

# 2006 Update of the Comprehensive Plan

Town of Scarborough  
July 19, 2006



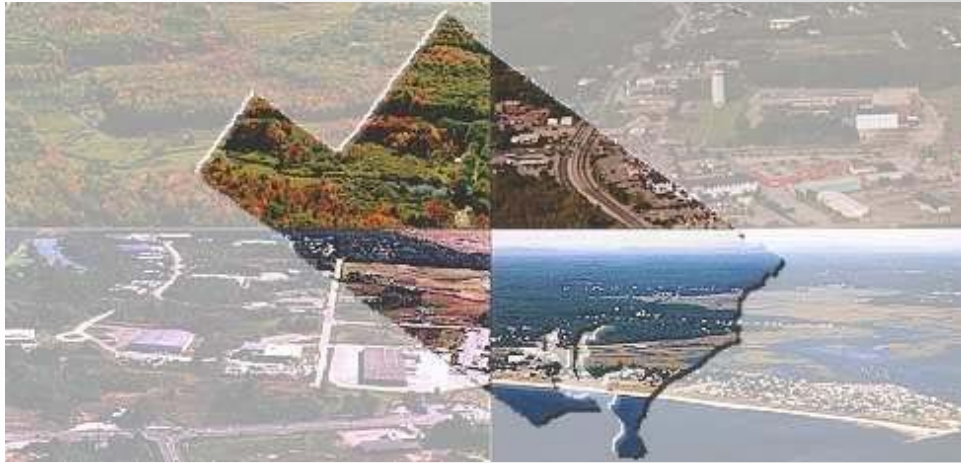
Approved by the Comprehensive Plan Update Committee — May 30, 2006

Adopted by the Town Council — July 19, 2006

SCARBOROUGH TOWN COUNCIL  
ORDER ADOPTING COMPREHENSIVE PLAN

The Scarborough Town Council adopted the 2006 Update of the Scarborough Comprehensive Plan on July 19, 2006. The Council's order follows:

Be it hereby ordered: that the "2006 Update of the Scarborough Comprehensive Plan" prepared by the Town of Scarborough Comprehensive Plan Update Committee, dated July 19, 2006, together with the previously adopted report entitled "Guiding Growth and Public Improvements on Route One" prepared by Terrence J. DeWan & Associates, dated June, 1993, are accepted, approved and adopted as the Comprehensive Plan for the Town of Scarborough.



# 2006 Update of the Comprehensive Plan Scarborough, Maine

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The Update Committee thanks all of the people who attended the public meetings or provided input on the Update by phone or email. The committee also wishes to thank those who assisted the committee in its work including Harvey Rosenfeld, (Scarborough Economic Development), Gary Lorfano (Scarborough Sanitary District), David Beneman (Scarborough School Board), Sue Foley-Ferguson and members of the Scarborough Housing Alliance, and Rick Seeley (Greater Portland Council of Governments).

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## **Introduction and Overview**

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The 2006 Update of the Comprehensive Plan (Update) is intended to guide the Town's decisions about how the community should and should not grow and develop and what is important in that process of change. In essence, the Update attempts to establish a framework for the Town to use to guide and manage the change that is likely to occur in Scarborough so that our quality of life is maintained and enhanced. The Update includes recommendations for revisions to the Town's land use regulations, funding for the facilities needed to service anticipated growth, and policies with respect to a range of issues including the protection of natural resources, transportation, and housing.

This Update continues the Town's established long-range planning process. In 1994, the Town adopted a Comprehensive Plan. That plan established a broad direction for the community and has served as a helpful guide in managing the growth of the community. As of 2005, many of the aspects of the 1994 Plan have been implemented although parts of the land use recommendations were not. This Update builds on the policies of the 1994 Plan. In many cases, the Update maintains the basic policy directions of the current plan but fine tunes the proposals. This process was guided by the Vision for Scarborough developed as a starting point for the updating process (see Appendix B). In other cases, the Update addresses emerging issues such as affordable housing and development west of the Turnpike.

The Update was developed by the Comprehensive Plan Update Committee, an ad hoc committee appointed by the Town Council specifically for this task. The members of the committee were selected to be broadly representative of the community, and included representatives of the Town Council, Planning Board, School Board, Conservation Commission, different geographic areas, the development community, and various interests in the town. The committee was supported in its work by the Town's planning staff and an outside consultant. The committee met more than twenty-five times over almost two years to develop the Update. The committee held a series of neighborhood meetings early in the planning process and a feedback session on the draft of the Future Land Use Plan to get community input on the recommendations put forth in the Update. In addition, the committee held workshops with the Scarborough Economic Development Corporation, Scarborough Housing Alliance, Planning Board, and Town Council and representatives of the School Board and Scarborough Sanitary District.

The Update is divided into three parts plus appendices. Part A. Background includes Chapters 1 through 4. These chapters provide background information about Scarborough, what has been done since the 1994 Comprehensive Plan was adopted, how Scarborough has been changing, the Town's natural environment as well as the built environment, and the implications of these factors on the future of Scarborough. Much of the

## Introduction and Overview

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information in Part A is a summary of the detailed information provided in Appendix A.

Part B. Policies includes Chapters 5 and 6. These chapters set out policy objectives for guiding the future of Scarborough. Chapter 5 identifies the community's vision in the areas of population change, the local economy, natural resources, marine resources, historic, recreation, and cultural resources, land use, public water and sewerage, housing, transportation, public facilities, and fiscal resources. For each topic, the chapter establishes objectives related to the vision and recommended actions for achieving each objective. Chapter 6 is the Future Land Use Plan that provides more details on the desired pattern, type, and intensity of development in various parts of Scarborough.

Part C. Implementation includes Chapters 7 through 9. These chapters address what the community needs to do to carry out the objectives and land use directions established in Part B. Chapter 7 lays out a step-by-step implementation strategy including a recommended time frame for carrying out the recommendations. A major recommendation of this chapter is the establishment of an implementation committee to encourage, guide, and track the implementation of the Update's recommendations. Chapter 8 addresses the capital spending implications of growth and the recommendations of Part B. Chapter 9 looks at how the Town can address some of these issues from a regional perspective.

Appendix A includes inventories of the natural and marine environment, population, and the various components of the built-environment including land use, public facilities, utilities, transportation, and housing. Each section is intended to provide background information on the current conditions in Scarborough and the change that has been occurring since the 1994 Comprehensive Plan was completed.

Appendix B includes the Vision for Scarborough developed as a preliminary step in the process of updating the Town's comprehensive plan.

Appendix C contains a summary of the affordable housing analysis prepared by the Scarborough Housing Alliance.

The Update uses a number of terms to describe various types of housing including affordable housing, manufactured housing, multi-plex housing, and multifamily housing. These terms have specific meanings and are defined below:

Affordable housing as used in the Update means both owner and rental housing that is affordable to lower and moderate income households. Affordable owner housing includes units that a household with an income of up to 120% of the area-wide median income adjusted for household size (about \$77,300 for a family of four in 2005) can purchase using not more than 30% of the household's gross monthly income. Affordable rental housing includes units that a household with an income of not more than 80% of

## Introduction and Overview

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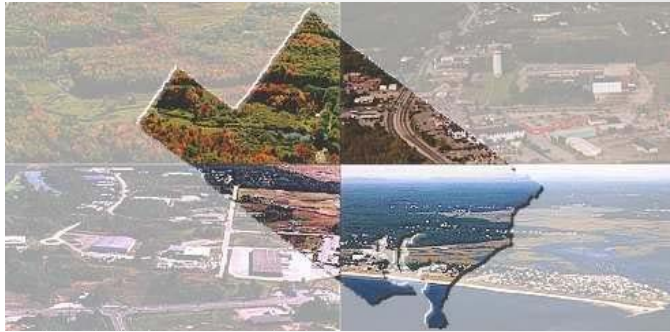
the area-wide median income adjusted for household size (about \$51,500 for a family of four in 2005) can rent using not more than 30% of the household's gross monthly income.

Manufactured housing means housing that is constructed in a manufacturing facility and transported to the site. Manufactured housing includes modular housing and "newer mobile homes". A modular housing unit can have one or more components and does not have an integral steel chassis so it must be transported on an independent chassis. A newer mobile home is a mobile home with an integral chassis that meet design standards including a pitched roof and residential appearance and that complies with federal codes for construction.

Multi-plex housing is a type of multi-unit housing. The Town currently limits the maximum number of units that can be located in a multi-plex building to eight or an average of six units per building if a project has more than one building.

Multifamily housing is another type of multi-unit housing. For the purpose of this Update, it is defined to mean multi-unit housing in which the number of dwelling units that can be located in a building is not limited.





# Part A. Background

Chapter 1. Past Planning Activities

Chapter 2. Recent Changes in the Community

Chapter 3. Overview of the Updated Inventories

Chapter 4. Implications for the Future of Scarborough

## Chapter 1: Past Planning Activities

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The Town adopted its current Comprehensive Plan in 1994. The 1994 Plan called for most development to occur within the designated “Growth Areas” while development would be discouraged in the designated “Limited Growth Areas”. In addition, the Plan identified a “No Growth Area” that essentially was the pre-existing resource protection area. A key element of the plan was the creation of “village compact areas” around Oak Hill and Dunstan. Following the adoption of the plan, the Town’s Long Range Planning Committee undertook an effort to re-write the Zoning Ordinance to bring it into conformance with the adopted plan. While some zoning changes resulted from this process, the Town was unable at that time to enact zoning amendments to address the plan’s recommendations to create a Dunstan Village Compact and to manage growth in the Limited Growth Area.

In spite of the initial mixed results in implementing some of the land use proposals in the 1994 Plan, the Town has had an active, on-going planning program guided in large part by the recommendations of the plan. The following summarizes a number of the Town’s major planning initiatives over the past decade:

- **1995 Libby River Watershed Management Study** – This effort looked at conditions within the watershed and proposed recommended management strategies.

- **1999 Higgins Beach Management Study** – This project was conducted by a Town-appointed advisory committee. The study analyzed existing conditions at the beach and made comprehensive recommendations for the future use and management of the area.
- **1999 Scarborough Open Space Study** – The study identified recommended open space goals for the Town, set out a menu of implementation options, and specifically recommended that the Town establish a land acquisition fund and develop the former Portland Twin Drive-In property as a town park. Both of those recommendations have been implemented.
- **2000 Growth and Services Committee Report** – This project analyzed the growth trends in Scarborough and the implications of that growth on the ability of the community to provide facilities and services to serve the growing population. One of the recommendations was to establish a town-wide residential development limit which was subsequently implemented.
- **2000 Facilities Master Plan** – This project was a comprehensive look at all municipal and school facilities to assess their current condition and capacity and to assess their ability to serve a growing community. The plan included

## Chapter 1: Past Planning Activities

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recommendations for capital investments in various areas.

- **2001 Impact Fee Study** – This effort looked at the use of impact fees to fund the needed enlargement of various capital facilities as a result of growth. As a result, the Town adopted an impact fee on residential development.
- **2001 Report of the Haigis Parkway Committee** – This committee looked at the proposal to create a high-quality business park adjacent to the new parkway linking the Turnpike to Route One. The committee proposed the creation of an enhanced zoning district and a funding mechanism for infrastructure improvements. Both of these have been implemented by the Town.
- **2003 Dunstan Traffic Study** – The Town looked at options for improving traffic flow and safety in the Dunstan area to allow for the creation of a Village Compact as envisioned in the plan.
- **2003 Vision for Scarborough** – As a prelude to the updating of the Comprehensive Plan, the Town undertook a comprehensive effort to develop a “vision” for Scarborough to guide the updating process. The vision is included in Appendix B.
- **2005 Scarborough Town Wide Transportation Study** – This project involved a comprehensive look at existing traffic conditions and likely future conditions in 2025. The study includes an

extensive list of recommended road and pedestrian/bicycle improvements to address current deficiencies as well as accommodate growth along with the estimated costs for the improvements.

- **2005 Affordable Housing Needs Analysis** – This project was undertaken by the Scarborough Housing Alliance in conjunction with the Town. The analysis looks at the housing needs of various segments of the community and makes recommendations for actions that the community can take to encourage the development of more affordable housing. Many of the recommendations are addressed in the Update (see Chapters 5 and 6). A summary of the analysis is included in Appendix C.

This 2006 Update of the Comprehensive Plan draws heavily on the 1994 Plan and on the various other studies and plans conducted since then, including those listed above. The Update continues to take a strong position on trying to influence the pattern of development by recommending higher density development in some parts of the designated Growth Area and limiting the rate of residential development that will be allowed in the designated Limited Growth Area. The Update proposes that the Town use a development transfer mechanism as part of this strategy to assure that owners of “rural” land are not financially disadvantaged as a result of this effort.

## **Chapter 2: Recent Changes in the Community**

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Since the Town adopted its current Comprehensive Plan in 1994, Scarborough has continued to grow and change. This chapter summarizes a number of the key elements of that change. A more complete discussion of the characteristics of Scarborough and change in the community can be found in the inventories in Appendix A.

### **A. Population and Demographic Changes**

During the 1990s, Scarborough experienced significant growth in its year-round population from 12,518 residents in 1990 to 16,970 residents in 2000. This growth has continued since 2000 even though the community adopted a town-wide cap on new housing units in 2001. The estimated 2004 population was about 19,000 residents. The year-round population is projected to grow to over 22,000 by 2015. This projection assumes that a town-wide cap on the number of new dwelling units will remain in place at a level similar to the current limit.

While Scarborough's population is getting older on average and the percentage of households that is elderly is increasing, the community continues to attract younger families with children. School enrollment grew significantly during the 1990s creating substantial school facility problems for the community. The adoption of the building cap appears to have leveled-off school enrollment and enrollment is projected to remain relatively stable in the future if residential development continues to be limited to current levels.

### **B. Economic Changes**

Scarborough has grown significantly as an employment center as well as a retail center. In 1980, there were a reported 3,516 jobs in Scarborough. By 2000, this had increased to 9,733 local jobs. To an increasing extent, the people who fill jobs in Scarborough commute here from other communities – in 2000, only a quarter of the jobs in Scarborough were held by people who lived in Scarborough.

Retail growth in Scarborough is reflected in taxable sales. Taxable retail sales have been growing significantly in recent years. More importantly from a regional perspective, Scarborough businesses are attracting a larger share of the regional sales of taxable goods. Scarborough's share of taxable retail sales in the Portland Suburban Economic Summary Area grew from about 25% in 1999 to 28% in 2003. Additional details on changes in the Town's economy are discussed in Appendix A.

### **C. Residential Development**

Between 1990 and 2002, over 2,000 housing units were built in Scarborough. As a result of the town-wide building cap enacted in 2001, residential development has been limited to around 125-150 units per year since then. Development has been spread across the community (see Land Use Inventory in Appendix A).

## Chapter 2: Recent Changes in the Community

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While much of the development over the past decade has been single-family homes on relatively large lots, the Town has also seen the development a large retirement community and a limited number of townhouse and apartment style units. There are a number of planned or proposed developments in the Route One corridor that will expand the type of housing being built in the community. These include the expansion of the Hill Crest manufactured housing community, the proposed “traditional neighborhood developments” at Oak Hill and Dunstan, and the potential conversion of the former Bessey School into elderly housing.

### D. Non-Residential Development

The commercial/industrial landscape in Scarborough has changed significantly over the past decade and is likely to continue to evolve over the coming decade:

- Payne Road/Mussey Road Area – This area has continued to develop as an extension of the Maine Mall with additional retail, service and hospitality uses. The planned Scarborough Gallery along with a new hotel, the post office distribution center, and possible future development in the Payne Road corridor will continue to reinforce this role.

- Route One North – The development of Maine Medical Center’s outpatient facility and research center has changed the character of development in this part of the community.

- Oak Hill – Continued redevelopment in the Oak Hill area and on the adjacent sections of Route One has increased the intensity of use in this area and has changed the character of the uses somewhat as more office and service uses emerged along with high-end automobile dealerships. Increasingly, multi-story development is occurring.

- Haigis Parkway – This area has not seen development activity but the recent completion of the infrastructure expansion to serve the district has set the stage for high-quality office/research/service development in this area.

- Enterprise Business Park – This area has begun to develop as a high-quality location for small and mid-size office, service, research, and light manufacturing operations.

- Light Industrial Uses – Development has absorbed most of the available land in industrially zoned areas so there is limited possibility for continued growth of these types of businesses in Scarborough under current conditions.

## Chapter 3: Overview of the Updated Inventories

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The 1994 Comprehensive Plan contained extensive inventories of the Town's natural and built environment including: population and demographics; local economy; natural, marine, historic, recreation, and cultural resources; land use data; public water and sewerage systems; housing data; transportation systems; public facilities; and fiscal capacity information. For each topic, the inventory presented the most recent or best available information to aid the planning committee, Town Council, and the community as-a-whole in making informed choices about the future of Scarborough. In the case of the natural environment, much of this information is still relevant but in terms of the population, economy, and built environment, that information is now dated.

Appendix A includes updated inventories on these same topics that supplement and update the information contained in the 1994 Plan. The updated inventories focus primarily on what has changed since the early 1990s or areas where newer or better information is now available. The inventories use the most recent data where possible but were prepared over time so that some data is now a year or two old but this does not change the overall pattern of change in the community. The inventories in the 1994 Comprehensive Plan remain part of the background information.

The following summarizes the information included in the updated inventories:

- The **population** inventory focuses on the growth and changes in the population since 1990
- The **local economy** inventory looks at Scarborough's current economic situation and how its economic role is evolving
- The **natural resources** inventory provides the most recent information on the community's resources
- The **marine resources** inventory provides current data on these resources and their utilization
- The **historic, recreation, and cultural resources** inventory provides an overview of the current status of these areas
- The **land use** inventory documents the amount and pattern of residential development since 1990 along with the current zoning requirements
- The **public water and sewerage** inventory provides updated information on the location and capacity of these systems
- The **housing** inventory identifies changes in the housing stock and assesses the need for additional affordable housing in Scarborough
- The **transportation** inventory documents the current transportation network and identifies areas with capacity or safety problems
- The **public facilities** inventory looks at the Town's municipal and school facilities and their ability to serve the Town in the future
- The **fiscal resources** inventory provides current information on the cost of operating the Town including the school department, the sources of

### Chapter 3: Overview of the Updated Inventories

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revenue that support these expenditures, and the Town's indebtedness for past capital investments.

The updated inventories included in Appendix A are not intended to be exhaustive treatments of these eleven topics. Rather they are designed to provide the key information that the Town Council, boards and committees, and the public need to consider in reviewing the recommendations of the Update and in moving forward with implementation of the proposed actions.

## **Chapter 4: Implications for the Future of Scarborough**

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The inventory and analysis is intended to provide the community with information about the town and the natural and built environment to enable informed decisions to be made about the future of the community. In addition, the inventory process is helpful in identifying the issues that need to be addressed in the Update of the Comprehensive Plan. Each of the inventories in Appendix A includes an “Issues and Implications” section that tries to summarize what the information means and the questions that need to be answered in the policy sections. The following provides a summary of the key implications identified in the inventory process:

### ***Population***

- Even with the town-wide building cap, the year-round population is expected to continue to grow although at a slower rate than in the 90s
- School enrollment is projected to stabilize if the town-wide building cap remains in effect at the current level

### ***The local economy***

- Scarborough’s location will create continuing opportunity/pressure for economic growth
- There is very limited land currently available to support industrial development
- Non-residential development on the west side of the Turnpike may be desirable but public sewerage is currently not available in this area

### ***Natural resources***

- The water quality of a number of surface waters including Red Brook and Phillips Brook does not meet established water quality standards
- Continued infill development and redevelopment creates the possibility for additional pressure on the remaining resource areas east of the Turnpike
- Development west of the Turnpike, even if it is very low density, can fragment habitat and impact the rural character and groundwater resources of these areas
- Continuing development increases the potential for encroachment on wetlands throughout the town

### ***Marine resources***

- There is increasing pressure on the Town’s marine resources including demand for additional moorings and limited parking near some recreational areas
- Dredging is needed on a more frequent basis to maintain the harbor
- Development needs to be carefully managed to maintain water quality
- Some forms of recreational activity need to be carefully managed to protect marine species



***Historic, recreation, and cultural resources***

- Development has the potential for threatening archeological sites
- Continuing population growth will increase the demand for recreation facilities, library services, and other cultural services

***Land use***

- Continued development west of the Maine Turnpike is changing the character of the area and creating the need for additional services in this area
- The area around Scarborough Downs is a potential opportunity for the Town
- Maintaining the identity of Scarborough's villages is becoming increasingly difficult as the land between the villages is developed

***Public water and sewerage***

- Some of the areas where the Town desires to accommodate growth such as the non-residential district west of the Turnpike is not currently served by public sewerage

***Housing***

- Rising housing costs are making Scarborough one of the least affordable communities in Greater Portland
- There is significant need for affordable housing in the community especially affordable rental units for lower income family and elderly households

***Transportation***

- The Town's transportation network is straining to accommodate the growing volumes of traffic with a number of areas with capacity or safety issues
- Additional growth will generate additional traffic that will need to be accommodated
- Transportation improvements may be needed in some of the areas planned for non-residential development to provide for adequate traffic movement
- The Town has limited pedestrian and bicycle facilities and the demand for these is increasing

***Public facilities***

- The continuing population growth results in a need for larger facilities to serve the community
- The public safety building is inadequate and overcrowded
- The schools are under strain and the intermediate school is outdated while the middle school is severely over capacity
- The municipal building is at capacity

***Fiscal resources***

- Expansion of the Town's public facilities will need to be funded in the future



# Part B. Policies

## Chapter 5. Policy Objectives and Actions

- A. Population
- B. Local Economy
- C. Natural Resources
- D. Marine Resources
- E. Historic, Recreation, and Cultural Resources
- F. Land Use
- G. Public Water and Sewerage
- H. Housing
- I. Transportation
- J. Public Facilities
- K. Fiscal Resources

## Chapter 6. Future Land Use

## **Chapter 5: Policy Objectives and Actions**

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While the primary focus of the 2006 Update of the Scarborough Comprehensive Plan is on managing growth and development and the future use of land in the community, there are a number of other important issues facing the Town. This section looks at those issues and establishes recommended policy objectives for eleven topic areas. For each objective, there are one or more recommended actions that the Town should undertake to accomplish the objective. This chapter also includes a set of performance targets that can be used to “measure” how well we are doing over time at meeting our objectives.

### **A. Population**

#### **Our Vision for Scarborough’s Population Growth**

Scarborough continues to be one of the fastest growing municipalities in Maine. This growth is carefully managed to assure that it does not outpace the community’s ability to provide services and facilities.

Our population is concentrated in the areas east and south of the turnpike, as well as in limited areas west of the turnpike, where present and potential water, sewer and other facilities allow relatively dense land uses and development. Segments of the population desiring large lot, rural housing reside west of the Maine Turnpike. The bulk of the growth, development and concentrated land

uses occur east of the turnpike and in the area west of the turnpike that is in close proximity to the Maine Mall regional center.

Our town maintains a diverse population with a range of housing types, densities and settings for residents of all ages and incomes. Our senior population continues to grow with high density senior housing and senior care facilities in our growth areas. Young professionals and couples increasingly reside in Scarborough with more attached housing and apartment-style dwellings available in and around our town centers. Residential neighborhoods with single-family housing continue to be established offering quality, pleasant environments for families.

#### **Our Objectives and Proposed Actions**

To achieve our vision of population growth and change, we establish the following objectives and corresponding actions:

***Objective A.1. Assure that population growth does not out pace the Town’s ability to provide appropriate facilities.***

**Action A.1.a.** Regularly evaluate the capacity of municipal and school facilities vis-à-vis population growth to determine their adequacy.

**Action A.1.b.** Maintain a cap on the number of new dwelling units that can be built in any year until the Town's municipal and school facilities adequately service our population increases.

***Objective A.2. Encourage growth in areas with access to adequate public facilities.***

**Action A.2.a.** Water and sewer utilities should be furnished by developers in association with new residential, non-residential or mixed use development and redevelopment (see Future Land Use Plan).

**Action A.2.b.** Growth areas should be in and around existing developed areas served by public utilities. They should be in proximity to public facilities with a focus on infill development and a concentration of development in and around our town centers, regional centers and existing residential areas (see Future Land Use Plan).

**Action A.2.c.** Residential dwellings and uses should be integrated in many of our existing non-residential areas served by water and sewer and in close proximity to public facilities and services to facilitate mixed use areas increasing the efficiency of land uses and public facilities (see Future Land Use Plan).

***Objective A.3. Maintain a diverse population.***

**Action A.3.a.** Allow and encourage a range of senior housing opportunities within our growth areas.

**Action A.3.b.** Allow apartment-style and attached housing units in both our mixed use districts and higher density residential districts (see Future Land Use Plan).

***Objective A.4. Assure that an appropriate balance is maintained between the affordability of housing in the community and the needs of Scarborough's public and private sector workforce.***

**Action A.4.a.** Encourage affordable housing through density bonus provisions within our residential areas and districts (see Housing Policies and Future Land Use Plan).

**Action A.4.b.** Allow a range of housing types in our growth and limited growth areas to facilitate housing choices for residents of all incomes and ages (see Future Land Use Plan).

## B. Local Economy

### Our Vision for Scarborough's Economy

Scarborough will have a robust and diverse local economy. We will be viewed as a community that welcomes good quality economic development. Economic activities will be an essential part of our community and will continue to pay a significant portion of our local property taxes. The community's role as a regional employment center will grow and we will host more businesses that provide high quality, well-paying jobs. At the same time, we will accommodate and

nurture our existing businesses as well as small, independent businesses and people who want to work at home. Residents should be able to meet most of their day-to-day needs within the community, if they desire, in a variety of neighborhood and community shopping areas.

Economic enterprises will be good “corporate citizens” and good neighbors. Businesses will be attractive and well designed to minimize adverse impacts on the community and their neighbors. Natural resources will be protected in the development process and undesirable impacts avoided. Traffic and other factors associated with commercial activities will not create problems for the community.

### Our Objectives and Proposed Actions

To move the Town in the direction set forth in our vision for the local economy, we establish the following objectives. For each objective, we set out actions that will be taken to accomplish that objective.

***Objective B.1. Economic growth will account for at least 25% of the Town’s increase in assessed valuation while maintaining the essential character of the community.***

Commercial and industrial development currently pays approximately 23% of the Town’s property taxes. As residential development continues, it will be essential that the non-residential component of the tax base grows at a faster rate so that the Town can continue to offer a high

level of municipal and educational services without inordinate increases in the property tax rate. To accomplish this objective, the Town will need to undertake the following:

**Action B.1.a.** Revise the Town’s land use regulations and zoning to provide an adequate supply of land that is zoned for economic growth in those areas designated for this purpose on the Future Land Use Plan and encourage the efficient utilization of this land.

**Action B.1.b.** Work with property owners, developers, the Scarborough Sanitary District, and the Portland Water District to provide appropriate infrastructure to serve economic growth within these areas. The Town should continue to use outside funding through grants and the Tax Increment Financing (TIFs) and impact fees to fund the extension or expansion of needed infrastructure including roads, sewers, and water.

**Action B.1.c.** Support the retention and expansion of the Town’s current business base by providing a reasonable regulatory environment for these businesses as well as access to the same types of assistance provided to businesses moving to or starting up in Scarborough.

**Action B.1.d.** Maintain an active economic development program through the Scarborough Economic Development Corporation (SEDCO) that promotes commercial and industrial growth in Scarborough,

markets the Town to the business community and partners with businesses, property owners, and developers to facilitate the retention, growth and attraction of desired businesses.

***Objective B.2. Commercial and economic development will be positive additions to the community that respect residential neighborhoods and the natural environment.***

Non-residential development, if it is not well planned and properly located, can have undesirable impacts on established residential areas and natural resources. While many of the designated non-residential areas are not adjacent to residential neighborhoods, there are some areas where there is the potential for concern. Similarly, many of the areas that are most appropriate for economic development have natural resource constraints such as wetlands that need to be protected in the development process. To accomplish this objective, the Town will need to undertake the following:

**Action B.2.a.** Revise the land use regulations to update the design and performance standards in the various non-residential zones to assure that new development is attractive, that it has minimal impacts, and that it provides for needed infrastructure improvements to service the development.

**Action B.2.b.** Revise the land use regulations to require the maintenance or creation of buffers where non-residential activity abuts residential uses or neighborhoods. The nature of the buffer should be

related to the type and scale of the use, the potential impacts generated, and the location. In developing areas, substantial buffers should be required where there is a transition from non-residential to residential uses. In already developed areas lesser provisions should be considered.

**Action B.2.c.** Update and strengthen the development review standards that require the protection of natural resources and/or the mitigation of impacts on these resources. These standards should require that a holistic approach be taken to maintaining resource values within these non-residential districts including the protection of an adequate functional buffer where appropriate, and the maintenance of a significant buffer along the Nonesuch River.

**Action B.2.d.** Explore the creation of standards for the social, economic, and fiscal impacts of non-residential development on the town and a related process for evaluating these impacts.

***Objective B.3. Small, independent businesses and home occupations will be accommodated and encouraged.***

Scarborough's economy is a mix of major regional and national businesses and local independent businesses. As economic growth continues, it is essential to the character of the community that small, local businesses be accommodated. This is especially important for businesses that provide neighborhood and community

services. In addition, the emerging 21<sup>st</sup> Century economy needs to be accommodated by assuring that residents have reasonable opportunities to “work at home” as long as they do not adversely impact their neighbors. To accomplish this objective, the Town will need to undertake the following:

**Action B.3.a.** Revise the Town’s land use regulations and zoning map to provide appropriate locations for local businesses as set forth in the Future Land Use Plan.

**Action B.3.b.** Revise the non-conformance provisions of the land use regulations (and zoning map if necessary) to make existing small, non-conforming, local businesses that provide desirable neighborhood or community services “conforming”. This will allow them to modernize and expand provided that they do not unduly impact adjacent residential areas.

**Action B.3.c.** Revise the land use regulations to allow for home-based offices and businesses that are more intensive than home occupations. These types of uses should only be allowed in areas where this can be accommodated without impacting residential neighborhoods, such as along arterial or collector roads or adjacent to commercial zones.

***Objective B.4. Scarborough will grow and attract businesses that offer high quality, well-paying jobs.***

Most employed Scarborough residents commute out of our community to work, while most of the people who work in Scarborough businesses live outside of our community and commute here to work. While this somewhat reflects the regional nature of the economy and labor force, it also reflects the nature of the jobs available in Scarborough. Scarborough’s location creates the potential for it to grow and attract businesses that offer higher quality, well-paying jobs. To accomplish this objective, the Town will need to undertake the following:

**Action B.4.a.** Limit development in some of the identified commercial and industrial areas to the types of businesses that are most likely to produce higher quality jobs as outlined in the Future Land Use Plan.

**Action B.4.b.** Financial incentives or other assistance from the Town should be targeted to businesses or developments that will attract businesses that are likely to result in a significant share of new jobs being “high-quality”. “High quality” means, on average, livable wage jobs that pay at least the hourly wage or salary equivalent needed to result in an annual gross income that is equal to 185% of the current Federal Poverty Guideline for a three person household as determined by the U.S. Department of Health and Human Services.

## C. Natural Resources

### Our Vision for Scarborough's Natural Resources

Scarborough continues to have one of the most productive and diverse ecosystems on the New England coastline. Scarborough continues to be known for its extensive wetlands, including the Scarborough Marsh, and its natural river corridors feeding into the Scarborough River estuary. The river corridors flowing through the Town, and the Scarborough Marsh itself, continue to serve as important wildlife habitat and corridors. The marsh and river systems, along with freshwater wetlands throughout town, continue to serve a vital role in controlling floodwaters, recharging groundwater, and filtering out pollutants from upland land uses.

Protection of these rivers and wetlands increases and expands, thereby providing clean water for recreation, water consumption, and flora and fauna. Existing aquifers throughout the Town are protected in order to ensure continued quality and use, while at the same time preventing saltwater intrusion.

Large undeveloped blocks of land are protected in order to ensure continued wildlife habitat, recreational opportunities, and stormwater retention. Critical wildlife habitat, including deer wintering areas, waterfowl and wading bird habitat, and shore areas with piping plover and least tern habitat, is preserved and restored where possible. Natural areas with unique and critical plant and animal species are protected and preserved.

The residents of Scarborough continue to be able to enjoy a wealth of natural resources and natural areas, while at the same time managing them for the use and benefit of future generations.

### Our Objectives and Proposed Actions

To move the Town in the direction set forth in our vision for our natural resources, we establish the following objectives. For each objective, we set out actions that will be taken to accomplish that objective.

#### ***Objective C.1. Protect and improve upon the quality of the Town's surface water resources, including great ponds, estuaries, rivers, and coastal areas.***

Most of the existing rivers, brooks, and streams within the various watersheds throughout Town currently fall within the Maine Department of Environmental Protection's water classification of Class SB for tidal portions and Class C for freshwater portions. There are a few segments of Class SA and Class B waters within the town. As the town continues to grow, it will be essential that existing and new development not jeopardize existing classifications. Specifically, discharges that cause negative impacts to aquatic life are not to be allowed in Class SA, Class SB, Class B, and other higher class waters. Discharges that cause adverse impacts to aquatic life are not to be allowed in Class SC and Class C waters. Efforts should also be made to improve, where practical, water classifications for Class C waters. To accomplish this objective, the Town will need to undertake the following:



**Action C.1.a.** The Town, through Code Enforcement, the Shellfish Committee, and other Town agencies/committees, should continue to seek out sources of pollution in the Town's streams, particularly those upstream sources that may affect (a) clam flats, (b) recreational areas, (c) critical wildlife habitat and unique natural resources, and (d) downstream communities.

**Action C.1.b.** Non-point sources of pollution should be limited through the following measures:

1. Continue support of programs that educate the community about ways to protect the water quality in the town, including the proper disposal of household hazardous waste and proper lawn care and landscaping methods such as bayscaping.
2. Assisting agricultural operations with technical and financial assistance (through the Cumberland County Soil Conservation Service, for example) to abate runoff from agricultural lands.
3. Incorporate "best management practices" into land use standards governing new or expanded farming and forestry, where contamination of downstream clam flats, critical wildlife habitat, and recreational areas, or violation of the State's water quality standards might otherwise result.
4. So that future development does not degrade these waters, areas adjacent to Class SA, Class SB, Class A, and Class B waters should be zoned appropriately, i.e. non-intensive, low density or conservation design development.
5. Assure that storm water from new development strictly adheres to federal, state, and local standards governing the rates, volumes, and quality of such runoff. The Town, through its Code Enforcement Office, should be diligent in making sure that stormwater management plans are implemented and maintained by developers and respective landowners.
6. Adopt a stormwater ordinance that not only addresses stormwater standards for developments within watersheds of a recognized urban impaired waterbody, but also controls and manages stormwater runoff from development projects adjacent to Class SA, Class SB, and Class A, and Class B waters.
7. Incorporate "low impact development (LID)" stormwater standards into the zoning ordinance, particularly for new developments which are not of a clustered, high density nature.
8. The Town, through its site plan and subdivision review procedures, should assure that erosion control plans for new development meet the Maine Department of Environmental Protection's erosion control standards, as specified in the manual, "Maine Erosion and Sediment Control Handbook for Construction: Best Management Practices," March 2003 or latest edition. The Town, through its Code Enforcement Office, should ensure that erosion controls are implemented and maintained.

**Action C.1.c.** Limit new development in the 100-year FEMA designated floodplains throughout the town, and adopt measures to prevent any new structures in such floodplains.

**Action C.1.d.** Maintain and enforce existing ordinances that protect vegetated buffers along water bodies, so these buffers can continue to filter out pollutants and sediments from runoff, protect banks from erosion, cool water temperatures, and provide other key water quality functions. In particular, the Shoreland Zoning Ordinance should be reviewed and updated as needed to ensure that it protects water bodies from adjacent land-uses.

**Action C.1.e.** Target floodplains, riparian corridors, and buffer zones along water bodies in land protection efforts, whether through the Town of Scarborough Parks and Conservation Land Advisory Board or other local conservation organizations, in order to maintain or restore vegetated buffers along water bodies.

***Objective C.2. Protect the quality and quantity of the town's groundwater resources, including aquifers.***

Many homes and some businesses within the town rely on aquifers as a water source. Protection of aquifers and other groundwater resources is key to such homeowners and businesses so they will continue to have a safe and sustainable supply of water. To accomplish this objective, the Town will need to undertake the following:

**Action C.2.a.** The Town should continue to sponsor and enforce its local plumbing code, which supplements the State Plumbing Code, including provisions that require conservative designs of septic systems placed over sand and gravel aquifers and adjacent to wetlands. The Town should explore revisions to its sewage disposal standards to allow the shared use of on-site sewage disposal systems to accommodate quality development, but only after addressing the management issues related to these systems to assure long term operation of the system through enforceable management structures.

**Action C.2.b.** The Town's zoning ordinance should restrict nonresidential uses that involve petroleum products and hazardous wastes over sand and gravel aquifers, as mapped by the Maine Bureau Geology, or other sources considered credible to and accepted by the community. To the extent that petroleum storage is essential to an allowable use, strict design standards must be incorporated into the plan. Special precautions must be taken where groundwater is the source of water supply.

***Objective C.3. Protect and preserve tidal and freshwater wetlands in order to improve water quality, provide wildlife habitat, moderate flooding, recharge groundwater systems, and provide recreational opportunities.***

The combination of local Shoreland Zoning, public ownership of much of Scarborough Marsh, and state and federal regulations provides significant protection to the

town's coastal and freshwater wetlands. However, federal and state regulations will issue permits for projects impacting up to 20,000 square feet of wetlands and will not require any mitigation measures. From 1995 to 2001, 43 such projects resulted in the cumulative loss of 9.75 acres of wetlands in the Town of Scarborough. During that period, an additional amount of wetlands were impacted, but were mitigated through the permanent protection of other existing wetlands, the enhancement of other existing wetlands, or the creation of new wetlands. In order to protect the greatest amount of remaining tidal and freshwater wetlands throughout town and decrease the amount of wetland impacts, the Town should undertake the following:

**Action C.3.a.** Continue to require landowners proposing to subdivide or develop their properties to inventory the property for wetlands, so boundaries of the wetlands can be accurately recorded.

**Action C.3.b.** The Planning Department should randomly submit wetland delineations for peer review in order to ensure proper delineation of wetlands by the applicants. The Planning Board and Code Enforcement Office should continue to have the discretion to have any wetland delineation peer-reviewed.

**Action C.3.c.** The Town should consider regulatory measures, beyond those already in place, that would protect high value wetlands (wetlands with a value of 4 or greater). Such additional measures could include expanded upland buffers beyond what is currently

required by the Shoreland Zoning Ordinance and other applicable Town and State regulations.

**Action C.3.d.** The Town should consider additional regulatory measures, beyond those already in place, that would protect the Town's river corridors, and lands adjacent to the Scarborough Marsh. Such additional measures could include expanded upland buffers beyond what is currently required by the Shoreland Zoning Ordinance and other applicable Town and State regulations.

***Objective C.4. Protect critical wildlife habitats, including deer wintering areas, waterfowl and wading bird habitat, and shore areas for piping plovers and least terns, and unique and rare plant communities.***

As development continues within the Town, critical wildlife habitats are increasingly vulnerable and deserve protection. At the same time, many existing protected open spaces that also provide critical wildlife habitat are increasing in popularity for recreational users. Adequate safeguards need to be in place so that such places are not overused, or "loved to death." To accomplish this objective, the Town should undertake the following:

**Action C.4.a.** The Town should adopt an ordinance that requires the clustering of development on any parcels that contain critical wildlife habitat and unique and rare plant communities, such that development is clustered away from the critical habitat and plant communities.

**Action C.4.b.** Target critical wildlife habitat and unique and rare plant communities in land protection efforts, whether through the Town of Scarborough Parks and Conservation Land Advisory Board or other local conservation organizations, in order to protect these important resources.

**Action C.4.c.** Besides the use of conservation easements or the outright purchase of properties, the Town should encourage use of preferential property tax opportunities for forest land in order to protect critical wildlife habitat and unique and rare plant communities.

**Action C.4.d.** Shoreland zoning, including resource protection zoning, and flood plain regulations should continue to be employed to protect floodplains, sand dunes, and other fragile resources associated with shorelines.

**Action C.4.e.** Existing Town owned parcels that contain critical wildlife habitat and rare and unique plant communities should be protected with conservation easements.

**Action C.4.f.** The Town should establish recreational management plans for any Town owned or managed parcels which include critical wildlife habitat. Such plans should properly address protection of critical habitats from certain types of recreational uses, and/or the frequency and duration of use.

***Objective C.5. Protect large undeveloped blocks of land that are of significant value to water resources and/or wildlife, and that may also be of secondary value to the community for recreational purposes.***

As development continues within the town, large undeveloped blocks of land may be increasingly under pressure to development pressures. The development of larger blocks of land fragments continuous large blocks of habitat that sensitive and/or wide-ranging wildlife species depend upon. As large tracts of forest are broken up, interior, woodland dwelling species of songbirds decline in numbers as do mammals such as fishers and bobcats. In order to protect large undeveloped blocks of land the Town will need to undertake the following:

**Action C.5.a.** The Town should adopt policies that allow and encourage the transfer of development rights from the less developed Limited Growth areas and very Low Density Residential Growth areas of Town to the other Growth areas of Town, as per the Future Land Use Plan (see Figure 1).

**Action C.5.b.** Target large undeveloped blocks of land in land protection efforts, whether through the Town of Scarborough Parks and Conservation Land Advisory Board or other local conservation organizations, in order to protect these open spaces.

## D. Marine Resources

### Our Vision for Scarborough's Marine Resources

Scarborough is a community that is fortunate to have marine resources that allow both commercial and recreation use. We will maintain these uses through continued attention to the condition of the commercial moorings and boat ramps at the mouth of the Scarborough River at both Pine Point and Ferry Beach. We will also continue to provide public access to the coastline at Pine Point and Ferry Beach and maintain and enhance the Town-operated facilities at those locations. We will, if the opportunity arises, lease or purchase a parking lot at Higgins Beach to provide continued public access for Scarborough residents. We will continue to protect our fragile coastal resources and wildlife habitats through review, and strict enforcement, of our shoreland, wetlands, and sand dune regulations. We will work with State and federal Agencies, particularly the Army Corps of Engineers, to provide beach restoration and dredging resources, if such funds are available. We will continue to support local committees, such as the shellfish committee, in an effort to preserve our valuable resources for current and future residents.

### Our Objectives and Proposed Actions

To move the Town in the direction stated in the vision for marine resources, we establish the following objectives. For each objective, we set forth actions that will be taken to achieve that objective.

***Objective D.1. Maintain a properly dredged main channel, with dredged spoils deposited in suitable areas, as identified by Town, State and Federal Officials.***

It has been shown over several years that the northerly movement of sand on beaches in Saco Bay results in a build-up of sand at Pine Point and in the Scarborough River. This makes the river barely navigable at low tide and reduces the number of moorings as well as restricting boat traffic in the harbor. Periodic dredging of the river by the Corps of Engineers must be scheduled in order to lessen this accumulation of sand. As future dredging occurs, the Maine Geological Survey can assist in determining which Scarborough beaches will benefit most from the sand obtained.

**Action D.1.a.** The Town should work with our Congressional Delegation in order to provide funding for the periodic dredging of the river.

**Action D.1.b.** The Town's Harbor Master should provide the best information as to when to plan for such dredging.

***Objective D.2. Protect and enhance important harvestable marine resources, including but not limited to, lobsters, clams, crabs, shrimp, scallops, and mussels.***

Marine environments in Scarborough, especially 200 acres of clam flats, provide valuable habitat for marine species, many of which are harvested by local

commercial and recreational fishermen. Attention must be paid to the potential sources of pollution that may affect the harvesting of clams and other marine resources. Increased awareness of human activities and land-uses that negatively affect marine resources and their habitats will be key. Specific land use activities and operations that are detrimental to marine resources and habitats should be rectified.

**Action D.2.a.** Maintain a continued awareness of the environmental effect on our marine resources through continued support of the Scarborough Shellfish Committee, and through educational efforts sponsored by the Town.

**Action D.2.b.** The Town, in cooperation with State agencies, should continue to enforce shoreland zoning ordinances, and cooperate in the enforcement of state laws that protect coastal wetlands, sand dunes, and marine habitats.

**Action D.2.c.** The Town should review its current ordinances, specifically the Shoreland Zoning Ordinance, to ensure they adequately protect marine resources from land-use activities.

**Action D.2.d.** The Town should encourage farming operations to adopt agricultural best management practices (BMP's).

**Action D.2.e.** The Town should encourage and support, when feasible and in cooperation with the property owners, the removal of development that has

been constructed over historic marshlands and other marine environments. These areas may then be restored to marsh or a related marine environment as part of a wetlands mitigation and/or open space preservation program.

**Action D.2.f.** The Town should actively pursue the remediation of stormwater pipes and other types of outfall pipes that directly discharge into a tidal water body, river, or tributary, through site plan review or by other practical and feasible means.

**Action D.2.g.** The Town should continue to upgrade public sewer lines in order to minimize leaks and line breaks.

***Objective D.3. Maintain the existing public marine related facilities and access points, and expand the number of access points and facilities when feasible.***

The Town over the years has invested in rest rooms, showers, and changing facilities at both Pine Point and Ferry Beach where the Town operates parking lots. Those facilities should be maintained and not allowed to deteriorate over time. Existing access points, including boat ramps and launches, also need to be maintained in good condition so they remain safe and usable for the public. In instances where the use of existing public access points and/or facilities is impeded, clarification of property rights needs to be addressed so that these access points are not blocked or become off-limits to the public. The Town should also pursue, when feasible, additional points of public access to the marine

environment for recreational and/or commercial use, as well as additional facilities such as parking lots, boat launches, restrooms, showers, and changing rooms.

**Action D.3.a.** Adequate funds should continue to be budgeted by the Town Council during each budget cycle in order to maintain all facilities that allow public access to our marine environment.

**Action D.3.b.** User fees should continue to be reviewed each year in order to make the maintenance of marine facilities as revenue neutral as possible.

**Action D.3.c.** The Town should continue to maintain boat ramps and boat launches in good condition in order to allow continued use by the public.

**Action D.3.d.** The Town should renovate/reconstruct the public dock at Pine Point in order to maintain and expand this recreational and commercial access point.

**Action D.3.e.** The Town should investigate the possible lease or purchase of the private parking lot at Higgins Beach in order to assure future parking facilities and the potential for restroom/changing facilities for the public.

**Action D.3.f.** Investigate the possibility of developing a drop-off point at Higgins Beach, in addition to any reservation of a long-term parking area.

**Action D.3.g.** The Town should annually review all existing public access points and facilities for any issues relating to property rights and/or infringement by abutters to the public's use of those access points and facilities. Any issues need to be addressed so as to maintain and protect public access.

**Action D.3.h.** The Town should study the possibility of introducing language into the Town's Subdivision Ordinance that would require the reservation of, at a minimum, a pedestrian access easement to the marine environment through any proposed subdivision which borders tidal waters that merit being accessed.

**Action D.3.i.** The Town should use funds from land conservation bonds and/or transfer of development fees, or work with land trusts and conservation organizations to secure from willing landowners new access points to the marine environment.

**Action D.3.j.** The Town should maintain the current number of moorings available in the harbor and should explore other possibilities for increasing the number of moorings available in a way that is not disruptive to marine species.

***Objective D.4. Maintain recreational opportunities that are not disruptive or damaging to marine resources and marine wildlife, and limit recreational activities which are disruptive and damaging to marine resource and marine wildlife.***

The marine resources in Scarborough offer numerous recreational opportunities. However, some activities are disruptive and damaging to marine resources and the marine environment. Specifically, motorized boat activity at speeds greater than headway speed in areas of the marsh has become an increasing problem as the resulting wake activity erodes banks and disturbs nesting waterfowl. Some motorized boat users increasingly treat the Nonesuch River, the Spurwink River, and others as high-speed slalom courses when tides permit. State regulations mandate that all motorized boats can travel no faster than headway speed within two hundred (200') feet of a shoreline, which translates into leaving no wake. The Town should increase educational efforts to inform boat users of existing laws, and should also increase enforcement of existing boating laws.

**Action D.4.a.** The Town should continue to support existing efforts by the Harbor Master to enforce boating laws, and should find new ways to increase enforcement of boating laws.

**Action D.4.b.** The Town, through the Harbor Master and other applicable departments and committees, should continue and augment educational outreach efforts to boaters in regards to existing laws, proper boat handling, and impacts to marine resources from boating activity.

**Action D.4.c.** The Town should install signage at all boat ramps and boat launches explaining existing boat laws as well as conveying interpretive

information about the marine environment and resources.

**Action D.4.d.** The Town should restrict all motorized boat activity above the railroad trestle over the Nonesuch River if motorized boats continue to travel faster than headway speed on the upper section of the River. If problems continue on other rivers within the Town, then identified sections of those rivers should also be closed to all motorized boat activity.

## E. Historic, Recreation, and Cultural Resources

### Our Vision for Scarborough's Historic, Cultural and Recreation Resources

Scarborough contains a wide variety of historic and archeological resources in town, including historic homes, settlements and archeological sites concentrated along our rivers and marsh areas. We will continue to identify and preserve these historic homes, settlements and sites by working with the Scarborough Historical Society as well as through Planning Board review of all future development.

Scarborough has a range of recreational assets, including Town parks and ball fields throughout town, beaches and boat launches for marine-related recreation, and Town and land trust owned open space and trail systems. We will continue to maintain and enhance our Town parks and recreational facilities to serve our



residents. We will develop additional parks and recreational facilities in areas of concentrated residential development that lack such facilities. Public beaches, boat launches and marine activities will be maintained and enhanced to ensure continued access to our shorelines, marshes and other marine resources. In an effort to continue to add to the open space network in our community, the Town will aid the Land Trust in preserving additional open space lands, to provide additional areas for more passive recreation as well as hunting, fishing, trapping, snowmobiling, and hiking.

### Our Objectives and Proposed Actions

To move the Town in the direction stated in the vision for historic, cultural and recreation resources, we establish the following objectives. For each objective we set forth actions to be undertaken to achieve that objective.

#### ***Objective E.1. Continue efforts to identify and preserve historic and archeological sites.***

**Action E.1.a.** The Scarborough Historical Society should be encouraged to identify districts and buildings that may be eligible for the National Register. They should also identify additional districts, buildings or sites that may be deserving of historic recognition and protection.

**Action E.1.b.** Enhance the site plan review and subdivision ordinances to require applicants to preserve identified historic or archeological resources

on the property or incorporate these resources as unique features or amenities of a development plan.

#### ***Objective E.2. The Town should continue to locate and develop more community parks in order to provide recreation facilities for a growing population.***

Springbrook Park and the Wiley recreation areas are examples of town parks that have been created within large subdivisions as they were developed. New parks should be located in parts of town lacking such facilities in order to maximize access and use for all town residents.

**Action E.2.a.** A plan for future recreation lands and facilities should be established to identify the neighborhoods and villages in town in need of parks and recreation areas as well as particular properties that may be ideal for such uses.

**Action E.2.b.** The Planning Board should work with developers of larger residential subdivisions to set aside open space for either parks and playing fields or lands for trails and more passive recreation.

**Action E.2.c.** The Town should continue the use of the recreation fee to fund future park and recreation area development.

#### ***Objective E.3. Continue to support the Scarborough Land Trust in the acquisition of easements and purchase of rural land for open space recreation.***

The Town has aided the Scarborough Land Trust in acquiring the Fuller and Meserve farms as well as in purchasing conservation easements on lands along the Nonesuch River, the Marsh and other significant natural areas. Many of these lands provide opportunities for public access to trails, wildlife habitat and open space for various forms of recreation.

**Action E.3.a.** The Town should continue to work with the Land Trust and other conservation partners to preserve additional open space and conservation lands with the land bond authorized by the residents of Scarborough and should also consider future bond issues for these purposes.

**Action E.3.b.** The Town should foster the conservation of land, especially land with significant natural resource, wildlife habitat or open space value, through the variety of methods outlined in Actions of Objectives #4 and #5 in the Natural Resources Section.

***Objective E.4. Continue to provide access to all of the marine related facilities that provide recreation opportunities at beaches, boat landings and moorings and marshes located in Scarborough.***

Actions to achieve this objective are outlined in the Actions for Objectives 3. and 4. of the Marine Resources Section.

## F. Land Use

### Our Vision for Scarborough's Land Use

The Town should continue to identify and designate "growth areas" or areas within which anticipated growth will be accommodated and "limited growth areas" or areas in which intensive development will be discouraged as set out in the Future Land Use Plan (see Chapter 6). Within the designated "growth areas", the Town should encourage more intense development and assure that the infrastructure necessary to serve this development is available. In the designated "limited growth areas", intensive development should be discouraged and the rural character maintained. The "Guiding Principles" included as part of the Future Land Use Plan elaborate on this vision.

### Our Objectives and Proposed Actions

The Future Land Use Plan sets out a detailed program for the future growth and development of the community to achieve this vision. In addition, there are additional areas of land use policy that are important to moving in the direction of our vision:

***Objective F.1. Accommodate manufactured housing in Scarborough in a manner that is consistent with the character of the community and state law.***

The State of Maine defines “manufactured housing” as any residential unit that is constructed off-site and then transported to the site. The state distinguishes between two types of manufactured housing, modular homes that are not built on a permanent chassis and mobile homes that have an integral chassis. State law requires that all Maine communities accommodate manufactured housing. Specifically, state law mandates that communities allow manufactured housing, including newer mobile homes that meet certain design standards such as a pitched roof and residential siding, on individual residential lots in some areas of the community. In addition, all communities are required to allow for the location and expansion of mobile home parks in a number of locations.

According to the 2000 Census, almost 4% of the Town’s housing stock was mobile homes. The Town has recently approved a contract rezoning to allow a substantial expansion of the Hillcrest Manufactured Housing Community off Route One. This will allow the development of 175 additional units of manufactured housing at this location.

**Action F.1.a.** The Town should allow the placement of newer mobile homes that meet design standards on individual residential lots throughout the proposed Rural Residential/Rural Conservation areas identified in the Future Land Use Plan and eliminate the current

RFM districts. These units must be placed on a permanent foundation and meet minimum size and width requirements as set by state law.

***Objective F.2. Balance the construction of additional dwelling units with the capability of the Town’s infrastructure to absorb the additional demands resulting from these units.***

Past residential development has stretched the Town’s ability to expand its facilities and infrastructure fast enough to meet the increased demand for services. In response to this growth pressure, the Town enacted a building permit cap in 2001. This cap has controlled the rate of development and allowed growth in school enrollment to be brought under control. The Town has constructed a new middle school and expanded the high school to accommodate this growth. The Town has developed a new public works facility, built and upgraded fire stations, and will consider a proposal to expand the library in 2006. In spite of these efforts, the Town continues to experience capacity problems with its basic facilities, most notably in the school system. The Town’s new Middle School needs to be expanded to meet current and projected enrollment. The Intermediate School needs to be replaced or expanded and renovated. Enrollments at the various elementary schools all exceed their capacity. The library is in need of expansion and the public safety building needs modernization and upgrading. Other facilities are also reaching their maximum use.

**Action F.2.a.** The Town should maintain a cap on the total number of new dwelling units issued building permits in any year until the Town has addressed the backlog of facility needs.

**Action F.2.b.** The Town Council should review the status of the Town's facilities to accommodate additional growth every two years. This review should include the need for a continuation of the town-wide building permit cap and/or possible adjustments to the cap to reflect current conditions.

**Action F.2.c.** The Town should continue to use impact fees and other forms of funding to reduce the financial burden on the community of constructing new or expanded facilities to service growth.

***Objective F.3. Transfer some of the development that can currently occur in designated "limited growth" areas to designated "growth areas".***

One of the significant guiding principles of the Future Land Use Plan is the concept of transferring some of the development that could currently occur in areas designated as "limited growth" to designated "growth areas" while preserving the current development potential enjoyed by the owners of land in these "limited growth" areas.

**Action F.3.a.** As outlined in the Future Land Use Land Plan, the Town should allow increased density for residential development within designated "growth areas" but, except for affordable housing, this

increased density should be tied to the transfer of development from designated "Limited Growth" areas so that the overall growth in the Town remains approximately density neutral. To accomplish this transfer, the Town should allow transfer of development to occur in one of two ways – the actual transfer of development rights or the payment of a development transfer fee that the Town will use to purchase land or development rights. In either case, the owners of land in "Limited Growth" areas will be able to realize the development value of their property through these transfer mechanisms.

In the transfer of development rights approach, a developer can buy the development rights from a piece of property in a "limited growth" area and use that right to build additional units on land within the "growth area" in accordance with the density provisions set forth in the Future Land Use Plan. With the development fee approach, the developer would pay the Town a per unit "development transfer fee" for the additional units built in the "growth area" and the Town will then use this money to purchase either land or development rights from willing land owners. Once the development right has been transferred under either approach, the development potential of the land in the "limited growth" area will be permanently reduced by the number of units transferred.

For this approach to be successful, it must reflect the true value of the transferred development rights and be administratively reasonable. In establishing new development transfer programs and in reviewing

existing development transfer provisions, the Town must consider these factors.

***Objective F.4. Encourage the development of multiplex and multifamily housing in mixed use and commercial areas within the designated “growth area.”***

The construction of both multiplex housing and multifamily housing can broaden the range of housing available in Scarborough and potentially increase the supply of affordable housing. The Future Land Use Plan identifies areas where this type of residential development may be appropriate in mixed-use or commercial areas. Smaller units as part of multi-unit housing may have different impacts on the community than single-family homes. To facilitate the development of multi-unit housing, the Town’s density requirements should reflect the differing implications of different size housing units.

**Action F.4.a.** The Town’s zoning requirements should distinguish between multiplex housing in which the number of units per building and other design features are controlled, and multifamily housing in which the number of units per building and design features are less restrictive. The Town should allow multiplex and multifamily housing in those mixed use and commercial areas identified in the Future Land Use Plan.

**Action F.4.b.** In revising the zoning requirements for multiplex and multifamily housing in mixed-use and

commercial growth areas, the Town should incorporate provisions that tie the allowed maximum density to the size and impacts of the dwelling unit. For example, maximum density for these uses could be regulated based upon bedroom density or some similar measure rather than dwelling unit density.

***Objective F.5. Accommodate small, local retail and services uses to address the needs of residential neighborhoods.***

Scarborough has a pattern of well defined “neighborhoods” or “villages”. The vision for Scarborough strongly supports maintaining the identity and functioning of these neighborhoods. One component of many of these neighborhoods is small retail and service businesses that primarily meet the needs of local residents. Maintaining these uses has become increasingly difficult. In addition, these types of uses have the potential for having negative impacts on nearby residential uses. Therefore, the treatment of these uses needs to be handled carefully and with sensitivity to the neighborhood.

**Action F.5.a.** Existing neighborhood centers should be recognized and allowed to grow and expand within reasonable limits. The Future Land Use Plan designates three neighborhood centers – Black Point Road, Eight Corners, and North Scarborough. The zoning for these areas should be revised to reflect the plan.

**Action F.5.b.** Very small-scale retail and service uses should be allowed as part of larger residential developments within designated growth areas. The zoning provisions for the proposed planned residential districts and the traditional neighborhood development overlay should allow for these types of uses.

**Action F.5.c.** The Town should consider allowing very small, neighborhood-oriented retail and service uses in other residential neighborhoods such as Higgins Beach but only if such uses are supported as part of a comprehensive neighborhood plan.

***Objective F.6. Reduce the impact of development on the environment through the use of “green building” technology.***

The application of “green building” technology offers the potential to reduce the impact of development on the community. This approach focuses on reducing the energy use of the project and minimizing its external impacts through limiting paved areas, actively managing stormwater runoff, and similar techniques.

**Action F.6.a.** Since this is an emerging area, the Town should identify appropriate standards or codes for “green buildings” that are appropriate for Scarborough. These standards should serve as the base for the following actions.

**Action F.6.b.** The Town should encourage private developers to incorporate appropriate “green building” technology in their projects.

**Action F.6.c.** The Town should review its various codes and ordinances to be sure that they do not create obstacles to the practical application of green building approaches and revise these codes if necessary.

**Action F.6.d.** The Town should use “green building” technology in municipal and school projects when appropriate.

**Action F.6.e.** In implementing zoning changes to carry out the Future Land Use Plan, the Town should provide incentives such as expedited development review, reduced parking requirements or impervious area requirements or modified stormwater management requirements for projects that use “green building” technology.

***Objective F.7. Establish a “greenway” along the length of the Nonesuch River.***

Most of the area adjacent to the Nonesuch River is subject to either Resource Protection or Shoreland Zoning. The width and requirements of these zones vary. The Town should work with landowners to maintain a naturally vegetated “greenway” along the entire length of the Nonesuch. Where possible, the objective should be to establish a 250 foot wide vegetated buffer along both sides of the river. In doing this, existing

development rights should not be reduced by allowing the development that could have occurred on the land within the greenway to be clustered on other parts of the property away from the river.

**Action F.7.a.** As set out in the Future Land Use Plan, the width of the Shoreland Zone should be increased from 75 feet to 250 feet and new development should be required to be set back 250 feet from the river where feasible. A naturally vegetated buffer should be required to be maintained along the river with provisions for water access and low-intensity trail and recreational use within the buffer.

## G. Public Water and Sewerage

### Our Vision for Scarborough's Public Water and Sewerage

Public water and sewerage utilities currently serve much of the developed areas of Scarborough east of the Maine Turnpike, including the majority of the Route One corridor and our established villages, neighborhoods, and commercial and industrial areas. To date, the Maine Turnpike has generally served as the western boundary for public water and sewer utilities, with only limited water service in place west of the Turnpike in the Running Hill and Gorham Road areas.

The Maine Turnpike will no longer be the western boundary for public water and sewer. The Sanitary District service area will be expanded to include the Running Hill Road Mixed Use District, the Gorham Road

Mixed Use District and the Holmes Road Light Industrial District in accordance with the Future Land Use Plan. This expansion of the sewer service areas, and coordination with the Portland Water District on the extension of their utilities, will enable public water and sewer to serve and accommodate the non-residential and mixed use growth and development slated to occur in these three districts.

Rather than the Maine Turnpike acting as a boundary, the Future Land Use Plan will now act as the geographic blue print for the Sanitary District service area. Sewer service will be made available to development in the growth areas, while not extending into the limited growth areas. Likewise, the growth areas of the Future Land Use Plan will be the blue print for the sewer service areas east of the turnpike enabling public sewerage in the areas planned for additional growth, development and density, but not in the limited and non-growth areas. Although the Town will be responsible for re-designating the sewer service areas, the private development community will primarily be responsible for the costs of the extension of this water and sewer infrastructure.

### Our Objectives and Proposed Actions

To move the Town in the direction stated in our vision for our public water and sewer service, we establish the following objectives. For each objective, we set out actions that will be taken to achieve that objective.

***Objective G.1. Expand the service area of the Sanitary District to allow public sewer to serve all the areas of the town that are designated as Growth Areas in the Future Land Use Plan.***

The Running Hill Road Mixed Use District, the Gorham Road Mixed Use District, and the Holmes Road Light Industrial District are areas west of the Turnpike identified as growth areas in the Future Land Use Plan, but are not currently within the Sanitary District service area. In order for these areas to develop as envisioned, the extension of public sewer and water is necessary.

**Action G.1.a.** The Town Council should expand the Sanitary District service area designations to include any growth areas that aren't currently capable of being served by sewer.

**Action G.1.b.** The Town should coordinate with South Portland, Westbrook and the applicable sewer organizations to explore the most beneficial and cost effective approach to establishing sewer service in the Running Hill Road and North Scarborough growth areas.

***Objective G.2. Ensure the availability of public water in the designated non-residential growth areas as noted under Objective G.1.***

The Portland Water District presently provides service west of the Turnpike in the vicinity of the Running Hill Road Mixed Use District, but service is not currently available in the Gorham Road or Holmes Road Districts.

It is critical to coordinate the future land use and development objectives of our Future Land Use Plan with the Portland Water District's master plans for water service expansion.

**Action G.2.a.** The Town Council should work with the Portland Water District to ensure that their intentions for future water service expansion include all of our growth areas.

**Action G.2.b.** The Town should coordinate with South Portland, Westbrook and the Portland Water District to explore the potentials for water service extensions for our abutting communities.

**Action G.2.c.** The Town should support privately funded extensions of the public water systems into Limited Growth Areas to provide fire protection water supplies and address concerns with poor groundwater quality or availability.

## H. Housing

### Our Vision for Scarborough's Housing

The Town will include housing that meets the needs of a wide range of household types (traditional families, younger households and singles, empty-nesters, retirees and pre-retirees, elderly, etc.) with a broad range of incomes. A proportion of housing, including at least 10% of new housing, will be affordable to low or moderate income households as defined by Town Ordinance. While the bulk of the housing stock will be single-family



homes, the types of housing offered in Scarborough will become more diverse. Multifamily housing and townhouse style multiplex housing will be an increasing share of the housing stock. Manufactured housing will continue to be part of the housing mix. Increasingly, housing as part of mixed-use projects will be developed.

### Our Objectives and Proposed Actions

To move the Town in the direction stated in our vision for housing, we establish the following objectives. For each objective, we set out actions that will be taken to achieve that objective.

***Objective H.1. Create an environment that allows the private and not-for-profit sectors to develop a range of housing types, including multifamily housing, with a variety of prices that meet the needs of a broad spectrum of households.***

Scarborough has a relatively diverse housing stock with a mix of single-family homes, manufactured housing, and multiplex units including both rental and condominium developments. Over the past decade, the majority of new housing has been single-family homes but the community has also had a large retirement housing community built along with a number of condominium and house-aminium developments. A multiplex apartment development is currently being constructed. The Town's land use regulations and policy environment need to provide for the development of a range of types of housing.

**Action H.1.a.** The Town should enact the zoning revisions necessary to implement the Future Land Use Plan (see Chapter 6).

**Action H.1.b.** The Town's zoning requirements should distinguish between multiplex housing, in which the number of units per building and other design features are controlled, and multifamily housing in which the number of units per building and design features are less restrictive. The Town should allow multiplex and multifamily housing in those mixed use and commercial areas identified in the Future Land Use Plan.

***Objective H.2. Assure that at least ten percent of new housing units created in Scarborough are affordable.***

While most of the new housing built in Scarborough are not "affordable" to low and moderate income households, a variety of efforts are underway to expand the supply of affordable housing. The Scarborough Housing Alliance is conducting an affordable housing study. The Town recently enacted a contract rezoning to allow the expansion of the Hillcrest manufactured housing community off Route 1. This expansion will result in 175 additional units of housing in Scarborough, much of which will be affordable housing. The Town is currently involved in negotiations with a developer to build approximately sixty units of affordable, moderate cost elderly housing at the former Bessey School site in Oak Hill. This project will be done in cooperation with the Maine State Housing Authority. To meet the need for an

expanded supply of affordable housing, the community will need to continue to work with the private and not-for-profit sectors to facilitate affordable housing construction.

**Action H.2.a.** The Town should continue to support the work of the Scarborough Housing Alliance to facilitate the development of affordable housing and evaluate the recommendations and proposals for Town actions developed by the Alliance.

**Action H.2.b.** The Town will need to implement the recommendations of the Future Land Use Plan to provide density bonuses for affordable housing in most residential, mixed-use, and commercial districts in the designated growth area and exempt affordable units from any density transfer provisions.

**Action H.2.c.** The Town should allow for the construction of multifamily housing as discussed in Objective H.1. In revising the zoning requirements for multiplex and multifamily housing in mixed-use and commercial growth areas, the Town should incorporate provisions that tie the allowed maximum density to the size and impacts of the dwelling unit as discussed in the Land Use policy objectives.

**Action H.2.d.** The Town should pursue alternatives to encourage private developers to incorporate affordable housing into residential developments.

**Action H.2.e.** The Town should use Affordable Housing Tax Increment Financing to facilitate the construction of infrastructure needed to support new

affordable housing where feasible. This should include “mixed-income” projects in which a share of the housing is affordable.

**Action H.2.f.** The Town should periodically review Town owned land to determine if any can be made available for the development of affordable housing.

**Action H.2.g.** The Town should review, and revise if necessary, the building permit cap to assure that it does not create unreasonable barriers to the development of affordable housing particularly multiplex and multifamily affordable housing.

## I. Transportation

### Our Vision for Scarborough’s Transportation

The Town’s transportation system, particularly the road network, is the framework for both our existing development pattern and our Future Land Use Plan. In order to sustain a healthy and vibrant community, as well as to achieve the policies and objectives of our Comprehensive Plan, we will need to proactively grow the capacity and types of movement of goods, services and people through and around the town. Vehicular transportation is the predominant form of travel in Scarborough. It is the current basis for future growth, but it comes with many detrimental aspects, including congestion, pollution, public safety, and inactivity by residents. Improvements and expansion of our roadways and intersections need to occur when safety, efficiency and demand warrant, but should be designed with a

human-scale and context and should be supplemented with infrastructure, amenities and development patterns that foster alternative transportation such as walking or biking.

With the Town's recently completed Town-Wide Transportation Study, significant analysis of our road system's capacity and deficiencies as well as preliminary designs and cost estimates for improvements have been completed. This study offers a broad basis from which to establish a Town-Wide Transportation Plan designed to prioritize and implement transportation improvements within the next ten years and beyond. This Transportation Plan will not only focus on the recommendations of the Transportation Study, but will also include transportation plans and enhancements for the additional growth areas of the Future Land Use Plan not contemplated when the Transportation Study was finalized. While transportation improvements are necessary town-wide, they are most critical in the town's growth areas where the majority of new or additional non-residential, residential and mixed use development is slated to occur. The Transportation Plan will reflect this need and will be prioritized accordingly.

Trails and pedestrian amenities will be expanded over time to provide transportation alternatives, connect neighborhoods, and increase opportunities for recreation. The Eastern Trail will be completed and will serve as a pedestrian, bicycle and recreational connection to the communities to our north and south, as well as between neighborhoods and destinations within Scarborough. As development and neighborhoods evolve west of the

Turnpike, walking and recreation trails will be established in a more rural manner, connecting neighborhoods, parks and conserved lands open to the public. In our growth areas, new development and redevelopment will be designed to be pedestrian friendly, enabling walk-ability between businesses, civic areas, residences and neighborhoods. The Town will also be an active participant in providing pedestrian amenities in growth areas by systematically filling in the gaps in sidewalks in accordance with the Transportation Plan.

Scarborough will increase collaboration and coordination on transportation initiatives and alternatives on a regional basis by working with our neighboring communities on road system and capacity improvements as well as mass transit and commuter-based programs. This coordination will enhance our ties to our neighboring communities and will further the regionalization of our road systems, mass transit programs and pedestrian/bike connections.

### Our Objectives and Proposed Actions

To move the Town in the direction set forth in our vision for transportation, we establish the following objectives. For each objective, we set out actions that will be taken to accomplish that objective.

***Objective I.1. Maintain and enhance the utility and capacity of our existing road network and major intersections.***

**Action I.1.a.** The Town-Wide Transportation Study should be the guidance document from which the

Town prioritizes and methodically addresses existing traffic problems and deficiencies. This action is elaborated on under Objective #4.

**Action I.1.b.** Existing intersections and road corridors that are at, or nearing, capacity should be improved to satisfy current demand as well as to accommodate the infill development and redevelopment proposed for our existing town centers and growth areas in accordance with the Future Land Use Plan. Intersection and road improvements in our growth areas should be accomplished through creative improvement programs that incorporate partnerships and cost sharing.

**Action I.1.c.** The capacity of our existing road corridors should be maintained by adherence to access management standards and policies, shared access and interconnections between developments, and incremental transportation improvements in association with new development. Access management policies and interconnections should relate to the development patterns and contexts dictated by the Future Land Use Plan.

**Action I.1.d.** The new growth areas proposed in the Future Land Use Plan, such as the Running Hill Road Mixed Use District, Gorham Road Mixed Use District, Holmes Road Light Industrial District, and other new districts not contemplated in the Transportation Study, should be coupled with transportation provisions and programs to accommodate and manage the traffic and transportation needs necessitated by the

expansion and intensification of development in these growth areas.

**Action I.1.e.** The Town should work with the landowners in and around the Crossroads Mixed Use Development District of the Future Land Use Plan as well as PACTS to explore the concept of establishing an east-west connector road between the Haigis Parkway and Gorham Road (Route 114). Such a connector has the potential to link vital commercial and mixed use areas at the heart of our community, while also dispersing traffic and supplementing the traffic burdens on Route One and Payne Road.

**Action I.1.f.** The Town should work with our abutting communities to coordinate and collaborate on regional transportation initiatives. These transportation initiatives should include improving existing regional road systems and vehicular movement between communities and within our region, as well as to plan for alternative modes of transportation, such as increased bus service. A transportation organization involving Scarborough and our neighboring communities, modeled after the Regional Corridor Coalitions in other areas, may be an effective means of spurring this coordination and collaboration.

***Objective 1.2. Expand and enhance our pedestrian and bicycle facilities, providing provisions for reduced dependence on the automobile for transportation, connections throughout the community and additional recreational trails.***

**Action 1.2.a.** The Town should continue to work to complete the Eastern Trail from Saco to South Portland. The Eastern Trail is our “arterial” pedestrian, bicycle and recreation trail that should tie Scarborough to other communities in our region and should also serve as a “collector” trail connecting our villages, neighborhoods, and community and civic destinations.

**Action 1.2.b.** Additional trail spurs should be planned and constructed from residential areas, commercial and shopping areas, parks and schools to the Eastern Trail. These will enable a network of interconnected trails and pedestrian amenities fostering town-wide and inter-neighborhood connections.

**Action 1.2.c.** Development standards should be established for the growth areas of the Future Land Use Plan to ensure pedestrian amenities are consistently incorporated in new development and redevelopment within our commercial, mixed use and higher density areas. Walk-ability and pedestrian environments are a primary component of the vision for much of the town’s growth areas.

**Action 1.2.d.** A pedestrian and recreational trails plan should be established and implemented for the areas

west of the Turnpike to foster interconnections between neighborhoods, land trust lands and town parks. The Nonesuch River should be considered as a greenway that could also incorporate a “collector” trail system interconnecting areas west of the Turnpike.

**Action 1.2.e.** Bike racks and other bicycle provisions should be made available at municipal and school facilities, civic areas, shopping centers and other destinations to further the utility of bicycles as a convenient mode of transportation.

***Objective 1.3. Plan for and enhance our means of mass transit and alternatives for commuters.***

**Action 1.3.a.** The Town should work with our neighboring communities, particularly to the north and south, to expand the opportunities and areas in Scarborough served by the regional bus services.

**Action 1.3.b.** Given the Future Land Use Plan’s call for an additional mix of uses, housing types and additional density in our growth areas, increases in the Shuttle Bus service to and from Saco and Old Orchard Beach should be considered as these areas develop.

**Action 1.3.c.** As the Payne Road Regional Center builds out and the Running Hill and Gorham Road Development Districts evolve, Scarborough should work with the Metro and South Portland Bus Systems

to expand routine service to these areas, tying these regional destinations to Portland and South Portland.

**Action I.3.d.** Implement incentives for businesses to reduce reliance on single-occupant autos and expand and enhance park and ride lots that can be amenities for the town as well as the region.

**Action I.3.e.** Create incentives for parking spaces for “compact cars” in future development to both encourage compact car use and lesser parking lot size and impervious area.

**Action I.3.f.** Begin exploring the feasibility of “on-street parking” for public parking in some select districts in our growth areas.

***Objective I.4. Implement and improve transportation in Scarborough in an organized, efficient and cost effective manner.***

**Action I.4.a.** A Transportation Committee should be organized to establish a Town-Wide Transportation Plan, based on the Town-Wide Transportation Study, to further evaluate and prioritize the recommendations of the Study and to establish implementation schedules and approaches.

**Action I.4.b.** The Town-Wide Transportation Study, or a subsequent transportation plan, should be used by: the Town Council in making capital expenditure decisions for critical transportation improvements; the Department of Public Works in prioritizing yearly road,

intersection and sidewalk enhancement projects; the Planning Board in incorporating localized transportation improvements in conjunction with development proposals; the Planning Department in updating road and transportation standards in Town Ordinances; and the Community Services Department in expanding and connecting our network of pedestrian and recreational trails.

**Action I.4.c.** In order to implement a transportation plan and fund the necessary transportation improvements, the Town should institute creative improvement programs that incorporate partnerships and cost sharing. In creating these programs the Town should explore the use of impact fees, including regional impact fees on a “traffic-shed” basis, tax increment financing districts, PACTS and MDOT funding, and other sources to be determined.

## J. Public Facilities

### Our Vision for Scarborough’s Public Facilities

Scarborough continues to provide good quality and adequately sized facilities to deliver municipal services in a cost efficient manner. New growth and development, especially residential growth, is managed to assure that the ability to expand the capacity of the Town’s facilities is not exceeded.

### Our Objectives and Proposed Actions

To move the community in the direction of this vision, the following objectives are established. For each objective, we set out actions that will be taken to accomplish that objective.

***Objective J.1. Assure that new residential development does not result in demands for expanded facilities beyond the Town's ability to meet those demands in a timely and cost efficient manner.***

**Action J.1.a.** Maintain a town-wide cap on the number of new dwelling units that can be built in any year until the capacity of the school system and facilities, as well as other town departments, facilities and infrastructure have been expanded commensurate with the increases in demand.

***Objective J.2. Provide new buildings and facilities as well as expansions, renovation and reorganization of existing facilities to adequately house and maintain municipal and school services with foresight on the demands of the next ten years.***

**Action J.2.a.** Review and update the study and recommendations of the facility assessment from 1999.

**Action J.2.b.** Budget appropriate funds where capital improvements can be made to maintain the current buildings according to need.

**Action J.2.c.** Budget appropriate funds to internally review needs on an annual basis.

***Objective J.3. Set aside or acquire future lands for municipal needs in strategic locations to ensure adequate capacity for the growth and expansion of municipal facilities beyond the current five-year capital improvement program.***

**Action J.3.a.** Establish a long-range plan for the growth and expansion of municipal facilities over the next ten years and beyond. This long-range plan should identify areas of the town in which municipal facilities will be necessary and should identify parcels of land that could accommodate such future facilities.

**Action J.3.b.** Acquire, conserve or reserve properties and land area to accommodate future municipal facilities.

***Objective J.4. Provide efficient delivery of services to the Town and its citizens.***

**Action J.4.a.** Explore opportunities for sharing municipal services and facilities with surrounding communities and Cumberland County in accordance with the Regional Coordination Chapter.

**Action J.4.b.** Explore opportunities for the use of alternative fuel systems for municipal and school facilities and vehicles with the goal of long term fiscal savings and environmental benefits.

**Action J.4.c.** Consider requiring the use of residential fire sprinklers in new construction especially in outlying areas of the Town to minimize future demands on the Fire Department.

## K. Fiscal Resources

### Our Vision for Scarborough's Fiscal Resources

As Scarborough continues to grow, the allocation of personnel and financial resources will become increasingly critical to the financial viability of our community. The challenges range from deciding how to provide additional fire protection for the growing population in western Scarborough to the issues of how to accommodate the expected student population increase in the years to come.

Scarborough will continue to provide quality services and facilities, while constraining our citizens' property tax burden through regular re-examination of the way that municipal services are provided and by long term planning for our facility needs. The community will achieve greater efficiencies through cooperative approaches and the evolution of new technologies to provide more cost effective services.

### Our Objectives and Proposed Actions

To help achieve this vision, we establish the following objectives and actions to achieve those objectives:

***Objective K.1. Coordinate infrastructure and capital investments necessary to carry out the Comprehensive Plan with the Town's long-range financial planning.***

**Action K.1.a.** The capital needs identified in the Comprehensive Plan should be identified in the plan's implementation strategies and should be included in the requisite five-year Capital Improvement Program. To the extent feasible, capital investment plans outlined in the plan should be coordinated with surrounding communities and Cumberland County for the potential of sharing costs or facilities that could reasonably serve similar needs in neighboring communities or on a regional scale.

***Objective K.2. Use regional approaches or cooperative approaches with other municipalities to deliver municipal services when it is cost effective.***

**Action K.2.a.** Inform neighboring communities of the elements of the Comprehensive Plan that most directly affect them or are influenced by development in those communities. Stay abreast of the plans of neighboring communities with the objective of identifying areas and infrastructure where collaborative efforts could be engaged.

**Action K.2.b.** Establish a committee consisting of town staff, town councilors and affected private parties to explore and engage in a dialogue on areas of collaborative effort with neighboring communities.

***Objective K.3. Develop effective performance measures for the operation of Town government focusing on measures and performance criteria that will enhance effective and efficient delivery of public services to Scarborough residents.***



**Action K.3.a.** The Town Manager and department heads, in conjunction with the Town Council, should identify critical services, develop performance measures, and set measurable outcomes to achieve higher performance with fewer financial resources.

**Objective K.4.** *Explore alternative methods to finance operations and fund facility and infrastructure needs that more closely correlate to increased capacity needs caused by growth or that relates costs to services required by location or type of facilities.*

**Action K.4.a.** Implement an impact fee study to examine the capital investment requirements of the Comprehensive Plan and develop impact fees or service fees to assist in funding those requirements.

**Action K.4.b.** Identify and convert, where reasonable, municipal services currently financed through the property tax to a user-fee basis.

**Action K.4.c.** Identify and implement new programs to continue to capitalize on cost-savings associated with internet-based services.

## L. Performance Targets to Evaluate Our Progress

To evaluate how well the community is doing at achieving the policy objectives set out in this Chapter and in the Future Land Use Plan, the following performance targets are established. These targets will enable the Town to

periodically review progress in implementing the Update so the plan and/or implementation can be adjusted if necessary.

1. At least 75% of new dwelling units built in any five-year period are located within areas designated as “Growth Areas” in the Future Land Use Plan.
2. At least 10% of new housing units built in Scarborough, when averaged over a five year period, are affordable to low or moderate income households as defined by the Town.
3. At least 10% of new housing units built in Scarborough, when averaged over a five year period, are in housing types other than traditional single-family homes.
4. At least 25% of the total assessed valuation resulting from new development in any five-year period is derived from non-residential property.
5. Where land has been earmarked for non-residential development, amendments to the Sanitary District’s service area and boundary are accomplished concurrently with land use district amendments such as the Running Hill Road Mixed Use area, the Gorham Road area, the Holmes Road Light Industrial area and the Crossroads Mixed Use area to allow for the extension of sewers to serve these areas.

## Chapter 5: Policy Objectives and Actions

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6. At least 25% of new building projects, both municipal and commercial, employ “green building” elements by 2011.
7. By 2015, our school facilities are capable of serving all students in good quality, modern permanent buildings.
8. At least fifty acres of land per year in designated Limited Growth areas and in less developed portions of Very Low Density Residential Growth Areas is permanently preserved as open space, when averaged over a five year period.
9. At least 50% of the open space that is preserved in Limited Growth areas is the result of the transfer of development from these areas to designated Growth Areas.
10. Establish a schedule and multi-source funding plan for the priority projects identified in the Town-Wide Transportation Study by December 2007.
11. Complete the Eastern Trail through Scarborough by 2010.
12. On average, a minimum of ten acres per year of critical wildlife habitat and/or rare and unique plant communities will be conserved through conservation easements and/or fee ownership by Federal, State or Local conservation agencies and non-profit conservation organizations.
13. The existing water classifications of streams and rivers in the Town are maintained and/or improved over the next ten years.
14. The annual harvest of clams shall be equal to or greater than the average annual harvest of clams between 2000 and 2005 as long as such harvest is sustainable and does not threaten the long-term viable population of clams on the flats.
15. By 2015 Scarborough will add at least one additional access point to the marine environment while still ensuring public use of all existing access points and facilities.
16. By 2015 Scarborough will have added to existing parking lots and/or secured additional private parking lots at Town beaches.

## Chapter 6: Future Land Use Plan

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The 1994 Comprehensive Plan included a Future Land Use Plan that established the basic concept of directing growth to designated Growth Areas and away from designated Limited Growth Areas. While the overall policy set forth in that plan was sound, the implementation was only partially effective. In some areas, the Town implemented the recommendations of the 1994 Plan but in others it did not. The updated Future Land Use Plan set forth below builds on the former Land Use Plan and the Town's current land use ordinances. The updated plan reflects the public input from the visioning meetings, and refines the Town's prior policy directions.

The Future Land Use Plan shows graphically how the Town's land use policies apply to the land area of the Town of Scarborough and where growth should and should not be accommodated over the next decade. The Future Land Use Plan is not a zoning map. It is intended to show, in a general sense, the desired pattern of future land use and development. The intention is that this Future Land Use Plan will guide revisions to the Town's zoning ordinance and maps to assure that the land use regulations are consistent with the policies set forth in this Comprehensive Plan. The boundaries shown on the Future Land Use Plan are general. The allowed uses and development standards set out for each land use designation should serve as guidelines as the zoning ordinance is reviewed and revised. In the preparation of the revised zoning provisions, some of the designations

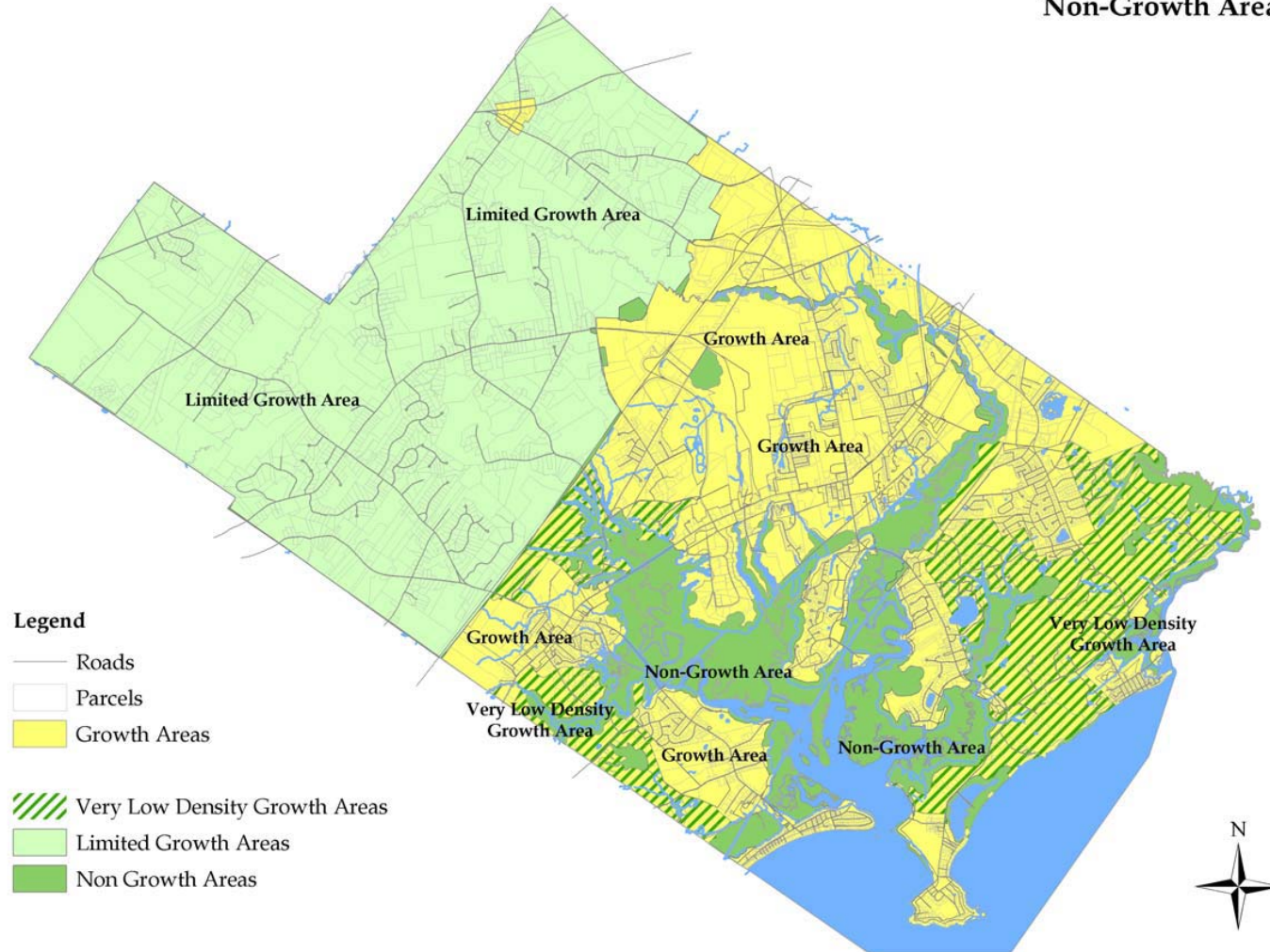
may be combined or re-arranged to create a workable number of zoning districts.

### I. Concept of Growth and Limited Growth Areas

The Future Land Use Plan embodies the concept that the Town should continue to identify and designate "**growth areas**" or areas in which the anticipated nonresidential and residential growth will be accommodated and "**limited growth areas**" or areas in which intensive development will be discouraged (See Figure 1). This concept was a fundamental principle of the 1994 Comprehensive Plan and is somewhat reflected in the Town's current land use regulations.

"**Limited growth areas**" typically include areas with significant natural resource value or constraints to development or use, areas with various types of agricultural or commercial forestry activities, areas that lack public utilities, and areas that are distant from public services. "**Growth areas**" typically include those areas that are or can be conveniently served by public facilities and services, are physically suited for development, and promote a compact rather than sprawling pattern of development. Within the Growth Area, areas that do not have and are not likely to have public sewerage are designated as "**very low density growth areas**" reflecting the very low density of development in these parts of the community.

Figure 1. Future Land Use Plan - Growth, Limited Growth & Non-Growth Areas



## II. Guiding Principles

The Town of Scarborough's Future Land Use Plan reflects the following guiding principles with respect to the general pattern of land use and development:

1. Outlying areas of the community west of the Maine Turnpike where it is more difficult to provide public services, that lack public utilities such as sewer and water, that have significant natural resource and habitat value, and that may support natural resource industries should continue to be considered rural areas. Within these areas, development should be discouraged and the rural character retained. Not more than a quarter of the new residential units built in Scarborough should be located in this area and the development that does occur should maintain the character of the area while preserving significant natural resources. While the overall density of new development should be low, most development should be clustered to minimize the impact on natural resources and habitat.
2. To help maintain the rural character of specific areas east and west of the Turnpike that are intended to remain low-density, the Town should implement a comprehensive program that may include the following: purchase of conservation land or easements, transfer of potential development to designated growth areas or payment of development transfer fees to support land conservation, efforts to encourage and support voluntary land conservation, or other appropriate approaches. Programs for the transfer of development should allow for phased transfer of rights or payment of fees as development occurs.
3. Significant natural resources, agricultural land, and open space should be protected and an interconnected network of "public" open space developed where feasible.
4. Provision and extension of public sewerage and water should be encouraged and facilitated within the designated growth areas of the community but the extension of public sewerage should not be allowed in solely residential areas west of the Maine Turnpike.
5. The majority of new residential development, and virtually all non-residential development (except natural resource based activities and local uses intended to serve the vicinity), should be

located within the growth areas of the community. To accomplish this, the Town should encourage higher density/intensity of use within these growth areas.

6. Increased density of residential use in growth areas should be offset by a development transfer program that assures that land in rural areas will remain undeveloped, either through an actual transfer of development rights or the payment of a development transfer fee to fund rural land conservation.
7. The identity and livability of Scarborough's established neighborhoods should be enhanced. Residential and very limited non-residential development should be accommodated within these neighborhoods but should be of an appropriate scale and design to minimize the impacts on the existing neighborhood.
8. Retail uses and development should be carefully managed. The Payne Road/Maine Mall area should accommodate large-scale retail businesses and businesses that cater primarily to a regional market. Oak Hill and Dunstan should accommodate

smaller-scale retail and service businesses that primarily serve the local market. Other sections of the Route One corridor should accommodate a mix of retail business that serve both the regional and local market. Neighborhood scale businesses should be accommodated in areas where they can serve residential areas and commuters.

9. Office, research, and institutional uses should be encouraged to locate in Scarborough. A variety of locations should be provided to accommodate this type of development including Haigis Parkway, the northern end of Route One, and within other mixed-use and industrial areas described in this plan.
10. Growth of other types of economic activities, including light industrial uses, should be encouraged and an adequate supply of land provided that is designated for these types of uses.
11. The Scarborough Downs area and the Running Hill area present opportunities to create mixed-use centers for the community. The Town should cooperate with property owners in these areas to establish visionary development plans for each area.

- 12. Achieving a roughly 75% residential/25% commercial valuation base is a goal of this Comprehensive Plan Update.

### III. Residential Densities

The Future Land Use Plan sets out the recommended pattern and intensity of development in various areas of the town. The desired maximum intensity or density of residential development in the various land use designations is indicated in accordance with the following categories of density. The maximum allowed density is expressed in the number of dwelling units per net acre after deducting unbuildable land. For each density category, a range of maximum density is provided to allow for some flexibility in the establishment of the revised zoning regulations. In mixed-use, commercial, or other districts where multiplex or multi-family housing is encouraged, the Town should consider regulating density through the equivalent density based upon the number of bedrooms in the unit or a similar factor.

### Residential Density Categories

<b>Category</b>	<b>Maximum Density</b>	<b>Sewage Disposal</b>
Very Low Density	0.33 to 0.67 units per net acre (1.5 to 3 net acres per unit)	On-site
Low Density	0.5 to 1.5 units per acre 1 to 3 units per net acre	On-site Public sewer
Moderate Density	2 to 4 units per net acre	Public sewer
Medium Density	3 to 5 units per net acre	Public sewer
Medium High Density	4 to 8 units per net acre	Public sewer
High Density	10 to 15 units per net acre	Public sewer

### IV. Growth Areas

The designated Growth Areas identify those areas of Scarborough where the Town desires to see the majority of new residential development and virtually all non-residential development occur. Figure 1 shows the designated Growth Area including the Very Low Density Growth Area.

The Growth Area is divided into a number of land use designations. The land use designations are organized as follows:

**A. Residential Growth Areas**

1. Low Density Residential – R2 (see page 6-8)
2. Moderate Density Residential – R3 (see page 6-9)
3. Medium Density Residential – R4/R4A/TND (see page 6-10)
4. Dunstan Village Residential – DVR (see page 6-11)
5. Low Density Planned Residential Development – PRD2 (see page 6-12)
6. Moderate Density Planned Residential Development – PRD3 (see page 6-13)
7. Medium Density Planned Residential Development – PRD4 (see page 6-15)

**B. Very Low Density Residential Growth Areas**

1. Rural Residential and Conservation – East of the Turnpike (see page 6-16)

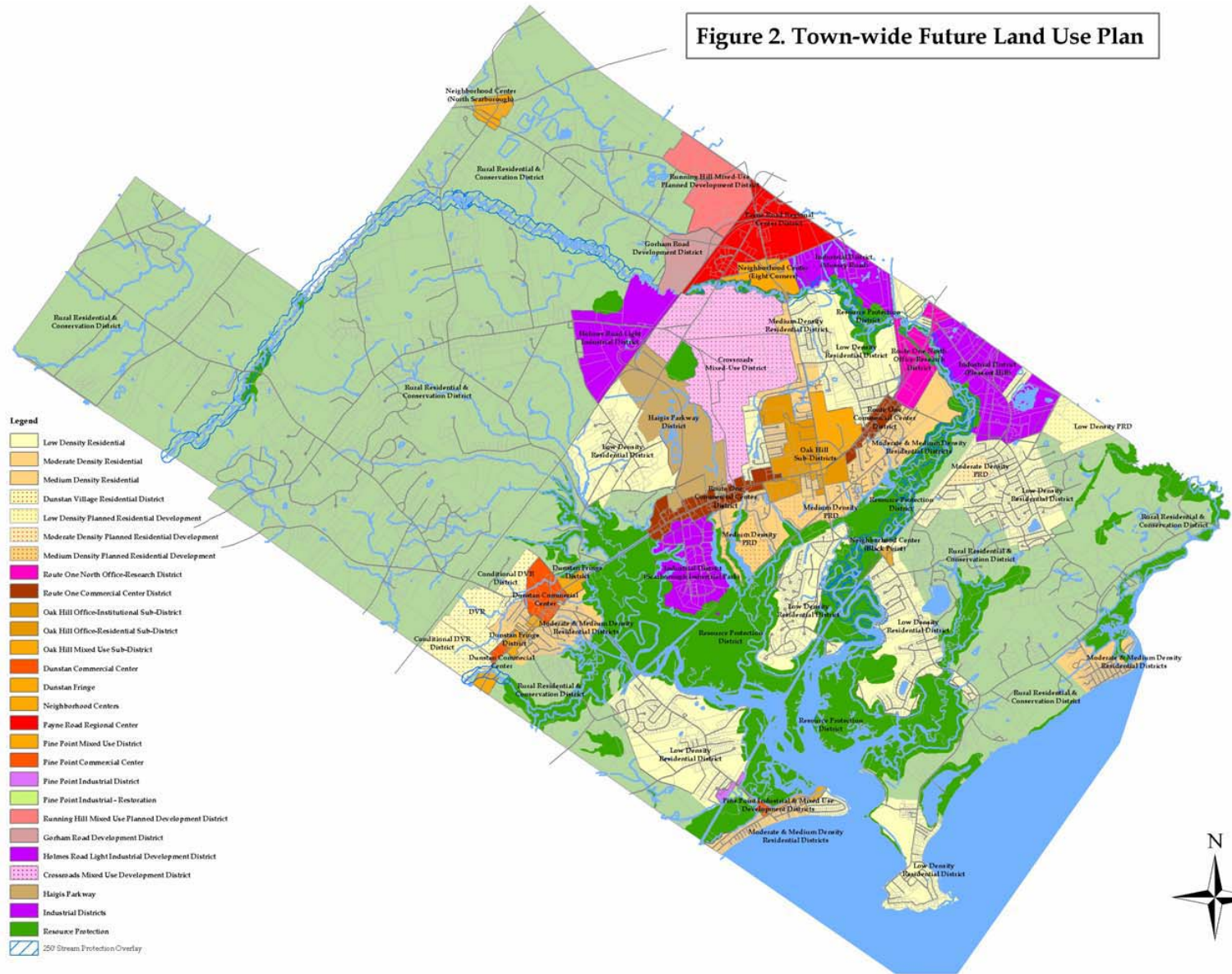
**C. Non-Residential and Mixed-Use Growth Areas**

1. Route One Corridor
  - Route One North Office-Research District (see page 6-18)
  - Route One Commercial Center District (see page 6-19)
  - Oak Hill Community Center (see page 6-20)
    - Office-Institutional Sub-District
    - Office-Residential Sub-District
    - Mixed Use Sub-District
  - Dunstan Mixed Use Center (see page 6-23)
    - Dunstan Commercial Centers
    - Fringe Areas

2. Neighborhood Centers (see page 6-25)
3. Payne Road Regional Center (see page 6-27)
4. Pine Point
  - Pine Point Commercial Center (see page 6-28)
  - Pine Point Industrial District (see page 6-29)
  - Pine Point Mixed Use District (see page 6-30)
5. Development Areas
  - Running Hill Mixed Use Planned Development District (see page 6-31)
  - Gorham Road Development District (see page 6-33)
  - Holmes Road Light Industrial Development District (see page 6-34)
  - The Crossroads Mixed Use Development District (see page 6-36)
  - Haigis Parkway District (see page 6-38)
6. Industrial Districts (see page 6-39)



Figure 2. Town-wide Future Land Use Plan

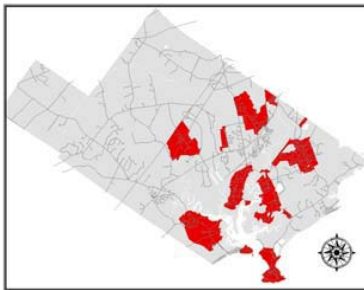


The location of the various designations is shown on Figure 2. Sections A, B, and C provide elaboration on the proposed use of land and development pattern within each of the Growth Area designations.

## A. Residential Growth Areas

The following areas identify the parts of the Town where the community desires to see the majority of new residential development occur.

### 1. Low Density Residential – R2



The Low Density Residential designation includes most of the established residential areas that are currently zoned R2 with minor adjustments to the boundaries to reflect current development patterns and land ownership (see Figures 2 & 14).

#### Our Vision

The various Low Density Residential areas continue to be high quality, primarily single-family, residential neighborhoods. The character and identity of the various neighborhoods is maintained. In-fill development is of a scale and character that is compatible with the existing pattern of development. The availability and quality of the public

infrastructure including pedestrian and bicycle facilities and green spaces are upgraded as a result of the development and implementation of neighborhood plans for each area.

#### Allowed Uses

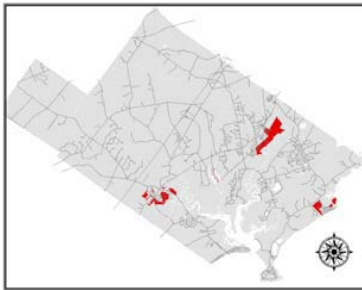
The allowed uses in the Low Density Residential areas should continue to be the types of uses currently allowed in the R2 zoning district including single-family residences, accessory apartments, community facilities, recreational uses, day care, hospices, and limited agricultural uses. In addition, duplex and triplex uses should be allowed on larger parcels (minimum 3-5 acres) with additional performance standards. Campgrounds should be allowed by special permit in the Pine Point R2 District.

#### Development Standards

The development standards in the Low Density Residential areas should be similar to the current R2 standards allowing low density residential development. A density bonus of up to 20% should be provided for projects that create affordable housing provided that at least 33%-40% of the bonus units are affordable. These bonus units should not be subject to development transfer requirements. Density bonuses of up to 10% should also be provided for projects that contribute to the conservation of land in designated Rural areas through the transfer of development rights and/or the

payment of a per unit development transfer fee to be used to purchase open space. Provisions for pedestrian and bicycle facilities should be provided both within the neighborhood and to link the neighborhood to existing and planned trails. Master development plans should be required for all projects involving duplexes and triplexes. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs. Additional standards should be created to assure that duplex and triplex developments are compatible with the surrounding neighborhood and are good neighbors that do not create undesirable impacts on existing homes.

## 2. Moderate Density Residential – R3



The Moderate Density Residential designation includes the established residential areas around Oak Hill, Dunstan, and Higgins Beach that are currently zoned R3 with minor adjustments in the boundaries to reflect

current development patterns and land ownership (see Figure 2).

### **Our Vision**

The various Moderate Density Residential areas continue to be high quality residential neighborhoods with a variety of housing types and styles. The character and identity of the various neighborhoods is maintained. In-fill development is of a scale and character that is compatible with the existing pattern of development. The availability and quality of the public infrastructure including pedestrian and bicycle facilities and green spaces are upgraded as a result of the development and implementation of neighborhood plans for each area.

### **Allowed Uses**

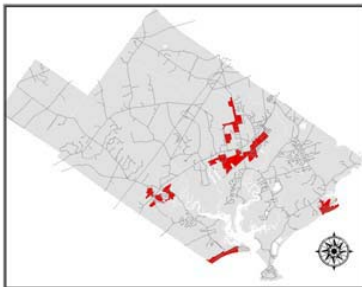
The allowed uses in the Moderate Density Residential areas should continue to be the types of uses currently allowed in the R3 zoning district including single-family and duplex residences, multiplexes on sites of at least 5 acres, accessory apartments, community facilities, recreational uses, day care, and nursing homes and hospices.

### **Development Standards**

The development standards in the Moderate Density Residential areas should be similar to the current R3 standards allowing moderate density residential development. A density bonus of up to 20% should be provided for projects that create affordable housing provided that at least 33%-40%

of the bonus units are affordable. These bonus units should not be subject to development transfer requirements. Density bonuses of up to 10% should also be provided for projects that contribute to the conservation of land in designated Rural areas through the transfer of development rights and/or the payment of a per unit development transfer fee to be used to purchase open space. Provisions for pedestrian and bicycle facilities should be provided both within the neighborhood and to link the neighborhood to existing and planned trails. Master development plans should be required for all projects involving multiplexes. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs. Additional standards should be created to assure that multiplex developments are compatible with the surrounding neighborhood and are good neighbors that do not create undesirable impacts on existing homes.

### 3. Medium Density Residential – R4/R4A/TND



The Medium Density Residential designation includes the established residential areas at Oak Hill, Dunstan, Higgins Beach, and Pine Point that are currently zoned R4 and R4A with minor adjustments in the

boundaries to reflect current development patterns and land ownership (see Figure 2).

#### **Our Vision**

The Medium Density Residential areas continue to be high quality, residential neighborhoods offering a range of housing types and styles including multiplex housing. The character and identity of the various neighborhoods is maintained. In-fill development is of a scale and character that is compatible with the existing pattern of development. The availability and quality of the public infrastructure including pedestrian and bicycle facilities and green spaces are upgraded as a result of the development and implementation of neighborhood plans for each area.

#### **Allowed Uses**

The allowed uses in the Medium Density Residential areas should continue to be the types of uses currently allowed in the R4 and R4A zoning districts including single-family and duplex residences, multiplexes on sites of at least 5 acres, accessory apartments, community facilities, recreational uses, and day care. The Town should study if and how small-scale retail uses that provide local services can be accommodated in these neighborhoods. Traditional Neighborhood Developments (TNDs) should continue to be allowed as an optional form of development on sites with at least twenty-five acres.

### Development Standards

The development standards in the Medium Density Residential areas should be similar to the current R4 and R4A standards allowing medium density residential development. The density for TNDs should be at the upper end of the medium density range. A density bonus of up to 20% should be provided for projects that create affordable housing provided that at least 33%-40% of the bonus units are affordable. These bonus units should not be subject to development transfer requirements. Density bonuses of up to 10% should also be provided for projects that contribute to the conservation of land in designated Rural areas through the transfer of development rights and/or the payment of a per unit development transfer fee to be used to purchase open space. Provisions for pedestrian and bicycle facilities should be provided both within the neighborhood and to link the neighborhood to existing and planned trails. TNDs should continue to be subject to additional development standards. Master development plans should be required for all projects involving multiplexes. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs. Additional standards should be created to assure that multiplex developments are compatible with the surrounding neighborhood and are good neighbors that do not create undesirable impacts on existing homes.

### 4. Dunstan Village Residential – DVR



The Dunstan Village Residential area includes the areas on the west side of Route One south of the Broadturn Road that have been recently zoned DVR along with other areas on the west side of Route One that

can serve as an expansion of Dunstan Village (see Figures 2 & 3). Areas designated as Conditional Dunstan Village Residential should be rezoned only if provisions have been made for the improvement of traffic movement and safety in the Dunstan area to satisfactory levels of service and as part of an overall development plan for a significant area that includes provisions for an interconnected street system with limited access onto Route One, Broadturn Road, and the Payne Road.

#### Our Vision

The Dunstan Village Residential area provides a quality residential neighborhood as part of Dunstan Village. The area develops as a pedestrian friendly neighborhood with a variety of housing types and styles. Open space is provided to meet the needs of the neighborhood. The street network is interconnected.

**Allowed Uses**

The allowed uses in the Dunstan Village Residential areas should continue to be the types of uses currently allowed in the recently created DVR zoning district including single-family residences, duplexes, multiplexes, townhouses, community facilities, recreational uses, day care, and nursing homes and hospices.

**Development Standards**

The development standards in the Dunstan Village Residential areas should continue to be the standards in the recently created DVR zoning district. The base residential density should continue to allow low density residential development with provisions for varying lots sizes for different types of residential uses that are served with public sewerage.

**5. Low Density Planned Residential Development – PRD2**



The Low Density Planned Residential Development area is the area on the east side of Highland Avenue adjacent to the South Portland line (see Figures 2 & 4).

**Our Vision**

This Planned Residential Development area develops as a high quality, low density residential neighborhood. The scenic, natural quality of the road frontage along Highland Avenue is maintained by a natural buffer and limits on the creation of new lots and curb cuts onto the road. A substantial portion of the area is preserved as open space and development is clustered away from the wetlands, headwaters of the Spurwink River and the Rachel Carson lands. Provisions are made for pedestrian and bicycle movement within the neighborhood and for connections to the surrounding Pleasant Hill area.

**Allowed Uses**

The following general types of uses are appropriate in the PRD2 area:

- Residential uses including multiplex housing and accessory apartments
- Local recreational facilities

In addition, limited low-impact retail, office, government, and community uses that serve the local area should be accommodated with stringent limits such as a total of 1,000 square feet of floor area per 50 dwelling units within the development provided that no individual use shall have more than 1,000 square feet of floor area and no building shall have more than 2,000 square feet of retail use.

### Development Standards

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

Low density residential development should be allowed with increased density permitted with the transfer of development potential from other areas of the community as long as adequate sewage disposal is provided. A density bonus of up to 20% should be provided for projects that create affordable housing provided that at least 33%-40% of the bonus units are affordable. These bonus units should not be subject to development transfer requirements.

All developments within the PRD2 area should be clustered developments in which a significant portion of the site is preserved as permanent open space and conservation land. The regulations should require that the areas adjacent to the major wetlands, the headwaters of the Spurwink River, the land owned by the Rachel Carson preserve, and other significant natural resource areas be included in the open space.

Provisions for pedestrian and bicycle facilities should be provided both within the neighborhood and to link the neighborhood to existing and planned trails. The development standards should prohibit the creation

of lots fronting on Highland Avenue and require that buildings be setback significantly from the road and a natural buffer retained/enhanced to maintain the rural/scenic character of the road. Vehicular access points or curb cuts should be limited. Developments should be required to be served by public water and sewerage.

### 6. Moderate Density Planned Residential Development – PRD3



The Moderate Density Planned Residential Development area encompasses the Pleasant Hill Golf Course area between Chamberlain Road and Highland Avenue (see Figures 2 & 4).

#### Our Vision

This Planned Residential Development area develops as a high quality, moderate density residential neighborhood. The scenic, natural quality of the road frontage along Highland Avenue and Chamberlain Road and the open vistas are maintained. The creation of new lots and curb cuts onto the roads is limited. A substantial portion of the area is preserved as open space and development is clustered away from key open, scenic areas. Provisions are made for pedestrian and bicycle

movement within the neighborhood and for connections to the surrounding Pleasant Hill area.

**Allowed Uses**

The following general types of uses are appropriate in the PRD3 area:

- Residential uses including multiplex housing, accessory apartments, and residential units as part of a mixed use building
- Limited low-impact retail uses that serve the local area similar to those allowed in the TND Overlay District
- Small-scale community and government uses that serve the local area
- Local recreational facilities

**Development Standards**

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

Moderate density residential development should be allowed with increased density permitted with the transfer of development potential from other areas of the community. A density bonus of up to 20% should be provided for projects that create affordable housing provided that at least 33%-40% of the bonus

units are affordable. These bonus units should not be subject to development transfer requirements.

All developments within the PRD3 area should be clustered developments in which a significant portion of the site is preserved as permanent open space and conservation land. The regulations should require that open areas that are highly visible from the road and other significant natural resource areas be included in the open space.

Provisions for pedestrian and bicycle facilities should be provided both within the neighborhood and to link the neighborhood to the larger Pleasant Hill community and existing and planned trails. The development standards should prohibit the creation of lots fronting on Highland Avenue and Chamberlain Road and require that buildings be setback significantly from the road and a natural buffer retained/enhanced to maintain the rural/scenic character of these roads. Buildings and other improvements should be required to be sited in a way that maintains the scenic vistas across the property to the extent feasible. Vehicular access points or curb cuts should be limited. Developments should be required to be served by public water and sewerage.



## 7. Medium Density Planned Residential Development – PRD4



The Medium Density Planned Residential Development area encompasses the area around the Willowdale Golf Course east of Route One and an area off the Black Point Road near the Eastern Trail (see Figures 2 & 5).

### Our Vision

These Planned Residential Development areas develop as high quality, medium density residential neighborhoods. The scenic, natural quality of areas and the open vistas are maintained. The creation of new lots and curb cuts onto existing roads is limited. A substantial portion of the area is preserved as open space and development is clustered away from key open, scenic areas. Provisions are made for pedestrian and bicycle movement within the neighborhood and for connections to the surrounding Oak Hill and Route One areas.

### Allowed Uses

The following general types of uses are appropriate in the PRD4 areas:

- Residential uses including multiplex housing, accessory apartments, and residential units as part of a mixed use building
- Small-scale retail and service uses as part of a mixed-use development
- Small-scale business and professional offices as part of a mixed-use development
- Community and government uses
- Recreational facilities

### Development Standards

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

Medium density residential development should be allowed with increased density permitted with the transfer of development potential from other areas of the community. A density bonus of up to 20% should be provided for projects that create affordable housing provided that at least 33%-40% of the bonus units are affordable. These bonus units should not be subject to development transfer requirements.

All developments within the PRD4 area should be clustered developments in which a significant portion of the site is preserved as permanent open space and conservation land. The regulations should require that significant natural resource areas and

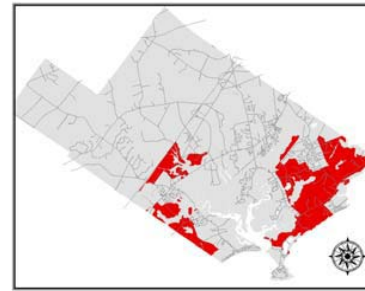
open areas that are highly visible from the road be included in the open space.

Provisions for pedestrian and bicycle facilities should be provided both within the neighborhood and to link the neighborhood to existing and planned trails. The development standards should require that a natural buffer be retained/enhanced to maintain the rural/scenic character of existing roads. Buildings and other improvements should be required to be sited in a way that maintains the scenic vistas across the property to the extent feasible. Vehicular access points or curb cuts should be limited. Developments should be required to be served by public water and sewerage.

## B. Very Low Density Residential Growth Areas

The Very Low Density Residential Growth areas include the areas east of the Maine Turnpike where public sewerage is not currently available and is not likely to be available in the future. Because new development in these areas needs to rely on on-site sewage disposal, development densities need to be very low but since these areas are close to Town services, the rate of development is not proposed to be restricted.

## 1. Rural Residential and Conservation – East of the Turnpike



The Rural Residential and Conservation District – East includes the areas along Spurwink Road and the eastern end of Pleasant Hill Road, a portion of the Black Point Road extending toward Prout's

Neck, areas along the Old Orchard Beach line, and areas along the east side of the Turnpike (see Figures 1 & 2).

### Our Vision

The area remains a rural area with limited development. The current development potential of landowners is maintained while key natural resources and open space are permanently protected through a comprehensive program that fairly compensates property owners. The remaining agriculture land is preserved in cooperation with the landowners. Existing natural areas and preserved open spaces are connected through a network of open space including a greenway along the Nonesuch River. The residential development that does occur is very low density and is well designed, maintains the rural character of the area, and provides buffers along significant natural resources.

**Allowed Uses**

The uses allowed in the Rural Residential/Conservation – East District should include most of the uses currently allowed in the current RF District including farming and other natural resource uses, single-family dwellings, accessory apartments, community and recreational uses, day care, hospices, and campgrounds. In addition two-family dwellings should be allowed. Small multiplex buildings with not more than four units per building should be allowed as part of conservation subdivisions in which a significant portion of the site is preserved as open space provided that adequate provisions for sewage disposal are made (see development standards below).

**Development Standards**

Very low density residential development should be allowed in the Rural Residential/Conservation District – East. The space and bulk regulations should be similar to the current RF zoning. Due to the existing pattern of development with many small, large-lot subdivisions, the use of cluster development should be encouraged but should remain optional in this area except where the presence of wetlands and natural resources

necessitate a cluster design. The development potential of a parcel in this district should be allowed to be transferred to another site within other parts of the Growth Area.

The Town’s subdivision standards should require that developers conduct a detailed site inventory and analysis that identifies the conservation and development potential of the site as part of their planning process. The development plan should be required to reflect the results of this site analysis so that development is located in a way that minimizes its impact on natural resources and maximizes the buffering of significant resources.

The Town should revise its sewage disposal standards to allow the shared use of on-site sewage disposal systems to accommodate quality development but only after it addresses the management issues related to these systems to assure the long term operation of the system through enforceable management structures.

**C. Non-Residential and Mixed Use Growth Areas**

The following areas identify the parts of the Town where the community desires to see the new non-residential and mixed use development occur.

## 1. The Route One Corridor

### ***Route One North Office-Research District***



The Route One North Office-Research District includes the Route One corridor from the South Portland city line to the Sunset Road-Vindale Street intersection (see Figures 2 & 6).

#### **Our Vision**

The northern portion of the Route One corridor will continue to evolve as a high quality office/research district anchored by the Maine Medical Center research and outpatient facilities. Older buildings will be redeveloped and the level of use intensified. The area will emerge as a major employment center. The visual environment will be enhanced and traffic improvements will be made to better link the Scarborough Connector to Route One.

#### **Allowed Uses**

The following general types of uses are appropriate in the Route One North Office-Research District:

- Business and professional offices
- Research facilities
- Financial services and institutions

- Business and personal services
- Light assembly and manufacturing
- Restaurants (excluding drive through service)
- Community and government uses

Retail uses are generally not appropriate in this district except for retail sales accessory to another use and neighborhood or convenience type stores that serve the area. Existing automobile sales uses should be allowed to continue to exist and modernize but new auto sales uses should not be allowed in this area.

#### **Development Standards**

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

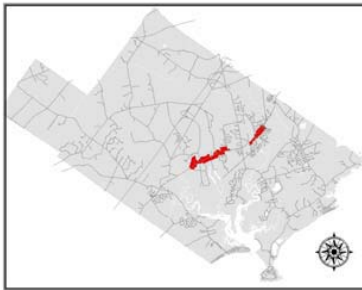
Buildings should be required to be sited and designed so that the road corridor is re-established as a “landscaped parkway”. Provisions for pedestrian and bicycle facilities should be provided where reasonable. Buildings should be allowed to be setback significantly from Route One but parking should not be allowed between the buildings and road unless it is visual screened. Vehicular access points or curb cuts should be limited and access to the land coordinated to maintain the traffic capacity of Route One while creating a scenic corridor

through the district. Uses should be required to be served by public water and sewerage.

Development should be allowed to be reasonably intense with building heights limited to a maximum of 5-6 stories.

All development in this district should be required to conform to the Commercial Design Standards as well as stringent site design standards to assure a high quality of development. Natural resource areas should be required to be protected and buffers provided as appropriate including a significant buffer along the Nonesuch River. The development standards should encourage the minimization of stormwater runoff through limits on impervious surface, groundwater recharge, and the use of “green building” techniques.

**Route One Commercial Center District**



the Scarborough Marsh (see Figures 2, 5, & 6).

The Route One Commercial Center District encompasses the portions of the Route One corridor from the Sunset Road-Vindale Street intersection south to the Oak Hill area and from Oak Hill south to

**Our Vision**

These portions of the Route One corridor will continue to evolve as mixed use commercial districts accommodating a wide range of non-residential activities that primarily serve the community as opposed to the larger region. Older buildings will be redeveloped and smaller sites combined. The visual environment will be enhanced through improved site and building design. Traffic flow and safety will be enhanced through improved access management and provisions for the interconnection of various parcels. Opportunities for pedestrian and bicycle movement are enhanced.

**Allowed Uses**

The following general types of uses are appropriate in the Route One Commercial Center District:

- Small and moderate-scale retail uses that primarily serve the community but excluding large scale uses
- Business and professional offices
- Research facilities
- Financial services and institutions
- Business and personal services
- Motor vehicle service subject to special controls
- Restaurants
- Hotels and motels
- Residential units as part of a mixed use building

- Community and government uses

Residential uses are generally not appropriate in this district except for units that are part of a mixed use building.

**Development Standards**

Development within the district should be well-planned. Master development plans should be required for the development or redevelopment of larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

Development should be consistent with the Commercial Design Standards. Buildings should be required to be sited and designed so that they have a relationship to the road corridor. A landscape edge should be provided to separate the road from the parcel. Buildings should be located reasonably close to Route One. Most parking should be located to the side or rear of buildings. Limited parking should be allowed between the buildings and road provided that it is visual screened. Vehicular access points or curb cuts should be limited and access to the land coordinated to maintain the traffic capacity of Route One while creating a scenic corridor through the district. Provisions for pedestrian movement should be provided. Uses should be required to be served by public water and sewerage.

Development should be allowed to be reasonably intense with building heights limited to a maximum of 3-4 stories. Medium density residential uses in mixed-use buildings should be allowed with the transfer of development potential from other areas of the community. Affordable housing units should not be subject to the development transfer requirements.

All development in this district should be required to conform to stringent site design standards as established in the Commercial Design Standards to assure a high quality of development. The development standards should encourage the minimization of stormwater runoff though limits on impervious surface, groundwater recharge, and the use of “green building” techniques. Natural resource areas should be required to be protected and buffers provided as appropriate.

**Oak Hill Community Center**



The Oak Hill Community Center encompasses the area around the intersection of the Route One with the Gorham and Black Point Roads (see Figures 2 & 7).

**Our Vision**

Oak Hill will continue to evolve as mixed use area that functions as Scarborough’s community center. The major municipal and school facilities will continue to be located in Oak Hill. Older buildings will be redeveloped and the level of use intensified. The area will become more pedestrian friendly as major facilities within Oak Hill are linked. The visual environment will be enhanced through improved site and building design. Traffic flow and safety will be enhanced through improved access management and provisions for the interconnection of various parcels. New development will occur primarily off interior streets.

**Allowed Uses**

The area is divided into three sub-districts. The following general types of uses are appropriate in the sub-districts:

***Office-Institutional Sub-District***

- Community and government uses including the major municipal and school facilities
- Business and professional offices
- Research facilities
- Financial services and institutions
- Business and personal services
- Restaurants
- Hotels and motels

- Residential units as part of a mixed use building

Retail uses are generally not appropriate in this sub-district except for activities that are accessory to another use.

***Office-Residential Sub-District***

- Business and professional offices
- Research facilities
- Financial services and institutions
- Business and personal services
- Residential units including multiplex and multifamily residential and residential units as part of a mixed use building
- Community and government uses

Retail uses are generally not appropriate in this sub-district except for activities that are accessory to another use.

***Mixed Use Sub-District***

- Small and moderate-scale retail uses excluding large-scale uses
- Business and professional offices
- Research facilities
- Financial services and institutions
- Business and personal services
- Motor vehicle service subject to special controls
- Restaurants

- Residential units including multiplex and multi-family housing as part of a mixed use project or building
- Community and government uses

Residential uses are appropriate in this district but only if they are part of a mixed use project or building and are not located adjacent to Route One.

### **Development Standards**

Development within the district should be well-planned. Master development plans should be required for the development or redevelopment of larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

Development should be consistent with the Commercial Design Standards. Buildings should be required to be sited and designed so that they have a relationship to the road corridor. A landscape edge should be provided to separate the road from the parcel. Buildings should be located reasonably close to the street. Most parking should be located to the side or rear of buildings. Limited parking should be allowed between the buildings and road provided that it is visual screened. Where possible, vehicular access should be provided from internal streets rather than from the major roads. Vehicular access points or curb cuts should be limited and access to the land coordinated to maintain the traffic

capacity of the major streets while creating scenic corridors through the district. Provisions for pedestrian movement should be provided. Uses should be required to be served by public water and sewerage.

Development should be allowed to be reasonably intense with building heights limited to a maximum of 3-4 stories. Medium high density residential uses should be allowed with the transfer of development potential from other areas of the community. Affordable housing units should not be subject to the development transfer requirements.

All development in this district should be required to conform to stringent site design standards as established in the Commercial Design Standards to assure a high quality of development. The development standards should encourage the minimization of stormwater runoff through limits on impervious surface, groundwater recharge, and the use of “green building” techniques. Natural resource areas should be required to be protected and buffers provided as appropriate.



### ***Dunstan Mixed Use Center***



The Dunstan Mixed Use Center includes the Route One corridor from Queens Drive on the south to Rose Hill Way on the north and extending westerly out Payne Road and the Broadturn Road (see Figures 2 & 3).

#### **Our Vision**

Dunstan is an attractive mixed-use community center that provides a range of goods and services to meet the day-to-day needs of residents of the surrounding area as well as commuters and tourists using Route One. Dunstan serves as both the business and community center for the southern part of Scarborough. Most new commercial development is located off Route One to create a pedestrian focused village center or core that becomes the heart of Dunstan and a southern gateway to the community. This pattern minimizes the impact of development on traffic. Strip commercial development along Route One north and south of these centers is limited while allowing property owners reasonable use of their property.

These fringe areas along Route One develop/redevelop with lower intensity office and

service uses thereby allowing the new center and gateway to become the activity centers for Dunstan. The architectural character of the historic area is maintained as the buildings are converted to other uses. Over time, traffic improvements are undertaken to improve traffic flow and safety, including links between the Payne Road and Broadturn Road and Payne Road and Route One to allow traffic to bypass the existing Route One intersections, while retaining the character of the area. The village center/core and gateway areas are pedestrian friendly and sidewalks and bike paths link these centers to nearby residential neighborhoods.

#### **Allowed Uses**

Dunstan Commercial Centers -- Within the Dunstan Commercial Centers (see Figure 3), a wide range of residential and non-residential uses are generally appropriate including:

- Small and medium-scale retail uses
- Business and professional offices
- Financial services and institutions
- Personal and business services
- Hotels, motels, and B&B's
- Restaurants (excluding drive through service)
- Residential uses including multiplex and multi-family housing and residential units as part of a mixed use building
- Community and government uses
- Outdoor recreational facilities

Fringe Areas -- In the fringe areas along the Route One corridor, uses should be more limited including residential uses and low-intensity non-residential uses. The following uses are appropriate in these fringe areas:

- Small-scale business and professional offices
- Personal and business services
- Residential uses including multiplex and multi-family housing and residential units as part of a mixed use building
- Small-scale community and government uses
- Local recreational facilities
- Motels and B&B's

New retail uses and motels should not be allowed in these fringes but existing uses should be allowed to continue and to grow and modernize.

### **Development Standards**

Dunstan Commercial Centers -- In general, the scale of non-residential uses within the Dunstan Commercial Centers should be limited. The intention is that most individual uses would have less than 8,000 square feet of gross floor area. Medium-scale retail uses that serve the local market, such as supermarkets, should be allowed on parcels larger than twenty (20) acres as part of a master planned development that maintains an overall village scale and character. To encourage more of a village as opposed to a commercial strip, new buildings should be encouraged to be located on side streets or

interior roads on either side of Route One rather than directly fronting on Route One where possible. New buildings should be located reasonably close to streets other than Route One to foster a village environment. Large areas of parking between the street and the front of buildings should be avoided to create a "village character" for the area. Parking areas should be broken up into small lots. Larger buildings should require a more intense design and site plan review. New buildings should be a minimum of two stories. Provisions for pedestrian and bicycle movement should be provided.

The development standards should encourage the minimization of stormwater runoff through limits on impervious surface, groundwater recharge, and the use of "green building" techniques. High quality site design should be required for all uses with a focus on traffic management and visual quality. The creation of new vehicular access points or curb cuts on Route One, Broadturn Road or Payne Road should be carefully managed. Medium high density residential uses should be allowed with the provision for the transfer of development as long as they are served by public sewerage. Affordable housing units should not be subject to the development transfer requirements. The Commercial Design Standards should apply in this area.

Fringe Areas – The size of buildings in the fringe areas should be in keeping with the scale of the existing buildings. Within the identified historic area, reuse of the existing buildings that maintain their

historical character should be encouraged. The development standards should encourage the minimization of stormwater runoff through limits on impervious surface, groundwater recharge, and the use of “green building” techniques. High quality site design should be required for all uses with a focus on traffic management and visual quality. The creation of new vehicular access points or curb cuts should be carefully managed and limited both within the district and along the major roads adjacent to the district. Medium high density residential uses should be allowed with the provision for the transfer of development as long as they are served by public sewerage. Affordable housing units should not be subject to the development transfer requirements. The Commercial Design Standards should apply in this area.

## 2. Neighborhood Centers



There are three neighborhood centers included in the designation, North Scarborough, Eight Corners, and Black Point Road. While the three areas are somewhat different, they all function as local neighborhood service areas.

The North Scarborough Neighborhood Center is located around the intersections of Route 114 (the Gorham

Road), Route 22 (the Country Road), Saco Street, and Beech Ridge Road (see Figures 2 & 8).

The Eight Corners Neighborhood Center includes the area around the Eight Corners intersection at the Gorham Road, Mussey Road, and Spring Street extending to the Nonesuch River and including Honan Road (see Figures 2 & 9).

The Black Point Road Neighborhood Center includes the area on the northerly side of the intersection of the Black Point Road and Highland Avenue (see Figures 2 & 10).

### Our Vision

Each of the neighborhood centers continues to be a small commercial and service center that provides goods and services primarily to meet the day-to-day needs of the surrounding area as well as commuters and people who work nearby. Opportunities for pedestrian and bicycle movement are enhanced.

The North Scarborough Neighborhood Center primarily serves the North Scarborough area including South Gorham and other surrounding communities as well as commuters on Routes 114 and 22. The district is confined to a limited geographic area and should not be extended further along the various roads to allow strip commercial development to occur.

Businesses within the North Scarborough center are generally small and of a “village character”.

Activities that generate large volumes of traffic or require public sewerage are not found in this area. Public sewerage will not be provided in this area for the foreseeable future so development will be dependent on on-site sewage disposal. Because of the high volume of traffic through the center, new development must address and provide for traffic movement and safety. At some future time, a relief road may be built to provide improved traffic flow from the Gorham Road to the County Road but until this occurs, traffic considerations and the lack of public sewerage will limit the scale and intensity of development.

Eight Corners serves the surrounding area and people who work in adjacent commercial and industrial areas as well as commuters. The residential properties within the district may be converted to professional and office uses over time. The district is confined to a limited geographic area and should not be extended further easterly along Route 114 to allow strip commercial development to occur.

The Black Point Road Neighborhood Center serves the surrounding area as well as commuters. The district is confined to a limited geographic area and should not be extended further to the south side of Black Point Road or further along Black Point Road or Highland Avenue to allow strip commercial development to occur.

### **Allowed Uses**

The allowed uses in the three centers need to reflect the unique circumstances in each of the centers. The following general types of uses are appropriate all of the neighbor centers:

- Small-scale retail uses
- Personal and business services
- Small-scale business and professional offices
- Financial services and institutions
- Neighborhood restaurants
- Residential uses including multiplex housing and residential units as part of a mixed use building
- Small-scale community and government uses that serve the local area
- Local recreational facilities

In the North Scarborough Neighborhood Center neighborhood gas stations are appropriate. In addition, small-scale business and professional offices and multiplex residential uses are appropriate along the Gorham Road extending from Route 22 toward the Running Hill Road (see Figure 8) but retail and service uses are not.

In the Eight Corners Neighborhood Center, use of the properties on Honan Street should be limited to low intensity uses such as offices and service uses that do not generate significant traffic or other impacts.

### Development Standards

In general, non-residential uses should be limited to a maximum of 5,000 square feet of gross floor area. Buildings should be located reasonably close to the street. Large areas of parking between the street and the front of buildings should be avoided to create a “village character” for the area. High quality site design should be required for all uses with a focus on traffic management and visual quality. The conversion of the homes to non-residential use, especially in areas such as Honan Street in the Eight Corners center, should retain the residential character and scale of the property and protect abutting properties in residential use. The creation of new vehicular access points or curb cuts should be carefully managed and limited both within the district and along the major roads adjacent to the district. Provisions for pedestrian and bicycle facilities should be provided where reasonable.

The density of residential use in the neighborhood centers should vary depending on the availability of public sewerage. Low density residential uses should be allowed in North Scarborough, where public sewerage is currently not available. If public sewer and water are provided, higher densities may be considered in this area with the transfer of development potential from other areas of the community. In the Eight Corners and Black Point Road areas, medium density residential uses should be allowed with the transfer of development potential from other areas of the community provided they are

connected to the public sewer. Affordable housing units should not be subject to the development transfer requirements.

### 3. Payne Road Regional Center



The Payne Road Regional Center includes the Payne Road corridor extending south from the South Portland line to the Nonesuch River including the Spring Street area (see Figures 2 & 9).

#### Our Vision

The Payne Road Regional Center is part of the Maine Mall area and functions as an extension of this regional shopping center. Development in the Payne Road area is attractive and well designed. The area accommodates a wide range of retail and service uses including entertainment facilities.

#### Allowed Uses

The following general types of uses are appropriate in the Payne Road Regional Center:

- Retail uses including shopping centers and large-scale uses
- Business and professional offices

- Research facilities
- Financial services and institutions
- Personal and business services
- Light assembly and manufacturing
- Places of assembly and entertainment
- Hotels
- Restaurants (excluding drive through service)
- Community and government uses
- Outdoor recreational facilities

Gasoline service stations and vehicle service facilities should be limited to the area along Payne Road from the Gorham Road to the South Portland boundary.

#### **Development Standards**

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land including the redevelopment of existing larger parcels. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

The development standards for the district should generally be the provisions already in place under the B-2 Zone. Natural resource areas should be required to be protected and buffers provided as appropriate including a significant buffer along the Nonesuch River. The development standards should encourage the minimization of stormwater

runoff through limits on impervious surface, groundwater recharge, and the use of “green building” techniques. The existing Eight Corners School should be protected by the creation of substantial buffers as part of any adjacent development.

#### **4. Pine Point**



The Pine Point mixed-use area includes three designations, the Pine Point Commercial Center, Industrial District, and the Mixed-Use District.

#### ***Pine Point Commercial Center***

The Pine Point Commercial Center includes the existing commercial area around the intersection of the Pine Point Road and East Grand Avenue (see Figures 2 & 11).

#### **Our Vision**

The Pine Point Commercial Center is a small commercial and service center that provides goods and services primarily to meet the day-to-day needs of the residents of Pine Point as well as tourists and seasonal visitors. The district is confined to a limited geographic area and should not be extended further

along the East Grand Avenue or other streets to allow strip commercial development to occur. Over time the district evolves into an attractive center for the neighborhood with improved traffic flow and access control. The district is more pedestrian friendly as provisions for walkers and bikers are expanded.

### **Allowed Uses**

The following general types of uses are appropriate in the Pine Point Commercial Center:

- Small-scale retail uses
- Business and professional offices
- Financial services and institutions
- Personal and business services
- Hotels and motels
- Restaurants (excluding drive through service)
- Neighborhood gas stations
- Community and government uses

New residential uses should not be permitted within the district except for dwelling units that are part of a mixed-use building.

### **Development Standards**

In general, non-residential uses should be limited to a scale that is comparable to existing buildings within the district. Medium high density residential uses should be permitted in mixed use buildings. New or redeveloped buildings should be located reasonably

close to the street. Large areas of parking between the street and the front of buildings should be avoided to create more of a “village character” for the area. High quality site design should be required for all uses with a focus on traffic management, visual quality, and the mitigation of impacts on the marsh. Additional encroachment on the marsh should not be allowed. The creation of new vehicular access points or curb cuts should be carefully managed and limited both within the district and along the major roads adjacent to the district. Provisions for pedestrian movement should be incorporated into all new development.

### ***Pine Point Industrial District***

The Pine Point Industrial District includes the existing industrial area along both sides of the Pine Point Road and the Holly Road area (see Figures 2 & 11).

### **Our Vision**

The industrial development along the railroad tracks on the Black Point Road is a remnant of an earlier era and encroaches on the marsh. Over time, the development on the south side of the road is removed and the area is restored to marsh as part of a wetlands mitigation and/or open space preservation program in cooperation with the property owners. The marine related uses on the north side of the road are upgraded while the Holly Road area evolves into a nice quality office/research center.

### **Allowed Uses**

The following general types of uses are appropriate in the portion of the Pine Point Industrial District that is anticipated to remain:

- Marine related uses
- Business and professional offices
- Research facilities
- Business services
- Light assembly and manufacturing
- Wholesale, warehousing, and distribution
- Community and government uses

Over time, as the more industrial types of uses are removed from the area, the allowed uses should become more limited with a focus on marine and office/research and light manufacturing types of uses.

### **Development Standards**

The standards in this area should allow the existing buildings on the south side of the Pine Point Road to be maintained and used but should not allow them to be significantly expanded or reconstructed. In the other parts of the district, the focus should be on mitigating the impacts of any activities on the marsh and on buffering adjacent residential properties through performance standards.

### ***Pine Point Mixed Use District***

The Pine Point Mixed Use District encompasses the land on the north or bay side of Jones Creek Drive from the intersection of the Pine Point Road easterly to the Nonesuch River (see Figures 2 & 11).

### **Our Vision**

The Mixed Use District evolves into an area with a range of uses that are compatible with the neighborhood while maintaining the scale and character of the Pine Point neighborhood. Existing homes in this area are converted to low-intensity non-residential uses such as B&B's, offices, service uses, and small restaurants. Renovation of existing buildings and the construction of new buildings maintain the established building scale and orientation. Opportunities for pedestrian and bicycle movement are enhanced. Further encroachment on the marsh is prohibited.

### **Allowed Uses**

The following general types of uses are appropriate in the Pine Point Mixed Use District:

- Small-scale retail uses
- Marine related uses
- Restaurants
- B and B's
- Financial services and institutions
- Personal and business services



- Small-scale business and professional offices
- Single and two-family residential uses including residential units as part of a mixed use building
- Small-scale community and government uses
- Local recreational facilities

### Development Standards

In general, non-residential uses should be limited to a maximum of 3,000 square feet of gross floor area. New buildings should be located so that the existing character of the neighborhood is maintained. Parking between the street and the front of buildings should be avoided to maintain the “character” of the area. The conversion of the homes to non-residential use should retain the residential character and scale of the property while allowing for limited expansion and protect abutting properties in residential use. High quality site design should be required for all uses with a focus on visual quality and the mitigation of impacts on the marsh. Additional encroachment on the marsh should not be allowed. Medium density residential uses should be maintained provided they are connected to the public sewer.

## 5. Development Areas

### ***Running Hill Road Mixed Use Planned Development District***



The Running Hill Road Mixed Use Planned Development District extends along both sides of the Running Hill Road from the South Portland boundary westerly toward the New Road (see Figures 2 & 9).

### Our Vision

The Running Hill Road Mixed Use Planned Development District develops as a high quality, well-designed mixed-use community that capitalizes on its unique location and setting. The character of the community is more urban than suburban, more vertical than horizontal, to take advantage of the location. Uses are mixed within areas of the district and within buildings. Development throughout the district is coordinated and is organized around a defined community center. The Running Hill Road is maintained as a major traffic artery that provides an attractive gateway to the west side of town. Opportunities for pedestrian and bicycle movement are enhanced. Development is more intense near the South Portland line and decreases in intensity as

it moves to the west and south. Lower intensity uses such as small offices or multifamily housing create a transition to the existing residential neighborhood along the New Road. This transition to existing residential areas is handled in a manner that protects them from negative impacts.

### **Allowed Uses**

The following general types of uses are appropriate in the Running Hill Road Mixed Use Development District:

- Business and professional offices
- Research facilities
- Financial services and institutions
- Business services
- Light assembly and manufacturing
- Places of assembly and entertainment
- Hotels
- Restaurants (excluding drive through service)
- Community and government uses
- Residential uses including multi-plex and multifamily housing

Large-scale retail uses including large shopping centers are not appropriate in the district but small and medium scale stores as part of a mixed use development or to provide services to residents or workers within the district are.

Along the western edge of the district that abuts residential or rural districts, allowed uses should be

limited to lower intensity non-residential uses and residential uses to provide a transition to these lower density areas.

### **Development Standards**

Development within the district should be well-planned. The development standards should provide a high degree of flexibility for development as long as it is consistent with the vision for the district. Master development plans should be required for all larger parcels of land. These plans should establish the overall character of the development, the development pattern, circulation system, utility systems, and open space or protected areas before any development occurs. These plans should help establish the detailed development standards for the district.

The district should be served by an interconnected street network and buildings should be sited with respect to the streets. Parking should not be permitted between buildings and the street. Vehicular access points or curb cuts should be limited and access to the land coordinated to maintain the traffic capacity of Running Hill Road while creating a scenic corridor through the district. Provisions for pedestrian and bicycle facilities should be provided where reasonable. Uses should be required to be served by public water and sewerage.

Development near the South Portland line should be allowed to be reasonably intense with building

heights limited to a maximum of 6 stories but should be required to be less intense with a smaller scale and lower height as it moves to the west. Development in proximity to the district boundary should be limited to small-scale, low intensity non-residential uses and residential uses. High density residential development should be allowed with the transfer of development potential from other areas of the community with a density bonus for providing affordable housing. Affordable housing units should not be subject to the development transfer requirements. The community should be designed to provide a transition from this district to the adjacent lower-intensity residential or rural areas.

All development in this district should be required to conform to stringent site design standards to assure a high quality of development. Natural resource areas should be required to be protected and buffers provided as appropriate. The development standards should encourage the minimization of stormwater runoff through limits on impervious surface, groundwater recharge, and the use of “green building” techniques.

**Gorham Road Development District**



The Gorham Road Development District includes the land on both sides of the Gorham Road immediately west

of the Maine Turnpike (see Figures 2 & 9).

**Our Vision**

The Gorham Road Development District provides a transition between the Maine Mall/Payne Road commercial center and the rural/residential area to the west. The Gorham Road is maintained as a major traffic artery that provides an attractive gateway to the west side of town. Opportunities for pedestrian and bicycle movement are enhanced. Buildings are well set back from the road and the roadside maintained as a landscaped buffer. Development is selectively located to preserve the significant natural resources within the district.

**Allowed Uses**

The following general types of uses are appropriate in the Gorham Road Development District:

- Business and professional offices
- Research facilities
- Hotels
- Community and government uses
- Multiplex and multifamily housing
- Retirement housing and assisted living facilities
- Outdoor recreational facilities including golf courses

### **Development Standards**

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

Buildings should be required to be setback significantly from the Gorham Road but parking should not be allowed between the buildings and Gorham Road unless it is visual screened. The road corridor should be maintained as a “landscaped parkway”. Vehicular access points or curb cuts should be limited and access to the land coordinated to maintain the traffic capacity of Gorham Road while creating a scenic corridor through the district. Provisions for pedestrian and bicycle facilities should be provided where reasonable. Uses should be required to be served by public water and sewerage.

Development should be allowed to be reasonably intense with building heights limited to a maximum of 5 stories. High density residential development should be allowed with the transfer of development potential from other areas of the community with a density bonus for providing affordable housing. Affordable housing units should not be subject to the development transfer requirements. A natural buffer at least 150 feet in width should be maintained along the boundary with residential or rural zones and this buffer should be treated and maintained to provide a

transition from this district to the lower intensity areas.

All development in this district should be required to conform to stringent site design standards to assure a high quality of development. Natural resource areas should be required to be protected and buffers provided as appropriate including a significant buffer along the Nonesuch River. The development standards should encourage the minimization of stormwater runoff though limits on impervious surface, groundwater recharge, and the use of “green building” techniques.

### ***Holmes Road Light Industrial Development District***



The Holmes Road Light Industrial Development District is located along both sides of the Holmes Road west of the Maine Turnpike extending westerly to the Two Rod Road (see Figures 2 & 12).

### **Our Vision**

The Holmes Road Light Industrial Development District provides an area for small, light industrial type of development while reestablishing the Holmes Road as an attractive gateway to the west side of town and limiting commercial traffic on Two Rod Road. Previous uses are re-developed to create

attractive yet lower cost business locations that are served by public sewerage. Buildings are well set back from the road and the roadside maintained as a landscaped buffer. Substantial buffers are established to protect existing homes along the Two Rod Road and the rural/residential area to the west.

### **Allowed Uses**

The following general types of uses are appropriate in the Holmes Road Light Industrial Development District:

- Light assembly and manufacturing
- Small, neighborhood convenience stores
- Industrial and business parks
- Contractors
- Automotive services
- Wholesale and distribution
- Business offices and services
- Research facilities
- Outdoor recreational facilities including golf courses

Retail uses are generally not appropriate in this district except for retail sales accessory to another use and neighborhood or convenience type stores that serve the area.

### **Development Standards**

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land including the

redevelopment of existing larger parcels. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.

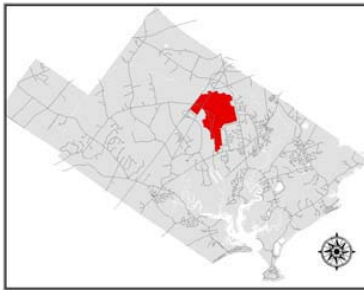
New buildings should be required to be setback from the Holmes Road and Two Rod Road and the road corridors re-established as “landscaped parkways”. Vehicular access points or curb cuts should be limited and access to the land coordinated to maintain the traffic capacity of Holmes Road while creating a scenic corridor through the district. Use of Two Rod Road by commercial traffic should be controlled. New uses should generally be required to be served by public sewerage. Uses that generate small amounts of domestic sewage should be allowed with on-site sewage disposal if provisions are made for connection to the public sewerage system when it becomes available.

Development, including redevelopment, should be of an industrial or business park character with one and two story buildings and green space. A natural buffer at least 100 feet in width should be maintained along the boundary with existing residential areas and residential or rural zones. This buffer should be treated and maintained to provide a transition from this district to the lower intensity areas.

All development in this district should be required to conform to site design standards to assure a reasonable quality of development consistent with an

industrial park environment. Natural resource areas should be required to be protected and buffers provided as appropriate. The development standards should encourage the minimization of stormwater runoff through limits on impervious surface, groundwater recharge, and the use of “green building” techniques.

***The Crossroads Mixed Use Development District***



The Crossroads Mixed Use Development District includes the Scarborough Downs property and surrounding land extending from Route One to and beyond the Payne Road (see Figures 2 & 12).

**Our Vision**

The Crossroads Mixed Use Development District is the new heart of Scarborough. Redevelopment of the Scarborough Downs property along with development of adjacent land results in a vibrant, mixed use center for the community that includes a variety of uses and environments and preserves significant open space and natural resources. The road network within the Crossroads increases the connections east of the Turnpike and links the Payne Road and Route One in one direction and the Haigis Parkway and the Gorham Road in the other

direction. Opportunities for pedestrian and bicycle movement are enhanced.

Development within the Crossroads District creates a variety of areas serving different purposes with different characters. The actual development pattern emerges as a result of cooperative planning between the land owners and the community.

A possible development scenario might include the following. At the core, the Crossroads is an efficient, concentrated and dense neighborhood that includes community-scale retail and service uses (but not single-story big boxes), a variety of housing including affordable housing, municipal and community service uses, and recreational facilities as well as employment opportunities in business and professional offices and similar uses. The core of the Crossroads offers the possibility for creating a “Main Street” as part of the overall development.

Surrounding the core, various patterns of development occur that vary depending on the situation. Toward Sawyer Road, there is a mix of small businesses and residential uses in a loose grid pattern blending into the Sawyer Road neighborhood. Toward the Enterprise Business Park, uses transition to research, technology, and business and professional offices complementing the development in the park. Toward the Gorham Road, there is a mix of small businesses and residential uses in a loose grid that transitions into parks and conservation areas along the wetlands. Toward the

Payne Road, an attractive gateway to Scarborough emerges. Development in this area includes pockets of large distribution, warehousing, manufacturing, and trucking facilities that capitalize on access to the Turnpike and other transportation corridors.

### **Allowed Uses**

The types of uses allowed in the Crossroads area should be based upon a master development plan for the district. The following general types of uses are potentially appropriate in some portions of the Crossroads Mixed Use Development District:

- Community-scale retail uses but not including regional shopping centers and large-scale, free-standing retail uses
- Business and professional offices
- Research facilities
- Financial services and institutions
- Personal and business services
- Light assembly and manufacturing
- Warehousing and distribution facilities
- Places of assembly and entertainment
- Hotels
- Restaurants (excluding drive through service)
- Community and government uses
- Residential uses including single-family, duplex, multiplex, and multi-family housing and residential units as part of a mixed use building or development
- Outdoor recreational facilities

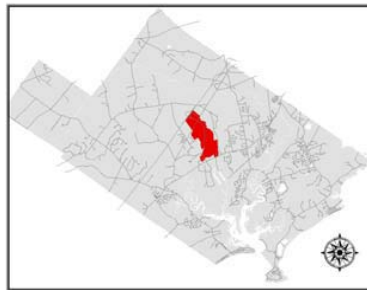
### **Development Standards**

The development standards for the Crossroads area should provide a high degree of flexibility for development as long as the development is well-planned and consistent with the vision for the district. Some type of Planned Development zoning should be considered for the Crossroads district. Master development plans should be required for all parcels of land including the redevelopment of existing larger parcels. These plans should establish the overall character of the development together with the development pattern, types of uses to be allowed, circulation system, utility systems, and open space or protected areas before any development occurs. These plans should help establish the development standards for the district. Natural resource areas should be required to be protected and buffers provided as appropriate including a significant buffer along the Nonesuch River. The development standards should encourage the minimization of stormwater runoff though limits on impervious surface, groundwater recharge, and the use of “green building” techniques.

The Master Development Plan should include provisions for developing a vehicular and pedestrian circulation system for the district that interconnects the proposed development with other areas of the Town. A focus of this system should be the establishment of a north-south connector between the Gorham Road and the Haigis Parkway if technically feasible.

High density residential uses should be encouraged as part of the Crossroads development with the transfer of development potential from other areas of the community. Affordable housing units should not be subject to the development transfer requirements.

### ***Haigis Parkway District***



The Haigis Parkway District encompasses the area on either side of the Haigis Parkway extending from Route One to the Maine Turnpike as well as the Enterprise Business Park (see Figures 2 &

12). The district is intended to include the areas currently included in the Haigis Parkway Zone with some minor expansion toward Route One.

### **Our Vision**

The Haigis Parkway District is a regional center for employment, entertainment and cultural activities. Development is of a high quality with a campus-style architectural and landscape design. Development preserves the natural features, integrates provisions for pedestrian circulation and provides for the interconnection of open spaces and resource protection areas. Vehicular access to Haigis Parkway is limited to the Maine Department of Transportation designated curb cuts.

### **Allowed Uses**

The allowed uses in the Haigis Parkway District should be the same as allowed in the newly established Haigis Parkway Zone including office parks, business and professional offices, high-tech research facilities, light manufacturing/assembly, hotels, convention centers, places of cultural and civic assembly, and municipal and community facilities. Retail uses should be limited to a maximum of 20,000 square feet in the portion of the district between Route One and the Payne Road. Because of the high level of Turnpike access and visibility in the portion of the district between Payne Road and the Maine Turnpike, larger-scale retail uses that are dependent on turnpike traffic as a significant share of their market may be appropriate subject to contract zoning agreement with stringent design and development standards.

### **Development Standards**

Development within the district should be well-planned. Master development plans should be required for all larger parcels of land including the redevelopment of existing larger parcels. These plans should establish the overall development pattern, circulation system, utility systems, and open space or protected areas before any development occurs.



The development standards for the district should be the provisions already in place under the Haigis Parkway Zone.

## 6. Industrial Districts



The Industrial Districts encompass three distinct geographic areas – the easterly side of the Mussey Road along the South Portland line, the Pleasant Hill Road area, and the Scarborough Industrial Park (see Figures 2, 4, 6, & 9).

### Our Vision

The three Industrial Districts will continue to provide locations for a wide range of manufacturing, distribution, and similar uses while protecting nearby residential properties and the environment. Over time, the land within these areas will be used more intensively as businesses expand or properties are redeveloped.

### Allowed Uses

The following general types of uses are appropriate in the Industrial Districts:

- Light assembly and manufacturing

- Research facilities
- Business services
- Wholesale, warehousing, and distribution
- Contractors
- Business and professional offices
- Places of assembly and entertainment
- Community and government uses
- Outdoor recreational facilities

Retail use are generally not appropriate in these districts except for retail sales accessory to another use and neighborhood or convenience type stores that serve the area. Residential uses should be prohibited.

### Development Standards

In general, the standards in these districts should focus on assuring that any new development, redevelopment, or expansions are well planned with good traffic management and buffering of nearby residential uses. New development should be subject to performance standards to minimize their environmental and other impacts and to allow for the creation of a significant buffer along the Nonesuch River. The development standards should encourage the minimization of stormwater runoff though limits on impervious surface, groundwater recharge, and the use of “green building” techniques.

In the Pleasant Hill Industrial District, additional standards should be included to require the creation of a substantial landscaped buffer along Highland

Avenue. This buffer should separate the industrial district from adjacent residential areas. No buildings, structures, access, parking, or storage should be located within this buffer. In addition, vehicular access to Highland Avenue should not be allowed.

## V. Limited Growth Areas

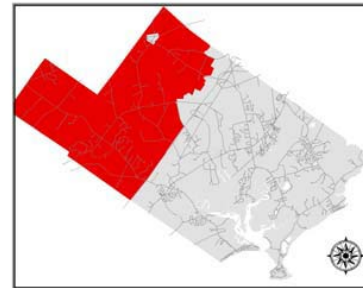
The designated Limited Growth Areas identify those areas of Scarborough where the Town desires to see limited development occur. The intention in designating these areas as “Limited Growth Area” is not to prohibit all development. Rather it is to indicate that the goal of the community is to see limited future development within this portion of Scarborough while protecting the property rights and development potential of landowners. To this end, the objective is to work with property owners to encourage allowed development to be transferred from the Limited Growth Areas to designated Growth Areas with appropriate compensation for land owners. Figure 1 shows the designated Limited Growth Areas. The Limited Growth areas are divided into three land use designations:

- A. Rural Residential and Conservation – West of the Turnpike**
- B. Resource Protection**
- C. Shoreland Overlay**

The location of the various designations is shown on Figure 2. Sections A, B, and C provide elaboration on

the proposed use of land and development pattern within each of the Limited Growth Area designations.

### A. Rural Residential and Conservation – West of the Turnpike



The Rural Residential and Conservation District – West includes most of the area west of the Maine Turnpike except for the limited areas designated for non-residential or mixed-use development or as

Resource Conservation (see Figures 1 & 13).

#### **Our Vision**

The area remains a rural area with limited development. The current development potential of landowners is maintained while key natural resources and open space are permanently protected through a comprehensive program that fairly compensates property owners. The remaining agriculture land is preserved in cooperation with the landowners. Existing natural areas and preserved open spaces are connected through a network of open space including a greenway along the Nonesuch River. The residential development that does occur is very low density and is well designed, maintains the rural character of the area, is clustered on a portion of the site, and provides buffers along

significant natural resources including the Nonesuch River.

### **Allowed Uses**

The uses allowed in the Rural Residential/Conservation District – West should include most of the uses allowed in the current RF District including farming and other natural resource uses, single-family dwellings, accessory apartments, community and recreational uses, day care, hospices, and campgrounds. In addition two-family dwellings should be allowed. Small mutiplex buildings with not more than four units per building should be allowed as part of conservation subdivisions in which a significant portion of the site is preserved as open space provided that adequate provisions for sewage disposal are made (see development standards below).

### **Development Standards**

Very low density residential development should be allowed in the Rural Residential/Conservation District – West. The space and bulk regulations should be similar to the current RF zoning. Subdivisions with five or more lots or that impact a significant amount of wetlands should be required to be developed as cluster developments or conservation subdivisions in which at least fifty percent of the site is retained as permanent open space. An exception to this requirement should be provided for “large-lot developments” in which the

lots are larger than five acres as long as key natural resources are protected. The development potential of a parcel in this district should be allowed to be transferred to another site within the Growth Area.

The Town’s subdivision standards should require that developers conduct a detailed site inventory and analysis that identifies the conservation and development potential of the site as part of their planning process. The development plan should be required to reflect the results of this site analysis so that development is located in a way that minimizes its impact on natural resources and maximizes the buffering of significant resources.

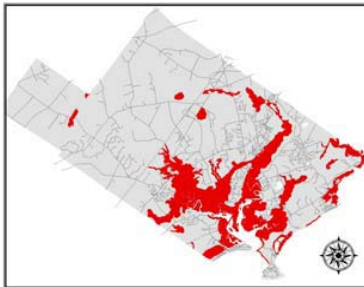
The Town should revise its sewage disposal standards to allow the shared use of on-site sewage disposal systems to accommodate quality development but only after it addresses the management issues related to these systems to assure the long term operation of the system through enforceable management structures.

To manage the rate of development within the Rural Residential/Conservation Area – West, a limit on the number of building permits issued for the construction of new dwelling units should apply so that not more than approximately a quarter of new units are located in this area.

To maintain the “rural character” of this portion of the community as development occurs, the Town should discourage the creation of new lots that front on or

get their vehicular access from the existing primary road network including Ash Swamp, Beech Ridge, Broadturn, Burnham, County, Dresser, Gorham, Holmes, Mitchell Hill, and Running Hill Roads. In addition, provisions should be established that the rural, scenic character of these roads be maintained when development or other changes occur including maintaining a buffer where it exists. The Town should undertake a new assessment of the scenic character of roads in the outlying areas to determine if other roads should be subject to these provisions or portions of the identified roads deleted from the requirements.

## B. Resource Protection



The Resource Protection District includes significant natural resources such as coastal and high value wetlands and rivers and the upland adjacent to these resources (see Figure 2).

### Our Vision

The areas designated as Resource Protection remain substantially undeveloped and in a natural state to preserve their resource and scenic value. Active use is limited to those things that are

compatible with and preserve the value of the resource.

### Allowed Uses

Uses within the Resource Protection District are limited to low intensity, low impact uses that are compatible with the protection of the resource's natural values. These include limited natural resource uses, low intensity recreational uses, and small-scale, low-intensity community and scientific activities that need to be located in these areas.

### Development Standards

All activities within the Resource Protection District are subject to stringent shoreland performance standards to protect the resources. Any development other than water dependent uses should be located away from the protected resource to provide a natural buffer.

## C. Shoreland Overlay

The Shoreland Overlay District covers areas adjacent to significant wetlands and water bodies that are not designated as Resource Protection (see Figures 2, 3, & 13).

### Our Vision

These shoreland areas are managed and developed in a manner that preserves the quality of the

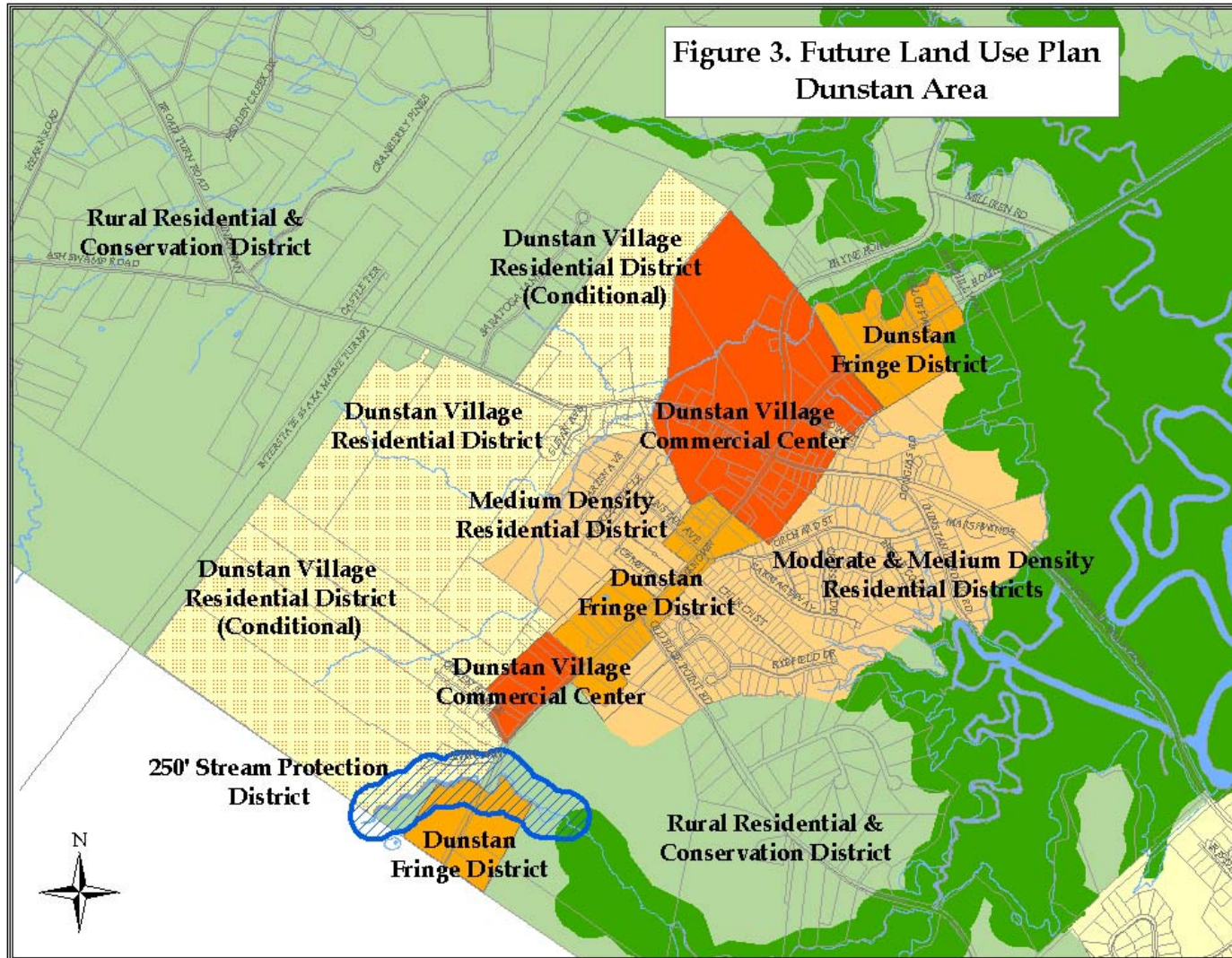
adjacent resource while allowing reasonable use of these areas. Development occurs so that a buffer is maintained between the use and the protected resource.

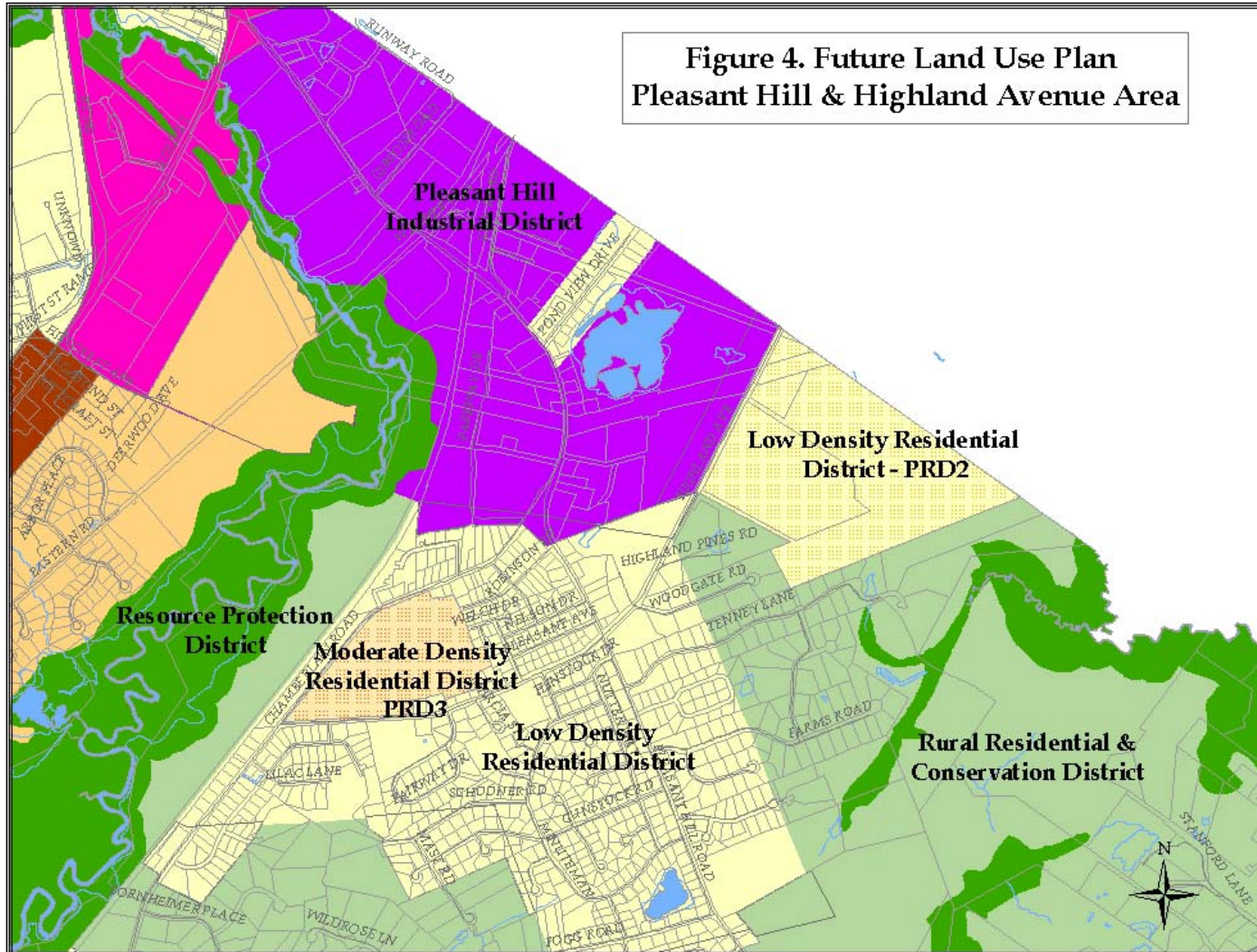
**Allowed Uses**

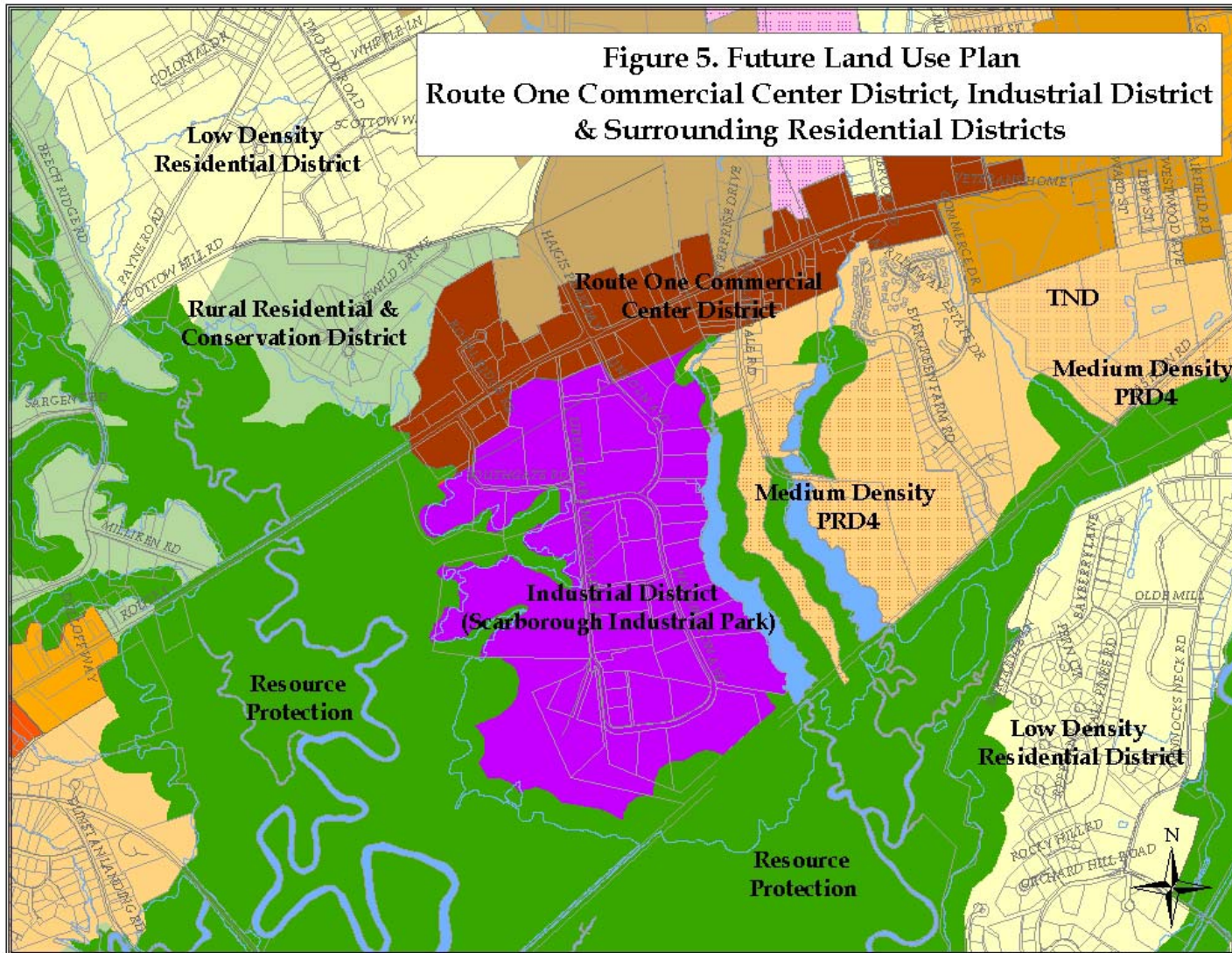
In general, the Shoreland Overlay allows uses that are allowed in the underlying district. Uses that have the potential for having a significant negative impact on the resource should be prohibited from these areas even if allowed in the underlying district.

**Development Standards**

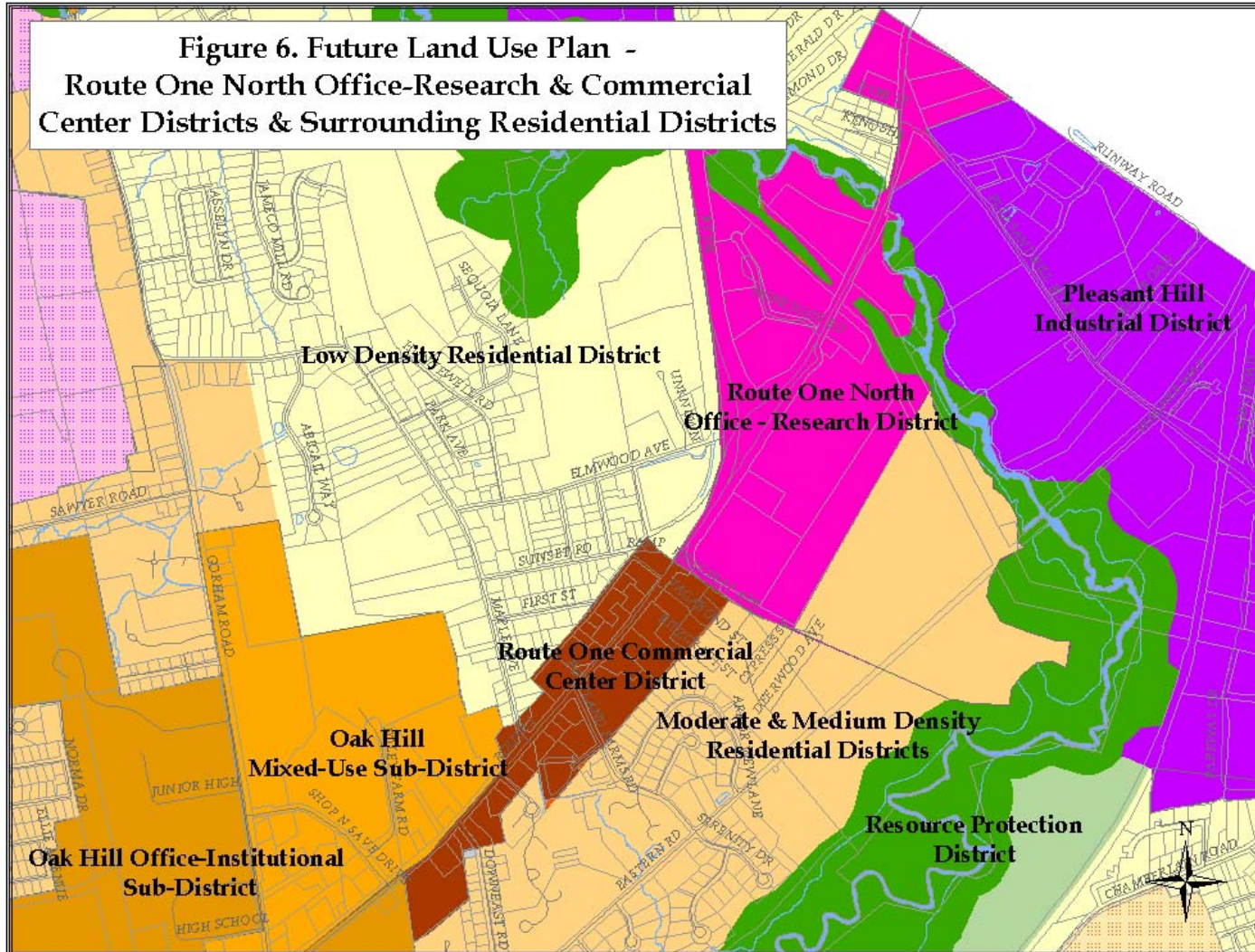
All activities within the Resource Protection District are subject to stringent shoreland performance standards to protect the resources. Development is required to be setback from the resource to provide a natural buffer. The width of the shoreland zone along the Nonesuch River west of the Turnpike and along Stuart Brook on either side of Route One should be increased to 250 feet on either side of the waterbody and new buildings and structures should be required to be located outside of this area where feasible or transferred to the Growth Area to create a greenbelt along these waterbodies.

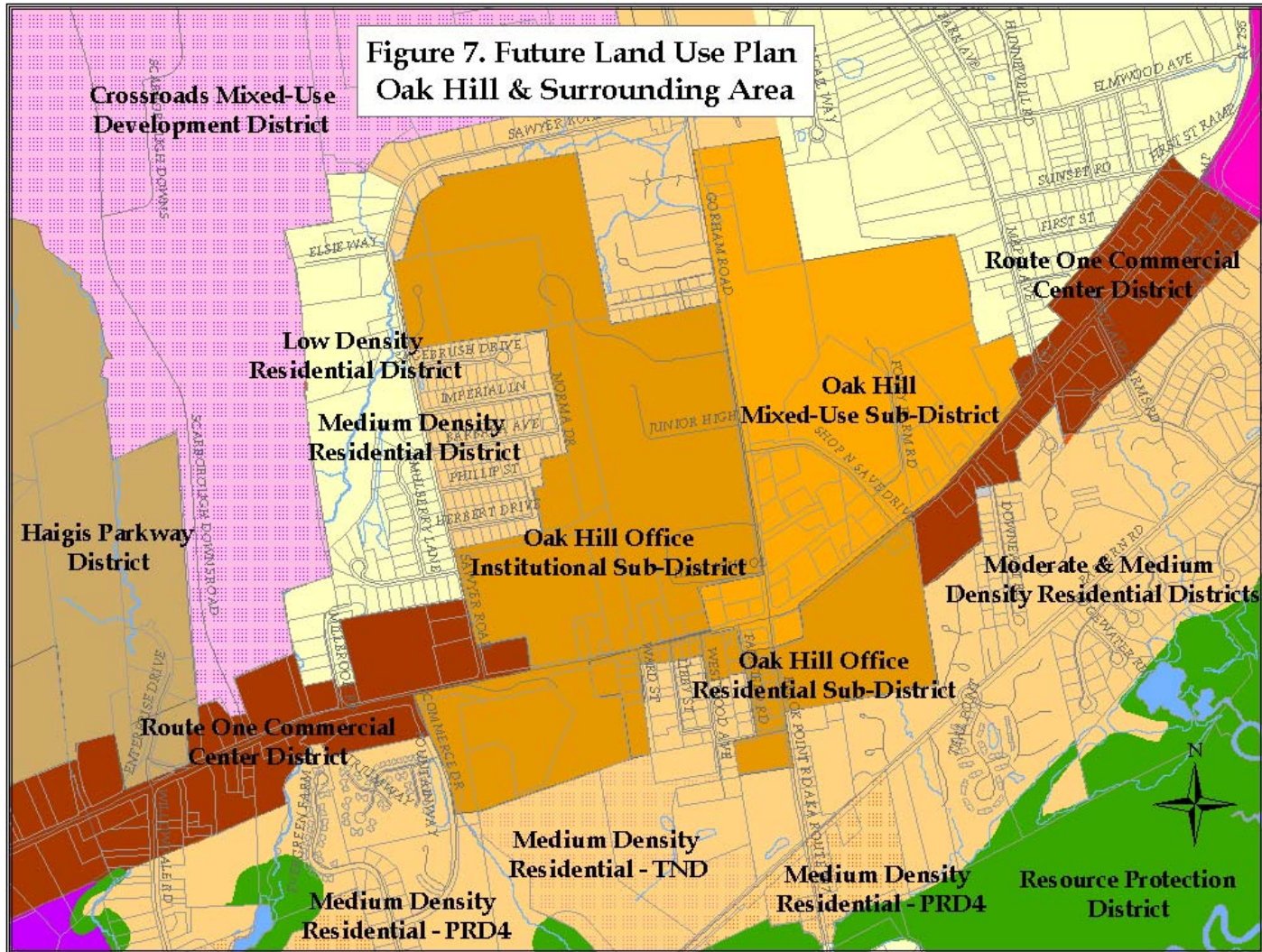


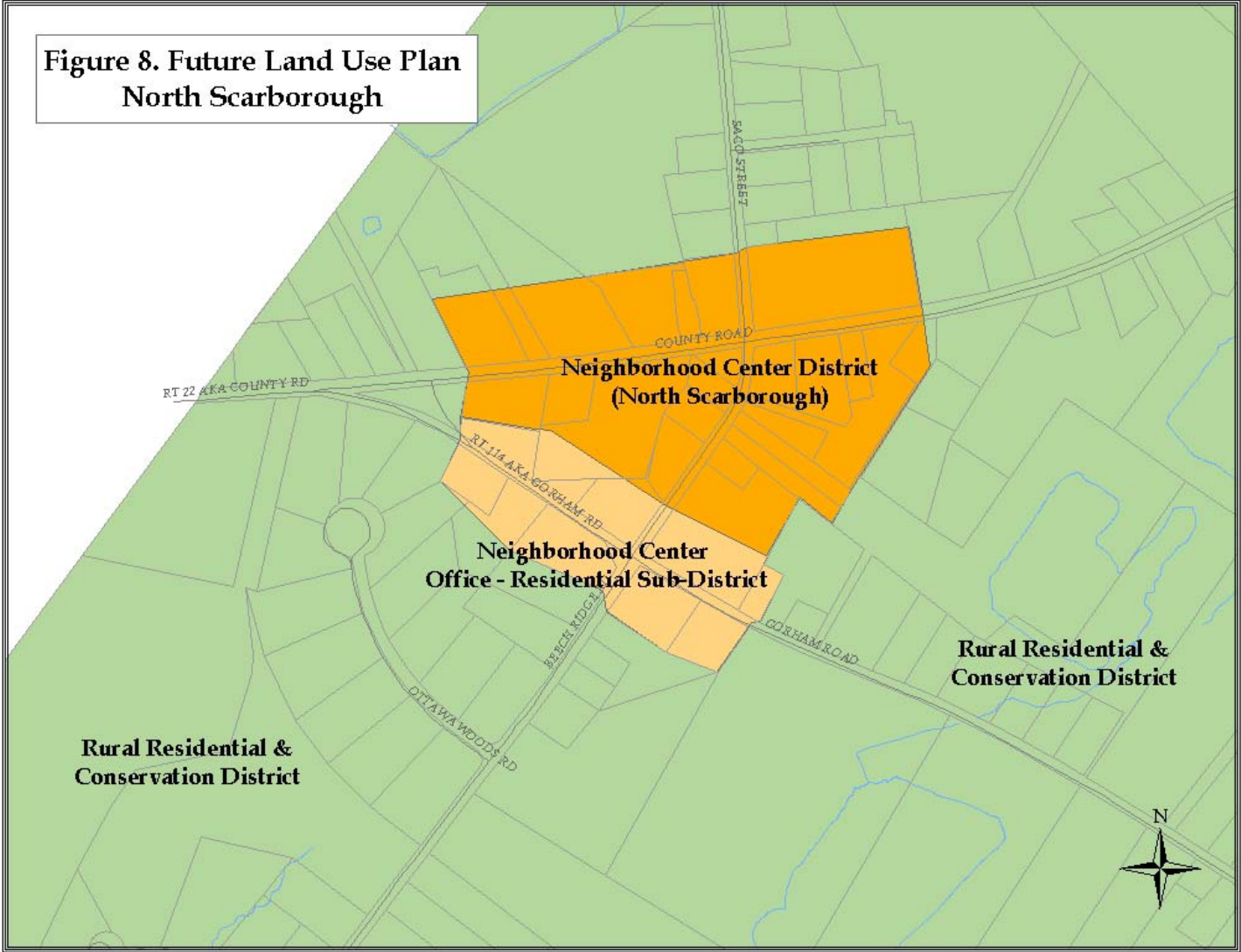


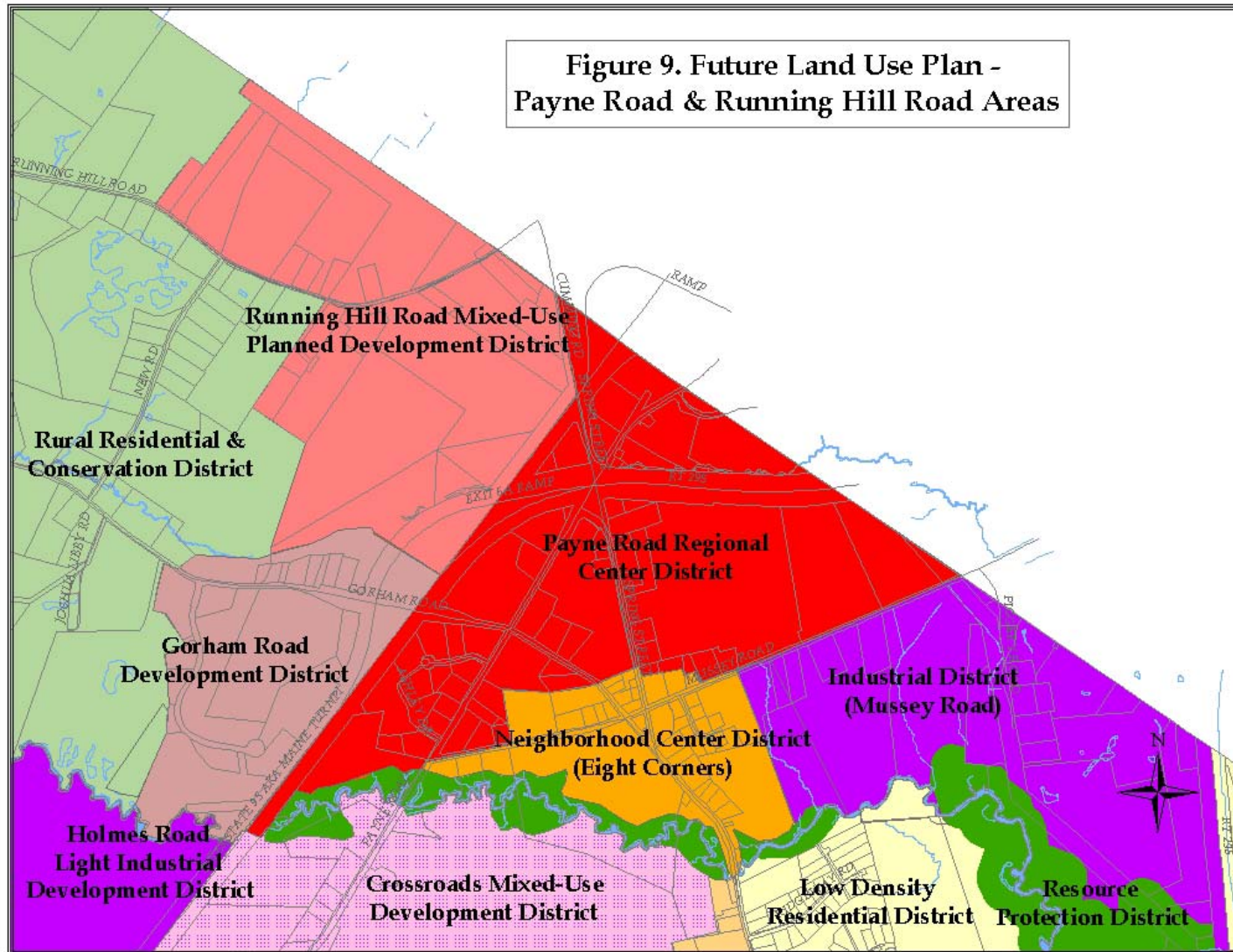


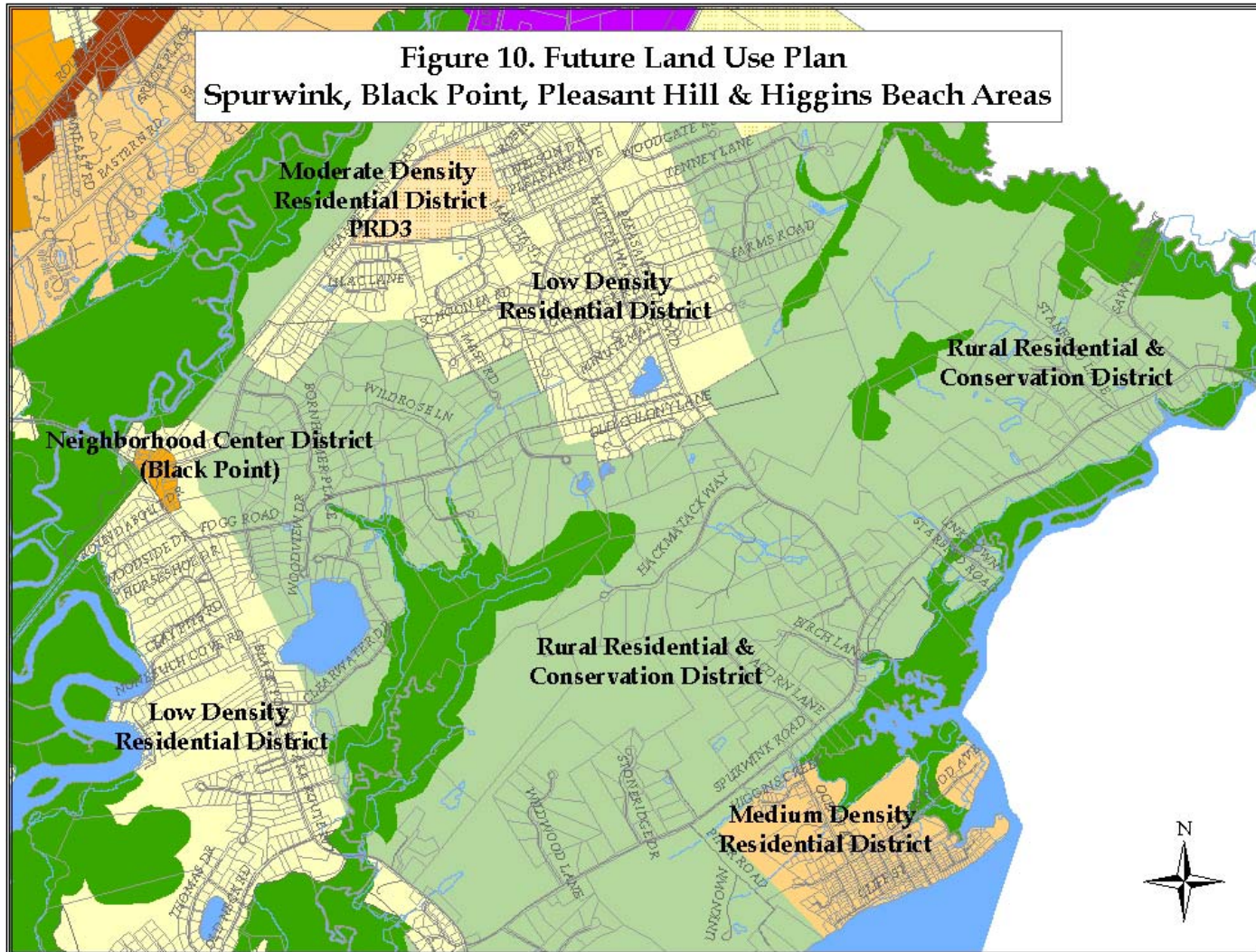


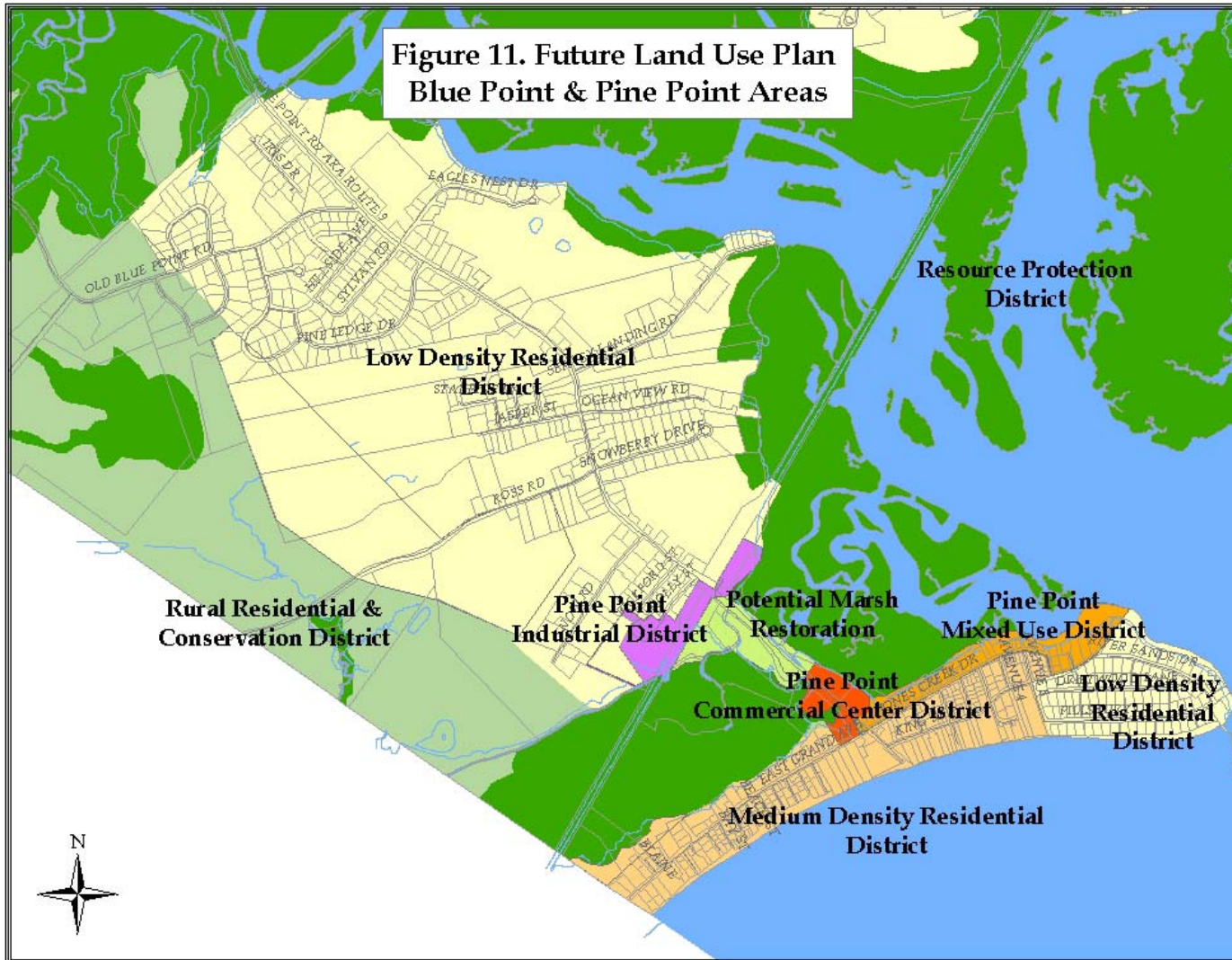


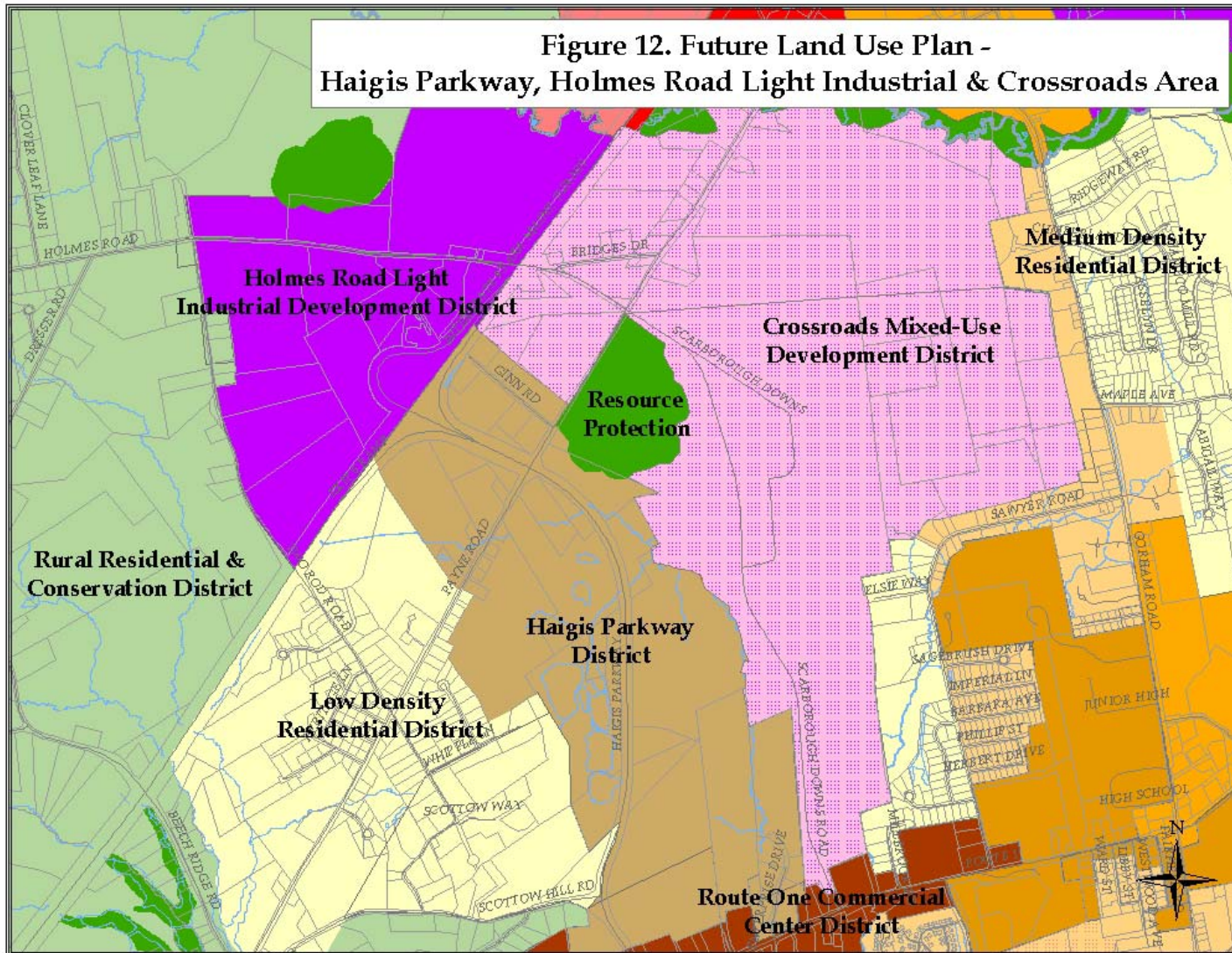


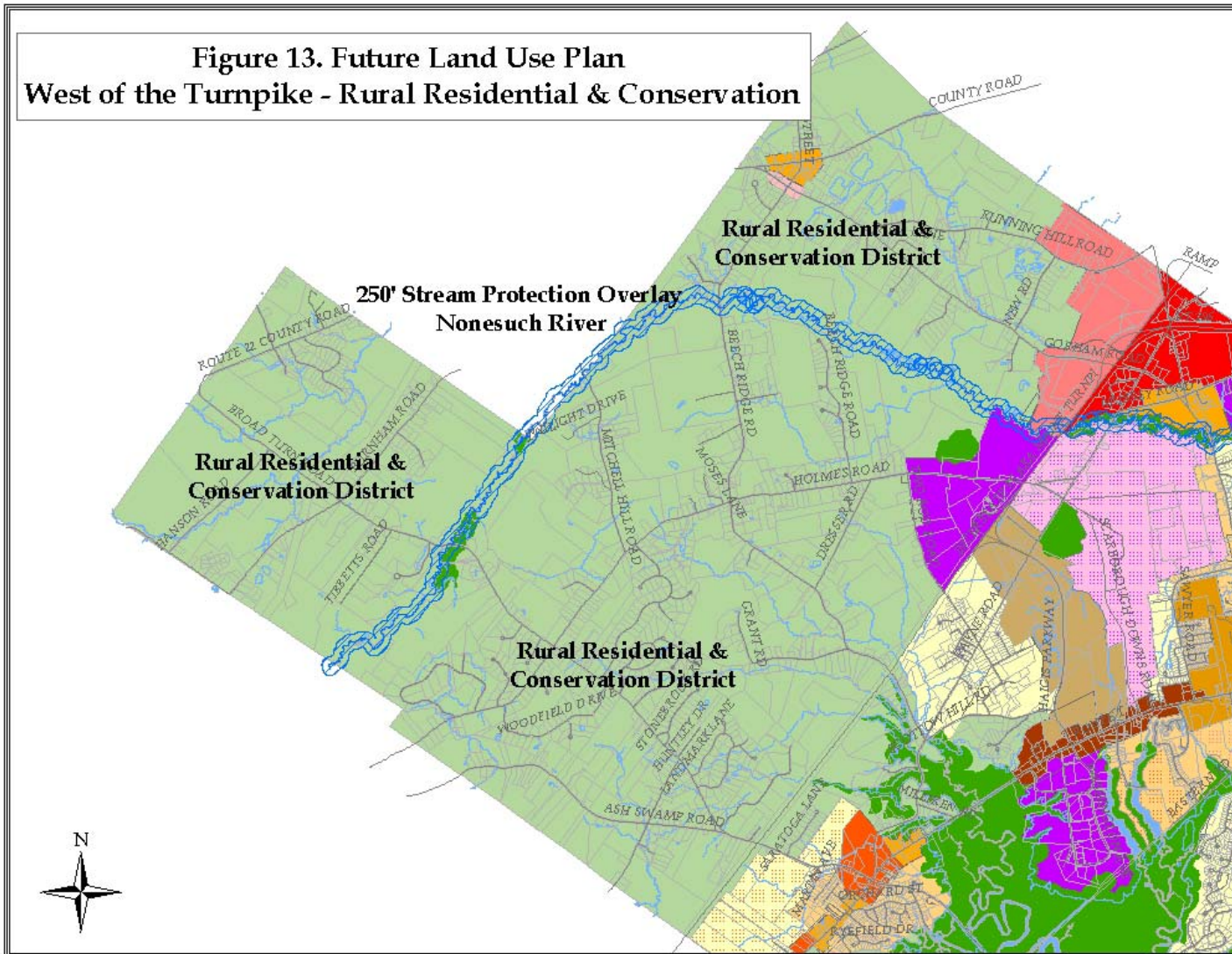




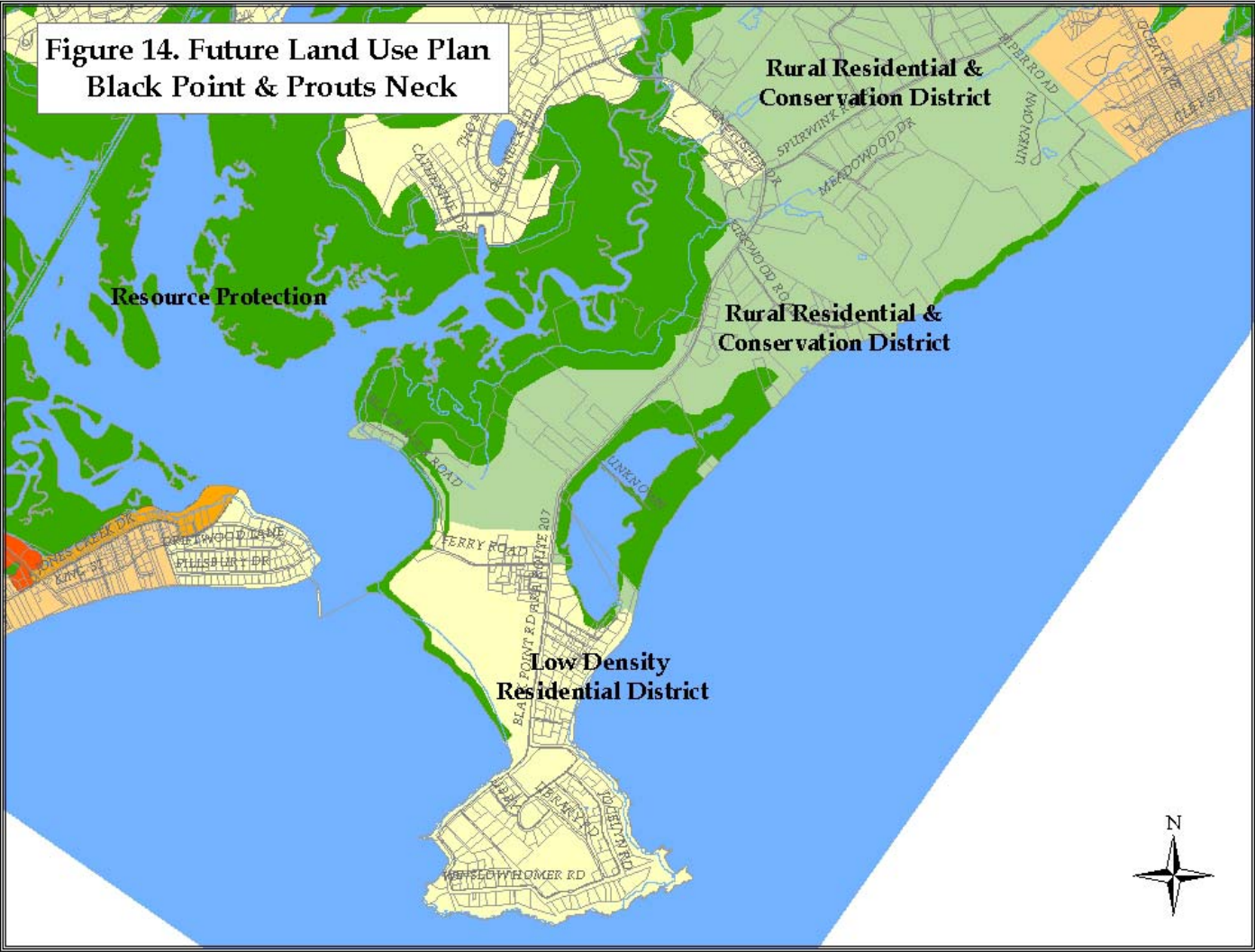


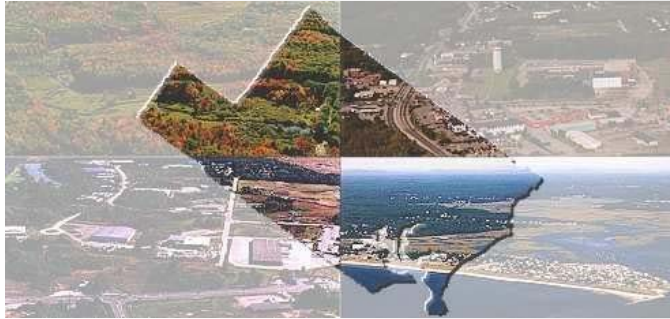












# Part C. Implementation

Chapter 7. Implementation Strategy

Chapter 8. Capital Investment

Chapter 9. Regional Coordination

## **Chapter 7: Implementation Strategy**

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The 2006 Update of the Comprehensive Plan identifies a number of recommended changes to the Town's land use regulations as well as a wide range of actions to address ten other policy areas. For this Update to be successful, the Town needs to systematically and comprehensively implement these recommendations. This chapter sets out an implementation strategy to guide that process.

### **A. Management of the Implementation Process**

Successful implementation of the recommendations of this Update will require that there be on-going oversight of, and responsibility for, the implementation of the Comprehensive Plan. In simple terms, some body or group must "own" the plan and be accountable for the progress in implementing the Update. While the ultimate responsibility for implementing the Update's recommendations lies with the Town Council, it is unreasonable to expect that it will manage the day-to-day implementation of the various proposals. The Planning Board could be assigned the overall implementation responsibility, but given its ongoing workload in reviewing development proposals, it is unrealistic to expect that the Board can assume this responsibility.

Therefore, a key implementation strategy is for the Town Council to create a Comprehensive Plan Implementation Committee (CPIC) and charge the committee with the responsibility for overseeing the implementation of the

Update's recommendations. The CPIC should have the following responsibilities:

- coordinate the submission of the Update to the State Planning Office for review including consideration of any feedback from the state on the plan. If the SPO finds that changes in the Update will be necessary for the state to find the Update consistent with the state Growth Management Program, the CPIC should consider whether changes should be made, and if so, recommend revisions to the Town Council to bring the plan into conformance with state law.
- prepare proposed amendments to the Zoning Ordinance and other land use regulations to bring those ordinances into conformance with the Update. The CPIC should involve the Planning Board and Council Ordinance Committee in this process.
- implement other short term actions assigned to the committee in this strategy.
- coordinate the efforts of other boards and commissions to implement other aspects of the recommendations.
- develop a process for evaluating the Town's progress in implementing the recommendations of

## Chapter 7: Implementation Strategy

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the Update including how well it is doing in meeting the performance targets identified in Chapter 5 and conduct the initial evaluation.

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

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

### B. Policy References

Section C. lays out a strategy for revising the Town's land use ordinances to implement the proposals set out in Chapters 5 and 6.

Section D. sets out a strategy for carrying out the other actions needed to implement the objectives and actions

set forth in Chapter 5 and the regional coordination provisions of Chapter 9.

Sections C. and D. are both indexed to the relevant parts of Chapters 5, 6, and 9 so the full language and context of the proposal can be easily referenced. The following explains the indexing system:

- References to the objectives and actions of Chapter 5 are indicated in the first column by a listing such as **Objective B.3.3a**. This means that the proposed activity relates to **B.** the Local Economy section of Chapter 5 and addresses Objective **3** and Action **3a** under that objective.
- References to the Future Land Use Plan of Chapter 6 are indicated in the first column by **CH6** and the page and/or figure number (**Ch6 pg 4**).
- References to the regional coordination activities of Chapter 9 are indicated in the first column by **Ch9** and the item number (**Ch9 1**).

### C. Zoning and Other Land Use Amendments

The implementation of the land use proposals will require that the Town undertake amendments to the Zoning Ordinance and the Town's other land use regulations. The Comprehensive Plan Implementation Committee will have the responsibility for developing these amendments in conjunction with the Council Ordinance Committee and the Planning Board. The proposed changes to the Zoning Ordinance are divided into three types or classes of amendments as follows:

**Short Term, Higher Priority Amendments** – These are amendments to the text and/or zoning map that involve significant changes in the land use provisions that need to be implemented in the near future to carry out the primary policy directions of the plan. Preparation and adoption of these amendments should be the first priority of the CPIC. The Comprehensive Plan Implementation Committee should be responsible for developing and implementing these amendments within two years of adoption of the Update by the Town Council. These amendments are outlined in the table below.

**Short Term, Lower Priority Amendments** – These are relatively minor amendments to the text and/or zoning map that involve changes to requirements of existing zones, adjustments to the zoning boundaries of existing zones, and other minor revisions to the current land use requirements. The Comprehensive Plan Implementation Committee should be responsible for developing and implementing these amendments within two years of adoption of the Update by the Town Council. These amendments are outlined in the table below.

**Conditional or Long Term Amendments** – These are longer term amendments to the text and/or zoning map that focus on the unique development potential of certain geographic areas of the community. In some cases, additional study will need to be done before the exact nature of the zoning revisions is finalized. In many of these situations, the plan envisions a cooperative

approach between the owners of the land within these areas and the Town to develop the appropriate land use regulations. Therefore, enactment of these amendments should be tied to the likelihood of development and progress in defining the specific requirements. In some cases, these amendments may take significantly longer than two years from the adoption of the Update.

The Comprehensive Plan Implementation Committee should be responsible for initiating the background work needed for refining the likely zoning proposals for each of these situations on a case-by-case basis and determine when it is appropriate to move forward with the zoning amendment. The implementation strategy envisions that the Comprehensive Plan Implementation Committee will proceed with the preliminary work for some of these areas within two years of adoption of the Update, but that enactment of the ordinance amendments for all of the areas may take significantly longer. The conditional or longer term amendments are outlined below:

**Zoning Ordinance Amendments**

<b>Policy Reference</b>	<b>Topic</b>	<b>Needed Action</b>
<b>Short Term, Higher Priority Amendments</b>		
CH6 Pp 6-8, 9, 10, 12, 13, 15, 19, 20, 23, and 25, and Objectives C.5.a and F.3.a	Transfer of Development	Review the existing provisions for the transfer of development in the Dunstan Village Residential zone and develop a standard approach for the transfer of development from Limit Growth to Growth areas. Revise the zoning requirements for the residential zones to add the transfer of development provision where recommended and include in non-residential districts as indicated in the Future Land Use Plan
CH6 Pp 6-16 and 40 and Figure 2	Rural Residential/ Conservation District	Reconfigure the current RF District into new RR/C East and RR/C West districts as recommended in the Future Land Use Plan
CH6 Pg 6-18 and Figures 3, 5, 6, & 7	Route One Commercial/Mixed Use Districts	Revise and/or replace the zoning districts in the corridor to reflect the Future Land Use Plan and revise the zoning map
CH6 Pg 6-25 and Figures 8, 9, & 10 and Objectives B.3.a and F.5.a	Neighborhood Center Districts	Review and revise the allowed uses and development standards in these areas and revise the zoning map
CH6 Pg 6-28 and Figure 11	Pine Point Districts	Revise and/or replace the zoning districts in the area to reflect the Future Land Use Plan and revise the zoning map
CH6 Pg 6-38 and Objective B.4.a	Haigis Parkway District	Review and revise the allowed uses and development standards in the Haigis Parkway zone to be consistent with the Future Land Use Plan
Objectives F.4.a and b and A.3.a, and b, A.4.b, and H.1.b and H.2.c	Multiplex and Multifamily Housing	Allow multiplex and multifamily housing in districts and incorporate alternative density calculation provision

Policy Reference	Topic	Needed Action
Objectives A.4.a, H.1.a, and H.2.b	Affordable Housing	Review the existing provisions for the density bonuses for affordable housing and develop a standard approach. Revise the zoning requirements for the residential zones where recommended and include in non-residential districts as indicated in the Future Land Use Plan
Objectives B.2.a,b,c, and 2 and C.2.b	Design and Performance Standards for Non-Residential Uses	Review and revise the design and performance standards for the various non-residential zones including buffer requirements, protection of natural resources, impact analysis requirements, and aquifer protection
Objective F.6.e	Green Buildings	Incorporate incentives for use of “green building” technologies into standards
Objective I.1.c	Access Management	Review and revise as necessary access management provisions for existing road corridors
<b>Short Term, Lower Priority Amendments</b>		
CH6 Pp 6-8, 9, and 10 and Figure 2 and Objective F.5.b and c	R2, R3, R4, R4A, and TND Zones	Review and revise the allowed uses and development standards as recommended in the Future Land Use Plan including adding provisions for a density bonus for affordable housing where necessary. Revise the Zoning Map to adjust the boundaries of these districts as recommended
CH6 Figure 2	Spurwink Road R4 District	Revise the Zoning Map to eliminate the R4 Zone on the east side of Spurwink Road in the vicinity of Pleasant Hill Road
CH6 Figure 2 and Objective F.1.a	Manufactured Housing/Mobile Homes	Revise the Zoning Map to eliminate the RFM Districts and allow new mobile homes on individual lots in the RF District (or the proposed Rural Residential/Conservation District)
CH6 Pg 6-39 and Figures 4, 6, & 9 and Objective B.4.a	Industrial Districts	Review and revise, if necessary, the allowed uses and development standards in the Industrial zone and revise the district boundaries to be consistent with the Future Land Use Plan

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<b>Policy Reference</b>	<b>Topic</b>	<b>Needed Action</b>
CH6 Pg 6-27 and Figure 9	Payne Road Regional Center District	Review and revise, if necessary, the allowed uses and development standards in the B2 zone and revise the district boundaries to be consistent with the Future Land Use Plan
Objectives B.3.a and b and F.5.b and c.	Small, Local Businesses	Review and revise the treatment of non-conforming neighborhood businesses and allow very small businesses in certain residential areas
Objective B.3.c	Home Based Businesses	Review and revise the treatment of home based offices and businesses
Objective C.1.b	Non-point Sources of Pollution	Review and revise the standards for farming and forestry, stormwater management, and low impact development
Objective C.2.b	Aquifer protection	Review and revise requirements for petroleum products and hazardous materials over sand and gravel aquifers
Objective C.4.a	Habitat protection	Require clustering on parcels with critical wildlife habitat or unique and rare plant communities
Objective I.2.c	Pedestrian Facilities	Review and revise standards for pedestrian amenities for developments within growth areas
<b>Conditional or Longer Term Amendments</b>		
CH6 Pg 6-12 and Figure 4	Planned Residential Development 2 District	Create a new or modified zoning district and revise the zoning map
CH6 Pg 6-13 and Figure 4	Planned Residential Development 3 District	Create a new or modified zoning district and revise the zoning map
CH6 Pg 6-15 and Figure 5	Planned Residential Development 4 District	Create a new or modified zoning district and revise the zoning map
CH6 Figure 3	Conditional Dunstan Village Residential District	Revise the zoning map to expand the DVR District when appropriate
CH6 Pg 6-31 and Figure 9 and Objective I.1.d	Running Hill Road Planned Development	Work with property owners in the area to develop the basic format for the new district and then create a new zoning district and revise the zoning map



<b>Policy Reference</b>	<b>Topic</b>	<b>Needed Action</b>
CH6 Pg 6-33 and Figure 9 and Objective I.1.d	Gorham Road Development District	Work with property owners in the area to develop the basic format for the new district and then create a new zoning district and revise the zoning map
CH6 Pg 6-34 and Figure 12 and Objective I.1.d	Holmes Road Light Industrial Development District	Work with property owners in the area to develop the basic format for the new district and then create a new zoning district and revise the zoning map
CH6 Pg 6-36 and Figure 12 and Objective I.1.e	Crossroads Mixed-Use Development District	Work with property owners in the area to develop the basic format for the new district and then create a new zoning district and revise the zoning map

**Subdivision Ordinance Amendments**

<b>Policy Reference</b>	<b>Topic</b>	<b>Needed Action</b>
CH6 pp 6-16 & 40 and Objective C.3.a	Site Inventory and Analysis	Review and revise submission requirements to require a site inventory and analysis for residential subdivisions especially very low density projects
Objective C.1.b	Non-point Sources of Pollution	Revise provisions for erosion control plans
Objective D.3.h	Shore Access	Consider requiring reservation of pedestrian easement to marine environments
Objective E.1.b	Historic and Archeological Resources	Require applicants to incorporate or preserve historic and archeological resources in development plans
Objective I.2.c	Pedestrian Facilities	Review and revise standards for pedestrian amenities for developments within growth areas
Objectives I.3.d, e, and f	Alternative Transportation	Review and revise requirements for parking

**Growth Management Ordinance Amendments**

<b>Policy Reference</b>	<b>Topic</b>	<b>Needed Action</b>
CH6 Pg 6-40	Town-wide Building Cap	Revise the building permit cap to limit the share of new dwelling units that can be built in Limited Growth areas
Objectives A.1.a and b, F.2.a and b, and J.1.a	Town-wide Building Cap	Maintain and periodically review (at least once every two years) the need for continuation of the town-wide cap
Objective H.2.g	Town-wide Building Cap	Review cap to assure that it does not create unreasonable barriers to development of affordable housing

**Shoreland Zoning Ordinance Amendments**

<b>Policy Reference</b>	<b>Topic</b>	<b>Needed Action</b>
CH6 Pg 6-42 and Figure 13 and Objective F.7.a	Shoreland District along the Nonesuch River	Expand the district and revise the setback and buffer requirements
CH6 Pg 6-42 and Figure 3	Shoreland District along Stuart Brook	Expand the district and revise the setback and buffer requirements
CH6 Pg 6-42 and Figure 2	Resource Protection District	Review and adjust, as necessary, the boundaries of the RP zone to be consistent with the Future Land Use Plan
Objective C.1.d, C.4.d, and D.2.c	Shoreland Zoning	Review and revise the shoreland provisions as needed

**Floodplain Management Ordinance Amendments**

<b>Policy Reference</b>	<b>Topic</b>	<b>Needed Action</b>
Objective C.1.c	Floodplain Management	Review and revise the floodplain management provisions as needed

**D. Other Actions to Implement the Recommendations**

In addition to the proposed changes in the Town’s land use regulations, this Update proposes that the Town undertake a variety of other actions to carryout the objectives set forth in Chapter 5. This section sets out a strategy or work plan for accomplishing the various actions. For each action, the primary group or body that will be responsible for that activity is suggested. This

designation recognizes that other municipal bodies, town staff, or outside groups or interests may be involved in the activity and that the responsible group or party may be adjusted as necessary. The strategy is divided into three time frames – on-going activities, short term activities that should be completed within two to five years of adoption of the Update, and longer term activities that may take five years or more to complete.

Policy Reference	Activity	Primary Responsibility
<b>Ongoing Activities</b>		
Objectives B.1.c and d	Maintain an active economic development program including assistance for existing Scarborough businesses	Scarborough Economic Development Corporation
Objective C.1.a	Continue to identify sources of pollution	CEO and Shellfish Committee
Objective C.1.b	Limit non-point sources of pollution	Planning Department
Objective C.1.d	Enforce provisions for vegetated buffers along water bodies	Planning Department
Objectives C.1.e, C.4.b, C.5.b, D.3.i, and E.3.b and Ch9 19	Target floodplains, riparian corridors, buffers, critical habitat, unfragmented habitat blocks, and marine access in land protection efforts and coordinate with land preservation activities in neighboring communities	Parks and Conservation Land Advisory Board
Objective C.2.a	Maintain a local plumbing code and revise as needed	Plumbing Inspector

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<b>Policy Reference</b>	<b>Activity</b>	<b>Primary Responsibility</b>
Objective C.3.a	Continue to require wetlands inventories as part of development applications	Planning Department
Objective D.2.a	Maintain awareness marine resources	Shellfish Committee
Objective D.2.b	Continue to enforce shoreland zoning	Code Enforcement Officer
Objective D.2.g	Continue to upgrade sewer lines	Sanitary District
Objectives D.3.a and D.3.c	Adequately fund maintenance of marine facilities and access points including boat ramps	Town Manager
Objective D.3.b	Review and revise marine related user fees each year	Harbor Master
Objective C.3.g	Review marine access points and facilities for infringement	Harbor Master
Objective D.3.j	Maintain existing moorings and explore possible expansions	Harbor Master
Objective D.4.a	Continue to support enforcement of boating laws	Harbor Master
Objective D.4.b	Continue boater education efforts	Harbor Master
Objective E.2.b	Work with developers to set aside open space in larger developments	Planning Board
Objective E.2.c	Continue to use recreation fee to fund park and recreation facility development	Planning Board
Objectives F.2.c and I.1.b and I.4.c and K.4.a	Continue to use impact fees to fund new or expanded facilities including possible regional fees for transportation improvements and conduct impact fee study	Town Council

Chapter 7: Implementation Strategy

<b>Policy Reference</b>	<b>Activity</b>	<b>Primary Responsibility</b>
Objective F.6.b	Encourage developers to use green building technologies	Planning Department
Objective F.6.d	Use “green building” technologies for municipal and school projects	Town Manager
Objective H.2.a	Continue to support work of the Housing Alliance	Town Council
Objective H.2.e	Use Affordable Housing TIF to facilitate construction of infrastructure for affordable housing	Town Council
Objective H.2.f	Periodically review town owned land for potential development of affordable or workforce housing	Town Manager
Objective I.2.e	Provide bicycle facilities at destinations	Community Services/Planning Board
Objectives J.2.b and c	Budget for maintenance of buildings and internal review of needs on an annual basis	Town Manager
Objective K.1.a	Maintain annual CIP process	Town Manager
Objective K.2.a	Maintain communications with neighboring communities	Town Manager/Planning Department
Objective K.4.c	Explore expanded use of Internet-based services	Town Manager
Ch9 3	Develop joint watershed management programs for shared watersheds	Planning Department
<b>Short Term Activities</b>		
Objectives A.1.a and F.2.b	Evaluate the capacity of municipal and school facilities vis-à-vis growth	Planning Department/School Department

Chapter 7: Implementation Strategy

<b>Policy Reference</b>	<b>Activity</b>	<b>Primary Responsibility</b>
Objectives A.2.a and B.1.b and Ch9 4 and 5	Provide for the rational extension of infrastructure into areas designated for economic growth including appropriate financing mechanisms including exploration of possible regional approaches	Scarborough Economic Development Corporation
Objective A.3.a	Encourage the development of senior housing	Scarborough Housing Alliance
Objective B.4.b	Develop a policy on the use of TIFs and other funding to support the creation of “high-quality” jobs	Scarborough Economic Development Corporation
Objective C.3.b	Submit randomly selected wetland delineations for peer review	Planning Department
Objective C.3.c	Consider additional wetland protection measures	Planning Department
Objective C.3.d	Consider additional protection measures along rivers and the marsh	Planning Department
Objective C.4.c	Encourage use of preferential tax programs to protect habitat	Conservation Commission
Objective D.2.d	Encourage farmers to adopt BMPs	Conservation Commission
Objective D.2.e	Work with property owners to remove development in historic marshlands and marine environments	Conservation Commission
Objective D.3.d	Renovate public dock at Pine Point	Town Manager
Objectives D.3.e and D.3.f	Investigate creation of a drop off and public parking at Higgins Beach	Town Manager
Objective D.4.c	Install signs at boat ramps and launches	Public Works Department

Chapter 7: Implementation Strategy

<b>Policy Reference</b>	<b>Activity</b>	<b>Primary Responsibility</b>
Objective E.1.a	Identify districts and buildings for historic recognition and protection	Historical Society/Planning Board
Objective E.3.a	Continue to provide funding for open space preservation	Town Council
Objective F.6.a	Identify/adopt appropriate 'green building' standards	Town Manager
Objective F.6.c	Review other codes for obstacles to green buildings	Code Enforcement Officer
Objective G.1.a	Expand the sewer service area to include all of the designated growth area in the Future Land Use Plan	Town Manager/Sanitary District
Objectives G.1.b and G.2.b and Ch9 4 and 5	Explore cooperative approach for providing sewer and water service in the Running Hill and North Scarborough growth areas	Town Manager/Sanitary District
Objective G.2.a	Work with the water districts to assure that public water is available in all designated growth areas	Town Manager
Objective H.2.d	Encourage developers to include affordable housing in residential developments	Planning Board
Objective I.4.a	Establish a Transportation Committee	Town Manager
Objectives I.1.a and I.4.a and b	Develop a Town-Wide Transportation Plan	Transportation Committee
Objective I.1.f and Ch9 1	Establish a "regional corridor coalition" and work with other communities and regional groups on transportation initiatives	Town Manager
Objective J.4.a	Explore joint provision of municipal facilities and services	Town Manager
Objective J.4.b	Explore use of alternative fuel systems	Town Manager

Chapter 7: Implementation Strategy

<b>Policy Reference</b>	<b>Activity</b>	<b>Primary Responsibility</b>
Objective J.4.c	Consider requiring use of residential sprinklers in new construction	Town Manager
Objective K.2.b and Ch9 2	Establish committee to explore collaboration with neighboring communities	Town Council
Objective K.3.a	Develop performance measurement system	Town Manager
Objective K.4.b	Explore use of user fees	Town Manager
Ch9 6	Work with PACTS and Gorham on North Scarborough traffic improvements	Town Manager
Ch9 7	Work with PACTS and Saco and Old Orchard Beach on Dunstan traffic improvements	Town Manager
<b>Longer Term Activities</b>		
Objective C.4.e	Protect town-owned parcels with critical habitat	Conservation Commission
Objective C.4.f	Develop management plans for town-owned parcels to protect critical habitats	Conservation Commission
Objective D.1.a	Secure funding for periodic dredging of the river	Town Manager
Objective D.1.b	Provide information for dredging	Harbor Master
Objective D.2.f	Work to remediate direct stormwater discharges into tidal waters, rivers, or tributaries	Public Works Department/Town Engineer
Objective D.4.d	Restrict motorized boat activity on the Nonesuch above the railroad trestle	Town Council
Objective E.2.a	Develop a plan for future recreation lands and facilities	Planning Department/Community Services



Chapter 7: Implementation Strategy

<b>Policy Reference</b>	<b>Activity</b>	<b>Primary Responsibility</b>
Objective I.1.b	Undertake intersection and corridor improvements	Town Manager
Objectives I.2.a and I.2.b	Complete Eastern Trail from Saco to South Portland together with spurs	Town Manager/Community Services
Objective I.2.d and Ch9 9	Develop trails plan for areas west of the Turnpike including interconnection with networks outside of Scarborough	Planning Department/Community Services
Objectives I.3.a, b, and c	Work with neighboring communities and bus service providers to expand service	Town Manager
Objectives J.2.a and J.3.a	Update facilities study	Town Manager
Objective J.3.b	Acquire property for future facilities	Town Manager
Ch9 8	Work with Saco and PACTS on additional Turnpike interchange	Town Manager
Ch9 11	Work with GPCOG, Cumberland County, and other municipalities on regional economic development	Scarborough Economic Development Corporation
Ch9 12	Work with GPCOG, Cumberland County, and other municipalities on regional affordable housing approach	Scarborough Housing Alliance

## **Chapter 8: Capital Investment Strategy**

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

### **A. Current CIP Process**

The Town conducts an annual capital planning process that occurs on a parallel track to the Town's operating budget development. The Town's Capital Improvement Program (CIP) is prepared annually by the Town Manager. Each year, the Manager solicits proposed capital projects from operating departments and boards and commissions. The capital needs are evaluated, projects are given a priority and a plan of proposed capital spending prepared. The annual CIP looks at the Town's capital needs for a five year time frame including a proposed capital budget for the current year that is incorporated into the budget deliberations on the operating budget. The CIP is reviewed and adopted by the Town Council. By Town Charter, projects that cost more than \$400,000 and that do not involve infrastructure, require voter approval. The CIP attempts to balance the Town's needs for investment in capital facilities with the Town's ability/desire to pay for these

investments. The School Department conducts a similar long range planning process for investments in the department's facilities.

### **B. Most Recent CIP**

The Town's most recent Capital Improvement Program (CIP) covering the Fiscal Years ending 2006-2010 was included as part of the 2005-2006 budget adopted in June of 2005. This CIP proposed that the Town undertake over \$21 million in municipal capital expenditures during the five year planning period. A copy of the 2006-2010 CIP is attached. The proposed CIP covering the Fiscal Years ending 2007 through 2011 is currently (April 2006) under consideration as part of the budget review process. A copy of the draft is attached.

The School Department also addresses its capital needs as part of the budget process. The proposed 2006-07 budget includes a five year CIP that identifies approximately \$1.5 million in technology needs and an additional \$3.5 million in capital projects. In addition, the School Board's CIP Subcommittee is working to develop a proposal to meet the department's long term facility needs including expanded middle school capacity, updated facilities for the intermediate school (grades 3-5), and expansion of the elementary schools to meet anticipated enrollments. A copy of the proposed school CIP is also attached.

The current and proposed municipal and school CIP's address some of the capital needs that will be required to accommodate anticipated growth and development. The municipal projects include development of additional recreation facilities including Black Point Park and work on the Eastern Trail, upgrading of the commercial fish pier at Pine Point, renovation and expansion of the Public Safety Building, drainage projects, extension of public sewerage to the Heritage Acres neighborhood off the Payne Road, intersection improvements, and expansion of the library. The School Department is in the process of re-evaluating the best approach for upgrading and expanding facilities for the middle school, intermediate school, and elementary schools.

### C. Other Projects Necessary to Accommodate Projected Growth

The on-going Capital Improvement Program attempts to balance the capital investment needs of the community with the community's ability/willingness to pay for these improvements. As a result not all projects are able to be accommodated in the current CIP and must be deferred. Other projects are funded through alternative funding sources such as impact fees and Tax Increment Financing (TIFs).

The continued growth of Scarborough will require that the Town continue to invest in its capital facilities to provide the capacity to serve the community. While most of the Town's routing capital needs are addressed through the annual capital planning and budgeting process, there are some major expenditures that are not addressed in the

current/proposed CIP's:

**1. Expanded/Upgraded School Facilities** – The School Board has explored various approaches for expanded and upgraded facilities to serve grades K through 8 and is in the process of finalizing a recommended facilities plan for the department. The department is proposing to expand the Middle School and rebuild the Wentworth Intermediate School. The cost for expanding the capacity of the system and upgrading the facilities could cost as much as \$50 million. Since state aid for these projects is unlikely, the community will need to fund this cost locally if it desires to move forward with the projects in the near future. The Town currently has a school facilities impact fee in place. The revenue from this fee (an estimated \$300,000/year) is used to pay for the debt service on bonds issued to fund school facility projects.

**2. Infrastructure Expansion Within Designated Growth Areas** – The Future Land Use Plan envisions that infrastructure will need to be provided to facilitate development in the Running Hill Road area and in the Crossroads area. In addition, the extension of infrastructure into the Gorham Road area west of the Turnpike may also be necessary. While the private development community will be responsible for all or most of these costs, the Town may need to facilitate the funding of these improvements through the use of TIF's or impact fees.

**3. Transportation/Traffic Improvements to Serve Designated Growth Areas** – The Town's recently completed Town-wide Transportation Study identified the

need for significant investments in transportation improvements (see Transportation objectives in Chapter 5) to correct existing deficiencies and to accommodate anticipated growth in traffic volumes. The study also identifies possible pedestrian and bicycle facilities. The Town will need to review these recommendations and formulate a transportation plan for addressing this issue. While many of the identified projects are system-wide improvements or are intended to address current deficiencies, there are a number of areas where transportation improvements are likely to be necessary to accommodate anticipated development. These include the Dunstan area, Oak Hill, the Crossroads area (especially if a Haigis Parkway/Gorham Road connector is developed) and the Running Hill Road area. The nature and extent of the improvements will somewhat be a function of the proposed development. Funding for these projects will likely include a mix of sources including developer funding, state and local funds, and a municipal share in some projects. Use of impact fees or TIFs to fund part of the cost of these improvements may be desirable.

**4. Public Land Acquisition/Conservation** – This Update envisions that the Town will continue to play an active role in purchasing land and/or development rights to meet the open space needs of the community and guide the pattern of land use. The Town has approved the issuance of two bonds for a total of \$4 million for this purpose. The proceeds from the first bond have been expended but the Town has not yet issued the second bond which will make an additional \$2.5 million available for land conservation. In addition, the Town has begun to

use development transfer fees to fund land conservation activities. The Future Land Use Plan envisions that the Town will expand its efforts to encourage the transfer of development from designated “limited growth” areas to “growth areas” through the payment of development transfer fees (or the actual transfer of development rights) that will be used to fund expanded land conservation.

Currently, the Town does not actively solicit land for purchase, choosing instead to wait for willing sellers to approach the Town. To accomplish the Town’s objectives for the transfer of development and continued preservation of open space, the Town may need to change its strategy to become more active in identifying suitable parcels for acquisition and in working with the owners of these parcels.

Chapter 8: Capital Investment Strategy

2006 - Municipal Capital Projects							
Projected 5 Year Plan							
Description	5 - Year	FY 2006		Fiscal	Fiscal	Fiscal	Fiscal
	Plan	Budget		Year	Year	Year	Year
	Total Cost	Approved		2006-2007	2007-2008	2008-2009	2009-2010
Drive-In - Complete parking area, trail network, etc.	75,000	75,000	B				
Black Point Park	700,000					350,000	350,000
<i>Eastern Trail Improvements</i>							
Pine Point	135,000				135,000		
Deffosses	275,000	275,000	B				
Nonesuch Bridge	178,000						178,000
<b>Community Services Capital Projects Total</b>	<b>1,363,000</b>	<b>350,000</b>		<b>0</b>	<b>135,000</b>	<b>350,000</b>	<b>528,000</b>

Integrated Townwide Phone System (Fiber)	228,000	113,000	B	115,000			
<b>MIS Department Capital Projects Total</b>	<b>228,000</b>	<b>113,000</b>		<b>115,000</b>	<b>0</b>	<b>0</b>	<b>0</b>

PD Building New A/C System for Classroom	15,350	15,350	A				
PD Building Duct System Cleaning	9,200	9,200	A				
PD Building Air Balancing & Testing	6,550	6,550	A				
PD Building Renovation	4,731,500			395,000	4,336,500		
PDP7 Building Painting	30,000						30,000
<b>Police Department Capital Projects Total</b>	<b>4,792,600</b>	<b>31,100</b>		<b>395,000</b>	<b>4,336,500</b>	<b>0</b>	<b>30,000</b>
SEMA Command Van (funded by Homeland Grant)	0	0					
F.D. Tank / Brush Truck T4, (replacement schedule) (+)	120,000	120,000	B/O				

Chapter 8: Capital Investment Strategy

2006 - Municipal Capital Projects							
Projected 5 Year Plan							
Description	5 - Year	FY 2006		Fiscal	Fiscal	Fiscal	Fiscal
	Plan	Budget		Year	Year	Year	Year
	Total Cost	Approved		2006-2007	2007-2008	2008-2009	2009-2010
F.D. Training Building	150,000	150,000	B				
F.D. Pumper Truck E4, (replacement schedule) (+)	382,500	382,500	B/O				
SEMA Canteen, (replacement schedule)	50,000			50,000			
F.D. Pumper Truck E1, (replacement schedule)	415,000					415,000	
(+ ) Amount shown includes the estimated revenue from trade-in or sale of the old unit.							
<b>Fire Department Capital Projects Total</b>	<b>1,117,500</b>	<b>652,500</b>		<b>50,000</b>	<b>0</b>	<b>415,000</b>	<b>0</b>

DPW Paving Reclamation - Ash Swamp Road	109,000	109,000	B				
DPW Paving Reclamation - Berry Road	49,045	49,045	B				
DPW Paving Reclamation - Willowdale Road	111,562	111,562	B				
DPW Schooner Road Drainage Project	1,030,000	30,000	B	1,000,000			
DPW Green Acres Drainage Project	1,800,000	1,800,000	B				
DPW Sidewalks - Route 1, Broadturn to Old Blue Point Road	550,000	550,000	B				
DPW Higgins Beach Drainage Project	1,180,000			70,000	1,110,000		
Heritage Acres Sewer Expansion Project	4,100,000				4,100,000		
<b>Public Works Department Capital Projects Total</b>	<b>8,929,607</b>	<b>2,649,607</b>		<b>1,070,000</b>	<b>5,210,000</b>	<b>0</b>	<b>0</b>

Chapter 8: Capital Investment Strategy

<b>2006 - Municipal Capital Projects</b>							
<b>Projected 5 Year Plan</b>							
<b>Description</b>	<b>5 - Year Plan Total Cost</b>	<b>FY 2006 Budget Approved</b>	<b>B</b>	<b>Fiscal Year 2006-2007</b>	<b>Fiscal Year 2007-2008</b>	<b>Fiscal Year 2008-2009</b>	<b>Fiscal Year 2009-2010</b>
Replace HVAC Controls *	15,000	15,000	B				
Replace Heating System *	30,000	30,000	B				
Replace AC System *	34,000	34,000	B				
Carpet Replacement *	10,000	10,000	B				
Alarm systems *	5,600			5,600			
Overflow parking lot *	32,000			32,000			
<i>Building Expansion &amp; Renovation Project</i>							
Construction, Renovation, Equipment	4,900,000	4,900,000	B				
Emergency Generator	35,000			35,000			
<b>Library Capital Projects Total</b>	<b>5,061,600</b>	<b>4,989,000</b>		<b>72,600</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total All Municipal Department Projects</b>	<b>21,492,307</b>	<b>8,785,207</b>		<b>1,702,600</b>	<b>9,681,500</b>	<b>765,000</b>	<b>558,000</b>
<b>Funding in Fiscal Year 2004-2005</b>							
"A" to be Appropriated		31,100					
"B" to be Bonded		8,754,107					
<b>Total Amount to be Funded</b>		<b>8,785,207</b>					
*Note - Bond issues or appropriation and expenditure of funds derived from municipal revenue sources or combination of both, in principal amount greater than \$400,000 for a single capital project or equipment requires voter approval. See Section 905.11 of the Town Charter for exceptions.							

<b>2007 - Municipal Capital Projects</b>							
<b>Projected 5 Year Plan</b>							
<b>Description</b>	<b>5 - Year Plan Total Cost</b>	<b>FY 2007 Budget Request</b>		<b>Fiscal Year 2008</b>	<b>Fiscal Year 2009</b>	<b>Fiscal Year 2010</b>	<b>Fiscal Year 2011</b>
Black Point Park	400,000	350,000	B		50,000		
<i>Eastern Trail Improvements</i>							
Pine Point	150,000			150,000			
Nonesuch Bridge	190,000	190,000	B				
High School Athletic Field Synthetic Turf	395,000	395,000	B				
High School Track Resurfacing with fence	150,000	150,000	B				
Commercial Pier Project - 60% Funded by grants, fees; 40% by bonds	900,000	900,000	M				
<b>Community Services Capital Projects Total</b>	<b>2,185,000</b>	<b>1,985,000</b>		<b>150,000</b>	<b>50,000</b>	<b>0</b>	<b>0</b>

Integrated Townwide Data/Phone Fiber Network	125,000	125,000	B				
<b>MIS Department Capital Projects Total</b>	<b>125,000</b>	<b>125,000</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

PD Building Renovation	4,731,500	395,000	B	4,336,500			
PD Building Painting	30,000					30,000	
<b>Police Department Capital Projects Total</b>	<b>4,761,500</b>	<b>395,000</b>		<b>4,336,500</b>	<b>0</b>	<b>30,000</b>	<b>0</b>

F.D. Pumper Truck E1, (replacement schedule)	425,000				425,000		
<b>Fire Department Capital Projects Total</b>	<b>425,000</b>	<b>0</b>		<b>0</b>	<b>425,000</b>	<b>0</b>	<b>0</b>
Higgins Beach Drainage Project	1,645,100	1,645,100	B				



<b>2007 - Municipal Capital Projects</b>							
<b>Projected 5 Year Plan</b>							
<b>Description</b>	<b>5 - Year Plan Total Cost</b>	<b>FY 2007 Budget Request</b>	<b>Fiscal Year 2008</b>	<b>Fiscal Year 2009</b>	<b>Fiscal Year 2010</b>	<b>Fiscal Year 2011</b>	
Schooner Road Drainage	365,563	365,563	B				
Hillside Drainage Study	1,235,000	35,000	B		1,200,000		
Intersection Improvments: Mussey Road	637,069	637,069	I				
Intersection Improvments: Running Hill Road	887,640	887,640	I				
Green Acres Phase II & III	3,167,420			1,967,420		1,200,000	
Old Millbrook Drainage Study	35,000			35,000			
Old County Road Drainage Study	30,000			30,000			
Stone Brook Pipe Rehabilitation	296,458				296,458		
Sherwood Acres Pipe Rehabilitation	413,730				413,730		
DPW Building Roof Repair	290,230	290,230	B				
DPW Building Interior Light Upgrade	45,000			45,000			
<b>Public Works Department Capital Projects Total</b>	<b>9,048,210</b>	<b>3,860,602</b>		<b>2,077,420</b>	<b>1,910,188</b>	<b>1,200,000</b>	<b>0</b>

<b>Total All Municipal Department Projects</b>	<b>16,544,710</b>	<b>6,365,602</b>	<b>6,563,920</b>	<b>2,385,188</b>	<b>1,230,000</b>	<b>0</b>
<b>Funding in Fiscal Year 2006-2007</b>						
"A" to be Appropriated	0					
"B" to be Bonded	4,340,893					
"I" Impact Fees	1,524,709					
"M" Mixed - to be Funded by Grants, Fees	500,000					
<b>Total Amount to be Funded</b>	<b>6,365,602</b>					
*Note - Bond issues or appropriation and expenditure of funds derived from municipal revenue sources or combination of both, in principal amount greater than \$400,000 for a single capital project or equipment requires voter approval. See Section 905.11 of the Town Charter for exceptions.						

<b>2007 - Scarborough Public Schools Capital Projects</b>							
<b>Projected 5 Year Plan</b>							
<b>Description</b>	<b>5 - Year Plan Total Cost</b>	<b>FY 2007 Budget Request</b>		<b>Fiscal Year 2008</b>	<b>Fiscal Year 2009</b>	<b>Fiscal Year 2010</b>	<b>Fiscal Year 2011</b>
<b>Technology</b>							
Technology: Replacement of Equipment & Applications	1,261,450	251,450	B	245,000	255,000	235,000	275,000
Technology: New Equipment & Applications	313,383	69,383	B	61,000	61,000	61,000	61,000
<b>School Technology</b>	<b>1,574,833</b>	<b>320,833</b>		<b>306,000</b>	<b>316,000</b>	<b>296,000</b>	<b>336,000</b>

**Technology FY2007**

	<u><b>Total</b></u>	<u><b>Replacement</b></u>	<u><b>New</b></u>
<u><b>Primary</b></u>	\$ 247,200	\$ 247,200	\$ -

The current Primary computers are 750 MHz machines that were purchased in the summer of 2001. The current computers will not support many current applications, multimedia and video programs needed to meet the needs of our curriculum.

218 Workstations	\$ 228,900	\$ 228,900	
48 Printers	\$ 10,800	\$ 10,800	
3 Network Switches	\$ 7,500	\$ 7,500	
	<u>\$ 247,200</u>	<u>\$ 247,200</u>	<u>\$ -</u>

<b>2007 - Scarborough Public Schools Capital Projects</b>						
<b>Projected 5 Year Plan</b>						
<b>Description</b>	<b>5 - Year Plan Total Cost</b>	<b>FY 2007 Budget Request</b>	<b>Fiscal Year 2008</b>	<b>Fiscal Year 2009</b>	<b>Fiscal Year 2010</b>	<b>Fiscal Year 2011</b>
<b><u>High School</u></b>	\$ 57,533				\$ 57,533	
Technology for the high school that was not part of the renovation project.						
Pathways Computer Hardware	\$ 21,120				\$ 21,120	
Music Technology Lab	\$ 36,413				\$ 36,413	
	<u>\$ 57,533</u>				<u>\$ 57,533</u>	
<b><u>District</u></b>	\$ 16,100		\$ 4,250		\$ 11,850	
Wireless Access Points	\$ 7,350				\$ 7,350	
Mail Spam Filter	\$ 4,500				\$ 4,500	
LCD Projectors (Middle & Wentworth)	\$ 4,250		\$ 4,250			
	<u>\$ 16,100</u>		<u>\$ 4,250</u>		<u>\$ 11,850</u>	
<b>Total Computer Technology Request</b>	<u>\$ 320,833</u>		<u>\$ 251,450</u>		<u>\$ 69,383</u>	
			<b><u>Replacement</u></b>		<b><u>New</u></b>	

<b>2007 - Scarborough Public Schools Capital Projects</b>							
<b>Projected 5 Year Plan</b>							
<b>Description</b>	<b>5 - Year Plan Total Cost</b>	<b>FY 2007 Budget Request</b>		<b>Fiscal Year 2008</b>	<b>Fiscal Year 2009</b>	<b>Fiscal Year 2010</b>	<b>Fiscal Year 2011</b>
<b>Facilities</b>							
Facilities Support Equipment	386,794	70,000	B	73,500	77,175	81,034	85,085
Roofing System-wide	1,100,000	200,000	B	200,000	200,000	300,000	200,000
Security & Access Management Systems	110,000	60,000	B	25,000	25,000		
District-wide Flooring	345,000	60,000	B	60,000	75,000	75,000	75,000
District-wide Movable Equipment	442,903	103,480	B	78,750	82,688	86,822	91,163
District-wide Building Envelope	165,769	30,000	B	31,500	33,075	34,729	36,465
HVAC Systems	430,000	30,000	B	100,000	100,000	100,000	100,000
Blue Point Parking Expansion & Water Main Replacement	210,000	210,000	B				
Middle School HVAC & Operable Wall Replacement	256,281	50,000	B	32,500	55,125	57,881	60,775
<b>School Facilities Projects</b>	<b>3,446,747</b>	<b>813,480</b>		<b>601,250</b>	<b>648,063</b>	<b>735,466</b>	<b>648,488</b>
<b>Long Range Planning</b>							
Long Range Planning	150,000	150,000	B				
<b>Long Range Planning</b>	<b>150,000</b>	<b>150,000</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total School Capital Projects</b>	<b>\$ 5,171,580</b>	<b>\$ 1,284,313</b>		<b>\$ 907,250</b>	<b>\$ 964,063</b>	<b>\$1,031,466</b>	<b>\$984,488</b>

## **Chapter 9: Regional Coordination**

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

### **A. Regional Context**

The Town of Scarborough is part of the Greater Portland Metropolitan Area. In addition, the Town is part of a number of sub-regional or multi-municipal areas that vary depending on the issue. Scarborough has a strong historic relationship with the communities of South Portland and Cape Elizabeth and is regularly involved in working with those communities on issues of mutual concern. Scarborough shares a border with these communities, the road network links the communities together, and natural resources overlap the municipal boundaries. Scarborough has less of a relationship with the communities to the west including Westbrook, Gorham, and Buxton but the road network links these communities and there are some shared services and facilities such as the North Scarborough fire station. Increasingly, Scarborough's interests are interwoven with Saco and Old Orchard Beach as development in those communities moves closer to the town line and issues of transportation assume increasing importance. A significant institutional barrier exists to a stronger relationship with these two communities since they are located in York County and are part of another regional planning district.

### **B. Regional Issues and Actions**

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

#### **1. Sub-Regional Planning Coalition**

The communities of Scarborough, South Portland, and Cape Elizabeth have a number of mutual issues and interests. Increasingly, this is true of Saco and Old Orchard Beach as well. Currently there is no mechanism, other than PACTS and informal contacts and inter-municipal cooperation, for looking at the issues facing the communities. More formal cooperation is hindered by institutional barriers.

**Action:** The Town, in conjunction with the Greater Portland Council of Governments, should explore the creation of a sub-regional planning coalition consisting of the Scarborough, South Portland, Cape Elizabeth, Saco, and Old Orchard Beach along with the Southern Maine Regional Planning Commission to work on issues of mutual concern.

#### **2. Regional Service Delivery**

Regional or inter-municipal service delivery and/or shared facilities may offer the potential for reduced costs.

At the same time, it raises issues of control and assurance of the quality of the service.

**Action:** Scarborough's Town Council should encourage the Town Manager and department heads to pursue sharing services and facilities with surrounding municipalities and Cumberland County on an on-going basis, where financially advantageous.

### **3. Stormwater Management on a Watershed Basis**

A number of the watersheds in Scarborough extend into neighboring communities. Issues of stormwater management are best addressed on a watershed basis where feasible. The state's stormwater management requirements encourage this approach.

**Action:** The Maine Department of Environmental Protection has identified Red Brook and Long Creek as "urban impaired streams". The watersheds of these streams overlap the municipal boundary. The Town should work with the City of South Portland to develop a joint watershed management program including proposed actions to mitigate the impact of new development in these two watersheds. This effort should consider how mitigation activities will be funded and explore a joint funding program if necessary.

### **4. Running Hill Road Infrastructure**

Development of the Running Hill Road area as

envisioned in the Future Land Use Plan will require the extension of utilities to this area as well as traffic improvements. Since this area is adjacent to the town line, it may be beneficial to plan the infrastructure in conjunction with South Portland, and possibly Westbrook, to provide for coordinated improvements.

**Action:** Planning for the infrastructure to serve the Running Hill Road "growth area" should be coordinated with South Portland and Westbrook as well as the various utility districts to determine the most beneficial and cost effective approach for serving this area of Scarborough.

### **5. North Scarborough Infrastructure**

The North Scarborough neighborhood is geographically remote from the public water and sewer systems in Scarborough. The area abuts land that is located in both Westbrook and Gorham. If provision of public utilities is needed in the future especially in the Saco Street and Coke Kiln Corner (intersection of Routes 22 and 114) areas, other methods of providing these utilities may be more cost effective than extending the Scarborough systems.

**Action:** If extension of public water and/or public sewerage is considered for the North Scarborough neighborhood, this effort should be undertaken in conjunction with Westbrook and Gorham to determine if a coordinated strategy for servicing this area is feasible and cost effective.

### **6. North Scarborough Traffic Improvements**

As part of the planning to relieve traffic through Gorham Village, traffic improvements in North Scarborough have been proposed including the possibility of building a relief route from the Routes 22/114 intersection in Gorham to Route 114 in Scarborough. This improvement could have important implications for Scarborough.

**Action:** The Town should continue to work with PACTS and Gorham to develop traffic improvements in North Scarborough that are beneficial to both communities as well as the larger region.

### **7. Dunstan/Route One Traffic Improvements**

Route One is essentially the only north-south connection other than the Turnpike between Scarborough and communities to the south. The current road network essentially creates an hourglass effect in which most local traffic has to pass through Dunstan Corner. This part of Route One is currently inadequate. As Old Orchard Beach and Saco increasingly become bedroom communities for Portland, development in these communities will increase traffic through Dunstan. A number of large projects are under consideration in the area of Saco near the town line.

**Action:** The Town should work with PACTS and Old Orchard Beach and Saco to explore and implement long term solutions to the Dunstan "bottleneck". These approaches should consider how the costs for these improvements could be shared including

approaches such as a regional impact fee that applies to all development in the Dunstan trafficshed.

### **8. Turnpike Interchange Planning**

The possibility of creating a new exit from the Maine Turnpike in the vicinity of the Scarborough/Saco border has been discussed for over a decade. This project is potentially beneficial to both communities and the larger region but will require significant lead time.

**Action:** The Town should work with Saco and the Portland Area Comprehensive Transportation Study (PACTS) to encourage the Maine Turnpike Authority to undertake the necessary background studies and preliminary engineering necessary to move consideration of a new exit forward.

### **9. Coordinated Bicycle and Trail Planning**

While the Town is actively participating in the development of the Eastern Trail, there are other possibilities for the development of longer distance bicycle and walking trails.

**Action:** The Town should coordinate the planning of trails and bikeways with surrounding communities to maximize the potential for developing interconnected networks.

### **10. Regional Open Space Coordination**

Two of the key objectives in preserving open space are

to create connected networks of open space and to preserve large blocks of unfragmented habitat. In many cases, these networks and unfragmented blocks continue outside of the town.

**Action:** The Town should coordinate the preservation of open space in Scarborough with the land preservation efforts of surrounding communities especially Cape Elizabeth, Saco, Buxton, and Gorham to maximize the potential for creating larger open space networks and blocks of unfragmented habitat.

### ***11. Economic Development Coordination***

The Town has an active, successful economic development effort that is led by the Scarborough Economic Development Corporation (SEDCO). There is also a Southern Maine Economic Development District that manages certain grant and financing programs. While SEDCO informally cooperates with other municipal development organizations, there is limited regional effort at promoting the Greater Portland region.

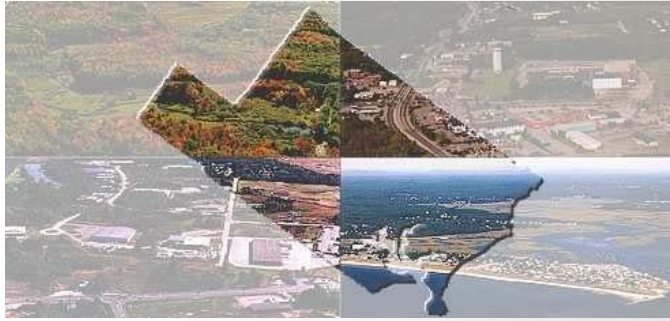
**Action:** The Town and SEDCO should explore the possibility of working with GPCOG, Cumberland County, and other municipalities to create a regional development entity that would undertake regional promotion and marketing efforts and work to support the efforts of local development organizations such as SEDCO.

### ***12. Regional Approach for Affordable Housing***

Scarborough is involved in a local effort to expand the supply of affordable housing in the community. A number of other Portland area communities are also involved in various aspects of affordable housing. However, the housing market really is a regional market and solutions for affordable housing may be better addressed on a regional basis.

**Action:** Scarborough should encourage and work with GPCOG, Cumberland County, and other Greater Portland communities to develop a regional approach for addressing the affordable housing needs of the area. This effort should both seek to locate affordable housing in appropriate locations while assuring that all communities do their “fair share” in this effort.



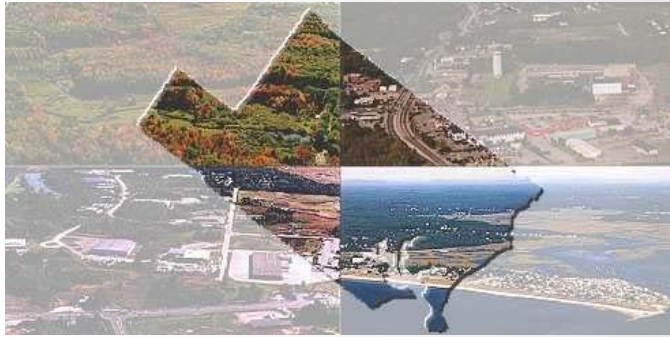


# Appendices

Appendix A. Updated Inventories

Appendix B. A Vision for Scarborough

Appendix C. Summary of Affordable  
Housing Analysis



# Appendix A

## Updated Inventories

1. Population
2. Local Economy
3. Natural Resources
4. Marine Resources
5. Historic, Recreation, and Cultural Resources
6. Land Use
7. Public Water and Sewerage
8. Housing
9. Transportation
10. Public Facilities
11. Fiscal Resources

## Population and Demographics

Communities change. Understanding the trends that are creating these changes is vital as Scarborough plans its facilities and services for the future.

### Population Profile

By 2004, our town had an estimated 19,044 year-round residents (Figure 1). In the summer months, we estimate that the population increases by another 1,400 residents to more than 20,000. The total population on peak weekends in the summer can be even higher than this.

**Figure 1. Year-Round Population 2004 (est.)**

2000 total housing units	7,233
(minus) 2000 seasonal units	568
(equals) 2000 year-round units	6,665
(plus) new units, 2000-2004	812
(equals) 2004 year-round units	7,477
(multiplied by) estimated occupancy rate	0.97
(equals) 2004 estimated households	7,253
(multiplied by) 2000 household size	2.59
(equals) 2004 household population	18,784
(plus) 2004 group quarters population	260
(equals) 2004 total population	19,044

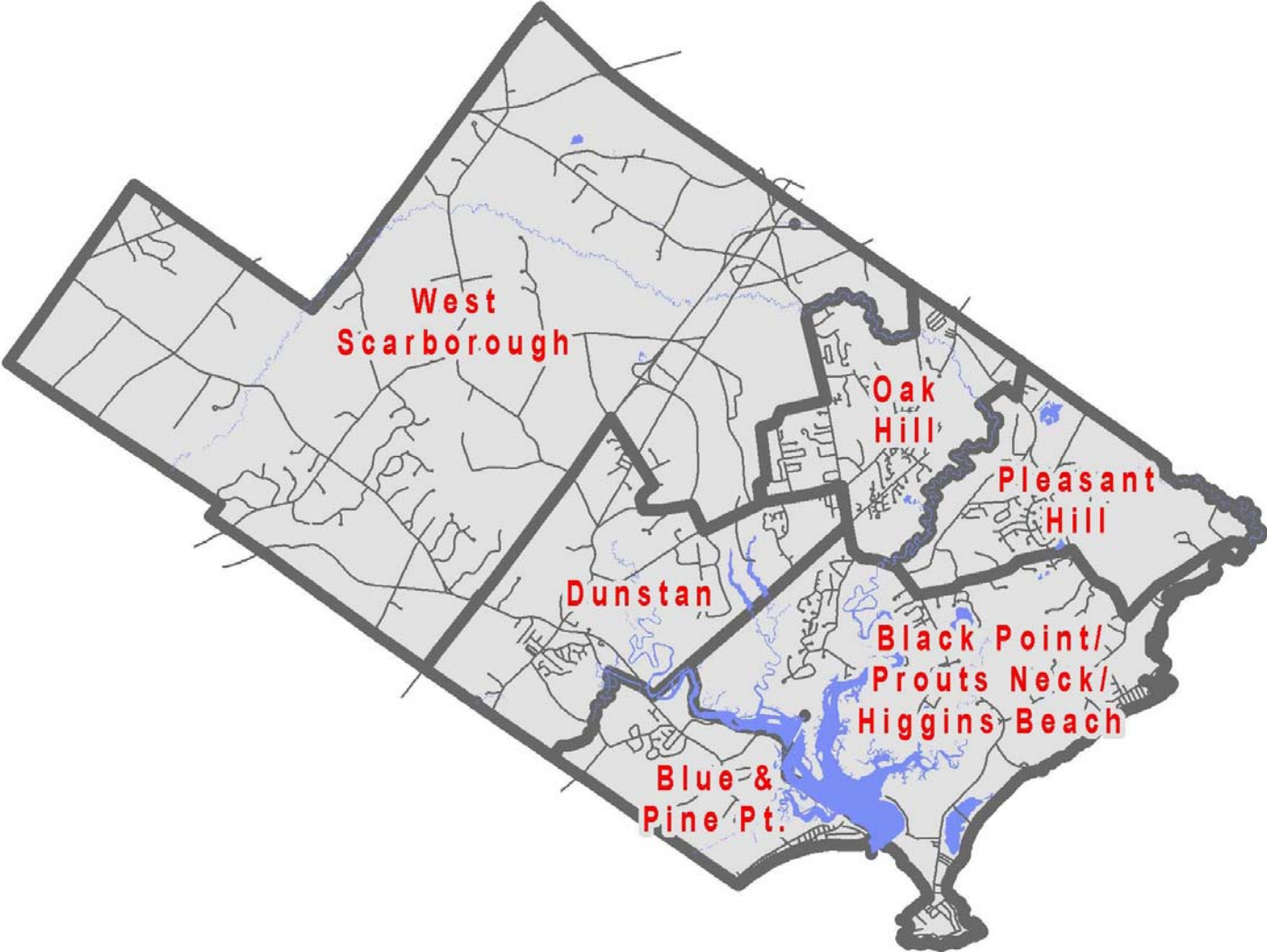
Source: U.S. Census, Planning Decisions, Inc.

Most residents live east of the Maine Turnpike<sup>1</sup>. According to the 2000 US Census, nearly 80% of year-round residents lived in the villages and neighborhoods east of the Turnpike and only 20% lived west of the Turnpike (Figure 2):

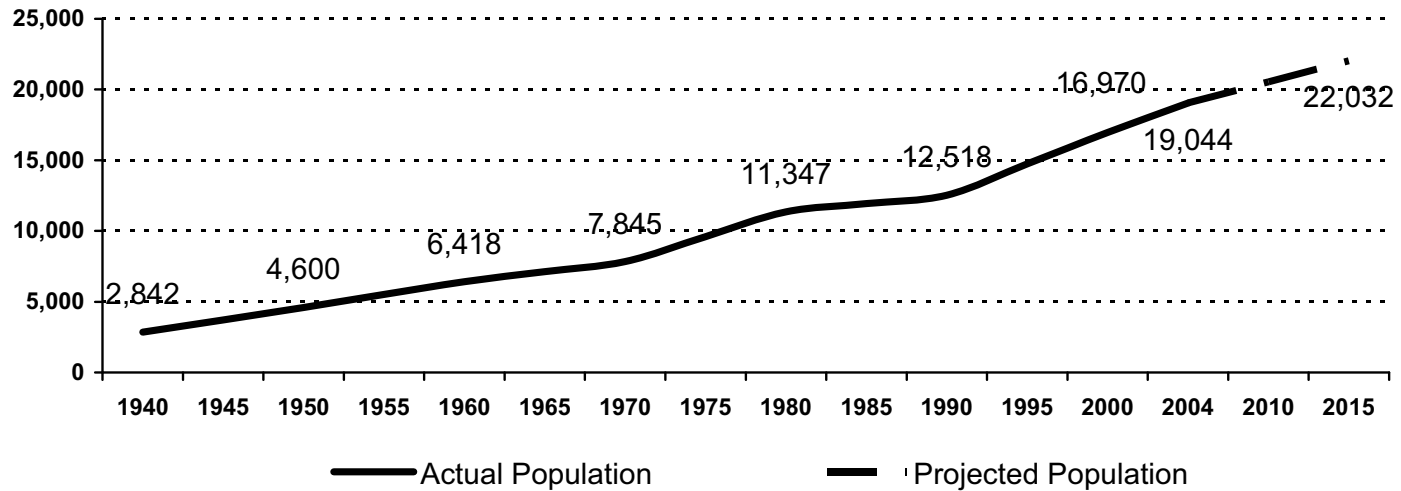
- The Black Point, Higgins Beach, and Prouts Neck corridor had more than 20% of the total population. This section of town also has the largest number of seasonal housing units and therefore the largest influx of summer residents and visitors.
- West Scarborough had nearly 20% of total residents.
- The Oak Hill section of town had nearly 20% of the town's residents.
- Dunstan had nearly 14% of the town's residents.
- Pleasant Hill had 13% of the town's residents.
- Pine Point and Blue Point had 10% of the town's residents. This section of town has many seasonal units that increase the population during the summer months.

<sup>1</sup> For quantitative purposes, this analysis relies on geographies defined by the US Census. These geographies roughly correlate with our local definition of these villages and neighborhoods.

Figure 2. US Census Neighborhood Boundaries, 2000



**Figure 3. Scarborough Population Change, 1940 to 2015**



Source: US Census, Planning Decisions, Inc.

From 1940 to 2000 our town’s population increased at average annual rates ranging from 1% to 5% per year. Growth was the slowest in the 1980s with a 1% average annual rate of increase. Growth in the 1970s and 1990s was the highest, with average annual population increases of near 3.5%. Between 1990 and 2000, our town grew from 12,500 residents to almost 17,000 residents (or 36%).

This growth has not occurred evenly across the community (Table 1). The Dunstan area grew the fastest in the 1990s, growing by more than 60%. Meanwhile, Black Point, Prouts Neck, and Higgins Beach grew the slowest, increasing by a more modest 15%. Other areas in town grew at relatively comparable rates of between 36% and 42%. The Land Use

section provides additional information on where these new units have been located.

According to the Town of Scarborough’s *Growth Management Strategy*, many factors are driving this growth. Our town is proximate to the economic and cultural center of the state in Portland, has large supplies of undeveloped land, has attractive public services (notably the schools), and is near a tremendous variety of natural resources<sup>2</sup>.

<sup>2</sup> Future residential growth in Scarborough will be affected by our Growth Management Ordinance. Our existing Growth Management Ordinance took effect in 2001 and is set to expire at the end of 2004. Beginning January 1, 2001, the ordinance limited the maximum number of building permits issued for new homes to 60 between January 1<sup>st</sup> and December 31<sup>st</sup> of each

**Table 1. Year-Round Population 2004 (est.)**

<b>Neighborhood</b>	<b>1990</b>	<b>2000</b>	<b>Change</b>	<b>% Change '90-'00</b>
Black Pt, Prouts N, Higgins Beach	3,153	3,641	488	15%
West Scarborough	2,619	3,561	942	36%
Oak Hill	2,468	3,512	1,044	42%
Dunstan	1,438	2,310	872	61%
Pleasant Hill	1,600	2,220	620	39%
Pine Pt, Blue Pt	1,240	1,726	486	39%
<b>Total</b>	<b>12,518</b>	<b>16,970</b>	<b>4,482</b>	<b>36%</b>

Source: U.S. Census

Our town has been growing faster than the rest of Cumberland County as a whole. From 1990 to 2000 Scarborough's population grew 36% while Cumberland County's grew by 9%. Put another way, our town's share of the county's population has increased from 4% in 1970 to 6% in 2000.

year, plus any growth permits remaining available at the end of the previous year and grandfathered permits. There are exemptions to the existing growth permit limit, including housing units that are deeded for the elderly (55 and older), subdivisions approved prior to February 7, 2001, pending subdivisions as of February 7, 2001, housing units on a family gift lot, housing units in an uncompleted phase of a multiplex project approved prior to February 7, 2001, and repair, replacement, reconstruction of an existing housing unit.

**Population Projection**

Our town's population is projected to continue growing. Estimates prepared by the Maine State Planning Office suggest that our town's year-round population will grow an additional 19% to reach 22,138 in 2015. However, since these projections are based on the survival rate of age cohorts between 1990 and 2000 and our growth management ordinance was enacted after 2000 (see Footnote 2), we created our own set of projections for this analysis.

The Town has extended this growth management ordinance beyond 2004<sup>3</sup>. Under this ordinance, the Comprehensive Plan Update Committee projects that our town's population will reach 22,032 by 2015.

This projection is based on the following assumptions:

- The number of housing units built each year will total 135 units per year through 2015.
- An occupancy rate of year-round housing units of 97%. This rate is reasonable for a community like Scarborough.

<sup>3</sup> The current ordinance allows for a maximum of 135 building permits to be issued each year plus any growth permits remaining available at the end of the previous calendar year. Of the 135 growth permits, no more than 90 would be issued for lots within subdivisions, 20 for lots not within subdivisions, 20 for affordable housing, and 5 for elderly housing. This ordinance does not allow for as many exemptions as the previous ordinance. The only exemptions would be repair, replacement, reconstruction of an existing housing unit, a housing unit on a family gift lot, and a housing unit in an uncompleted phase of a multiplex project approved prior to February 7, 2001.

## Population and Demographics

- The number of seasonal units will remain steady. Any new seasonal housing units will be offset by conversions of other seasonal units into year-round units.
- The average household size will decrease modestly to 2.50 people per household. This statistic has been falling more dramatically nationwide, but since younger families have been partially driving Scarborough’s population growth, the number of persons per household will remain relatively high.
- Scarborough’s group quarters population is going to increase modestly to 300 residents.

### Demographic Profile

Not only is our population growing, it is getting older. The median age of Scarborough residents 38.8 years — slightly higher than the median age of 37.6 years for Cumberland County.

About one-quarter are under 18 years old, another quarter are between 30 to 44 years old, and another quarter are between 45 to 64 years old. Nine percent are 18 to 29 years old and the remaining 13% are 65 years and older (Figure 4).

Our town’s population is projected to continue aging, although the influx of younger families will keep the school age population high. Driving this aging is the baby boom generation (those born between 1945 and 1965). By 2015, those between 45 and 64 are projected to account for 28% of our residents, and those over 64 will be 17% of residents. As

the population gets older, the type of facilities and services provided to the community by the Town could change.

The Scarborough School Department projected the number of students enrolled in the school system. The number of students (between 5 and 18 years) is projected to peak in the 2009 – 2010 school year (Table 2). Enrollment projections based on a growth rate of 140 new units per year suggest that the school age population will peak at 3,344 (up from the 2002 – 2003 population of 3,100) before tapering off to 3,300 students by 2012 – 2013.

**Table 2. School Enrollment Projections, ‘02-‘03 to ‘12-‘13**

School Year	K-2	3-5	6-8	9-12	Total
02-03	713	779	753	856	3,101
03-04	734	772	780	907	3,193
04-05	753	754	809	962	3,278
05-06	721	757	834	972	3,284
06-07	696	775	824	1,006	3,301
07-08	679	794	807	1,027	3,307
08-09	713	758	810	1,039	3,320
09-10	707	736	828	1,073	3,344
10-11	710	716	850	1,049	3,325
11-12	710	751	811	1,040	3,312
12-13	710	745	784	1,070	3,309

Source: 02-03 Enrollment Projections, Scarborough School Dept. Note: Enrollment figures do not include non-mainstreamed special education students or special education students placed outside the district.

**Table 3. Scarborough Household Characteristics, 1990 – 2000**

**Households**

Scarborough residents overwhelmingly live in households. Only 2% of the population lives in group quarters (assisted living facilities, institutions, and homeless shelters). While this is a small percentage of our town’s population, this population (which are mostly elderly) tripled between 1990 and 2000.

More than one-third of the households in Scarborough are new since 1990 (Table 3). This growth in households has fast outpaced the rate of change in the state and Cumberland County as a whole.

	1990	2000	Scar. % Change '90-'00	Maine % Change '90-'00	Cumberland Cty % Change '90-'00
Households	4,738	6,471	37%	11%	14%
Family Hshlds.	3,560	4,695	32%	4%	7%
Hshlds w/children under 18	1,666	2,289	37%	-2%	8%
Married-couple hshlds w/children under 18	1,429	1,892	32%	-10%	3%
Single-parent hshlds w/children under 18	237	397	68%	28%	25%
1-person hshlds	889	1,337	50%	30%	29%
Total hshlds over 65	854	1,217	43%	14%	11%
Hshlds over 65 living alone	354	479	35%	16%	12%

Source: US Census

The largest changes in Scarborough were the growth in the number of 1-person households (50%), single-parent households with children under 18 years old, and households over 65 years. Continued growth in these second two household types could affect the type of services needed by the community.

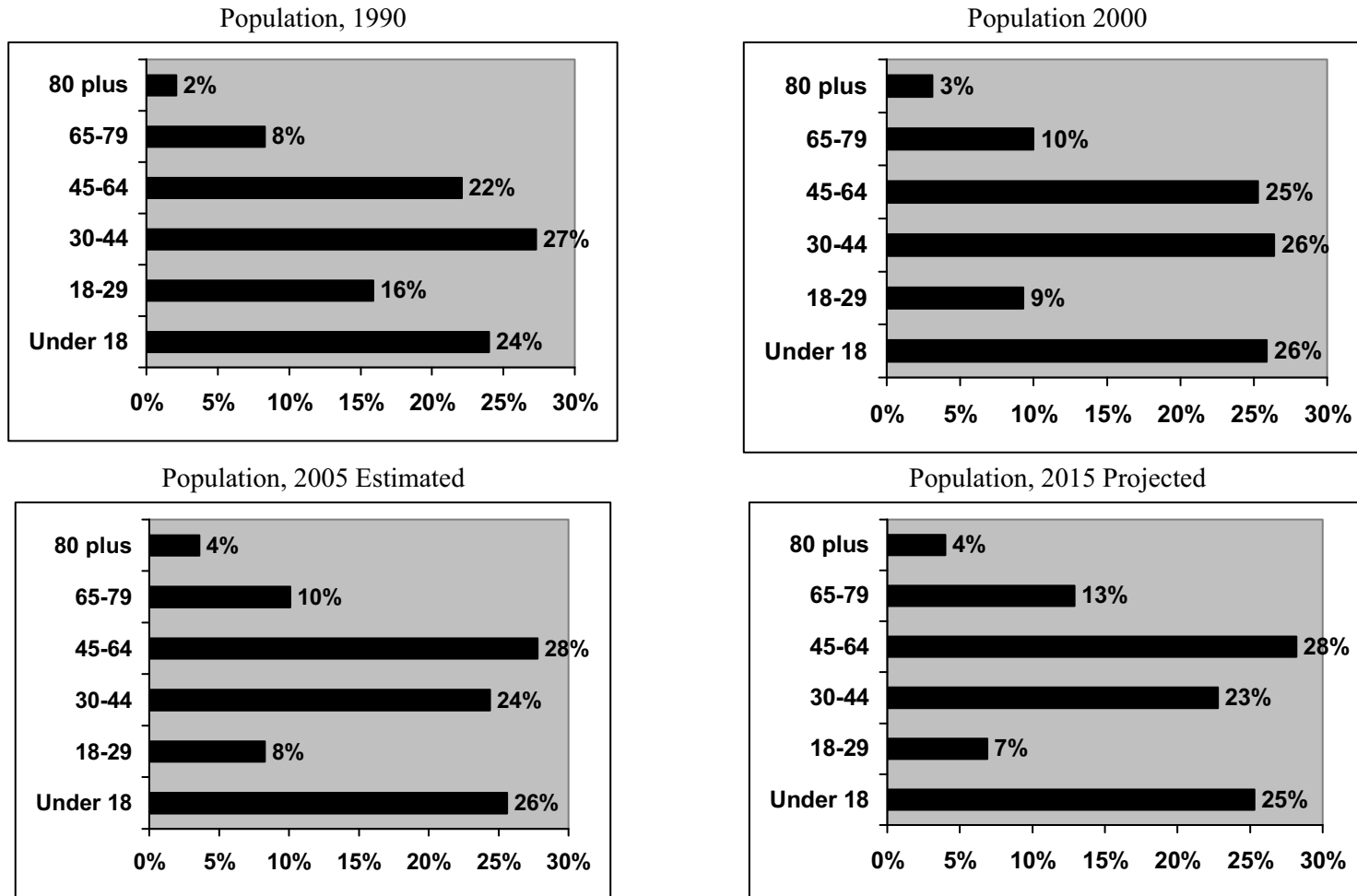
The average household had 2.59 residents in 2000. Household sizes have been decreasing in Scarborough since the 1970s (Figure 5) when the average household had 3.27 residents. The reasons for these decreases are manifold: a trend towards single-person and smaller households in the Baby Boom

generation; the increased longevity of seniors; an increase in divorce rates; and the trend for younger couples to wait longer before starting families. Scarborough’s average household size in 2000 was larger than Maine’s and Cumberland County’s, 2.39 and 2.38 respectively

Due to the influx of younger families with school-aged children, the rate of decline in the average household size has moderated. In the 1970s and 1980s the average household size declined by 11% and 9%, respectively. In the 1990s, this decline was only 1%.



**Figure 4. Age Profile of Residents, 1990 -2015**



Source: Data to 1990 and 2000 from US Census, Data from 2005 and 2015 are from State Planning Office age cohort survival model.

## Population and Demographics

One explanation for the leveling out of the average size of households is that Scarborough grew in family households, especially households with children under 18 years of age while Maine and Cumberland County grew in 1-person households.

### Education and Occupation

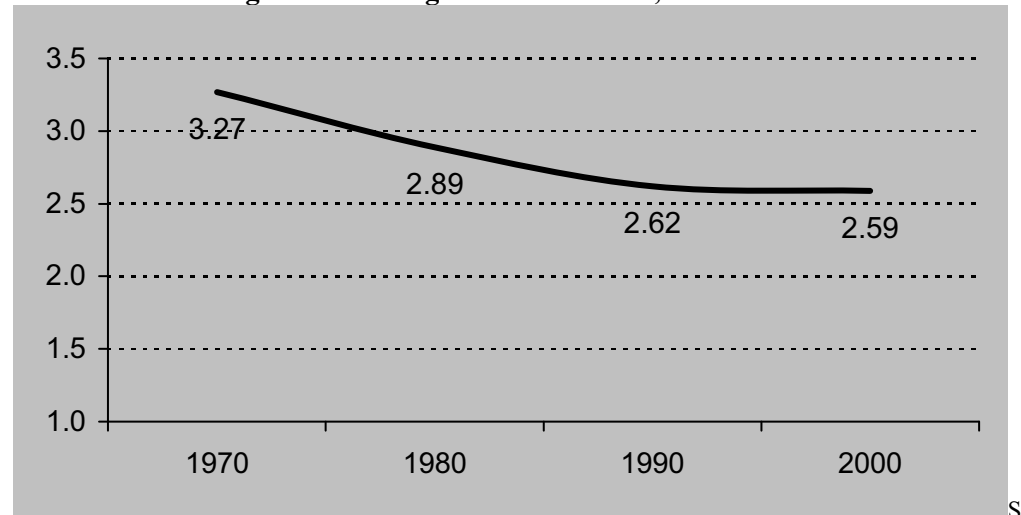
Scarborough residents are well educated. According to the 2000 Census, 67% of Scarborough's residents age 25 years old or older have at least some college experience while 47% have an associate's degree or higher. Only 6% have not obtained a high school diploma or its equivalence.

In comparison, only 30% of Maine's residents and 42% of Cumberland County's residents age 25 and older have an associate's degree or higher.

Scarborough's residents are more educated than they were ten years ago when 57% of the residents age 25 years old or older had at least some college experience, 39% had an associate's degree or higher, and 12% had not obtained a high school diploma or its equivalence.

Scarborough's workforce is increasingly white collar. In 1990, 66% of our workforce was employed in white collar jobs. By 2000, it increased to 75% of Scarborough's workforce. Two-of-five employed residents age 16 years old and older are

**Figure 5. Average Household Size, 1970 – 2000**



Source: US Census

managers or professionals, and another one-third work in sales and office positions.

The remaining one-quarter of the workforce has positions in the service, construction, manufacturing, and agriculture sectors. 11% are employed in service jobs, and the more traditional blue collar jobs – construction, maintenance, production, and transportation – employ 14% of the workforce. Farming, forestry, and fishing account for only 1% of the workforce.

### Income

Median household income for Scarborough residents has increased. In 1989, the median household income was \$40,718 and by 1999 it had increased to \$56,491. Adjusting for

**Population and Demographics**

inflation, the median household income increased 3% from 1989 to 1999.

Scarborough’s households are better off financially than Maine or Cumberland County. In 1999, the median household income in our town was 52% higher than the state’s and 28% higher than Cumberland County’s. Between 1989 and 1999, our town’s median household income increased at a faster rate than both the state and the county.

Approximately one-quarter of our town’s households earned less than \$35,000 in 1999, while 35% of the households earned more than \$75,000.

**Issues and Implications**

1. Scarborough grew significantly in the 1990s and early 2000s. One-in-three residents are new since 1990. Scarborough is no longer a loose collection of villages in the suburbs – it is one of the ten largest communities in the state.
2. We project our town’s population will continue to grow in the future. In part due to the Growth Management Ordinance, this growth rate will not be as fast as the 1990s, but will be substantial. Without a growth cap, growth could potentially outstrip the Town’s ability to provide appropriate facilities especially schools.

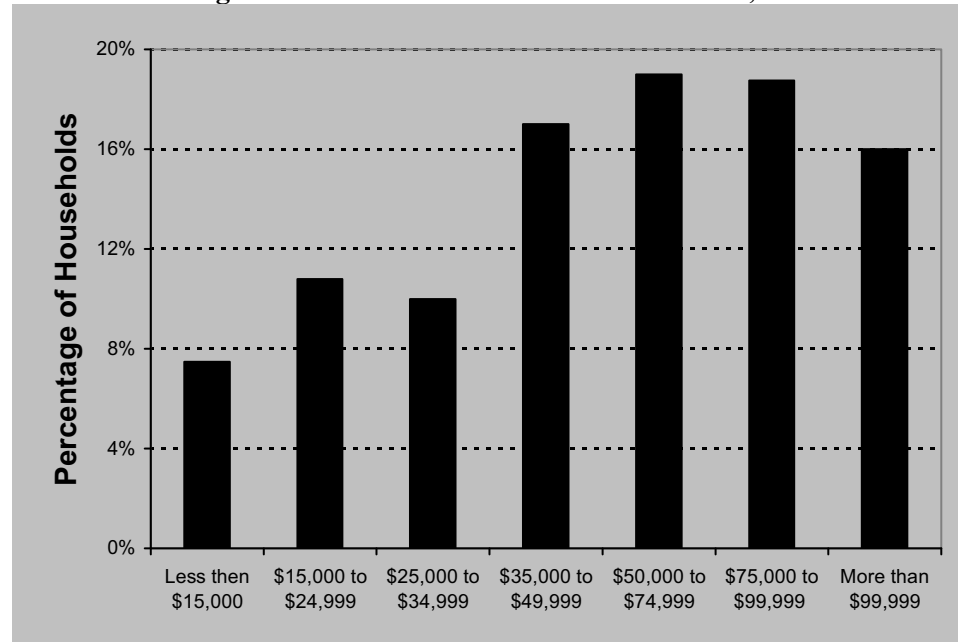
**Table 4. Median Household Income, 1989 – 1999**

Year	Median Household Income	Adjusted for Inflation	% of Maine’s Median Income	% of Cumberland Cty Income
1989	\$40,718	\$54,969	146%	126%
1999	\$56,491	\$56,491	152%	128%

Source: US Census

Note: Adjusted to CPI-Northeast Urban for All Items, 1982-1984=100

**Figure 6. Distribution of Household Income, 1999**



Source: US Census

## Population and Demographics

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3. Sections of our town that are served by public water and sewer have grown very fast, but the more visible growth has been in the lower density areas of the community that are farther from the community's civic center.
4. The supply of developable land that is serviced with public sewerage is decreasing limiting the potential for future development in these areas.
5. Scarborough is experiencing growth west of the Turnpike in more rural areas of town. This growth is changing the character of this area and is creating a demand for public services in these areas.
6. Scarborough's median age is increasing despite the large number of younger families moving into the community. As the town's population ages, the demand for services and facilities will change.
7. Scarborough is an employment center, is located near major employment centers, and in between four of the largest cities in the state. As our population and economy grow, the movement of vehicles through our community will continue to grow.
8. Scarborough's median household income growth suggests that the number of households with higher incomes is increasing and the number of households with lower incomes is decreasing. Growing incomes can change residents' expectations for town facilities and services. Also, long-time residents with lower, stable incomes often have a harder time affording a higher level of services and facilities.
9. While the town's household population is diverse (education levels, occupations, income levels), this is becoming less so.

## Local Economy

Scarborough has evolved from a natural resource-based community (fishing, farming) to a small town economy to a regional economic center. A healthy economy is critical to making possible many other important aspects of our community – whether it is jobs, money, or services. As our town’s economic role continues to evolve, Scarborough will have to take advantage of our location as a regional center without sacrificing our identity as a town with a character all our own.

## Regional Economy

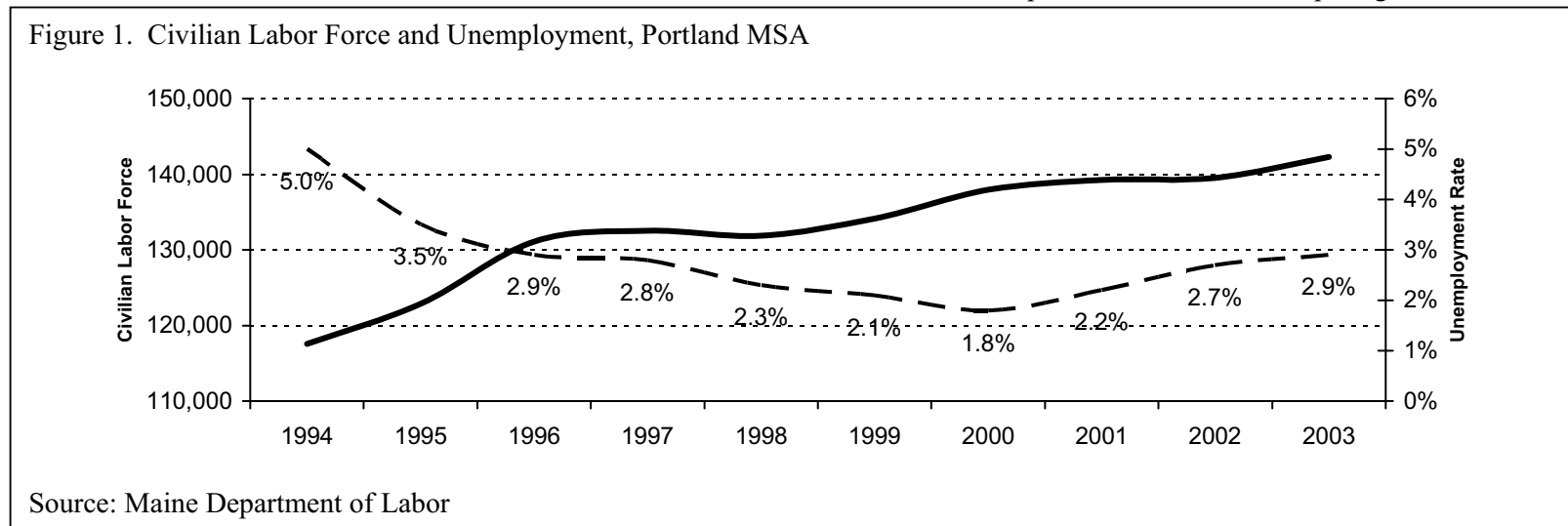
Scarborough is part of the Portland Metropolitan Statistical Area (Portland MSA). This economic area stretches from

Freeport in the north to Casco and Limington in the west, to Scarborough and Old Orchard Beach in the south. This is the economic center for the entire state.

The size of the labor force in the Portland MSA has grown since 1994 (Figure 1). Except for a soft economy in 1998, the labor force has grown steadily. By 2003, the labor force had reached 142,270 jobs.

Simultaneously, the Portland MSA’s unemployment rate decreased rapidly from 5% in 1994 to a low of 2% at the peak of the economic boom in 2000. Since then, the unemployment rate has increased modestly to 3% by 2003.

Not all sectors of the regional economy grew evenly (Table 1). The definition of industry sectors has changed since 2000, so industry comparisons between the most recent data (2003) and the 1990s are impossible. However, comparing 1993 to 2000



Local Economy

**Table 1. Nonfarm Wage/Salary Employ, Portland MSA**

Sector	% of Total		% Growth, '93-'00
	1993	2000	
Manufacturing	10.5%	9.4%	10%
Construction	4.0%	4.8%	45%
Trans./ Utilities	4.7%	4.7%	23%
Wholesale Trade	6.8%	6.2%	12%
Retail Trade	22.5%	21.9%	19%
Finance/Ins./R.E.	9.7%	8.6%	9%
Services	28.9%	31.9%	36%
Government	12.9%	12.5%	18%

Source: Maine Department of Labor

provides an indication of the trends in the regions economy.

In 2000, services accounted for 32% of all the jobs in the Portland MSA. Together with retail jobs (22%), these two sectors accounted for more than half of the jobs. Government (13%), manufacturing (9%), and finance/insurance/real estate (9%) were the next largest sectors.

Between 1993 and 2000, construction jobs – buoyed by the real

**Table 2. Total Employment Projections, Portland MSA**

Area	2004	2014	% Change '04-'14
Cumberland Cty	217,687	235,052	8%
State of Maine	705,807	766,028	8.5%

Source: University of Southern Maine, Center for Business and Economic Research  
 Note: Employment includes civilian wage and salary employment as well as proprietor’s employment (which accounts for the discrepancy with previous tables).

estate boom – increased by 45% while service sector jobs increased by 36%. Transportation/public utility jobs increased by 23%, retail jobs increased by 19%, and government jobs increased by 18%.

Employment is projected to grow for the next decade, although at a slightly slower pace than in the 1990s (Table 2). Between 2004 and 2014, the University of Southern Maine Center for Business and Economic Research projects that total employment in Cumberland County will increase by 8%. This is roughly in-line with projections for the state as a whole.

**Scarborough Labor Force**

The number of Scarborough residents in the labor force and employed have increased significantly (Table 3). The labor force includes all those who are employed or actively seeking work.

In the 1980s the number of residents employed increased by 35% and the 1990s had an even greater increase of 47%. The increase can be attributed to a rapid population growth in our town, growth in younger families and middle-aged baby

**Table 3. Civilian Labor Force, Scarborough**

	Labor Force	# Employed	% Unemp.
1990	7,343	7,099	3.3%
2000	10,544	10,414	1.2%
2003	10,849	10,614	2.2%
% Change ('90-'00)	44%	47%	
% Change ('00-'03)	3%	2%	

Source: Maine Department of Labor

## Local Economy

Table 4. Employed Labor Force by Industry, 2000

Industry	Scarborough	Portland MSA
Agriculture and Mining	1%	0.2%
Construction	5%	1%
Manufacturing	9%	6%
Wholesale Trade	5%	2%
Retail Trade	15%	14%
Transportation and Utilities	4%	2%
Information	4%	4%
Finance/Insurance/Real Estate	14%	13%
Professional Services	9%	9%
Education/health/social serv.	21%	33%
Arts/Entertainment/Food serv.	6%	8%
Other Services	5%	5%
Public Administration	4%	3%

Source: 2000 US Census

boomers, and a greater number of women participating in the labor force.

Because of this large increase, our town's share of the Portland MSA's labor force has increased from 6% in 1990 to 8% in 2004. While the rate of growth has slowed recently, it remains positive. Our town's unemployment rate has consistently been lower than the Portland MSA as a whole.

Our town's labor force is increasingly white collar<sup>1</sup> (Table 4). In 1990, 66% of Scarborough residents who were employed worked in white collar jobs. By 2000, it had increased to 75%

<sup>1</sup> Direct comparisons between occupations in 1990 and 2000 is difficult because of a change in the way the US Census classifies jobs. However, it is reasonable to make general comparisons.

of the workforce. Increases were largely in the service industries, including professional, education/health/social services, arts/entertainment/food, and other. These occupations employed 41% of employed Scarborough residents. Finance/insurance/real estate employed 14% of Scarborough's workforce. The percentage of manufacturing jobs held by Scarborough residents declined to 9% of the labor force in 2000.

### Commuting Patterns of Scarborough Residents

Our town's residents work throughout the region. In fact, only 27% of our town's labor force actually worked in Scarborough in 2000 (Table 5).

Most of our town's employed residents worked in Portland in

Table 5. Commuting Patterns of Scarborough Residents

Place of Work	1990	2000	Change '90-'00	% Change '90-'00
<b>Portland area</b>	6,021	7,765	1,744	29%
Portland	2,595	2,709	114	4%
Scarborough	1,717	2,387	670	39%
South Portland	1,058	1,410	352	33%
Westbrook	306	380	74	24%
Biddeford-Saco-OOB	233	403	170	73%
Freeport	28	119	91	325%
Falmouth	52	116	64	123%
<b>All other areas</b>	681	1,200	519	76%
All Commuters	6,670	8,724	2,054	31%

Source: US Census

Local Economy

2000. The 2,700 residents commuting to Portland accounted for nearly one-third of our entire labor force. South Portland-based jobs employed 1,410 residents (or 16%). Other communities in the Portland area employed 12% of the labor force. Nearly 14% of our town’s residents commuted outside of the Portland area for work.

Between 1990 and 2000, the commuting patterns of Scarborough’s residents changed. Residents were more likely to commute to Biddeford-Saco-OOB, Freeport, Falmouth, and other communities outside of the Portland area in 2000 than they were in 1990. This suggests our town’s labor force is becoming more reliant on communities outside of the immediate vicinity of Portland. However, it is important to remember that three-quarters of Scarborough residents still work in Scarborough, South Portland, and Portland.

**Scarborough Employment Profile**

The number of jobs available in our town has increased significantly. In 1980, there were 3,516 jobs in Scarborough (1.5 jobs per household). By 2000, there were 9,733 jobs in Scarborough (1.6 jobs per household) – an increase of 176%. In the 1980s, employment in our town doubled, and in the 1990s it increased by another 46%.

As the number of jobs in Scarborough has increased, employees from other communities have commuted into our town in greater numbers to fill the jobs (Table 6). In 2000, more than three-quarters of the employees working in Scarborough lived in the Portland area, including Scarborough (25%), Biddeford/Saco/OOB (14%), Portland (11%), and the

western suburbs of Gorham, Windham, Buxton, and Hollis (11%).

The Scarborough economy is relying on workers from communities farther away than ever before. Between 1990 and 2000, those working in Scarborough were more likely to commute from Standish, Westbrook, Falmouth, and towns outside of the Portland area. Towns closest to Scarborough (South Portland and Cape Elizabeth) accounted for the smallest increases in commuting to Scarborough.

Eight of our town’s ten largest employers have more than 100

Table 6. Commuting Patterns of Workers Employed in Scarborough

Place of Residence	1990	2000	# Change '90-'00	% Change '99-'00
<b>Portland MSA</b>	5,026	7,210	2,184	43%
Scarborough	1,717	2,387	670	39%
Biddeford-Saco-OOB	1,005	1,387	382	38%
Portland	801	1,061	260	32%
Western suburbs*	718	1,049	331	46%
South Portland	621	649	28	5%
Westbrook	211	339	128	61%
Cape Elizabeth	211	224	13	6%
Standish	84	224	140	167%
Falmouth	125	188	63	50%
<b>All other areas</b>	1,165	2,225	1,060	91%
<b>Total Workforce</b>	6,658	9,733	3,075	46%

Source: U.S. Census

\*Western suburbs includes Gorham Windham, Buxton, Hollis.



Local Economy

Table 7. Major Employers in Scarborough, 2004

Employer	Industry	# of Employees (FTE)
Town of Scarborough	Government	1,384
Hannaford Brothers	Corporate, Retail	882
WalMart	Retail	294
Maine Medical Center	Medical Services	180
Shaw's Supermarket	Retail	150
R.C. Moore Trucking	Transportation	150
Sam's Wholesale Club	Retail	123
Konica Quality Photo	Processing	108
Rich Tool and Die	Manufacturing	90
RTS Packaging	Packaging	85

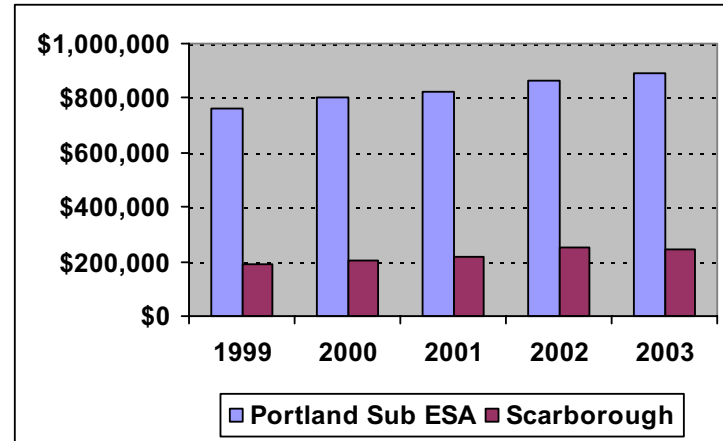
Source: Scarborough Economic Development Corporation  
FTE – Full Time Equivalent

employees (Table 7). These employers provide a range of services from government and education to transportation to medical care to retail sales. The Town of Scarborough is the largest employer in town with nearly 1,400 employees (including schools). Retail businesses, including Hannaford Brothers (retail and corporate office), Walmart, Sam's Club, and Shaw's Supermarkets, employ a total of more than 1,400 employees.

**Retail Sales**

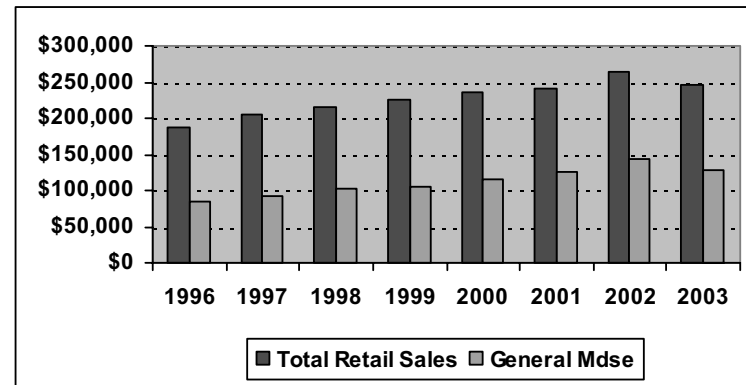
Scarborough's retail sales have steadily increased in the past seven years from about \$188 million in 1996 to more than \$260 million in 2002, a 40% increase (Figure 2). In 2003, retail sales declined by 7% to about \$245 million, probably the result of a softer regional economy.

Figure 2. Taxable Retail Sales, adj for inflation (\$1,000s)



Source: Maine Revenue Service

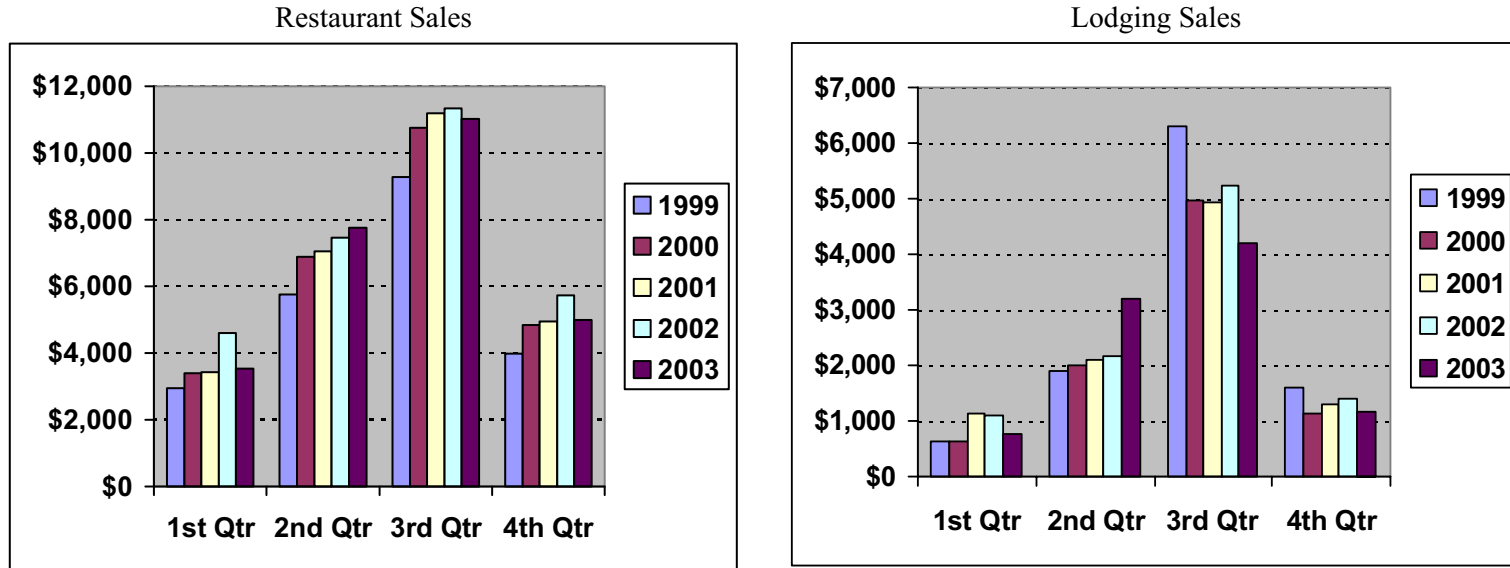
Figure 3. Taxable Retail Sales, adj for inflation (\$1,000s)



Source: Maine Revenue Service  
adjusted to CPI-Urban northeast for All Items, 1982-84=100

Local Economy

Figure 4. Scarborough Restaurant and Lodging Taxable Sales (in \$1,000s)



Source: State Planning Office

Scarborough is in the Portland Suburban Economic Summary Area (Portland Suburban ESA)<sup>2</sup>. Scarborough’s share of the total retail sales in the Portland Suburban ESA has been steadily increasing, from 25% of taxable sales in 1999 to 28% of the total in 2003. Recent development in the Eight Corners area has driven this growth in retail sales.

<sup>2</sup> This also includes the communities of Bustins Island, Cape Elizabeth, Chebeague Island, Cousins Island, Cumberland, Falmouth, Freeport, Gorham, North Yarmouth, Pine Point, Pownal, Prouts Neck, Scarborough, and Yarmouth.

General merchandise sales (includes stores that carry product lines generally carried in large department stores – clothing, furniture, shoes, electronics, household durable goods, etc.) make up the majority of total retail sales in Scarborough (Figure 3). In 2003, these sales accounted for more than half of total retail sales. In addition, general merchandise sales have been a growing component of the town’s retail sales, increasing from 45% in 1996 to 52% by 2003.

Like many coastal Maine communities, the amount of economic activity in Scarborough increases during the summer months. Tourists and seasonal residents drive these changes in seasonal activity, especially in restaurant and lodging sales.

## Local Economy

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Total restaurant sales have increased by 25% between 1999 and 2003 (Figure 4). July, August, and September – the peak of the summer tourist season – consistently account for 40% of annual sales for our town’s restaurants.

Total lodging sales have decreased by 10% between 1999 and 2003. Peak season sales for lodging have decreased in this period from 65% in 1999 to 45% in 2003.

### **Scarborough Economic Development Corporation**

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The Scarborough Economic Development Corporation (SEDCO) is a quasi-municipal nonprofit development organization. SEDCO was organized in 1985 and provides site location, business and economic development, and government liaison services for individuals and businesses.

SEDCO is governed by a Board of Directors that is appointed by the Scarborough Town Council. Its offices are located in Oak Hill.

### **Haigis Parkway Development District**

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The Haigis Parkway Development District was created to attract high-quality commercial development, such as office space, R&D facilities, medical care facilities, and hospitality businesses. To facilitate the corridor’s development, Town of Scarborough has invested money to extend utilities from Route 1 to the Payne Road and Maine Turnpike. This utility extension is scheduled to be complete by 2005.

The Haigis Parkway corridor and the adjacent B-2 Zone are ideal locations for large commercial development due to its proximity to Exit 6 (new exit number?) of the Maine Turnpike, the availability of public utilities, and hundreds of acres of undeveloped land.

The Haigis Parkway Committee anticipates that demand for Haigis will be primarily from Maine businesses, with an estimated 10% coming from out-of-state. The development model for Haigis suggests that development will occur over a 20 year period resulting in a total of 1.1 million square feet of building space and employing 2,600 people. Specific permitted uses and design standards have been adopted in order to ensure that new development will have minimal visual and environmental impacts and will result in significant tax revenue to the Town.

### **Scarborough Industrial Park**

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One of Scarborough’s early endeavors in economic development was the development of the Scarborough Industrial Park in the 1970s. The park is a 158-acre site off Route 1 that was divided into 36 lots. Numerous businesses, including trucking and wholesaling businesses, are located in this park. Currently, the park has no undeveloped lots or vacancies.

### **The Enterprise Center**

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The Enterprise Center is a privately-owned business park between the Haigis Parkway and Scarborough Downs. The Center recently underwent a \$1.5 million infrastructure

improvement. It is currently in the first phase of development with four out of thirty-five building sites developed.

### **Route 1 Corridor**

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The Route 1 corridor consists of smaller mixed-use office/retail/service space that mostly serves the residents of Scarborough. The Route 1 corridor has grown in the past ten years and currently there are few vacancies. The few vacancies are in substandard buildings that will need to be rebuilt. Additionally there are a few vacant lots for sale but prices are very high which have deterred some investments.

### **Issues and Implications**

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1. Our town's proximity to Portland and the interstate highway network make Scarborough an ideal location for economic development. This new development is likely to be a mix of suburban and urban services and regional commercial activity.
2. The Town of Scarborough has been a key figure in economic development in our community. Should the Town continue its aggressive role in economic development?
3. Scarborough has essentially run-out of space for industrial development and will need to plan where future industrial space will be developed, if at all.
4. As the Portland area continues to suburbanize, Scarborough's role as a regional economic center could continue to grow. Are the correct land use regulations in

place to ensure that potential growth does not adversely impact our town's natural environment, traffic conditions, scenic character, and character?

5. The future of Scarborough Downs as a harness racing recreation center is far from certain. There is redevelopment interest in the facility, but its potential redevelopment is limited by a lack of public sewer utilities. If this property were to become available for redevelopment, it is currently zoned B-2. Is this zoning appropriate? Is unsewered development appropriate for this area? If sewer development is more appropriate, should the developer pay the up-front cost to expand the utility or should the Town seek an alternative strategy to pay the up-front costs for utility expansion and recoup its investment over time?
6. The B-2 zone west of the Maine Turnpike currently has no utility infrastructure (except for public water along Gorham Road). What type of commercial development should occur in these areas?
7. The provision of public utilities, especially public sewer, can be effective ways to promote economic development. In the past, the Town has used utility extensions to promote development. Are there new areas to which future utility extensions should be planned?

## Natural Resources

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Understanding our town's natural features and the forces that created them has two purposes in this comprehensive plan. First, natural resources have intrinsic value. They perform essential functions, usually free of charge, such as storage of flood waters, filtering of pollutants, habitat for plants and wildlife, and scenic beauty. Second, they help shape the patterns of development, limiting it in some parts of town and accommodating it in others.

Understanding the characteristics of natural features is key to identifying and protecting areas of sensitivity and to guiding development into areas most appropriate for growth. The issues raised by natural constraints can help the community make wise decisions about when the use of technology makes sense and when natural limitations should be respected.

## Geologic History

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Our town has a variety of landscapes. Along the northern and central coast are flatlands, sand beaches, and rocky headlands. The vast Scarborough Marsh dominates most of the center of our town. Rolling hills and ridges typify the interior areas of Scarborough west of the Maine Turnpike.

The story of these landscapes is embedded in geologic time. But it is a story that continues today, with profound effects on how the land is used. Better-drained and deeper soils away from our coastline are generally more suited for on-site waste disposal. Coastal areas are dominated by lower-quality soils for development – most of the existing development has

occurred along ridges of drier soils. Sand deposits are widespread in our community. For more information, see *Natural Resource Appendix: A Geological History of Scarborough* at the end of this chapter.

## Topography

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Topography is the general lay of the surface of the land. Our town's elevation ranges from sea level to 215 feet above sea level along Beech Ridge and east of Burnham Road.

Slope is the amount of rise or fall in elevation for a given horizontal distance. For example, a 10% slope means that for a 100 foot horizontal distance, the rise or fall in height is 10 feet. Slopes can significantly affect development patterns across the landscape:

- 0% to 3% slopes are *flat* and suitable for most land uses. In some cases, land that is too flat can have severe drainage problems.
- 3% to 8% slopes are *level to moderate*. These are suitable for most land uses, absent other limiting factors.
- 8% to 15% slopes are *moderate*. These are suitable for most uses, with some limitations on roads and concern for erosion.
- 15% to 25% slopes are *moderate to steep*. These slopes have concern for erosion control, expense of construction, and runoff.
- 25%+ are *steep* slopes that are unsuitable for development. These slopes are safest when covered with trees.

As a rule, the cost, difficulty, and potential adverse impact of land development increases with the slope of the land. There are no significant steep slopes in Scarborough (with the exception of river banks, gravel pits yet to be reclaimed, and around Winnocks Neck). Much of our town is dominated by flat slopes and level to moderate slopes, which are generally well-suited to development.

## **Soils**

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Type of soil influences the potential use of a parcel of land. It determines the feasibility of installing an on-site sewage disposal system and the density of development that can occur on septic systems without environmental damage.

Soils in our town are dominated by loam and sand developed from marine deposits and glacial meltwater.

While much of the eastern area of the community is serviced by public sewers, the land west of the Maine Turnpike depends on on-site sewage disposal if development is going to occur. The Maine Department of Environmental Protection has adopted regulations that require single-family residential development to be designed according to minimum lot-size standards when it is served by both on-site septic systems and wells. The minimum lot sizes vary from 20,000 square feet (approximately ½ acre) to 80,000 square feet (approximately 2 acres). In some soil conditions, septic systems are not permitted.

This approach provides a good way of understanding the opportunities and constraints created by soils for unsewered development. Large areas of our town, particularly east of the

Maine Turnpike, have soils in which new septic systems are not permitted. Generally, these are the areas where sewers exist. West of the Turnpike, where sewers are not planned, most of the land requires a minimum lot size of approximately 1 acre to accommodate on-site septic disposal. In some areas a minimum lot size of two acres is necessary. There are very few areas where lot sizes of less than one acre would be acceptable.

## **Watersheds and Surface Water**

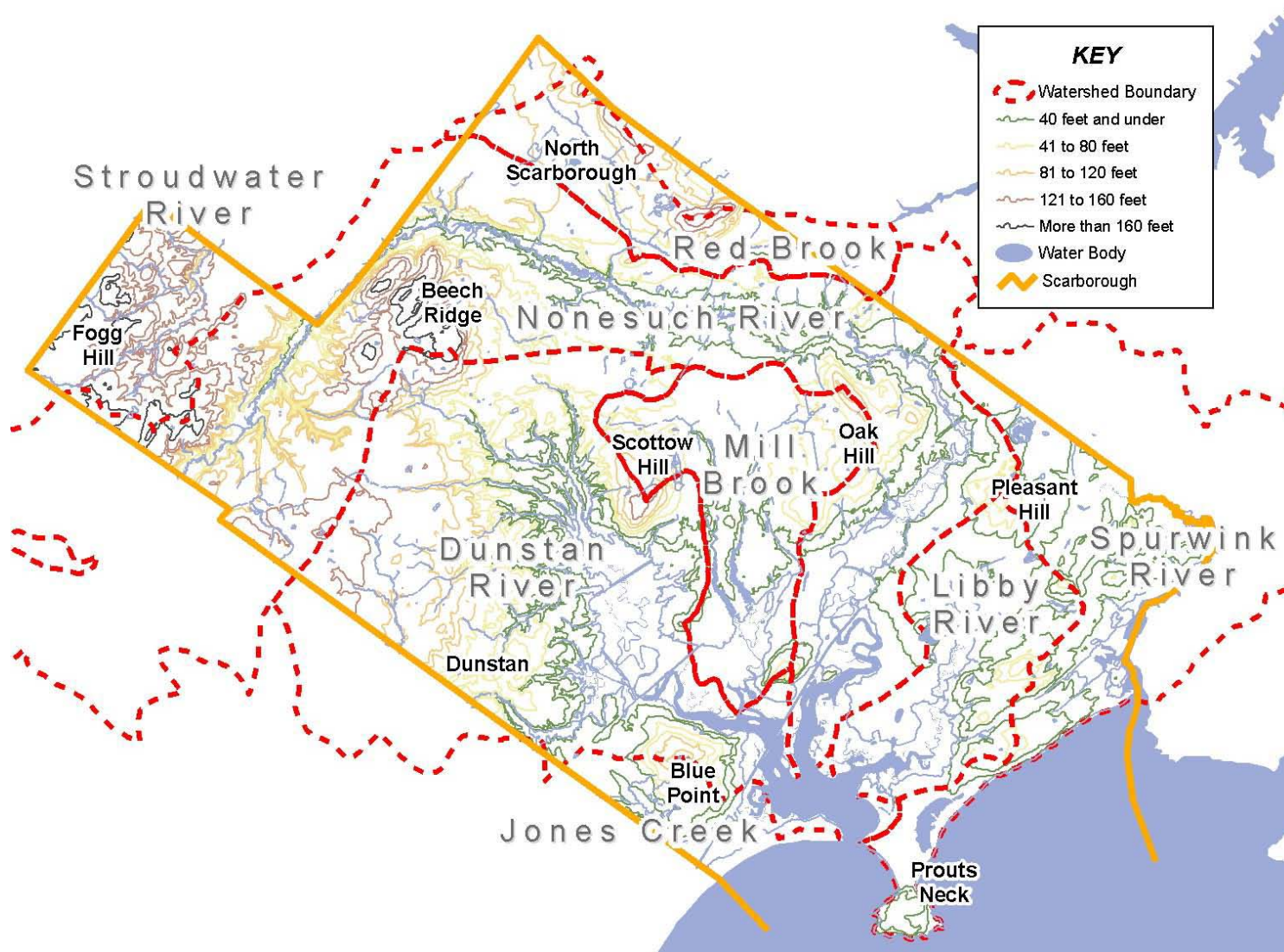
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The topography of the land defines the watersheds of a community. A watershed or drainage basin is the area of land within which all water falling on the land ultimately drains to a single water body. Watersheds are separated by watershed boundaries which are the divides created by the high points of land that separate one watershed from another.

The interconnected system of surface water begins as tiny brooks in the upper reaches of watersheds and flows through a system of streams, ponds, and wetlands, ultimately reaching the sea. These downstream connections mean that pollution in an upstream tributary can affect water quality all the way downstream.

1. The ***Scarborough River Watershed*** drains most of our town (Figure 1). The Scarborough River empties into Saco Bay at the eastern end of Pine Point. The estuary is formed by the confluence of Jones Creek, the Dunstan River, Mill Brook, the Nonesuch River, and the Libby River. The drainage area of the watershed is nearly 60 square miles.

Figure 1. Scarborough Watershed Boundaries



2. The *Jones Creek Subwatershed* drains the eastern slope of the Blue Point neighborhood. Associated with it are the wetlands that border the dunes of Pine Point. The tidal portions of the watersheds are designated as a Class SB<sup>1</sup> water body, while the freshwater segments of Jones Creek are Class C. Discharges into Class B and SB waters are not allowed to cause adverse impact to aquatic life. Much of the land in this watershed is undeveloped, except for areas immediately along the coast (Pine Point in Scarborough, Grand Beach in Old Orchard Beach), at higher elevations, and along roadways.
3. The *Dunstan River Subwatershed* drains most of Scarborough south of Two Rod Road and extends into Saco to drain part of The Heath.
  - The lower part of this subwatershed includes Stuart Brook and Cascade Brook. Tidal portions of Stuart Brook are Class SB waters, while freshwater areas are Class B waters. Most of the development in this subwatershed is along the immediate road frontages, but more subdivision development has occurred in the last decade.
  - The middle part of this subwatershed includes Phillips Brook and portions of unnamed streams. This subwatershed is bounded to the west by the Maine Turnpike and to the east by Route 1, and extends through Dunstan Corner to the Scarborough River. Tidal portions of Phillips Brook are Class SB waters. Freshwater portions are Class C waters. Development

in this subwatershed is most densely clustered along Route 1 and includes some farm activity near the Saco municipal boundary. Phillips Brook does not meet the water quality standards for Class C waters. To the north of the Scarborough River is an unnamed brook that drains Scottow Hill and Route 1 areas. These tidal waters are Class SB and freshwaters are Class C.

- The upper part of the Dunstan River subwatershed includes the Dunstan River, Finnerd Brook, and Beaver Brook. This covers a substantial portion of the western part of Scarborough, including Beech Ridge Road, Dresser Road, and Two Rod Road. Tidal waters in this subwatershed are Class SB, and freshwater areas are Class C.
4. The *Mill Brook Subwatershed* is one of the larger dischargers into the Scarborough River. This area includes Winnocks Neck and the Willowdale Golf Course before crossing Route 1. Western and northern boundaries are defined by Scottow Hill, the Maine Turnpike, Scottow Bog, Hunnewell Hill, and Oak Hill. The tidal areas of this subwatershed are Class SB and the freshwater streams are Class C. This is one of the most heavily developed subwatersheds in town, and it includes most of the small lot development off of Route 1.
  5. The *Nonesuch River Subwatershed* forms an arc around the Dunstan River en route to the Scarborough River. It begins in Saco west of The Heath and travels north through western section of town, before heading east and south into the Scarborough River. In total, this subwatershed drains more than 40 square miles of land. Tidal waters are Class

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<sup>1</sup> Standards of classifications for water bodies are located in the Appendix.



SB, while freshwaters are Class C. This is the largest freshwater source to the Scarborough Marsh. Most of the development in this subwatershed is located along major roadways, although it includes a significant amount of subdivision activity west of the Turnpike. Areas east of the Turnpike tend to be denser development on the public sewer system.

6. The *Libby River Subwatershed* extends to Pleasant Hill Road from the Scarborough River. Many smaller tributaries feed into this river. Tidal waters are Class SB and freshwaters are Class C. Development in this area is fairly dense near Pleasant Hill and the Fogg Road and Black Point Road, and a significant amount of new subdivision development has occurred in this watershed.
7. The *Stroudwater Watershed* extends into Scarborough in an arc across the town's western and northern boundaries, the far western reaches of Broadturn Road and Burnham Road. From there, the watershed passes into Gorham and Westbrook and picks up only small portions of north Scarborough. These are Class C waters. The watershed is largely undeveloped, although subdivision activity in West Scarborough has occurred in the last decade.
8. The *Red Brook Watershed* extends from North Scarborough down through Running Hill Road and Gorham Road and into Clark's Pond in South Portland. These are Class C waters. Development in this watershed extends along roadway frontages. Much of the development in the Eight Corners neighborhood is in this watershed.

9. The *Spurwink River Watershed* extends along Scarborough's coastline to Higgins Beach and generally from the Pleasant Hill Road to the Cape Elizabeth municipal line. The Spurwink River discharges into the ocean near Higgins Beach. Tidal waters are Class SA and freshwaters are Class B. Development extends along roadway frontages and along the coastline.
10. The *Coastal Watershed* is relatively small, extending from a high area between Higgins Beach and Prouts Neck through and including Massacre Pond and Prouts Neck itself. Massacre Pond is GPA. Portions of the Black Point Road and Prouts Neck are densely developed.

### **Wetlands**

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The ecological and economic benefits of wetlands have been widely recognized. These wetland benefits can be loosely grouped into three categories:

- **Biological** benefits include fish, shellfish, and wildlife habitat (feeding, breeding, nesting, and cover) and travel corridors.
- **Water quality** benefits include groundwater recharge and discharge, stream flow maintenance, flood prevention, water quality maintenance, and shoreline protection from erosion.
- **Human benefits** include recreational uses such as hunting, birding, fishing, boating, and hiking. The aesthetic and open space values of wetlands are important to communities.

## Natural Resource Inventory

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Some wetlands provide more benefits than others, and therefore have more functional value to a town's natural environment. To help identify which wetlands provide the most functional value, the Maine Natural Areas Program has characterized all of the wetlands in our town based on:

- Sediment retention,
- Floodflow alteration,
- Plant and animal habitat,
- Finfish habitat,
- Marine shellfish habitat (for coastal wetlands only), and
- Educational/cultural value.

For each function a wetland provides, it is given one point. If a wetland provides all five functions, it is given five points. Wetlands with more points are considered to provide more functions to the community than those with lower points.

According to this formula, the wetlands with the most functional value include the wetlands of the Scarborough Marsh and Spurwink River corridor. Moderate to high value wetlands are located in the Nonesuch Corridor near Eight Corners and the Marsh River corridor near Pleasant Hill. Lower value wetlands tend to be located west of the Maine Turnpike.

Vernal pools are typically smaller than wetlands, although some vernal pools are large enough to be protected by Maine's Natural Resource Protection Act. These pools are typically created as winter runoff and spring rains collect in depressions in the landscape. Often the collection of water has dried up by summer or fall.

Despite its temporary nature, these vernal pools are important habitat for wood frogs, salamanders, shrimp, and many threatened or endangered species.

Vernal pools have not been mapped in Scarborough. Since little is known about their location, these pools could be damaged by development.

## **Floodplains**

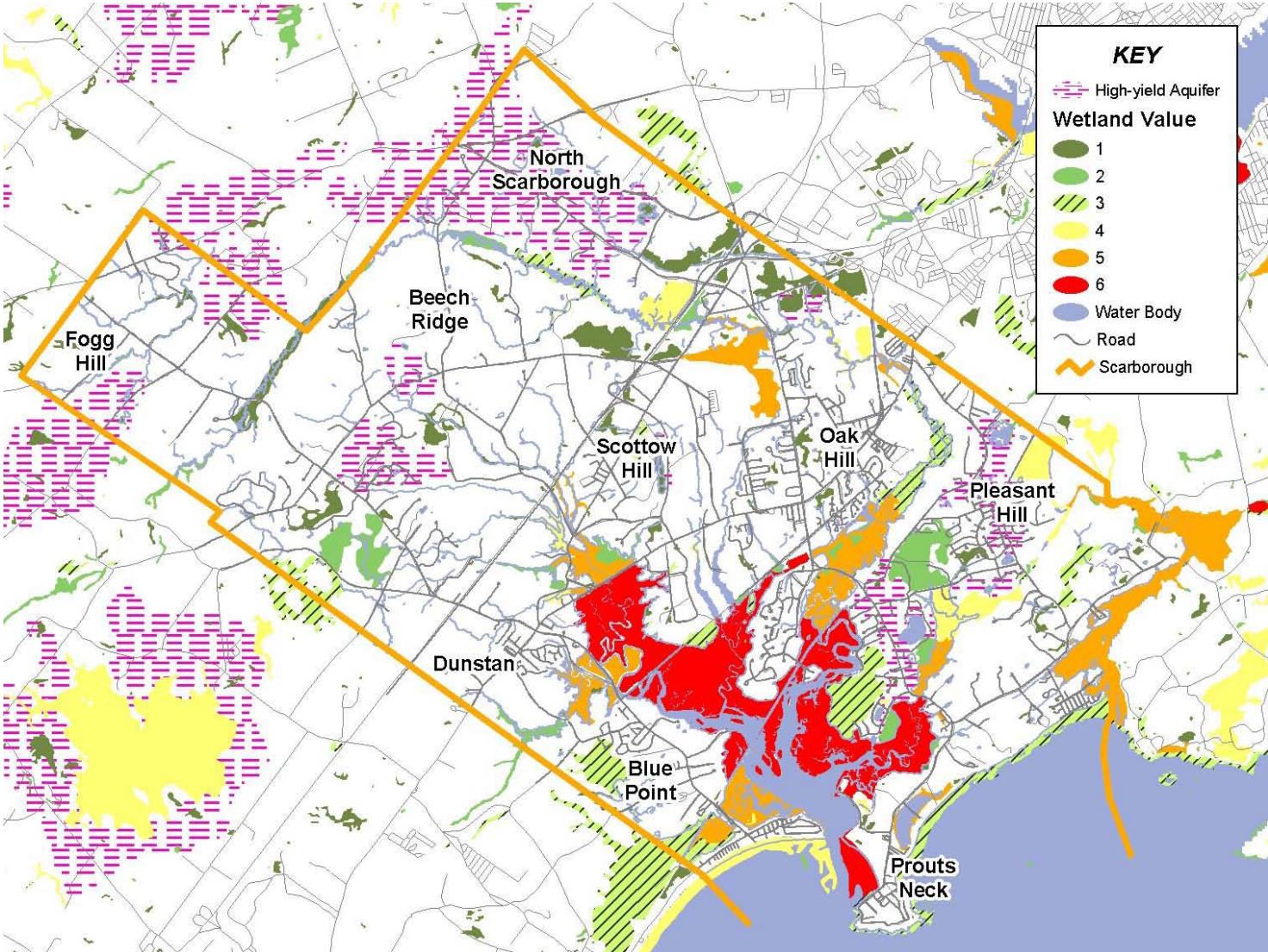
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Floodplains are the low, mostly flat areas adjacent to rivers, streams, and ponds which are periodically inundated. The Federal Emergency Management Agency (FEMA) has produced maps of the 100-year floodplain. This area has a 1% chance of being flooded during any year.

For local planning purposes, floodplains indicate areas that may not be suitable for development due to the costs and dangers associated with flooding and flood-proofing. They also may indicate areas of sensitive vegetation and soils that render the area susceptible to pollution problems if developed. Improper use, filling, and development within the floodplain create the potential for property damage, downstream contamination, and increased flooding.

Well-defined floodplains exist along portions of all the tributaries to the Scarborough River. While most streams do not have defined floodplains in their upper reaches, the Nonesuch River has a defined 100-year floodplain throughout Scarborough. Floodplains are also defined in the Stroudwater River watershed and the Spurwink River watershed and along the entire coastline of the community.

Figure 2. Wetlands and Aquifers



## **Groundwater**

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Groundwater is water below the water table that saturates soil and cracks in bedrock. Precipitation, whether rain or snowmelt, percolates into the ground and flows downhill at very slow rates. Rural residences rely on wells that pump groundwater to the surface to be used for potable waters.

When this groundwater can be pumped to the surface fast enough to be economically useful, the saturated soil or bedrock is called an aquifer. The northeast United States is almost entirely underlain by aquifers. An economically useable aquifer must be able to hold a lot of water and that water must be able to flow easily.

Two types of economically useful aquifers are common in Maine. Bedrock aquifers store water in cracks and fractures in the bedrock. Most of these aquifers are relatively small (about 10 gallons per minute), but large enough to supply individual households in rural Scarborough. Because the bedrock fractures tend to be interconnected, these aquifers are particularly susceptible to contamination.

Sand and gravel aquifers store water in the pores between the grains of sand and gravel. The sand and gravel was deposited more than 10,000 years ago by the meltwater from glaciers. These aquifers can hold large volumes of water and can transport this water quickly, making these the most valuable groundwater aquifers with the most abundant yields.

The Maine Geologic Survey has produced maps that delineate the location and extent of high-yielding sand and gravel aquifers in our town (Figure 2). The largest high-yield aquifer

lies under a large part of North Scarborough. Other aquifers west of the Maine Turnpike are located along Burnham Road, Holmes Road, and Broadturn Road.

Aquifers east of the Maine Turnpike are smaller in size and fewer in number. Pleasant Hill and Black Point are underlain by significant aquifers, and a small aquifer is in Eight Corners.

This resource is vulnerable to various sources of contamination, such as agriculture, hazardous substances, leaking underground storage tanks, road salting, salt storage facilities, septic systems, etc.

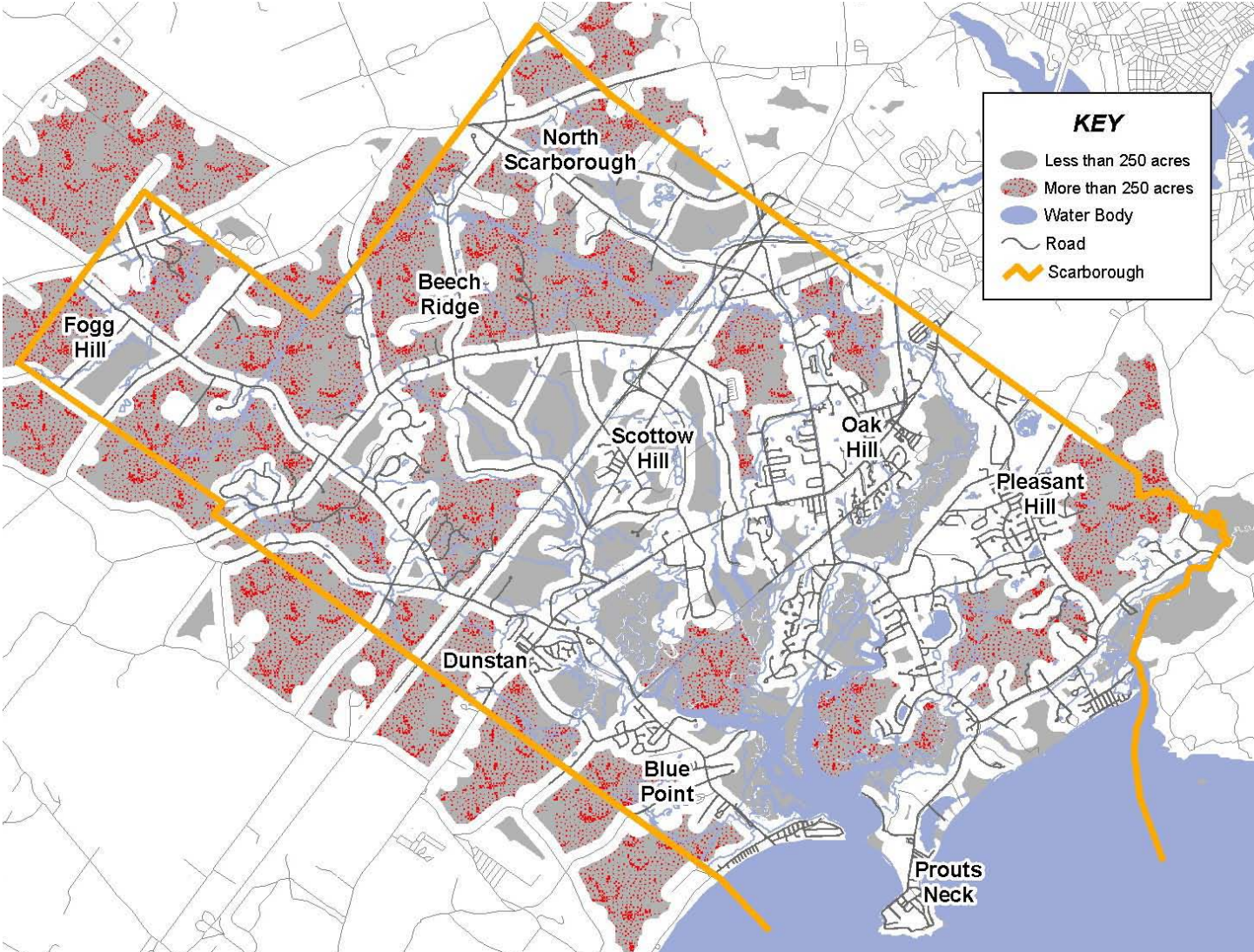
## **Large Undeveloped Blocks of Land**

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Large undeveloped blocks of land provide continuous habitat areas for animals with large home ranges, such as bear, fisher, and moose. Undeveloped blocks of land greater than 2,500 acres could hold the full complement of species in a pristine Maine environment while small blocks of land (less than 250 acres) tend to support species more typical of a suburban environment (raccoons, skunks, squirrels, songbirds, deer).

The Maine Natural Areas Program (MNAP) identified large undeveloped blocks in Maine (Figure 3). This analysis should be updated with local information before detailed planning occurs, but the pattern of the information illustrates where the larger blocks of undeveloped land are in our community.

Figure 3. Large, Undeveloped Blocks of Land



Not surprisingly, most of the larger undeveloped blocks of land are located west of the Maine Turnpike. The Nonesuch River corridor is largely undeveloped, as are areas south of Broadturn Road. These areas have been experiencing significant residential development in the last decade.

Surprisingly, there are some significant undeveloped blocks of land east of the Maine Turnpike. Much of the land along the municipal boundary between Scarborough, Saco, and Old Orchard Beach has large undeveloped blocks. Other significant blocks of land are located between Pleasant Hill Road and Spurwink Road, Scarborough Downs and Eight Corners, and Spurwink Road and Black Point Road.

As development continues throughout our town, these large blocks of undeveloped land are going to be pressured. Significant amounts of development in the wrong locations could effectively fragment some of these larger blocks.

### **Wildlife Habitat**

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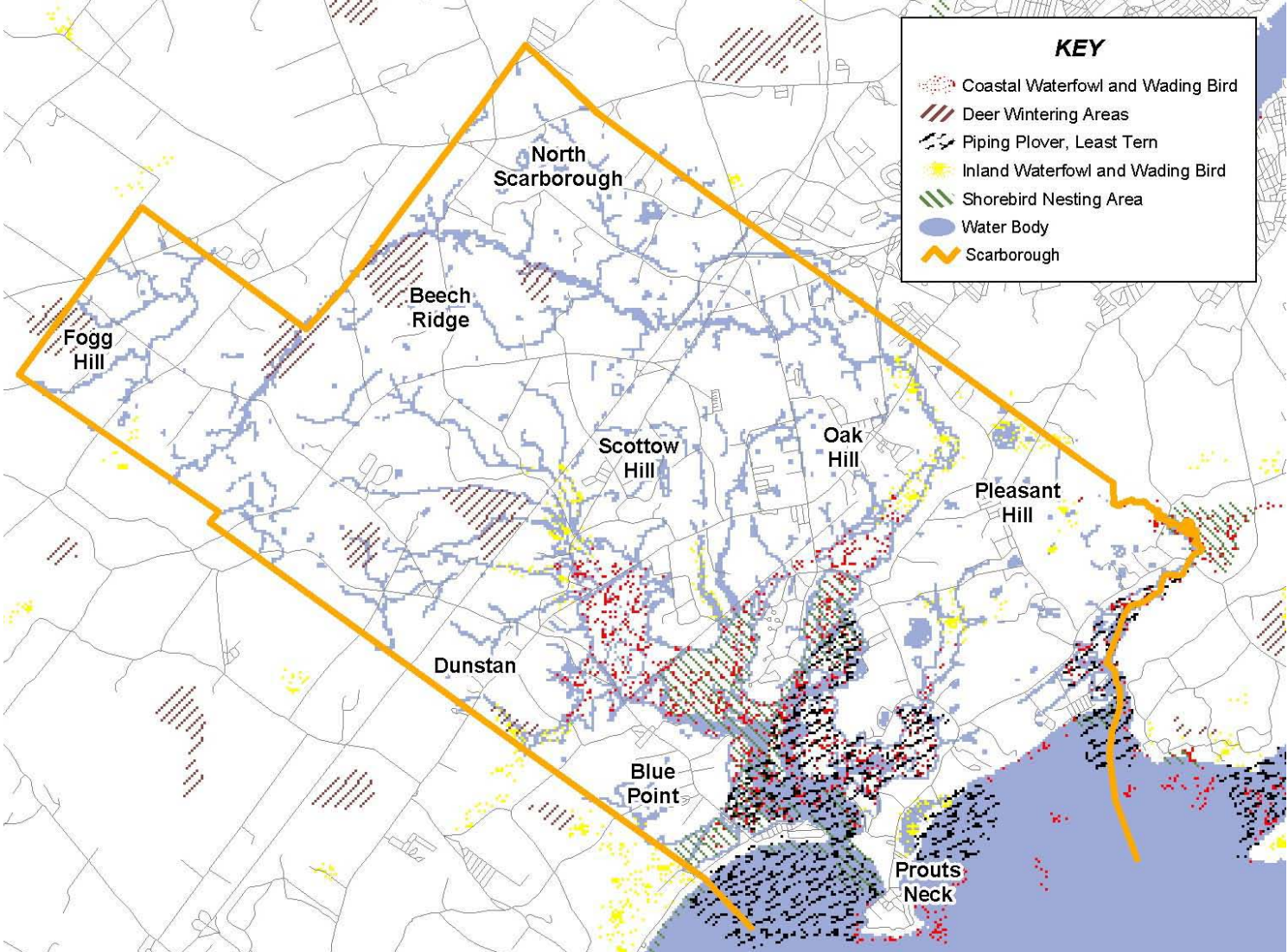
Our town has several types of important wildlife habitats (Figure 4).

1. ***Deer wintering areas*** are critical to our deer herds. Maine's harsh winters can be devastating to deer herds. Deep snow and frigid temperatures stress the deer populations. In a severe winter, the deer herd can lose 35% of its population. During these conditions, deer move to wintering areas or "yards" that provide winter forage. A typical deer yard is forested, with a softwood canopy. The canopy helps maintain warmer than average temperatures, reduces wind velocity, and improves mobility in snow by

retaining much of the snowfall above the forest floor, allowing ground accumulations to become more firmly packed.

2. Deer wintering areas are concentrated west of the Maine Turnpike. In particular, the Nonesuch corridor has several deer yards, as does Fogg Hill and some interior areas off of the Broadturn Road.
3. ***Waterfowl and wading bird habitat*** includes areas used for breeding, migration, and wintering. Whether coastal or inland, these habitats are crucial to the survival of many bird species.
4. In our town, these habitats are clustered east of the Maine Turnpike. Saltwater habitat for coastal birds includes the entire Scarborough Marsh and Spurwink River networks. Inland waterfowl and wading bird habitat extends up the Nonesuch, Dunstan, and Libby Rivers.
5. ***Piping Plover and Least Terns*** are two endangered species whose habitat includes most of Scarborough's marine environment, including the Scarborough Marsh, Pine Point, Prouts Neck, Higgins Beach, and the Spurwink River.

Figure 4. Wildlife Habitat



**Unique and Critical Natural Resources**

The Maine Natural Areas Program (MNAP) maintains information on the status and location of rare plant and animal species and exemplary natural communities in Maine (Table 1, Figure 5). Creeping spike moss is a rare and endangered species that has been catalogued in Higgins Beach. Several plant species of are classified as special concerns in the community, and these are located largely within the marsh ecosystem.

The dune system around Massacre Pond supports two exemplary natural communities in our town –pitch pine dune woodlands and dune grasslands. A pitch pine bog is located near Winnocks Neck, and the marsh ecosystems around the Scarborough River and Spurwink River support salt-hay salt marsh communities.

**Table 1. Unique and Critical Natural Resources**

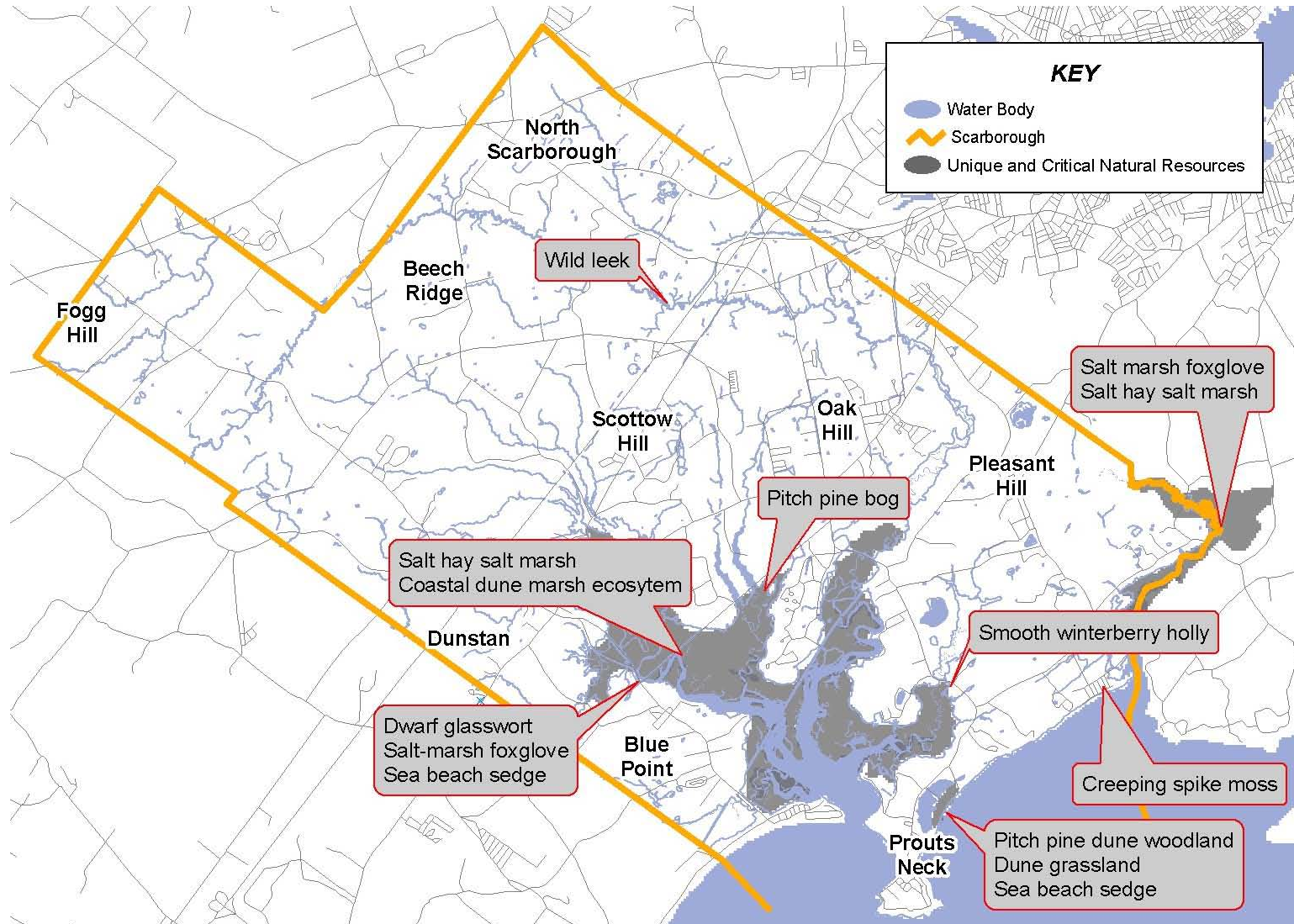
Species, Natural Community	Rarity	Status	Location
Creeping spike moss	S1	Endangered	Higgins Beach
Pitch pine dune woodland	S1		Massacre Pond area
Dwarf glasswort	S1	Special Concern	Old Eastern Trail near Blue Point
Dune grassland	S2		Massacre Pond
Pitch pine bog	S2		Old Eastern Trail near Winnocks Neck
Salt marsh foxglove	S3	Special Concern	Spurwink River, Old Eastern Trail near Blue Point
Sea beach sedge	S3	Special Concern	Old Eastern Trail near Blue Point, Massacre Pond area
Wild leek	S3	Special Concern	Nonesuch River near Maine Turnpike
Smooth winterberry holly	S3	Special Concern	Libby River west of Black Point Road
Salt-hay salt marsh	S3		Scarborough Marsh, Spurwink River
Coastal dune-marsh ecosystem	S3		Scarborough Marsh

Rarity: S1 – critically imperiled in Maine because of extreme rarity or vulnerability to extirpation  
 S2 – imperiled in Maine because of rarity or other factors that make it vulnerable to decline  
 S3 – rare in Maine  
 S4 – apparently secure in Maine

Status: Endangered – rare, in danger of being lost from Maine in the foreseeable future, or federally listed as threatened  
 Threatened – rare and, with further decline, could become endangered, or federally listed as threatened  
 Special Concern – rare in Maine, but not sufficiently rare to be considered endangered or threatened



Figure 5. Unique and Critical Natural Resources



## **Scarborough Marsh**

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The most extensive wetlands in Scarborough are in the Scarborough Marsh estuary system, which is a complex of ebb and flood tide deltas, salt marshes, tidal flats, and meandering tidal channels. Numerous freshwater and forested wetlands are scattered within and along the edges of the estuary. The surface area of the estuary is more than 3,100 acres, most of which is owned by the United States Fish and Wildlife Service.

This is the largest salt marsh in Maine, and it is a crucial nursery for much marine life. The high marsh, dominated by *Spartina patens* (saltmeadow cordgrass), is extensively developed and cut by tidal creeks. The estuary was formed by longshore currents which deposited fine-grained sands from offshore deposits and the soils washed down the Saco River. Freshwater streams transport upland sediments to intertidal areas. Muds are primarily eroded clays of the Presumpscot Formation.

Salt marshes bordering the rivers and brooks of the estuary have been diked for salt hay production, drained, and altered by filling for road construction and other development for hundreds of years. The Boston and Maine Railroad embankment splits the marsh from south to north in the vicinity of the Jones Creek and Nonesuch River subwatersheds. Another railroad grade intrudes from southwest to northeast in the Jones Creek, Stuart Brook, and Mill Creek subwatersheds. Areas of the marsh were ditched for mosquito control in the 1950s and 1960s. Trails across the marshes are used for hiking and bird-watching.

## **Friends of Scarborough Marsh**

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The Friends are dedicated to the conservation, protection, restoration, and enhancement of the Scarborough Marsh watershed. The Friends are a membership organization made up of citizens, landowners, businesses, state and federal agencies, environmental organizations, and others. The Friends started in 2000 and now has over 200 members.

Restoration projects include Seavey Landing, Cascade Brook, and Libby River Culvert. Normadeau Associates, Inc. completed the strategy study “Protection and Restoration Strategy for the Scarborough Marsh Watershed”. The study provides Friends and its partners with an inventory of key areas for restoration, enhancement, and conservation within the Scarborough Marsh watershed. The Strategy identifies priority land areas worthy of protection in order to create a buffer from development and protect the marsh from adverse effects from runoff and other impacts. More than 1,000 acres of undeveloped land immediately abutting the marsh and lacking permanent protection were identified.

## **Scarborough Conservation Commission**

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The Conservation Commission advises the Planning Board, the Town of Scarborough, developers, local conservation groups, and other interested parties on conservation issues that arise in Scarborough. It has seven members that are appointed on rotating three-year appointments.

### **Scarborough Parks & Conservation Land Advisory Board**

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The Scarborough Parks & Conservation Land Advisory Board was established in 2001 as a standing committee and an advisory board to the Town Council. It has seven members that are appointed on rotating three-year appointments. Duties include developing a written Acquisition Evaluation Process (AEP) consistent with the Parks and Land Conservation Bond Taskforce Report and the Land for Scarborough's Future Ordinance to be used to evaluate potential acquisitions in a consistent manner. In addition, the Board duties include maintaining a goal and assign priority to acquisitions where private funding can be used to match public funding, to recommend and advise the Town Council on land acquisitions identified by the AEP, and to recommend conditions, restrictions or protective measures appropriate for Council consideration on land identified for acquisition.

### **Scarborough Land Conservation Trust**

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The Scarborough Land Conservation Trust began in 1977. Its mission is the acquisition, preservation, and management of unique land within Scarborough for the benefit and enjoyment of the public.

By 2004, SLCT holds 15 parcels in fee ownership (946 acres), two conservation easements (37 acres), and one management easement (5 miles of trails). Most of the land managed by SLCT's is open to public passive recreation.

The SLCT works with landowners and developers to preserve land. Its funding is mostly through private contributions.

### **Rachel Carson National Wildlife Refuge**

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The Rachel Carson National Wildlife Refuge was established to preserve ten important estuaries that are key points along migration routes of waterfowl and other migratory birds. Refuge lands total approximately 4,700 acres in ten geographic units from Kittery to Cape Elizabeth, Maine. Refuge boundaries include salt marsh, freshwater wetlands, and "critical edge" uplands around the wet areas. When complete, the refuge will be about 7,600 acres.

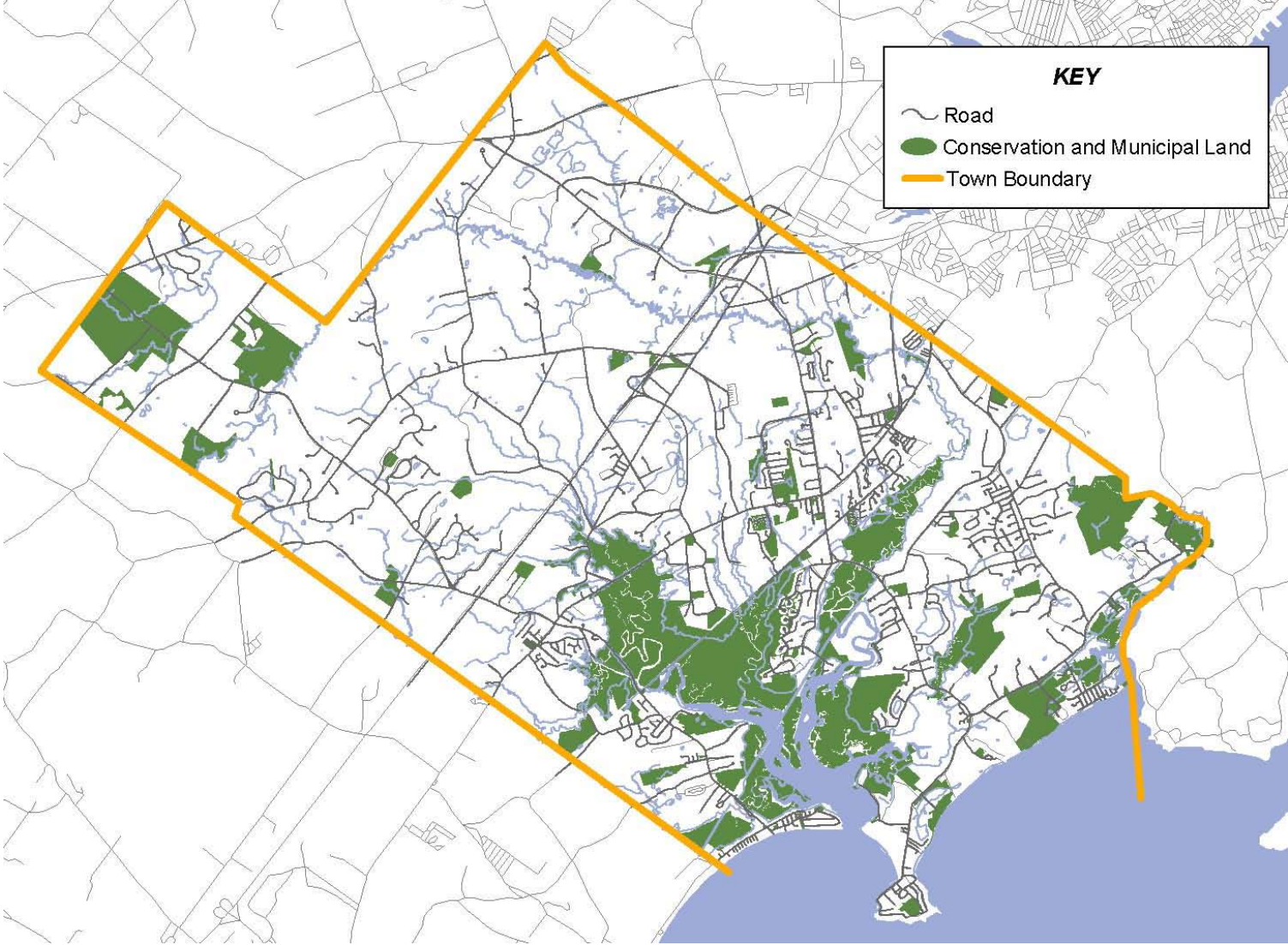
The Refuge includes more than 400 acres along the Spurwink River off of Pleasant Hill Road, Sawyer Road, and Spurwink Road.

### **Maine Audubon Center**

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Scarborough Marsh Audubon Center is owned and managed by the Maine Department of Inland Fisheries and Wildlife. The 3,100 acre estuary is the largest salt marsh in the state, comprising tidal marsh, salt creeks, freshwater marsh and uplands. The marsh is particularly important for wildlife as a resting, breeding and feeding ground. The Center provides a variety of guided and self-guided walks and canoe tours as well as exhibits, a nature trail, canoe rentals and a Maine Audubon Nature Store. An aquarium, mounted birds and mammals, and interactive exhibits are also featured at the center.

**Figure 6. Conservation and Municipal Land**



### Issues and Implications

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1. Many of the streams and rivers in our town have their headwaters in neighboring communities. The land use activities that occur in these neighboring communities are largely out of the control of Scarborough residents. Conversely, Red Brook's headwaters are in North Scarborough and it flows into South Portland. How or what can Scarborough do to coordinate water quality protection?
2. Phillips Brook does not attain Class C water quality standards for dissolved oxygen. The source of the pollution is from urban uses in the watershed. What measures can the Town take to improve the water quality in this watershed?
3. Red Brook does not attain Class C water quality standards for PCBs. Urban nonpoint source pollutants and waste disposal are the cause for this contamination. Are there measures the Town can take in this watershed to improve the quality of the water in the future?
4. Scarborough has a large number of wetlands, including the Scarborough Marsh – one of the most productive marine habitats in southern Maine. The level of protection to these habitats varies from public ownership of most of the marshland to resource protection zoning in the uplands around the wetlands. Is the Town confident that its layers of protection are adequate for long-term protection?
5. Areas west of the Maine Turnpike rely on groundwater drawn from aquifers to supply public wells for drinking water. Care must be taken around these aquifers, because contamination in the aquifer can spread quickly and persist for decades. How should Scarborough protect these aquifers? Should the town consider special land use standards around these aquifers?
6. In order to preserve water resources, Scarborough needs to map inappropriate development areas and expand protection and set backs. Should the town consider larger lot sizes to protect the aquifers?
7. The ability of soils to accommodate on-site sewage disposal varies, although there are dew areas where a minimum lot size less than 35,000 square feet would be acceptable. Much of the land is zoned RF, which requires 80,000 square feet.
8. Large lot zoning (such as 80,000 square feet and larger) helps to assure that certain soils and groundwater are protected in rural areas that rely on septic systems. However, such zoning is contrary to the protection of wildlife habitat. As habitat is fragmented and isolated, certain species disappear. What priority should wildlife habitat be given when considering the zoning of rural areas?
9. Many of the larger undeveloped blocks that exist east of the Maine Turnpike are on our municipal boundaries with neighboring communities. Scarborough needs to explore regional approaches to land preservation and work with abutting communities. How can our town cooperate with neighboring communities to ensure that land use decisions in abutting communities complement each other?

## Natural Resource Inventory

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10. Areas west of the Maine Turnpike have most of the undeveloped land in the community, are receiving significant development pressure, and have significant wildlife habitats. Without a change in the pattern of development, undeveloped blocks of land will disappear. Can the Town do more to change this pattern of development?
  
11. Scarborough has a significant number of conservation-based organizations in the community. Could the Town do more to leverage the resources and expertise of these groups to improve the protection of important resources?

## **Natural Resource Appendix: A Geologic History of Scarborough**

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The story of these landscapes is embedded in geologic time. But it is a story that continues today, with profound effects on how the land is used.

Between eleven thousand and fourteen thousand years ago – just yesterday in geologic time – the last of four ice sheets advanced across and then retreated from Maine. As the glacier advanced, the ice mass scraped all of the loose soils and geologic material off the surface of the ground before it. The massive weight of the ice depressed the ground surface to about 400 feet below its current elevation, allowing the sea to follow the retreating ice inland. The glacier left its unsorted debris, called till, on points of high elevations as the ice mass slowly melted and eased its load of sediment and rock down onto the land surface. As the melting continued, water streamed down over the ice and land from the exposed high elevations. The flowing water deposited material in a stratified sequence from large boulders to fine particles of silt and clay as the stream velocity slowed to standing water in drainage-blocked glacial lakes.

Most of our town is covered with marine sands and silty clays of the so-called Presumpscot Formation. This formation was deposited on the depressed landscape as the ocean and silts transported to the sea by melt-water streams, was laid down. With continued glacial retreat, the land slowly rebounded and once again the submerged land was exposed to weathering. Today, these marine sediments occur at low elevations in our town, filling valleys and causing their floors to become higher and flatter. The higher elevations (such as Pleasant Hill, Blue

Point, and Prouts Neck) are covered with thin tills or occur where bedrock is at or close to the ground surface. Areas of topographic depression, commonly found on the poorly drained Presumpscot Formation, are filled and are filling, with swamp and tidal marsh organic deposits. Beach and dune deposits are found along the coastal shoreline.

The coastal landscape is dominated by outcrops of bedrock at or near the surface of the ground and by sandy beaches. “Sand is being swept northward along Old Orchard Beach...until it reaches Pine Point. Here the Scarborough River is strong enough to keep a channel open but the sand is transported across to Western Beach, where it is accumulating against the headland of Prouts Neck.”<sup>2</sup> The saltmarsh landscape is made up of the swamp deposits and tidal areas of the Scarborough Marsh. It reflects a dendritic drainage pattern of intricate branching networks. This is common of areas where postglacial streams eroded the Presumpscot Formation. Higher elevations and ridgelines tend to define the historic development of roadways and settlement villages in Scarborough, reflecting the presence of drier soils.

The interior landscape of our town has higher elevations, more extensive ridgelines than found elsewhere in Town, and sandy broad valleys. Except for ridges and stream channels, the deep, well-drained Windsor soils in this part of Town have a greater depth to the water table. As a result, though by no means ideal, conditions west of the Maine Turnpike in the areas between the major stream corridors are generally more suitable for on-site waste disposal than in coastal areas.

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<sup>2</sup> David L. Kendall, Glaciers and Granite. A Guide to Maine's Landscape and Geology. Downeast Books, Camden, Maine, pages 57-58.

## Natural Resource Inventory

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Sand and gravel deposits are widespread in Scarborough. Principal deposits are located near the Black Point Cemetery, Pleasant Hill, and Scottow Hill. In the western part of Scarborough extensive sandy plains occur along Broadturn Road. They also appear in North Scarborough. The deposits are primarily sand.



## **Natural Resource Appendix: Standards of Classification of Fresh Surface Waters, Estuarine, and Marine Waters**

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The Maine Department of Environmental Protection classifies all of the water bodies in the state for management and protection. When a water body does not meet or exceed its classification, the following standards become the goals of the state's remediation efforts.

All water quality classifications in Maine meet the minimum standards designated in the Clean Water Act.

For more information on the State of Maine's water quality standards, see <http://www.maine.gov/dep/blwq/docmonitoring/classification/index.htm>

### **Fresh Surface Water**

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Class AA is the highest classification and is applied to waters which are outstanding natural resources and which should be preserved because of their ecological, social, scenic or recreational importance. These waters are free-flowing and natural. Uses include drinking (after disinfection), fishing, agriculture, recreation, and wildlife habitat.

Class A is the 2<sup>nd</sup> highest classification and includes water in their 'natural' state. Uses include drinking (after disinfection), fishing, agriculture, recreation, industrial process and cooling water supply, and wildlife habitat.

Class B is the 3<sup>rd</sup> highest classification and includes water in its 'unimpaired' state. Uses include drinking water supply (after treatment); fishing; recreation; industrial process and cooling water supply; hydroelectric power generation, and as habitat for fish and other aquatic life.

Class C is the 4<sup>th</sup> highest classification and includes all of the uses in Class B waters. However, discharges to Class C waters may cause some changes to aquatic life – a provision that is not allowed in Class B waters.

### **Estuarine and Marine Water**

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Class SA is the highest classification and is applied to waters which are outstanding natural resources and which should be preserved because of their ecological, social, scenic, economic or recreational importance. Uses include recreation, fishing, aquaculture, propagation and harvesting of shellfish, and as habitat for fish and other estuarine and marine life. The habitat is characterized as free-flowing and natural

Class SB is the 2<sup>nd</sup> highest classification. Uses include recreation, fishing, aquaculture, propagation and harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation, and as habitat for fish and other estuarine and marine life. The habitat is characterized as unimpaired.

Class SC is the 3<sup>rd</sup> highest classification. Uses include recreation, fishing, aquaculture, propagation and restricted harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation, and as a habitat for fish and other estuarine and marine life. Discharges into these

waters can cause some change to estuarine and marine life – which is not permitted in SA or SB waters.

### **Lakes and Great Ponds**

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GPA is the sole classification for great ponds, lakes, and ponds smaller than 10 acres in size. Uses include drinking water (after disinfection), recreation, fishing, industrial process and cooling water supply, hydroelectric power generation, and as habitat for fish and other aquatic life. The habitat shall be characterized as natural.

## Marine Resources

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Our coastline has long sandy beaches, rocky headlands, working harbors, and quiet tidal marshes that reach inland for miles. These are significant scenic, educational, economic, and recreation resources. An understanding of these resources is important to ensure they continue to provide benefits for decades to come.

## Coastal Regions

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Our town's coastline can be divided into six regions.

- **Pine Point** is part of the larger regional system of Saco Bay. The shoreline of Saco Bay is approximately 7.5 miles of uninterrupted sand beach. Behind the beach is a large lagoon system. An 800-foot long jetty at the end of Pine Point provides protection for Scarborough Harbor and its channel.

Pine Point was originally developed as a high-density summer cottage community. Many of these seasonal homes have been converted to year-round use, although a large seasonal population remains. There are few undeveloped parcels in this region.

- **Scarborough Harbor** is the only significant anchorage along our town's coastline. A 100' wide by 6' deep dredged channel leads across the bar from Saco Bay into the Scarborough River up to a 15-acre federal anchorage basin 0.3 miles above Pine Point. Despite near constant maintenance, this channel continues to fill in with

sediment. The Army Corps of Engineers dredges the channel and anchorage approximately once every decade; the most recent dredging project was completed in December of 2004. An anchorage adjacent to the Ferry Beach section of the harbor is not dredged and is restricted by shoaling.

The harbor has a tidal range of 9 feet. Ice flows make the channel difficult to navigate during the winter months. There is one ledge in the harbor approximately 100 feet north of Ferry Rock, otherwise the harbor bottom is made up of medium- to fine-grained sands. Adjacent to the harbor is Scarborough Marsh, Maine's largest saltwater marsh system. Approximately 3,100 acres of the marshes are protected by the Maine Department of Inland Fisheries and Wildlife, the United States Department of the Interior, and other conservation organizations.

- **Prouts Neck** includes Ferry Beach, a sand beach formed as the northern-most extent of Saco Bay, and Prouts Neck, a rocky promontory. Prouts Neck is mostly developed as a higher-income year-round and second home community. It is fairly secluded and has a yacht club, several parks, a museum (dedicated to Winslow Homer), the Black Point Inn, and the Prouts Neck Country Club.

With the exception of the Prouts Neck Country Club, the Prouts Neck neighborhood is generally developed in excess of currently allowed densities.

- **Scarborough Beach** is a sandy area that stretches for more than one mile to the northeast from Prouts Neck. The Maine Department of Conservation owns most of this

## Marine Resources

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beach. Scarborough Beach State Park is widely used by the public, but there are not many facilities there to accommodate heavy public use. The Massacre Pond lagoon system separates the sandy beach from Black Point Road. Limited residential and commercial development is situated in the vicinity of this beach.

- ***The Graveyard*** separates the sandy Scarborough Beach from the cobbly and sandy Higgins Beach. This region earned its name from the difficult navigation required in the waters around this area. This area remains primarily in large-lot ownership with a few scattered residential homes. Piper Shores, a retirement community on 140 acres, was built in the 1990s.
- ***Higgins Beach*** extends northeasterly beyond the Graveyard to the Spurwink River. It is intensively developed with small lots. In the past, the area was almost entirely made up of seasonal dwellings. Following extension of public sewer into this area, many of the dwellings have been converted to year-round use. These conversions continue today, albeit at a more modest rate. In 1997, the Town of Scarborough completed a Higgins Beach Management Plan with implementation recommendations to mitigate both the geologic threats to the beach as well as use conflicts between residents and visitors to the beach.

## Waterfront Facilities and Water-dependent Uses

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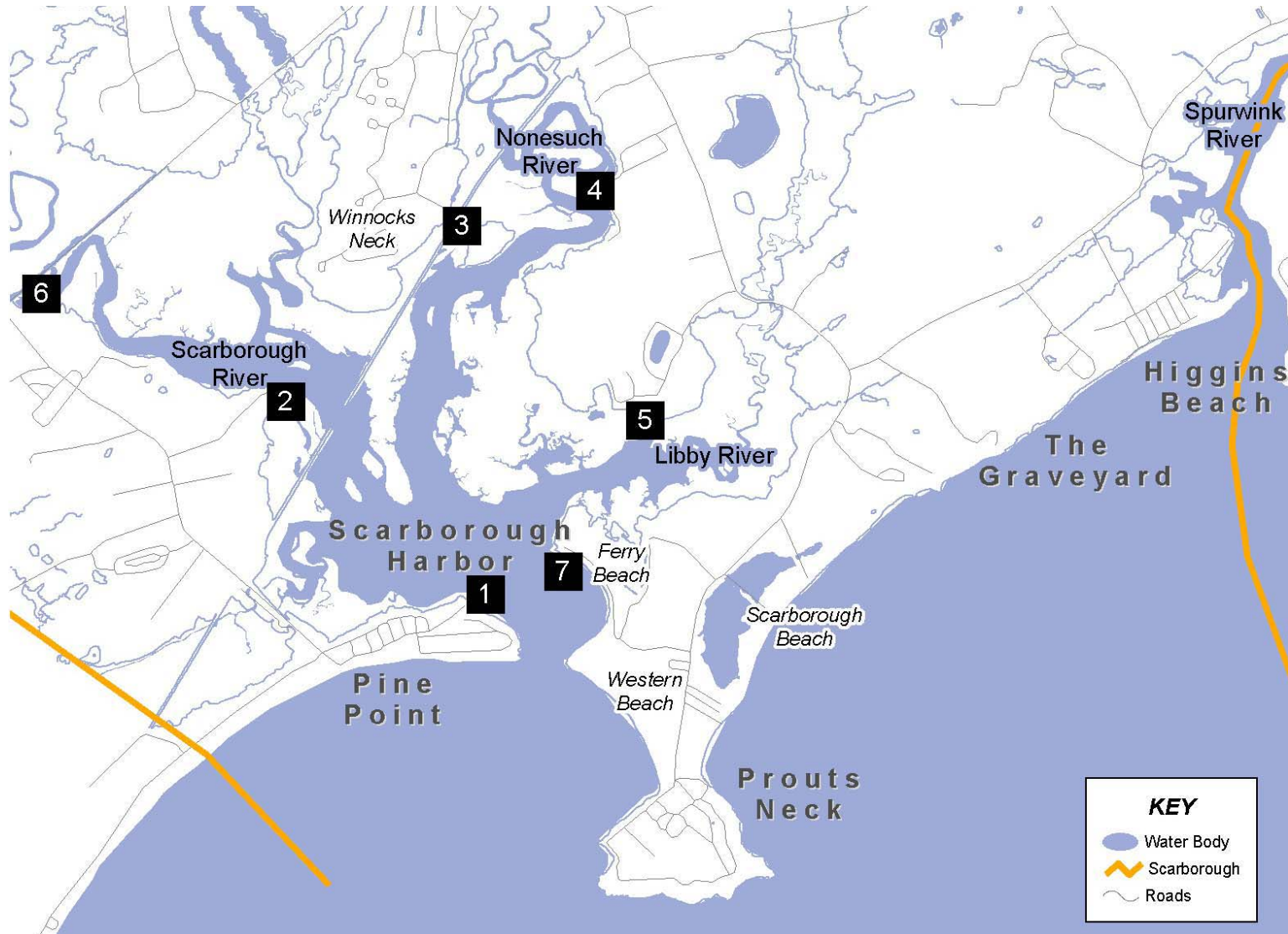
A water-dependent use is one which must have direct access to the water in order to function. Examples include

commercial/recreational fishing; boating facilities; shipyards; boat building facilities; marinas; and industrial uses dependent upon waterborne transportation or requiring sizable quantities of cooling and processing waters. Uses such as hotels, restaurants, professional offices, and condominiums, although enhanced by a waterfront location, do not require one to function.

Water-dependent uses in our town include the following businesses.

- Bayley's Lobster on Pine Point is a wholesale and retail lobster business.
- Prouts Neck Yacht Club is a members-only club with a pier, moorings, and clubhouse. Demand for mooring space at the Yacht Club has risen in recent years.
- Pine Point Fisherman's Co-Op is located next to the town landing and has a pier, building for storage, and a building for a restaurant. The Town of Scarborough manages 125 moorings near the Co-op, and will add another 10 moorings in the spring of 2005. The adjacent public parking lot provides parking for the Co-op.
- Scarborough Marsh Nature Center is operated by the Audubon Society of Maine. It is open seasonally and has a small store and facility for renting canoes. Guided nature walks of the marsh and its ecosystem are available.

**Figure 1. Scarborough Marine Access Points, 2004**



## Marine Resources

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- Scarborough Sanitary District Treatment Facility near Ferry Beach treats all of the sewage collected in Scarborough. While the water treatment facility does not have to be on the shoreline, the facility must have access to the ocean in order to pump its liquid effluent. All of the treated liquid effluent is pumped 800 feet directly offshore at the southeast point of Prouts Neck, then is distributed through a 360-foot diffuser pipe.

In addition to these water-dependent uses are several waterfront facilities that allow access to and from the marine environment (Figure 1). These include:

- Town Landing on Pine Point has a boat launch, pier and floats with nearby parking facilities (#1 in Figure 1). The boat launch is used by fishermen and recreation boaters.
- Seavey Landing Road Boat Access is a one-acre, partially paved boat launch at the end of Seavy Road (#2). This landing is particularly good for launching canoes.
- Winnock's Neck Boat Ramp pedestrian access point is a small launching area at the end of Winnock's Neck Road (#3). There are no parking or docking facilities.
- Clay Pits Road Boat Ramp is a small, paved, boat ramp with a paved parking lot for ten or more cars and trailers (#4). This facility is owned by the State of Maine.
- Old Neck Landing provides access to a tidal estuarine inlet down a sandy bank (#5). There is parking along the street, but no facilities.

- Dunstan Landing is an undeveloped parcel less than one acre in size (#6). It is a road turn-around adjacent to the Scarborough Marsh. This area is part of an old State owned road across the marsh. The Scarborough Marsh Nature Center uses the old state road as a nature walk. The road extends to Dunstan Landing where canoes can be launched.
- Ferry Beach Boat Ramp is a small, paved, boat ramp with no docking facilities (#7). There is a public beach and parking lot and a fee is charged for use of the beach.
- Spurwink River Landing off Route 77 is owned and maintained by the Rachel Carson Preserve and offers access to the Spurwink River for fishing and canoeing. There is limited unpaved parking at the landing area. The Preserve is in the process of acquiring permits to make the fishing landing handicapped accessible and providing paved parking for about 6 vehicles.

## Harvestable Resources

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Lobstering and clamming are the major types of fishing carried on in our town. Many businesses rely on marine resources including wholesale and retail sale of fresh fish and restaurants specializing in seafood fare.

Lobster, shellfishing, and commercial fishing have the largest number of licenses categories of fishermen in Scarborough (Table 1). In 2004, there were 50 lobster/crab licenses held by residents of Scarborough (Class I, II, and III). An additional 68

Marine Resources

licenses were for lobster/crab and were held by apprentices (8), non-commercial users (53), students (3), persons over 70 years of age (2), and persons under 18 years of age (2).

There were 43 commercial shell fishing licenses held by Scarborough residents, 16 commercial fishing licenses, and 6 commercial shrimp licenses. Scalloping (divers and dredge/draggers) totaled 10 licenses. Mussel fishers, Eelers, Elvers, Green Crab, worm diggers, and urchin divers totaled 14 licenses.

The vast mudflats and associated marshland have long made clam digging a part of Scarborough’s coastal heritage. This resource has long been considered the common property of Scarborough residents, and as such, the Town of Scarborough adopted a shellfish Ordinance in 1985. This ordinance’s

**Table 1. Marine Resource Licenses, 2004**

License Type	2004
Commercial Fishing (Crew or Single)	16
Commercial Shrimp (Crew)	6
Commercial Shellfishing	43
Eel (Eel Pot/Hoop Net)	1
Elver (Dip Net – 1 Fyke)	1
Green Crab	1
Lobster/Crab (Class I, II, and III)	50
Lobster/Crab (Other)	68
Worm Digging	3
Mussel – Hand	1
Scallop (Diver, Non-Commercial)	8
Scallop (Dragger)	2
Sea Urchin (Diver)	7

Source: Maine Department of Marine Resources

purpose is to conserve the shellfishing resources in the community while optimizing the economic benefit provided by this resource.

Scarborough has approximately 200 acres of clam-flats in the Scarborough Harbor region. In 2005, these flats produced approximately 350,000 bushels of soft-shell clams. However, because clam populations have large swings in their cycles, these harvests can fluctuate wildly. In 1998, clam-flats in Scarborough produced more than 475,000 bushels of clams. In 2002, they produced 143,000 bushels.

To help reduce these fluctuations, the Town of Scarborough seeds areas of the clam-flats each year. These seedlings probably help to reduce the fluctuations, but the natural population fluctuations in the clam population’s cycles determine the size of each year’s harvest.

The Town of Scarborough limits the number of commercial and recreational licenses in order to manage the shellfish resource. The demand for these licenses usually exceeds the number of licenses issued. Nearly 50 commercial licenses were issued in 2005 (5 seniors, 4 nonresident, 28 resident, and 11 student). The Town Council has been slowly increasing this number in recent years due to the health of the resource.

The water quality on the clam-flats tends to be very good. Red tide affects Scarborough’s clam-flats occasionally, and sometimes these tides can persist for weeks. Otherwise, the water quality around the clam flats tends to be very good – which in the Harbormaster’s opinion is largely due to pollution mitigation efforts ‘upstream’ (public sewer network, storm water structures, etc).

## **Water Recreation**

There are many forms of water-related recreation in Scarborough including, among other activities:

- boating and nature exploration along the coastline, marshes, and coastal streams;
- sunbathing, shell collecting, and walking on the various beaches;
- swimming and sail boarding off of sand beaches;
- commercial passenger excursions to deeper water; and
- water fowling and hunting.
- recreational fishing for stripers, bluefish, and other fish.
- recreational clamming.

All of these activities require access, public or private, to Scarborough's marine resources.

In 2004, there were 1,204 boats registered to Scarborough residents. Of these, 77 were used primarily for fishing purposes and the remaining 1,127 were used primarily for recreation.

The number of recreation boats registered to Scarborough residents has increased between 1992 and 2004. In 1992, 960 boats were used primarily for recreation.

In 2004, there were approximately 210 moorings located in our town. Approximately one-half of these were located in Scarborough Harbor, and another 60 were at the Prouts Neck Yacht Club. The rest were located throughout our town's waterways.

The nearest boating facilities to Scarborough which accommodate large numbers of users are in Saco to the south and Portland Harbor to the north.

## **Issues and Implications**

1. Demand for moorings in Scarborough's waterways greatly outstrips the supply. Currently, there is a 70-person waiting list and 210 total mooring spaces in town. In recent years, residents from southern New England have increasingly sought to moor their boats in harbors in Southern Maine. This has helped drive up demand for mooring space in Scarborough.
2. The demand for commercial shellfishing licenses exceeds the available supply of licenses. This varies with the quantity of the shellfish harvest, the restricted number of licenses available, and the region's economic situation.
3. Water quality is generally good, but acute pollution sources (for example sewer line breaks, septic system failures), red tide, and other pollution sources can impair the marine water quality for long periods of time. The marsh's good water quality can be attributed to the many 'upstream' water quality management measures taken by the Town.



## Marine Resources

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The smaller streams, watersheds and buffers need to be protected. The Town should consider how growth will impact future water quality.

4. The demand on recreational marine resources in Scarborough is very high. Generally, the amount of use these resources receive is limited by the amount of parking that is available at water access points. Does the Town want to increase parking at these access points?
5. The amount of public access to the marine environment in Scarborough is very high. Boat launches, nature and hiking trails, piers, sandy beaches, and scenic views throughout eastern and southern Scarborough underscore how intertwined our community is with the marine environment.
6. Sand is accreting in Pine Point. Sand is eroding along Western Beach (Prouts Neck) and Higgins Beach.
7. The Army Corps of Engineers dredges Scarborough Harbor relatively often. However, more frequent dredging is needed and should be done routinely to ensure Scarborough Harbor remains navigable. The dredged sediment is currently being deposited along Western Beach to offset the erosion that is occurring along this beach.
8. The lack of public parking in Higgins Beach discourages people from outside of the neighborhood from using the beach. Does the Town want to add public parking or sanitary facilities at the beach? Does the Town want to increase the public usage of this beach? The Town should follow the Beach Management Plan.

## **Historic, Recreation, and Cultural Resources**

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Historic, recreation, and cultural resources define our town's identity and how we spend our free time. These resources add immeasurably to our town's character and make Scarborough an attractive place to live, work, and play.

### **Historic and Archaeological Resources**

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Scarborough is brimming with historic and archaeological resources. Native Americans hunted in the woods, fished in nearby waters, and left archaeological sites along the banks of the rivers. European settlement and the steady evolution of modern Scarborough has created its own set of historic villages, homes, buildings, and sites. All of these historic and archaeological resources add to our community's character and should be identified and protected for future generations.

#### **Archaeological Resources**

Archaeological resources (which require excavation) are either prehistoric sites (Native American sites that date prior to about 1700) or historic sites (those that were created after widespread European colonization). It is difficult to 'see' archaeological resources in the same manner that one 'sees' a historic building, but a properly excavated archaeological site can speak volumes about our area's earliest residents.

According to the records of the Town of Scarborough and the Maine Historic Preservation Commission, there have been no town-wide surveys of archaeological resources in our community. However, there are more than two dozen surveyed archaeological sites and several areas with the potential for important archaeological resources.

The Maine Historic Preservation Commission (MHPC) has recorded six known prehistoric archaeological sites in Scarborough. Two of these sites are prehistoric campsites in the Blue Point area. These two sites are eligible for the National Register of Historic Places. The other four sites are located in the riparian areas around the Scarborough River.

The MHPC has records of twenty-two historic archaeological sites in our town (Table 1). This list only includes those sites that have been identified and surveyed, usually the result of the approval process for new development projects<sup>1</sup>. Development activity had spoiled four of these historic sites – the Libby and Gantnier/Thurston farmsteads, School House No. 10, and the Scarborough Alms House – before they could be adequately surveyed.

In 1992, the remains of a Woolly Mammoth, estimated to be 10,000 years old, were uncovered in a pond off Mitchell Hill Road. The discovery – the first of its kind in the region – is considered highly significant.

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<sup>1</sup> The Town of Scarborough does not require archaeological surveys in its local development review process. The State requires a survey for projects it reviews. Projects requiring state-level review include larger residential and commercial developments (generally greater than 20 acres), developments affecting wetlands, and developments that receive state or federal funding.

Historic, Recreation, and Cultural Resources

To date, the Maine Historic Preservation Commission has identified five areas of high potential for archaeological resources (Figure 1). These five sites are:

- along the eastern edges of Blue Point near Seavy’s Landing (these prehistoric campsites are potentially eligible for the National Register of Historic Places),

- along the easternmost extent of the Pine Point shoreline along the Scarborough River,
- along the upland edge of the marshes of Winnocks Neck,
- along the edge of the marshes near Clay Pits road, and

**Table 1. Historic Archaeological Sites in Scarborough, 2004**

Site	Contents	Location
Westbrook Burial	Colonial burial	Westbrook municipal boundary
Black Point Settlement	English settlement	Black Point
Blue Point Settlement	English settlement	Blue Point
Dunstan Landing	English settlement	Dunstan
Schooner wreck	American schooner wreck	Saco Bay
“Howard W. Middleton”	American schooner wreck	Higgins Beach
“Sagamore”	American schooner wreck	Saco Bay
Fish Weir	Anglo-American fish weir	Scarborough Marsh
Wigwam	Native American camp site	Prouts Neck
Libby farmstead	Anglo-American farmstead	Payne Road near I-95 connector
Gantnier/Thurston farmstead	Anglo-American farmstead	Broadturn Road, approx. 1 mile from Dunstan
School House No. 10	American school	Broadturn Road, approx. 1 mile from Dunstan
Thurston Cemetery	American cemetery	Broadturn Road, approx. 1 mile from Dunstan
Scarborough Alms House and Town Farm	American farmstead	Broadturn Road, approx. 1 mile from Dunstan
Wooden structure #1	unidentified structure	Scarborough Marsh
Wooden structure #2	unidentified structure	Scarborough Marsh
E Libby Homestead	American domestic	Nonesuch River bank, south of Route 1
Historic cemetery	American cemetery	Nonesuch River bank, south of Route 1
Historic dam	American dam	Nonesuch River bank, south of Route 1
D Moulton farmstead	Anglo-American farmstead	Broadturn Road, at Fuller Farm
E Moulton farmstead	Anglo-American farmstead	Broadturn Road, at Fuller Farm
H Collins homestead	Anglo-American farmstead	Broadturn Road, at Fuller Farm

Source: Maine Historic Preservation Commission

## Historic, Recreation, and Cultural Resources

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- in the vicinity of the Nonesuch River and Carter Brook, generally bounded by Mitchell Hill, Broadturn, Holmes, and West Beech Ridge roads.

### Historic Resources

Historic resources as a rule date after European settlements (around 1700) and include villages, historic districts, buildings, cemeteries, roads, bridges, and other similar resources. In Scarborough there are four sites listed on the National Register of Historic Places as well as numerous other locally-significant resources.

The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. The National Register is a program run by the Department of the Interior and it "coordinates and supports public and private efforts to identify, evaluate, and protect significant historic and archaeological resources."

- The *West Scarborough United Methodist Church* is located along Route 1 in Dunstan. It has been listed in the National Register since 1989.
- The *Winslow Homer Studio* is located on Prouts Neck. It is located in a converted carriage house and has been on the National Register since 1966.
- *Richard Hunnewell House* is located at the intersection of Black Point Road and Winnocks Neck Road. It has been on the National Register since 1976.

- The *Portland Railroad Company Substation* is located on Route 1. It has been listed on the National Register since 1991.

In addition to these properties, there are several locally-significant historic places that are important to our town. For more information on these sites, visit the Scarborough Historical Society's website:

<http://www.scarboroughmaine.com/historical/>

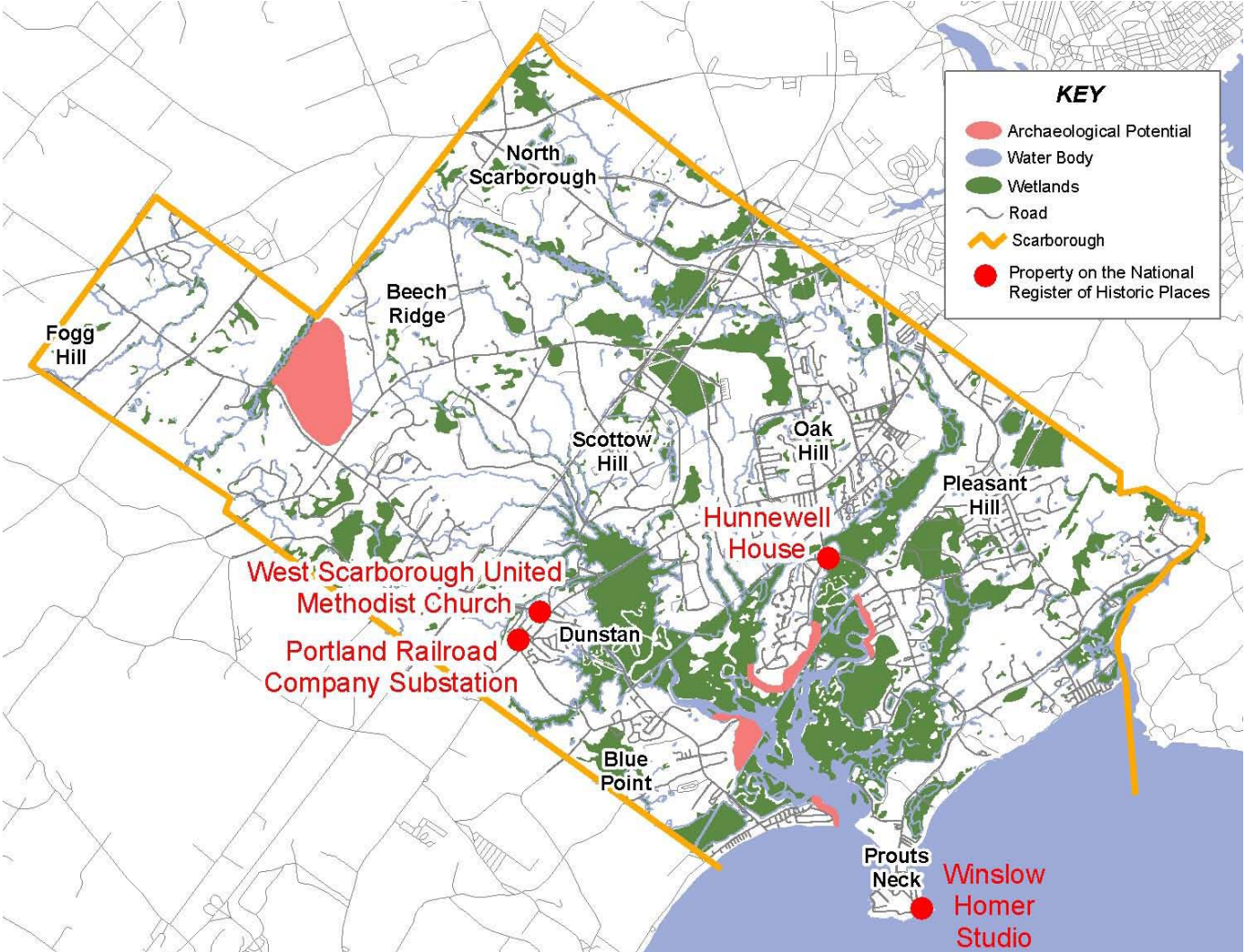
### Scarborough Historical Society

The Scarborough Historical Society was established in 1961 to protect our town's history, traditions, and heritage. The society collects and preserves artifacts and educates the community about its past. The society owns the Museum in Dunstan – part of which is the old Portland Railroad Company Substation that is listed on the National Register of Historic Places.

### Protection for Historic and Archaeological Resources

Scarborough does not have local regulations to protect archaeological resources from development projects. The Site Plan Review Ordinance identifies the protection of historic resources as a purpose, but does not require an archaeological survey before permits are approved. However, development projects that are reviewed at the state level are required to have a survey of the property before permits are approved.

Figure 1. Historic and Archaeological Resources, 2004



Source: Maine Historic Preservation Commission

## **Recreation Resources**

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Scarborough has a wide range of recreation resources. These resources are provided by the municipal, state, and federal governments, local and regional nonprofit organizations, and private businesses.

Marine-related resources are among our town's unique assets:

- There are approximately 18,200 feet of salt water beaches in our town. Although most are not Town-owned, most are very accessible to townspeople. The Town maintains three beaches; Ferry Beach, Pine Point Beach, and Higgins Beach. The State maintains Scarborough Beach State Park.
- Numerous boat launching facilities provide access to the waterbodies throughout our community. Moorings for boats are limited. Canoeing is possible on the Nonesuch and Scarborough Rivers and throughout the Scarborough Marsh system.
- Fishing opportunities include brook trout, smelts, perch, alewives, shad, eels, and other species in the Nonesuch River and smaller streams throughout the community.

In addition, our town has a large number of land-based recreation facilities. These include ball fields (baseball, softball, football, soccer, and multi-purpose), courts (basketball and tennis), gymnasiums, an indoor and outdoor track, horseshoe pits, shooting ranges, golf courses, trails (hiking, nature, handicap, horse access, biking, exercise, cross-country skiing, and walking), a skatepark, and swimming pools.

Other resources include a town forest, campgrounds, numerous private clubs and associations, wildlife areas, harness and auto racing, and a resort.

## **Town Recreation Resources**

The Town of Scarborough provides an active parks and recreation program through the Community Services Department. The Department is responsible for:

- recreation programs for children, teens, adults, and senior citizens, as well as several town-wide events,
- before-school and after-school child care,
- public information services (for example, cable television),
- maintenance of the grounds around the schools and municipal buildings as well as parks and recreation fields,
- scheduling facilities for various community and recreation activities, and
- the beaches

The Department also provides administrative support for several Town committees, including the Community Services & Recreation Advisory Board and Scarborough Cable Television Committee.

Recreation programs are offered during the school year and during the summer months. The Department publishes a brochure identifying all of the programs several times each year. Programs range from summer camps to field trips to after school child and teen care to art activities and organized sports leagues.

## Historic, Recreation, and Cultural Resources

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Town-owned recreation facilities are spread across our community. Our major recreation parks include one central facility at Oak Hill and three more modest neighborhood recreation areas:

- The Clifford Mitchell Sports Complex is the town's central recreation facility. It is on the grounds of the High School and Middle School and has more than 50 acres at the center of Oak Hill. Facilities include little league, baseball, softball, soccer, multi-purpose fields, a track, three gyms, tennis courts, outdoor skating pond, skateboard park, playgrounds, and walking trails. Many of these outdoor facilities are lighted to help extend the amount of programming time into the evenings.
- The Peterson Sports Complex is the neighborhood park in the Pine Point, Blue Point, and Dunstan areas. It is located on 17 acres of a former dump site in Blue Point. This park was constructed with revenue from the Town's recreation impact fee and a matching federal grant. The facility includes a Little League field, softball field, multi-purpose field, jogging trail, and concession/restroom facilities. This facility abuts the southern end of the Old Eastern Trail in Scarborough.
- Springbrook Park is the neighborhood park in the West Scarborough area. It is located off of Broad Turn Road and was largely paid for with revenue from the Town's recreation impact fee. This park has a playground, two softball fields, a soccer field, a multi-purpose field, and a concession/restroom facility.
- The Wiley Recreational Park is the neighborhood park in the Pleasant Hill, Higgins Beach, and Black Point/Prout's Neck areas. It is located off of Tenney Road in Pleasant Hill. It was created with revenue from the Town's recreation impact fee. This park has playing fields, a playground, nature trails, and a concession/restroom facility. This park abuts the Rachel Carson National Wildlife Refuge.

In addition to these parks are a wide variety of resources from beaches to courts to trail networks:

- Ferry Beach and Western Beach are located on the eastern entrance to the Scarborough River. Together, these two beaches are nearly 1 mile long. Access to the beaches is through sand dunes from a parking lot on Ferry Road. Seasonal facilities are provided at Ferry Beach.
- Pine Point Beach is more than 1 mile long and fronts on Saco Bay. A municipal parking lot provides the best access to this beach. Seasonal facilities are provided at Pine Point Beach.
- Old Eastern Trail includes six miles of trail along an abandoned rail corridor. The trail begins in Blue Point and ends near Black Point Road. The corridor is owned by both the State of Maine and Scarborough. It is used primarily for passive recreation, walking and running.
- The Old Blue Point Park has tennis courts, a basketball court, a playground, and horseshoe pits on Pine Point Road. This park is one acre in size.

## Historic, Recreation, and Cultural Resources

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- Scarborough River Wildlife Sanctuary includes 51 acres off of the Pine Point Road with nature trails and a parking area for ten cars. The site of a former golf course with views of the Scarborough River. This property is currently used for passive recreation, and the town manages the site as a wildlife sanctuary.
- Blue Point Playground is located at the Blue Point Elementary School. It has a playground, little league field, gym, and multi-purpose field.
- Bicentennial Park in Pine Point is a two acre park on King Street. It has a playground, walking trail, and horseshoe pits.
- Bessey School at Oak Hill is a ten acre facility that includes a gym, playground, basketball courts, and softball field.
- The Memorial Park is a new park located adjacent to the Municipal Building in Oak Hill. This park will have a skateboard park, walking trail, multi-purpose field, gazebo, and parkland.
- The Eight Corners Elementary School on Mussey Road is a 6 acre facility that has a playground and multi-purpose field.
- Hunnewell Park includes the oldest standing house in Scarborough. It is situated on a one acre triangle of land between Black Point Road and Winnocks Neck Road.
- Pleasant Hill Elementary School is located on 5 acres on Highland Avenue. Its facilities include a playground.

- Prouts Neck Wildlife Preserve and Bird Sanctuary was donated to the Town in memory of Winslow Homer. Throughout the area are markers commemorating early encounters between white settlers and Native Americans.

Demand on our municipally-owned recreation facilities is very high, especially on those facilities that are used by the Community Services Department for organized activities. Our town's rapid growth in the last 20 years combined with increased levels of participation at all age levels has burdened our recreation facilities. Despite adding four new parks in the last decade and making existing parks more efficient (for example, adding lights to extend play into the evening), the demand for recreation space still outpaces the supply of space.

Programming for senior and adult activities is severely limited. Demand for programs for these demographics is highest during the day – the very time when most of the space used for indoor activities (for example the schools and municipal building) is occupied. This lack of space severely limits the number of community services and activities that are provided for senior and adult residents.

To help meet this demand for more community space, a private group is seeking funding and approval to construct a YMCA in Scarborough. The location will be at the Bessey School property in Oak Hill, however the size of this facility will be based on funds raised.

Other public recreational resources include several state and federally-owned recreation facilities:



## Historic, Recreation, and Cultural Resources

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- Scarborough Beach Park is off of Black Point Road. This park includes shoreline and five acres of land. Facilities include changing rooms, restrooms, bike paths, and two parking lots. Lifeguards are on-duty seasonally.
- Scarborough Marsh Wildlife Management Area includes more than 3,000 acres of marshland that is designated as a refuge for wildlife. The Scarborough Marsh Nature Center, which is owned by the Maine Audubon Society, is located within the refuge.
- Rachel Carson National Wildlife Refuge includes nearly 400 acres on wildlife refuge near the Spurwink River. The Refuge's center is in Wells, and all told includes 5,000 acres of southern Maine's coastal wetlands. Hiking and canoeing opportunities are available.

In addition to these public resources are a wide variety of private recreation opportunities. Some of these opportunities include:

- The Scarborough Land Trust owns or has easements on several parcels of land that allow public access. The largest of these are the Meserve Farm/Fuller Farm properties on Broad Turn Road. These projects include several hundred acres of fields, woods, and riparian habitat in West Scarborough.
- The Scarborough Marsh Nature Center is owned and operated by the Maine Audubon Society. The Center is accessed off of Pine Point Road and provides canoe rental, nature trails, and guided tours.

- Golf courses combine for a total of 63 holes. Pleasant Hill Golf Course (9 holes), Willowdale Golf Club (18 holes), and Nonesuch River (18 holes) are accessible to the public. Prouts Neck (18 holes) is a private course on Black Point Road.
- The Scarborough Fish and Game Association is located on Payne Road across from the Beech Ridge Speedway. It provides both trap and skeet shooting facilities, some of which are lighted for nighttime shooting.
- Black Point Inn is a resort located in Prouts Neck. It has a beach, swimming pool, and recreation hall.
- Scarborough Downs offers seasonal harness racing at its site between the Payne Road and Route 1.
- Beech Ridge Auto Speedway is located on the Holmes Road and hosts stock car racing during the summer months.

### **Recreation Impact Fee**

The Town of Scarborough charges a recreation impact fee for each new housing unit that is built in our community. The purpose of this impact fee is to ensure that the demand for recreation services and facilities created by new development is paid for by the new development.

Housing units must pay a fee of \$500 for each housing unit added in town. In the RF Zone, the recreation fee drops to \$250. Developers have the option of providing in-kind donations to compensate for the recreation fee.

## **Cultural Resources**

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Scarborough benefits culturally by being close to the largest city in the region, but our town has a variety of its own cultural resources to enrich our quality of life.

### **Scarborough Public Library**

The Scarborough Public Library is located off of Gorham Road in Oak Hill. Beyond traditional library services, the Scarborough Public Library provides meeting space, literary programs, access to technology, and information to the community.

The Library is located in a 12,000 square foot building that opened in 1991. Its collection has grown to 64,000 books and 10,000 periodicals. Five full-time and 16 part-time staff (a total of 10.5 full-time equivalents) operate the Library and its programs for 55 hours every week (less on the weekends during the summer months).

The Library's programs are designed to provide something for everyone. From story time for children to delivering books to the homes of elderly shut-ins, the Library has adjusted its services to meet the needs of the community. The Library even checks out basketballs for students to use once the schools are done each day.

Over the last two decades, the Library has revolutionized the services it provides to our community. What was once an all-book collection now includes audio books, videos, DVDs, internet access, interlibrary loans, enlarging services so the elderly can read legal documents, and other services.

Demand for library services is very high. Growth in the community, a wide range of programs, and high-quality facility has fueled demand for the Library's space and programming. In particular, the use of the Library by young children and the elderly has grown very quickly.

Between 1995 and 2004, total annual circulation increased by more than 50% from 113,000 to 177,000. Total visits to the Children's Room (for story times and other programs) have more than doubled from 4,400 to 9,900. To meet this demand, weekly total staff hours increased from 325 to 425 hours per week (60% of this increase is managed by part-time employees – only 1 new full-time staff member has been added). Additionally, the number of hours of work volunteered to the Library has increased from 779 to 1,079 hours each year.

To meet this increased demand and continue providing high-quality services, the Library is currently planning an expansion to their existing 12,000 square foot building. The existing building was originally designed to accommodate expansion which will help control the addition's expense. Tentative plans are for approximately 10,000 square feet of new space that would provide more space for meetings, children's programs, quiet reading, staff work areas, and stacks. Parking would be expanded (parking during special events is in particular demand).

### **Service Organizations**

Scarborough has a number of service organizations, including the:

- American Legion
- Chamber of Commerce
- Elks Club
- Friends of the Library
- Friends of Scarborough Marsh
- Knights of Pythias
- Kiwanis Club
- Land Conservation Trust
- Lions Club
- Loyal Order of Moose
- Gov. William King Lodge #219 (Masons)
- North Scarborough Grange
- Oak Hill Grange
- Parent Teacher Organizations
- Pleasantdale Grange
- Project G.R.A.C.E.
- Rotary Club
- Scarborough Garden Club
- Scarborough Historical Society

Many of these organizations cooperate on the Scarborough Crossroads website – a nonprofit organization that provides links to groups, activities, and information throughout our community. The website is <[www.scarboroughmaine.com](http://www.scarboroughmaine.com)>.

### **Issues and Implications**

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1. Our region has been busy with human activity for millennia. While no town-wide survey for archaeological sites has been completed, our landscape is rich in archaeological sites that will speak volumes about our history.
2. Scarborough's rapid and widespread development in the past decades has threatened and even damaged some of our town's archaeological sites.
3. Development activity can disturb archaeological sites and damage a site's ability to reveal its history. However, development activity is also how we come to learn these sites exist and learn what they have to teach us (the Maine Historic Preservation Commission estimates more than 90% of the information on archaeological sites in Scarborough is the result of surveys initiated by new development). Should the Town of Scarborough require some level of archaeological survey during the local development review process to protect these resources and learn more about our history? Should archaeological surveys be required in the development review process?
4. The recreation resources in our community serve neighborhood, town, and regional markets. These resources are provided by nonprofit organizations, the municipality, and state/federal governments. How can the Town of Scarborough ensure that this variety of recreation resources and recreation providers are operating as efficiently as possible?

## Historic, Recreation, and Cultural Resources

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5. Scarborough has a recreation impact fee program to help build new recreation facilities as the demand for recreation facilities increases with new development. However, in part because of increased levels of participation, the demand for recreation facilities still exceeds supply.
6. Scarborough's recreation complexes include one central facility (Clifford Mitchell Athletic Complex) and three satellite recreation areas (Peterson Field in the south, Springbrook in the west, and Wiley in the east). In the past the Town of Scarborough has considered a facility in North Scarborough to meet the demand created by new development in that area of town. Should the town continue to seek a satellite recreation area in North Scarborough?
7. The Scarborough Public Library is offering a larger range of services than ever before. In the last 20 years, the library's collection has evolved from strictly books to include CDs, DVDs, cassettes, videos, computer stations, and more. The services provided by the Library will have to continue evolving as the needs of the community change.
8. The demand on library services has increased dramatically. Demand in children's services is particularly dramatic. The Library's location adjacent to the town's school complex makes it an integral part of the community. While recent growth has been modest, the Library has outgrown its existing building and will have to expand in the future.

## **Land Use Inventory**

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Scarborough has grown quickly, both residentially and commercially.

Scarborough has nearly 48 square miles of land (including marshland). Nearly 40% of the town is northwest of the Maine Turnpike, and the rest is oriented around the Scarborough Marsh in the southeast.

### **Historic Pattern of Land Use**

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For most of our town's 350 year history, the majority of the population lived in one of a series of settlements. The settlements tended to be clustered on the higher points of land, eschewing the Scarborough Marsh and its poorly drained soils. These settlements were relatively isolated from each other. Western sections of town, with the exception of North Scarborough, were more traditional rural landscapes with large farms and forests dominating the landscape.

Over time, these tighter settlements evolved into distinct communities – Dunstan, Oak Hill, Pleasant Hill, Blue Point, Eight Corners, and North Scarborough. The seaside communities of Higgins Beach, Prouts Neck, and Pine Point were originally dominated by summer residents, but have increasingly become year-round communities.

Early in the twentieth century, suburbanization began to dilute this identifiable pattern of village-and-countryside. Vestiges of it remain today, due to barriers still imposed by Scarborough Marsh and to the limited space around the seaside

communities. By the 1960s, much of Scarborough in the growing part of Town southeast of the Maine Turnpike was no longer either village of rural, but suburban.

The pattern of suburbanization accelerated in the following decades. Large stretches of rural road frontage are increasingly being converted to suburban development. Some of this development has been extensions of the older settlements and villages taking advantage of public utilities. But overall it had little focus, and often little relationship to traditional patterns, spreading whenever tracts of land were available in the marketplace.

Figures 1, 2, and 3 illustrate this pattern of suburbanization.

- In 1950, distinct neighborhoods are visible (for example Higgins Beach, Prouts Neck, Pine Point, Black Point, North Scarborough, Dunstan). These neighborhoods are not linked together by development, and rural areas of town are sparsely settled.
- By 1990, entirely new neighborhoods existed (Willowdale, Pleasant Hill, Payne Road), and most of the frontage along the major road corridors in rural areas had been developed.
- By 2002, subdivisions in rural areas had reached from the road corridors and into the landscape. Also, many of the distinct neighborhoods have become linked together by new development (for example, Black Point and Pleasant Hill, Pleasant Hill and Higgins Beach, Eight Corners and Oak Hill).

Figure 1. Residential Housing Units, 1950

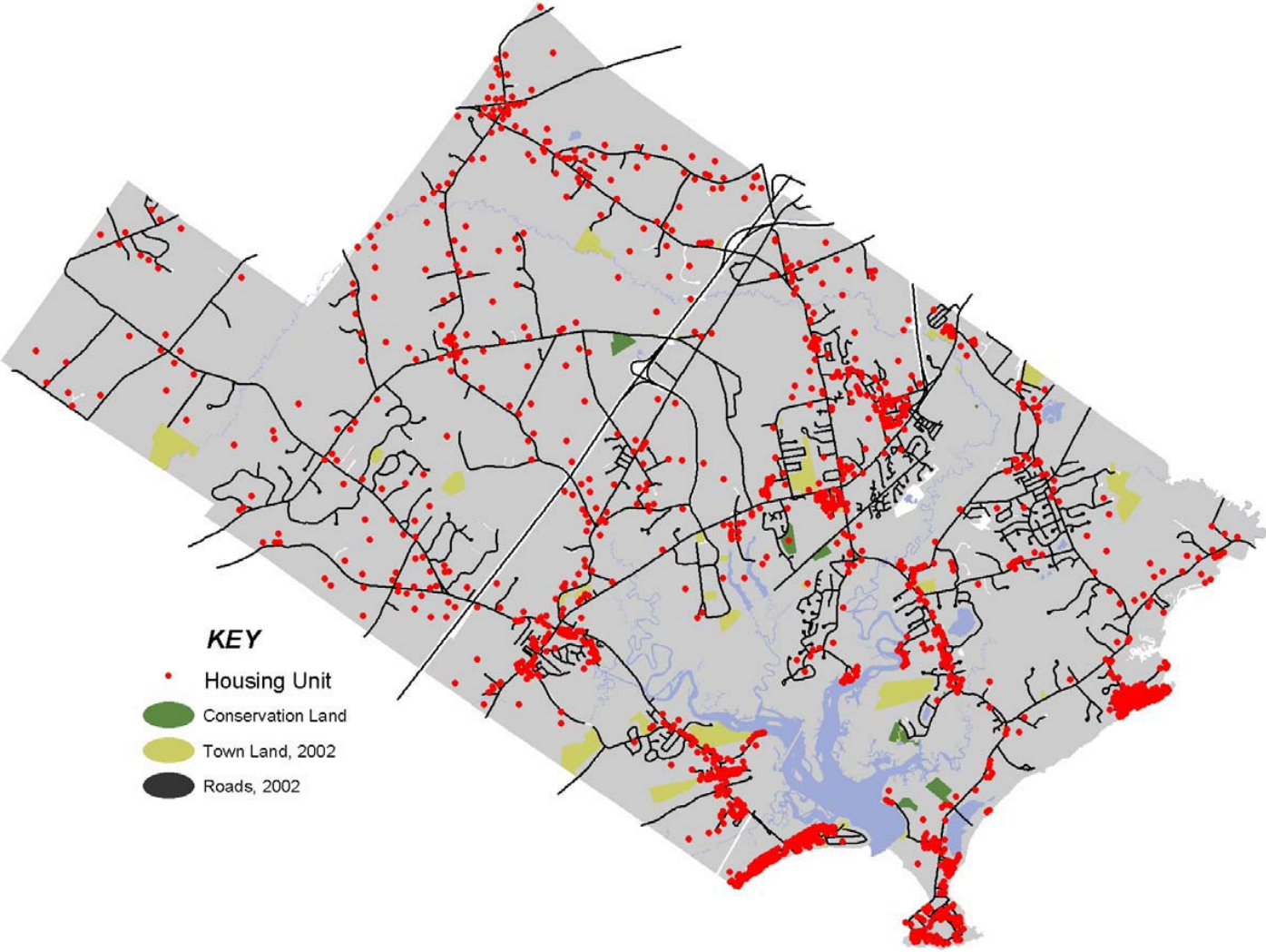


Figure 2. Residential Housing Units, 1990

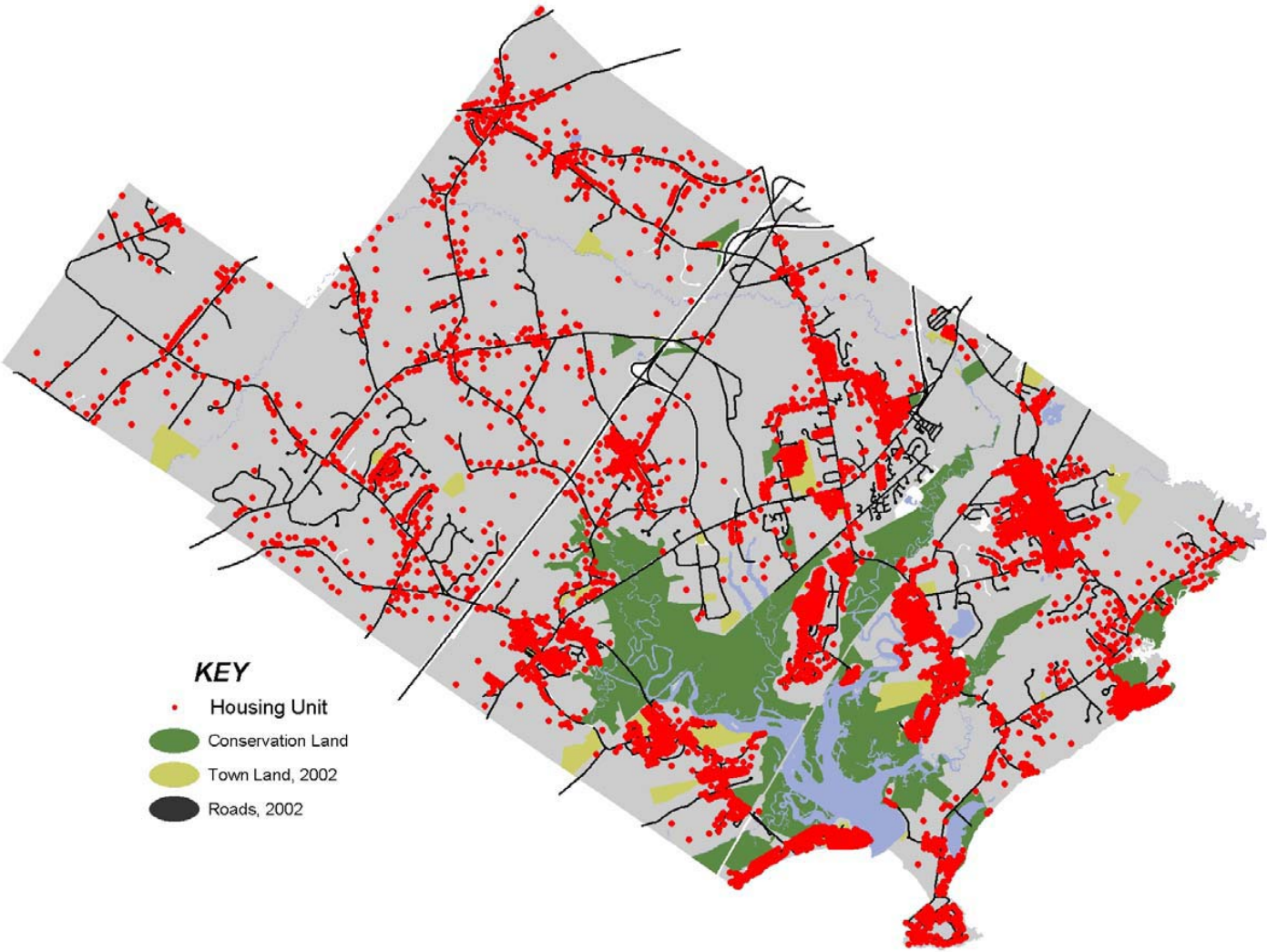
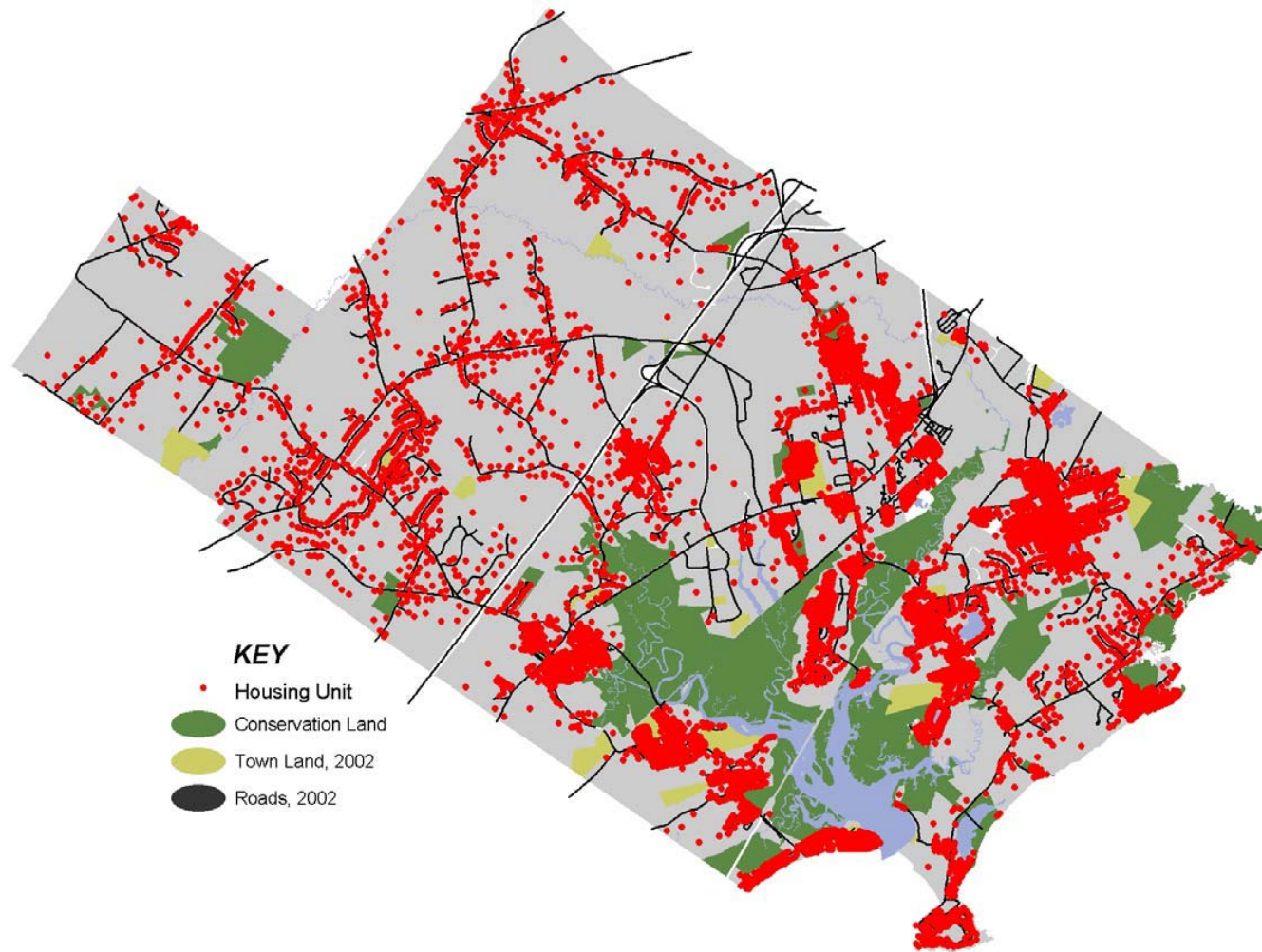


Figure 3. Residential Housing Units, 2002





## **Town Zoning**

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Scarborough's pattern of development is sanctioned by and reflective of its zoning ordinance (although the results are not entirely consistent with the ordinance's stated purposes for conserving the rural quality parts of town).

### **Residential Zoning**

Our zoning ordinance recognizes a hierarchy of residential zones (figure 4).

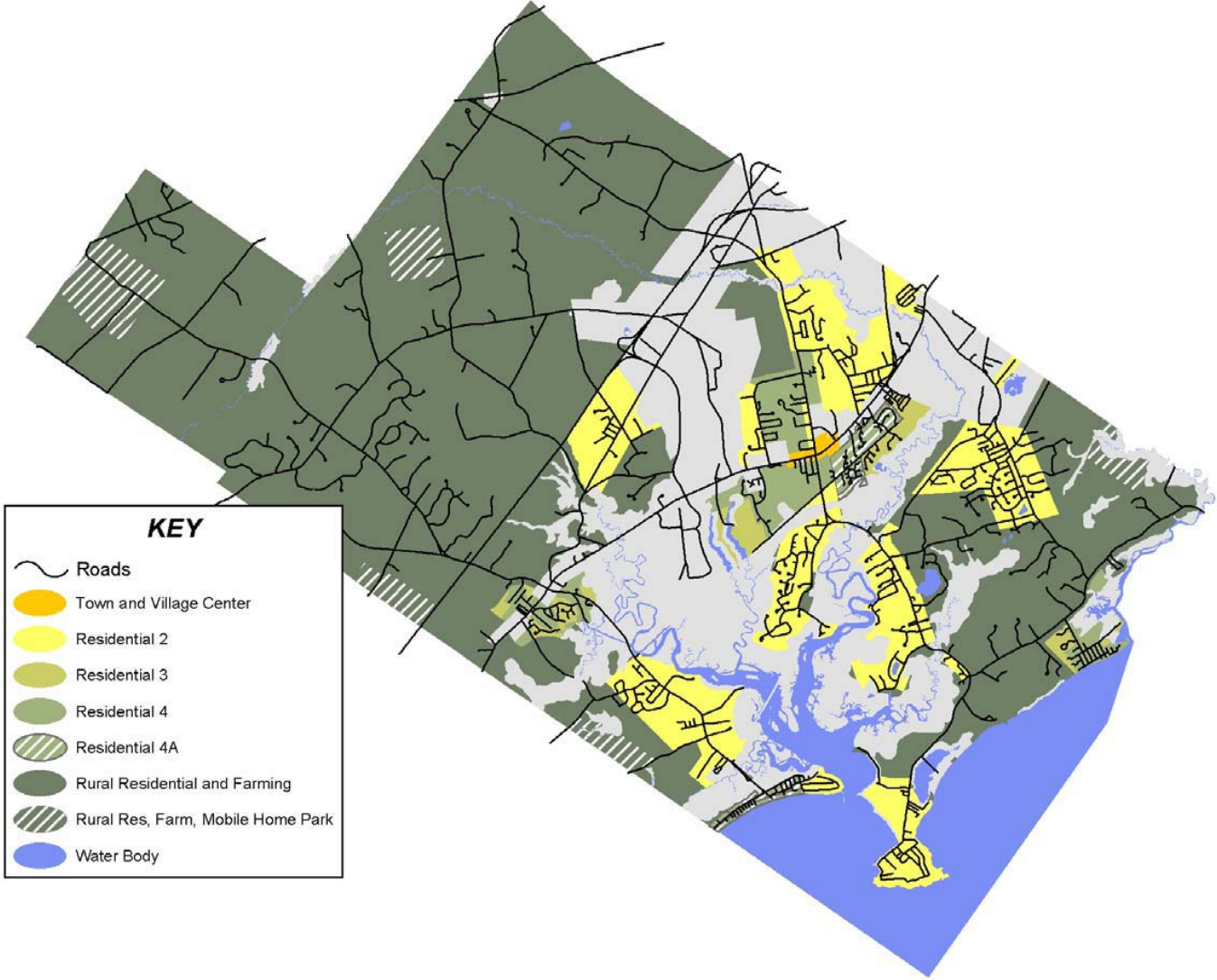
- The ***Town and Village Center*** district is a mixed use zone that covers the Route 1 corridor on Oak Hill. This is our town's most densely developed area. It is served by public sewer and allows a range of residential development at 4 units per acre (multi-family development must contain a minimum of 5 acres).
- The ***Residential and Professional Office*** district is located in four very limited stretches of Route 1. One of these zones is in Dunstan, and the remaining are in Oak Hill. This district is a transitional mixed-use district between residential and more intensive commercial districts and allows 4 units per acre.
- ***R4*** districts surround the TVC district on Oak Hill. This zone allows single-family, two-family, and multi-family development. Sewer densities can reach 4 units per acres, but unsewered densities can only be 2 units per acres. Multi-family development must have a minimum of 5 acres. R4 districts also covers the heart of the residential areas in Dunstan and the built-up Higgins Beach

neighborhood. An R4A district, which allows a few more uses than R4, covers Pine Point and Oak Hill to the east of Route 1.

- An ***R3*** district allows minimum densities slightly lower than the R4 district, and generally surrounds the R4 areas. Minimum lot sizes of 15,000 square feet on sewers and 20,000 square feet on septic is required. Single-family, duplexes, and multi-family units (if on 5 or more acres) are permitted. This district is centered around Oak Hill, Higgins Beach, and Dunstan.
- ***R2*** districts extend outward from the R4 and R3 districts around Oak Hill. They also form the core of the Pleasant Hill, Black Point, Prouts Neck, Blue Point, and Eight Corner neighborhoods. Minimum lot sizes of 20,000 square feet are allowed and only single family housing units are allowed in this zone.
- More than one-half of the town is in the ***Rural Residence and Farming District***. The purpose of this district is "To conserve the integrity and natural qualities of rural open space for the betterment and future of the community." To that end, this district allows traditional land uses such as farming, extractive industries, and campgrounds. It also allows single family residential homes (a RFM District identifies six areas in which mobile homes are allowed).

All of Scarborough west of the Maine Turnpike is RF or RFM, as well as areas around Dunstan, Blue Point, Scottow Hill, Eight Corners, and Higgins-Pleasant Hill-Black Point.

Figure 4. Residential Zones, 2004



## Land Use Inventory

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In all residential districts, clustering of dwelling units on smaller lots is allowed in return for preserved open space, with no increase in net density.

### Commercial/Industrial Zoning

The zoning ordinance defines 5 commercial/industrial districts (not including Town and Village Center). Predominant among these are the General Business District (B2) and Industrial District (I). (See figure 5).

- The **B2 (General Business)** district allows a range of retail, office, and, by special exemption, lodging and light manufacturing uses. It covers much of Route 1 from South Portland to Saco (except for the villages of Oak Hill and Dunstan and the Scarborough Marsh). It is seen by the ordinance as primarily a district for local businesses serving a community-wide market. B2 also includes the Scarborough Downs and stretches from Exit 6 of the Interstate 95 along Payne Road to Eight Corners and the South Portland border. The B2 zone also extends over the Interstate along Holmes Road and Gorham Road. A small area of Pine Point is B2.
- Four areas in Scarborough are zoned for **Industrial** uses, including Mussey Road near Interstate 295, Scarborough Industrial Park on Route 1, Pleasant Hill Road, and a small parcel in Pine Point.
- The purpose of the **Haigis Parkway** district is to be a gateway to Scarborough from the Maine Turnpike that offers high-quality nonresidential uses. The Town recently

extended public utilities into this corridor in order to attract high-quality users.

- The **B1 (Local Business)** district emphasizes local retail convenience outlets. B1 districts are located in Dunstan, North Scarborough, and Pine Point.
- The **Business Highway** district is an auto-oriented zone that now only covers a very small portion of Route 1 near South Portland.

### Resource Protection Zoning

The Shoreland Zoning Ordinance identifies three districts whose purpose is to protect public health and safety, water quality, important wildlife habitat, and scenic areas and to prevent erosion.

- The **Resource Protection** district includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values. This includes areas near major wetlands and water bodies as well as areas of steep slopes.
- The **Stream Protection** district includes all areas near streams, water bodies, and wetlands.
- The **Shoreland Overlay** district includes all areas within the shoreland zone as defined by the state that are not within the above two districts.

Of the three districts, the Resource Protection district is the most restrictive and the Shoreland Overlay is the least.

Figure 5. Commercial Zoning, 2004

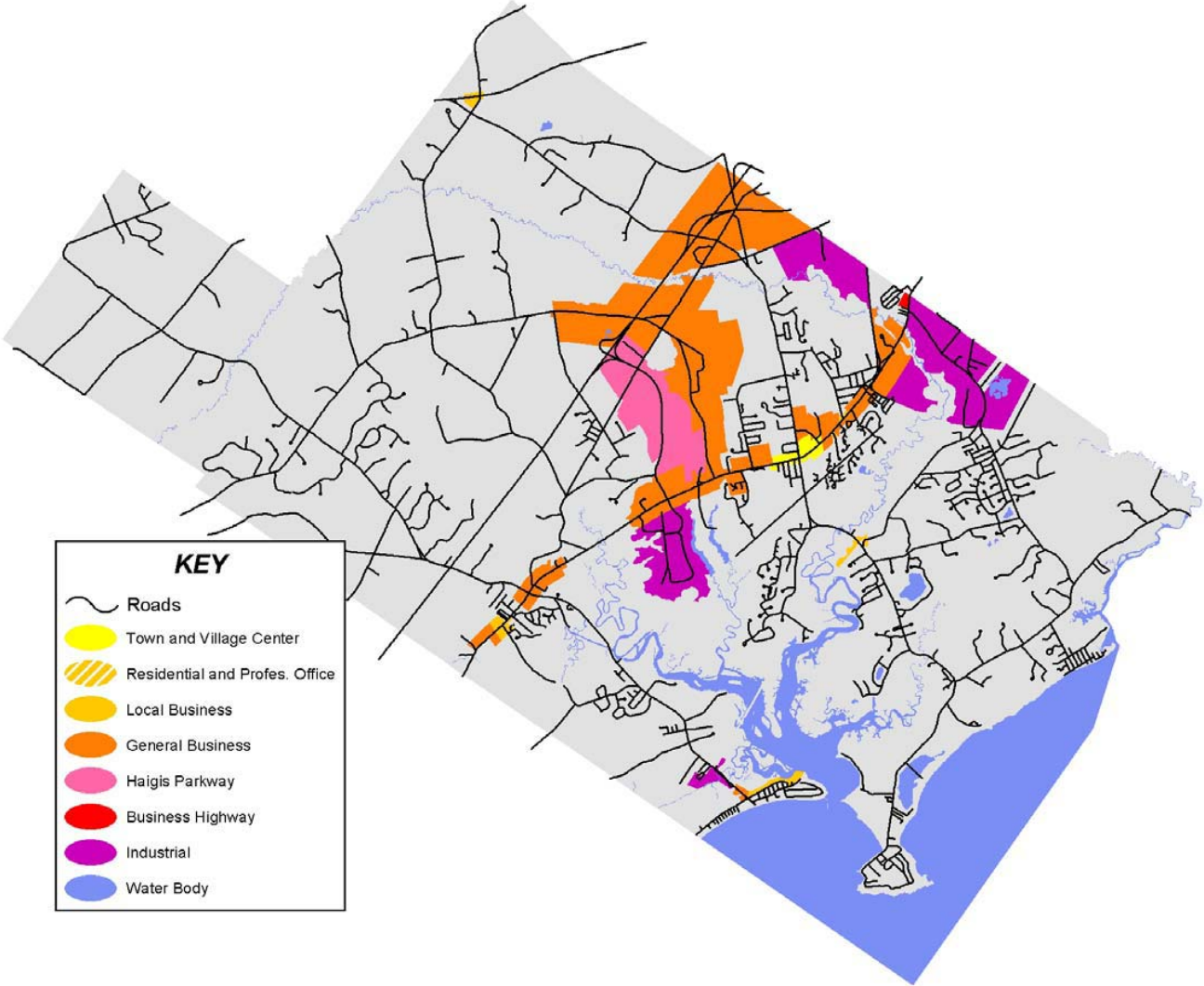
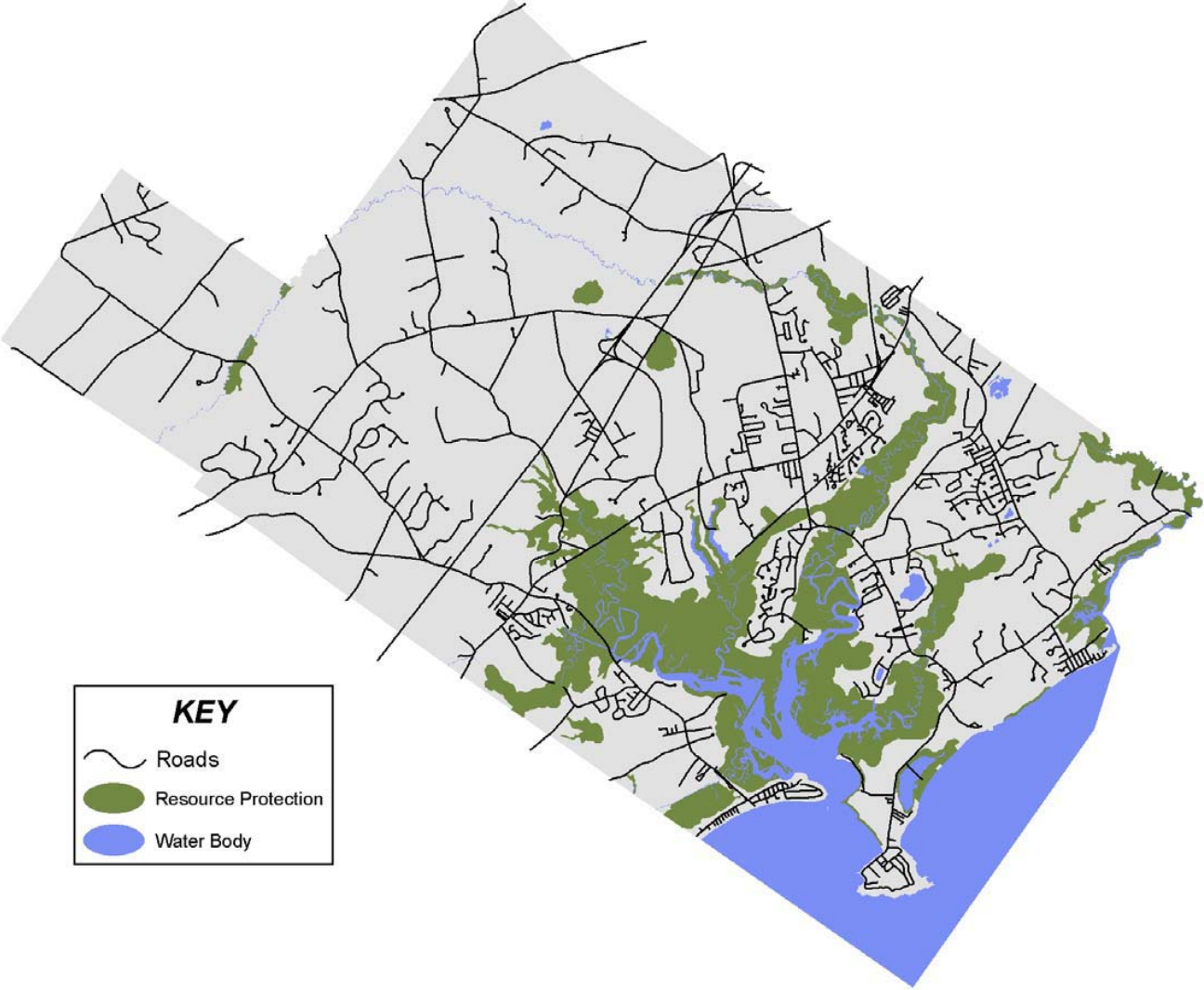


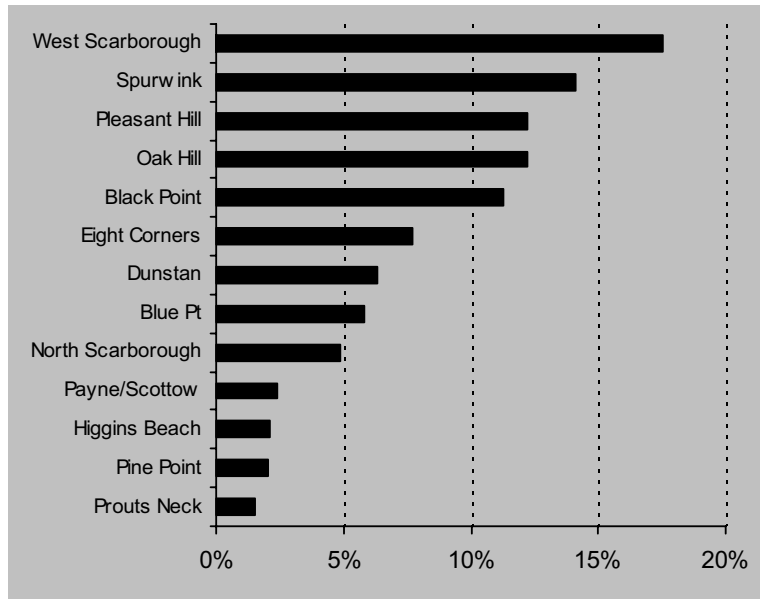
Figure 6. Resource Protection Zoning, 2004



## Patterns of Residential Development

Between 1990 and 2002, approximately 2,085 housing units have been built in Scarborough. This development occurred throughout town: around older settlements, along coastal roads, in centers at Oak Hill and Dunstan, and on rural lands. For purposes of this analysis, the town has been divided into 13 sectors (figure 7). These sectors are the same as those used in the 1993 Comprehensive Plan Update.

Figure 7. Percent of Total New Dwelling Units, 1990 - 2002



Source: Scarborough Assessing Department

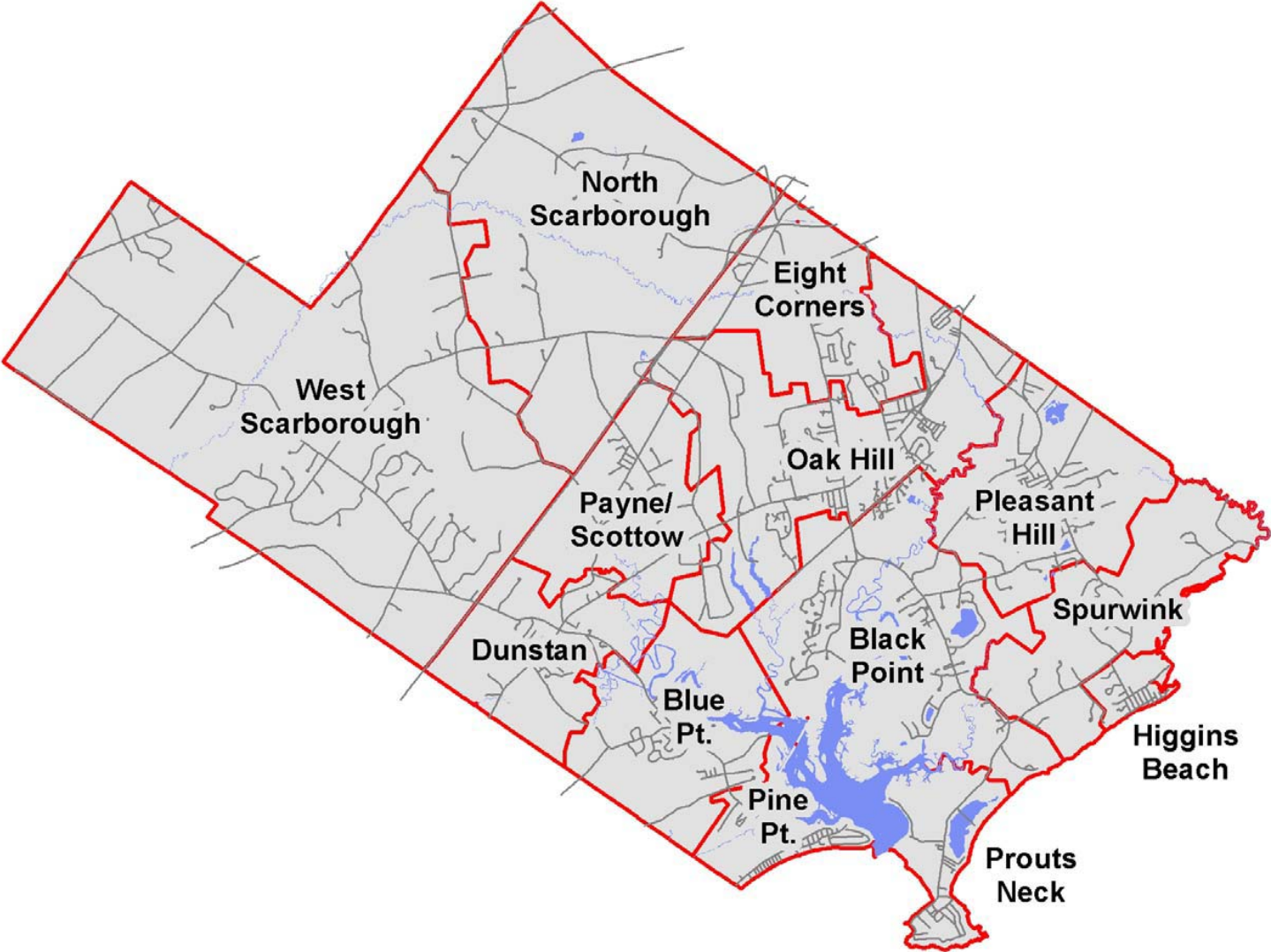
- **West Scarborough** includes the Broad Turn Road corridor and extends up to Beech Hill. Between 1990 and 2002, more than 360 housing units were built in this section of town. This was the faster growing section of town; nearly 18% of all housing units were built in West Scarborough. In the 1980s, this area accounted for 16% of all new housing units in town. Most of these units were in large-lot subdivisions spread across the rural landscape. Several larger parcels of undeveloped land remain.
- **Spurwink Road** is the coastal corridor from Cape Elizabeth to Black Point Road. It largely lacks public sewers, but new development has accounted for 295 new units between 1990 and 2002, or 14% of the total. More than 80% of these new units were in the Piper Shores development. In the 1980s, this neighborhood had only 5% of the town's development.
- **Pleasant Hill** has steadily increased its number of dwelling units since public sewer was introduced to the area in the 1970s. Between 1990 and 2002, 254 new housing units were built in this neighborhood. This accounted for 12% of all new housing units in Scarborough. The amount of undeveloped land has dwindled recently, and while significant undeveloped land remains, much of it is restricted by environmental concerns.
- **Oak Hill** is the civic center of Scarborough and includes much of the Route 1 corridor. Residential neighborhoods are interspersed with commercial and other nonresidential uses. The area gained 255 new housing units between 1990 and 2002, or 12%.

## Land Use Inventory

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- **Black Point** includes most of the land along the Black Point Road corridor. Approximately 11% of all new units built between 1990 and 2002 were in Black Point (236 units). Most of this new development has been along the Old Eastern Road and away from the Scarborough Marsh. This neighborhood had a significantly smaller share of the town's development in the 1990s than the 1980s, when it was the fastest growing area in Scarborough (16%).
- The **Eight Corners** neighborhood has grown rapidly since sewer was extended there in 1990. Much of the development has been in subdivisions off of Gorham Road. A total of 160 new housing units were built here between 1990 and 2004, or 8% of all new units. In the 1980s, this neighborhood accounted for approximately 2% of all units.
- **Dunstan** is a historic commercial center on Route 1. Between 1990 and 2002, approximately 130 new units were added in Dunstan, mostly south and east of the village. This was 6% of all development in town. Several larger parcels of vacant land remain, notably south and west of the village to the Saco town line.
- **Blue Point** is located between the Scarborough Marsh, Pine Point, and Dunstan. This neighborhood added 120 new housing units between 1990 and 2002, mostly in subdivisions surrounding the heart of the community. About 5% of all new units built in Scarborough between 1990 and 2002 were in Blue Point. Additional vacant land remains, though wetlands and poor soils may limit its development potential.
- **North Scarborough** includes Gorham Road and Running Hill Road. This area added 102 new housing units between 1990 and 2002. North Scarborough accounted for 5% of the town's growth in the 1990s, which was less than in the 1980s. This development was in the form of large lot subdivisions. A significant amount of undeveloped land remains in this section of town.
- **Payne Road/Scottow Hill Road** extends from Exit 42 of the Maine Turnpike to Dunstan. Between 1990 and 2002, this area added 51 new housing units, or 2 % of all units. This area lacks public sewer and water, and with limited soil capacity to handle new development, much of the undeveloped land is likely to remain that way.
- **Higgins Beach** is a tightly settled summer colony. This neighborhood gained 44 new dwellings between 1990 and 2002. Most homes are now occupied year-round and little vacant land remains. Higgins accounted for 2% of the town's growth, which was less than 1980-1991.
- **Pine Point** is a beach front neighborhood encompassing the southwest shore of Scarborough. Between 1990 and 2002, it added 41 new housing units, or 2% of the town's growth (less than in the 1980s). This area is largely developed.
- **Prouts Neck** is a well-known summer colony surrounded by the Atlantic Ocean and Scarborough Marsh. From 1990 to 2002, this area added 31 new dwelling units, or 1.5% of the total growth (about the same as 1980 to 1991). The community is split between seasonal and year-round residences and little developable land remains.

Figure 7. Scarborough Neighborhoods





## **Patterns of Commercial Development**

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As indicated in the description of the Town's land use ordinance, several commercial districts provide for stores, offices, and other businesses. Among the commercial centers are:

- small, neighborhood oriented retail areas at Dunstan Corner, North Scarborough, and Pine Point;
- a larger community retail and service center at Oak Hill;
- regional retailers and offices spreading south of the Maine Mall along the Turnpike and Payne Road; and
- a mixture of businesses serving Scarborough residents, residents of the region, and travelers along Route 1.

In addition, several industrial areas have evolved, in part due to municipal initiatives. The four major areas are:

- Pleasant Hill Road, along which light industrial development, distributors, Hannaford's corporate headquarters, and trucking terminals were spurred by the extension of public sewerage in the early 1980s;
- the Route 1 corridor, including the Scarborough Industrial Park off of Route 1, sponsored by the Town in the late 1970s;
- the Payne Road corridor between South Portland and Exit 42; and

- the Haigis Parkway corridor between Route 1 and Payne Road. The Town has recently extended public utilities through this corridor in order to attract high quality commercial development. While no businesses have located to Haigis yet, its future development as a commercial center is certain.

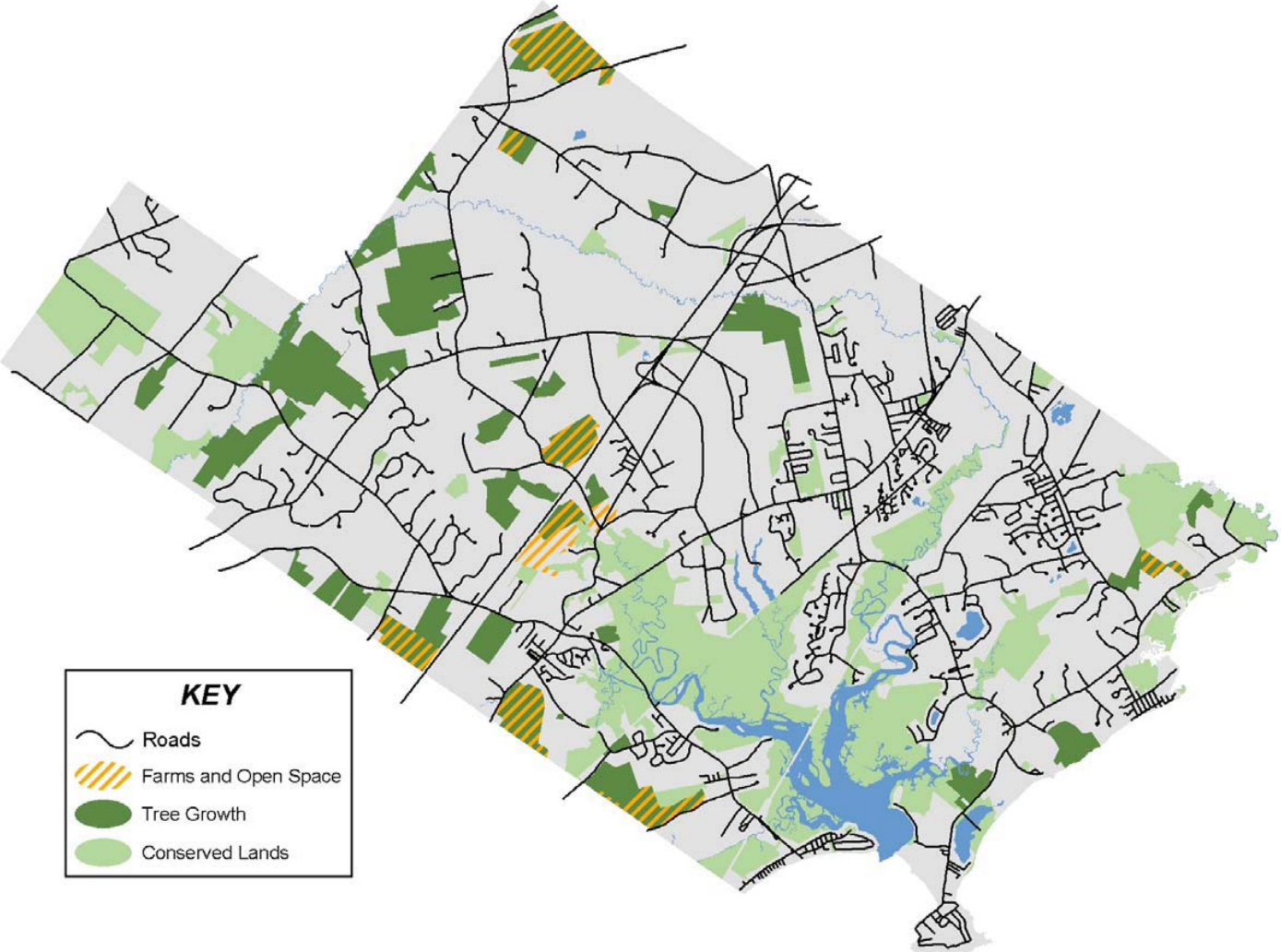
Among these principal areas, Pleasant Hill Road has reached capacity. While existing parcels could be more intensely developed, relatively little vacant land remains for wholly new development.

The Payne Road corridor has experienced a tremendous amount of new commercial development in the last decade. The Maine Mall commercial district (which extends from Unum Provident in Portland through South Portland to Payne Road) is one of the state's biggest commercial and retail regions. Businesses in this area are exclusively automobile-oriented and mostly serve a regional market.

The Town of Scarborough is into its second decade of realigning Route 1 from high-volume "strip" uses and towards more community focused mixed-use, civic, and local commercial activities. Most of the developable land in the Route 1 corridor is being used, although a significant amount of redevelopment and infill development is occurring.

Scarborough Downs occupies a significant amount of land between Route 1 and Payne Road. The future of this business in Scarborough is not certain. Currently, this parcel is zoned for General Business, but its location makes it ideal for a wide range of alternative uses.

Figure 8. Natural Resource Uses and Conserved Lands, 2005



### **Patterns of Natural Resource-Based Uses**

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Managed farms and forests remain important in Scarborough, although their economic viability when compared with the potential for development is a growing concern in the community (figure 8).

- As of 2003, nearly 2,500 acres of land in Scarborough was enrolled in the ***Tree Growth Current Use Tax Program***. The majority of these lands are located in West Scarborough, although significant pockets of woodlands are managed east of the Maine Turnpike as well. In many cases these lands are surrounded by residential subdivisions. The number of acres enrolled in the Tree Growth Current Use Tax Program has increased by 1 parcel and 250 acres since 1991.

As of 2003, 410 acres of land in Scarborough were enrolled in the ***Farmland Current Use Tax Program***. These farms are spread across town on 9 parcels of land. Since 1991, there are two fewer parcels enrolled in this program and 65 fewer acres of land.

- As of 2003, 226 acres of land were enrolled in the ***Open Space Current Use Tax Program***. This program offers the least fiscal benefit to the landowner of the three current use programs, but also has the lowest requirements to enroll. While this program is not as popular as the other two, there is a significant amount of land in Scarborough enrolled in this program.

In addition to these natural resource based uses, there are several large, managed open spaces in the community. Principal among these are:

- Rachel Carson Wildlife Refuge (US Department of Interior),
- Scarborough Marsh, Scarborough Beach (State of Maine),
- Fuller Farm and Meserve Farm (Scarborough Land Trust),
- Willowdale, Prout's Neck, and Nonesuch River golf courses,
- Camp Ketcha (Campfire Girls), and
- Scarborough Fish and Game Club.

### **Municipal Facilities**

Municipal facilities are fully inventoried in Chapter (XX, Public Facilities). From the perspective of land use patterns, it is most notable that municipal facilities are concentrated at Oak Hill, including several schools, school administrative offices, public library, municipal building, public safety building, and recreation and park facilities. The principal post office also is located here. This concentration of public facilities makes Oak Hill the town's civic center.

Similarly, fire stations and elementary schools help give definition to some of the neighborhoods in town. Fire stations, in addition to the central station at Oak Hill, are located at Pleasant Hill, on Black Point Road, at Pine Point, at North

Scarborough, and at Dunstan. Elementary schools are located at Oak Hill, Eight Corners, Pleasant Hill, and Blue Point.

### **Issues and Implications**

1. Scarborough is Maine's fastest-growing large suburb.
2. Several sections of Scarborough have grown quicker than areas west of the Maine Turnpike. However, because of the pattern of development in this section of town, the growth here is particularly noticeable. Is the pattern of development that has been occurring west of the Maine Turnpike appropriate for the future?
3. The Town of Scarborough has taken steps to preserve large undeveloped tracts of land.
4. The Scarborough Downs parcel is currently zoned for General Business. However, its location in the heart of the community makes it an ideal location for several different uses. What types of land use are appropriate for this large parcel of land in the future?
5. Scarborough is a town of villages. Each village has a distinct history and identity. How can the Town ensure that the identity of each village is not lost as the town continues to grow in the future?

## **Public Water and Sewerage**

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Within the more densely developed areas along Route 1 and towards the coastline, public water and sewer services are generally available. For the rest of our town outside of this area, water supply and sewage disposal are an individual responsibility. This chapter provides an overview of the public water and sewer utilities available in Scarborough.

### **Public Water**

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Public water in our town is provided primarily by the Portland Water District, with a small part of the town served by the Biddeford and Saco Water Company.

The Portland Water District is a quasi-municipal organization governed by an elected board of trustees. It provides public water to twelve communities in the Portland area.

The Biddeford and Saco Water Company is a private, for-profit water company based in Biddeford. It serves Biddeford, Saco, Old Orchard Beach, and Blue Point and Pine Point in Scarborough.

### **Service Areas**

The Portland Water District serves most of our community to the east of the Maine Turnpike. Neighborhoods that are served by the system include Dunstan, Black Point, Prout's Neck, Higgins Beach, Oak Hill, Pleasant Hill, Eight Corners, Payne Road, the Route 1 corridor, and Willowdale Road. Two extensions reach across the Maine Turnpike; the first extending

1,500 feet up Gorham Road and the second along Running Hill Road.

The Biddeford and Saco Water Company provides public water service to the Blue Point and Pine Point neighborhoods.

### **Water Supply**

Sebago Lake is the source of supply for the Portland Water District. The quality of water in the lake is very high, according to the Maine Department of Environmental Protection. However, the large number of homes along the lake and its use for recreation are potential threats to water quality. To protect the quality of water in the lake, the PWD has purchased 2,500 acres around its intake lines, enforces a 2-mile radius in which no bodily contact is allowed near the intake lines, and has created a watershed management program for the rest of the watershed.

### **Current Reports and Documents**

- The Scarborough Mini-Master Plan was prepared by the Portland Water District as a guide for the water network's future growth in Scarborough.
- Portland Water District Annual Water Quality Report, 2004
- Biddeford and Saco Water Company Annual Water Quality Report, 2003

## Public Water and Sewerage

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The Biddeford and Saco Water Company's source of supply is the Saco River and its 1,700 square mile watershed. The quality of water in the river is very high, according to the Maine Department of Environmental Protection. Much of the river's watershed has very low development densities, and land uses along the river are largely low impact. The Company has identified no major water quality or water quantity concerns.

As a safeguard, both water providers are required to treat the drinking water before it enters the distribution network. The treatment processes for both providers is similar – sediments are removed, ozone and/or chlorine is added to eliminate bacteria, fluoride is added to prevent tooth decay, and a corrosion inhibitor is added to protect the distribution network.

### **Distribution Network**

After the water is treated, it enters the distribution network by being pumped into water storage tanks. The Portland Water District stores more than 50 million gallons of water in storage tanks throughout its distribution network. One of these storage facilities is the water tower on Oak Hill. This tank stores 650,000 gallons and serves as a reserve tank that helps to boost the water pressure in our town during periods of heavy use. The Biddeford and Saco Water Company has a 1,000,000 gallon water tank between Pine Point and Blue Point.

The distribution network in Scarborough totals more than 105 miles of water lines in town. Approximately 100 miles of water lines are owned and maintained by the Portland Water District. On these lines are more than 5,250 services to homes and businesses. The Portland Water District reports that their water lines are in excellent condition.

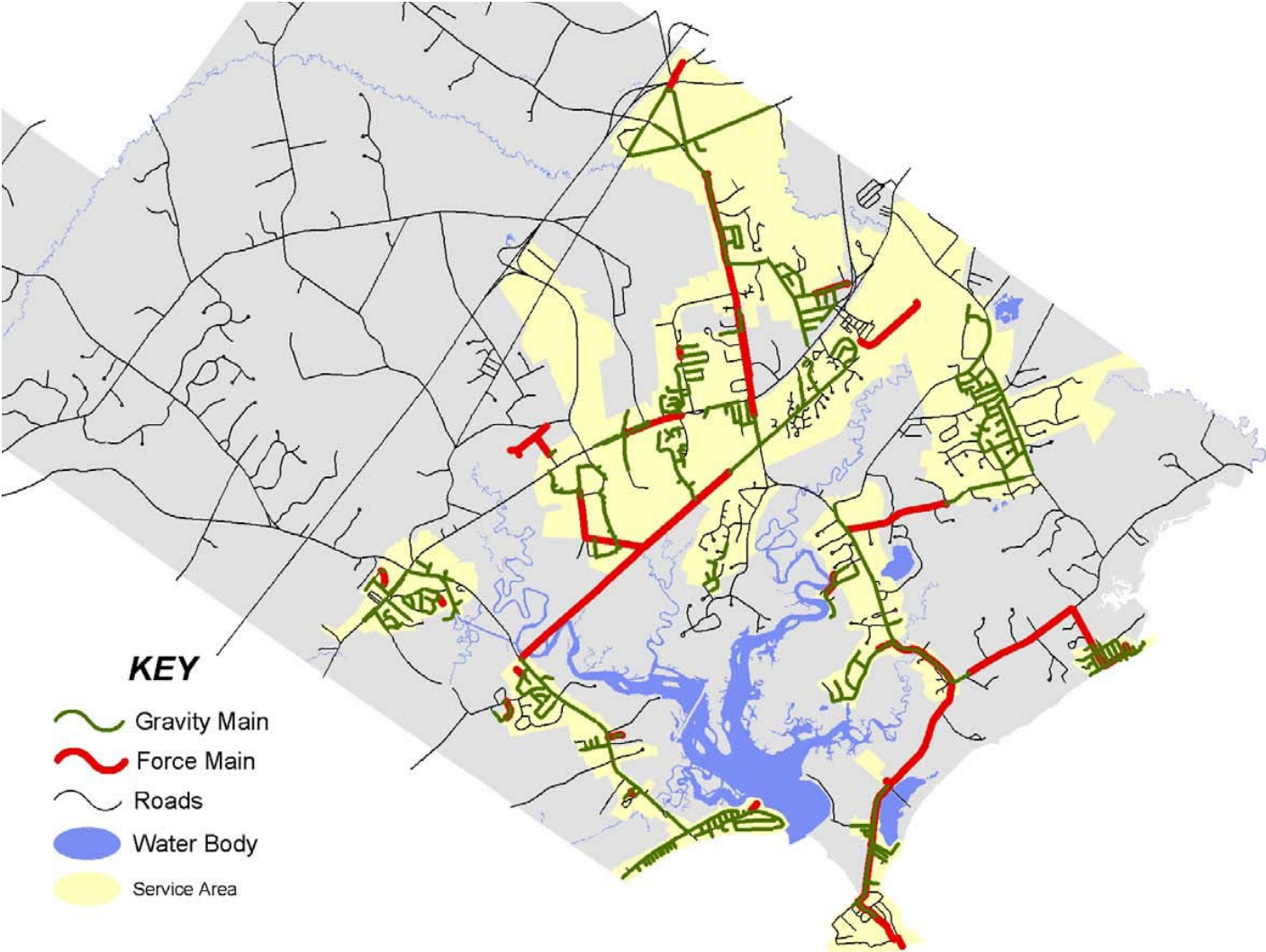
The public water system also supplies fire hydrants in those areas of town serviced by public water. The Portland Water District maintains 563 hydrants in Scarborough. The water pressure in these hydrants is excellent for fire suppression needs.

The public water system supplies most of the denser areas of the community east of the Maine Turnpike. A major extension to the water distribution network is along Haigis Parkway between Payne Road and Route 1. This extension has two purposes – to add some redundancy and reliability to the water distribution network and to provide for orderly development of nonresidential uses in the Haigis Parkway corridor.

The Scarborough Master Plan created in 2003 by Portland Water District lays out the plans for the town's water supply system. Several areas are scheduled to have improved water supply lines, especially those areas that are experiencing rapid growth.

While the Portland Water District's plan identifies extensions to the water supply system west of the Maine Turnpike, the Portland Water District is not likely to make these extensions prospectively. Rather, the lines would be installed in response to development pressures as they materialize. If a developer extends a line to their development, Portland Water District will ensure that the size of that line meets the requirements of their master plan; thereafter sequential extensions by subsequent development would be relatively easy.

Figure 2. Scarborough Sanitary District



## Public Water and Sewerage

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The Biddeford Saco Water Company does not have extension plans in Scarborough. It has identified some improvements to its existing lines in recent planning efforts. In addition, it has also recommended some long-term monitoring of the storage tank near Pine Point to determine whether increased storage volume is necessary in the future.

### **Scarborough Sanitary District**

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The Scarborough Sanitary District collects, treats, and disposes of wastewater from homes and business in town. The District was created in 1969 by a town referendum and is overseen by a seven-member board of trustees.

#### **Service Area**

The sewer service area existed only in Oak Hill when the District was created in 1969. Since then, it has expanded to include most of the land to the east of the Maine Turnpike – Pleasant Hill, Higgins Beach, Prouts Neck, Black Point Road, Willowdale Road, Dunstan Corners, Blue Point, Pine Point, Eight Corners, Haigus Parkway, and the Route 1 corridor (Figure 2).

Major upgrades to the sewer network occurred in the 1970s (sewer expansions) 1984 (wastewater treatment plant upgrades), 1990 (Eight Corners expansion), and 2004 (wastewater treatment plant expansion and upgrade).

The district serves 4,300 residential housing units, or 60% of all dwelling units in Scarborough. While the number of housing units served has increased by 700 since the 1993 Comprehensive Plan Update, the percentage of units served has

decreased from 67% due to the rapid growth that is occurring off of the sewer network. The district serves approximately 300 businesses in the community.

#### **Collection System**

As wastewater enters the collection system, it flows downhill in gravity mains. Since our town has many hills, ridges, and flat areas, gravity alone cannot get all of the wastewater to the treatment plant. At 20 low points in the collection system are pump stations. These pumps push the wastewater (in force mains) up the next hill, where the waste will again flow downhill to the next pump station.

The volume of wastewater entering the sewer system has been increasing steadily. In 1990, average daily flows were 1.1 million gallons. By 2005, average daily flows had reached 1.7 million gallons. Most of these new flows are the result of adding new service hookups to the collection system – not from increased use at existing hookups. Peak flows were as high as 3.88 million gallons per day during 2005.

Storm water is completely separated from wastewater in Scarborough's collection system. It is illegal for basement drains, downspouts, and other storm water management systems to connect to the District's collection system.

Infiltration and inflow – ground water leaking into the collection system – is a problem. The high water table in many of the areas served by the District makes this a large concern. Infiltration and inflow can significantly inflate the average daily flow entering the collection system. The District is addressing this problem by installing new technology that will



## Public Water and Sewerage

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allow real-time data analysis throughout the network. Once areas of likely infiltration and inflow area identified, the District will be able to target improvements to the areas of greatest need.

Haigis Parkway is the only major expansion to the collection system in the last decade. This expansion included two miles of new sewer line extending from Route 1 to the Payne Road, 1 new pump station, and upgrades to 3 existing pump stations that are downstream of Haigis Parkway. The Town of Scarborough issued \$10 million in bonds to pay for this expansion – one-half of the money will be paid through an assessment from landowners and the rest will be covered by tax revenue from new businesses that are attracted by the availability of public sewer.

The Sanitary District charges an impact fee when new users connect to the system. This fee helps pay for new capacity at the treatment plant. Within the service area (Figure 2), residential users are not charged, but commercial, industrial, and institutional users are charged. All new users outside of the service area are charged an impact fee. The amount of this fee varies depending on the amount of sewage each user will create.

### **Treatment Plant**

The District's sewage treatment plant is located on Black Point Road near Prouts Neck. This facility provides secondary treatment to all of the wastewater that enters the collection system.

Wastewater treatment is provided by means of an activated sludge secondary treatment plant. Because wastewater volumes have increased (and even exceeded the designed and licensed capacity of the plant), the District undertook a major upgrade to its facility in 2004-2005. The upgraded plant provides the same level of treatment, but the plant's capacity has increased from 1.8 mgd to 2.5 mgd. Additionally, the treatment technology has been improved (especially for aeration, grit, and clarification). This new technology will ensure that the plant's next planned upgrade will not have to be as extensive.

This upgrade is a \$10 million project. The \$10 million has been financed in part by sewer impact and connection fees, with the balance being provided with a low interest loan by the Maine State Revolving Fund.

With this new upgrade, the plant has received a new license from the United States Environmental Protection Agency that will expire in 2009. The new license expands the plant's capacity to 2.5 mgd from 1.8 mgd.

After being treated, the wastewater is discharged into the Atlantic Ocean. A discharge line runs from the treatment plant to Prouts Neck, then underwater for 800 feet to a diffuser and then into the ocean. The design of this discharge line will allow it to remain operational for many decades to come.

### **Issues**

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1. The Portland Water District's master plan foresees extending the public water supply throughout west Scarborough. While PWD will not prospectively extend

## Public Water and Sewerage

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these lines, there is the possibility that water as well as sewer lines could be extended to these areas.

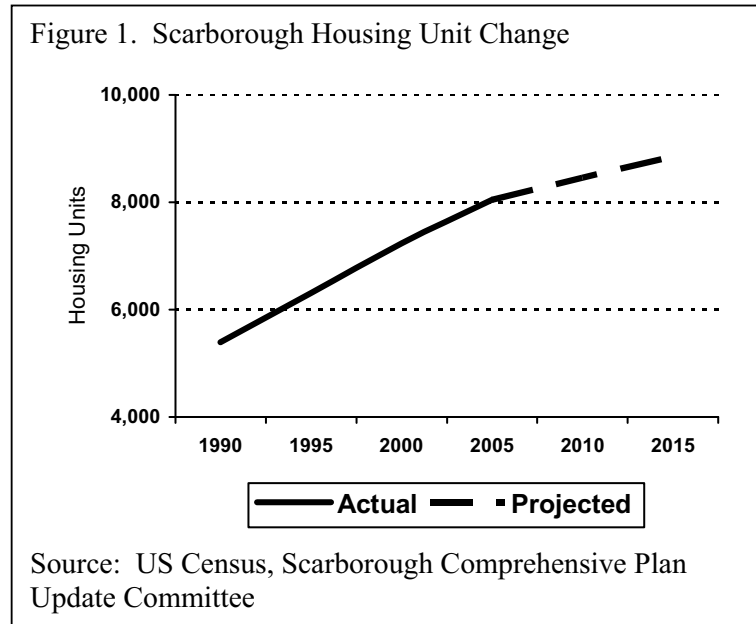
2. The poor soils, high water tables, and sensitivity of the Scarborough Marsh to pollution make the availability of public sewers to most of eastern Scarborough an important environmental and public health issue.
3. The Town of Scarborough has invested \$10 million to extend public utilities along Haigis Parkway. It has a financial interest to ensure that new economic development in this corridor will generate enough tax revenue to cover the expense of its initial investment.
4. The sanitary district is planning to create a 5-year Capital Improvement Program to identify and correct choke points (undersized lines and pump stations) in the wastewater collection system.

## Housing Inventory

NOTE: After the section of the Inventory and Analysis was completed, the Scarborough Housing Alliance conducted an independent analysis of affordable housing. Appendix C includes a summary of this analysis.

Scarborough's evolving character is reflected in its housing. In the past decade Scarborough went from the fourteenth largest community in Maine to one of the top ten. Our town has added more people and houses than any other community in the state.

## Housing Stock



By the end of 2004, our town had an estimated 8,045 housing units, of which about 6,200 units (77%) were year-round single family homes, about 300 units (4%) were year-round manufactured homes, 975 units (12%) were year-round multi-family units, and about 570 units (7%) were seasonal homes.

In 1990 Scarborough's housing stock was made up of 4,960 year-round housing units and 431 seasonal homes, a total of 5,391 housing units. By 2000 Scarborough's housing stock had grown by 1,842 units (34%), 1,705 new year-round housing units and 137 new seasonal homes. New year-round units were added at a rate of about 171 per year, seasonal homes at about 14 per year.

The largest increase in the year-round housing stock was in single family homes, with 1,500 new units added in the 1990s. During the same time about 250 new units of year-round multi-family homes were added.

Interestingly, while both year-round single family and multi-family housing units were increasing, the number of year-round manufactured homes actually declined from 302 units in 1990 to 263 units by 2000, a 13% decrease. By 2000, manufactured homes only represented 4% of Scarborough's year-round housing stock, single family increased to 83%, and multi-family stayed the same at 13%.

Although Scarborough's multi-family housing units accounted for 13% of the year-round housing stock in both 1990 and 2000, the number of units increased 38% - from 644 in 1990 to 891 in 2000. Comparatively, Cumberland County as a whole added 1,352 and the State added 2,136 year-round multi-units, a 4% and 1.6% increase respectively.

Housing Inventory

Table 1. Type of Housing, Scarborough, Cumberland County, Maine

Year	Year-Round Housing Units				Seasonal Housing Units	Total Housing Units
	Single Family	Mobile Home	Multi-Family	Total		
<b>Scarborough</b>						
1990	4,014	302	644	4,960	431	5,391
% change	37%	-13%	38%	34%	32%	34%
2000	5,511	263	891	6,665	568	7,233
% yr-rd	83%	4%	13%	100%		
<b>Cumberland County</b>						
1990	60,647	5,814	33,192	99,653	10,237	109,890
% change	18%	-2%	4%	12%	8%	12%
2000	71,279	5,678	34,544	111,501	11,099	122,600
% yr-rd	64%	5%	31%	100%		
<b>Maine</b>						
1990	302,887	66,121	130,206	499,214	87,831	587,047
% change	16%	2%	2%	10%	18%	11%
2000	350,214	67,713	132,342	548,269	103,632	651,901
% yr-rd	64%	12%	24%	100%		

Source: US Census

The Comprehensive Plan Update Committee projects that the number of housing units in Scarborough will reach 8,862 by 2015. This projection is based on the following assumptions:

The number of housing units built each year will total 135 units per year through 2015.

An occupancy rate of year-round housing units of 97%. This rate is reasonable for a community like Scarborough.

The number of seasonal units will remain steady. Any new seasonal housing units will be offset by conversions of other seasonal units into year-round units.

The town's housing units are projected to continue to increase. Scarborough renewed a Growth Management Ordinance in 2005 that limits the number of new units each year<sup>1</sup>.

<sup>1</sup> Future residential growth in Scarborough will be affected by a Growth Management Ordinance. The original ordinance expired at the end of 2004, and a new ordinance was adopted in 2005. The current ordinance allows for a maximum of 135 building permits to be issued each year plus any growth permits remaining available at the end of the previous calendar year. Of the 135 growth permits, no more than 90 would be issued for lots within subdivisions, 20 for lots not within subdivisions, 20 for affordable housing, and 5 for elderly housing.

Scarborough is a town of single-family homes. In 2000, Scarborough's year-round housing stock was 83% single family, during that same time single family homes only represented 64% of the housing stock in Cumberland County and Maine.

**Tenure and Vacancy**

Scarborough is a community of home owners. In 2000, 81% of the year-round occupied housing units were owner occupied compared to 73% in 1990. During the same time, 67% of

## Housing Inventory

Cumberland County's and 72% of Maine's occupied housing units were owner occupied. From 1990 to 2000 owner occupied housing units increased by 1,621 units, or 45%, while renter occupied housing units increased by 99 units, or 9%.

The vacancy rate in Scarborough has been decreasing. In 2000, Scarborough's overall vacancy rate was 3% down from 4.4% in 1990. Although, there were slightly more year-round units for sale in 2000 with 64, compared to 1990 with 42, the owner occupied vacancy rate remained fairly stable at 1.2%. The renter occupied vacancy rate decreased considerably from 7% in 1990 to 4.8% in 2000 due to increased demand for rental units in southern Maine and a lack of new units being built in the 1990s.

## Seasonal Housing

The Black Point, Higgins Beach, and Prouts Neck corridor has 60% of the seasonal housing units, while Pine Point and Blue Point have about 30%. The remaining seasonal housing is scattered throughout the community. Black Point, Higgins Beach, and Prouts Neck corridor added about 40 seasonal units in the past decade, while Pine Point and Blue Point added about 30 units.

## Housing Conditions

Scarborough's housing stock is relatively "young", almost one-half was built in the past twenty years, and is in good condition. As of 2000, 21% of the housing stock was built in the 1980s and 27% built in the 1990s, a total of 48% built in the past twenty years. Only 18% of the housing stock was more than 50 years old (built prior to 1950), compared to 37%

in Cumberland County and 36% in Maine. This reflects Scarborough's evolving character from a rural farm community into a suburban community.

Less than 1% of Scarborough's year-round housing units lack complete plumbing and kitchen facilities. Additionally, there is virtually no "overcrowding" (defined as more than one person per room).

## Patterns of Residential Development

Between 1990 and 2002, approximately 2,085 housing units

Table 2. Cumberland County and Maine Housing Stock, 1990 to 2000

Housing Units	1990		2000	
	#	%	#	%
Total Year-Round Units	4,960		6,665	
Total Occupied Units	4,742	96%	6,462	97%
Total Vacant Units	218	4%	203	3%
Total Owner Occupied	3,642		5,263	
For Sale – Vacant	42	1%	64	1%
Renter Occupied	1,100		1,199	
For Rent – Vacant	83	7%	60	5%
Other Vacant*	93		62	

Source: U.S. Census

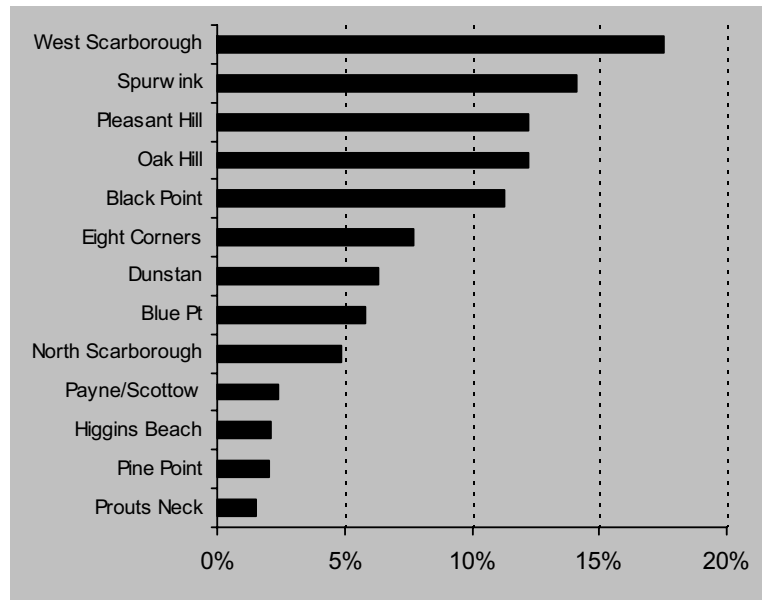
\*Note: Includes units for migratory workers (0 in 2000), units rented or sold but not yet occupied (18 in 2000), and other vacant units (44 in 2000).

## Housing Inventory

have been built in Scarborough. This development occurred throughout town: around older settlements, along coastal roads, in centers at Oak Hill and Dunstan, and on rural lands. For purposes of this analysis, the town has been divided into 13 sectors (figure 7). These sectors are the same as those used in the 1993 Comprehensive Plan Update.

- **West Scarborough** includes the Broad Turn Road corridor and extends up to Beech Hill. Between 1990 and 2002, more than 360 housing units were built in this section of town. This was the faster growing section of town; nearly 18% of all housing units were built in West Scarborough.

Figure 2. Percent of Total New Dwelling Units, 1990 - 2002



Source: Scarborough Assessing Department

In the 1980s, this area accounted for 16% of all new housing units in town. Most of these units were in large-lot subdivisions. Several large parcels of undeveloped land remain.

- **Spurwink Road** is the coastal corridor from Cape Elizabeth to Black Point Road. It largely lacks public sewers, but new development has accounted for 295 new units between 1990 and 2002, or 14% of the total. More than 80% of these new units were in the Piper Shores development. In the 1980s, this neighborhood had only 5% of the town's development.
- **Pleasant Hill** has steadily increased its number of dwelling units since public sewer was introduced to the area in the 1970s. Between 1990 and 2002, 254 new housing units were built in this neighborhood. This accounted for 12% of all new housing units in Scarborough. The amount of developable land has dwindled recently, and with significant undeveloped tracts restricted by environmental concerns.
- **Oak Hill** is the civic center of Scarborough and includes much of the Route 1 corridor. Residential neighborhoods are interspersed with commercial and other nonresidential uses. The area gained 255 new housing units between 1990 and 2002, or 12%.
- **Black Point** includes most of the land along the Black Point Road corridor. Approximately 11% of all new units built between 1990 and 2002 were in Black Point (236 units). Most of this new development has been along the Old Eastern Road and away from the Scarborough Marsh.

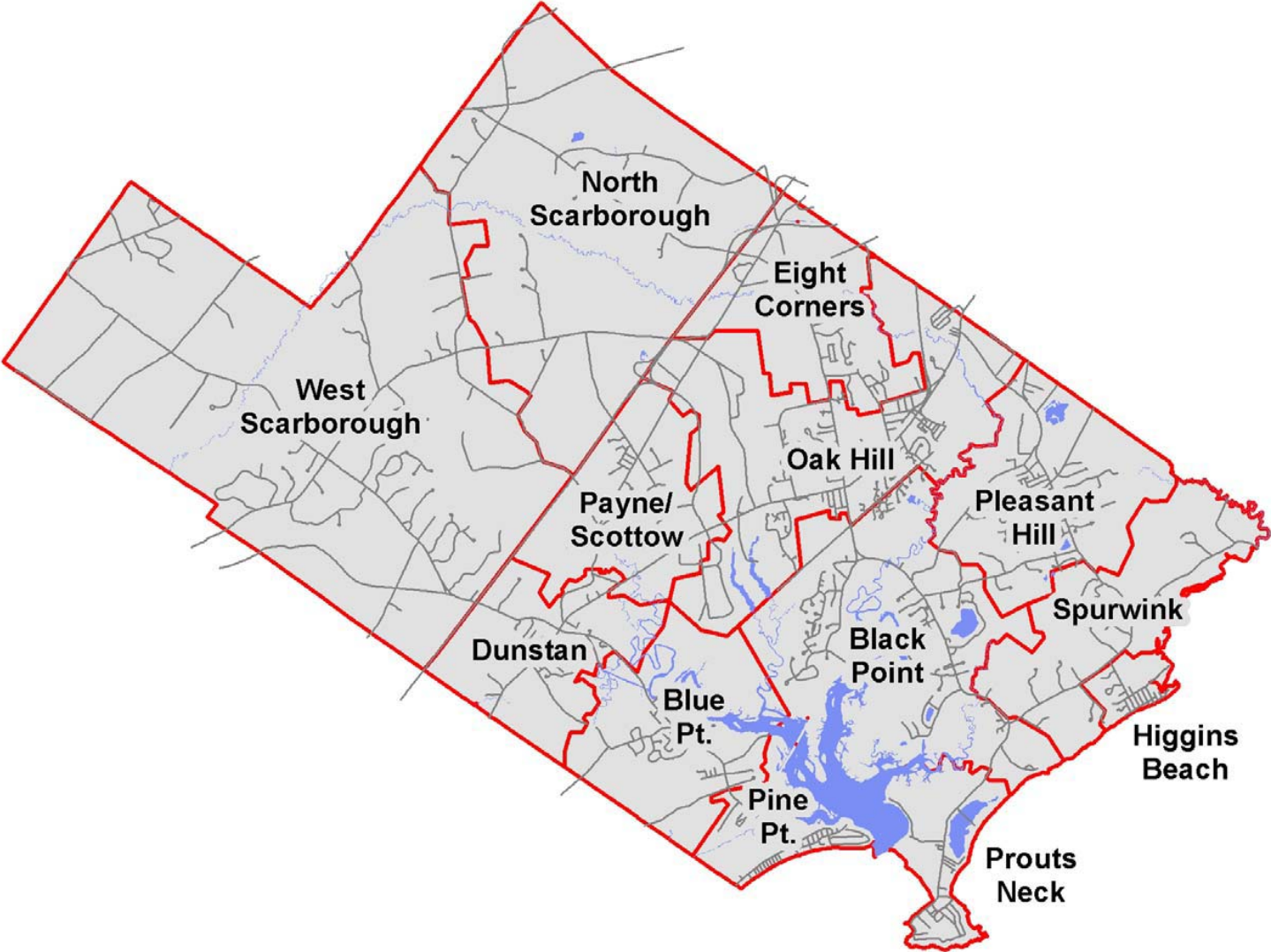
## Housing Inventory

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This neighborhood had a significantly smaller share of the town's development in the 1990s than the 1980s, when it was the fastest growing area in Scarborough (16%).

- The ***Eight Corners*** neighborhood has grown rapidly since sewer was extended there in 1990. Much of the development has been in subdivisions off of Gorham Road (Route 114). A total of 160 new housing units were built here between 1990 and 2004, or 8% of all new units. In the 1980s, this neighborhood accounted for approximately 2% of all new units.
- ***Dunstan*** is a historic commercial center on Route 1. Between 1990 and 2002, approximately 130 new units were added in Dunstan, mostly south and east of the village. This was 6% of all development in town. Several larger parcels of vacant land remain, notably south and west of the village to the Saco town line.
- ***Blue Point*** is located between the Scarborough Marsh, Pine Point, and Dunstan. This neighborhood added 120 new housing units between 1990 and 2002, mostly in subdivisions surrounding the heart of the community. About 5% of all new units built in Scarborough between 1990 and 2002 were in Blue Point. Additional vacant land remains, though wetlands and poor soils may limit its development potential.
- ***North Scarborough*** includes Gorham Road and Running Hill Road. This area added 102 new housing units between 1990 and 2002. North Scarborough accounted for 5% of the town's growth in the 1990s, which was less than in the 1980s. This development was in the form of large lot subdivisions. A significant amount of undeveloped land remains in this section of town.
- ***Payne Road/Scottow Hill Road*** extends from Exit 42 of the Maine Turnpike to Dunstan Corner. Between 1990 and 2002, this area added 51 new housing units, or 2 % of all units. This area lacks public sewer and water, and with limited soil capacity to handle new development, much of the undeveloped land is likely to remain that way.
- ***Higgins Beach*** is a tightly settled summer colony. This neighborhood gained 44 new dwellings between 1990 and 2002. Most homes are now occupied year-round and little vacant land remains. Higgins accounted for 2% of the town's growth, which was less than 1980-1991.
- ***Pine Point*** is a beach front neighborhood encompassing the southwest shore of Scarborough. Between 1990 and 2002, it added 41 new housing units, or 2% of the town's growth (less than in the 1980s). This area is largely built-out.
- ***Prouts Neck*** is a well-known summer colony surrounded by the Atlantic Ocean and Scarborough Marsh. From 1990 to 2002, this area added 31 new dwelling units, or 1.5% of the total growth (about the same as 1980 to 1991). The community is split between seasonal and year-round residences and little developable land remains.

Figure 3. Scarborough Neighborhoods





**Housing Affordability**

Maine Law defines “affordable housing” as a decent, safe and sanitary dwelling, apartment or other living accommodation for which the cost does not exceed 30% of the inhabitant’s gross income.

The following affordability assessment catalogues the demand for and supply of affordable housing in Scarborough. The Scarborough Housing Alliance conducted an independent analysis of affordable housing. A summary of this analysis is included in Appendix C.

**Demand for Affordable Housing**

Maine law requires that comprehensive plans set a goal that 10% of the housing stock should be affordable to very low, low, and moderate income households. Very low income is defined as an income less than 50% of the Portland Metropolitan Statistical Area’s median household income; low income is 50% to 80%; and moderate income is 80% to 150% of the median income. The median household income for the Portland Housing Market Area, which includes Scarborough, was \$50,828 in 2004. According to estimates from the Maine State Housing Authority and Claritas Inc., in 2004 there were:

- 1,090 very low income households (under \$25,414), or about 15% of all households in Town. The householder in more than one-half of these households was over 55 years of age in 2004. In 1990, 10% of Scarborough’s households were considered very low income.

Table 3. Estimated Distribution of Households by Income and Age of Householder, 2004

Household Income	Age of Householder							Total
	15-24	25-34	35-44	45-54	55-64	65-74	75 +	
Very low income	31	60	204	192	108	234	261	1,090
Low income	63	79	196	152	241	206	125	1,062
Moderate income	83	319	500	466	351	201	161	2,081

Source: Maine State Housing Authority, and Claritas, Inc.

- 1,062 low income households (\$25,414 to \$40,662), or about 15% of all households in Town. The householder in more than one-half of these households was between 45 and 75 years old in 2004. In 1990, 12% of Scarborough’s households were low income.
- 2,081 moderate income households (\$40,662 to \$76,241), or about 28% of all households in Town. The major householder in nearly two-thirds of these households was between 35 and 64 years old in 2004. In 1990, 31% of Scarborough’s households were moderate income.

Not all households that fall within one of these income ranges have an unfulfilled need for housing. Some are renters who are in an acceptable unit at a price affordable for them (for example, a publicly assisted unit or an older private unit). Some are renters who, give their age or employment situation, would not choose to buy a home even if they had the opportunity. Some such as many senior households, may have low incomes (because they are retired) but already own a home with little, if any, mortgage and are satisfied where they are.

## Housing Inventory

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The number of households in Scarborough with specific affordable housing needs can be broken down in the above categories of very low income, low income, and moderate income households.

- **Very low income family households** with a need/desire to rent are headed by persons under age 65 years old, have income below the federally established incomes (at or below 50% area median income) for eligibility in subsidized or assisted rental housing developments, and have a desire or need to rent.

An estimated 595 of Scarborough's householders are under age 65 years old with very low income. Of these, an estimated 296 are renter households – householders under age 65 years old and at or below 50% of the area median income of \$50,828. Affordable gross rents would be less than \$635 per month for very low income households in Scarborough. According to the Maine State Housing Authority, in 2004 there were 137 subsidized units available in Scarborough for households that fell within the above guidelines. There is a need of an additional 159 affordable rental units for very low income family households in Scarborough.

- **Very low income elderly households** with a need/desire to rent are headed by persons age 65 years old or older, have income below the federally established incomes (at or below 50% area median income) for eligibility in subsidized or assisted rental housing developments, and have a desire or need to rent.

An estimated 495 of Scarborough's householders are age 65 years old or older with very low incomes. Of these, an estimated 91 are renter households – householders age 65 or older and at below 50% of the area median income of \$50,828. Affordable gross rents would be less than \$635 per month for very low income households in Scarborough. According to the Maine State Housing Authority, in 2004 there were 45 subsidized units available in Scarborough for households that fell within the above guidelines. There is a need of an additional 46 affordable rental units for low income elderly households in Scarborough. In the next ten years, this need will increase as the number of seniors grows.

- **Low income households**, both family and elderly households, with a need/desire to rent and have income between 50% and 80% of the area median income (\$25,414 to \$40,662).

An estimated 1,062 of Scarborough's householders are low income, of which an estimated 258 are renter households. Affordable gross rents (30% or less of gross income) would be between \$635 and \$1,017 per month for low income households in Scarborough. According to the Maine State Housing Authority, in 2004 the year-to-date average rent for a two bedroom apartment in Scarborough was \$990. In which case, a household income of \$39,618 would be needed to pay for a two bedroom apartment.

## Housing Inventory

An estimated, 94% (242) of the low income renter households in Scarborough cannot afford an average two bedroom apartment. Additional affordable (rents below \$990), decent apartments are needed for low income households.

- **Moderate income households** in their typical first-time homebuying years are headed by 25 to 44 year olds, have moderate incomes (\$40,662 to \$76,241), and have a desire to own their own home.

An estimated 819 of Scarborough's householders are age 25 to 44 with moderate incomes. Of these, an estimated 216 are renter households – householders age 25 to 44 years old with 80% to 150% of the area median income of \$50,828. An affordable home price for households with an income of \$40,662 to \$76,241<sup>2</sup> would be \$128,600 to \$277,600. According to the Maine State Housing Authority, in 2004 year-to-date median home price for Scarborough is \$289,900. In 2003, the median home price was \$265,000. A review of the Maine Multiple Listing Service, Inc revealed 27 single family and condominiums in the price range of \$125,000 to \$275,000. There is an estimated need of an additional 175 to 200 homes priced in the range of \$128,600 to \$277,600 for first-time homebuyers.

<sup>2</sup> Analysis for home price assumes household would pay 30% of gross income on housing costs, a loan period of 30 years at 6% fixed interest, zero down payment, and \$250 a month for taxes, insurance, and PMI.

Figure 4. Median Price of Single-Family Homes, 2000 to 2004 (est)

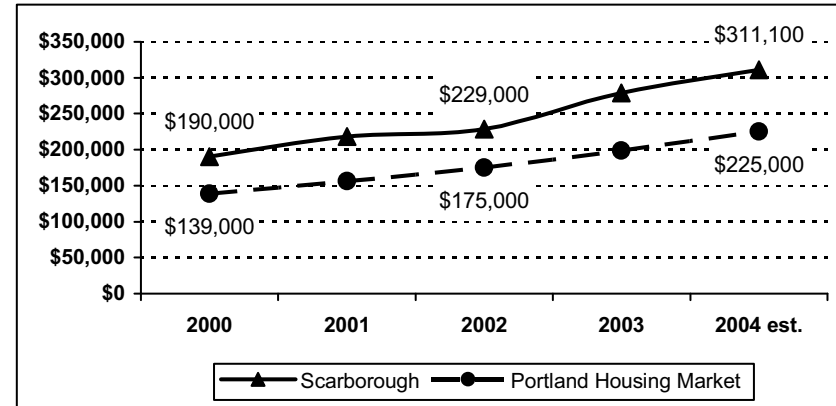
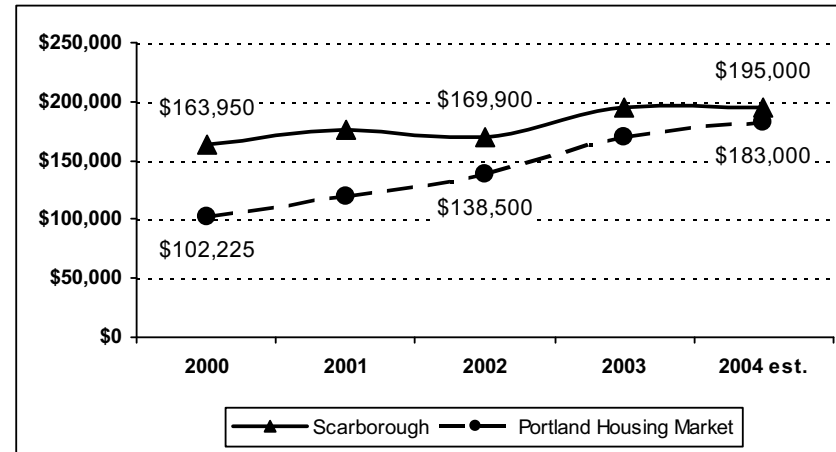


Figure 5. Median Price of Condominiums, 2000 to 2004 (est)



Source: Multiple Listing Service, Maine State Housing Authority

**Supply of Affordable Housing**

In the past five years, the median price of single family homes and condominiums have been higher in Scarborough than the Portland Housing Market Area as a whole. In 2004, the median sale price of a single family home in Scarborough was \$311,100 compared to \$225,000 in the Portland HMA, or 38% more. During the same year the median sale price of a condominium in Scarborough was \$195,000 compared to \$183,000 in the Portland HMA, or 7% more.

When median incomes are compared to median home costs, an affordability index can be constructed. Scarborough’s affordability index in 2004, as calculated by the Maine State Housing Authority, is 0.64. This means that the typical family can afford about 64% of the price of the typical house in Scarborough. A household income of about \$85,000<sup>2</sup> would be needed to afford the median single family home in Scarborough.

Housing has become less affordable over the last four years as increases in the cost of housing has outpaced increases in median household incomes. In 2000, the median household in Scarborough could afford 83% of the median housing unit. In 2004 this number had fallen to 64%. Very low income households that could afford 41% of the median housing unit in 2000 could only afford 31% of that housing unit in 2004.

As a result, very few moderate income first-time homebuyers can afford a single family home in Scarborough. In the past five years, only 29 households (10 in 2000, 11 in 2001, 6 in 2002, 2 in 2003, and none in 2004) bought a home through the

Maine State Housing Authority’s first-time homebuyers program.

A review of the Maine Multiple Listing Service, Inc. revealed 27 housing units, 20 single family and 7 condominiums, for sale in Scarborough considered “affordable” for moderate income households. There were no homes available at a sale price lower than \$125,000. Of the 27 units for sale, the median sale price for both single family homes and condominiums was about \$230,000.

Three subsidized or assisted rental developments are located in Scarborough.

**The Village at Oak Hill** is a federally assisted elderly and disabled rental housing project at 72 Gorham Road. This development is owned by Oak Hill Village Associates, a private partnership. The project is made up of 38 Section 8 units which include 1 and 2 units, and 1 bedroom units that are accessible to the handicapped. The project provides deep subsidies to its tenants and is specifically for low income elderly (65 years old or older) households. These households

Table 4. Housing Units on the Market, December 2004

Sale Price	Description	Total
\$125,000 to \$150,000	1 single family home (SF)	1
\$150,000 to \$175,000	2 SF, 1 condominium	3
\$175,000 to \$200,000	2 SF, 1 condominium	3
\$200,000 to \$225,000	3 SF, 1 condominium	4
\$225,000 to \$250,000	9 SF, 1 condominium	10
\$250,000 to \$275,000	4 SF, 2 condominiums	6
<b>Total</b>		<b>27</b>

Source: Multiple Listing Service, www.realtor.com

## Housing Inventory

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pay 30% of their incomes to rent. Alpha Management, which manages the property, indicates that there is an applicant pool and waiting list. The average waiting time to obtain a unit is 6 months to 1 year.

**The Oaks** at 79 Gorham Road is a State-assisted rental housing development. It is owned by The Oaks Associates, a private partnership. The project includes 60, 1, 2, and 3 bedroom units, and 2 bedroom units which are accessible to the handicapped. This project is supported through the State Rental Housing Loan Program (RHLP) which offers special financing to the owner in exchange for reserving 60% of the units (36 units) for qualified low income tenants. The 40% market-rate rental units help subsidize the reduced rent units. Alpha Management, which also manages this property, indicates that there is no waiting list for the reduced rent units and one vacancy. According to the property manager, the reason for a no waiting list is due to the time of the year – people tend not to want to move in the winter; and people don't return applications if what they are looking for is not available at the time

**Meadow Woods** is located at 62 Gorham Road. It is a State-assisted rental housing development that also uses RHLP. It is owned by Meadow Woods Associates, a private partnership, and is made up of 37 units. The project includes an 40%/60% mix of market rate/reduced rent units. Alpha Management, which manages this project, indicates that there is no waiting list for the reduced rate units and one vacancy. According to the property manager, the reason for no waiting list is due to the same reasons as the Oaks.

The South Portland Housing Authority indicates that it has 12 scattered units in Scarborough in which tenants receive assistance under the Section 8 program. The Westbrook Housing Authority has 5 similar units in Scarborough.

### **Required Affordable Housing Goal**

State law requires that "the municipality seek to achieve a level of 10% of new residential development...meeting the definition of affordable housing." In Scarborough, which anticipates about 800 new households between 2005 and 2015, this translates into a goal of about 80 units through 2015. This would meet about a fifth of the total potential need for about 400 units, both rental and owned, identified in this section. Given the proportions of need, a large share of these should be targeted to very low and low income households.

### **Scarborough Housing Alliance**

In May of 1991 the Scarborough Town Council created the Scarborough Affordable Housing Alliance. The Council re-authorized the Alliance in October of 2003. The Alliance is made up of 14 local residents representing a cross-section of the community. The Alliance has been inventorying the community to assess the extent of need in Scarborough. It is considering strategies to meet the need for affordable housing.

In June of 1992, the State accepted Scarborough as a Maine Affordable Housing Community. This gives the Alliance official recognition and is prerequisite to procuring state funding.

**Issues and Implications**

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1. Scarborough is Maine's fastest-growing community.
2. We project our town's housing stock will continue to increase in the future. In part due to the Growth Management Ordinance, this growth will not be as great as the 1990s, but it will be substantial.
3. Several sections of Scarborough have grown quicker than areas west of the Maine Turnpike. However, because of the pattern of in this section of town, the growth here is particularly noticeable. Is the pattern of development that has been occurring west of the Maine Turnpike appropriate for the future?
4. Scarborough is a town of villages. Each village has a distinct history and identity. How can the Town ensure that the identity of each village is not lost as the town continues to grow in the future?
5. No new subsidized or assisted rental developments have been built in Scarborough in the past decade. There is an unmet need of about 200 affordable rental units for low income family and elderly households in Scarborough. Should the Town consider encouraging area housing authorities or housing development entities to develop housing in Scarborough to meet the needs defined in this inventory?
6. Rising housing costs in Scarborough is making Scarborough one of the least affordable communities in the Portland Housing Market Area. A household income of

about \$85,000 would be needed to afford the median single family home in Scarborough. Are there elements of Scarborough's zoning and subdivision ordinances that are barriers to the development of affordable housing? Are there provisions that could be designed to encourage the development of affordable housing? (in text discussion about these topics)

## Transportation Inventory

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### Vehicular Traffic

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Scarborough's transportation network is, for the most part, comprised of roadways. The various components of this road network serve a variety of functions, and the responsibility for building and maintaining the components is shared by the Town and the State of Maine.

For more detailed information, see the Scarborough Town Wide Transportation Study that was completed in 2005.

### Functional Classifications

According to the Public Works department, Scarborough has approximately 165.87 miles of roads. These roads vary in function and character from the high-speed interstate highway to low-speed residential streets. MDOT supplied a breakdown of arterial road, connector roads, and local roads, however, the total figures mileage was slightly different from the Town figures. Variances are likely result of the Town's knowledge of new local roads and how divided highways are counted. Based on the MDOT information:

- Approximately 23 miles are arterial roadways, or travel routes designed to carry high speed, long distance traffic. These routes usually have Interstate or US Route number designations. Arterial roadways in Scarborough include Interstate 95, access ramps to Interstate 295, the Scarborough Connector, Route 1, Route 114 (Gorham Road), the Haigis Parkway, and Cummings Road. In

addition, portions of Route 22 (County Road) and Payne Road are arterials.

- Approximately 38.1 miles are collector roadways, or travel routes that collect and distribute traffic to and from arterials, serving places of lower population densities, and somewhat removed from main travel routes. In Scarborough, the following roads are collectors: Holmes Road, Beech Ridge Road, Saco Street, Spring Street, Mussey Road, East Grand Avenue, Route 9 (Pine Point Road), Route 207 (Black Point Road), Route 77 (Spurwink Road), Highland Avenue, and Pleasant Hill Road. In addition, portions of Route 22 (County Road) and Payne Road are collector roads.
- Approximately 84 miles are local roads, or roadways not classified as arterial or collector and serving primarily adjacent land areas.

In general, Route 1 is the backbone of our town's road network, and roads radiate from Route 1. Three spurs serve Pleasant Hill and the coastal areas of town – Pleasant Hill Road, Black Point Road, and Pine Point Road. Three spurs serve Scarborough's interior – Broadturn Road, Payne Road, and Gorham Road.

### Maintenance Responsibilities

Both the State of Maine and the Scarborough Public Works Department are responsible for maintenance of the road network in our town. However, in 2001 the State completed a major review of roadways, and gave back a number of roads to the Town for maintenance.

The State provides reconstruction, paving, and summer maintenance for about 9.9 miles of road in Scarborough including, the Haigis Parkway, two sections of Broadturn Road, a portion of Highland Avenue from Chamberlain Road to Black Point Road, a small stretch of Route 114 by the golf course and Payne Road, a portion of Beech Ridge Road, and portions of Route 1. The Town provides such maintenance for all other roadways in the community, as well as winter maintenance for 100% of the Town’s roadways. This means that the Town provides reconstruction, paving, and summer maintenance for approximately 155.97 miles of roadway and winter maintenance for 165.87 miles of roadway.

**Traffic Volumes**

Route 1 is the backbone of our town’s transportation network. The Maine Department of Transportation estimates that more than 25,000 vehicles travel along stretches of Route 1 each day. Other high volume road corridors include Route 114, Payne Road, Pleasant Hill Road, and Black Point Road.

The Scarborough Transportation Study compares peak traffic counts at 12 intersections in Scarborough in 1988 with counts at those same intersections in 2003. The change in growth between 1988 and 2003 ranges from a high of 121% at the Route 114/Mussey Road intersection and a low of 4% at the Route 1/Pine Point Road/Broad Turn Road intersections. The average change in traffic for the 12 intersections is 39.4%, or an annual growth rate of about 2.3%.

However, the Scarborough Transportation Study cautions that both sets of data are single-day information and the actual comparative value of this data is limited.

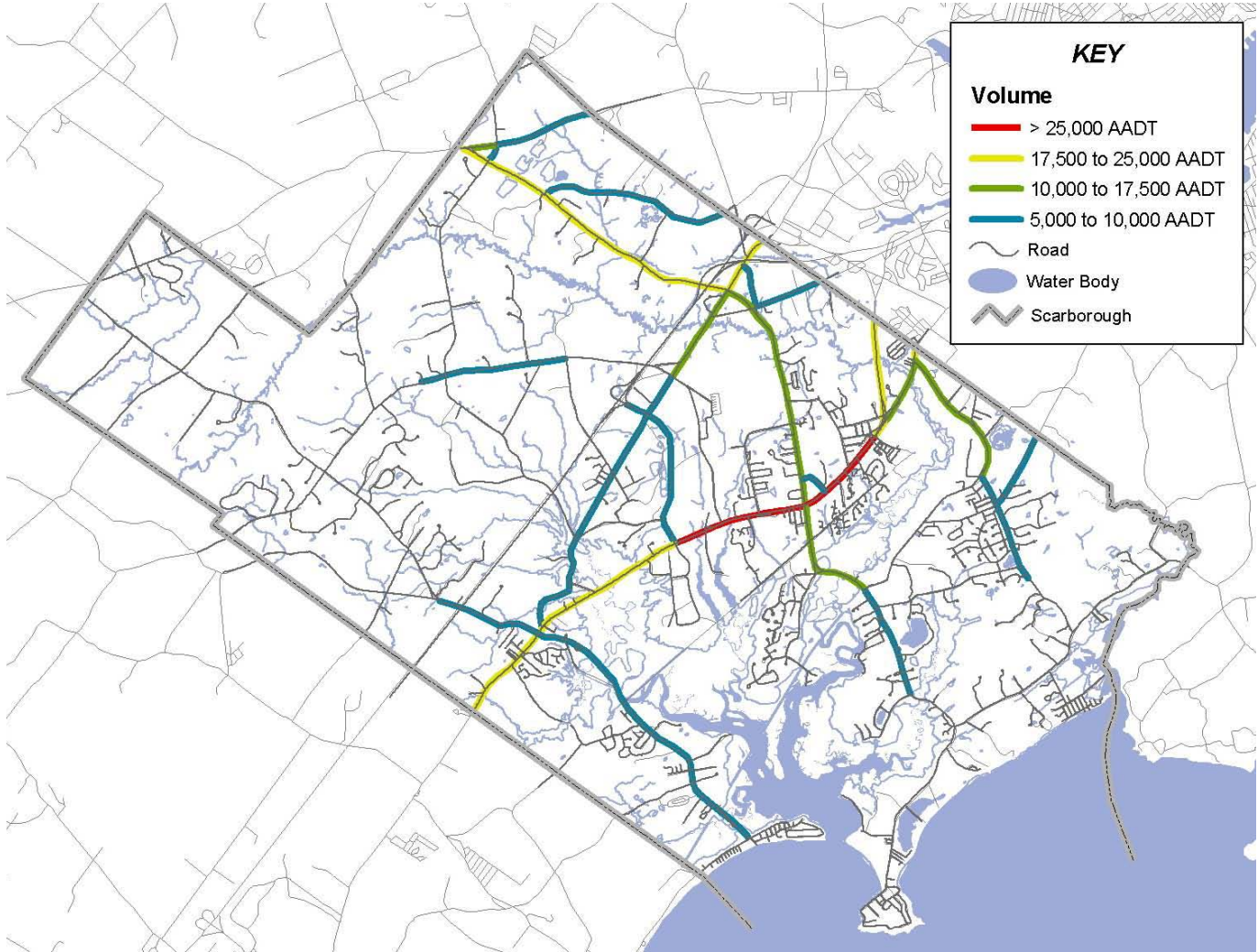
**Table 1. Traffic Data Comparison, 1988 to 2003**

Intersection		Total Intersection Volume - PM Peak Hour -		
		1988 Count	2003 Count	% Change
1	Route 114/Mussey Rd	648	1,434	121.3%
2	Mussey Rd/Spring St	660	1,433	117.1%
3	Payne Rd/Spring St	1,948	3,524	80.9%
4	Payne Rd/Mussey Rd	1,045	1,831	75.2%
5	Payne Rd/Route 114	1,788	2,918	63.3%
6	Route 22/Saco Rd/Beach Ridge Rd	1,197	1,822	52.2%
7	Route 1/Sawyer Rd	2,168	2,889	33.3%
8	Oak Hill Intersection	3,087	4,078	32.1%
9	Route 114/Route 22	1,749	2,124	21.4%
10	Route 1/Payne Rd/Harlow St	2,734	3,169	15.9%
11	Route 114/Running Hill Rd	1,441	1,580	9.6%
12	Route 1/Pine Point Rd/Broadturn Rd	3,037	3,164	4.2%
	<b>TOTAL</b>	<b>21,502</b>	<b>29,996</b>	<b>39.4%</b>

**Source:** Scarborough Transportation Study, March 2005



Figure 1. Average Annual Daily Traffic, 2002



Source: Maine Department of Transportation

**High Crash Locations**

The Maine Department of Transportation tracks accidents and measures potential safety problems by looking at the total number of accidents in a location and comparing this to the number that may be expected given the type of roadway involved and its traffic volumes. From this information,

MDOT calculates a “critical rate factor” (CRF). Any location that has a CRF greater than 1.00 and that has eight or more accidents over a three-year period is considered a high crash location.

The Scarborough Transportation Study assessed each of Scarborough’s 16 high crash locations, by using the most recent data available (1999 through 2001) and excludes Interstate 95.

**Table 2. High Crash Locations, 1999 to 2001**

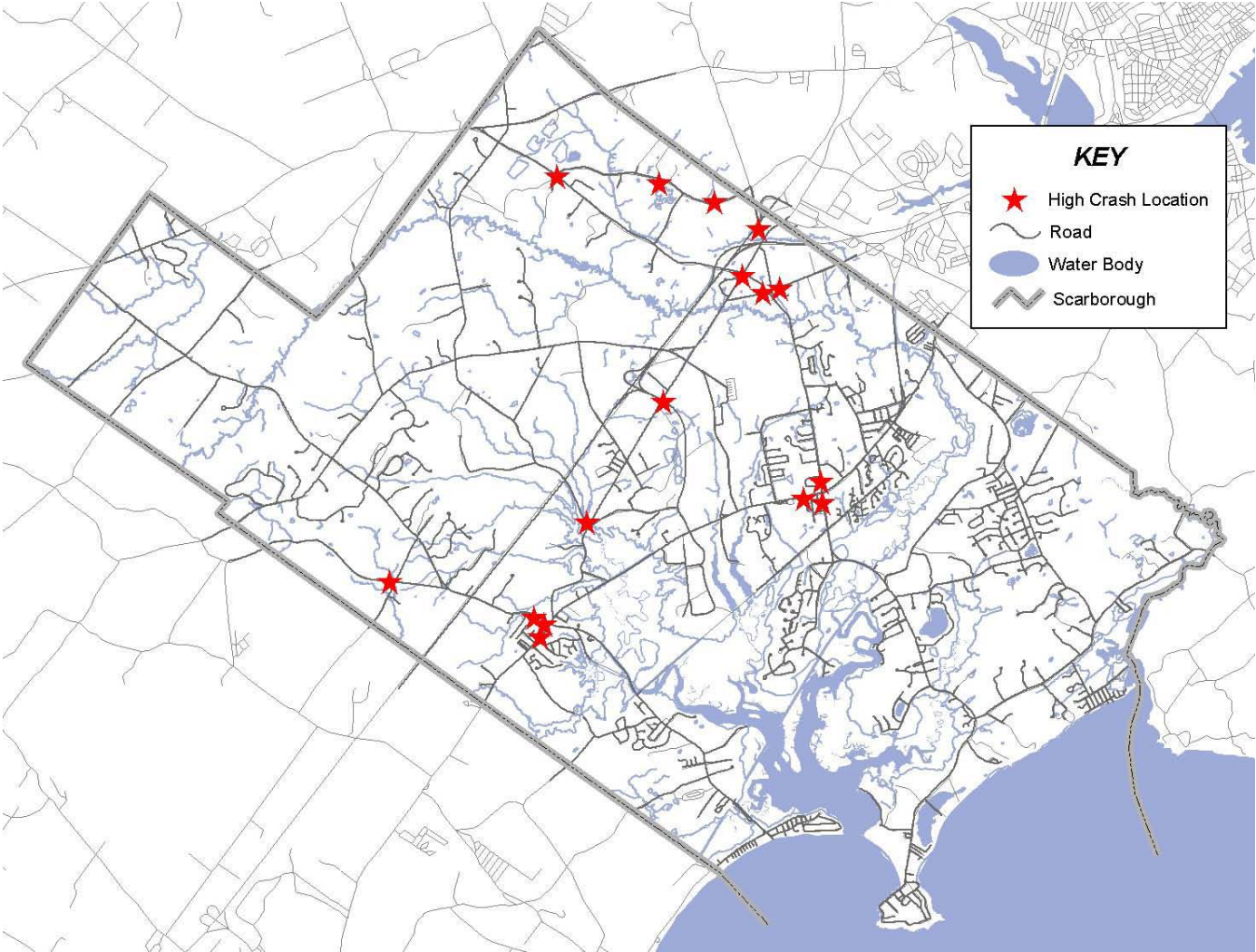
	<b>Location</b>	<b># of Crashes</b>	<b>Critical Rate Factor</b>
A	Mussey Rd @ Spring St	36	9.78
B	Hearne Rd @ Ash Swamp Rd	10	8.33
C	Route 114 @ Mussey Rd	30	5.80
D	Route 114 (Between Route 1 & High School Dr)	17	4.84
E	Rt 114 @ Running Hill Rd	16	2.10
F	Payne Rd (Between Regal Pines Rd & Scottow Hill Rd)	13	1.77
G	Route 1 @ Old Blue Point Rd	13	1.45
H	Spring St (Between Payne Rd & South Portland City Line)	8	1.37
I	Black Point Rd (Between Route 1 & Thornton Rd)	15	1.36
J	Payne Rd @ Haigis Parkway/Exit 42	32	1.35
K	Route 1 (Between Fairfield Rd & Westwood Ave)	10	1.28
L	Route 1 (Between Orchard Rd & Pine Point Rd)	24	1.27
M	Broad Turn Rd (Between Martin Rd & Route 1)	9	1.25
N	Running Hill Rd (Between New Rd & Green Rd)	8	1.25
O	Route 114 @ Payne Rd	36	1.23
P	Running Hill Rd (Between New Rd & South Portland City Line)	11	1.15

**Source:** Scarborough Transportation Study, March 2005

The Scarborough Transportation Study has detailed collision diagrams for each of these sites and includes a probable cause summary for each of the high crash locations. Refer to Technical Memorandum #1: Existing Conditions Summary for detailed descriptions.

Since this accident data was collected, two of the most dangerous intersections in Scarborough have been improved. In both cases, the improvements have reduced the frequency of traffic accidents. Those intersections include Mussey Road at Spring St and Route 114 at Mussey Road.

Figure 2. High Crash Locations, 1999 to 2001



Source: Maine Department of Transportation

**Traffic Mobility**

Scarborough’s Town Wide Transportation Study completed in March 2005 performed a capacity analysis of 49 intersections in Scarborough to determine the level of service under peak 2003 traffic loadings. Of the 49 intersections, 24 were unsignaled intersections and 25 were signaled intersections. Each intersection was rated either an A, B, C, D, or F. An “A” rating represents a very good intersection with little delay, while an “F” is a failing intersection with very poor conditions.

Unsignaled intersections with a “D” rating or lower should be studied to determine appropriate improvements. According to the Transportation Study, 10 unsignaled intersections have a “D” rating or lower; these intersections are listed in Table 3. A level of service of “D” or higher is desirable for a signaled intersection. The Transportation Study also identifies 7 signaled intersections with a “E” rating or lower, these intersections are listed in Table 4.

**Table 3. Unsignaled Intersections with a Low Level of Service**

	Intersection	Total Delay (seconds)	Level of Service
A	Black Point Rd – Highland Ave left turn	54	F
B	Pleasant Hill Rd east bound onto Highland Ave	181	F
C	Mussey Rd onto Payne Rd	447	F
D	Spring St west bound Left Turn onto Payne Rd	485	F
E	Bridges Drive onto Payne Rd	85	F
F	Running Hill Rd onto Route 114	212	F
G	Spring St onto Route 114	143	F
H	Cumberland Way left turn onto Route 114	53	F
I	Holmes Rd west bound onto Beech Ridge Rd	48	E
J	Maple St onto Route 1	158	F

**Source:** Scarborough Transportation Study, March 2005

**Table 4. Signaled Intersections with a Low Level of Service**

	Intersection	Total Delay (seconds)	Level of Service
A	Route 1/Oak Hill, Route 1 northbound	62	E
B	Route 1/Oak Hill, Route 1 southbound	64	E
C	Route 1, Broadturn Rd (Dunstan Corner), Route 1 northbound	>80	F
D	Route 1, Payne Rd (Dunstan Corner), Route 1 southbound	>80	F
E	County Rd/Saco St, Saco St southbound	>80	F
F	Gorham Rd/Beechridge Rd, Gorham Rd westbound	>80	F
G	Mussey R/Gorham Rd, Mussey Rd eastbound	>80	F

**Source:** Scarborough Transportation Study, March 2005

### **Future Conditions**

The Scarborough Transportation Study projected peak hour traffic volumes for each of 49 intersections in 2025. The PACTS Travel Demand Model was used to develop traffic volumes for the Scarborough Transportation Plan. The model has 4 inputs: population, households, employment and the transportation network (roadways and transit routes). Assumptions included the future base roadway network consisting of existing roadway/transit network plus those projects that are already funded (but not yet built) or that have a very high probability of being funded and built.

According to the Study, traffic growth within the community is expected to increase by an average annual rate of more than 1% per year at nearly all of the 49 study intersections. Only 4 intersections: Black Point Road/Route 77, Black Point Road/Fogg Road, Black Point Road/Highland Avenue, and Pine Point Road/Jones Creek Road experience annual traffic increases of 1% or less. Generally, the average annual growth in traffic at the majority of the Study intersections ranges from greater than 1% per year to more than 2% per year.

### **Parking Facilities**

Not including parking at the public schools and ballfields throughout the town, public parking facilities in Scarborough are limited to the two lots at Pine Point (Hurd Park and adjacent to the Town landing), a lot at Ferry Beach, and the lot at Scarborough Beach State Park. Additional public parking spaces have not been added in Scarborough for many years, however, the existing lots are well maintained and are generally in good shape.

### **Bicycle Facilities**

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Scarborough's Town Wide Transportation Study identified one on-road and off-road bicycle system. The Pine Point Road is the only road in Scarborough that is striped and signed as a bicycle lane. Scarborough's remaining major arterial and collector roads were assessed to determine their capacity for expanding the on-road bicycle network in Scarborough. The Maine Department of Transportation's minimum standard for "on-road" bicycle routes are 4 foot paved shoulders on non-curbed road sections and 5 feet where curb barriers are used.

Only a limited number of roadway segments in Scarborough meet the MDOT bicycle route criteria. Bicycle routes could be considered on a very short section of Route 114, somewhat lengthy sections of Payne Road, Route 1 and Black Point Road, and the entire length of Haigis Parkway.

### **Pedestrian Facilities**

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The 2005 Transportation Study identified sidewalks and walking paths throughout the Town in a field survey. The sidewalks in Scarborough range in width between 2½ feet to more than 8 feet in width, and are provided on all, or segments of, 69 streets. The majority of sidewalks, especially in most recently developed residential subdivisions, are constructed with bituminous asphalt and are designed with a grass esplanade and curb barrier that separates the sidewalk from public travel. Generally, handicapped accessible ramps on the sidewalks are provided at each intersection and driveway apron. The Transportation Study identified 11 sections of sidewalks on 3 separate streets where the sidewalk was determined to be in

## Transportation Inventory

poor condition, 6 of the 11 sections were found on Pine Point Road where the sidewalk is narrow, 4½ feet or less, and the pavement surface is in extremely poor condition. In addition, the placement of mailboxes, private property hedges and public utility poles severely limiting the useable walking surface. Four segments of sidewalk along U.S. Route 1 were also found to have sidewalks in very poor condition.

The field survey also identified a number of unmarked or unimproved recreational trails used mostly for all-terrain vehicles and/or snowmobiles, and a limited number (10) of marked or improved trails and walking paths throughout the Town. The most prominent of the 10 improved walking paths/trails is the Eastern Trail System which transverses a combination of paved public streets and a portion of the gravel section of Eastern Avenue. Major marked trail opportunities are provided within the Scarborough Marsh area, with designated trail connections to neighborhoods streets and automobile parking areas. The Prouts Neck Area of the Town also has numerous marked and unmarked trails, although the entire area is posted as private. The recently constructed Piper Shores Retirement Facility, located near Route 77, constructed an off-road trail along the main entrance roadway as well as providing connecting sidewalks within the retirement facility complex.

### **Public Transportation**

Scarborough does not have a locally centered, scheduled public transportation system. Currently, the Biddeford-Saco-Old Orchard Beach Shuttle Bus provides intercity routes originating in Saco, Biddeford and Old Orchard Beach which

connects passengers to shopping, and work in Scarborough as well as in South Portland and Portland. The Shuttlebus offers six round trip fixed-route transit runs on Monday through Friday and four on the weekends, with two of the Sunday transit runs only being offered in the summer. The Shuttlebus stops include Scarborough Clambake and Pine Point, Dunstan Corner, and Oak Hill. In addition, the City of South Portland's Bus Service also offers a stop at the Walmart in Scarborough, but at no other locations in Scarborough.

### **Rail Lines**

The existing AMTRAK Downeaster Route passes through Scarborough along rail lines which are also used for freight. While the Town currently does not have a passenger rail service stop, this passenger rail service provides the Town with an opportunity to create a stop for passenger rail services.

### **Issues and Implications**

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- ❑ Route 1 is a major transportation corridor that serves both commuting traffic and local traffic. Planning and future development should accommodate these demands.
- ❑ Since the State has completed a review of roadways in 2001, the Town of Scarborough is responsible for maintaining the vast majority of roads in the Town. Not including the Maine Turnpike, only 9.9 miles of road are maintained by the State. The increase in roads needing maintenance will increase the demands places on the Public Works Department.
- ❑ Data used in the Town Wide Transportation Study completed in March 2005 indicates vehicular traffic in Scarborough has increased at rate of about 2% annually between 1998 and 2003. Projected increases in vehicle traffic indicate growth will continue in Scarborough at 1% to 2% annually. The Town should plan ways of accommodating the increase in vehicle traffic.
- ❑ Crash data supplied by MDOT indicates that the Town of Scarborough has about 16 high crash locations throughout the Town. While two locations have been improved recently, other high crash location could use improvement.
- ❑ While the Town has some public parking spaces at the Town beaches, there has been little change in the number of public parking lots in Scarborough over the last ten years.
- ❑ The town does not have a locally centered scheduled public transportation system, and other public transportation is limited to the services offered by the Biddeford-Saco-Old Orchard Beach Shuttle Bus and a single stop at the Walmart store in Scarborough by the City of South Portland bus service.

## **Public Facilities**

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Our town has grown considerably and the demands placed on our public facilities are changing. This chapter inventories our town's public facilities and identifies improvements that are needed in order to continue providing a high level of service.

In 1999, the Town commissioned the Municipal and School Facilities Study. This study is an exhaustive catalogue of each facility's condition and ability to provide services into the future. This chapter is a summary and update of the Municipal and School Facilities Study.

This chapter includes assessments of the Police Department, Fire Department, Rescue, Public Works, Municipal Building, and School Department. Other public facilities are addressed elsewhere in the plan, including recreational facilities, Public Library, sewer and water utilities, and transportation facilities.

### **Police Department**

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The Scarborough Police Department provides public safety services to the town 24 hours a day, seven days per week. The Department is housed in the public safety building on Route 1 in Oak Hill. The Communications Center and the Fire Department are located in the same building.

The public safety building is a 15,000 square foot structure on approximately two acres. The building is generally in good condition, but overcrowding has become a concern. Recent reorganizations of space within the Department have provided modest relief.

There is parking for approximately 45 cars as well as a fire truck staging area. The Police Department "L" shaped wing extends off of the back of the fire station and faces Westwood Avenue.

### **Vehicles**

The Police Department operates 17 vehicles:

- 6 marked patrol cars,
- 3 unmarked vehicles,
- 1 animal control vehicle,
- 1 marine resource vehicle,
- 2 watercraft (1 is shared with the Fire Department), and
- 4 military surplus vehicles (1 is the D.A.R.E. vehicle).

The marked patrol vehicles average 100,000 miles per year. Approximately four of these vehicles are traded in each year. Police vehicles are fueled at the Public Works fuel depot at the Scarborough Industrial Park.

### **Communications Center**

The Communications Center is located inside the front door of the Police Station, facing Westwood Avenue. The center is under the direction of the Police Department and provides dispatch services to police, fire, and rescue.

### **Police Service Levels**

The Department has 32 sworn officers. This includes 1 chief, 2 captains, 5 patrol sergeants, 1 detective sergeant, 2 detectives,



## Public Facilities

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1 juvenile detective, 15 patrol officers, 2 school resource officers, 1 community police officer, 1 evidence technician, and 1 high-intensity drug trafficking officer.

In addition, the Department oversees 10 dispatch personnel, an animal control officer, a marine resource officer, 2 administrative personnel, a custodian, and approximately 33 reserve officers. The reserve officers are used when demand on peaks, usually during the summer months, special events, and beach patrol.

The department usually operates three patrol units at a time for 24 hours each day. This patrol schedule requires a sergeant and three patrol officers on duty 24 hours per day. The schedule can adjust to meet peak demands placed on the system or periodic staffing shortages. The rapid expansion of residential development to the west of the Maine Turnpike has increased the demand for another patrol officer to help maintain a high service level.

Demand on the Police Department has increased significantly. In 2004, the Department (which responds to every service call for fire and EMS as well as its own police calls) responded to nearly 23,500 calls. Of these nearly 22,000 were calls for police service exclusively.

Our town's crime rate has been decreasing. The Federal Bureau of Investigation tracks violent and property crimes in every community in the nation. These crimes (murder, rape, assault, robbery, larceny, etc) are compiled into a crime rate (in Maine, reported as the number of violent and property crimes for every 1,000 people).

In 1995, our town's crime rate was 44.80 crimes per 1,000 residents. This was close to the crime rate for Cumberland County as a whole (47.59). By 2003, our crime rate had fallen dramatically to 18.62, while the county's crime rate had fallen to 30.48.

The public safety building is overcrowded. The benefits of co-locating fire and police are significant, so future space needs should consider maintaining these services in the same facility. Significant expansion to the public safety building could occur on-site if adjacent land was made available.

Largely the result of our town's rapid growth, the Department has grown in recent years. Several factors will apply pressure on staffing levels in the future. Continued growth, especially west of the Maine Turnpike, could require the Department to add another patrol officer to each shift. Training requirements to maintain a high level of service in the community take up more of the Department's time each year. And while technology has made filing police reports more efficient, the complexity of these filings has significantly increased the amount of time it takes to file reports.

## Fire Department

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The Scarborough Fire Department consists of six neighborhood fire stations throughout the community. Administrative offices are in the public safety building at Oak Hill - and the rest are in Pleasant Hill, Pine Point, North Scarborough, Black Point, and Dunstan.

## Public Facilities

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The Department is a call firefighting force with a full-time fire chief, two full-time deputies, and two full-time administrative assistants.

The stations are used for apparatus and equipment storage. Meeting rooms and kitchens are available in some stations for use by the call companies and neighborhood groups with permission.

- **Station #1/Black Point** is located on 0.8 acres of land at 345 Black Point Road. It has parking for 11 cars and a staging area for fire trucks. The structure was built in 1962 and recently expanded to nearly 10,000 square feet. There is no further room for expansion on the present site. Engine 1, Marine 1, Ladder 2, and Tank 2 are housed in this station.
- **Station #3/Pleasant Hill** is located on 0.40 acres at 207 Pleasant Hill Road. It has parking for 9 cars and a small fire truck staging area. The building and parking completely fill the lot so expansion is impossible without acquiring more land. The structure is generally in good condition. Engine 3 is housed at this station.
- **Station #4/Pine Point** is located on 0.72 acres at 8 King Street. It has parking for 27 vehicles and a staging area for fire engines. The 6,000 square foot building is generally in good repair and should fill the needs of the neighborhood for the foreseeable future. The lot is large enough for the building to be doubled in size, if needed. Engine 4, Tank 4, and Marine 4 are housed at this station.
- **Station #5/North Scarborough** is located on 0.62 acres at 16 Saco Street. The area has parking for 19 vehicles and a staging area for fire trucks. There is no room for expansion at this location. The 5,500 square foot building is generally in good condition. This station is cooperatively supported by the Towns of Scarborough and Gorham. Scarborough owns the building and Engine 5, and the Town of Gorham owns Tank 1. Membership for the call company is drawn from the North Scarborough and South Gorham neighborhoods and the apparatus responds to incidents in a response district covering both communities without regard for the town lines. This station serves an extremely large geographical area consisting mostly of rural water supply areas in North Scarborough. This area has seen tremendous residential growth pressures over the past 10 years. Engine 5, Tank 1, and a Command Van are housed at this station.
- **Station #6/Dunstan** is located on 0.46 acres at 643 US Route 1. It was recently expanded to nearly 10,000 square feet. Because the building and its parking area occupy the entire site no more expansion is possible without acquiring more acreage. Engine 6, Ladder 1, Rescue 2, Rescue 3 (our spare truck), and the Mobile Canteen are housed at this station.
- **Station #7/Oak Hill** is located at 246 U. S. Route 1 across from the municipal campus. This area has parking for 43 vehicles (including the Police department) and a fire truck staging area. This station is generally in good condition, although space for operations is extremely tight. This station also houses the Police, Communication, and Rescue Departments. Engine 7, Squad 7, Rescue 1, and Engine 2

## Public Facilities

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(spare fire truck), the service truck, and Chief's vehicle are housed at this station.

### **Service Calls**

The Fire Department responded to 3,300 service calls in 2005 (approximately 9 service calls per day). This is a dramatic increase from the 1,550 service calls in 1990. The number of calls has been increasing at approximately 10% per year. Residential growth has been driving this increase, as are the numerous health care facilities that are now locating in Scarborough.

Scarborough is a typical community in terms of types of calls. The majority of service calls tend to be for Emergency Medical Services (see below). Since our town is large (54 square miles), the Fire Department instituted a rescue assist program decades ago that assures the local engine company will respond to any serious medical call (i.e. cardiac, breathing difficulty, bleeding) with trained personnel and equipment to assist until the rescue unit can arrive from the public safety building. This type of program has been copied in other communities because of its proven track-record for saving lives.

### **Personnel**

The Fire Department has a full-time chief, two full-time deputy chiefs, eight full time paramedics, and almost 200 part time and paid on-call members.

The bulk of the department's workforce is a network of 193 volunteers operating on a paid per call or per-diem system. The six fire stations are staffed with 14 firefighters from

7:30AM to 4:30 PM from Monday to Friday. On the weekends, the number of firefighters drops to 8. During the evenings, the stations are not staffed and the Fire Department relies on the volunteer firefighters to respond to service calls.

While this call system works well, growth and the changing needs of fire protection in the community could force the Department to consider a more full-time firefighter arrangement. The current system is stretched to the limit. As the town grows, becomes more white-collar, and more likely to work outside of the community, it is becoming more difficult to recruit sufficient call members to maintain the current system.

The Department operates a training program for students. Generally, up to 14 students from the Southern Maine Community College Fire Science program participate in this live-in program at any given time. In exchange for living in the stations, the students join the local engine companies and participate in all activities including responding to emergencies. This program has been an excellent feeder program for us since many students stay active in firefighting after they graduate.

Dispatch consolidation is an option that the Fire Department will be considering in the next decade. Due to increasing pressures to regionalize and consolidate services, the Fire Department will continue to look for opportunities that will maintain the current service level with fewer dollars.

### **Facilities Assessment**

Five of the six fire stations are located east of the Maine Turnpike. Generally, this area is served by public water hydrants serviced by the Portland Water District or the Biddeford and Saco Water Company. This area is largely built out, but the geography of the region makes the provision of fire protection challenging. This area is large (29 square miles) and is deeply divided by the Scarborough Marsh.

The Fire Department provides a high level of protection to the 21-square mile area west of the Maine Turnpike. While this area only contains one fire station it is also served by the Dunstan station and automatic mutual aid arrangements with Westbrook, Gorham, Buxton, and Saco to help maintain this level of service. Public water supply is not available, but the Department and local developers have installed over 60 dry hydrants and holding tanks in this area to provide an adequate rural water supply for fire protection.

The Public Safety Building on Oak Hill is overcrowded and will need an expansion to ensure adequate public safety service levels for the future.

Rapid residential development in the Broad Turn Road area may require a new fire station to keep service levels high. This could be a joint fire station facility that is cooperatively operated by Scarborough, Saco, and/or Buxton. The Town of Buxton has made a significant investment in its Bar Mills Station which is close to the town line at Scarborough Corner.

The Fire Department maintains a capital improvement plan for maintenance and replacing all of its equipment. This practice

has helped spread the cost of capital investments out over time so as to not overwhelm taxpayers and add predictability to the Department's budget.

### **Rescue**

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Scarborough Rescue is administratively under the Fire Department. It operates at the paramedic level, with a full-time Deputy Chief of Emergency Medical Service (EMS) and eight full time paramedics. They staff two fully equipped advanced life support ambulances with one paramedic and one part time EMT on each ambulance 24 hours each day, 365 days per year.

Rescue still has a rescue call company, but the membership in this company has dwindled since the second ambulance was staffed with a full time paramedic. The rescue call company still responds to cover the town when the other two units are tied up, and they respond to other rescue calls when available. Many of the rescue call members also work as per-diem EMT's on scheduled shifts with the paramedics.

In part due to the steadily increasing demand on EMS services, a move towards full-time paramedic personnel is likely in the future. The full-time paramedic would replace the per-diem EMTs that are currently providing EMS services. This would provide a higher level of training and proficiency to residents.

Steady growth in northern and western Scarborough could force the Department to consider staffing a third rescue unit in the northern part of Scarborough. This could be a joint venture opportunity with surrounding communities.

## Public Facilities

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The student rescue program was cut from the budget during deliberations in 2004 due to fiscal constraints and a lack of interest from the students.

## Public Works Department

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The Public Works Department is responsible for a wide variety of construction and maintenance tasks. These include winter and summer maintenance of the Town's roads, curbside trash pickup, the fueling and maintenance of the Town's vehicles (including police, fire, rescue, and school vehicles), maintenance of beaches and cemeteries, plowing of school yards, and roadside mowing.

Currently, the Department maintains a total of 155 miles of roads year-round and is responsible for another 169 miles of road during the winter (the State does summer maintenance on these 14 miles of road).

### Facilities

The Public Works Department occupies a 50,000 square foot building in the Scarborough Industrial Park. The building was built in the mid 1980s, and the Town purchased the property in the mid 1990s. The Town retrofitted the structure and it has plenty of space for current and future operations.

The parcel is nearly 15 acres and has a large paved area for parking, a 3,000-yard salt shed, and a 7,000-yard sand shed. These buildings are in good condition.

### Personnel

The Public Works Department is staffed by 32 full-time employees in four divisions.

- The Administration Division coordinates all of the department's operations, such as managing town records and preparing/awarding contracts. This division includes the director, an office manager, and an administrative assistant.
- The Operations Division is in charge of plowing and maintaining our town's roads (summer and winter maintenance). In addition, operations clean storm drains and catch basins, contract rubbish removal/recycling, clean the beaches, and maintain water access points and cemeteries. This division includes a manager, foreman, and a 15-member crew.
- The Vehicle Maintenance Division repairs and maintains all town vehicles and mechanical equipment. It includes a manager, a parts manager, an assistant parts manager, 7 mechanics, and 1 paint/body technician.
- The Traffic/Electrical Division installs, maintains, and inspects our town's traffic signals, fire alarms systems, emergency standby generators, and performs general electrical maintenance of town facilities. This division includes one technician.

### **Solid Waste Disposal**

Scarborough is a member of Regional Waste Systems (RWS). Curbside pickup is provided by a private contractor supervised by the Public Works Department, and the trash is delivered to RWS's waste-to-energy plant in Portland.

The Town participates in the recycling program sponsored by RWS. Drop-off points are located in five locations in our town:

- Bessey School (Oak Hill),
- Hannaford (Oak Hill),
- 1<sup>st</sup> Stop Convenience Store (North Scarborough),
- Dunstan School Restaurant (Dunstan), and
- the Community Recycling Center (Pleasant Hill).

Residents deliver recycling materials to these points, where they are picked up by RWS.

Construction and demolition material is now the responsibility of the resident. Demolition must be brought to companies in the private sector, including the Community Recycling Center (Pleasant Hill) or the Riverside Recycling Center (Portland).

According to the Maine State Planning Office, in 2001 residents of the Town of Scarborough recycled an average of 0.38 tons of material per person. This is lower than the state average of 0.43 tons per person. In 2005, our town recycled 19.5% of our waste.

### **Future Needs**

Continued development, especially residential development, creates more demand on the Public Works Department. Our town's transportation network has been adding approximately 2 to 5 miles of new roads each year. These roads are largely located within residential subdivisions. Subdivision roads tend to be more costly to maintain.

Maintenance is a growing demand on the Public Works Department. All new roads have a functional life. After fifteen to twenty years of use, these new roads will begin to require maintenance. Since our town has been growing rapidly for several decades, many of the earliest subdivisions are now requiring maintenance. This maintenance requirement will increase dramatically in the next ten years.

As the town's demographics change, so too will the expectations for service levels. For example, there is a trend for residents to expect more frequently-plowed roads. If the Public Works Department is going to plow roads more frequently, it will have to increase its budget to cover this expense.

### **Municipal Building**

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The Municipal Building is located in Oak Hill adjacent to the High School and across from the public safety building. This new building holds many of the town's general government offices, including the Town Manager, Town Clerk, Planning, Code Enforcement, Assessing, Finance, Human Resources, School Department, and Information Systems. The Town

## Public Facilities

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Council Chamber and meeting rooms are also located in this facility.

This 26,000 square foot building was constructed in 1993. It has parking for 100 vehicles. While the building is currently near capacity, more space could be created within the building by relocating some offices to another location or expansion. There is adequate space around the building to accommodate expansion.

## School Department

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The Scarborough School Department is located in seven facilities around the town. The three primary schools (grades K-2) are located in neighborhoods. With the exception of the Bessey School, the remaining schools are located in a centralized education center at Oak Hill.

- The **Blue Point Elementary School** (K-2) is located on 12 acres off of the Pine Point Road in Blue Point. This site includes the school building, bus drop-off, parking, playfields, ball field, and some wetlands. The 27,000 square foot building was originally built in the 1960s and was expanded in 1993. The building includes 19 classrooms, special education rooms, offices, a library, and a multi-purpose room. Parking is limited at this school, and any future expansion would require the loss of community recreation space or parking, or the acquisition of more land. This school is currently at capacity and has 4 portable classrooms in use.
- The **Eight Corners School** (K-2) is located on more than 6 acres off of the Mussey Road. This site includes the school

building, parking, bus drop-off, playground area, and some wetlands. This 20,000 square foot building was originally built in 1959 and was expanded in 1993. The building includes 15 classrooms, special education space, offices, a multi-purpose room, and a library. Parking is limited at this site, and the space for expansion is limited. This school is currently at capacity and has 4 portable classrooms in use.

- The **Pleasant Hill School** (K-2) is located on 5 acres of land off of Highland Avenue in Pleasant Hill. This site includes the school building, a bus drop-off, parking, and outside play areas. The 22,000 square foot building was expanded in 1993 and includes 15 classrooms, special education space, offices, a multi-purpose room, and a library. Parking is limited at this site, and space for expansion is very limited. This school is at capacity and has 2 portable classrooms in use.
- The **Wentworth School** (3-5) is located at the center of the 110 acre municipal campus on Oak Hill. This site includes the school building, parking, wetlands, and many adjacent buildings (making expansion difficult). The building was originally built in 1964 as the town's junior high school and was expanded to 85,000 square feet in 1975. It includes 34 classrooms, special education space, offices, a multi-purpose room, a gym, and a library. Since this space was designed as a middle school, some of the space is used inefficiently (some spaces are too large, others are too small), and has a 20 portable classrooms in use.
- The **Scarborough Middle School** (6-8) is located on the Oak Hill municipal campus behind the Wentworth School

## Public Facilities

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and Library. This building is surrounded by playing fields, parking spaces, and 14 portable classrooms. It was designed to accommodate a modest expansion. The building itself is 110,000 square feet and is in excellent condition. However, this school is severely overcrowded. To accommodate projected enrollments, a substantial addition will be required.

- The **Scarborough High School** is located on the Corner of Route 1 and Gorham Road in Oak Hill. This site includes parking, athletic fields, and the building itself. The high school was originally constructed in 1953, and has been expanded in 1968, 1989, and 2004. The current expansion is designed to accommodate 1,200 students, which meets projected enrollment increases for the foreseeable future.

(For more information, see *Meeting the Educational Needs of a Growing District: The Scarborough Public Schools 2003 – 2008*.)

In addition to these facilities, the School Department manages the **Bessey School**. It is located on 16 acres of land adjacent to Route 1 and across from the municipal campus. This building was originally constructed in 1927 and has not had any major expansions in its lifetime. The building is currently being used for tertiary school functions and by Ruth's Renewable Resources.

The **Bus Department** is located on 6 acres of land on the Libby Road. This structure was built in 1997 and can accommodate 25 buses and 31 car parking spaces. This building is in good condition and does not need to be expanded in the near future.

## Enrollment Projections

School enrollments in Scarborough have increased dramatically in recent years, and are projected to continue increasing in the future. In the '92-'93 school year, there were 2,078 students in grades K-12. By '02-'03, this number had increased by 50% to 3,101 students.

Projections completed in July of 2002 suggest that total enrollment will continue to increase, but at a more moderate rate. In another decade, the School Department believes total enrollments could reach more than 3,500 students.

These projections depend largely on the number of new housing units built in our town. The School Department's enrollment estimates anticipate the continuation of the town's building cap at 135 new housing units per year.

## Issues and Implications

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1. Rapid population growth has increased the demand on all of the town's facilities. Recent capital improvements have updated some of the town's facilities (high school, public works department, fire stations) while others will need to be updated in the future.
2. Demographic changes are changing the types of services and programs demanded by the community.
3. Public Safety Building is not adequate to handle projected growth in the community. The police, fire, communications, and rescue personnel are already



## Public Facilities

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overcrowded. There are significant benefits to keeping these services in the same facility. Expansion on site could be accomplished if adjacent land was acquired.

4. The Police Department might have to add another patrol officer to its patrol shifts in order to meet the growing number of calls for service.
5. Many of the town's fire stations have been updated in the last decade, and these stations should meet the town's firefighting needs for the foreseeable future. However, steady growth in West Scarborough will increase the demand for a fire station in that part of the community.
6. The Town of Scarborough has traditionally been very supportive of the Fire Department's recruitment and retention programs. This support culminated in a multi-year payment plan that better compensates per-diem firefighters that respond to emergency calls. In addition, per-diems are now compensated for the time spent training to keep their credentials to high standards.
7. Recruiting new per-diem firefighters is becoming more difficult. Training requirements improve the level of service, but make the time commitment of per-diems onerous. Demographic changes towards a more white-collar population and two-income households decrease the available pool of per-diems.
8. The current call firefighting force has worked well, but it is stretched to the limit. The full-time staff spends most of its time managing the nearly 200 per-diem firefighters in the community. More importantly, recruiting and training new per-diems, covering gaps in coverage, and increasing demands on the department are barriers that are difficult to address with the current system. At some point in the future, Scarborough should discuss moving toward a more full-time firefighting staff.
9. The Fire Department has coordinated with neighboring communities to increase our town's level of protection efficiently. The department will examine more of these arrangements in the future with facilities in West Scarborough and the Communications Department.
10. The Public Works Department is located in a facility that is adequate for the foreseeable future. If expansion becomes necessary, there is adequate space to accommodate moderate expansion.
11. As the town's demographics change, so too will the expectations for service levels. For example, residents may expect more frequently-plowed roads. Should the town develop a process for deciding when to increase levels of service provided?
12. The Municipal Building is at capacity. As population growth continues, the need for additional town services might require that the Municipal Building is expanded or the offices in the building are reorganized.
13. Scarborough's schools are under strain. Residential development will continue to pressure our school system's capacity. The High School, once the renovations are complete, will have adequate space to meet the needs of the community for the foreseeable future. However, the

## Public Facilities

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primary schools are at capacity, the Wentworth school is outdated, and the Middle School is severely over capacity.

14. Expectations for the public education provided in Scarborough have increased as the town's demographics have changed. The School Department does not believe that any major changes to the curriculum are needed in the foreseeable future, but does believe that some new programs should complement the existing curriculum.

## Fiscal Capacity

This section gives a broad overview of Scarborough's financial situation. Scarborough has carried out numerous capital improvement projects in the past ten years to accommodate the rapid growth and changing needs of its community. Scarborough's ability to continue to evolve into a regional economic center will depend on its fiscal health and capacity.

### Assessed Valuation, Commitment, and Tax Rate

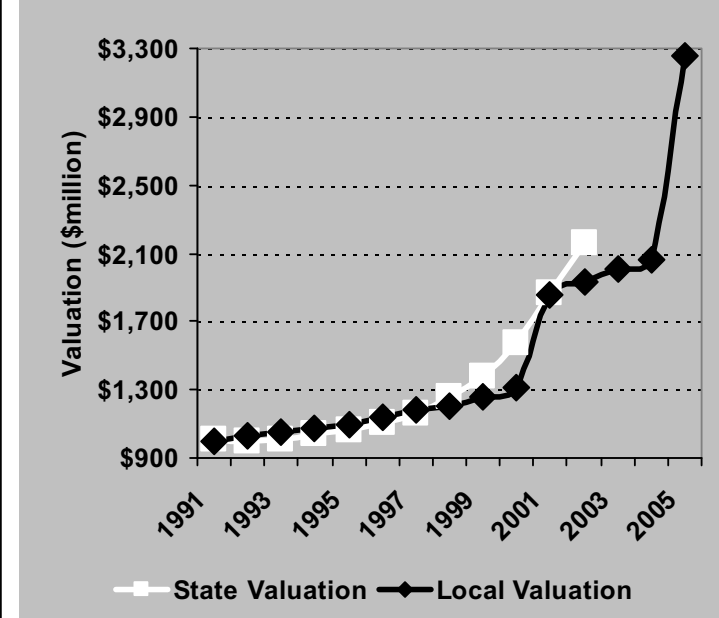
The basis of the Town's fiscal health is its property valuation. *Assessed property valuation* is the source upon which local property taxes are levied. The greater the valuation, the lower the tax rate required to raise a given sum of money.

In 2005, Scarborough's assessed valuation had reached \$3.3 billion, an increase of over \$2 billion since 1991 (Figure 1). The revaluations in 2000-01 and 2004-05 account for most of this increase.

For most of the 1990s, the local assessed valuation increased by 2% to 4% per year. In the recent past few years, valuation increases have accelerated to 4% per year. After adjusting for inflation, the real increase of local assessed property valuation was \$1.8 billion from 1991 to 2005.

Nearly three quarters of Scarborough's valuation is assessed on residential land uses. In 2003, 76% of Scarborough's assessed valuation was residential property and the remaining 24% was commercial property.

Figure 1. Local and State Assessed Valuations \* 91 – 05



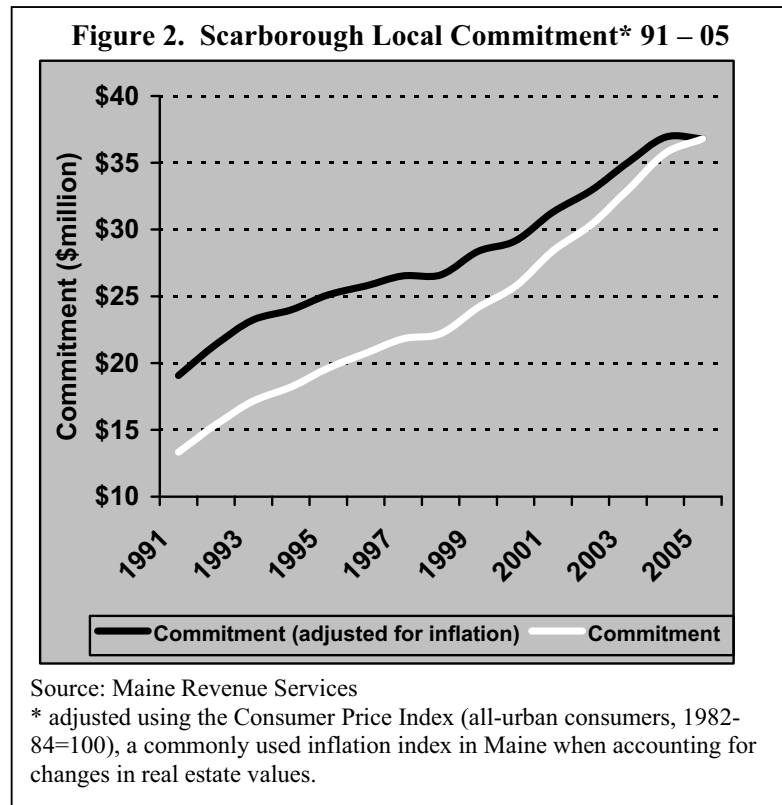
Source: Maine Revenue Services

\* Assessed valuations reflect true market value only for the years in which the Town completes a revaluation and/or upgrade to 100% of market value. Scarborough underwent a revaluation 1991, 2001, and 2005.

\* State data lags two years behind local assessed value.

In 2005, Scarborough's *local commitment*, or the amount of property taxes collected to fund local government, was \$37 million, an increase of 270% since 1991. Even after adjusting for inflation, local commitment increased by 200% from 1991 to 2005 (Figure 2)

In 2005, Scarborough's local *property tax rate* was 11.3 mils (a



mil is the number of dollars in property tax paid for each \$1,000 in assessed valuation<sup>1</sup>). Scarborough's tax rate increased steadily in the 1990s (Table 1). This increase was the result of the local commitment increasing faster than the growth in assessed valuations.

In 1998 the local commitment and assessed valuation both increased at the same 1.7% rate which allowed the tax rate to stay the same as the previous year.

In 2001, Scarborough revalued all of the property in town. Because the revaluation dramatically increased the assessed valuation of our town, the tax rate dropped. In 2000, our tax rate had reached 19.60 mils. The revaluation increased the assessed valuation of our town by \$530 million in 2001. Even though the total amount of taxes collected increased by \$2.7 million, the tax rate fell to 15.30 mils. Revaluing property in 2004-2005 had the same effect on the mil rate.

While Scarborough's tax rate has been increasing steadily in recent years, a comparison with surrounding communities suggests the town's tax rate is relatively low (Table 2). The full value tax rate is used by the State to adjust for local valuation discrepancies between communities<sup>2</sup>.

<sup>1</sup> A tax rate of 16.46 mils means that a property will be taxed \$16.46 for every \$1,000 in assessed value. At this tax rate, a property assessed at \$200,000 would pay an annual tax of \$3,292.

<sup>2</sup> Local assessed valuations reflect full market value only in the years a town completed a revaluation. Therefore, neighboring communities may have significant differences in reported value of two properties that in fact may have the same market value. Because the State discharges aid to

**Table 1. Scarborough Assessed Valuation, Tax Rate and Commitment, 1991-2005**

Year	Assessed Valuation (\$million)	Annual % Change	Tax Rate* (mils)	Commitment	Annual % Change
1991	\$995.5		13.40	\$13,339,017	
1992	\$1,003.4	3.8%	14.90	\$15,398,019	15.4%
1993	\$1,052.6	1.9%	16.30	\$17,158,099	11.4%
1994	\$1,070.6	1.7%	17.00	\$18,200,795	6.1%
1995	\$1,096.7	2.4%	17.90	\$19,630,662	7.9%
1996	\$1,139.0	3.9%	18.20	\$20,729,152	5.6%
1997	\$1,186.2	4.1%	18.40	\$21,825,258	5.3%
1998	\$1,206.1	1.7%	18.40	\$22,193,047	1.7%
1999	\$1,259.3	4.4%	19.20	\$24,179,138	8.9%
2000	\$1,313.7	4.3%	19.60	\$25,748,210	6.5%
2001	\$1,858.3	41.5%	15.30	\$28,432,675	10.4%
2002	\$1,930.6	3.9%	15.70	\$30,310,047	6.6%
2003	\$2,003.0	3.8%	16.46	\$32,969,169	8.8%
2004	\$2,057.6	2.7%	17.34	\$35,678,594	8.2%
2005	\$3,256.8	58.3%	11.30	\$36,802,313	3.1%

\*One mil equals \$1.00 in taxes for every \$1,000 valuation.  
Source: Maine Revenue Services

communities based in part on their assessed valuation, the State annually adjusts these valuations to account for market fluctuations. The resulting valuation is often called the Full Value and is the best basis on which comparisons between communities should be made.

**Table 2. Full Value Tax Rates, 2003**

Town	Full Value Tax Rate
Buxton	10.12
Cape Elizabeth	12.72
<b>Scarborough</b>	<b>12.86</b>
State of Maine (average)	13.90
Saco	13.46
Cumberland County (average)	14.62
Gorham	15.22
South Portland	14.91
Westbrook	17.30
Portland	17.59

Source: Maine Revenue Services

In 2003, Scarborough's full value tax rate was 12.86 mils. This tends to be slightly higher than smaller communities to the west, but significantly lower than most of the communities surrounding Portland.

As new development increases the size of Scarborough's tax base, the ability to fund services and facilities from local property taxes will increase. However, demand for services and facilities will likely increase as more people and higher expectations put upward pressure on property taxes. Local government will have to balance the higher valuations created from new development with the demand for new services and facilities in order to provide efficient facilities and services for all taxpayers.

## **Revenues**

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In 2005, Scarborough's total revenues reached \$51 million (Table 3). Since 1992, total annual revenues have more than doubled.

**Taxes**, which include both property and excise taxes, are the single largest source of revenue. They accounted for 78% of the total annual revenues in 2005. Local property taxes accounted for \$36 million in 2005, while excise taxes accounted for \$4 million. Tax revenue increased by \$16.7 million, or 170%, from 1997 to 2005. After adjusting for inflation, the real increase in tax revenue from 1997 to 2005 was \$10 million or 43%

**Intergovernmental revenue** includes state education aid, state revenue sharing funds, block grants, and property tax assistance programs. In 2005, intergovernmental revenue accounted for 15% of total annual revenues. The majority of these funds, 60%, came by way of school education aid. Intergovernmental revenue increased by 3 million, or 68%, from 1997 to 2005.

**Licenses, permits, and fees** include revenues for building permits, electrical permits, registrations, etc. Fees collected for building permits accounted for about half, 60%, of the \$496 thousand collected in 2003. From 1992 to 1997, these revenues more than doubled. From 1997 to 2005 they increased by 45%.

**Investment income** includes proceeds made by the town on its short term investments. In 2005, this accounted for less than 1% of revenues.

**Miscellaneous income** includes other forms of income not included above. In 2005, miscellaneous income accounted for 6% of total annual revenues. A sizable portion of these funds, came by way of community services. Since 1997, miscellaneous income has more than doubled.

## **Expenditures**

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In 2005, Scarborough spent almost than 52 million to provide services and facilities to its citizens (Table 4). Since 1992, total annual expenditures have more than doubled.

**Education expenses** pay for the town's public school expenses and are the single largest expense for Scarborough's tax payers, accounting for 53% of the total annual expenditures in 2005. Since 1992, education expenses have increased by 250%.

**Capital outlay** includes the capital investments. This expenditure will vary from year to year depending on the town's needs.

**Public safety** includes police services, fire protection, and ambulance services for the town of Scarborough. In 2005, public safety expenditures accounted for almost than \$6 million, or 11% of all expenditures, and are the second largest expense for Scarborough's tax payers. Since 1997, these expenditures have increased by more than 2 million, or 74%.

Fiscal Capacity

Table 3. Total Annual Revenues, 1992 – 2005

	1992	1997	2003	2005	% Change 92 - 97	% Change 97 - 03	% Change 03 - 05	Share of Total 2005
Taxes collected	\$16,109,799	\$23,257,699	\$34,581,649	\$40,003,836	44%	49%	16%	78%
Inter-governmental	\$3,310,162	\$4,570,583	\$7,622,220	\$7,667,604	38%	67%	1%	15%
Licenses, permits, fees	\$187,859	\$389,857	\$428,593	\$566,483	108%	10%	32%	1%
Investment income	\$107,065	\$236,414	\$123,995	\$159,450	121%	-48%	29%	<1%
Miscellaneous	\$807,901	\$1,352,059	\$3,036,510	\$3,186,023	67%	125%	5%	6%
<b>Total</b>	<b>\$20,522,786</b>	<b>\$29,806,612</b>	<b>\$45,792,967</b>	<b>\$51,583,396</b>	<b>45%</b>	<b>54%</b>	<b>13%</b>	<b>100%</b>

Source: Town of Scarborough Annual Financial Reports

Table 4. Total Annual Expenditures, 1992 – 2005

	1992	1997	2003	2005	% Change 1992- 1997	% Change 1997-2003	% Change 2003-2005	Share of Total 2005
Education	\$11,136,925	\$15,180,000	\$24,171,344	\$28,287,743	36%	59%	17%	53%
Capital outlay	\$561,136	\$3,934,185	\$1,209,004	\$1,119,917	601%	-69%	-7%	2%
Public safety	\$1,935,026	\$3,395,258	\$5,275,042	\$5,921,309	75%	55%	12%	11%
General gov't	\$2,177,149	\$2,220,691	\$3,425,194	\$3,727,031	2%	54%	9%	7%
County tax	\$432,264	\$881,666	\$1,306,425	\$1,519,714	104%	48%	16%	3%
Public works	\$1,970,102	\$3,017,375	\$4,767,202	\$5,370,322	53%	58%	13%	10%
Public services	\$815,537	\$1,668,095	\$2,653,341	\$2,642,914	105%	59%	1%	5%
Debt service	\$2,591,676	\$2,329,561	\$3,192,012	\$4,304,201	-10%	37%	35%	8%
Other – tax abatement	\$178,855	\$93,452	\$148,018	\$40,673	-48%	58%	-73%	0%
<b>Total</b>	<b>\$21,798,670</b>	<b>\$32,720,283</b>	<b>\$46,147,582</b>	<b>\$52,933,789</b>	<b>50%</b>	<b>41%</b>	<b>15%</b>	<b>100%</b>

## Fiscal Capacity

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**General government** expenditures pay to administer the local government, including administration, tax collection, assessing, and insurance. In 2003, these expenses amounted to more than \$3.7 million and increased by 68% since 1997. In 1997, general government expenditures accounted for 10% of all expenditures – now it accounts for 7%.

**Public works** pays to maintain the town's roadways and run the Town's garbage collection and recycling program. In 2005, its expenditures accounted for more than \$5.4 million, the third largest expense for Scarborough's tax payers.

**Public service** expenditures include the management of the Town library and Scarborough Economic Development Corporation, maintenance of all park facilities, and funds paid for general assistance. In 2005, these expenditures were about \$2.6 million, a 59% increase in eight years.

**Debt service** expenditures include long term capital improvement projects that were financed by general obligation bonds.

### **Tax Increment Financing**

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Tax Increment Financing (TIF) is a tool used by communities to promote economic development. Since 1977, the State of Maine has allowed communities to exclude the added valuation of economic development projects from the community's assessed valuation, so long as the increased property taxes garnered from the new development are used for economic development purposes. This allows the community to maintain

its level of intergovernmental funding (much of which is based on the wealth, or assessed valuation, of the community).

In 2004, the total property taxes collected from TIF projects was \$795,906.

The Eight Corners TIF accounted for \$641,940, while the Town Center TIF accounted for \$113,574. All of these funds went into the general fund account to pay for the capital improvements as a result of the TIF projects. In the coming years, property taxes will be collected from the Haigis Parkway Development District and the Enterprise Business Park that will pay for new infrastructure improvements and additional economic development activities.

### **Long-Term Debt**

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In the handbook *Comprehensive Planning: A Manual for Maine's Communities*, issued in 1992 by the Maine Department of Economic and Community Development, four tests for assessing the ability of a community to increase its long-term debt include:

- ***Is the total municipal debt less than 5% of its state valuation?*** At the end of fiscal year 2005, Scarborough's outstanding debt totaled \$67,737,433 (Table 5). This debt represents about 2% of the state assessed valuation for Scarborough, well below the statutory limit of 15%. The total current debt will be retired by 2033.



Fiscal Capacity

- **Is the fund balance (cash on hand) in excess of one-twelfth (8.3%) of the operating budget?** The fund balance at the end of fiscal year 2004 was 8.7% the operation budget.
- **Is the total per capita debt less than 5% of the Town’s per capita income?** As seen in the Population and Demographics Chapter, Scarborough’s median household income is well above the state and the region’s median household income. In cases like Scarborough where there is a substantial commercial/industrial base, the proportions can safely be higher.
- **Is the assessed valuation of the community growing?** Scarborough’s assessed valuation continues to grow rapidly.

Based on these tests, Scarborough’s debt load is manageable and it has some room to increase in the future.

**Alternative Revenue Sources**

The Town of Scarborough uses impact fees to ensure that new development pays for the increased capacity at several of its municipal facilities and the Scarborough Sanitary District.

- The Capacity Reserve Fee is charged to new development outside of the sewer service boundary. This fee pays for wastewater treatment capacity and has helped fund the Sanitary District’s current expansion.

**Table 5. Payment Schedule of Existing Municipal Debt 2003 – 2015, 2020, 2025, 2030, and 2033**

Year	Payment (P+I) in \$million	Balance in \$million
2003		\$54.8
2004	\$5.1	\$49.7
2005	\$5.2	\$44.5
2006	\$4.9	\$39.6
2007	\$4.4	\$35.2
2008	\$3.5	\$31.7
2009	\$2.9	\$28.8
2010	\$2.2	\$26.6
2011	\$2.3	\$24.3
2012	\$2.0	\$22.3
2013	\$2.0	\$20.3
2014	\$1.5	\$18.7
2015	\$1.6	\$17.1
<b>2020</b>	\$1.5	\$10.3
<b>2025</b>	\$0.5	\$4.5
<b>2030</b>	\$0.6	\$1.9
<b>2033</b>	\$0.7	\$0.0

Source: Town of Scarborough Annual Financial Reports

- The Eight Corners Sewer Impact Fee reimburses the Town of Scarborough for its cost to pay for a sewer extension from Oak Hill out to Eight Corners.

## Fiscal Capacity

- The Payne Road Impact Fee is charged to new nonresidential development and subdivisions anywhere in Scarborough. This fee reimburses the Town of Scarborough for transportation improvements to Payne Road and is assessed based on estimates of the new development's use of the Payne Road.
  - A Haigis Parkway special assessment will be charged to all new development in the Haigis Parkway corridor. This fee will reimburse the Town of Scarborough for its cost of extending utilities from Route 1 to the Payne Road.
  - A School Impact Fee is charged to all new dwelling units in the Town of Scarborough. This fee pays for the expense of creating new capacity in the town's school system.
  - A Recreation Fee is charged to all new residential units built in Scarborough. Developers can offer in-kind services in lieu of the recreation fee payment.
2. Despite the steadily increasing assessed valuation, the commitment – the amount raised from taxes – has increased even faster.
  3. Tax revenues account for three-quarters of our town's total revenues. While this number has decreased moderately (from 78% in 1992 and 1997), it is still very high.
  4. The pattern of residential development has affected the way the town delivers services. While no major investments have been made yet, the rate of growth in West Scarborough could force the town to consider adding new facilities in this section of town (i.e. fire station, primary school).
  5. The rate of residential development is putting the school system under great pressure. The Town of Scarborough recently floated a \$25 million bond to pay for the high school addition. Future school expansions and/or renovations may be necessary if the town continues to grow rapidly.

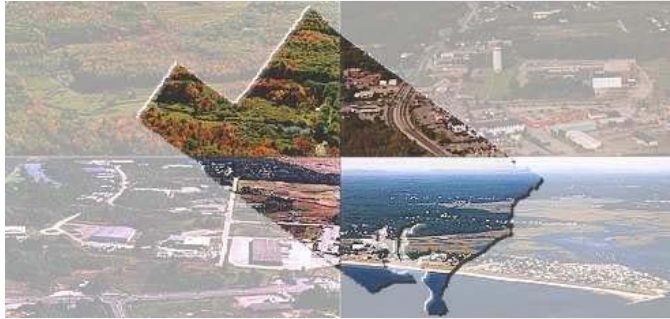
## Issues and Implications

1. Scarborough's valuations have been increasing dramatically for more than a decade. The community is not reliant on any one or small group of property taxpayers for its revenue. This suggests the community will have a reliable tax base to fund needed capital improvements even during times of recession.
6. Despite these growth pressures, Scarborough's tax rate is still very modest when compared with other communities in the region.
7. While several of the town's facilities have been upgraded since the early 1990s, some facilities are experiencing overcrowding and might not be able to provide a high level of service in the future.

## Fiscal Capacity

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8. Education expenses account for approximately one-half of the town's total budget. These expenses have been increasing at a faster rate the total budget as a whole.
9. Scarborough has begun using alternative revenues sources as a tool to help offset the infrastructure costs of new development.



# Appendix B A Vision for Scarborough

# A Vision for

Scarborough, Maine



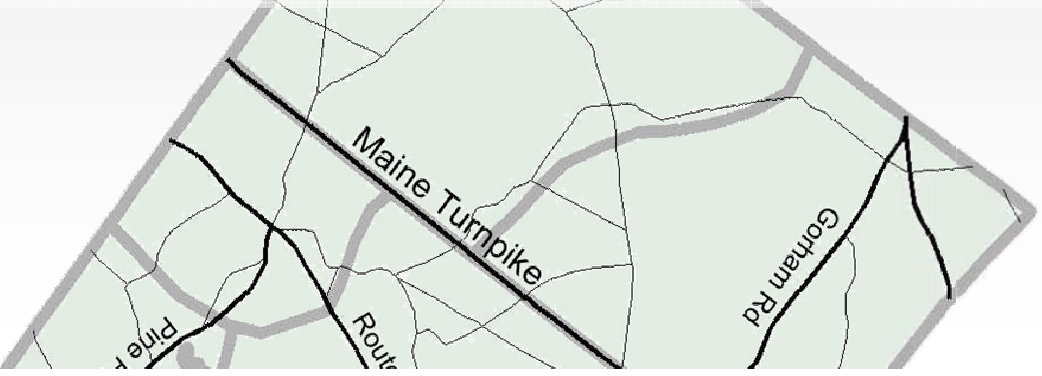
2003

What should Scarborough look like in the future? How should neighborhoods connect? What should be preserved? Where should development occur?

This ***Vision for Scarborough, Maine*** describes the hopes and dreams for the town's future as set forth in 14 discussions involving 250 residents in 2002 and 2003.

The Vision is designed to help decision-makers get on the same page when deciding about zoning, schools, parks, transportation, and economic development.

As a living document, it should be regularly updated and refined.



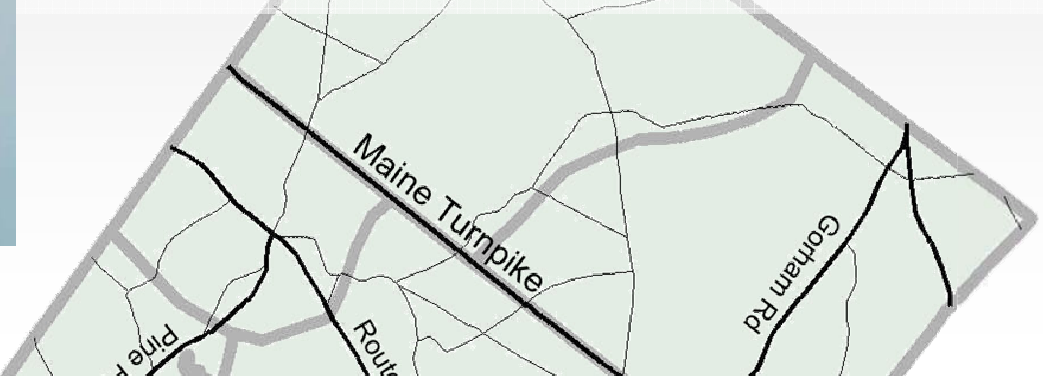




We, the residents of Scarborough, are committed to enjoying and protecting our **natural environment.**

From crashing surf to quiet woodlands to the marsh, Scarborough will continue to have one of the most productive and diverse eco-

systems on the New England coastline.







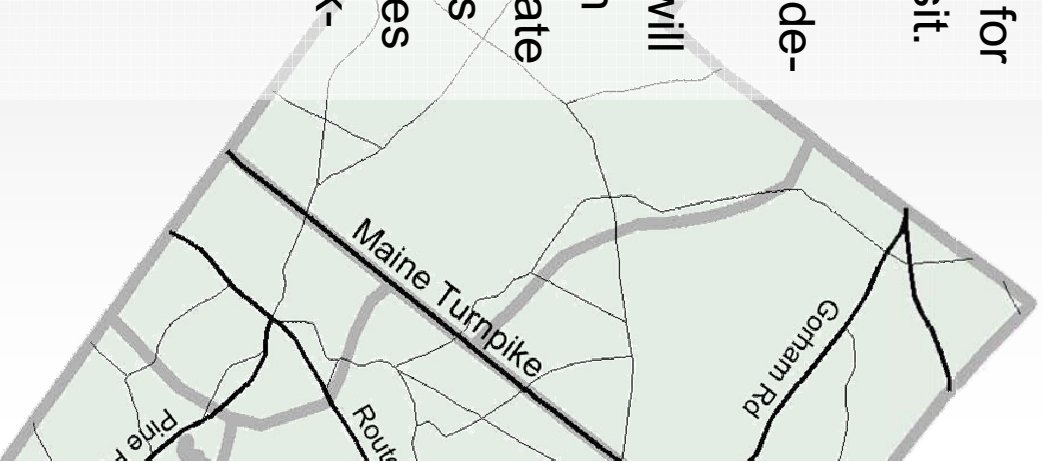
**We will pre-serve our past** and ensure that change in the present will improve the quality of life in the future. We will protect our historic farms, villages, fishing fleets, houses, monuments, town buildings, churches, and cemeteries.

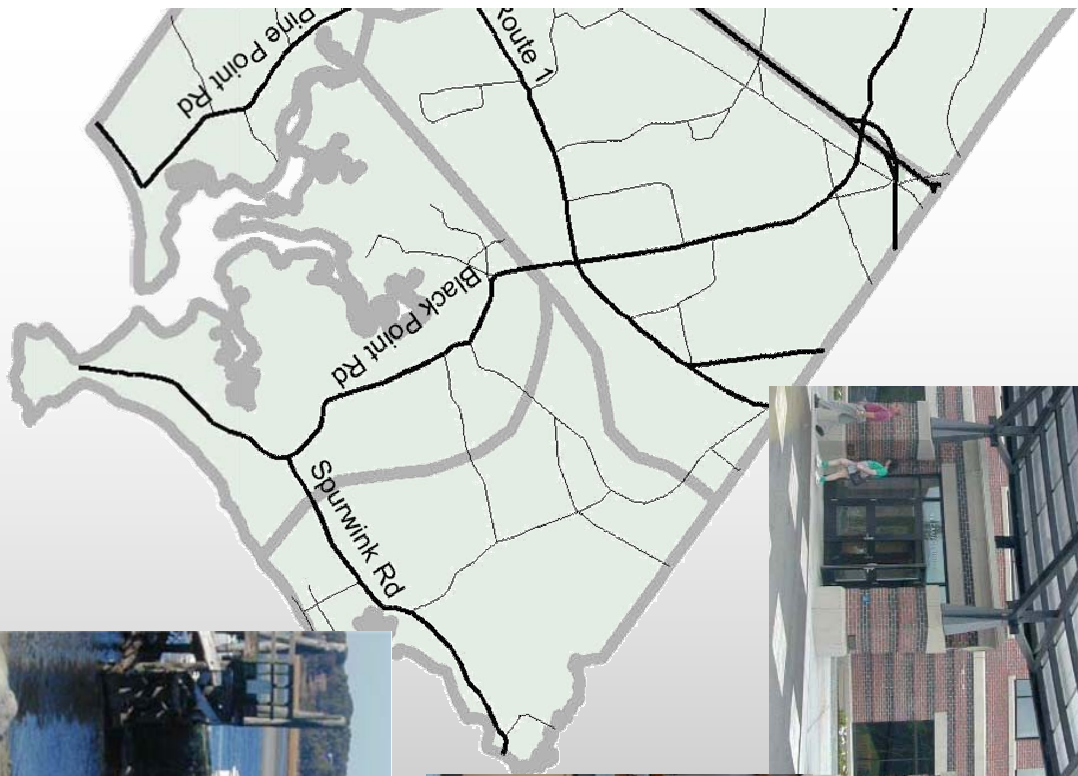


We will create a **Main Street** that is safe, sociable, and attractive for residents to work, shop, and visit.

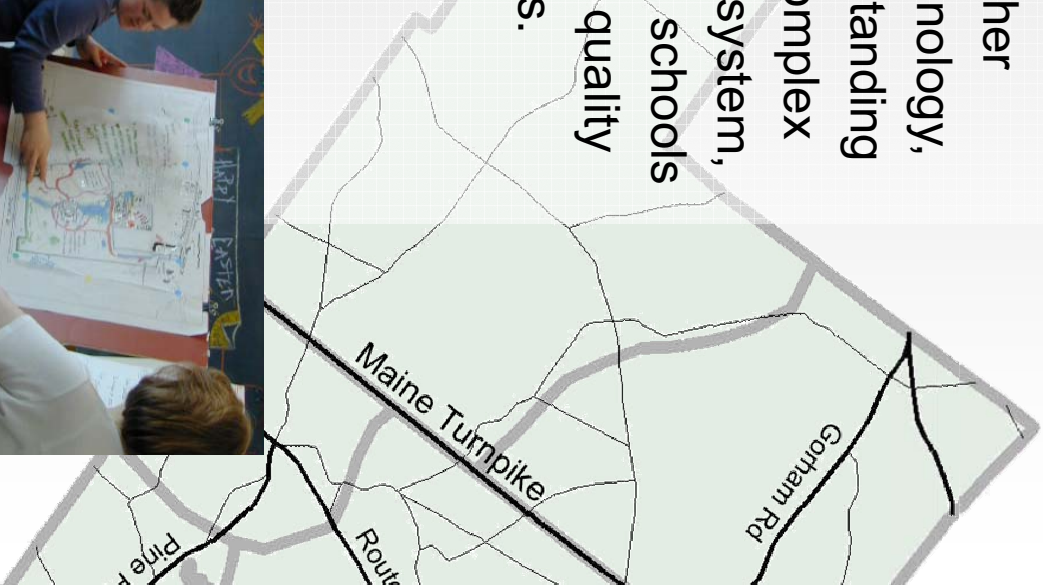
To **maintain our diverse tax base**, at least a quarter of new development will be business or commercial. New businesses will range from biomedical research labs to fishing, and from corporate headquarters to high quality arts and retail. Major new businesses will be built along in Haigis Park-

way.





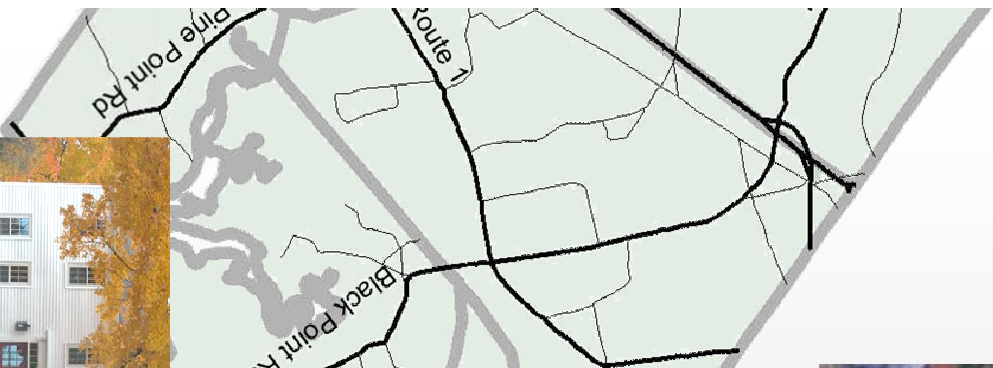
Our **schools** will be centers where young and old learn together through cutting-edge technology, flexible learning, and outstanding teachers. The Oak Hill complex will anchor the education system, but primary neighborhood schools will continue to bring high quality education close to families.



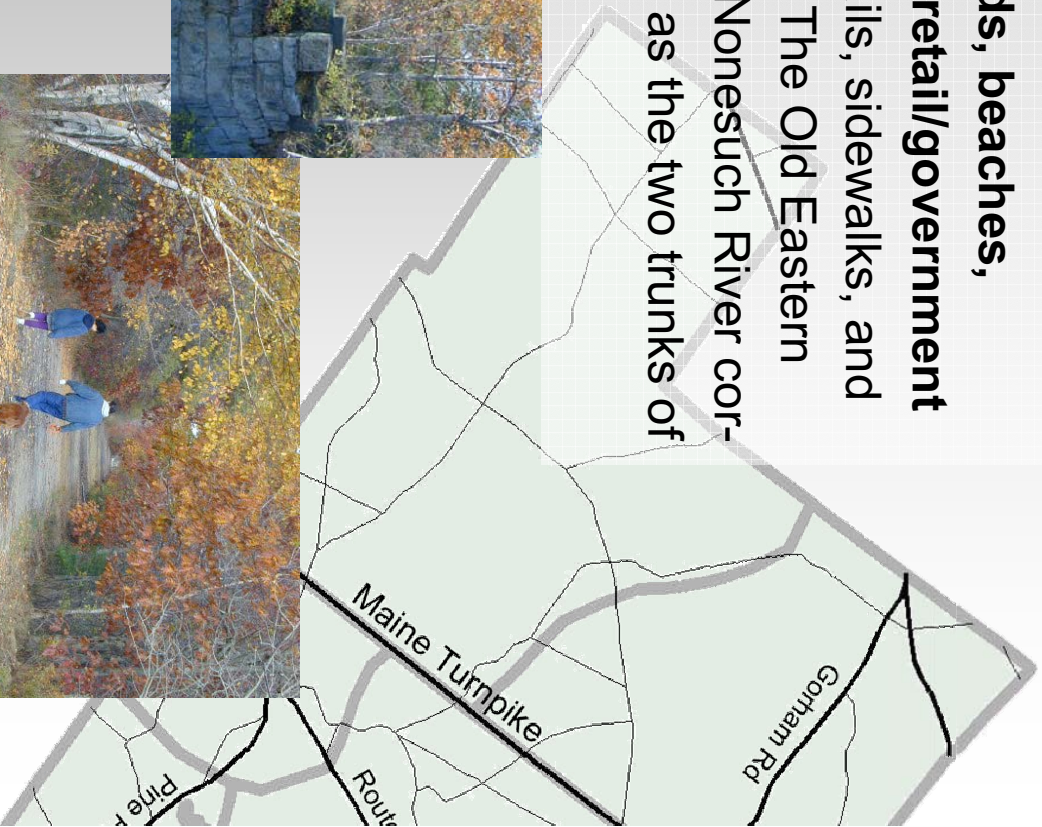


We will encourage **housing** of all types and will work to provide affordable housing for teachers, young families, retirees, and local workers. Higher density housing will be located between the Turnpike and the Old Eastern Road, where land and the facilities to accommodate growth already exist.

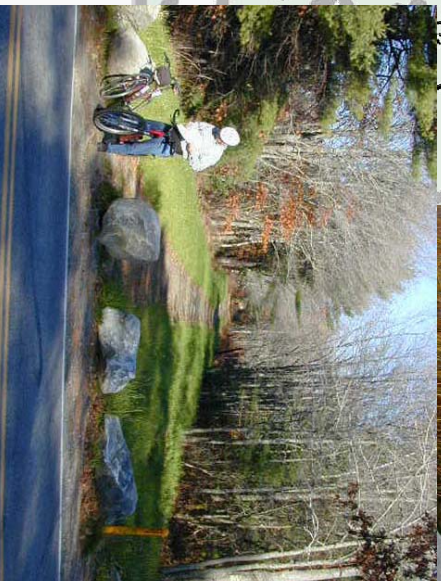
Lower density rural housing will be located near existing development in order to keep larger blocks of undeveloped land intact.



**We will tie together our neighborhoods, beaches, schools, and retail/government center with trails, sidewalks, and bicycle lanes. The Old Eastern Road and the Nonesuch River corridor will serve as the two trunks of the network.**



We will create **community recreation and cultural facilities** that will provide central spaces for residents of all ages to come together.



## Neighborhood Meetings

Scarborough is a community of smaller villages and neighborhoods. Here is our vision for how each should move forward.

### North Scarborough, July 11

South Coast Community Church

### West Scarborough, July 16

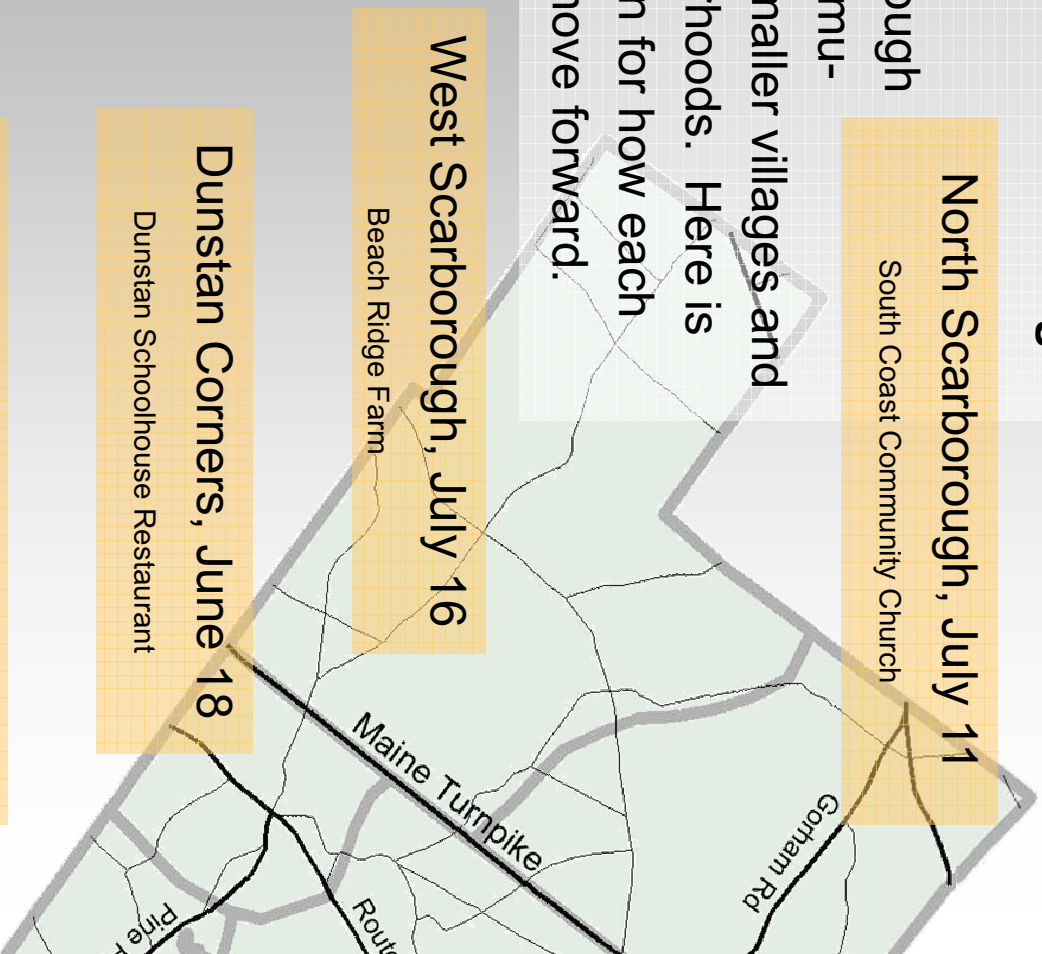
Beach Ridge Farm

### Dunstan Corners, June 18

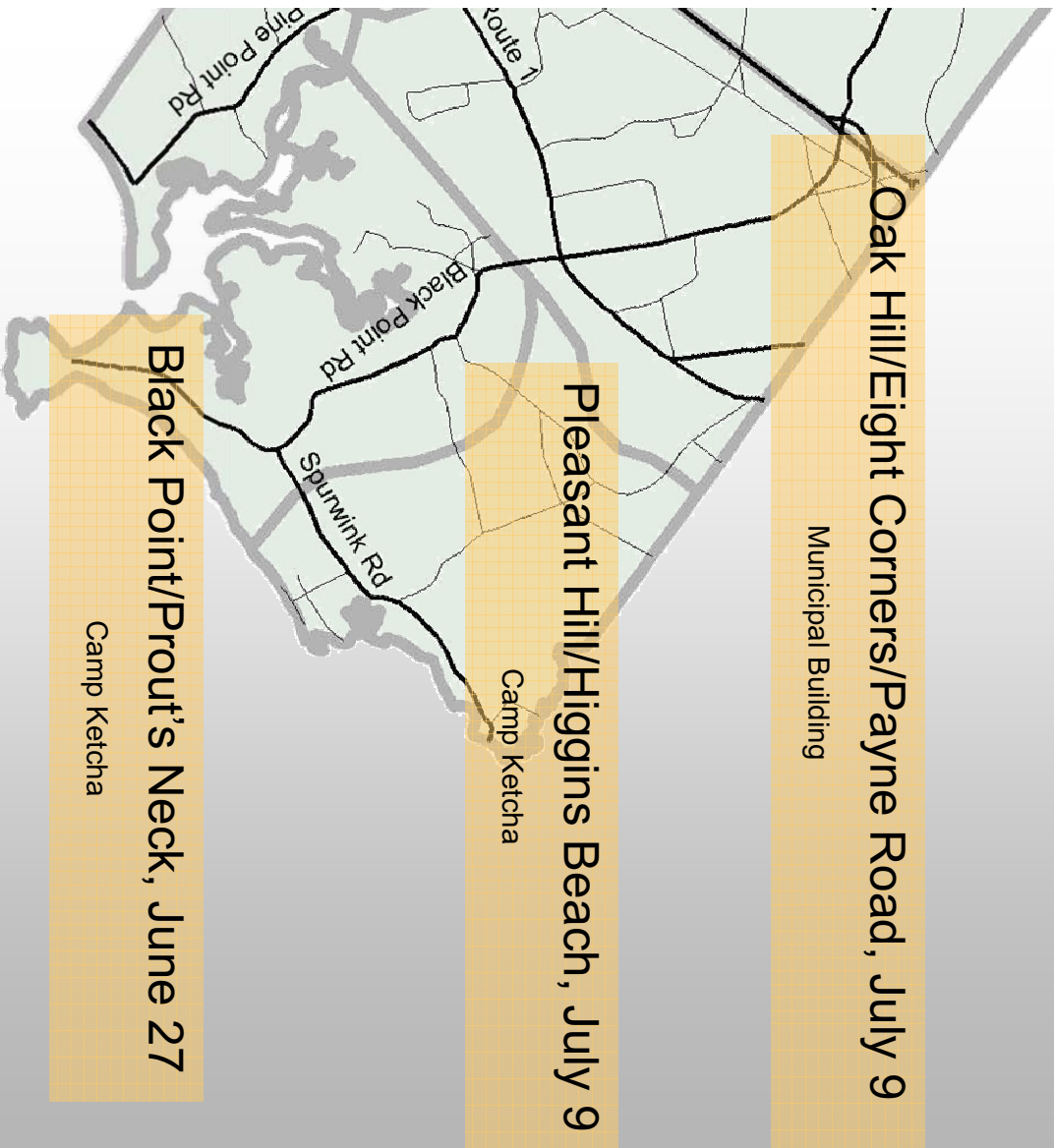
Dunstan Schoolhouse Restaurant

### Pine Point/Blue Point, July 18

Blue Point School

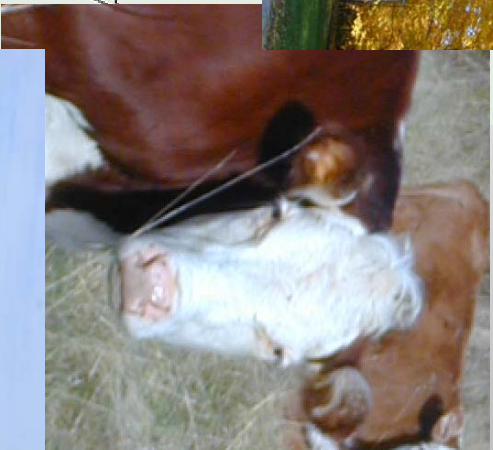






**West Scarborough** will be defined by its farms, open fields, and woodlands. New residential development will be built near existing development. Large undeveloped areas will be conserved. The trails and paths that wind through West Scarborough will be managed with respect for private landowners. The Nonesuch River corridor, which here begins its winding path across town, will be protected.





**North Scarborough** will remain quiet, preserving its historic farms and houses. The protected Non-such River corridor will serve as the trunkline for a network of trails. New houses will be built near Gorham Road. Larger interior areas will be conserved.



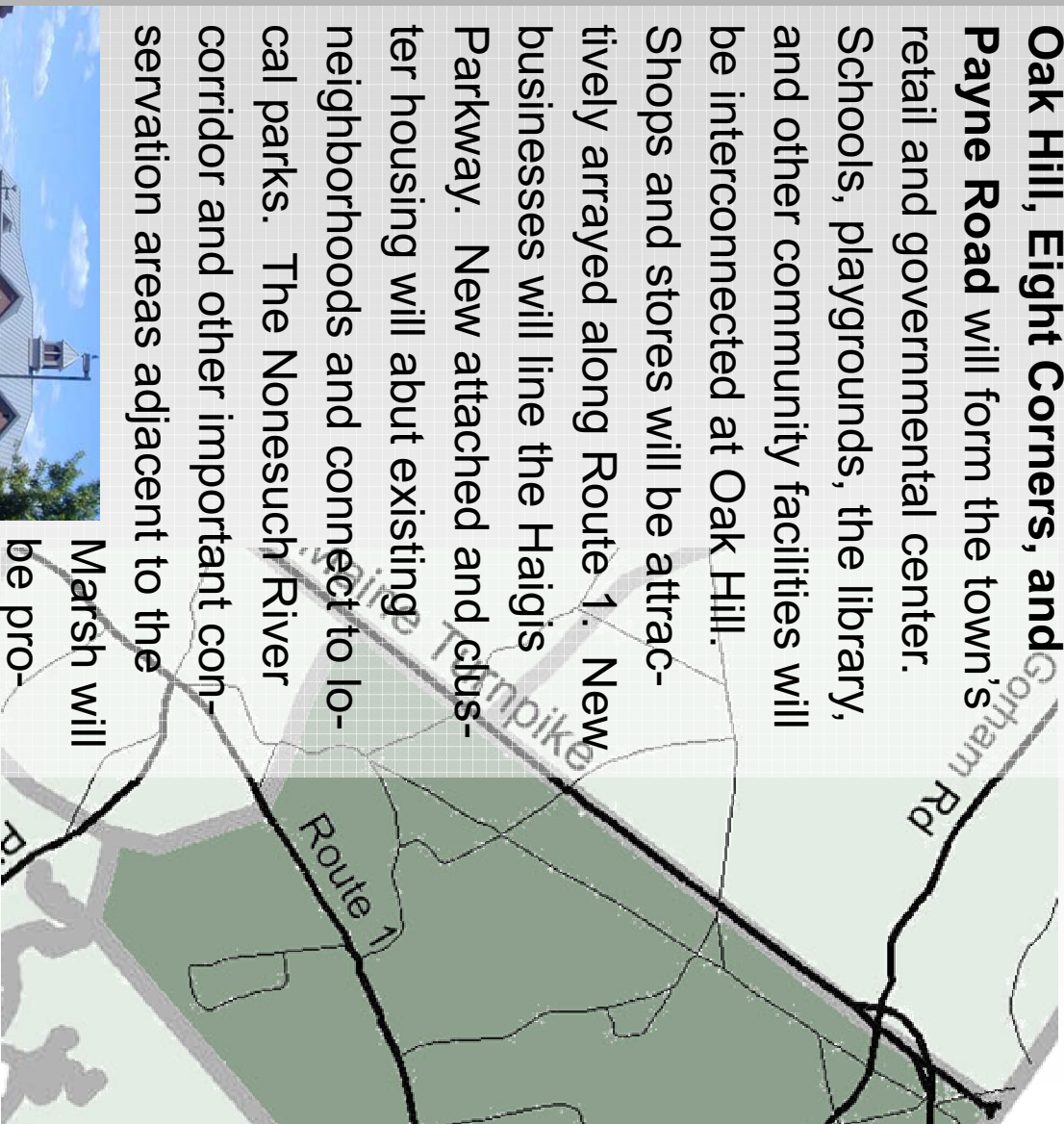


**Dunstan Corner** will be a re-newed village with nice shops, cafes, walkways, and parks. Auto traffic will be safely managed. A trail will branch out and connect with the Audubon Center, Old Eastern Road, and the beach at Pine Point. Attached and clustered housing will create an affordable and lively neighborhood for young and old. Fields and farms south of Dunstan will be preserved as a gateway from Saco.





**Oak Hill, Eight Corners, and Payne Road** will form the town's retail and governmental center. Schools, playgrounds, the library, and other community facilities will be interconnected at Oak Hill. Shops and stores will be attractively arrayed along Route 1. New businesses will line the Haigis Parkway. New attached and cluster housing will about existing neighborhoods and connect to local parks. The Nonesuch River corridor and other important conservation areas adjacent to the



Marsh will be protected.







## **Pleasant Hill and Higgins Beach**

will remain attractive residential neighborhoods. Higgins Beach will be protected from erosion and pollution. A system of trails will connect Pleasant Hill residents with Higgins Beach and Oak Hill, as well as the beaches and ocean-front. Conservation of the Libby River's headwaters will ensure the Libby River and the Spurwink River will be safeguarded.





**Pine Point and Blue Point** will continue to provide recreation to summer tourists, and a high quality of life to year-round residents. The neighborhood will have clear signage, ample parking, and a visible police presence. New housing will be limited to infill homes that are consistent with the existing neighborhood. Trails will link the area to Dunstan Corner, the Old Eastern Road, and the Audubon Nature Center.

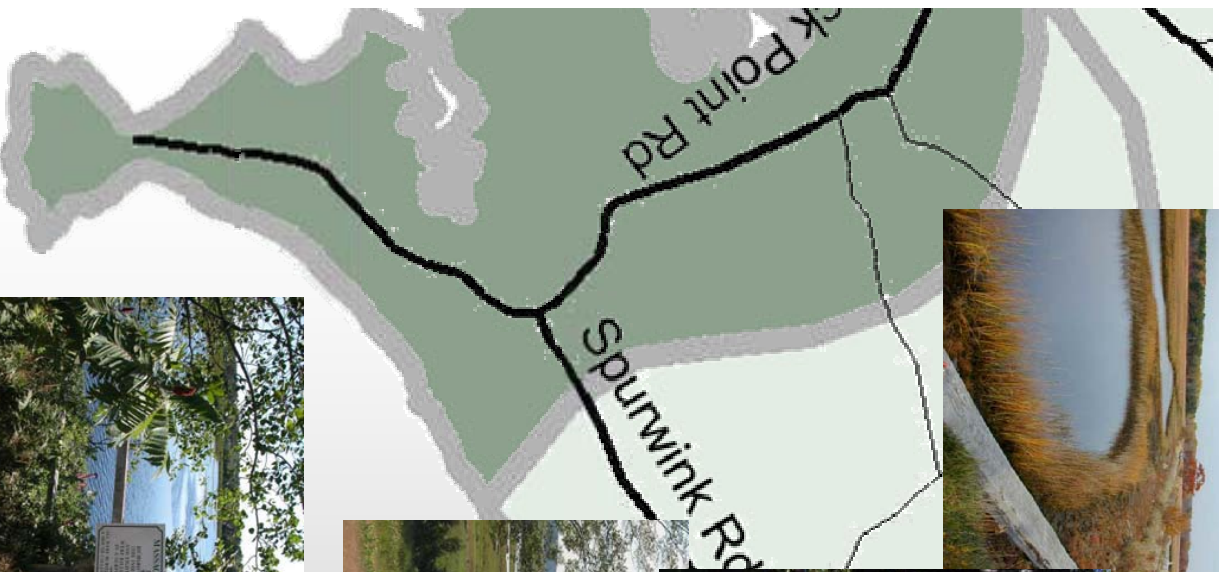




## **Black Point Road and Prout's**

**Neck** will remain defined by its scenic views and historic resources— the Black Point Inn, Winslow Homer's studio, and the Hunnewell House. New housing will be limited to infill houses. The headwaters of the Libby River, Scarborough Beach, and Masacre Pond will be the foundation of a conservation corridor that protects the Marsh's sensitive habitat.





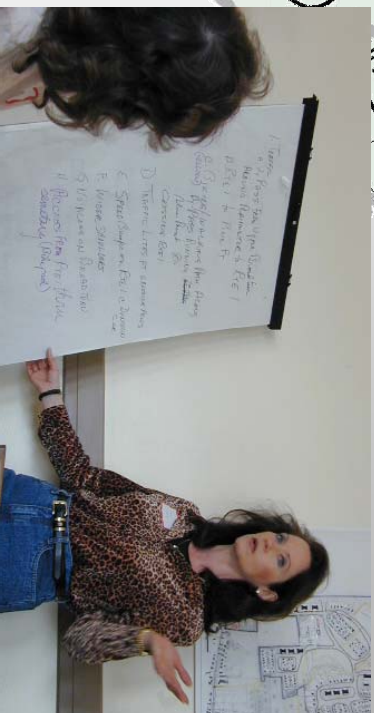
The Vision describes a destination, but it is not a roadmap. It does not tell how to get there. The roadmap for attaining the vision is the Town's Comprehensive Plan, which will be updated in 2004. This update will include strategies for achieving the vision.



If you are interested in working to implement the vision, contact the Scarborough Planning Office at 883-6739. For more information on the vision, process visit [www.scarborough.me.us/vision](http://www.scarborough.me.us/vision).







## Visioning Oversight Committee

**R Atkinson**  
S Babine  
S Cox

**K Freeman**  
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**S Most**  
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A Timpson

**M Wood**  
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Planning Decisions

**Thanks to all of the Visioning participants:**

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N Agan  
M Anger  
K Anderson  
MB Anges  
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S Bayley  
JK Begert  
B Bellemere  
D Beneman  
M & C Bennett  
J Bingham  
H Blark  
A Bliss  
C Blooskey  
M Bolton  
A Bombai  
R Booth  
R Botta  
M Boutin  
D Brookes  
JP Brunett  
L & G Bruns  
B Buckley  
P Buttner  
J Butts  
MB Caffeg  
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B & M Cousins  
L Coyne  
M & D Craine  
N Crowell  
D & C Crowley  
D & G Currew  
L Curran  
S Curran  
R & P Currter  
T & A Daley  
A Daniels  
A Davitt  
B DeLong  
D DeMoiro  
C & W Denison  
R & J Donovan  
S Douglas  
L Douglas  
W & R Dow  
S Dramm  
B Drumm  
P Dunn  
J & J Durant  
T Eddy  
P Erickson  
F Estey  
M & F Fallona  
C Farrington  
D Feilding  
C Feishman  
S Foley-Ferguson  
B Follansker  
A Follansker  
L Frechette  
B Futzberg  
D Geo  
P Gilliam  
G Gleedhill  
M & D Goodwin  
K Goodwin  
D Green

F & K Greenlaw  
L Greenlaw  
N Greenwood  
B Gullifer  
T Gutter  
E Hamblin  
R & D Harden  
P Harrell  
L & J Hawthorne  
M & S Hayward  
J Healy  
A Hibbard  
Mr Hill  
R & P Hillman  
B & J Hochmuth  
D Homer  
N Horgan  
M & H Howard  
D & B Huff  
J & R Hughes  
H Hund  
M Huntington  
D & P Huot  
M Hyde  
J Inglis  
L Jesmair  
G & A Johnson  
R & K Johnson  
N Jones  
J Kelley  
J Kilfoil  
J & E Killelea  
P Koopp  
J LahHale  
C Lauckman  
J Laiton  
M & P LeBel  
T & R Libby  
S & A Lilley  
E & C Mabele  
J & S MackMahon

J & M Maier  
H & D Manseau  
E Marsh  
L McCammon  
M McClemon  
J McFadden  
L McLoon  
J Meck  
D Mulqueeneey  
R & A Murphy  
B & D Murphy  
J Mushial  
L & A Neuman  
H Nielson  
R & B Norberg  
J Norden  
T Ostrowski  
J Overton  
R Owens  
K Packhem  
H & D Page  
P Panagakos  
J Pandre  
B Panzini  
J Perry  
D Pierce  
N Pilsbury  
M & B Pottle  
P Pirkos  
B Ramsdell  
C & D Rancourt  
M & K Rauth  
E Reese  
W & B & T Rey-  
nolds  
K Ricco  
L Rinaldi  
M Rosenbaum  
S Ross  
G Ruotolo  
S & N Sawyer

S Seabury  
I Senne  
P Shen  
I Shevenell  
J Shirk  
J Simpson  
S Sirois  
J Slade  
K Slavin  
E Smith  
M Smith  
B Smith  
L Spratful  
P State  
J Stevens  
D & J Stokes  
S Suchecki  
J Talbot  
C & J Taylor  
B Tgettis  
S Thompson  
C Turner  
D VanDooe-  
waard  
J Veltri  
M Violette  
L Wagner  
C Warner  
F & L Warner  
H & E Warren  
H & C Warren  
M Watson  
M Wayne  
B Whitaker  
B White  
S Wilder  
M Wise  
C & B Wood



# Appendix C

## Summary of Affordable Housing Analysis

## Appendix C

### **AFFORDABLE HOUSING NEEDS ANALYSIS**

### **SCARBOROUGH, MAINE**

**December, 2005**

Prepared for:

Town of Scarborough, Maine  
and the  
Scarborough Housing Alliance

December, 2005

Edited March, 2006

Prepared by:

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# EXECUTIVE SUMMARY

## **Scope of Study**

The Scarborough Housing Alliance (SHA) commissioned an assessment of affordable housing availability and needs in Scarborough. In outlining its goals for this study, the SHA posed several central questions of primary concern:

- Is there a shortage of affordable single family homes in Scarborough?
- Does the Town have a shortage of affordable rental housing units?
- What workforce housing needs are being created by job growth in Scarborough?
- Will young people from Scarborough be able to afford housing here?
- What housing cost burdens are faced by Scarborough's senior households?

## **General Findings**

**Affordable Ownership.** There is a severe shortage of single family homes in Scarborough that are affordable to first time buyers and to most of those who work in Scarborough. Less than 10% of the renters living in Scarborough could afford the median priced single family home in the town in 2005 (about \$300,000). In Scarborough, a house would need to be priced at under \$200,000 to be affordable at the median household income in Scarborough, and at about \$150,000 to be affordable to households earning the median income of the Portland metro area. In the 1<sup>st</sup> half of 2005, only 14% of Scarborough sold for less than \$200,000 and only 4% sold for under \$150,000. In Scarborough, homes selling in at these price levels may be in need for significant improvement. Due to the strong market in Scarborough, condominiums that are restricted to age 55 and older have median selling prices at or above that of single family homes within the Portland metro area, Scarborough is among the most expensive communities in which to own a home or to rent.

**Rental Housing.** The Town of Scarborough has a very limited multifamily rental housing stock relative to other major communities in Maine. Among the 18 largest communities in the State, the Town ranked third from the lowest in the percent of its households who live in rental housing. In this comparison, Scarborough also had the third highest percentage of renters spending 50% or more of their income on rent (only Sanford and Waterville had higher percentages). In 2000, Scarborough renters relied heavily on renting single family homes. Single family home rent is expensive, and the availability of homes for rent has probably diminished in a strong ownership market. With a limited rental stock, Scarborough offers few housing opportunities for young people just entering the labor force (who typically rely on rental housing). If eligible households were to obtain rental voucher assistance such as Section 8 certificates, they would have difficulty finding housing in Scarborough at rents low enough to

meet program limits. The subsidized family apartments that do exist in Scarborough were built under programs that will allow their eventual conversion to market rate housing. At the other end of the age spectrum there is a significant shortage of apartments for low to moderate income seniors.

Workforce Needs. In 2000, Scarborough had the 10<sup>th</sup> highest number of jobs of all Maine municipalities, and the 10<sup>th</sup> largest population in Maine. As of 2004, Scarborough had the third largest number of jobs (after Portland and South Portland) within the Portland metro area. Between 1990 and 2004, 25% of the net job growth of the Portland MSA<sup>1</sup> was in Scarborough. As Scarborough continues to grow as a job center, affordable housing will need to be available to sustain labor force expansion. The principal job growth sectors in Scarborough have been in both the highest paying (professional services) and the lowest paying (retail trade) sectors. However, current rents and home prices in Scarborough are too high to be affordable to most people who work in Scarborough, even with more than one worker per household.

Using the Haigis Parkway buildout analysis<sup>2</sup> as an example of the housing demand created by future commercial-industrial development in Scarborough, about 67 new housing units would be needed in the region for each 100 new jobs created there. On average, each 100,000 square feet of new floor area in commercial-industrial growth of the type planned for the Haigis Parkway translates to a need for about 160 housing units somewhere in the market area. As this and other major developments are constructed in Scarborough, some portion of the new housing needed for the labor supply will need to be accommodated locally. Based on the mix of wages paid within Scarborough, only a few local job sectors generate incomes high enough for a working family to afford ownership at the prevailing prices in Scarborough, and the Town has relatively few rental units as a lower cost alternative. A balance between job growth, wages, and housing costs will be difficult to attain unless more affordable units can be created.

Young People and Seniors. Young people from Scarborough or the area who enter the job market for the first time do not have to access to a significant local supply of affordable apartments or to affordable ownership opportunities. Labor recruitment in southern Maine, especially of younger workers, has been impeded by a lack of apartment housing sought by new workers<sup>3</sup>, and the state has been producing few multifamily units relative to the nation.

About one of every five households in Scarborough is headed by a person age 65 or older and about 90% of senior households are homeowners. Among the largest 18 municipalities in the State<sup>4</sup>, Scarborough ranks last in the number of assisted rental units for seniors as a percent of households age 65 and older. While age-restricted (age 55+) condominiums are found in Scarborough, their average price is about \$300,000 – about the same as the average existing single family home in town. Assisted living for the more frail senior population is available in Scarborough, but this is an expensive alternative that is usually chosen based on physical necessity. The expansion of an age-restricted manufactured housing park will add a considerable number of units to the ownership inventory available to seniors.

Future Growth in the Housing Supply. State population projections indicate that by the year 2020, Scarborough could have the 5<sup>th</sup> largest population in the State (it ranked 10<sup>th</sup> in 2000). If the projections prove accurate, Scarborough's future population will be comparable in number to

<sup>1</sup> The MSA is the Metropolitan Statistical Area geography as applied in the 2000 Census.

<sup>2</sup> See Report of the Haigis Parkway Committee, and appendices, August 2001.

<sup>3</sup> See Housing, Jobs and Maine People, 2001, by Planning Decisions, Inc. for the Maine State Housing Authority.

<sup>4</sup> Selected comparison communities were Maine cities and towns with a population of 10,000 or more as of the 2000 Census.

places now having between 20,000-25,000 persons such as Auburn, Biddeford, Sanford, Brunswick, and South Portland. Our forecast of the future housing growth of the Portland MSA indicates that the region will need about 9,300 more housing units in the next 10 years, and Scarborough will need about 1,400 units based on population projections. The Town's growth management limits seem high enough allow it to absorb this share of projected housing growth. However, a rebalancing of Scarborough's owner/renter supply, higher density development options, and more opportunities for multifamily rental housing will be needed to allow the Town to accommodate a reasonable share of the area's low to moderate income housing needs.

Ordinance and Regulatory Issues. A review of Scarborough's zoning and growth management ordinances revealed a number of items that limit the diversity of housing opportunities in Scarborough, and the potential affordability of housing. The most obvious constraints center on the points summarized below:

- Multifamily apartment-style housing is not a permitted use anywhere in Town, based on the current wording of the zoning ordinance definition of "multiplex". "Multiplex" includes only the attached townhouse form of housing, and limits the number of units per building to 8 (or only 6 if there is more than one building on a lot).
- The maximum baseline density for residential development in sewerred areas is too low to encourage the most affordable forms of housing. More efficient use of land will be needed to encourage more affordable units, especially townhouses and multifamily apartments or condos.
- There is very little remaining land that is zoned for higher density development, though the Comprehensive Plan calls for encouraging most new housing to locate in and around compact village centers.
- The definition of affordable housing is too broad to provide developers with a predictable performance standard by which to assess the feasibility of using affordable housing incentives.
- Recent initiatives to promote affordable housing in the DVR and TND districts are positive steps, but bonus provisions in these districts generate 4% to 6% of new units as "affordable" homes. Because underlying "baseline" densities permitted by the zoning ordinance are low, bonus provisions may have a limited effect, and will not leverage the desired "20% affordable" target of the 1994 Comprehensive Plan.
- The growth management ordinance places a specific limit on the number of growth permits (20) that may be authorized in a given year for affordable housing. In addition, "affordable housing" is the only development category in which the carry-over of unissued permits to a subsequent year is prohibited.
- Elderly housing development is specifically limited by the growth management ordinance to no more than 5 growth permits per year (a maximum of 20 units). This would not permit a typical multifamily apartment development of an economical scale to proceed (and the current definition of "multiplex" would require that such units be townhouse rather than apartment-style units).

- A detailed review of the cumulative effect of development fees for sewer hookup, impact fees, growth permits, and building permits was beyond the scope of this study. However, developers have noted that the cost of fees has become a significant portion of their total development costs. Town and Sewer District fee structures should be reviewed to see whether they (1) encourage or discourage growth in compact development areas generally, and (2) whether some fees might be waived or reduced for affordable housing units.

Actions to Promote Affordable Housing. In general, the larger cities and towns of the State have higher levels of involvement in encouraging or creating affordable housing. The types of actions outlined in Part 3 of this report center on alternative municipal roles in affordable housing at several possible tiers: (1) regulatory incentives, (2) financial support, and (3) direct participation in development. As a center for area job growth, and a place where home values are high, Scarborough is in an excellent position to pursue approaches that could harness economic strengths to assist the production of affordable housing. Overall, the Town should allow for the creation of a housing stock that is as diverse as the range of needs created by its job base. An outline of alternative actions is summarized below:

A. Zoning Ordinance Provisions

1. Amend Zoning Ordinance definitions
  - *Affordable Housing*
  - *Multifamily*
2. Increase opportunities for multifamily development
3. Encourage more compact development that promotes affordability
4. Develop inclusionary incentives for affordable housing
  - Consider voluntary, mandatory or combined inclusionary policies
  - Financial incentives
  - Waiver of fees or fee reduction
  - Infrastructure financing

B. Growth Management Policy Options

1. Review allocation categories for growth permits
2. Remove or reduce limits on affordable housing production
3. Relate workforce housing growth to pace of economic development

C. Jobs-Housing Linkage Policies

1. Explore linkage fee potential
  - Consider voluntary vs. mandatory linkage policies
2. Allow for multifamily development in some commercial zoning districts
3. Other Town policies

D. Town or Local Housing Authority Participation in Development

1. Reduction of infrastructure or land costs for affordable housing developments
2. Creation of Local Housing Authority
  - Direct construction of affordable housing by non-profit corporation
  - Administration of local housing program such as housing trust fund
  - Use affordable housing covenants