

Town of Yarmouth, Maine
Historic Preservation Plan – DRAFT 6/28/24

Executive Summary

Yarmouth’s Historic Preservation Plan (HP Plan) is part of a long series of initiatives that the Town has undertaken to develop policies to preserve its iconic Village development pattern and the distinctive historic character of its buildings. The HP Plan also responds to trends in real estate development, recent zoning updates, and priorities identified in the 2010 Comprehensive Plan. The Historic Resources Steering Committee (HRSC), which was appointed in 2016, worked closely with the former Director of Planning Alex Jaegerman and historic preservation consultants Hilary Bassett and Barbara Vestal to prepare the initial HP Plan and its supporting documents. This project was funded with a grant from the Maine Historic Preservation Commission with matching support from the Town.

The HP Plan is based on recommendations from the 2018 Architectural Survey of the Historic Village area, which identified historic resources and proposed initial strategies for their protection, and the 2018 Town Council passage of an amendment to Chapter 701 (Zoning Ordinance), adding a new Article IX, the Historic Building Alterations and Demolitions Ordinance (Article IX). The HRSC then recommended development of the initial HP Plan and a Historic Context Statement for three initial Historic Districts, ten Local Historic Landmarks and three Historic Objects and the drafting of an additional ordinance. On August 19, 2021, Article IX was amended and a new Article X, the Historic Preservation Advisory Ordinance (HP Ordinance) was adopted. The HP Ordinance designated the three historic districts, ten Local Historic Landmarks and three Historic Objects. It also established an Historic Preservation Committee (HPC) and a review process. In 2024, the Town funded the hiring of consultants Hilary Bassett and Julie Larry to research two additional historic districts, which had largely been included in the 2018 Architectural Survey, and to update the HP Plan and the Historic Context Statement.

The HP Plan reviews historic preservation in Yarmouth and offers resources, recommendations, and documents to guide the development of preservation programs and policies intended to protect and enhance the Town’s historic assets. Sections 1-4 discuss the purpose of the HP Plan, a brief history of the Town, an overview of its historic resources and preservation efforts to date, and the planning context for its development. Sections 5-8 describe the recommendations for protection of the Town’s historic properties; the benefits of historic preservation; the initial designations of Historic Districts, Landmarks and Objects; and potential future Historic Designations. Section 9 summarizes the elements of the HP Ordinance, while Section 10 provides an overview of public awareness strategies, incentives, and funding sources for Historic Preservation. Finally, Section 11 specifies recommendations, future tasks, and opportunities for the Town to consider, and provides a general timeframe and criteria for prioritization.

Along with relevant Town planning documents, the Supporting Material includes the Historic Context Statement; list of Contributing Structures, Objects, and Local Historic Landmarks; a Map showing the boundaries of the Historic Districts and the Demolition Delay Overlay Zone provided for by Article IX; the Historic Preservation

Design Manual that provides guidance for property owners; and an informational brochure describing the preservation review process.

Section 1: Purpose

The purpose of the Historic Preservation Plan is to provide background and context about Yarmouth's historic preservation efforts, and to identify, recommend and document strategies to protect and enhance the traditional, historic and iconic village development pattern that provides the distinct architectural and historic character and unique identity of the Town of Yarmouth.

Section 2: Brief History of Yarmouth and its Architectural Character

Yarmouth's location where the Royal River feeds into Casco Bay, with access to hunting, fertile land, water and transportation made it attractive to Indigenous peoples of the Wabanaki Nation and also to European settlers who came to the area in the early 1600s. The first permanent English settlements began in 1715. Evidence of these early settlements would be found in archeological sites.

The industrial history of the Town in shipbuilding and grain, lumber, pulp and cotton mills at the four falls along the Royal River, along with brickyards and tanneries, set the economic stage for the development of the town. The Lower Village grew up around the shipyards, which produced 300 ships of all shapes and forms. The industry peaked between 1850 and 1875, eventually ceasing in 1925. Evolving from earlier, smaller grist and sawmills, cotton and paper mills developed and prospered in the 19th and early 20th centuries. Founded in 1857 and operating until 1950, the Royal River Manufacturing Company complex (once known as the Cotton Mill, today known as the Sparhawk Mill), which still stands, was a textile mill at the second falls. It gives a sense of the scale and success of these industries, including housing for the workers. The largest industry and employer in the Upper Village was the paper mill at the third falls. The Forest Paper Company began operating in 1864 and at its peak in the early 20th century employed 275 people. It declined after World War I, ceased operation in 1923 and burned in 1931. During the Great Depression and leading up to World War II, there was limited new development in the Town.

Yarmouth maintains its identity as an authentic historic New England village, with its iconic churches and historic buildings that reflect the prosperity of its residents from the late 1700s to the early 20th century. The 1871 Beers map illustrates the basic form of the historic Town we see today: the Lower Village near the mouth of the Royal River, and the Upper Village centered at the Old Baptist Meeting House near Elm and Main Streets. The two villages were separated by a stream and swampy area in between, where Route One is located today. While most of the early manufacturing facilities are gone, the housing stock and the religious, commercial and institutional buildings that remain tell the story of the Town and its residents.

There are many fine examples of 18th, 19th and early 20th century styles of American architecture in Yarmouth. The Georgian and Federal periods, Greek Revival, Gothic Revival, and the Italianate styles are well-represented, and there are good examples of later styles including the Queen Anne and Shingle Styles, Classical and Colonial Revival, and even Craftsman. Noted Maine architects Henry Rowe, Francis Fassett, Thomas J. Sparrow, George M.

Harding, John Calvin Stevens, Augustus Holt, and Alexander Wadsworth Longfellow designed buildings in Yarmouth. For the majority of buildings, the architects and master builders remain unknown. A notable characteristic of Yarmouth's historic village is that buildings of various time periods and styles are interspersed as the Town grew organically over time, and often local builders combined features of various styles in a local vernacular aesthetic. The historic downtown and abutting residential areas retain their traditional Village form and character. Along Main Street, historic religious, educational, and commercial buildings and current and former residences are set back from the sidewalks and separated by side yards, with a few commercial buildings built right to the sidewalk. Moving away from the Village center, the setbacks and side yards generally get larger and the character more rural. The majority of buildings are of wood frame construction, and are predominately one, two, and two-and-a-half stories in scale. Brick construction is largely reserved for institutional and industrial buildings, while there are only a few buildings with stone facades.

The mid to late 20th century saw significant changes brought by the automobile and expanded suburban residential and commercial development, which threatened Yarmouth's historic character. Route One was widened, a bridge connected Cousins Island to the mainland, and Interstate 295 was constructed through the waterfront area where the shipyards had been. Yarmouth became more of a suburban bedroom community split apart by major transportation corridors. Along Main Street, former residential structures were converted to retail or office uses.

Yarmouth retains a remarkably well-preserved collection of historic buildings with a substantial degree of integrity in spite of these challenges. Community members agree that its historic character makes the Town unique and desirable as a place to live, work and recreate. Town leaders, staff, and citizen volunteers are engaged in developing strategies to protect the Town's beloved historic village character, while allowing flexibility for property owners to update, expand, and repurpose buildings.

Section 3: Early Efforts to Identify and Preserve Historic Resources in Yarmouth

Early preservation efforts in Yarmouth may have begun when in 1889 the manager of the Forest Paper Company, George Hammond and his wife, purchased the Old Baptist Meeting House after the congregation moved to a new church. The Hammonds created a Library and antiquarian society at the Meeting House and eventually gave the building to the Town in 1910. The Town used it as a polling station and for community activities until 1946.

The Village Improvement Society (VIS) was founded by 36 women in 1911 "to protect and improve the natural advantages and pleasing symmetry of Yarmouth, to excite and foster an interest and love of said town and to ... engage in any work that will aim to accomplish this end." Its first project was to create Village Green Park. In 1946, VIS assumed the management and maintenance of the Old Baptist Meeting House as a venue for community events including the annual high school graduation.

In 1972, as a means of increasing awareness of the Town's architectural heritage, VIS instituted a marker program to identify historic structures. This effort built upon the 1972-73 historic building survey undertaken with support from Greater Portland Landmarks (GPL) and the Maine Historic Preservation Commission (MHPC) that

documented most of the historic structures in the village area. This remarkable inventory and its accompanying photographs constituted a valuable foundation for the 2018 Survey.

VIS laid the groundwork to establish the Yarmouth Historical Society (YHS), which sponsors exhibitions, programs and architectural tours, while also stewarding collections of historic photographs, documents, and artifacts that tell the story of the evolution of the Town. In 2013, YHS moved from the public library to its new museum and headquarters, the Yarmouth History Center, located in the renovated 1923 Water District building with a modern addition designed by architect Scott Simons. VIS was a driving force in placing interpretive signage at Royal River Park nearby, as well as at Grist Mill Park.

Among other projects, VIS purchased and preserved the historic Grand Trunk train depot. In 2018, VIS partnered with Maine Preservation (MP) to sell the depot with protective covenants so that it could be completely rehabilitated and repurposed. In 2022, VIS disbanded after over 100 years of service, and the YHS took over administration and management of the historic marker program as well as the Old Baptist Meeting House, which is now owned by the Town.

Occasional efforts have been made to conduct archeological studies in Yarmouth, including a dig near the Old Baptist Meeting House conducted by VIS when work was scheduled on the building. There is potential for more investigations in the Town and along the coastline and on the islands, and owners should be on alert that there may be archeological resources present when contemplating renovations, excavation or new construction on their properties. Rising sea levels may add a sense of urgency.

Over many years, dedicated local residents and preservation organizations like GPL, MP and MHPC have encouraged preservation efforts and worked hard to protect and celebrate Yarmouth's historic architecture. In 2009, concerned citizens approached Town leaders because they felt that the historic Village Center was in jeopardy of being irretrievably diminished or lost because there were no protections for its historic structures. Preservation experts from MP delivered a presentation about the benefits of historic preservation, Historic Districts, and Certified Local Government (CLG) designation to the Planning Board. While the initiative did not gain traction with local government at the time, it planted the seeds for further action, as reflected in the 2010 Comprehensive Plan. The work of the HRSC beginning in 2016 reflects ongoing community interest in developing protections and incentives to preserve Yarmouth's distinctive historic resources.

Section 4: Context for Preservation Planning

The Preservation Plan is part of a series of initiatives that the Town has undertaken, guided by Yarmouth's Comprehensive Plan, to update policies and practices to preserve the historic character of Yarmouth.

Comprehensive Plan

The 2010 Comprehensive Plan included community surveys, one of businesses and one of residents, to gauge public sentiment about historic preservation, among other topics, including the potential for more active Town involvement in promoting preservation of historic properties. With a response rate of 25% of Yarmouth residents, the surveys demonstrated strong support for historic preservation initiatives.

The 2010 Plan identified Historic Character as one of five interrelated focus areas. Under this heading, the Plan further elaborated a background statement, vision statement, and policy and strategy recommendations. At the time the 2010 Plan was written, despite there being over 600 properties in Town over 50 years old, there was no comprehensive inventory and evaluation of historic properties, nor were there any specific regulations supporting historic preservation, which was left to the discretion of individual property owners.

The Historic Character vision states: “The buildings and structures that are truly of historic significance will be maintained and improved in ways that retain their historic value and exterior character while allowing the owners to improve, modernize and expand these structures.” The 2010 Plan articulates three policies, to be implemented by seven strategies, in furtherance of the vision: (1) to identify properties with historical value; (2) to work with property owners to protect their historic properties, and (3) to require a waiting period before historic properties can be demolished.

Zoning

Earlier historic preservation related zoning initiatives focused on the Village, prohibiting the replacement of a residence with a commercial building or use. This was because of concern over the possible conversion or demolition of residences along Main Street due to the pressures of commercial development. Over time, while the feared redevelopment was prevented, a perception arose that the economic vitality of Main Street was being stifled, and that allowing a mixed-use development approach could lead to a more vibrant and economically healthy downtown for Yarmouth. In 2018 a Character-Based Development Code (CBDC) was adopted for the Main Street corridor from Elm Street eastward to the head of Marina Road, intended to allow a greater range of development options while preserving the character of Main Street.

The CD4 Village Center District is intended to ensure that new development adheres to the more traditional pattern of development, and to allow additional development opportunities to promote a vibrant mix of residential and commercial activity. The architectural standards of the CBDC impose a prescriptive design regimen on development to emulate the general scale and form of the older buildings. These standards are intended to help protect the historic character of Main Street, but do not address the same level of detail as the Secretary of the Interior’s historic preservation review standards.

Demolition Ordinance

It was recognized at the time when the CD4 District was adopted that the new zoning could have the unintended consequence of encouraging demolition or unsympathetic redevelopment of existing historic building fabric. To address this possibility, and to respond to the policy priority in the 2010 Comprehensive Plan, the Town Council initiated and enacted a new Article IX, the Historic Building Alterations and Demolitions Ordinance (Article IX), commonly called the Demolition Delay ordinance. Its purpose is to discourage demolition of the Town’s highly valued building stock and to provide time and a forum within which to pursue alternatives to razing buildings or making substantial changes that amount to loss of the historic structure’s character.

In 2018, the Town Council requested the Planning Board to revisit the provisions of Article IX to strengthen the controls and prevent, not just delay or discourage, demolitions of certain specified highly valued historic properties. The jurisdiction of Article IX covers all buildings 75 years or older in the study area of the 2018 Architectural Survey, and is depicted upon Article IX, Exhibit A, a map of the Demolition Delay Overlay Zone provided for by Article IX. The ordinance prohibits demolition of older buildings deemed Buildings of Value as well as any buildings anywhere in Yarmouth listed or eligible for listing in the National Register of Historic Places. In addition, the term “Demolition” is broadly defined to encompass changes to the exterior of a “Building of Value” which are so extensive as to constitute a “Substantial Modification”, terms being defined within the ordinance.

Historic Resources Steering Committee

As part of the implementation of the 2010 Comprehensive Plan, in 2016, the Yarmouth Historic Resources Steering Committee (HRSC) formed to assess Yarmouth’s historic resources and develop recommended policies, programs and strategies for their stewardship and protection. To obtain essential baseline information, in 2017 the Town received a Historic Preservation Fund (HPF) grant through the Maine Historic Preservation Commission (MHPC) to conduct a Reconnaissance Level Architectural Survey (2018 Survey) of the Village area of Yarmouth. Historic Building Consultant Margaret Gaertner worked with community volunteers to conduct the survey, which was completed in September 2018 and is available on the Town’s website at <https://yarmouth.me.us/historicproperties>. Survey results were also entered into the statewide CARMA database of historic resources.

With the Survey report in hand, the Town applied for and received a second MHPC grant in July 2019 to develop an Historic Preservation Ordinance, with proposed historic district boundaries, regulations and guidelines. In October 2019, the Town hired historic preservation consultants Barbara Vestal and Hilary Bassett to assist the HRSC with this work. Based on the 2018 Survey information, the HRSC evaluated each property, recommended initial Boundaries, and refined the Context Statement and Period of Significance for each of the Districts.

The HRSC studied historic preservation ordinances from communities throughout Maine to develop the text of Article X, the HP Ordinance. In addition to the ordinance, the HRSC recognized the need for a Design Manual to accompany the ordinance to assist the HPC in the review process and to guide property owners in planning projects to preserve their historic buildings.

The HRSC also provided opportunities for public engagement on the topic of historic preservation planning. A series of four hour-long, online community outreach presentations were developed about the historic preservation planning efforts. The presentations were hosted online due to the COVID pandemic; the presentations and follow-up questions were recorded, and citizens were encouraged to contact the Planning Department with any questions, comments or concerns. The programs were presented in May and June 2020, and included:

- Yarmouth’s Architectural Diversity, Greg Paxton, former Executive Director, Maine Preservation
- Yarmouth’s 2018 Architectural Survey, Margaret Gaertner, Historic Building Consultant
- Yarmouth’s Draft Historic Preservation Ordinance and Districts, Barbara Vestal, Esq, Historic Preservation Consultant and Alex Jaegerman, former Planning Director, Town of Yarmouth

- What a Historic District Might Mean for Property Owners. Julie Larry, former Director of Advocacy, Greater Portland Landmarks and Deb Andrews, former Historic Preservation Program Manager, City of Portland

2018 Reconnaissance Level Architectural Survey

In 2018, Historic Building Consultant Margaret Gaertner, working closely with a team of specially trained YHS and VIS volunteers, conducted a Reconnaissance Level Architectural Survey of Yarmouth’s Village core. The study area delineated by the Town encompassed a large portion of its historic buildings. The Survey team referenced the 1972-73 VIS survey information as a baseline as they conducted new field work in the study area. They prepared a descriptive form and photograph for each of 773 structures on 547 properties and entered the data into the statewide CARMA database. The Town also entered the information into a GIS map available on its website.

The 2018 Survey report provided information about eleven properties in the survey area already listed in the National Register of Historic Places and identified another 70 individual structures in the survey area that are or could be eligible for individual listing. Based on their shared history and the concentration of intact historic structures, the report also proposed three potential National Register historic districts: the Lower Village district near the harbor and along lower Main and East Main Streets, the Upper Village district near the intersection of Main and Elm Streets, and The Royal River Manufacturing Company district on Bridge Street. For each potential district, the report provided potential boundaries, a brief history, and a Period of Significance.

The 2018 Survey report recommended additional steps that Yarmouth could consider to manage change and preserve historic buildings:

- to develop tools to protect the Town’s architectural heritage, including identifying local Historic Districts, creating a Preservation Plan and Ordinance, and developing and implementing Design Guidelines and a historic preservation Review Process;
- to conduct more in-depth research for an intensive level architectural survey to support nomination of the three proposed districts as National Register Districts, which would encourage appropriate stewardship and development, and provide access to federal and state Historic Tax Credits; and
- to research the history and architecture of the mid-20th century in Yarmouth.

Section 5: HRSC’s Recommendations for Protecting Yarmouth’s Historic Properties

Lack of Regulations that Support Historic Preservation

The 2010 Yarmouth Comprehensive Plan noted that preservation of the town’s historic properties was in the hands of the owners. While many people enthusiastically recognized and valued the historic buildings in town, there were no regulations in place to protect them, so the Town was relying on the owners to keep its historic character. In addition, there was no systematic inventory of the historic buildings in the community beyond the 1972-73 VIS survey, which did not reflect any changes over the ensuing 37 years, and so was not current. In 2010, the Plan recommendations included a voluntary approach to preservation focusing on education rather than any mandatory regulations for additions and exterior changes to historic buildings. This was done recognizing that the approach “hoped for the best” and left historic structures at risk of incompatible changes and additions, incremental loss of historic fabric, and even demolition. At the time, this was the generally accepted approach.

Since the 2010 plan, especially with the public process for the Character-Based Development Code (CBDC), awareness of Yarmouth’s lack of historic preservation regulations increased and interest grew for greater protection of the historic Village. As a result, the CBDC addressed the general form, scale and mass of new construction, while Article IX provided a mechanism to prevent demolition of important historic buildings. These new measures provided some protection, but they did not provide specific guidance on how to address changes to character-defining features of historic structures that give the Town its unique Sense of Place.

Limitations of Reliance on Individual Property Owners

As the Maine economy recovered from the effects of the 2008-09 recession, development increased in Yarmouth. When the HRSC examined the 2018 Survey photos of each building to verify the Period of Significance and architectural integrity, they noted that while a great number of buildings retain their integrity, there is also a significant number that have lost integrity over time through changes and modifications that adversely affect their historic features. The gradual and cumulative loss of historic character through years of small changes – such as replacement windows and doors, removal or alteration of porches, new siding, and the removal of period details – leads to the individual buildings becoming compromised and gradually losing their authentic historic character. Many buildings the HRSC reviewed would have been classified as “Contributing” to a Historic District if they had retained their character-defining historic architectural features, but now, because they have been so severely compromised, they are classified as “Noncontributing” despite their old age. When such buildings are clustered together, the collective historic character of the surrounding street or neighborhood also becomes compromised. One HRSC member referred to this phenomenon as “death by a thousand cuts.” With the dramatic increase in the cost of housing since the COVID pandemic, the number of additions and modifications to existing housing stock as well as new construction projects has increased substantially.

Need for Historic Preservation Policies

With increasing interest in historic rehabilitations, both large and small in scale, the Town recognized a need for policies specifically designed to manage changes to historic buildings as they are restored, updated, repurposed and reused. These policies would provide a consistent framework for reviewing publicly visible exterior changes and additions to historic buildings to maintain their historic character, as well as new buildings, to ensure that they fit in compatibly with Yarmouth’s historic village.

To that end, in 2019, the HRSC convened to explore historic preservation incentives and draft a preservation ordinance that would support Yarmouth’s desire to preserve its historic resources and allow for change and continued growth. HRSC members learned that 30 towns in Maine have preservation ordinances. With grant support from the MHPC, they hired consultants Barbara Vestal and Hilary Bassett to assist them in developing an Ordinance and Preservation Plan for the Yarmouth Town Council to consider. After extensive discussion and review by the Planning Board, on August 19, 2021, the Town Council approved Article X of Chapter 701, the Historic Preservation Advisory Ordinance (HP Ordinance).

Section 6: Benefits of Historic Preservation

Overall, when an Historic Preservation Ordinance is in place, property owners benefit from knowing that all properties in the district will adhere to the same standards, which ensures that the historic character of the

neighborhood will be preserved. This provides a sound basis for encouraging investment in preservation of architectural features, leading to retention and raising of property values. When looking to renovate, property owners have found that following good preservation practices can be less expensive than wholesale gutting and remodeling. Historic materials, including old-growth wood, are very durable and often irreplaceable.

Communities that engage in historic preservation programs experience high quality development and stable or increasing property values. Yarmouth is a town that is known for its historic Village center and residential neighborhoods. In addition to its quality schools, the historic Village character distinguishes Yarmouth from other area communities and attracts homebuyers and businesses that value community quality and character. Authentic historic character and resources are precious attributes that contribute to the identity and uniqueness of the community. Once lost, or if not already present, they are difficult or impossible to replicate.

In specific terms, and among others, benefits of historic preservation include:

Benefits for a Property Owner

- Enhanced quality of life, living in a walkable, attractive historic neighborhood.
- Confidence in investing in preserving and improving your property, as all properties in the district will be held to consistent standards.
- Stable or growing property value over the long term.
- Access to historic preservation rehabilitation Tax Credits for income producing properties, including residential rentals.

Benefits for the Town and the Environment

- Preserving Yarmouth's reputation as a charming, historically authentic New England village which attracts residents, businesses and visitors.
- Historic Districts typically produce greater tax revenue than undesignated, non-historic areas.
- Preservation of quality historic homes and neighborhoods that tell the story of Yarmouth's evolution as a town.
- For income producing properties, historic designation affords use of state and federal historic rehabilitation Tax Credits, enhancing economic growth.
- Designated Historic Districts and buildings frequently spur downtown revitalization creating jobs and additional tax revenues and utilizing existing infrastructure more effectively.
- Environmental sustainability in keeping with the Maine ethic of "reduce, reuse, and recycle". A rehabilitated and/or repurposed building employing preservation standards has less impact on the environment than demolition, insensitive remodeling, and/or new construction and can cost less. It can continue the sequestration of embodied carbon and prevent further carbon release.

Additional information on the benefits of historic preservation is available in a national analysis by PlaceEconomics entitled "Twenty-Four Reasons Historic Preservation is Good for Your Community", available at www.placeeconomics.com.

Section 7: 2021 Initial Historic Districts, Local Historic Landmarks, and Historic Objects

Boundaries, Property Classifications, Period of Significance, and Context

In early 2020, the HRSC reviewed the 2018 Architectural Survey in detail. They organized walks through the survey area to familiarize themselves with the buildings within the three potential Historic Districts proposed in the Survey. They reexamined each surveyed property for its architectural integrity, Period of Significance (POS), and its classification. The HRSC refined the boundaries proposed for three Districts in the 2018 Survey to encompass the largest concentration of historic buildings and verified the POS for each proposed district. Their rationale was to focus on defining three slightly smaller initial Districts to start. In the future, using a process specified in the ordinance, these initial Districts could be expanded and/or new Districts could be added.

Within each district, each structure has one of three classifications: Contributing, meaning it retains its historic character and integrity and contributes to the character of the district; Local Historic Landmark meaning a structure of exceptional historic and/or architectural significance which retains its character including a property which is listed in, or eligible for listing in, the National Register of Historic Places; and Noncontributing meaning a structure that does not retain its historic character and/or has lost its integrity through alteration or deterioration or was constructed outside the POS. The Period of Significance (POS) is the date range reflecting the length of time that properties within the District were associated with events, people, architecture, and activities that give it its significance and shared history. Local Historic Landmarks can also be located outside of designated historic districts.

The Context Statement, first presented in the 2018 Survey, and then expanded, includes a shared social history and description of overall architectural commonalities. Each individual district has a separate architectural description and POS. A copy of the Context Statement is included with the Supporting Material at the end of this document.

Initial Historic Designations

The HRSC recommended the three Historic Districts described below as the first historic districts to be designated under the new historic preservation ordinance. They also recommended designation of ten historic structures that are individually listed in the National Register as Local Historic Landmarks. Nine of these Local Historic Landmarks are located within the three Historic Districts, and one property is located outside the District boundaries. There are also three historic Objects within the District boundaries that are called out for designation. A list of all structures included in the initial historic Districts, along with their classifications, is included with the Supporting Material. These initial Historic Districts and Landmarks were included as part of the Historic Preservation Advisory Ordinance adopted by the Town Council on August 19, 2021.

Lower Village Historic District

The Lower Village Historic District reflects its origins in Yarmouth's early history, including its shipbuilding industry at the mouth of the Royal River and the mills at the first falls. As the town prospered, additional residences, commercial, educational and religious buildings were constructed along Main Street and Portland Street, reflecting the high aspirations and economic success of its citizens. Today, the remaining historic buildings not

only display a high degree of architectural integrity, but also convey the social history of the town and its residents over a period of 160 years. Contained in the area bounded by Route One and Interstate 295, the District encompasses a large concentration of historic buildings along High, East Main, Main, Mayberry Lane, Rocky Hill, and portions of Bridge, Lafayette, Portland, Spring and Willow Streets.

The Period of Significance for the Lower Village Historic District is 1780 through 1940. 1780-1800 marks the period when the shift inland from the early settlement on Gilman Road began. In 1925, the last ship was built in Yarmouth, thus marking the end of the shipbuilding era. Even with a diminished economic base, new facilities at North Yarmouth Academy, a granite former post office (now a bank), and the American Legion (Yarmouth Log Cabin) embellished the Lower Village streetscape in the years prior to World War II, hence the termination date of 1940.

Royal River Manufacturing Company District

This District encompasses the historic brick Royal River Manufacturing Company mill complex (once known as the Cotton Mill, today known as the Sparhawk Mill) on Bridge Street at the second falls of the Royal River and related structures nearby. These include a large mansion that formerly was a mill owner's house, several modest-scaled residential buildings, two boarding houses, and three barns. While mill buildings had been located there as early as 1817, those that survive are historically associated with a cotton mill established on the site in the 1840s, and later modified and expanded. In 1855, Harrison Libby bought the building after a fire and rebuilt it to manufacture cotton thread and seamless grain bags. The complex is significant for its role in Yarmouth's industrial history and for its role as a major employer in the Town. The District is located along Bridge Street from the mill complex at the Royal River northeast to Willow Street.

The Period of Significance for the Royal River Manufacturing Company Historic District is 1840-1950. These dates mark the period when Phillip Kimball established mills and built his house and other buildings nearby, and when the Royal River Manufacturing Company operated and related buildings were constructed and occupied. Royal River Manufacturing closed in 1950.

Upper Village Historic District

Historically, the Upper Village developed around the North Yarmouth and Freeport Baptist Meeting House (the Old Baptist Meeting House) originally constructed in 1796 on Hillside Street. Over time the settlement expanded eastward along Main Street. Today, the Upper Village Historic District is centered at the intersection of Main Street and East and West Elm Streets. Main Street was the retail and commercial core of this village while the side streets are lined with houses and the occasional church building. The District extends westward from Route One along Main Street to the Captain Reuben Merrill House at 233 West Main Street on the north side of the street, and 190 West Main on its south side. It also includes several properties just off West Main on Sligo Road. To the northeast it runs along East Elm Street to the Royal River and the railroad tracks. To the south it includes Hillside Street to Cumberland Street, West Elm Street to Tenney Street, and South Street, as well as several properties along Cleaves Street.

Major industries in this area included potteries in the early-19th century and the Yarmouth Paper Company and the Forest Paper Company slightly later. These manufacturers have closed, however the surviving houses in the

area represent the prosperity these industries created. This District is significant as a remarkably well-preserved collection of buildings with a high degree of integrity. As a whole, they retain the feeling of an intact New England village of the 19th century and also represent the development of the Town of Yarmouth.

The Period of Significance is 1780, the approximate date of the settlement of this area, through 1940. In 1923, the Forest Paper Company closed and development in this area was greatly reduced through the Great Depression and leading up to World War II, bringing the ending date to 1940.

Local Historic Landmarks

The initial Local Historic Landmarks are all properties listed in the National Register as of 2020, including:

- North Yarmouth and Freeport Baptist Meeting House (1796, 1825, 1837), 3 Hillside Street
- Ammi R. Mitchell House (c. 1800), 333 Main Street
- North Yarmouth Academy: Russell Hall (1841) and Academy Hall (1847), 129 and 141 Main Street
- Captain S. C. Blanchard House (1855), 317 Main Street
- Captain Reuben Merrill House (1858), 233 West Main Street
- Camp Hammond (1889-90), 275 Main Street
- Grand Trunk Railroad Station (1906), 288 Main Street
- Central Parish Church (1859-1860), 97 Main Street
- First Parish Congregational Church (1867-68), 116 Main Street
- Cushing and Hannah Prince House (1785), 189 Greely Road*

*Note that this property is outside the boundaries of the initial districts.

Historic Objects

The HRSC recommended the following historic objects to be designated:

- Horse watering trough located in the rear yard of the Merrill Memorial Library, 215 Main Street, visible from School Street.
- Horse watering trough located in the landscape of Center Street where it intersects Main Street.
- Signpost located at the northeast corner of the intersection of West Main Street and East Elm Street.

Section 8: 2024 Recommended Historic Districts and Potential Future Historic Designations

During its deliberations the HRSC discussed the potential for the Town to make future designations and made provision in the ordinance to do so. Among the categories for future designations are Historic Landscape Districts, additional Local Historic Landmarks, and additional Historic Districts, Sites and Objects. In particular, areas to the west of the Lower Village Historic District in the Pleasant Street and Gilman Road area that had been initially surveyed in 2018, were not initially designated due to time constraints on the HRSC. With the establishment of the Historic Preservation Committee in April 2023, by early 2024 the Committee embarked on finishing this work

In 2023, the HP Committee decided to proceed with the designation process for two additional historic districts surveyed in 2018: The Gilman Road Historic District, the area near the earliest 18th century town development, including the Rev. Ammi Cutter house, 60 Gilman Road (locally known as the Stickney House) and nearby early

cemeteries, and extending down Gilman Road to Larrabee's Landing Road; and Pleasant Street, which has a concentration of significant historic structures built from the late 1700s through the 1840s. Using Town-designated funding, in 2024, the Town hired consultants Hilary Bassett and Julie Larry to prepare supporting materials for this project.

Gilman Road Historic District

The Gilman Road Historic District begins at the triangular land area formed by Gilman Road, Princes Point Road, and Lafayette Street/Route 88. It continues east on Gilman Road to encompass Larrabee's Landing Road, and south on Lafayette Street/Route 88 to include two farmsteads on the west side of the street. The district includes the remaining buildings and two burial grounds from the earliest permanent European settlement in Yarmouth, about 1715. This focal point of this early village was the Meeting House Under the Ledge, built 1729-39 and demolished in 1833. Its location on the land below an area of hills and ravines led to the name "Under the Ledge." Little remains of this settlement beyond its cemeteries and the Reverend Ammi R. Cutter House of 1730 at 60 Gilman Road. This early village center ceased to grow and in the late 18th and early 19th centuries as people moved inland and settled near the intersection of Main and Bridge Streets.

Two early cemeteries survive that were located near the Meeting House Under the Ledge. The Pioneer Burial Grounds, established in 1731, is the earliest cemetery in Yarmouth, located across the street from the Cutter House. The Old Ledge Cemetery, established around 1770 at the intersection of Lafayette Street/Route 88 and Gilman Road, includes headstones from the late 18th century into the 20th century.

The HPC noted that the 2018 survey and subsequent maps by the Town had left off significant early-to-mid 19th century properties to the east on Gilman Road and Larabee's Landing and sought as part of the Gilman Road District to survey these properties and include them in the new proposed district. The Town engaged Julie Larry in 2024 to complete this survey work.

While religious and industrial activities became centered in the Upper and Lower Villages in the early 19th century, the Gilman Road area remained agricultural, and buildings were built and/or expanded and lands divided or consolidated to support farming and related activities. Therefore, the period of significance is from the founding of the third European settlement in 1715 through 1940 when shipbuilding and related maritime industries had ceased, transportation by trolley and automobile were available, and farming and agriculture shifted toward suburban development.

Pleasant Street Historic District

The Pleasant Street Historic District includes Pleasant Street, Gooding's End and Smith Street, and the area across Lafayette Street/Route 88 which encompasses Riverside and Holy Cross Cemeteries. The houses along Pleasant Street were largely built in the mid-19th century as residences for the owners and workers at the shipyards and related businesses along the Royal River waterfront. Shipbuilding became a major industry in Yarmouth during the early 19th century, when the wharves were extended and the town raised funds to dredge the harbor and build a channel and breakwater, reaching its high point between 1850-75.

Changes in ground transportation influenced the development of Pleasant Street. An original stone mile marker placed in 1761 along the Old King's Highway from Boston to Machias is embedded in the retaining wall in front of 155 Pleasant Street. Until around 1800, the road at Gooding's End continued down the hill, across Lafayette Street (Route 88) to Gilman Road. From 1898-1933, the Portland and Electric Railroad ran trolley services to Portland on a line which followed Pleasant Street into the Village.

The two cemeteries at the foot of Smith Street overlook the harbor. In 1869, the Riverside Cemetery was established along the Royal River as a Civil War Memorial. In 1916, the Catholic Church bought land adjacent to Riverside to create Holy Cross Catholic Cemetery, which was laid out by landscape architect Carl Rust Parker.

The Period of Significance for the Pleasant Street Historic District is 1780 through 1940. 1780-1800 marks the period when the shift inland from the early settlement on Gilman Road began. In 1925, the last ship was built in Yarmouth, thus marking the end of the shipbuilding era. Despite the loss of economic activity, the presence of the trolley line until 1933, the beginnings of tourism in the area, and further development in the Lower Village lead us to a termination date of 1940.

Potential Future Historic Districts:

The HRSC recommended the following potential future Historic Districts:

- Areas with intact 19th and early 20th century structures that require additional research and survey work include Bayview Street, Route 88 south through Princes Point Road, and areas further out along East Main Street, Granite Road, and North Road.
- Cousins Island and Littlejohn Island: there are several areas of historic development on the islands, such as the late 19th century cottages and the mid-20th century residences that arose after the bridge was built in 1955. The islands need to be researched and surveyed.
- Mid-20th century developments: buildings from the 1950s, 60s and 70s are now more than 50 years old and could be considered for potential historic designations. New styles emerged including the ranch house, modern Colonial Revival style houses and even a few Mid-Century Modern residences. Research and survey work are needed to evaluate the significance of buildings from this period in Yarmouth, especially in the outlying areas of East Elm Street, West Elm Street, East Main Street, West Main Street, Granite Street, Ledge Road, and North Road.

Potential Future Historic Landscape Districts:

While several important historic landscapes are included in the three historic districts, including the North Yarmouth Academy campus, the Old Baptist Cemetery, Village Green Park, and the grounds of Camp Hammond, there are additional historic landscapes that in the future could be designated as local historic landscape districts. Any stand-alone landscape districts must be owned by the Town or another government entity. A potential district that meets this criterion is:

- Royal River Historic Landscape District, which would encompass Grist Mill Park and land along the river to and including Royal River Park.

Potential Historic Objects and Sites:

- Captain Walter Gendall Memorial which was stewarded by the VIS, and, since 2022, the Town.

- The historic directional marker to other towns at the intersection of Main and Elm streets.
- The historic directional marker to other towns now on display in the History Center, to be reinstalled at its original location.

Section 9: Yarmouth’s Historic Preservation Advisory Ordinance

Overview and Purpose:

The Historic Preservation Advisory Ordinance, Chapter 701, Article X, (HP Ordinance), approved by the Town Council in 2021, coupled with the protections of Chapter 701, Article IX, provides a framework to identify, protect, preserve and enhance particular areas, sites, structures and objects that have historic, cultural, architectural and archeological significance in Yarmouth. It provides a process for review of proposed demolitions and exterior changes to protected buildings and manages proposed new construction within districts.

The purpose of the HP Ordinance and Article IX is to promote the educational, cultural, economic and general welfare of the Town of Yarmouth, through a number of strategies, including:

- Protecting the traditional and iconic village development pattern;
- Encouraging public appreciation of the Town’s history;
- Promoting retention and skilled preservation, restoration and rehabilitation of historic properties;
- Protecting the outward appearance and architectural features of historic properties;
- Managing change to accept compatible new buildings, additions and structures within historic districts.

What follows is an overview of the elements and provisions of the HP Ordinance. For the most complete information, details, and legal aspects of the HP Ordinance provisions, see the full text of the Ordinance in Chapter 701, Article X of the Yarmouth Ordinances.

Historic Preservation Committee

A citizen Historic Preservation Committee (HPC), appointed by the Town Council, manages the historic preservation review process. The Committee is made up of Yarmouth residents with interest and expertise in historic preservation, construction, architecture, law and other relevant fields. The HPC has a wide range of duties, but the principal ones are to assist, educate and advise the citizens and the Town on matters related to historic preservation and the ordinance, to process and review applications, and render advice thereon, and to support historic preservation in Yarmouth.

Designation Process

The HP Ordinance establishes a process and timeline for the nomination, review and designation of Historic Districts, Historic Objects, Historic Sites, Historic Landscape Districts and Local Historic Landmarks. It includes initial designations of three Historic Districts, three Objects and ten Local Historic Landmarks, nine of which are within the Districts and one of which is outside the Districts, as described above in Section 7 above. Additional designations may be initiated by the Town Council, the HPC, the Planning Board, a petition signed by fifteen (15) voters registered in the Town, or upon the request of the property owner in the case of a Local Historic Landmark. In 2024, the HPC began the process to designate two additional Districts.

The HPC reviews Nominations for Designation and makes a recommendation to the Planning Board. Within 90 days, the Planning Board will make a recommendation to the Town Council. The Town Council will endeavor to decide whether to approve or reject the Designation within 60 days. Both the Planning Board and Town Council review include opportunities for public input.

Once a nomination is made, the Article IX provisions governing Demolition and Minimum Maintenance apply. If the HPC recommends Designation, all protections of the proposed Ordinance apply until a final decision on the Designation is made by the Town Council.

Designation Criteria

The HPC has responsibility for assessing and making a recommendation as to whether a proposed designation of an historic Site, Property, Object or District meets the designation criteria. Some of the criteria for designation of Historic Properties include:

- Value as a significant example of the heritage of the Town, state, region, or the nation.
- Identification with a person who significantly contributed to the historic development of the Town, state, region, or the nation.
- Significance of the architectural type, style or design.
- Listing in or eligibility for listing in the National Register of Historic Places or listed as or eligible for listing as a National Historic Landmark.

In the case of a nominated Historic District the HPC will also determine whether there is a sufficient number of the properties within it that have a high degree of cultural, historic, architectural or archeological significance and integrity to justify establishment of the District.

Application and Review Process

An owner of a property in a Historic District or of a Local Historic Landmark or Historic Object, who would like to make certain changes outlined in the HP Ordinance, applies to the Town for historic preservation review under Article IX and/or Article X by completing an application describing potential or proposed work. The application will be reviewed by Staff if it is a simple, small project, or by the HPC and Planning Board if it is a larger or more complex project. Generally, the HPC and Planning Staff will work with a property Owner in a collaborative process to find an approach and/or solution for a proposed project that will satisfy the Owner's needs (often adding value in the process) while also preserving the historic fabric of the Town. This is an advisory review process handled by the HPC, with recommendations either to Staff or the Planning Board. Although the review process is required, the outcome of the review is advisory only. Property owners need to aware that the provisions of Article IX, which is a regulatory process, may apply and are encouraged to contact the Planning Office in advance for guidance in planning their projects.

Generally, any change to the exterior of a structure that is visible from the street or a public open space is subject to review. Generally, interior changes, ordinary maintenance, in-kind repairs and most changes not visible from the street do not require review. Proposals for new construction and for additions to existing buildings within a Historic District are subject to review.

Standards for Review

The review criteria used by the HPC are based on the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings and the Standards for Treatment of Historic Properties, which have been developed by the National Park Service. These standards are used by most historic preservation boards and commissions throughout the country and for all federal and state historic tax credits.

The Standards provide guidance for building owners and for the HPC. The technical and economic feasibility of each project will also be considered in the review process. Within designated local Historic Districts, all buildings are categorized as either Local Historic Landmark, Contributing, or Noncontributing. If a building is classified as Noncontributing there are lower standards for review for proposed changes. If a building is classified as a Local Historic Landmark, changes to all facades are subject to review. The complete text of the HP Ordinance includes the Secretary of the Interior's Standards.

Demolition

The HP Ordinance defers to Yarmouth's Historic Building Alterations and Demolitions Ordinance (Article IX) for all decisions on proposed demolitions, relocations, and/or substantial modifications of structures subject to Article IX. All Contributing properties in a Historic District and all Local Historic Landmarks, whether inside of or outside of a District are conclusively presumed to be Buildings of Value within the meaning of Article IX, thus are highly unlikely to be approved for demolition or substantial modification. This is a regulatory review process handled by the Planning Board following receipt of a recommendation from the HPC. Proposed work entailing Substantial Modifications may be approved by the Planning Board if it retains and respects significant character defining features of the building and is compatible with them.

Administration, Enforcement, and Fees

Articles IX and X (the HP Ordinance) are administered by the Planning Office and enforced by the Code Enforcement Officer. Any application subsequently coming before the Planning Board requires a modest application fee to help cover direct administrative costs. For larger and more complex projects, applicants may be required to pay for a preservation consultant to assist the Planning staff and the HPC with the review process. Additional potential sources of support for the Historic Preservation Program are outlined in Section 10 below.

Section 10: Public Awareness, Incentives and Funding Sources for Historic Preservation

A variety of historic preservation public awareness strategies, incentives, and potential funding sources can help promote historic preservation in Yarmouth. Historic markers, educational programs, and interpretive signage bring attention to historic buildings. Tax credits are available to augment public and private investment in rehabilitating historic structures, and grants are available for the Town and nonprofits to support historic preservation.

Yarmouth Historical Society (formerly Village Improvement Society) Historic Marker Program

The VIS founded its historic marker program in 1972 to increase awareness of Yarmouth's architectural heritage. As of 2017, VIS had awarded 162 markers, which have a distinctive painted wooden format that cites the name of the original owner and date of construction. In 2022, the Yarmouth Historical Society took over the program after

the VIS disbanded. Eligibility is currently for buildings built before 1910, which are of special historic or architectural interest, are in good repair, and which display the original architectural intent. Markers recognize the architectural and historic integrity of the exterior of the building that is within public view. Any alterations should not have damaged the original essential form, integrity or quality of the architecture. The YHS Marker program inspires residents to maintain an historic feeling to Yarmouth's Village and historic areas and operates in parallel to the Historic Preservation Ordinance and its Districts without being restricted to the areas within the Districts.

Certified Local Government Program and Grants

Certified Local Government (CLG) is a national program administered by the MHPC, which includes a grant program for CLG-designated communities. The original draft of the Historic Preservation Ordinance complied with CLG guidelines, and the HRSC strongly recommended that Yarmouth apply to be part of this program. However, the decision was made to make the provisions of Article X advisory, at least initially, although the review process itself is mandatory. The 2024 Comprehensive Plan recommends that Yarmouth consider being designated a CLG.

According to the MHPC website:

Becoming a CLG gives your municipality:

- Ability to preserve structures that reflect the community's heritage
- To promote pride in your community's history
- Another tool when considering planning, zoning, and land use issues using local historic properties
- Technical help and training from our office
- Access to a network of local, state, and federal preservation groups
- Eligibility for grants to assist local preservation programs

Before being certified a city or town must:

- Establish a historic preservation ordinance that includes protection for historic properties
- Create a preservation commission to oversee the preservation ordinance and the program
- Provide for public education and participation, including nomination of properties to the National Register of Historic Places
- Conduct and maintain a survey and inventory of historic properties

Each year the MHPC allocates 10 percent of their federal appropriation from the Historic Preservation Fund of the Department of the Interior for grants earmarked for CLG communities. Awards are made annually through a competitive application process for matching grants (60% federal/40% local) for activities that support the goals of the state's historic preservation plan. Among the eligible activities are projects "which further the goals of identification, evaluation, registration of the community's cultural resources." This includes survey, nomination of properties to the National Register, public education programs, planning studies, research, bricks and mortar preservation efforts, and the development of preservation plans. In some Maine communities, CLG grants have funded staff and consultants that support their historic preservation programs. As of 2024, there are eleven CLG communities in Maine.

National Register of Historic Places

The National Register of Historic Places is the official list of cultural resources worthy of preservation, which has recognized thousands of historic properties and sites across the country. It is a program of the National Park Service (NPS), overseen in Maine by the MHPC, which manages the rigorous application and review process. National Register listing (or eligibility for listing) recognizes a historic building's cultural and architectural significance and integrity, encourages stewardship, and is often a requirement for historic preservation incentives and grants. However, it does not protect historic resources unless they are adversely impacted by projects using federal funding. The HPC views honorary National Register designations as working in parallel with the protections in the Historic Preservation Ordinance, which are essential for a strong Historic Preservation Program in Yarmouth.

The existing and proposed Historic Districts comply with National Register criteria so that at some point in the future they could be designated as National Register districts. This designation would provide income-producing property owners access to state and federal Historic Tax Credits for all Contributing and Local Historic Landmark structures within the District without having to apply separately for National Register eligibility, so it saves time and expands access to the credits to properties that otherwise might not qualify on their own.

Historic Preservation Tax Credits

Tax incentives are available at both the federal and state level that support historic preservation projects for the rehabilitation of income-producing historic buildings, which can offset up to 45% of the qualified rehabilitation costs. These credits are boosted to 55% for qualifying affordable housing projects and can be combined with additional tax incentives for affordable housing.

The federal Historic Tax Credit program, offered through the National Park Service, is overseen locally by the MHPC. The building must be certified as listed or pending for individual listing in the National Register, a contributing building in a National Register historic district, or a contributing building in a locally designated historic district that has been certified by the Secretary of the Interior. The project itself must be reviewed and certified in advance by the MHPC and must adhere to the Secretary of the Interior's Standards for Rehabilitation. A credit of up to 20% of the total certified rehabilitation cost is available. A range of rehabilitation activities upon or within the building are eligible for funding including structural work, securing the building envelope, upgrading plumbing, electricity, and heating, repairing windows, and more. Because there are specific guidelines and timetables in place for eligible projects, as well as recent updates to the law in 2017, MHPC strongly advises consulting with their office well in advance of any project.

In addition to the federal credit, Maine offers state rehabilitation tax credits in two forms: the Substantial Rehabilitation Credit which offers a 25% credit for any project that also qualifies for the 20% federal credit, and the Small Projects Credit for projects valued between \$50,000 and \$250,000 for certified buildings and projects where the owner does not claim the federal credit. The state credit is a fully refundable credit paid out over a period of four years beginning with the first year the building is placed into service. The maximum per project rehabilitation is capped at \$5 million per year.

The Maine State Housing Authority administers tax incentives for affordable housing projects, including historic rehabilitation projects. As noted above, the Maine Historic Tax Credit can be augmented by 10% if the project meets certain affordable housing requirements. The federal Low Income Housing Tax Credit (LIHTC) is available on a competitive basis and provides a federal tax credit of a percentage of the rehabilitation costs of low-income rental housing. More information on the specific requirements, application process, and payout schedule for each of these programs is available from the Maine State Housing Authority.

Opportunities for Grants, Training and Technical Assistance

A range of state agencies, nonprofits, and foundations offer grants and programs that support historic preservation. Among them are the following:

- The Maine Historic Preservation Commission (MHPC) offers grants for survey and a variety of preservation projects through the National Park Service Historic Preservation Fund, including the CLG program discussed above, and, as state funds are available, the New Century Community Grants program. They also administer National Park Service grant programs for nationally significant historic properties through National Maritime Heritage Grants, the History of Equal Rights (HER) Grants, African American Civil Rights (AACR) and Save America's Treasures. Funding for these grants varies depending on federal allocations, so it is important to check with MHPC periodically regarding the availability of grants, eligibility, the application process and timeline. MHPC also offers technical assistance on the Secretary of the Interior's Standards and preservation best practices and maintains a list of qualified contractors and consultants with experience working with historic preservation.
- Maine Preservation (MP), the statewide historic preservation advocacy organization, administers the 1772 Foundation Grants for Maine Historic Preservation Projects, and collaborates with the Maine Steeple Fund (www.mainesteeple.org), which supports assessments and restoration of church steeples in towns under 50,000 in population in Maine. MP also offers preservation training and workshops, its Field Services which provides technical assistance to communities and property owners, and preservation easements to protect character-defining features. From 2010-2020, MP was headquartered at the Captain Reuben Merrill House in Yarmouth. For more information: www.maine Preservation.org
- Greater Portland Landmarks (GPL), which focuses on preservation advocacy and education in the greater Portland region, presents programs, workshops and symposia on a variety of preservation topics. For more information: www.portlandlandmarks.org
- Maine Community Foundation offers a variety of grants which can be used for historic preservation. Belvedere Historic Preservation grants focus on the preservation, restoration and retrofitting of historic buildings in Maine that serve as civic, cultural, or economic hubs for communities. Applications are submitted under Community Building Grants and projects may be eligible for support from various donor-advised funds. For more information on current grants: www.maine cf.org
- Maine Development Foundation's Maine Downtown Center (MDC) program is a statewide resource for preservation-based downtown revitalization and serves as the Maine coordinator for the National Main

Street Center's Main Street America program (www.mainstreet.org). The program's mission is to advance economic development in Maine towns using the Main Street Four-Point Approach, a nationally proven economic development tool. The program focuses on revitalizing downtown commercial/retail areas, and initially requires a concerted volunteer effort to enlist business and community leaders. The four points are economic vitality, design, promotion, and organization. In 2024, there were 10 cities and towns that are nationally accredited and 15 Maine Downtown Affiliates. Involvement in the program provides access to training and grants as funds permit.

- Among other foundations and state agencies that provide grants to support historic preservation related initiatives are the Maine Arts Commission, Maine Humanities Council, and a variety of private foundations and corporate giving programs. Every other year, the Maine Philanthropy Center publishes a list of Maine Grantmakers, available for a nominal fee, or for public inspection free at the University of Southern Maine Glickman Library. For more information: www.mainephilanthropy.org
- National Trust for Historic Preservation (NTHP) offers grants through the Preservation Fund, the Hart Family Fund for Small Towns (with populations under 10,000), and the Favrot Fund which provide seed money and support preservation projects. A variety of other grant programs are available and it is important to check the NTHP website for current eligibility, guidelines, deadlines, application procedures and priorities. For more information see www.savingplaces.org.
- National funding opportunities for historic preservation projects and educational programs include grants from the National Park Service, Department of Agriculture and other Federal Programs. The National Endowment for the Arts funds projects related to architecture and design, and the National Endowment for the Humanities funds Challenge Grants that can be used for historic preservation projects as well as research and programs related to social history, research, and archival preservation. These programs change periodically and require careful reading of grant requirements and application guidelines along with long lead times for response and grant awards.

Section 11: Recommendations, Future Tasks and Opportunities

In 2020, the HRSC developed a list of recommended actions to support historic preservation in Yarmouth and a proposed implementation timeline, intended to give priority to measures and strategies that:

- will identify and protect the largest number of historic resources;
- will help owners learn best practices and avail themselves of opportunities to preserve and enhance their historic properties;
- are already researched and ready to act on, can attract dedicated financial and community support, and/or are relatively easy to implement with existing resources;
- will support economic development opportunities for the Town through historic preservation;
- will promote public awareness and appreciation for Yarmouth's authentic historic village character;
- coordinate preservation efforts with the work of existing Town departments, boards, committees, and programs to achieve Town goals;

- establish a better working relationship and communication with MHPC and enhance MHPC's awareness of Yarmouth's historic preservation efforts.

The HPC will continue to implement its work plan to accomplish its agreed priorities.

A. Immediate Priorities (within one year)

1. Designate the Gilman Road and Pleasant Street Historic Districts.
2. Obtain photographs to complete the illustrations in the Design Manual.
3. Meet with the Cousins Island Chapel governing body to ask for reconsideration of decision not to seek Local Historic Landmark designation.
4. Schedule an annual HPC planning retreat to review and assess the prior year's activities, successes and failures, and desired adjustments to the program, establish priorities and discuss other HPC matters.
5. Add 52 North Road to the properties protected by Article IX.
6. Seek better coordination and communication with the YHS, including at least one joint meeting. Coordinate with climate action, aging in place, affordable housing and other groups which share overlapping goals, seeking unified and mutually supportive messaging.
7. Develop a public outreach and education program, such as annual participation in the Jane's Walk program and/or an annual house tour.

B. Short Term Priorities (1-3 years)

8. Designate additional Historic Districts, Historic Landscapes, Objects, and Local Historic Landmarks as identified in the 2018 Architectural Survey and through additional research, such as properties outside the initial historic districts that MHPC had already determined to be eligible for the National Register. Consider appropriate expansion of existing Historic Districts, and revisitation of designated eras, in addition to new districts. Encourage designation of Town-owned properties where warranted.
9. Develop an information packet/brochure for owners of potential and existing Local Historic Landmarks, highlighting the benefits of Landmark designation.
10. Prepare applications, incorporating any further information required by MHPC, to determine National Register eligibility of 21 buildings identified in the 2018 Architectural Survey as potentially eligible for the National Register. Coordinate with owners to designate any properties determined eligible that are outside the boundaries of Historic Districts as Local Historic Landmarks.
11. Evaluate the HP program and its outcomes during the first years of its implementation. Recommend changes needed, if any, and establish priorities going forward.

C. Medium Term Priorities (3 – 5 years)

12. Designate additional Historic Districts, Historic Landscapes, Objects, and Local Historic Landmarks as identified through surveys and research.
13. Conduct additional Reconnaissance Surveys and research and, where warranted, apply for designations of priority areas as Historic Districts.
14. Conduct research to support designation of Town-owned historic properties and landscapes.
15. Follow up the 2018 Architectural Survey with intensive level survey to support designation of the first three Historic Districts as National Register Districts. (verify process with MHPC)

16. Consider updating the HP Ordinance, working closely with MHPC, so that it is in compliance with Certified Local Government Guidelines and provides access to CLG grants.
17. Consider applying to be an Affiliate of the Maine Downtown Center's Maine Street program which supports historic preservation and economic development and provides access to training and potential grants for property owners and businesses in the Historic Village commercial area.

D. Long Term Priorities (more than 5 years)

18. Apply for and gain Certified Local Government status to support historic preservation best practices and access MHPC preservation grants.
19. Continue to designate additional Historic Districts, Historic Landscapes, Objects, and Local Historic Landmarks as identified through surveys and research.
20. Explore the potential for a local option property tax reimbursement for historic and scenic preservation, as made possible by Maine's enabling legislation (Sec. 1. 30-A MRSA §5730). MHPC can provide guidance if Yarmouth would like to pursue this opportunity.

E. Ongoing Activities

21. Meet with the Town Economic Development Council, Yarmouth Arts, the Planning Board and other community agencies to share goals, maintain lines of communication and coordinate work.
22. Identify and prioritize areas identified above to conduct additional reconnaissance-level architectural surveys and research to support future Historic District designations.
23. Identify and prioritize additional individual resources of historic and/or architectural significance that could be eligible for listing in the National Register and designated as Local Historic Landmarks.
24. Identify and prioritize archeological sites including early Indigenous and European settlements that need research and preservation.
25. Continue interpretive signage program that conveys the history of Yarmouth.
26. Encourage increased participation in YHS marker program to recognize individual historic buildings and places.
27. Partner with YHS to develop interpretive signage with an attractive and consistent design format to identify and provide basic information about designated Historic Districts and selected historic Buildings, Sites. and Objects.
28. Create educational materials and provide access to data repositories to build awareness of Yarmouth's history and architectural resources in collaboration with YHS and the Merrill Memorial Library.
29. Provide additional resources and incentives for private support for and investment in historic preservation and promote their availability to owners of historic properties.
30. Develop educational resources about historic preservation tax incentives in partnership with MHPC and MP.
31. Offer information and educational outreach about researching historic properties and National Register eligibility and designation in collaboration with YHS and other local and state history and preservation organizations.
32. Investigate feasibility of financial incentives and grants for preservation projects for owners of historic properties in Yarmouth's designated Historic Districts. Consult with National Association of Preservation Commissions (NAPC) regarding best practices nationally.

33. Recognizing that the Design Manual is intended to be an iterative document, investigate and stay informed on new developments and information on techniques, materials, and reference materials, updating the Design Manual as advisable.
34. Organize and maintain a database of qualified restoration/rehabilitation contractors/artisans/suppliers.

Supporting Material

1. 2020 Context Statement
2. 2024 Context Statement Additions for Proposed Gilman Road and Pleasant Street Historic Districts
3. 2020 Map of Historic Districts
4. 2024 Map of Proposed Gilman Road and Pleasant Street Historic Districts
5. 2020 Design Manual
6. 2020 Historic Preservation Advisory Ordinance, FAQs, and Graphic of Review Process
7. 2020 List of Contributing Structures and Objects, and Local Historic Landmarks
8. 2024 List of Contributing Structures and Local Historic Landmarks in the Proposed Gilman Road and Pleasant Street Historic Districts
9. 2020 Letter to the Town Council from Planning Director Alex Jaegerman
10. 2018 Demolition Ordinance (Article IX)
11. 2018 Reconnaissance Level Architectural Survey Report
12. 2018 List of Properties (1) listed in National Register of Historic Places (NR); (2) determined eligible for NR listing by Maine Historic Preservation Commission; and (3) identified as potentially eligible for NR listing in the 2018 Survey
13. Secretary of the Interior's Standards for Rehabilitation
14. List of Potential Historic Preservation Incentives by HRSC member Ed Ashley
15. Digital resources
 - a. GIS map and photos of all properties in 2018 survey
 - b. Rypkema – 24 reasons ways historic preservation benefits communities
 - c. Link to CARMA database
 - d. Links to 2024 Comprehensive Plan, 2010 Comprehensive Plan, 2009 Community Surveys, 1993 Comprehensive Plan