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Amended  
2002 Update  
of the  
Sanford  
Comprehensive  
Plan

Prepared by the  
Comprehensive Plan  
Update Committee

October 23, 2002  
Amended March, 2005



# Amended 2002 UPDATE OF THE SANFORD COMPREHENSIVE PLAN

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Amended March, 2005

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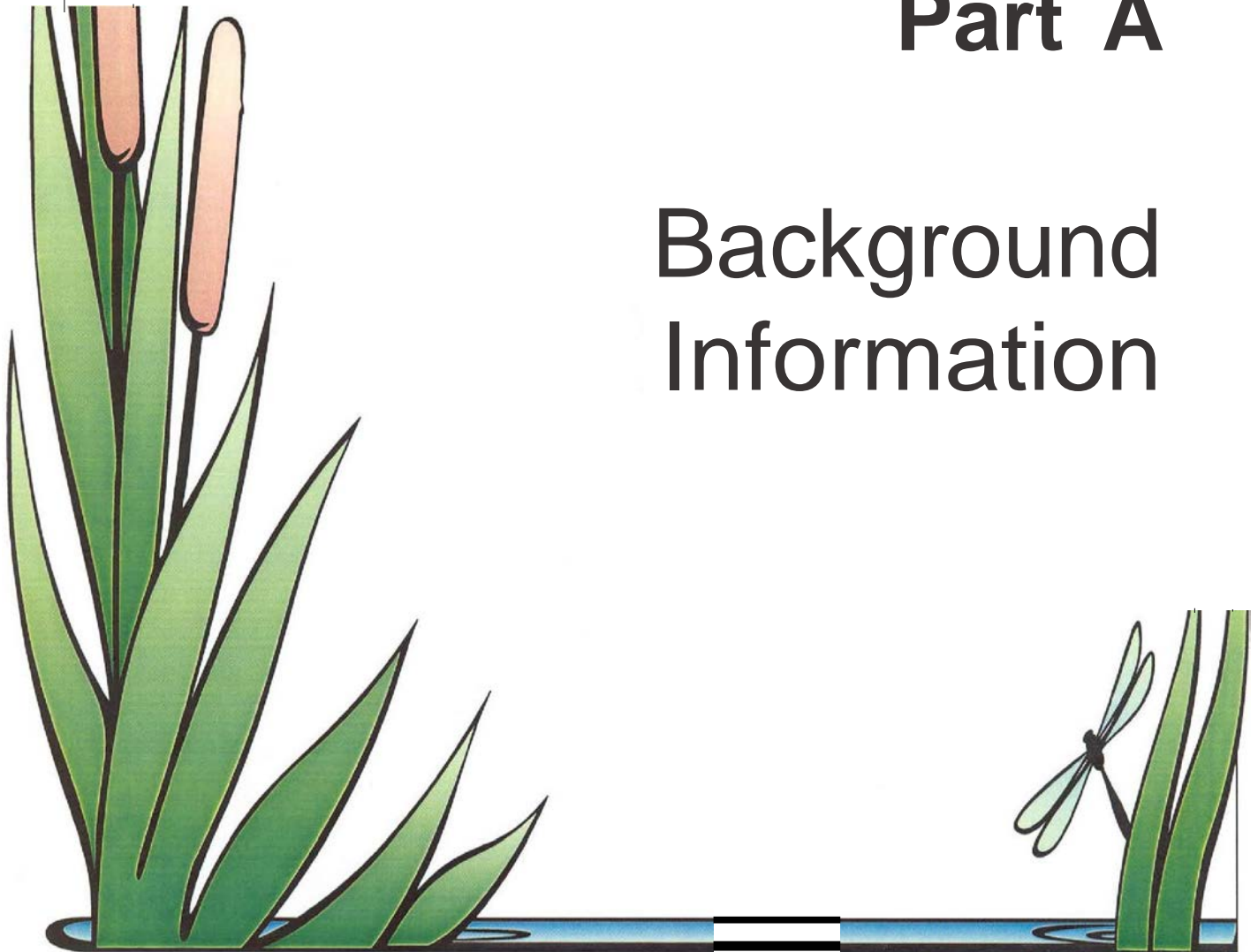
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## Part A

# Background Information



**WHERE WE HAVE BEEN B PAST PLANNING ACTIVITIES**

(Revised 10-7-02)

The Town of Sanford has a long history of planning for the future growth and development of community. The Town developed the current Comprehensive Plan in the late 1980's with financial assistance through the State=s Growth Management Program. Town Meeting adopted the Plan, with some minor amendments, in 1992 as a guide for the future growth and development of Sanford and Springvale.

The adopted plan contains an interrelated set of goals and policies that address the following areas:

- S Population and household growth
- S The local economy
- S Natural resources
- S Water and sewer service
- S Land use patterns
- S Downtown
- S Transportation
- S Housing
- S Public facilities
- S Recreation and open space
- S Cultural resources
- S Historic and archeological resources
- S Fiscal resources

The goals and policies of the adopted plan address a number of key themes including:

1. Aggressively pursuing economic growth through a coordinated economic development program including providing an adequate supply of serviced, usable industrial land, revitalizing the Sanford Mill Yard, establishing design standards for commercial and industrial uses, and upgrading of the quality of the community=s labor force,
2. Protecting the Town=s natural resources with a focus on improving the quality of the Town=s surface waters, protecting the groundwater, and preserving important habitats,
3. Managing the Town=s residential growth by encouraging development in and near the existing built-up areas of Sanford and Springvale while discouraging large-scale, intensive residential development in outlying rural areas,

4. Revitalizing the downtown=s of Sanford and Springvale as vibrant, mixed-use districts,
5. Upgrading the housing in the older residential neighborhoods, and
6. Providing the public facilities and services needed to serve the Town=s expanding population.

The Comprehensive Plan laid out an implementation program for achieving the goals and policies set out in the Plan. In the decade since the adoption of the Plan, the community has carried out many of the activities proposed in the Implementation Strategy. Key actions taken to implement the Plan include:

- s Adopted new zoning, shoreland zoning, floodplain management, and subdivision ordinances that substantially conform to the recommendations of the plan.
- s Modified the community=s economic development program and provided financial assistance to businesses.
- s Undertook a Downtown study and supported an effort to create a viable downtown organization.
- s Carried out the redevelopment of the former Nasson College campus with the help of the Springvale Public Library and private developers.
- s Reestablished a community development program to improve older neighborhoods.
- s Established a well-head protection program to protect the water district=s supplies.
- s Closed the former Rushton Street landfill and undertook mitigation measures to address pollution issues.
- s Upgraded the Sanford Regional Airport.
- s Expanded the Mousam Trail.
- s Created a Trails Committee and developed a Trails Plan.

In spite of the numerous activities undertaken to implement the current Comprehensive Plan, a number of areas have not been addressed or have not been successfully accomplished including the following:

- s During the development of the updated zoning and land use regulations, the Town chose not to enact site and architectural design standards for non-residential development as envisioned by the adopted plan.
- s The Town chose not to require that residential developments in rural areas be required to set aside open space but cluster development was retained as an option.
- s While the Town undertook an effort to establish an ongoing Downtown

- revitalization program and organization, this remains an issue.
- S The historic standards proposed in the plan for selected districts were never fully adopted.
  - S A number of the natural resource activities were never undertaken such as reactivation of a Conservation Commission, establishment of a townwide surface water quality monitoring program, and the protection of significant natural resources.
  - S The Town=s efforts to establish an on-going program to upgrade the community=s older housing and residential neighborhoods have experienced mixed results.
  - S The traffic situation, especially with regard to the Route 109 corridor, remains a concern in spite of a number of localized improvements.
  - S While some efforts have been made to work with the owners of the Mill Yard to explore the future use of this complex, this remains an issue.
  - S No progress has been made on developing a cultural and performing arts center for the community.

## **CHAPTER 2.**

# **WHERE WE NEED TO BE GOING B RECENT CHANGES IN THE COMMUNITY**

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(Revised 10-7-02)

In the 1950s-60s, the Town of Sanford experienced dramatic and sudden change as the economic base of the community was uprooted and relocated. That change was very visible and sparked the community to act to rebuild the Town=s economy. That broad based, coordinated effort was successful and resulted in a sound, stable economy based heavily on manufacturing.

The Town of Sanford is once again experiencing change but this time the change is more subtle and less visible. Sanford/Springvale has been experiencing a significant change over the past ten to fifteen years. This change has not been positive.

While most of York County and the towns surrounding Sanford/Springvale experienced economic growth and prosperity during the decade of the 90s, the Sanford/Springvale community did not share in this good fortune. To the contrary, the economic fortunes of both the community and its residents declined based upon data from the 2000 Census. The Town=s role as the service center for central, southern York County has had important implications for the community.

The characteristics of the Town=s residents changed dramatically over the past twenty years. The income of the Town=s households grew more slowly than in most other areas of York County. The percentage of the Town=s population living in poverty increased and a large segment of our residents have inadequate incomes. An increasing share of the community=s housing is subsidized and occupied by lower income households. Fewer residents have college educations than was the case twenty years ago. A number of our local employers that provided good paying jobs have downsized or closed. The unemployment rate in the Sanford Labor Market Area is now higher than the state average and is the highest in the southern part of the state.

Based upon the data in the 2000 Census, we are losing our middle-class population and are in danger of becoming a community of lower income, less educated residents. Good paying manufacturing jobs are being replaced by lower paying jobs. This trend has ominous consequences for the community if it continues.

The status quo will not alter this trend. Changing this pattern will require that the entire community, the municipal government, the school system, the business community, and the community=s leaders and residents, undertake a comprehensive effort to change the

direction of Sanford/Springvale. This will require bold leadership and a new vision for the community. It will require taking risks and investing in the community. It will require that we change the way we think about our community and how we do things and invest our resources.

This update of the Sanford Comprehensive Plan lays the groundwork for such an effort. But the choice is up to the community to decide our future – do we continue on the present path or do we chart a new course! This plan charts a new course for Sanford/Springvale.

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## Part B

# Summary of the Inventories and Analysis



## **CHAPTER 3.**

# **SUMMARY OF UPDATED INVENTORIES**

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(Revised 10-7-02)

The Town of Sanford's story is about being a center. A population center. A housing center. An economic center. A cultural and recreation center. The Town has filled this role for its residents and those of interior York County for centuries.

But a lot has changed, and a center in the 21<sup>st</sup> Century is different from a 20<sup>th</sup> Century center. Automobiles can whisk people into the countryside in a matter of minutes. Telecommunications can link people and businesses together that are actually miles apart. Hydro power has been replaced by hydrocarbons. Food is imported from around the world.

Sanford/Springvale's story in 2002 is about adaptation to its role as a 21<sup>st</sup> Century center. Housing is spreading from Sanford/Springvale to surrounding communities, taking with it housing pressure and younger and more affluent families. The global economy and nascent economies in surrounding communities are siphoning off some of the Town's economic activity. As the population spreads out, the regional transportation network gets heavier use.

Despite these changes, Sanford/Springvale's future will be defined by its role serving the needs of the region's residents more than ever before. People will visit Sanford and Springvale for special services and health care. Most of the region's jobs will be located in town. People will use the town's recreation and cultural resources. As it adjusts, Sanford/Springvale will shoulder both the responsibility and the benefit from being a 21<sup>st</sup> Century service center.

This section summarizes the updated inventory sections. The full sections are contained in the appendices.

### **A. Trends Toward a 21<sup>st</sup> Century Service Center**

Regional trends underscore the movement of Sanford/Springvale towards a 21<sup>st</sup> Century service center.

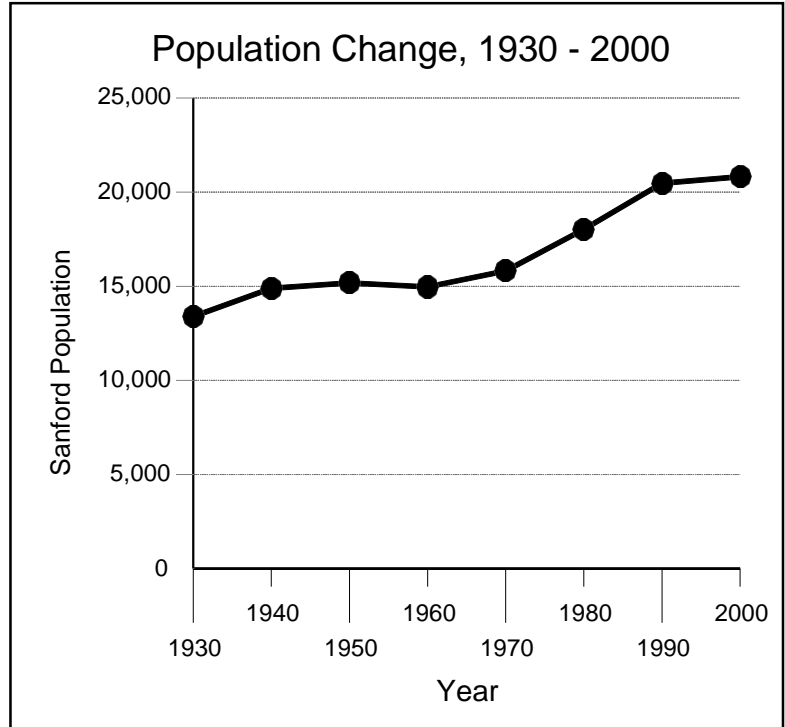
#### **1. Population Trends**

In 2000, Sanford's population reached 20,806. Historically, growth has been cyclical—strongest during the boom years of the 1970s and 1980s and weaker at other times. In the 1990s, the population increased by 343 residents, or 1.7%. It

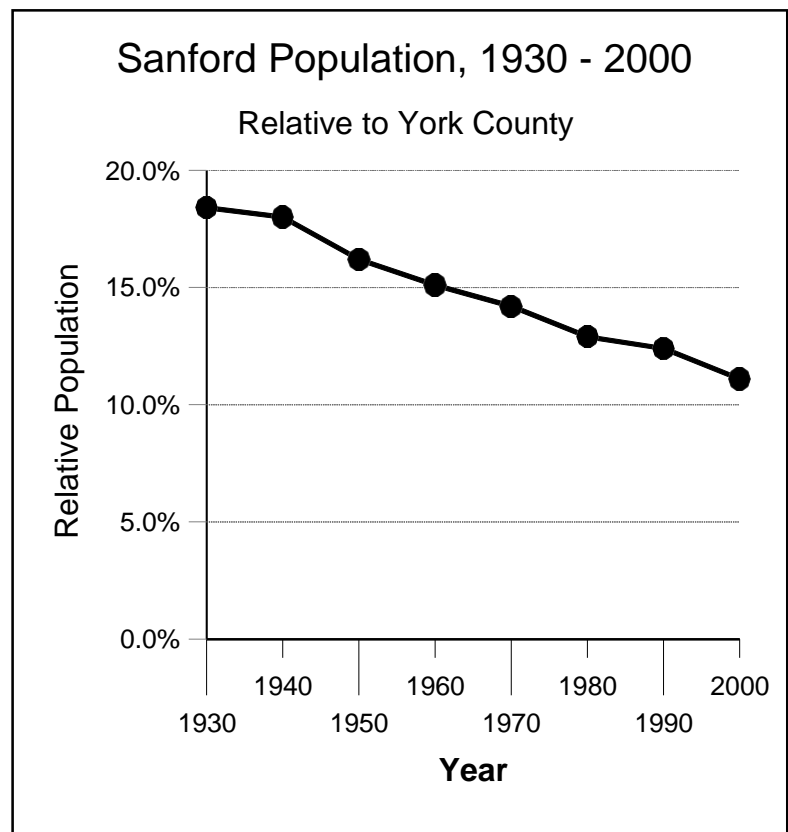
has been slowly moving from downtown Sanford and Springvale towards more rural areas. During the decade, the population in the Downtown areas contracted by 1.6 percent while rural areas grew by 8%.

This same trend is occurring on a larger scale between Sanford/Springvale and the surrounding communities. Despite the Town's population growth between 1930 and 2000, York County grew at a much faster rate. In 1930, more than 18% of York County's residents lived in the Town of Sanford. By 2000, this number was down to 11%. This change is even more dramatic when the Town is compared with its neighboring communities. In 1970, the total population of Sanford's neighbors was 16,768. By 2000, these communities more than doubled to 36,220 – close to twice the size of the Town.

Much of the region's population growth is occurring beyond the town line, a pattern of growth projected to continue for the foreseeable future. In response, these surrounding areas are improving school systems, creating jobs, and in short becoming more suburban while Sanford/Springvale sees its population skewed toward lower income, less educated households.



Source: US Census



Source: US Census

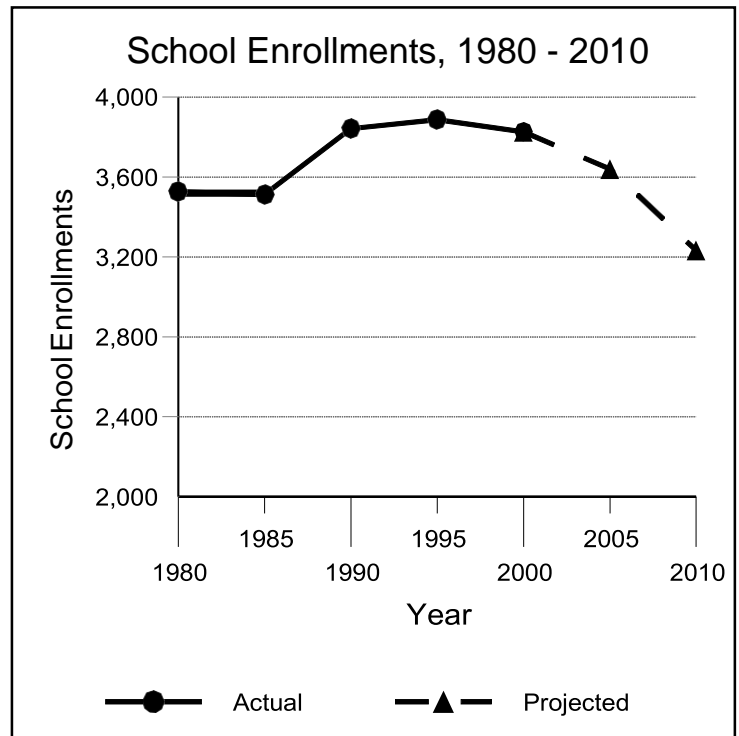
But Sanford/Springvale will remain the service center for itself and all of these neighboring communities. It will have most of the region's job opportunities. It will have the health care facilities. It will be the center for retail shopping, special services, recreation opportunities, and cultural activities. Its role as a service center in a fast-growing region of Maine creates many opportunities to improve the lives of its residents.

## 2. Demographic Trends

The pattern of demographic changes complements the pattern of population change. In general, Sanford/Springvale is growing older, less well educated and less affluent.

In some ways, the Town's residents are better educated than ever before. The percent of residents with a high school diploma has been steadily increasing for decades. This reflects a nation-wide trend towards higher levels of education. However, fewer residents with a graduate or professional degree lived in Sanford in 2000 than did in 1990. This suggests that residents with a college education (a population that grew dramatically in neighboring towns) are choosing to live elsewhere.

Following another national trend, the age of the Town's residents has continued to increase. The median age of a Sanford/Springvale resident was 36.6 years in the 2000 US Census, an increase of nearly 5 years since 1990. Neighboring towns increased at a similar rate, but are on average older than Sanford residents. Despite this, the number of residents between 5 and 17 (school-aged children) increased in neighboring communities and decreased in Sanford. This suggests that families with children are choosing to live in neighboring communities rather than in Sanford/Springvale.



Source: Maine Department of Education; Planning Decisions, Inc.

The average Sanford/Springvale household is earning more than ever (nearly \$35,000 per year in 1999). However, the rate of increase in household income in the Town of Sanford is lower than in the rest of the State and in surrounding communities. Whereas the average Sanford/Springvale household earned the same as the average State household in 1990, by 2006 the average Sanford/Springvale household is projected to earn only 90% of the State average.

While most of these demographic trends are small and subtle, over time Sanford/Springvale will have to adjust its services and facilities to its new demographic characteristics while striving to retain the former balance.

### **3. Housing Trends**

Sanford/Springvale added more housing units than people between 1990 and 2000 (343 people and 615 housing units). This discrepancy can be explained by the fact that the average number of people living in each housing unit is lower than it was in 1990. This trend towards smaller household sizes is projected to continue. The Town has a large number of rental housing units, although the percentage of rental housing units is average when compared with other communities of a similar size.

### **4. Transportation Trends**

Despite the population trend towards neighboring communities, the Town of Sanford remains the service center for all of the towns in the area. Sanford/Springvale and its neighboring communities total nearly 60,000 people, all of whom regularly or occasionally come to or pass through the community to work, eat, and recreate.

The impact of this growth on the community's transportation infrastructure is great. Traffic volumes are increasing rapidly on Route 109 in South Sanford and on Route 11A in Springvale. These two locations are increasing at more than 2% per year. The Route 202 corridor near the Grammar Road is increasing at close to 2% per year.

In addition to traffic volumes, highway safety is an issue to be addressed. The intersection of Oak Street and Hanson's Ridge Road is the most dangerous stretch of road in the town. As high traffic corridors clog with congestion, travelers will seek alternative routes, most of which are on rural roads that are unable to handle high volumes and high speeds.

Improvements to the transportation network are expensive, but they will improve the safety and convenience of residents, employees, customers, and its role as a service center.

## **B. Land Use Changes**

Changes are occurring within Sanford/Springvale that mirror the changes that are occurring within the region. These changes will impact the cost of providing services and facilities to Sanford residents.

Sanford residents are moving away from the built-up downtown areas and towards the more rural areas. In 1960, 89% of the population lived in the built-up centers of Springvale and Sanford. By 2000, 66% of the population lived in the built-up areas of Springvale and Sanford.

Several factors account for this dramatic population shift. First, nearly 80% of the new housing units built in Sanford/Springvale between 1990 and 2000 were located in rural parts of town. Second, housing units in the downtowns are older than the newer housing being built in rural areas. This affects population trends because older housing is more likely to be demolished (thereby decreasing the available supply in the downtown areas) and it is typically smaller housing than that demanded by today's families.

Also, the Town of Sanford's businesses have been moving away from downtown areas. While Downtown Sanford was the primary commercial center for Sanford and surrounding towns 40 years ago, today this same commercial activity is spread out across the town. Manufacturing, service businesses, and retail activity has spread out along Route 109, especially to the south.

In response to this spreading of the population and commercial activity, Sanford has had to adjust the type of services it provides and the manner in which it provides them. Public safety, public utilities, schools, recreation facilities, public works, and others have altered their operations to deliver services to a wider area. Regional partnerships, especially in fire protection, have often helped defray the costs of broader coverage, but in most cases, the Town has had to shoulder an increased financial burden.

## **C. Economic Activity**

Along with changing demographics, the Town's economy is changing.

### **1. Local Economy**

The Town of Sanford's economy is adapting to its changing role. For a century, Sanford and Springvale were synonymous with manufacturing. In the 1960s, manufacturing began to lose ground to other sectors of the economy. By 2000,

manufacturing had been supplanted by service-based jobs as the preeminent occupation. Services accounted for 33% of the jobs in 2001 while manufacturing accounted for 30% (retail, the third leg of the town's economy, accounted for 22%). This trend away from manufacturing is projected to continue.

The economic landscape is changing as Sanford/Springvale's businesses are spreading out across the town. The mills in downtown Sanford and Springvale now stand largely underutilized. They have been replaced by newer facilities located mostly in South Sanford and along Route 109. Much of the retail and service activity has shifted to strip malls and box stores along Route 109.

## **2. Local Workforce**

As production jobs in manufacturing have become more scarce, Sanford/Springvale residents have changed their occupations. More than one-quarter of the Town of Sanford's residents are still production and transportation employees; another quarter are technicians, salespeople, and administrative support personnel. Twenty percent are managers or professionals. In general, commuting patterns suggests that most workers live and work in town, but that those who commute from Sanford/Springvale work to the south and east while those traveling to work in Sanford/Springvale come from the north and west.

## **3. Regional Trends**

Despite all the other changes, the Town of Sanford remains the dominant economic center in the area. While the number of people employed in surrounding communities has been increasing faster than the increase in Sanford/Springvale, the increase has been modest and largely the result of growing suburban populations demanding local goods and services (for example, convenience stores and teaching positions). The Town's public water and sewer, utilities, large labor force, and established business services ensure it will remain the region's economic center for decades to come.

## Employment

	1990	2001	% Change
Sanford	10,347	10,648	2.9%
Sanford Labor Market Area <sup>1</sup>	21,592	22,597	4.7%
York County	89,794	100,557	12.0%
Sanford as % of Sanford Labor Market Area <sup>1</sup>	47.9%	47.1%	Not Applicable
Sanford as % of York County	11.5%	10.6%	

*Source: Maine Department of Labor*

### D. Local Resources

While its changing role in the region demands particular attention, The Town of Sanford, first and foremost, provides for the health and well being of its residents.

#### 1. Historic, Cultural, and Recreation Resources

Sanford and Springvale's rich history has left many historic structures and cultural opportunities within the community. These include the mills, churches, historic homes, neighborhoods, scenic farms and forests, theater, and libraries. These have had various levels of funding and protection to ensure they are available for generations to come. In addition, available recreational activities include parks, playgrounds, trails for hiking and biking, sports fields, a gymnasium, water sports, a YMCA, and recreational programs for residents of all ages.

#### 2. Natural Environment

Seeming to defy its long industrial history, Sanford and Springvale have a very rich natural environment. The topography varies from the dramatic hills and ridges in the north to flat glacial plains in the south. In general, the community is heavily forested with a few open fields, grasslands, and wetlands breaking the canopy.

Critical natural resources are those that are extremely rare in Maine or that are in danger of extirpation. Animals that are critically imperilled in Maine that are found

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<sup>1</sup> Maine Department of Labor defines a Labor Market Area as “an economically integrated” grouping of communities “within which workers may readily change jobs without changing their place of residence.” Sanford’s LMA includes Acton, Alfred, Lebanon, Limerick, Newfield, North Berwick, Sanford, Shapleigh, and Waterboro.

in Sanford/Springvale include Hessel's Hairstreak, the Eastern Box Turtle, and the Grasshopper Sparrow. Plants include Yellow-Eyed Grass, Spotted Wintergreen, and the Great Rhododendron. Habitats include the Pitch Pine-Heath Barren, Atlantic White Cedar Bog, and Pitch Pine-Scrub Oak Barren. Most of these resources are located along in the Great Works River watershed or in South Sanford.

The town's waterways are generally healthy, but are affected by poorly functioning septic systems, surface water runoff from development, industrial activities, and stormwater runoff. Effluent from the Sanford Sewerage District's treatment plant impacts the Mousam River in the summer; the District is working on correcting this problem.

### **3. Municipal Facilities**

The Town of Sanford has completed several recent capital projects. The Town Hall and Annex were renovated and now house the Administrative Offices, School Department, and Police Department. The Highway Department has recently expanded their garage to accommodate more vehicles for storage and repair. Two elementary schools, Margaret Chase Smith and Carl J. Lamb, have been constructed. These investments have all increased the level of service available to the community's residents.

Wear and tear, technical advances, and the need for still better service will require the Town to make more capital investments in the near future. The Springvale Fire Station is almost obsolete since it was built 100 years ago; much of today's fire fighting equipment will not fit into the building. The Police Department needs more space than is available in the basement of the Annex. Many of the School Department's facilities, especially the older elementary schools, need renovation or repair. The transfer station will likely need more space within the next decade. Demand on recreation facilities is increasing and the need for a dedicated community center is growing.

While not a direct municipal expense, improvements to the Sanford Sewerage District's treatment plant will be paid in part by residents and businesses. These improvements will be necessary to reduce summer effluent loading in the Mousam River.

Partnerships, grants, and federal/state dollars often help pay for many of these improvements. But at least part of the money will have to be raised by the Town. The recent financial slowdown, combined with the continuing rise in the cost of education and public services and the prospect of less state aid, may translate into greater tax increases than during the 1990s. However, at least in fiscal terms, the Town has considerable borrowing capacity.

**CHAPTER 4.**

**IMPLICATIONS FOR THE FUTURE OF SANFORD/SPRINGVALE**

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(Revised 10-7-02)

The updated inventories suggest a number of issues and implications that need to be considered in the planning for the future of Sanford/Springvale:

**A. Population and Demographics**

The updated inventory of population and demographics suggests the following issues and implications that should be considered in the update of the comprehensive plan:

- X The Town of Sanford's population growth between 1990 and 2000 was modest, but that it grew at all was positive. According to the US Census, of the 13 Maine communities with more than 15,000 people in 2000, only five increased their population by more than 1.0% (Scarborough 36%, Saco 11%, Sanford 2%, Brunswick 1%, Biddeford 1%).
- X Sanford/Springvale's population relative to its surrounding communities as well as the rest of York County has steadily declined. This trend is projected to continue and Sanford's role as the residential center in southwestern Maine will continue to change.
- X The population has grown in the rural sections of town and declined in the built-up sections. This trend could alter the type and expense of providing facilities and services to Sanford/Springvale residents.
- X By 2010, a projected decline in the average household size will suppress population growth despite the projected steady increase in the number of new housing units.
- X The Census suggests that while Sanford/Springvale residents were more likely to have had high school diploma in 2000 than in 1990, there was a continuing decrease in the percent of residents with a college degree. This suggests that college-educated residents have been moving out of Sanford/Springvale to other communities.

- X The household income of residents of Sanford/Springvale continues to lag behind that of York County as a whole and the surrounding communities. During the 1990's, household income growth was slower than in York County and most surrounding towns.
- X The share of lower income households living in Sanford/Springvale continues to increase. This trend will have significant consequences for the community if it continues.

## **B. The Local Economy**

The updated inventory of the local economy suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- X Sanford/Springvale remains a job center, however the type of jobs available in town are continuing a decades-long shift from manufacturing to service and retail positions. This could have an impact on the employment base as well the education and training needs for the Town's residents.
- X The number of jobs available in Sanford/Springvale is not growing as quickly as in other communities in the Sanford Labor Market Area. While nearly half of the jobs available are in Sanford/Springvale, this proportion is decreasing.
- X Three-in-every five employees commute to Sanford/Springvale from other towns, predominantly from towns to the north and west of Sanford. The large number of commuters into the Town of Sanford is projected to increase and will impact the transportation corridors, especially in more rural areas that haven't had the necessary infrastructure improvements.
- X Sanford/Springvale residents are increasingly likely to commute to other communities for employment, typically to the south and east. This trend is projected to continue and will impact the transportation corridors as well as the type of services that are offered by the Town of Sanford.
- X The Town's growing retail and service role, especially in South Sanford, has been contributing to sprawling development and subsequent impacts on transportation, open space, wildlife, and the urban shopping districts. Neighboring communities are becoming more competitive in attracting consumer's dollars.

## **C. Natural Resources**

The updated inventory of natural resources suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- X The ridges surrounding the developed areas of Sanford and Springvale have significant areas of shallow to bedrock soils. This constraint will make the extension of sewer and water service into these areas difficult and costly.
- X Water quality in Estes Lake has dramatically improved as a result of advances levels of treatment at the sewage treatment plant. While the major source of phosphorous in the lake is the sewage treatment plant, further activities to control nutrient loading to the lake from surface runoff and poorly functioning septic systems may be desirable to assure that future algae problems are minimized.
- X The water quality in many of the Town's ponds, including Bauneg Beg Pond, Ell Pond, Curtis Lake, Sand Pond, and the small ponds in the Great Works River watershed are vulnerable to degradation due to increased phosphorous levels and possible algae problems. Activities to control nutrient loading to these water bodies may be desirable.
- X Branch Brook is the source of supply for the Kennebunk, Kennebunkport, and Wells Water District. The watershed of the brook probably includes Sanford airport and development in the area of the airport. Development in this area is important to the Town's economic base. Therefore, there is a need to balance the Town's interest in seeing further development in this area with the regional interest of water supply protection.
- X The continued existence of combined sewers is a potential water quality problem, despite the progress that has been made. The Town and Sewerage District should work together to continue separating combined sewers to allow the remaining combined sewer overflows to be discontinued.
- X The Sanford Water District relies on groundwater from sand and gravel aquifers to supply the public water system. Extreme care must be taken to protect the recharge areas of these wells from contamination. Careful regulation of the use of land in these recharge areas will be necessary to balance the need to protect the public water supply with the rights of private property owners within these areas.
- X The location of the Town's airport and industrial areas over a large sand and gravel aquifer presents the potential for contamination of the groundwater in

this area. The Town should consider regulations which assure that new developments in this area incorporate safeguards which reduce the risk of groundwater contamination and protect the groundwater.

- X The Town contains significant areas of wetlands. These areas are unsuitable for many uses, and some areas have value as wildlife habitat. The Town may want to restrict the alteration or filling of identified wetlands to protect against unsound development and to maintain their value as habitat.
- X Much of the mapped 100 year floodplain in Sanford/Springvale is undeveloped. Unwise use of the floodplain creates the potential for property loss, contamination of the water and increased flooding due to damming action. The Town should consider restricting development in floodplains and regulating activities in these areas to prevent contamination, to minimize property damage, and to assure that flooding of upstream properties is not increased.
- X The Town contains significant areas in which soil conditions limit the installation of septic systems. The Town should consider restricting new, unsewered development in these areas and should direct growth away from these parts of the Town unless sewers are available or feasible.
- X The ability of the soils to accommodate on-site sewage disposal varies greatly. The density of development in areas outside of the sewer service area should be tied to the suitability of the soil for septic systems.
- X The Town contains only a very limited amount of prime farmland soils. Only a portion of these areas are in current agricultural use.
- X The riparian zone adjacent to the Town's rivers and streams play an important role in their value as fishery and wildlife habitat. The Town should consider working to retain naturally vegetated buffers along stream segments that have high or medium value as fishery or wildlife habitat.
- X The Town contains significant wildlife habitat that is not protected under current regulations. The Town should consider working to protect these resources, especially areas that have high concentrations of threatened and endangered species.

## **D. Water and Sewer Service**

The updated inventory of water and sewer service suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

## **Water Supply**

- X The District currently relies on land ownership and the Wellhead Protection Program to protect the quality of groundwater in the vicinity of its wells. The recharge area for the wells typically extends significantly beyond the land owned by the District. This creates potential conflicts over the use of land in these areas.
- X Federal and State water supply standards rendered the main well field inadequate for drinking water consumption. The loss of water supply from this well field has been offset by new wells elsewhere in town. Advances in microfiltration may allow this well field to come back online.
- X Residential demand for water is increasing slightly. Commercial demand for water is expected to decrease as several large water users are cutting back their operations or relocating their business altogether.

## **Sewer Service**

- X There are still a number of Combined Sewer Overflows (CSOs) that, during large rain events, occasionally allow untreated sewer to flow into the Town's water bodies. These CSOs are currently being eliminated under the CSO Master Plan.
- X While the District and the Town maintain communication on planned developments and the District participates in development reviews, expansions of the system currently result from individual development projects or District improvements. This could result in a haphazard system with a large number of small pump stations and force mains which become an operational problem. The District and the Town should work toward identifying potential expansion areas, development master sewer plans for these areas, and establishing a program for financing the needed improvements which may involve impact fees or similar mechanisms which involve sharing the cost of the improvement among the property owners benefitting from the project.
- X Low seasonal flow rates in the treatment plant's receiving waters (the Mousam River) create a treatment issue. While the treatment plant can handle 4.4 million gallons per day, during the summer months, the receiving waters can only handle a maximum of 3.48 MGD. The Sewer District is looking into tertiary treatment so that it would be able to discharge more than 3.48MGD during the summer months.

## **E. Land Use Patterns**

The updated inventory of land use patterns suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- X The shift in the population from the urban centers to the rural areas will alter the way services and facilities are offered to residents. Historic and current services and facilities may not be compatible with future demands.
- X Increasing residential and commercial development in the town's rural areas, especially South Sanford, will at times conflict with wildlife habitats, scenic views, open spaces, and traditional land uses.
- X The future role of the urban centers is unclear, but changes within the town and within the region create opportunities to craft a future role that better serves the changing needs.

## **F. Transportation**

The updated inventory of transportation suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- § Roadway improvements Downtown raise difficult issues. On the one hand, the widening of roads and intersections would allow traffic to move more freely and probably more safely. Without improvements, the levels of service are projected to become seriously deficient. Shoppers, commuters, and others may be inconvenienced to the point of seeking to avoid Downtown altogether. On the other hand, widening of roads and intersections eliminate some on-street parking perceived as crucial to the businesses on which the spaces front. And widening almost always makes downtowns less friendly to pedestrians. Where is the balance? What Downtown traffic improvements, if any, should be endorsed by the Comprehensive Plan?
- § The increase in traffic levels, not just on arterials or commuter routes, but on local and rural roads generally, and relatively high accident rates in several of these locations, are signs of the growth in rural parts of Sanford over the last decade.
- § Route 202 is a major east-west arterial and truck route. Its intersection with Route 109 Downtown is not well aligned. On the other hand, realignment and reconstruction may disrupt nearby land uses.

- § The Town's roadway standards are conventional, favoring wide, paved travel ways. Do they properly balance the need for safe, easily maintained roads against the need for good urban design and the ability to produce reasonably priced housing?
- § The management of the number and design of driveways along thoroughfares is a key tool for traffic safety and in trying to make existing roadways work as efficiently as possible. The Town has recognized this need and already enacted provisions to manage access.
- § While most of Sanford's growth over the last 20 years has been outside of the urban and village centers, these centers maintain a density that continue to justify public bus service.
- § Should the Town's designated growth areas be designed in a way (appropriate density, mix of uses) that reduces dependence on the automobile and makes walking, biking, and bus use more feasible?
- § The airport is recognized as an important part of the Town's economy. Like most forms of transportation -- roads, rail, mass transit -- revenues directly generated by the airport probably will have to continue to be supplemented by public funds for the foreseeable future.
- § How should the Town and airport approach a solution for protecting the headwaters of Branch Brook?

## **G. Housing**

The updated inventory of housing suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

### **Market Trends**

- § Recent market changes suggest that Sanford/Springvale is becoming part of a larger regional housing market, evidenced by low rental vacancy rates and a recent increase in rents and home prices. Low costs in Sanford/Springvale are attracting residents from a larger regional market. The US Census for 2000 indicates that Sanford/Springvale had the 4<sup>th</sup> lowest rental vacancy rate in the State among communities of 15,000 or more.
- § Single-family home prices in Sanford/Springvale surged during the 1980s, reaching an average of about \$100,000 in 1988. This was followed by an extended period (1989-1999) during which average prices remained in the

\$80,000 - \$90,000 range. Only in the last two years has the average single-family home price in Sanford/Springvale again climbed above the \$100,000 mark, after a nearly 10-year period of flat prices.

- § The average single-family home price last year was about \$103,000 and the average listing was about \$110,000 in Sanford/Springvale. The average listing price in the Sanford Labor Market Area (LMA) outside the Town of Sanford was \$145,000. Homes listed outside the town are generally newer, larger, and on bigger lots than homes available within Sanford. Given the relative affordability of homes in Sanford/Springvale, Maine State Housing Authority (MSHA) first-time buyer mortgages appear to have supported the majority of single-family home sales within the community in recent years.
- § Local rental costs and purchase prices, though now increasing, are lower than in the faster growing coastal markets. Sanford/Springvale remains relatively affordable in the southern Maine region—buyers can still purchase a home in the Town of Sanford for just over \$100,000.
- § Property taxes paid by the average homeowner in the Town of Sanford are lower than in most of Maine’s large cities and towns with similar services. However, as of 2000, Sanford’s taxable value per capita was quite low in comparison to these communities.
- § During the past 15 years, the number of sales of developed residential property in Sanford/Springvale was equivalent to about 33% of the number of such properties. However, due to multiples of sales of the same properties, only 15% of all developed residential parcels in Sanford/Springvale changed hands at all during that period.
- § The recent increase in sales activity of duplex and multifamily property, and increasing rents, indicate an opportunity to increase the level of local investment in the multifamily stock, and a potential market for increased owner-occupancy in the community’s 2-4 family structures.
- § During the 1980s and the 1990s, between 38-40% of the net increase in housing units with the Sanford Labor Market Area took place in the Town of Sanford. During the 1990s, Sanford/Springvale represented only 16% of the activity as the direction of new development turned increasingly to the outlying towns of the area.
- § Sanford/Springvale presents a potentially good market for retirees, and a demonstrably good market for first time homebuyers. It probably has less appeal to the move-up market among buyers age 35-44 than the rural communities of greater Sanford and those on the coast. The Town is the

region's principal service center, and its resources represent a potential marketing tool that could help retain more of this market.

### **Low Income Demands and Assisted Rental Housing Inventory**

- § Sanford/Springvale serves as the principal provider of rental housing in the Labor Market. With nearly 1,200 households residing in some form of assisted rental housing, Sanford/Springvale is virtually the sole provider of low cost rental housing for its region (90% of the Labor Market Area's<sup>2</sup> assisted renter households live in Sanford/Springvale).
- § The concentration of rental housing in Sanford/Springvale is a natural outgrowth of its role as an economic center. In comparison to other cities and towns of 15,000 or more in Maine, the Town of Sanford has ratios of assisted housing units per capita that are comparable to other urban centers.
- § A comparison of the State's TANF (Temporary Assistance for Needy Families) caseload in Maine's largest communities indicates that the Town of Sanford has one of the highest ratios of TANF recipients per capita (second only to Lewiston based on this measure). The concentration in Sanford/Springvale is partly the result of in-migration of low income households from areas with higher housing costs. Sanford's older housing stock, with its lower costs, provides comparatively affordable housing in the broader regional context of the southern Maine and New England housing markets.
- § Very little market-rate rental housing has been produced in Sanford/Springvale over the past 30 years; most rental housing production in the town has been government assisted. Moderate income, market-rate rental alternatives exist principally within a very old rental stock.

### **Housing Age and Condition**

- § Sanford/Springvale has a very old, high density multifamily housing stock and related needs for investments in maintenance and improvements. Based on assessment data for 2001 for two or more family properties in Sanford/Springvale:

- X Over 80% were built prior to 1940;
- X 73% are more than 75 years old; and
- X 33% are over 100 years old.

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<sup>1</sup>The Maine Department of Labor defines a Labor Market Area as a central city or cities and the surrounding territory within commuting distance. It is an economically integrated geographical unit within which workers may readily change jobs without changing their place of residence.

- § In 1990, 25% of all housing units in Sanford/Springvale were in 2 to 4 family structures; 36% were in 2 or more family structures. The Town's public water and sewer utilities are subject to topographic and environmental constraints that will limit higher-density residential development in the future. This means more pressure is likely to be placed on the older, high density housing stock to supply lower cost units. The average lot size of single-family homes built in Sanford/Springvale has been increasing each decade, as new homes consume more land farther from utilities.
- § The location of the lowest value residential properties in Sanford/Springvale correlates with the neighborhoods having the oldest housing units in town, and with places of relatively high concentrations of lower income households according to the US Census.
- § A sample of the Town's code enforcement logs for residential properties over the past two years indicates that the average structure subject to code enforcement action was built in 1926. Among duplex and multifamily properties in code enforcement responses, the average structure was built in the early 1900s, or typically about 100 years old.
- § Over 2/3 of the assessed valuation in the Town of Sanford is residential. As of May 2001, there was roughly \$600 million in residential assessed value in Sanford. Should that value decline by 5% due to disinvestment, it would represent a loss of \$30 million in taxable value. This underscores the fact that, while expansion of commercial and industrial values is important to economic development, so is the preservation of the quality and value of the Town's housing stock.

## **H. Public Facilities**

The updated inventory of public facilities suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

### **General Pattern of Development**

Over the past decade, the Town has seen much of its new growth and development occur outside of the built-up areas of Sanford and Springvale. This has led to the need to decentralize municipal services (South Sanford Fire Station, M.C. Smith School) and has resulted in the need to provide intensive services over a larger geographic area, straining the resources of the operating departments.

## **Fire Protection**

The slower response times in outlying areas such as the Country Club/Bauneg Beg Pond neighborhood and areas along the New Dam Road, coupled with restricted water supply, limits the fire department's fire fighting capabilities for uses other than scattered single family residences.

The lack of available water supply in the northern end of Springvale and along Route 202 west of Redcoat Lane limits fire protection in these areas for uses other than scattered single family residences.

The lack of water mains to provide fire suppression through sprinkler systems limits the desirability of commercial, industrial, institutional, or multifamily residential uses in areas outside of the portions of Sanford and Springvale serviced by the Sanford Water District.

The outdated Springvale Fire Station inhibits the level of fire protection offered in Springvale.

Firefighters' time is increasingly being consumed by increased training levels and responding to a larger number of service calls.

## **Police Department**

The facilities of the police department are becoming inadequate. Additional space is needed for personnel and equipment as well as secured storage for impounded material. Additional parking is needed. The reorganization of the department's space to relocate the dispatch to the public reception area is a high priority of the department.

## **Solid Waste Department**

Increasing tipping fees for service with MERC make alternative waste disposal options more attractive.

Additional services solid waste services and a projected increase in the level of use of the transfer station increase the likelihood that the station will need to be improved or enlarged.

## **Schools**

Despite the projected decline in school enrollments over the next decade, the school department will still need improved spaces for education. Program changes,

regulatory requirements, and currently over-crowded classrooms all have a need for more space and/or dedicated space. In addition, the potential benefits of consolidating similar grade levels in facilities should be studied.

## **Hospital Expansion**

The need for Goodall Hospital to grow and change needs to be accommodated, while balancing this change with the needs of the surrounding neighborhood.

### **I. Recreation and Open Space**

The updated inventory of recreation and open space suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- § Demand for playing on Town fields has increased. Fields are booked heavily during the spring, summer and fall months to meet the needs of Little League, Babe Ruth baseball, school programs, youth soccer and others. Goodall Park and the Little League fields are the only areas currently lighted for night use, providing off-hours for baseball and youth softball. Lighting existing fields is a solution to make existing facilities available to meet the growing demands. Lighting Blouin Fields would increase available playing time. This cost to provide outdoor lighting has not been accurately estimated but could be approximately \$120,000.00.
- § Demand for tennis court time has increased, and the Town does not have any lighted tennis courts. Instead of constructing new tennis courts, the Town could install lights at the Gowen Park courts to extend court time in an economic manner.
- § A community center is badly needed to provide adequate meeting space for Recreation Department activities as well as meeting places for other community groups. The department uses school space for after-school programs but frequently cannot get adequate space until late in the afternoon or early evening, which limits the Department's activities. Funding for such a building has not yet been included in the Capital Improvements Plan.
- § Vehicle traffic in Gowen Park has caused damage to lawns and detracts from its aesthetic value. Care should be taken to continue to make this area friendly and inviting.

§ Siltation and accumulation of sawdust and decaying vegetation on the bottom of No. 1 Pond has resulted in weed growth. Which interferes with the boating, fishing and other recreational pursuits as well as detracting from the aesthetic qualities of the pond. The Capital Improvements Plan recognizes that this is a controversial issue because some agencies and residents prefer that the pond not be touched. The No. 1 Pond Committee has held two clean- up days at the pond. These have attempted to clear the edges of the pond of debris and litter. In addition, handwork of removing weeds from the pond has been done with results yet to be determined.

## **J. Cultural Facilities**

The updated inventory of cultural facilities suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- X The lack of a performance center hampers Sanford's role as a regional performing arts center.
- X Space in the town's libraries is adequate. The Goodall Memorial Library needs funding to improve its handicap access.

## **K. Historic and Archeological Resources**

The updated inventory of historic and archeological resources suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- § There has never been a comprehensive inventory of the town's prehistoric and historic archaeological resources. As the development pattern in Sanford/Springvale focuses more on the town's rural areas, these prehistoric and historic resources could be harmed.
- § The Historic Committee's collection has filled the space it has available in the Town Hall Annex. If efforts aren't made to increase the amount of storage space or to find a dedicated facility, the Committee will have to cease collecting and archiving Sanford/Springvale artifacts.
- § In addition to protecting community artifacts, the Committee is interested in efforts to protect the character of the Sanford/Springvale.

## **L. Fiscal Capacity**

The updated inventory of fiscal capacity suggests the following issues and implications that should be considered in the Update of the Comprehensive Plan:

- X Like most municipalities in Maine and New England, the current economic slowdown, combined with the continuing rise in the cost of education and public services and the prospect of less state aid, may translate into greater tax increases than during the 1990s. This will put pressure on the Town to scrutinize all proposed new expenditures, including expenditures that this Comprehensive Plan Update may show to be desirable.
  
- X On the other hand, at least in fiscal terms, the Town has considerable borrowing capacity. The town's professional management and tax base have contributed to the Town's positive financial status.
  
- X The Town's public utilities are operated as separate entities and each has its own mechanisms for financing capital improvements and the operations of their systems. The Town needs to be cognizant of their programs, since they are also paid by the taxpayers.

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# Part C

## Goals and Policies



## **CHAPTER 5.**

# **A VISION FOR SANFORD/SPRINGVALE**

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(Revised 10-8-02)

Sanford/Springvale has the “best of both worlds.” It has stunning views from its northwestern hills and ridges and quiet repose along the shores of its southern lakes and ponds. The urban cores of Sanford and Springvale are a dramatic contrast with its rural fringes with large undeveloped blocks of land. New housing developments are located near older, established neighborhoods. Traditional manufacturing jobs are located within sight of high-tech jobs. Retaining the essential elements of these different “worlds” is the core of the vision for the future of the community.

### **A. Community Character**

Sanford/Springvale’s intangible characteristics underscore the Town’s tremendous potential. Friendly neighborhoods retain vestiges of their historic and ethnic past. Access to urban centers, rural areas, the ocean, and the mountains attracts residents and employees alike. The Town is brimming with open spaces, views, and recreation areas that add immeasurably to residents’ comfort. Community facilities and services far exceed what is available in the surrounding communities.

### **B. Special Places**

Sanford/Springvale is blanketed with special places. These are the places that people think of when ‘Sanford’ or ‘Springvale’ are mentioned. Special places deserve extra attention when the forces of change are at work.

Natural and rural features form bookends around the town’s urban centers. The northwest part of town is defined by its rural areas – scenic Mount Hope and Hanson’s and Shaw’s Ridges, farms and forests, ponds and recreation areas. These features in the north are echoed in the south – Bauneg Beg Pond, Sand Pond, numerous wetlands and forested stands, Estes Lake, and the Mousam River.

Surrounded by these bookends are Sanford/Springvale’s suburban special places. These include the commercial and industrial centers along Route 109 as well as the airport and country club. The hospital, residential neighborhoods bordering the urban centers, and parks and recreation areas are important to the Town’s residents.

Finally, the urban cores create the character of the community. Historic neighborhoods and tree-lined streets, the old mill buildings and their water sources, the Mousam River, recreation resources, and civic facilities define downtown Sanford and are critical to the town's residents. Springvale also has numerous civic resources, including the former Nasson College campus, library, recreational facilities, and established neighborhoods.

### **C. A Vision for Sanford/Springvale in 2020**

The Town of Sanford will continue to be a desirable place to live, to work, to shop, and to visit. Sanford and Springvale will have a diverse yet balanced population as a result of offering a variety of attractive lifestyles to various groups of people:

- s families with children looking for a safe, nurturing community
- s retired people looking for friendliness and convenience
- s professional and business people seeking a community where they can both live and work
- s young single people searching for an affordable and interesting place to live
- s people with special needs or circumstances who need assistance

Sanford/Springvale will reinforce its role as the retail, service, and employment center for south, central York County but at the same time will maintain a balanced population that includes people with a wide range of incomes and occupations. The community will offer:

- s a mix of housing types and costs that appeal to a diverse population while avoiding an over concentration of particular groups or classes
- s well maintained yet affordable in-town neighborhoods
- s newer moderate density residential areas with access to recreation and open space
- s vital, economically healthy downtown's in Sanford and Springvale
- s a range of retail, community, health, and social services that allow residents to meet all or most of their regular needs in Sanford/Springvale
- s good paying, stable jobs in healthy, growing sectors of the economy
- s a well educated and trained work force
- s rural areas and permanently preserved open space in close proximity the center of the community and residential neighborhoods
- s a top quality educational system
- s bicycle and pedestrian facilities that offer residents an alternative to the automobile for local trips
- s good quality and well maintained public and community facilities.

This broad vision for the community translates into the following visions for the various geographic areas of the community. This “neighborhood visions” reflect how we want the community to be in the future. Achieving these visions will require a bold leadership, a commitment to change, and a comprehensive effort on the part of all segments of the community.

The character and charm of *Springvale* will be retained. This will include protecting historic buildings and homes, maintaining a pedestrian-friendly village (locating new development in the downtown), and continuing redevelopment of the former Nasson College campus. The Mousam River will remain clean and become more accessible to the public as a result of new recreation areas and an expanded and improved trail system. Community facilities that serve Springvale and maintain its identity such as schools, a new Veterans Cemetery, post office, library, a gym, and fire station will be improved or created.

There will be a range of new development options in Springvale. Infill housing that respects the existing neighborhood’s character will be created in the village. In other areas, clustered residential developments and multi-family housing will be created. Retail and other service buildings that mimic the buildings in the heart of the village (with apartments on the upper floors) will be created to ensure the downtown area of the village remains vibrant. Redevelopment of the former Nasson College campus will form the core of job-creation opportunities. These jobs will be predominantly office/professional positions.

*Rural Springvale* will maintain its rural character. Undeveloped areas will be protected, perhaps through conservation easements or other preservation options in which the Town wouldn’t own the land. This area will have expanded recreation opportunities – especially those that extend the existing trail network – and better access to the recreation areas. The transportation network will be improved and alternatives created. The historic sites in Springvale (as well as the rest of the community) will be identified and protected.

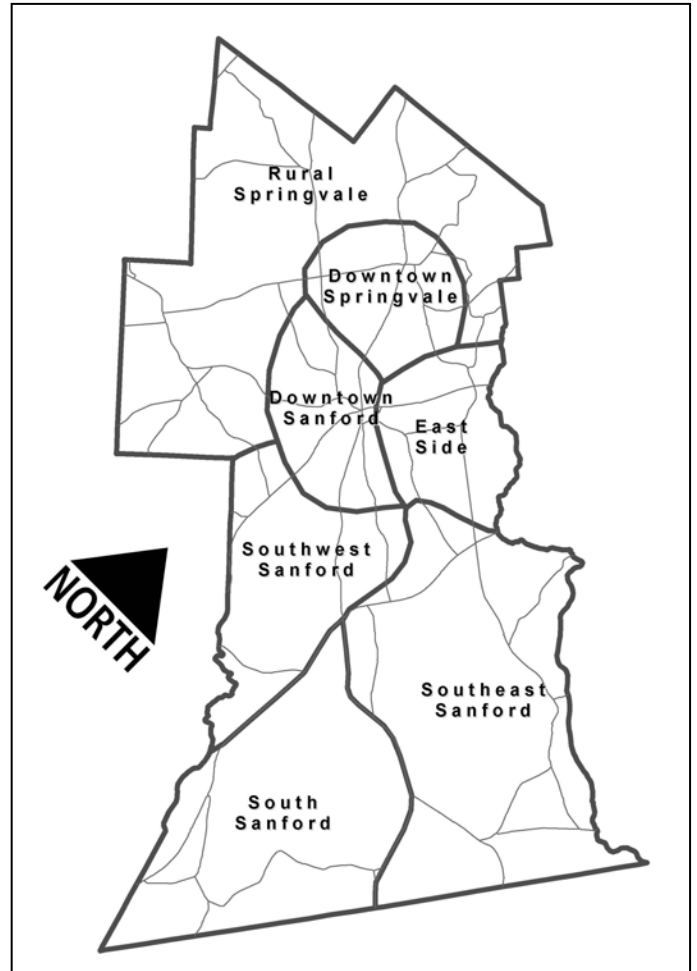
The outlying areas of Springvale will remain a mix of rural and low-intensity residential uses. Intensive residential development will be limited. The residential development that does occur will preserve open space as part of the development and will be a mix of single family units on large lots, single family units on moderately-sized lots, and single family units in clustered development.

The *East Side* will be upgraded through reinvestment in its residential neighborhoods and expansion in the number of available job opportunities. The largest change will be the expansion of health care facilities and services for the elderly near the hospital. Surrounding this health care center will be reestablished neighborhoods that capitalize on their proximity to the East Side’s new and improved recreation opportunities (trails, parks, water access) and cultural resources

(French Cultural Center, youth center, gymnasium). The East Side's open spaces and scenic views will be preserved. The area will serve as an attractive gateway to the community from Alfred.

New residential development in this part of the community will be predominantly clustered single and new multi-family units, condominiums, and some single family units on moderately-sized lots. The hospital will be the core of any new nonresidential development, creating office/professional employment opportunities for the region's residents. There will be some new manufacturing jobs created on the East Side.

***Downtown Sanford*** will remain the cultural and commercial heart of the community. This will be underscored by a major redevelopment of the mill buildings and surrounding areas. The redevelopment will include new recreation opportunities on and around the Number 1 Pond and Mousam River, new commercial opportunities in the mills themselves, as well as residential opportunities in the upper floors of the renovated or reconstructed mills. In this and other core sections of the downtown, new pedestrian activities could include an amphitheater, parks, restaurants, galleries, shopping, performing arts center, hotel, and other opportunities. Historic neighborhoods and public spaces will be protected and beautified with more street trees and better sidewalks. The transportation network will be upgraded to improve traffic flow and ample parking will be provided.



New residential development in the Downtown area will be dense and mimic the residential development patterns that define the Downtown's historic neighborhoods. Clustered single family housing and multi-family housing will be located within a reasonable distance of Downtown's core. This includes renovation or reconstruction of the mill buildings so that access to town facilities and services is not dependent on vehicular transportation. New business development will be mostly retail, but there will be abundant office/professional and a few new manufacturing jobs created in Downtown.

***Southwest Sanford*** will remain predominantly rural. What limited residential development that does occur will not impact the quality of the environment or character of the open spaces. Important natural and scenic areas, in particular the slopes of Mount Hope, the Great Works River, and the numerous ponds, will be preserved. On the eastern edge of Southwest Sanford, the Route 109 corridor will be improved through a solution that improves the flow of both regional and local traffic.

Both residential and commercial development will be limited. Residential development, in order to protect the quality of the many natural areas in Southwest Sanford, will be clustered single-family or multi-family. Commercial development will also be limited – to the Route 109 corridor and comprised mostly of retail jobs.

***Southeast Sanford*** will be seen as a case-study that proves that growth and the environment can coexist. The majority of the new development should occur near the Route 109 corridor and in the School Street/Grammar Road area. Utilities (water, sewer, natural gas) will be expanded and used as a tool to attract and manage growth. Access to rail lines and the Maine Turnpike will be improved by upgrading existing routes or adding new routes. Industrial and commercial growth will be concentrated in the industrial park or near a new hotel/convention center. Residential development will be connected to a multipurpose trail network and recreation areas. The scenic and environmental quality of the Mousam River and Estes Lake will be protected.

Housing development in this section of town will be multi-family, clustered single-family, or single-family on moderately-sized lots. Business development will be concentrated in industrial/business parks along Route 109 and adjacent to the Sanford Municipal Airport. These jobs will be predominantly in manufacturing and office/professional occupations with some retail jobs along the Route 109 corridor.

***South Sanford*** will be a gateway to Sanford with attractive landscaping along Route 109. Some type of accommodations will be available near the airport, perhaps in conjunction with a conference center or hotel. The airport will be a major resource; the runway approaches will be protected from encroachment and land around the airport will be preserved in case future expansion becomes necessary. Except for industrial and commercial business development around the airport, the rural character of this section of town will be protected. Sensitive wetlands and waterbodies, including Bauneg Beg Pond and El Pond, will be preserved. Better recreation opportunities, perhaps including new ballfields or golf course expansion with new condominium development, will be located in this section of town.

New residential development will be either single-family units on larger lots or clustered housing. These housing units will respect sensitive environmental areas, be located near recreation opportunities, and not impede the airport's operations. Business development around the airport will stress mostly manufacturing and office/professional jobs.

#### **D. Education in 2020**

The community's vision of the education system in 2020 is founded on the premise that a well-educated populace attracts good citizens and good jobs. The educational system must be thought of as being more than the School Department. The core of the education system will still be the K-12 public school system – including neighborhood schools, improved facilities at the Junior High School and High School, and technologically challenging programs. The community education system will include a closer or formal partnership between students and community businesses and between public, parochial, and private schools. This system will also include lifelong education for adults through college and technical college programs, virtual classrooms, and distance learning. And it will include a performing arts center for the enrichment of all residents.

## **CHAPTER 6. GOALS AND POLICIES**

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(Revised 12-6-04)

The Comprehensive Plan is designed to be a guide in directing the growth and development of the Town over the coming decade. The goals and policies set forth in this chapter establish the basic direction that the Town should seek to achieve through its municipal programs, regulations, and expenditures.

### **A. Population and Household Growth**

**State Goal:** To encourage orderly growth and development in appropriate areas of each community....(Growth Management Act)

**Regional Goal:** None specific to population.

**Local Goals:** To have slow, balanced growth in the Town's year-round population.

To re-establish a better balance in the characteristics of the population by having a larger percentage of better educated, higher income households living in the community.

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should encourage good quality, market rate residential development.
2. The Town should revise its land use regulations to assure that there are locations zoned to accommodate moderate density, single-family housing.
3. The Town should focus additional attention and resources on its school system to enhance the quality of education provided to Sanford/Springvale students so that the Town is viewed as having an outstanding educational system.
4. The Town should undertake a comprehensive public relations campaign in conjunction with the Chamber of Commerce and business community to promote Sanford/Springvale as a desirable place to live and do business.

## **B. Natural Resources**

**State Goals: To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas. (Growth Management Act)**

**To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas. (Growth Management Act)**

**Regional Goal: To maintain and, where possible, improve the quality of our natural environment through actions that manage resources as a system rather than as local segments.**

**Where resources are shared with other municipalities, to create a system for soliciting comment from each other as part of the continuing planning process.**

**Local Goals: To protect natural resources such as aquifers, surface waters, wetlands, fisheries and wildlife habitats and scenic areas.**

**To reduce air, ground, and water pollution.**

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: Opportunities and Constraints

1. This Comprehensive Plan recognizes that the Town's natural resource systems--topographic, hydrologic, soils, vegetative, and fisheries and wildlife--are irreplaceable; and that parts of these systems represent constraints to development, and parts represent opportunities for development. The inventory of natural resources should be used as a primary guide to future land use patterns. The designation of areas suitable for growth and of areas to be conserved should, to the greatest extent possible, respect the identified constraints and opportunities. In turn, this policy strongly suggests that areas of opportunity be available for relatively intensive development; while areas of significant constraints be severely limited in their development.

## Topography

2. The Town should continue to work with the Sanford Sewerage District to encourage developers to extend public sewers into those areas which can be easily serviced by gravity or pumped extensions within designated growth areas, while avoiding areas which have significant natural resource constraints or which are very costly to service.

## Surface Waters

3. Efforts to dredge No. 1 Pond should only be pursued if such dredging can be done in an environmentally acceptable manner and that the existing wildlife habitat in this area can be maintained. The objective is to retain sections of the pond as "natural" areas rather than converting the entire pond into a park-like environment.
4. The Town should continue to work with land trusts and other conservation organizations to assure that Deering Pond and its surrounding area are retained in an entirely natural state.
5. Many of the Town's other lakes and ponds include a combination of developed shore frontage and undeveloped areas. The policy of the Town should be to limit new shorefront development in accordance with the State's shoreland zoning guidelines, which balance property owners' rights with protection of the water body.
6. The Town should maintain, and periodically review, the standards for new development in the watersheds of ponds or lakes with threatened water quality including Bauneg Beg Pond and Estes Lake. These standards should continue to limit the export of phosphorus to these water bodies and to minimize erosion and sedimentation. In reviewing these standards, the Town should utilize the Department of Environmental Protection's current "Best Management Practices" (BMP's).
7. The Town should work with the Kennebunk, Kennebunkport, and Wells Water District to protect the watershed of Branch Brook including establishing development standards for the watershed to assure adequate recharge of the aquifer and to minimize the possibility of contamination of the brook through land use activities or through accidental events. These activities should be coordinated with the communities which utilize the water from the brook for water supply purposes. Any costs for these activities should be borne by the district and the affected communities.

8. The Town should, to the greatest extent practical, strive to eliminate the pollution of its rivers and streams from nonpoint sources through a combination of the following:
  - ! development of a comprehensive stormwater quality management program that is designed to assure that stormwater that is discharged to either the Town's stormwater system or to natural drainage systems meets appropriate quality standards for nutrients, chemicals, petroleum, and other contaminants and that stormwater discharges to water bodies are of acceptable quality. This could include requiring new private developments to utilize and maintain stormwater systems where necessary that trap sediments and separate oil from the stormwater. This program should address discharges from public areas such as streets as well as from private property. This program should explore ways to work with the owners of developed property with significant stormwater discharges to improve the quality of the stormwater.
  - ! continuing to work to improve the quality of stormwater discharges by regularly maintaining the Town's stormwater system and maintaining street sweeping programs to reduce the amount of sediment entering the system.
  - ! continuation and enhancement of the Town's subdivision and site plan requirements to assure that new developments are designed to protect water quality. To this end, the Town should continue to require erosion control, stormwater management and landscaping plans as part of the review and approval process for new developments.
9. The Town should continue to work with the Sanford Sewerage District to eliminate the remaining combined sewer overflows through the separation of sanitary and stormwater flows. Separation beyond that necessary to eliminate the discharge of combined sewage flows should be carefully studied to balance its impact on the Town's rivers and streams with the reduction in costs and increase in available capacity in the sewer system.
10. The Town should develop better means of communicating with the planning boards, managers, or other appropriate officials of surrounding towns concerning joint actions and consistent regulations along each shared river corridor and pond/lake watershed.
11. The Town should continue to support local ongoing, voluntary water quality monitoring programs for surface waters to obtain reliable ongoing data to

supplement the information available from State agencies. The Town's effort should include seeking out funding for the program, particularly to defray the costs of testing of the samples.

12. The Town should continue to support ongoing, voluntary programs to monitor and test the functioning of private subsurface sewage disposal systems in the immediate watersheds of lakes and ponds and to work with property owners to correct any identified problems. The Town should work with state agencies such as the Department of Environmental Protection to obtain funding to support the program and to provide financial assistance to property owners who need it to replace or repair their systems.

### Groundwater

13. The Town should continue to work with the Sanford Water District to maintain reasonable regulations to protect the quantity and quality of the groundwater within the recharge zones of the district's wells. The current wellhead protection provisions of the zoning ordinance should be reviewed to determine if they are consistent with state guidelines and, if not, should be revised as necessary. If the district identifies additional well sites or develops additional supplies, the wellhead protection provisions should be expanded to cover these sites. These regulations should continue to balance the need to protect the public water supply with the rights of private property owners within these areas.
14. The Town should proceed with the construction of a salt shed for the storage of road salt if and when state funding becomes available for this project.
15. The Town should review the current regulations that require new developments to manage the handling, use, storage, and disposal of petroleum products, chemicals, and similar potential groundwater contaminants and revise them, if necessary, to reflect current practices. The principal focus of this activity should continue to be on protecting sand and gravel aquifers, but these regulations should continue to apply in all areas of the community. (See also policy D.6., Water and Sewer Service.)

### Wetlands

16. The Town should continue to require the identification of State and federally defined wetlands as part of the review of subdivisions and site plans and require that the necessary State and federal approvals are obtained as part of the local approval process.
17. The Town should continue to require that the upland fringe of State-defined

wetlands be maintained as a natural buffer if the wetland is valuable wildlife habitat and if the area surrounding the wetland is substantially undeveloped.

18. The Town should continue to make property owners and applicants for building permits aware of the State and federal wetland maps and the need for obtaining appropriate approvals as necessary.

#### Floodplains

19. Within the identified 100 year floodplain of rivers, streams, ponds, and lakes, the Town should continue to designate substantially undeveloped areas as non-development or resource protection areas. Within areas of the floodplain that are already substantially developed, the Town should continue to require that new development activities be elevated or floodproofed. All activities within identified 100 year floodplains should continue to be subject to performance standards dealing with filling, grading, and the storage of materials.

#### Soils

20. Outside of the portion of the community which is served or capable of being served by public sewerage, the Town should discourage growth and development in areas which have a substantial amount of land with soils that are not suitable for the installation of an on-site sewage disposal system in full accordance with the requirements of the State Plumbing Code.
21. Since the ability of the soil to treat sewage varies with the type of soil, the Town should take into account the suitability of the soil for sewage disposal in determining allowable densities of development in areas outside of the sewer service area.

#### Farmland

22. The Town recognizes that agriculture, while not a major economic force, is important to the diversity and character of the community. Therefore, the Town should continue to work with the owners of the remaining farmland to see that this land is preserved as open space and should continue to work cooperatively with these owners to seek outside funding from state and federal agencies, land trusts, and other conservation organizations for this purpose. The Town should continue to encourage the owners of farmland to explore the benefits of current use taxation under the State Farm and Open Space Tax Program. In addition, if development of active farmland does occur, the Town should encourage the use of cluster techniques in which the good farmland is set aside as permanent open space.

### Forestland

23. The Town recognizes that commercial woodland has played a major role in the community and has been the support for a major local industry. However, recent ownership changes are altering this situation. In spite of these changes, the Town should continue to encourage the maintenance of commercial forestland in this use except in areas designated as growth areas in the Future Land Use Plan. To this end, the Town should encourage land owners to explore the benefits of current use tax assessment programs. In addition, the Town should discourage development in areas with significant commercial forestland by designating these areas as rural or nongrowth areas.

### Wildlife and Fishery Habitat

24. The Town should continue to require the retention of natural buffers along undeveloped sections of rivers and streams that have high or moderate value as wildlife or fishery habitat.
25. The Town should work with private land owners to assure the protection of identified deer wintering areas and important deer habitat. If development is proposed in these areas, the Town should continue to encourage the protection of the resource through cluster development or other techniques to preserve the habitat.
26. The Town should work with private land owners to assure the protection of other significant fisheries or wildlife habitat including the habitat of rare or endangered species where it has been identified. If development is proposed in these areas, the Town should continue to encourage the protection of the resource through cluster development or other techniques to preserve the habitat.
27. The Town should continue to promote the protection of the Deering Pond area as an open space and wilderness area. The Town should work with land trusts and other conservation organizations to acquire sufficient rights to Deering Pond and its surrounding lands to preserve the site.

### Water Access

28. The Town's policy should be to provide public access to the Town's rivers, streams, and ponds only in keeping with a balance of environmental, habitat, and recreational concerns.

### Unique and Critical Areas

29. The Town should continue to encourage the owners of sites which contain identified unique or critical natural resources to preserve these resources in an undeveloped state. Information concerning the vesuvianite mine on School Street should be conveyed to the state for incorporation in appropriate state documents.
30. The Town should assure that the presence of any unique or critical resources, including but not limited to ridgelines, such as Hanson's Ridge and Deering's Ridge, are identified as part of the subdivision and site plan review processes and should encourage applicants to protect the resource through cluster development or similar approaches.

### Recycling

31. The policy of the Town of Sanford with respect to recycling should be to continue to aggressively recycle as much of the waste stream as feasible through regional approaches.
32. The Town should continue to encourage the Chamber of Commerce to seek out firms involved in using or producing recycled materials in its efforts to market industrial park land on the Town's behalf.

### Coordination with DEP

33. The Town should continue to exercise local oversight of small scale activities regulated by the Maine Department of Environmental Protection through the permit-by-rule process.

### Land Conservation

34. The Town should establish and regularly fund an open space acquisition fund to be used to acquire or participate in the acquisition of land or conservation easements to preserve areas with significant natural resources or open space or agricultural value.
35. The Town should support the efforts of land owners, local land trusts, and other conservation organizations to preserve areas with significant natural resources or open space or agricultural value and coordinate its activities with these private efforts.
36. The Town should actively work to obtain state or federal grants and private funding for these efforts.

37. In Resource Conservation, Rural Residential, and Rural Mixed Use areas, the Town should require residential developers to set aside a significant portion of the land within a subdivision as open space (see land use section).
38. In areas other than those designated as Resource Conservation, Rural Residential, or Rural Mixed Use, the Town should require developers to either provide open space as part of the development or pay a fee for the Town to acquire open space.

### **C. Water and Sewer Service**

**State Goal:** To make efficient use of public services and prevent development sprawl.

**Regional Goals:** To improve the efficiency and effectiveness of public service delivery through formal and informal means of interlocal cooperation and communication.

To identify and protect existing or potential public water supply sources accessible to designated growth areas.

To set standards for development, such as standards for density and road frontage, within growth areas that will allow central water supply and distribution systems and public sewerage systems to be economically extended in the future.

To identify those parts of designated growth area(s) where public sewerage will not be provided, and those parts where new developments will be required to connect to public sewer systems at private expense.

**Local Goal:** To plan for adequate provision of public utilities.

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: General Growth and Development

1. The Town should direct growth and development to those designated growth areas of the community which are currently served by public water supply and public sewerage or where these services can be reasonably extended.

### Sewer Service

2. The Town should continue to work with the Sanford Sewerage District to eliminate the inflow of stormwater into the sewerage system and remove the remaining discharge of combined sewage into the Mousam River.
3. The Town should work with the Sewerage District to identify areas for potential expansion of the system within the designated growth areas and promote the development of master sewer plans for these areas. Extension of the sewer system into designated rural areas should be avoided. At the same time, the Town should work with the District to explore possible mechanisms for financing the expansion of sewers in these areas.
4. The Town should continue to require that developments within designated growth areas that are in close proximity to the sewer system be served by public sewers and that the cost for extending the sewers be borne by the developer.

### Water Supply

5. The Town should encourage the Sanford Water District to proceed with the expansion of its supply in a timely manner to meet the growing needs of the community.
6. The Town should continue to work with the Sanford Water District to maintain reasonable regulations to protect the quantity and quality of the groundwater within the recharge zones of the district's wells. The current wellhead protection provisions of the zoning ordinance should be reviewed to determine if they are consistent with state guidelines and, if not, should be revised as necessary. If the district identifies additional well sites or develops additional supplies, the wellhead protection provisions should be expanded to cover these sites. These regulations should continue to balance the need to protect the public water supply with the rights of private property owners within these areas.
7. The Town should review its well-head protection requirements and revise them to address the protection of "community water systems" other than the Sanford Water District to assure that these requirements are consistent with current state law on protection and notification.
8. The Town should work to protect the quantity and quality of the water in Branch Brook since it is the source of supply for the Kennebunk, Kennebunkport, and Wells Water District. The Town should participate in discussions with the KK&W Water District and affected communities, with the

intent that the Town and affected communities will jointly arrive at a strategy for implementing reasonable preventive and remedial actions to assure the continued water quality of Branch Brook including the continued acquisition of land by the district. The cost of any needed actions should be borne by the district along with the communities benefiting from the improvements.

## **D. The Local Economy and Economic Development**

**State Goal:** To promote an economic climate that increases job opportunities and overall economic well-being. (Growth Management Act)

**Regional Goal:** To encourage a diversity of commercial development and expansion of the economic base wherever adequate resources and infrastructure support it.

**Local Goals:** To maintain and enhance Sanford/Springvale's role as a regional retail and service center.

To revitalize Downtown Sanford and enhance its role as a retail, service, and employment center.

To improve the image of Sanford as a desirable place to do business.

To increase employment opportunities and wage levels within the community.

To increase industrial and commercial development opportunities in the community and diversify the economic base.

To refocus the community's economic development activities on transforming the Town into a 21<sup>st</sup> Century economy.

To improve the aesthetic values within existing and proposed commercial and industrial developments.

To enhance the quality of the local labor force.

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The perception of the Sanford/Springvale community as a declining mill-town with a poorly skilled workforce limits our ability to attract and develop new high quality employers and to develop a diversified and stable employment base. To address both the reality and perception of this situation, the Town in conjunction with business organizations such as the Chamber of Commerce and individual businesses and community leaders should create a “blue- ribbon task force” of community and business leaders to improve the image of Sanford/Springvale as a place to do business. This task force should be funded through a combination of Town funds and private donations.
2. The “blue ribbon task force” should undertake a coordinated, comprehensive program aimed at improving both the desirability and the perception of the desirability of Sanford/Springvale as a place to do business. This effort should reinvent the way the community undertakes economic development and should seek to repeat the community’s success in re-industrializing Sanford after the closing of the mills.
3. As part of its program, the “blue ribbon task force” should undertake a regional public relations campaign to educate the business and real estate communities about the advantages of doing business in Sanford/Springvale and the opportunities and incentives that the community offers.
4. Sanford's economy has been historically tied to a sound and diverse manufacturing base. However, the “global economy” has made reliance on manufacturing as the major component of the community’s economy an uncertain future. Therefore, the community’s effort to retain and expand good quality jobs should focus on diversifying the economic base of Sanford/Springvale including developing and attracting employers in non-manufacturing sectors.
5. To maintain and expand a viable economic base, it is important that a specific person or entity be charged with the responsibility of economic development. While the “blue-ribbon task force” should be the lead entity in the short term, the community needs to maintain and enhance its long term capabilities for economic growth. To accomplish this, the Town should continue its relationship with the Sanford-Springvale Chamber of Commerce or other entity designated by the Board of Selectmen to fulfill this role, with a level of funding that assures the role can be carried out effectively.
6. A key objective of the agency charged with economic development should be to maintain an adequate supply of serviced, usable industrial/business land that offers opportunities to a variety of industrial and other business and service uses. Toward this objective, the Town, Chamber and/or the designated economic development agency should:

- a) undertake a wetlands inventory in the South Sanford industrial area, including around the existing industrial parks and the airport, to gain an accurate picture of usable vs. unusable land;
  - b) take the steps necessary to expand the supply of industrial/business park land in the South Sanford and airport industrial area. This should include rezoning appropriate areas adjacent to the airport as well as assuring that appropriate access and utilities are provided. In so doing, due note must be taken of the wells that serve the public water supply system and their recharge area, with appropriate protective measures incorporated into the park's plans.
7. The Town should seriously consider creating a municipal development district around the South Sanford industrial area and airport, so that tax increment financing can be used to help pay for infrastructure improvements for the industrial area. Among these infrastructure improvements may be measures to help contain storm water runoff from industrial and airport sites or to otherwise divert it from Branch Brook, the source of public water supply for neighboring communities and to improve the public water service and sewer system in this area. In the former case, such a solution should be approached and financed regionally, in cooperation with the Kennebunk- Kennebunkport-Wells Water District.
8. The Town must be cognizant of the limited capacity of the water district in existing wells to deliver water supply to new, heavy water-using industry and of the limited capacity of the Sewerage District to treat sewage wastes. If such an industry expresses interest in locating in Sanford, the Town must be prepared to work with the districts to locate new wells, expand treatment capacity, and/or to work with existing and new industry on water recycling methods.
9. The Town recognizes the Sanford Mill Yard as a key component of the local economic base. To help keep the mill yard vital, the Town should:
- a) Work with Mill Yard owners to upgrade the appearance of public property in and around the Mill Yard, including the segment of the Mousam River that flows through this area;
  - b) Retain flexible industrial/business zoning so that a variety of industrial and other uses can choose to locate there;
  - c) Consider ways to reinforce linkages, both physical and psychological, between the mill yard and its employees and Downtown;

- d) Continue to encourage the Town's economic development arm to provide marketing assistance to the Mill Yard's owners;
  - e) Adopt a specific strategy of using the Mill Yard space that is occupied by smaller and younger companies as an "incubator," encouraging such companies over time to expand and relocate to larger facilities in the South Sanford industrial area.
10. The Town in conjunction with the business community should undertake a comprehensive program to revitalize Downtown Sanford and enhance its role as a retail, service, and employment center. (See section on Downtown for specific goals and policies)
11. The Town should control the expansion of strip commercial development along the Town's major roads. New or expanded commercial activities should be limited to existing non-residentially zoned areas. The Town should review and revise the zoning along Route 109 outside of downtown Springvale, downtown Sanford, and the South Sanford commercial area to limit the expansion of nonresidential activities into the remaining residential areas and to limit the types of commercial activities allowed in nonresidential zones to small scale, low-intensity office, service, and retail uses.
12. The Town should work with property owners in the South Sanford commercial area to develop service roads behind the properties to allow movement between properties and to the other streets in the area without having to travel on Route 109. The Town's development regulations should be revised to require the provision of a service road as part of any development or redevelopment proposal.
13. To assure that commercial and industrial development is an attractive addition to the community that is keeping with the character of Sanford/Springvale, the Town should:
- a) Encourage the placement of electrical utilities underground wherever possible;
  - b) Create a system of performance standards to be used in the review of development proposals, such standards to include buffers, lighting, parking, and safety. While standards relating to aesthetics may be unavoidably subjective, the standards should strive to be as objective as possible;
  - c) Require new development to maintain a scale of development, site

layout, and building orientation consistent with the historical pattern of development and existing structures of architectural or aesthetic significance (e.g., current policy is to encourage renovation of existing residential buildings into commercial use rather than build new buildings). Within the built-up areas of Sanford and Springvale, new or expanded nonresidential buildings should be required to maintain an urban or village character for both the design of the site and the design of the building.

14. The Town should continue to assure that its zoning does not unduly restrict access by industry and its employees to comprehensive and affordable dependent care services. Through the Chamber of Commerce, the Town should encourage cooperative efforts between public and private sectors for such services.
15. In addition to maintaining and creating an ample inventory of usable industrial land and attracting desirable industry to it, the Town and the business community must promote policies to supply a well-educated and skilled work force sufficient to attract new businesses and maintain the viability of existing businesses. It is this Plan's view that it is the joint responsibility of businesses, the school system, and the community-at-large to ensure that the school system graduates students who have the skills to compete effectively and provide employers with motivated, capable workers. In pursuit of this responsibility:
  - a) The Sanford-Springvale Chamber of Commerce, local businesses and the School Department should continue to collaborate in a partnership, to "raise the aspirations of students, elevate students' academic performance and expand career horizons." This is a viable, progressive program that deserves continued support with the guidance and direction of a liaison body, such as the Chamber of Commerce.
  - b) In addition to the attention being given to the business/school system collaboration, steps should be taken to extend that collaboration to include other educational outlets, such as adult education and the University of Southern Maine Sanford Center and to focus further on the expansion of vocational-technical education.
  - c) With a significant illiteracy rate in the Sanford-Springvale community, steps must be taken to increase support for programs like Project Literacy U.S. (PLUS) and Literacy Volunteers with the goal of substantially decreasing illiteracy in the community and further equipping our citizenry to compete in the job market.

16. The Town should focus additional attention and resources on its school system to improve the perception of quality of the education available to the Town's children and to enhance the actual quality of education provided to Sanford/Springvale students so that the Town is viewed as having an outstanding educational system.
17. It is recognized that issues of the local economy are closely tied to other issues, including affordable housing, public utilities, transportation, Downtown, and land use patterns. Policies governing local economic development have sought to be compatible with, and in turn should be considered in the development of, policies in these other areas.

## **E. Downtown's**

**State Goals:**        **None specific to downtown's.**

**Regional Goal:**    **None specific to downtown's.**

**Local Goals:**        **To revitalize Downtown Sanford and enhance its role as a retail, service, and employment center.**

**To maintain the character of Downtown Springvale and enhance its role as a retail, service, and employment center.**

**To maintain the physical character of Main Street while improving access to and through the downtown areas.**

**To improve the economic vitality of the downtown areas.**

**To improve the visual appeal of the downtown areas.**

**To improve public safety in the downtown areas.**

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should play an active role, in partnership with Downtown Sanford's merchants and property owners, to address the economic issues facing Downtown Sanford. These include:
  - a) Creating a revitalized Downtown Sanford organization that is broadly representative of property owners, business owners and managers,

municipal interests, and the general public to direct the revitalization of Downtown Sanford. This organization should be organized along the format recommended by the state "Main Street Program". This effort should include joint public-private funding of a downtown manager for at least a three-year period. This organization should seek formal recognition and designation under the state's Main Street Program;

- b) Updating the strategy for revitalizing Downtown Sanford as a service and specialty retail center, and implementing the strategy with a unified development and marketing program in conjunction with the revitalized Downtown Sanford organization;
  - c) Implementing a program of improvements based upon the Downtown Study to improve the visual environment of Downtown Sanford including provisions for a strong visual corridor between Downtown and the Mousam River, physical and visual connections between the Midtown Mall and other stores, appealing "welcome to Downtown" signs at the entries to Downtown, especially at the river, and an overall upgrading of Downtown's image;
  - d) Recognizing the crucial importance of the banking institutions to Downtown, and working with them so that they can provide, within the confines of Downtown, such needed services as drive-up windows and employee parking;
  - e) Continuing to work with the owners of Midtown Mall on an overall facelift of this facility, with the Town responsible for refurbishing its property (e.g., upgrading the parking lot and the entrances to it with landscaping and lighting), and the owners responsible for refurbishing the mall buildings and signs. The objective must be to reestablish Midtown Mall as a visible and enticing destination in the heart of Downtown;
  - f) Committing itself generally to a positive day-to-day working relationship with Downtown, in areas ranging from code enforcement to police protection to maintenance of public property. This should include designating a specific contact person within Town Hall who can respond to needs and inquiries relating to Downtown.
2. The goals of quickly moving traffic through downtown, on the one hand, and maintaining the character and vitality of Downtown Sanford and Springvale on the other, often conflict with each other. In the search for ways to reduce traffic congestion on Main Street:

- a) On-street parking should be preserved to the greatest extent possible. On-street parking is both an important convenience to stores fronting on Main Street and an important contributor to the human scale of the downtown's, separating pedestrians from moving traffic.
  - b) Before considering the addition of travel lanes to Main Street, other alternatives for reducing congestion should be exhausted. These include better use of the surrounding street network as informal or formal bypass routes. (See also policies on Transportation.)
  - c) In any proposal to improve traffic flow, movement of pedestrians between buildings and across streets should be as important a consideration as the movement of cars.
3. Downtown's off-street parking can be improved by refining the management of existing off-street parking spaces. The Town should identify areas for commuter parking lots outside of the downtown areas.
  4. Zoning regulations pertaining to Downtown Sanford and Springvale should continue to allow a mix of commercial, residential, institutional, cultural, and recreational uses. The space and bulk, parking, sign, and other standards governing the Downtown Business districts generally recognize the unique nature of Downtown, but they should be reviewed to assure that they continue to be appropriate to a compact, pedestrian-oriented environment. The Town should specifically review the parking requirements in the downtown's to assure that they do not create unreasonable obstacles to the full utilization or redevelopment of older buildings.
  5. The Town should continue to promote pedestrian safety by installing and maintaining crosswalks and pedestrian signs at appropriate locations as proposed in the Downtown Plan.
  6. To allow the economically feasible reuse and redevelopment of existing structures in the downtown's, the Town should adopt a renovation code governing the upgrading of older buildings. This code should balance the need for public safety and access with the constraints imposed by older buildings.

## **F. Residential Development and Housing**

**State Goals: To encourage and promote affordable, decent housing opportunities for all Maine citizens. (Growth Management Act)**

**Regional Goal:** To encourage a diversity of affordable housing throughout the region.

**Local Goals:** To eliminate substandard housing within the community.

To improve the quality of the older housing stock and the livability of older residential neighborhoods.

To increase the amount and expand the range of types of market rate housing within and on the fringes of the built-up areas of Sanford and Springvale.

To encourage an integration of housing types, available to households of different incomes, within the community.

To limit the creation of additional subsidized housing in Sanford/Springvale until a plan is in place for the provision of housing for low and moderate income households on a regional basis.

To seek to achieve 10% minimum of all new housing expected to be produced in the next ten years to be within reach of households with affordable housing needs, as defined by the state.

To create good quality, moderate density, residential neighborhoods (both single family and multifamily) that preserve significant open space in some areas outside of the existing built-up areas to diversify the market rate housing available to middle income households.

To maintain the “rural character” in the remaining rural areas of the community by minimizing the development of large scale suburban style residential projects, preserving open space and rural uses, and assuring that the residential development that does occur in the rural areas maintains the “rural character”.

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should develop and implement a neighborhood master planning process for the older residential neighborhoods in Sanford and Springvale.

This effort should address the older neighborhoods individually with an objective of developing a customized plan for improving each neighborhood. The older built-up area should be divided into 4-6 planning areas based upon traditional neighborhood boundaries. This process should involve the property owners and residents in developing a neighborhood based approach for improving the quality of their neighborhood. These neighborhood plans should address housing maintenance and improvement, public facility improvements, recreation needs, parking, detrimental uses or activities, etc. and should become the basis for action by the Town within each neighborhood.

2. The Town should adopt a good, up-to-date property maintenance code for multifamily housing and other non-owner occupied rental properties and establish, fund, and support a vigorous program of regular inspections and enforcement focusing on the transfer of ownership of the property, change in occupancy of a unit, and initiation or change in participation in a Town, housing authority, state, or federal financing or subsidy programs.
3. The Town should maintain an active Community Development Office. This office should be responsible for:
  - a) establishing linkages with other local, state, and federal agencies;
  - b) building support for, seeking funds for and carrying out community development programs, including housing rehabilitation (both owner- and renter-occupied) and neighborhood revitalization, including infrastructure and community services; and
  - c) devising a strategy for the rehabilitation of existing, substandard housing stock and, for those substandard structures that cannot be rehabilitated, a strategy for their demolition.
4. The Town should seek funding from state and federal sources to assist the owners of older residential properties renovate and modernize these units through a mixture of low interest loans and grants. The Town should explore applying for Community Development Block Grant funding for this purpose.
5. The Town should develop, fund (on an annual basis), and implement a program for upgrading the Town's infrastructure in the older residential neighborhoods including streets, sidewalks, landscaping, utilities, and recreational facilities and open space. These improvements should be based on and coordinated with the neighborhood master plans.

6. The Town should work with the Maine State Housing Authority and the Sanford Housing Authority to develop a program for owner occupants to purchase and renovate small multifamily properties such as the *New Neighbors Program* of MSHA.
7. The Town should revise the zoning provisions to require that all units in multifamily and other non-owner occupied rental housing be brought into compliance with Town's property maintenance code as a condition of alterations or additions to the building.
8. The Town should provide for a variety of housing types, single family and multifamily, within the community, including differing housing densities in appropriate areas of the community.
9. The private market appears reasonably able to respond to the demand and needs of many households that are defined as typical first-time home buyers (25 to 44 years old, 80% to 150% of median household income). This is especially true of households in the upper part of this income range: households that would be considered middle income and can afford a \$100,000 to \$150,000 home.
10. The Town should explore the use of flexible zoning techniques in accordance with state law to allow land use regulations to be tailored to specific situations to facilitate the redevelopment of existing buildings for residential purposes or the development of new market rate housing in the built-up areas of the community provided that this housing is compatible with the character of the community and subject to reasonable design controls.
11. The Town should work with the owners of the old mill buildings in Sanford and Springvale to investigate the feasibility of converting these structures into market rate housing or mixed-use complexes with a market rate housing component. The objective of this effort should be to determine if it is possible to convert any of these buildings to new uses. If it is feasible, the Town should work with the property owners if they are interested to craft land use regulations that are appropriate for the site and to find sources of financing for the project.
12. The Town should work with other property owners in the built-up areas of Springvale and Sanford to explore the development or redevelopment of new market rate housing. The Town should assist property owners in securing financing for these efforts.
13. The Town should continue to allow housing in the Downtown Business and Urban Business Districts subject to reasonable development standards and

design guidelines to assure that all new housing is a positive and attractive addition to the community.

14. The Town should work with the Sanford Water District and the Sanford Sewerage District to establish a program to plan for provide for the extension of utilities to serve good quality residential development on adjacent to the built-up area that is within the designated growth area. This program should assist with the financing of water main and sewer extensions within the designated service area of the two agencies through the use of impact fees and other financing mechanisms. The Town should seek state funding to assist in this effort.
15. The area between the Mousam River and Grammar Road south of the built- up area of Sanford should be designated as an area for village-type, moderate density residential expansion but should recognize that some development may occur with on-site water supply or sewage disposal. To accommodate this, a new zoning district should be created that allows residential development at a somewhat lower density than the current RD District but that includes similar design provisions to assure high quality development.
16. The Town should request that the Southern Maine Regional Planning Commission undertake a study of the Sanford region's housing needs and current supply for housing for low and moderate income households in conjunction with housing providers, the housing authority, municipal governments, and interested groups. This study should focus on developing a strategy for meeting the region's housing needs on a regional basis. The Town should financially support this effort on a proportional basis.
17. The Town should restrict the development of new subsidized housing in Sanford and Springvale until such time as a regional housing strategy has been developed and has been adopted and implemented by the region's municipalities.
18. For moderate income households – those who are also in search of a first home but who can not afford more than a third of their income for housing – the options are limited. To respond to the needs of these households, the Town should:
  - a) Determine the availability of publicly owned land that may be appropriate for residential development by private and/or nonprofit concerns; and

- b) Generally encourage a mix of housing prices within individual developments.
19. The needs of low/moderate income renters (with less than 80% of median income) appear to be relatively well met through a combination of assisted housing and the private market. In addition, a supply of units affordable to these households would be increased if other renters who want to buy could find home-buying opportunities as a result of the types of public-private actions described above.
  20. If additional subsidized housing is constructed, the Town should encourage low-income (subsidized) housing to be scattered in locations throughout designated growth areas, rather than being concentrated in any single neighborhood. It should encourage rehabilitation projects to include provisions for both market-rate and subsidized housing.
  21. The Town's zoning ordinance should continue to allow mobile home parks existing as of the date of the ordinance to expand by up to 30 percent, regardless of where they are located. New mobile home parks should be allowed in the potential growth area to be located in the vicinity of Route 4 between New Dam Road and the Mousam River.
  22. The Town should require that all major subdivisions in the Rural Residential (RR) and Rural Mixed Use (RMU) Districts be conservation subdivisions in which at least 50% of the developable area of the site is preserved as open space.
  23. Within the RR and RMU Districts, the basic density should continue to be one unit per 2 acres.
  24. The Town should zone the areas east and west of the built-up areas of Sanford and Springvale as Rural Conservation. Within these areas, the density of residential development should be 1 unit per five acres, large scale residential developments should be prohibited, all residential subdivisions should be "conservation subdivisions" that retain at least 50% of the developable land as open space.
  25. The Town should work with land owners, state agencies, and land trusts to assure that as much of the rural areas as possible is permanently restricted from development through the purchase of land, conservation easements or development rights that provide the property owner with fair compensation for the foregone development potential.

26. Within the Rural Conservation, Rural Residential, and Rural Mixed Use areas, the creation of new residential lots fronting on the major road network should be prohibited.
27. The Town should create and fund an open space acquisition fund to be used to preserve land in rural areas and in other areas of the community.
28. The objective of the Town should be that not more than 40% of new residential units are located within the designated "rural" area of the community. The Planning Board should annually monitor the pattern of new residential development in the community and submit a report to the Town Council. Every five years, the Planning Board should evaluate the pattern of residential development to determine if this objective is being met. If more than 40% of new residential units are being developed in the rural area on a five year basis, the Planning Board should recommend changes to the Town's regulations to redirect the pattern of residential development.

## **G. Transportation**

**State Goal: Same as Public Facilities**

**Regional Goal: Same as Public Facilities**

**Local Goals: To accommodate the safe and orderly flow of traffic on arterial roads.**

**To provide for the maintenance and improvement of secondary roads.**

**To examine all aspects of a multi-modal transportation network.**

**To assure that the transportation network is consistent with desired land use patterns.**

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: Route 109

1. The Town should not support major traffic improvements in Downtown Sanford on Route 109 that would cause the elimination of on-street parking spaces or alter the pedestrian character of Downtown. However, it should:

- a) Review further the option of encouraging the use and development of informal bypass routes that would relieve traffic volumes on Route 109 especially in commercial areas such as South Sanford; and
  - b) Monitor the situation on Route 109 in Downtown, including growth in traffic and changes in levels of service, and reconsider the issue as part of a 5-year update of this Comprehensive Plan.
2. Along Route 109, the Town should:
- a) Continue its commitment to regulating access management along the arterial and coordinate the Town's access limitations with the new Maine Department of Transportation access management program, and
  - b) Continue to make localized improvement to improve traffic flow and safety along the corridor.

### Road Standards

3. The Town should review and clarify its standards for the development and use of private ways to meet the frontage requirements of the Zoning Ordinance. These revisions should clarify the requirements relative to the ownership of the private way.
4. The Town should review the situation relative to "camp roads" and clarify the Town's policy with respect to the development of additional homes on these roads. This effort should include a review of the appropriate standards for these roads.
5. The regulation of access to the Town's arterials and of curb cuts generally should remain in place and the current provisions should be reviewed and revised to make them consistent with the new Maine Department of Transportation access management program.

### Trails

6. The Town should support the development of additional recreational and walking trails within Sanford/Springvale but should take active measures to control the use of All Terrain Vehicles (ATV's) on these facilities.
7. The former Boston and Maine Railroad right-of-way should continue to be developed for recreational trail way use and the Town should continue to seek funding for this purpose.

8. The community should continue to support the extension and improvement of the Mousam Way Trail as proposed in the Town's adopted Trails Plan.
9. The Town should continue to support the work of the Trails Committee and the extension of the trail network.

#### Alternative Modes of Transportation

10. The Town should continue to support public bus service and support the expansion of scheduled service. It should also investigate supplemental support from the private sector. As part of this effort, the Town should work with the York County Community Action Agency to publicize that agency's transportation programs and their availability for use by the general public.
11. The Town's designated growth areas should be designed at the appropriate density and with an appropriate mix of uses that will reduce dependence on the automobile and make walking, biking, and public transit more feasible.
12. A master sidewalk construction and bikeway plan should be prepared for designated growth areas. Particular attention should be given to the areas tributary to the elementary schools, public and private recreation areas and facilities, community facilities, and other potential generators of significant pedestrian activity. Once the Master Plan is completed, the Town should annually appropriate funding for the implementation of the plan. Impact fees and other means should be explored by which future private development can help to pay for these improvements.

#### Sanford Regional Airport

13. The Town should continue to support development of the Sanford Regional Airport as recommended by the updated Airport Master Plan, which is hereby incorporated into this Comprehensive Plan by reference.
14. The Town should continue to protect the airport approaches from encroachment by incompatible uses or structures. To this end, the Town should continue to have an Airport Protection Zone as part of its local zoning. The provisions of this zone should be reviewed and revised if necessary. Consideration should be given to prohibiting the development of new residential uses within this area.

## H. Public Facilities

**State Goal:** To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

**Regional Goal:** To improve the efficiency and effectiveness of public service delivery through formal and informal means of interlocal cooperation and communication.

**Local Goals:** To improve the Town's ability to deliver services related to public safety.

To improve the availability of public health services in the community.

To maximize the educational opportunities available to the citizens of the community.

To assure the continued availability of cemeteries in the community.

To plan for the adequate provision of public services.

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: General Pattern of Development

1. The policy of the Town of Sanford should be to encourage growth and development in those areas of the community which are served or can easily be served by public services, while discouraging development in outlying areas where public services are not available or are difficult or expensive to provide.

### Municipal and School Facilities

2. The Town should conduct a Comprehensive Facilities Analysis to assess the condition and adequacy of the facilities for all aspects of municipal government including the school system, and to develop proposals to address any identified deficiencies. This process should involve representatives from all of the Town's various departments and should look at the facilities needed to serve the community in the future.

3. Upon the completion of the Comprehensive Facilities Analysis, the community should prioritize the identified needs and incorporate the high priority projects into the Town's Capital Improvement Program and develop ways for funding these projects.

#### Fire Protection

4. The policies of the Town of Sanford with respect to fire protection should be:
  - a) to encourage extensive development in areas with acceptable emergency response times;
  - b) to discourage intensive residential development and commercial/industrial development in areas which have limited water supply for fire protection purposes and to limit commercial, industrial, institutional and multifamily uses to those portions of the community serviced by the Sanford Water District;
  - c) to upgrade the department's facilities in accordance with the results of the Comprehensive Facilities Analysis.
5. The Town should review the adequacy of the provision for fire protection water supplies in all areas of the community. Based upon this review, it should revise the Town's requirements for providing water supply in conjunction with new development, if necessary.

#### Police Protection

6. The policy of the Town of Sanford should be to improve the facilities of the Police Department in accordance with the results of the Comprehensive Facilities Analysis.

#### Solid Waste Disposal

7. The policy of the Town of Sanford with respect to solid waste disposal should be:
  - a) to continue the community's recycling program to allow the Town to comply with State guidelines. In operating this program, the Town should consider:
    - 1) regional approaches in conjunction with neighboring communities,

- 2) the potential for the composting of leaves and yard waste,
- 3) focusing recycling on those materials for which there are established markets,
- 4) including educational components to inform residents of the community about solid waste issues and the need for recycling.

### Stormwater Management

8. The policy of the Town of Sanford should be to continue a program of separation of combined sewers to eliminate combined sewer overflows and reduce peak flows in the sewerage system. This policy should recognize that quality of stormwater is an important water quality issue which should be addressed (see Natural Resource policies) to assure that the Town is in a position to address any new federal requirements relative to stormwater management.

### Educational Facilities

9. The policy of the Town of Sanford should be to enhance the full range of educational opportunities available to the community by:
  - a) maintaining the school facilities in good condition to create a positive learning environment for all students;
  - b) continuing support for adult and community education programs;
  - c) exploring the feasibility of expanding the opportunities for post-secondary education available in the community;
  - d) upgrading the facilities of the School Department based upon the Comprehensive Facilities Study.

### Health Care

10. The policies of the Town of Sanford with respect to the provision of health care to the community should be to:
  - a) support the retention and expansion of the Goodall Hospital complex including reviewing and revising the zoning regulations to allow expansion or change in use of medical and health care related uses, staff support activities, and residential uses while protecting the surrounding residential neighborhood;
  - b) promote health awareness education within the public schools;

- c) increase the availability of health services to the elderly.

Dam Maintenance

- 11. The policy of the Town of Sanford should be to:
  - a) continue to maintain the dams along the Mousam River for as long as the Town owns them.

Cemeteries

- 12. The policy of the Town of Sanford should be to continue public support for the Riverside and Oakdale Cemeteries, including maintenance of adequate infrastructure, to enable them to meet the future needs of the community as well as supporting the development of a new Southern Maine Veterans Cemetery in Springvale.
- 13. The Town should review the status of all private cemeteries in the community, determine which cemeteries require municipal maintenance in accordance with state law, and develop a program for assuring adequate access to and care of these facilities.

**I. Recreation and Open Space**

**State Goal:** To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

**Regional Goals:** To implement a strategy for coordinated local acquisition (or control) and management of open space.

**Municipalities should allocate sufficient resources to provide for proper maintenance and upkeep of existing access sites.**

**Local Goals:** To provide adequate resources for community recreation.

**To emphasize the aesthetic value of the Mousam River.**

**To preserve areas of open space for recreational, scenic and wildlife habitat value.**

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

## Recreation Facilities

1. The Town should support improvements to existing recreational facilities which will allow them to be utilized more intensively.
2. As part of the Comprehensive Facilities Analysis, the Town should study the need for recreational facilities to service the South Sanford portion of the community and begin developing a plan for meeting these needs, particularly if the existing fields at the airport are lost to industrial development.
3. As part of the Comprehensive Facilities Analysis, the Town should study the need for a community center to serve as the focal point of recreation department activities. If the study determines that a community center is needed, the Town should create a Community Center Committee which is charged with developing a program for such a facility, investigating potential locations for a center, and developing a program for funding the construction and operation of the facility.
4. The Town should support the efforts of the Kiwanis Club and Trails Committee to expand the Mousam Way Trail and to create additional recreational and pedestrian trails (see Transportation policies).

## Open Space

5. The Town should support the policies identified in the natural resource policies and goals to maintain stream and river corridors, wetlands, floodplains, significant fisheries and wildlife habitats and sites of critical natural resources as open space.
6. The Town should encourage the use of open space development techniques for new residential subdivisions in which a significant portion of the site is preserved as permanent open space by clustering the development activities. To the extent possible, this effort should focus on developing an interconnected network of green spaces.
7. The Town should develop a program for the acquisition and preservation of open space and scenic areas. This effort should be coordinated with the work of local land trusts and state agencies. To the extent possible, this effort should focus on developing an interconnected network of green spaces.
8. The Town should develop a program for the creation, preservation, and maintenance of trails for non-motorized use (see Transportation policies).

9. The Town should encourage the creation of green belts and buffers in new developments.
10. The Town should develop a program for the maintenance of open space areas in conjunction with community groups, land trusts, conservation organizations, state agencies, etc. This program should be designed to assure that preserved open spaces are maintained over the long term while minimizing the Town's responsibility for this unless public access will be provided.

## **J. Cultural Resources**

**State Goal:           None**

**Regional Goal:       None**

**Local Goal:           To expand the physical plant available to the community for community services and cultural activities.**

Pursuant to this goal, the policies of this Comprehensive Plan are as follows:

1. The development of a multipurpose, cultural and performing arts center should continue to be a major objective of the community over the coming decade. The Town should take the leadership in exploring the feasibility of developing such a center in conjunction with the high school, including the development of potential funding strategies. As such, the need for and feasibility of such a facility should be explored as part of the Comprehensive Facilities Analysis discussed above.

The study should explore a facility that would be capable of seating the entire student body of the high school. The facility should be available for both school and community use. The facility should include a full theater basement allowing for set construction, a paint shop, a scene shop, dressing rooms, and toilet facilities for performers. The facility should be able to accommodate a full scale company production and should include wing space for entering and exiting performers. The foyer of the facility should provide space to be used as a gallery for displaying the work of local artists and traveling exhibitions.

If the Comprehensive Facilities Analysis determines that such a center might be feasible, the Town should establish a Facility Planning Committee. The Committee should be broadly representative of the community and include representatives of the municipal government (selectmen, planning board,

administration) and the school department. The Committee should be charged with developing a program for the cultural arts center, exploring the administrative arrangements and needs, and investigating financing for the facility.

2. The Town should view the libraries as important educational and cultural resources for the community and continue to provide adequate public support for these facilities.
3. The Town should work with the Historical Committee to develop larger facilities in which the committee can inform the public about the historical roots of the community and its essential historical elements.

## **K. Historic and Archaeological Resources**

**State Goal:** To preserve the State's historic and archaeological resources.

**Regional Goal:** To create an awareness of the importance of identifying and preserving historic and archaeological resources.

**Local Goals:** To preserve important structures of historical significance to the community.

To identify and protect those areas of special cultural or archaeological significance.

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: Historic Resources

1. The Town of Sanford should continue its support of the Historical Committee.
2. The Town should work with the Historical Committee to develop larger facilities in which the committee can inform the public about the historical roots of the community and its essential historical elements.
3. The Town should work with the Historical Committee to develop guidelines which preserve the architectural character of historic buildings and to revise the Town's regulations to assure that new buildings are compatible with the neighborhood character in the following four areas:

- a) Both sides of Main Street in Sanford from Grove Street and the Hannaford store at the west end to Park Street and Emery Street on the east end. The district contains a variety of commercial and residential buildings constructed from 1880 (Shaw's Hardware Store, Congregational Church) through the early 1900's. It includes the Goodall Mansion, one of the Town's most significant historic structures, in addition to several other older residences.
  - b) Both sides of School Street from Washington Street to Emery Street.
  - c) The area starting at the Lebanon Street/Main Street intersection and extending down both sides of Lebanon Street to Berwick Avenue. Most of the buildings in this district still have their basic architectural integrity, although some have been renovated with little sensitivity towards architectural significance. This district includes the Emery House on the north side of Lebanon Street, which is on the Historic Register, and the Gowen House, which is directly across from it.
  - d) The area on Main Street in Springvale, from Windsor Street on the west side and Lucerne Street on the east side to Holdsworth Park. This area contains numerous older residences.
4. The Town should encourage the Historical Committee to complete a survey of historic buildings in other areas of the community and should support a study of the feasibility of preserving the mills in both Sanford and Springvale.
  5. The Town should formally recognize the role that the mills have played in the history of the community and should support a study of the feasibility of preserving the mills in both Sanford and Springvale.
  6. The Town should assure that the development review process requires the identification and consideration of historic resources.

#### Archaeological Resources

7. The Town should assure that the development review process continues to require that a preliminary archaeological screening to be conducted if there is evidence that the site may be of archaeological significance or is located in an area with potential archeological significance.
8. The Town should encourage private organizations or educational institutions to conduct an investigation of abandoned mill sites on the Mousam and Great Works Rivers to determine their archaeological significance and to protect sites of value.

9. The Town should encourage the Historical Committee to develop strategies for the community to work with the owners of the sites of private cemeteries to preserve these resources and encourage their maintenance.

## **L. Fiscal Resources**

**State Goal: Same as Public Facilities**

**Regional Goal: Same as Public Facilities**

**Local Goals: To assure an efficient, effective capital improvement planning process.**

**To assure that the off-site costs of development are equitably shared by those creating or directly benefiting from the development.**

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should review its capital improvement planning process and consider:
  - a) a more centralized process, in which all requests for capital items are submitted to the Town Administrator for review, formal rating by priority, and submission to the Board of Selectmen;
  - b) adopting a more formal rating system; and
  - c) trying to achieve more year-to-year consistency and predictability in the process.
2. The Town should consider alternative sources of revenue to pay for some of the costs of growth and development, including impact fees. Capital improvements within the Town's jurisdiction for which impact fees should be considered include (without limitation) road improvements, sidewalk improvements, recreational facilities, and open space acquisition. The setting of impact fees should balance the need for revenues to pay the costs of development against the need for housing at affordable prices.
3. The Town should consider and, if feasible, enact a system of payments in lieu of taxes by which property tax-exempt property owners will help to defray the cost of municipal services. In so doing, due consideration should be given to existing agreements with nonprofit organizations.

**CHAPTER 7.  
FUTURE LAND USE PLAN**

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(Revised 12-6-04)

The Comprehensive Plan is designed to be a guide in directing the growth and development of the Town over the coming decade. The goals and policies set forth in this chapter establish the basic direction for growth and development that the Town should seek to achieve through its municipal programs, regulations, and expenditures. The Future Land Use Plan sets out how these policies apply geographically to Sanford and Springvale.

**A. Land Use Patterns**

**State Goals: To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)**

**To safeguard the State's agricultural and forest resources from development which threatens those resources. (Growth Management Act)**

**Regional Goal: None specific to land use patterns.**

**Local Goals: To foster a pattern of land use that respects and builds on the traditional urban/village centers on the one hand, and the character of the outlying rural lands on the other.**

**To designate growth areas that are compatible with existing neighborhood units, or that can themselves become neighborhood units.**

**To discourage suburban sprawl.**

**To promote a pattern of land use that can be served efficiently and that does not impose an undue burden on the Town's financial resources.**

Pursuant to these goals, the land use policies of this Comprehensive Plan are as follows:

## General Pattern of Development

1. The Town should continue to support a traditional urban-and-countryside pattern of settlement while allowing some moderate density, residential development to provide better balance in the community. A traditional urban-and-countryside pattern imposes less cost on municipal services, consumes less land, and is less damaging to the natural environment than a spread out, automobile-oriented, suburban pattern of development. As evidenced by Sanford village and Springvale village, it can also produce a high quality of life and comfortable living space. The preponderance of future development should be directed to existing, expanded and/or new village centers, and away from rural areas while allowing for some moderate density, single-family residential neighborhoods to develop adjacent to the traditional built-up area of the community.

By "urban" or "villages" is meant settlements that are relatively compact, are on a neighborhood scale, provide a choice of housing, integrate daily activities needed by their residents (including institutional, small scale commercial, and cultural activities), have readily accessible public open spaces, provide for ease of walking as well as driving, and have appropriate utility systems.

By moderate density residential is meant residential neighborhoods that have a lower density (2 to 4 units per acre) than traditional urban or village areas but that still provide a pedestrian friendly neighborhood with access to open space. Development may be served by public sewerage or on-site sewage disposal.

By "rural" is meant areas outside of urban centers that have large tracts of land intact, suitable for woodlands, farming, or unbroken wildlife habitat, that may be enjoyed for informal outdoor recreation, that may be needed for resource production, that may have important environmental and scenic values, that are distant from public utilities and cannot expect to receive them for at least the next ten years, and/or that are characterized by very low densities development, with occasional homes interspersed among large fields and woods.

2. In furtherance of this policy, the Town should consider a wide array of measures, including (but not limited to):
  - a) land use regulations that draw clear distinctions between urban and rural areas and that direct growth toward the one and away from the other;

- b) a judicious program of extending public utility lines consistent with the urban/village form of development, and of providing incentives for residential development that can easily be served by public water and sewer; and
  - c) mandating an open space or cluster form of development for subdivisions that do occur within rural areas, and encouraging this form of development in growth areas. In cluster developments, the open space should be designed to preserve important natural resources and/or rural character.
  - d) designating and zoning areas for moderate density, single-family residential development. These areas should be on the fringe of the built-up area in locations that do not encroach on significant natural resources or key rural areas, and that have reasonable access to municipal services and public utilities. Development in these areas should foster residential neighborhoods while preserving significant open space.
3. It is essential that the Town understand and adopt the standards of design that produce a desirable village or urban environment. These include standards for density, for space and bulk requirements (including innovative lot configurations), for dimensions of roadways and other public spaces, for the relationship of buildings to roadways and other public spaces, for landscaping, buffers and open spaces, and for mixed uses. These standards must demonstrate that a compact form of development will not threaten, and indeed can enhance, the value and character of established neighborhoods. And they must convince developers that such development will be acceptable to the consumer who has become used to suburban choices (dead end roads, large lots in outlying areas, etc.) If necessary, the Town should seek assistance from design professionals.
4. This favored pattern of development must include an area of land sufficient to accommodate projected growth, to allow the proper working of the market place, and to assure opportunity for affordable housing within the growth areas.

#### Residential

5. Residential growth areas should include:
- a) areas of the traditional urban centers of Sanford and Springvale, where redevelopment or limited "infill" development would be compatible with existing neighborhoods;

- b) expansions of these centers into adjacent areas, provided that both public water supply lines and sewerage by gravity are achievable;
- c) the Old Mill Road area adjacent to the Old Mill development, provided that public sewerage becomes available and wetlands are avoided; and
- d) the area between the Mousam River and Grammar Road south of the built-up area of Sanford should be designated as an area for village-type, moderate density residential expansion but should recognize that some development may occur with on-site water supply or sewage disposal. To accommodate this, a new zoning district should be created that allows residential development at a somewhat lower density than the current RD District but that includes similar design provisions to assure high quality development.

### Commercial

- 6. In the South Sanford area, a commercial zoning district should continue to be separate from the industrial zoning district. There may be some overlap in permitted uses and standards between the two districts, but retail and other high traffic commercial activity should not be allowed to preempt land needed for long-term industrial, office, and similar growth.
- 7. Commercial growth areas should continue to include:
  - a) the traditional Sanford Downtown and Springvale village center, where efforts should be made to maintain the existing business base and to revitalize the commercial role of these areas (see Downtown policies);
  - b) the Route 109 corridor between Downtown and the suburban shopping centers to the south, principally for small-scale office use, provided that the residential character and visual integrity of the existing buildings in this stretch are maintained;
  - c) the existing suburban commercial area along Route 109 in South Sanford, with limited expansion of this area around the Route 4 intersection, provided that the rural segment of Route 109 between Spencer Hill Rd. and the South Sanford industrial area is maintained as a "break" between the commercial and industrial areas.

The purpose of items b) and c) above includes, among other things, making sure that Route 109 does not develop as a continuous suburban strip from Downtown to the Airport.

8. The Town's zoning ordinance should continue to allow the integration of small scale, neighborhood-oriented, commercial uses into or near existing and developing residential areas, provided that such uses would promote neighborhood continuity, lessen dependence on automobile trips, and fit harmoniously into the area in terms of their architectural and site plans.
9. Home occupations should continue to be affirmed as an acceptable land use, provided that standards are enforced to assure that they do not disrupt surrounding properties or the neighborhood. The standards should continue to be more permissive in, for example, a working rural area than in a residential area, but in no case should home occupations alter the character of a district.

Industrial (see also Economic Development policies)

10. Industrial growth areas should include:
  - a) the existing South Sanford industrial area;
  - b) the area between Route 4 and the Airport, provided that wetlands are not infringed upon;
  - c) the Sanford Mill Yard, as a low-cost, mixed business-and-industrial facility;
  - d) other existing, small-scale industrial zones adjacent to the urban centers, provided that their continued use or reuse is compatible with surrounding neighborhoods and resources.

Flexible Zoning

11. There may be an occasional situation within a designated growth area in which a parcel or grouping of parcels of land is so unique in its location, configuration, or potential use that it should be accorded an opportunity to be designed free of the predetermined restrictions normally contained in a zoning district. To accommodate these situations, the Town should make provision within the growth area for contract zoning, a planned development zoning designation, or similar flexible zoning tool. Its use should be reserved for those situations in which all of the following conditions apply: (a) the property is in fact unique (such as the Sanford Mill Yard), (b) it is demonstrably in the public interest to allow the use of such a tool, (c) the applicant to use the tool has the proven technical and financial resources to properly plan and implement the proposal, and (d) the plan can be integrated with the surrounding area.

### Farm and Forest Land

- 12.** To the greatest extent possible, land that is actively farmed or managed for wood production should continue to be designated as rural rather than growth areas.
- 13.** Strategies to direct growth away from these areas must be actively implemented. At the same time, they must recognize that a farmer or woodlot owner must occasionally exercise some development rights in order to maintain a cash flow to support the operation. Zoning and other land use policy must strike a balance between preservation and development rights. Tools to be considered (without limitation) should include open space-and- cluster zoning, transfer of development rights, easements, and variable minimum lot size/maximum density formulas.
- 14.** The Town should include within its Zoning Ordinance provisions for the right to farm and the right to manage woodlots in rural and resource conservation areas without fear of unreasonable "nuisance" suits.

### Public and Institutional Uses

- 15.** Public and institutional uses, including Town Hall, public libraries, the Post Office, and schools, are important places of assembly and should be encouraged to remain in and/or locate in the urban centers and growth areas.
- 16.** An overlay zoning district around the airport should be maintained to assure that incompatible land uses do not locate within the boundaries of the district.

### Nonconformance

- 17.** The Town's zoning ordinance should continue to recognize and separately address the following types of nonconformance: nonconforming lots, nonconforming structures, and nonconforming uses. In general, legally nonconforming lots should continue to be able to be used for allowed uses, provided other standards are met. Legally nonconforming structures should be able to continue to exist and to be altered or expanded, provided that the alteration or expansion meets current standards. Existing unenclosed areas of such structures, whether existing above or below the existing footprint, including foundations, should be able to be enclosed. Legally nonconforming uses should be able to continue to exist but should not be allowed to expand. However, uses that are rendered nonconforming specifically as the result of implementation of this Comprehensive Plan should be given a grace period in

which they are allowed to expand within the limits of their existing lots. Structures that are rendered nonconforming or that could no longer expand due to new dimensional requirements should be allowed to expand according to the regulations in effect at the time the structures were built. This paragraph should not apply to land in shoreland areas, where separate rules of nonconformance apply.

## **B. Future Land Use Plan**

The Future Land Use Plan (See Figure 2) shows graphically how the Town should grow. It is not a zoning map, and the boundaries of the identified areas on the map are general. But the map will help guide future zoning, other land use measures, and capital improvement programs.

The map embodies the concept that the Town should include distinct rural areas and distinct growth areas. Designation of these areas has evolved from:

- ! an understanding of the Town's natural resources, some of which represent barriers to development, others of which represent opportunities;
- ! the location of public sewer and water supply lines and the ability to economically extend these lines;
- ! the ability to efficiently provide other public services;
- ! a desire to redirect growth to Sanford/Springvale's traditional village- and-countryside pattern of settlement, and to keep the character of both urban centers and of outlying rural lands intact;
- ! a need to provide good quality residential areas that appeal to middle class households; and
- ! the need to provide ample opportunity for the development of commercial and industrial uses to replace the jobs being lost in the community.

## **C. Rural v. Growth Areas**

The Future Land Use Plan designates two broad categories of future use and development; rural areas and growth areas. Rural areas include lands that:

- ! contain natural resources and scenic views that should be protected;

- ! consist of large, contiguous open spaces, farm land, and forest land;
- ! are relatively free of development sprawl along rural roads and highways and that should be maintained as such; and/or
- ! are distant from public services.

Growth areas include land that:

- ! can be efficiently served by public utilities;
- ! is physically suitable for development or redevelopment;
- ! contains sufficient area to accommodate planned residential, commercial, and industrial growth and development; and
- ! promotes a compact, rather than a sprawling, pattern of development.

## **D. Land Use Areas**

The lands that make up the Town of Sanford range from ridge lines to coastal plain; from traditional urban centers to suburban developments; from working farm and wood lands to undeveloped rural lands; from year-round neighborhoods to seasonal homes on lake shores. This diverse landscape can not be divided simply into "rural" and "growth" areas.

As a first step in creating the Future Land Use Plan contained in the 1991 Comprehensive Plan, the Town was divided into a series of neighborhoods or sectors, moving out from the urban center of Sanford. The area assigned to each neighborhood or sector had something in common: a natural resource characteristic, or a socioeconomic unity, or a pattern of development. In turn, these areas were grouped into land use designations under the general categories of rural and growth areas.

For this update of the Comprehensive Plan, the basic format of the Future Land Use Plan has been retained. The land use designations used in the last plan have continued to be used where appropriate. The land use designations and the Future Land Use Plan have been revised and updated to reflect the updated goals and policies set forth in Chapter 6. and the desired land use pattern outlined above.

These updated land use designations, and the lands included in them, are:

### **1. Rural Areas**

a) **Resource Protection:** areas of fragile natural resources and/or that perform essential functions (such as flood control, critical fisheries or wildlife habitat, etc.). Resource protection areas generally follow Maine's model shoreland zoning guidelines. These include areas within 250 feet of moderate- and high-value wetlands, 100-year flood plains along undeveloped portions of rivers and artificially formed great ponds along rivers, and shoreland areas with sustained slopes of 20% or greater. These areas occur both in rural territory and in otherwise urban settings. They should continue to be off limits to virtually all development. Human activities that do go on in these areas should adhere to standards such as those contained in the Town's Shoreland Zoning Ordinance.

b) **Resource Conservation:** areas of multiple natural resource constraints; and/or that are especially noted for their recreational, scenic, or other resource-based values, including farming and forestry; and/or that are especially important for long-term protection of water quality. Activities in these areas should continue to be limited to forest management, agriculture, and other resource production that respects the natural landscape, outdoor recreation, and residences at very low densities of development. Within these areas, the community should actively work to protect large areas of open space and foster the continuation of traditional activities such as agriculture.

The allowable density should recognize the use of the area for forestry, farming, wildlife, and other resource management: no more than one dwelling unit per five acres after excluding certain unbuildable land (see Table 2). Individual lot sizes can be smaller, as long as overall density-- protected by means of conservation easements, deed restrictions, or similar mechanisms-- remains very low. Subdivisions would be mandatorily subject to cluster/open space zoning. The number of lots for which building permits could be issued annually in a given subdivision would be limited.

Road frontage requirements should contribute to a preserved rural environment: on the order of 300 feet for lots fronting on arterial and collector roads, with the possibility of reducing this to on the order of 100 feet for lots created for the purpose of clustered development.

Table 2 summarizes some of the proposed elements for the resource conservation area, compared to other proposed rural areas. (Note: lots created by gift to relatives may be treated more leniently as indicated in Table 2 so that families are able to leave lots to children.)

**TABLE 2**  
**Summary of Key Measures**  
**Resource Conservation and Other Rural Areas**

These are guidelines. Their purpose is to protect the character of resource conservation and other rural areas while allowing reasonable development rights.

	<b>Resource Conservation</b>	<b>Other Rural Designations</b>
Maximum net density <sup>1</sup> ! lots by gift to relatives ! subdivision lots	1 u/2 ac 1 u/5 ac	1 u/1 ac 1 u/2 ac
Minimum lot size	1 ac.	1 ac.
Clustering (subdivisions) ! required? ! % of orig. parcel retained as open space outside of lots ! standards <sup>2</sup>	Yes 50% or more  Yes	Yes 50% or more Yes
Minimum road frontage ! lots by gift to relatives ! subdivision lots --on arts., collectors --on subdivision road	200'  300' 100'	200'  250' 100'
Maximum number of building permits/yr. in subdivisions	3/yr., except the first 10 lots are exempt <sup>3,4</sup>	3/yr., except the first 10 lots are exempt <sup>3,4</sup>

<sup>1</sup> Net density excludes from gross acreage land devoted to roads and the following percentages of "unbuildable" land: 100% of surface water; 100% of Class 1 wetlands, as defined by Maine DEP.

<sup>2</sup> Clustering standards to address types of land to include as open space, placement of lots within subdivision, provision for future street extensions to abutting lots, evidence of trying to coordinate open space with abutting properties, etc.

<sup>3</sup> Provided that any preliminary subdivision plan approved as of the date of adoption of this Comprehensive Plan will be grandfathered from this provision.

<sup>4</sup> Unused permits may be banked from year to year.

Resource conservation areas are outside of Springvale, in the higher elevations along Hanson's Ridge and around the Deering Pond area and around the Littlefield Pond area. These areas offer spectacular scenic vistas,

areas of important wildlife, and valued ponds, and are at an elevation that cannot be served by public water supply. Development of the ridgelines in this area should be subject to standards that preserve vistas and the character of the ridgelines themselves while allowing a level of development consistent with the terms of the resource conservation area. The standards should define the boundaries within which they will be applied (based, for example, on elevation of the land and location of public roads) and should address items such as, but not necessarily limited to, height of structures and setback from roadways.

c) **Rural Seasonal:** areas along shores of ponds or lakes where seasonal homes have been located. Activities in these areas should continue to be limited to single family dwellings (with strict enforcement of the state plumbing code to assure properly working septic systems, especially if the homes are converted from seasonal to year-round use), outdoor recreation uses, and rural activities that do not jeopardize the water quality of the ponds. Model shoreland zoning guidelines and standards should continue to be strictly followed.

Rural seasonal areas in Town include the shorelines of Estes Lake, Bauneg Beg Pond, and Sand Pond. Most of the Town's seasonal homes are around these water bodies.

d) **Rural Residential:** areas that may be free of multiple natural constraints, but that are distant from the urban center; and/or to which public sewerage should not be extended within the next 10 years; and/or that still have large tracts of land intact, suitable for woodland production, gravel extraction, farming, and unbroken wildlife habitat. Activities in these areas should continue to be generally limited to single family homes, resource production (farming, forestry, gravel extraction), and public and semi-public uses compatible with rural character. Limited reuse of existing farm buildings should continue to be allowed. Retail, service, and industrial uses (except home occupations and reuse of farm buildings), generally should not be allowed in rural residential areas.

Allowable residential densities in these areas should continue to be low: on the order of one dwelling unit per two acres after excluding certain unbuildable land (see Table 2). Required road frontage should continue to be consistent with a genuinely rural residential environment, in which woodland and fields dominate the roadside. The road frontage should be at least 250 feet for lots along arterials and collectors, with reductions to as little as 100 feet for lots as part of clustered subdivisions. Any subdivision in rural residential areas should be mandatorily subject to open space/cluster zoning. Existing mobile home parks in rural residential areas should be allowed to

expand, in accordance with the policy set forth in Chapter 6. (Note: lots created by gift to relatives may be treated more leniently as indicated in Table 2 so that families are able to leave lots to children.)

Rural residential areas in Town include the Grammar Road area east of Route 4, the Route 202/Mt. Hope Road area west of a developing residential area, and the southwestern quadrant of Town, including the Route 4 corridor between the airport and Bauneg Beg Pond.

e) **Rural Mixed Use:** areas similar to rural residential areas in terms of natural resource constraints, distance from services, and the presence of large tracts of intact land. But these areas are further characterized by a mix of activities that provide livelihood from the land: agriculture, forestry and lumber mills, campgrounds, gravel extraction. Uses allowed in this area should continue to recognize the range of economic activities, including value-added activities, that are tied to the resources of the land. Home occupations or home businesses should continue to be more liberally defined in this area than elsewhere. Provision should continue to be made for the reuse of existing farm buildings for other low-intensity commercial purposes (such as storage of equipment and materials). Adequate protection, through buffers and other standards, should be given to residences in the area.

Allowable residential densities should be low, as in rural residential areas, with mandatory open space/cluster zoning. Required road frontages should be as in rural residential areas. Existing mobile home parks in rural residential areas should be allowed to expand, in accordance with the policy set forth in Chapter 6. (Note: lots created by gift to relatives may be treated more leniently as indicated in Table 2 so that families are able to leave lots to children.)

The rural mixed use area includes much of the Town's southeastern quadrant, along the New Dam Road corridor between Estes Lake and the South Sanford industrial area.

## 2. Growth Areas

a) **Traditional Urban/Village:** compact areas that traditionally accommodated most of Sanford/Springvale's population and most of its commercial, social, and cultural activities. These are the historic meeting places of the local population, where people came together to trade, to govern, to socialize, to be educated, to work, to interact. They include older residential neighborhoods of moderate to fairly high densities, some newer multifamily developments, Downtown Sanford and the village center of Springvale, smaller scale commercial nodes along Route 109, and industrial

areas around the former textile mills along the Mousam River.

As a whole, the traditional urban/village area extends roughly from the Mill Street area of Springvale to the Old Mill Road area of Sanford, with the Mousam River and Route 109 a double spine through the area. The traditional urban/village areas can be further subdivided as follows:

- ! **Downtown business**, the central business district of the community with a mix of commercial, institutional, and cultural activities. This area coincides with Sanford's and Springvale's downtown business zoning district.
- ! **Urban commercial**, smaller commercial centers and segments that serve primarily the immediate community or neighborhood. These areas include most of the small central business zoning districts in the High Street and Cottage Road areas near downtown, and in the Route 109 corridor from Springvale to the area north of Old Mill Road.
- ! **Mixed industrial**, involving the reuse or redevelopment of former textile mills and other nearby lands earmarked for industrial use.
- ! **Transitional commercial**, former residential areas along transportation corridors that are converting to small-scale commercial use, but within the same architectural framework as the residential activity it is replacing (i.e., reuse of buildings close to street, on-street parking or off-street parking to side or rear, residential appearance). These areas are most prominent along Route 109 between small business zoning districts. They are typically zoned office residential at present, and they serve as important breaks between more intensive commercial activity.
- ! **Mixed residential**, the neighborhoods closest to the business and industrial centers, consisting of multifamily and single family homes and occasional, neighborhood-oriented businesses. These areas are mostly zoned general residence at present.
- ! **Single family residential**, tight-knit, predominantly single family residential neighborhoods in a ring around the higher density, mixed residential areas. These areas are zoned single residence at present. One such area, which includes Gowen Park and the high school area, forms an important break and transition between the Sanford and Springvale centers.

While these subareas have their unique sets of activities, they are bound

together by proximity, local streets, nearby commerce, institutions (library, post office, schools, town hall, etc.), and custom to form urban or village centers. For the most part they are less than a mile in radius from the most central point and remain walkable. They are virtually all served by public water and sewer and easily accessible to most town services.

To the extent that growth potential exists in the urban/village centers, it will be in the form of (a) medium density infill development, (b) limited conversions for affordable, "mother-in-law" or accessory apartments, (c) refurbishment of older neighborhoods, and (d) reuse of existing buildings.

Within single family residential areas, the existing four unit/acre density standard should be maintained. However, it is recognized that some older single family neighborhoods are more densely developed than this. There should continue to be opportunity to match the traditional level of density-- five or six units per acre--provided that the property owner submits to a design review. This review would try to assure that the new development would in fact fit the traditional character of the area. It would address scale, placement of the building on the lot, orientation to road, accommodation of parking, and compatibility with other residential structures in the neighborhood. Single family areas would remain primarily single family but accessory apartments (one-bedroom units in owner-occupied dwellings) should continue to be allowed, consideration should be given to allowing two- family units if subject to design review.

Elsewhere in the urban/village center, in multifamily and mixed residential neighborhoods, up to eight units/acre would be acceptable (similar to the presently allowed density in general residential areas). Again, a somewhat higher density would be allowed if subject to design review.

Apart from specific design review for higher density development, general design standards to assure compatibility with the traditional scale and appearance of the urban/village centers will be important. These areas should be viewed as the cores of the Town, whose vitality comes from a compact form, a pedestrian scale, a fair degree of owner-occupancy, and a variety of uses and activities that serve not only the nearby residents but also as a magnet to attract residents of more distant neighborhoods and communities. Table 3 summarizes some of the key measures applicable in the urban/village centers, compared to village extension areas and the moderate density residential area.

**TABLE 3**  
**Summary of Key Measures**  
**Urban/Village, Village Extension, and Moderate Density Areas**

These are guidelines. The purpose of these guidelines is to direct development to designated growth areas as described in this section and shown on the Future Land Use Plan. The actual zoning standards should seek to preserve and enhance compact, pedestrian-oriented, neighborhoods.

	<b>Traditional Urban/Village</b>			
	<b>Mixed Residential</b>	<b>Single Family</b>	<b>Moderate Density</b>	<b>Village Extension</b>
Max. net density ! w/out design review ! with design review	8u/acre  10-12 u/acre	4u/acre  5-6 u/acre	2-4u/acre	6 u/acre  6-10 u/acre
Minimum lot size ! w/out design review ! with design review	7500 to 10000 SF 7500 to 10000 SF	10000 SF  6500 SF	10000 SF w/ sewer	7500 SF  5000 to 7500 SF
Clustering (sub.) ! Required?  ! % orig. parcel retained as open space outside of lots ! standards*	N/A  N/A  N/A	No; allowed if >3ac 25-30%  Yes	Yes  25-30%  Yes	No; allowed if >3ac 25-30%  Yes
Min. road frontage ! w/out design review ! with design review	75 ft  75 ft	75 ft  65 ft	75-120 ft	80 ft  50-65 ft
Public sewer	required	required	optional	required

Design review: in addition to site plan review that may be required, would entail review of general building appearance: scale, orientation to road, design, and compatibility with other residential structures in the neighborhood. May also be part of Transfer of Development Rights (TDR) "receiving area" requirement, as part of higher density allowance, if and when TDR is adopted.

\*Clustering standards to address location and types of open space to be preserved, future roadway connections, and similar concerns. Space and bulk standards would be similar to those indicated for "design review" units or projects.

b) **Village Extension:** areas adjacent to the urban/village centers that have begun to develop residentially and that have the ability to reach public sewer lines or existing pump stations by gravity. To the extent that these areas have begun to develop, they have done so at a suburban scale. These should be primarily residential areas, with a mixture of types of dwellings, but should provide opportunity for limited, small-scale business and institutional uses that can meet some of the day-to-day needs of nearby residents.

The residential densities should continue to be in the medium range: four units per acre (for single family development) to eight units per acre (where multifamily is allowed), increasing to six to ten units per acre, respectively, if subject to design review. Extension of sewer lines to new development should be mandatory. Both the Town and private developers should be encouraged to locate public open spaces within these areas, especially if the area is more than a quarter- or half-mile from parks or open spaces in the urban/village centers.

As in the urban/village centers, design standards, with flexibility to fit development to the lay of the land, will be important to the success of village extension areas. The standards should continue to promote the tight-knit, pedestrian-oriented design typical of villages, without overcrowding. In arriving at design standards, the successful elements of older neighborhoods should be considered: variable lot frontages, "zero lot line" arrangements, the relationship of houses to the streets, well placed open spaces, and similar elements that today may be considered innovative but were natural parts of older neighborhoods.

The village extension areas include:

- \* small fringe areas around Springvale village and east of Sanford center;
- \* a sizeable area west of Sanford center, between Route 202, Old Berwick Road, and Mount Hope Road, where there have been recent residential developments; and
- \* an area presently zoned for general residence development adjacent to the built-up part of Sanford between the Mousam River and the Center for Shopping.

c) **Conditional Village Extension:** areas similar to village extension areas, or which have the opportunity to serve as a central place for the Town's rural population. Sewerage has been discussed for these areas, but extending sewer lines will be both more difficult and more expensive than in

village extension areas. Their designation as village extension areas therefore is conditional upon firm plans and a schedule to provide sewerage, whether by the sewer district, private developers, or others or to provide for appropriate sewage disposal through other methods. Until these plans are in place, these areas should be treated as rural residential or rural mixed use areas. Conditional village extension areas include:

- \* the Farview Drive area, which is already largely developed, but has additional potential. In addition to needing public sewerage, the use of this area as a village extension area should be conditioned on avoiding wetlands which are prevalent in the area.
- \* the Shaw's Ridge Road area in the vicinity of the former railroad bed, but excluding the nearby water district's main well field. In addition to sewerage, use of this area as a village extension area is conditioned on other measures to protect the recharge area associated with the well field as well as stringent controls to protect the high value natural resources found in parts of this area. The objective is to allow limited development within this area but only if this can occur without compromising the natural resource values.
- \* an area from Oak Street to just north of Rankin Street in Springvale, in the vicinity of the Town-owned railroad right-of-way. In addition to sewerage, use of this area as a village extension area is conditioned upon preservation of the railroad right-of-way as a recreational pathway. It should not be crossed by a roadway or used for additional utility easements along its lengths, although the underground crossing by a utility right-of-way may be considered.

d) **Moderate Density Residential:** areas appropriate for residential development on adjacent to the built-up area where public sewerage may or may not be available. The standards in these area should be similar to the Village Extension designation (see b) above) but density should be limited to two units per acre with on-site sewage disposal and four units per acre with public sewerage. These standards should promote the pedestrian-oriented design typical of villages, without overcrowding. The basic minimum lot size should be 20,000 SF with private sewage disposal and 10,000 SF with public sewerage.

e) **Existing Suburban Commercial:** highway-oriented commercial areas developed in typical suburban fashion: single story, expansive, set back far from road, large parking areas in front, oriented exclusively to automobile use. Allowed uses should continue to be primarily retail, service, and office activities. Primary concerns are to manage traffic flows from the

highways and to provide safe sidewalks, buffered from highway traffic, for those residents who do live in the vicinity. Where rural breaks exist between commercial strips, they should be preserved if possible.

The primary suburban commercial area of Town is in South Sanford, between the Old Mill Road and the area around the Route 109-Route 4 intersection. It includes the Town's main suburban shopping centers.

f) **Existing Industrial and Business:** areas dedicated to planned industrial parks. Served by public water and sewer, it is appropriately located near the airport and at the outskirts of the built-up part of the community: close enough for public services and accessibility by public transportation, but outside of the urban core, thus freeing the center from some of the truck and other heavy traffic that might otherwise disrupt it. To continue to make best use of quality industrial land, allowable uses in this area would continue to be a full mix of industry and business, with the exception that retail uses common to shopping centers should be prohibited.

g) **Business/Industrial Expansion:** areas near important transportation nodes (Route 109, Route 4, airport) that can accommodate limited expansion of suburban commercial businesses, office/research functions, and/or light industrial uses. Future development of this area should:

- \* strive to build a roadway connecting Route 109 and Route 4 to the south, and
- \* retain a break of rural land on Route 109 between the commercially and industrially developed areas.

h) **Conditional Business/Office Expansion:** an area that is evolving as a planned office and business park, but lacking public sewer. Located along Cottage Road and near Goodall Hospital, moderate density development is possible without public sewer. However, if public sewer is extended to the area, it can be more intensively developed for office, business park, and hospital-related uses. Emphasis should continue to be on planned development, with connections between uses and quality landscaping, in order to preserve the functioning of the roadway--both as a transportation corridor and aesthetically.

Insert: Updated Future Land Use Plan Map

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# Part D

## Implementation Strategy



## **CHAPTER 8. IMPLEMENTATION STRATEGY**

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(Revised 12-20-04)

This chapter assigns each proposed activity included in the plan's policies to a responsible party. It also establishes a general timetable for implementation. The schedule is divided into activities already underway and/or to be undertaken within one year; activities to be undertaken within two years; activities to be undertaken within three to five years; and activities likely to require more than five years to accomplish.

Due to the change in the form of the Town's government since the adoption of the Update, references to the Board of Selectmen now apply to the Town Council and references to the Town Administrator now apply to the Town Manager.

**\*Note: The descriptions of activities are abbreviations of the policies on which they are based. Refer to the indicated policy for the complete statement.**

### **A. Immediate Implementation Strategies**

The Town should undertake the following activities on an ongoing basis or within one year of the adoption of the updated Comprehensive Plan.

Policy Reference	Activity*	Responsibility
	<b>On-Going Implementation Activities</b>	
B.5. B.11. B.12. B.16. B.17. B.18. B.19. B.24. B.29. B.31. B.32. B.33. C.2. C.4. D.14. E.5. G.2. G.10. H.7. H.8. H.11. H.12.	Continue to implement various on-going programs and activities as set forth in the policies and Future Land Use Plan	Current implementer
	<b>Land Use Regulation</b>	
	Review and revise the land use regulations to address the following:	Planning Department and Planning Board
A.1. A.2. B.1. D.6. F.15. F.23. F.24.	1. Review and revise the zoning map, zoning districts and the requirements for those districts as necessary to reflect the policies of the Future Land Use Plan including the creation of Resource Conservation and Moderate Density Residential districts and rezoning of the area adjacent to the airport.	Planning Department and Planning Board

D.11. Future Land Use Plan	2.	Review the zoning map and zoning district provisions for the built-up portions of Sanford and Springvale on a parcel basis and make minor adjustments as necessary to reflect the application of the land use policies to these areas.	Planning Department and Planning Board
B.6	3.	Update standards for controlling phosphorous runoff to lakes and ponds, particularly those identified as having water quality concerns.	Planning Department and Planning Board
B.7	4.	Establish standards for development in the Branch Brook watershed.	Planning Department and Planning Board
B.8.	5.	Update provisions to protect surface water quality including erosion control, stormwater management and landscaping.	Planning Department and Planning Board
B.15.	6.	Update standards for new developments for the handling, use, storage, and disposal of petroleum products, chemicals, and similar potential groundwater contaminants.	Planning Department and Planning Board
B.13. C.6. C.7.	7.	Update wellhead protection provisions for both the Water District wells and other community water supplies.	Planning Department and Planning Board
B.37. B.38. F.22. F.24. I.5. I.6. I.9	8.	Require an open space or cluster form of development for subdivisions in rural areas and encourage this form of development in designated growth areas.	Planning Department and Planning Board
D.11.	9.	Review and revise the zoning along Route 109	Planning Department and Planning Board

D.12.	10. Revise the development standards in the South Sanford commercial areas to require the creation of service roads	Planning Department and Planning Board
D.13.	11. Enact objective performance standards to be used for the review of commercial and industrial developments.	Planning Department and Planning Board
D.13.	12. Enact objective standards which require new development in commercial and industrial areas to maintain a scale, layout, and orientation consistent with the historic pattern of development and existing structures of architectural or aesthetic significance.	Planning Department and Planning Board
E.4.	13. Establish design standards for new developments in growth areas which will result in a desirable village or urban environment.	Planning Department and Planning Board
E.4.	14. Review the parking requirements in the downtown areas and revise if necessary.	Planning Department and Planning Board
E.6.	15. Adopt a renovation code governing the upgrading of older buildings.	Planning Department and Planning Board
F.26.	16. Prohibit the creation of new residential lots on the major road network in rural areas.	Planning Department and Planning Board
G.3.	17. Review and clarify the standards for the development and use of private ways.	Planning Department and Planning Board
G.4.	18. Clarify the handling of development on "camp roads".	Planning Department and Planning Board
G.5.	19. Review and revise the access management provisions and assure that they are compatible with state provisions.	Planning Department and Planning Board

G.14.	20.	Review and revise, if necessary, the provisions of the Airport Protection Zone	Planning Department and Planning Board
F.10.	21.	Explore the adoption of flexible zoning techniques	Planning Department and Planning Board
B.29.	22.	Require consideration of unique or critical resources in development review	Planning Department and Planning Board
H.10.	23.	Review the zoning around the hospital and revise if necessary to allow expansions or changes in use of medical and health care related uses, staff support activities, and residential uses while protecting surrounding residential area.	Planning Department and Planning Board
K.6. K.7.	24.	Require the submission of information about historic and archeological resources and proposals to protect them as part of development review.	Planning Department and Planning Board
		<b>Historic Preservation</b>	
K.3.	1.	Revise the zoning regulations to preserve the architectural character of the four identified areas.	Planning Department, Historical Committee, and Planning Board
		<b>Economic Development</b>	
D.1.	1.	Create a "blue ribbon" task force to improve the image of Sanford and Springvale.	Council and Town Manager and Chamber of Commerce
D.2. A.4.	2.	Undertake a comprehensive program to enhance the community's image.	Blue Ribbon Committee and the Chamber of Commerce

D.5. D.9.	3.	Continue to fund the designated economic development organization to:  ! Market Sanford as a desirable place to do business ! Promote the sale of land and development in the South Sanford Industrial Area. ! Assist the owners of the Mill Yard in marketing that area.	Council and Town Manager
D.9.	4.	Work with the owners of the Mill Yard to enhance its role as an "incubator" for small, young companies, including the provision of appropriate support services as necessary.	Chamber of Commerce and Planning Department
D.15.	5.	Continue to support the work of groups to upgrade the quality of the work force.	Council, Supt. of Schools, School Committee
D.15.	6.	Continue to support efforts to expand educational opportunities in Sanford, including adult education, the USM Center, vocational-technical education, and literacy programs.	Council, Supt. of Schools, and School Committee
<b>Natural Resources</b>			
B.4. B.27.	1.	Work with conservation organizations to obtain a conservation easement to assure that Deering Pond and its surrounding area are maintained in a natural state.	Council and Town Manager
B.7. C.8.	2.	Initiate a cooperative effort with the KK&W Water District and Towns of Wells, Ogunquit, Kennebunk, Kennebunkport and Arundel to protect the water quantity and quality of the brook and aquifer.	Council, Town Manager, Water District
B.9.	3.	Continue to work with the Sanford Sewerage District to separate sanitary and stormwater flows.	Council and Sewer District

B.22. B.23.	4. Develop a program for encouraging the preservation of active farmland and commercial forest land and assuring that the owners are aware of the state Current Use taxation programs.	Council, Town Manager, Assessor's Office
	<b>Downtown</b>	
E.1.	1. Reinvigorate the Downtown Committee.	Council, Town Manager, Planning Department
E.2.	2. Manage traffic improvements to Route 109 in the Downtown.	Council, Town Manager, Planning Department
	<b>Housing</b>	
F.17.	1. Restrict the development of new subsidized housing until a regional housing strategy is developed.	Council, Town Manager, Planning Department
F.11.	2. Work with the owners of old mill buildings to explore converting these to housing.	Planning and Community Development Departments
F.28.	3. Develop a system for monitoring the amount and pattern of residential development.	Planning Department and Planning Board
	<b>Transportation</b>	
G.6. G.7. G.8. G.9. I.8.	1. Support the continued development of trails.	Trails Committee, Council, and Town Manager
G.7.	2. Seek funding for the continued development of the railroad trail.	Trails Committee and Planning Department
G.13.	3. Continue to support development of the Regional Airport as recommended by the Airport Master Plan.	Council, Town Manager, Airport Manager

	<b>Public Facilities and Services</b>	
B.2. C.3. F.14.	1. Establish a program to provide for the extension of utilities to serve residential development on the fringe of the built-up area.	Planning Department, Water District, and Sewerage District
H.2.	2. Undertake a Comprehensive Facilities Analysis	Council, Town Manager, and Department Heads
A.3. D.16. H.9.	3. Focus attention and resources on the school system and enhance the full range of educational opportunities.	Council and School Committee
	<b>Culture</b>	
J.1.	1. Study the need for and feasibility of a cultural and performing arts center as part of the Comprehensive Facilities Analysis	Council, Town Manager, and Department Heads
	<b>Fiscal</b>	
L.1.	1. Revise the Town's capital improvement planning process.	Council and Town Manager

## B. Short-Term Implementation Strategies

The Town should undertake the following activities within two years of the adoption of the updated Comprehensive Plan.

<b>Policy Reference</b>	<b>Activity*</b>	<b>Responsibility</b>
	<b>Economic Development</b>	
A.4. D.3.	1. Undertake a regional public relations campaign to educate the region about Sanford/Springvale.	Blue Ribbon Committee and Chamber of Commerce

D.6.	2.	Conduct a detailed wetlands inventory of the South Sanford Industrial Area to develop an accurate assessment of which land is usable for development purposes.	Council and Town Manager
D.7.	3.	Explore the creation of a municipal development district in South Sanford to finance infrastructure improvements.	Council, Town Manager, and Planning Department
<b>Downtown</b>			
E.1.	1.	Seek designation as a "Main Street" community.	Downtown Organization and Planning Department
E.1. D.10.	2.	Update the downtown revitalization strategy, including a downtown master plan.	Downtown Organization and Planning Department
E.3.	3.	Study the feasibility of establishing commuter parking lots outside of downtown and investigate possible locations for such facilities.	Council and Town Manager
<b>Historic Preservation</b>			
J.3. K.2.	1.	Develop larger facilities for the Historical Committee	Historical Committee, Council and Town Manager
K.9.	2.	Work with the owners of sites of private cemeteries	Historical Committee
<b>Natural Resources</b>			
B.34. F.27. I.7.	1.	Establish and fund an open space acquisition fund.	Council and Town Manager, Town Meeting
B.36.	2.	Seek outside funding for the preservation of open space.	Planning Department

B.25. B.26.	3.	The Town should develop a program for working with private landowners to protect deer wintering habitats, other significant habitats, and unique or critical natural resources through voluntary actions.	Council, Town Manager, Planning Department
B.10.	4.	Develop better communications with surrounding towns	Planning Board
B.35. F.25.	5.	Support efforts to privately preserve areas with significant resources	Planning Board
	<b>Housing</b>		
F.1.	1.	Undertake a neighborhood master planning process for the older residential neighborhoods of Sanford and Springvale.	Planning Department, Community Development Department and Planning Board
F.2.	2.	Adopt an up-to-date property maintenance code for multifamily housing.	Planning Department, Community Development Department and Planning Board
F.7.	3.	Require multi-family housing to comply with property maintenance code if altered.	Planning Department and Planning Board
F.2.	4.	Establish a program of regular inspections for multifamily housing.	Code Enforcement, Town Manager, and Council
F.4.	5.	Seek funding to assist the owners of older property to renovate and modernize these units.	Planning and Community Development Departments
F.12.	6.	Work with the owners of property in the built-up areas to explore development or redevelopment of market rate housing.	Planning and Community Development Departments

F.16.	7.	Undertake a study of regional housing needs.	Planning Department, Housing Authority, SMRPC, and regional municipalities
F.18.	8.	Undertake a study of available publicly owned land	Planning Department
	<b>Transportation</b>		
G.12.	1.	Prepare a master sidewalk construction and bikeway plan.	Public Works and Planning Departments
	<b>Public Facilities and Services</b>		
F.5.	1.	Develop, fund and implement a program to upgrade the infrastructure in older neighborhoods.	Public Works, Community Development, Town Manager, and Council
H.3.	2.	Begin to implement the recommendations of the Master Facilities Study.	Council and Town Manager
H.5.	3.	Review the adequacy of fire protection water supplies and revise Town requirements if necessary.	Fire Department and Planning Department
	<b>Fiscal</b>		
L.2.	1.	Investigate the use of impact fees to defray some of the costs of growth and development.	Planning Department

### C. Medium-Term Implementation Strategies

The Town should undertake the following activities within three to five years of the adoption of the updated Comprehensive Plan.

<b>Policy Reference</b>	<b>Activity*</b>	<b>Responsibility</b>
	<b>Economic Development</b>	
D.9.	1. Develop a plan for upgrading public property, including the Mousam River, in the Mill Yard. This plan should also develop ways to reinforce the linkage between the Mill Yard and downtown.	Council and Town Manager
	<b>Housing</b>	
F.6.	1. Develop a program for owner occupants to purchase and renovate small multi-family properties.	Planning and Community Development Departments
F.28.	2. Periodically review the pattern of residential development to determine if any changes in the Town's regulations need to be proposed	Planning Department and Planning Board
	<b>Natural Resources</b>	
B.8.	1. Develop a comprehensive stormwater management program	Planning Department, Public Works Director, and Planning Board
B.14.	2. Construct a salt shed for storage of road salt.	Council, Town Manager, Public Works
	<b>Downtown</b>	
E.1.	1. Continue working with the owners of the Midtown Mall to develop a program for a private/public partnership to bring about the refurbishing of the Midtown Mall.	Planning Department
E.1. E.5.	2. Undertake a program of improvements in the downtown area including improved crosswalks.	Planning Department and Community Development Program

E.1.	3.	Implement the program for upgrading the public facilities at the Midtown Mall.	Council, Town Manager, Public Works
E.3.	4.	Establish commuter parking facilities outside of the downtown area.	Town Manager and Council
	<b>Transportation</b>		
G.1.	1.	Undertake a study of possible informal bypass routes to relieve traffic volumes on Route 109.	Public Safety Committee, Director of Public Works
G.12.	2.	Fund and implement a regular program of sidewalk and bike facilities.	Public Works, Council and Town Manager
	<b>Public Facilities and Services</b>		
H.13.	1.	Review status of all private cemeteries.	Council and Town Manager
H.3.	2.	Continue to implement the recommendations of the Master Facilities Study.	Council and Town Manager
C.5. D.8.	3.	Encourage expansion of water supply as necessary.	Town Council and Town Manager
	<b>Recreation and Open Space</b>		
I.10.	1.	Develop a program for the maintenance of open space.	Planning Department and Recreation Department
	<b>Historic</b>		
K.4.	1.	Complete survey historic buildings.	Historical Committee
	<b>Culture</b>		
J.1.	27.	Develop a program for a performing arts center, explore administrative arrangements and needs, and explore financing for the facility.	Council, Town Manager, School Committee

## D. Long-Term Implementation Strategies

The Town should undertake the following activities to implement the updated Comprehensive Plan, recognizing that they may take more than five years to accomplish.

<b>Policy Reference</b>	<b>Activity*</b>	<b>Responsibility</b>
	<b>Economic Development</b>	
D.9.	1. The Town should complete activities designed to upgrade public property in the Mill Yard.	Council, Town Manager, Planning Dept., Dir. of Public Works
	<b>Public Facilities and Services</b>	
H.3.	1. Continue to implement the recommendations of the Master Facilities Study.	Council and Town Manager
	<b>Recreation and Open Space</b>	
I.2.	1. The Town should develop additional recreation facilities in South Sanford if the existing facilities at the airport are displaced.	Council and Town Manager
	<b>Fiscal</b>	
L.3.	1. Enact a system of payments-in-lieu of taxes for tax exempt property if feasible.	Council and Town Manager
	<b>Culture</b>	
J.1.	1. If deemed feasible, the Town should finance and build a performing arts center (see medium-term strategies, item #27).	Council and Town Manager

## CHAPTER 9.

# UPDATED CAPITAL INVESTMENT STRATEGY

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(10-7-02)

This capital investment strategy is designed to assist the Town in planning for the capital facilities needed to service the future growth and development of the community on a rational and systematic basis. The strategy is designed to:

1. identify the needs of the Town of Sanford for capital expenditures to accommodate anticipated growth,
2. to evaluate the relative priority of the various needs, and
3. to structure a funding program for meeting these needs.

In addition to the projects identified in this strategy, the Town faces other capital expenditures to maintain/replace existing facilities or to address existing deficiencies. Many of these activities are identified in the policy and implementation sections. The policies set forth in this Plan also suggest that the Town support some projects aimed at improving the quality of life of residents of Springvale and Sanford. The activities will need to be addressed in the Town's ongoing capital improvements program. This section also outlines key capital expenditures that will be needed to maintain the quality of life in Sanford.

### **A. Projected Growth**

During the decade of the 1990's, the Town's population increased by approximately 350 residents. Because of smaller household sizes, approximately 615 households were added to the Town from 1990 to 2000, an increase of 8.0%.

Projections of growth contained in the inventory and analysis estimate that the Town will see a small decline in its year-round population during the coming decade. In spite of this projected population decline, there is an anticipated household growth of approximately 500 additional households by 2010, or an amount just slightly less than experienced in the last decade.

In addition, the Town supports economic growth to provide the jobs and goods and services needed to support the population.

## **B. Ability to Accommodate the Projected Growth**

A decrease in the population of the community coupled with an increase in the number of households probably results in small increase in demands on public services and facilities especially those that are delivered on a household basis. To some extent, the type of service demand is dependent on the type of residential growth. For instance, new housing for the elderly in the downtown creates different demands than a single-family subdivision in remote areas of the community.

The level of growth projected over the next decade can generally be accommodated by the Town's existing services without the need for major investments in capital facilities. There are two reasons for this:

- 1) The Town has an existing infrastructure of public buildings and facilities which is generally capable of providing services to an expanded population without the need for major new or expanded physical facilities.
- 2) The policies of this Plan direct growth to those areas of Sanford and Springvale where it can be accommodated by existing facilities, while discouraging growth and development in areas where public services and facilities are lacking or deficient.

The appendix contains a detailed inventory and analysis of the physical facilities serving the community. It should be noted that two types of capital facilities that directly affect growth--public sewerage and public water supply--are managed by independent districts. The Town has no responsibility for or direct control over the extensions of these systems that might direct or manage growth. As indicated elsewhere in this plan, the Town will seek the cooperation of the districts in coordinating the extensions of these utilities. The following provides a brief summary of the adequacy of the public facilities within the Town's control to accommodate projected growth:

### **1. General Government**

Adequate space exists in the Town Hall complex to meet the future space needs for administrative purposes.

### **2. Fire Protection**

While the department has capital needs involving the Springvale station and administrative space, these deficiencies are not related to projected growth. The

one area of fire protection that is related to growth and the pattern of growth is the need to develop "rural" water supplies in outlying areas which lack public water service.

### **3. Emergency Medical Services**

The existing emergency medical facilities are adequate to meet the future needs of the community.

### **4. Police Protection**

While the department needs to upgrade space for storage and new technology, it has no specific needs relating directly to growth over the coming decade.

### **5. Solid Waste Disposal**

The existing system is adequate to meet the Town's future needs.

### **6. Highway Department**

The major growth related issue is the need to maintain the existing rural road system if increased development occurs in these areas.

### **7. Cemeteries**

There is adequate space available to accommodate future needs.

### **8. Schools**

The physical plant of the School Department expanded significantly with the construction of the Smith and Lamb Schools to accommodate growing elementary enrollments. This growth has stretched the capacity of the middle and high schools but current enrollment trends are for decreasing enrollments. This will relieve pressure on the department's facilities.

### **9. Recreation Facilities**

The Town's recreation facilities are generally adequate to meet increased demand resulting from the projected growth if the usable period can be extended. Replacement of the South Sanford playing fields may be necessary if the land is sold for industrial development. The number of facilities in a few recreational areas (soccer/multipurpose fields, outdoor basketball courts, skating rinks) falls short of state standards, but not seriously so. They should be supplemented if and when outside sources of funds become available for their construction and operation.

## **10. Transportation**

The major transportation issue relating to growth over the coming decade is the need to improve traffic flow in the Route 109 corridor. A number of locations have poor operating conditions at the present time. Increased traffic associated with growth will worsen conditions at these locations, making improvement projects necessary. In addition, if the South Sanford industrial area expands as envisioned in the Future Land Use Plan, a roadway to serve the expansion and to provide a connection between Routes 109 and 4 will be desirable.

## **11. Sidewalks and Trails**

The construction of additional sidewalks and trails is desirable to integrate municipal facilities with the surrounding neighborhoods and to provide transportation options.

## **12. Airport**

The Town believes that upgrading of the airport is a key ingredient in the community's effort to expand its economic base.

## **13. Industrial Development**

Expansion of the South Sanford industrial area will require the availability of a supply of suitable land which is serviced by suitable supporting facilities.

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

To accommodate the residential and nonresidential growth likely to occur in Sanford/Springvale over the next decade, the Town will need to undertake a variety of capital projects. The following descriptions identify each necessary project, provide a brief description of the project, estimate the cost of the project (where possible), and identify possible sources of funding for the project.

## **1. Rural Fire Protection Water Supply**

This project involves developing an expanded system of dry hydrants at various water bodies in areas not serviced by public water mains. The estimated cost of a staged five-year program will be \$35,000 to \$40,000. Funding for the project will come from the annual capital improvements appropriation. New development relying on these facilities should help pay for them, either through direct construction or impact fees.

## **2. Replacement of South Sanford Playing Fields**

This project involves acquiring a site and developing new playing fields if the current site is sold for industrial development. No cost estimate is available for this project because of its tentative nature. Local funding will come from the annual capital improvements appropriation. Outside funding may be available from the State through the Land and Water Conservation Fund. This is seen as a long-term project, which may not be implemented within the next five years.

## **3. Route 109 Traffic Improvements**

This project involves a number of improvements to the Route 109 corridor to improve safety and expand capacity. The exact nature of a number of these improvements is not currently known and will be the subject of ongoing discussion with the Maine Department of Transportation. No cost estimates are available. It is anticipated that the Maine Department of Transportation will fund a major portion of the cost of these improvements. Timing of individual improvements is dependent on funding from the DOT.

## **4. Route 4 - Route 109 Connector**

This connection between Route 109 and Route 4 to the south would have a length on the order of 1,500 feet, depending on its exact location. It would provide access for industrial development without having to go through the Route 4 - Route 109 intersection. It also would improve the fire department's response time to the southwestern part of Town. Cost estimates are not available. It is anticipated that this road would be built with private funds as part of an industrial park subdivision.

## **5. Sidewalk Improvements**

This project involves extending the sidewalk system to expand the walking area of the community. The exact projects will be determined by the Sidewalk Master Plan. No cost estimates have been developed for this project. The implementation strategy recommends that development of a sidewalk master plan be a mid-term (three to five year) activity. Funding for this project will come from a combination of developers whose developments will need the sidewalks (either by means of direct construction or impact fees) and the annual capital improvements appropriation.

## **6. Airport Improvements**

The Airport Master Plan identifies numerous maintenance and operational related improvements. The key improvements needed to expand the capacity of the facility

to meet projected future demand are additional transient aircraft parking and additional nested T-hangers.

## **7. South Sanford Wetlands Inventory**

This project involves conducting a detailed wetlands inventory of potential industrial areas in South Sanford to identify potentially developable areas. The estimated cost of this project is approximately \$45,000. Funding for the project should be shared by the Industrial Development Corporation and the Town. The Town may seek outside funding.

## **8. South Sanford Industrial Park Improvements**

This project involves upgrading the infrastructure in the South Sanford industrial area. No detailed plans or cost estimates for this work have been developed. Funding for this work is proposed to be self-financing, possibly through a tax increment financing approach.

## **D. Projects Needed to Maintain the Quality of Life**

In addition to the projects outlined above that are needed to address the growth and development of the community, the Comprehensive Plan envisions that the Town will undertake a number of other significant spending initiatives to revitalize the community and enhance the quality of life of the residents of Sanford and Springvale. The following is an overview of the major activities:

### **1. Comprehensive Program to Improve the Community's Image**

The policies envision that the Town, Chamber of Commerce, and the business community will undertake a comprehensive program to improve Sanford/Springvale's image as a good place to live, work, do business, and shop. While it is anticipated that much of the cost of this effort will be born by the private sector, the Town will need to be prepared to make a substantial, multi-year financial commitment to assure the success of this program.

### **2. Comprehensive Stormwater Management Program**

The policies envision that the Town will undertake a stormwater study to identify the needed improvements in the community's handling of stormwater. Depending on the results of this study, the community may be looking at the need for significant improvements to its stormwater management system.

### **3. Open Space Acquisition Program**

The policies propose that the Town become active in open space preservation. While the policies envision that most of this activity will be done by private conservation organizations and land trusts or funded through state and federal grants, the Town should be prepared to regularly fund a reserve account to be used as the local share or seed money for open space projects.

### **4. Expansion of the Sewer and Water Service Areas**

While the principal responsibility for extension of sewer and water mains rests with private developers and the two districts, the Town may need to financially participate in the expansion of the sewer and water systems to facilitate the development of good quality, market rate residential development.

### **5. Downtown Sanford Revitalization Program**

The policies envision that the Town will re-invigorate downtown revitalization activities including becoming a Main Street community and improve the municipal infrastructure in Downtown Sanford. This will require an ongoing commitment of financial support by the Town to supplement private investment.

### **6. Neighborhood Improvement Program**

The policies propose a comprehensive program of public and private investment in the community's older residential neighborhoods as part of the implementation of a neighborhood planning program. This ongoing financial commitment by the Town will be essential for revitalizing these neighborhoods. While some outside funding through programs such as the Community Development Block Grant (CDBG) program may be available, this effort will also probably require the commitment of local funding.

### **7. Property Maintenance Program**

The plan proposes that the Town enact a property maintenance code for multifamily and other rental housing and develop an on-going program for enforcing the code. This effort will require an ongoing commitment of Town resources.

### **8. Regional Housing Study**

The policies propose that the Town support efforts to conduct a regional housing study to develop a regional approach for address affordable housing. While this

effort should be supported financially on a regional basis, the Town will need to participate in the funding of this initiative.

## **9. Comprehensive Facilities Analysis and Improvement Program**

The plan proposes that the Town undertake a facilities analysis to look at the adequacy of municipal and school facilities. This study will be a substantial undertaking. Implementation of the recommendations will require an on-going financial commitment by the Town over a number of years.

## **10. Cultural and Performing Arts Center**

The policies propose that the Town investigate the development of a performing arts/cultural center for the community. If such a facility appears to be viable, it will require a significant investment by the public and private sectors to make it a reality.

## **CHAPTER 10. REGIONAL COORDINATION**

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(Revised 10-7-02)

Some of the issues facing Sanford extend beyond the boundaries of the Town and therefore require cooperation and coordination among municipalities to be successfully addressed.

### **A. Issues of Regional Concern**

During the comprehensive planning process, policies have been developed which deal with a number of issues which transcend municipal boundaries. These are:

#### **1. Water Quality of Lakes and Ponds**

Three of the Town's major water bodies, Estes Lake, Bauneg Beg Pond, and Ell Pond, plus Old Falls Pond in Kennebunk, are located on the perimeter of the community. In each case, the water quality of the water body is threatened and the watershed of the lake or pond extends into other communities. The policies of this plan propose that standards be refined to control phosphorous export to each of these water bodies. For this to be successful in protecting water quality, this effort will need to involve the other communities within these three watersheds to assure that coordinated programs are developed.

#### **2. Protection of the Branch Brook Aquifer**

Branch Brook is the principal source of water supply for the Kennebunk, Kennebunkport and Wells (KK&W) Water District. This district provides public water service to parts of Kennebunk, Kennebunkport, Wells, Arundel, and Ogunquit. It does not service users in the Town of Sanford. The headwaters of Branch Brook are located in Sanford, and the Sanford airport is located in the Branch Brook watershed. The Town should work with the KK&W Water District and the towns benefiting from its service to financially support aquifer protection measures at the airport. The Town should work with the KK&W to develop reasonable aquifer protection standards in the Sanford portion of the Branch Brook watershed.

#### **3. Expanded Recycling Program**

The Town has a recycling effort. Cost efficiency and conformance with State recycling goals will require expansion of this effort. The Town should explore

possible regional recycling opportunities which would allow it to play a role as a regional center for recycling activities.

#### **4. Mousam River Corridor**

The Mousam River serves as the spine of Springvale and Sanford. It also impacts a number of other communities. The Town currently maintains seven of the Mousam River dams, three of which are located outside of the community. The Town should work with State agencies, lake associations, and the Towns of Shapleigh and Acton to share the responsibility for the continuing maintenance of the Square Pond and Emery Mill dams. In addition, the Mousam River flows through Old Falls Pond and the Town of Kennebunk. The Town should work with Kennebunk to understand and realize opportunities for outdoor recreation along this corridor.

#### **5. Affordable Housing**

Sanford, as a regional center, has been a major supplier of affordable housing for this area. The Town should work to support regional housing initiatives which assure that the burden of meeting the need for the affordable housing is shared among the region's communities so that this burden does not fall disproportionately on the Town of Sanford.

#### **6. Regional Development Pattern**

Route 109 functions as the major traffic arterial through the Town of Sanford. Traffic volumes have increased on this road and there are few alternatives for improving the traffic situation. This problem is exacerbated by the regional development pattern with much of the area's residential growth located to the north and west of Sanford while many of the region's employment opportunities are to the south and east. This results in increasing travel demand on the Route 109 corridor. Sanford should support efforts by the Southern Maine Regional Planning Commission to work with the communities to explore a regional development pattern that minimizes these types of regional conflicts.

### **B. Conformance with Regional Goals and Policies**

The Southern Maine Regional Planning Commission has adopted A Plan for Southern Maine, 1990, which establishes goals and policies for growth and development in Southern Maine. Generally, the community, land use, and affordable housing policies contained in this plan are consistent with those regional policies.

## **1. Human Needs**

The regional policies provide that municipal plans should "encourage human service programs which will reduce the instances of adolescent pregnancy, reduce family stress, chemical dependence and domestic violence, and improve crisis intervention." The policies of this plan are silent on these issues, since the Town feels that this is not an appropriate place to deal with these topics since many of these issues involve services the Town does not directly provide.

## **2. Siting of Special Waste Facilities**

The regional policies provide that the plan should identify sites within the Town with potential for special waste disposal. Based on information collected as part of this Plan, much of Sanford is underlain by sand and gravel aquifers. This, in addition to the large part of the Town that is built up, should disqualify the Town for such sites.

## **3. Groundwater Nitrate Concentration**

The regional policies provide that the Town's regulations should require developments to demonstrate "an increase in nitrates at all wellheads and property lines no greater than one half of the available nitrate loading." The Town has not addressed this issue and believes that the current standard used by the DEP in its review of projects is adequate.

## **4. Airport Expansion**

The regional policies imply that improvements at the Sanford airport should be allowed only if found to be needed on a regional or statewide basis. The Town believes that upgrading of the airport is a vital part of its economic development program that should be locally controlled.

File: 01-221 Part D with SPO changes 5-18-05

## **APPENDIX F**

### **ANNOTATED COPIES OF CHAPTERS 6 AND 7**

**Changes from the current plan are shown on the annotated copies of Chapter 6, Goals and Policies and Chapter 7, Future Land Use Plan. Additions to the current language are underlined; deletions are ~~struck out~~.**

## CHAPTER 6. GOALS AND POLICIES

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(Revised 10-8-02)

*Proposed changes from the current plan are shown below.  
Proposed additions are underlined; proposed deletions are ~~struck out~~.*

The Comprehensive Plan is designed to be a guide in directing the growth and development of the Town over the coming decade. The goals and policies set forth in this chapter establish the basic direction that the Town should seek to achieve through its municipal programs, regulations, and expenditures.

### A. Population and Household Growth

**State Goal:** To encourage orderly growth and development in appropriate areas of each community....(Growth Management Act)

**Regional Goal:** None specific to population.

**Local Goals:** ~~To manage population and household growth in a manner consistent with the Town's ability to absorb it.~~

To have slow, balanced growth in the Town's year- round population.

To re-establish a better balance in the characteristics of the population by having a larger percentage of better educated, higher income households living in the community.

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should encourage good quality, market rate residential development.
2. The Town should revise its land use regulations to assure that there are locations zoned to accommodate suburban style, single-family housing.

3. The Town should focus additional attention and resources on its school system to enhance the quality of education provided to Sanford/Springvale students so that the Town is viewed as having an outstanding educational system.
4. The Town should undertake a comprehensive public relations campaign in conjunction with the Chamber of Commerce and business community to promote Sanford/Springvale as a desirable place to live and do business.

~~The Town should strive neither to discourage nor promote growth, but rather to direct it to suitable areas of the community. "Suitable" means areas relatively free of natural resource constraints, with the public facilities to accommodate growth, and able to absorb growth without undue harm to neighborhoods or by creating viable new neighborhoods.~~

## **B. Natural Resources**

**State Goals: To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas. (Growth Management Act)**

**To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas. (Growth Management Act)**

**Regional Goal: To maintain and, where possible, improve the quality of our natural environment through actions that manage resources as a system rather than as local segments.**

**Where resources are shared with other municipalities, to create a system for soliciting comment from each other as part of the continuing planning process.**

**Local Goals: To protect natural resources such as aquifers, surface waters, wetlands, wildlife habitats and scenic areas.**

**To reduce air, ground, and water pollution.**

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

## Opportunities and Constraints

1. This Comprehensive Plan recognizes that the Town's natural resource systems--topographic, hydrologic, soils, vegetative, and wildlife--are irreplaceable; and that parts of these systems represent constraints to development, and parts represent opportunities for development. The inventory of natural resources should be used as a primary guide to future land use patterns. The designation of areas suitable for growth and of areas to be conserved should, to the greatest extent possible, respect the identified constraints and opportunities. In turn, this policy strongly suggests that areas of opportunity be available for relatively intensive development; while areas of significant constraints be severely limited in their development.

## Topography

2. The Town should continue to work with the Sanford Sewerage District to encourage developers to extend public sewers into those areas which can be easily serviced by gravity or pumped extensions, while avoiding areas which have significant natural resource constraints or which are very costly to service.

## Surface Waters

3. Efforts to dredge No. 1 Pond should only be pursued if ~~it can be determined that~~ such dredging can be done in an environmentally acceptable manner and that the existing wildlife habitat in this area can be maintained. The objective is to retain sections of the pond as "natural" areas rather than converting the entire pond into a park-like environment.
4. The Town should continue to work with land trusts and other conservation organizations to assure that Deering Pond and its surrounding area are retained in an entirely natural state.
5. Many of the Town's other lakes and ponds include a combination of developed shore frontage and undeveloped areas. The policy of the Town should be to limit new shorefront development in accordance with the State's shoreland zoning guidelines, which balance property owners' rights with protection of the water body.
6. The Town should ~~establish~~ maintain, and periodically review, the standards for new development in the watersheds of ponds or lakes with threatened water quality including Bauneg Beg Pond and Estes Lake. These standards should ~~continue to be designed~~ to limit the export of phosphorus to these water bodies and to minimize erosion and sedimentation. In reviewing ~~establishing~~

these standards, the Town should utilize the Department of Environmental Protection's current "Best Management Practices" (BMP's).

7. The Town should work with the Kennebunk, Kennebunkport, and Wells Water District to protect ~~accurately identify~~ the watershed of Branch Brook ~~with testing if necessary and should~~ including establishing development standards for the watershed to minimize the possibility of contamination of the brook through land use activities or through accidental events. These activities should be coordinated with the communities which utilize the water from the brook for water supply purposes. Any costs for these activities should be ~~shared with~~ borne by the district and the affected communities.
8. The Town should, to the greatest extent practical ~~possible~~, strive to eliminate the pollution of its rivers and streams from nonpoint sources through a combination of the following:
  - ! development of a comprehensive stormwater quality management program that is designed to assure that stormwater that is discharged to either the Town's stormwater system or to natural drainage systems meets appropriate quality standards for nutrients, chemicals, petroleum, and other contaminants and that stormwater discharges to water bodies are of acceptable quality. This could include requiring new private developments to utilize and maintain stormwater systems where necessary ~~which~~ that trap sediments and separate oil from the stormwater. This program should address discharges from public areas such as streets as well as from private property. This program should explore ways to work with the owners of developed property with significant stormwater discharges to improve the quality of the stormwater. ~~inclusion of the revised performance standards of the Shoreland Zoning Guidelines meeting the approval of the Maine Department of Environmental Protection into the Town's ordinances.~~
  - ! continuing to work to improve the quality of stormwater discharges by regularly maintaining the Town's stormwater system and maintaining street sweeping programs to reduce the amount of sediment entering the system
  - ! continuation and enhancement of the Town's subdivision and site plan requirements to assure that new developments are designed to protect water quality. To this end, the Town should continue to require erosion control, stormwater management and landscaping plans as part of the review and approval process for new developments.

9. The Town should continue to work with the Sanford Sewerage District to eliminate the remaining combined sewer overflows through the separation of sanitary and stormwater flows. Separation beyond that necessary to eliminate the discharge of combined sewage flows should be carefully studied to balance its impact on the Town's rivers and streams with the reduction in costs and increase in available capacity in the sewer system.
10. The Town should develop better means of communicating with the planning boards, managers, or other appropriate officials of surrounding towns concerning joint actions and consistent regulations along each shared river corridor and pond/lake watershed.
11. The Town should continue to support a local ongoing, voluntary water quality monitoring programs for surface waters to obtain reliable ongoing data to supplement the information available from State agencies. The Town's effort should include seeking out funding for the program, particularly to defray the costs of testing of the samples. ~~The program should be designed to be a community effort involving local environmental groups or programs. The program could consider utilizing volunteers for the sampling and data collection. The possibility of using secondary school environmental programs in the effort should be explored as long as student participation is closely supervised to assure the quality of the data.~~
12. The Town should continue to support ongoing, voluntary programs to monitor and test the functioning of private subsurface sewage disposal systems in the immediate watersheds of lakes and ponds and to work with property owners to correct any identified problems. The Town should work with state agencies such as the Department of Environmental Protection to obtain funding to support the program and to provide financial assistance to property owners who need it to replace or repair their systems.

#### Groundwater

13. The Town should continue to work with the Sanford Water District to maintain develop reasonable regulations to protect the quality of the groundwater within the recharge zones of the district's wells. The current wellhead protection provisions of the zoning ordinance should be reviewed to determine if they are consistent with state guidelines and, if not, should be revised as necessary. If the district identifies additional well sites or develops additional supplies, the wellhead protection provisions should be expanded to cover these sites. These regulations should continue seek to balance the need to protect the public water supply with the rights of private property owners within these areas. (See also policy D.6., Water and Sewer Service.)

13. ~~The Town should work with the Department of Environmental Protection to develop a remedial program to eliminate leachate problems at the old Town dump.~~
14. The Town should proceed with the construction of a salt shed for the storage of road salt if and when state funding becomes available for this project.
15. The Town should ~~develop~~ review the current regulations ~~for that require~~ new developments to manage the handling, use, storage, and disposal of petroleum products, chemicals, and similar potential groundwater contaminants and revise them, if necessary, to reflect current practices. ~~While~~ The principal focus of this activity should continue to be on protecting sand and gravel aquifers, but these regulations should continue to apply in all areas of the community. (See also policy D.6., Water and Sewer Service.)

### Wetlands

16. The Town should continue to require the identification of State and federally defined wetlands as part of the review of subdivisions and site plans and ~~should~~ require that the necessary State and federal approvals are obtained as part of the local approval process.
17. The Town should continue to require that the upland fringe of State-defined wetlands be maintained as a natural buffer if the wetland is valuable wildlife habitat and if the area surrounding the wetland is substantially undeveloped.
18. The Town should continue to make property owners and applicants for building permits aware of the State and federal wetland maps and the need for obtaining appropriate approvals as necessary.

### Floodplains

19. Within the identified 100 year floodplain of rivers, streams, ponds, and lakes, the Town should continue to designate substantially undeveloped areas as nondevelopment or resource protection areas. Within areas of the floodplain that are already substantially developed, the Town should continue to require that new development activities be elevated or floodproofed. All activities within identified 100 year floodplains should continue to be subject to performance standards dealing with filling, grading, and the storage of materials.

### Soils

20. Outside of the portion of the community which is served or capable of being

served by public sewerage, the Town should discourage growth and development in areas which have a substantial amount of land with soils that are not suitable for the installation of an on-site sewage disposal system in full accordance with the requirements of the State Plumbing Code.

21. Since the ability of the soil to treat sewage varies with the type of soil, the Town should take into account the suitability of the soil for sewage disposal in determining allowable densities of development in areas outside of the sewer service area.

#### Farmland

22. The Town recognizes that agriculture, while not a major economic force, is important to the diversity and character of the community. Therefore, the Town should continue to work with the owners of the remaining farmland to see that this land is preserved as open space and should continue to work cooperatively with these owners to seek outside funding from state and federal agencies, land trusts, and other conservation organizations for this purpose. The Town should continue to encourage the owners of farmland to explore the benefits of current use taxation under the State Farm and Open Space Tax Program. In addition, if development of active farmland does occur, the Town should encourage the use of cluster techniques in which the good farmland is set aside as permanent open space.

#### Forestland

23. The Town recognizes that commercial woodland ~~has played~~ plays a major role in the community and ~~has been~~ is the support for a major local industry. However, recent ownership changes are altering this situation. In spite of these changes ~~Therefore,~~ the Town should continue to encourage the maintenance of commercial forestland in this use except in areas designated as growth areas in the Future Land Use Plan. To this end, the Town should encourage land owners to explore the benefits of current use tax assessment programs. In addition, the Town should discourage development in areas with significant commercial forestland by designating these areas as rural or nongrowth areas.

#### Wildlife and Fishery Habitat

24. The Town should continue to require the retention of natural buffers along undeveloped sections of rivers and streams that have high or moderate value as wildlife or fishery habitat, ~~as discussed in Chapter 6 (Inventories and Analyses).~~

25. The Town should work with private land owners to assure the protection of identified deer wintering areas and important deer habitat. If development is proposed in these areas, the Town should continue to encourage the protection of the resource through cluster development or other techniques to preserve the habitat.
26. The Town should work with private land owners to assure the protection of other significant wildlife habitat including the habitat of rare or endangered species where it has been identified. If development is proposed in these areas, the Town should continue to encourage the protection of the resource through cluster development or other techniques to preserve the habitat.
27. The Town should continue to promote the protection of the Deering Pond area as an open space and wilderness area. The Town should work with land trusts and other conservation organizations to acquire ~~explore the feasibility of acquiring~~ sufficient rights to Deering Pond and its surrounding lands to preserve the site.

#### Water Access

28. The Town's policy should be to provide public access to the Town's rivers, streams, and ponds only in keeping with a balance of environmental, habitat, and recreational concerns.

#### Unique and Critical Areas

29. The Town should continue to encourage the owners of sites which contain identified unique or critical natural resources, ~~as discussed in Chapter 6 (Inventories and Analyses)~~, to preserve these resources in an undeveloped state. Information concerning the vesuvianite mine on School Street should be conveyed to the state for incorporation in appropriate state documents.
30. The Town should assure that the presence of any unique or critical resources, including but not limited to ridgelines, such as Hanson's Ridge and Deering's Ridge, are identified as part of the subdivision and site plan review processes and should encourage applicants to protect the resource through cluster development or similar approaches.

#### Recycling

31. The policy of the Town of Sanford with respect to recycling should be to continue to aggressively recycle as much of the waste stream as feasible through regional approaches.

- a) ~~to develop an expanded recycling program to allow the Town to comply with State guidelines. In developing this program, the Town should consider:~~
  - 1) ~~regional approaches in conjunction with neighboring communities,~~
  - 2) ~~the potential for the composting of leaves and yard waste,~~
  - 3) ~~focusing recycling on those materials for which there are established markets,~~
  - 4) ~~including educational components to inform residents of the community about solid waste issues and the need for recycling.~~
- b) ~~to work with other York County communities to develop a regional solution for the disposal and/or recycling of demolition debris and other bulky wastes.~~

32. The Town should continue to encourage the Chamber of Commerce to seek out firms involved in using or producing recycled materials in its efforts to market industrial park land on the Town's behalf.

#### Coordination with DEP

33. The Town should ~~work~~ continue to exercise local oversight of these small scale activities regulated by ~~with~~ the Maine Department of Environmental Protection through the permit-by-rule process. ~~and local legislators, if necessary, to assure that the municipality receives copies of all DEP permit-by-rule notifications so that the Town can~~

#### Conservation Commission

34. ~~The Town should reestablish a local Conservation Commission as part of the municipal government and charge it with being the stewards of the Town's natural resources.~~

#### Land Conservation

35. The Town should establish and regularly fund an open space acquisition fund to be used to acquire or participate in the acquisition of land or conservation easements to preserve areas with significant natural resources or open space or agricultural value.

- 36. The Town should support the efforts of land owners, local land trusts, and other conservation organizations to preserve areas with significant natural resources or open space or agricultural value and coordinate its activities with these private efforts.
- 37. The Town should actively work to obtain state or federal grants and private funding for these efforts.
- 38. In Resource Conservation, Rural Residential, and Rural Mixed Use areas, the Town should require residential developers to set aside a significant portion of the land within a subdivision as open space (see land use section).
- 39. In areas other than those designated as Resource Conservation, Rural Residential, or Rural Mixed Use, the Town should require developers to either provide open space as part of the development or pay a fee for the Town to acquire open space.

### **C. Water and Sewer Service**

**State Goal:** To make efficient use of public services and prevent development sprawl.

**Regional Goals:** To improve the efficiency and effectiveness of public service delivery through formal and informal means of interlocal cooperation and communication.

To identify and protect existing or potential public water supply sources accessible to designated growth areas.

To set standards for development, such as standards for density and road frontage, within growth areas that will allow central water supply and distribution systems and public sewerage systems to be economically extended in the future.

To identify those parts of designated growth area(s) where public sewerage will not be provided, and those parts where new developments will be required to connect to public sewer systems at private expense.

**Local Goal:** To plan for adequate provision of public utilities.

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

## General Growth and Development

1. The Town should direct growth and development to those areas of the community which are currently served by public water supply and public sewerage or where these services can be reasonably extended.

## Sewer Service

2. The Town should continue to work with the Sanford Sewerage District to eliminate the inflow of stormwater into the sewerage system and remove the remaining discharge of combined sewage into the Mousam River.
3. The Town should work with the Sewerage District to identify areas for potential expansion of the system and promote the development of master sewer plans for these areas. At the same time, the Town should work with the District to explore possible mechanisms for financing the expansion of sewers in these areas.
4. The Town should continue to require that developments that are in close proximity to the sewer system be served by public sewers and that the cost for extending the sewers be borne by the developer.

## Water Supply

5. The Town should encourage the Sanford Water District to proceed with the expansion of its supply in a timely manner to meet the growing needs of the community.
6. The Town should continue to work with the Sanford Water District to maintain reasonable regulations to protect the quality of the groundwater within the recharge zones of the district's wells. The current wellhead protection provisions of the zoning ordinance should be reviewed to determine if they are consistent with state guidelines and, if not, should be revised as necessary. If the district identifies additional well sites or develops additional supplies, the wellhead protection provisions should be expanded to cover these sites. These regulations should continue to balance the need to protect the public water supply with the rights of private property owners within these areas. ~~The Town should, with the advice and assistance of the Water District, incorporate sand and gravel aquifer protection provisions into its zoning ordinance. The provisions should cover the Town's sand and gravel aquifers generally, assuring that development occurs in a manner that protects groundwater for use both by individuals and by the public at-large. Among specific objectives of the aquifer protection provisions should be: (a)~~

~~a severe restriction on new development within the 200-day travel time of the Water District's well heads; (b) performance standards to govern new development that locates in an area between the 200-day and the 2500-day travel time of the well heads; (c) a prohibition of new industrial development located above sand and gravel aquifers unless connected to public sewer; and (d) the control of activities, such as petroleum storage, the use of herbicides or pesticides, disposal of hazardous materials, and the stockpiling of manure, such that the groundwater is not contaminated. These regulations should seek to balance the need to protect the public water supply with the rights of private property owners within these areas.~~

7. The Town should review its well-head protection requirements and revise them to address the protection of "community water systems" other than the Sanford Water District to assure that these requirements are consistent with current state law on protection and notification.

~~7. The district's concern about the water from the main well field being deemed a surface water supply, because of its proximity to the river, for State and federal regulatory purposes raises significant issues about this portion of the district's supply. If this source were to be defined as a surface supply, it would be necessary to construct expensive treatment facilities or discontinue use of this source. Therefore, the Town should support the district in efforts to assure that it is not required to undertake unnecessary treatment of water from some of its wells, particularly the main well field.~~

8. The Town should work to protect the quality of the water in Branch Brook since it is the source of supply for the Kennebunk, Kennebunkport, and Wells Water District. The Town should ~~initiate~~ participate in discussions with the KK&W Water District and affected communities, with the intent that the Town and affected communities will jointly arrive at a strategy for ~~studying the Branch Brook issue, engineering solutions, and implementing reasonable preventive and remedial actions to assure the continued water quality of Branch Brook~~ including the continued acquisition of land by the district. ~~The Town should share~~ The cost of any needed actions should be borne by the district along with the communities benefitting from the improvements.

## **D. The Local Economy and Economic Development**

**State Goal:** To promote an economic climate that increases job opportunities and overall economic well-being. (Growth Management Act)

**Regional Goal:** To encourage a diversity of commercial development

and expansion of the economic base wherever adequate resources and infrastructure support it.

**Local Goals:**     To maintain and enhance Sanford/Springvale's role as a regional retail and service center.

To revitalize Downtown Sanford and enhance its role as a retail, service, and employment center.

To improve the image of Sanford as a desirable place to do business.

To increase employment opportunities and wage levels within the community.

To increase industrial and commercial development opportunities in the community and diversify the economic base.

To refocus the community's economic development activities on transforming the Town into a 21<sup>st</sup> Century economy.

To improve the ~~enhance~~ aesthetic values within existing and proposed commercial and industrial developments.

To enhance the quality of the local labor force.

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The perception of the Sanford/Springvale community as a declining mill-town with a poorly skilled workforce limits our ability to attract and develop new high quality employers and to develop a diversified and stable employment base. To address both the reality and perception of this situation, the Town in conjunction with business organizations such as the Chamber of Commerce and individual businesses and community leaders should create a "blue- ribbon task force" of community and business leaders to improve the image of Sanford/Springvale as a place to do business. This task force should be funded through a combination of Town funds and private donations,
2. The "blue ribbon task force" should undertake a coordinated, comprehensive program aimed at improving both the desirability and the perception of the desirability of Sanford/Springvale as a place to do business. This effort should reinvent the way the community undertakes economic development

and should seek to repeat the community's success in re-industrializing Sanford after the closing of the mills.

3. As part of its program, the "blue ribbon task force" should undertake a regional public relations campaign to educate the business and real estate communities about the advantages of doing business in Sanford/Springvale and the opportunities and incentives that the community offers.
4. Sanford's economy has been historically tied to a sound and diverse manufacturing base. However, the "global economy" has made reliance on manufacturing as the major component of the community's economy an uncertain future. Therefore, the community's effort to retain and expand good quality jobs should focus on diversifying the economic base of Sanford/Springvale including developing and attracting employers in non-manufacturing sectors.
5. To maintain and expand a viable economic base, it is important that a specific person or entity be charged with the responsibility of economic development. While the "blue-ribbon task force" should be the lead entity in the short term, the community needs to maintain and enhance its long term capabilities for economic growth. To accomplish this, The Town should continue its relationship with the Sanford-Springvale Chamber of Commerce or other entity designated by the Board of Selectmen to fulfill this role, with a level of funding that assures the role can be carried out effectively.
6. A key ~~The immediate~~ objective of the agency charged with economic development should be to ~~create~~ maintain an adequate supply of ~~300 to 400~~ acres of serviced, usable industrial/business land that offers opportunities to a variety of industrial and other business and service uses. Toward this objective, the Town, Chamber and/or the designated economic development agency should:
  - a) undertake a wetlands inventory in the South Sanford industrial area, including around the existing industrial parks and ~~between Route 4 and~~ the airport, to gain an accurate picture of usable vs. unusable land;
  - b) take the steps necessary to expand the supply of industrial/business park land in the South Sanford and airport industrial area, ~~including the Sanford Industrial Estates Park to property adjacent to Cyro Industries or a similarly suitable location.~~ This should include rezoning appropriate areas adjacent to the airport as well as assuring that appropriate access and utilities are provided. In so doing, due note must be taken of the wells that serve the public water supply system

and their recharge area, with appropriate protective measures incorporated into the park's plans.

- ~~e) based on the results of the wetlands survey, expand the existing industrial zone on Route 4 toward the airport, provided that the pattern of this zoning is compact and well defined and not designed as a "strip" along either the Route 4 or Route 109 corridors. The rezoning should take into account the ability to expand public services, the potential for a roadway link between Route 4 and Route 109, and natural resource constraints.~~
- ~~3. Lands zoned as heavy industrial between the industrial park area and New Dam Road will not be needed or served for industrial use in the foreseeable future and should be rezoned to a suitable rural designation that allows a range of traditional rural land uses (by way of example only, agriculture, nurseries and greenhouses, forestry and related operations, gravel extraction, camp grounds, and home occupations, as well as residential uses).~~
- ~~4. In the South Sanford area, the Town should redefine the Industrial and Business Zoning District as separate industrial and commercial districts, so that commercial uses do not preempt industrially zoned land, or vice versa. Certain uses may overlap the two districts, but industrial land should not be available for retail or similar uses unless they are accessory to the industrial use. Acceptable supporting activities would include, by way of example, restaurants, day care centers, and the retail sale of items produced on the premises or by the same manufacturer off premises.~~
7. Upon successful development of an expanded industrial area or areas, The Town should seriously consider creating a municipal development district around the South Sanford industrial area and airport, so that tax increment financing can be used to help pay for infrastructure improvements for the industrial area. Among these infrastructure improvements may be the extension of a natural gas line from Wells into this area and measures to help contain storm water runoff from industrial and airport sites or to otherwise divert it from Branch Brook, the source of public water supply for neighboring communities and to improve the public water service and sewer system in this area. In the ~~latter~~ former case, such a solution should be approached and financed regionally, in cooperation with the Kennebunk-Kennebunkport- Wells Water District.
8. The Town must be cognizant of the limited capacity of the water district in existing wells to deliver water supply to new, heavy water-using industry and of the limited capacity of the Sewerage District to treat sewage wastes. If such an industry expresses interest in locating in Sanford, the Town must be

- prepared to work with the districts to locate new wells, expand treatment capacity, and/or to work with existing and new industry on water recycling methods.
9. The Town recognizes the Sanford Mill Yard as a key component of the local economic base. To help keep the mill yard vital, the Town should:
    - a) Work with Mill Yard owners to upgrade the appearance of public property in and around the Mill Yard, including the segment of the Mousam River that flows through this area;
    - b) Retain flexible industrial/business zoning so that a variety of industrial and other uses can choose to locate there;
    - c) Consider ways to reinforce linkages, both physical and psychological, between the mill yard and its employees and Downtown;
    - d) Continue to encourage the Town's economic development arm to provide marketing assistance to the Mill Yard's owners;
    - e) Adopt a specific strategy of using the Mill Yard space that is occupied by smaller and younger companies as an "incubator," encouraging such companies over time to expand and relocate to larger facilities in the South Sanford industrial area.
  10. The Town in conjunction with the business community should undertake a comprehensive program to revitalize Downtown Sanford and enhance its role as a retail, service, and employment center. (See section on Downtown for specific goals and policies)
  11. The Town should control the expansion of strip commercial development along the Town's major roads. New or expanded commercial activities should be limited to existing non-residentially zoned areas. The Town should review and revise the zoning along Route 109 outside of downtown Springvale, downtown Sanford, and the South Sanford commercial area to limit the expansion of nonresidential activities into the remaining residential areas and to limit the types of commercial activities allowed in nonresidential zones to small scale, low-intensity office, service, and retail uses.
  12. The Town should work with property owners in the South Sanford commercial area to develop service roads behind the properties to allow movement between properties and to the other streets in the area without having to travel on Route 109. The Town's development regulations should be revised to require the provision of a service road as part of any

development or redevelopment proposal.

13. To assure that commercial and industrial development is an attractive addition to the community that is keeping with the character of Sanford/Springvale areas retain aesthetic values, the Town should:
  - a) Encourage the placement of electrical utilities underground wherever possible;
  - b) Create a system of performance standards to be used in the review of development proposals, such standards to include buffers, lighting, parking, and safety. While standards relating to aesthetics may be unavoidably subjective, the standards should strive to be as objective as possible;
  - c) Require new development to maintain a scale of development, site layout, and building orientation consistent with the historical pattern of development and existing structures of architectural or aesthetic significance (e.g., current policy is to encourage renovation of existing residential buildings into commercial use rather than build new buildings). Within the built-up areas of Sanford and Springvale, new or expanded nonresidential buildings should be require to maintain an urban or village character for both the design of the site and the design of the building.
14. The Town should continue to assure that its zoning does not unduly restrict access by industry and its employees to comprehensive and affordable dependent care services. Through the Chamber of Commerce, the Town should encourage cooperative efforts between public and private sectors for such services.
15. In addition to maintaining and creating an ample inventory of usable industrial land and attracting desirable industry to it, the Town and the business community must promote policies to supply a well-educated and skilled trainable work force sufficient to attract new businesses and maintain the viability of existing businesses. It is this Plan's view that it is the joint responsibility of businesses, the school system, and the community-at-large to ensure that the school system graduates students who have the skills to compete effectively and provide employers with motivated, capable workers. In pursuit of this responsibility:
  - a) The Sanford-Springvale Chamber of Commerce, local businesses and the School Department should continue to ~~currently~~ collaborate in a partnership, ~~called the Sanford-Springvale Aspirations Committee,~~

~~whose mission is~~ to "raise the aspirations of students, elevate students' academic performance and expand career horizons." This is a viable, progressive program that deserves continued support with the guidance and direction of a liaison body, such as the Chamber of Commerce.

- b) In addition to the attention being given to the business/school system collaboration, steps should be taken to extend that collaboration to include other educational outlets, such as adult education and the University of Southern Maine Sanford Center and to focus further on the expansion of vocational-technical education.
  - c) With a significant illiteracy rate in the Sanford-Springvale community, steps must be taken to increase ~~financial~~ support ~~for~~ ~~to~~ programs like Project Literacy U.S. (PLUS) and Literacy Volunteers with the goal of substantially decreasing illiteracy in the community and further equipping our citizenry to compete in the job market.
16. The Town should focus additional attention and resources on its school system to improve the perception of quality of the education available to the Town's children and to enhance the actual quality of education provided to Sanford/Springvale students so that the Town is viewed as having an outstanding educational system.
17. It is recognized that issues of the local economy are closely tied to other issues, including affordable housing, public utilities, transportation, Downtown, and land use patterns. Policies governing local economic development have sought to be compatible with, and in turn should be considered in the development of, policies in these other areas.

## **E. Downtown's**

**State Goals:** None specific to downtown's.

**Regional Goal:** None specific to downtown's.

**Local Goals:** To revitalize Downtown Sanford and enhance its role as a retail, service, and employment center

To maintain the character of Downtown Springvale and enhance its role as a retail, service, and employment center

**To maintain the physical character of Main Street while ~~trying to~~ improving access to and through the downtown areas.**

**To improve the economic vitality of the downtown areas.**

**To improve the visual appeal of the downtown areas.**

**To improve public safety in the downtown areas.**

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should play an active role, in partnership with Downtown Sanford's merchants and property owners, to address the economic issues facing Downtown Sanford. These include:
  - a) Creating a revitalized Downtown Sanford organization that is broadly representative of property owners, business owners and managers, municipal interests, and the general public to direct the revitalization of Downtown Sanford. This organization should be organized along the format recommended by the state "Main Street Program". This effort should include joint public-private funding of a downtown manager for at least a three-year period. This organization should seek formal recognition and designation under the state's Main Street Program. Reinvigorating a Downtown Committee within the Chamber of Commerce;
  - b) Establishing a joint effort with Updating the Committee to create a strategy for revitalizing Downtown Sanford as a service and specialty retail center, and to implementing the strategy with a unified development and marketing program in conjunction with the revitalized Downtown Sanford organization;
  - c) Implementing a program of improvements based upon the Downtown Study to improve the visual environment of Downtown Sanford including Including within a Downtown master plan provisions for a strong visual corridor between Downtown and the Mousam River, physical and visual connections between the Midtown Mall and other stores, appealing "welcome to Downtown" signs at the entries to Downtown, especially at the river, and an overall upgrading of Downtown's image;
  - d) Recognizing the crucial importance of the banking institutions to

Downtown, and working with them so that they can provide, within the confines of Downtown, such needed services as drive-up windows and employee parking;

- e) Continuing to working with the owners of Midtown Mall on an overall facelift of this facility, with the Town responsible for refurbishing its property (e.g., upgrading the parking lot and the entrances to it with landscaping and lighting), and the owners responsible for refurbishing the mall buildings and signs. The objective must be to reestablish Midtown Mall as a visible and enticing destination in the heart of Downtown.
  - f) Committing itself generally to a positive day-to-day working relationship with Downtown, in areas ranging from code enforcement to police protection to maintenance of public property. This should include designating a specific contact person within Town Hall who can respond to needs and inquiries relating to Downtown.
2. The goals of quickly moving traffic through downtown, on the one hand, and maintaining ~~Downtown's~~ the character and vitality of Downtown Sanford and Springvale on the other, often conflict with each other. In the search for ways to reduce traffic congestion on Main Street:
- a) On-street parking should be preserved to the greatest extent possible. On-street parking is both an important convenience to stores fronting on Main Street and an important contributor to the human scale of the downtown's, separating pedestrians from moving traffic.
  - b) Before considering the addition of travel lanes to Main Street, other alternatives for reducing congestion should be exhausted. These include better use of the surrounding street network as informal or formal bypass routes. (See also policies on Transportation.)
  - c) In any proposal to improve traffic flow, movement of pedestrians between buildings and across streets should be as important a consideration as the movement of cars.
3. Downtown's off-street parking can be improved by refining the management of existing off-street parking spaces. The Town should identify areas for commuter parking lots outside of the downtown areas.
- b) ~~Review the recommendations of the Comprehensive Plan's Downtown Subcommittee, namely:~~

- ~~‡ Convert a quarter to a third of the parking spaces in the Midtown Mall to all day parking, while maintaining a two-hour limit on the rest. The purpose is to balance the parking needs of Downtown shoppers and employees.~~
  - ~~‡ Encourage Midtown Mall area businesses to lease parking spaces from available lots.~~
  - ~~‡ Cease overtime parking ticketing (enforcement) after 6:00 p.m. Monday through Friday and all day Saturday and Sunday.~~
4. ~~The Town should take the steps necessary to provide off-street parking for its employees, sufficient to meet the terms of the zoning ordinance.~~
  5. Zoning regulations pertaining to Downtown Sanford and Springvale should continue to allow a mix of commercial, residential, institutional, cultural, and recreational uses. The space and bulk, parking, sign, and other standards governing the Downtown Business districts generally recognize the unique nature of Downtown, but they should be reviewed to assure that they continue to be appropriate to a compact, pedestrian-oriented environment. The Town should specifically review the parking requirements in the downtown's to assure that they do not create unreasonable obstacles to the full utilization or redevelopment of older buildings.
  6. The Town should continue to promote pedestrian safety by installing and maintaining crosswalks and pedestrian signs at appropriate locations as proposed in the Downtown Plan.
  7. To allow the economically feasible reuse and redevelopment of existing structures in the downtown's, the Town should adopt a renovation code governing the upgrading of older buildings. This code should balance the need for public safety and access with the constraints imposed by older buildings.

## **F. Residential Development and Housing**

**State Goals: To encourage and promote affordable, decent housing opportunities for all Maine citizen. (Growth Management Act)**

**Regional Goal: To encourage a diversity of affordable housing throughout the region.**

Local Goals: ~~To maximize the availability of affordable housing within the community.~~

To eliminate substandard housing within the community.

To improve the quality of the older housing stock and the livability of older residential neighborhoods.

To increase the amount and expand the range of types of market rate housing within and on the fringes of the built-up areas of Sanford and Springvale.

To encourage an integration of housing types, available to households of different incomes, within the community.

To limit the creation of additional subsidized housing in Sanford/Springvale until a plan is in place for the provision of housing for low and moderate income households on a regional basis.

To seek to achieve 10% minimum of all new housing expected to be produced in the next ten years to be within reach of households with affordable housing needs, as defined by the state.

To create good quality, moderate density, suburban style, residential neighborhoods (both single family and multifamily) that preserve significant open space in some areas outside of the existing built-up areas to diversify the market rate housing available to middle income households.

To maintain the "rural character" in the remaining rural areas of the community by minimizing the development of large scale suburban style residential projects, preserving open space and rural uses, and assuring that the residential development that does occur in the rural areas maintains the "rural character".

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should develop and implement a neighborhood master planning

process for the older residential neighborhoods in Sanford and Springvale. This effort should address the older neighborhoods individually with an objective of developing a customized plan for improving each neighborhood. The older built-up area should be divided into 4-6 planning areas based upon traditional neighborhood boundaries. This process should involve the property owners and residents in developing a neighborhood based approach for improving the quality of their neighborhood. These neighborhood plans should address housing maintenance and improvement, public facility improvements, recreation needs, parking, detrimental uses or activities, etc. and should become the basis for action by the Town within each neighborhood.

2. The Town should adopt a good, up-to-date property maintenance code for multifamily housing and other non-owner occupied rental properties and establish, fund, and support a vigorous program of regular inspections and enforcement focusing on the transfer of ownership of the property, change in occupancy of a unit, and initiation or change in participation in a Town, housing authority, state, or federal financing or subsidy programs.
3. The Town should maintain ~~establish~~ an active Community Development Office ~~within the Planning Department~~. This office should be responsible for:
  - a) establishing linkages with other local, state, and federal agencies;
  - b) building support for, seeking funds for and carrying out community development programs, including housing rehabilitation (both owner- and renter-occupied) and neighborhood revitalization, including infrastructure and community services; and
  - c) devising a strategy for the rehabilitation of existing, substandard housing stock and, for those substandard structures that cannot be rehabilitated, a strategy for their demolition. ~~and~~
  - d) ~~working with the Code Enforcement Officer, encouraging a program of enforcement of the building code.~~
4. The Town should seek funding from state and federal sources to assist the owners of older residential properties renovate and modernize these units through a mixture of low interest loans and grants. The Town should explore applying for Community Development Block Grant funding for this purpose.
5. The Town should develop, fund (on an annual basis), and implement a program for upgrading the Town's infrastructure in the older residential neighborhoods including streets, sidewalks, landscaping, utilities, and

recreational facilities and open space. These improvements should be based on and coordinated with the neighborhood master plans.

6. The Town should work with the Maine State Housing Authority and the Sanford Housing Authority to develop a program for owner occupants to purchase and renovate small multifamily properties such as the *New Neighbors Program* of MSHA.
7. The Town should revise the zoning provisions to require that all units in multifamily and other non-owner occupied rental housing be brought into compliance with Town's property maintenance code as a condition of alterations or additions to the building.
8. The Town should provide for a variety of housing types, single family and multifamily, within the community, including differing housing densities in appropriate areas of the community.
9. The private market appears reasonably able to respond to the demand and needs of many households that are defined as typical first-time home buyers (25 to 44 years old, 80% to 150% of median household income). This is especially true of households in the upper part of this income range: households that would be considered middle income and can afford a \$100,000 to \$150,000 home. ~~To assure that the market can respond to their needs, the Town should review its subdivision regulations to determine whether infrastructure requirements (paved width of roads, curbing, etc.) can be revised without detriment to safety or other Town goals to make housing less expensive to produce.~~
10. The Town should explore the use of flexible zoning techniques in accordance with state law to allow land use regulations to be tailored to specific situations to facilitate the redevelopment of existing buildings for residential purposes or the development of new market rate housing in the built-up areas of the community provided that this housing is compatible with the character of the community and subject to reasonable design controls.
11. The Town should work with the owners of the old mill buildings in Sanford and Springvale to investigate the feasibility of converting these structures into market rate housing or mixed-use complexes with a market rate housing component. The objective of this effort should be to determine if it is possible to convert any of these buildings to new uses. If it is feasible, the Town should work with the property owners if they are interested to craft land use regulations that are appropriate for the site and to find sources of financing for the project.

12. The Town should work with other property owners in the built-up areas of Springvale and Sanford to explore the development or redevelopment of new market rate housing. The Town should assist property owners in securing financing for these efforts.
13. The Town should continue to allow housing in the Downtown Business and Urban Business Districts subject to reasonable development standards and design guidelines to assure that all new housing is a positive and attractive addition to the community.
14. The Town should work with the Sanford Water District and the Sanford Sewerage District to establish a program to plan for provide for the extension of utilities to serve good quality residential development on the fringe of the built-up area. This program should assist with the financing of water main and sewer extensions within the designated service area of the two agencies through the use of impact fees and other financing mechanisms. The Town should seek state funding to assist in this effort.
15. The area between the Mousam River and Grammar Road south of the built- up area of Sanford should be designated as an area for village-type residential expansion but should recognize that some development may occur with on-site water supply or sewage disposal. To accommodate this, a new zoning district should be created that allows residential development at a somewhat lower density than the current RD District but that includes similar design provisions to assure high quality development.
16. The Town should request that the Southern Maine Regional Planning Commission undertake a study of the Sanford region's housing needs and current supply for housing for low and moderate income households in conjunction with housing providers, the housing authority, municipal governments, and interested groups. This study should focus on developing a strategy for meeting the region's housing needs on a regional basis. The Town should financially support this effort on a proportional basis.
17. The Town should restrict the development of new subsidized housing in Sanford and Springvale until such time as a regional housing strategy has been developed and has been adopted and implemented by the region's municipalities.
18. For moderate income households – those who are also in search of a first home but who can not afford more than a third of their income for housing – the options are very limited. To respond to the needs of these households, the Town should:

- a) Determine the availability of publicly owned land that may be appropriate for residential development by private and/or nonprofit concerns; and
  - ~~b) Explore the feasibility of requiring, or providing incentives to, private developers to include an affordable housing component as part of development proposals;~~
  - ~~c) Encourage the development of affordable housing as a component of mixed-use developments; and~~
  - b) Generally encourage a mix of housing prices within individual developments.
19. The needs of low/moderate income renters (with less than 50% to 80% of median income) appear to be relatively well met through a combination of assisted housing and the private market. In addition, a supply of units affordable to these households would be increased if other renters who want to buy could find home-buying opportunities as a result of the types of public-private actions described above.
- ~~However, there is a serious shortage of units for very low income households, both elderly and nonelderly. The Town should:~~
- ~~a) Actively pursue state and federal funding available for this purpose, and~~
  - ~~b) Offer support to nonprofit organizations seeking to help meet this need.~~
20. If additional subsidized housing is constructed, the Town should encourage low-income (subsidized) housing to be scattered in locations throughout designated growth areas, rather than being concentrated in any single neighborhood. It should encourage rehabilitation projects to include provisions for both market-rate and subsidized housing.
21. The Town's zoning ordinance should continue to allow mobile home parks existing as of the date of the ordinance to expand by up to 30 percent, regardless of where they are located. New mobile home parks should be allowed in the potential growth area to be located in the vicinity of Route 4 between New Dam Road and the Mousam River.
22. The Town should require that all major subdivisions in the Rural Residential (RR) and Rural Mixed Use (RMU) Districts be conservation subdivisions in which at least 50% of the developable area of the site is preserved as open

space.

23. Within the RR and RMU Districts, the basic density should continue to be one unit per 2 acres.
24. The Town should zone the areas east and west of the built-up areas of Sanford and Springvale as Rural Conservation. Within these areas, the density of residential development should be 1 unit per five acres, large scale residential developments should be prohibited, all residential subdivisions should be "conservation subdivisions" that retain at least 50% of the developable land as open space.
25. The Town should work with land owners, state agencies, and land trusts to assure that as much of the rural areas as possible is permanently restricted from development through the purchase of land, conservation easements or development rights that provide the property owner with fair compensation for the foregone development potential.
26. Within the Rural Conservation, Rural Residential, and Rural Mixed Use areas, the creation of new residential lots fronting on the major road network should be prohibited.
27. The Town should create and fund an open space acquisition fund to be used to preserve land in rural areas and in other areas of the community.

## **G. Transportation**

**State Goal: Same as Public Facilities**

**Regional Goal: Same as Public Facilities**

**Local Goals: To accommodate the safe and orderly flow of traffic on arterial roads.**

**To provide for the maintenance and improvement of secondary roads.**

**To examine all aspects of a multi-modal transportation network.**

**To assure that the transportation network is consistent with desired land use patterns.**

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: Route 109

1. The Town should not support defer major traffic improvements in Downtown Sanford on Route 109 that would cause the elimination of on-street parking spaces or alter the pedestrian character of Downtown. However, it should:
  - ~~a) Continue to work with MDOT to review the need for additional traffic signals in the Downtown;~~
  - a) Review further the option of encouraging the use and development of informal bypass routes that would relieve traffic volumes on Route 109 especially in commercial areas such as South Sanford; and
  - b) Monitor the situation on Route 109 in Downtown, including growth in traffic and changes in levels of service, and reconsider the issue as part of a 5-year update of this Comprehensive Plan.
- ~~2. As recommended in the 1987 Route 109 corridor study, improvements should be pursued at the Downtown intersection of Route 202 and Route 109. However, because realignment of this intersection would likely be detrimental to the nearby land uses unless alternative parking arrangements are found, the Town's focus should first be on working with those property owners to find other satisfactory parking.~~
2. Elsewhere Along Route 109, the Town should:
  - a) Continue its commitment to regulating access management along the arterial and coordinate the Town's access limitations with the new Maine Department of Transportation access management program, and
  - b) Continue to make localized improvement to improve traffic flow and safety along the corridor. Implement the other recommendations of the 1987 corridor study as funding becomes available.

### Road Standards

3. The Town should review and clarify its standards for the development and use of private ways to meet the frontage requirements of the Zoning Ordinance. These revisions should clarify the requirements relative to the ownership of the private way.

4. The Town should review the situation relative to "camp roads" and clarify the Town's policy with respect to the development of additional homes on these roads. This effort should include a review of the appropriate standards for these roads.
- ~~4. The Town should review and, within limits of public safety, revise its standards for new local road construction to be commensurate with rural versus growth areas. The standards should be compatible with the needs and character of rural versus urban environments. Paved widths, shoulder requirements, and similar elements should not exceed what is required for safety and maintenance needs, given both the character of the surrounding area and the likely traffic flows that the local roadway will be accommodating.~~
5. The regulation of access to the Town's arterials and of curb cuts generally should remain in place and the current provisions should be reviewed and revised to make them consistent with the new Maine Department of Transportation access management program.

#### Boston and Maine Railroad Right-of-Way Trails

6. The Town should support the development of additional recreational and walking trails within Sanford/Springvale but should take active measures to control the use of All Terrain Vehicles (ATV's) on these facilities.
7. The former Boston and Maine Railroad railroad right-of-way should continue to be developed be reserved for recreational trail way use and the Town should continue to seek funding for this purpose.
8. The community should continue to support the extension and improvement of the Mousam Way Trail as proposed in the Town's adopted Trails Plan.
9. The Town should continue to support the work of the Trails Committee and the extension of the trail network.

#### Alternative Modes of Transportation

10. The Town should continue to financially support public bus service and support the expansion of scheduled service. It should also investigate supplemental support from the private sector. As part of this effort, the Town should work with the York County Community Action Agency to publicize that agency's transportation programs and their availability for use by the general public.
11. The Town's designated growth areas should be designed at the appropriate

density and with an appropriate mix of uses that will reduce dependence on the automobile and make walking, biking, and public transit more feasible.

12. A master sidewalk construction and bikeway plan should be prepared for designated growth areas. ~~with Particular attention~~ should be given to the areas tributary to the ~~Carl J. Lamb and Margaret Chase Smith~~ elementary schools, public and private recreation areas and facilities, community facilities, and other potential generators of significant pedestrian activity. Once the Master Plan is completed, the Town should annually appropriate funding for the implementation of the plan. Impact fees and other means should be explored by which future private development can help to pay for these improvements.

#### Sanford Regional Municipal Airport

13. The Town should continue to support development of the Sanford Regional Municipal Airport as recommended by the updated Airport Master Plan (~~December 1987~~), which is hereby incorporated into this Comprehensive Plan by reference.
14. The Town should continue to protect the airport approaches from encroachment by incompatible uses or structures. To this end, the Town should continue to have an Airport Protection Zone as part of its local zoning. The provisions of this zone should be reviewed and revised if necessary. Consideration should be given to prohibiting the development of new residential uses within this area.
15. ~~The Town should cooperate with the Kennebunk-Kennebunkport-Wells Water Company to protect the water quality of Branch Brook with any financial obligation incurred for such protection to be regionally shared.~~

## **H. Public Facilities**

**State Goal:** To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

**Regional Goal:** To improve the efficiency and effectiveness of public service delivery through formal and informal means of interlocal cooperation and communication.

**Local Goals:** To improve the Town's ability to deliver services related to public safety.

**To improve the availability of public health services in the community.**

**To maximize the educational opportunities available to the citizens of the community.**

**To assure the continued availability of cemeteries in the community.**

**To plan for the adequate provision of public services.**

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: General Pattern of Development

1. The policy of the Town of Sanford should be to encourage growth and development in those areas of the community which are served or can easily be served by public services, while discouraging development in outlying areas where public services are not available or are difficult or expensive to provide.

#### Municipal and School Facilities

2. The Town should conduct a Comprehensive Facilities Analysis to assess the condition and adequacy of the facilities for all aspects of municipal government including the school system, and to develop proposals to address any identified deficiencies. This process should involve representatives from all of the Town's various departments and should look at the facilities needed to serve the community in the future.
3. Upon the completion of the Comprehensive Facilities Analysis, the community should prioritize the identified needs and incorporate the high priority projects into the Town's Capital Improvement Program and develop ways for funding these projects.

#### Fire Protection

4. The policies of the Town of Sanford with respect to fire protection should be:
  - a) to ~~encourage~~ discourage extensive development in areas with ~~acceptable~~ slow emergency response times, including the Country Club/Bauneg Beg Pond neighborhood and areas along the New Dam Road;

- b) to discourage intensive residential development and commercial/industrial development in areas which have limited water supply for fire protection purposes and to limit commercial, industrial, institutional and multifamily uses to those portions of the community serviced by the Sanford Water District;
  - c) to upgrade the department's facilities in accordance with the results of the Comprehensive Facilities Analysis.
  - ~~e) to develop a uniform townwide system of house numbering and eliminate duplicate street names;~~
  - ~~d) to encourage the rehabilitation or replacement of the Springvale Fire Station;~~
  - ~~e) to support the enlargement of the Central Fire Station or relocation of some administrative activities to the Town Hall complex.~~
5. The Town should review the adequacy of the provision for fire protection water supplies in all areas of the community. Based upon this review, it should revise the Town's requirements for providing water supply in conjunction with new development, if necessary.

#### Police Protection

6. The policy of the Town of Sanford should be to improve the facilities of the Police Department in accordance with the results of the Comprehensive Facilities Analysis. ~~This should include expanded space to meet the needs for private working areas and adequate facilities for modern police technology, improved reception arrangements, particularly during non-business hours, expanded parking, and the provision of additional space for secure storage.~~

#### Solid Waste Disposal

7. The policy of the Town of Sanford with respect to solid waste disposal should be:
- ~~a) to work with the Maine Department of Environmental Protection to develop a program to correct leachate problems at the old Town dump and implementing the program in a timely manner;~~
  - a) to ~~develop an expanded~~ continue the community's recycling program to allow the Town to comply with State guidelines. In operating

developing this program, the Town should consider:

- 1) regional approaches in conjunction with neighboring communities,
  - 2) the potential for the composting of leaves and yard waste,
  - 3) focusing recycling on those materials for which there are established markets,
  - 4) including educational components to inform residents of the community about solid waste issues and the need for recycling.
- e) ~~to work with other York County communities to develop a regional solution for the disposal and/or recycling of demolition debris and other bulky wastes.~~

#### Stormwater Management

8. The policy of the Town of Sanford should be to continue a program of separation of combined sewers to eliminate combined sewer overflows and reduce peak flows in the sewerage system. This policy should recognize that quality of stormwater is an important water quality issue which should be addressed (see Natural Resource policies) to assure that the Town is in a position to address any new federal requirements relative to stormwater management.

#### Educational Facilities

9. The policy of the Town of Sanford should be to enhance the full range of educational opportunities available to the community by:
  - a) ~~expanding the capacity of the public school system if an updated evaluation of enrollment trends results in the need for additional space in the system;~~
  - a) maintaining the school facilities in good condition to create a positive learning environment for all students;
  - b) continuing support for adult and community education programs;
  - c) exploring the feasibility of expanding the opportunities for post-secondary education available in the community;

- d) upgrading the facilities of the School Department based upon the Comprehensive Facilities Study.

#### Mountain View Acres

- 7. ~~The policy of the Town of Sanford with respect to Mountain View Acres should be to either:~~
  - ~~a) operate the boarding home on a break-even basis which does not require an annual subsidy of Town funding, or~~
  - ~~b) explore the feasibility of finding a private operator that will run the facility as a boarding home for the elderly.~~

~~If neither option can be successfully implemented in the near future, the Town should explore the possibility of phasing out the operation while assuring that residents are placed in other suitable arrangements.~~

#### Health Care

- 10. The policies of the Town of Sanford with respect to the provision of health care to the community should be to:
  - a) support the retention and expansion of the Goodall Hospital complex including reviewing and revising the zoning regulations to develop zoning provisions that allow expansion or change in use of medical and health care related uses, staff support activities, and residential uses while protecting the surrounding residential neighborhood;
  - b) promote health awareness education within the public schools;
  - c) increase the availability of health services to the elderly.

#### Dam Maintenance

- 11. The policy of the Town of Sanford should be to:
  - a) continue to maintain the dams along the Mousam River for as long as the Town owns them.,~~but~~
  - ~~b) work to identify a long-term regional solution for the upkeep and maintenance of these dams consistent with the need to maintain adequate flows through Sanford. To this end, the Town should initiate discussion with State agencies, lake associations, and the towns of~~

~~Shapleigh and Acton with the goal of turning over or sharing responsibility for the continuing maintenance of the Square Pond and Emery Mill Dams to someone other than the Town of Sanford.~~

## Cemeteries

12. The policy of the Town of Sanford should be to continue public support for the Riverside and Oakdale Cemeteries, including maintenance of adequate infrastructure, to enable them to meet the future needs of the community as well as supporting the development of a new Southern Maine Veterans Cemetery in Springvale.
13. The Town should review the status of all private cemeteries in the community, determine which cemeteries require municipal maintenance in accordance with state law, and develop a program for assuring adequate access to and care of these facilities.

## **I. Recreation and Open Space**

**State Goal:** To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

**Regional Goals:** To implement a strategy for coordinated local acquisition (or control) and management of open space.

**Municipalities should allocate sufficient resources to provide for proper maintenance and upkeep of existing access sites.**

**Local Goals:** To provide adequate resources for community recreation.

**To emphasize the aesthetic value of the Mousam River.**

**To preserve areas of open space for recreational, scenic and wildlife habitat value.**

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: Recreation Facilities

1. The Town should support improvements to existing recreational facilities

which will allow them to be utilized more intensively. ~~This effort should include lighting of the Rushton Street ball field (provided suspected leachate problems are first resolved) and Blouin fields, upgrading and lighting of the Gowen Park tennis courts, refurbishing of Goodall Park and improving Gowen Park.~~

2. As part of the Comprehensive Facilities Analysis, the Town should study the need for recreational facilities to service the South Sanford portion of the community and begin developing a contingency plan for meeting these needs, particularly if the existing fields at the airport are lost to industrial development.
3. As part of the Comprehensive Facilities Analysis, the Town should study the need for a community center to serve as the focal point of recreation department activities. If the study determines that a community center is needed, To this end, the Town should create a Community Center Committee which is charged with investigating the need for a community center, developing a program for such a facility if a need is determined, investigating potential locations for a center, and developing a program for funding the construction and operation of the facility.
4. ~~The Town should work to acquire Indian's Last Leap as a community facility.~~
4. The Town should support the efforts of the Kiwanis Club and Trails Committee to expand the Mousam Way Trail and to create additional recreational and pedestrian trails (see Transportation policies). ~~to develop a Mousam River walkway from No. 1 Pond to Springvale, provided that the walkway does not disturb existing wildlife habitat in the ponds and along the river.~~

#### Open Space

5. The Town should support the policies identified in the natural resource policies and goals to maintain stream and river corridors, wetlands, floodplains, significant wildlife habitats and sites of critical natural resources as open space.
6. The Town should encourage the use of open space development techniques for new residential subdivisions in which a significant portion of the site is preserved as permanent open space by clustering the development activities. To the extent possible, this effort should focus on developing an interconnected network of green spaces.
7. The Town should develop a program for the acquisition and preservation of

open space and scenic areas. This effort should be coordinated with the work of local land trusts and state agencies. To the extent possible, this effort should focus on developing an interconnected network of green spaces.

8. The Town should develop a program for the creation, preservation, and maintenance of trails for non-motorized use (see Transportation policies).
9. The Town should encourage the creation of green belts and buffers in new developments.
10. The Town should ~~develop a program~~encourage private sponsorship for the maintenance of open space areas in conjunction with community groups, land trusts, conservation organizations, state agencies, etc. This program should be designed to assure that preserved open spaces are maintained over the long term while minimizing the Town's responsibility for this unless public access will be provided.

## **J. Cultural Resources**

**State Goal:           None**

**Regional Goal:     None**

**Local Goal:           To expand the physical plant available to the community for community services and cultural activities.**

Pursuant to this goal, the policies of this Comprehensive Plan are as follows:

1. The development of a multipurpose, cultural and performing arts center should continue to be a major objective of the community over the coming decade. The Town should take the leadership in exploring the feasibility of developing such a center in conjunction with the high school, including the development of potential funding strategies. As such, the need for and feasibility of such a facility should be explored as part of the Comprehensive Facilities Analysis discussed above.

The study should explore a ~~The proposed facility that would~~ should be capable of seating the entire student body of the high school. The facility should be available for both school and community use. The facility should include a full theater basement allowing for set construction, a paint shop, a scene shop, dressing rooms, and toilet facilities for performers. The facility should be able to accommodate a full scale company production and should include wing space for entering and exiting performers. The foyer of the

facility should provide space to be used as a gallery for displaying the work of local artists and traveling exhibitions.

If the Comprehensive Facilities Analysis determines that such a center might be feasible. ~~To this end,~~ the Town should establish a Facility Planning Committee. The Committee should be broadly representative of the community and include representatives of the municipal government (selectmen, planning board, administration) and the school department. The Committee should be charged with developing a program for the cultural arts center, exploring the administrative arrangements and needs, and investigating financing for the facility.

- ~~2. The Town should support the efforts of community groups to acquire the Goodall Mansion as a community resource and convert it into a museum, conference center, and facilities for the Sanford Historical Society.~~
- ~~3. The core campus of the former Nasson College is, by virtue of its size, location, institutional use, setting, and available buildings, of central concern and interest to the Town. The Town should exert its best efforts to assure that the future use of the campus is based on a unified plan that is acceptable both to the owner of the property and to the community. To this end, the Town should:~~
  - ~~a) establish a Nasson Renewal Committee to work with the property owner;~~
  - ~~b) direct the Renewal Committee, preferably with the financial participation of the property owner, to conduct such market and other studies needed to identify feasible future uses of the property (including, but not limited to, potential public uses);~~
  - ~~e) direct the Renewal Committee to seek the cooperation of the property owner to create a master plan for the property, based on the anticipated and feasible uses; and~~
  - ~~d) direct the Renewal Committee to offer to work with the property owner in marketing the property toward the desired uses.~~
2. The Town should view the libraries as important educational and cultural resources for the community and continue to provide adequate public support for these facilities.
3. The Town should work with the Historical Committee to develop larger facilities in which the committee can inform the public about the historical

roots of the community and its essential historical elements.

## **K. Historic and Archaeological Resources**

**State Goal:** To preserve the State's historic and archaeological resources.

**Regional Goal:** To create an awareness of the importance of identifying and preserving historic and archaeological resources.

**Local Goals:** To preserve important structures of historical significance to the community.

To identify and protect those areas of special cultural or archaeological significance.

Pursuant to these goals, the policies of this Comprehensive Plan are as

follows: Historic Resources

1. The Town of Sanford should continue its support of the Historical Committee.
2. The Town should work with the Historical Committee to develop larger facilities in which the committee can inform the public about the historical roots of the community and its essential historical elements.
3. The Town should work with the Historical Committee to develop guidelines ~~consider developing~~ which preserve the architectural character of historic buildings and to revise the Town's regulations to assure that new buildings are compatible with the neighborhood character in the following four ~~three~~ areas:
  - a) Both sides of Main Street in Sanford from Grove Street and the Hannaford store at the west end to Park Street and Emery Street on the east end. ~~The "triangle," which is the area from Central Park down Main Street to the Goodall Library along Elm Street, up School Street to its intersection with Washington Street. This area is located in the town center and is generally residential in nature.~~ The district contains a variety of commercial and residential buildings constructed from 1880 (Shaw's Hardware Store, Congregational Church) through the early 1900's. It includes the Goodall Mansion, one of the Town's most significant historic structures, in addition to several other older residences.

- b) Both sides of School Street from Washington Street to Emery Street.
  - c) ~~The area starting at the Town Hall and continuing along the westerly side of Main Street to the Lebanon Street/Main Street intersection and extending down both sides of Lebanon Street to Berwick Avenue the Edison School. According to the Chairman of the Historical Committee, Most of the buildings in this district still have their basic architectural integrity, although some have been renovated with little sensitivity towards architectural significance. This district includes the Emery House on the north side of Lebanon Street, which is on the Historic Register, and the Gowen House, which is directly across from it.~~
  - d) ~~The area on Main Street in Springvale, from Windsor Street on the west side and Lucerne Street on the east side to the demolished railroad overpass up to the Nichols House on the east side of the street and all of the structures on the west side of the street ending at the Tripp House across from Holdsworth Park. This area contains numerous older residences.~~
3. The Town should encourage the Historical Committee to complete a survey of historic ~~older~~ buildings in other areas of the community and should support a study of the feasibility of preserving the mills in both Sanford and Springvale.
  4. The Town should formally recognize the role that the mills have played in the history of the community and should support a study of the feasibility of preserving the mills in both Sanford and Springvale.
  5. ~~The Town should support community efforts to acquire the Goodall Mansion and to preserve it as a focal point of the community and for use as a museum, conference center, and offices and facilities for the Historical Committee.~~

#### Archaeological Resources

6. ~~The Town should support efforts to acquire Indian's Last Leap as a public resource (see open space inventory and policies).~~
6. The Town should assure that the development review process continues to allow ~~require that~~ a preliminary archaeological screening to be conducted if there is evidence that the site may be of archaeological significance or is located in an area with potential archeological significance.
7. The Town should encourage private organizations or educational institutions

to conduct an investigation of abandoned mill sites on the Mousam and Great Works Rivers to determine their archaeological significance and to protect sites of value.

8. The Town should encourage the Historical Committee to develop strategies for the community to working with the owners of the sites of private cemeteries to preserve these resources and encourage their maintenance.

## **L. Fiscal Resources**

**State Goal:** Same as Public Facilities

**Regional Goal:** Same as Public Facilities

**Local Goals:** To assure an efficient, effective capital improvement planning process.

**To assure that the off-site costs of development are equitably shared by those creating or directly benefitting from the development.**

Pursuant to these goals, the policies of this Comprehensive Plan are as follows:

1. The Town should review its capital improvement planning process and consider:
  - a) a more centralized process, in which all requests for capital items are submitted to the Town Administrator for review, formal rating by priority, and submission to the Board of Selectmen;
  - b) adopting a more formal rating system; and
  - c) trying to achieve more year-to-year consistency and predictability in the process.
2. The Town should consider alternative sources of revenue to pay for some of the costs of growth and development, including impact fees. Capital improvements within the Town's jurisdiction for which impact fees should be considered include (without limitation) road improvements, sidewalk improvements, recreational facilities, and open space acquisition. The setting of impact fees should balance the need for revenues to pay the costs of development against the need for housing at affordable prices.

## CHAPTER 7. FUTURE LAND USE PLAN

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(Revised 10-7-02)

*Proposed changes from the current plan are shown below.  
Proposed additions are underlined; proposed deletions are ~~struck-out~~.*

The Comprehensive Plan is designed to be a guide in directing the growth and development of the Town over the coming decade. The goals and policies set forth in this chapter establish the basic direction for growth and development that the Town should seek to achieve through its municipal programs, regulations, and expenditures. The Future Land Use Plan sets out how these policies apply geographically to Sanford and Springvale.

### A. Land Use Patterns

**State Goals:** To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

To safeguard the State's agricultural and forest resources from development which threatens those resources. (Growth Management Act)

**Regional Goal:** None specific to land use patterns.

**Local Goals:** To foster a pattern of land use that respects and builds on the traditional urban/village centers on the one hand, and the character of the outlying rural lands on the other.

To designate growth areas that are compatible with existing neighborhood units, or that can themselves become neighborhood units.

To discourage suburban sprawl.

To promote a pattern of land use that can be served efficiently and that does not impose an undue burden on the Town's financial resources.

Pursuant to these goals, the land use policies of this Comprehensive Plan are as follows:

### General Pattern of Development

1. The Town should continue to support reverse the trend toward a suburban pattern of land use and instead favor a traditional urban-and-countryside pattern of settlement while allowing some moderate density, suburban style residential development to provide better balance in the community. A traditional urban-and-countryside pattern imposes less cost on municipal services, consumes less land, and is less damaging to the natural environment than a spread out, automobile-oriented, suburban pattern of development. As evidenced by Sanford village and Springvale village, it can also produce a high quality of life and comfortable living space. The preponderance of future development should be ~~rigorously~~ directed to existing, expanded and/or new village centers, and away from rural areas while allowing for some moderate density, single-family residential neighborhoods to develop.

By "urban" or "villages" is meant settlements that are relatively compact, are on a neighborhood scale, provide a choice of housing, integrate daily activities needed by their residents (including institutional, small scale commercial, and cultural activities), have readily accessible public open spaces, provide for ease of walking as well as driving, and have appropriate utility systems.

By "rural" is meant areas outside of urban centers that have large tracts of land intact, suitable for woodlands, farming, or unbroken wildlife habitat, that may be enjoyed for informal outdoor recreation, that may be needed for resource production, that may have important environmental and scenic values, that are distant from public utilities and cannot expect to receive them for at least the next ten years, and/or that are characterized by very low densities development, with occasional homes interspersed among large fields and woods.

2. In furtherance of this policy, the Town should consider a wide array of measures, including (~~without limitation~~ but not limited to):
  - a) land use regulations that draw clear distinctions between urban and rural areas and that ~~assertively~~ direct growth toward the one and away from the other;
  - b) a judicious program of extending public utility lines consistent with the urban/village form of development, and of providing incentives for

residential development that can easily be served by public water and sewer; and

- c) mandating an open space or cluster form of development for subdivisions that do occur within rural areas, and encouraging this form of development in growth areas. In cluster developments, the open space should be designed to preserve important natural resources and/or rural character.
  - d) designating and zoning areas for moderate density, single-family residential development. These areas should be on the fringe of the built-up area in locations that do not encroach on significant natural resources or key rural areas, and that have reasonable access to municipal services and public utilities. Development in these areas should foster residential neighborhoods while preserving significant open space.
3. It is essential that the Town understand and adopt the standards of design that produce a desirable village or urban environment. These include standards for density, for space and bulk requirements (including innovative lot configurations), for dimensions of roadways and other public spaces, for the relationship of buildings to roadways and other public spaces, for landscaping, buffers and open spaces, and for mixed uses. These standards must demonstrate that a compact form of development will not threaten, and indeed can enhance, the value and character of established neighborhoods. And they must convince developers that such development will be acceptable to the consumer who has become used to suburban choices (dead end roads, large lots in outlying areas, etc.) If necessary, the Town should seek assistance from design professionals.
4. This favored pattern of development must include an area of land sufficient to accommodate projected growth, to allow the proper working of the market place, and to assure opportunity for affordable housing within the growth areas.

### Residential

5. Residential growth areas should include:
- a) areas of the traditional urban centers of Sanford and Springvale, where redevelopment or limited "infill" development would be compatible with existing neighborhoods;
  - b) expansions of these centers into adjacent areas, provided that both

public water supply lines and sewerage by gravity are achievable;

- e) ~~the area along Route 4, between the Route 4/Grammar Road/New Dam Road intersection and the Mousam River, provided that public sewerage becomes available; and~~
- c) the Old Mill Road area adjacent to the Old Mill development, provided that public sewerage becomes available and wetlands are avoided; and
- d) the area between the Mousam River and Grammar Road south of the built-up area of Sanford should be designated as an area for village-type residential expansion but should recognize that some development may occur with on-site water supply or sewage disposal. To accommodate this, a new zoning district should be created that allows residential development at a somewhat lower density than the current RD District but that includes similar design provisions to assure high quality development. the area.

#### Commercial

- 6. In the South Sanford area, a commercial zoning district should continue to be created separate from the industrial zoning district. There may be some overlap in permitted uses and standards between the two districts, but retail and other high traffic commercial activity should not be allowed to preempt land needed for long-term industrial, office, and similar growth.
- 7. Commercial growth areas should continue to include:
  - a) the traditional Sanford Downtown and Springvale village center, where efforts should be made to maintain the existing business base and to revitalize the commercial role of these areas ~~troubled or underused facilities~~ (see Downtown policies);
  - b) the Route 109 corridor between Downtown and the suburban shopping centers to the south, principally for small-scale office use, provided that the residential character and visual integrity of the existing buildings in this stretch are maintained;
  - c) the existing suburban commercial area along Route 109 in South Sanford, with limited expansion of this area around the Route 4 intersection, provided that the rural segment of Route 109 between Spencer Hill Rd. and the South Sanford industrial area is maintained as a "break" between the commercial and industrial areas.

The purpose of items b) and c) above includes, among other things, making sure that Route 109 does not develop as a continuous suburban strip from Downtown to the Airport.

8. The Town's zoning ordinance should continue to allow the integration of small scale, neighborhood-oriented, commercial uses into or near existing and developing residential areas, provided that such uses would promote neighborhood continuity, lessen dependence on automobile trips, and fit harmoniously into the area in terms of their architectural and site plans.
9. Home occupations should continue to be affirmed as an acceptable land use, provided that standards are ~~adopted and~~ enforced to assure that they do not disrupt surrounding properties or the neighborhood. The standards should continue to be ~~may be~~ more permissive in, for example, a working rural area than in a residential area, but in no case should home occupations alter the character of a district.

#### Industrial (see also Economic Development policies)

10. Industrial growth areas should include:
  - a) the existing South Sanford industrial area, ~~exclusive of the "heavy industrial" area between the industrial park and New Dam Road;~~
  - b) the area between ~~the existing~~ Route 4 ~~industrial zone~~ and the Airport, provided that wetlands are not infringed upon;
  - c) the Sanford Mill Yard, as a low-cost, mixed business-and-industrial facility;
  - d) other existing, small-scale industrial zones adjacent to the urban centers, provided that their continued use or reuse is compatible with surrounding neighborhoods and resources.

#### Flexible Zoning

11. There may be an occasional situation within a designated growth area in which a parcel or grouping of parcels of land is so unique in its location, configuration, or potential use that it should be accorded an opportunity to be designed free of the predetermined restrictions normally contained in a zoning district. To accommodate these situations, the Town should make provision within the growth area for contract zoning, a planned development zoning designation, or similar flexible zoning tool. Its use should be reserved for those situations in which all of the following conditions apply: (a) the

property is in fact unique (such as ~~Nasson College's main campus~~ or the Sanford Mill Yard), (b) it is demonstrably in the public interest to allow the use of such a tool, (c) the applicant to use the tool has the proven technical and financial resources to properly plan and implement the proposal, and (d) the plan can be integrated with the surrounding area.

### Farm and Forest Land

12. To the greatest extent possible, land that is actively farmed or managed for wood production should continue to be designated as rural rather than growth areas.
13. Strategies to direct growth away from these areas must be actively implemented ~~certain~~. At the same time, they must recognize that a farmer or woodlot owner must occasionally exercise some development rights in order to maintain a cash flow to support the operation. Zoning and other land use policy must strike a balance between preservation and development rights. Tools to be considered (without limitation) should include open space-and- cluster zoning, transfer of development rights, easements, and variable minimum lot size/maximum density formulas.
14. The Town should include within its Zoning Ordinance provisions for the right to farm and the right to manage woodlots in rural and resource conservation areas without fear of unreasonable "nuisance" suits.

### Public and Institutional Uses

15. Public and institutional uses, including Town Hall, public libraries, the Post Office, and schools, are important places of assembly and should be encouraged to remain in and/or locate in the urban centers and growth areas.
16. An overlay zoning district around the airport should be maintained to assure that incompatible land uses do not locate within the boundaries of the district.

### Nonconformance

17. The Town's zoning ordinance should continue to recognize and separately address the following types of nonconformance: nonconforming lots, nonconforming structures, and nonconforming uses. In general, legally nonconforming lots should continue to be able to be used for ~~put to~~ allowed uses, provided other standards are met. Legally nonconforming structures should be able to continue to exist and to be altered or expanded, provided

that the alteration or expansion meets current standards. ~~and provided further that~~ Existing unenclosed areas of such structures, whether existing above or below the existing footprint, including foundations, should be able to be enclosed. Legally nonconforming uses should be able to continue to exist but should not be allowed to expand. However, uses that are rendered nonconforming specifically as the result of implementation of this Comprehensive Plan should be given a grace period in which they are allowed to expand within the limits of their existing lots. Structures that are rendered nonconforming or that could no longer expand due to new dimensional requirements should be allowed to expand according to the regulations in effect at the time the structures were built. This paragraph should not apply to land in shoreland areas, where separate rules of nonconformance apply.

## 2. Future Land Use Plan

The Future Land Use Plan (See Figure 2) shows graphically how the Town should grow. It is not a zoning map, and the boundaries of the identified areas on the map are general. But the map will help guide future zoning, other land use measures, and capital improvement programs.

The map embodies the concept that the Town should include distinct rural areas and distinct growth areas. Designation of these areas has evolved from:

- ! an understanding of the Town's natural resources, some of which represent barriers to development, others of which represent opportunities;
- ! the location of public sewer and water supply lines and the ability to economically extend these lines;
- ! the ability to efficiently provide other public services;
- ! a desire to redirect growth to Sanford/Springvale's traditional village- and-countryside pattern of settlement, and to keep the character of both urban centers and of outlying rural lands intact;
- ! a need to provide good quality residential areas that appeal to middle class households; and
- ! the need to provide ample opportunity for the development of reasonably priced housing; commercial and industrial uses to replace the jobs being lost in the community.

### C. Rural v. Growth Areas

The Future Land Use Plan designates two broad categories of future use and development; rural areas and growth areas. Rural areas include lands that:

- ! contain natural resources and scenic views that should be protected;
- ! consist of large, contiguous open spaces, farm land, and forest land;
- ! are relatively free of development sprawl along rural roads and highways and that should be maintained as such; and/or
- ! are distant from public services.

Growth areas include land that:

- ! can be efficiently served by public utilities facilities;
- ! is ~~are~~ physically suitable for development or redevelopment;
- ! contains sufficient area to accommodate planned residential, commercial, and industrial growth and development; and
- ! promotes a compact, rather than a sprawling, pattern of development.

## **D. Land Use Areas**

The lands that make up the Town of Sanford range from ridge lines to coastal plain; from traditional urban centers to suburban developments; from working farm and wood lands to undeveloped rural lands; from year-round neighborhoods to seasonal homes on lake shores. This diverse landscape can not be divided simply into "rural" and "growth" areas.

As a first step in creating a the Future Land Use Plan contained in the 1991 Comprehensive Plan, the Town was divided into a series of neighborhoods or sectors, moving out from the urban center of Sanford. The area assigned to each neighborhood or sector had something in common: a natural resource characteristic, or a socioeconomic unity, or a pattern of development. In turn, these areas were grouped into land use designations under the general categories of rural and growth areas.

For this update of the Comprehensive Plan, the basic format of the Future Land Use Plan has been retained. The land use designations used in the last plan have continued to be used where appropriate. The land use designations and the Future Land Use Plan have been revised and updated to reflect the updated goals and

policies set forth in Chapter 6. and the desired land use pattern outlined above.

These updated land use designations, and the lands included in them, are:

**1. Rural Areas**

**a) Resource Protection:** areas of fragile natural resources and/or that perform essential functions (such as flood control, critical wildlife habitat, etc.). Resource protection areas generally follow Maine's model shoreland zoning guidelines. These include areas within 250 feet of moderate- and high-value wetlands, 100-year flood plains along undeveloped portions of rivers and artificially formed great ponds along rivers, and shoreland areas with sustained slopes of 20% or greater. These areas occur both in rural territory and in otherwise urban settings. They should continue to be off limits to virtually all development. Human activities that do go on in these areas should adhere to standards such as those contained in the Town's ~~model~~ Shoreland Zoning Ordinance.

**b) Resource Conservation:** areas of multiple natural resource constraints; and/or that are especially noted for their recreational, scenic, or other resource-based values, including farming and forestry; and/or that are especially important for long-term protection of water quality. Activities in these areas should generally continue to be limited to forest management, agriculture, and other resource production that respects the natural landscape, outdoor recreation, and residences at very low densities of development. Within these areas, the community should actively work to protect large areas of open space and foster the continuation of traditional activities such as agriculture.

The allowable density should recognize the use of the area for forestry, farming, wildlife, and other resource management: no more than one dwelling unit per five acres after excluding certain unbuildable land (see Table 2). Individual lot sizes can be smaller, as long as overall density-- protected by means of conservation easements, deed restrictions, or similar mechanisms-- remains very low. Subdivisions would be mandatorily subject to cluster/open space zoning. The number of lots for which building permits could be issued annually in a given subdivision would be limited.

Road frontage requirements should contribute to a preserved rural environment: on the order of 300 feet for lots fronting on arterial and collector roads, with the possibility of reducing this to on the order of 100 feet for lots created for the purpose of clustered development.

Table 2 summarizes some of the proposed elements for the resource conservation area, compared to other proposed rural areas. (Note: lots

created by gift to relatives may be treated more leniently so that families are able to leave lots to children.)

**TABLE 2**  
**Summary of Key Measures**  
**Resource Conservation and Other Rural Areas**

These are guidelines. Their purpose is to protect the character of resource conservation and other rural areas while allowing reasonable development rights.

	<b>Resource Conservation</b>	<b>Other Rural Designations</b>
Maximum net density <sup>1</sup> ! lots by gift to relatives ! subdivision lots	1 u/ <u>2</u> ac 1 u/5 ac	1 u/1 ac 1 u/2 ac
Minimum lot size	1 ac.	1 ac.
Clustering (subdivisions) ! required? ! % of orig. parcel retained as open space outside of lots ! standards <sup>2</sup>	Yes  50% or more Yes	Yes  >35% to 50% Yes
Minimum road frontage ! lots by gift to relatives ! subdivision lots --on arts., collectors --on subdivision road	200'  300' 100'	200'  250' 100'
Maximum number of building permits/yr. in subdivisions	3/yr., except the first 10 lots are exempt <sup>3,4</sup>	3/yr., except the first 10 lots are exempt <sup>3,4</sup>

<sup>1</sup> Net density excludes from gross acreage land devoted to roads and the following percentages of "unbuildable" land: 100% of surface water; 100% of Class 1 wetlands, as defined by Maine DEP.

<sup>2</sup> Clustering standards to address types of land to include as open space, placement of lots within subdivision, provision for future street extensions to abutting lots, evidence of trying to coordinate open space with abutting properties, etc.

<sup>3</sup> Provided that any preliminary subdivision plan approved as of the date of adoption of this Comprehensive Plan will be grandfathered from this provision.

<sup>4</sup> Unused permits may be banked from year to year.

Resource conservation areas in ~~Town~~ are outside of Springvale, in the higher elevations along Hanson's Ridge and around the Deering Pond area and around the Littlefield Pond area. These areas offer spectacular scenic vistas, areas of important wildlife, and valued ponds, and are at an elevation that cannot be served by public water supply. Development of the ridgelines in this area should be subject to standards that preserve vistas and the character of the ridgelines themselves while allowing a level of development consistent with the terms of the resource conservation area. The standards should define the boundaries within which they will be applied (based, for example, on elevation of the land and location of public roads) and should address items such as, but not necessarily limited to, height of structures and setback from roadways.

**c) Rural Seasonal:** areas along shores of ponds or lakes where seasonal homes have been located. Activities in these areas should continue to be limited to single family dwellings (with strict enforcement of the state plumbing code to assure properly working septic systems, especially if the homes are converted from seasonal to year-round use), outdoor recreation uses, and rural activities that do not jeopardize the water quality of the ponds. Model shoreland zoning guidelines and standards should continue to be strictly followed.

Rural seasonal areas in Town include the shorelines of Estes Lake, Bauneg Beg Pond, and Sand Pond. Most of the Town's seasonal homes are around these water bodies.

**d) Rural Residential:** areas that may be free of multiple natural constraints, but that are distant from the urban center; and/or to which public sewerage should not be extended within the next 10 years; and/or that still have large tracts of land intact, suitable for woodland production, gravel extraction, farming, and unbroken wildlife habitat. Activities in these areas should continue to be generally limited to single family homes, resource production (farming, forestry, gravel extraction), and public and semi-public uses compatible with rural character. Limited reuse of existing farm buildings should continue to be allowed ~~may be desirable~~. Retail, service, and industrial uses (except home occupations and reuse of farm buildings), generally should not be allowed in rural residential areas.

Allowable residential densities in these areas should continue to be low: on the order of one dwelling unit per two ~~three~~ acres after excluding certain unbuildable land (see Table 2). Required road frontage should continue to be consistent with a genuinely rural residential environment, in which woodland and fields dominate the roadside. The road frontage should be at least 250

300 feet for lots along arterials and collectors, with reductions to as little as 100 feet for lots as part of clustered subdivisions. Any subdivision in rural residential areas should be mandatorily subject to open space/cluster zoning. Existing mobile home parks in rural residential areas should be allowed to expand, in accordance with state law and ~~present (1991)~~ local ordinances.

Rural residential areas in Town include the Grammar Road area east of Route 4 Sanford center, the Route 202/Mt. Hope Road area west of a developing residential area, and the southwestern quadrant of Town, including the Route 4 corridor between the airport and Bauneg Beg Pond.

**e) Rural Mixed Use:** areas similar to rural residential areas in terms of natural resource constraints, distance from services, and the presence of large tracts of intact land. But these areas are further characterized by a mix of activities that provide livelihood from the land: agriculture, forestry and lumber mills, campgrounds, gravel extraction. Uses allowed in this area should continue to recognize the range of economic activities, including value-added activities, that are tied to the resources of the land. Home occupations or home businesses should continue to be more liberally defined in this area than elsewhere. Provision should continue to be made for the reuse of existing farm buildings for other low-intensity commercial purposes (such as storage of equipment and materials). Adequate protection, through buffers and other standards, should be given to residences in the area.

Allowable residential densities should be low, as in rural residential areas, with mandatory open space/cluster zoning. Required road frontages should be as in rural residential areas. Existing mobile home parks in rural residential areas should be allowed to expand, in accordance with state law and ~~present (1991)~~ local ordinances.

The rural mixed use area includes much of the Town's southeastern quadrant, along the New Dam Road corridor between Estes Lake and the South Sanford industrial area.

## 2. Growth Areas

**a) Traditional Urban/Village:** compact areas that traditionally accommodated most of Sanford/Springvale's population and most of its commercial, social, and cultural activities. These are the historic meeting places of the local population, where people came together to trade, to govern, to socialize, to be educated, to work, to interact. They include older residential neighborhoods of moderate to fairly high densities, some newer multifamily developments, Downtown Sanford and the village center of Springvale, smaller scale commercial nodes along Route 109, and industrial

areas around the former textile mills along the Mousam River.

As a whole, the traditional urban/village area extends roughly from the Mill Street area of Springvale to the Old Mill Road area of Sanford, with the Mousam River and Route 109 a double spine through the area. The traditional urban/village areas can be further subdivided as follows:

- ! **Downtown business**, the central business district of the community with a mix of commercial, institutional, and cultural activities. This area coincides with Sanford's and Springvale's downtown business zoning district.
- ! **Urban commercial**, smaller commercial centers and segments that serve primarily the immediate community or neighborhood. These areas include ~~Springvale's commercial center~~ and most of the small central business zoning districts in the High Street and Cottage Road areas near downtown, and in the Route 109 corridor from Springvale to the area north of Old Mill Road.
- ! **Mixed industrial**, involving the reuse or redevelopment of former textile mills and other nearby lands earmarked for industrial use.
- ! **Transitional commercial**, former residential areas along transportation corridors that are converting to small-scale commercial use, but within the same architectural framework as the residential activity it is replacing (i.e., reuse of buildings close to street, on-street parking or off-street parking to side or rear, residential appearance). These areas are most prominent along Route 109 between small ~~central~~ business zoning districts. They are typically zoned ~~general residence~~ office residential at present, and they serve as important breaks between more intensive commercial activity.
- ! **Mixed residential**, the neighborhoods closest to the business and industrial centers, consisting of multifamily and single family homes and occasional, neighborhood-oriented businesses. These areas are mostly zoned general residence at present.
- ! **Single family residential**, tight-knit, predominantly single family residential neighborhoods in a ring around the higher density, mixed residential areas. These areas are zoned single residence at present. One such area, which includes Gowen Park and the high school area, forms an important break and transition between the Sanford and Springvale centers.

While these subareas have their unique sets of activities, they are bound together by proximity, local streets, nearby commerce, and institutions (library, post office, schools, town hall, etc.), and custom to form urban or village centers. For the most part they are less than a mile in radius from the most central point and remain walkable. They are virtually all served by public water and sewer and easily accessible to most town services.

To the extent that growth potential exists in the urban/village centers, it will be in the form of (a) medium density infill development, (b) limited conversions for affordable, "mother-in-law" or accessory apartments, (c) refurbishment of older neighborhoods, and (d) reuse of existing buildings.

Within single family residential areas, the existing four unit/acre density standard should be maintained. However, it is recognized that some older single family neighborhoods are more densely developed than this. There should continue to be opportunity to match the traditional level of density-- five or six units per acre--provided that the property owner submits to a design review. This review would try to assure that the new development would in fact fit the traditional character of the area. It would address scale, placement of the building on the lot, orientation to road, accommodation of parking, and compatibility with other residential structures in the neighborhood. Single family areas would remain primarily single family but accessory and "mother-in-law" apartments (one-bedroom units in owner-occupied dwellings) should continue to be allowed, although Consideration should be given to allowing two-family units if subject to design review.

Elsewhere in the urban/village center, in multifamily and mixed residential neighborhoods, up to eight units/acre would be acceptable (similar to the presently allowed density in general residential areas). Again, a somewhat higher density would be allowed if subject to design review.

Apart from specific design review for higher density development, general design standards to assure compatibility with the traditional scale and appearance of the urban/village centers will be important. These areas should be viewed as the cores of the Town, whose vitality comes from a compact form, a pedestrian scale, a fair degree of owner-occupancy, and a variety of uses and activities that serve not only the nearby residents but also as a magnet to attract residents of more distant neighborhoods and communities. Table 3 summarizes some of the key measures applicable in the urban/village centers, compared to village extension areas.

TABLE 3  
Summary of Key Measures  
Urban/Village and Village Extension Areas

These are guidelines. ~~Those rewriting the zoning ordinance should be allowed flexibility, based on review of neighborhood design standards.~~ The purpose of these guidelines is to direct development to designated growth areas. The actual Final zoning standards should seek to preserve and enhance compact, pedestrian-oriented, neighborhoods.

	<b>Traditional Urban/Village</b>		
	<b>Mixed Residential</b>	<b>Single Family</b>	<b>Village Extension</b>
Max. net density ! w/out design review ! with design review	8u/acre 10-12 u/ acre	4u/acre 5-6 u/ acre	6 u/acre 6-10 u/ acre
Minimum lot size ! w/out design review ! with design review	7500 to 10000 SF 7500 to 10000 SF	10000 SF 5000 to 6500 SF	7500 SF 5000 to 7500 SF
Clustering (sub.) ! Required?  ! % orig. parcel retained as open space outside of lots ! standards*	N/A  N/A  N/A	No; allowed if >3ac 25-30%  Yes	No; allowed if >3ac 25-30%  Yes
Min. road frontage ! w/out design review ! with design review	75-100 ft 65-75 ft	75-100 ft 50-65 ft	80 ft 50-65 ft
Public sewer	required	required	required

Design review: in addition to site plan review that may be required, would entail review of general building appearance: scale, orientation to road, design, and compatibility with other residential structures in the neighborhood. May also be part of Transfer of Development Rights (TDR) TDR "receiving area" requirement, as part of higher density allowance, if and when TDR is adopted.

\*Clustering standards to address location and types of open space to be preserved, future roadway connections, and similar concerns. Space and bulk standards would be similar to those indicated for "design review" units or projects.

**b) Village Extension:** areas adjacent to the urban/village centers that have begun to develop residentially and that have the ability to reach public sewer lines or existing pump stations by gravity. To the extent that these areas have begun to develop, they have done so at a suburban scale. These should be primarily residential areas, with a mixture of types of dwellings, but should provide opportunity for limited, small-scale business and institutional uses that can meet some of the day-to-day needs of nearby residents.

~~Rather than suburban densities of no more than one or two units per acre,~~ The residential densities should continue to be in the medium range: four units per acre (for single family development) to eight units per acre (where multifamily is allowed), increasing to six to ten units per acre, respectively, if subject to design review. Extension of sewer lines to new development should be mandatory. Both the Town and private developers should be encouraged to locate public open spaces within these areas, especially if the area is more than a quarter- or half-mile from parks or open spaces in the urban/village centers.

As in the urban/village centers, design standards, with flexibility to fit development to the lay of the land, will be important to the success of village extension areas. The standards should continue to promote the tight-knit, pedestrian-oriented design typical of villages, without overcrowding. In arriving at design standards, the successful elements of older neighborhoods should be considered: variable lot frontages, "zero lot line" arrangements, the relationship of houses to the streets, well placed open spaces, and similar elements that today may be considered innovative but were natural parts of older neighborhoods.

The village extension areas include:

- \* small fringe areas around Springvale village and east of Sanford center;
- \* a sizeable area west of Sanford center, between Route 202, Old Berwick Road, and Mount Hope Road, where there have been recent residential developments; and
- \* an area presently zoned for general residence development adjacent to the built-up part of Sanford between the Mousam River and the Center for Shopping.

**c) Conditional Village Extension:** areas similar to village extension areas, or which have the opportunity to serve as a central place for the Town's rural population. Sewerage has been discussed for these areas, but

extending sewer lines will be both more difficult and more expensive than in village extension areas. Their designation as village extension areas therefore is conditional upon firm plans and a schedule to provide sewerage, whether by the sewer district, private developers, or others or to provide for appropriate sewage disposal through other methods. Until these plans are in place, these areas should be treated as rural residential or rural mixed use areas. ~~Other conditions may apply to some of the conditional village extension areas.~~ Conditional village extension areas include:

- \* the Farview Drive area, which is already largely developed, but has additional potential. In addition to needing public sewerage, the use of this area as a village extension area should be conditioned on avoiding wetlands which are prevalent in the area.
- \* ~~the Route 4 area between New Dam Rd./Grammar Road and the Mousam River. Sewering of this area has been discussed in conjunction with the construction of a new county court house in Alfred. If seweraged, and if developed as a village extension area, care should be taken to design development in a compact format, rather than stripped along Route 4.~~
- \* the Shaw's Ridge Road area in the vicinity of the former railroad bed, but excluding the nearby water district's main well field. In addition to sewerage, use of this area as a village extension area is conditioned on other measures to protect the recharge area associated with the well field.
- \* an area from Oak Street to just north of Rankin Street in Springvale, in the vicinity of the Town-owned railroad right-of-way. In addition to sewerage, use of this area as a village extension area is conditioned upon preservation of the railroad right-of-way as a recreational pathway. It should not be crossed by a roadway or used for additional utility easements along its lengths, although the underground crossing by a utility right-of-way may be considered.

**d) Moderate Density Residential:** areas appropriate for residential development on the fringe of the built-up area where public sewerage may or may not be available. The standards in these area should be similar to the Village Extension designation but density should be limited to two units per acre with on-site sewage disposal and four units per acre with public sewerage. The basic minimum lot size should be 20,000 SF with private sewage disposal and 10,000 SF with public sewerage.

**f) Existing Suburban Commercial:** highway-oriented commercial areas developed in typical suburban fashion: single story, expansive, set back far from road, large parking areas in front, oriented exclusively to automobile use. Allowed uses should continue to be primarily retail, service, and office activities. Primary concerns are to manage traffic flows from the highways and to provide safe sidewalks, buffered from highway traffic, for those residents who do live in the vicinity. Where rural breaks exist between commercial strips, they should be preserved if possible.

The primary suburban commercial area of Town is in South Sanford, between the Old Mill Road and the area around the Route 109-Route 4 intersection. It includes the Town's ~~two~~ main suburban shopping centers.

**g) Existing Industrial and Business:** areas dedicated to planned industrial parks. Served by public water and sewer, it is appropriately located near the airport and at the outskirts of the built-up part of the community: close enough for public services and accessibility by public transportation, but outside of the urban core, thus freeing the center from some of the truck and other heavy traffic that might otherwise disrupt it. To continue to make best use of quality industrial land, allowable uses in this area would continue to be a full mix of industry and business, with the exception that retail uses common to shopping centers should be prohibited ~~discouraged~~.

**h) Business/Industrial Expansion:** areas near important transportation nodes (Route 109, Route 4, airport) that can accommodate limited expansion of suburban commercial businesses, office/research functions, and/or light industrial uses. Future development of this area should:

- \* strive to build a roadway connecting Route 109 and Route 4 to the south, and
- \* retain a break of rural land on Route 109 between the commercially and industrially developed areas.

**i) Conditional Business/Office Expansion:** ~~the an~~ area that is evolving as a planned office and business park, but lacking public sewer. Located along Cottage Road and near Goodall Hospital, moderate density development is possible without public sewer. However, if public sewer is extended to the area, it can be more intensively developed for office, business park, and hospital-related uses. Emphasis should continue to be on planned development, with connections between uses and quality landscaping, in order to preserve the functioning of the roadway--both as a transportation corridor and aesthetically.

3. The Town should consider and, if feasible, enact a system of payments in lieu of taxes by which property tax-exempt property owners will help to defray the cost of municipal services. In so doing, due consideration should be given to existing agreements with nonprofit organizations.

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## **APPENDIX A1 POPULATION AND DEMOGRAPHICS**

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(September 12, 2002)

The Town of Sanford lies in the southwestern corner of Maine. This geographic position is far enough from the metropolitan centers of Portland and Portsmouth that, historically, Sanford/Springvale served as the retail, service, and employment center for the rural interior of York County. Fed by water power and mill workers, the town grew to be the second largest community in York County and the eighth largest in the State, with an economy based primarily on traditional manufacturing activities.

But Sanford/Springvale is changing. Suburbanization, employment changes, shrinking household sizes, and other demographic influences are altering the face of the community. Over the past twenty years, the character of the community's population has been changing. The share of adult residents with a college education has dropped dramatically. At the same time, the percentage of residents living in poverty increased in spite of the national economic boom of the 1990s.

This pattern suggests that there are fundamental changes occurring in the community that do not bode well for the future of Sanford/Springvale if they continue. The traditional balance and diversity of the Town's population may be being lost and Sanford/Springvale appears to be becoming the repository for the region's less educated and lower income households. An understanding of the population and demographic trends at work in Sanford/Springvale is crucial for planning for the future of the community. This chapter provides a statistical profile of the population, with projections of its size to 2010, and the changes in that population.

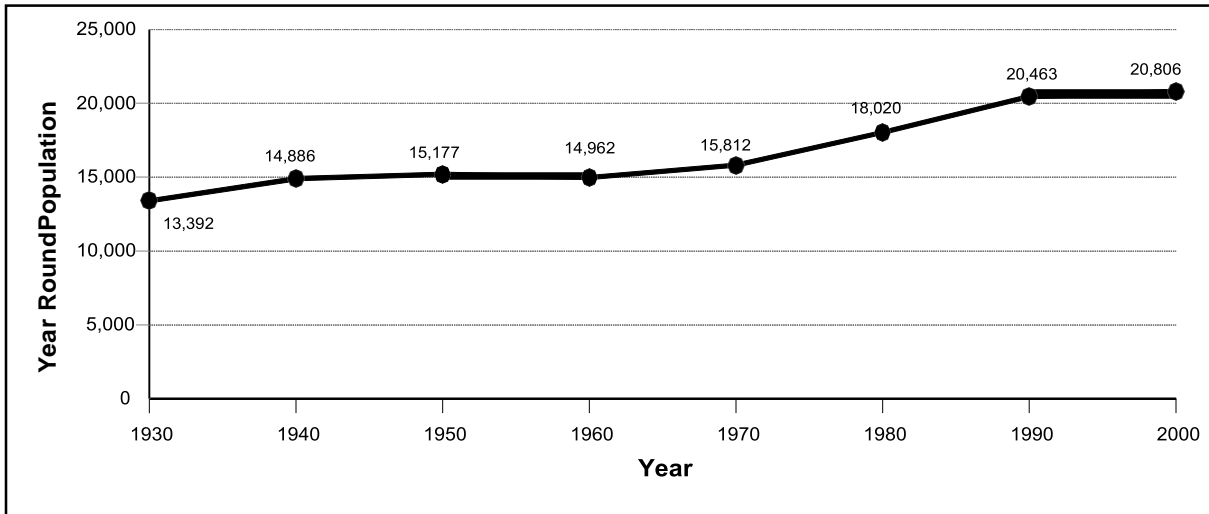
### **A. Population**

#### **1. 1930-2000**

Between 1930 and 2000, Sanford's population increased from 13,392 to 20,806 (Figure A1-1). This growth has been cyclical; strongest during the boom years of the 1970s and 1980s and weaker at other times. In the 1990s, Sanford's population grew by 343 residents, or 1.7%.

Between 1940 and 1970, the Town's population grew slowly. These initial years of suburbanization, in which residents moved from dense service centers like Sanford to less expensive surrounding towns, coupled with the flight of residents to metropolitan areas, held population growth down. In these decades, the population grew by 2%, -1%, and 6%, respectively.

**Figure A1.**  
**Sanford/Springvale Population Change, 1930 - 2000**



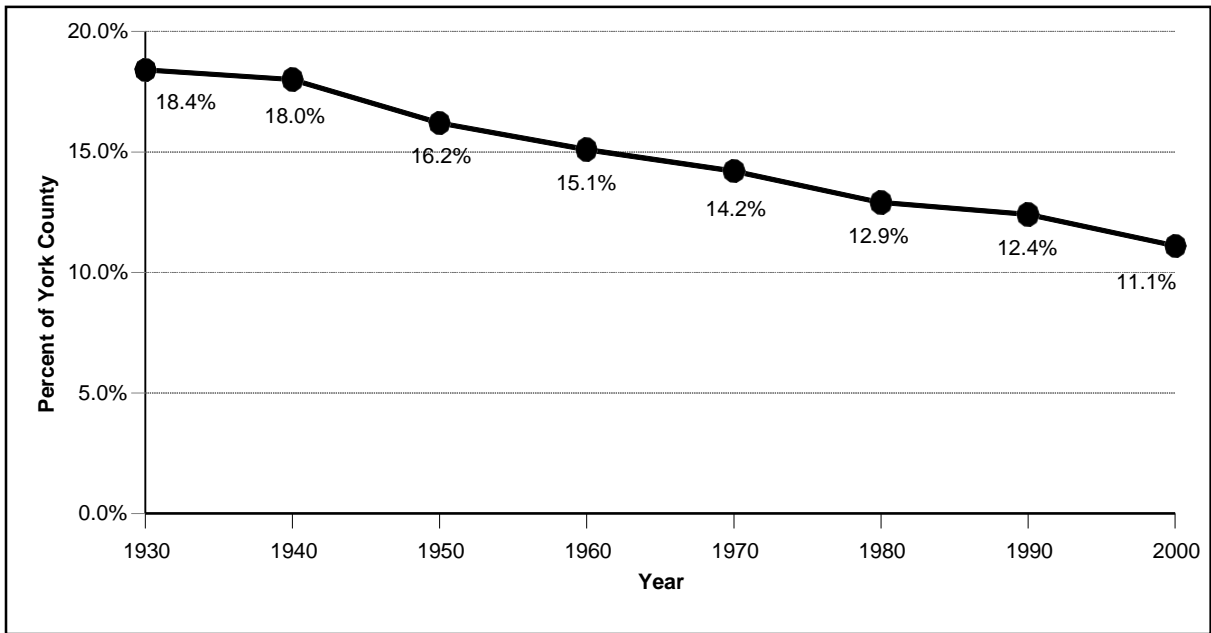
*Source: US Census*

Growth accelerated during the 1970s and 1980s; the Town's population increased by more people than it did in the previous 40 years. Maine as a whole, including towns like Sanford, was part of a "rural renaissance", in which people born and raised here were more likely than in earlier years to remain, and others from the metropolitan northeast chose to move to a less congested setting. By 1990, Sanford/Springvale's population had grown by 14% in each decade to reach 20,463.

In the 1990s, many factors, including suburbanization, dwindling household sizes, and demographic changes suppressed the Town's rate of population growth. By 2000, Sanford/Springvale's population had grown by 343 to reach 20,806. This was a 1.6% rate of growth for the decade of the 1990s.

Despite the Town's population growth, its share of population relative to the rest of York County has steadily declined. Said differently, York County is growing faster than Sanford (Figure A1-2). In every decade between 1930 and 2000, the Town lost population relative to York County. In 1930, more than 18% of York County's residents lived in Sanford/Springvale. By 2000, the Town's share of the County's population was down to 11%.

**Figure A1-2.  
Sanford's Population Relative to York County, 1930 - 2000**



Source: US Census

This change is even more dramatic when the Town of Sanford is compared with its neighboring communities (Table A1-1). In 1970, the total population of Sanford/Springvale's bordering towns was 16,768 (slightly larger than the Town of Sanford itself). By 2000, these communities totaled 36,220 people, more than double their population 30 years earlier and close to double the size of Sanford/Springvale.

**Table A1-1.  
Population Change in Sanford/Springvale and Neighboring Towns**

	1970	Ave. Annual Change 70 - 80	1980	Ave. Annual Change 80 - 90	1990	Ave. Annual Change 90 - 00	2000
<b>Sanford/Springvale</b>	15,812	1.3%	18,020	1.3%	20,463	0.2%	20,806
<b>Neighboring Towns*</b>	16,768	4.3%	25,432	1.6%	29,714	2.0%	36,220
<b>York County</b>	111,576	2.3%	139,666	1.7%	164,587	1.3%	186,742

\* Neighboring towns include: Acton, Alfred, Kennebunk, Lebanon, North Berwick, Shapeleigh, Wells  
Source: US Census

The changing relationship between the Town of Sanford and its surrounding communities has important implications for Sanford's future. As the populations in surrounding towns grow, Sanford's role as the economic, cultural, and service center for neighboring towns may grow.

## 2. Population Growth by Geography 1990 - 2000

Some parts of Sanford/Springvale grew faster than others in the 1990s. Rural Sanford (Table A1-2, Figure A1-3) added more than 300 residents and South Sanford added nearly 250 residents. The town's urban areas, the Sanford CDP and Springvale CDP decreased by more than 200 residents combined. The population shift from the built-up areas to the outlying areas could impact the location and type of services that are offered by the Town, as well as the cost of offering these services.

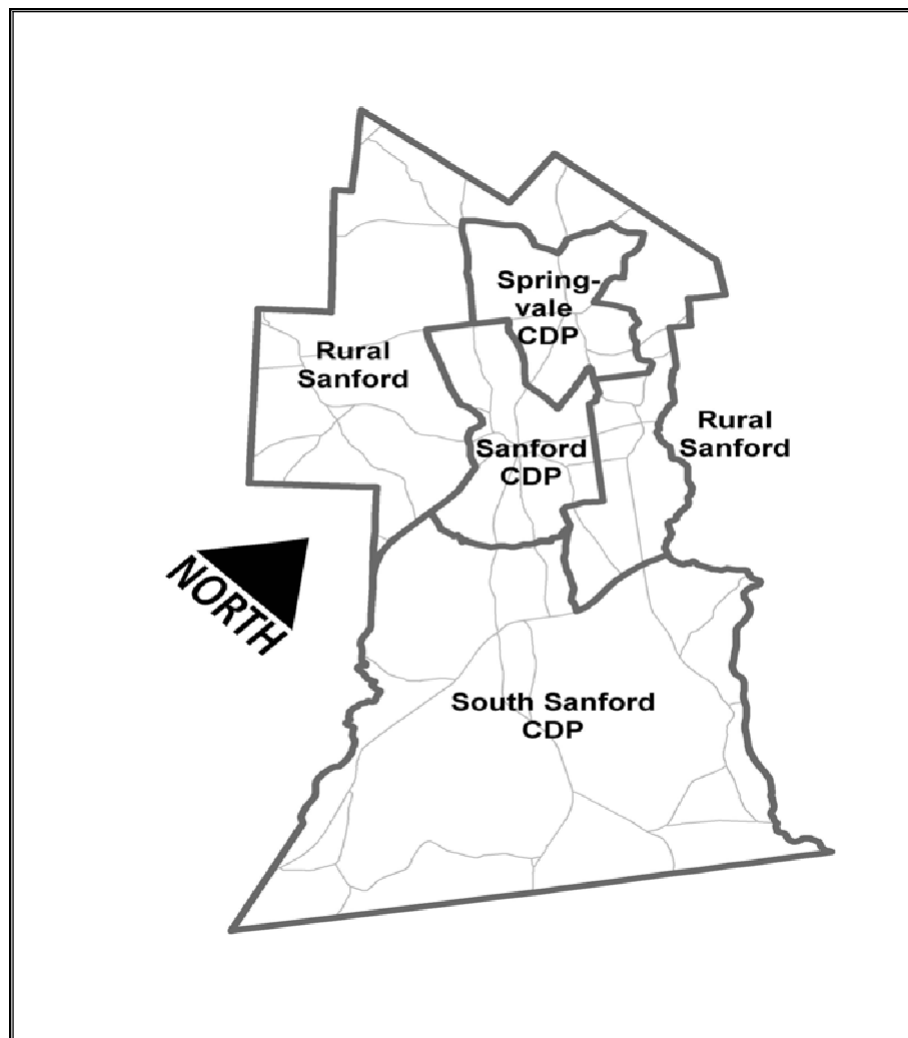
**Table A1-2.  
Population Change by Census Geography, 1990 - 2000**

	<i>Population</i>			
	<i>1990</i>	<i>2000</i>	<i>Absolute Change</i>	<i>Percent Change</i>
<i>Springvale CDP*</i>	3,542	3,488	-54	-1.5%
<i>Sanford CDP*</i>	10,296	10,133	-163	-1.6%
<i>South Sanford CDP*</i>	3,929	4,173	244	6.2%
<i>Rural Sanford</i>	2,696	3,012	316	11.7%
<i>Total</i>	20,463	20,806	343	1.7%

*\*CDPs (Census Designated Place) are defined and delineated by the US Census Bureau.*

*Source: US Census*

**Figure A1-3.  
Census Geographies for Sanford/Springvale, 2000**



*Source: US Census*

### **3. Population Estimates, 2002**

In the two years since the Census was conducted in April 2000, Planning Decisions estimates that Sanford's population has increased by 120 residents to 20,926 (Table A1-3). Robust housing development (128 new housing units in the past two years) and a stable occupancy rate have pushed up the number of occupied year-round housing units to approximately 8,356 (from 8,270 in 2000). Tempering this increase in occupied housing units is an estimated decline in the number of persons per household (from 2.48 in 2000 to 2.47 in 2002). The group quarters population is estimated to have remained stable.

**Table A1-3.  
Estimated Population Change: 2000 – 2002**

<i>2000 year-round housing units</i>	<i>8,576</i>
(plus) estimated new year-round housing units, 2000 -2002	128
(equals) estimated year-round housing units, 2002	8,704
(multiplied by) estimated occupancy rate, 2002	96%
(equals) estimated occupied year-round housing units, 2002	8,356
(multiplied by) estimated persons per household, 2002	2.47
(equals) estimated year-round household population, 2002	20,639
(plus) estimated group quarters population, 2002	287
<i>(equals) Total estimated population, 2002</i>	<i>20,926</i>

Source: *Planning Decisions, US Census*

#### **4. Population Projections 2002 - 2010**

Projecting population change is challenging in even the best circumstances. Trends in the national economy, changes in the regional housing market, and even local policy decisions can affect population trends.

Based on the best knowledge available, Planning Decisions projects that Sanford's population will drop to 20,392 residents by 2010. This projection is premised on:

- X Moderate housing unit growth will continue through 2010. The number of units added per year will moderate from their current level of approximately 64 units/year to 50 units/year. This includes losing housing units as a result of conversion to nonresidential use, demolition and conversions of seasonal units to year-round units.
- X Occupancy rates will drop slightly from their current 96% to 95%.
- X The average number of persons per household will decrease to 2.30. National trends toward single-person and smaller households in the "baby-boom" generation, the increased longevity of seniors, high divorce rates, and younger couples delaying child-rearing account for this decrease.
- X Offsetting these decreases will be an increase in the number of residents living in group-quarters (principally assisted-living and adult-care facilities) from 275 to 500.

## **B. Household Change**

The number of households in Sanford/Springvale has increased at a faster rate than its population. In the 1990s, the Town grew by 343 people, but the number of households increased by 615 (to 8,270 in 2000). The reason for the apparent discrepancy between the limited population increase (1.7%) and robust household growth (8.0%) has important implications for Sanford's future.

Housing unit growth, and especially changing demographics, explain this apparent discrepancy. Between 1990 and 2000, Sanford/Springvale added 409 year-round housing units to its housing stock. New housing units represent more places for people to live and thereby create an upward influence on population growth.

In addition, the occupancy rate of the year-round housing units increased significantly. In 1990, the year-round occupancy rate was 93.7%. By 2000, it had increased to 96.4%. This 2.7% increase in the occupancy rate in a town Sanford's size translates to approximately 230 more households. An increasing occupancy rate also creates an upward influence on population growth.

Tempering the upward influences of new housing units and increasing occupancy rates is a declining household size. Household sizes have decreased nationwide for the last 40 years owing to a trend towards single-person and smaller households in the "baby-boom" generation, the increased longevity of seniors (more and more of whom have chosen or been forced to live on their own), an increase in divorce rates, and the trend for younger couples to wait longer before starting families. In Sanford/Springvale, the average household size decreased from 2.63 persons per household in 1990 to 2.48 persons per household in 2000. In a town the size of Sanford, this 6.0% decrease has significant implications for the Town's future since it causes the population to remain stable in the face of robust housing development.

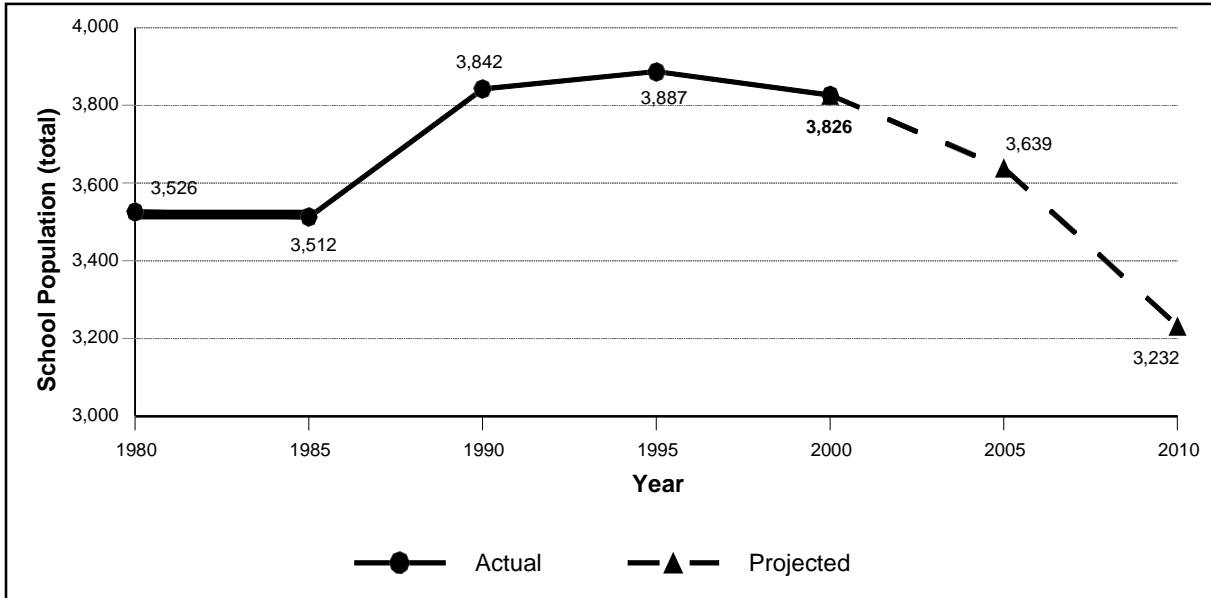
## **C. School Population**

After a period of no growth in the first half of the 1980s, the Town's public school population jumped from 3,512 in 1985 to 3,842 in 1990. The school population remained relatively stable through the 1990s. In 2000, the school population was at 3,826, a slight decline from 1990 (Figure A1-4).

School enrollment projections prepared by Planning Decisions in 2001 suggest the Town's school population will continue to decline through 2010. Local factors, including a decline in the number of resident births and an out-migration of preschool-aged children (families with preschool-aged children moving out of Sanford to other communities), combined with the statewide trend of falling enrollments account for this decline.

**Figure A1-4.**

## Sanford School Enrollments, 1980 - 2000



Source: Maine Department of Education; Planning Decisions, Inc.

### D. Demographic Characteristics

#### 1. Age

In 2000, the estimated median age of the Town's population was 36.6 years. While this is significantly higher than the 32.7 year median in 1990 (Table A1-4), it reflects a national trend that is largely the result of increased life expectancies and the aging of the Baby Boom Generation. This trend is projected to continue for the foreseeable future and could significantly alter the type of services offered by the Town of Sanford.

The distribution of residents' ages has changed dramatically. Between 1990 and 2000, the population between 35 and 54 increased from 23% of the total population to nearly 30% of the total population, a 1,500 person increase (Table A1-4). This age cohort contains the Baby Boom Generation. In 2000, the number of children (residents less than 10 years old) decreased by 584 compared with 1990. Other age cohorts remained relatively stable, except for a nearly 200 person increase in the population more than 75 years old.

**Table A1-4.  
Age of Sanford/Springvale Residents, 1980 - 2000**

Years	1980		1990		2000	
	#	%	#	%	#	%
<b>0 - 9</b>	2,616	14.5%	3,484	17.0%	2,900	13.9%
<b>10 - 14</b>	1,537	8.5%	1,542	7.5%	1,616	7.8%
<b>15 - 17</b>	995	5.5%	864	4.2%	1,032	5.0%
<b>18 - 24</b>	2,456	13.6%	1,799	8.8%	1,693	8.1%
<b>25 - 34</b>	2,537	14.1%	3,666	17.9%	2,615	12.6%
<b>35 - 44</b>	1,795	10.0%	2,864	14.0%	3,413	16.4%
<b>45 - 54</b>	1,688	9.4%	1,817	8.9%	2,774	13.3%
<b>55 - 64</b>	1,731	9.6%	1,604	7.8%	1,762	8.5%
<b>65 - 74</b>	1,445	8.0%	1,457	7.1%	1,456	7.0%
<b>75 +</b>	1,220	6.8%	1,366	6.7%	1,545	7.4%
<b>Total</b>	18,020	100.0%	20,463	100.0%	20,806	100.0%
<b>Median</b>	<b>30.3 years</b>		<b>32.7 years</b>		<b>36.6 years</b>	

Source: US Census

## 2. Household Composition

In 1980, nearly one of every four households (24%) was a single-person household, and another 31% were two person households. These high percentages, which together made up more than half of all households in Sanford/Springvale, are a sign of changing household structures. These numbers increased in 1990, totaling 54.1% of all households. These numbers are expected to have increased again by 2000.

## 3. Occupation

Vestiges of Sanford's historical role as a mill town can be seen in the demographics of Sanford's working population, although this role is changing. In 1980, 53% of Sanford's employed population was an operator, laborer, or in precision production (Table A1-5). By 2000, this number had decreased to 36%. While the same decline was occurring across the State, the decline in Sanford has been much more dramatic. Replacing these blue collar occupations have been managerial/professional jobs, service jobs, and jobs in administrative support, sales, and technical services.

**Table A1-5.  
Occupation of Residents, 1980 - 2000**

	Sanford/Springvale			State		
	1980	1990	2000	1980	1990	2000
<b>Manager/Professional</b>	14.5%	18.5%	21.5%	20.4%	24.6%	31.5%
<b>Tech., Sales, Admin. Support</b>	20.5%	25.6%	24.4%	25.9%	28.6%	25.9%
<b>Service</b>	10.7%	13.9%	17.7%	13.1%	14.0%	15.3%
<b>Farming, Fishing, Forestry</b>	1.0%	1.0%	0.1%	3.8%	2.8%	1.7%
<b>Precision Production</b>	19.0%	16.7%	36.3%*	14.6%	13.4%	25.6%*
<b>Operators and Laborers</b>	34.3%	24.2%		22.2%	16.6%	

\*The US Census Bureau reclassified these two categories, so direct comparisons of historical data *are difficult*.  
Source: US Census

The trend to reduced employment in operator/laborer and precision production occupations is projected to continue as businesses gravitate towards lower labor costs in the South and overseas. Also, as more of the Town's residents commute to jobs in the seacoast communities, the occupation profile of the town's residents will probably become more retail and service oriented.

#### **4. Education**

One of the most dramatic changes in the characteristics of the Town's population has been its level of educational attainment. The percentage of residents 24 years old or higher with a high school diploma increased between 1980 and 2000 (Table A1-6). However, the percent of residents with a college degree decreased significantly from 1980 to 1990 and the trend continued through 2000 as the educated workforce continues to move to more rural locations. Sanford residents on the average have not completed as many years of education as have those statewide and the share of adults with a college degree is now significantly below the rate for York County and the State as a whole. This loss of the better educated segment of the population will have significant implications for the future of Sanford/Springvale if this trend is not reversed.

**Table A1-6.  
Education of Adults 25 and Over**

	<i>Sanford/Springvale</i>			<i>Maine</i>		
	<i>1980</i>	<i>1990</i>	<i>2000</i>	<i>1980</i>	<i>1990</i>	<i>2000</i>
<i>No high school diploma</i>	29.1%	27.4%	22.4%	31.3%	21.2%	14.6%
<i>High school diploma or equivalent</i>	34.5%	39.7%	41.0%	39.3%	37.1%	36.2%
<i>Some college, no degree</i>	15.4%	21.3%	18.9%	15.0%	23.0%	19.0%
<i>Bachelors Degree</i>	21.0%	7.8%	6.1%	14.4%	12.7%	22.2%
<i>Advanced Degree</i>		3.7%	3.0%		6.1%	7.9%

Source: US Census

## 5. Household Income

Between 1989 and 1999 (the years for which income data for the 1990 and 2000 Census data are collected, respectively) the Town's median household income increased from \$27,824 to \$ 34,668 (Table A1-7). Claritas Inc., a national research firm, projects that the Town's median household income will reach \$36,729 by 2006. However, the data suggests that Sanford/Springvale has been losing ground to the State. What was on par with the State in 1989 is projected to be only 90% of the State's median household income by 2006. Similarly, in 1989, the Town's median household income was almost 86% of the York County median but by 1999, it had dropped to under 80%.

**Table A1-7.  
Median Household Income**

	<i>Median Income</i>			<i>Sanford/Springvale as % of State median income</i>		
	<i>1989</i>	<i>1999</i>	<i>(proj) 2006*</i>	<i>1989</i>	<i>1999</i>	<i>(proj) 2006*</i>
<i>Sanford</i>	\$27,824	\$34,668	\$36,729	99.9%	93.1%	89.6%
<i>Maine</i>	\$27,854	\$37,240	\$40,993			

Source: US Census, Claritas, Inc.

This trend can be seen by comparing the median household income of the Town's households with the medians of the surrounding communities (Table A1-8). Not only do Sanford/Springvale households have the lowest median income in both 1989 and 1999, but the community's median grew more slowly than the County median income or the median income in most of the surrounding Towns.

**Table A1-8.  
Regional Median Household Income**

Jurisdiction	1989	1999	Change 89-99	
			\$	%
Sanford/Springvale	\$27,824	\$34,668	\$6,844	24.6
York County	\$32,432	\$43,630	\$11,198	34.5
Wells	\$35,035	\$46,314	\$11,279	32.2
Kennebunk	\$38,227	\$50,914	\$12,687	33.2
No. Berwick	\$37,845	\$46,883	\$9,038	23.9
Lebanon	\$33,432	\$40,021	\$6,589	19.7
Action	\$29,836	\$39,036	\$9,200	30.8
Shapleigh	\$30,725	\$42,026	\$11,301	36.8
Alfred	\$31,576	\$40,583	\$9,007	28.5
Sanford Median	85.8%	79.5%		

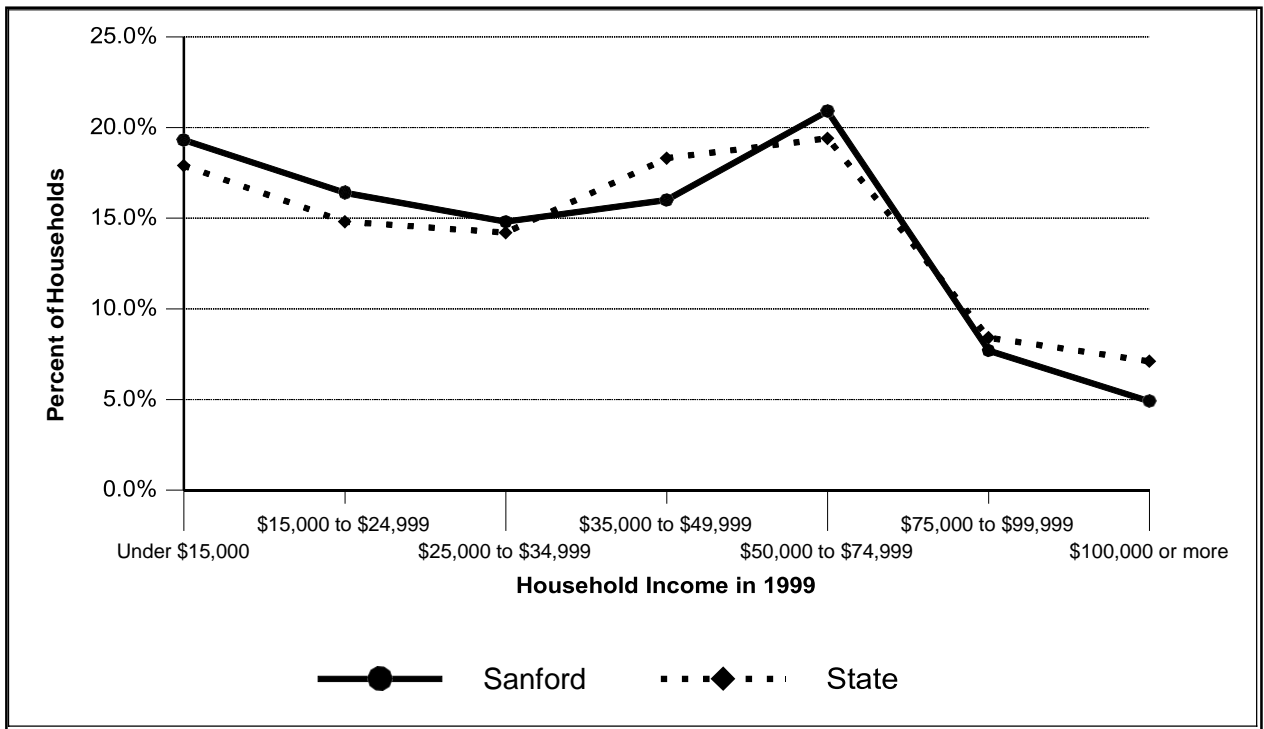
*Source: US Census*

The distribution of the Town of Sanford's household income suggests that more than one-third of the households earn less than \$25,000 (2,945 households) (Figure A1- 5). Another one-half of the households earn between \$25,000 and \$74,999 (4,280 households). While the Town's household income distribution closely resembles the State's, in general, Sanford/Springvale has more lower income households and fewer upper-income households.

The percent of Town's population below the poverty level increased from 10.3% in 1989 to 12.8% in 1999 (Table A1-9). Of these 2,628 citizens living in poverty, 318 (or 12%) were 65 or older. The percent of Maine residents living below the poverty level increased as well, but not as dramatically as in Sanford/Springvale.

This increase in lower income households during a period of national economic well being and income growth in York County reveals a disturbing concentration of poorer households in Sanford/Springvale with a comparable loss of better educated middle income and upper middle income households. This trend, if it continues, raises significant concerns for the future of the community.

**Figure A1-5.  
Household Income Distribution, 1999**



Source: US Census

**Table A1-9.  
Percent of Residents below Poverty Level, 1989 - 1999**

	1989		1999	
	Number	Percent	Number	Percent
<b>Sanford/Springvale</b>	2,095	10.3%	2,628	12.8%
<b>Maine</b>	128,466	10.5%	135,501	10.9%

Source: US Census

## **E. Issues and Implications**

X The Town of Sanford's population growth between 1990 and 2000 was modest, but that it grew at all was positive. According to the US Census, of the 13 Maine communities with more than 15,000 people in 2000, only five increased their population by more than 1.0% (Scarborough 36%, Saco 11%, Sanford 2%, Brunswick 1%, Biddeford 1%).

- X Sanford/Springvale's population relative to its surrounding communities as well as the rest of York County has steadily declined. This trend is projected to continue and Sanford's role as the residential center in southwestern Maine will continue to change.
- X The population has grown in the rural sections of town and declined in the built-up sections. This trend could alter the type and expense of providing facilities and services to Sanford/Springvale residents.
- X By 2010, a projected decline in the average household size will suppress population growth despite the projected steady increase in the number of new housing units.
- X The Census suggests that while Sanford/Springvale residents were more likely to have had high school diploma in 2000 than in 1990, there was a continuing decrease in the percent of residents with a college degree. This suggests that college-educated residents have been moving out of Sanford/Springvale to other communities.
- X The household income of residents of Sanford/Springvale continues to lag behind that of York County as a whole and the surrounding communities. During the 1990's, household income growth was slower than in York County and most surrounding towns.
- X The share of lower income households living in Sanford/Springvale continues to increase. This trend will have significant consequences for the community if it continues.

## APPENDIX A2 THE LOCAL ECONOMY

(September 10, 2002)

From the mid 19<sup>th</sup> Century, the Town of Sanford's economic importance in the region has been as a manufacturing community. In the late 19<sup>th</sup> Century, an expansive textile mill complex lay along the river and employed many hundreds of workers. These workers first came from Massachusetts and nearby towns in Maine, and as the town's appetite for labor grew, workers were attracted from Britain and French-Canadian Quebec. The mills shaped not only the community's economy, but also its cultural and social composition.

When the textile mill industry met its demise in the mid-20<sup>th</sup> Century, Sanford/Springvale still had a productive labor force, a reasonable wage structure, and proximity to urban centers (Boston at 90 miles, Portsmouth at 35 miles, and Portland at 35 miles). An effort to diversify the economic base began in the 1950s as first southern and then foreign competition lured employers away from the northeast.

This effort continues today, and only in the 1990s did manufacturing lose its perennial place as the leading employer in Sanford. This chapter quantifies Sanford/Springvale's changing economic profile.

### A. The Local Economy

In 2001, the Maine Department of Labor estimated that an annual average of 10,648 civilians were in the Town's labor force (Table A2-1), a modest increase of 3% since 1990. Of these, 5.7% (or 608 civilians) were unemployed. Since 1990, the unemployment rate has varied from a high of 9.6% during the recession of the early 1990s to a low of 4.3% during the economy's peak in 2000.

**Table A2-1.**  
**Civilian Labor Force, Sanford/Springvale**

	1990	2001
<b>Labor Force</b>	10347	10648
<b>Unemployed</b>	602	608
<b>Unemployment Rate</b>	5.8%	5.7%

*Source: Maine Department of Labor*

While the number of jobs available in Sanford/Springvale has not changed in the last 11 years, the type of jobs available is continuing a decades-old shift away from manufacturing towards other sectors of the economy. The three pillars of the

Town's economy— manufacturing, retail, and services— account for approximately 86% of the total labor force (Table A2-2). However, in the last 11 years services jobs (6% growth) have replaced manufacturing jobs (-9% growth) as the leading employer in Sanford/Springvale. Retail jobs accounted for 22%. Finance, insurance, and real estate (3%), construction (3%), wholesale trade (3%), public administration (2%), and agriculture (less than 1%) account for the remaining jobs in Sanford/Springvale.

**Table A2-2.  
Composition of Jobs in Sanford/Springvale, March 1990 vs. March 2001**

	<b>March, 1990</b>	<b>March, 2001</b>	<b>% Change</b>
<b>Services</b>	26.9%	32.9%	6.0%
<b>Manufacturing</b>	39.6%	30.4%	-9.2%
<b>Retail Trade</b>	20.7%	22.3%	1.6%
<b>Finance, Insurance, and Real Estate</b>	3.0%	3.1%	0.1%
<b>Transportation and Public Utilities</b>	2.8%	3.0%	0.2%
<b>Construction</b>	3.0%	3.0%	0.0%
<b>Wholesale Trade</b>	1.4%	2.6%	1.2%
<b>Public Administration</b>	2.2%	2.4%	0.2%
<b>Agriculture</b>	0.3%	0.2%	-0.1%
<b>Total</b>	99.9%*	99.9%*	N/A

\* Variation from 100.0% due to rounding error

Source: Maine Department of Labor

Despite the 3% increase in the number of jobs, the Town's employment is not growing as fast as its surrounding geographies (Table A2-3). In 1990, Sanford accounted for 48% of the jobs in the Sanford Labor Market Area<sup>1</sup>. By 2001, this had decreased to 47%. The number of jobs in York County increased at a faster rate than did Sanford/Springvale.

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<sup>1</sup> Maine Department of Labor defines a Labor Market Area as "an economically integrated" grouping of communities "within which workers may readily change jobs without changing their place of residence." Sanford's LMA includes Acton, Alfred, Lebanon, Limerick, Newfield, North Berwick, Sanford, Shapleigh, and Waterboro.

**Table A2-3.  
Civilian Employment**

	<b>1990</b>	<b>2001</b>	<b>% Change</b>
<b>Sanford/Springvale</b>	10,347	10,648	2.9%
<b>Sanford Labor Market Area<sup>1</sup></b>	21,592	22,597	4.7%
<b>York County</b>	89,794	100,557	12.0%
<b>Sanford/Springvale as % of Sanford Labor Market Area<sup>1</sup></b>	47.9%	47.1%	Not Applicable
<b>Sanford/Springvale as % of York County</b>	11.5%	10.6%	

*Source: Maine Department of Labor*

Sanford/Springvale is a job center. In 1990 (the most recent data available), more than 40% of the jobs in the Town of Sanford were filled by those commuting from other communities to work in Sanford/Springvale. Most employees that commuted into Sanford/Springvale came from towns to the north and west– Alfred, Lebanon, Shapleigh, Waterboro, and Acton. Residents of Kennebunkport, Kennebunk, and Wells accounted for 4.5% of those working in Sanford/Springvale. Nearly 15% commuted from other communities in York County, and 6% commuted from elsewhere.

Between 1980 and 1990, the percent of employees working in the Town of Sanford that live in Sanford/Springvale declined by nearly 6%. Offsetting this decline was an increase in the percent of those commuting from other York County towns. This trend towards fewer Sanford/Springvale residents working in the community is estimated to have continued through the 1990s. This increasingly mobile workforce has implications on Town's and region's transportation network.

**Table A2-4.  
Where Workers Come From to Fill Sanford/Springvale Jobs**

<b>Where Workers Come From to Fill Sanford Jobs...</b>	<b>1980</b>	<b>1990</b>
<b>Sanford</b>	63.4%	57.9%
<b>Alfred</b>	4.3%	3.0%
<b>Lebanon</b>	3.7%	3.3%
<b>Shapleigh</b>	3.7%	4.3%
<b>Waterboro</b>	3.4%	3.5%

Where Workers Come From to Fill Sanford Jobs...		1980	1990
	<b>Acton</b>	3.1%	3.1%
	<b>Kennebunk, Kennebunkport, Wells</b>	4.8%	4.5%
	<b>Other York County</b>	8.4%	14.7%
	<b>Elsewhere</b>	9.1%	5.7%
Total		6,969	9,181

Source: US Census

## B. The Sanford/Springvale Labor Force

Another way of evaluating Sanford's labor force is by assessing the occupational characteristics of the Town's residents. In 2000, more than 36% of the employed residents in Sanford/Springvale were blue-collar workers (Table A2-5), 25% in technician, sales, and administrative support jobs, 22% in managerial or professional positions, and 18% in service jobs. Less than one percent of employed residents worked in forestry, farming, and fishing occupations.

**Table A2-5.  
Resident Occupations, 2000**

	Sanford/ Springvale	York County	Maine
<b>Managerial, Professional</b>	21.5%	31.0%	31.5%
<b>Service</b>	17.7%	14.4%	15.3%
<b>Technician, Sales, Administrative Support</b>	24.4%	26.2%	25.9%
<b>Forestry, Farming, Fishing</b>	0.1%	0.7%	1.7%
<b>Construction, Extraction, and Maintenance</b>	10.4%	11.0%	10.3%
<b>Production, Transportation</b>	25.9%	16.7%	15.3%

Source: US Census

Compared with York County and the State of Maine, the Town's residents were more likely to be employed in blue collar jobs and less likely to be employed in managerial/professional jobs.

The majority of those living in Sanford/Springvale also work in the Town of Sanford. According to the 1990 Census (the latest commuting data available), nearly 60% of the Town's employed residents work in Sanford/Springvale and the remaining commuted to work out of town: 5.5% to North Berwick, 4.5% to Kittery, 16.9% to other places in York County, and 15.6% elsewhere (Table A2-6).

**Table A2-6.  
Where Sanford/Springvale Residents Work**

<b>Where Sanford/Springvale Residents Work</b>	<b>1980</b>	<b>1990</b>
<b>Sanford/Springvale</b>	65.0%	57.5%
<b>North Berwick</b>	3.2%	5.5%
<b>Kittery</b>	6.3%	4.5%
<b>Other York County</b>	9.2%	16.9%
<b>Elsewhere</b>	16.3%	15.6%
<b>Total</b>	<b>N=6,805</b>	<b>N=9,253</b>

*Source: US Census*

Between 1980 and 1990, roughly the same percent of residents commuted elsewhere for work. However, the commuting characteristics within York County changed. Between 1980 and 1990, Sanford/Springvale residents became more likely to commute to a job elsewhere in York County– these jobs tended to be located to the east and south– and less likely to work in Sanford/Springvale. This changing commuting pattern is estimated to have continued through the 1990s and will likely influence the type of jobs held by the Town's residents (coastal jobs are more likely to be in retail and services).

### **C. The Economic Base**

Because the Sanford LMA is dominated by the Town Sanford, it is not surprising that manufacturing has a significant role in the LMA's economy. But manufacturing has recently been surpassed as the largest employer in town. Services, health, business, legal, lodging, personal, etc., and retailing now account for the majority of the LMA's growth in jobs.

#### **1. Retail Trade and Services**

By virtue of its centrality to interior York County, Sanford/Springvale plays an important retail and services role. The ability of this center to grow into a large, regional center is limited by proximity to larger regional centers in Portland, Biddeford-Saco, and New Hampshire.

The Town's retail base dominates the surrounding area. In 2001, stores in Sanford/Springvale accounted for nearly 70% of taxable sales in the area. Increasingly, Sanford's retail base has shifted out of its Downtown to suburban shopping facilities on Route 109 toward South Sanford. Large general retailers are now located in the Route 109 corridor; the Downtown Sanford currently has no major general merchandiser store. Its major entities are financial institutions, restaurants, specialty shops, town government, and the former mill yard.

From 1996 to 2001, taxable consumer retail sales by stores located in the Town of Sanford increased by 27%, from \$142 million to \$180 million (not adjusted for inflation) (Table A2-7). However, taxable consumer retail sales in surrounding communities are growing faster than those in Sanford/Springvale. Between 1996 and 2001, the Town's share of the area's taxable consumer retail sales decreased from 75% to 69%.

**Table A2-7.  
Taxable Consumer Retail Sales, 1992 - 2001 (in thousands)**

<b>Year</b>	<b>Town of Sanford</b>	<b>Sanford Economic Summary Area*</b>	<b>Town of Sanford as % of Sanford ESA</b>
2001	\$180,394	\$262,922	68.6%
2000	\$178,441	\$256,809	69.5%
1999	\$170,622	\$238,540	71.5%
1998	\$156,309	\$213,351	73.3%
1997	\$143,610	\$191,595	75.0%
1996	\$141,724	\$188,509	75.2%

\* Sanford Economic Summary Area includes Acton, Alfred, Berwick, Lebanon, Lyman, Limerick, Newfield, North Berwick, Shapleigh, Waterboro  
 Source: Maine State Planning Office

The Town's role as a service and retail center for the surrounding communities is nevertheless significant. According to the Maine Department of Labor, in 2001 there were approximately 2,100 retail jobs in Sanford/Springvale and more than 3,000 service sector jobs. Together, they now account for more than 55% of all jobs in Sanford/Springvale.

## **2. Manufacturing**

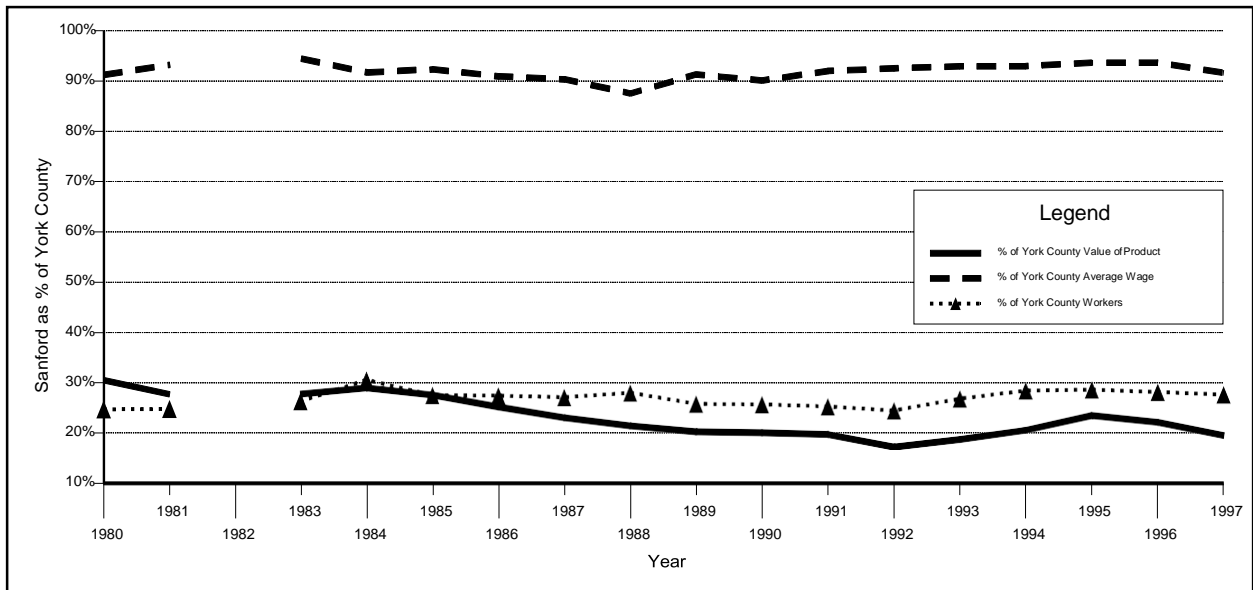
Manufacturing accounts for approximately 30% of the Town's employment. Manufacturing employment in Sanford/Springvale, despite its decline through the 1990s, has retained a proportionate share of the manufacturing jobs in York County (Figure A2-1). Between 1980 and 1997 (the last year for which data is available),

the Town's manufacturing employment remained in the upper-20% range relative to York County manufacturing jobs. This suggests that while manufacturing has decreased in Sanford/Springvale, the decrease is not out of proportion with York County as a whole.

In addition, the average wage earned by an employee in the manufacturing sector in Sanford/Springvale has remained stable relative to the rest of York County (Figure A2-1). Sanford/Springvale employees have steadily earned between 90% and 93% of the average manufacturing wage for York County as a whole. In general, the relatively high wages are earned in the communities closer to the coast. This could influence the Town's ability to attract and retain manufacturing businesses.

The value of products manufactured in Sanford/Springvale has declined relative to York County as a whole. In the early 1980s, the total value of the Town's manufacturing was approximately 28% to 30% of the County value. By the early 1990s, Sanford's share had decreased to 20%. This rebounded in the mid-1990s before falling off again in the late 1990s.

**Figure A2-1.**  
**Sanford/Springvale Manufacturing Statistics relative to York County,**  
**1980 - 1997**



**Note: data not available for 1982**

Source: Maine Department of Labor, Census of Maine Manufacturers

### 3. Finance, Distribution

The Town's low employment numbers in the sectors of finance/insurance/real estate and wholesale trade indicate that Sanford/Springvale does not play a central role either in financial services or in distribution. That limits two major types of development so prevalent in other centers; office space development and wholesale and distribution terminals. The limiting factor in the finance sector in the Town's proximity to Portland, which has preempted most of the State's activity in this sector. The limiting factor in the wholesale and distribution sector is lack of direct access to the interstate highway system. The nearest entries to the Maine Turnpike (I-95) are 11 miles east in Biddeford and Wells.

### D. Economic Development

Economic development has been a recognized municipal role in the Town of Sanford since 1954, when the Goodall Mills closed and the Sanford-Springvale Chamber of Commerce and Economic Development was founded to revitalize the local economy. As of 2001, the Chamber had 360 business members. The chamber receives an annual allocation from the Town to promote economic development, including preparing marketing materials, serving as primary contact with firms having potential interest in Sanford/Springvale, carrying out an advertising program, maintaining an inventory of available space, and marketing industrial properties. During the last fiscal year, the Chamber was paid \$55,000 by the Town, which represented approximately 42% of the Chamber's budget.

The Chamber has recently adopted an economic development plan to "create new employment opportunities, broaden the tax base, and fill existing buildings and industrial park land." The Plan focuses on three goals— business retention, business attraction, and business expansion.

X ***Business Retention*** is the top priority of the Plan, in large part due to recent business closures and downsizing in the last several years. Workforce education, attracting businesses that complement those in Sanford/Springvale, and community improvements are the foundation of the Chamber's business retention efforts.

X ***Business Attraction*** is important for the community to increase and diversify its employment base. The Plan identifies marketing efforts and community improvements as keys to attracting new businesses.

X ***Business Expansion*** relies on expanding the Town's existing businesses as a means to increase employment and tax revenue. The Plan identifies community improvements, upgrading infrastructure, and education opportunities as the principal tools to promote expansion.

In addition to these principal goals, the Plan includes additional strategies to improve or encourage microenterprise/entrepreneur development, industrial park development, downtown revitalization, education, transportation, public infrastructure, housing, existing building revitalization, and economic development service delivery. A copy of the strategy is in Appendix C.

## **E. Home Occupations**

Home occupations are permitted by right in the Town of Sanford's residential zoning districts. Only family members can be engaged in a home occupation, and no more than 20% of the dwelling unit's floor area can be devoted to it. A home occupation cannot generate traffic, noise, or other characteristics that would be disruptive to a residential area.

The number of home occupations in Sanford and Springvale is unknown. However, they are thought to be important to many households and a long-time part of the Town's economy.

## **F. Issues and Implications**

- X Sanford/Springvale remains a job center, however the type of jobs available in town are continuing a decades-long shift from manufacturing to service and retail positions. This could have an impact on the employment base as well the education and training needs for the Town's residents.
- X The number of jobs available in Sanford/Springvale is not growing as quickly as in other communities in the Sanford Labor Market Area. While nearly half of the jobs available are in Sanford/Springvale, this proportion is decreasing.
- X Three-in-every five employees commute to Sanford/Springvale from other towns, predominantly from towns to the north and west of Sanford. The large number of commuters into the Town of Sanford is projected to increase and will impact the transportation corridors, especially in more rural areas that haven't had the necessary infrastructure improvements.
- X Sanford/Springvale residents are increasingly likely to commute to other communities for employment, typically to the south and east. This trend is projected to continue and will impact the transportation corridors as well as the type of services that are offered by the Town of Sanford.
- X The Town's growing retail and service role, especially in South Sanford, has been contributing to sprawling development and subsequent impacts on transportation, open space, wildlife, and the urban shopping districts. Neighboring communities are becoming more competitive in attracting consumer's dollars.

## **APPENDIX A3 NATURAL RESOURCES**

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(December 2, 2004)

An understanding of the Town of Sanford's natural resources and the forces which created them is a key component in determining both the limitations and opportunities for the future use of the land. The Town's natural resources are both visible (rivers, lakes, wetlands, plants and animals) and hidden (groundwater, air quality, and soil conditions) and may be quite large or relatively small.

Sanford/Springvale is a series of interrelated natural systems, defined by watersheds, surface and groundwater, soil conditions, vegetation patterns and fisheries and wildlife habitats. Understanding the Town's natural resources is key to identifying and protecting areas of sensitivity and guiding development into areas most appropriate for growth.

The Town's natural systems provide a series of limitations on how the land resource can and should be used. In some cases, these limitations can be overcome by careful design or the use of technology. For instance, the lack of suitable soils for septic systems can be overcome by the installation of public sewers. At the same time, an understanding of these natural systems and the issues they create allow the community to make wise decisions about when the use of technology makes sense and when the natural limitations should be respected.

### **A. Geologic History**

The Town's landform as we know it today is a product of the glaciers. In general terms, Sanford/Springvale consists of a broad, level plain which extends across the entire southern portion of the community (and continues into Kennebunk, Wells, and North Berwick). This plain narrows as it extends northward up the Mousam River Valley and becomes enclosed between Shaw's Ridge on the northeast and Mount Hope, Hanson's Ridge, and Deering Ridge on the southwest. This plain and ridge system are a product of the last glacial age.

At least four separate ice sheets advanced and retreated over parts of North America during the last million years. These glaciers sculpted and resculpted the landscape. The last glacier entered Maine about 20,000 years ago and reached its maximum incursion about 12,800 years ago.

Glaciers both destroy and build as they sculpt. On the one hand, they strip soil and rock from the bedrock and gouge and chisel the landscape. On the other hand, they transport soil and heap it into hills or deposit it across the land. This sculpting depends in part on how soft or hard the bedrock is.

The Town's landform is the result of these glacial processes. The glacier carved the landsurface creating the bedrock ridges and valleys which underlay the community. Then as the glacier retreated, the material that had been accumulated in the ice was deposited and in many cases, modified by glacial meltwater, producing the landscape and soil types we see today.

## **B. Soil Associations**

The Town's major soil associations are a direct product of the area's geologic history. The town is comprised of five soil associations as a result of these geologic processes (Figure A3-1). A soil association is a distinct pattern of soil types, topography, and drainage. Each association forms a unique natural landscape. The five soil associations found in Sanford/Springvale are:

### **1. The Adams-Colton Association**

These soils were formed in materials deposited by glacial meltwater and are found primarily on outwash plains, kame terraces, and eskers. The Adams soils have a surface layers of loamy sand and are underlain by sandy material. The Colton soils have a surface layer of gravelly loamy coarse sand and are underlain by gravelly material. Both soils have rapid or very rapid permeability. Because of the rapid permeability, contamination of the groundwater is a concern in these soils. Large areas of the Adams-Colton association are found in Sanford/Springvale. Both of the Great Works and Mousam River Valleys and much of the area along the Kennebunk and Wells town lines have soils of this type.

### **2. The Naumberg-Croghan Association**

These soils were formed in materials deposited by glacial meltwater and are located primarily on outwash plains and deltas. The Naumberg soils are somewhat poorly drained to poorly drained, have a surface layer of sand and are underlain by sandy material. The Croghan soils are moderately well drained, have a surface layer of loamy sand, and are underlain by sandy material. Both soils have a high water table in the spring and fall, and both have rapid or very rapid permeability. The high water table and rapid permeability make groundwater contamination a major concern. Major areas of the Naumberg-Croghan Association are found in the area of the Sanford Airport and extending eastward toward Estes Lake and northward in the area between the lake and Route 109.

### **3. The Skerry-Brayton-Becket Association**

These soils were formed mostly in coarse-textured, compact glacial till and are located on drumlins and glaciated uplands. The Skerry soils are moderately well- drained and nearly level to sloping. The Brayton soils are somewhat poorly drained to poorly drained, and nearly level to gently sloping. The Becket soils are well

drained and gently sloping to moderately steep. All three soils have a surface layer of fine sandy loam and are underlain by a compact substratum. The soils have moderate permeability in the surface layer and subsoil and slow or moderately slow permeability in the substratum. The Skerry and Becket soils have a coarser textured substratum than the Brayton. This association is located in scattered locations throughout Sanford. A major area of the association is found around Mount Hope, while smaller areas are found at the corners in South Sanford and at Allen Hill.

#### **4. The Marlow-Brayton-Peru Association**

These soils were formed in moderately coarse textured, compact glacial till and are found on drumlins and glaciated uplands. The Marlow soils are well drained, the Brayton soils are somewhat poorly drained to poorly drained, and the Peru soils are moderately well drained. All three soils have a surface layer of fine sandy loam underlain by a moderately coarse textured, compact substratum. The soils have moderate permeability in the surface layer and subsoil and slow permeability in the substratum. In York County these soils are widely used for hay, pasture, orchards, strawberries, and blueberries. In Springvale, this association is found primarily on Hanson's Ridge and Deering Ridge.

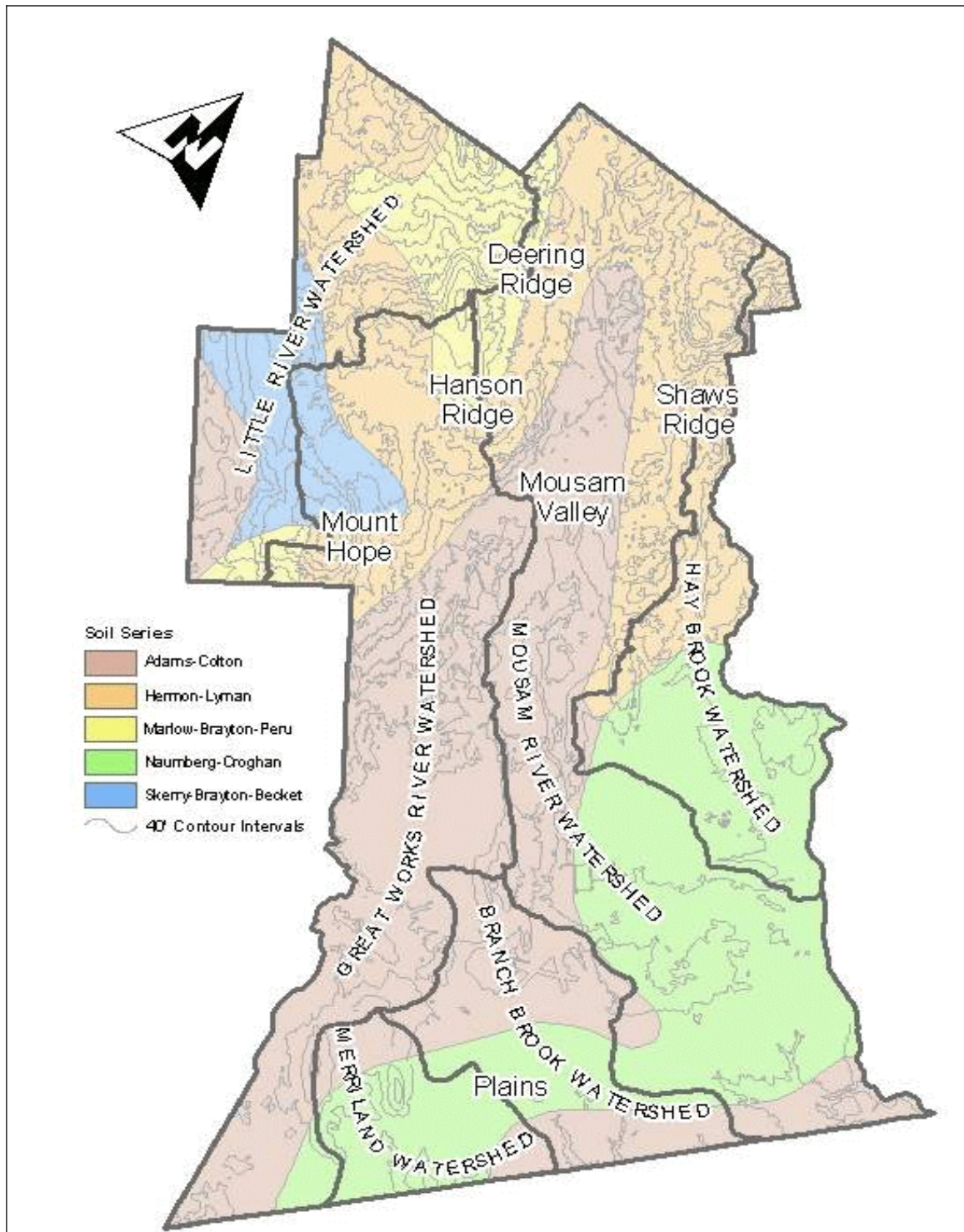
#### **5. The Hermon-Lyman Association**

These soils were formed in friable glacial till and are located on plains, hills, and ridges. The Hermon and Lyman soils are droughty during the growing season. The Hermon soils have a surface layer of fine sandy loam underlain by gravelly and sandy material. The Lyman soils have a surface layer of fine sandy loam underlain at a shallow depth by bedrock. The Hermon soils have rapid permeability, and the Lyman soils have moderately rapid permeability. The shallow depth to bedrock of soils in this association can be a constraint for many uses. In Sanford this association is found in the northeast corner of the community (Shaw's Ridge and Beaver Hill) and in the western areas between the ridges and hills.

### **C. Landform and Watersheds**

Topography is the general lay of the surface of the land measured in elevation above sea level. In Sanford/Springvale, the elevation of the land ranges from approximately 160 feet near Old Falls Pond to more than 670 feet atop Mount Hope (Figure A3-1).

Figure A3-1. Landforms, Watersheds and Soil Series



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. The watersheds are separated by watershed boundaries, which are the divides created by the high points of land which separate one watershed from another. Using watersheds as a basis from which to start, land forms and land uses within the town can be examined and their impact on development patterns analyzed.

While the majority of the land of the town is located in two major watersheds, the Mousam River and the Great Works River, portions of the town are located in the Branch Brook Watershed, the Merriland Watershed, the Hay Brook Watershed, and the Little River Watershed.

### **1. The Mousam River Watershed**

The Mousam River is formed by the outlet from Mousam Lake in Shapleigh. The river runs through Springvale and the center of Sanford, ultimately becoming Estes Lake and then continuing into Kennebunk via the Old Mill Pond. The watershed drains the central area of the community and contains much of the built-up area of Sanford and all of the developed area of Springvale. The upstream portion of the watershed extends from Shaw's Ridge and Beaver Hill across to Hanson's Ridge. As the watershed moves south of the Downtown Sanford, the western watershed boundary is located approximately along Main Street (Route 109). Generally, areas east of Main Street drain into the Mousam, while areas west of Main Street drain to Goodall Brook and the Great Works River. In South Sanford, the watershed turns to the east and includes the area behind the industrial park.

### **2. The Hay Brook Watershed**

Hay Brook is a tributary of the Mousam River and forms much of the boundary between Alfred and Sanford. Areas in the north end of the community which are east of Shaw's Ridge drain directly into the brook. As the brook proceeds downstream, the width of the watershed expands to include most of the area along Grammar Road and New Dam Road, including the Trout Pond and Canes Brook area. Most of the land within this watershed is undeveloped, except for scattered development along the roads and the mobile home parks near Trout Pond.

### **3. The Great Works River Watershed**

The Great Works River begins in the wetlands between Hanson's Ridge and Mount Hope, proceeds southeasterly to Bauneg Beg Pond, and continues on into North Berwick. Goodall Brook is a tributary of the Great Works and drains the westerly side of the downtown area of Sanford. Most of the area on the westerly side of Route 109 south of downtown lies in the Great Works River Watershed. The series of ponds, including Curtis Pond and Sand Pond, are located in this watershed.

#### **4. The Little River Watershed**

The Little River rises in Acton and flows southerly through Lebanon and Berwick before emptying into the Salmon Falls River upstream of Berwick Village. A substantial area in the northwest part of Sanford/Springvale is within the Little River Watershed, including the Deering Pond and Deering Ridge areas and the areas west of Hanson's Ridge and Mount Hope. Drainage in this area is provided by a network of small streams. Most of the land within this watershed is undeveloped, although there has been a considerable amount of subdivision activity in this area.

#### **5. The Branch Brook Watershed**

Branch Brook begins at the small pond on the northerly side of Lion Hill in South Sanford. The brook proceeds under the airport and enters Wells just east of Route 109. Branch Brook serves as the principal water supply for the Kennebunk, Kennebunkport, and Wells Water District. The watershed of Branch Brook in Sanford includes the airport area, the industrial areas along Route 109, as well as much of the industrial park and the residential neighborhood along Route 99. While most of the watershed is undeveloped, a large amount of the land within the watershed is committed to airport and industrial/commercial uses.

#### **6. The Merriland River Watershed**

The Merriland River rises in the area between the airport and Sanford Country Club. The river enters Wells approximately midway between Route 109 and Ell Pond. The watershed extends approximately from Route 109 at the town line to the Country Club and along the northerly side of Allen Hill.

### **D. Surface Waters**

The surface waters of the community play a variety of roles. The Mousam River historically was the source of energy which resulted in the development of Springvale and Sanford. Today, the river plays an important role as a recreational resource and as the receptor of the community's treated waste effluent. In the past, Littlefield Pond was a source of drinking water for the community (and is now an emergency source of public water) and Branch Brook is the source of supply for neighboring towns. In the future, surface waters may become important again as a supply source for Sanford/Springvale. The other streams, rivers, ponds, and lakes play important roles as recreational and visual resources. This section looks at the surface water resources of Sanford/Springvale and their current water quality (Figure A3-2).

The State of Maine has established a water quality classification system which allows the State to manage the State's surface water based upon standards for designated uses such as drinking water supply, fishery habitat, and recreational use. The State assigns a water classification to each water body which designates the minimum level of quality for its intended use. Classifications range from AA to C for fresh surface water sources, with AA being the highest classification.

Development and land use can impact surface water quality in several ways. Improperly functioning septic systems may cause bacteria to contaminate surface waters. Poor agricultural practices can result in nutrient loading to ponds and lakes. Construction and development may result in faster runoff because of paving, increasing the possibility of erosion and siltation to water bodies. The first step in managing the community's surface waters is to understand the systems that exist and their existing quality and the factors that influence their quality.

## **1. Mousam River Watershed**

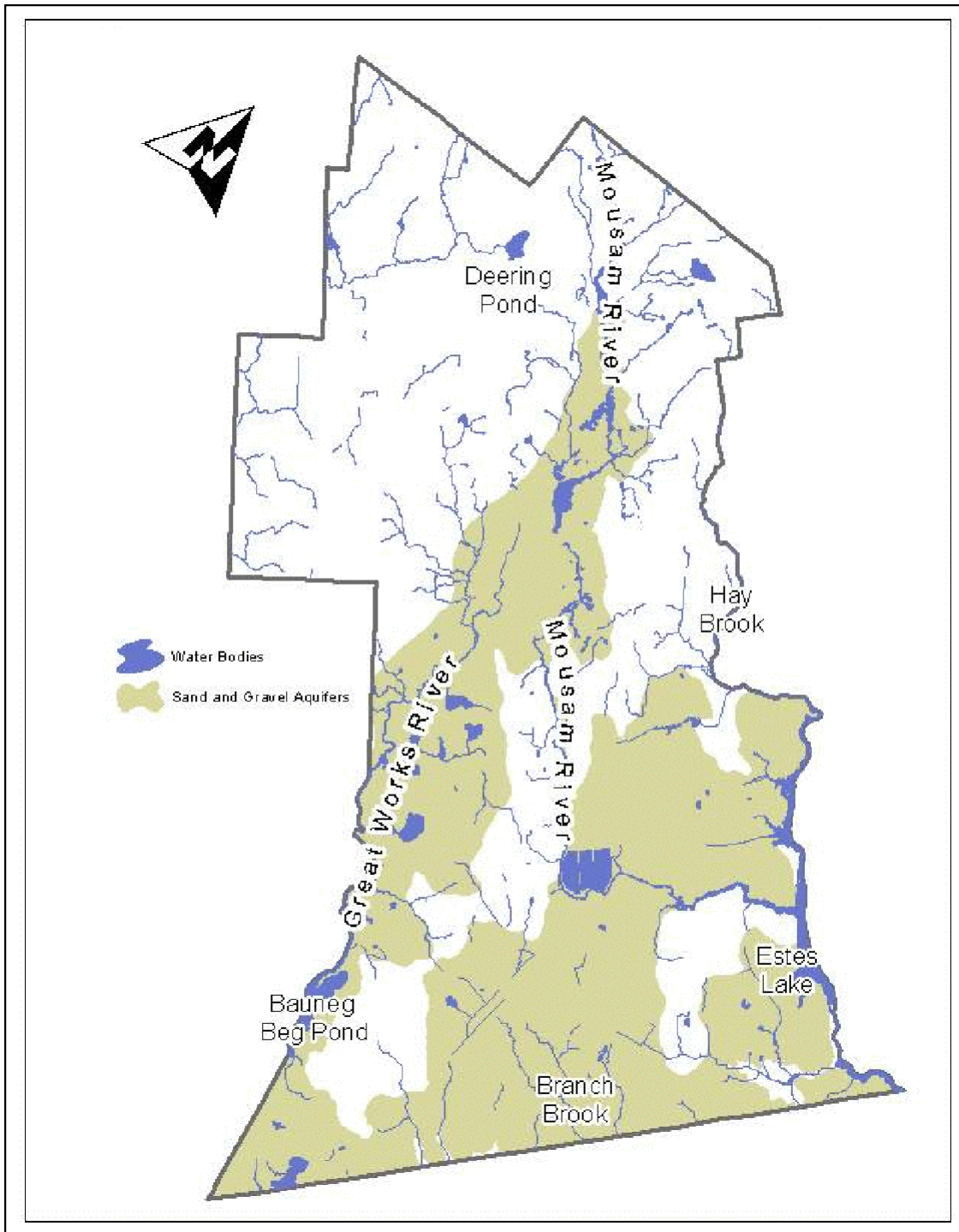
The Mousam River is the principal surface water in the Mousam River Watershed. The river is formed by the outlet from Mousam Lake in Shapeleigh. Through the developed portions of Springvale and Sanford, the river is a series of impoundments created by the mill dams. Below Downtown Sanford, the river is free-flowing until it enters Estes Lake, an impoundment of the river. The Sewerage District's sewage treatment plant is adjacent to this section of the river, and the treated effluent is discharged into the river. Below Estes Lake, the river is free-flowing for a short distance until it is impounded to form Old Falls Pond on the Kennebunk town line.

The Mousam River has two classifications. From Shapeleigh to above Mill Pond in Springvale it is a Class B river. Through the developed portions of Springvale and Sanford and past the treatment plant, it is a Class C river. Below Estes Lake the river returns to Class B status. The many tributaries of the Mousam River are considered Class B waters.

## **2. Hay Brook Watershed**

Hay Brook, a major tributary of the Mousam, is the principal surface water in this watershed. The brook begins in a small pond in Alfred, east of Beaver Hill, and forms the boundary between Sanford and Alfred along much of its length.

Figure A3-2, Surface Waters and Groundwater Aquifers



### **3. Great Works River Watershed**

The Great Works River Watershed contains a number of significant water bodies. The Great Works River rises in the wetland between Hanson's Ridge and Mount Hope and flows southeasterly. The river is joined by Goodall Brook just outside of Downtown Sanford. In addition, there are a number of small streams which are tributary to the river. The Great Works River drains to the south and enters the Salmon Falls River below South Berwick. It is considered a Class B river by the State.

The Watershed also contains a number of lakes and ponds. The largest of these in Bauneg Beg Pond, an impoundment of the Great Works River. The water quality of Bauneg Beg Pond has improved in the last decade and has been removed from the State's nonattainment list (it now meets the State's standards for water quality).

### **4. Little River Watershed**

Surface waters in this watershed consist of a number of small streams and Deering Pond. No water quality data is available in this watershed.

### **5. Branch Brook Watershed**

The surface waters of this watershed consist principally of Branch Brook and a number of small streams which are tributary to the brook. Branch Brook literally runs underneath the Sanford airport. The water quality of Branch Brook is Class A.

### **6. Merriland River Watershed**

The surface waters of this watershed are limited to three small streams which are tributary to the Merriland. The water quality of the Merriland River is Class A.

## **E. Groundwater**

The groundwater which is present both in sand/gravel deposits and in the bedrock is an extremely valuable resource for the community. In the Town of Sanford, the groundwater is the source of supply for both the public water system (Sanford Water District) and individual, private wells (Figure A3-2). In addition, the groundwater is a source of replenishment for surface water bodies. This resource is increasingly at risk from various sources of contamination such as agriculture, hazardous substances, leaking underground storage tanks, road salting, salt storage facilities, septic systems, etc. While the potential for contamination is greater for sand and gravel aquifers, it is also a concern for bedrock aquifers.

## **1. Mousam River Watershed**

A major sand and gravel aquifer underlies much of the Mousam River Watershed. Much of the developed portion of the downtown area of Sanford/Springvale is located over this aquifer. In addition, the aquifer extends under much of this watershed in the South Sanford area. The Sanford Water District has the majority of its active wells located within this watershed. The main well field, the Cobb stations and the Cyro stations are all located in this watershed.

## **2. Hay Brook Watershed**

A substantial portion of this watershed, which is south of Route 4, overlays a sand and gravel aquifer. The Water District's Grammar Road Station is located on the boundary between the Hay Brook and Mousam Watersheds.

## **3. Great Works River Watershed**

Much of the central portion of the Great Works River Watershed, including the developed areas along Goodall Brook and the Curtis Lake/Sand Pond area, overlay a sand and gravel aquifer. The Water District's new well off the Old Mill Road is located within this watershed, as is the well site off the Country Club #2 Road. The North Berwick Water Supply also has its wells located within the portion of the watershed in North Berwick.

## **4. Little River Watershed**

There are no identified sand and gravel aquifers in this watershed.

## **5. Branch Brook Watershed**

The vast majority of the land area within this watershed overlays a large sand and gravel aquifer which extends into Wells and Kennebunk. This aquifer plays a major role in maintaining flow in Branch Brook, the supply for the Kennebunk, Kennebunkport and Wells Water District. The Sanford Water District has identified a possible future well site in this watershed off Route 109 near the Sam Allen Road.

## **6. Merriland River Watershed**

The Merriland River Watershed is underlain by sand and gravel aquifers on both the east side along the boundary with the Branch Brook watershed and along the town line with Wells.

## **F. Threats to Water Quality**

The Town's surface waters and groundwater are both vulnerable to manmade and naturally occurring activities which constitute potential threats to the quality of the water. An understanding of these potential threats will allow the Town to make wise decisions about the use of land which influences the water quality of these resources.

### **1. Mousam River Watershed**

There are a number of potential threats to the quality of the surface waters and groundwater within the Mousam River watershed.

Potential threats to surface waters include:

- X accumulated sediments from the Mill Ponds, municipal stormwater runoff from the highly developed portion of the watershed,
- X the public works facility and adjacent former dump,
- X the Sewerage District's sewage treatment plant,
- X nutrient-rich surface water runoff from residential and nonresidential development,
- X inadequate septic systems adjacent to Estes Lake,
- X mill development adjacent to the river with potential for discharges and accidents.

Potential threats to the groundwater include:

- X extensive development within the well recharge areas of the Water District's main well field and Cobb stations,
- X migration of river water into the groundwater as a result of pumping at the Water District's main well field,
- X the Town's public works complex, including an uncovered salt storage pile,
- X industrial uses in South Sanford over a sand and gravel aquifer,
- X other industrial uses,
- X gravel pit operations,
- X agricultural uses.

### **2. Hay Brook Watershed**

This watershed is relatively free of major potential threats to water quality. The only significant potential threats are inadequate septic systems and the runoff of nutrient-rich surface drainage from agricultural and residential use contributing to cultural algae problems in Estes Lake. Protection of the well recharge area

surrounding the Water District's New Dam Road station is a concern.

### **3. Great Works River Watershed**

The potential threats to surface waters and groundwater in the Great Works River Watershed are relatively minor. Extensive development in the Goodall Brook basin results in the potential for contamination of surface water from stormwater drainage and sewer pump station bypasses. The potential for problems with inadequate septic systems and nutrient-rich surface runoff from residential uses contribute to algae problems in the various lakes and ponds. This is a particular concern for Ell Pond and Bauneg Beg Pond. Protection of the well recharge areas for the Water District's new well sites will be a future concern.

### **4. Little River Watershed**

There are no significant threats to water quality of streams in this watershed. Control of nutrient loading to Deering Pond will be important to maintaining the water quality of this pond, with particular attention to the impacts of nutrient rich runoff from residential development.

### **5. Branch Brook Watershed**

The major potential threat to the water quality in this watershed is the location of major nonresidential uses including industrial uses, the industrial park and the Sanford airport over the sand and gravel aquifer which serves as the source of water for Branch Brook.

### **6. Merriland River Watershed**

There are no significant potential threats to waters quality in this watershed, but the watershed is significant as a major tributary to the coastal wetlands which are part of the Rachel Carson National Wildlife Refuge and the Wells Estuarine Research Reserve.

## **G. Wetlands**

Wetlands are transition zones between terrestrial and aquatic ecosystems where the water table is at or near the surface of the land is covered by shallow water. The definition used by the Environmental Protection Agency (EPA), Army Corps of Engineers (COE), and State of Maine is as follows:

“Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that at under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wetlands usually include swamps, marches, bogs, and similar areas.”  
–*Army Corps of Engineers*

Implicit in this definition are three parameters which characterize most wetlands. First, the land supports a plant community dominated by hydrophytes (water loving plants). Hydrophytes include obligate wetland species such as cattails, as well as plants which are equally adaptable to wet or dry soils, such as red maple. Second, undrained hydric (wetland) soils are present. Hydric soils have colors or textures which indicate prolonged saturation during the growing season. Third, the soils is generally saturated at or near the surface for a week or more during the growing season.

The definitions of wetlands includes a wide range of wetland types, ranging from deep marshes which are permanently covered with shallow water to stands of red maple and white pine which may have saturated soils for only a brief time during the growing season. The following types of wetlands are found in Sanford/Springvale:

- X **Deep Fresh Marshes** have standing water throughout the growing season and are usually dominated by cattails or other emergent vegetation.
- X **Shallow Fresh Marshes** have standing water for a portion of the growing season and commonly support a mix of cattails, sedges, grasses, rushes, and scattered shrubs.
- X **Wet Meadows** are dominated by hydrophytic grasses, sedges, and rushes but seldom have standing water.
- X **Shrub Swamps** are usually characterized by dense growth of alders, winterberry, highbush blueberry or several species of viburnum. Often transitional in wetness between marshes and forested wetlands, shrub swamps may be found along the margins of streams as inclusions in forested wetlands.
- X **Forested Wetlands** range from red maple swamps which commonly have pools of standing water during the early growing season to dense stands of white pine and red spruce growing in sandy soils with a fluctuating water table.
- X **Bogs** are nutrient-poor wetlands characterized by sphagnum moss and many species of the heath family such as leatherleaf, rhodora, bog laurel, labrador tea, and cranberry. Insectivorous plants such as sundew and pitcher plants are also commonly found in bogs.

Wetland protection regulations are based on the premise that wetlands provide many species important economic and ecological benefits. These benefits usually fall into three broad but closely interrelated categories: biological productivity, water resources, and cultural values.

Biological benefits include fish and wildlife habitat or nutrient export which supports

productive and diverse food webs. Freshwater marshes which are interspersed with open water are examples of highly productive wetland ecosystems which are essential to many fish and wildlife species including waterfowl. Other wetland types, such as shrub swamplands and forested wetlands, provide habitat for fewer water-dependent species but probably support a greater diversity of songbirds than any other wetland type (Golet and Larsen, 1974).

Water resource values include groundwater discharge, stream flow maintenance, flood prevention, water quality maintenance, and shoreline protection. Wetland-groundwater interactions are highly complex and variable, and are influenced by many factors, including soils, underlying geology, topography, and landscape position. In general, wetlands are located in areas of groundwater discharge, although wetlands located on coarse sandy soils may be important recharge areas during summer months. Discharging groundwater helps sustain downstream aquatic ecosystems.

Wetlands help control flooding in two ways. Headwater wetlands act as storage basins which release water slowly to feeder streams, thus helping maintain even stream flows and temperatures. During storm events, wetlands help spread the peak flow volume over a longer period of time. Large floodplain wetlands lower in the watershed also prevent flooding by storing water as rivers spill over their banks. Dense vegetation within floodplain wetlands also tends to impede water movement, thereby increasing effective storage capacity.

Wetlands have been shown to be important in maintaining water quality. Nutrients and chemical contaminants in surface water and discharging groundwater may be taken up by wetland plants or settle out and become bound in wetlands sediments. Sediments carried by surface water may settle in wetlands as stream flow slows or be filtered by dense vegetation. By reducing the flood flow velocity, wetlands help prevent downstream erosion.

Humans directly use and receive many cultural and economic benefits from wetlands. Recreational uses, such as nature study, hunting, fishing, and boating are widely recognized.

Wetlands also provide open space and aesthetic values. While not offering impressive vistas, forested wetlands present the visitor with a rich mosaic of trees, shrubs, ferns, and delicate wildflowers. Wetlands often provide open space buffers between developed areas in what otherwise might have become a continuously developed area.

Wetlands have historically provided important economic values. When agricultural economics dominated New England, wetlands were important for timber and hay production. Forested wetlands are still important producers of spruce-fir timber in northern New England but generally produce lower value forest products such as

firewood. Natural wetland meadows were very valuable hay sources to the early settlers, and some wet meadows are still managed for hay production.

The National Wetlands Inventory provides an inventory of the significant wetlands in Sanford (Figure A3-3).

### **1. Mousam River Watershed**

The Mousam River contains a significant amount of wetlands. In the downstream part of the watershed, there are a number of large wetlands, including Perkins Marsh, Stanley Marsh, and the large wetland northeast of the sewage treatment plant. This part of the watershed also has numerous wetlands along the various streams. In the central part of the watershed, there are significant areas of wetland adjacent to the river and between the river and Route 109. The upstream portion of the wetland is pocked with numerous, small isolated wetlands.

### **2. Hay Brook Watershed**

This watershed contains major areas of wetland associated with Canes Brook. A moderately sized wetland is located at the head of the brook. A large wetland is located on the south side of Canes Brook in the vicinity of Trout Pond, while a second large wetland is located at the confluence of Canes Brook with Hay Brook. This wetland extends upstream along Hay Brook for a considerable distance. There are also a number of small, isolated wetlands scattered throughout the watershed.

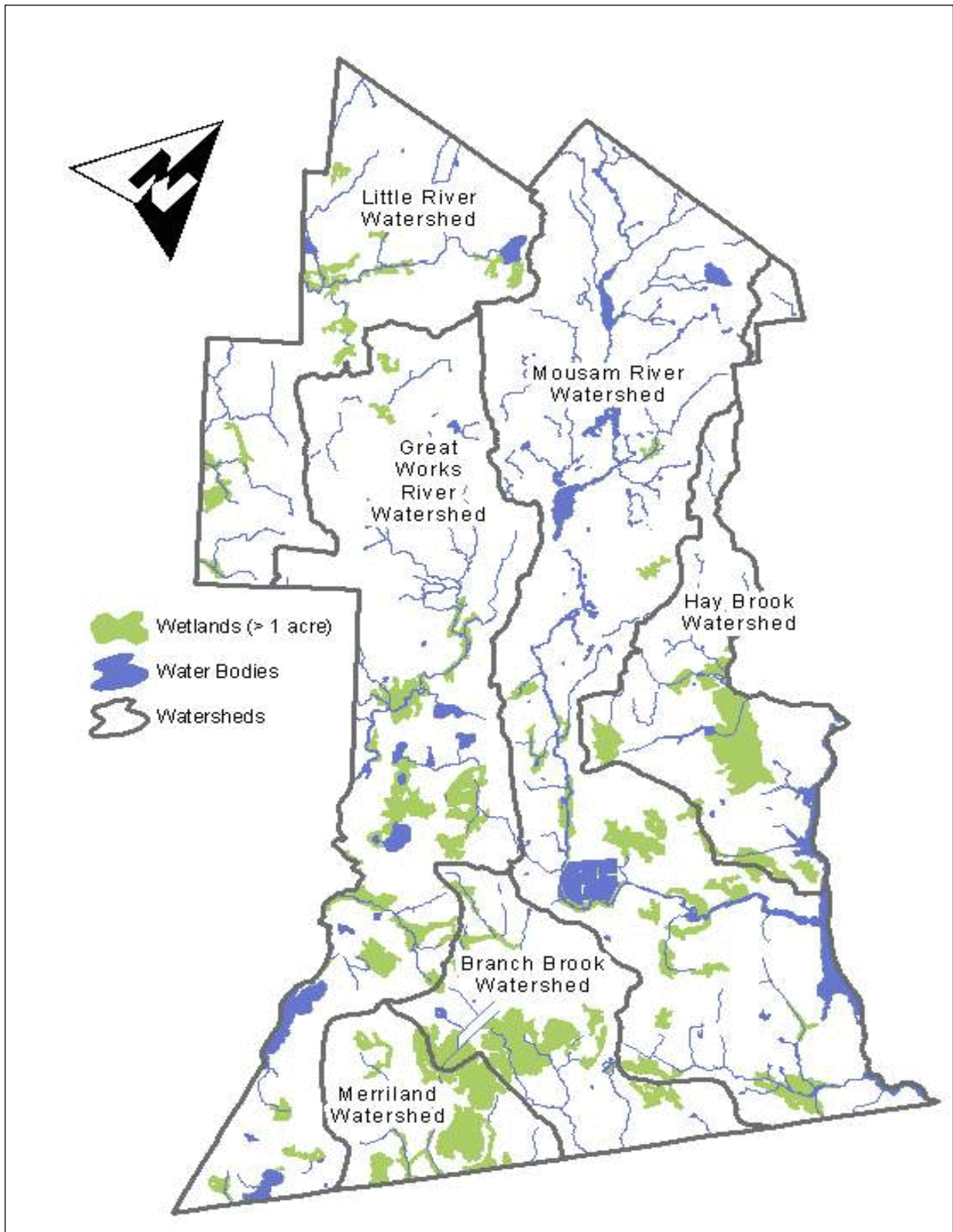
### **3. Great Works River Watershed**

The Great Works River Watershed also contains a significant amount of wetlands. The river originates in a moderate size wetland located between Hanson's Ridge and Mount Hope. At the confluence of the river and Goodall Brook there are significant wetland areas. Throughout the upstream portion of the watershed, there are numerous, small wetlands. In the central portion of the watershed there are large area which are identified as wetlands. In the area extending from Route 4 to the river between Curtis Lake and Sand Pond there is an extensive series of wetlands. There are two other large wetlands on the south side of the North Berwick Road. In the lower end of the watershed, there are a number of small isolated wetlands in the area between Ell Pond and Bauneg Beg Pond.

### **4. Little River Watershed**

There are significant wetlands in the Little River Watershed. Major wetlands are located on the south and west sides of Deering Pond and along the stream which is the outlet from the pond. There are scattered smaller wetlands along the branches of the stream system and on the backside of Mount Hope.

Figure A3-3. Wetlands Greater than One Acre



## **5. Branch Brook Watershed**

There are two large wetland systems in the Branch Brook Watershed. A major wetland is located to the south of the airport which extends into the Merriland River watershed. This is the largest concentration of wetlands in Sanford. There is also a series of wetlands on both sides of Route 109 to the south of Route 99.

## **6. Merriland River Watershed**

There are a number of significant wetlands in this watershed in addition to the wetland shared with the Branch Brook Watershed. A large wetland is located between Sam Allen road and the Wells town like. There are also significant wetlands associated with the streams leading to the Merriland River.

## **H. Floodplains**

Floodplains are 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 is the area that has a 1% chance of being flooded during any year.

Improper use, filling, and development within the floodplain created the potential for property damage, downstream contamination, and increasing flooding.

### **1. Mousam River Watershed**

A well defined 100 year floodplain exists along the Mousam. In many areas the floodplain is narrow, conforming closely to the river. There are, however, a number of areas with extensive areas in the floodplain. These areas include the Gowen Park area, the old dump area, areas on both sides of the river downstream of School Street, and areas near and downstream of the sewage treatment plant. There is a limited amount of developed land within the floodplain.

### **2. Hay Brook Watershed**

This watershed contains significant areas that are within the 100 year floodplain. A narrow floodplain exists along the length of the brook, widening as it approaches Canes Brook. The floodplain extends upstream along Canes Brook and includes the marsh to the east of Trout Pond. A large floodplain also exists along the upper reaches of Estes Lake, including developed areas along the lake.

### **3. Great Works River Watershed**

A 100 year floodplain exists along the river and along Goodall Brook. The floodplain is relatively narrow except in the following areas:

- X the wetland at the head of the river,
- X the area between the river and fishing pond,
- X the area between Curtis Lake and the North Berwick Road.

There is little development within the Great Works floodplain.

### **4. Little River Watershed**

The 100 year floodplain in the Little River Watershed is limited to the area around Deering Pong and the major streams tributary to the Little River. The floodplain along these streams is generally narrow.

### **5. Branch Brook Watershed**

There are no significant floodplains in the Branch Brook watershed.

### **6. Merriland River Watershed**

There is a 100 year floodplain along the main tributary of the river, which broadens out into the wetland at its head.

## **I. Steep Slopes**

Slope is a term for the general lay of the land and is the ratio of vertical rise of the land to horizontal distance. Slope is expressed as a percentage. Slope is a factor to be considered in determining areas suitable for developing since areas with steep slopes (those exceeding 15%) have limitations for on-site sewage disposal, require more difficult and expensive roads and utilities, have greater potential for erosion, and may be subject to slumping if they are disturbed. When steep slopes are adjacent to water bodies, erosion can result in siltation and have adverse effects on water quality.

Most of Sanford/Springvale has slopes of less than 15%. There are only a few areas which have any significant amount of land with slope greater than 15%. These areas include:

- X the northeasterly side of Mount Hope,
- X the westerly end of Hanson's Ridge,
- X scattered areas on Deering Ridge,

- X areas across from the middle school along the easterly side of Hanson's Ridge,
- X areas around Beaver Hill,
- X scattered areas along river and stream banks including the westerly side of the Mousam River through Springvale.

## **J. Fisheries and Wildlife Habitat**

The availability of high quality habitat for fish and wildlife is essential to maintaining an abundant and diverse population for both ecological and sport purposes. The Town of Sanford has a number of areas which offer quality habitat for a variety of species (Figure A3-4).

The Maine Department of Inland Fisheries and Wildlife (IF&W) has assessed the value of habitats in Sanford/Springvale. IF&W has considered these areas of special concern because of their importance as recreational resources and their economic importance to the region and the State. Aquatic habitats and the areas immediately adjacent are among the most sensitive to change and vulnerable to degradation.

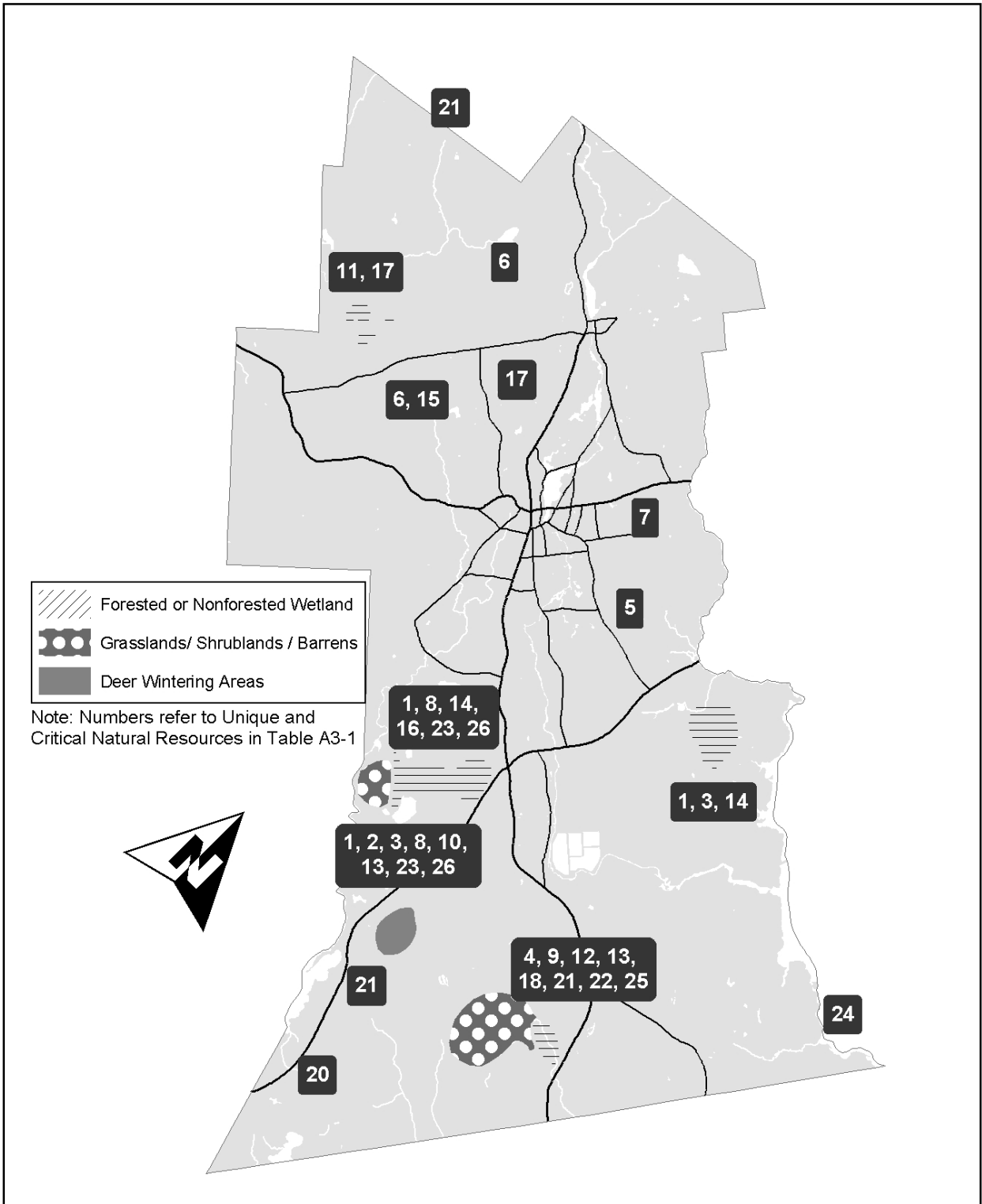
The uplands adjacent to wetlands, streams, and other water bodies, known as the riparian zone, help to protect water quality by filtering groundwater of excess nutrients and sediment before it reaches a water body, maintaining water temperature, and contributing vegetation and invertebrates to the food chain of the aquatic ecosystem. Riparian habitats also are a valuable cover type and serve as an important travel corridor for many species. Land clearing or other forms of development within the riparian zone can degrade the habitat value of water bodies by destroying or altering these functions. Other important wildlife habitats in Sanford/Springvale include:

- X deer wintering areas,
- X grasslands/shrublands/barrerns,
- X freshwater forested and non-forested wetlands, and
- X waterfowl/wading bird habitat,

### **1. Mousam River Watershed**

The Mousam River Watershed contains a number of significant resources. The section of the Mousam above Springvale, the Mill Pond, Stump Pond, Number 1 Pond, the area upstream of the old dump, the area downstream of the sewage treatment plant, and Estes Lake are all rated as having medium value as fisheries. Waterfowl/wading bird habitat is located west of William Oscar Emery Park Drive in the Number 1 Pond, along the Mousam River between Downtown and Route 4, and adjacent to Old Falls Pond. In addition, Littlefield Pond and Perkins Brook are rated as high value fisheries.

**Figure A3-4. Unique and Critical Natural Resources**



## **2. Hay Brook Watershed**

Hay Brook is rated as medium value as a fishery. Between New Dam Road and Bernier Road is a valuable forested/non-forested wetland.

## **3. Great Works River Watershed**

The Great Works is rated as a high value fishery, with Curtis Lake, Picture Pond, Little Long Pond, Sand Pond, Bauneg Beg Pond, and Ell Pond are all rated as medium value fisheries. Wading bird/waterfowl habitat is located throughout this watershed. Interspersed among these ponds are important forested/non-forested wetlands and grassland/shrubland/barrens. The only identified deer wintering area in Sanford is located in the wetland north of Bauneg Beg Pond. These wetlands provide habitat for an intense concentration of threatened and endangered species, as well as species of special concern.

## **4. Little River Watershed**

Deering Pond is identified as a medium value fishery. The area around the pond was used as an environmental study area by the former Nasson College and has continuing value as a natural resource area. Rare pocket swamps in the watershed below Hanson's Ridge and wading bird/waterfowl habitat on the stream below Deering Pond are important wildlife features.

## **5. Branch Brook Watershed**

Branch Brook (south of the airport) is identified as a high value fishery. The grasslands in and around the airport provide excellent habitat for several endangered and threatened grassland species, including the grasshopper sparrow and the upland sparrow. A pitch pine-heath barren is located in this watershed.

## **6. Merriland River Watershed**

The Merriland River watershed is identified as a medium value fishery. A pitch pine-heath barren forms the headwaters of the Merriland River.

**Table A3-1.  
Unique and Critical Natural Resources, Sanford/Springvale**

Note: This table replaces the table in the 2002 version which is deleted in its entirety

<b>Species, Ecosystem</b>	<b>Rarity</b>	<b>Status</b>	<b>Map Reference</b>
Spotted Wintergreen	S1	Endangered	16
Yellow-Eyed Grass	S1	Endangered	19
Hessel's Hairstreak	S1	Endangered	23
Eastern Box Turtle	S1	Endangered	24
Great Rhododendron	S1	Threatened	6
Pitch Pine-Heath Barren	S1	N/A	9
Atlantic White Cedar Bog	S1	N/A	2
Pitch Pine-Scrub Oak Barren	S1	N/A	10
Grasshopper Sparrow	S1B	Endangered	25
Northern Black Racer	S2	Endangered	21
Blanding's Turtle	S2	Endangered	N/A
Eastern Joe-Pye Weed	S2	Threatened	4
Atlantic White Cedar	S2	Special Concern	1
Small Reed Grass	S2	Special Concern	13
Hollow Joe-Pye Weed	S2	Special Concern	7
Fern-Leaved False Foxglove	S2	Special Concern	5
Pocket Swamp	S2	N/A	11
Atlantic White Cedar Swamp	S2	N/A	3
Swamp Saxifrage	S3	Threatened	17
Spotted Turtle	S3	Threatened	N/A
Spicebush	S3	Special Concern	15
Smooth Winterberry Holly	S3	Special Concern	14
Wiegand Sedge	S3	Special Concern	18
Ribbon Snake	S3	Special Concern	26
Sassafras	S3	Special Concern	20
Upland Sandpiper	S3B	Threatened	22
Wood Turtle	S4	Special Concern	N/A

Species, Ecosystem	Rarity	Status	Map Reference
Red Maple Swamp	S4	N/A	12
Leatherleaf Bog	S4	N/A	8
Sandy Lake-Bottom	S5	N/A	N/A

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 endangered

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

## L. Scenic Resources

### 1. Hanson's Ridge and Deering Ridge

Some of the Town's most extraordinary scenic resources are along the ridge that separates the Mousam River, Great Works River, and Little River Watersheds. This confluence of ridge lines occurs in the northwestern part of town, in the vicinity of Hanson's Ridge Road.

Hanson's Ridge both offers spectacular views over the Mousam River valley and is itself an important scenic resource. Its high plain (reaching nearly 600 feet in elevation), fertile soils, and long-time farmlands provide a sense of peace and local history that are part of the town's character, past and present. The scenic value has been altered by a subdivision, whose wide, straight roadway parallels Oak Street.

Moving north, the ridge line drops and meets Deering Ridge, which again rises to 600 feet and above. Through the low point between the two ridges runs the former Boston and Maine rail bed, now used as a recreational pathway. Deering Ridge does not have the plateau of Hanson's Ridge, but its views are equally impressive. Indeed, the views back and forth between the two ridges are as enjoyable as those to the Mousam River Valley.

### 2. Mount Hope

Mount Hope separates the Great Works River and Little River Watersheds. The land rises steeply from east to west 670 feet. There is then an extended ridge to the west along Route 202. This area has spotty development, including communications towers atop Mount Hope, but offers vistas over the Little River as well as Downtown and the Mousam River.

### **3. Deering Pond and Littlefield Pond**

Deering Pond, at the headwaters of a tributary to the Little River, has an undeveloped shoreline and, as previously mentioned, is a significant natural resource for its wildlife and surrounding woodlands, as well as its scenic views. Littlefield Pond is perched in the rolling topography above Springvale, between Elm Street and Littlefield Road. The rolling topography itself is scenic, as is the pond.

### **4. Mousam River**

The Mousam River, particularly its dams and the resulting ponds and waterfalls, provides important urban scenery that is enjoyed by thousands of residents each day. Major public roads cross or pass by the ponds– Mill Pond, Stump Pond, and Number 1 Pond– that break up the urban landscape. The public views from these vantage points, as well as nearby recreational areas, are a valued part of living in Sanford and Springvale.

Downstream, refreshing views can be had of the Mousam River and Estes Lake where New Dam Road crosses between them; and, in the southeastern corner of town, of the river and Old Falls Pond from the Witchers Road crossing.

## **M. Issues and Implications**

X The ridges surrounding the developed areas of Sanford and Springvale have significant areas of shallow to bedrock soils. This constraint will make the extension of sewer and water service into these areas difficult and costly.

X Water quality in Estes Lake has dramatically improved as a result of advances levels of treatment at the sewage treatment plant. While the major source of phosphorous in the lake is the sewage treatment plant, further activities to control nutrient loading to the lake from surface runoff and poorly functioning septic systems may be desirable to assure that future algae problems are minimized.

X The water quality in many of the Town's ponds, including Bauneg Beg Pond, Ell Pond, Curtis Lake, Sand Pond, and the small ponds in the Great Works River watershed are vulnerable to degradation due to increased phosphorous levels and possible algae problems. Activities to control nutrient loading to these water bodies may be desirable.

X Branch Brook is the source of supply for the Kennebunk, Kennebunkport, and Wells Water District. The watershed of the brook probably includes Sanford airport and development in the area of the airport. Development in this area is important to the Town's economic base. Therefore, there is a need to

balance the Town's interest in seeing further development in this area with the regional interest of water supply protection.

- X The continued existence of combined sewers is a potential water quality problem, despite the progress that has been made. The Town and Sewerage District should work together to continue separating combined sewers to allow the remaining combined sewer overflows to be discontinued.
- X The Sanford Water District relies on groundwater from sand and gravel aquifers to supply the public water system. Extreme care must be taken to protect the recharge areas of these wells from contamination. Careful regulation of the use of land in these recharge areas will be necessary to balance the need to protect the public water supply with the rights of private property owners within these areas.
- X The location of the Town's airport and industrial areas over a large sand and gravel aquifer presents the potential for contamination of the groundwater in this area. The Town should consider regulations which assure that new developments in this area incorporate safeguards which reduce the risk of groundwater contamination and protect the groundwater.
- X The Town contains significant areas of wetlands. These areas are unsuitable for many uses, and some areas have value as fisheries and wildlife habitat. The Town may want to restrict the alteration or filling of identified wetlands to protect against unsound development and to maintain their value as habitat.
- X Much of the mapped 100 year floodplain in Sanford/Springvale is undeveloped. Unwise use of the floodplain creates the potential for property loss, contamination of the water and increased flooding due to damming action. The Town should consider restricting development in floodplains and regulating activities in these areas to prevent contamination, to minimize property damage, and to assure that flooding of upstream properties is not increased.
- X The Town contains significant areas in which soil conditions limit the installation of septic systems. The Town should consider restricting new, unsewered development in these areas and should direct growth away from these parts of the Town unless sewers are available or feasible.
- X The ability of the soils to accommodate on-site sewage disposal varies greatly. The density of development in areas outside of the sewer service area should be tied to the suitability of the soil for septic systems.

- X The Town contains only a very limited amount of prime farmland soils. Only a portion of these areas are in current agricultural use.
  
- X The riparian zone adjacent to the Town's rivers and streams play an important role in their value as fishery and wildlife habitat. The Town should consider working to retain naturally vegetated buffers along stream segments that have high or medium value as fishery or wildlife habitat.
  
- X The Town contains significant fisheries and wildlife habitat that is not protected under current regulations. The Town should consider working to protect these resources, especially areas that have high concentrations of threatened and endangered species.

## **APPENDIX A4**

### **WATER AND SEWER SERVICE**

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(October 7, 2002)

Within the built-up area of the Sanford/Springvale, public water and sewer service is widely available. Outside of this area, water supply and sewage disposal is generally an individual responsibility based on individual wells and septic systems. This chapter provides an overview of the current situation with respect to water and sewer service.

#### **A. Public Water Service**

The Sanford Water District provides water supply within the Town of Sanford. The Water District was formed as a quasi-municipal water district in 1931 by an act of the legislature to take over the existing privately-owned Sanford Water Company and the Springvale Aqueduct Company. The District operates independently of the Town and is governed by its own elected Board of Trustees.

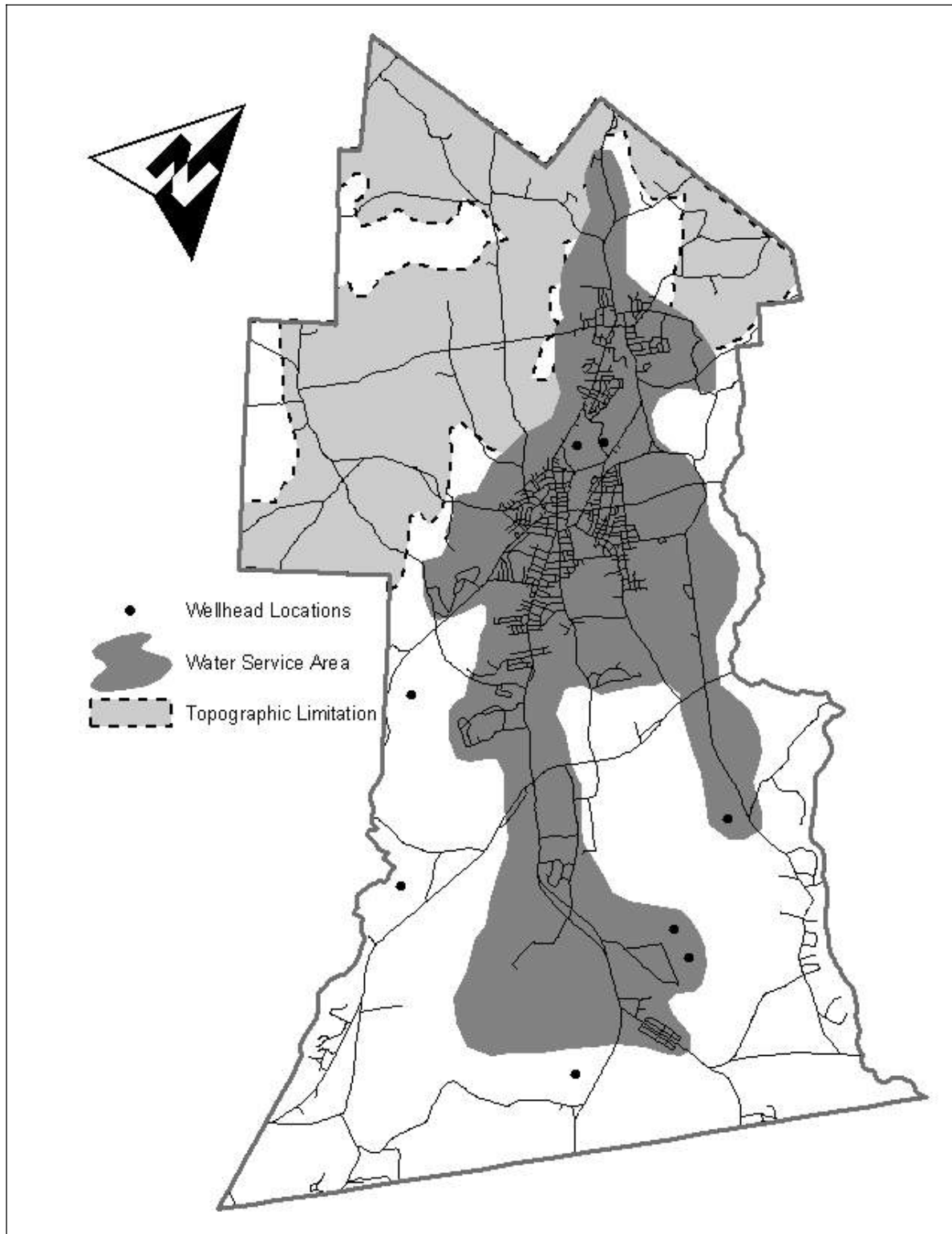
##### **1. History of the System**

The Springvale system was originally supplied by Littlefield Pond located in the northwest corner of the town. The yield of the pond was insufficient in drought years, and additional water was supplied by an intake from the Mousam River and from a connection to the Sanford system. In 1931, the Sanford and Springvale systems were tied together and now operate as a single system. While Littlefield Pond is no longer a source of supply, the District has maintained a line to the pond, allowing it to be available as a backup supply in the case of emergencies.

The Sanford system was originally supplied by a field of 48 wells located behind the District's offices on River Street (Figure A4-1). This well field provided an adequate supply for the system until the mid-1960s.

During the early 1960s, a New England-wide drought, coupled with expanded demand as a result of industrial growth in South Sanford, resulted in supply shortages. To expand its supply, the District established four new wells in the late 1960s and early 1970s. The "Cyro" well and pumping station located near the industrial park in South Sanford was opened in 1965 and followed quickly by the New Dam station (1967), Cobb #1 (1967), and Cobb #2 (1971). The development of the New Dam facility resulted in a large area being provided with public water service for the first time (Figure A4-1).

**Figure A4-1. Sanford/Springvale Water Service Areas**



## **2. Water Supply**

The system of the main well field plus the seven newer wells provides water service to the majority of the built-up areas of Sanford and Springvale (Figure A4-1). The system has a maximum capacity of safely yielding approximately 4.8 million gallons per day (MGD). Peak demand on the system reaches 4.0 MGD for a few days each year.

In the early 1990s, changes in federal and state drinking water laws required that a section of the main well field be removed from water production. Recent advances in microfiltration may make water production from this site feasible again, although supply increases elsewhere and the cost of installing this filtration technology make the site more attractive as a back-up for future water production needs. The loss of a section of the wellfield resulted in a production loss of approximately 0.3 MGD.

This loss of water production was offset by the creation of an additional 1.3 MGD of supply at two new gravel-packed well locations. The Old Mill Road site produces approximately 0.5 MGD and includes a pump station and a chemical feed system. The Country Club Road #2 site produces approximately 0.8 MGD and includes a pump station, chemical feed system, and back-up generator.

Demand on the system has been steady for the last few years. Large users (mostly nonresidential customers) use approximately 40% of the water, and small users (mostly residential) use the remaining 60%. This ratio has been slowly increasing towards the residential users, which is part of a gradual trend that has been occurring for the last few decades. The District believes that the water supply is adequate to meet any growth in demand unless a high water consuming use were to move to the community. The excess supply provides the District with a cushion should it experience problems with any of its well sources.

If the District needs to expand its supply beyond current levels, it will need to investigate additional sources. The potential for developing additional water becomes more difficult as new regulations designed to ensure adequate water quality are adopted. New water supplies may be limited, requiring the District to investigate possible water sources including a groundwater site on Sam Allen Road and surface water sources such as the Mousam Lake, Mousam River, and the Saco River.

## **3. Public Water Service Area**

The District's system is essentially a gravity-fed system supported by three standpipes. In addition, there is a small pressurized line above the District's standpipe on Hanson's Ridge, which provides service to homes in that area. The existing system provides pressure to the service area (Figure A4-1) of between 35 psi (near the Shapleigh town line) to about 130 psi in the southern area of Sanford. The District prefers not to service areas where the pressure is below 40 psi. This limits

service to areas with elevations below approximately 430 feet above sea level. There is a small area in the northeastern part of the Town (Beaver Hill-Littlefield Pond) and significant areas in the northwestern part of the Town (Hanson's Ridge, Deering Ridge, Mount Hope) that are above the elevation serviceable by the existing gravity system.

#### **4. Water Quality**

The District is dependent on groundwater as its sole source of supply. In the early 1990s, the District and the Town worked to create a Wellhead Overlay Zone; a two-tiered protection program designed to protect the wellheads from pollution. The boundaries of this protection program are defined by the amount of time it takes a drop of water to travel through the ground to the wellhead. Each wellhead is surrounded by an 'A Zone' that severely limits subsurface waste disposal (i.e. septic systems) within a 200-day travel time to the wellhead. The 'B Zone' is much larger and less restrictive; it only allows the District to comment on development projects within a 1,500-day travel time to the wellhead.

The District's water quality is sound. The District has recently implemented a lead/copper rule that adds hydroxide to decrease slightly the acidity of all pumped waters. The District is considering treating iron and manganese in the future more because it is an operational nuisance (requiring some water mains to be periodically flushed) than a health concern.

#### **5. Water Supply Issues and Implications**

X The District currently relies on land ownership and the Wellhead Protection Program to protect the quality of groundwater in the vicinity of its wells. The recharge area for the wells typically extends significantly beyond the land owned by the District. This creates potential conflicts over the use of land in these areas.

X Federal and State water supply standards rendered the main well field inadequate for drinking water consumption. The loss of water supply from this well field has been offset by new wells elsewhere in town. Advances in microfiltration may allow this well field to come back online.

X Residential demand for water is increasing slightly. Commercial demand for water is expected to decrease as several large water users are cutting back their operations or relocating their business altogether.

### **B. Public Sewer Service**

The Sanford Sewerage District provides public sewer service and sewage treatment facilities within the Town of Sanford. The District was created in 1947 by an act of

the legislature to “provide, construct, and maintain and operate those systems of sewerage and sewerage disposal, and to lay, make, and maintain such common sewers as the board of trustees may from time to time deem necessary for the health, welfare, comfort and convenience of the inhabitants of the Town of Sanford.” The District took over operation of the sewer system from the Town. The District operates independently of the Town and is governed by its own elected Board of Trustees.

## **1. Capacity of the System**

The Sewerage District operates a system consisting of a sewage treatment plant, interceptor sewers, local sewers, and thirteen pumping stations.

The sewage treatment plant is located on the east side of the Mousam River at the bend in the River (Figure A4-2). The plant provides advanced treatment of the sewage. The treated effluent is discharged from the plant into the Mousam River. The treatment plant has the capacity to treat more than 8.0 million gallons per day (MGD), but characteristics of the Mousam River (which receives the treated effluent) dictate that plant capacity rarely surpasses 4.4 MGD. During summer months, when river flow is low, the treatment plant is limited to 3.5 MGD. Approximately 2.7 MGD flow into the system on an average day, although during rain events this can increase to more than 5.0 MGD. There is a system of lagoons to hold the excess sewerage until the treatment plant can process the waste.

Within older portions of the town, some of the system consists of combined sewers which carry both sewage and stormwater. This results in the overboard discharge of untreated flows during wet periods through a series of combined sewer overflows (CSOs) and bypasses at pumping stations. The District has been involved in an ongoing program of stormwater separation in conjunction with the Town by removing stormwater catch basins from the sanitary sewer system. Currently, only 50 of a one-time 250 catch basins remain connected to the sanitary sewer system. These are being replaced at the rate of approximately 10 per year. In addition, the District has undertaken a program of sewer rehabilitation/replacement to reduce the amount of infiltration into the system.

## **2. Sewer Service Area**

The sewer system services most of the built-up portion of Sanford, including the South Sanford industrial area (Figure A4-2). The District operates as a gravity system except for the Goodall Brook and Great Works drainage basins and the South Sanford area. The upstream portion of the system functions as two branches that serve either side of the Mousam River. These two branches join together in the downtown area and continue as a single gravity system downstream to the main pump station where it is pumped across the river to the treatment plant. The sewage collected in the Goodall Brook and Great Works drainage basins goes by gravity to a series of

pump stations and then is pumped into the main gravity system. In South Sanford, a system of small pump stations has been developed to allow individual projects and areas to pump their sewerage back into the gravity system which terminates around Cyro Road.

At the present time, the District's sewerage system services primarily the lower elevations of the Mousam River watershed. Two factors function to constrain the potential expansion of the sewer service area:

§ The built-up portions of Sanford and Springvale sit in the Mousam River Valley. Much of the area surrounding this built-up area is undeveloped and is theoretically serviceable by gravity sewer connections into the existing system. However, the presence of significant amounts of ledge close to the surface of the ground in these areas and the presence of numerous small streams make the extension of public sewers costly. In addition, the existing gravity system consists of small sewers at its extremities in the older, built-up areas of Springvale and Sanford. This creates a potential constraint to sewer extensions.

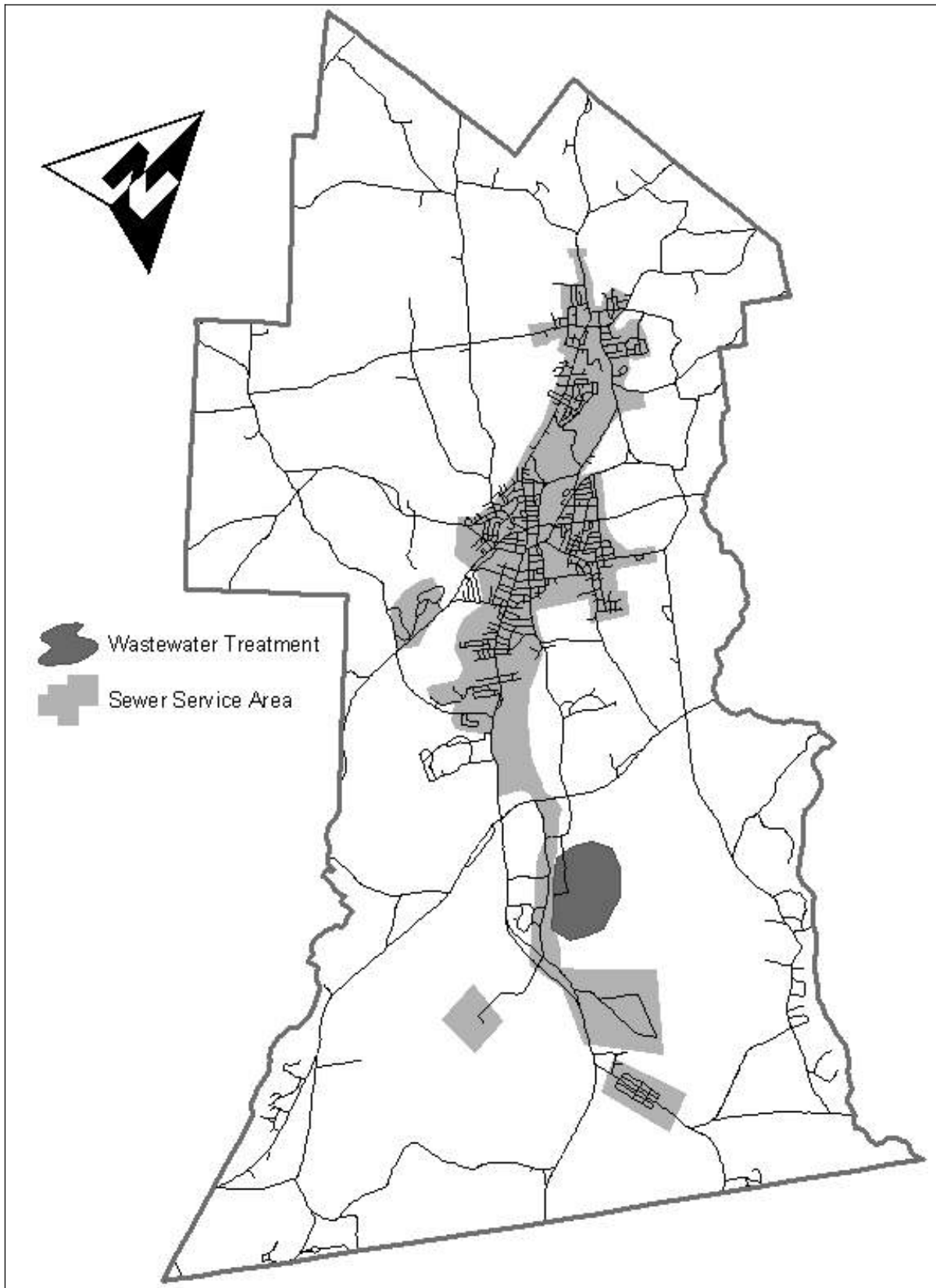
§ Sewering of new users outside of the Mousam River watershed requires that the sewage be pumped into the main gravity system. Existing pump stations in the Goodall Brook/Great Works River watershed make expansion of the sewer system feasible in the area between the North Berwick Road and Route 202. Sewering of the area on the westerly side of Route 109 in the vicinity of Curtis Lake and Fishing Pond will require the construction of a pumping station to lift the sewage back into the gravity system. Similarly, much of the South Sanford area including the industrial park, airport, and nearby residential areas cannot be serviced by gravity except for a small area on the north side of the airport.

There are several areas in which the extension of public sewer is generally feasible, most notably an area immediately west of the Sanford urban center and fringe areas around Sanford and Springvale. It should be noted that expansion into other areas is technically feasible either by gravity or through construction of pump stations, although costs may be significant. The District currently requires that developers pay the entire cost of sewer extensions and road system upgrades necessary to service new developments. The District also has a program for assessing the costs of petitioned sewer extensions in built-up areas against property owners benefitting from the improvements.

### **3. Sewer Issues and Implications**

X There are still a number of Combined Sewer Overflows (CSOs) that, during large rain events, occasionally allow untreated sewer to flow into the Town's water bodies. These CSOs are currently being eliminated under the CSO Master Plan.

**Figure A4-2. Sanford Sewer District**



X While the District and the Town maintain communication on planned developments and the District participates in development reviews, expansions of the system currently result from individual development projects or District improvements. This could result in a haphazard system with a large number of small pump stations and force mains which become an operational problem. The District and the Town should work toward identifying potential expansion areas, development master sewer plans for these areas, and establishing a program for financing the needed improvements which may involve impact fees or similar mechanisms which involve sharing the cost of the improvement among the property owners benefitting from the project.

X Low seasonal flow rates in the treatment plant's receiving waters (the Mousam River) create a treatment issue. While the treatment plant can handle 4.4 million gallons per day, during the summer months, the receiving waters can only handle a maximum of 3.48 MGD. The Sewer District is looking into tertiary treatment so that it would be able to discharge more than 3.48MGD during the summer months.

## APPENDIX A5 LAND USE PATTERNS

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(October 23, 2002)

### A. Overview

Sanford and Springvale grew from the river. First were power saw mills in Springvale, and then, beginning in the mid 19<sup>th</sup> century, large power textile mills developed in Sanford. These mills employed thousands of workers, who, along with their families and need for goods and services, created the urban centers of Sanford and Springvale.

For nearly 200 years, the pattern of settlement and land use was compact, centered around these two villages, which became interior York County's urban center. As late as 1960—several years after Sanford suffered the devastating loss of most of its textile industry—nearly 90% of the population lived in the urban areas of Sanford and Springvale. Most lived within walking distance of schools, churches, and stores, which were also concentrated in the urban centers.

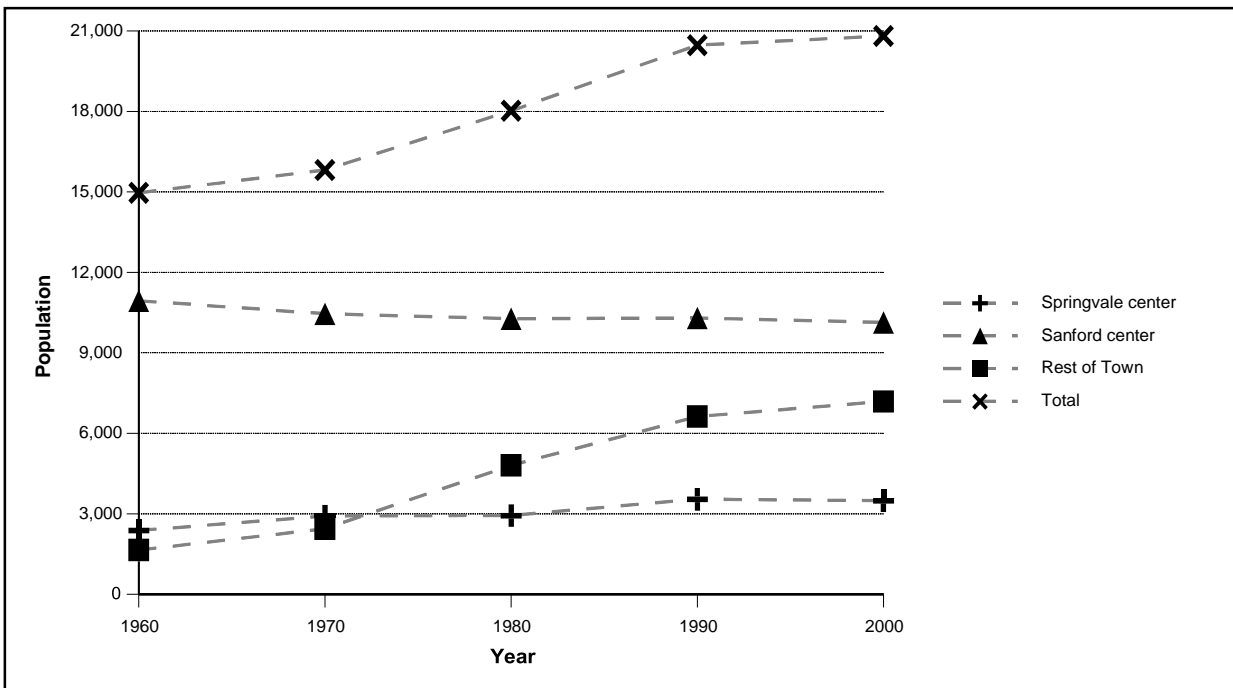
A dramatic change occurred in the last 40 years. Virtually every type of urban land use migrated from Downtown Sanford and Springvale to more rural areas. Much of the economic activity has moved south toward South Sanford along Route 109. Residential development has spread amoeba-like in all directions. At first this change was incremental—short distances from the centers—but during the last 20 years, it has leapfrogged to all corners of town, including former farms and woodlands, and along ridges and highlands.

Census statistics illustrate the suburbanization of Sanford's residents. In 1960, 89% of the population lived in the built-up centers of Springvale (16%) and Sanford (73%) (See Figure A5-1). In 1970, this proportion dropped to 84%. By 1980 it had fallen to 73%. In 1990 it was 67%. By 2000, 66% of the population lived in the built up areas of Springvale (17%) and Sanford (49%).

In numbers, the urban centers of Springvale and Sanford in 1960 had about 13,300 people; the outlying areas had only about 1,650. Today, the urban centers have roughly the same population (13,600 people) but the outlying areas have grown 4.4 times to 7,200.

Sanford covers 50.36 square miles (32,230 acres). Suburbanization across this area raises questions not only about conflicts between traditional rural land uses and new development, but also about the cost of delivering Town services over such a wide area.

**Figure A5-1.  
Sanford/Springvale Population Growth, 1960 - 2000**



Source: U.S. Census Bureau

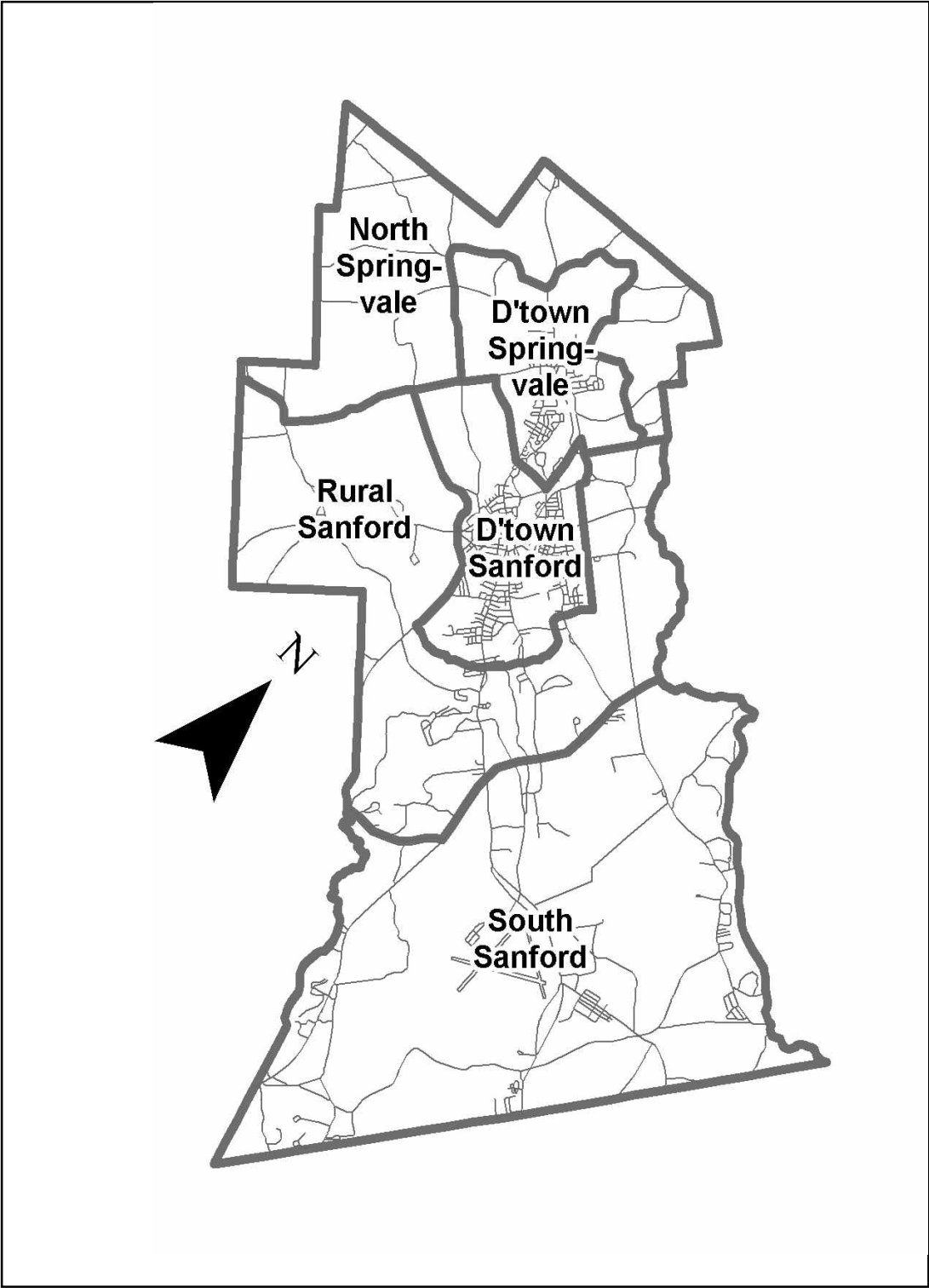
## **B. Residential Development Since 1980**

### **1. Pattern of Development**

For purposes of this analysis, the Town has been divided into five sections (Figure A5-2):

- X Downtown Springvale– delineated by the US Census Bureau as Springvale Census Designated Place
- X Downtown Sanford– delineated by the US Census Bureau as Sanford Census Designated Place
- X North Springvale– remaining area around Springvale (Census Tract 301 excluding Springvale CDP)
- X Rural Sanford– remaining area around Sanford (Census Tract 302 excluding Sanford CDP)
- X South Sanford– Census Tract 303

Figure A5-2. Census Designated Areas of Sanford and Springvale



Source: US Census

Tables A5-1 and A5-2 quantify changes in the residential pattern of development between 1990 and 2000. Among the important conclusions drawn from the tables are:

X Nearly 4 in every 5 new housing units added to the Town of Sanford's housing stock between 1990 and 2000 was in the rural parts of town (386 out of 481 total new units), which include North Springvale, Rural Sanford, and South Sanford. This suggests that the outlying areas of Sanford/Springvale are growing at a faster rate than the more urban areas and could impact the way in which facilities and services are offered.

X The vast majority of new housing was in single family and mobile homes.

**Table A5-1.  
Housing Units, 1990 - 2000**

	1990	Absolute Change	% Change	2000
<b>Downtown Springvale</b>	1,469	32	2.2%	1,501
<b>Downtown Sanford</b>	4,275	63	1.5%	4,338
<b>North Springvale</b>	277	48	17.3%	325
<b>Rural Sanford</b>	670	122	18.2%	792
<b>South Sanford</b>	1,635	216	13.2%	1,851
<b>Total Sanford</b>	8,326	481	5.8%	8,807

*Source: US Census*

**Table A5-2.  
Type of Housing Unit, 1990 - 2000**

	1990	Absolute Change	% Change	2000
<b>Single Family</b>	4,933	382	7.7%	5,315
<b>Duplex</b>	1,151	-75	-6.5%	1,076
<b>Multi-Family</b>	1,761	29	1.6%	1,790
<b>Mobile Home</b>	433	187	43.2%	620
<b>Other</b>	37	-31	-83.8%	6
<b>Total Housing Units</b>	8,315	492	5.9%	8,807

*Source: US Census*

## **2. Residential Zoning**

This pattern of residential development has been fostered, or at least abetted, by the town's zoning requirements. The residential zones— general residence, single residence, residential development, and rural residence— allow greater variety and density of housing near the urban core, and less variety and density moving away from the urban core.

General Residence (GR), which allows a mix of single family, multifamily, institutional, and professional and business office uses, surrounds the town's commercial and older industrial sectors. Much of the older residential part of the town is contained in this zone, which has little vacant land remaining. Allowable density in the GR district is one unit per 5,000 square feet (or about 8 units per acre).

The Single Residence zone encompasses the single family neighborhoods that have long been a part of the urban center. They are generally, but not always, separated from the commercial and old industrial core by the GR zone but are still very much a part of Sanford's urban fabric. The single residence zone is virtually all sewered, and the allowable density is one unit per 10,000 square feet (or about four units per acre). Little vacant, developable land remains in this zone.

The Residential Development zone is designed as a transitional area between the older urban center—with its matrix of commercial, mill yard, and residential activity— and the surrounding rural area. The zone allows single family and two-family dwellings by right, and multi-family dwellings are allowed as a conditional use. A number of institutional, agricultural, and extractive uses also are allowed as conditional uses. Public sewer has been extended to parts of the Residential Development zone, but much of it is not sewered. The maximum density is 10 dwelling units per acre (if the development is designed as an urban neighborhood) and 6 units per acre otherwise.

The Rural Residence zones surround the built up parts of Sanford. They allow single family homes and a variety of traditional rural and suburban uses. The allowable residential density is one unit per two acres, which makes it almost indistinguishable from unsewered parts of the Residential Development zone.

The preponderance of residential development during the 1990s was in the Residential Development and Rural Residence zones. There is no identifiable pattern to the development.

## **C. Commercial Land Use**

### **1. Pattern of Development**

Commercial land uses have spread out of Downtown Sanford along Route 109, especially to the south. Until 40 years ago, Downtown was the primary commercial center for Sanford and surrounding towns. It contained general merchandisers, food stores, apparel and other specialty stores, and financial and other services. It served as a community center that offered a mix of convenience and comparison goods and services.

In the mid-1960s, the first suburban shopping center was built at the intersection of Old Mill Road and Route 109, a mile-and-a-half south of Downtown. The 94,000 square foot center was co-anchored by a supermarket and a discount department store. This was the first large-scale suburban commercial development.

In response to the suburbanizing shopping pattern and in an attempt to revitalize Downtown Sanford, the Town, with assistance from the federal government's urban renewal program, cleared a block of deteriorated buildings and helped construct the Mid-Town Mall. Mid-Town Mall is a split level, 70,000 square foot, suburban style shopping center in the heart of the Downtown, with a large off-street parking lot owned by the Town. Initially, it was mostly oriented towards selling goods (it was anchored by a discount department store). But the mall, competing with suburban shopping stores, has become increasingly service-oriented (personal, health, recreational, social, and financial services).

The Mid-Town Mall and similar developments helped to bolster Downtown's commercial activity, at least for a period of time, but it did not stem suburbanization. Auto-oriented businesses, banks, and small office spaces moved toward and around the Shaw's shopping center to the south. In 1989, the 226,000 square foot Center for Shopping opened at the intersection of Route 109 and Route 4 in South Sanford. In the early 1990s, the epitome of the suburbanizing shopping pattern—the big box retailers—moved into South Sanford.

In addition to the movement of goods and services from the Downtown to the fringes, manufacturing and office space has moved to outlying areas, typically in an industrial or business park near the airport.

### **2. Downtown Sanford**

As with many downtowns in older urban centers, the future role of Downtown Sanford is unclear. Currently, its role is being defined more by what is left over after suburbanization than by any particular vision of what Downtown should be and how it should get there. Beginning efforts to revitalize the Downtown as a multi-

use, residential and commercial center are taking shape and if enacted could dramatically reshape the function of the Downtown for Sanford as well as the rest of the region.

Nevertheless, the Downtown has vitality:

- X There is a significant amount of commercial space (approximately 250,000 square feet, which is larger than the typical footprint of a Super Big Box store) along Main Street in Downtown Sanford.
- X Downtown Sanford is a local finance center, with several banking institutions.
- X Downtown Sanford is a local government center, including Town Hall and related functions.
- X Downtown Sanford is a funnel for traffic on Routes 109 and 202, with an annual average daily traffic count in 1999 of more than 20,000 vehicles per day.
- X Downtown Sanford is surrounded by a substantial population base in a compact residential setting easily accessible to Downtown.

On the other hand, the Mid-Town Mall is a good example of how suburban competition has taken its toll on the mix of the Downtown's commercial activity, especially the retail trade. In the important "comparison goods" category—which includes general merchandisers (department and variety stores), apparel stores, furniture and household furnishing stores, and other specialty stores—fewer than 15 such stores remain Downtown. These are important stores because of the type of destination, comparison-shopping traffic they generate. Much of the Mid-Town Mall was once retail space and is now mostly service space.

In the face of suburban shopping centers and big box competition, some downtowns have sought to serve specialized roles: for example a financial/cultural/entertainment role (Portland); a specialty theme role (factory stores in Freeport); a tourist role (Camden). By virtue of geographic and/or demographic limitations, Downtown Sanford probably does not have these options. The market area population is too small and too blue collar to support a sizeable cultural/entertainment/restaurant center. Portland and Portsmouth are too close for Sanford to evolve as a regional financial or business services center. Sanford is off the major paths for tourists.

On the other hand, Downtown Sanford might well take note of its survival over the last decade in the face of suburban competition, and of the evolving mix of business

that has allowed that survival. In addition, while the Town of Sanford's population has remained relatively stable, the population of the surrounding communities has grown dramatically. Increasingly, Sanford/Springvale is expanding its service center role by offering personal, local financial, educational, governmental, social, and recreation services for the region. That, combined with the remaining nucleus of specialty retail stores, could serve as the foundation for a long-term strategy of growth.

## **D. Industrial Land Use**

Sanford/Springvale has two principal industrial areas.

The oldest and largest, in terms of building space, is the former Goodall Mill complex in the center of Downtown Sanford, now known as the Sanford Mill Yard. Occupancy in the mills had been relatively high through the mid 1990s, but has fallen recently as a few large users have decided to relocate their operations. Ownership of the complex is fragmented; consequently, there is no unified promotions or maintenance of the space.

The largest industrial area, in terms of land, is in South Sanford. More than 2,000 acres of land from the Airport to the New Dam Road are zoned for industrial use. Some of this land is occupied by the airport itself. Nearly 500 useable acres of this land exists within the Airport Industrial Park, the Sanford Industrial Park, the Sanford Estates Industrial Park, and the Adams Business Park. In addition, several large independent business/industrial sites are interspersed among the parks and airport. The remainder of the land, roughly between the power line right-of-way and the New Dam Road is vacant and unserviced. Much of this land was proposed for an oil refinery in the 1970s and zoned accordingly, but no industrial use materialized. An exception in this area is Levalley Lumber, located at the juncture of New Dam Road and the Mousam River.

The focus of the Town's industrial development effort has been in part focused on the industrial park development in South Sanford. This effort has had to increasingly be aware of, and take into account, environmental concerns, including:

- X wetlands associated with the low sandy plain that characterizes much of the area;
- X a recharge area around one of the water district's well heads; and
- X the headwaters of Branch Brook, which flows into Kennebunk/Wells and becomes the source of the water supply for the Kennebunk-Kennebunkport-Wells Water District.

Another industrial area site includes two former mill buildings in Springvale (between the Mousam River and Railroad Avenue). These two mill buildings are in use.

## **E. Farm and Forest Land**

### **1. Farm Land**

As noted in the chapter on Natural Resources, only limited veins of prime farmland soils are found in the Town of Sanford. One runs along Hanson's Ridge and Deering Ridge, reaching down into the Blanchard Road area. Another is along the Mount Hope/Route 202 corridor. A third vein is along the Route 109 corridor in South Sanford. And a patch is found in the Bernier Road area. There are also isolated pockets of prime farmland soils in other areas of Town, such as along the Grammar Road, near Littlefield Pond, and in the Country Club area.

Agriculture has not been central to the Town's growth as a community, but it has become an important component of the town's identity. Some of these agricultural operations remain active and vestiges of agriculture's past remain throughout Sanford/Springvale. A number of hay fields and orchards dot the town, especially the scenic Hanson's Ridge area. Many of the larger farms from Sanford's past have been replaced by smaller specialty farms spread throughout town.

### **2. Forest Land**

Outside of the urban center, the South Sanford industrial area, and the farm fields of Hanson, Deering, and Shaw's Ridges, most of the land in Sanford is wooded. The species vary widely, from white pine in the sandy plain of South Sanford to hardwoods in the uplands of the Deering area. A total of 4,981 acres are enrolled in the Tree Growth Tax Program.

## **F. Municipal Land Use**

As described in more detail in other chapters (see Public Facilities and Recreation and Open Space), most of the Town's public facilities are located in the urban centers of either Sanford or Springvale. This is because historically this is where the population was. As population has spread out in recent decades, public facilities have also begun to disperse.

Nevertheless, the concentration of public facilities in the urban center is important from several standpoints. Town Hall is an anchor for Downtown Sanford. Schools are within walking distance of much of the population. Other public buildings, like the libraries, are both conveniently located and important parts of the Town's identity. In the face of a scattering development pattern, these public buildings help Sanford/Springvale keep its 'sense of place.'

## **G. Issues and Implications**

- X The shift in the population from the urban centers to the rural areas will alter the way services and facilities are offered to residents. Historic and current services and facilities may not be compatible with future demands.
  
- X Increasing residential and commercial development in the town's rural areas, especially South Sanford, will at times conflict with wildlife habitats, scenic views, open spaces, and traditional land uses.
  
- X The future role of the urban centers is unclear, but changes within the town and within the region create opportunities to craft a future role that better serves the changing needs.

(October 23, 2002)

Whether it is an evening walk through the neighborhood, a car-ride to the hairdresser, a bus ride to work, or an airplane flight to a vacation destination, transportation corridors are the links to the world beyond our doorstep.

Changing development patterns and changing economic conditions alter the way in which people move through the landscape. The population has grown rapidly in towns surrounding Sanford/Springvale. Employment opportunities in Sanford/Springvale and along the York County coastline have mushroomed. Increasingly, services that were once available in dense urban areas are moving to more outlying locations. These trends, and many others like them, impact how residents move in and around town.

This chapter inventories the Town of Sanford's transportation network and where appropriate, quantifies the changing uses of this system.

## **A. Vehicular Traffic**

### **1. Road Classifications**

Sanford/Springvale is served by a public road network totaling 163 miles (Figure A6-1). Of this mileage:

X 22 miles are arterial roadways, defined by the Maine Department of Transportation as travel routes that carry high speed, long distance traffic, usually with interstate or U.S. Route number designations. The arterial roads in Sanford/Springvale include:

- X Route 202,
- X Route 109 (Main Street), from the Oak Street/Bridge Street intersection in Springvale to the Wells border, and
- X Route 4.

X 28 miles are collector roadways, defined by MDOT as travel routes that collect and distribute traffic from and to arterials, serving places of lower population densities and somewhat removed from main travel routes.

- X Roads classified by the state as "major" collectors include:
  - X Route 11A,
  - X Route 224,
  - X River Street

- X School Street,
- X Jagger Mill Road,
- X Route 99,
- X Hanson's Ridge Road,
- X Berwick Street,
- X New Mill Road,
- X Bennet Street,
- X North Street,
- X Grammar Road,
- X Grammar Street,
- X High Street, and
- X Rest of Route 109.

- X Roads classified as "minor" collectors include:
  - X New Dam Road; and
  - X Mount Hope Road.

- X 113 miles are local roads, defined by MDOT as all roadways not classified as an arterial or collector, and serving primarily adjacent land areas.

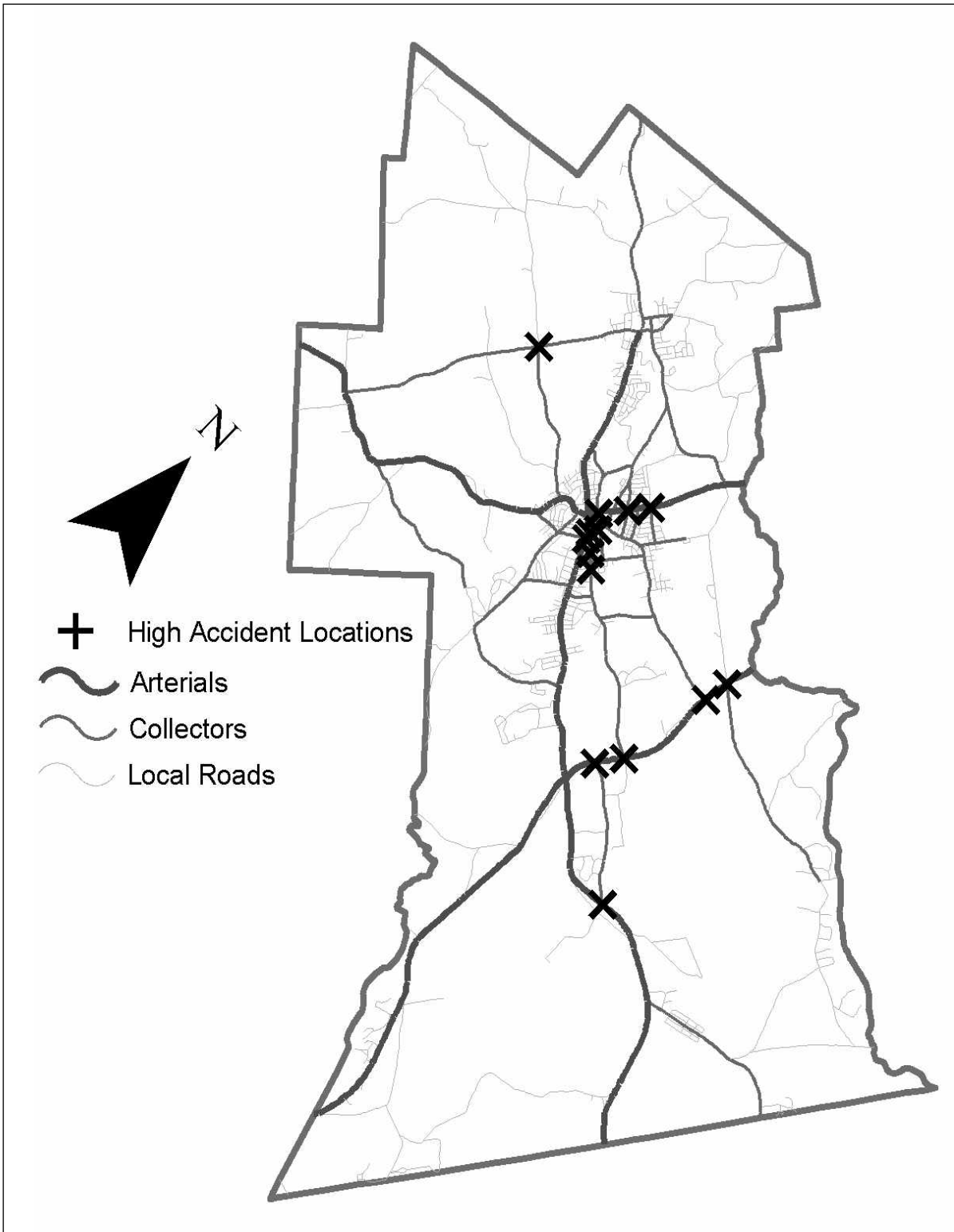
## **2. Road Standards**

Standards for the design and construction of roads in the Town of Sanford are contained in the Town's subdivision ordinance. They distinguish among commercial, collector, local, and private way. The standards are conventional, requiring:

- X for commercial, 80' rights of way, 30' of pavement, and 8' of shoulders on each side;
- X for collectors, 60' rights-of-way, and, in urban areas 32' of pavement or 24' of pavement in rural areas (sidewalks are required in urban areas if connection to existing sidewalk is feasible);
- X for local streets, 50' rights of way, and in urban areas 26' of pavement or 22' in rural areas (sidewalks are required in urban areas and are required in rural areas if connection to existing sidewalk is feasible); and
- X for private ways, 33' right of way and a 16' pavement width.

In addition to the road standards, the Town regulates the access of properties to roadways. Except where unique site factors exist, the zoning ordinance prohibits a lot fronting on Route 4, 109, 202, 11A, or 224 from having its access onto that road; rather, access must be to and from a local or collector street.

**Figure A6-1.  
Sanford/Springvale Road Network and High Accident Locations**



*Source: Maine Department of Transportation, Maine Office of Geographic Information Systems*

### **3. Traffic Volumes**

Traffic counts are illustrated in Figure A6-2. Main Street in the heart of the Downtown Sanford experiences the heaviest traffic in Sanford. An average of 22,280 cars travel through the Downtown every day. Other heavily trafficked roadways include on Route 109 at the intersection with the Airport Road, on Route 111 near the Goodall Hospital, and on Route 4 near the Alfred town line.

Traffic volumes have generally increased throughout the past decade (Table A6-1). Traffic volumes are increasing the fastest in southern Sanford and on Route 11A in Springvale. These two locations are increasing at more than 2% per year. The only principal traffic corridor that decreased in volume is the Route 109 corridor between Sanford and Springvale, although discrepancies in data collection could account for some of this decrease.

As the population spreads from the urban cores into rural areas, dependence on vehicular transportation becomes more important. What once was a walk to the corner for a gallon of milk is now more likely to be a ride to the supermarket. Not only is the Town's population spreading to rural areas, but the populations in the surrounding communities are growing rapidly. Because Sanford/Springvale is the service center for these communities (offering shopping, services, employment, and recreation), the Town's road network must shoulder the demand from its neighboring communities.

In addition, the rapid growth of coastal York County's service economy has created a demand for employees from interior communities. Residents from neighboring communities, as well as Sanford/Springvale residents, fill these positions. This creates daily commuter traffic on the community's major roads. Finally, the expansion of recreation opportunities in the communities to the north and west of Sanford/Springvale draw vehicle trips through Sanford/Springvale, especially on the weekends.

**Table A6-1.  
Average Annual Change in the Annual Average Daily Traffic, 1989 - 2000**

<b>Station Number</b>	<b>Location</b>	<b>2000 AADT*</b>	<b>Average Annual Change**</b>
1	Route 202, east of Grammar Road	12,360	1.9%
2	Route 202, west of Grammar Road	8,820	1.6%
3	Route 11A, Springvale	4,210	2.3%
4	Route 109, south of Route 11A intersection	12,440 <sup>^</sup>	-1.2%
5	Route 109, at Route 4 intersection	19,830	0.9%
6	Route 109, at intersection with Airport Road	13,140	2.7%

*\* Average Annual Daily Traffic is measured by the Maine Department of Transportation on a rotating schedule– Sanford is measured every two to three years.*

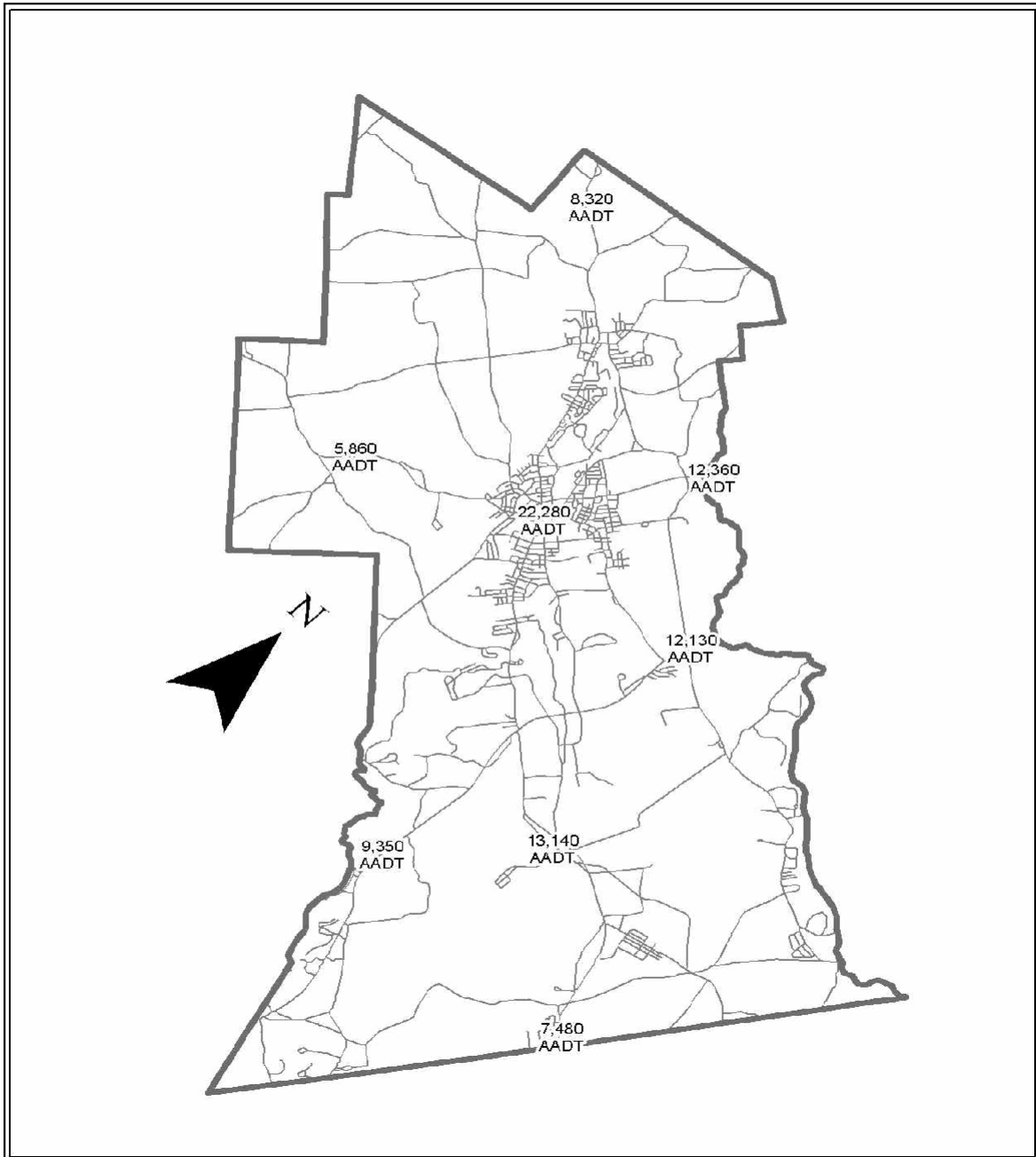
*\*\* Historical information used to compute Average Annual Increase vary. Most of the data were from 1989 MDOT records.*

*<sup>^</sup> only available data is from 1997 Source: Maine Department of Transportation*

## **B. High Accident Areas**

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 volume. From this information, MDOT calculates a “critical rate factor” (CRF). Any location that has a CRF greater than 1.00 and that has had eight or more accidents over a three year period is considered a high accident location. The Town’s most recent data includes 1998, 1999, and 2000 (Table A6-2 and Figure A6-1).

**Figure A6-2. Sanford/Springvale Average Annual Daily Traffic, 2000**



*Source: Maine Department of Transportation*

**Table A6-2.  
High Accident Locations, 1998 - 2000**

<b>Location</b>	<b>Critical Rate Factor</b>	<b>Accidents</b>
Oak Street and Hanson's Ridge Road	6.39	15
Winter Street and Riverside Avenue	3.24	24
School Street and Jackson Street	3.00	9
Route 4 and New Dam/Grammar Road	2.92	18
Route 109 and Jagger Mill Road	2.58	22
School Street and Elm Street	2.14	8
Route 4 and Jagger Mill Road	1.87	11
Riverside and Pioneer and Washington	1.53	14
Route 4 and School Street	1.51	9
Main Street and Roberts Street	1.49	18
Route 4 and High Street	1.49	10
Cottage Street and June Street	1.19	9
Cottage Street and Brook Street	1.02	8
School Street and Washington Street	1.00	9

*Source: Maine Department of Transportation*

The intersection of Oak Street and Hanson's Ridge Road is the most dangerous intersection in town. Although other intersections had more accidents, the damage and personal injury in each accident at Oak Street and Hanson's Ridge Road was greater. The other high accident areas tend to be along Route 4 or clustered in Downtown Sanford.

### **C. Parking**

Parking is an issue primarily in Downtown Sanford. There are three principal public parking lots Downtown: behind Town Hall off Roberts Street, surrounding the Mid-Town Mall with access from Main Street and Washington Street, and on School Street across from the Post Office. These lots have a total of approximately 500 spaces (the Town recently expanded the Town Hall lot by 40 spaces). In addition, there are an estimated 1,000 on-street parking spaces in the area of Downtown from Brook Street on the east to Berwick Street on the west, and from Pleasant Street on the north to West Elm St./Emery Street on the east.

No recent parking inventories have been completed, but studies in 1990 and 1986 approximate the number of spaces available in Downtown Sanford.

In 1990, at the Town's request, the Transportation Committee of the Chamber of Commerce conducted an inventory of parking in the Downtown area. Its purpose was to determine the shortfall of off-street parking compared to contemporary requirements of the zoning ordinance. Including churches, the study found a

deficiency of 622 spaces: a shortfall of 2,326 spaces associated with private properties, which was offset in part by the 1,704 public off-street and on-street spaces. When churches are excluded--because parking for their users usually is in demand when other activities are closed--the deficiency is 103 spaces when compared to current zoning requirements.

As part of the study, the committee also monitored the public parking lot around Mid-Town Mall. Of 394 spaces at the mall, according to the week-long study (May 31 to June 8), an average of 258 spaces were vacant at various times of day. The Transportation Committee concluded that there is generally a sufficient number of parking spaces (though not necessarily ideally located) for Downtown.

In a separate study in 1986 that focused on the Sanford Mill Yard, it was found that there was off-street parking available for 475 - 500 cars after allowances for on-premise loading and truck storage areas. Fewer than half the space (44%) was found to be used, but this ranged from only 18% in the vicinity of buildings with a lot of vacant floor space to 70% where buildings were mostly full. At the time, 1,200 people were working in the complex, suggesting that off-street parking was meeting only about half the need. Many off-street parking spaces remained empty because on-street parking (for example, on Pioneer A venue) was more convenient.

## **D. Public Transportation**

In 1983 the Town contracted with York County Community Action Corporation (YCCAC) to operate a fixed route bus service ("Sanford Transit") in Sanford/Springvale.

The Sanford/Springvale service operates "My Bus" five days a week. Hourly runs are made on the route from Railroad Avenue in Springvale to South Sanford, with morning and afternoon commuter runs to the South Sanford industrial area. The route includes Springvale Square, Goodall Hospital, Washington Street downtown, South Sanford Plaza, and Center for Shopping. The fares, as of 2002, were \$.75 for the commuter runs; and \$.50 at other times (\$.25 for senior citizens and small children).

In addition to Sanford Transit, YCCAC provides a demand response service in York County for clients of several social service agencies, as well as a subscription route service under contract with these agencies. These services are provided to and from a number of York County communities, with fares ranging depending on the distance.

In addition, the WAVE (Wheels to Access Vocation & Education) transports employees and trainees to their destination (as well as their children to daycare). Transportation must be arranged in advance and is available seven days a week. Fares vary depending on the trip's origin and destination.

## **E. Bridges**

The Town owns 5 bridges for which it has maintenance and repair responsibility. The state owns others. The names, types, locations, and conditions of the bridges for which the Town has responsibility (as reported by MDOT as the result of inspections in 1988-89) are:

- X Morrison Bridge, steel beam, on Littlefield Road over Morrison Brook, reconstructed in 1990;
- X Jellison Bridge, on the Emery Mills Road over the Mousam River, generally poor to fair condition;
- X Beef Bridge, on Berwick Road over the Great Works River, generally good condition;
- X Hay Brook Bridge, steel beam, over Hay Brook (shared with Alfred), generally fair condition, except deck too narrow (although was replaced in 1988 and is in good condition); and
- X Johnson Mill Bridge, steel pipe arch, on Sand Pond Road over Great Works River, generally good condition.

## **F. Pedestrians and Bicycles**

Sanford/Springvale has approximately 30 miles of sidewalks. Most of the sidewalks are old, although 95% are in good condition. The Public Works Department has an ongoing program to upgrade and expand the sidewalks as needed; this program has an annual budget of between \$20,000 and \$30,000.

There is no overall evaluation of sidewalk condition in Sanford/Springvale, or comprehensive plan for expansion. All of the public buildings and schools have sidewalks, and most of the urban areas have sidewalks. New developments within the urban areas are sometimes asked to construct sidewalks by the Planning Board, although their connection to the existing sidewalk system is not always certain.

Sanford/Springvale has two formal bicycle/pedestrian routes. The Mousam Way begins at Mill Street in Springvale and runs south along the Mousam River into Downtown Sanford. It combines beauty and natural scenery with access to downtown, to residential neighborhoods, and to the high school. Much of the land is owned by the Town, and the Town is now working on extending the trail south from Downtown Sanford into South Sanford.

The old Boston and Maine (Sanford and Eastern) railroad right-of-way, which runs through Springvale and the Deering Pond area, is a pathway that is popularly used for walking, biking, cross-country skiing, and snowmobiling. The Town owns the portion of the 99' wide and three mile long path that extends from Main Street to the Sanford/Lebanon town border.

## **G. Sanford Regional Airport**

Sanford Regional Airport is classified as a general aviation airport. It is located in South Sanford, bounded by Route 109 to the north and east, Route 4 to the west, and Sam Allen Road to the southeast. It is considered a Class C facility, intended to accommodate propeller aircraft as well as small business jets. The main use of the airport is by business people and corporations with individual aircraft and by those who fly for recreation.

At present, an average of 180 flights per day use the airport. Approximately 60% of this traffic is local general aviation, 35% is transient general aviation, and 5% is air taxi. Of the 67 aircraft based at the field, 51 are single engine, 11 are multi engine, and 5 are jet airplanes.

At present, cargo shipments into and out of the airport are negligible. Nevertheless, the presence of the airport, because of its availability to business people, is seen as an important part of the Town's economic development offerings. Further, it is a designated reliever general aviation' airport for Portland (Portland is running out of general aviation parking space).

The airport was built during the 1940s by the Federal government for use by the Navy. It consists of two runways (6,000' x 150' and 5,000' x 100') and 50' wide taxiways. It has 20 spaces for tiedowns and 20 spaces for itinerant aircraft on the apron. The airport is served by a terminal building, which includes a fixed base operator's (FBO) office, a restaurant, and a waiting area, and by two condominium hangar buildings, plus conventional hangars, one of which houses a second FBO. FBO services include an air taxi, flight training, fuel storage, and maintenance. The Town owns most of the land and the buildings, and leases the buildings to Sanford Air, an FBO.

In addition to these facilities, the Sanford Fire Department's new South Sanford station is adjacent to the airport.

The 1987 master plan is in the process of being updated. As of the 1987 master plan, the airport's annual capacity was estimated at 184,000 operations, and its peak hourly capacity at 78 operations. The master plan concluded that the annual capacity is adequate through at least 2006, when annual operations were forecast to be 144,000 to 152,000 (compared to 70,000 in 1986). But the peak hourly capacity

will be exceeded sometime between 1991 and 1996, when peak hour operations are forecast to reach 100 (compared to 70 in 1986).

Any airport located in or near an urban community must fit into its surroundings; conversely, land uses planned nearby should be compatible with an airport as a neighbor. Two concerns have arisen with respect to the airport: the potential for incompatible uses and drainage to the headwaters of Branch Brook, which ultimately serves as the public water supply for the towns of Kennebunk, Kennebunkport, and Wells.

To address the first issue, the Town's zoning ordinance specifies an Airport Protection Overlay Zone and Airport Clear Zone (Section 13.0 of the Zoning Ordinance). No object can intrude into the clear zone, as depicted in the master plan, and residential uses in the overlay district permitted after September 1989 must be on lots of at least 80,000 square feet (mobile home parks are prohibited). In the case of Branch Brook, the airport master plan recommended that when a new corporate jet area and/or the infield of the airport is developed, there be construction of a detention pond south of Runway 7-25 to allow settleable and floatable pollutants to be removed from surface water runoff. The potential of pollutants reaching Branch Brook is of great concern to the Kennebunk- Kennebunkport-Wells Water District, and the district and Town are discussing the issue.

Also, though not discussed or identified in the airport master plan, the grasslands around and within the airport property have been identified by the state as habitat for the grasshopper sparrow, considered an endangered species by the State. The mown fields in and around the airport are an integral part of the grasshopper sparrow's habitat.

## **H. State Investments**

In 2002 - 2003, the Maine Department of Transportation is making several transportation investments the Town of Sanford. On the list of projects to be funded are:

- X Several maintenance paving and resurfacing projects including the Mount Hope Road, Route 224, School Street, and High Street. The value of these projects is projected to be \$600,000.
  
- X Ongoing program assistance and capital investments for the York County Community Action Corporation (which serves all of York County). The value of these investments is projected to be \$1,350,000.

X An update the 20-year plan and purchase of snow removal equipment for the Sanford Regional Airport. The value of these investments is projected to be \$375,000.

X An investment of a projected \$200,000 in a Sanford Area Transportation Feasibility Study.

## **I. Issues and Implications**

- § Roadway improvements Downtown raise difficult issues. On the one hand, the widening of roads and intersections would allow traffic to move more freely and probably more safely. Without improvements, the levels of service are projected to become seriously deficient. Shoppers, commuters, and others may be inconvenienced to the point of seeking to avoid Downtown altogether. On the other hand, widening of roads and intersections eliminate some on-street parking perceived as crucial to the businesses on which the spaces front. And widening almost always makes downtowns less friendly to pedestrians. Where is the balance? What Downtown traffic improvements, if any, should be endorsed by the Comprehensive Plan?
- § The increase in traffic levels, not just on arterials or commuter routes, but on local and rural roads generally, and relatively high accident rates in several of these locations, are signs of the growth in rural parts of Sanford over the last decade.
- § Route 202 is a major east-west arterial and truck route. Its intersection with Route 109 Downtown is not well aligned. On the other hand, realignment and reconstruction may disrupt nearby land uses.
- § The Town's roadway standards are conventional, favoring wide, paved travel ways. Do they properly balance the need for safe, easily maintained roads against the need for good urban design and the ability to produce reasonably priced housing?
- § The management of the number and design of driveways along thoroughfares is a key tool for traffic safety and in trying to make existing roadways work as efficiently as possible. The Town has recognized this need and already enacted provisions to manage access.
- § While most of Sanford's growth over the last 20 years has been outside of the urban and village centers, these centers maintain a density that continue to justify public bus service.

- § Should the Town's designated growth areas be designed in a way (appropriate density, mix of uses) that reduces dependence on the automobile and makes walking, biking, and bus use more feasible?
  
- § The airport is recognized as an important part of the Town's economy. Like most forms of transportation -- roads, rail, mass transit -- revenues directly generated by the airport probably will have to continue to be supplemented by public funds for the foreseeable future.
  
- § How should the Town and airport approach a solution for protecting the headwaters of Branch Brook?

## APPENDIX A7 HOUSING

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(September 10, 2002)

A house or apartment is more than just a shelter. It represents security, privacy, health, community and all of the other things we associate with "home." It is a basic necessity of life. Many would argue that safe, decent, affordable housing is a right that all Americans should enjoy.

Unfortunately, that is not always the case. Rising land values, sprawl, and the consequent demand for more services that eventually raise taxes can all create housing affordability challenges for Sanford residents. Rising taxes can make meeting expenses difficult for elderly residents on fixed incomes who own their homes. Rising land prices, increased lot sizes, lower zoning densities, and overzealous infrastructure requirements can drive the cost of housing up and exclude young people and families just starting out. Lower and middle income people wanting to move to Sanford may not be able to find an affordable place to live.

Housing affordability has far reaching effects. It plays a role in the Town of Sanford's ability to attract business. The cost and variety of housing help determine whether the town's population will be homogenous or diverse. It helps determine the culture of the community. This cost of housing determines whether the people who serve the community, cashiers, wait people, plow truck drivers, police officers, teachers, and others can live in the community they serve. It determines whether families can remain in Sanford/Springvale from one generation to the next.

This chapter examines the supply and condition of housing in Sanford/Springvale, considers its affordability in relation to local incomes, and analyzes its availability, especially for lower income households.

### **A. Housing Stock**

According to the 2000 Census, the Town of Sanford had 8,576 year-round housing units, plus an additional 231 seasonal housing units. By geographic area, the year-round units were distributed as follows (Figure A7-1):

- X Springvale CDP<sup>1</sup>– Springvale and its immediately surrounding areas accounted for 17% of the total housing units in the Town of Sanford

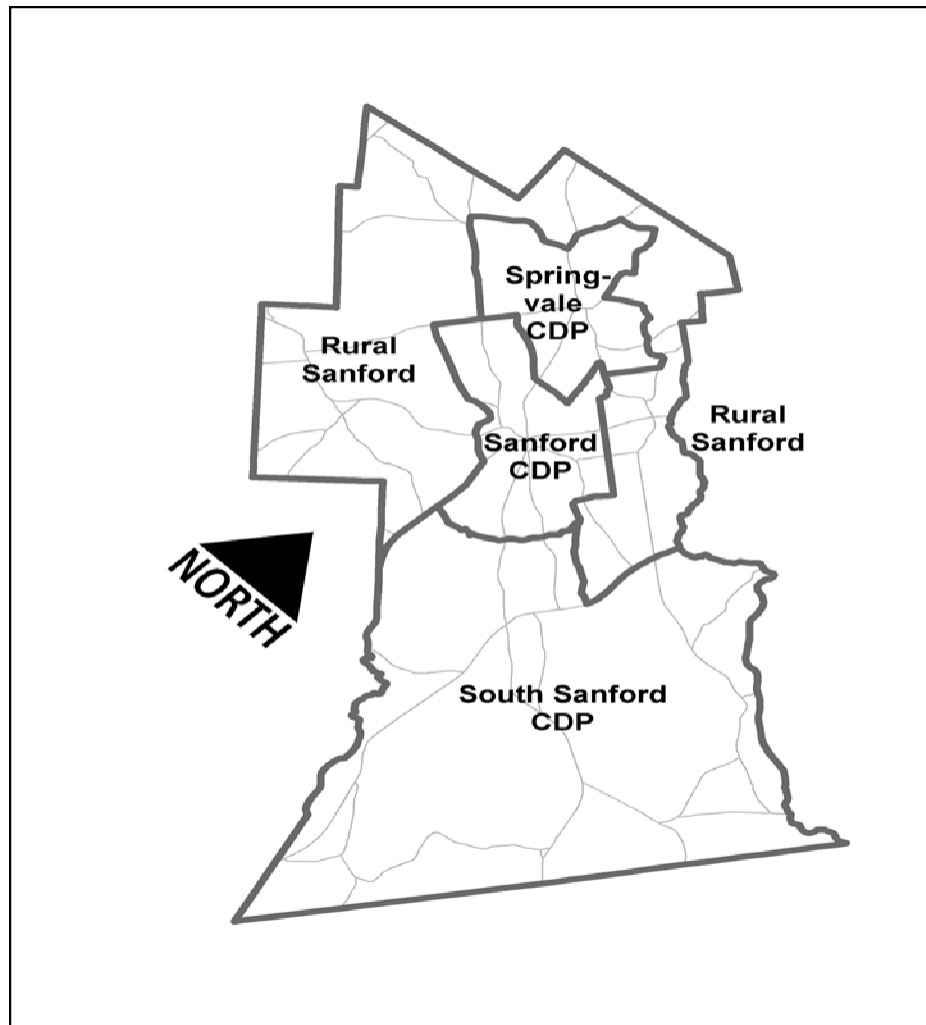
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<sup>1</sup>A Census Designated Place is delineated by the US Census and defined as densely settled concentrations of population that are identifiable by name, but are not legally incorporated places.

(1,501 units). Of these, 9 units are used for recreation or seasonal use (4% of the seasonal units).

- X Sanford CDP<sup>1</sup>– Sanford and its surrounding area accounted for nearly half of the total housing units (4,338 units). Of these, 29 were used for recreation or seasonal use (13% of the seasonal units).
- X South Sanford CDP<sup>1</sup>– South Sanford– which includes all of the area south of Route 4 as well as the Route 109 corridor up to Downtown Sanford– accounted for 21% of the housing units in town. Of these, 174 were used for recreation or seasonal uses. This accounts for three-quarters of the total seasonal housing units, most of which are clustered along the shores of Estes Lake and Bauneg Beg Pond.

**Figure A7-1. Census Geography, Sanford/Springvale 2000**



*Source: US Census*

- X Rural Sanford– which includes the uplands that encompass Springvale and Downtown Sanford– accounted for 1,117 total housing units (13% of the total). Of these, 19 were used for recreation or seasonal use (8% of the total seasonal units).

Assessing records from the Town suggest that an additional 128 housing units have been added to the Town’s housing stock between when the Census was taken and December 2001. Of these, an estimated 114 were single-family housing units, two units were in a duplex, and an estimated 12 units were in apartment buildings.

**Table A7-1.  
Housing Units by Type, 1990 - 2002**

	1990	1990 - 2002		2002 (est*)
		Absolute Change	Percent New Units	
<b>Single-family units</b>	4731	545	89.5%	5276
<b>Mobile Home units</b>	508	24	3.9%	532
<b>Duplex units</b>	1170	4	0.7%	1174
<b>Multi-family units</b>	1917	36	5.9%	1953
<b>Total</b>	8,326	609	100.0%	8,935

*\* estimate by Planning Decisions based on Assessing Department records  
Source: US Census, Planning Decisions, Inc*

Since 1990, single-family housing units have accounted for 90% of the new residential development in Sanford/Springvale. Mobile homes accounted for 4% of the development, multi-family units accounted for 6%, and duplexes less than 1%.

## **B. Tenure**

Of the 8,935 total housing units in Sanford/Springvale, an estimated 231 units are used for recreation or seasonal use. Of the remaining 8,704 units, an estimated 8,356 housing units were occupied in 2002.

Sanford/Springvale has a large number of rental housing units. Of the occupied housing units, Planning Decisions estimates that 5,306 were owner-occupied housing units (or 63.5%). The remaining 3,050 (or 36.5%) housing units were renter-occupied. While the renter-to-homeowner ratio appears large, it is in fact very similar to other large service center communities throughout the State.

The 2000 Census reported that the majority of the rental units were concentrated in the Sanford CDP (65% of all rental housing units) (Figure A7-1). This is a relic of the town's industrial past. One-fifth of the rental units were in Springvale CDP, 11% in South Sanford, and 5% in Rural Sanford.

### C. Age of Housing Units

Sanford's housing stock is relatively old. Of the 8,935 total housing units in town, an estimated 609 (or 7%) of them have been built since 1990 (Table A7-2). More than one-third of the housing units were built before 1940. This could impact future demographic trends because older housing units are typically smaller than newer housing units and therefore are attractive to smaller or single-person households, which could further push down the average household size (and the town's population). Nearly 40% of the housing units in Sanford/Springvale were constructed during the rapid real estate expansion in the 1970s and 1980s.

**Table A7-2.  
Age of Housing Units, Sanford/Springvale 2002**

Year	Number of Housing Units	Percent of Total
2000 - 2001	128	1.4%
1990 - 1999	481	5.4%
1980 - 1989	1,876	21.0%
1970 - 1979	1,621	18.1%
1960 - 1969	655	7.3%
1950 - 1959	533	6.0%
1940 - 1949	552	6.2%
pre- 1940	3,089	34.6%
Total	8,935	100.0%

*Source: US Census, Planning Decisions, Inc.*

### D. Comprehensive Housing Assessment

The Town of Sanford and its Community Development Advisory Committee recently completed a Comprehensive Housing Assessment. The study was conducted by Bruce Mayberry, Planning Consultant. The recommended housing strategy from this study is included in Appendix E. The complete assessment can be obtained from Town Hall. The assessment's summary observations are:

## 1. Market Trends

- a. Recent market changes suggest that Sanford/Springvale is becoming part of a larger regional housing market, evidenced by low rental vacancy rates and a recent increase in rents and home prices. Low costs in Sanford/Springvale are attracting residents from a larger regional market. The US Census for 2000 indicates that Sanford/Springvale had the 4<sup>th</sup> lowest rental vacancy rate in the State among communities of 15,000 or more.
- b. Single-family home prices in Sanford/Springvale surged during the 1980s, reaching an average of about \$100,000 in 1988. This was followed by an extended period (1989-1999) during which average prices remained in the \$80,000 - \$90,000 range. Only in the last two years has the average single-family home price in Sanford/Springvale again climbed above the \$100,000 mark, after a nearly 10-year period of flat prices.
- c. The average single-family home price last year was about \$103,000 and the average listing was about \$110,000 in Sanford/Springvale. The average listing price in the Sanford Labor Market Area (LMA) outside the Town of Sanford was \$145,000. Homes listed outside the town are generally newer, larger, and on bigger lots than homes available within Sanford. Given the relative affordability of homes in Sanford/Springvale, Maine State Housing Authority (MSHA) first-time buyer mortgages appear to have supported the majority of single-family home sales within the community in recent years.
- d. Local rental costs and purchase prices, though now increasing, are lower than in the faster growing coastal markets. Sanford/Springvale remains relatively affordable in the southern Maine region—buyers can still purchase a home in the Town of Sanford for just over \$100,000.
- e. Property taxes paid by the average homeowner in the Town of Sanford are lower than in most of Maine's large cities and towns with similar services. However, as of 2000, Sanford's taxable value per capita was quite low in comparison to these communities.
- f. During the past 15 years, the number of sales of developed residential property in Sanford/Springvale was equivalent to about 33% of the number of such properties. However, due to multiples of sales of the same properties, only 15% of all developed residential parcels in Sanford/Springvale changed hands at all during that period.

- g The recent increase in sales activity of duplex and multifamily property, and increasing rents, indicate an opportunity to increase the level of local investment in the multifamily stock, and a potential market for increased owner-occupancy in the community's 2-4 family structures.
- h During the 1980s and the 1990s, between 38-40% of the net increase in housing units with the Sanford Labor Market Area took place in the Town of Sanford. During the 1990s, Sanford/Springvale represented only 16% of the activity as the direction of new development turned increasingly to the outlying towns of the area.
- i Sanford/Springvale presents a potentially good market for retirees, and a demonstrably good market for first time homebuyers. It probably has less appeal to the move-up market among buyers age 35-44 than the rural communities of greater Sanford and those on the coast. The Town is the region's principal service center, and its resources represent a potential marketing tool that could help retain more of this market.

## **2. Low Income Demands and Assisted Rental Housing Inventory**

- a Sanford/Springvale serves as the principal provider of rental housing in the Labor Market. With nearly 1,200 households residing in some form of assisted rental housing, Sanford/Springvale is virtually the sole provider of low cost rental housing for its region (90% of the Labor Market Area's<sup>2</sup> assisted renter households live in Sanford/Springvale).
- b The concentration of rental housing in Sanford/Springvale is a natural outgrowth of its role as an economic center. In comparison to other cities and towns of 15,000 or more in Maine, the Town of Sanford has ratios of assisted housing units per capita that are comparable to other urban centers.
- c A comparison of the State's TANF (Temporary Assistance for Needy Families) caseload in Maine's largest communities indicates that the Town of Sanford has one of the highest ratios of TANF recipients per capita (second only to Lewiston based on this measure). The concentration in Sanford/Springvale is partly the result of in-migration of low income households from areas with higher housing costs.

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<sup>2</sup>The Maine Department of Labor defines a Labor Market Area as a central city or cities and the surrounding territory within commuting distance. It is an economically integrated geographical unit within which workers may readily change jobs without changing their place of residence.

Sanford's older housing stock, with its lower costs, provides comparatively affordable housing in the broader regional context of the southern Maine and New England housing markets.

- d Very little market-rate rental housing has been produced in Sanford/Springvale over the past 30 years; most rental housing production in the town has been government assisted. Moderate income, market-rate rental alternatives exist principally within a very old rental stock.

### **3. Housing Age and Condition**

- a Sanford/Springvale has a very old, high density multifamily housing stock and related needs for investments in maintenance and improvements. Based on assessment data for 2001 for two or more family properties in Sanford/Springvale:

- X Over 80% were built prior to 1940;
- X 73% are more than 75 years old; and
- X 33% are over 100 years old.

- b In 1990, 25% of all housing units in Sanford/Springvale were in 2 to 4 family structures; 36% were in 2 or more family structures. The Town's public water and sewer utilities are subject to topographic and environmental constraints that will limit higher-density residential development in the future. This means more pressure is likely to be placed on the older, high density housing stock to supply lower cost units. The average lot size of single-family homes built in Sanford/Springvale has been increasing each decade, as new homes consume more land farther from utilities.

- c The location of the lowest value residential properties in Sanford/Springvale correlates with the neighborhoods having the oldest housing units in town, and with places of relatively high concentrations of lower income households according to the US Census.

- d A sample of the Town's code enforcement logs for residential properties over the past two years indicates that the average structure subject to code enforcement action was built in 1926. Among duplex and multifamily properties in code enforcement responses, the average structure was built in the early 1900s, or typically about 100 years old.

- e. Over 2/3 of the assessed valuation in the Town of Sanford is residential. As of May 2001, there was roughly \$600 million in residential assessed value in Sanford. Should that value decline by 5% due to disinvestment, it would represent a loss of \$30 million in taxable value. This underscores the fact that, while expansion of commercial and industrial values is important to economic development, so is the preservation of the quality and value of the Town's housing stock.

## **APPENDIX A8 PUBLIC FACILITIES**

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(September 10, 2002)

Growth and development in a community increases the demand on the public services and facilities. This section looks at the adequacy of the major public services in Sanford and Springvale and the future needs of these departments to meet the demands of a growing community.

### **A. General Government**

#### **1. Existing Situation**

The administrative offices are housed in the Town Hall and Town Hall Annex on Main Street in Downtown Sanford. Both facilities were recently renovated and connected into one building. The complex, in addition to housing the Town's administrative offices, also contains the Police Station and the offices of the School Department.

#### **2. Future Needs**

The renovation project resulted in the Town Hall facility having adequate space and facilities to meet the administrative needs of the community for the foreseeable future except for the needs of the Police Department discussed below.

### **B. Fire Protection**

#### **1. Existing Situation**

The Sanford-Springvale Fire Department was created in 1966 as a result of the merger of the previously independent Sanford and Springvale Fire Departments. In 2002, the department provides fire inspections services through the Fire Marshal's Office located in the Central Fire Station. In addition the Department has a full-time Fire Prevention and Education Officer and a full-time Training Officer. The department provides full suppression services and Emergency Medical Services. There is a complement of 45 uniformed personnel, including a chief and assistant chief, and two civilian personnel. Fire Suppression services are supported by a paid volunteer call division of 45 members.

The department operates out of three stations. Central Station is located near Town Hall and there are two district stations, one located in Springvale and one in South Sanford. Central Station houses all administrative services including Inspections, Prevention, Education, and Training.

The department operates with ten man shifts, using the four-shift system of working two ten hour days and two fourteen hour nights with four days off. Central Station has six firefighters that man the pumper, ladder, and two ambulances. Normal assignments are two men on the pumper and two men on the ladder with two paramedics in the ambulance. Stations are manned 24 hours a day.

Fire Department equipment is housed at the respective stations as follows:

**Central Station** was built in 1967. Since that time, services demanded by the general public have increased and changed the manner in which the department operates. The result has been an increase in personnel and increasingly-specialized equipment. Equipment housed at Central Station includes:

- X Engine 2
- X Engine 6
- X Ladder 2
- X Squad 1
- X Prevention 1
- X Staff 1
- X Staff 2
- X Rescue 1
- X Rescue 2

**Springvale Station** was built in 1927 and is located on Oak Street near Route 109. The facility has become antiquated. This is a typical New England station built literally on the sidewalk with bays too small for modern firefighting equipment. Equipment housed at the Springvale Station includes:

- X Engine 1
- X Forestry 1
- X Prevention 2

The **South Station** was built in 1988 to accommodate the growth in South Sanford. This facility is located on Route 109 adjacent to the Sanford Airport and across from the growing industrial park. Equipment housed at South Station includes:

- X Engine 4
- X Ladder 1
- X Forestry 2

The three stations are located along the Route 109 spine of the community, thereby providing generally excellent coverage. Average response time of the primary vehicle is approximately three minutes. In the outlying areas, primary response time can be as high as eight minutes.

The availability of water supply for firefighting purposes in areas served by the Sanford Water District is ample from the hydrant system. In addition, water supply to support sprinkler systems in commercial/industrial buildings, public facilities, and multi-family housing is adequate.

In the outlying areas, the Fire Department does not have access to a continuous water supply as would be possible in the area served by the Sanford Water District. These areas require the department to rely on water sources such as ponds, streams, and rivers. In order to alleviate this problem, the Sanford Fire Department has mutual aid agreements with surrounding towns for bringing this additional water supply to the scene of an incident. Within this rural area, the lack of water mains means that sprinkler systems are generally not feasible for protecting other types of structures. The department has implemented a program administered through the Fire Marshal's Office where new developments are required to supply a water source for fire protection and this process was begun in 2002. This protection is often in the form of a manmade pond or underground storage tanks with a "dry hydrant" attached.

The Sanford Water District has improved the water supply capabilities of the upper area of Route 109 in Springvale by enlarging the water main in 2001, which improved the water delivery abilities of the Fire Department.

Mutual agreements also include responding to incidents closer to the respective stations of surrounding towns regardless of town boundaries.

## **2. Future Needs**

While the current system of facilities is adequate to provide a high level of service to the existing population of Sanford and Springvale and can accommodate significant growth in the community, the Fire Department has a number of issues which will need to be addressed over the coming decade.

These include:

- X Study the merits of either maintaining the Springvale Station or considering replacing the facility, on site, or at another location. The building is 75 years old and is not able to provide for efficient delivery of services. Several issues to be considered would be the size of the facility required in the future and the location of this facility.
  
- X Study the future needs of Central Station, on its present site, as it has not grown administratively to accommodate the needs of providing support services to a large department. The facility is not able to accommodate the changing needs required to perform the services expected by the community.

- X Study the manpower needs of the department. The department's scope of services continually expands in response to demands from the community as well as regulating agencies and current events. Along with greater demand for services comes the requirement of personnel and equipment to accomplish this task. EMS has grown in its capabilities of providing medical care on the scene and public expectations are demanding these services. In order to provide such skills it takes more manpower to administer life saving techniques along with having the equipment necessary to fulfill this need. This places demands on the firefighter's time and availability that used to be reserved for fire incidences. This must be through a concerted effort by a committee composed of elected officials, the planning board, the building inspections office, the Sanford Water District, citizens, and the fire department and must focus on:
  - X Evaluate the demand for services. The general public has demanded more services from their fire departments and required more skills from their firefighters and EMTs. Laws have been enacted that require more training in all areas of the fire delivery system and certification is required in many areas. The State requires that firefighters responding to medical calls (because of the firefighter's proximity to that call) be trained in the medical field. All the necessary equipment is provided for first-responding fire engines including semi-automatic defibrillators. This improves response times and the level of service, but consumes the firefighter's time on more service calls.
  - X Training now requires that all firefighters must have attained the level of Awareness in the Hazardous Materials Responses. The Fire Department requires that all Sanford firefighters receive the Operation Level, which is one level higher than required. Current events have tended to increase the level of training asked of firefighters; firefighters are spending more time in training.
  - X The Fire Department sees the need for additional equipment in the next few years.
    - X In the last six years, the department has retired 4 engines and replaced them with 2 new engines. These engines improved the delivery services of the department reflecting the modern capabilities that are presently available. The oldest front line first responding pumper is fourteen years old.
    - X Future equipment purchases will be based on life cycles of responding equipment along with the necessity to purchase more specialized equipment to meet the future needs and demands of the fire service.

## **C. Emergency Medical Services**

### **1. Existing Situation**

The Sanford Fire Department provides medical care and transport services. The department has two ambulances (bought in 1998 and 2002). Both ambulances are considered front line pieces as the department responds to nearly 2,200 runs per year for medical services. Both units are housed at Central Station with paramedics assigned to the first rescue and the remaining firefighting personnel manning the second rescue unit when needed. All firefighters are cross-trained and are licensed emergency medical providers from the Licensed Ambulance Attendant level to Paramedic. The second rescue responds to approximately 300 to 400 runs per year.

### **2. Future Needs**

The existing emergency medical system is adequate to meet the future needs of the community. The equipment will need periodic replacement over the coming decade.

## **D. Police Protection**

### **1. Existing Situation**

The Sanford Police Department provides police protection for the community. The department has 53 employees (39 sworn officers and 14 civilians). The department operates out of the basement, first, and fourth floors of the Town Hall Annex. The department is manned 24 hours a day, 7 days a week. Each patrol shift consists of a supervisor and assigned personnel. The department also operates a 911 communications center which provides central dispatching for public safety services.

In a typical year, the department handles approximately 28,000 service calls. In addition to routine patrol services, the department provides investigative services and community education. The DARE program is an elementary education program designed to teach substance abuse prevention. The department also has a school resource officer for the high school and junior high school.

Despite the department's expansion into the fourth floor of the Annex, its facilities are marginal to meet the department's needs. Currently, dispatch, locker rooms, a training/report room, and armorer's office is located in the basement; the chief's office, administrative space, records room, and interview space are located on the first floor; and the detectives' offices are located on the fourth floor. Patrol cars are parked in the public parking lot behind the Town Hall and Annex. There is inadequate area to house some of the department's equipment and to store

impounded items such as automobiles, canoes, and bicycles. In addition, there is no secured holding area—officers must stand and watch any person being held for a police purpose. This situation is not desirable.

## **2. Future Needs**

The current facilities of the Police Department are increasingly inadequate to provide police services to the community. Someday, the Police Department will need a dedicated facility, but in the meantime the department has identified the following areas of possible improvement:

- X provision of more space for storage for bulk items (cars, ATVs, canoes, etc);
- X establishment of a secure area for parking of police vehicles and employee vehicles; and
- X provision of a more secure holding area to increase the safety and efficiency of the department.

## **E. Solid Waste Disposal**

### **1. Existing Situation**

The Town provides curbside pickup of solid waste for residents only. The waste is hauled to a transfer station off Rushton Street, where it is consolidated for transfer to the MERC waste-to-energy facility in Biddeford. Industrial uses and mobile home parks are responsible for delivering their wastes to the transfer station.

The system currently handles an average of 60 tons of waste per day. The volume of wastes has not increased significantly over the past ten years. Most of the solid waste that is not accepted by MERC is removed by private contractors, including wood and brush, metals, and mattresses.

In response to concerns about the MERC system and increases in tipping fees, the department continually investigates alternative disposal arrangements. None of the alternatives has proven to be fiscally prudent at this point.

The Town closed the former Town dump on Rushton Street under a consent agreement with the Maine DEP. After closing of the facility, there was evidence of leaching from the former dump site. The Town has capped the dump and installed a groundwater remediation system that reroutes groundwater around the dump site. It also monitors the quality of the groundwater from these wells to ensure it is safe.

The Town currently has a curb-side recycling program for tin cans, glass, aluminum, and plastics. Recyclables are picked up every other week and a contractor deals with the recycled material.

The Town still operates a landfill for demolition debris and similar materials. This facility is running out of room. The Town works to separate the wood from other materials and has a contractor remove all recyclable material. The Town also has a composting program for leaves.

## **2. Future Needs**

The solid waste system is adequate to meet current trash disposal demands. The Town is going to have to address two solid waste issues in the coming decade.

First, the Town must continue to examine solid waste disposal alternatives. MERC tipping fees have increased steadily in recent years, and at some point there will be less expensive options available to the Town.

The second major issue in the area of solid waste is the need for more space at the transfer station to accommodate expansion. Space for demolition debris is limited, and as the transfer station adds services to accommodate future demand on the facility, it is running out of room.

The transfer station currently charges fees by the yard. The station is planning on adding a scale in the next year to change its fee structure to one based on weight.

## **F. Highway Department**

### **1. Existing Situation**

The Sanford Highway Department provides general public works services for the community including road maintenance, snow removal, and management of stormwater runoff. The department's administrative offices are located in the Town Hall, while the hub of its operations is the Municipal Highway Garage on Lower School Street.

The Highway Garage is in fair to good condition. The garage provides repair facilities for all Town vehicles. Two additional mechanic bays have been added in recent years. This allows the department to operate more efficiently and keep most of its equipment under cover. Vandalism has been an issue in the past, but this activity seems to have abated in recent years.

At the present time, the department stores its sand as well as its sand-salt outside. These piles are covered with tarps when they are not needed. While this is not the

ideal solution, it does offer an increased level of surface and groundwater pollution protection. The department's straight salt is stored in a covered facility.

The department also is responsible for maintaining the dams along the Mousam River. This includes the Square Pond Dam located in Acton, Emery Mills Dam located in Shapleigh, Mill Street Dam, and Mousam Dam. Recently, two of the dams have been refaced and a third has had extensive work performed on it.

## **2. Future Needs**

The major issue concerning the Highway Department is the status of the country roads in rural parts of the town. Given its budget limitations, the department plans one major road reconstruction per year. However, the rural roads are deteriorating faster than the department can keep up with it. This is particularly an issue on the rural roads where commuter activity is increasing.

## **G. Schools**

### **1. Existing Situation**

Enrollments in the Sanford schools grew from 3,798 students in 1991-1992 to 3,885 students in 2001-2002, an increase of 87 students, or approximately 2%. This change occurred unevenly across the system. During this decade, high school enrollments (grades 9 through 12) peaked at 1,295 students in 2001-2002. Junior high enrollments (grades 7 - 8) peaked in 1998-1999 at 694 students, but have since declined to 625 students. Elementary enrollments (grades K-6) declined during the decade from 2,184 students in 1991-1992 to 1,965 in 2001-2002, a decline of 219 students or 10%.

Changes in school enrollments are largely dependent on enrollments from the previous year. For example, the majority of each class will proceed to the next grade every year. Lower enrollments in Sanford's elementary grades suggest that enrollments in secondary grades will decline from their current levels. Elementary enrollments have declined from their peak in 1991-1992; middle school enrollments have declined from their peak in 1998-1999; and high school enrollments will likely decline from their current levels. Projections prepared for the School Department suggest that enrollments could reach approximately 3,200 by 2011-2012, a 18% decline from current levels.

The school department operates nine schools (six elementary schools, the junior high school, high school, and the alternative Lincoln School) to provide educational service to the community. As of 2001-2002, the six elementary buildings had a total enrollment of 2,282, while the estimated capacity of the schools is 2,338. The following is a brief description of the six elementary schools:

- X Edison School - This facility is located on Oxford Street in Sanford. The building was constructed in 1923 and is in need of some repair. The building is used for grades 1 through 6. The school has four classrooms on both the first and second floors, with one classroom as a library, and multipurpose room in the basement.
  
- X Emerson School - This facility is located on Main Street in Sanford. It was constructed in 1901 and is in need of repairs. The building is used for grades 1 through 3. The school has four classrooms on both the first and second floors and a cafeteria in the basement.
  
- X Lafayette School - This school is located on Brook Street in Sanford. It was built in 1939 and is in need of repair. The building has inadequate playground facilities. The building is used for grades 1 through 3. The school has four classrooms on both the first and second floors and a multipurpose room in the basement. On the second floor, one of the classrooms is used for special education, Title I, and as a library.
  
- X Margaret Chase Smith School - This facility is located on the Twombly Road in Sanford. The building was constructed in 1987 and is in good condition but does need some minor repairs. The building serves as one of the kindergarten centers for the community, as well as housing grades 1 through 3. The school has 16 classrooms, a library, an art room, and a multipurpose room.
  
- X Carl J. Lamb School - This building is located on Pleasant Street in Sanford and was built in 1990. The building is used for grades 1 through 6, as well as housing a kindergarten center. The school has 30 classrooms, library, art room, multipurpose room and gym. This building needs minor repairs and activity field space.
  
- X Willard School - This building is located on Main Street in Springvale and was built in 1925. The building is in need of many repairs. The building is used for grades 4 through 6. It has 25 classrooms, a computer lab, and a library. The Memorial Gym is used for the gym and as a central cafeteria for four schools.

The Sanford Junior High School is located on Main Street in Sanford. The building was built in 1958 and is in good condition, although it does need some repairs and improvements. As of April 1, 2002, the building housed 639 seventh and eighth graders. The building has a capacity of approximately 650 for a traditional junior high school program, although to meet the Maine Learning Results program it will

have to reduce capacity or add new space. Conversion to a middle school type program will reduce the capacity. The building has 36 classrooms, a library, a cafeteria, and a gym.

The Sanford High School is located on Main Street in Sanford. The building was built in 1970 and is in good condition, but needs upgrades and improvements. The building is used for grades 9 through 12 and night school and includes the Sanford Regional Vocational Center. As of April 1, 2002, the building housed 1,208 high school students. The building has a capacity of approximately 950 students. The school is operating in excess of its capacity by using the cafetorium and library as classrooms and the stage as a student area. The building has 42 classrooms, 15 vocational areas, a choral room, band room, 2 lecture halls, a computer room, library, cafetorium, and gym. There are 12 portable classrooms in use at Sanford High School. If the school were to be rebuilt or renovated, it would need to be about two-thirds larger to meet current requirements.

The Lincoln School is located on King Street in Springvale. The building was constructed in 1923 and is now used for alternative education and adult education. It is in need of numerous minor repairs. The building has four classrooms on both the first and second floors with a multipurpose room in the basement.

## **2. Future Needs**

The Sanford School Department is operating near capacity in its elementary schools and at the junior high school and over capacity at the high school. The department's enrollment projections based on 2001 enrollment levels and trends suggest that over the next five years, the system will see a decline in enrollments at the K-3 level (-100), 4th through 6th level (-200 students), and at the 7th and 8th grade level (-40). Growth in high school enrollments are projected to peak in 2005 and decline for the rest of the decade.

The department's facilities are fully utilized for both regular classroom instruction and to meet special needs. Many of the older schools were not designed to accommodate today's educational requirement nor provide access for the physically disabled. Programs requiring additional space cannot be expanded. Some facilities should be renovated to comply with the Americans with Disabilities Act.

The school department has identified the following space needs in its facilities to accommodate projected enrollment changes and programmatic needs. These needs are based upon the department's 2001 enrollment projections and should be reevaluated prior to any proposed action.

## Grades K through Six

- X The department is considering whether to expand the current half-day Kindergarten program to a full-day program. If this were to occur, at least another seven classrooms would be needed. Under current laws, only Margaret Chase Smith and Carl J. Lamb schools could host this expanded service. This would require either the addition of new classroom space or a shift in where students currently attend school.
- X Four classrooms are needed to replace four small (399 sq. ft.) classrooms in the Willard School.
- X Larger, more appropriate multipurpose rooms are needed at Emerson, Lafayette, and Edison Schools. These rooms could be used for physical education classes, cafeteria, and major programs (music).
- X The department should study whether elementary students are being provided with appropriate educational settings. Currently, each elementary school has a different mix of students (for example Emerson serves 1 - 3 and Carl J. Lamb serves 1 - 6). Benefits could be gained by teaching students of similar developmental ages in the same locations.
- X A computer lab room is needed at the Willard School. This room is not needed if one of the four small rooms at the Willard School is used for a computer room.
- X In addition, three special education/Title I classrooms are needed (750 sq. ft. each). Currently, elementary special education students are not being educated in fully adequate rooms.

## Junior High School

- X The Junior High School is operating at capacity. More classrooms and activity space will be needed for new programs to help students achieve the Maine Learning Results (for example, visual and performing arts, career preparation, and classical and modern languages).
- X An all-purpose music room is needed to accommodate an instrumental and chorus program that has increased in participation during the past six years. Presently, the instrumental program is on the cafeteria stage, and the choral music program is taught in a classroom, neither of which are appropriate spaces for music.

- X A large area, such as an auditorium, is needed. It would be possible to use the cafeteria if it were renovated. The cafeteria cannot presently be used for large groups.
- X Additional space is needed for the following:
  - X an ESL (English as a Second Language) program - remedial instruction;
  - X school store (small room) - front office for administration and guidance - science lab - a nurses office; and
  - X conference and testing room.

### High School

- X Additional space is needed for the following:
  - X band or music area (large area);
  - X drama facility/storage area;
  - X auditorium area -- part of it could be used for study hall;
  - X sixteen regular classrooms;
  - X science rooms;
  - X additional space for visual arts that is currently being housed in the Vocational School;
  - X five special program classroom (regular classrooms) (ESL, reading, two for special education, computer room);
  - X larger kitchen and cafeteria; and
  - X teacher area for desks, files, phone calls (regular room).

### Special Education

- X In addition to the rooms previously addressed in this report under K-6, 7-8, and 9-12, the following facility needs have been identified:
  - X space for a teacher and educational technicians to support special education in the various educational programs;
  - X a large space is needed to accommodate physical therapy equipment for the Severe and Profound Program;
  - X a full-sized room is needed for the developmental kindergarten room to accommodate 10 or 11 students in an all-day program;
  - X a small room is needed for speech; and
  - X better space (700 sq. ft.) is needed for students with emotional disorders at Sanford High School.

## Vocational Education

- X Space at Sanford Regional Vocational Center is at a premium. There is a need for additional or expanded programs such as Culinary Arts, General Trades, an expanded Building Trades, the addition of pre engineering offerings and space for programs to be determined, expanded space for information technology, welding, media communications, and graphics communications.

## **H. Health Care Facilities**

### **1. Existing Situation**

The Henrietta D. Goodall Hospital, a private, nonprofit community health care organization, is located on June Street in Sanford. The hospital provides a wide range of diagnostic and treatment services to Sanford and Springvale residents, as well as to the individuals from the surrounding communities. The hospital offers medical, surgical, obstetrical and pediatric inpatient care.

The hospital has experienced dramatic increases in the number of outpatient services rendered over the past decade, mirroring a trend seen at other community hospitals.

The hospital also operates the Newton Center (nursing and rehabilitation), Hillcrest Manor (extended care), and the Pavilion (Alzheimer's Disease and related dementia).

There are three other nursing homes in the Sanford-Springvale area, the Maine Stay Nursing Home, Greenwood Center, and the Sanford Health Care Facility. There are also a number of boarding homes in the community which provide a supervised living environment but do not provide nursing care. One of these facilities is the Infirmary (or Mountain View).

Mountain View Acres is a 16-bed, licensed boarding home located on the Hanson's Ridge Road on the site of the former "Poor Farm." The current facility was constructed in 1951 as a boarding home and was operated by the Town for decades. In the late 1990s, the Town entered into a lease agreement with Goodall Hospital, which now operates the facility.

### **2. Future Needs**

The health care needs of the community are well served by Goodall Hospital and the private physicians practicing in the community. The hospital desires to grow and alter its facilities to meet the changing needs of the community. Its location in a

residential area creates the potential for concern as the institution and its related facilities grow.

## **I. Issues and Implications**

The inventory of the Town's public facilities identified the following issues and implications for the future growth and development of the community.

### **1. General Pattern of Development**

Over the past decade, the Town has seen much of its new growth and development occur outside of the built-up areas of Sanford and Springvale. This has led to the need to decentralize municipal services (South Sanford Fire Station, M.C. Smith School) and has resulted in the need to provide intensive services over a larger geographic area, straining the resources of the operating departments.

### **2. Fire Protection**

The slower response times in outlying areas such as the Country Club/Bauneg Beg Pond neighborhood and areas along the New Dam Road, coupled with restricted water supply, limits the fire department's fire fighting capabilities for uses other than scattered single family residences.

The lack of available water supply in the northern end of Springvale and along Route 202 west of Redcoat Lane limits fire protection in these areas for uses other than scattered single family residences.

The lack of water mains to provide fire suppression through sprinkler systems limits the desirability of commercial, industrial, institutional, or multifamily residential uses in areas outside of the portions of Sanford and Springvale serviced by the Sanford Water District.

The outdated Springvale Fire Station inhibits the level of fire protection offered in Springvale.

Firefighters' time is increasingly being consumed by increased training levels and responding to a larger number of service calls.

### **3. Police Department**

The facilities of the police department are becoming inadequate. Additional space is needed for personnel and equipment as well as secured storage for impounded

material. Additional parking is needed. The reorganization of the department's space to relocate the dispatch to the public reception area is a high priority of the department.

#### **4. Solid Waste Department**

Increasing tipping fees for service with MERC make alternative waste disposal options more attractive.

Additional services solid waste services and a projected increase in the level of use of the transfer station increase the likelihood that the station will need to be improved or enlarged.

#### **5. Schools**

Despite the projected decline in school enrollments over the next decade, the school department will still need improved spaces for education. Program changes, regulatory requirements, and currently over-crowded classrooms all have a need for more space and/or dedicated space. In addition, the potential benefits of consolidating similar grade levels in facilities should be studied.

#### **6. Hospital Expansion**

The need for Goodall Hospital to grow and change needs to be accommodated, while balancing this change with the needs of the surrounding neighborhood.

## **APPENDIX A9 RECREATION AND OPEN SPACE**

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(September 10, 2002)

The Town of Sanford has a number of recreational resources, most of which are municipally owned and operated and are located in the downtown areas of Sanford and Springvale. The Town does not have any State parks.

### **A. Municipal Recreational Resources**

Sanford and Springvale have approximately 150 acres of municipal parks, mostly located in built-up areas of Sanford and Springvale.

#### **1. Springvale Recreation Area and Holdsworth Park**

This five-acre park abuts the south side of the Mousam River in Springvale. The facility has 100 feet of beachfront swimming area (including handicapped access), playground equipment, a 30 x 60 foot picnic shelter with 18 tables, rest rooms, and parking capacity for approximately 50 cars. A locally visited scenic overlook known as "Indian's Last Leap" abuts the south end of the recreation area. This area receives heavy use from mid-June through Labor Day, when the facilities are open and the swimming area is staffed with lifeguards. During the remainder of the year, it receives moderate use.

Holdsworth Park is adjacent to the Springvale Recreation Area and has recently been gifted to the Town. It is located along Route 109 with frontage on the Mousam River. The park previously was part of Nasson College but reverted to its original owner when the liberal arts college closed. The area is used principally for passive recreation. It has a parking area.

#### **2. Springvale Playground**

This playground is located off Route 11A in Springvale. It has one tennis court, one basketball court, and playground equipment. There is no on-site parking. Use is heavy from May through October and light during the rest of the year when some of the playground equipment is removed and the tennis nets are down.

#### **3. Gowen Park/ Number 1 Pond/ William Oscar Emery Drive**

Gowen Park is the Town's largest passive recreation area. Located between Main Street and the Mousam River and adjacent to the Junior High School/High School Complex, it provides open space in addition to four tennis courts, picnic tables and shelter as well as benches next to the Mousam River, and a band stand. It is used for walking, cross-country skiing and sliding in the winter, Water Ski Tournaments,

Winter fest, and other gatherings. No. 1 Pond is used for ice-skating. This park serves as the beginning of the Mousam Way trail that extends from Gowen Park along the river to the Springvale Recreation Area. Gowen Park receives continuous use throughout the year, which ranges from moderate to heavy.

#### **4. Blouin Field**

These playing fields (two softball fields, one baseball field, one soccer field) connect with Gowen Park as well as the Junior High/High School complex. Parking is available. These fields receive heavy use from April through November from all populations in the community. It is a primary practice site for all levels of sports in the community especially football, soccer, and baseball.

#### **5. Carpentier Park**

This park is located off High Street and has two tennis courts, a playground area, a small passive recreation area, rest rooms, and a small community building used only during the summer. Some off-street parking is available. Carpentier Park is largely a neighborhood park and is often used for Little League games. Vandalism has been a recurring problem. The Town removed the park benches that were in the park in the 80s. Carpentier Park is heavily used during the summer months and moderately used during the rest of the year.

#### **6. Benton Playground**

The Benton Playground is a neighborhood park located between Kimball Street and Roberts Street. It has two tennis courts, one basketball court, a playground area, a lighted Little League baseball field, rest rooms, and some off-street parking. This playground is heavily used from April through October, particularly by the Little League teams. The Recreation Bureau operates one of many summer day camp programs at this facility.

#### **7. Willard Park**

Willard Park is a green space with benches located in the center of town, across from the Town Hall. The park is well used for passive recreation. The park was recently improved with the addition of pedestrian height lighting. It is also the site of the Thomas Goodall Statue, founder of the Town's textile mills and with his family, the Town's major benefactor.

#### **8. Goodall Park**

The newly renovated Goodall Park stadium (800 person capacity) is located on Roberts Street, behind the Town Hall. It is heavily used for baseball games during the summer months, and moderately used for field hockey in the fall. It is the home

of the Sanford franchise of the New England Collegiate Baseball League. This team made up of players from colleges across the country brings a level of baseball to Sanford for everyone to enjoy.

#### **9. Airport Softball Fields**

Two temporary softball fields used by local softball teams are located adjacent to the airport on industrial land. The fields are therefore marginally maintained. These fields are moderately used during the spring and summer months and not used during the rest of the year.

#### **10. Bridge Street Park/ Rotary Club Park/ Mousam Way Park/ Springvale Spring**

This series of passive recreation area is located along both sides of the Mousam River in Springvale, downstream of Mill Pond. It is mostly used as a walk-through area. This area also has a fresh water spring, tested monthly by the Town. There is also parking at two of these locations and it serves as a trailhead for the Mousam Way.

#### **11. Storer Street Park**

This small (about 100' x 100') lawn area was donated to the Town and has no recreation facilities. It receives little use and attention. It is located in a residential neighborhood.

#### **12. Veteran's Memorial Park (Witham Street)**

This park is located on Witham Street in Springvale and has two Little League sized baseball fields, rest rooms, and a concession stand. The Sanford/Springvale Youth Athletic Association (SSYAA) uses the fields heavily during the fall for football and field hockey. During the months of May and June, the Little League has use of the fields for baseball and softball. In April and May, the Junior High School used the fields for softball. Junior High School field hockey is also played on these facilities in September and October.

#### **13. Old Railroad Bed**

The Town owns a portion of the former Boston and Maine Railroad bed, which traverses the Town in an east-west direction. The Town owns the segment that extends from Main Street west to the Sanford/Lebanon town line. Townspeople use it for walking, biking and cross-country skiing. The Town, through the Trails committee, has acquired a grant from the Rails to Trails program and is working on improving this section of the trail. It is approximately 3 miles in length and 99ft wide and has some very picturesque areas.

#### **14. Soldiers and Sailors Park**

This undeveloped, wooded land is located between Oxford, Berwick, and Kimball Streets. It receives light use. The Town may be obligated by deed restrictions on the property to maintain the area as undeveloped open space.

#### **15. S-Curve Park Land**

The Town acquired this small-undeveloped parcel when the Maine Department of Transportation straightened a curve in Route 109 near the Shapleigh town line. The parcel abuts the Mousam River and was maintained for passive recreation in the past.

#### **16. Indoor Public Recreation Facilities**

Indoor facilities in the Town include the Memorial Gym, gyms at the Junior High School and Senior High School and the Carl Lamb School gym. The SSYAA building is located in the old Town Hall in Springvale. This privately funded, nonprofit organization sponsors a variety of recreational programs including basketball and cheerleading. The facility has reached capacity and attempts should be made to replace this facility.

#### **17. Recreation Programs**

The Bureau's emphasis has been on the summer eight-week program. This time period sees three all day, day camps for five days per week. In addition there are two morning only programs. All programs are well received and are full before starting. The numbers run approximately 220 children in the all day programs and 120 in the morning only program. In addition the bureau has sports specific programs in basketball, field hockey, tennis and soccer. It also operates a Junior Day camp for 2-6 year olds, which is a half-day program 2-3 times per week, with 40 participants in each section.

#### **18. Skate Park**

The Town received a grant from the State of Maine to assist with the construction of a new skate park that would be more of a challenge for the skaters and bikers. This skate park is located off River Street and adjacent to the YMCA. This park (120' x 60') has a series of concreted ramps and wooden ramps. There is parking for approximately 20 cars adjacent to the park itself. Plans are to expand this area over time and add additional obstacles. There are also plans to provide a dirt area that would have dirt mound obstacles that would be primarily for BMX bicycles.

## **B. State-Owned Recreation Resources and Open Space**

State-Owned recreation facilities consist of one public boat launch facility on the Mousam River, just above its confluence with Estes Lake.

## **C. Private Recreation Resources**

Private recreation facilities include the Sanford Golf Course on Route 4 across from Bauneg Beg Pond and three seasonal private campgrounds; Yogi Bear's Jellystone Park on Route 109 at the Sanford/Wells town line, the Apache Campground located between Bernier Road and Estes Lake, and the Sand Pond Camping Park near Sand Pond.

The Young Men's Christian Association (YMCA) owns and operates two facilities in Sanford; the main YMCA building located off River Street, and the Trafton Senior Center on Elm Street. Southern York County residents use the YMCA. Membership is over 3,000 and all programs are well attended.

The main YMCA building includes an indoor swimming pool, exercise rooms, and meeting rooms. Recreational activities offered include all types of swimming programs, volleyball, gymnastics, youth sports program, aerobics classes, weight and fitness training. The YMCA also offers a licensed day care and nursery school program. The Senior Citizens Center offers a variety of exercise programs, in addition to numerous other health maintenance clinics and activities. It is also a site of a subsidized daily meals program.

The Sanford/Springvale Youth Soccer Association is an independent group of soccer enthusiasts who have a lease agreement with Goodall Hospital for approximate 10 acres of field used for soccer. Programs run spring, summer and fall. The Town assists the SSYSA with the general maintenance of the facility.

McDougal's Orchards on Hanson's Ridge operates cross country ski trails and a pick your own apple orchard.

## **D. State Recreation Facility Standards**

The 1988 State Comprehensive Outdoor Recreation Plan (SCORP), prepared by the Maine Bureau of Parks and Recreation, identifies 136 acres of municipal parks in Sanford and Springvale. This amount of parkland equals 6.97 acres per 1,000 population (based on a 1988 estimated population of 19,500), which is less than the median acreage of 13.84 per 1,000 for Maine municipalities with populations greater than 10,000 persons.

The SCORP identifies the following outdoor recreation deficiencies in Sanford/Springvale based upon comparison of existing facilities with national standards.

- § The Town's one soccer field and one multipurpose field (0.10 fields per 1,000 population) are below the estimated standard of 0.33 fields per 1,000 population. However, there are additional soccer fields operated by the Sanford/Springvale Youth Soccer Association. Counting these fields, the Town is just below State standards.
- § The Town maintains nine public tennis courts (0.43 courts per 1,000 population) which is slightly less than the recommended standard of 0.50 courts per 1,000 population.
- § The Town has two outdoor basketball courts (0.10 courts per 1,000 population) the accepted standard for basketball courts is one court per 2,000 people.
- § Sanford has one 20,000 square foot natural skating area on No. 1 Pond (1,026 square feet per 1,000 population). The number of skateable days varies from year to year and is weather dependent. The accepted standard is one rink per 5,000 population. The closest indoor ice rink facility is 15 miles away.
- § Sanford has one small indoor recreation facility owned by the Town, that is leased and run by the Sanford/Springvale Youth Athletic Association. This facility is not open to the public but does provide a significant recreational offering to young children.

The SCORP also identifies the following areas in which Sanford's facilities meet or exceed the recommended standards:

- § The Town has an adequate number of Little League fields (3) and baseball fields (2), or 0.25 fields per 1,000 population. The national standards indicate that there should be one baseball field per 6,000 residents (0.17 fields per 1,000).
- § Sanford/Springvale has one outdoor swimming area (7,360 square feet, or 377 square feet per 1,000 population) the recommended standard is one pool or beach per 15,000 population. (It should be noted that the YMCA provides indoor swimming).
- § There are 8 playgrounds in the Town, including school playgrounds (0.50 playgrounds per 1,000 population), which meets the State standard of 0.50 playgrounds per 1,000 population.

## **E. Issues and Implications**

While Sanford/Springvale has a variety of recreational resources and recreational programs, some needs exist. The Recreation Director or the Town's Capital Improvement Plan has identified the following deficiencies or issues. Some of these deficiencies have also been identified by the SCORP.

- § Demand for playing on Town fields has increased. Fields are booked heavily during the spring, summer and fall months to meet the needs of Little League, Babe Ruth baseball, school programs, youth soccer and others. Goodall Park and the Little League fields are the only areas currently lighted for night use, providing off-hours for baseball and youth softball. Lighting existing fields is a solution to make existing facilities available to meet the growing demands. Lighting Blouin Fields would increase available playing time. This cost to provide outdoor lighting has not been accurately estimated but could be approximately \$120,000.00.
- § Demand for tennis court time has increased, and the Town does not have any lighted tennis courts. Instead of constructing new tennis courts, the Town could install lights at the Gowen Park courts to extend court time in an economic manner.
- § A community center is badly needed to provide adequate meeting space for Recreation Department activities as well as meeting places for other community groups. The department uses school space for after-school programs but frequently cannot get adequate space until late in the afternoon or early evening, which limits the Department's activities. Funding for such a building has not yet been included in the Capital Improvements Plan.
- § Vehicle traffic in Gowen Park has caused damage to lawns and detracts from its aesthetic value. Care should be taken to continue to make this area friendly and inviting.
- § Siltation and accumulation of sawdust and decaying vegetation on the bottom of No. 1 Pond has resulted in weed growth. Which interferes with the boating, fishing and other recreational pursuits as well as detracting from the aesthetic qualities of the pond. The Capital Improvements Plan recognizes that this is a controversial issue because some agencies and residents prefer that the pond not be touched. The No. 1 Pond Committee has held two clean-up days at the pond. These have attempted to clear the edges of the pond of debris and litter. In addition, handwork of removing weeds from the pond has been done with results yet to be determined.

## **APPENDIX A10 CULTURAL FACILITIES**

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(September 10, 2002)

Cultural facilities for the performing arts have been an important part of Sanford and Springvale since the mid 1800s. In 1872, the Sanford Dramatic Club was permitted to "make an addition ... to the town house ... for 'entertainments'." Various other halls were also used for stage shows.

For many years, from the 1950s through the early 1980s, Nasson College provided the community with a wide range of cultural activities through its concert and lecture series. The closing of Nasson College put an end to these programs and left a cultural void in the community.

### **A. Performing Arts Facilities**

There are currently no significant performing arts facilities in the community. The Sanford High School music and drama clubs produce performances in the Memorial Gym, as well as the high school cafetorium. Neither of these facilities is designed as a performance center; acoustics and sight lines are poor and support space is limited.

Sanford's community theater, the Pine Tree Players, uses a privately-owned theater facility on Beaver Hill. The theater seats 160 people. For many years, the Pine Tree Players shared the theater with the Sanford Maine Stage Company, a professional summer theater, which went bankrupt in 1989.

### **B. The Goodall Mansion**

The Goodall Mansion was constructed by the Goodall family and sits on Main Street across from the Town Hall. The building serves as a focal point for the downtown area and is a psychological link with the history of the community. The mansion has generally been well maintained.

### **C. Libraries**

The Town of Sanford supports two public libraries; the Louis B. Goodall Memorial Library and the Springvale Public Library.

The Louis B. Goodall Memorial Library (12,950 square feet) is Sanford's central library. It has approximately 66,000 volumes (weeding material that is outdated or that does not circulate has recently brought this down from 70,000 volumes). It is staffed by five full-time and five part-time staff. The building was originally

constructed in 1936-37 and expanded in 1976. Space in the library is adequate, although the staff is beginning to consider a modest expansion of the children's area. Parking for staff is barely adequate, and patron cars are restricted to the street. There is no land available for expansion of the building or additional parking. The library is planning to replace its inadequate chairlift with an elevator, but funding has proven elusive.

The Springvale Public Library is located on Main Street in Springvale and, while it primarily serves Springvale, many of its patrons reside in Sanford. It is also used by a number of Acton and Shapleigh residents (who can use the library free of charge but must pay for a nonresident circulation card). The library has recently expanded from 6,000 to 12,000 square feet (a \$1.3 million project). Fourteen new computer terminals and a new community room supplement the library's 37,000 volumes and excellent genealogy research collection. The library runs numerous programs, including workshops, children's activities, and interlibrary loan. The library is staffed by eight librarians.

#### **D. Other Facilities**

The Sanford-Springvale Young Men's Christian Association (YMCA) in Springvale provides a variety of programs and activities to its members. The YMCA, in addition to other facilities, has a community meeting room with space to seat approximately 100 people. This space is used for several community events, including a toy drive, voting, and other community meetings.

#### **E. Issues and Implications**

- X The lack of a performance center hampers Sanford's role as a regional performing arts center.
- X Space in the town's libraries is adequate. The Goodall Memorial Library needs funding to improve its handicap access.

# APPENDIX A11

## HISTORIC AND ARCHAEOLOGICAL RESOURCES

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(September 10, 2002)

Sanford/Springvale is blanketed with historic and archaeological resources. Native Americans hunted in the area's woods and fished in its water bodies. European settlers and Sanford/Springvale's role in the early industrial development create an entirely different set of historic resources. Historic resources add to the community's character, and should be identified and protected for future generations.

### **A. Existing Historical and Archaeological Resources**

#### **1. Prehistoric Archaeological Resources**

Prehistoric archaeological resources are those sites relating to Native American settlement, ending around 1740. According to the Maine Historic Preservation Office, one prehistoric campsite is located on the North Berwick/Sanford border. There are many areas in Sanford that are potential archaeological sites and could be identified by a prehistoric archaeological survey. These sensitive areas tend to be associated with water bodies, such as Bauneg Beg Pond, the Great Works River, Blanchard Brook, the upper and lower Mousam River, Estes Lake, and Perkins Marsh (Figure A11-1).

#### **2. Historic Archaeological Resources**

Historic archaeological resources refer to sites relating to the earliest period of the town's settlement by Anglo-Americans, beginning around 1740. The Maine Historic Preservation Commission notes that no historic archaeological survey has been conducted in Sanford.

#### **3. National Register of Historic Places**

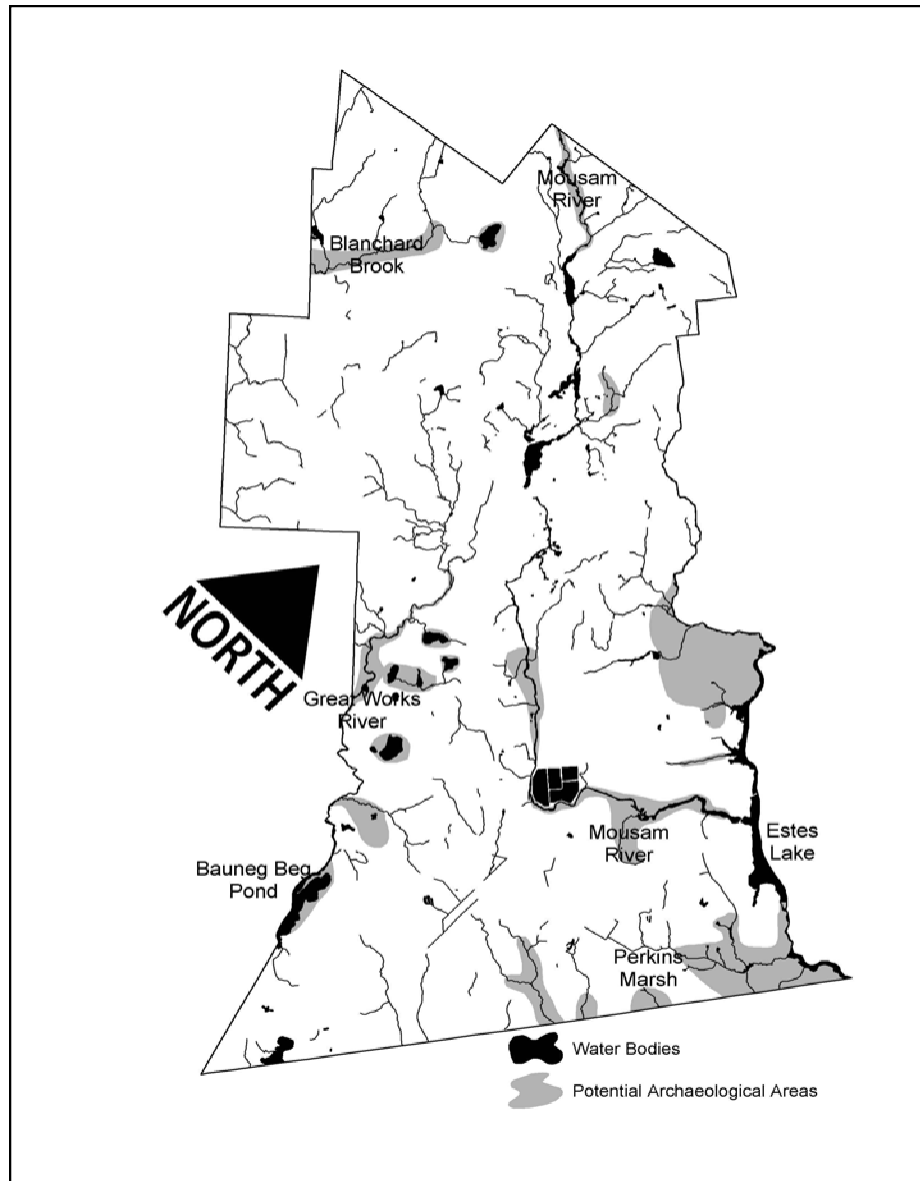
The Maine Historic Preservation Commission indicates that there are five structures in Sanford which are listed in the National Register of Historic Places:

1. Thomas Goodall House, 232 Main Street
2. Emery Homestead, 1 and 3 Lebanon Street
3. U.S. Post Office, School Street
4. Sanford Naval Air Station Administration Building-Control Tower,  
Sanford Regional Airport
5. Smith-Emery House, 253 Main Street

Given the town's older housing stock and rich history, other structures may well be eligible for the National Register of Historic Places. A comprehensive survey of

Sanford's historical structures and other resources needs to be conducted in order to identify other eligible properties.

**Figure A11-1. Sensitive Prehistoric Archaeological Resource Areas**



*Source: Maine Historic Preservation Commission*

## **B. Historical Committee**

Sanford/Springvale's Historic Committee was founded in 1926. The primary function of the Committee is to archive items of historical interest to the town. The Committee currently has 11 members who serve three-year terms and who are appointed by the Board of Selectmen. Last year's appropriation was \$4,000.

The Committee's collection ranges broadly, although most of it is in the form of photographs, documents, and other written materials. Efforts to catalogue the collection and make it more easily accessible are underway. A sample of items in the collection includes:

- X hundreds of glass negatives and historic photographs,
- X copies of the Sanford Tribune from 1895 - 1977,
- X Goodall family items (awards, letters, memorabilia),
- X civil war items,
- X model of a mohair plush loom and textile samples,
- X items from famous town residents,
- X records from civil groups (for example the women's club, VFW),
- X portraits,
- X maps,
- X Town records, and
- X ledgers from early businesses.

The Committee's headquarters are located in the corner of the Town Hall Annex. This space has display windows that are visible from Main Street, and items are on display 24 hours a day (on occasion, this display space is lent to other community organizations). In addition, the Committee has storage space on the 4<sup>th</sup> floor of the Town Hall Annex. The Committee's collection completely fills its allocated space, thereby hampering other preservation efforts.

In addition to archiving, the Committee engages the community to increase awareness of the community's history and landmarks. The Committee sponsors exhibits, tours, and publications that are all relevant to the area's history. In addition, the Committee has been an increasingly vocal voice calling for the protection of the character of Sanford/Springvale.

## **B. Issues and Implications**

§ There has never been a comprehensive inventory of the town's prehistoric and historic archaeological resources. As the development pattern in Sanford/Springvale focuses more on the town's rural areas, these prehistoric and historic resources could be harmed.

§ The Historic Committee's collection has filled the space it has available in the Town Hall Annex. If efforts aren't made to increase the amount of storage space or to find a dedicated facility, the Committee will have to cease collecting and archiving Sanford/Springvale artifacts.

§ In addition to protecting community artifacts, the Committee is interested in efforts to protect the character of the Sanford/Springvale.

## APPENDIX A12 FISCAL CAPACITY

(September 10, 2002)

The fiscal capacity of a community is a key factor in its ability to accommodate growth while providing the facilities and services needed by the community. This section looks at the current financial condition of The Town of Sanford and its ability to manage new growth.

### A. Assessed Value

An important component of the Town's fiscal health is its property valuation: the greater the valuation, the lower the tax rate required to raise a given sum of money. In 2001, nearly 45% of the Town of Sanford's revenues came directly from property taxes. Understanding changes in the Town's assessed value and the implications of these changes explains the impacts felt by Sanford's citizens and businesses.

#### 1. State Valuation

Both the Town and the State track the community's property valuation. The State's valuation figures are theoretically adjusted each year to equal true market value. By State law, when the Town's valuation drops below 70% of the State's valuation, a revaluation is supposed to be conducted.

**Table A12-1.  
State Valuation of Town of Sanford**

Year	State Valuation	Adjusted for Inflation* (2001 dollars)	Percent Change (from previous year)
1991	\$824,250,000	\$1,049,978,216	Not Applicable
1992	\$827,500,000	\$1,023,676,964	-2.5%
1993	\$799,450,000	\$964,366,012	-5.8%
1994	\$779,750,000	\$918,937,620	-4.7%
1995	\$721,650,000	\$828,211,402	-9.9%
1996	\$717,950,000	\$798,107,363	-3.6%
1997	\$717,500,000	\$784,818,884	-1.6%
1998	\$713,000,000	\$767,141,355	-2.3%
1999	\$735,900,000	\$772,380,513	0.7%
2000	\$752,050,000	\$764,079,482	-1.1%
2001	\$797,200,000	\$797,200,000	4.3%

\* CPI-northeast urban, 1980-1982 =100

Source: *Municipal Valuation Return Statistical Summary*

Sanford's state valuation has decreased by \$27 million between 1991 and 2001, or a decrease of 3.3%. After adjusting for inflation, this decrease appears more dramatic—a \$253 million decrease or 24%. This is attributable to the decline of the town's manufacturing base, the aging residential infrastructure, and a deflated real estate market after the boom of the late 1980s.

Overall, the decrease was most dramatic in the recession of the early 1990s and, by the mid 1990s, the market value of Sanford's property had bottomed out and began to increase rapidly in the strong economy of the late 1990s. This cycle of bust and recovery through the 1990s was common in many of the state's older manufacturing communities.

## 2. Local Property Valuation

The Town's total valuation reflects actual market values only in the years in which it conducts a revaluation and upgrades to 100% of market value. Sanford's last revaluation occurred in 1987, although annual upgrades to market value have allowed the Town to maintain its 100% assessment ratio.

The local assessed valuation in 2001 was \$864,798,820 (Table A12-2). This represents a \$53 million increase since 1991, or a 6.5% increase. These numbers are different from the State's assessed valuations, but their pattern through the 1990s is the same; a dramatic drop in the early 1990s followed by stability in the mid-1990s and strength through the turn of the century.

**Table A12-2.  
Local Property Valuation**

Year	Local Valuation	Tax Rate
1991	\$811,702,088	16.22/1000
1992	\$814,450,758	16.22/1000
1993	\$698,059,968	20.10/1000
1994	\$701,994,298	21.18/1000
1995	\$708,625,190	20.67/1000
1996	\$716,111,960	21.56/1000
1997	\$722,243,987	21.61/1000
1998	\$702,718,230	21.12/1000
1999	\$702,707,275	21.65/1000
2000	\$797,135,880	20.04/1000
2001	\$864,798,820	20.46/1000

*Source: Municipal Valuation Returns Statistical Summary*

### 3. Tax Rate

In 2001, Sanford's tax rate was 20.46mils<sup>1</sup>. The tax rate has varied from a low of 16.22 mils to a high of 21.65 mils. The current tax rate is below its 5-year average.

Tax rates and assessed valuations are correlated. A community with a higher assessed valuation needs a lower tax rate to raise a given sum of money. In Sanford, local valuation declined in the early 1990s and the tax rate went up (Table A12-2). In the late 1990s, the local valuation increased and the tax rate decreased.

When compared with similar communities, Sanford's tax rate is modest (Table A12-3). Sanford's Full Value Tax Rate used by the State to correct valuation distortions between communities was 18.70 mils in 2000. Typically communities closer to the coast had lower full value tax rates. Larger communities tended to have higher full value tax rates.

**Table A12-3.  
Tax Rate Comparison: 2000**

<b>Municipality</b>	<b>Tax Rate</b>	<b>Full Value Tax Rate</b>
Kennebunk	18.50	12.79
Kittery	17.40	14.13
Biddeford	18.30	16.08
Scarborough	19.60	16.38
Saco	21.00	17.42
<b>Sanford</b>	<b>20.04</b>	<b>18.70</b>
Old Orchard Beach	23.40	20.17
South Portland	21.55	21.76
Westbrook	22.00	20.87
Portland	24.00	20.86

*Source: Maine Revenue Services*

### B. Tax Commitment

Tax commitment is the amount of revenue raised from property taxes each year. The Town's commitment has grown by more than \$4.5 million between 1991 and 2001. This represents an increase of more than 33%. After adjusting the commitment to account for inflation, the increase is less than \$1.0 million, or 5.5%.

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<sup>1</sup> A 20.46 mil rate means that a property will be taxed \$20.46 for every \$1,000 in assessed valuation. At this tax rate, a property assessed at \$100,000 will pay \$2,046 in taxes each year.

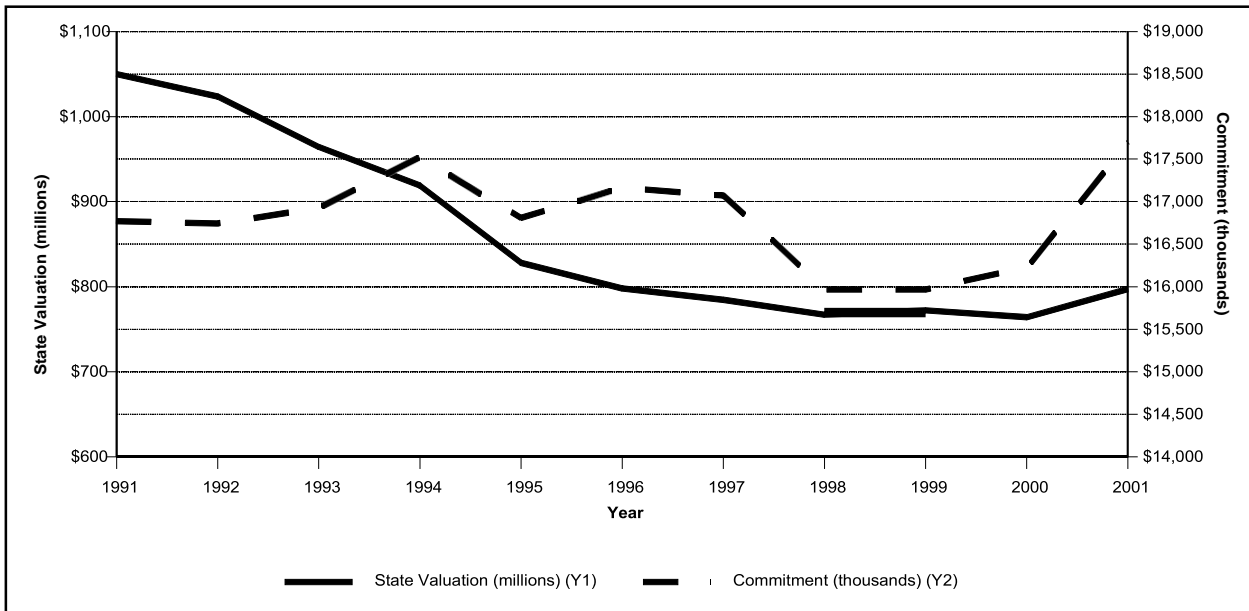
**Table A12-4.  
Tax Commitment**

Year	Commitment	Adjusted for Inflation (2001 dollars)	Percent Change (from previous year)
1991	\$13,165,853	\$16,771,439	Not Applicable
1992	\$13,536,217	\$16,745,273	-0.2%
1993	\$14,031,044	\$16,925,464	1.1%
1994	\$14,868,284	\$17,522,316	3.5%
1995	\$14,647,332	\$16,810,209	-4.1%
1996	\$15,439,411	\$17,163,184	2.1%
1997	\$15,607,744	\$17,072,129	-0.5%
1998	\$14,841,445	\$15,968,424	-6.5%
1999	\$15,213,681	\$15,967,863	0.0%
2000	\$15,974,640	\$16,230,164	1.6%
2001	\$17,693,830	\$17,693,830	9.0%

Source: Maine Revenue Services

Figure A12-1 displays the interplay of the State Valuation and local commitment, adjusted for inflation. While the local commitment has increased, this increase in real dollars had not taken effect until the 2001 budget year.

**Figure A12-1. State Valuation and Commitment, Sanford 1991 - 2001**



Note: inflation calculation using Bureau of Labor Statistics Northeast Urban CPI, All Items, 1982-1984 = 100

Source: Town Records; Maine Revenue Services; Planning Decisions, Inc.; Bureau of Labor Statistics

### C. Operating Expenditures and Revenues

Total revenues for the Town of Sanford have increased from \$32.5 million in 1997 to \$37.9 million in 2001. This is more than a \$5.3 million increase, or 16.4% (Table A12-5).

Sanford's revenues came from a variety of sources. The amount of revenue raised from property taxes increased by roughly \$1m, or 6.4%. Other sources of revenue increased more rapidly, including excise taxes (33%) and intergovernmental revenue (primarily state aid for education, 21%). Departmental Revenues and Charges for Services increased by more than 80%, or \$750,000.

**Table A12-5.  
Total Revenue, Sanford: 1997 - 2001 (in thousands)**

<b>Revenue</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>% change (97-01)</b>
Property Taxes	\$15,324	\$15,560	\$15,488	\$15,774	\$16,308	6.4%
Excise Taxes	\$1,701	\$1,807	\$1,977	\$2,189	\$2,262	33.0%
Intergovernmental Revenues	\$14,038	\$14,657	\$15,387	\$15,921	\$16,986	21.0%
Investment Inc, Lien Chgs	\$551	\$639	\$654	\$624	\$635	15.3%
Departmental Revenues and Charges for Services	\$934	\$1,087	\$1,011	\$1,599	\$1,688	80.8%
<b>Total Revenue</b>	<b>\$32,547</b>	<b>\$33,750</b>	<b>\$34,518</b>	<b>\$36,106</b>	<b>\$37,879</b>	<b>16.4%</b>

*Source: Statement of Revenue and Expenditures, Town of Sanford*

These revenues have been expended by the town annually. The cost to run the Town of Sanford has increased by more than \$6.0 million between 1997 and 2001, or 19.6% (Table A12-6). Major line items have varied. Only General Health Services experienced a decrease in expenditures of 9%. The County Tax and expenses for Capital Improvements have increased moderately. Public Works and Debt Service have increased faster than the increase in general government (annual debt service increased from \$7,000 to \$359,000 in the last five years). Education expenditures increased in line with the rest of the government.

**Table A12-6.  
Total Expenditures, Sanford: 1997 - 2001 (in thousands)**

<b>Expenditures</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>% change (97-01)</b>
General Government	\$1,054	\$1,171	\$1,240	\$1,302	\$1,329	26.1%
Public Safety	\$4,148	\$4,233	\$4,348	\$4,769	\$4,991	20.3%
Public Works	\$1,206	\$1,222	\$1,341	\$1,421	\$1,634	35.5%
Recreation and Cultural Services	\$705	\$734	\$769	\$860	\$865	22.7%
General and Health Services	\$1,798	\$1,813	\$1,526	\$1,590	\$1,640	-8.8%
Public Property	\$408	\$425	\$447	\$516	\$438	7.5%
Employee Benefits	\$1,434	\$1,473	\$1,546	\$1,616	\$1,787	24.6%
County Tax	\$311	\$312	\$336	\$339	\$327	5.3%
Debt Services, not education	\$7	\$35	\$179	\$228	\$359	5248.4%
Capital Plan	\$1,129	\$1,071	\$1,130	\$1,312	\$1,210	7.2%
Education, incl. debt service	\$19,271	\$20,076	\$21,329	\$21,902	\$23,043	19.6%
<b>Total Expenditures</b>	<b>\$31,469</b>	<b>\$32,566</b>	<b>\$34,191</b>	<b>\$35,857</b>	<b>\$37,622</b>	<b>19.6%</b>

*Source: Statement of Revenue and Expenditures, Town of Sanford*

## **D. Debt Service**

The Town of Sanford, like other urban communities, uses long-term borrowing to finance major capital expenditures. As of June 30, 2001, Sanford had more than \$5 million in outstanding debt (Table A12-7). This debt is for a range of projects, including school construction projects, the War Memorial Gymnasium, and the Rushton Street Landfill. The principal and interest cost of this debt typically cost around \$800,000 per year. Some of the debt reported in this table have already been retired.

**Table A12-7.  
Annual Debt Service Cost as of June 30, 2001**

<b>General Obligation Bonds</b>	<b>Interest Rate</b>	<b>Final Maturity Date</b>	<b>Balance at End of Year</b>
School Construction Bonds	5.20 to 6.50 %	2001, October	\$155,000
Rushton Street Landfill	4.50 to 4.70 %	2001, November	\$840,000
High School Heating Conversion	5.50 to 5.80 %	2004, October	\$334,800
School Construction Bonds	7.25 to 7.30 %	2009, October	\$2,717,325
War Memorial Gymnasium	4.30 to 4.40 %	2010, May	\$1,215,000
Nasson Academic Building Bonds	3.0 %	2019, March	\$71,452
<b>Total</b>	<b>N/A</b>	<b>N/A</b>	<b>\$5,333,577</b>

*Source: Sanford Financial Report, June 20, 2001*

The Maine Municipal Bond Bank uses a combination of informal threshold criteria by which it evaluates community's credit-worthiness. These are not hard-and-fast rules; rather, they provide a snapshot of the community's borrowing capacity.

- X The Town's debt (outstanding principal) should not exceed 15% of State assessed valuation. The limit in Sanford, therefore, would be \$120 million. Sanford's current outstanding principal of \$5 million is well below the limit.
  
- X The Town's per capita debt (total debt divided by the population) should not exceed \$400 - \$500. According to the 2000 Census Sanford's population was 20,806. This translates into a per capita debt of \$250, well below the limit.
  
- X The Town should be experiencing growth in assessed valuation. The Town's valuation had been stagnant in the mid-1990s, but has resumed growth more recently.

### E. Capital Improvement Program

Sanford has a capital improvement program required by town charter. CIP expenditures in 2001-2002 totaled \$1,759,288 (Table A12-8). Offsetting revenues totaled \$483,111. Total CIP funds raised through taxation 2001-2002 came to \$1,276,177. The two largest expenses included \$500,000 for street and road improvements and another \$625,000 for public works equipment.

**Table A12-8.  
Capital Improvement Program, 2001-2002**

CIP Category	Amount
Expenses	
Fire	\$130,000
Police	\$87,350
Public Works	\$1,441,938
Total Expenses	\$1,759,288
(minus) Offsetting Revenues	\$483,111
Total To Be Raised by Taxation	\$1,276,177

*Source: Warrant Articles, 2001-2002*

## **F. Issues and implications**

- X Like most municipalities in Maine and New England, the current economic slowdown, combined with the continuing rise in the cost of education and public services and the prospect of less state aid, may translate into greater tax increases than during the 1990s. This will put pressure on the Town to scrutinize all proposed new expenditures, including expenditures that this Comprehensive Plan Update may show to be desirable.
- X On the other hand, at least in fiscal terms, the Town has considerable borrowing capacity. The town's professional management and tax base have contributed to the Town's positive financial status.
- X The Town's public utilities are operated as separate entities and each has its own mechanisms for financing capital improvements and the operations of their systems. The Town needs to be cognizant of their programs, since they are also paid by the taxpayers.

## **APPENDIX C**

### **SANFORD – SPRINGVALE CHAMBER OF COMMERCE AND ECONOMIC DEVELOPMENT PLAN**

Prepared by:

**The Sanford – Springvale Chamber of Commerce  
and Economic Development**

**2001**

## **Sanford-Springvale Chamber of Commerce & Economic Development Plan Process**

This plan has been developed with significant input from those interested in economic development in Sanford. This effort has been coordinated by the Sanford-Springvale Chamber of Commerce and Economic Development. Every attempt was made to include broad representation from the community and individuals representing economic sectors (manufacturing, retail, services, non-profit, private sector and public sector). This effort has led to an economic development plan that is broad in scope and specific in action.

The components of the process include:

- § A brainstorming session to set broad goals and proposed activities.
- § An in-depth session to set priorities and to further refine proposed activities.
- § Drafting the economic development plan.
- § Soliciting comment and input on the draft economic development plan.
- § Completion of the final economic development plan.
- § Acceptance of the economic development plan by the local governing body.

### **Background**

Historically, Sanford has been known as a manufacturing community and has produced many goods, that were distributed nationally and internationally. Many of these businesses were located in large mill-style buildings, most remain still standing in the community. Many of these manufacturing firms were engaged in what is now called mature industries (shoes, textiles, etc.). A significant portion of these businesses have closed or downsized as operations have been shifted to overseas locations.

As the mature industries waned in Sanford they were replaced by a number of electronic component and assembly firms. Most of these companies were located at the industrial parks in Sanford as manufacturing started shifting away from mill-style buildings. All of these electronics manufacturing and assembly companies were branch facilities of national and international firms.

Over the past decade the unemployment rate in Sanford has consistently been above State and National unemployment averages. This unemployment gap has risen dramatically in the past year due to lay-offs and closures. Interestingly, most area manufacturers indicate that a significant portion of their labor force comes from Sanford. A strong indicator that while unemployment in the region has been low, jobs and employment lost in Sanford has not been replaced at the same rate.

Broadly speaking, the Sanford Economic Development Plan has several major goals - create new employment opportunities, broaden the tax base and fill existing buildings and industrial park land. To accomplish these goals those involved in developing this plan have prioritized broad activities and made suggestions for specific activities. Where possible, the Plan has made recommendations on which organization is the most appropriate implementer or coordinator. It is the feeling that business retention should be the top priority for economic development activities followed by business attraction and business expansion.

### **Business Retention**

Business retention is an important part of any community economic development effort. If one business leaves for every one that starts up or relocates there are no net jobs that are created. This is very important in Sanford, which has seen a number of business closures and downsizings over the past several years.

While the Sanford-Springvale Chamber of Commerce and Economic Development is the Town's economic development arm, it cannot do everything due to the size of its staff and complexity of the task. This is true not only for business retention, but for this entire Plan. SSCCED must be the primary implementor of some of the tasks outlined in this plan. It also must work with other organizations, service providers, educational institutions and the municipal staff who can, and do, share responsibility for implementing this Plan.

#### **Education, workforce**

- \$ Business Visitation Program
- \$ Education Program
- \$ Talent magnet program
- \$ Skill training (targeted)

Education and workforce issues are critical to economic growth in Sanford. The SSCCED should be the primary coordinator for the Business Visitation Program. This program should be reviewed to see if it needs to be updated. SSCCED also needs to support the educational, training and skills development offered by others in the community. These educational institutions should have the primary responsibility for program implementation.

#### **Business**

- \$ Co-op purchasing
- \$ Attract compatible suppliers/vendors

In its business attraction efforts SSCCED should target compatible outsource businesses as potential opportunities for business relocation.

### **Community**

- \$ Continue industrial park promotion
- \$ Affordable housing

While the Town of Sanford is the primary entity for improving the community, the SSCCED should be an active participant in any related municipal projects and activities. In addition, the SSCCED and Sanford Industrial Development Corporation will continue to be responsible for the development of the Sanford Industrial Estates and Sanford Industrial Development Park.

### **Business Attraction**

The SSCCED should have primary responsibility for the development and implementation of the community's business attraction efforts. These efforts should further marketing efforts that have occurred over the past few years. Business attraction efforts should be coordinated with sub-regional and regional efforts to maximize exposure and effectiveness of any activities.

The success of a business attraction effort rests on the desirability of its “product”, which in this case is the Town of Sanford. The SSCCED should maintain its involvement in municipally based projects that are designed to improve the community.

### **Advertise**

- \$ Continue advertising
- \$ Print advertising campaign
- \$ Convince citizens that Sanford-Springvale is a good place to work (internal)
- \$ Make community more desirable for business
- \$ Prospective awareness campaign to sell town
- \$ Direct business visits
- \$ Trade shows
- \$ Utilize current businesses in identification of potential business attraction candidates and in business attraction efforts
- \$ Media campaign

The heart of any business attraction effort is a marketing campaign to advertise the community. This effort should be multi-faceted and incorporate the aspects identified above.

### **Community Improvements**

- \$ Spec building
- \$ Improve transportation network
- \$ Make community more attractive
- \$ Traffic flow

## **Business Expansion**

Business expansion is an important part of any economic development strategy. Existing businesses offered an excellent chance for the growth of a community's economy and job base as these businesses already exist in the community. Many of these businesses are Chamber members and will most likely let their future development plans be known. It is important that the SSCCED be the focal point for working with businesses looking to expand their operations. In addition, the SSCCED will have a team of local and regional representatives that can be called on to assist in business expansion opportunities.

### **Community**

- \$ Promote the creation of a TIF District
- \$ Business appreciation
- \$ Fast track approach document (check list)
- \$ Target and promote available commercial and industrial space - targeting existing buildings first
- \$ One stop shop

### **Business**

- \$ Continue to expand telecommunications
- \$ Targeted training opportunities

## **Microenterprise/entrepreneur development**

One very important contributor to the long-term economic health of a community is the development of microenterprises. Typically, these are business start-ups or existing operations of less than 5 employees. In all instances, the bulk of employment in any area is heavily dependant on these small or micro enterprises. These small business also provide the highest percentage of employment growth. In the long run, local businesses that expand and grow into large businesses will come from these businesses. Any successful economic development in a community will plan for the development of these businesses.

Sanford was fortunate to be the recipient of two grants that will support microenterprise development. The first was a \$750,000 grant to develop an advanced composites technology development center that is located in the Sanford Industrial Estates. The SSCCED and SSDC will continue to be heavily involved in the development of this project. The second grant was \$125,000 for the development of a microenterprise information center to provide services for York County. This grant was received by the Southern Maine Regional Planning Commission to develop the Business Resource Information Center located at the Anderson Learning Center in Springvale. This project needs continued support from the SSCCED and the community.

### **Organizational**

- \$ Promote incubator (composites)
- \$ Banker's organization for financing
- \$ Better utilize Chamber web site to show opportunities
- \$ Promote Business Resource Information Center

It was felt that more effort to utilize existing and future technology needs to happen. A top priority for the SSCCED will be to upgrade its website and allow for more links to other websites as well as make it a crucial stop for area businesses and residents.

### **Support Services**

- \$ Be more active on Community Reinvestment Act
- \$ Create tax incentives
- \$ I.D. potential entrepreneurs
- \$ Develop list of available space
- \$ Create start-up training opportunities
- \$ Expand Junior Achievement

### **Industrial Park Development**

The SSCCED and IDC need to maintain the responsibility for the development and oversight of Sanford's industrial park. There are two primary priorities for the industrial parks. The first priority is to assist in marketing and securing tenants for empty buildings. The second priority is to market any available lands in the industrial parks to potential tenants.

#### **Infrastructure**

- \$ Expand airport usage
- \$ TIF's
- \$ Develop identifiable airport industrial park
- \$ Upgrade Route 109 to turnpike
- \$ Spec building
- \$ Work with public services

#### **Services/Organizations**

- \$ Develop contact list of those decision-makers that may be interested in buying
- \$ Advertise in appropriate publications
- \$ Establish and maintain industrial parks cooperative

### **Downtown Revitalization**

The key to any community is its downtown area. It often is the gateway to a community and defines the community. Sanford does not have a single, concentrated downtown area. This plan recognizes that Sanford has three retail areas, each with its own issues and opportunities. The

three areas are Springvale, downtown Sanford and South Sanford. Each of these areas should have its own co-operative group and the SSCCED will be the entity responsible for coordinating start-up efforts. In addition, the SSCCED should be a participant in any municipal efforts for downtown revitalization.

### **Infrastructure**

- \$ Parking
- \$ Improve traffic flow
- \$ Pedestrian friendly
- \$ Vehicle friendly

### **Services**

- \$ Various contests/programs - themes
- \$ Grant and financing opportunities - municipal and business
- \$ Revise/review past plan
- \$ Identify appropriate business mix to attract prospects

### **Intangibles**

- \$ Improve appearance
- \$ Create positive image

Economic development encompasses many different issues, opportunities, activities and organization in a community. As we have noted before SSCCED is limited in size to be the primary player in every economic development related effort in Sanford. The following is a listing of issues that are important to economic development in Sanford. While the SSCCED will not play a lead role in all these issues, they should be involved in some way.

## **Education**

### **Business**

- \$ Survey needs of businesses
- \$ Expand partnerships between schools and businesses
- \$ Businesses fund adult education
- \$ Encourage businesses to hire high school graduates with an educational benefit

### **Community/Primary**

- \$ Promote job shadow activity
- \$ Education department hire full-time volunteer coordinator
- \$ Recognize education as an important cog in economic development
- \$ Promote/publicize successes
- \$ Use school as a resource beyond school day

### **On-going/Higher**

- \$ Develop education plan with vocational center and YCTC and University College at Sanford
- \$ Re-education program
- \$ Support adult education

### **Transportation**

- \$ Vehicular
- \$ Promote safety and improvement of major highways in and out of Sanford
- \$ Bus to rail system
- \$ Study Route 109 by-pass
- \$ Main Street - assess options
- \$ Encourage pedestrian/bicycle options
- \$ Major arteries have problems - Routes 111, 109, 202/4

### **Air**

- \$ Promote airfreight system from Sanford Regional Airport
- \$ Attract air passenger service

### **Rail**

- \$ Rail service to IDC areas

## **Public Infrastructure**

### **Municipal**

- \$ Sewer capacity
- \$ Expand in correlation to urban zone
- \$ Surrounding community collaborative

### **State**

- \$ I.D. alternative routes from major arteries
- \$ Improvement of routes from major arteries

### **Private**

- \$ Alternate fuels
- \$ Backup telecommunications network
- \$ Alternate telecommunications network

## **Housing**

### **Affordable**

- \$ New zoning for high density - creative development
- \$ Funding for multi-family homes

- \$ More apartments
- \$ Encourage rehabilitation or demolition of abandoned buildings
- \$ Zoning to encourage replacement of old multi-unit housing stock
- \$ Investigate mixed-use development

**Market/Single family**

- \$ Tax incentives for renovations
- \$ Publicize housing advantages and quality of neighborhoods in Sanford
- \$ New construction incentives

**Existing Building Revitalization**

**Financing**

- \$ Grants and other financing opportunities

**Planning**

- \$ Research other community's successes
- \$ Multi-functional approach
- \$ Look at revitalization projects
- \$ Creative zoning

**Services**

- \$ Consider public right of way
- \$ Historic designation
- \$ Mill yard co-operative

**Economic Development Service Delivery**

This economic development plan recognizes that the SSCCED is the most appropriate entity to implement Sanford's economic development activities. However, the fact that the SSCCED is not a municipal department will necessitate that communication needs to occur frequently among individuals and organizations. In addition, Sanford needs to continue to maintain its place in the regional and State economic development delivery system. The most effective way to do this is through continued involvement in State economic development activities and programs and to continue its involvement in the Southern Maine Economic Development District.

**Structure**

- \$ Hire grant writer
- \$ Team effort – town government and Chamber of commerce
- \$ Partnership – Chamber of Commerce and developers
- \$ Increase Chamber staff

### **Services**

- § Expand role of Internet to deliver information
- § Sell importance of economic development to community
- § Maintain active Chamber membership
- § Coordinate recruitment between industries

## **Assessment of Sanford as Identified by Economic Development Plan Participants**

### **Strengths**

1. People - availability, concentration, education
2. Infrastructure - airport, industrial parks, available
3. Education
4. Business concentration
5. Quality of Life

### **Weaknesses**

1. Location - from transportation infrastructure (rail vehicle)
2. Image/perception
3. Community issues - taxation, town government
4. Lack of high tech businesses
5. Labor force and lack of skilled labor pool

### **Top Issues**

1. High unemployment
2. High taxes
3. Municipal issues - town official turnover lack of direction
4. Public Image
5. Zoning

*Adopted by the Board of Directors, January 23, 2002*

## **APPENDIX D**

### **RECOMMENDED IMPROVEMENT STRATEGIES DOWNTOWN SANFORD MARKET STUDY SANFORD CDBG QUALITY MAIN STREET PROJECT**

Prepared for:

**The Downtown Sanford Task Force  
and  
The Town of Sanford**

Prepared by:

**Planning Decisions, Inc.  
South Portland, Maine**

In association with

**Terrence J. DeWan & Associates  
Yarmouth, Maine**

December 1995

## **SECTION VII. THE DOWNTOWN REVITALIZATION STRATEGIES AND ACTION PLAN**

Downtown Sanford, as with many older downtown districts, has both strengths and weaknesses. This downtown revitalization strategy establishes a coordinated program for reinvigorating the economy of downtown Sanford. The strategy includes four interrelated components:

- Organizational Strategies
- Strategies Relating to Design and the Physical Environment of Downtown
- Marketing and Promotional Strategies
- Economic Revitalization Strategies

The underlying precept of the overall strategy is that the community, working together and incrementally over time, must address all four of these components if the downtown revitalization program is to be successful in the long run. There is great temptation to focus on just one or two areas, but attention to all four components is vital to the effort.

The overall strategy is based upon a long-term commitment to working to improve downtown Sanford. The program envisions that a large number of separate but interrelated activities will occur over a number of years, each building on the others to fundamentally change the way the downtown functions. This is not an easy mission, but it is one that Sanford can achieve.

### **A. *Downtown's Economic Role***

At one point, downtown Sanford was the retail and service center for the region. Over the past decades, personal mobility and the growth of outlying shopping centers have significantly eroded this role. Today, the downtown functions both as a "convenience commercial center" meeting some of the day-to-day needs of residents of the Sanford area and as a "limited specialty retail and service center" for a larger trade area.

This downtown revitalization strategy is built on three future economic roles for downtown:

- ! Maintaining and even expanding downtown's role as a "convenience commercial center" that meets the day-to-day needs of local residents and downtown workers.
- ! Expanding downtown's role as a "specialty retail and service center" by capturing a larger percentage of spending generated by the year-round population, especially middle and upper income households, of the Sanford Trade Area.
- ! Expanding downtown Sanford's role as an office and service center.

None of these roles by itself creates the necessary market supports for a revitalized downtown. But in combination, these roles offer opportunities to support an economically viable downtown business district. The strategies set forth in this section establish a program to capitalize on these opportunities.

## **B. Organizational Strategies**

Successful downtown revitalization requires that a wide range of activities occur over a sustained period. While Town staff can play some role in this, the overall revitalization strategy is built on the recognition that there is a need for a downtown organization that can champion downtown and coordinate the revitalization program. *Discover Downtown Sanford* has already begun to play this role and this program proposes that the ability of the organization to serve this function be strengthened and expanded.

### **1. Organizational Objectives**

To this end, the following organizational objectives are established:

***OBJECTIVE #1 - Expand the number of business people and downtown property owners actively involved in the Discover Downtown Sanford organization.***

***OBJECTIVE #2 - Develop an ongoing source of funding to support the administrative activities of Discover Downtown Sanford to allow its role and functions to expand.***

### **2. Organizational Work Plan**

To accomplish these organizational objectives, *Discover Downtown Sanford*, with assistance from the Town, will need to undertake the following short-term activities:

- ! ***Organizational Development Program*** - By January 1, 1996, the Executive Committee of *Discover Downtown Sanford* should develop a mission statement explaining the purpose of the organization, formally establish membership types and fees, and develop a program for soliciting membership in the organization. Immediately after the holiday season, the group should undertake an aggressive campaign to recruit additional members with a focus on downtown businesses, downtown property owners, and key people with an interest in downtown Sanford.
- ! ***Committee Operations*** - By January 1, 1996, each Committee should be operational with a full complement of active members and a clearly defined work program for the coming year using the activities identified in this strategy as the basis of those work plans. The Executive Committee should establish a clear statement of purpose for each of these standing committees based upon this overall strategy.
- ! ***Contacts with New Businesses*** - The Membership and Development Committee should establish a program for contacting new businesses in the downtown, property owners, and other downtown interests. Consideration should be given to a joint activity with the Town such as a business visitation program in which a representative of *Discover Downtown Sanford* and a representative of the Town formally call on new downtown interests to make them welcome, let them know they are important to the community and downtown, and solicit their involvement in *Discover Downtown Sanford* and the revitalization program.

! ***Administrative Funding*** - By January 1, 1996, the Executive Committee should develop a budget for supporting core administrative functions of the organization and a program for raising the necessary funds. In early 1996 the Executive Committee, in conjunction with the Membership and Development Committee, should undertake a program to raise the funds called for in the budget.

! ***Liaison with Other Organizations*** - During 1996, the Executive Committee should establish working relationships with organizations such as the Chamber of Commerce and develop a program for maintaining and enhancing these relationships.

Over the long term, the organizational component will focus on maintaining and expanding the organizational capacity of ***Discover Downtown Sanford***. As downtown revitalization moves forward, it is highly likely that the level of administrative support will need to grow.

### C. ***Design Strategies***

#### 1. **Design Objectives**

The second component of the downtown revitalization program involves creating an environment in the district that is attractive and in which the customer feels comfortable and safe. The design component will require close coordination between ***Discover Downtown Sanford*** and the Town of Sanford. The Design/Economic Restructuring Committee should be responsible for coordinating the activities of this component.

The design objectives for revitalizing downtown Sanford are:

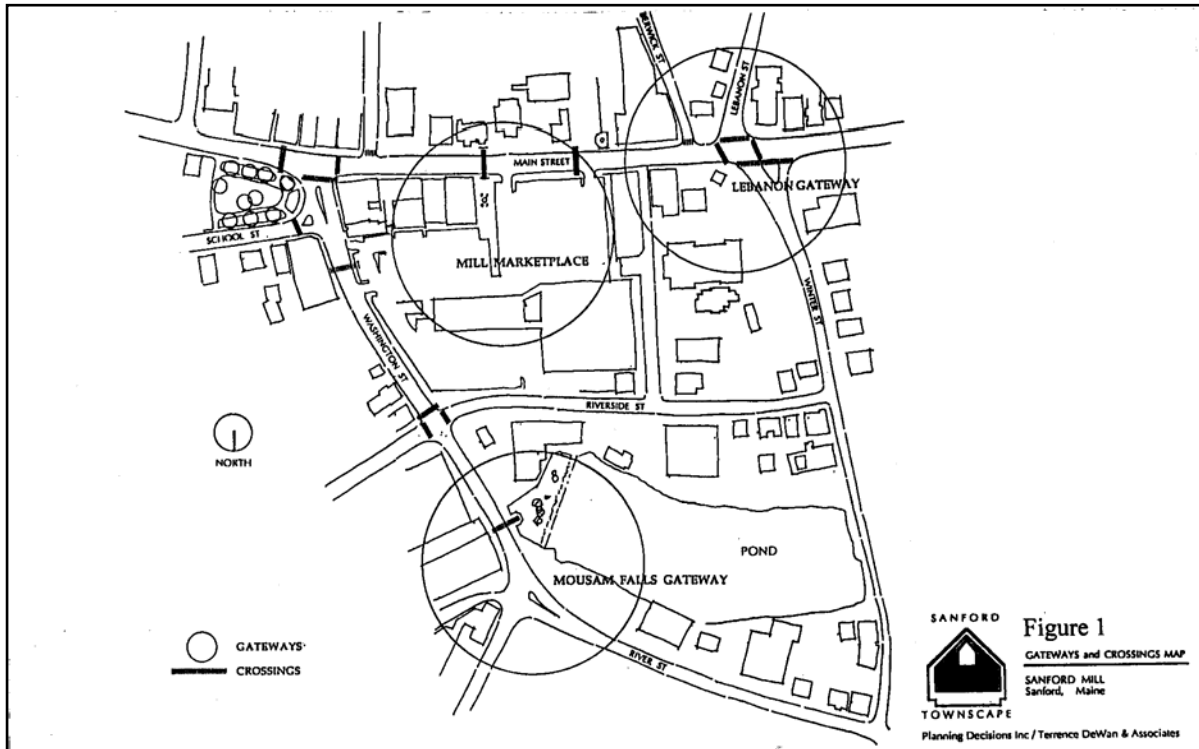
***OBJECTIVE #3 - Create a distinctive visual environment in the downtown which identifies it as a unique high-quality commercial district.***

***OBJECTIVE #4 - Improve the public's perception of pedestrian safety and convenience in the downtown.***

***OBJECTIVE #5 - Improve the management of on- and off-street parking.***

## 2. Work Plan

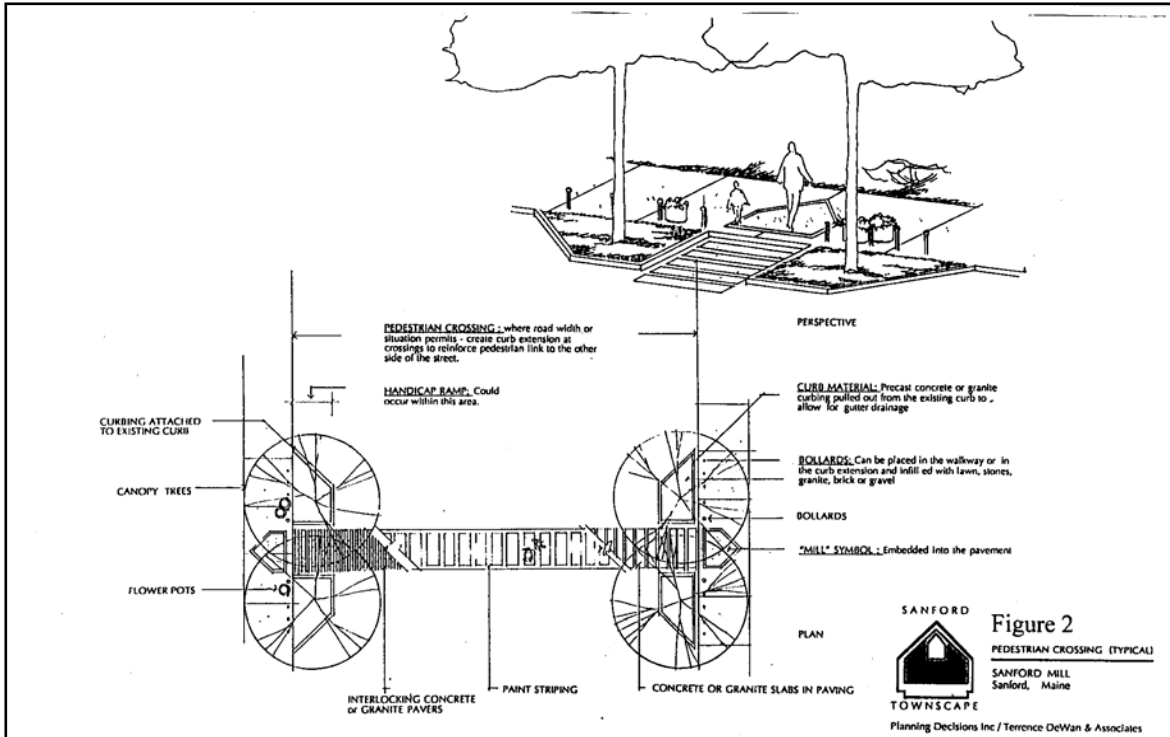
To accomplish these objectives, *Discover Downtown Sanford* and the Town will need to undertake the following short-term activities (see Figure 1) within the next year:



! **Parking Management** - The Design/Economic Restructuring Committee should work with the Town and Police Department to develop an improved program of parking management in the downtown area. This program should address the following areas:

1. Improved enforcement of on-street parking regulations to assure that these spaces are available for customer parking.
2. Improved management of the off-street parking at the Mid Town lot to assure that the best “customer parking” is available for use by customers.

- ! **Pedestrian Crosswalks** - The Town should reconstruct the major crosswalks in the downtown to increase the perception of safety and convenience. A possible design for the revised crosswalks is shown in Figure 2. In conjunction with this effort, the Town and *Discover Downtown Sanford* should undertake an educational and enforcement program dealing with motorists yielding to pedestrians within crosswalks.



- ! **Image Enhancement** - The Design/Economic Restructuring Committee should work with the Town to develop a comprehensive program to enhance the image of downtown Sanford as a quality shopping district that appeals to middle and upper income consumers. This program should focus on three areas:

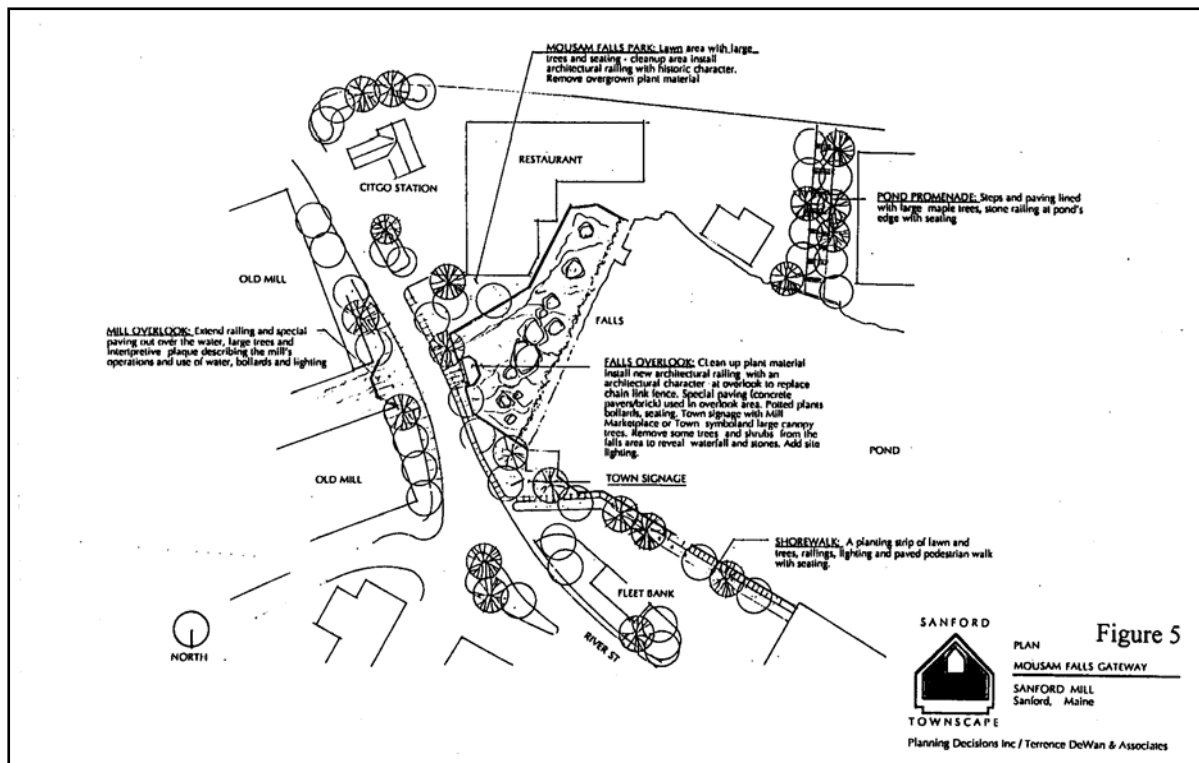
1. Creation of a downtown focal point - Downtown currently lacks a strong sense of place or identity. The geographic center of downtown is the parking lot of the Mid Town Mall. The Design/Economic Restructuring Committee should work with the Town and downtown property owners to develop a “market” building on the east side of Main Street between the Sanford Institution for Savings and Home Vision Video to serve as a center for downtown activities. This facility should provide information about downtown and downtown activities, be a permanent home for the farmers’ market and other similar activities, and serve as a center for other downtown activities and promotions. Figures 3 and 4 provide a conceptual idea of what such a “market” might look like.



2. Downtown gateways - The Town and *Discover Downtown Sanford* should work together to create attractive gateways to the downtown at the following locations:

- Winter/Lebanon/Main Intersection
- Main between Roberts and Washington
- Washington at the Mousam River

These gateways should be visually distinctive and allow customers and visitors to recognize that they are entering a distinctive place. The gateways should include appropriate signage and visual elements that are consistent with the other downtown improvements. A conceptual design for the Mousam Falls Gateway is shown in Figures 5 and 6, while Figure 7 shows possible signage that should be incorporated into both of the areas. Figures 8, 9, and 10 show a possible treatment for the Main/Lebanon Streets Gateway.



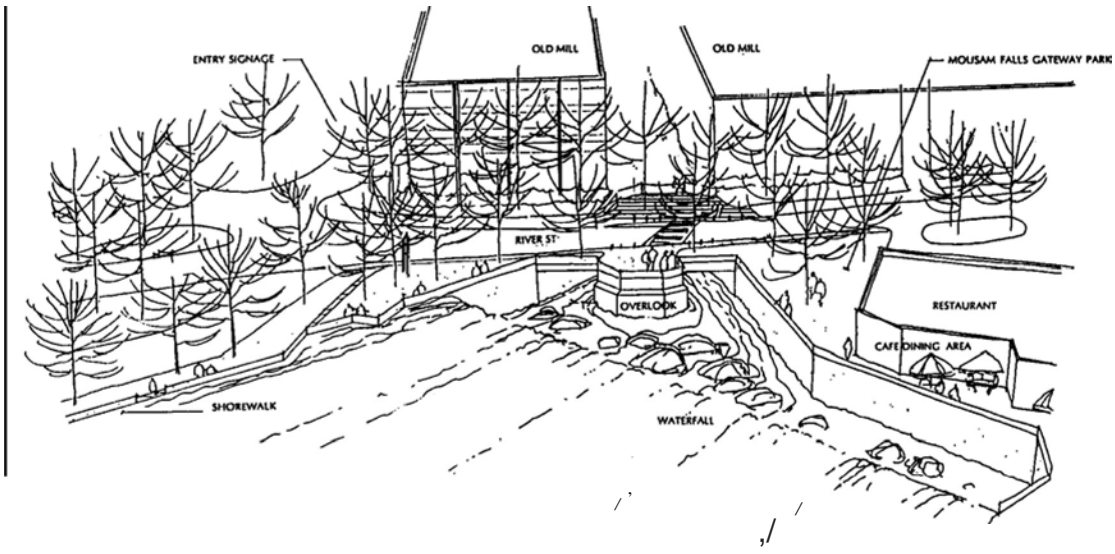


Figure 6  
 PERSPECTIVE  
 MOUSAM FALLS GATEWAY  
 SANFOIC MILL  
 SANFO-C  
 TOWN.SCA.PI  
 DecbkWllnc / TlllllnClOow I, AuocJ - 10



Figure 7  
 SIGNM| SKETCH  
 SANFORD MILL  
 Sanford, Maine

TOWNSCAPE  
 PbrvqDldlbllnc/TMM12DeW1, C1

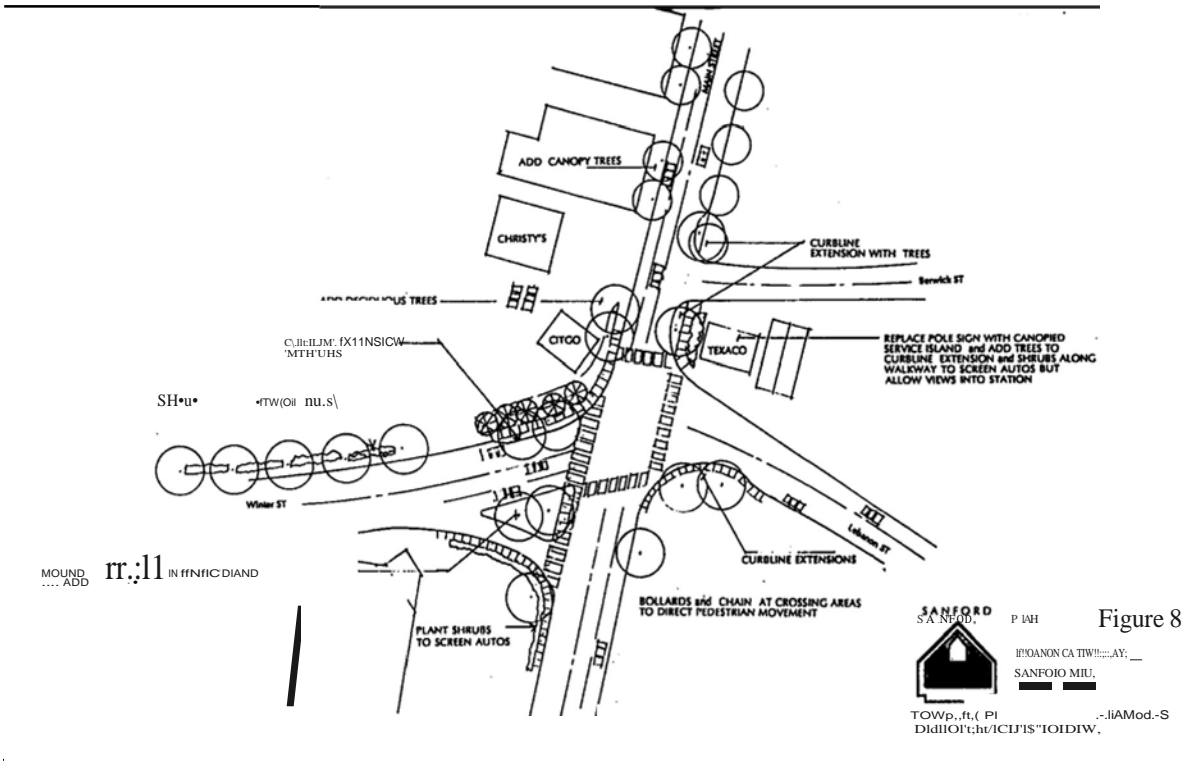


Figure 8

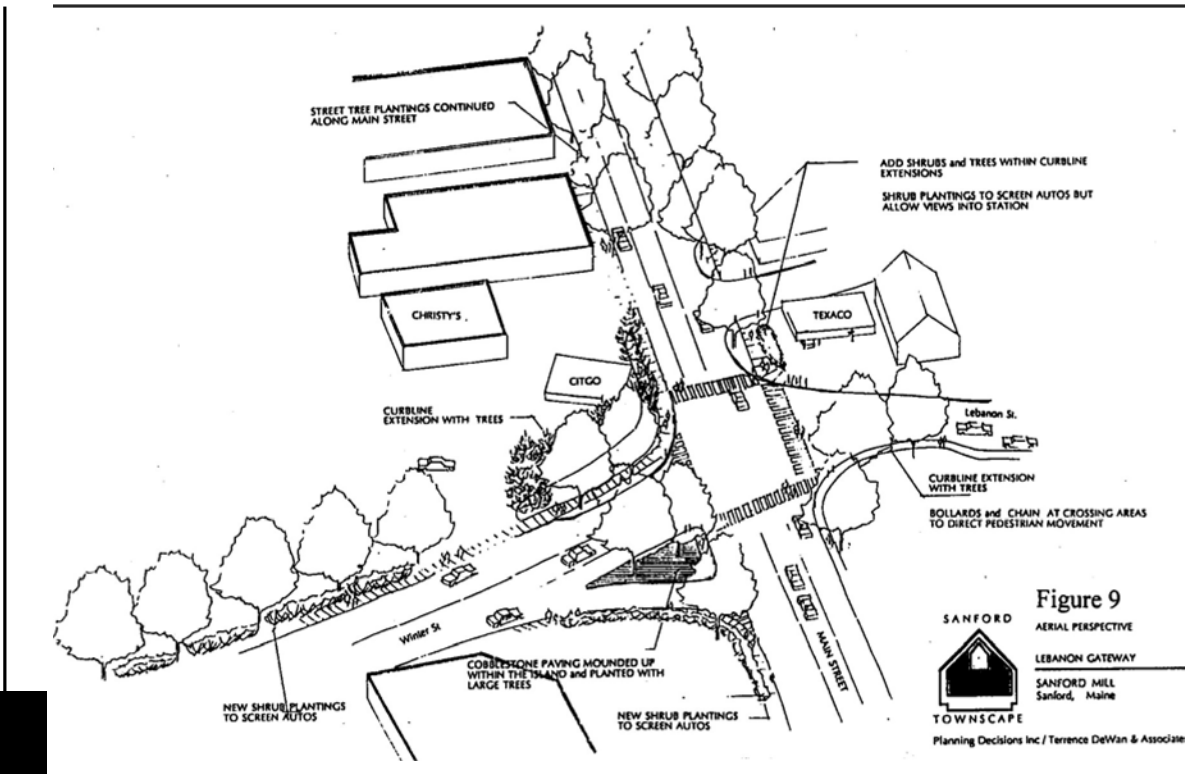
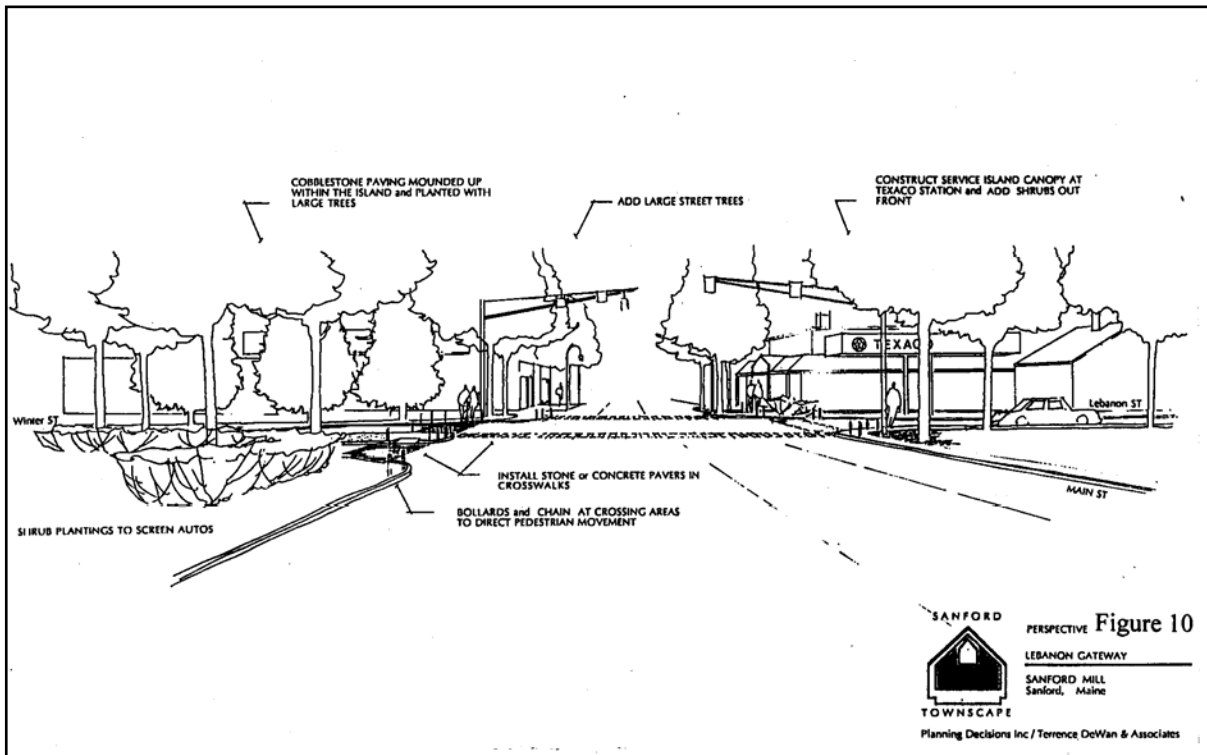


Figure 9

SANFORD AERIAL PERSPECTIVE  
 LEBANON GATEWAY  
 SANFORD MILL  
 Sanford, Maine  
 TOWNSCAPE  
 Planning Decisions Inc / Terrence DeWan & Associates



### 3 Public Safety

The Design/Economic Restructuring Committee should continue to work with the Sanford Police Department to improve the perception of safety in downtown.

### 4 Maintenance of Public Facilities

The Design/Economic Restructuring Committee should continue to work with the Town's Director of Public Property to assure that the public areas of downtown are well maintained, clean, and present a positive image of the community. This should include establishing a system for downtown businesses to notify the Town when they notice problems.

#### *D. Promotion and Marketing Strategies*

##### 1. Promotion and Marketing Objectives

The third component of the downtown revitalization program is an active program to market the downtown as a **quality** commercial area and to promote the individual businesses within downtown. To this end, the following promotion and marketing objectives are established:

**OBJECTIVE #6 - Develop an image of downtown as a distinctive shopping and service district that offers quality products and services.**

**OBJECTIVE #7 - Create awareness with consumers living in the Sanford Trade Area of the range of goods and services available in downtown.**

**OBJECTIVE #8 - Increase the number of events and activities that attract people into downtown Sanford.**

## **2. Promotion and Marketing Work Plan**

The task of promoting and marketing downtown Sanford as a commercial district should be delegated to the Promotion Committee. This group should undertake the following activities in addition to assuming responsibility for ongoing marketing and promotion activities. In the next year, the Committee should address the following:

- ! ***Downtown Image*** - The Committee should refine the downtown logo and develop a related marketing theme that will be used by ***Discover Downtown Sanford*** and its members in promoting the downtown district. Consideration should be given to graphically simplifying the existing logo. It is important that the logo be used to project a "quality" image for the downtown.
- ! ***Promotion of the Range of Goods and Services Available in Downtown*** - The Promotion Committee should develop a directory of categories of goods and services that are available in downtown and where they can be found. The emphasis in the directory should be on the types of goods rather than on specific businesses. This information should then be used in joint advertising programs that focus on downtown as a commercial district.
- ! ***Special Events*** - The Promotion Committee should develop at least two special events to bring consumers into downtown and truly "discover downtown Sanford." One event should focus on the Christmas holiday season, while the other should occur during the summer. The objective of each event should be to bring consumers into downtown and provide them with the opportunity to experience various aspects of the downtown. These events should include musical events, food, and an opportunity to visit stores. Individual businesses should be encouraged to conduct their own promotions in conjunction with the overall event.
- ! ***Target Marketing*** - The Promotion Committee should develop a program for targeting specific segments of the overall market. This should build on existing activities of individual businesses and target groups of consumers with similar characteristics or interests. This might include:
  - Worker appreciation days in which people who work in or around downtown get special discounts.
  - Hospital appreciation days to attract hospital employees to come downtown.
  - Special promotions targeted at women during major sporting events such as the Super Bowl, Kentucky Derby, or NBA playoffs.
- ! ***Expanded Market Activity*** - The Promotion Committee should work to expand the farmers' market and to explore other similar activities (crafts market, flea market) that can complement downtown businesses.

Over the longer term (the next two to three years) the Committee should evaluate all promotional and marketing activities and determine which are effective and should be continued and which are not and should be discontinued. In addition, the Promotion Committee should continue to expand marketing activities including:

- ! ***Cross Shopping Promotions*** - The Committee should explore ways to encourage the customers of one downtown store to make additional purchases at other stores in the downtown district.
- ! ***Increased Special Events*** - The Promotion Committee should investigate expanding the number of specific events to approximately one per quarter (spring event, summer event, fall event, holiday celebration).
- ! ***Expanded Joint Promotion/Advertising Activities*** - The Promotion Committee should develop joint advertising activities that are designed to build customers' awareness of what can be found in downtown.

## ***E. Economic Revitalization Strategies***

### **1. Economic Revitalization Objectives**

A key component of the downtown revitalization program is improving downtown's economic functioning through attracting more customers and spending into the district. To this end, the following economic revitalization objectives are established:

**OBJECTIVE #9 - Maintain the existing core of stores in downtown and enhance their economic performance.**

**OBJECTIVE #10 - Expand the range of retail merchandise available in downtown Sanford with a focus on the gaps identified in the market analysis.**

**OBJECTIVE #11 - Enhance downtown's image as a place to do business.**

**OBJECTIVE #12 - Support the retention of existing non-retail uses and the establishment of new uses which bring potential customers into downtown Sanford.**

### **2. Economic Revitalization Work Plan**

To accomplish these objectives, the *Discover Downtown Sanford* should undertake the following short-term activities over the next year:

- ! ***Business Assistance Program*** - *Discover Downtown Sanford* should serve as a liaison between downtown businesses and sources of business assistance. To accomplish this, the Design/Economic Restructuring Committee should:
  - Survey downtown business owners to determine their business assistance needs (i.e., cash flow management, personnel administration, TQM programs, etc.).

- Work with the Town's Community Development Department to identify sources of business assistance and make members aware of these opportunities.
  - Publicize special business assistance programs that occur in the area.
  - Promote and sponsor training programs and similar activities of interest to downtown businesses.
  - Work with the Town of Sanford to establish a micro loan program to assist businesses that want to locate or expand in downtown.
- ! ***Business Environment*** - The Design/ Economic Restructuring Committee should work with the Town to enhance the business community's and the public's perception of the business environment in downtown. This should include regular meetings between the Executive Committee, the Town Administrator, and Selectmen to review downtown revitalization issues and the creation of a business visitation program in which a representative of the Town and a representative of ***Discover Downtown Sanford*** visit each downtown business on a regular basis to get firsthand information about business conditions and make businesses aware of their importance to the community. In addition, the Design/Economic Restructuring Committee should work with the Promotion Committee to create regular media coverage about the successes of ***Discover Downtown Sanford*** and individual downtown businesses. The goal of this effort should be to create a positive image of downtown Sanford as a place to do business. The information could focus on increased sales at a particular business, the level of activity surrounding certain periods (Christmas sales, etc.) or the success of promotional activities.
- ! ***Expansion of Existing Downtown Businesses*** - The Design/Economic Restructuring Committee should work with existing downtown businesses to explore expanding the range of goods they offer to fill identified gaps in the retail mix.
- ! ***Recruitment of Businesses into Downtown*** - Over the long run, successful downtown revitalization will require that additional business activities occur in downtown. To encourage this, the Design/Economic Restructuring Committee should:
- Develop information and materials that can be used in recruiting new businesses.
  - Identify businesses already in operation in the Sanford Trade Area that would be beneficial to be located in downtown.
  - Identify southern Maine businesses that have potential for establishing a branch location in Sanford.
  - Establish a program for personally contacting these prospects on a regular basis and encouraging them to locate in downtown Sanford.
- ! ***Establishment of New Businesses*** - A significant potential for business growth and retention in downtown is in the establishment of new start-up businesses in downtown or the purchase of existing businesses by new

owners. A major role of the Design/Economic Restructuring Committee should be to identify potential entrepreneurs, encourage them to consider starting/buying a business in downtown, and work with them to secure financing, space, etc. While this is truly a long-term activity, the Committee should start work in this area during 1996.

Over the longer term, ***Discover Downtown Sanford*** will need to maintain the expanded level of economic revitalization activity. The Design/Economic Restructuring Committee will need to provide for repeating the short-term activities on a regular, recurring basis. In addition, the Committee should undertake the following initiatives over the next two to three years:

- ! ***Antiques Mall*** - The Design/Economic Restructuring Committee should explore the feasibility of establishing an antiques mall/center within the downtown area to serve as a tool for attracting consumers from a wider geographic area into Sanford. The focus of this facility should be on high quality items.
  
- ! ***Office Uses*** - The Design/Economic Restructuring Committee should work with the Planning Board to review the Town's land use regulations to assure that small scale office uses are encouraged to locate in or adjacent to the downtown area.

## **APPENDIX E**

### **COMPREHENSIVE HOUSING ASSESSMENT**

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## **HOUSING STRATEGY**

A housing strategy should be designed to bring about long-term improvement in housing conditions, diversity and affordability. Implementation of the strategy will require the coordination of a number of resources in the public and private sectors. The recommendations in this chapter present a range of possible actions for Sanford to explore within three basic themes: housing quality, neighborhood planning and investment, and housing and economic development. Some parts of the strategy may be appropriate for consideration as the Town undertakes the next revisions to its Comprehensive Plan.

To pursue a housing strategy, the Town will need to decide who will be charged with the responsibility of coordinating it. Should the responsibility rest with the Selectmen, the Planning Board, the Community Development Advisory Committee, the Town Planner, Community Development Director, or a new steering committee? The pursuit of any strategy will require long-term commitment, monitoring of progress, and periodic redirection. The first recommendation of this strategy is that the Town designate the responsible person or group to study and implement the most effective combination of actions to address key housing issues in Sanford.

### **1. Housing Quality**

#### Issues:

Increased market pressure is being exerted on Sanford's older housing stock. Given infrastructure limitations and land availability, there may be few opportunities in the future for high density housing to be constructed in the future except through redevelopment and infill. Today's strong regional rental market has increased the potential return on investment for improvements to older housing. Current market conditions therefore offer better support for improved compliance with property maintenance codes.

#### Recommended:

- a. Update BOCA. Consider adoption of an updated version of the BOCA property maintenance code. More recent editions of the BOCA code and the new International Property Maintenance Code may contain improved language that could help the Town address maintenance issues and enforcement.
- b. Compliance Support. Enlist support for code compliance from lenders, insurers, realtors to support inspection actions prior to transfer of property. This can be done by informing local and area institutions about the services available from the Town in conducting compliance inspections for properties.

- c. Set Inspection Goals. Undertake periodic or systematic code enforcement inspections. The Town could set goals for inspecting a certain proportion of rental dwelling units each year, or to complete inspections in a certain area. Since entry of most premises must follow from a request by the owner or occupant, the Code Enforcement office may need to be more proactive in notifying owners and occupants of its goals for inspection, and in requesting the cooperation of owners and occupants as part of a more systematic inspection program.
- d. Coordinate with SHA. Coordinate code enforcement and fire safety inspections with Sanford Housing Authority's inspections under HUD. Housing Quality Standards (HQS) as it monitors its tenant assistance voucher program. Sanford Housing Authority conducts between 500-600 compliance inspections per year to ensure compliance with HQS. The Town should work with the Sanford Housing Authority to incorporate compliance with locally adopted codes as part of the HQS inspection process.
- e. Increase Enforcement Staff. Any expanded code enforcement effort will require more personnel who are appropriately trained in enforcement. A larger staff would enable a more proactive community outreach effort that goes beyond enforcement-on-complaint and which complements other community development activities. The Town should review the experience of other cities and towns like Sanford (large community, old housing stock) with respect to staffing, budget, and outreach efforts.
- f. Minimum Housing Standards Ordinance. Consider the need for a minimum housing standards ordinance for rental property. Current state law provides for an "implied warranty and covenant of habitability" for all rental property, regardless of the type of structure, that establishes minimum requirements for landlords and tenants. Municipalities are empowered to adopt more stringent ordinances or regulations than the minimum state standards.
- g. Consider Registration/Licensing Process. If a more proactive approach to housing quality is desired, the Town could create an ordinance that requires registration of rental housing units as part of a certification and code compliance process. Under such a model (more common in other states), the owner of a rental property would be required to have the property certified as to its code compliance to obtain an initial registration, subject to periodic inspections required for renewal (perhaps every few years after the initial certification).

- h. Reinforcement in Zoning Provisions. Improved code compliance might be leveraged by a provision in the zoning ordinance that would prohibit additional dwelling units from being added to or created within existing structures unless other units are also in compliance with local and state codes. Minimum floor area requirements for dwelling units by number of bedrooms and parking standards are already incorporated into the Zoning Ordinance. These provisions help to prevent overcrowding and in already high density areas.
- i. Maximize Resources for Lead Abatement. Coordinate lead-based paint abatement programs and expand access to available funding. Sanford's old housing stock presents a high potential for lead paint exposure. Community Concepts, Inc., a non-profit agency based in South Paris, administers funds for lead based paint abatement.
- j. Conduct Information and Training Seminars. In cooperation with York County Community Action, the Town could sponsor landlord and buyer training seminars. Topics for landlords could include rental management practices, tenant selection, evictions, code compliance, CDBG funds for rehab, and use of Sanford Housing Authority Vouchers. Topics for prospective buyers could include review of Maine State Housing Authority mortgage financing programs. Education on these programs and issues can help existing and prospective property owners become familiar with programs, funding, and basic property management practices, all of which can contribute to improved housing conditions.

## **2. Neighborhood Planning and Investment**

### Issues:

Housing problems need to be addressed in a neighborhood context that promotes not only good conditions within individual units, but also the infrastructure, services, facilities and organizations that support a sense of community. Much of Sanford's older housing stock was built in the mid to late 19th century to accommodate mill laborers who lived in neighborhoods that embraced both workplace and residence. Today, the workplace is separated from home, requiring longer-distance commuter travel and less connection to neighborhood institutions. Some of the old high density neighborhoods in Sanford lack open space, have undersized utility service, limited off-street parking, and few street trees or plantings.

Sanford's oldest multifamily housing is located in the same neighborhoods that have high proportions of lower income households, and where code enforcement activity is more frequent. Owner-occupancy within Sanford's two to four unit structures has been declining.

Poor housing conditions or abandonment of property may be physically confined to few structures on a given street, but these conditions can have adverse effects on other properties in the same vicinity.

Owners affected by these conditions may fail to make improvements to their property, and the achievable sale prices or rents in a neighborhood may decline, resulting in further reduction in private investment and property value. More permanent improvements in housing conditions can be achieved by focusing on the whole neighborhood and not just the individual property.

Recommended:

- a. Owner Occupancy of Multifamily Property. Promote the stability of neighborhoods by encouraging owner-occupancy in 2-4 unit structures. The MSHA single family mortgage program for first-time buyers allows is available to purchase 2-4 family homes as owner- occupants, but consumers are generally not aware of this aspect of the program. The Town, information referral agencies, and participating area lenders can work to inform potential buyers. More owner occupancy of duplex and multifamily property can help stabilize neighborhoods and improve housing conditions.
- b. New Neighbors Program. Work with MSHA to bring the New Neighbors program to Sanford. During 2001, the MSHA New Neighbors program, once limited to Portland and Lewiston, was opened to other service center communities in Maine. While Sanford did not apply for the program this year, it should consider seeking future allocations of mortgage funds. The program is not limited to first-time buyers, and is designed to promote owner occupancy of 2-4 family homes while also providing mortgage financing to cover the cost of purchase *and improvements*. Coordinated code enforcement assistance and tracking of neighborhood improvements is required of host communities.
- c. Program Education. Encourage rehabilitation and occupancy of boarded- up structures through a combination of code enforcement and education of owners about rehabilitation funding programs and the income potential now offered by a stronger rental market. Mailings and public seminars may be offered using the resources of the Community Development Block Grant Program, York County Community Action, Sanford Housing Authority and the MSHA to inform the public about available and code requirements.
- d. Mixed Income Rental Occupancy. Avoid over-concentrations of low income housing in Sanford neighborhoods by encouraging rehabilitation and ownership of *mixed-income* properties that include,

but are not limited to, low income occupancy. Acquisition and rehab programs that are supported by the Low Income Housing Tax Credit (LIHTC) program administered by MSHA can help reinforce mixed income occupancy while leveraging housing improvements, and preserving affordability.

- e. Tax Credit Rehab Projects. Encourage scattered-site projects using Low Income Housing Tax Credits (LIHTC) for the acquisition and rehabilitation of smaller properties with mixed-income occupancy. Non-profit sponsors can be assisted in pursuing projects comprising groups of small properties as a single Tax Credit proposal. Mixed income projects, rather than 100% low income rental occupancy, is preferable to avoid an over-concentration of low income households.
- f. Neighborhood Plans. Support community planning and redevelopment at the neighborhood level. The Planning Board should consider preparing "Neighborhood Comprehensive Plans" that address the special redevelopment needs of its highest density urban neighborhoods. The Town can work with partners such as York County Community Action to pursue housing and redevelopment options and program implementation at the neighborhood level.
- g. Review Redevelopment Options. The Town should review opportunities for limited demolition and redevelopment to create parking and small parks/playgrounds in high density neighborhoods. The assistance of a professional urban designer may be needed to examine redevelopment alternatives at the neighborhood level. Design concepts including one-way streets, creation of small open spaces and parking areas through limited demolition, street and sidewalk landscaping, tree planting programs and other "livability" issues should be explored.
- h. Evaluate Need for Neighborhood Community Centers. Reinforce the viability of community centers serving neighborhoods in Sanford. Sanford supports seven elementary schools, which may already function in part as community or neighborhood centers. Some neighborhoods may have income profiles that would qualify for CDBG funds not only for water/sewer upgrades and housing rehab, but also for projects such as community centers and other eligible uses of funds.
- i. Partnerships with Non-Profits. Implementation of comprehensive improvements to neighborhoods may require the help of non-profit entities with the capacity to acquire, assemble, redevelop, rent or sell property. Potential non-profit partners in Sanford's community development efforts are the Sanford Housing Authority and York

County Community Action (based in Sanford). Non-profit subsidiaries of these organizations can pursue housing rehab and redevelopment for mixed income occupancy while preserving affordability.

- j. Expand Grant-Supported Programs. Continue to coordinate infrastructure investment with housing rehab, code enforcement, and other neighborhood improvements using CDBG and other funds. Since 1982 Sanford has received over \$3.6 million in CDBG funds, and has benefited from other funds leveraged from those grants. The Town should investigate other sources of funds that may be available to support comprehensive neighborhood improvements. Sanford may also benefit from its position as a service center community in the context of the State's anti-sprawl policies. These policies may lead to higher priorities for directing state resources in support of service center communities such as Sanford.
- k. Full Time Community Development Staffing. A sustained effort to promote neighborhood and housing improvements in Sanford and the implementation of multi-faceted housing strategy will require the efforts of a full time Community Development Director and support staff.

### **3. Housing and Economic Development**

Sanford plays an important role as not only the region's primary commercial center, but also as the chief supplier of lower cost housing. Unlike other southern Maine communities that lack affordable housing to support a regional labor force, Sanford has a high concentration of lower income rental housing, and is a place where homeownership is still comparatively affordable. Both prices and rents locally are beginning to rise in response to the tighter and more expensive coastal and metropolitan markets that flank the Sanford area. Sanford has been a very active location for first-time home buyers and low and moderate income renters, and has shown potential to attract retirees. It may not be as attractive to move-up homebuyers. As local home values rise in response to regional demand, there is local concern that long-time elderly residents of Sanford will not be able to afford property taxes.

Because of its old housing stock, its role as a regional service center, and its relatively low rental housing costs, Sanford has a high per capita caseload of TANF recipients (Temporary Assistance to Needy Families) and a concentration of the labor market's lower income households. Most of the modern rental units that have been built in Sanford are restricted to low income occupancy, and there are few new units available to renters with higher incomes. While Sanford property taxes are comparable to or lower than those of other large communities in Maine, Sanford's taxable valuation per capita is quite low. The Town's socioeconomic characteristics may present an advantage in competing for available capital from available grant and loan programs for housing and economic development.

Recommended:

- a. Investigate Expansion of Grant Funds Available to Sanford. The Town's socioeconomic and tax base characteristics should make it highly competitive in applications for available funding resources (including but not limited to CDBG) that might support housing and economic development in Sanford. This will require a larger, full time community development staff commitment, and cooperation with other agencies such as York County Community Action, to seek and administer other available resources.
- b. Link Housing with Economic Development. Sanford's lower cost housing may a marketing tool for economic development. Opportunities are rare for businesses to locate sites with urban services in places where their employees can work and live in the same community. The Chamber of Commerce should be encouraged to discuss the role of housing issues in area economic development.
- c. Develop Market-Rate Rental Supply. Sanford needs to complement its large inventory of subsidized housing with more quality market-rate rental units that can support a moderate income labor force. Most of the newer rental units in town were built under programs that restrict occupancy exclusively to households of low or very low income. As regional rental costs increase regionally, the development of mixed income or moderate income rental units may become more feasible in Sanford.
- d. Train Lower Income Labor Force. Coordinate available job training resources with the needs of the low-income labor force. Sanford has a regional vocational center, a branch of the University of Maine in Springvale, and is the headquarters of York County Community Action. Promoting linkages between these institutional resources, local employers, and Sanford's lower income labor force can strengthen the local economy.
- e. Public Investments to Enhance Housing Value. Make public investments in community amenities and infrastructure that enhance overall market values in Sanford. These investments include not only upgrades to streets, sidewalks and utilities, but also support of community centers, pockets of public open space and playgrounds, and streetscape improvements and urban tree planting programs.
- f. Broaden the Town's Market Appeal. Promote services and amenities that attract and retain the move-up and retirement-age homebuyer markets in Sanford. Sanford has begun to attract a retirement market from outside of town. Attracting a retirement market represents a

potential for local economic development within a growth sector of the economy. Support services in Sanford such as the Goodall Hospital and the availability of full time professional public safety personnel in Sanford help attract and retain this housing sector. Promoting the quality of Sanford public schools may also help retain the "move-up" sector of the ownership market.

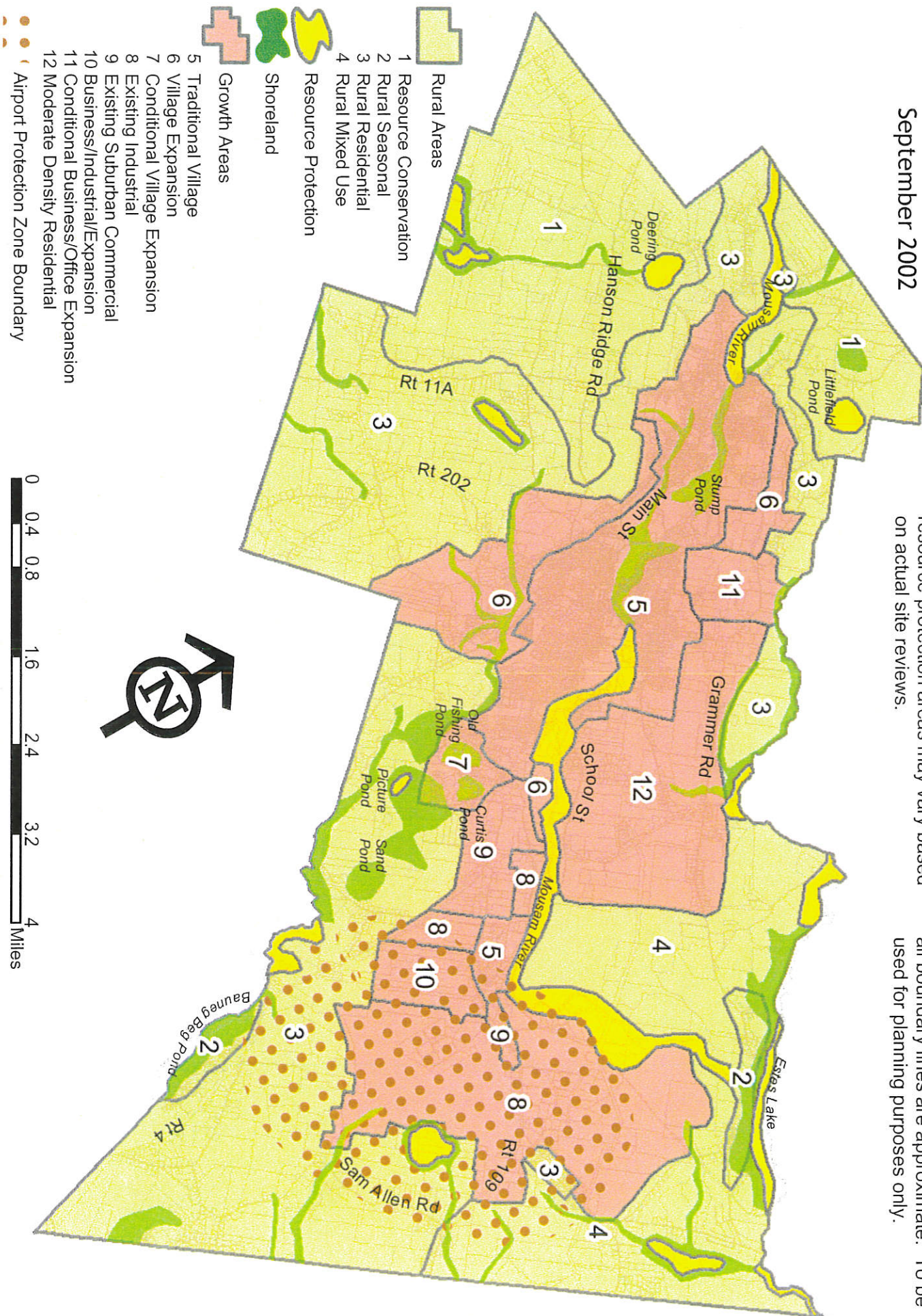
- g. Investment in Housing to Support Economic Base. Continued investment in Sanford's housing stock itself through code enforcement, housing rehab, and neighborhood improvement is important to the economic base of the Town. Over two thirds of the Town's assessed property valuation is residential. Pursuing new commercial-industrial development is important to fiscal balance in the Town, but maintaining and improving the values in the much larger residential sector is just as significant.
  
- h. Improve Housing Data Resources. The Town should begin to improve its housing data retrieval capability. Code enforcement log summaries should be recorded in a spreadsheet database to track the location and type of actions taken by street address and tax map and lot number. If the Town's tax assessment software is upgraded, or if the Town moves toward a GIS mapping system, each parcel should be geographically coded according to year 2000 Census tracts, block groups and block numbers. Once local assessment data are retrievable at these geographic levels, the Town will be able to correlate local housing condition and assessment information with neighborhood socioeconomic data from the Census. The documentation of local housing needs relative to the percentage of lower income households in a neighborhood is an ongoing need for the support of various grant- supported programs including CDBG in support of housing and economic development.

# TOWN OF SANFORD

Updated Future Land Use Plan  
September 2002

Note: This is not a zoning map. All lines are approximate and the location of natural resources is representational. Location of resource protection areas may vary based on actual site reviews.

Prepared by Planning Decision, Inc. for the Sanford Comprehensive Plan Update Committee, September 2002. Scale and all boundary lines are approximate. To be used for planning purposes only.



- 1 Resource Conservation
- 2 Rural Seasonal
- 3 Rural Residential
- 4 Rural Mixed Use

- Resource Protection
- Shoreland
- Growth Areas

- 5 Traditional Village
- 6 Village Expansion
- 7 Conditional Village Expansion
- 8 Existing Industrial
- 9 Existing Suburban Commercial
- 10 Business/Industrial/Expansion
- 11 Conditional Business/Office Expansion
- 12 Moderate Density Residential

- Airport Protection Zone Boundary



## **A VISION FOR SANFORD/SPRINGVALE**

**Based on the Visioning Sessions of January 24 and February 7, 2002**

Sanford/Springvale has the “best of both worlds.” It has stunning views from its northwestern hills and ridges and quiet repose along the shores of its southern lakes and ponds. The urban cores of Sanford and Springvale are a dramatic contrast with its rural fringes and large undeveloped blocks of land. New housing developments are located near older, established neighborhoods. Traditional manufacturing jobs are located within sight of high-tech jobs. The Comprehensive Plan Update will be successful if the Town is able to retain the essential elements of these different “worlds.”

### **COMMUNITY CHARACTER**

Sanford/Springvale’s intangible characteristics underscore the Town’s tremendous potential. Friendly neighborhoods retain vestiges of their historic and ethnic past. Access to urban centers, rural areas, the ocean, and the mountains attract residents and employees alike. The Town is brimming with open spaces, views, and recreation areas that add immeasurably to residents’ comfort. Community facilities and services far exceed what is available in any surrounding town.

### **SPECIAL PLACES**

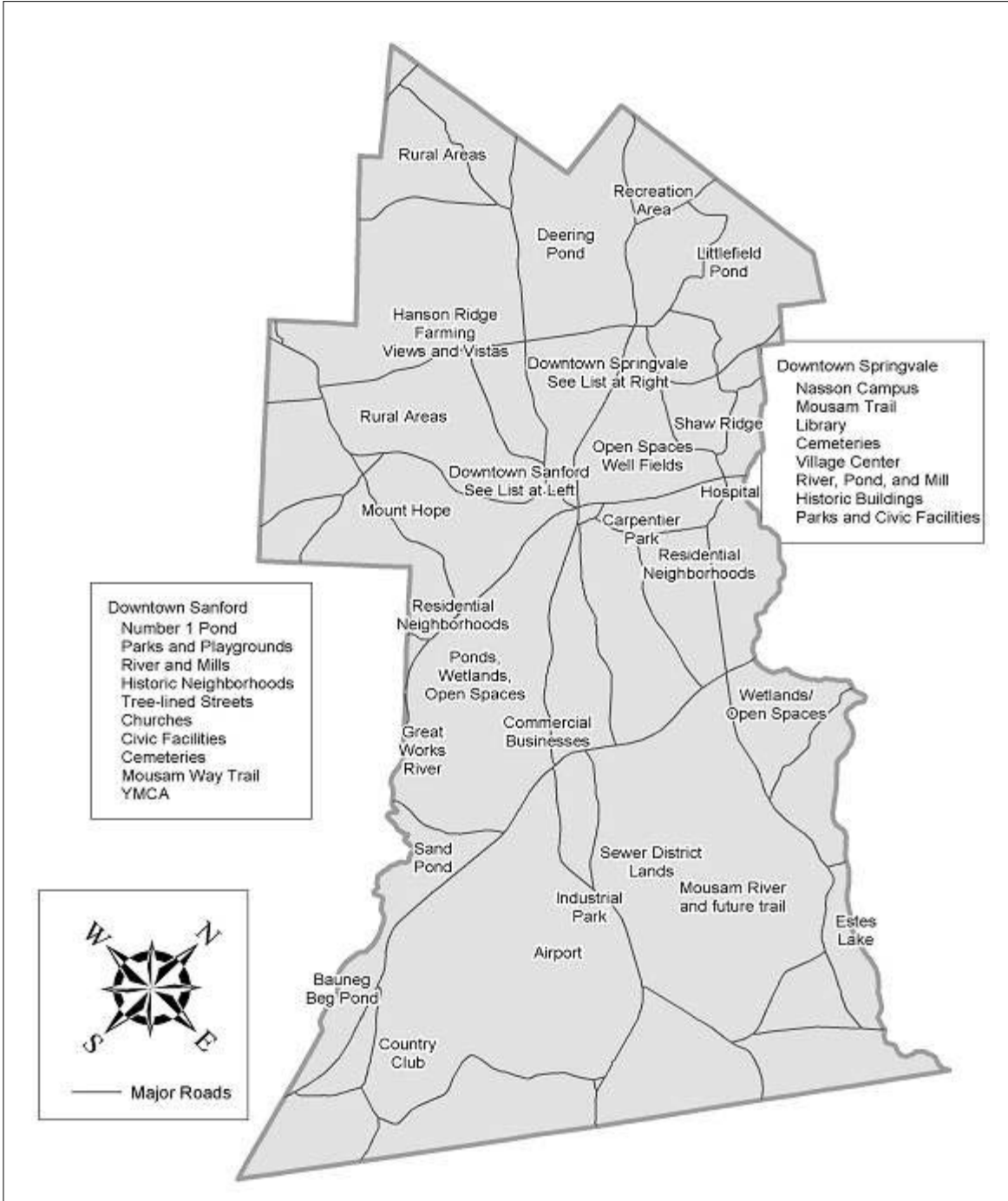
Sanford/Springvale is blanketed with special places. These are the places that people think of when ‘Sanford’ or ‘Springvale’ is mentioned. Special places deserve extra attention when the forces of change are at work.

Natural and rural features form bookends around the town’s urban centers. The northwest part of town is defined by its rural areas – scenic Mount Hope and Hanson and Shaw Ridges, farms and forests, ponds and recreation areas. These features in the north are mimicked in the south – Bauneg Beg Pond, Sand Pond, numerous wetlands and forested stands, Estes Lake, and the Mousam River.

Surrounded by these bookends are Sanford/Springvale’s suburban special places. These include the commercial and industrial businesses along Route 109 as well as the airport and country club. The hospital, residential neighborhoods bordering the urban centers, and suburban parks and recreation areas are important to the Town’s residents.

Finally, the urban cores are replete with special places. Historic neighborhoods and tree-lined streets, the old mill buildings and their water sources, the Mousam River, recreation resources, and civic facilities define downtown Sanford and are critical to all of the town’s residents. Springvale also has numerous civic resources, including the former Nason College campus, library, recreational facilities, and established neighborhoods.

# SANFORD/SPRINGVALE'S SPECIAL PLACES



## **SANFORD/SPRINGVALE IN 2020**

The character of *Springvale* should be preserved. This should include protecting historic buildings and homes, keeping development pedestrian-friendly (locating new development in the downtown), and continuing redevelopment of the former Nasson College campus. The Mousam River should remain clean and accessible from new recreation areas and an expanded and improved trail system. Facilities, including a gym, magnet school, Veterans Cemetery, Post Office, and fire station should be created or improved.

There should be a range of new development options in Springvale. Infill housing that respects the host neighborhood's character should be created in the village. In other areas, clustered developments and multi-family housing should be created. Retail and other service buildings that mimic the buildings in the heart of the village (with apartments on the upper floors) should be created to ensure the village remains vibrant. The former Nasson College campus should form the core of the job-creation opportunities. These jobs should be predominantly new office/professional jobs.

*Rural Springvale* should maintain its rural character. Undeveloped areas should be protected, perhaps with conservation easements or other preservation options in which the Town wouldn't own the land. This rural area should have more recreation opportunities – especially those that extend the existing trail network – and better access to the recreation areas. The transportation network should be improved. All of the historic sites in Rural Springvale (as well as the rest of the community) should be identified and protected.

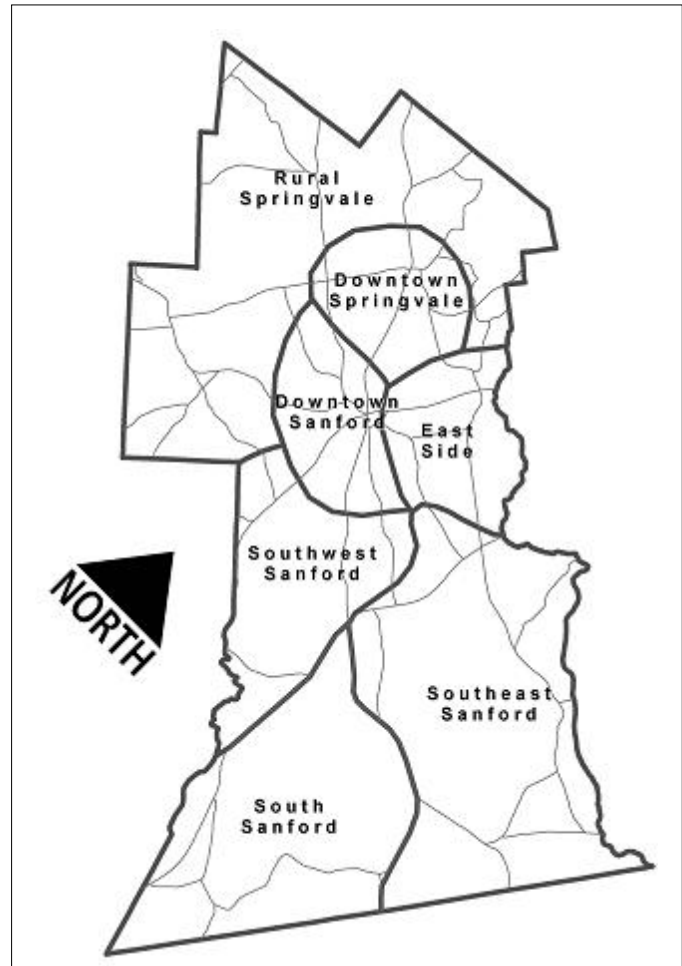
This section of town should remain entirely residential. Residential development should be limited. The residential development that does occur should be a mix of single family units on large lots, single family units on moderately-sized lots, and single family units in clustered development. Multi-family residential development and commercial development in this section of town should be limited.

The *East Side* should be upgraded through reinvestment in its residential neighborhoods and expansion in the number of available job opportunities. The largest change should be the expansion of health care facilities and services for the elderly near the hospital. Surrounding this health care center should be reestablished neighborhoods that capitalize on their proximity to the East Side's new and improved recreation opportunities (trails, parks, water access) and cultural resources (French Cultural Center, youth center, gymnasium). The East Side's open spaces and scenic views should be preserved. The area should serve as an attractive gateway to the community from Alfred.

New residential development should be predominantly clustered single and new multi-family units, condominiums, and some single family units on moderately-sized lots. The hospital should be the core of any new commercial development, creating numerous office/professional opportunities for the region's residents. There should be some new manufacturing jobs in the East Side.

**Downtown Sanford** should remain the cultural and commercial heart of the community. This should be underscored by a major redevelopment of the mill buildings and surrounding areas. The redevelopment could include new recreation opportunities on and around the Number 1 Pond and Mousam River, new commercial opportunities in the mills themselves, as well as residential opportunities in the upper floors of the renovated or reconstructed mills. In this and other core sections of the downtown, new pedestrian activities could include an amphitheater, parks, restaurants, galleries, shopping, performing arts center, hotel, and other opportunities. Historic neighborhoods and public spaces should be protected and beautified with more street trees and better sidewalks. The transportation network should be upgraded to improve traffic flow and ample parking should be created.

New residential development should be dense and should mimic the residential development patterns that define the Downtown's historic neighborhoods. Clustered single family housing and multi-family housing should be located within a reasonable distance of Downtown's core. This includes renovation or reconstruction of the mill buildings so that access to town facilities and services is not dependent on vehicular transportation. New business development should be mostly retail, but there should be abundant office/professional and a few new manufacturing jobs available in Downtown.



**Southwest Sanford** should remain predominantly rural. What limited residential development occurs should not impact the quality of the environment or character of the open spaces. Important natural and scenic areas, in particular the slopes of Mount Hope, the Great Works River, and the numerous ponds, should be preserved. On the eastern edge of Southwest Sanford, the Route 109 corridor should be improved. A traffic solution should improve the flow of both regional and local traffic.

Both residential and commercial development should be limited. Residential development, in order to protect the quality of the many natural areas in Southwest Sanford, should be clustered single-family or multi-family. Commercial development should also be limited – to the Route 109 corridor and comprised mostly of retail jobs.

*Southeast Sanford* should be seen as a case-study that proves that growth and the environment can coexist. The majority of the new development should occur near the Route 109 corridor. Utilities (water, sewer, natural gas) should be expanded and used as a tool to attract and manage growth. Access to rail lines and the Maine Turnpike should be improved by upgrading existing routes or adding new routes. Industrial and commercial growth should be concentrated in an industrial park or near a new hotel/convention center. Residential development should be connected to a multipurpose trail network and recreation areas. The scenic and environmental quality of the Mousam River and Estes Lake should be protected.

Housing development in this section of town should be multi-family, clustered single-family, or single-family on moderately-sized lots. Business development should be concentrated in a new industrial park along Route 109. These jobs will be predominantly manufacturing and office/professional with some retail jobs along the Route 109 corridor.

*South Sanford* should be the gateway to Sanford with attractive landscaping along Route 109. Some type of accommodations should be available near the airport, perhaps in conjunction with a conference center or hotel. The airport should be a major resource; the runway approaches should be protected from encroachment and land around the airport should be preserved in case future expansion becomes necessary. Except for industrial and commercial business development around the airport, the rural character of this section of town should be protected. Sensitive wetlands and waterbodies, including Bauneg Beg Pond and El Pond, should be preserved. Better recreation opportunities, perhaps including new ballfields or golf course expansion with new condominium development, should be located in this section of town.

New residential development should be either single-family units on 1-acre lots or clustered housing. These housing units should respect sensitive environmental areas, be located near recreation opportunities, and not impede the airport's operations. Business development around the airport should stress mostly manufacturing and office/professional jobs.

## **EDUCATION IN 2020**

Sanford/Springvale's vision of the education system in 2020 is founded on the premise that a well-educated populace attracts good citizens and good jobs. The education should be thought of as being larger than the School Department. The core of the education system should still be the K-12 system – including neighborhood schools, improved facilities at the Junior High School and High School, and technologically challenging programs. The community education system should include a closer or formal partnership between students and community businesses and between public, parochial, and private schools. This system should also include lifelong education for adults through a college or technical college, virtual classrooms, and distance learning. And it should include a performing arts center for the enrichment of all residents.