. The funding retained through a TIF district could be utilized for a number of projects that would benefit the Town's natural resources and open spaces including improvements to stormwater and drainage, acquisition of additional open space, or improvements to transportation infrastructure (e.g., roads, bike paths, sidewalks).

### *Recommendation*

1. A TIF district should be created and at least a portion of the funding utilized for improvements to the Town's open spaces and protection of its natural resources.



## Long-Term Protection

In the past, the Town has purchased land and easements to provide for the community’s open space and recreational needs, including access to the Royal River and the development of trail systems. The Planning Board, Parks & Recreation Committee, the former Future Land Committee, and the former Conservation Commission have been key players in these efforts. Additionally, the Royal River Conservation Trust (formerly the North Yarmouth Land Trust) has also been a significant participant in land protection projects in Town. Maine Farmland Trust is also actively working to protect productive farmland in North Yarmouth.

Most open space in North Yarmouth is in private ownership, and of all open space parcels, only approximately 754 acres (5.5% of the town) is considered permanently protected. Privately owned land enrolled in the Current Use Tax Programs (Tree Growth, Farmland, and Open Space) is not permanently protected. The landowner can get out of these programs by paying a penalty that may be minimal as compared to the value of the land for development. As of April 2018, approximately 848 acres in North Yarmouth were enrolled in one of the three Current Use programs.

The Yarmouth Water District owns approximately 265 acres in North Yarmouth and while it is likely that most of this land will remain in open space, it is not assured, so it is included in the “unofficial conservation land” category. Land owned by the town, such as the Hayes Forest, Wescustogo Park, and Old Town House Park, while currently in open space, could be developed through a vote at town meeting. Active recreational land and other land owned by the town does not include open space as a primary purpose. Table 6-1 displays information on open space parcels with some level of protection within the community.

<sup>1</sup> Table 6-1 Open Space with Some Level of Protection

Category of Protection	Ownership and Description	Acres	Percent of Town’s Land Area
Conservation Land (Permanently Protected)	State protected land at Pineland (approx. 229 acres) Royal River Conservation Trust (conservation easements held or properties owned) (525 acres)	754	6%
Unofficial Conservation Land (Not Permanently Protected)	Yarmouth Water District Land (265 acres) Town-Owned Parcels including Hayes Forest, Old Town House Park, Wescustogo Park, Veterans Memorial Park (330 acres)	595	4%
<b>Total</b>		<b>1,349</b>	<b>10%</b>

## *Recommendations*

1. Work with regional partners to increase the amount of permanently protected land in North Yarmouth through conservation easements or property ownership by land trusts.

## Regional Coordination

Regional coordination is important for the effective management of wildlife and fisheries habitats. This collaborative approach is also important for the creation and maintenance of a large-scale trail network.

<sup>1</sup> Sources: Maine Office of GIS (conserved\_lands.shp, 3/18/2017), RRCT



The following is a list of areas where regional coordination may be needed:

- Waterbodies and riparian areas - Gray, Pownal, New Gloucester, Yarmouth, and Cumberland (Shoreland Zoning should be consistent in adjacent areas)
- Cottontail habitat - Yarmouth (sharing of habitat information and management)
- Large habitat blocks – Yarmouth, Cumberland, Gray, and Pownal
- Trail systems - Yarmouth, Cumberland, Gray, and Pownal
- Support and protection of farms - Yarmouth, Cumberland, and New Gloucester

The following is a list of organizations or agencies to collaborate with to achieve protection of wildlife habitat, working farmland, and rural character:

- Maine Department of Inland Fisheries and Wildlife
- Maine Natural Areas Program
- Maine Farmland Trust
  
- Royal River Conservation Trust

### **Conclusions**

1. Given the rapid development in the greater Portland area, there is an urgent need to protect North Yarmouth's rural feel and working farms and forests.
2. By clustering development in the village downtown and minimizing impact to rural areas, greater protection for wildlife, farmland, and rural character can be achieved.
3. Land cover, soils, and slopes are important considerations for the designation of growth and rural areas and for managing future development.
4. Sprawl and development threaten wildlife habitat and farms through direct loss of natural areas to development and through fragmentation of existing large parcels. Shoreland zoning and strong rural area zoning can be primary tools for protecting and conserving these areas.
5. Regional coordination and communication with conservation partners will be critical in protecting important natural habitats and productive farms.
6. The Town of North Yarmouth's Land Use Ordinance and Zoning Map should be edited to reflect the Town's desire to cluster development in the village and maintain working lands and open space in the Farm and Forest district.

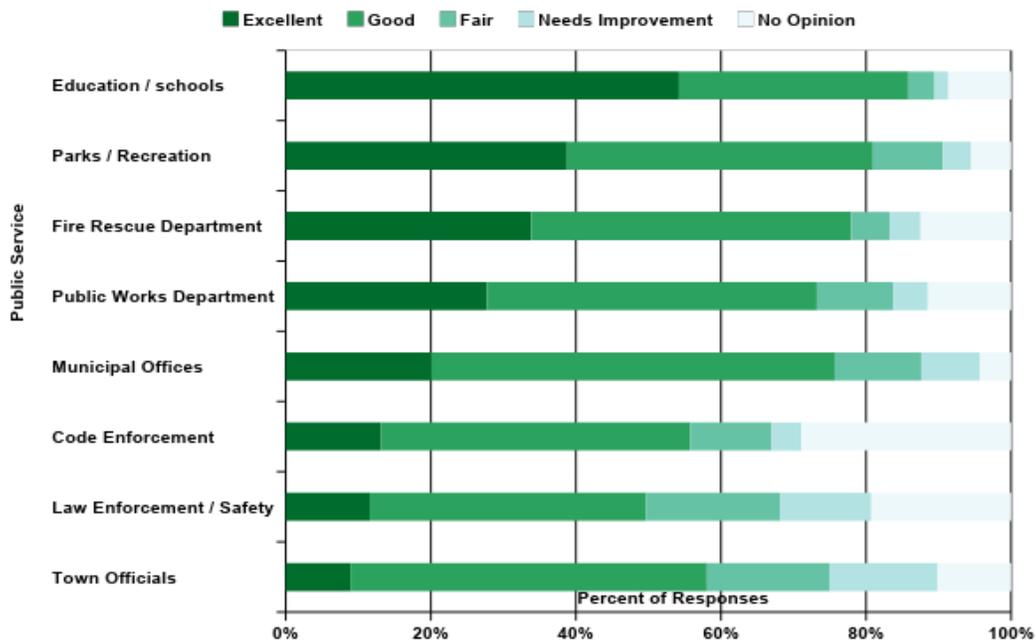
### **Maps**

- Figure 6-A Environmental Systems
- Figure 6-B Open Space & Conservation Areas
- Figure 6-C Conservation & Trails
- Figure 6-D Connectivity
- Figure 6-E Zone of Contribution & Aquifer

## CHAPTER 7: PUBLIC FACILITIES AND SERVICES

Maine’s Growth Management Act recommends planning for, financing, and developing an efficient system of public facilities and services to accommodate anticipated growth and economic development. Growth, development, and significant changing demographics affect the demands placed on public services, infrastructure, and facilities. This chapter examines the capacity of the Town’s public services, infrastructure, and facilities in North Yarmouth to meet the existing and future needs for general government facilities, public safety (police, fire, and emergency medical services), public works, and school facilities.

### **2016 Comprehensive Planning Committee Survey - Question 7. How do you rate the following public services in the Town of North Yarmouth?**



The majority of respondents have rated the public services provided by North Yarmouth as good or excellent. The one exception is law enforcement, where the most common rating was good, but a significant minority of residents rated law enforcement as fair or needing improvement. The top three categories that need improvement are town officials (15%), law enforcement (13%), and municipal offices (8%).

### **Town Office**

The North Yarmouth Town Office, located at 10 Village Square Road, is a two-story building built in 1994 as a single-family residence renovated into a Town Office in 1997. The Town Office is the operational headquarters for several municipal services. It houses management, the Residential Customer Service, Code Enforcement and Planning, Assessing, General Assistance and provides meeting space for the Select Board and other Boards and Committees. The Town recently decided to maintain the Town Office at this location and not relocate to another site. Phase one of a master town facilities plan has been completed that addresses immediate needs for facilities; phase two will include planning and long-term implementation of repairs or replacement to these facilities.

### **Parks and Recreation Community Programs**

The Cumberland/North Yarmouth Community Recreation Department, operated by the town of Cumberland, is charged with providing additional educational, active and passive recreational, social, and cultural opportunities for members of the North Yarmouth and Cumberland communities. The department offers programming to fit community needs. A volunteer Board with representatives of both towns works closely with the department's staff to address youth and adult demands. This department is responsible for the scheduling public facilities supported by local tax dollars, including town buildings and municipal park facilities. The department maintains an online scheduling calendar which is a cooperative venture between the towns and school department. This department also assists numerous nonprofit organizations by providing meeting and/or event space. Given the changing demographics of North Yarmouth over the next ten (10) years, this department may be challenged with taking the lead to provide a wider variety of services and learning, cultural, and recreational opportunities for North Yarmouth residents.

### **Wescustogo Hall & North Yarmouth Community Center**

The facility known as the Wescustogo Hall & North Yarmouth Community Center (now under construction) is tentatively scheduled to open in October 2019, to the residents of North Yarmouth and visitors. The facility is located at the former North Yarmouth Memorial School site and will serve as a gathering place for all ages in several different capacities.



Barrett Made (2018 architectural rendering)

### **Library Services**

The Town currently shares in the financial support of services provided by the Prince Memorial Library located in the Town of Cumberland. Generally, North Yarmouth residents are satisfied with the services provided by the library, and there are no reasons or requests to change the current access or use of the facility.

## Cemeteries

The Town of North Yarmouth owns three public cemeteries. The Cemetery Commission was formed in 1910, by citizens of North Yarmouth to maintain and administer these cemeteries as well as to manage the funds established for the benefit of the cemeteries. The Town and the Commission work closely together to preserve and protect the cemeteries as peaceful and beautiful areas that serve as reverent symbols of the citizens' respect for the deceased. Regulations are in place based upon a proper fit of the cemeteries in North Yarmouth, aesthetics of the park-like spaces, the cost of maintaining them, historical preservation, civic pride, and, most important of all, safety of all who enter these cemeteries.

Figure 7-1 Cemeteries in North Yarmouth



## Public Safety

### *Police*

Providing 24hr-7days/week police protection has not been a recurring topic of discussion over the years, but recently talks of contracting with the Sheriff's department or a neighboring police department for a full-time 40-hour a week deputy position may be in the works. As residential development continues, the pressure to have a law enforcement position grows as there is a need for improved safety and dedicated service.

### *Fire Rescue Services*

Fire Rescue services became a department of the Town in 2012. Since then North Yarmouth Fire Rescue provides 24hr-7days/week fire protection and emergency medical services (EMS). The Department is primarily an on-call department that responded to 359 calls for service in 2016, see Figure 7-1. The department is served by one full-time Fire Rescue Chief and 41 on-call firefighters and emergency medical technicians. North Yarmouth has one station that houses two pumpers, one tank truck, one brush truck, one utility truck, one command vehicle, and one ambulance. As the call volume continues to increase, it is likely to stress the ability of volunteers to be able to leave their jobs, families, and other commitments to respond. Employers have become less willing to give volunteers time away from work to respond to calls. With the increased demand, the department may see a need to expand per-diem coverage to protect the citizens with guaranteed better coverage.

Table 7-1: North Yarmouth Fire Rescue Department Call Volume 2011-2017

Year	Fire	Rescue	Public Assist Non Emergent	Emergent Calls	Total Call Volume
2011	86	118	2	202	204
2012	92	129	4	217	221
2013	121	125	Not Reported	246	246
2014	146	188	5	329	334
2015	132	143	8	267	275
2016	149	137	11	275	286
2017	217	153	36	334	370

In 2017 there was a major blizzard in which the department received over 60 calls in a 4-day period.



The business district of town is protected with a pressurized water system comprised of 43 hydrants. Three dry hydrants, as well as numerous rivers and streams, protect the remaining areas of town. Some subdivisions in town are being constructed with self-contained home sprinkler systems. The time commitment for volunteers continues to increase for both Fire and Rescue. Initial firefighter training and EMT training each consist of more than 120 hours for necessary certification. Commercial development demands different techniques and equipment, both of which require more training time. Public safety expectations have also changed, resulting in a paramedic responding to many EMS calls. North Yarmouth Fire Rescue has two paramedics on its roster but has contracted with Yarmouth Fire Rescue to provide a paramedic 24-7.

The challenge is to match financial capacity with public safety demands. The department has effective mutual assistance agreements with neighboring towns. North Yarmouth Fire Rescue is one of eleven area departments that comprise the Coastal Mutual Aid Association. Member organizations of this cooperative group have pledged to provide each other with their available resources for any emergency. Up-to-date lists of equipment and apparatus are maintained and utilized to establish pre-incident plans and facilitate rapid mobilization of needed resources in an emergency. This group meets bi-monthly and is led by officers of the participating departments. North Yarmouth Fire Rescue is also an active participant in the Cumberland County Fire Chiefs' Association and is continually working with its neighbors to address future needs, including staffing, response, and safety. North Yarmouth's Fire Rescue Department works cooperatively with adjoining communities to provide better public safety. Since 2010, the Town has provided dispatched emergency services for the towns of Yarmouth, Pownal, and Gray.

### **Animal Control**

The Town currently contracts with the Town of Yarmouth for the service of a part-time Animal Control Officer. The ACO enforces state laws and any Town ordinances that apply.

### **Public Works**

The Public Works Department is responsible for street, road, and park maintenance. The department has one facility located on Parsonage Road. The Public Works Department added an office building to the existing facility in 2016 to provide a staff lunch room and adequate office space that was not located in the garage work area. This building was a modular facility obtained through the return of the North Yarmouth Memorial School. The modular was put on a full basement providing for much-needed town storage space aiding several town departments. Expansions have assured the department has enough space for the next 10 to 20 years. Various energy upgrades have also been made, including better insulation and a high-efficiency heating system. The site also houses all of the department's heavy equipment and vehicles. There is a detailed vehicle replacement schedule replacing one to three vehicles or heavy equipment every few years. It is known at this time that the sand and salt building will be in need of repairs in 2018-2019.

### **Solid Waste & Recycling**

Solid waste disposal and recycling is handled by Casella Waste Systems, an outside contractor managing the Town's curbside trash collection program and the recycling program, which is delivered to ecomaine recycling. The Town's pay-as-you-throw program is designed to charge households for only the amount of trash they throw away, thereby encouraging families to throw away less and recycle more. Trash and recyclables are picked up at the curb. In 2016 the Town contracted with Garbage to Garden to collect kitchen scraps and other material that can be composted. There is one collection kiosk located at the Fire Rescue property where residents may drop off their compostable items.



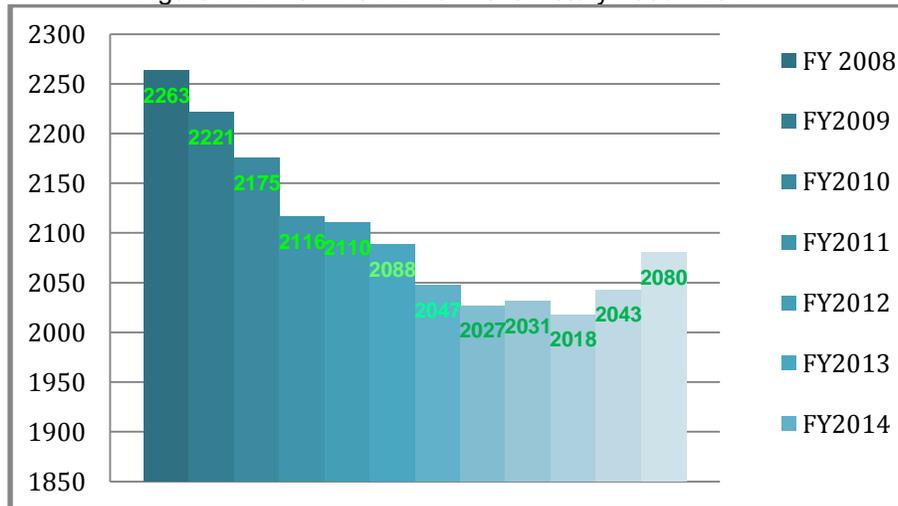
**Wastewater**

In 2015, a plan to build a small wastewater facility using the large septic field at the former North Yarmouth Memorial School was put before the townspeople in a referendum vote. The plan failed to receive approval by a significantly high margin.

**Schools**

North Yarmouth shares K-12 school facilities with the town of Cumberland as part of MSAD #51. . In 2013 the school Board of Directors agreed to close the North Yarmouth Memorial School and move all grades to the one campus in Cumberland. In 2014 a new wing was added to the middle school to accommodate the students from the closed school. In 2017 residents of both Cumberland and North Yarmouth voted to build a Performing Arts Center on to the high school facility a project assessing an expense of \$8M. It may become mandatory in 2019-2020 that schools provide for pre-kindergarten classrooms. It may become mandatory in 2019-2020 that schools provide for pre-kindergarten classrooms. Figure 7-2 shows the enrollment history of the school district and Table 7-1 shows the current status of the school facilities. Table 7-2 illustrates a comparison of MSAD 51 to other school districts in the surrounding area.

Figure 7-2: MSAD 51 Enrollment History 2008 - 2017<sup>1, 2</sup>



\*Projected Enrollment for FY2018-2019.

Table 7-1 indicates that the current schools are unable to absorb additional enrollment growth. All grades moved to one campus (Cumberland) in 2014. Capacity levels are high in all grade levels and a review addressing the need for additional space is being conducted.

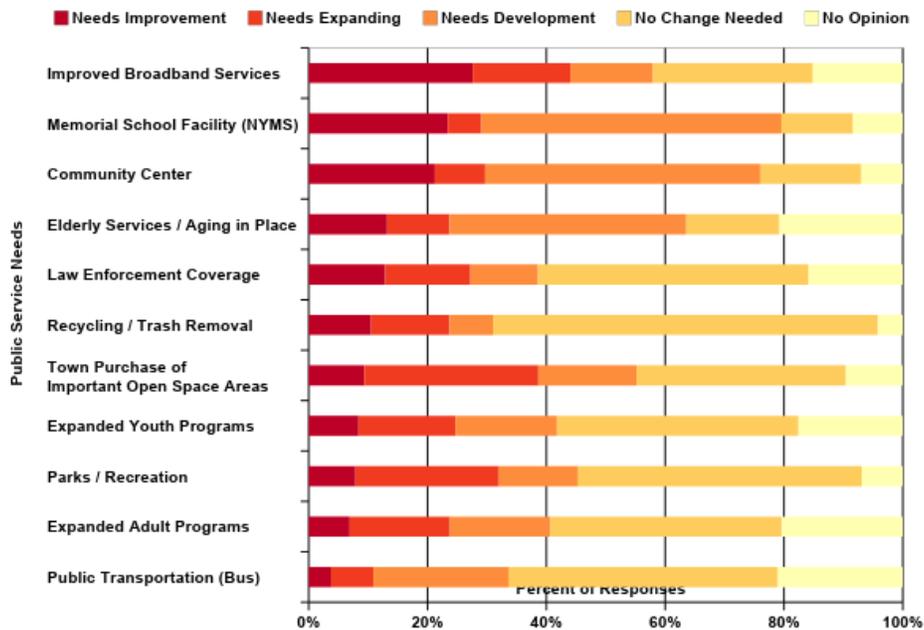
<sup>2</sup>Table 7-1 MSAD 51 Schools

School	Grades	Enrollment 2017 - 2018	Comments
Mabel I. Wilson Elementary	K - 3	604	Space is limited. Major repairs are needed.
Greely Middle School	4 - 5	308	Space is limited, needs moderate repairs.
Greely Middle School	6 - 8	488	Space is limited, newer area.
Greely High School	9 - 12	643	Space is limited. Repairs are needed.
<b>Total Enrollment</b>		<b>2,043</b>	

<sup>1</sup> Source: Maine Department of Education. Available from: <http://maine.gov/doe/dataresources/warehouse.html>

<sup>2</sup> Source: MSAD51. Available from: <http://www.msad51.org/home/school-board/finance-committee/budget-2018-2019>

**2016 Comprehensive Plan Committee Survey - Question 8. What services or facilities would you like to see improved, expanded, or developed over the next ten (10) years?**



The majority of respondents would like to see broadband service, the Memorial School facility, a community center, elderly services, or strategic purchase of open space by the town developed, expanded, or improved. A significant minority (>40%) would also like to see expanded youth program, parks, and recreation, or expanded adult programs developed, expanded, or improved.



**CHAPTER 8: FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN**

**Overview**

This plan establishes a framework for long-range programming and financing for the replacement and expansion of public facilities and services. A primary goal is to anticipate major expenditures and to prioritize and schedule the funding of these projects in a fiscally sound manner that minimizes drastic changes in tax levels. By anticipating future needs, the Town is better able to take advantage of outside funding opportunities as they arise. There are three major approaches to paying for capital needs: (1) payout now 100% of the cost; (2) borrow and pay debt service; and (3) save and buy, through a sinking fund/reserve account. A balanced capital investment program may use all three of these approaches, plus other funding mechanisms depending upon circumstances, such as lease purchase agreements, grants, special assessments, trust funds, user fees, and impact fees.

**GOALS**

1. Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
2. Maintain a cost-effective long-range programming and financing process for the replacement and expansion of public facilities and services required for existing and projected growth and development.
3. Adopt a Master Facilities Plan that produces results for the present and future growth of all municipal facilities.
4. As of the end of the FY2017 year, the Town had paid off all debt service; the Town will incur new debt service with the completion of the construction of Wescustogo Hall & North Yarmouth Community Center in the year fiscal year FY2020.

**Funding Government**

The budget is prepared and presented using a zero-based budgeting method that is considered to be the best management practice by municipal managers and auditors. This method takes into account all anticipated revenues to be received and all disbursements. Current trends and conditions are shown in Table and Figure 8-1.

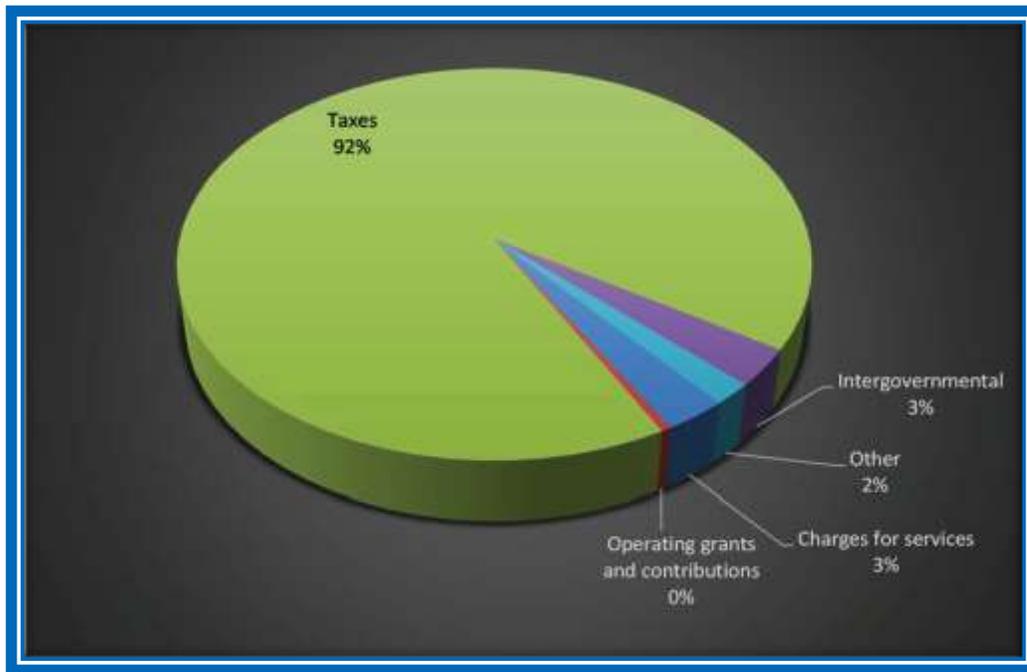
*Revenues*

<sup>1</sup> Table 8-1 Town Revenue 2012-2016

Fiscal Year	2012	2013	2014	2015	2016	Difference	%
Charges for Services	\$ 267,671	\$ 340,494	\$ 914,288	\$ 331,380	\$ 257,000	(\$10,671)	(28.56%)
Grants/Contributions	n/a	\$ 295,666	\$ 183,877	\$ 93,949	\$ 39,958	n/a	n/a
Property Taxes	\$6,239,687	\$6,673,733	\$6,838,078	\$7,181,672	\$8,263,952	\$ 2,024,265	32.45%
Excise Taxes	\$ 628,260	\$ 688,814	\$ 725,959	\$ 786,761	\$ 830,850	\$ 202,590	32.25%
Intergovernmental	\$ 350,679	\$ 321,070	\$ 256,711	\$ 267,993	\$ 306,289	(\$44,390)	(12.66%)
Investment Earnings	\$ 14,028	\$ 13,202	\$ 17,405	\$ 23,485	\$ 49,455	\$ 35,427	252.55%
<b>Total Revenues</b>	<b>\$7,414,984</b>	<b>\$8,332,979</b>	<b>\$8,936,318</b>	<b>\$8,685,240</b>	<b>\$9,747,504</b>	<b>\$2,332,520</b>	<b>31.46%</b>

<sup>1</sup>Source - Annual Town Audit Reports

<sup>1</sup> Figure 8-1 Town Revenues by Source



The primary source of funding for municipal services and facilities is the property tax, which covers land, buildings, and personal property taxes.

<sup>2</sup> Table 8-2 Property Valuation and Taxation

Year	Local Valuation	Property Taxes	Tax Mil Rate*
2012	474,996,664	6,189,855	13.12
2013	478,285,933	6,672,089	13.95
2014	425,079,692	6,785,050	16.38 **
2015	418,307,619	7,173,976	17.15
2016	422,299,869	7,398,694	17.52
Change	12.48% decrease in valuation	19.53% increase in tax collection	3.36% increase in mil rate

Mil rate is the amount of tax per \$1000 in property valuation.

\*\*Town-wide revaluation completed, lower property values created a significant mil rate increase.

- As of the fiscal year July 1, 2017, to June 30, 2018 (FY18) the Town Assessor conducted a town-wide property value assessment that raised the total town valuation and decreased the mil rate to 16.27 per \$1,000 in property value.
- As of the fiscal year July 1, 2017, to June 30, 2018 (FY18) the Select Board voted to no longer collect Personal Property tax.

<sup>1</sup>Source - Annual Town Audit Reports

<sup>2</sup>Source - Tax Commitment Assessment Reports



# Town Comprehensive Plan - North Yarmouth, Maine

## Expenditures

The annual budgeting process calls for expenditures to be reviewed for the past three (3) years and the first six (6) months of the current operating year. Each Department Head is responsible for prepare their departments budget, reviewing it with the Town Manager for final budget presentation. Each department and or division is presented by the Town Manager to the Select Board and the Budget Committee with justifications for each line item expenditure; final budget approval takes place at the Annual Town Meeting.

<sup>1</sup> Table 8-3 Municipal Expenses 2012-2016

Category	2012	2013	2014	2015	2016	Difference	%
General Government	\$400,147	\$441,032	\$420,329	\$467,547	\$496,498	\$96,351	24.08%
Community Services	\$328,841	\$573,086	\$278,499	\$185,836	\$171,224	(\$157,617)	-47.93%
Public Safety	\$255,545	\$309,035	\$240,211	\$349,116	\$333,026	\$77,481	30.32%
Public Works	\$555,611	\$844,422	\$597,072	\$653,873	\$582,658	\$27,047	4.87%
Fixed Expenses	\$271,754	\$263,741	\$364,717	\$326,464	\$475,921	\$204,167	75.13%
Solid Waste/Recycling	\$299,767	\$363,551	\$242,138	\$197,370	\$192,170	(\$107,597)	-35.89%
County Taxes	\$250,291	\$254,763	\$273,023	\$279,732	\$293,370	\$43,079	17.21%
Education	\$4,972,476	\$5,492,347	\$5,595,923	\$5,897,620	\$6,329,902	\$1,357,426	27.30%
*Debt Service	\$17,688	\$52,046	\$103,704	\$100,596	\$66,880	\$49,192	27.81%
Capital Projects	0	--	--	\$86,275	\$51,810	\$138,085	100.00%
Capital Investments	\$316,341	\$187,654	\$82,983	\$68,793	\$65,000	(\$251,341)	-79.45%
<b>Total</b>	<b>\$7,668,461</b>	<b>\$8,781,677</b>	<b>\$8,198,599</b>	<b>\$8,613,222</b>	<b>\$9,058,459</b>	<b>\$1,389,998</b>	<b>18.12</b>

## Policies

1. Maintain an adequate, up-to-date, and equitable property tax system.
2. Continue to utilize the Capital Investment Planning Process and expand or change as necessary to meet the needs of future growth and development.
3. Utilize the Capital Investment Planning Process and expand or change as necessary to meet the needs of all Municipal facilities, Public Works and Fire Rescue Department equipment and vehicle needs, and all other identified capital reserve planning.
4. Maintain a balanced capital investment program that utilizes the most cost-effective and efficient funding mechanisms providing level funding with a stable tax impact. Work to increase revenues from sources other than the property taxes, such as grants, special assessments, trust funds, and user fees.

<sup>1</sup>Source: Town Reports, Auditor's Reports, Financial Reports; \*The Town entered Fiscal Year 2018 with no debt service.



# Town Comprehensive Plan - North Yarmouth, Maine

- In 2006 (FY 2007) the Town approved the change from a calendar fiscal year to a July 1<sup>st</sup> to June 30<sup>th</sup> fiscal year, and changing to property tax bills with two payments per year (April and October) to improve cash flow thus reducing the need to borrow money (Tax Anticipation Notes - TAN) to operate town government in anticipation of property tax income.

## STRATEGIES

### Property Tax Assessments

- The tax assessor reviews the town's taxable property on a regular basis, focusing on making town-wide adjustments as needed to avoid the effects of a revaluation, providing for a more consistent property tax alignment with current property value trends.
- Ongoing - Update the town tax maps on an annual basis.
- Ongoing - Maintain the performance of the Geographic Information System (GIS), designed and implemented in 2017 and expand the database by using temporary employment resources.

### Capital Investment Planning

- Continue to utilize and maintain the current budgeting process and planning to include Heavy Equipment and Vehicle replacements, Master Facilities Plan, Technology, Future Land, Parks & Recreation, Roadway Maintenance, and contingency funds.
- Provide for budget planning impacts that do not fluctuate from high to low, year to year.
- Identify new investment needs that can be funded by capital investment planning.

### Non-property Tax Revenues

- Sustain and enhance the collection of fees and other non-property tax revenues.
- Research and apply for public and private grants, as appropriate.

**Accountability:** The Select Board, Budget Committee, Town Manager and Department Heads are responsible for the development and ongoing maintenance of the Capital Improvement Plan.

<sup>1</sup> Table 8-4 Capital Improvement Planning Town Reserves FY17

<u>Fund</u>	<u>Description</u>	<u>Beginning Balances</u>
220-21	Heavy Equipment & Vehicles (Public Works/Fire Rescue)	\$589,361.58
220-22	Technology & Communications	\$30,439.16
220-23	Future Land Purchases	\$18,211.64
220-24	Parks and Recreations	\$27,933.56
220-25	Municipal Facilities and Grounds	\$39,075.22
220-26	Contingency Reserve	\$1,280.88
220-32	Records Preservation	\$155.15 *
	Total	\$706,302.04 **

\* Specified Reserve - projected to end in FY19; all other reserves are permanent planning reserves.

\*\* Funds are maintained in an investment portfolio until needed; interest is reported on a quarterly basis.

<sup>1</sup>Source - Annual Town Audit Reports



## Chapter 9: LAND USE - A STRATEGY FOR CONSERVATION AND GROWTH

### Introduction

North Yarmouth is a rural community that over the past three decades has seen steady suburban residential growth fueled by reasonable housing costs in the region and the excellent reputation of the school district. The previous Comprehensive Plan recognized that North Yarmouth had one of the highest population growth rates in the region. To manage growth, the plan called for the adoption of a growth cap program and the creation of a Farm and Forest District. After adoption of the growth cap, regional growth pressure slowed as result of the 2008 housing market collapse and Great Recession. As in 2004, the Town is still functioning with limited administrative staffing, limited public works capacity, no local police protection, and an almost entirely volunteer fire rescue department with paid paramedic backup by Yarmouth. Additionally, there is still very limited municipal infrastructure within the proposed growth areas: no sewer, limited water, and limited pedestrian amenities to support the desired growth pattern that the Town desires.

North Yarmouth wants to see careful, managed growth and economic development. This Comprehensive Plan proposes a dramatic change in zoning to direct new growth to where the Town would like to see a vibrant, walkable, mixed-use Village district to emerge while at the same time strengthening the rural areas of town by dis-incentivizing suburban sprawl. Development is desired where land has already been developed and where public services and facilities including public water and municipal/community buildings, can most efficiently and cost effectively be provided. Further, continued maintenance of the Farm and Forest District's zoning standards play an integral part to achieving compact, sustainable, village-scaled development.

For these reasons, this plan looks carefully at the environmental systems of the town, opportunities and constraints to development, historical settlement patterns, and citizen preferences for where the community feels growth should be directed. This plan sets forth policy proposals to continue to support the growth in the Village Center and Village Residential Districts, while preserving the growth cap in the Farm and Forest District, and modernize land use regulatory tools to accomplish growth in the village center and maintenance of rural economies and landscapes in the rural areas.

### **GOALS**

1. Establish a clear land use pattern that safeguards the North Yarmouth and Yarmouth public water supplies, encouraging the use of Advance Waste Water Treatment Systems and other technologies.
2. Establish a walkable, mixed use, village-scaled land use pattern that defines and directs growth to the Village Center and supports new housing, businesses, and a rich civic life.
3. Establish a new rural hamlet with a strong neighborhood commercial center at the intersection of Route 231 and Route 115, supported by a mix of housing types and lot sizes.
4. Establish a clear land use pattern that supports rural character in the rural areas, preserving open space, farmland, and environmental resources while providing opportunities for rural economies to flourish.
5. Establish a Fabrication district to encourage growth and better utilization of existing industrial buildings and sites, promoting new contractors' yards, light manufacturing, food processing, light industrial, and creative industries.



## Town Comprehensive Plan - North Yarmouth, Maine

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6. Control the pace and timing of development and promote a land use pattern that will assure cost-effective and efficient delivery of public services.
7. Ensure that new development is compatible with the existing scale and rural character of North Yarmouth and does not negatively impact the site and/or surrounding areas.
8. Attain a goal of at least 60-70% of new residential dwellings to be located in the Village Center and Village Residential Areas over the next ten years.
9. Attain a goal of no more than 30-40% of new residential dwellings to be located in the Farm and Forest District over the next ten years.
10. Incentivize a diversity of housing sizes, types, lot sizes, and price points to be constructed in the Village Center and Village Residential Districts, with a goal of achieving approximately six new affordable housing units per year.
11. Protect high value plant and animal habitats and preserve, where feasible, large undeveloped habitat blocks, particularly those greater than 1,000 acres in size and/or associated with the Royal River, Chandler Brook, East Branch, Pratt's Brook, Deer Brook, and Knight's Pond Preserve.
12. Provide adequate administration and enforcement, including maintenance of up-to-date land use and natural resource information and online access to the GIS maps that are user-friendly and accessible to Town officials, developers, and the public with hopes of attaching all property permit info to the associated GIS map and lot file online.
13. Work with neighboring communities, the Greater Portland Council of Governments, State agencies, and active local not-for-profit organizations to address and coordinate growth and development in the region.
14. Continue dialogue with representatives of the Town of Cumberland and MSAD 51 regarding future school enrollment projections and growth within the two towns.

### **POLICIES**

- Adopt zoning standards to tie smaller village-sized lots to mandatory use of Advanced Wastewater Treatment Systems to protect public water supply recharge areas.
- Adopt zoning standards to permit pocket neighborhoods in the Village Residential and Village Center District, further reducing minimum lot sizes per dwelling unit with mandatory use of Advanced Wastewater Treatment Systems. Include mandatory maximum building footprint and square footage standards and parking standards to reduce surface water runoff.
- Adopt zoning standards to permit hamlet building groups.
- Adopt zoning standards to permit small apartment buildings, mixed use buildings, and inn buildings in the Village Center District.
- Amend permitted maximum structural heights in the Village Center and in hamlets to permit three story buildings.



## Town Comprehensive Plan - North Yarmouth, Maine

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- Adopt zoning standards to create a Fabrication Special District to allow expansion of existing industry and manufacturing business clusters, such as at the Walnut Hill Business Park and old gravel pit area, tied to the mandatory use of Advanced Wastewater Treatment Systems.
- Adopt zoning standards that require the creation of meaningful public space, trails, or set aside of open space based on scale of new development and considering proximity of other existing amenities and mapped critical natural resources.
- Adopt a municipal policy of using value per acre analysis of new development before committing municipal funding programs or resources to new infrastructure, in particular outside of the designated growth area.
- Adopt a Tax Increment Financing policy that supports use of credit enhancement for the construction of missing middle housing types including: mixed use buildings that incorporate main floor commercial with upper story residential apartments; 10% affordable rental apartments in buildings mixed with market rate rental apartments; pocket neighborhoods with a minimum of 25% rental units; and construction of assisted living facilities for seniors.
- Conduct ongoing Planning Board and Code Enforcement Officer training to ensure efficiency of permit processing and application review.
- Work collaboratively with the Yarmouth Water District (YWD) to review and amend the Groundwater Protection Overlay District map to align with YWD data and evaluate and adjust performance standards considering needs for groundwater protection and a desire for additional development in the Village Center and Village Residential Districts and new Fabrication Special District.
- Implement a purchase of development rights, transfer of development rights, and/or land banking programs that compensate landowners and allow development rights to be shifted from rural areas to the designated growth area.
- Increase the annual contribution into the Town's land reserve fund to allow for opportunities to work with nonprofit conservation organizations (Royal River Conservation Trust and Maine Farmland Trust) to purchase properties for conservation purposes or purchase conservation easements.

Amend zoning, as needed, to address the following general standards:

- Require permits for the creation of new lots and driveways to ensure adequate access for emergency vehicles, to maintain safe access to public roads, and to maintain an orderly development pattern.
- Continue to require adequate lot sizes, sewage treatment, protection of water resources, minimization of soil erosion and sedimentation, etc. See Chapter 6, Natural Resources, Recreation, and Open Space.
- Continue to restrict obnoxious or injurious noise, air emissions, odors, smoke, glare, dust, fumes, and water materials.
- Continue to regulate earth removal, including gravel pits.



## Town Comprehensive Plan - North Yarmouth, Maine

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- Require access management, including adequate sight distances for all driveways and access roads.
- Require that homebuilders and developers design their developments with consideration to mapped conservation networks and existing open spaces and trails identified within this plan.
- Continue to allow home-based occupations throughout town as long as they are clearly incidental to residential uses.
- Continue to regulate junkyards, automobile graveyards, mass gatherings, and other uses that might negatively impact neighborhoods. Consider the need to add campgrounds. The standards should address the unique aspects of each of these uses, such as traffic, noise, light, dust, crowd containment, environmental hazards, and minimizing adverse impacts on surrounding properties.

In site planning and subdivision review, require or continue to require the following:

- If a project creates more than 30 residential units, require a municipal facilities and services impact analysis and mitigation to ensure that new development does not overtax public services and facilities, including roads and fire.
- Continue to require performance guarantees or other similar requirements to ensure that developers provide adequate facilities for their developments e.g., roads, water and sewer extensions if applicable, sidewalks.
- Encourage developers to meet with abutters and neighbors to conduct pre-application meetings to address any neighborhood concerns prior to development review.
- From time to time, review and amend as necessary the Subdivision regulations to ensure that they are consistent with the goals of this Plan.

Administratively, continue to undertake the following:

- Increase administrative staffing for planning and land use regulation and enforcement. Periodically review administrative and enforcement levels to determine if there is a need for additional staffing and/or funding. This review should occur at least every five years or when major changes are made to the regulations.
- Maintain consistent and clear procedures for obtaining permits and allowing public review of proposed projects.
- Expand and continue to update the function and accessibility of the GIS system for mapping and data compilation to include property tax, code files, land use, natural resource, transportation and public facilities data. Take advantage of state or GPCOG technical assistance.

### **Regulatory Framework**

The Town currently has four distinct zoning districts: Village Residential, Village Center, Farm and Forest, and Resource Protection. As identified above, the most notable zoning policy adjustments would need to occur for the Village Center and Village Residential District to better achieve the visions for each of those districts. Therefore, Village Residential and Village Center descriptions are



aspirational, and zoning district purpose and standards will need to be amended to accomplish the vision for each.

The ***Village Center District*** is the civic and cultural core of the community and a growing center of commerce. It consists of village-scale mixed uses surrounded by village residential neighborhoods. Buildings are spaced more closely together, reflecting the typical scale and form found on Main Streets in small Maine villages. Streets function as public spaces that facilitate mobility for pedestrians, bicyclists, and cars. Parking on-site, if provided, is located behind buildings accessed by driveways or rear lanes. Site design and landscaping is more formal, consistent with the character of a downtown. Building form and scale is consistent with the existing village character, which includes a range of small to large houses, connected farmhouses, barns, shops, fabrication buildings, and small mixed-use buildings. New village development is sensitive to the existing historic character, topography, and natural resources of the area. Parks, playgrounds, and open spaces are located within walking distance of all areas of the district.

The ***Village Residential District*** surrounds the Village Center District with a diversity of housing types and lot sizes supporting a multigenerational community. Some commercial businesses such as the corner store, bakery, pub, coffee shop, market, and makerspaces may be located at the center of pedestrian sheds in residential neighborhoods. Similarly, schools and other civic uses and buildings can be found at the center of neighborhoods. Accessory apartments and home-based businesses accessory to residential living are encouraged. Streets are designed to be narrower, supporting walking, bicycling, and general safety for children and seniors and reducing noise impacts to adjacent homes. Each neighborhood has access to a park or playground within a 5-minute walk from where people live. Lots vary in size to permit innovative neighborhood designs including pocket neighborhoods with small cottages clustered around a shared landscaped space, to estate lots supporting rural activities at the edge of the Village Residential District.

The ***Farm and Forest District*** preserves the rural landscapes of North Yarmouth, protects existing and future water supplies, and conserves forest and farmland, wildlife habitat, and high-priority open spaces. Important environmental systems in the Farm and Forest District include the Royal River Corridor, Pratt's Brook Corridor, and the Deer Brook-Knight's Pond Preserve area. This district allows low-density residential uses (1 unit/3 acres) and supports resource-based land uses, such as forestry, agriculture, and low-intensity outdoor recreation. Conservation and/or cluster subdivisions that preserve at least 50 to 60% of the land in open space are required. Home occupations and other compatible, low-intensity non-residential uses are permitted, but must be designed to be consistent with the purposes of this district. Land uses that generate considerable traffic or require access to public services or facilities are restricted. Access management and preservation of rural scenic character is maintained through site distance requirements, curb cut limitations, screening, and preservation of natural buffers along the main roads. The rate of new residential construction is limited in these areas.

**Clustered housing development and/or open space development** is mandatory in the Farm and Forest District, Residential Shoreland District, and the Resource Protection District, and optional in the Village Center District and Village Residential District. The provisions allow modification of minimum lot size, street frontage, maximum lot coverage, and setbacks to permit innovative approaches to development and environmental design in accordance with the standards. Subsection C.7.b of the Land Use Ordinance allows for a density bonus of up to 20% for the inclusion of public open space for recreation and protection of high-value scenic areas. The design standards of this ordinance (specifically, how net residential acreage and the required percentage of land set aside) should be evaluated to determine if enough incentive is created to promote its voluntary use in the Village districts.



## Town Comprehensive Plan - North Yarmouth, Maine

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The Town has three overlay districts that regulate special environmental systems and resources: Residential Shoreland Zoning, Natural Resource Protection District, and the Groundwater Protection Overlay District. Additional environmental protection standards in the zoning ordinance include Brook, Pond, Vernal Pool, and Wetland buffers requiring structural setbacks to resources.

The **Natural Resource Protection District** provides the highest level of protection in areas where development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values when associated with wetlands and shorelands. The Natural Resource Protection District includes:

- 100-year floodplains.
- Areas within 250 feet from Royal River, Chandler Brook, and East Branch.
- Areas within 150 feet from Deer Brook, Toddy Brook, and Pratt's Brook.
- Areas within 150 feet of the Deer Brook wetland and Knight's Pond.
- Wetlands greater than 2 acres in size and smaller wetlands when identified as having high value for wildlife habitat, flood prevention, water quality preservation, etc. includes consideration for an adequate wetlands buffer consisting of a 50-foot zone of no disturbance and a build setback of 75 to 100 feet.

The **Shoreland Zoning Overlay District** was established in accordance with the provisions of 38 M.R.S.A Section 435 et seq. to:

- Further the maintenance of safe and healthful conditions.
- Prevents and controls water pollution. protects fish spawning grounds, aquatic life, bird and other wildlife habitat.
- Protects buildings and lands from flooding and accelerated erosion.
- Protects archaeological and historic resources.
- Protect wetlands.
- Control building sites, placement of structures and land uses.
- Conserve shore cover and visual as well as actual points of access to inland waters.
- Conserve natural beauty and open space, and
- Anticipate and respond to the impacts of development in shoreland areas.

The **Royal River Corridor Overlay District** (includes Chandler Brook and the East Branch) includes land areas within 500 feet on either side of the Royal River, Chandler Brook, and the East Branch. The Royal River Corridor Overlay District is designed to provide additional standards to preserve the Royal River Corridor, including the Chandler Brook corridor and the East Branch corridor as greenways in open space uses. The purpose of the Royal River Corridor Overlay District is to:

- Preserve open space and conserve natural beauty.
- Protect wildlife habitat and corridors.
- Protect water quality.
- Protect archaeological and historic resources.
- Provide passive recreational corridors.
- Control building sites and placement of structures and land uses, and
- Anticipate and respond to the impacts of development in the river corridors.

The **Groundwater Protection Overlay District** is designed to maintain and preserve critical groundwater resources associated with existing and future public and private water supplies, including wellhead protection areas for Yarmouth Water District wells. The protection of groundwater is critical to promoting the health, safety, and general welfare of the residents of North Yarmouth and other



users of the public water supplies. This district map was delineated based on topography. The Yarmouth Water District is in the process of mapping areas of critical influence to wells, as part of a Water System Master Planning effort. Where additional density is desired in areas of the Village Center and Village Residential Districts and are also subject to this overlay district, the map may need to be amended and the standards evaluated and adjusted to provide a tiered set of performance standards corresponding to level of needed protection.

### **Building Cap**

The Town enacted a building cap program to restrict the number of annual building permits per year across all zoning districts. Through this comprehensive planning process, the Town has identified the need to make adjustments to zoning and municipal policies to more proactively see a downtown Village Center emerge. To that end, this plan recommends that the building cap be lifted for the designated growth area within a period of three years. During the three-year preparatory period, the Town will continue its efforts to carefully master plan the Village Center to identify more specifically where development should occur and what form it should take, implement zoning amendments, and structure financial incentives and tools to help offset the costs of municipal infrastructure that will be needed to support growth. Additionally, this time period will give the school district time to work with the Town to understand how lifting the building cap and zoning amendments may affect school enrollment. The building cap will, however, remain in place for the Farm and Forest District, where the program has been successful controlling the pace of growth in the rural areas. In summary, maintaining the cap for the next three years in the designated growth area will allow North Yarmouth to prepare for new growth, by:

- Master planning a Village Center to identify where new development should occur and what the infrastructure expansion needs will be to support development (streets, public spaces, municipal facilities and services, and pedestrian improvements).
- Improving timing with respect to the development of a new Yarmouth Water District water supply and connector lines that will support the Town's growth area designation.
- Allowing the Town of North Yarmouth to implement a TIF program to help offset infrastructure improvement costs, and
- Addressing critical affordable housing needs and the barriers to creation, including evaluation and amendment of zoning policies.

Lifting the cap alone will not address the lack of affordable housing. Without the cap, development will proceed as it has in the past (i.e., large homes on 3-5 acre lots) instead of at higher densities that would allow for more naturally occurring affordable housing options.

Area towns, such as Cumberland, Gray, Freeport, Yarmouth, and Falmouth have the administrative capacity and major infrastructure in place (such as town planners and engineers, sewer and water systems, paved shoulders, and walkways connected to village or service centers) to accommodate higher density development, including affordable housing. While North Yarmouth is responsibly preparing to accommodate this kind of growth, we would hope that this infrastructure is maximized in the towns where it is currently available. The residential building cap in the growth area will allow time for North Yarmouth to catch up with its suburban neighbors to prepare for additional growth.