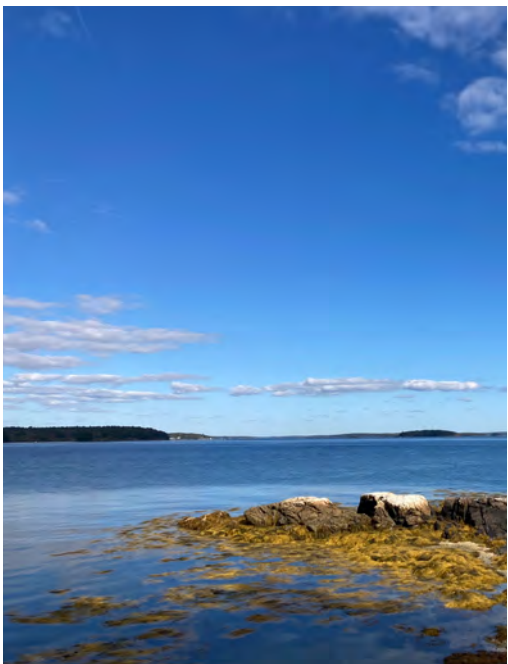




# PLAN YARMOUTH Comprehensive Plan 2024



# Acknowledgments

Thank you to all of the Yarmouth community members who contributed their time and insight to this comprehensive planning process. Yarmouth’s dedicated and engaged residents and volunteers provided valuable feedback that informed the development of this plan.

Thank you to the members of the Comprehensive Plan Steering Committee (CPSC), who have worked diligently since January 2023 to help lead the planning process and review data, connect with the public, and distill community feedback into a vision, values, and goals.

**CPSC members:**

John Auble  
Daniel Backman  
Crispin Bokota Bolese  
Emily Bryson  
Judy Colby-George  
Hildy Ginsberg, Co-Chair  
Kevin Hartnett  
Miriam Markowitz  
Tim McGonagle  
Tred McIntire  
Todd Rich  
Bill Richards, Co-Chair  
Lynne Seeley  
Jamie Whittemore  
Sarah Witte

**Student members:**

Neena Panozzo  
Sophie Wentzell

**Town Council Liaison:**

Karin Orenstein

The Plan Yarmouth team would like to acknowledge Yarmouth Town Manager Nathaniel Tupper, who recently retired after nearly 33 years of service to the Town. Nat guided the development of three comprehensive plans for Yarmouth and witnessed the implementation of the 1993 and 2010 Plans. His insight and advice on the development of this Comprehensive Plan was invaluable, and his guidance in the implementation of this plan will be missed.

**Yarmouth Town Staff worked tirelessly to support this project, led by:**

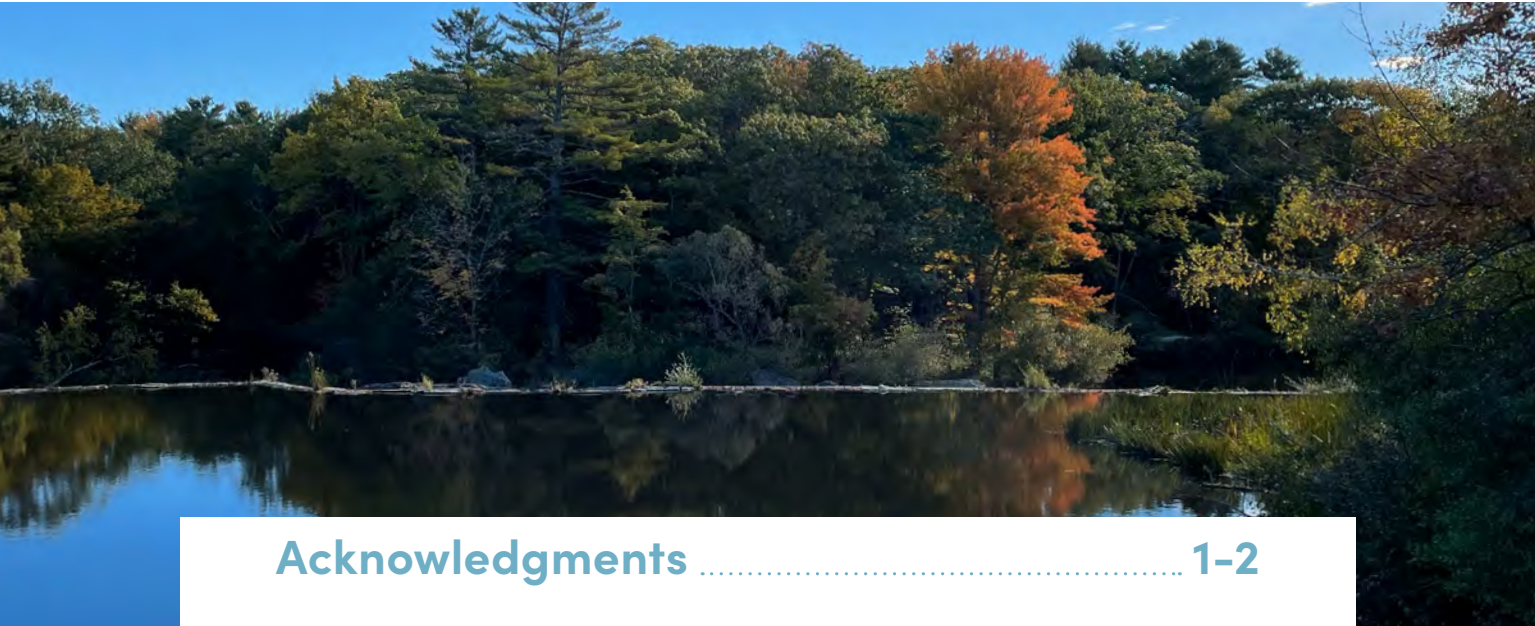
Erin Zwirko, AICP, LEED AP, Director of Planning & Development  
Juliana Dubovsky, Assistant Planner  
Scott LaFlamme, MPA, Town Manager

**The consulting team who worked on this plan update are:**

North Star Planning (Ben Smith, AICP, Kate Burch, Logan Capone, Samantha Piekas)  
FB Environmental (Bina Skordas, Julia Maine, Maggie Kelly-Boyd)  
Levine Planning Strategies (Jeff Levine, AICP)  
Camoin Associates (Tom Dworetzky, AICP, Tori McNiff)  
Aceto Landscape Architecture (Nick Aceto, PLA, ASLA)  
Graphic designer: Cecilia Rebecca Ziko

**Cover Photo Credits (clockwise from top left):**

Molly Haley, Alexa Oestreicher, Molly Haley, Blaze Partners, Yarmouth Community Services, Kate Burch, Catherine Bickford.



Acknowledgments ..... 1-2

Land Acknowledgment ..... 1-4

Vision & Goals ..... 1-5

Yarmouth Today ..... 1-6

Yarmouth Tomorrow ..... 1-8

About this Plan ..... 1-10

Yarmouth’s Goals ..... 1-12

Future Land Use Plan ..... 1-22

Regional Coordination ..... 1-32

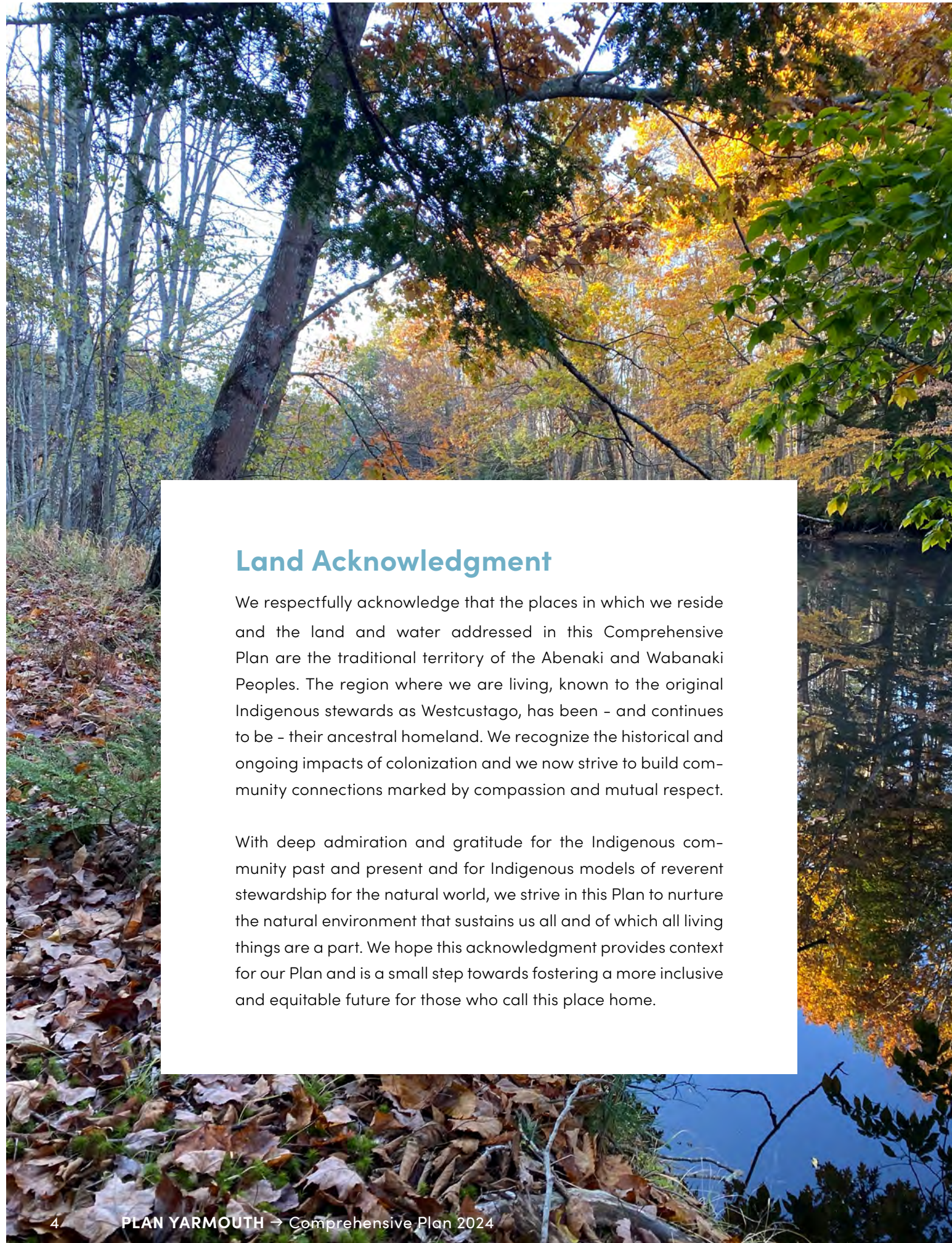
Plan Implementation ..... 1-34

Public Process ..... 1-36

Summary of Past Planning ..... 1-42

Goals, Objectives, and Action Items ..... 1-49

Photo: Julia Maine



### Land Acknowledgment

We respectfully acknowledge that the places in which we reside and the land and water addressed in this Comprehensive Plan are the traditional territory of the Abenaki and Wabanaki Peoples. The region where we are living, known to the original Indigenous stewards as Westcustago, has been – and continues to be – their ancestral homeland. We recognize the historical and ongoing impacts of colonization and we now strive to build community connections marked by compassion and mutual respect.

With deep admiration and gratitude for the Indigenous community past and present and for Indigenous models of reverent stewardship for the natural world, we strive in this Plan to nurture the natural environment that sustains us all and of which all living things are a part. We hope this acknowledgment provides context for our Plan and is a small step towards fostering a more inclusive and equitable future for those who call this place home.

## VISION

The Town of Yarmouth is a small, vibrant, coastal community where residents have a strong sense of connection to the town and to each other. Yarmouth will plan and make decisions through a lens of equity, sustainability, and fiscal responsibility to ensure that the community’s valued assets are preserved and enhanced for future generations, while pursuing the transformative changes needed in critical areas to build community resilience.



## GOALS

- 1. **Strengthen our inclusive, welcoming, and connected community.**
- 2. **Create, expand, and protect housing options throughout Yarmouth.**
- 3. **Enliven Yarmouth’s economic centers through increased amenities, jobs, and local business opportunities.**
- 4. **Protect the natural environment in our community.**

# YARMOUTH TODAY

## Changing Issues, Consistent Values

Yarmouth is a small, coastal community with a picturesque village center. The town is 22 square miles and located 12 miles north of Maine’s largest city, Portland. Since Yarmouth’s last Comprehensive Plan was presented in 2010, the town has grown at the fastest rate in 30 years. Yarmouth’s 2020 population was 8,990, an increase of 7.7% since 2010. Increases in the number of school-age children and adults over 50 have characterized Yarmouth’s growth since the 2010 Census, with much of the overall growth driven by people moving to Yarmouth from other places.

During this time, housing affordability and availability have emerged as major community issues. Yarmouth’s housing prices have risen sharply, even faster than in surrounding communities and the state, and the majority of new homes have been single-family residences, due in part to zoning limits. As the town grows, Yarmouth residents have become increasingly concerned with protecting the natural resources and open spaces that have always been key to the quality of life in town, especially as the community turns its attention to housing production and economic growth. In recent years, Yarmouth has started to focus on sustainability and preparing for the impacts of climate change and sea level rise.

Even as Yarmouth has changed over the past decade, the town’s values and strengths have endured. Yarmouth is proud of the strong bonds and civic engagement of its community, with Main Street as the social and cultural heart of the welcoming, multi-generational Village. Yarmouth’s highly admired historic fabric remains walkable and bikeable as the community has grown, as seen daily with kids walking or biking to school. Yarmouth’s strong record of open space preservation is advanced through land use policies and support from partners. These elements continue to be fundamental to this community.



Photo: Ben Smith

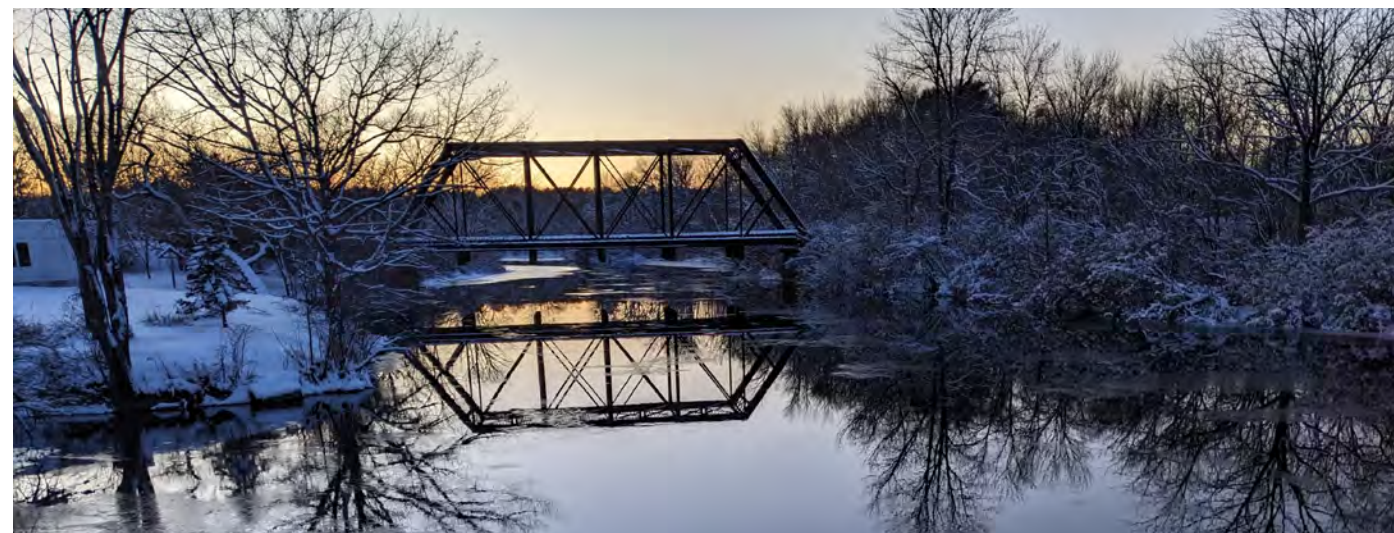


Photo: Andrew Burbank

## Implementation Successes & Challenges

Since the last Comprehensive Plan, there are aspects of planning and implementation that have worked well, while others have been challenging. Successes include adopting the Character Based Development Code for the Village Center and Route 1, placing a stronger focus on Complete Streets and investing in bicycle and pedestrian accommodations, adopting an Open Space Plan, and focusing on historic preservation efforts through zoning tools. The town also hired an Economic Development Director, began the Metro BREEZ bus service, expanded and renovated all four schools, and established an Affordable Housing Committee. Beyond the priorities identified in the last comprehensive plan, within the last year, the Town acknowledged that Yarmouth exists on the unceded territory of the Wabanaki and Abenaki tribes.

As with the implementation of any plan, there have been challenges as well. The Town’s yearly operation and maintenance budget has not kept pace with the investments made in town roadways, public facilities, open spaces, and recreation, resulting in some pressing capital investment needs. Main Street and Route One have seen more turnover in small businesses than expected or desired in the community. Most significantly, the community did not come to a consensus on difficult land use and zoning decisions. Efforts to expand the Character Based Development Code in the Village’s predominantly residential neighborhoods failed. In 2018, Yarmouth set aside further zoning reform to revise standards and housing policies to support affordability and availability.

Now, nearly 14 years since the last Comprehensive Plan, Yarmouth needs strong direction and decisive action to address challenges resulting from a worsening housing crisis, property taxes increasingly reliant on the residential core, endangered historic resources, and stronger and more intense weather impacting infrastructure and the environment.

### SINCE 2010...

- Successes**
- Adopted the Character Based Development Code for the Village Center and Route 1
  - Hired Economic Development Director
  - Stronger focus on Complete Streets and bicycle and pedestrian accommodations
  - Adopted Open Space Plan
  - Began Metro BREEZ bus service
  - Adopted Historic Preservation Advisory Ordinance

- Challenges**
- Main Street and Route One have seen more turnover in small businesses than expected or desired
  - Limited ongoing investment in roads, public facilities, open spaces, and recreation
  - Lack of action on land use and zoning revisions to support housing affordability and availability

# YARMOUTH TOMORROW

## Vision Statement

The Town of Yarmouth is a small, vibrant, coastal community where residents have a strong sense of connection to the town and to each other. Yarmouth will plan and make decisions through a lens of equity, sustainability, and fiscal responsibility to ensure that the community's valued assets are preserved and enhanced for future generations, while pursuing the transformative changes needed in critical areas to build community resilience.

## A New Plan

This updated Comprehensive Plan provides the framework for Yarmouth's priority goals to be advanced together, informed by community trends and building off the successes and lessons of previous planning efforts. This Plan alone will not change land use and town policy. Town staff, volunteers, and a dedicated implementation committee will be charged with balancing these interconnected priorities, wrestling with necessary trades-offs, and making recommendations that are best suited for the moment and context.

The goals of this plan were developed with the guiding principles of **"preserve, enhance, transform"** to aid in the implementation process. There is a consensus that Yarmouth is an excellent place to live, as well as a desire to preserve the things that make Yarmouth great, from historic buildings and natural resources to the community's strong social connections and civic engagement. At the same time, many of these strengths can be enhanced to better meet the needs of the community now and in the future, such as improved walkability and bikeability, better economic opportunities, resources that welcome a diverse population, and more housing options. In some cases, transformative change will be needed to maintain Yarmouth's values. To keep Yarmouth welcoming and multi-generational, new housing policies are urgently required. Aspirational changes are needed to integrate the auto-oriented Route One strip into a sustainable, walkable town. In the face of development pressures and climate change, visionary transformation is essential to protect Yarmouth's natural resources and ensure resilience to the impacts of climate change.

### WHAT THE COMMUNITY SAID...

*"Yarmouth is a special community that is in high demand... We must not lose sight of why the community is so desirable and we must not fundamentally change it into something different."*

*"Continue to preserve the town's history & traditions while embracing the changes that the future will inevitably bring."*



# ABOUT THIS PLAN

## What is a Comprehensive Plan?

Yarmouth’s Comprehensive Plan will serve as a guiding document for community land use policies and investments for the next 10 years. It will help municipal staff, elected officials, and other volunteers plan their work and identify projects, initiatives, and ordinance updates that will help move the community toward the shared vision of the future embodied in this Plan.

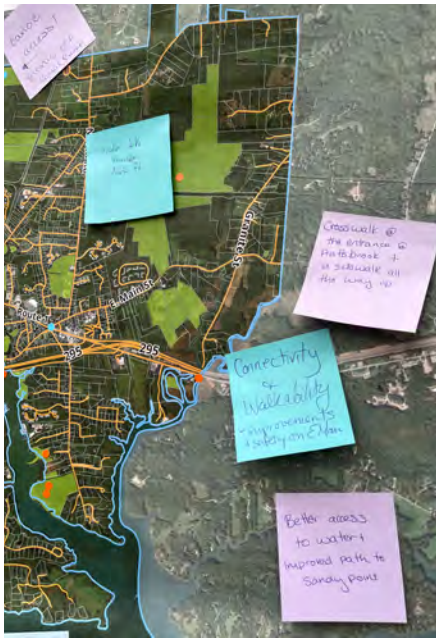
Additionally, a Comprehensive Plan that is determined to be consistent with Maine’s Growth Management Act makes municipalities eligible for certain State grants, and provides the legal foundation for zoning, impact fees, and other land use-related ordinances.

This Comprehensive Plan consists of two main components: a forward-looking section which includes priority goals, a future land use plan, and a matrix of all town goals, objectives, and action items for implementation; and inventory chapters that describe existing conditions, trends and current town data to inform the forward planning.

The forward-looking portion of the plan combines public input with the data gathered from the inventory chapters. The vision informs the future land use plan, and the goals, objectives, and action items are crafted to move the community toward a consensus-based vision of the future.

The inventory chapters, based on the 2022 data pack provided by the Maine’s Municipal Planning Assistance Program, encompass a wide range of topics, including natural resources, recreation, transportation, housing, economy, population, and more. The topics in these chapters are based on Maine state requirements and the contents are developed based on federal, state, and local data sources. The inventory chapters demonstrate what the town is like today, how the community has changed over time, and identify future challenges and opportunities. The goals, objectives, and action items to implement the plan cover each inventory chapter topic.

Throughout the planning process, the Yarmouth community has come together to review current trends and issues, while looking ahead toward future needs, challenges, and opportunities. This foundational document will be used to support and direct future planning efforts through clear, concise objectives and actions. Determining how to act on any one action will be the work of an implementation committee, who will help the Town Council and municipal staff make difficult decisions to balance plan priorities and community points-of-view that may seem at odds with each other. Implementation will occur over many years, and will entail difficult decisions. To best serve the town, decisions should be made after careful consideration of various points of view.



## Plan Yarmouth

The Yarmouth Comprehensive Plan Update project began in early 2023. The project team was led by town staff including the Planning Director Erin Zwirko, Assistant Planner Juliana Dubovsky, and Economic Development Director Scott LaFlamme, and supported by a group of consulting professionals from North Star Planning, Levine Planning Strategies, FB Environmental, Camoin Associates, and Aceto Landscape Architecture. The Comprehensive Plan Steering Committee was convened in January 2023 to guide the planning process. The CPSC consisted of 17 community volunteers, including two high school students.

The Plan effort is rooted in the town’s extensive prior planning initiatives, including the previous 2010 Comprehensive Plan. A summary of Yarmouth’s past planning work is provided on page 42.

Throughout the planning process, the project team prioritized community engagement and worked to include input from a variety of stakeholders through in-person workshops, online interaction, pop-up events, and more. A full report of the public participation process is on page 38.

Prior to launching the plan update, the town held a community visioning process called Imagine Yarmouth in 2022 to identify community values and craft a vision statement. Imagine Yarmouth was led by a team of consultants from the firm Berry Dunn. The full Imagine Yarmouth report is available as an appendix to this plan.



## Yarmouth Climate Action Plan

In February 2022, Yarmouth passed a Climate Emergency Resolution which described the scope and scale of climate challenges facing Yarmouth, directed the town to form a Climate Action Task Force, and outlined municipal and community-wide emissions goals. The town is now working on its first Climate Action Plan, to be adopted in early 2024. Concurrent public engagement for the Climate Action Plan has occurred throughout the comprehensive planning process, with both planning teams coordinating on public events and sharing feedback.

The Climate Action Plan will be reflected in the updated Comprehensive Plan through goals, policies, and actions that highlight the community’s commitment to sustainability and resilience. Each inventory chapter in the Comprehensive Plan includes a section on Climate Connections highlighting the ways in which the topics relate to climate issues and climate action goals. The implementation matrix includes notes where there are synergies between this plan and the Climate Action Plan to support a coordinated approach to implementation. The Climate Action Plan’s implementation matrix does the same.

The Climate Action Plan and Comprehensive Plan both support Yarmouth’s goal to become a more sustainable, resilient community prepared for the impacts of climate change, and there is overlap between both plans and their policies, strategies, and action items.



# YARMOUTH'S GOALS

During the planning process, three priorities came to the fore as critical both to Yarmouth's identity and values today, and to the Town's challenges and future needs: housing, economy, and natural resources. Community Conversations engagement events were held for each priority, yielding a consensus that these priorities, and the interrelations between them, are key to Yarmouth's future. A fourth priority of inclusivity permeated these discussions and will be key to the actions the Town must take to work towards its aspirations.

This plan proposes four goals for Yarmouth:

- 1. **Strengthen our inclusive, welcoming, and connected community.**
- 2. **Create, expand, and protect housing options throughout Yarmouth.**
- 3. **Enliven Yarmouth's economic centers through increased amenities, jobs, and local business opportunities.**
- 4. **Protect the natural environment in our community.**

These four priorities aim to create a more sustainable, resilient community that manages resources to meet current needs and preserve community strengths while planning to meet the challenges of the future. There are inherent connections, as well as conflicts, between all of these goals. For example, housing production objectives may support inclusivity initiatives and economic needs, but must be balanced with natural resource preservation. Implementation of this comprehensive plan will involve hard choices, but balanced solutions can be found through conversation, inclusive decision-making, and hearkening back to the Town's vision.

The following pages highlight each goal, along with action items. These local goals, objectives, and action items will work in tandem with the objectives and actions from the state Growth Management Act. For a combined matrix of all local and state objectives and actions, see page 49. The parenthetical references accompanying each action item refer to their number in the matrix.



**GOAL 1**

→ **Strengthen our inclusive, welcoming, and connected community.**

**Context**

The Yarmouth community values a welcoming, inclusive, and accessible environment where neighbors help one another and a strong sense of belonging brings all people together, regardless of background. Yarmouth is proud to be a connected community where residents build strong social bonds through a shared commitment to civic engagement.

However, despite a longstanding priority of population diversity, Yarmouth has continued to grow more homogeneous in age, wealth, and other demographic factors. Many families and households cannot afford to join the Yarmouth community by purchasing or renting a home here, and a lack of workforce housing impacts the local economy. Yarmouth high schoolers who will soon be moving on to college or a career identified diversity and housing as their top two priorities for Yarmouth, and were not sure if they would want to or be able to live in Yarmouth in the future. Aging-in-place has become more difficult as housing options and property taxes have made it harder for seniors to stay in Yarmouth. Yarmouth must find ways to remain an inclusive, welcoming, and connected community.

**Approach**

Acknowledging that different economic, racial, ethnic, and age groups require different support, the Town must put forward resources and policies that best serve diverse populations. Yarmouth must start by acknowledging the history of the land on which Yarmouth was established prior to white settlement, and integrating engagement from diverse populations in every planning exercise. Town facility and public works improvements should be assessed to ensure they incorporate equitable access for all ages and abilities. Town facilities, programming, public works improvements, and Yarmouth's human-centered and educational nonprofits have a role to play. Public health elements must be incorporated in municipal decisions, and Yarmouth must allow for community amenities that create strong social bonds.

**Connections**

This priority brings together population and housing policies, along with recommendations for public facilities, economy, recreation, and transportation. Implementation of this goal must acknowledge the current housing crisis and multigenerational needs, as well as accessibility for the current and future workforce, young families, longtime residents and those who have just arrived in Maine. These are costly decisions and cannot be made without considering our fiscal responsibility to support each and every Yarmouth household.

**FACTS:**

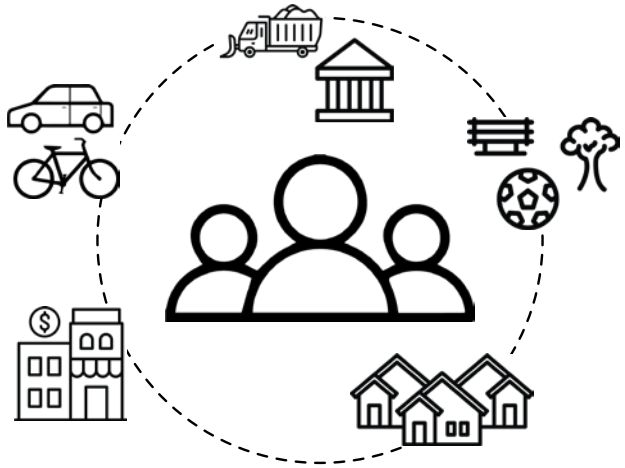
- With coastal access and close proximity to Maine's largest city (Portland), Yarmouth is considered a highly desirable community to live in.
- Yarmouth's housing costs are among the highest in the state, limiting the diversity of people who can afford to live in town, and restricting the potential workforce for many local businesses.
- A 2023 study by Camoin Associates predicts that economic diversity in Yarmouth will decline as the number of households with incomes greater than \$100,000 grow while households with incomes of \$100,000 or less decrease.
- Yarmouth's population is growing at a faster pace than the county, region, and state, though its growth rate is projected to slow in the next five years.
- Yarmouth's median age is 49.4, with a comparatively high share of the population aged 50+, and lower shares of young children and early-career aged individuals.
- Yarmouth Community Services serves homeless, immigrants, asylum seekers, and the lowest-income residents.

**WHAT THE COMMUNITY SAID...**

*"A return to the traditional mix of occupations, income and housing to include blue collar, lower income brackets and multi family housing."*

*"Strengthen an already strong sense of community. We must not dilute that feeling and work to make it stronger."*

*"Hoping for a more racially & economically diverse population - so that Yarmouth is recognized as welcoming & inclusive in its diversity"*



→ **Priority Action Items:**

- Work with town staff, partners and indigenous community members, and the indigenous communities of Maine to affirm a town-wide land acknowledgment statement. (HA-2.1)
- Advance policies that support the participation of underrepresented and underserved community members in future planning processes, town programming, and town decisions. (P-1.1)
- Assess access to open space and recreation areas throughout the town, with the goal of a park or publicly accessible natural area within a 10 minute walk from every neighborhood. (R-4.1)
- Enhance bike and pedestrian connections from rural, coastal, island areas to Route One, Main Street, and the Village, and other popular destinations. (T-7.7)
- Adopt an ADA Transition and Self Evaluation Plan for municipal buildings and facilities, properties, and right of ways. (P-1.6)

**GOAL 2**

→ **Create, expand, and protect housing options throughout Yarmouth.**

**Context**

The current housing crisis expands far beyond Yarmouth, but conditions in Yarmouth – including rising home prices, homeowner and renter cost burden, and lack of available housing – are some of the region’s most severe. Yarmouth’s housing shortage is exacerbated by zoning regulations that have restricted the development of multifamily buildings and required lots one acre or larger for new single-family homes, even though the historic built environment is much denser. As a result, Yarmouth’s population is increasingly less economically diverse than in the past and the town is a less inclusive community for all ages and backgrounds.

A 2023 Affordable Housing Market Need Analysis by Levine Planning Strategies (full report in plan appendix) found that there is a need of about 1,278 housing units at lower price points to support existing cost-burdened households (835 ownership units and 443 rental units), as well as a projected annual demand of six new rental units and between 24 and 50 new for-sale units. By diversifying its housing options, Yarmouth can welcome new residents moving to this community and support existing residents through various life stages.

**Approach**

For Yarmouth to continue to be welcoming, multigenerational, and economically diverse, deliberate action must be taken to increase housing affordability, availability, and accessibility compatible with neighborhood context. This priority is not singularly focused on housing production. Yarmouth must still preserve and enhance the existing livable neighborhoods and multifamily buildings while honoring the historic development patterns.

**Connections**

This goal connects to parallel transportation, public facility, recreation, historic resource, and natural resource concerns. We must support transportation improvements for walking and biking and access to parks and public facilities in Yarmouth’s neighborhoods, such as along Route 1 where there are ample possibilities for housing production. Continuing to steward Yarmouth’s historic resources must be incorporated into future development. When acting on housing goals, environmental decisions about lot coverage and impervious surfaces, preserving open space, and incorporating sustainable and resilient building requirements will be important considerations.

**FACTS:**

- About 90% of new homes built in Yarmouth over the last 10 years are single-family detached houses. Yarmouth's zoning is restrictive about multifamily dwellings, although the Character Based Development Code is more flexible.
- Yarmouth’s median home price in 2022 was \$815,000 – a 200%+ increase since 2010, greater than neighboring communities of Cumberland, Freeport, and Brunswick, and Cumberland County overall.
- In 2020, the typical monthly rent in Yarmouth was \$1,450, requiring a median income of \$64,302 – an increase of 43% since 2008.
- There is significant need for homes in the range of \$185,000 and \$260,000, and rental units in the range of \$1,251 and \$1,875 per month, as well as \$875 per month and below (Levine Planning Strategies, 2023.)

**WHAT THE COMMUNITY SAID...**

*“There should be a recognition that historically Yarmouth was a mix of blue collar workers, middle class folks and some wealthy people. There is a shift underway toward wealthy people, leaving blue collar people and even lower middle class people out of the town’s future... an ominous trend for our town’s future as a healthy, vibrant and resilient place to live.”*

*“Make an absolute commitment to affordable housing rather than lip service that has been the case over several cycles of comp plan. Continue to encourage all types of diversity.”*



→ **Priority Action Items:**

- Amend the zoning ordinance to reduce the minimum lot size in the Growth Area that is consistent with the historic pattern of development creating more dense and walkable neighborhoods. (H-4.3)
- Adopt an affordable housing strategy that includes developing new deed-restricted affordable housing based on a production goal, revising zoning requirements, and continuing to support the development of accessory dwelling units. (H-3.1)
- Ensure regular funding of the capital reserve account or a general budget line item to support housing initiatives, or establish a separate Housing Trust. (H-5.1)
- Conduct an audit of the current land use ordinances to evaluate impediments to housing development and amend land use ordinances to ensure compliance with the Fair Housing Act and state requirements. (H-4.1)
- Use zoning tools such as lot coverage and/or tree preservation to balance open space and development on individual lots. (FLU-6.4)

**GOAL 3**

→ **Enliven Yarmouth’s economic centers through increased amenities, jobs, and local business opportunities.**

**Context**

Yarmouth’s commercial centers are Main Street and the Route One corridor. Main Street is the historic heart of the Village, a walkable street with small businesses that draw community members and visitors alike. But many restaurants and small businesses have struggled to stay open on Main Street, and residents desire a wider variety of shops and services and a livelier atmosphere. Route One is an auto-oriented strip where residents go to meet their daily needs, with chain grocery, pharmacy and other stores mixed in with a few small businesses and restaurants. Yarmouth residents rely on this area, and enhancing the non-vehicular Beth Condon Memorial Pathway and connections to it could transform it into a walkable and welcoming place. Finally, neighborhoods outside of these commercial centers lack local shops or amenities that would be conducive to a less car-dependent lifestyle.

**Approach**

Yarmouth must take a holistic approach to economic development on Main Street, Route One, and beyond. The Town should leverage existing assets, including historic buildings, mixed-use development, creative businesses, and festivals, to lift up and support the small business community that is the foundation of Yarmouth’s Main Street. Activating the streetscape by modernizing policies and ordinances that regulate activities in the public realm, while incorporating more housing types and business diversity in and around the area, are key ways to increase foot traffic on Main Street.

On Route One, continued investments are required to transform the corridor into a people-friendly area that supports the increased mixed-use development coming to the area. And by thinking beyond Main Street and Route One, Yarmouth can support commercial opportunities in other areas of town, such as working waterfront establishments, agritourism and recreational tourism, and neighborhood businesses that support walkable lifestyles, remote workers, and offer places for community connection. These areas, with a context-sensitive approach, can become new economic centers for Yarmouth.

**Connections**

This goal requires parallel investments in transportation and streetscapes, and housing and population diversity to support a workforce and a more vibrant local economy. Yarmouth’s natural and marine resources can also be incorporated into economic development initiatives.

**FACTS:**

- 80% of Yarmouth residents work outside Yarmouth, while 80% of the people who work in Yarmouth live outside Yarmouth.
- Since 2010, Yarmouth hired an Economic Development Director, reestablished the Economic Development Advisory Board, adopted 3 TIF districts, and underwent a Market Analysis & Action Plan Matrix.
- Nearby Portland, Freeport, and Brunswick have department stores and big box chains. Yarmouth's economic opportunity is to expand the small, local business market.
- Yarmouth has limited availability of large developable sites for commercial/industrial use.
- A 2023 analysis by Camoin Associates found Yarmouth's mixed-use, walkable downtown has the potential for more destination specialty shops that draw people from beyond the local trade area.
- The creative economy may be an under-realized potential for Yarmouth, with a growing arts and cultural community energy poised to contribute more to economic development efforts.

**WHAT THE COMMUNITY SAID...**

*“The thoughtful development of Main Street with small boutique retail businesses. We are all looking for informal places to gather and be together. We want those central places to take walks and see one another.”*

*“Making Route One from Cumberland line to Freeport line more ‘homey’: very walkable, more crosswalks, trees, esplanades - create space between and create a nice green/flowery divider.”*



→ **Priority Action Items:**

- Amend the land use ordinances to allow a greater range of businesses including entertainment, retail, and restaurants, that broaden the activity on Main Street. (E-4.3)
- Continue to implement the CBDC to transform Route One into a streetscape that embodies historic streetscape patterns with dense, mixed use development close to transit. (FLU 8.4)
- Activate public spaces through outdoor dining, public art, temporary events and festivals. Review and amend ordinances and policies that limit or prohibit these types of activities. (E-4.1)
- Assess needs and facilities to enhance recreational and commercial access to the waterfront. (MR-5.1)
- Amend land use ordinances to allow expanded agricultural and agritourism commercial ventures in the rural areas of town. (AF-2.6)

**GOAL 4**

→ **Protect the natural environment in our community.**

**Context**

Yarmouth residents value the natural environment, including tree canopy, the numerous parks, open space preserves, rivers, and Casco Bay. Yarmouth’s natural areas serve as critical ecosystems and habitat, as well as important resources for recreation and well-being. Preserving and protecting these areas is crucial as the community continues to grow and change, and balancing open space and development must be the focus in the future. Growing concern about the impacts of climate change has bought this goal into sharper focus.

**Approach**

Natural, water, and marine resource goals, as well as future sustainability and climate resilience, should be considered in all town decision-making about land use and policy. These priorities are crucial not just to protect the natural environment, but also to Yarmouth’s social bonds, public health, and ability to adapt to the impacts of climate change. Yarmouth must take a coordinated approach to environmental protection and sustainability that builds on previous plans, policies, through existing and newly envisioned partnerships. Education is critical for this priority to ensure that the community is aware of how macro and micro actions affect natural resources.

**Connections**

This goal incorporates data on the town’s natural, marine, and water resources, and will impact housing and recreation. Development pressure is often the inverse of this goal, but it does not have to be. There is a need to balance growth and preservation with other goals. The balance can be seen through large-scale open space protection in rural and coastal parts of town through planning for land acquisition and zoning tools, while at the same time preserving and adding green space, tree canopy, and neighborhood-scaled open space in the more dense and developed areas of town. Yarmouth’s natural resources, including the rural and waterfront areas of town, can provide opportunity for economic growth while ensuring appropriate protections to equally important sensitive resources.

**FACTS:**

- Yarmouth's total area is 22 acres, with about 13 acres of land area and 9 acres of water.
- Yarmouth's 2024 Climate Action Plan prioritizes action items to mitigate and adapt to the impacts of climate change.
- Yarmouth has stepped up efforts to preserve its open space with the adoption of an Open Space Plan in 2019.
- Currently, the Town has almost 700 acres of protected open space and over 27 miles of trails.
- Through local and state partnerships, Yarmouth recently added Riverfront Woods Preserve and Cousins River Fields and Marsh to its open space offerings.
- Updated Shoreland Zoning helps to protect the Town’s unique river and coastal shorelines.

**WHAT THE COMMUNITY SAID...**

*“The town needs to commit money to land acquisition and create a plan to protect undeveloped places.”*

*“We have a significant percentage of Casco Bay Shoreline, and we have a responsibility - the Bay is under stress from sprayed on insecticides, fertilizers, growing grass to the water’s edge.”*

*“Keep our trees and green space throughout our growth area.”*



→ **Priority Action Items:**

- Adopt a conservation goal that is consistent with the state goal to permanently conserve 30% of land area by 2050. (NR-4.1)
- Update the open space residential development section of the zoning ordinance to include more specific performance standards around density bonuses and open space protection and ownership. (FLU-6.1)
- Amend land use ordinances and/or establish incentives that serve to protect mature trees. (NR-4.7)
- Provide educational workshops for property owners on sustainable land management practices (NR-5.1) and on land conservation, current use taxation programs, and the benefits of conservation easements. (NR-5.2)
- Promote guidance for protection/restoration of erodible bluffs, steep slopes, and shorelines for both private and town-owned properties. (NR-5.4)

# FUTURE LAND USE PLAN

The Future Land Use Plan is a core component of the Comprehensive Plan that will guide Yarmouth’s future decisions on zoning, land protection and stewardship, and public investments over the next decade or so.

The Future Land Use Plan consists of a map and an accompanying narrative to describe where and how development and investments should be focused in the community. It provides more detail to the town’s Vision Statement and core values, and explains what those elements mean for different areas of Yarmouth. It builds on the 2010 Comprehensive Plan and the town’s significant accomplishments since then to meet the current interrelated needs identified by the community.

By state statute, the Future Land Use Map shows three basic areas: Growth Areas, Rural Areas, and Transition Areas (called Limited Growth in Yarmouth). Growth Areas are places suitable for orderly residential, commercial, or industrial development, and are the places where most development and investment should occur over the next 10 years. Rural Areas are places that deserve protection from development. Transition Areas are places that are suitable for some residential, commercial, or industrial development, but are not intended to accept the amount of development appropriate for a growth area, nor to require as much protection as rural resources. Key locations are detailed within these broader land use categories, with narrative descriptions based on public participation and input received throughout this planning process.

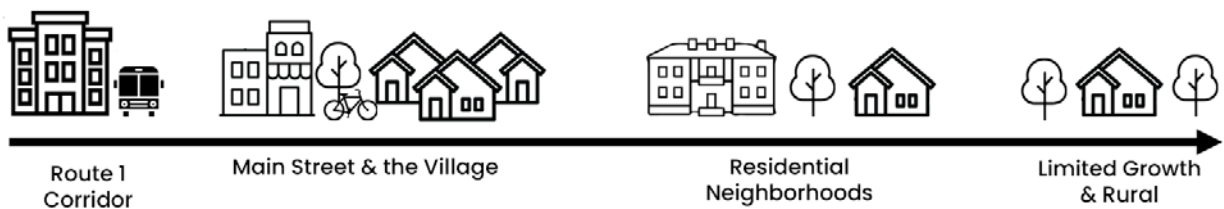
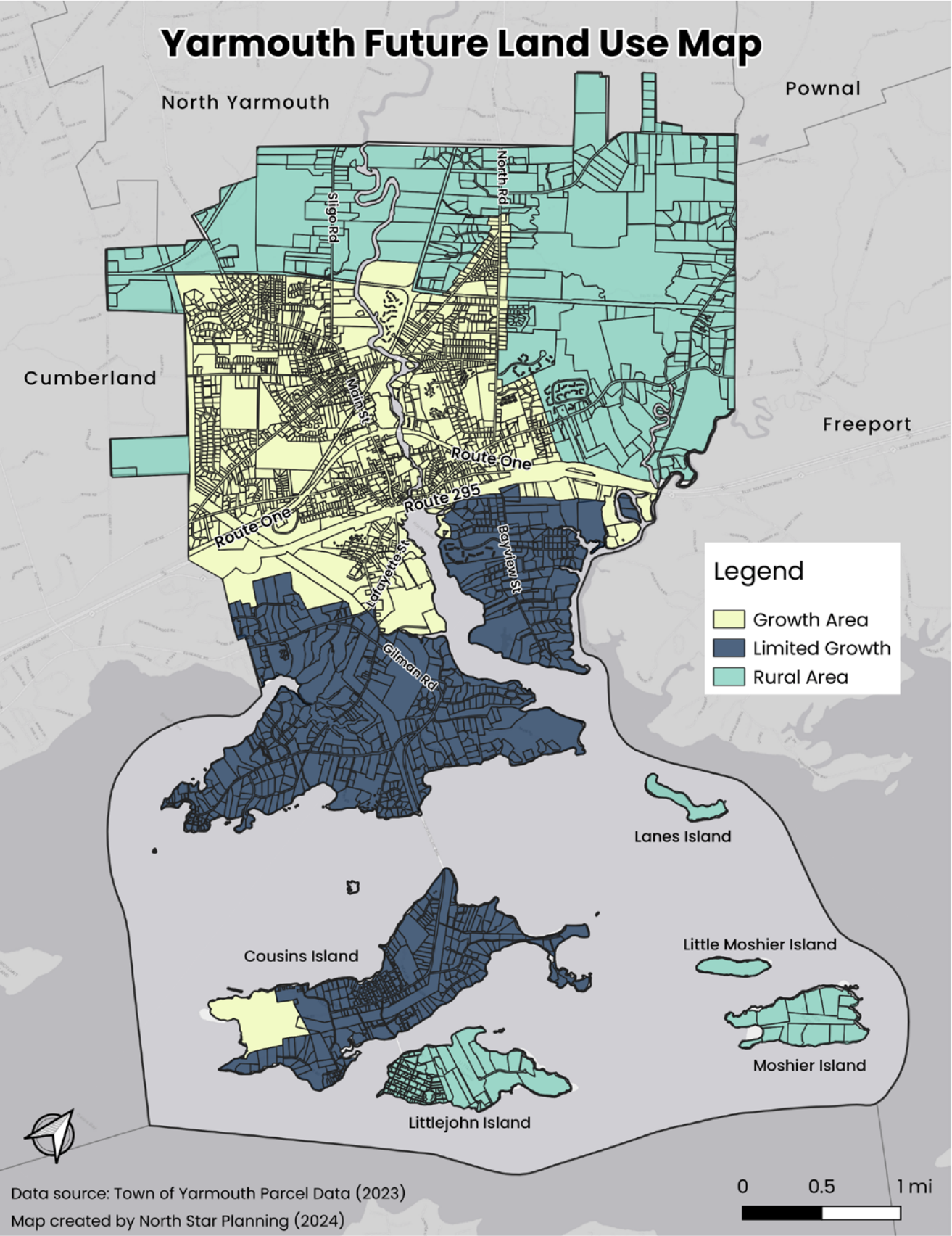
Note that the Future Land Use Map and the narrative below are not regulatory on their own. They are intended to guide future zoning updates and provide program and policy direction to help implement this Plan. Moving forward, an implementation committee will make recommendations and decisions based on this guidance, while considering context and balancing priorities. This Future Land Use Plan will guide future land use and zoning in tandem with other local and state regulations, such as Resource Protection areas and the Character Based Development Code, and natural resource preservation in the Growth, Limited Growth, and Rural Areas.

Yarmouth’s land use follows a basic transect pattern that radiates outward from the center of town, with the most intensive development along the Route One Corridor and the historic core of Main Street and the Village, moving towards less density and more open space in the Limited Growth and Rural areas of town.

With these general patterns of development, there are many unique circumstances that characterize different parts of Yarmouth. Implementation will consider context and conditions that may ebb and flow to meet the needs of Yarmouth over time but always consistent with the goals outlined herein. Achieving the vision in this Plan will require zoning reform to support growth and preservation, as well as use of Yarmouth’s contract and conditional zoning tools, which can help advance specific goals in a context-sensitive manner.

## LD2003

Implementation of this plan will be coordinated with LD 2003 (*An Act To Implement the Recommendations of the Commission To Increase Housing Opportunities in Maine by Studying Zoning and Land Use Restrictions*), along with any other mandate that may come from the state. This law provides regulations for areas within a community that are designated Growth Areas and non-growth areas. Yarmouth adopted rules to comply with the law in October 2023.

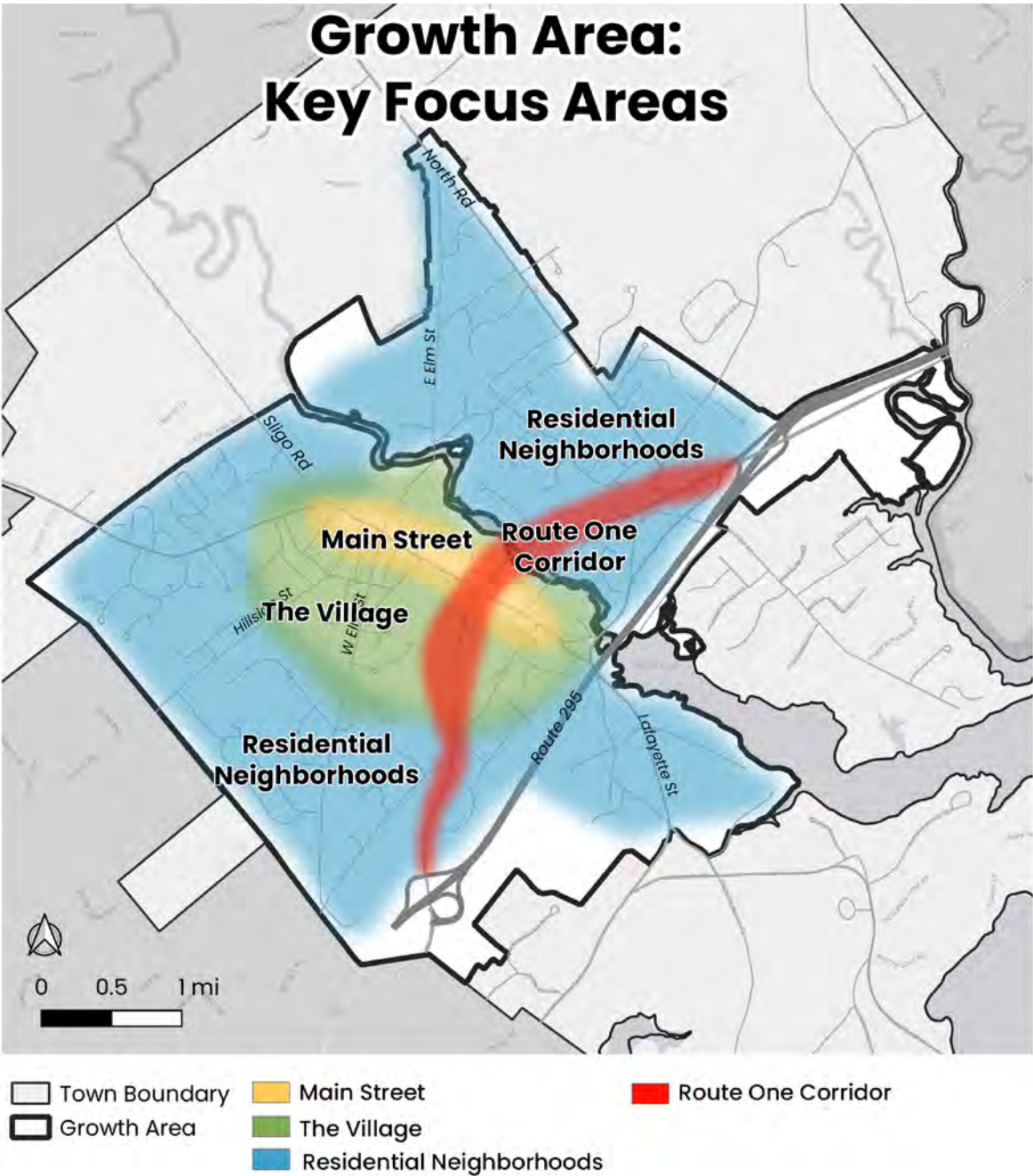


# Growth Areas

Yarmouth’s primary Growth Area is centered on the most developed areas of town, containing Route One, Main Street, the Village, key transportation corridors, and many residential neighborhoods. There is also a designated Growth Area covering the Wyman Station property on the southern end of Cousins Island. These Growth Areas cover the same geographic extent as the previous comprehensive plan, with the addition of one small area consisting of commercial parcels on the south side of Route One at the town line with Freeport. Yarmouth’s Growth Areas are generally serviced by public utilities, including water and sewer.

In Yarmouth’s Growth Areas, development and investment that meet the needs of the community should be incentivized and encouraged, while also protecting and stewarding the community’s valued natural and historic resources. A Growth designation does not undermine the ecological importance, protection and resiliency Yarmouth’s natural resources within or near Growth Areas, like the Cousins River Marsh.

Within the Growth Area, five focus areas are important to the future of Yarmouth: Main Street, the Village, surrounding residential neighborhoods, Route One, and Wyman Station.



# Main Street

Main Street is the heart of historic Yarmouth, a walkable street with small businesses and restaurants that serves as a community gathering area. Main Street is highly-valued, and a source of town pride and an attraction for residents and visitors. Public engagement activities revealed the desire to preserve Main Street’s strengths, while encouraging more housing, activity and variety of small businesses in this historically mixed-use area to enhance the vibrancy of Main Street.

In the future, Main Street should continue to serve as a hub of economic and social life in Yarmouth where people work, shop, gather and socialize, and attend events. Main Street will be more lively, with more small businesses and restaurants lining the street, including places for entertainment and recreation, and temporary pop-ups to help new businesses develop. Public spaces will be more active, with outdoor dining, public art, additional events and festivals, and seasonal gathering areas to support both summer and winter socializing. Improved bicycle and sidewalk connections to Main Street will make it easier to get around town, with amenities like street trees, bicycle parking, and benches. Roads and parking will encourage a “park once” model where people can park in one place and visit many Main Street businesses on foot, and new signage and maps better direct people to Main Street from Route 1, public transit stops, and other parts of town.

The continued implementation of the Character Based Development Code, will integrate new mixed-use or residential buildings into the historic pattern of development, supporting a healthy balance of uses. Historic preservation tools will also help ensure compatible development. Balanced with infill development, continued focus on maintaining and growing the street tree canopy will make Main Street more inviting.

Flexible uses of the public right-of-way must be evaluated to support more innovative economic development initiatives, supported by implementing the Main Street Sidewalk and Streetscape Master Plan. Through experimentation, Yarmouth has the ability to enhance and transform Main Street as a destination.

## → Priority Action Items:

- Enhance Main Street and the Village by making them more active and vibrant. (E-4 and T-6)
- Assess recent departures of small businesses for conditions that are within the Town’s control that could be mitigated to prevent further departures. Include in the assessment long-term businesses and the conditions that have allowed them to stay. Use this analysis to develop policies and ordinances to retain businesses. (E-5.1)
- Encourage the adaptive reuse of historic buildings. (FLU-8.2)
- Support the Yarmouth farmers market as an economic development multiplier. (AF-2.7)
- Incorporate ADA improvements and increased accessibility for all users in sidewalk and street upgrades. (PF-4.4)

## WHAT THE COMMUNITY SAID...

*“You cannot have a vibrant Main Street without dense residential surrounding it. One can’t survive without the other. Both are ‘vibrant’.”*

*“Encourage more art/music/special events to attract visitors.”*

*“Anchor more into Main Street on a community-basis (like Second Saturday or First Fridays) to encourage those who live in Yarmouth to come out more through organized events.”*

# The Village

The Village is another of Yarmouth’s most valued strengths. Yarmouth’s historic village includes Main Street and the surrounding buildings and open spaces that make up the social and civic center of Yarmouth. The Village is characterized by Main Street businesses and restaurants, the schools, and older, denser, and close-knit residential neighborhoods. This area includes paths for walking and biking, historic buildings, and Royal River Park. The Village’s dense, diverse housing and walkable environment support the vibrancy of Main Street. Public engagement shows that people generally agree that Yarmouth’s village boundaries radiate outward in all directions from Main Street, encompassing a larger area than current Village zoning describes.

In the future, this area should be enhanced to support housing diversity in town and help businesses succeed on Main Street, while preserving the area’s historic resources. In past decades, the town has moved towards more suburban development which affects land use within the village. Moving forward, Yarmouth should maintain the denser historic pattern of development in the Village, with infill buildings, accessory dwelling units, small lots, and context-appropriate multifamily housing. Neighborhood-scale small businesses and mixed-use buildings designed with the historic fabric in mind can provide more neighborhood resources and support a more sustainable community.

Yarmouth must be prepared to take on zoning reform to achieve the priorities of this Comprehensive Plan, especially in the Village and Residential Neighborhoods (described in the next section.) Through engagement, education, and context-sensitive projects, Yarmouth can encourage appropriately-scaled new housing development in the compact and walkable Village. As additional development occurs, the town must also adopt regulatory tools to limit impervious surfaces and to protect the tree canopy.

→ **Priority Action Items:**

- Amend the zoning ordinance to reduce the minimum lot size in the Growth Area that is consistent with the historic pattern of development creating more dense and walkable neighborhoods. (H-4.3)
- Implement zoning changes to be consistent with the historic pattern of development creating more dense and walkable neighborhoods. (FLU-8.1)
- Evaluate zoning tools such as lot coverage and/or tree preservation to balance open space and development on individual lots. (FLU-6.4)
- Expand and promote resources for upgrading historic buildings through weatherization, efficiency, electrification, and other emission-reducing upgrades. (HA-1.8)
- Evaluate the need for bike parking, benches, and other amenities at key facilities, businesses, and schools. (T-7.6)

**WHAT THE COMMUNITY SAID...**

*“In village, mixed-use development: retail/office on ground floor, residential (apts and condos) on upper floors”*

*“More pocket parks – green space, public access – in the Village.”*

*“The village still has space for densification while keeping open space.”*

# Residential Neighborhoods

Yarmouth’s residential neighborhoods within the Growth Area radiate outwards from the Village, bordered by the rural area to the northwest and I-295 to the east. These neighborhoods are newer, medium-density suburban developments that provide much of the town’s existing housing stock. These residential neighborhoods are largely walkable and bikeable, family-friendly, and welcoming, with access to trails and open spaces.

In the future, Yarmouth should preserve the strengths of these neighborhoods while enhancing them with more housing diversity and if appropriate, some neighborhood businesses. More housing types and smaller lot sizes should be allowed here, with infill development and accessory dwelling units encouraged in a context-sensitive manner. At the same time, green space should be maintained and expanded to ensure that all residential neighborhoods have easy access to recreational opportunities. Yarmouth should continue to connect these residential neighborhoods through pedestrian-only paths, and street standards should require trees and esplanades. Within these neighborhoods, allowing compatible, context-appropriate small businesses or mixed-use buildings will provide additional community connections and support a walkable, sustainable lifestyle.

As with the Village, action is required to ensure that Yarmouth continues to be a place where all households and families are welcomed and can find available and affordable housing, while balancing this growth and development with the protection of natural resources, wildlife corridors, and open space. Adopting new and improving existing zoning tools (like Open Space Residential Development) will be key, along with assessing the availability and accessibility of open spaces, parks, and playgrounds in these areas.

In and around the Residential Neighborhoods are areas of concentrated commercial development that also need to be supported, including the commercially-zoned area on Portland Street near Route One, off of Depot Road, Yarmouth Junction, and Downeast Drive, on either side of the Yarmouth Harbor, and at the end of Even Keel Road. These areas offer good opportunities to expand compatible commercial uses and create new, mixed-use residential/commercial developments. The industrially-zoned property at the end of Depot Road has environmental constraints, but could provide important land area for future development if vehicular access is allowed.

→ **Priority Action Items:**

- Allow a wider range of housing types to support a spectrum of households and needs. (H-4)
- Update the open space residential development section of the zoning ordinance to include more specific performance standards around density bonuses and open space protection and ownership. (FLU-6.1)
- Improve sidewalk and trail connectivity to destinations and between residential areas. (T-7.4)
- Assess access to open space and recreation areas through town, with the goal of a park or publicly accessible natural area within a 10 minute walk or bike ride from every neighborhood. (R-4.1)
- Amend land use ordinances and other town ordinances, as applicable, to incorporate low impact development standards and comply with MS4 standards and requirements. (WR-3.1)

**WHAT THE COMMUNITY SAID...**

*“More public space, not just private courtyards – places people can walk through, connecting areas”*

*“Make sure we give people who work here a chance to live here – teachers, police, restaurant employees.”*

## Route One Corridor

US Route One spans the length of Yarmouth, most of it a surface 2- to 4-lane arterial road. Route One is a boundary, separating Main Street and the Village from the coast. Much of Route One in Yarmouth is a primary commercial corridor with strip mall development and chain stores – but drive-throughs and big box stores are restricted by zoning. There are several multifamily and senior-restricted residential developments adjacent to Route One. This mixed-use area with existing infrastructure has the potential to accommodate more infill development and larger-scale residential development, and the Character Based Development Code (CBDC) has supported desirable new apartment and mixed-use projects here. While Yarmouth has made many improvements to this area (including the Beth Condon Memorial Pathway, a separated bicycle and pedestrian access; traffic safety work; and the renovated Main Street overpass), this area remains auto-oriented. It’s a place where people drive in and out of different establishments, rather than a place where people spend time.

As the corridor evolves, Route One should be enhanced to make it more welcoming and accommodating, transitioning from an auto-centric to a people-centric place while still serving local customers and regional transportation. Landscaping, street furniture, and street trees should be improved along the length of the corridor, providing green space for residents, traffic-calming, and aesthetic improvements. Wayfinding and signage geared towards people taking public transit, walking, and biking should be installed. The town should collaborate on public transportation improvements, including four-season bus shelters.

Much of this work will need to occur in partnership with the Maine Department of Transportation and the Portland Area Comprehensive Transportation System (PACTS), with concurrent town investments supporting desired improvements. The CBDC has set the stage for Route One, and should be reviewed and revised as needed to support this evolution.

### → Priority Action Items:

- Continue to implement the CBDC to transform Route One into a streetscape that embodies historic development patterns with dense, mixed use development close to transit. (FLU-8.4)
- Build people-centered infrastructure. (T-8)
- Improve wayfinding and signage between Route 1 and Main Street/ the Village. (E-4.2)
- Continue to work with Greater Portland Metro to improve transit options that support additional frequency and access. (T-7.8)
- Continue to implement the Town’s stormwater management plan. (WR-2.4)

### WHAT THE COMMUNITY SAID...

*“Infill but that looks consistent with existing village.”*

*“More complete sidewalks, bike paths connected to other parts of town. ”*

*“Landscaped medians, like in Falmouth.”*

## Wyman Station

Wyman Station is an oil-fired power plant that provides peak demand support for the electric grid. It is located at the end of Cousins Island, within a non-contiguous Growth Area. In the past, Wyman Station was an economic center for the community, employing a large workforce beginning in the late 1950s. It also contributed toward a significant portion of the town’s property tax burden. Today, employment at the plant and its contribution toward property tax are both minimal. Although the property owner, NextEra Energy, has not announced any plans to retire or decommission the plant, it is possible that the plant could be eventually phased out or converted to use alternative fuel sources.

Wyman Station is placed within the Growth Area because it represents an opportunity for Yarmouth. While it is private property, the town has cultivated a relationship with the property owner. It will be important for the town to monitor any potential decommissioning, and prepare for such a time by developing a public benefits statement that limits impacts to Cousins Island residents and supports economic development, environmental, and recreational opportunities at the facility.

### → Priority Action Items:

- Actively monitor future plans for Wyman Station to ensure productive and beneficial reuse of the property that maintains or improves the local tax base. (F-1.5)
- Through a public process, develop a public benefits statement for the reuse of Wyman Station, balancing the desire to limit impacts to Cousins Island, but also provide a beneficial property tax position. (FLU-7.2)

### WHAT THE COMMUNITY SAID...

*“Some day when Wyman Station is available for development it would be nice to see lots of common area for residents and some amenities for the island residents and visitors.”*

*“Optimize usage of Wyman Station property (offshore wind hookup site/ clean power battery storage site/deepwater docking access). Add multi-use options there such as marina, shorefront restaurant.”*

## Limited Growth Area

The Limited Growth (Transition) Area includes the southeastern end of town from Gilman Road and Bayview Street to the coast, and most of Cousins Island. The same areas were designated “Limited Growth” in the previous comprehensive plan. These coastal and island areas consist largely of residential suburban development that transitions to open space and coastal resources, with neighborhoods mostly served by public water and partially served by public sewer. Commercial development is limited to waterfront-related activities. Public engagement expressed a strong desire to preserve these areas, while addressing issues of connectivity and the town-wide need for housing. Short-term rentals may have started to impact how these neighborhoods function.

In the future, these areas will remain mostly unchanged, with limited new growth and development that prioritizes protecting coastal resources and climate resilience, as well as the existing open spaces and rural views. Some infill development and a wider variety of housing types are appropriate here. Small-scale business or mixed-use nodes that provide neighborhood amenities at historic crossroads or village sites, like Princes Point, will enhance these areas. A priority for these coastal neighborhoods is better bicycle and pedestrian connectivity to reach Main Street, the Village, and other neighborhoods. Regulation on short-term rentals may be important for this area.

The Limited Growth Area is currently zoned low density residential, and features scenic and rural areas, but also spans areas of concentrated development that reflect Yarmouth’s history, and newer development on large lots consistent with today’s zoning. Zoning should be reviewed to allow other compatible residential building types that maintain the scenic and rural views afforded in much of the Limited Growth Area. Additional study is needed to determine what housing types and densities are appropriate here. Cousins Island, connected to the mainland by a bridge, has a unique context from the rest of the Limited Growth Area, and will require zoning that addresses its specific needs. There is opportunity to expand allowable commercial uses to serve island areas and provide amenities near key access points to the waterfront, in a way that preserves valued assets and enhances existing residential areas.

### → Priority Action Items:

- Amend land use ordinances to increase shoreline setbacks for freshwater and saltwater areas while encouraging low impact development, in consultation with DEP as applicable. (WR-2.5)
- Amend land use ordinances to allow additional context-appropriate housing types and lot sizes in the Limited Growth and Rural Areas. (H-4.4)
- Track short-term rentals to determine if a registration system or further regulation is needed to keep housing available. (H-5.9)
- Assess and amend land use ordinances for increased commercial opportunities at an appropriate scale for Yarmouth’s coastal, island, and rural areas. (E-7.1)
- Enhance bike and pedestrian connections from rural, coastal, island areas to Route One, Main Street, and the Village, including other popular destinations. (T-7.7)

### WHAT THE COMMUNITY SAID...

*“Reconstruct Route 88 for sidewalks and bike corridors.”*

*“[Preserve] historic, classic New England rural charm.”*

*"Protect shoreland from intense development and erosion; adjustments to move higher and back to avoid sea level rise damage."*

## Rural Areas

The Rural Areas include the northwestern part of town from West Main Street to Granite Street, a small area on the southern edge of town that consists mostly of conserved farmland, and Littlejohn, Lanes, Little Moshier, and Moshier islands. In the last Comprehensive Plan, these areas were designated as “Limited Growth.” The Rural designation has been applied here to protect the largest blocks of remaining undeveloped and agricultural land in Yarmouth, as well as islands with high constraints to development. The mainland Rural Area is pastoral and rural with open spaces between houses on large lots, and has seen more suburban-style large lot development encroaching on these valued spaces in recent years. Littlejohn Island grew out of a summer cottage and hotel community, and although many of the homes have been converted for year-round use, the dense, compact development of the island is a reminder of its development history. Moshier and Little Moshier Islands are seasonal communities and Lanes Island is protected from development by the Maine Coast Heritage Trust.

In the future, less change and growth should be directed to any of these areas, especially on Moshier and Little Moshier islands, and all new development should prioritize protecting natural resources and climate resilience with stronger regulations. Yarmouth should encourage additional land acquisition and easements here to protect the environment, provide access to open space, and improve habitat connectivity. If appropriate for the context, small-scale business or mixed-use buildings at traditional rural crossroads can provide neighborhood amenities to make these areas more walkable and sustainable.

There may be opportunity to expand agricultural-related businesses and agritourism businesses to preserve and enhance the rural nature of the mainland in compatible ways. Additional bicycle and pedestrian infrastructure is required to connect these rural areas to the rest of Yarmouth, primarily in the mainland rural areas, but there may be opportunities to better connect Littlejohn Island to Cousins Island. Investment may be needed to ensure that the Littlejohn Island causeway is appropriately protected from sea level rise and more frequent and intense storms.

### → Priority Action Items:

- Increase the amount of protected resources and open space in Yarmouth. (NR-4)
- Amend land use ordinances to allow expanded agricultural and agritourism commercial ventures, including restaurants, event venues, tasting rooms, among other uses that rely on the agricultural use of the property. (AG-2.6)
- Enhance bike and pedestrian connections from rural, coastal, island areas to Route One, Main Street, and the Village, including other popular destinations. (T.7-7)
- Continue to limit the extension of sewer services to the islands to discourage incompatible growth. (WR-2.1)
- Adopt an Open Space District for existing and new open space properties owned by the town, state, and other partners that includes standards appropriate for the use of those properties. (NR-3.7)

### WHAT THE COMMUNITY SAID...

*“In the rural areas, allow for more density at crossroads.”*

*“Continue to protect public access to the coastal and island areas.”*

*"The open space and the view sheds are what make the rural parts of Yarmouth equally as special as the village."*

# REGIONAL COORDINATION

## Regional Context

Yarmouth is part of Cumberland County and the Portland – South Portland – Biddeford Metropolitan Area. Though the focus of this plan is on Yarmouth, it is important to consider the town’s role in the larger region. Not only does Yarmouth have an important role to play in addressing regional priorities, the town must consider how to work with other communities and regional partners to address important local goals and strategies.

With coastal access, a strong school system, walkable amenities, and close proximity to Portland, Yarmouth is one of the most desirable towns in Cumberland County. While all towns in Cumberland County have seen sharp increases in median home price in the past ten years, Yarmouth’s regional desirability and limited housing supply has contributed to the town having the highest home prices in the region, and more severe housing challenges than other towns. A higher percentage of homeowners and renters in Yarmouth are housing cost burdened than in Cumberland County or neighboring communities. Cost-burdened residents are a mix of longer term residents who have seen home values skyrocket, along with new residents that have deliberately become housing-cost burdened in order to live in Yarmouth and partake in the town’s excellent schools and amenities.

Yarmouth’s economy reflects its geographic location between the larger retail and service centers of Portland, Freeport, and Brunswick. Yarmouth’s retail and services areas draw customers from a smaller geographic area compared to larger neighboring regional retail and job centers in Freeport, Topsham, Brunswick, Falmouth, and Portland. Yarmouth has limited availability of sites for larger scale economic development like retail or office uses, but Yarmouth residents do not want to emulate or compete with these regional centers anyway. There is consensus that further economic development efforts should capitalize on Yarmouth’s place in the region. Yarmouth’s strengths in this regional context are in small-scale specialty retail, food stores, restaurants and the creative economy areas like music and the arts that can be supported by the smaller geographic draw and the relatively high spending power of Yarmouth residents.

Open spaces and conserved lands can promote habitat connectivity that extends beyond municipal borders. Yarmouth’s natural and water resources are part of larger systems that must be stewarded in regional collaboration. The Royal River meets Casco Bay in Yarmouth. This estuary is where the freshwater of the Royal and Cousins Rivers meet the salty Bay, and is part of the larger northern Casco Bay area noted as a natural habitat area of statewide significance. This focus area covers the areas around Cousins and Little John Island up through Maquoit and Middle Bays along the shore in Brunswick and Harpswell. Additionally, the large Royal River watershed extends inland through portions of many other towns, up to New Gloucester and Auburn.



A small grocery store on Main Street

## Shared Regional Facilities & Partnerships

The town has relationships with the surrounding communities of Cumberland, North Yarmouth, and Freeport, who work together on issues of mutual concern. Yarmouth’s road and open space networks overlap with these surrounding communities. The Yarmouth Water District’s supply wells are located in North Yarmouth. Yarmouth also has relations with Chebeague Island through shared facilities, resources, and more.

Yarmouth actively participates in several regional activities and organizations including:

- Greater Portland Council of Governments (GPCOG), regional planning organization
- Portland Area Comprehensive Transportation System (PACTS), regional transportation organization
- Cumberland County Development Block Grant Program (CDBG) and HOME Program, provides grants and promotes housing rehabilitation and housing development
- Casco Bay Interlocal Stormwater Working Group (ISWG), a coalition of 14 MS4 municipalities in the greater Portland and Saco areas facilitated by the Cumberland County Soil and Water Conservation District
- Community Resilience Partnership (CRP), assists communities in reducing carbon emissions and transitioning to clean energy.
- Royal River Alliance (RRA), a non-profit organization consisting of several towns within the Royal River watershed.
- Royal River Conservation Trust (RRCT) and Maine Coast Heritage Trust (MCHT), are both non-profit organizations that partner with the Town of Yarmouth in acquiring, protecting, and stewarding open spaces and natural resources in town.
- Yarmouth Cares About Neighbors (YCAN), Yarmouth Aging in Place, Freeport Community Services, Southern Maine Agency on Aging (SMAA), New Mainers Assistance Program (NMAP), and the Maine Association for New Americans (MANA), are all organizations the Town partners with to support low-income, homeless, immigrant, refugee, and asylee populations.

Yarmouth continues to look toward shared delivery of services, and it has worked where the need could be matched with similar communities. For example, Yarmouth recently collaborated with the town of Freeport to hire a joint Sustainability Coordinator to advance both towns’ climate action goals through the adoption of Climate Action Plans. Yarmouth continues to consider shared services to efficiently meet needs.

Yarmouth is also involved in several regional plans pertaining to transportation and housing, including the NOPO Bicycle Implementation Plan, the Route One Complete Streets Corridor Plan, and the GPCOG Regional Housing Study. The NOPO Bicycle Implementation Plan is intended to help Yarmouth, Falmouth, Cumberland, Freeport, and North Yarmouth obtain implementation funding for safe bicycle and pedestrian infrastructure and includes the construction of a shared use path along the St. Lawrence & Atlantic Railway, extending the paved shoulder along Route 88, and extending the Beth Condon Memorial Pathway along Route One towards Freeport. The Route One Complete Streets Corridor Plan will result in an upgrade of the entire length of the Route One corridor to better accommodate bicycles and pedestrians. The GPCOG regional housing study examines land use regulations and barriers to multifamily and two-family housing for communities within the greater Portland region.



Beth Condon Memorial Pathway  
Photo: Andrew Burbank

# PLAN IMPLEMENTATION

The success of a plan is measured by how well it is implemented. The Comprehensive Plan is a living document and a tool for community decision makers to set policies, target investments, and develop programs that reflect the values and priorities of Yarmouth. Boards, Committees, and town staff will refer to this document when making decisions about public investments, future work plans, and policy decisions.

## Implementation Committee

With adoption of this plan or shortly thereafter, the town will establish a Comprehensive Plan Implementation Committee that will act as the liaison between town departments, boards and committees, and regional partners. The town has a great track record of implementation committees, so the next implementation committee should be modeled off previous iterations and best practices. It is anticipated that the implementation committee will be supported by the Yarmouth Department of Planning & Development. The town must also consider how the implementation committee relates to the implementation of the Climate Action Plan, as there are clear synergies between these two plans. It is expected that implementation of this plan will happen incrementally over the coming years.

In order to support the implementation committee, the implementation matrix, included with this comprehensive plan, identifies the responsible party, timeframe, relevance to the Climate Action Plan, and other categories upon which the various objectives and action items can be sorted. The implementation matrix will be the guiding document for the implementation committee and should be transformed into a working document that can be used to set a work plan for each year of implementation. The implementation matrix can also support the town in developing annual budgets, and with capital improvement planning.

In general, the implementation committee will be tasked with meeting with town departments, boards and committees, regional partners, and identifying additional stakeholders as needed. Each action item is assigned to at least one relevant responsible party - primarily town departments and other town boards and commissions. It will be the responsibility of the implementation committee to meet annually (or as often as necessary) with each responsible party to discuss the work plan for the year ahead, the status of ongoing efforts, and what additional resources may be needed.

This comprehensive plan is intended to be a guide, and external factors influencing some elements may change over time. The implementation committee must be prepared to recognize where it is appropriate to press onward, pivot or change course, or set aside objectives and action items when the context changes.

### Here’s where we can start:

The planning process for each of these priority actions can begin immediately by Yarmouth’s staff and committees.

- Amend the Zoning Ordinance to reduce the minimum lot sizes required in the Growth Area, taking into consideration the unique context of Yarmouth neighborhoods and the actions adopted by Town Council in the 2024 Yarmouth Climate Action Plan.
- Adopt an affordable housing strategy that includes developing new deed-restricted affordable housing based on a production goal, revising zoning requirements, and continuing to support the development of accessory dwelling units.
- Advance policies that support the participation of under-represented and underserved community members in planning processes, town programming, and town decisions.
- Develop a public benefits statement for the reuse of Wyman Station, balancing the desire to limit impacts to Cousins Island, but also provide a beneficial property tax position.
- Identify an open space acquisition goal and position the Town to fund the acquisition of that land.

# Annual Reporting

Annual reporting will help the town understand where progress is being made and what areas need more focused attention over time. An annual report from the implementation committee and the Department of Planning & Development should provide a detailed picture of progress made for each of the town’s top priorities.

The Annual Report should be submitted to the Town Council and presented during a public meeting of the Council, as needed. While it is important to acknowledge the importance of implementation in a formal setting, there is also the opportunity for the implementation committee to offer informal ways to communicate updates to the community. Informal communication could include newsletters, infographics, and casual meetings where the community has the opportunity to learn more about town government, town departments, and how to get involved in the decision making process

## Future Comprehensive Plan Updates

This plan should be updated internally by Town staff and the implementation committee in 3 to 5 years to ensure the information in the inventory chapters is current and to update priority actions for each of the top priorities as progress is made.

Plan updates should involve opportunities for public input and engagement to revisit priorities. Other plan elements such as the Vision Statement will remain consistent and will likely not need to be revisited for 10 years or so. An entire plan update is recommended within a 10-12 year planning cycle outlined in the state’s Growth Management Act.



Photo: Linda Horstmann

# PUBLIC PROCESS

Public participation in the Yarmouth Comprehensive Plan Update began by convening a Comprehensive Plan Steering Committee, which continued to meet monthly throughout the planning process. The Plan Yarmouth website, launched in early 2023, served as a hub for community engagement and project updates. Throughout the planning process, the team held a number of public meetings and events, including a data highlights workshop, a series of summer pop-ups and com-plan-ion events, a summer survey, three topic-based community conversations, and a future land use workshop. Events were advertised through printed mailers to every household in Yarmouth, a project-specific email list that eventually totaled 406 email addresses, the town’s newsletter, and fliers in public places. Reports on all of the following public engagement efforts are available in the plan appendix.

## Vision and Values

In 2022, the town of Yarmouth worked with Berry Dunn on a community visioning process to develop a vision statement and identify key themes and community values. For more information, see the full Imagine Yarmouth report in Appendix C.

An updated Vision (see Yarmouth Tomorrow, p. 1-8), and the identified community values are the foundation of this Comprehensive Plan. The updated Vision reflects additional input received through the 2023 public engagement process.

## Data Highlights Workshop

The first public workshop, What We’ve Learned: Data Highlights, was held on June 12, 2023. 33 people attended, plus 10 CPSC members, town staff, and the project team. At the workshop, the project team gave a presentation summarizing the data collected for each inventory chapter topic. Throughout the presentation, attendees were polled on different topical questions using Mentimeter. After a question and answer session, attendees provided additional topic-based feedback at Idea Boards stationed around the room. An Idea Board for each topic listed select data highlights, then provided open space for attendees to share their ideas.

The key takeaways from this meeting set the stage for recurring themes in the consensus-based community engagement process, including:

- Foster inclusivity and a more racially and economically diverse population
- Raise awareness of Wabanaki History
- Protect the historic character of the village
- Evaluate zoning to allow for more multifamily housing and affordable housing options
- Support multi-family housing, apartments, accessory dwelling units, and adopt sustainable building practices
- Expand bike/ped trails and open space connections, EV parking stations



High-level themes identified during Imagine Yarmouth.

### COMMUNITY IDEAS

*“If we want to have a town population which allows variety in income, we must have some housing which is affordable if one is in a lower income bracket.”*

- Collaborate with the greater Portland area for improved public transportation
- Increase public access to the ocean and river
- Develop small neighborhood parks
- Focus on attracting businesses to expand the tax base
- Attract family entertainment businesses, small businesses and shops, restaurants & cafes
- Focus on growth within the designated growth areas and discourage sprawl
- Consideration density and infill development while preserving open space
- Support for mixed-use development

Within these themes, respondents discussed topics where direct action is needed, and others where Yarmouth can build on its existing strengths.

## Summer Survey and Pop-Up Events

Following the data highlights workshop, the project team crafted an online survey to get community feedback on the 2022 vision statement and topic-specific questions building on the initial feedback from the Data Highlights Workshop. The survey was open from June to September 2023 and received 123 responses. Several priorities emerged from this feedback.

**Business community:** Yarmouth residents value the town’s small business community, and the town must support local business success. As expressed in the Data Highlights Workshop, additional restaurants, cafes, and small businesses are desired. Additionally, some respondents mentioned the potential to grow Yarmouth’s working waterfront and creative economy.

**Housing needs:** As in the Data Highlights Workshop, Yarmouth’s place in the larger housing crisis was frequently mentioned. Respondents supported a wider range of housing types than are currently available in Yarmouth, and suggested innovation and creative solutions will be key to creating new housing compatible with the community. Respondents desired new housing be built primarily within existing developed areas like Route One and the Village.

**Affordability:** Many respondents noted that Yarmouth has become less affordable and accessible than it was in the past, and that economic diversity is decreasing. To prevent Yarmouth from becoming an exclusively wealthy community, and to provide workforce housing that supports the local economy, there is a strong need for housing that is affordable to a range of incomes. Affordability goes hand-in-hand with an increase in housing types.

Additionally, this survey highlighted the consensus around **balancing priorities** in the development of the comprehensive plan. Respondents discussed the need to consider housing and development goals in tandem with environmental concerns and impacts on public facilities, and that the town must take action that preserves Yarmouth’s strengths while addressing the town’s challenges.

*“Yarmouth has great ped/bike trails through town – build on this network!”*

### COMMUNITY IDEAS

*“Walkability, village, open spaces, environment, fiscal responsibility & housing for instance are inextricably linked. We need to start talking about them together and their relationships to each other instead of as separate issues.”*

*“I would love to see more about preserving the land and the small town feel... growth at too accelerated a pace would cause environmental as well as infrastructure issues that I don’t think the town is ready for.”*

Throughout the summer, the project team held informal pop-up events to raise awareness about the Comprehensive Plan project and solicit input from a wider range of the community. 19 pop-up events were held in June, July, and August 2023, including a booth at the annual Yarmouth Clam Festival. At each pop-up, visitors could participate in a map activity where they put dots on places to preserve and protect, and places for growth and development. They could also share their ideas for Yarmouth with post-it notes. The comments at the pop-ups generally corresponded with ideas brought up in the survey and previous workshop:

- Safe streets, including more bike paths, sidewalks, and trails
- Open space connectivity for both people and wildlife
- The need for public water access to both rivers and the ocean
- Desire for more town amenities and facilities, like restaurants, housing options, community recreation, and a pool
- Unique needs of Yarmouth’s islands

## Community Conversations

In Fall 2023, the project team held three Community Conversations events where the community could have deeper discussions and solicit more nuanced feedback on three topics: Housing, Economy, and Environment & Natural Resources. Each event featured a presentation by a member of the project team, followed by table activities where attendees worked in groups to discuss issues and challenges in Yarmouth related to each topic. The Housing conversation was most attended, with 53 people; 23 attended Economy, and 29 attended Environment & Natural Resources. Questions were made available on the Plan Yarmouth website following the events; a total of 14 people submitted feedback online.

These three events offered the public an opportunity to consider more nuanced perspectives on the priorities that already developed during previous public engagement work.

### Housing

The need for a greater mix of housing types than what currently exists in Yarmouth again came to the fore. While people like Yarmouth’s single-family home neighborhoods, they recognize the need to create more housing opportunities through duplexes, multifamily buildings, accessory dwelling units, and different types of single-family homes that are smaller and denser. Groups also came to a consensus that Yarmouth needs more affordable housing across all housing types.

There was a wide range of ideas on locations for new housing. Participants agree that housing should be built in areas of existing development, like the Village, Main Street, Route One, major corridors and intersections, and adding density around places like the Brookside Condominiums and the Taymil properties.

Workshop attendees considered the impact housing has on other topic areas. There was consensus around the need to improve connectivity through walking and biking paths, as well as local and regional

### COMMUNITY IDEAS

*“More housing next to Main Street to support vibrant food, art, music scene.”*

*“Variation in housing size + type creates ability for more employees.”*

*“More density in some places leaves more land for open space.”*

*“Keep quality of life while growing.”*

transportation, and the need to balance growth with protecting open space. Increased housing diversity will support the local economy.

Some attendees discussed strategies to achieve housing goals, and noted that current zoning needs to be updated, density bonuses could support transit-oriented development, and affordable housing needs to be incentivized.

### Economy

Consistent with the summer survey, participants who took a deep dive into Yarmouth’s economy agreed that the businesses missing from Yarmouth are restaurants (ranging from full service to cafes and diners), small retailers, and recreation activities. Daycare, childcare, and urgent care services were also highly ranked. New business growth should be primarily located along Route One and in the Village; restaurants and childcare services could also be located within other residential neighborhoods and rural and island areas.

To support Yarmouth’s economy, the top-ranked municipal action was to incentivize new housing. This feedback continued the emphasis on addressing Yarmouth’s housing needs as key to the comprehensive planning process. Participants also supported municipal actions to improve public transit, create a new shared work space or business incubator, support the working waterfront, and support entrepreneurs.

Participants discussed two areas for growth in Yarmouth’s economy: the arts, and the working waterfront. There was consensus that there are already strong organizations in Yarmouth that offer arts classes and programming, and Yarmouth could best support the creative economy through additional public events and festivals. For the working waterfront, participants noted the tension between commercial and recreational waterfront users, and the lack of public shoreline. Participants generally agreed that more education may be needed in the community to understand how to support the working waterfront.

### Environment & Natural Resources

At this Community Conversation, participants focused on what places in Yarmouth should be preserved for habitat, and what should be protected for recreational access. The top priorities for municipal action identified in this workshop echoed the priorities discussed at the town’s Climate Action Plan workshop. Participants most want to see the town acquire more conservation land. Water quality improvements, especially on the Royal River, were also highly ranked, as was education for property owners on sustainable practices, and zoning for sea level rise.

### PRESERVE FOR HABITAT

- Land adjacent to the Royal River;
- The Garmin/DeLorme property;
- Sandy Point Beach and Camp SOCI on Cousins Island;
- Wyman Station;
- Diocese land on either side of Whitcomb’s Way near the Yarmouth Water Treatment Plant;
- Large vacant privately-owned land near existing important resources and open spaces.

### PROTECT FOR RECREATION

- The Saint Lawrence and Atlantic railroad corridor;
- Sandy Point Beach;
- Wyman Station;
- Maine Coast Heritage Trust property at corner of Granite Street and Old County Road;
- The Garmin/DeLorme property;
- Privately-owned land at the end of Bucknam Point Road;
- Town-owned land adjacent to the Yarmouth Water District;
- Large vacant privately-owned land around Frank Knight Forest and Pratt’s Brook Park;
- Diocese land on either side of Whitcomb’s Way near the Yarmouth Water Treatment Plant.

## High School Assembly

Two members of the Comprehensive Plan Steering Committee are currently high school students at Yarmouth High School. At an assembly Yarmouth High School juniors and seniors held on October 16, 2023, the student members of the Committee made a presentation to their peers about the Comprehensive Plan and sought some input from the students through live polling.

The first question asked of the students was whether the students thought that they may live in Yarmouth in the future. Only 12 students indicated that they would live in Yarmouth in the future. 54 students responded no, but the larger majority of students at the assembly (117) responded maybe.

The Steering Committee members asked their peers what are Yarmouth's biggest opportunities for growth. The students were given pre-selected options of Housing, Land Use/Preservation, Transportation, Sustainability, and Diversity (economic, racial, religious, etc). In response to this question, the students ranked Diversity as the highest. Housing and Land Use/Preservation were ranked second and third, with Sustainability and Transportation ranked fourth and fifth.



High School Assembly

## Com-PLAN-ion Events

Throughout the comprehensive planning process, the project team coordinated with other Yarmouth committees and organizations to host companion events on specific topics. These included:

- Yarmouth trivia night with local history and facts from the Inventory Chapters with the Historic Preservation Committee, the Yarmouth History Center, and the Comprehensive Plan Steering Committee
- Guided nature walk and land acknowledgment reading in collaboration with the town's Parks & Lands Committee, the Comprehensive Plan Steering Committee, the Royal River Conservation Trust, the Rotary Club of Yarmouth, community volunteers and local master naturalists
- Breakfast & brainstorming workshop for remote workers who live in Yarmouth, co-hosted by Yarmouth's Chamber of Commerce and the Town's Economic Development Advisory Board
- Visualizing density walking tour, where Comprehensive Plan Steering Committee members and the Yarmouth Affordable Housing Committee led a walk around town that highlighted how different housing types and densities exist within Yarmouth's residential neighborhoods
- Community storytelling event, Rooted Narratives, developed in conjunction with Royal River Community Players, a panel of acclaimed local writers, communications professionals, community volunteers, and the Yarmouth-based Islandport Press



## Future Land Use Workshop

On November 13, 2023 the project team held a Future Land Use Workshop. 48 people attended the event, plus members of the project team. The workshop began with a presentation summarizing public feedback from the summer survey, summer pop-ups, and community conversations. Then, members of the project team explained the process of creating a future land use map, including state requirements and an overview of the map from Yarmouth's previous comprehensive plan. After the presentation, attendees participated in an open-house style workshop with stations around the room for different areas of town. Attendees could also react to several conceptual renderings of new types of development for Yarmouth at the center of the room. Following the workshop, a short online survey asked supplemental questions about land use in Yarmouth. 72 people responded.

The Future Land Use Workshop and activities delivered focused feedback on different areas of Yarmouth.

### Main Street/Village

People largely enjoy the way Main Street and the Village are now, but – similar to the feedback in previous workshops – are interested in a greater variety of businesses and restaurants, and more things to do downtown, as well as more bike lanes, sidewalks, and walking paths. Participants also completed an activity to show how they define the boundaries of Yarmouth's Village. While the responses showed that participants have different geographic views of the Village, there is agreement that the Village is centered on Main Street between Elm Street and Portland Street.

### Route 1

As a part of town that people have previously expressed can handle more commercial, residential, and mixed-use development, in this workshop participants discussed how to make the Route 1 corridor more welcoming and accommodating. The most selected strategies were landscaping and street trees, more bike infrastructure, traffic calming, benches and small public spaces, and increased public transit.

### Residential Neighborhoods

Yarmouth's residential neighborhoods should maintain the look and feel, and balance of green space, that makes them so desirable. However, additional housing types in these neighborhoods can help address needs, such as historic homes converted to multifamily, homes on smaller lots, and accessory dwelling units. Additional building types like duplexes and apartments can also fit in here if they are compatible in design.

### Rural/Coastal/Island Areas

These areas of Yarmouth are projected to have less growth and change. Participants identified the most important aspects for preservation, including habitat, waterfront access, open space, outdoor recreation, historic New England buildings and streetscapes, and the rural feel of these areas.



Future Land Use Workshop

# SUMMARY OF PAST PLANNING

## Comprehensive Planning

Yarmouth’s last Comprehensive Plan was adopted in 2010. It served as an update to the 1993 Comprehensive Plan.

The 2010 Comprehensive Plan was prepared by a Comprehensive Plan Steering Committee with assistance from town staff and was found consistent with the Growth Management Act by the Maine State Planning Office in October 2011. The plan focused on five key interrelated topics facing Yarmouth over the next decade:

- Yarmouth Village
- Diversity of the Population
- Historic Character
- Route One
- Rural Character and Open Space

In 2015, the town amended the 2010 Comprehensive Plan to incorporate the Yarmouth Complete Streets Policy.

A Comprehensive Plan Implementation Committee (CPIC) was appointed in 2011. As a result, the Town succeeded in implementing many of the goals and policies from the plan, while other goals are still ongoing. The following goals were completed by the Town by 2018 when the implementation committee “retired”:

- Adoption of the Character Based Development Code for the Village Center and Route One
- Completion of the Downtown/Main Street Parking Study
- Establishment of a Housing Assistance Capital Reserve Fund
- Establishment of three Tax Increment Financing (TIF) Districts for Route One South, Route One North, and Main Street
- Reestablished the Economic Development Advisory Committee
- Adoption of a demolition delay ordinance
- Creation of bicycle and pedestrian network plan
- Adoption of an Open Space Plan
- Advancement of a consolidated Public Safety Building
- Updated Shoreland Zoning to be consistent with state requirements
- Support of MaineDOT’s Exit 15 and Exit 17 improvements
- Updated Town ordinances to be consistent with state requirements
- Pursuit of maintenance of dredging of rivers and mooring areas

Town of Yarmouth Comprehensive Plan



2010

## Yarmouth Planning Efforts, 2008 – 2023

### Royal River Corridor Master Plan – 2008

The Royal River Corridor Master Plan was prepared by Terry DeWan & Associates, Stantec Consulting, and Greater Portland Council of Governments (GPCOG) in consultation with the Royal River Corridor Study Steering Committee and Town staff. The plan was centered around six guiding principles:

- Create a community focus
- Encourage appropriate development compatible with historic development patterns and in designated nodes within the river corridor
- Increase density compatible with the surrounding environment and land use patterns
- Create interconnected pathways for public access to the river
- Protect and enhance wildlife habitat
- Add to the Royal River Park as land acquisition opportunities become available

The plan presented a series of recommendations, both corridor wide and specific to individual segments. Some of the corridor-wide recommendations included requiring low impact development for projects adjacent to the corridor to improve water quality, developing a green necklace to preserve wildlife habitat, and establishing a corridor overlay district.

### Waterfront Master Plan – 2012

The Waterfront Masterplan, “Reconnecting Yarmouth Village to the Working Waterfront” was prepared by Baker Design Consultants in collaboration with the Town of Yarmouth. The plan outlines comprehensive landscape enhancements, traffic control measures, and pedestrian access improvements that reconnect the waterfront and recapture the economic interest and vitality of the harbor area. The plan recommended redefining the streetscape along the Route 88 Corridor adjacent to the Head of Harbor and adding multi-use pathways and bridges that serve to provide a cross-harbor connection with the Town Landing and a direct link to Lafayette/Main Street along the river. Some portions of the pedestrian access improvements will be constructed in 2024.

### Character Based Development Code – 2013-2018

The Character Based Development Code, adopted by the Town on April 12, 2018, intends to facilitate the predictable contextually-based planning and development of walkable mixed use human-scaled places of character. This is accomplished by providing a range of standards not only for use, but also for other elements of development and building the define a place. The goal of the Code is to transform the Route One corridor to become an extension of the traditional village center and to preserve, protect and enhance the character of the Village.

### Complete Streets Policy – 2015

The Complete Streets Policy was adopted by the Town Council on November 19, 2015, in order to establish safe streets for all users in town and ensure connected road systems. The policy includes design guidelines for streets based on the best and latest design concepts from NACTO (National Association of City Transportation Officials), PACTS (Portland Area North Bike Implementation Plan), and other sources, an implementation plan, and performance measures to assess sidewalks, number of users, crash data, and completion of the bicycle pedestrian network.

### Yarmouth Bicycle and Pedestrian Network Plan – 2015

The network plan was prepared in conjunction with the Complete Streets Policy and includes four maps: the Multimodal Composite Network, the Bicycle Network, the Sidewalk Network, and the Unpaved Trails Network. The network plan suggested that an increased network of Bicycle Accommodations, Sidewalks, and Unpaved Trails will create a more friendly and safe environment for pedestrians and bicyclists living and visiting in Yarmouth. While Shared-Use Lane Markings dominate the majority of the recommended changes, the Plan also included recommendations to extend Paved Shared-Use Paths and adding Signed Bike Routes and Bicycle Lanes. Yarmouth boasts a strong network of Sidewalks and Unpaved Trails, but many of these should be expanded upon and interconnected in order to make Yarmouth a more bike- and pedestrian-friendly city.

**Market Analysis & Action Plan Matrix – 2016**

The Market Analysis Plan was written in response to the 2010 Comprehensive Plan, in which one of the main focus areas was to revitalize economic growth within the character of the community and welcome a wider range of businesses and industries. Planning Decisions Inc. was hired to assist the Town with identifying opportunities for economic development. Plan recommendations included expanding the town’s tools for economic development, creating walkable mixed-use housing and commercial development around Main Street, Route 1, and the Water-front, improving marketing efforts, creating more opportunities for growth for existing businesses, and expanding arts and culture.

The Market Analysis and Action Plan Matrix set the early work plan for the Economic Development Advisory Board, and made the case for establishing the Town’s three Tax Increment Financing (TIF) Districts and establishing the Local Development Corporation, officially incorporated in 2022.

**Merrill Memorial Library Strategic Plan – 2017-2021**

The Library Strategic Plan for 2017-2021 was initiated by the Library’s Board of Trustees who formed a Strategic Planning Committee of concerned citizens to garner input from community members and staff to assess the library’s needs. The goals of the plan were to expand access to a variety of materials and resources, foster strong relationships with all community members and create opportunities to actively participate in the library, develop improved communications to better disseminate information about the library, and create a welcoming and accessible environment for all. Over the term of the strategic plan, library services were geared towards assessing new technologies and using online resources like social media platforms to improve communication.

**NOPO Complete Streets Plan – 2018**

The Portland Area North (NOPO) Bicycle and Pedestrian Implementation Plan was conducted in collaboration with the towns of Falmouth, Cumberland, Freeport, and North Yarmouth. The plan is intended to help the five municipalities obtain implementation funding for safe bicycle and pedestrian infrastructure. The plan focused on connecting bicycle and pedestrian infrastructure on a regional level. Specific recommendations for Yarmouth include building a shared use path along the St. Lawrence & Atlantic Railway, extending the paved shoulder along Route 88, and extending the Beth Condon Memorial Pathway along Route 1 towards Freeport.

**Main Street Parking Study – 2018**

The Downtown/Main Street Parking Study was conducted by Milone & Macbroom in consultation with the town. The study examined the adequacy of parking downtown and analyzed future parking facilities. The study recommended that the town explore shared parking options, improve bicycle and pedestrian parking, develop and improve pedestrian safety and connectivity between parking areas, improve the management of parking resources downtown, and revise the zoning ordinance parking requirements to allow more efficient use of parking and encourage design flexibility.

**Demolition Delay Ordinance – 2018**

It was recognized at the time when the Character Based Development Code was adopted in 2018 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 enacted a 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. This is now incorporated in Yarmouth’s Zoning Ordinance as Article IX, Historic Building Alterations and Demolitions.

**Renovations of Yarmouth Public Schools – 2018-2022**

In November 2018, the voters of Yarmouth approved \$52 million in funding for the expansion of all four Yarmouth public schools and a complete renovation of the oldest facility, Yarmouth Elementary School. The bond question was posed in response to increasing enrollment in the Yarmouth public schools that was projected to exceed the capacity of the school facilities by 2027 following the work of the Yarmouth Facilities Assessment Committee. The work was completed in 2022.

**Village Streetscape Plan – 2019**

On August 15, 2019, the Town Council adopted the Main Street Sidewalk and Streetscape Master Plan and Design Recommendations for the Main Street Village, extending from Latchstring Park at West Elm Street to Marina Road. The purpose of this plan is to improve the function, safety and attractiveness of Main Street for all users from drivers to pedestrians and cyclists and wheelchair users. Design recommendations include upgrading sidewalks and crosswalks, street trees, and streetscape lighting. Phase 1 of the Streetscape Plan was completed in 2021, and Phase 2 is currently in engineering.

**Open Space Plan – 2019**

The Town’s Parks & Lands Committee worked with Town Staff to develop the Town’s Open Space Plan. The Plan was adopted by the Town Council in November of 2019 and was undertaken to implement the 2010 Comprehensive Plan. The goals of the plan were to maintain and enhance current Town-owned lands, prioritize new open space acquisitions, and update Town Ordinances and policies. Recommendations were grouped under the following goals and include increasing public access to the Royal River, Cousins River, and Casco Bay, protecting significant natural views, expanding trail systems and connecting open space, updating Town Ordinances to provide for the creation of public spaces and connections as development occurs, and increasing attention on maintenance and amenities for open space in the Village.

**Economic Impact of Yarmouth Harbor – 2020**

The Greater Portland Council of Governments (GPCOG) prepared a memorandum summarizing the economic impact of Yarmouth Harbor to help the Town make a case to the U.S. Army Corps of Engineers for dredging the Royal River. In order to do so, GPCOG conducted a business survey and coded businesses based on the North American Industrial Classification System (NAICS) and identified employment for each business based on data from the Maine Department of Labor. Using these data points, the number of local jobs was divided by the number of jobs statewide in each sector. The percentage was multiplied by the value of GDP from each sector in Maine to yield Yarmouth’s share of state GDP in 2016. The results of our survey show that businesses that depend on Yarmouth Harbor contributed more than \$15.5 million to the state’s economy in 2016.

**Historic Preservation Plan – 2020**

The Historic Preservation Plan is part of a series of initiatives that the Town has undertaken to develop policies to preserve its iconic Village development pattern and distinctive historic character. The plan was written as a result of the Architectural Survey of the Historic Village area conducted in 2018, which identifies historic resources and proposes initial strategies for their protection. The plan recommendations include increasing regulations that support historic preservation, addressing properties that have fallen into disrepair, and drafting historic preservation policies to manage changes to historic buildings as they are restored, updated, repurposed, and reused.

**Historic Preservation Advisory Ordinance – 2021**

The Historic Preservation Advisory Ordinance was adopted by the Town Council on August 19, 2021. The Ordinance was proposed by the Historic Resources Steering Committee to inventory the Town’s historic architecture and develop policies, programs and strategies to protect it. The Historic Preservation Advisory Ordinance is designed to identify and preserve sites and structures that have historic, cultural, architectural and archaeological significance and to preserve the historic character of Town. The three main elements of the Ordinance include creating a Historic Preservation Committee, establishing an advisory review process, and designating Local Historic Landmarks and Historic Districts.

**Beth Condon Memorial Pathway Extensions – 2021 to Present**

In 2021, the Town received a Planning Partnership Initiative (PPI) from MaineDOT to develop a plan to extend the Beth Condon Memorial Pathway along Route 1 from Exit 17 to the Cousins River Bridge. The path currently ends on Route 1 south of Exit 17. The purpose of the study is to connect Yarmouth and Freeport for bicyclists and pedestrians and connect existing businesses and destinations. This project builds upon the goal to establish a multi-use pathway along Route 1 through Yarmouth in memory of Beth Condon, and this segment would complete plans for the northern extension. It is currently in engineering along with the segment that crosses the Cousins River Bridge. The last remaining segment of the pathway has not yet been planned, but would complete the southern connection between the Exit 15 Park and Ride and Portland Street.

**Imagine Yarmouth - 2022**

In 2022, the Town contracted Berry Dunn to initiate a community engagement and visioning process to develop a vision statement that will inform the Town’s Comprehensive Plan update. The purpose of the project was to identify common values, priorities, and goals for the Town’s future. The following community values were expressed at the visioning workshops:

- The natural environment, including parks, open spaces, preserves, and rivers
- A connected community where residents have strong social bonds through a shared commitment to civic engagement
- The history and culture of the people and the physical environment that embodies the history of from the natural land and water features to the built environment
- A welcoming and inclusive environment

The draft vision statement was developed based upon the themes and community values and highlights Yarmouth as a small coastal community with a historic downtown and abundant open spaces. The vision statement also calls for the need to address and adequately plan for local, regional, and global challenges.

**Yarmouth Schools Strategic Plan - 2022-2027**

The Yarmouth School Committee adopted a strategic plan for the 2022-2027 academic years. The strategic plan is intended to guide the work of the Yarmouth School Department for the next five years and provide the School Committee, administration, and staff members with a clear statement of mission, vision, and core beliefs to direct both day to day and long term decision making throughout the school district. Yarmouth schools aim to empower students through core values of achievement, empathy, equity, integrity, lifelong learning, perseverance, respect and responsibility. Some of the action strategies in the plan include expanding curriculum and programing to include greater access to multidisciplinary learning opportunities, implementing hiring protocols that promote a more diverse applicant pool, providing dedicated peer mentoring, continuing professional learning opportunities, collaborating with Yarmouth Community Services to provide and promote engaging opportunities for students, parents, and families, and providing more opportunities for employee collaboration and communication.

**Merrill Memorial Library Strategic Plan - 2023-2027**

The Merrill Memorial Library Strategic Plan for 2023-2027 was developed by the Merrill Memorial Library Trustees and Staff in 2022. The goals of the plan are to heighten awareness of the library’s diverse offerings across the community and increase outreach, partnerships and programs, develop practices to attract, retain and engage employees, maintain the library’s historic property to ensure safety, accessibility and sustainability and create a plan for the preservation of the building, and provide a rich array of resources reflecting the diverse needs, perspectives and interests of the community.

**Recent Regional Planning Efforts**

**Multifamily Housing & Land Use Regulation Study - 2021**

In 2021, the Greater Portland Council of Governments (GPCOG) completed a two-part study looking at two-family and multifamily housing and land use regulations in 13 communities in the Greater Portland area. The study explored zoning and land use regulations that may make it difficult to develop these types of housing. The study found that of the 8,552 acres of land regulated in Yarmouth, only 283 acres (3.3%) of that land is allowed for two-family and multifamily housing without significant limitations.

**Portland to Auburn Rail Corridor: The Casco Bay Trail**

In response to requests in 2021 from the Casco Bay Trail Alliance, MaineDOT conducted a feasibility study on converting an approximately 26.5-mile section of the St. Lawrence and Atlantic rail corridor known officially as the Berlin Subdivision and unofficially as the Casco Bay Trail. After completing the study, MaineDOT convened a Rail Use Advisory Council to examine alternate uses of the corridor, the likelihood of each alternative, economic benefits, and costs to achieve each alternative.

The alternatives included:

- Interim Trail, which includes the removal of the existing tracks and ties and developing a multi-use trail on the former track bed. “Interim” means the State could in the future restore the tracks for rail service.
- Rail with Trail, which maintains the existing tracks and ties in current condition while establishing an adjacent and parallel multi-use trail with either a gravel/stone dust or paved surface and includes the construction of new overhead bridges.
- Rail Use, which provides for possible restoration of rail service in the future with potential rehabilitation of the existing railroad infrastructure to support re-establishment of rail operations.

The majority of the Council members recommended Interim Trail, while other members preferred one of the two other options outlined above. The recommendations of the Council were delivered to the MaineDOT Commissioner in 2023. The next step is for the Commissioner to make a recommendation to the Legislature’s Transportation Committee. If the Committee accepts the recommendation, it would submit it to the full Legislature for approval. The Commissioner has yet to submit the proposal to the Transportation Committee; the next opportunity will be in 2025. If approved by the Legislature, funding sources to support engineering studies and eventual construction costs will be identified.

The Yarmouth Town Council also endorsed the Interim Trail recommendation and established that the section through Yarmouth is “shovel ready.” The Town Council has noted that the Trail provides bicycle commuting options, thus removing some vehicle emissions, and well as greater access to local and regional green spaces and recreation.

**East Coast Greenway**

The East Coast Greenway has a goal of an off-road trail connecting Calais, Maine, with Key West, Florida. In Maine, the Greenway has several off-road sections, including the 87-mile Sunrise Trail in Washington County and the Eastern Trail in southern Maine. The rest are on-road, including portions of the Beth Condon Pathway, Route 1 and Route 88 in Yarmouth. Over the next several years, the Pathway will be extended to the Freeport line, and eventually through Freeport.



Plan Yarmouth Summer Pop-Ups  
 Photos: Juliana Dubovsky

# GOALS, OBJECTIVES, & ACTION ITEMS

The following matrix compiles all of the goals, objectives, and action items needed to implement this Comprehensive Plan. It includes goals, objectives, and actions that are required by the State, along with local initiatives.

The matrix is organized by inventory chapter topic. Each objective and action is accompanied by a timeframe and the town staff and committees who will be responsible for it, as well as links to local goals. Every strategy also lists if it is related to a Climate Action Plan action item. This matrix is expected to be a living document that a future Implementation Committee can use to create work plans, identify interconnected objectives and actions, and determine stakeholder involvement.

## Matrix Index

Historic & Archaeological Resources	1-50
Agriculture & Forestry	1-52
Population & Demographics	1-54
Economy	1-56
Housing	1-59
Recreation	1-64
Transportation	1-66
Marine Resources	1-71
Natural Resources	1-73
Water Resources	1-78
Public Facilities & Services	1-81
Fiscal Capacity & Capital Investments	1-84
Future Land Use	1-85

Historic & Archaeological Resources					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals      CAP-related?
HA-1	Protect to the greatest extent practicable the significant historic and archaeological resources in the community.				1, 2, 3
HA-1.1		For historic archaeological sites and areas sensitive to prehistoric archaeology, where any development is proposed, adopt land use ordinances require appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.	Town Council, Planning Board, Planning Department	Medium	1
HA-1.2		Amend land use ordinances and the zoning map, as needed, to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.	Town Council, Planning Board, Planning Department, Historic Preservation Committee	Medium	2, 3
HA-1.3		Work with the Yarmouth Historic Preservation Committee, the Yarmouth Historical Society, and/or the Maine Historic Preservation Commission to continue to develop a comprehensive community survey of the community's historic and archaeological resources as outlined in the 2020 Preservation Plan.	Planning Department, Historic Preservation Committee	Medium	1, 2, 3
HA-1.4		Incorporate historic and archaeological studies in any dam removal projects to ensure at-risk resources are protected.	Town Manager, Planning Department, Historic Preservation Committee	Medium	1
HA-1.5		Implement the 2020 Preservation Plan's recommendations for the potential Pleasant and Gilman Road Districts by amending the Historic Preservation Advisory Ordinance.	Town Council, Planning Board, Planning Department, Historic Preservation Committee	Short	1, 2

Historic & Archaeological Resources					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals      CAP-related?
HA-1.6		Pursue National Register of Historic Places listings for our Historic Districts. Work with property owners to encourage National Register listings for individual eligible properties. Consider possible incentives, such as partial property tax exemptions or tax credits.	Historic Preservation Committee	Ongoing	2, 3
HA-1.7		Continue to consider the merits of Pursue becoming a Certified Local Government with the Maine Historic Preservation Commission. This action would also require changing the existing advisory framework of the Historic Preservation Advisory Ordinance.	Planning Department, Historic Preservation Committee	Short	1, 2, 3
HA-1.8		Review and update the Yarmouth Historic Preservation Advisory Ordinance to include tools, policies, and incentives that retain embodied carbon and increase energy efficiency in historic building rehabilitations.	Historic Preservation Committee, YCAB	Ongoing	2      ✓
HA-2	Tell a more inclusive story of Yarmouth's history.				1
HA-2.1		Work with town staff, partners and indigenous community members, and the indigenous communities of Maine to affirm a town-wide land acknowledgment statement.	Town Council, Planning Department, YCS	Short	1
HA-2.2		Work with state agencies, partners, and stakeholders to continue to review and update local history resources.	Historic Preservation Committee, Planning Department	Ongoing	1
HA-2.3		Encourage public knowledge, understanding, and appreciation of Yarmouth's history, from the stewardship by Wabanaki and Abenaki tribes to current day.	Town Manager, Planning Department, YCS, Yarmouth Schools	Ongoing	1

Agriculture & Forest Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
AF-1	To safeguard lands identified as prime farmland or capable of supporting commercial forestry.			3, 4	
AF-1.1	Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	Planning Department, Town Engineer	Ongoing	3, 4	
AF-1.2	Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, to maintain areas with prime farmland soils as open space to the greatest extent practicable.	Planning Board, Planning Department, YCAB	Medium	3, 4	✓
AF-1.3	Monitor the loss of active farmland.	Planning Department, Economic Development, Assessor, YCAB	Ongoing	3	✓
AF-2	To support farming and forestry and encourage their economic viability.			3, 4	
AF-2.1	Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.	Planning Department, YCS, Tree Advisory Committee	Ongoing	4	
AF-2.2	Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.	Planning Department	Short	3, 4	
AF-2.3	Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.	Planning Department, Economic Development, YCAB	Medium	3	✓
AF-2.4	Include agriculture, commercial forestry operations, and land conservation in local or regional economic development plans.	Planning Department, Economic Development, YCAB	Medium	3, 4	✓

Agriculture & Forest Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
AF-2.5	Encourage owners of productive farm and forest land to enroll in the current use taxation programs.	Assessor, Economic Development, YCAB	Long	3, 4	✓
AF-2.6	Amend land use ordinances to allow expanded agricultural and agritourism commercial ventures, including restaurants, event venues, tasting rooms, among other uses that rely on the agricultural use of the property.	Planning Board, Planning Department, Economic Development, YCAB	Short	3	✓
AF-2.7	Support the Yarmouth farmers market as an economic development multiplier.	Economic Development, YCAB	Ongoing	3	✓
AF-2.8	Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, to prioritize maintaining large tracts of forested land in town.	Planning Board, Planning Department, YCAB	Medium	4	✓

Population & Demographics					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
P-1	Make sure Yarmouth's resources are accessible to diverse populations.			1	
P-1.1	Advance policies that support the participation of underrepresented and underserved community members in planning processes, town programming, and town decisions.	Town Council, Town Manager, School Department, School Committee, YCS	Ongoing	1	
P-1.2	Evaluate and improve town resources to ensure non-English-speaking community members and community members with physical or sensory disabilities are able to fully access information and participate in local government processes.	Town Council, Town Manager, School Department, School Committee, YCAB	Short	1	✓
P-1.3	Work with YCS, Library staff, and the School Department to ensure programming is offered for non-English-speaking community members, those with physical or sensory disabilities, and those who are economically disadvantaged.	YCS, Library, School Department	Ongoing	1	
P-1.4	Incorporate access to town facilities and programming for all ages, abilities, and users.	YCS, School Department, DPW, Town Engineer	Long	1	
P-1.5	Adopt an ADA Transition and Self Evaluation Plan for municipal buildings and facilities, properties, and right of ways.	Town Council, Town Manager, DPW, Town Engineer, YCS, Planning Department	Long	1	
P-1.6	Provide resources to support and require ongoing training for Town staff and committees regarding DEI issues.	Town Manager	Ongoing	1	
P-2	Support low-income, immigrant, and unhoused populations by addressing the unique needs of each population.			1, 2	
P-2.1	Create a local strategy, or multiple strategies, to address the unique needs of low-income, immigrant, and unhoused residents.	Town Manager, YCS, GA, Planning Department	Medium	1	

Population & Demographics					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
P-2.2	Increase support of organizations critical to supporting the low-income and immigrant population: Yarmouth Cares About Neighbors (YCAN), New Mainers Assistance Program (NMAP), Southern Maine Agency on Aging (SMAA), Freeport Community Services, and Yarmouth Aging in Place (AIP).	Town Manager, YCS, GA	Ongoing	1	
P-2.3	Increase accessibility to human services and housing information on the Town's website.	Town Manager, YCS, GA, Planning Department	Short	1, 2	
P-2.4	Increase coordination with community organizations to develop a support structure and resources for immigrants, refugees, and asylum seekers.	Town Manager, YCS, GA, School Department	Ongoing	1	
P-2.5	Develop an outreach strategy to reach landlords to connect General Assistance clients with available units.	Town Manager, YCS, GA, Planning Department	Ongoing	1, 2	
P-2.6	Continue to partner with organizations and build new partnerships that can offer funding to augment the General Assistance funding.	Town Manager, YCS, GA, School Department	Ongoing	1	
P-3	Support the Town's human services staff.			1, 2	
P-3.1	Provide more training to human services staff in the area of case management.	Town Manager, YCS, GA	Ongoing	1	
P-3.2	Increase human services staff as demand grows.	Town Manager, YCS, GA	Ongoing	1	
P-3.3	Evaluate whether additional housing support staff are needed to complement the work of the GA Administrator in YCS.	Town Manager, YCS, Planning Department	Short	1, 2	
P-3.4	Advocate at the state level for an expansion of General Assistance eligibility, particularly for affordable housing.	Town Manager, YCS, GA	Ongoing	1, 2	
P-3.5	Advocate for a regional approach to address homelessness.	Town Manager, YCS, GA	Ongoing	1	

Economy					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
E-1	To support the type of economic development activity the community desires, reflecting the community's role in the region.				3
E-1.2		Continue to provide financial support for economic development activities to the proper entity - in Yarmouth, the Economic Development Director, EDAB, and LDC.	Town Council	Ongoing	3
E-1.3		Enact or amend local ordinances to reflect the desired scale, design, intensity, sustainability and location of future economic development	Town Council, Planning Board, Economic Development, Planning Department, YCAB	Medium	3 ✓
E-2	To make a financial commitment, if necessary, to support desired economic development, including needed public improvements.				3
E-2.1		If public investments are foreseen to support economic development, identify the mechanisms to be considered to finance them (local tax dollars, using a tax increment financing district, a Community Development Block Grant or other grants, bonding, impact fees, etc.)	Economic Development	As needed	3
E-3	To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.				1, 3
E-3.1		Support the Yarmouth Chamber of Commerce and the Greater Portland Council of Governments as an avenue for economic development and regional partnerships.	Economic Development	Ongoing	1, 3

Economy					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
E-4	Enhance Main Street and the Village by making them more active and vibrant.				1, 3
E-4.1		Activate public spaces through outdoor dining, public art, temporary events and festivals. Review and amend ordinances and policies that limit or prohibit these type of activities.	Economic Development, YCS, Planning Department	Ongoing	3
E-4.2		Improve wayfinding and signage between Route 1 and Main Street/the Village.	Economic Development, Public Works Department, YCS	Short	1, 3
E-4.3		Amend the land use ordinances to allow a greater range of businesses including entertainment, retail, and restaurants, that broaden the activity on Main Street and give Yarmouth residents more reasons to not need to travel outside of Yarmouth to conduct business.	Economic Development	Short	1, 3
E-4.4		Update and modernize the Peddlers Ordinance to allow for food trucks within the public right-of-way and on public properties.	Town Council, Economic Development, Planning Department	Short	1, 3
E-5	Support Yarmouth's small business community.				1, 2, 3
E-5.1		Assess recent departures of small businesses for conditions that are within the Town's control that could be mitigated to prevent further departures. Include in the assessment long-term businesses and the conditions that have allowed them to stay. Use this analysis to develop policies and ordinances to retain businesses.	Town Council, Economic Development, Planning Department	Medium	1, 3
E-5.2		Provide municipal support and educational materials for entrepreneurs through loans, grants, training, and a business incubator.	Economic Development, EDAB	Medium	1, 3

Economy					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
E-5.3	Create local development and financial incentives for workforce housing.	Economic Development, EDAB, Planning Department, Planning Board, Town Council	Short	1, 2, 3	
E-5.4	Continue to support Yarmouth Public Arts and other creative economy organizations that deliver high-quality programming for the community.	Economic Development, EDAB, Planning Department	Ongoing	1, 3	
E-6	Support Yarmouth's remote workers.			1, 3	
E-6.1	Develop a town-sponsored (or support the development of a private or non-profit) shared work space and business incubator.	Town Council, Economic Development, Planning Department	Medium	1, 3	
E-6.2	Evaluate the ability of local internet and telecommunications infrastructure to support a growing remote workforce.	Economic Development, EDAB	Short	1, 3	
E-7	Improve community amenities in Yarmouth's coastal, island, and rural areas.			3	
E-7.1	Assess and amend land use ordinances for increased commercial opportunities at an appropriate scale for Yarmouth's coastal, island, and rural areas.	Planning Department, Economic Development, Planning Board	Medium	3	

Housing					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
H-1	To encourage and promote adequate workforce and other affordable housing to support the community's and region's economic development.			2, 3	
H-1.1	Continue to support community affordable/workforce housing committees, private developers, and/or regional affordable housing coalitions, including the Yarmouth Local Development Corporation, Affordable Housing Committee, Yarmouth Senior Housing, and Yarmouth Housing Collaborative.	Town Council, Planning Department, Economic Development, EDAB	Ongoing	2, 3	
H-2	To ensure that land use controls encourage the development of quality affordable housing, including rental housing.			2	
H-2.1	Maintain, enact or amend growth area land use regulations to increase density, decrease lot size, setbacks and road widths, or provide incentives such as density bonuses, to encourage the development of affordable/workforce housing.	Town Council, Planning Board, Planning Department	Short	2	
H-2.2	Maintain ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.	Town Council, Planning Board, Planning Department	Ongoing	2	
H-2.3	Review and update land use ordinances to redesignate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2).	Town Council, Planning Board, Planning Department	Short	2	

Housing					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
H-3	To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.				1, 2
H-3.1		Adopt an affordable housing strategy that includes new deed-restricted affordable housing based on a production goal, revising zoning requirements, and continuing to support the development of accessory dwelling units.	Town Manager, Town Council, Planning Department, Affordable Housing Committee	Ongoing	2
H-3.2		Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.	Town Manager, Town Council, Planning Department, Affordable Housing Committee	Ongoing	1, 2
H-3.3		Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.	Town Manager, Town Council, Planning Department, Affordable Housing Committee	Short	1, 2
H-3.4		Support the regional efforts to address the need for transitional, emergency housing, and shelters.	Town Manager, Town Council, Planning Department, Affordable Housing Committee, General Assistance	Ongoing	1, 2
H-4	Allow a wider range of housing types to support a spectrum of households and needs.				1, 2

Housing					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
H-4.1		Conduct an audit of the current land use ordinances to evaluate impediments to housing development and amend land use ordinances to ensure compliance with the Fair Housing Act and state requirements.	Planning Board, Planning Department	Short	1, 2
H-4.2		Amend land use ordinances to allow a wider range of housing types allowed in Growth Area.	Town Council, Planning Board, Planning Department, YCAB	Short	1, 2 ✓
H-4.3		Amend the Zoning Ordinance to reduce the minimum lot sizes required in the Growth Area, taking into consideration the unique context of Yarmouth neighborhoods and the actions adopted by Town Council in the 2024 Yarmouth Climate Action Plan.	Town Council, Planning Board, Planning Department, YCAB	Short	1, 2 ✓
H-4.4		Amend land use ordinances to allow additional context-appropriate housing types and lot sizes in the Limited Growth and Rural Areas.	Town Council, Planning Board, Planning Department, YCAB	Medium	1, 2 ✓
H-4.5		Support altering existing buildings to accommodate multiple dwelling units and accessory dwelling units throughout town.	Town Council, Planning Board, Planning Department, YCAB	Short	1, 2 ✓
H-4.6		Support flexible alterations to existing buildings to accommodate multigenerational housing and aging-in-place.	Town Council, Planning Board, Planning Department	Short	1, 2
H-4.7		Explore additional regulations to allow tiny homes and other innovative housing types.	Planning Department	Medium	1, 2
H-5	Increase the availability of housing affordable to all income brackets.				1, 2, 3

Housing					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
H-5.1	Ensure regular funding of the capital reserve account or a general budget line item to support housing initiatives, or establish a separate Housing Trust.	Town Council, Town Manager	Ongoing	2	
H-5.2	Empower the Yarmouth Local Development Corporation to support and act on opportunities for workforce housing through funding and capacity building.	Town Council, Economic Development, EDAB	Ongoing	2, 3	
H-5.3	Amend the land use ordinances to include inclusionary zoning provisions.	Planning Board, Planning Department	Medium	1, 2	
H-5.4	Use contract zoning to support affordable housing developments, senior housing, emergency housing, and transitional housing, and review the ordinance definition of the required Public Benefit for a Contract Zone to give better guidance to applicants, Planning Board, and Council.	Town Council, Planning Board	Ongoing	1, 2	
H-5.5	Amend the land use ordinances to include incentive-based zoning regulations, like an affordable housing overlay.	Town Council, Planning Board, Planning Department	Short	2	
H-5.6	Explore the opportunity of creating a municipal land bank to acquire vacant or underused land and promote the development of affordable and workforce housing.	Town Council, Planning Department, Economic Development, YCAB	Medium	2, 3	✓
H-5.7	Explore opportunities for additional incentives for affordable housing including density bonuses, federal programs, and regional collaboration with PHA and MSHA.	Town Council, Planning Board, Planning Department, Economic Development	Ongoing	1, 2	
H-5.8	Track the conversion of multifamily buildings to single-family to understand where Yarmouth might be losing units.	Planning Department	Ongoing	2	

Housing					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
H-5.9	Track short-term rentals to determine if a registration system or further regulation is needed to keep housing available.	Planning Department	Ongoing	2, 3	
H-5.10	Explore opportunities for land acquisition or by making town-owned land available for deed-restricted affordable housing.	Town Council, Town Manager, Planning Department, Economic Development	Ongoing	1, 2	
H-5.11	Evaluate the availability and need for housing types that support older adults, including 55+ housing, senior housing, skilled nursing facilities, and assisted living facilities. If there is a need, amend the land use ordinances to more explicitly allow these uses.	Planning Board, Planning Department	Medium	1, 2	
H-5.12	Evaluate the availability and need for special needs housing and group homes. If there is a need, amend the land use ordinances to more explicitly allow these uses.	Planning Board, Planning Department	Medium	1, 2	
H-5.13	Evaluate the availability and need for transitional and emergency housing. If there is a need, amend the land use ordinances to more explicitly allow these uses.	Planning Board, Planning Department, General Assistance	Medium	1, 2	

Recreation						
	Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
R-1	To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.				1	
R-1.1		Continue to create a list of recreation needs or develop a recreation plan to meet current and future needs in the Capital Improvement Plan.	Town Manager, YCS, Parks and Lands	Ongoing	1	
R-1.2		Continue to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.	Town Manager, YCS, Parks and Lands	Ongoing	1	
R-2	To preserve open space for recreational use as appropriate.				1, 4	
R-2.1		Work with public and private partners to extend, connect, and maintain a network of trails for motorized and non-motorized uses, with a priority to connect to regional trail systems where possible, including trail recommendations in the 2019 Open Space Plan.	YCS, Parks and Lands, YCAB	Ongoing	1, 4	✓
R-2.2		Continue to work with local conservation and stewardship partners to pursue opportunities to protect important open space or recreational land.	Town Council, Town Manager, YCS, Parks and Lands, YCAB	Ongoing	4	✓
R-2.3		Review the Royal River Corridor Plan (2009) and expand and update the Plan with a focus on climate resilience.	YCS, Parks and Lands, YCAB	Medium	4	✓
R-3	To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing, and swimming, and work with nearby property owners to address concerns.				4	

Recreation						
	Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
R-3.1		Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A.	YCS	Medium	4	
R-4	Ensure equitable and accessible recreation for all.				1	
R-4.1		Assess access to open space and recreation areas throughout the town, and establish the goal of a park or publicly accessible natural area within a 10 minute walk from every neighborhood.	YCS, Parks and Lands, YCAB	Medium	1	✓
R-4.2		Create a cohesive system of wayfinding, signage, maps, and accessibility information about all town parks, open spaces, and trails.	Bike & Pedestrian Advisory Committee, Parks and Lands	Short	1	
R-5	Improve community amenities in Yarmouth's coastal, island, and rural areas.				4	
R-5.1		Identify opportunities for and implement small-scale public amenities at recreation spaces.	YCS, Harbormaster, Waterfront Committee, Parks and Lands	Ongoing	4	

Transportation					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
T-1	To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.				1, 3
T-1.1		Initiate or actively participate in regional and state transportation efforts.	Town Manager, Planning Department, DPW, Town Engineer, Economic Development	Ongoing	1, 3
T-2	To safely and efficiently preserve or improve the transportation system.				1, 3
T-2.1		Develop or continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network.	DPW, Planning Department, Complete Streets Advisory Committee, Bike & Pedestrian Advisory Committee	Ongoing	1, 3
T-2.2		Immediately commence negotiations with MDOT for installation of a minimum ten foot wide multiuse pathway alongside the tracks (rail with trail) of the Atlantic & St. Lawrence Railway roadbed, extending from the Exit 15 Park and Ride lot to the East Elm St. crossing.	DPW, Planning Department, Complete Streets Advisory Committee, Bike & Pedestrian Advisory Committee, EDAB, Town Engineer, YCAB	Short	1, 3 ✓

Transportation					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
T-3	To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and reduce vehicle miles traveled.				3
T-3.1		Maintain local ordinances as appropriate to address or avoid conflicts with: a. Policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73); b. State access management regulations pursuant to 23 M.R.S.A. §704; and c. State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A.	Planning Department, DPW, Town Engineer	Ongoing	3
T-4	To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).				1
T-4.1		See actions under objectives T-7 and T-8.			1
T-5	To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.				1

Transportation					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
T-5.1	Maintain local ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.	Town Council, Planning Board, Planning Department, DPW, Town Engineer	Ongoing	1	
T-6	Enhance Main Street and the Village by making them more active and vibrant.			1, 3	
T-6.1	Improve wayfinding and signage between Route One, Main Street, and the Village, as well as at public transit stops, and popular destinations.	DPW, Economic Development	Short	3	
T-6.2	Continue to fund and implement the Main Street Sidewalk and Streetscape Master Plan.	Town Council, Town Manager, Planning Department, DPW, Town Engineer	Long	1, 3	
T-6.3	Connect Main Street to Royal River Park through new and enhanced pedestrian and bicycle access.	Town Council, Town Manager, Planning Department, YCS, School Department, DPW, Town Engineer	Long	1, 3	
T-7	Support accessible and safe transportation and transit options.			1, 3	
T-7.1	Continue to improve bus stop accessibility and bus stop shelters.	Town Manager, DPW, Planning Department, YCAB	Ongoing	1	✓
T-7.2	Explore local transit options to reach popular destinations like the Portland Jetport.	Planning Department, Economic Development, YCAB	Medium	1, 3	✓

Transportation					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
T-7.3	Secure continued capital funding to upgrade and maintain active transportation paths.	Town Council, Town Manager, Planning Department, DPW, Town Engineer, YCAB	Ongoing	1	
T-7.4	Improve sidewalk and trail connectivity to destinations and between residential areas.	DPW, YCS, Bike & Pedestrian Advisory Committee, YCAB	Long	1	✓
T-7.5	Improve wayfinding and signage and public knowledge of active transportation paths	DPW, YCS, Bike & Pedestrian Advisory Committee, YCAB	Medium	1	✓
T-7.6	Evaluate the need for bike parking, benches, and other amenities at key facilities, businesses, and schools.	YCS, Bike & Pedestrian Advisory Committee, YCAB	Short	1, 3	✓
T-7.7	Enhance bike and pedestrian connections from rural, coastal, island areas to Route One, Main Street, and the Village, including other popular destinations.	Planning Department, YCS, Parks and Lands, Bike & Pedestrian Advisory Committee, DPW, YCAB	Ongoing	1, 3	✓
T-7.8	Continue to work with Greater Portland Metro to improve transit options that support additional frequency and access.	Town Manager, Planning Department, Economic Development, YCAB	Ongoing	3	✓
T-7.9	Complete a comprehensive, town-wide transportation planning process that includes all modes, active transportation goals, and vision zero and complete streets principles.	Bike & Pedestrian Advisory Committee, Planning Department, YCAB	Medium	1, 3	✓
T-8	Build people-centered infrastructure.			1	

Transportation					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
T-8.1	Ensure that all new transportation projects meet the requirements of the Complete Streets Policy and regional Vision Zero goals.	Complete Streets Advisory Committee, YCAB	Medium	1	✓
T-8.2	Include implementation of the North of Portland Complete Streets Corridor Plan for Route One improvements in capital funding or strategic investments.	Town Council, Town Engineer, Planning Department, YCAB	Ongoing	1	✓
T-8.3	Continue to collaborate with MDOT on a plan to transition Route One from Portland Street to I-295 from an auto-centric commercial corridor to a mixed-use boulevard that is people-centered	Complete Streets Advisory Committee	Ongoing	1	
T-8.4	Continue to support the Casco Bay Trail Alliance project.	Town Council, YCAB	Ongoing	1	✓
T-8.5	Evaluate first and last mile connections to local transit options.	Bike & Pedestrian Advisory Committee, YCAB	Medium	1	✓
T-8.6	Complete the Beth Condon Memorial Pathway.	Town Council, Town Manager, Planning Department, DPW, Town Engineer, YCAB	Ongoing	1	✓

Marine Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
MR-1	To protect, maintain, and where warranted, improve marine habitat and water quality.			4	
MR-1.1	Educate landowners on best management practices for septic system maintenance to protect water quality and marine resources.	Town Engineer, Code Enforcement, Planning	Ongoing	4	
MR-2	To foster water-dependent land uses and balance them with other complementary land uses.			1, 4	
MR-2.1	Identify needs for additional recreational and commercial access (which includes parking, boat launches, docking space, fish piers, and swimming access).	YCS, Harbormaster, Economic Development, Parks and Lands, YCAB	Short	1, 4	✓
MR-3	To maintain and, where warranted, improve harbor management and facilities.			1, 3, 4	
MR-3.1	Provide sufficient funding for and staffing of the harbormaster and/or harbor commission.	Town Council	Ongoing	1, 3, 4	
MR-3.2	Develop a Working Waterfront Strategic Plan to assess needs for supporting coastal commercial establishments in town, including practices that address climate change mitigation or adaptation and a local harbor management plan.	Town Engineer, Harbormaster, Waterfront Committee, YCAB	Short	1, 3, 4	✓
MR-4	To protect, maintain and, where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism.			1, 3, 4	

Marine Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
MR-4.1	Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.	Harbormaster, YCAB	Long	1, 3, 4	✓
MR-4.2	Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.	Town Manager, YCS, Economic Development, Harbormaster, Parks and Lands	Ongoing	4	
MR-4.3	Provide information about the Working Waterfront Access Pilot Program and current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities.	Economic Development, Harbormaster, YCAB	Medium	1, 3, 4	✓
MR-5	Support Yarmouth's working waterfront.			1, 3, 4	
MR-5.1	Assess needs and facilities to enhance recreational and commercial access to the waterfront, and address climate change mitigation and adaptation.	YCS, Harbormaster, Waterfront Committee, Economic Development, Parks and Lands, YCAB	Medium	1, 3, 4	✓
MR-5.2	Consider zoning amendments to support commercial waterfront activities beyond the Water-Oriented Commercial Districts.	Planning Board, Planning Director, Economic Development, YCAB	Medium	3	✓
MR-5.3	Connect people to working waterfront through events and education opportunities and school programs.	Economic Development Director, Harbormaster, School Superintendent	Long	1, 3	
MR-5.4	Support dredging projects to benefit the economic vitality of the Royal River harbor and water-dependent businesses.	Town Council, Economic Development, Harbormaster, YCAB	Medium	3, 4	✓

Natural Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
NR-1	To conserve critical natural resources in the community.			4	
NR-1.1	Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources. Coordinate with local natural resource advocacy groups and neighboring Casco Bay towns on best practices.	Planning Board, Planning Department, Parks and Lands	Ongoing	4	
NR-1.2	Designate Critical Natural Resources as Critical Resource Areas per the Beginning with Habitat Program in the Future Land Use Plan.	Planning Department, YCS, Parks and Lands	Ongoing	4	
NR-1.3	Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.	Planning Board and Planning Department, Parks and Lands	Ongoing	4	
NR-1.4	Through local land use ordinances, require the planning board (or other designated review authority) to include as part of the review process consideration of pertinent Beginning with Habitat maps and information regarding critical natural resources, and agency consultation.	Planning Board, Planning Department, Parks and Lands	Short	4	
NR-2	To coordinate with neighboring communities and regional and state resources agencies to protect shared critical natural resources.			1, 4	

Natural Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
NR-2.1	Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.	Town Council, YCS	Ongoing	1, 4	
NR-2.2	Continue to participate in interlocal and/or regional planning, land conservation and management, and/or regulatory efforts around shared critical and important natural resources, including with Royal River Conservation Trust and Maine Coast Heritage Trust.	Planning Department	Ongoing	1, 4	
NR-3	Conserve Yarmouth's valued natural resources.			4	
NR-3.1	Review and, if necessary, update the Conservation Value Map from the 2019 Open Space Plan.	Planning Department, YCS, Parks and Lands, YCAB	Ongoing	4	✓
NR-3.2	Create a process for how the Conservation Value Map impacts decisions related to open space and recreation, land acquisition, and land use decisions.	Planning Department, YCS, Parks and Lands, YCAB	Short	4	✓
NR-3.3	Implement and update the Three-year Invasive Vegetation Management Plan to include all town and school vegetation management practice.	YCS, Parks and Lands, Tree Advisory Committee, YCAB	Medium	4	✓
NR-3.4	Evaluate and upgrade road-stream crossings (culverts) using Stream Smart methodology to improve aquatic connectivity.	Town Engineer, Public Works Department, YCS, Parks and Lands, YCAB	Medium	4	✓
NR-3.5	Assess wildlife corridors throughout town to determine high-priority connections, and adopt regulatory measures to protect such corridors.	Planning Department, YCS, Parks and Lands, YCAB	Short	4	✓
NR-3.6	Adopt management plans, including sections on climate resilience and carbon storage, for all town-owned Open Space.	YCS, Parks and Lands, YCAB	Medium	4	✓

Natural Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
NR-3.7	Adopt an Open Space District for existing and new open space properties owned by the town, state, and other partners that includes standards appropriate for the use of those properties.	Planning Department, YCS, Parks and Lands	Long	4	
NR-3.8	Restore the ecological function of the Royal River by removing all barriers, taking into consideration the river restoration feasibility study by the Army Corps of Engineers.	Town Manager, YCAB	Medium	4	✓
NR-3.9	Place town-owned open space and recreation parcels into permanent protections that are appropriate for their use, resources, and ecological function.	Town Manager, Parks and Lands, YCAB	Long	4	✓
NR-3.10	Develop subdivision ordinance requirements for invasive species management plans.	Planning Department, Parks and Lands, YCAB	Long	4	✓
NR-3.11	Assess current tree canopy cover, and ensure resources for increasing cover by planting and maintaining climate resilient species.	YCS, Parks and Lands, Tree Advisory Committee, YCAB	Ongoing	4	✓
NR-4	Increase the amount of protected resources and open space in Yarmouth.			4	
NR-4.1	Adopt a conservation goal that is consistent with the state goal to permanently conserve 30% of land area by 2050.	Town Council, YCS, Parks and Lands, YCAB	Short	4	✓
NR-4.2	Identify priority parcels for public acquisition or conservation, in particular, large blocks of contiguous open space within the Growth Area.	YCS, Parks and Lands, YCAB	Short	4	✓
NR-4.3	Adopt impact fees or other funding mechanisms to support land acquisition and/or protection.	Town Council, YCS, Parks and Lands, Planning Department, YCAB	Medium	4	✓

Natural Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
NR-4.4	Develop a local mechanism or process by working with local conservation and stewardship partners to act on high-value land acquisitions quickly.	Town Council, YCS, Parks and Lands, YCAB	Short	4	✓
NR-4.5	Create incentives to encourage conservation and public access easements.	YCS, Parks and Lands, YCAB	Short	4	✓
NR-4.6	Review, update, and implement the 2019 Open Space Plan.	Planning Department, YCS, Parks and Lands, YCAB	Medium	4	✓
NR-4.7	Amend land use ordinances and/or establish incentives that serve to protect mature trees.	Planning Department, Code Enforcement, Tree Warden, Tree Advisory Committee, YCAB	Short	4	✓
NR-4.8	Amend land use ordinances and/or establish incentives that serve to reduce lot clearing.	Planning Department, Code Enforcement, Tree Warden, Tree Advisory Committee, YCAB	Short	4	✓
NR-5	Educate the public on protecting natural resources.			1, 4	
NR-5.1	Provide educational workshops for property owners on sustainable land management practices and best practices for tree protection and preservation, and promote resources to engage in sustainable landscaping to absorb stormwater, protect wetlands and local ecology.	YCS, Parks and Lands, Tree Advisory Committee, YCAB	Ongoing	1, 4	✓
NR-5.2	Provide educational workshops for large land owners on land conservation, current use taxation programs, and the benefits of conservation easements.	YCS, Parks and Lands, Tree Advisory Committee, YCAB	Ongoing	1, 4	✓

Natural Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
NR-5.4	Promote guidance for protection/restoration of erodible bluffs, steep slopes, and shorelines using nature-based solutions (regrading, tree-planting, retreat) for both private and town-owned lands.	YCS, Planning Department, Parks and Lands, Tree Advisory Committee, YCAB	Long	4	✓
NR-5.5	Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.	Planning Department	Medium	1, 4	

Water Resources					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
WR-1	To protect current and potential drinking water sources.				4
WR-1.1		Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.	Town Council, Town Engineer, Planning Department	Ongoing	4
WR-1.2		Promote resources for individual residents and business owners to engage in sustainable landscaping to absorb stormwater, protect wetlands and local ecology. Expand available educational resources on water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.	Town Engineer, YCAB	Ongoing	4 ✓
WR-1.3		Collaborate with Yarmouth Water District to assess resilience of town water supply quality and quantity based on climate modeling.	Town Engineer, Planning Department	Medium	4
WR-2	To protect significant water resources from pollution and improve water quality where needed.				4
WR-2.1		Provide educational resources to island property owners on the proper maintenance of septic systems.	Town Engineer, Planning Department	Ongoing	4
WR-2.2		Adopt water quality protection practices and standards for construction and maintenance of public roads and properties, including practices associated with winter road maintenance, pest and invasive species management, and equipment usage, and require their implementation by the community's officials, employees and contractors.	Town Council, Town Engineer, Public Works Department, YCS, YCAB	Ongoing	4 ✓

Water Resources					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
WR-2.3		Revise the Floodplain Management Ordinance to incorporate the anticipated FEMA maps.	Town Council, Planning Department, Code Enforcement, YCAB	Short	4 ✓
WR-2.4		Continue to implement the Town's stormwater management plan.	Town Council, Town Engineer, Planning Department, YCAB	Short	4 ✓
WR-2.5		Amend land use ordinances to increase shoreline setbacks for freshwater and saltwater areas while encouraging low impact development, in consultation with DEP as applicable.	Planning Department, Code Enforcement, Planning Board, YCAB	Medium	4 ✓
WR-2.6		Implement the requirements and standards of the MS4 Permit.	Town Engineer, Planning Department	Ongoing	4
WR-3	To protect water resources in growth areas while promoting more intensive development in those areas.				4
WR-3.1		Amend land use ordinances and other town ordinances, as applicable, to incorporate low impact development standards and comply with MS4 standards and requirements.	Town Council, Planning Board, Town Engineer, Planning Department	Short	4
WR-3.2		Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.	Town Engineer and Planning Department	Medium	4
WR-4	To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities and storm drain facilities.				4

Water Resources					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
WR-4.1	Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with: a. Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. § 420-D and 06-096 CMR 500 and 502). b. Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds. Maine Pollution Discharge Elimination System Stormwater Program and MS4.	Town Council, Planning Board, Planning Department, Town Engineer	Medium	4	
WR-5	To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.			1, 4	
WR-5.1	Participate in local and regional efforts to monitor, protect, and improve water quality.	Town Engineer, Harbormaster, and Planning Department	Ongoing	1, 4	
WR-5.2	Provide educational materials at appropriate locations regarding invasive species, including aquatic species.	Harbormaster, Waterfront Committee, YCS, Parks and Lands, YCAB	Ongoing	1, 4	✓
WR-5.3	Continue to work with the 14-community Regional Stormwater Collaborative to manage urban runoff, modify Town ordinances, undertake public education, adjust general housekeeping, detect illicit discharges, monitor construction, and pursue other efforts to manage point and non-point pollutant sources and improve overall stormwater quality consistent with the stormwater management plan and Maine Stormwater Management Rules (Title 38 MRSA Section 420-D and 06-096 CMR 500 and 502) and Maine Pollution Discharge Elimination System Stormwater Program.	Town Engineer, YCAB	Ongoing	1, 4	✓

Public Facilities & Services					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
PF-1	To efficiently meet identified public facility and service needs.			1	
PF-1.1	Explore options for regional delivery of local services, and implement regional partnerships where it makes sense and supports shared goals.	Town Manager	Ongoing	1	
PF-1.2	Continue to support the Community Center at 20 Mill Street and any expansion plans for the facility.	Town Manager, Town Council, YCS	Ongoing	1	
PF-1.3	Support the Merrill Memorial Library and the Library Board of Trustees in achieving their strategic planning goals.	Town Manager	Ongoing	1	
PF-2	To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas, while preparing for climate change-related impacts.			1	
PF-2.1	Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.	Town Manager	Ongoing	1	
PF-2.2	Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.	Town Manager, Planning Department, DPW, Town Engineer, YCS	Ongoing	1	
PF-2.3	Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.	Town Engineer	Ongoing	1	
PF-2.4	Collaborate with Yarmouth Water District to determine if public water supply expansion is anticipated, and identify and protect suitable sources.	Town Manager, Town Engineer, DPW	Ongoing	1	

Public Facilities & Services					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals      CAP-related?
PF-3	Connect public health needs to safety and services.				1
PF-3.1		Conduct a community health needs assessment, including climate-related health risks.	YCS, Police and Fire Departments, Planning Department, YCAB	Medium	1      ✓
PF-3.2		Provide additional training for police and emergency services to handle mental health and substance abuse calls.	Police and Fire Departments	Short	1
PF-3.3		Hire a dedicated social worker or contract with a regional organization to manage crisis intervention and alternatives to police response for calls involving mental health and substance abuse.	Police and Fire Departments	Short	1
PF-4	Invest in maintaining and improving physical infrastructure.				1, 4
PF-4.1		Create a long-term plan to replace aging water and sewer mains.	Town Engineer, Yarmouth Water District	Long	1
PF-4.2		Assess the need to upgrade public infrastructure in low lying areas prone to flooding and other climate change impacts.	DPW, Town Engineer, YCAB	Medium	1, 4      ✓
PF-4.3		Ensure capital funding to support needed infrastructure work and upgrades, including the Climate Action Plan Goal to be powered by renewable energy by 20230, to municipal facilities including the Town Garage, Town Hall, the sewer pump stations, the Wastewater Treatment Plant, and all of town-owned infrastructure.	Town Council, Town Manager, Planning Department, DPW, Town Engineer, YCAB	Ongoing	1      ✓
PF-4.4		Incorporate ADA improvements and increased accessibility for all users in sidewalk and street upgrades.	DPW, Planning Department	Long	1

Public Facilities & Services					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals      CAP-related?
PF-4.5		Create a long-term plan to improve stormwater infrastructure to replace aging systems, comply with the MS4 Permit, and prepare for the impacts of climate change.	Town Engineer, YCAB	Long	1, 4      ✓

Fiscal Capacity & Capital Improvements					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
F-1	To finance existing and future facilities and services in a cost effective manner.				1, 3
F-1.1		Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.	Town Manager	Ongoing	1
F-1.2		Consider using impact fees to help fund capital improvements.	Town Council	Medium	1
F-1.3		Continue the Town's annual Capital Improvement Plan process including the funding of reserve accounts for major projects.	Town Manager, Town Council, Planning Board	Ongoing	1
F-1.4		Prepare for the expiration of Yarmouth's tax increment financing (TIF) districts.	Town Council, Economic Development, Planning Department	Medium	1 3
F-1.5		Actively monitor future plans for Wyman Station to ensure productive and beneficial reuse of the property that maintains or improves the local tax base, while supporting opportunities for climate resilience, coastal access, and marine uses.	Town Manager, Economic Development, Planning Department	Short	1, 3
F-1.6		Continue to work jointly to coordinate municipal road, sewer and water infrastructure projects to maximize savings to the Town and Water District.	Town Engineer, DPW	Ongoing	1
F-2	To explore grants available to assist in the funding of capital investments within the community.				1
F-3	To reduce Maine's tax burden by staying within LD 1 spending limitations.				1

Future Land Use					
	Objective	Action Item	Responsible Party	Timeframe	Related Goals CAP-related?
FLU-1	To coordinate the community's land use strategies with other local and regional land use planning efforts.				1, 2, 3, 4
FLU-1.1		Assign responsibility for implementing the Future Land Use Plan to the appropriate committee, board or municipal official.	Town Council, Planning Department	Short	1, 2, 3, 4
FLU-1.2		Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.	Town Manager	Medium	1, 2, 3, 4
FLU-1.3		Remove barriers in zoning & permitting of renewable energy generation and storage systems, such as policies and practices necessary to achieve SolSmart Gold level certification (or equivalent).	Town Council, Planning Department, YCAB, Code Enforcement	Medium	4 ✓
FLU-1.4		Use data driven tools building upon the information in the Future Land Use Plan, Open Space Plan, and the Climate Action Plan Vulnerability Assessment to aid in land use decisions.	Town Council, Planning Department, YCAB	Ongoing	1, 2, 3, 4 ✓
FLU-1.5		Advocate for an expansion of the Metro Regional Coalition to include additional suburban towns and join if an expansion of the membership is approved.	Town Council, Planning Department, Town Manager	Ongoing	1, 2, 3, 4
FLU-2	To support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.				1, 2, 3, 4

Future Land Use					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
FLU-2.1	Using the descriptions provided in the Future Land Use Plan narrative, maintain, enact or amend local ordinances as appropriate to: a. Clearly define the desired scale, intensity, and location of future development; b. Establish or maintain fair and efficient permitting procedures, and explore streamlining permitting procedures in growth areas; and c. Clearly define protective measures for critical natural resources and, where applicable, important natural resources. Clearly define protective measures for any proposed critical rural areas and/or critical waterfront areas, if proposed.	Town Council, Planning Board, Planning Department, YCAB	Ongoing	1, 2, 3, 4	✓
FLU-2.2	Track new development in the community by type and location.	Planning Department	Ongoing	1, 2, 3, 4	
FLU-2.3	Encourage a minimum of 75% of new municipal growth-related capital investments into designated growth areas identified in the Future Land Use Plan.	Town Council, Town Manager	Ongoing	1, 2, 3, 4	
FLU-2.4	Annually report on the implementation of the plan.	Town Council, Planning Department	Ongoing	1, 2, 3, 4	
FLU-2.5	Require all new large developments (commercial, residential, or municipal) to evaluate feasibility of district energy or microgrids powered by renewable energy.	Town Council, Planning Department, YCAB	Long	1, 2, 3, 4	✓
FLU-2.6	Support weatherization, efficiency, electrification, and other emission-reducing upgrades for all housing stock in Yarmouth.	Town Council, Planning Department, YCAB, Code Enforcement	Long	1, 2, 4	✓
FLU-2.7	Identify and implement better coordination of grant application and administration across the Town to ensure that the stated goals of the Comprehensive Plan and Climate Action Plan are achieved.	Town Manager, YCAB, Planning Department	Short	1	✓

Future Land Use					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
FLU-3	To support the level of financial commitment necessary to provide needed infrastructure in growth areas.			1, 2, 3, 4	
FLU-3.1	Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land uses.	Town Manager, Town Council, Planning Board	Ongoing	1, 2, 3, 4	
FLU-4	To establish efficient permitting procedures, especially in growth areas.			1, 2, 3, 4	
FLU-4.1	Provide the code enforcement officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A M.R.S.A. §4451.	Town Manager, Code Enforcement	Ongoing	1, 2, 3, 4	
FLU-5	To protect critical rural and critical waterfront areas from the impacts of development.			4	
FLU-5.1	Support restoration of riverine and coastal ecosystems.	Planning Department, YCAB, Parks and Lands	Long	4	✓
FLU-5.2	Plan for the impact of sea level rise and flooding.	Planning Department, YCAB, Parks and Lands	Long	4	✓
FLU-6	Balance open space preservation with housing growth.			2, 4	
FLU-6.1	Update the open space residential development section of the zoning ordinance to include more specific performance standards around density bonuses and open space protection and ownership	Town Council, Planning Board, Planning Department, YCAB	Short	2, 4	✓

Future Land Use					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
FLU-6.2	Amend land use ordinances to incorporate current climate data and manage adherence to land protection and stewardship goals.	Town Council, Planning Board, Planning Department, YCAB	Medium	4	✓
FLU-6.3	Assess the feasibility of connecting rural neighborhoods through pedestrian-only trails or paths.	Planning Department, YCS, Bike & Pedestrian Advisory Committee, YCAB	Ongoing	4	✓
FLU-6.4	Use zoning tools such as lot coverage and/or tree preservation to balance open space and development on individual lots.	Town Council, Planning Board, Planning Department, Tree Warden, Tree Advisory Committee, YCAB	Short	2, 4	✓
FLU-6.5	Use the Future Land Use Plan for guidance in development in Limited Growth and Rural areas.	Planning Board, Planning Department	Long	2, 4	
FLU-7	Improve community amenities in Yarmouth's coastal, island, and rural areas.			1, 3	
FLU-7.1	Update the zoning ordinance to enable neighborhood-scale mixed-use and commercial uses in Limited Growth and Rural areas.	Town Council, Planning Board, Planning Department, Economic Development	Short	1, 3	
FLU-7.2	Through a public process, develop a public benefits statement for the reuse of Wyman Station, balancing the desire to limit impacts to Cousins Island, but also provide a beneficial property tax position.	Town Council, Planning Department, Economic Development, YCAB	Short	1, 3	✓
FLU-8	Enhance Yarmouth's historic streetscape patterns.			1, 2, 3	

Future Land Use					
Objective	Action Item	Responsible Party	Timeframe	Related Goals	CAP-related?
FLU-8.1	Implement zoning changes to be consistent with the historic pattern of development creating more dense and walkable neighborhoods.	Town Council, Planning Board, Planning Department, YCAB	Short	1, 2, 3	✓
FLU-8.2	Encourage the adaptive reuse of historic buildings.	Planning Department, Historic Preservation Committee, YCAB	Medium	1, 2, 3	✓
FLU-8.3	Allow neighborhood-scale small businesses and mixed-use buildings at neighborhood nodes and other appropriate locations in the Growth Area.	Town Council, Planning Board, Planning Department, Economic Development, YCAB	Medium	1, 2, 3	
FLU-8.4	Continue to implement the CBDC to transform Route One into a streetscape that embodies historic streetscape patterns with dense, mixed use development close to transit.	Town Council, Planning Board, Planning Department, Economic Development, YCAB	Ongoing	1, 2, 3	✓
FLU-8.5	Expand the CBDC to extend along Route One beyond Exit 17, rezoning the area currently zoned Commercial. The CBDC may need to be specialized in this area.	Town Council, Planning Board, Planning Department	Medium	1, 2, 3	
FLU-8.6	Encourage density in transit-oriented corridors to ensure accessibility of public transportation.	Town Council, Planning Board, Planning Department, YCAB	Medium	1, 2, 3	✓



# Inventory Chapters

1. Historic & Archaeological Resources ...	2-2
2. Agriculture & Forest Resources.....	2-19
3. Population & Demographics.....	2-33
4. Economy .....	2-45
5. Housing.....	2-66
6. Recreation.....	2-80
7. Transportation.....	2-98
8. Marine Resources .....	2-119
9. Natural & Freshwater Resources .....	2-135
10. Public Facilities & Services.....	2-162
11. Fiscal Capacity.....	2-181
12. Existing Land Use .....	2-190



# 1. Historic & Archaeological Resources

## Highlights

Earliest evidence of Wabanaki inhabitants dates to around 2,000 BCE. In 2023, a land acknowledgment statement was adopted by Yarmouth Community Services and the Yarmouth Parks and Lands Committee for open spaces within the Town.

European colonists arrived in the 1630s naming the area North Yarmouth in 1680. Permanent English settlement occurred around 1715 leading to the evolution of Yarmouth today: a characteristic New England village, with many historic structures including housing, religious, commercial, and institutional buildings that span architectural styles from the early 19th through early 20th century.

There are 11 properties in the National Register of Historic Places, 10 Local Historical Landmarks, 3 Local Historic Districts, and 3 Local Historic Objects.

The completion of a Preservation Plan and reconnaissance-level survey in 2018 has led to the adoption of two ordinances focused on historic preservation and the establishment of a Historic Preservation Committee. The Preservation Plan recommended several additional steps such as being a Certified Local Government, pursue National Register listing for the Local Historic Districts, and designation of additional Local Historic Districts.

Prehistoric and historic archaeological surveys are both needed before these sites are lost to development.



## Climate Connections

Most of Yarmouth's 38 prehistoric sites are shell middens on the Casco Bay shoreline, including the islands, putting them at risk from sea level rise and erosion that may worsen with the expected increase in strong storm events.



Yarmouth has a wealth of historic buildings, and continued use or adaptive reuse of existing historic structures is sustainable. Reusing a building can be less resource intensive and impactful, and avoid new emissions and waste associated with a demolition and new construction process.

Though existing historic properties are currently not generally noted to have serious structural issues, ongoing maintenance will be key to ensure these structures can withstand stronger storm events than they may have originally been designed to weather.

Many of Yarmouth's historic homes and structures can benefit from energy efficiency upgrades that are compatible with the Secretary of the Interior's standards to reduce the energy required to heat, light, and maintain them, and electricity upgrades to prepare for increased electric appliances including electric vehicle chargers and heat pumps

Yarmouth benefits from a historic New England village with a walkable, mixed-use Main Street. Taking advantage of this existing compact built environment can promote a more sustainable lifestyle less reliant on vehicle transportation.

Analyses

Community History and Patterns of Settlement

Beginning around 11,000 BCE, Native American peoples inhabited the area which includes present-day Yarmouth. The location on the Royal River and Casco Bay provided good hunting and fishing, fertile land, and water access. The earliest archaeological evidence of Wabanaki inhabitants in Yarmouth dates to around 2,000 BCE. When the first English colonists arrived in

Yarmouth in the 1630s, the Wabanaki people, including the Eastern Abenaki and the semi-autonomous Aucocisco band inhabited the area. During this period, disease brought by the Europeans, land disputes with colonists, and conflict from the wars decimated the Native population, killing thousands and driving most others northward. Conflict with the Wabanaki followed, continuing intermittently and further fueled by Anglo-Franco colonial rivalry.

The English named the area North Yarmouth in 1680, to differentiate itself from Yarmouth

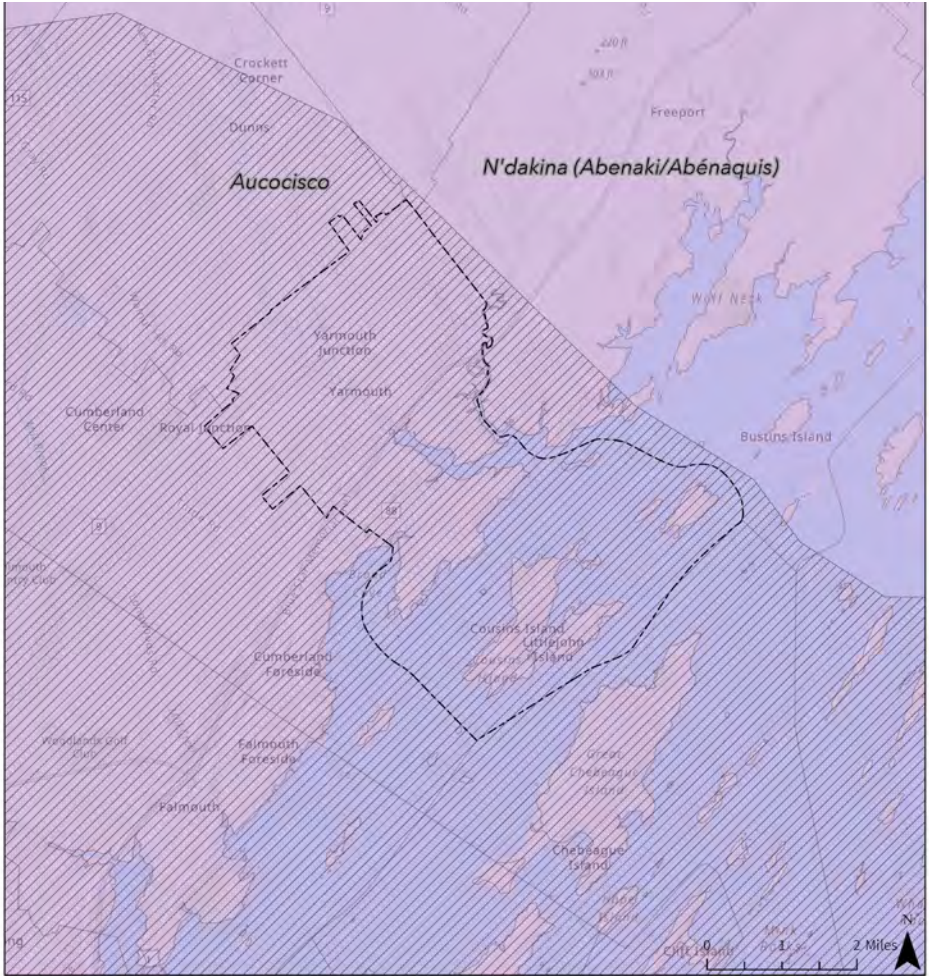


Figure 1.1 Historic Indigenous Territories of Yarmouth, ME  
Source: Native Land Digital

the Massachusetts Bay Colony. English settlements in the Yarmouth area were abandoned twice during the Anglo-Wabanaki wars of the late 17th century.

Permanent English Settlement

In 1715, English colonists returned to the area for a third time. The land use pattern in Yarmouth evolved around early village settlements and industries, and the returning settlers initially established a village on present-day Gilman Road near its intersection with Route 88. The English colonists built houses, a church known as the Meeting House Under the Ledge in 1729, a school, a tavern, a cemetery, and mills. This early village was abandoned in the late 18th century as the population expanded rapidly around two new villages.

The Lower (or Falls) Village was established from the First Falls to near and around the intersection of present-day Main and Bridge Streets, with two churches established on Main Street. Grist mills and sawmills at the First Falls (where Route 88 crosses the river today) supported the local population. Later the Lower Village was home to a thriving shipbuilding industry, with four major shipyards (Hutchins and Stubbs, Blanchard Brothers, Lyman Walker, and Giles Loring) and a number of other shipbuilders. A cotton mill was built at Second Falls (at present-day Bridge Street) in 1840. This mill, rebuilt in 1855 after a fire, became known as the Royal River Manufacturing Company/Sparkhawk Mill complex and remains extant at 81 Bridge Street. Historically, expansion of the Lower Village was limited by a marshy area above the second falls, “brickyard hollow.” Today, Route One crosses near the same location, separating the Lower Village.

Another village grew further inland, where Main Street intersects with West and East Elm Streets today. The Upper or (Corner) Village was historically centered around the 1796 Baptist Meeting House on Hillside Street. The

major early industries in the Upper Village included potteries and tanneries, and a rag paper mill was built at the Third Falls around 1816. The Third Falls are halfway between present-day Route 1 and East Elm Street, visible from Royal River Park, the site of the former Forest Paper Company.

Statehood and Succession from North Yarmouth

Following Maine’s statehood in 1820, Yarmouth seceded from North Yarmouth to become its own town in 1849. The arrival of the railroads (the Grand Trunk and the Maine Central) in the mid-19th century spurred growth in the area and supported the cotton and paper mills at the Second Falls and Third Falls. However, the strong desire of villagers for modernization, and particularly for purchasing a fire engine for protection from the sparks from the steam locomotives, which would not benefit the more rural inland, led to the secession from North Yarmouth.

The 19th century also brought civic improvements, including a library and public water and sewer, and added increased diversity. Railroad workers and young woman from the Canadian Maritime provinces seeking employment in the mills immigrated to Yarmouth, ultimately contributing to the establishment of Sacred Heart Parish.

By the late 19th century, the paper mill at the Third Falls was rebuilt to produce soda pulp for papermaking, and became the largest employer in the area. It expanded to include 10 buildings over an 8-acre site, including spanning the Royal River in the early 20th century. Its remnants are today’s Royal River Park. A small coastal tourism industry at Princes Point, Cousins Island, and Littlejohn Island also grew, assisted by the opening of the trolley line that went along the Foreside in 1889, and the construction of Route 1 in 1914.

In the 1920s, Yarmouth’s industries began to

decline. The paper mill closed in 1923 and burned down in 1931. The closure of the mill and subsequent drop in population slowed growth in Yarmouth for many years.

After World War II, Yarmouth began to grow again, following the national suburbanization trend. Several infrastructure projects facilitated automobile travel. Route 1 in Yarmouth was widened to four lanes in 1948. In 1955, the bridge and causeway linking Cousins and Littlejohn Islands to

the mainland were built. Finally, in 1961, Interstate 295 reached Yarmouth. Clusters of single-family homes and commercial strip businesses were built in proximity to these new opportunities for convenient automobile access. This development increased Yarmouth's appeal as a suburban community, but disrupted the historic patterns of development. Fortunately, the Route 1 overpass separated Main Street and the historic villages from the new commercial development along Route 1, but I-295 was later build adjoining the waterfront and cut off the coast and islands from much of the rest of town.

Yarmouth retains a large number of the historic buildings and structures in these two historic villages, evidencing these historic patterns of development and establishing the character of the community.

Prehistoric Sites

Yarmouth has 38 known prehistoric sites, according to the Maine Historic Preservation Commission, as shown in Figure 1.3.

Most of these prehistoric sites are shell middens on the Casco Bay shoreline. The oldest site, with a basal layer of about 4,000 years old, is located on Moshier Island. There are 6 sites on Lanes Island. As of 2022, a reconnaissance archaeological survey, led by faculty from the University of Southern Maine, is nearly complete for the Yarmouth shoreline of Casco Bay. Many sites in Casco Bay are at risk from erosion and sea level rise, and need intensive-level survey and data recovery before they disappear.

There are two known sites on the Royal River. Archaeological surveying of the Royal River has been limited to small areas of proposed

development. The banks of the river are in need of a systematic reconnaissance survey.

Historic Archaeological Sites

Thirty-three historic archaeological sites have been documented for the town, listed in the following table.

No professional town-wide surveys for historic archaeological sites have been conducted to date in Yarmouth. Future archaeological surveys should focus on the identification of potentially significant resources associated with the town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 17th and 18th centuries.

Historic Structures

Yarmouth retains the historic character of a New England village, with many historic structures including housing, religious, commercial, and institutional buildings that span architectural styles from the early 19th through early 20th century. Most of the historic manufacturing facilities are gone and only remains exist, with the exception of the Royal River Manufacturing Company/ Sparkhawk Mill complex.

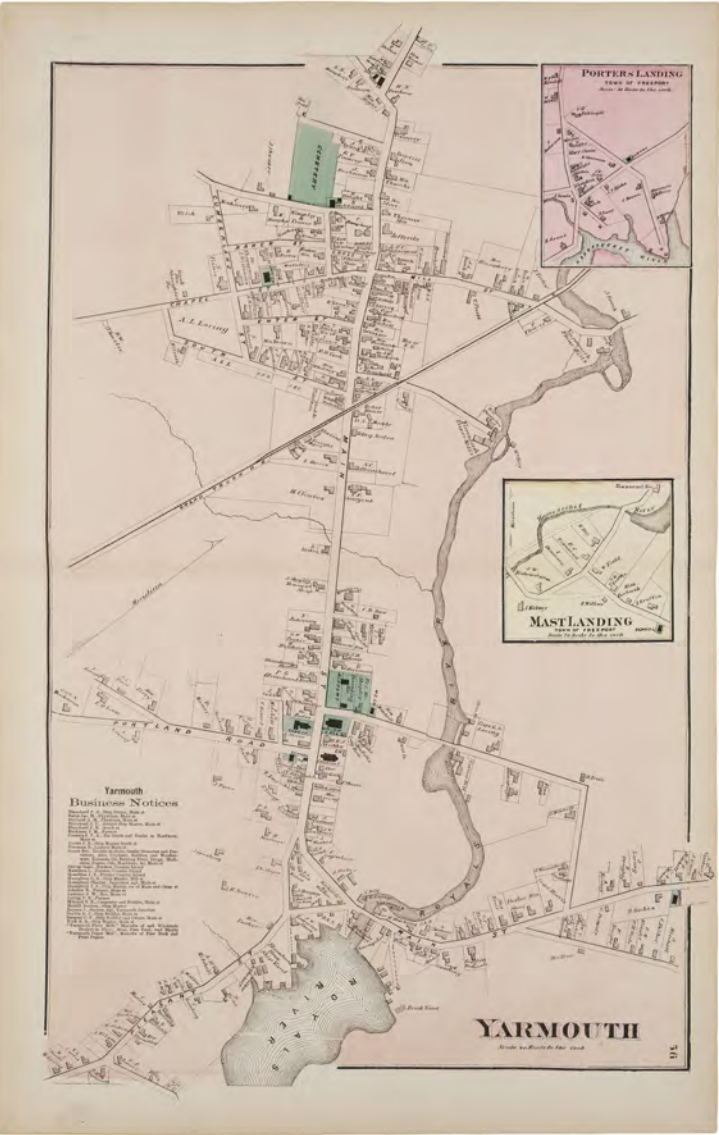


Figure 1.2 These patterns of settlement are distinguishable on this map from the 1871 Atlas of Cumberland County. Source: DigitalMaine Repository

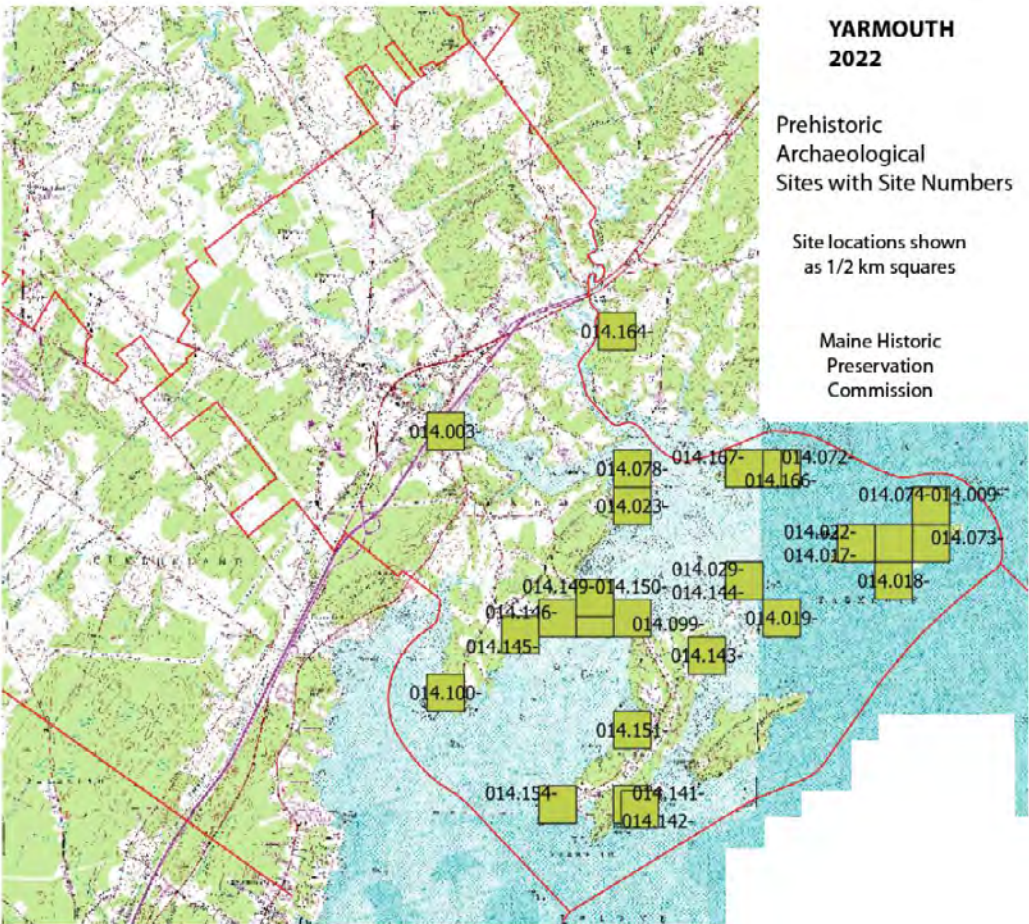


Figure 1.3 Prehistoric Archaeological Sites Source: Maine Historic Preservation Commission

Historic Archaeological Sites				
Name	MHPC Site #	Site Type	Periods of Significance	Location
Blanchard Farm	ME 496-001	farmstead	c.1850	Location Known
Henry Sayward Mills	ME 496-002	mill, sawmill and gristmill	by c. 1674	Location Unknown
John Cousins Settlement	ME 496-003	farmstead	by c. 1650	Location Unknown
Second William Royall Settlement	ME 496-004	farmstead	by 1646	Location Unknown
James Lane Settlement	ME 496-005	farmstead	1658-1676(?)	Location Unknown
Arnold Allen Settlement	ME 496-006	farmstead	c. 1643-?	Location Unknown
Moshier Island House	ME 496-007	domestic	c. 1800-1900 (?)	Location Known
Moshier Island Cellar	ME 496-008	domestic	colonial?	Location Known
Battery Point	ME 496-009	military, earthworks	1775 and 1812-1815	Location Known
Lanes Island Cellar	ME 496-010	cellar, fish	The artifacts seem to indicate late 19th century, however it could be earlier.	Location Known
Lanes Island, Cellar-NW side	ME 496-011	domestic	early 20th century	Location Known
House	ME 496-012	domestic	early 20th century	Location Known
John Hall Workshop?	ME 496-013	workshop, gunsmith	c. 1811-c. 1812	Location Known
Brown/Blake farm	ME 496-014	farmstead	18th and 19th century	Location Known
Ebenezer Corliss Pottery	ME 496-015	industrial, pottery	1806-1855	Location Unknown
Jacob Mitchell Garrison	ME 496-016	farmstead	1729-1900	Location Known
Old Meeting House "Under Ledge"	ME 496-017	church	1730 - 1836	Location Known
Loring Block House	ME 496-018	military, blockhouse	18th c	Location Known
Mason House	ME 496-019	domestic	18th and 19th centuries.	Location Known

Historic Archaeological Sites				
Name	MHPC Site #	Site Type	Periods of Significance	Location
Cutter Garrison	ME 496-020	garrison house	First half of the 18th century.	Location Known
F. & J. Carter	ME 496-021	domestic	At least by 1851 to 1995.	Location Known
Town House	ME 496-022	municipal building	1833 to 1910.	Location Known
Bates/Blanchard house	ME 496-023	domestic	19th c. Italianate 1851-1933	Location Known
Woods family house	ME 496-024	domestic	1830-1929+ removed between 1929-1930	Location Known
J. Seabury	ME 496-025	domestic	1817-1939 abandoned and removed to new location in 1939	Location Known
Brooks Pottery	ME 496-026	industrial, pottery	1831-1900	Location Known
Winifred W.	ME 496-027	wreck, oil screw	1923, 1968	Location Known
Cornelia	ME 496-028	wreck, sloop	1881	Location Known
Academy Hall*	ME 496-029	school	Erected in 1848	Location Known
Sardine Factory barge	ME 496-030	wreck, barge	1950s - 1960s	Location Known
Trappan/Prince House	ME 496-031	farmstead	1785 to present.	Location Known
L J Pratt house	ME 496-032			Location Unknown
Forest Paper Company	ME 496-033	mill, paper	1874-1923 from documentary records	Location Known

Figure 1.4 Historic Archaeological Sites  
Source: Maine Historic Preservation Commission

The following properties are currently listed in the National Register of Historic Places.

- Cushing and Hannah Prince House (1785), 189 Greely Road
- 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 Main Street
- Captain S. C. Blanchard House (1855), 46 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 (1859-60), 97 Main Street
- First Parish Congregational Church (1867-68), 116 Main Street
- Cousins Island Chapel, Cousins Street

A reconnaissance-level survey of the “village core” (the Upper Village, the Lower Village, and the Royal River Manufacturing Company/Sparkhawk Mill area, and also including the Pleasant Street and Gilman Road historic settlements) was completed in 2018. This project surveyed 547 properties and 773 structures. Most structures were mid-19th century, wood-frame, single-family homes, with a few brick buildings. Greek Revival was found to be the most common style, with Italianate second. The 2018 survey identified 70 additional properties with a high degree of architectural integrity



Historic View of East Main Street  
Source: Yarmouth Historical Society

that may be eligible for National Register listing that may be individually eligible for National Register listing.

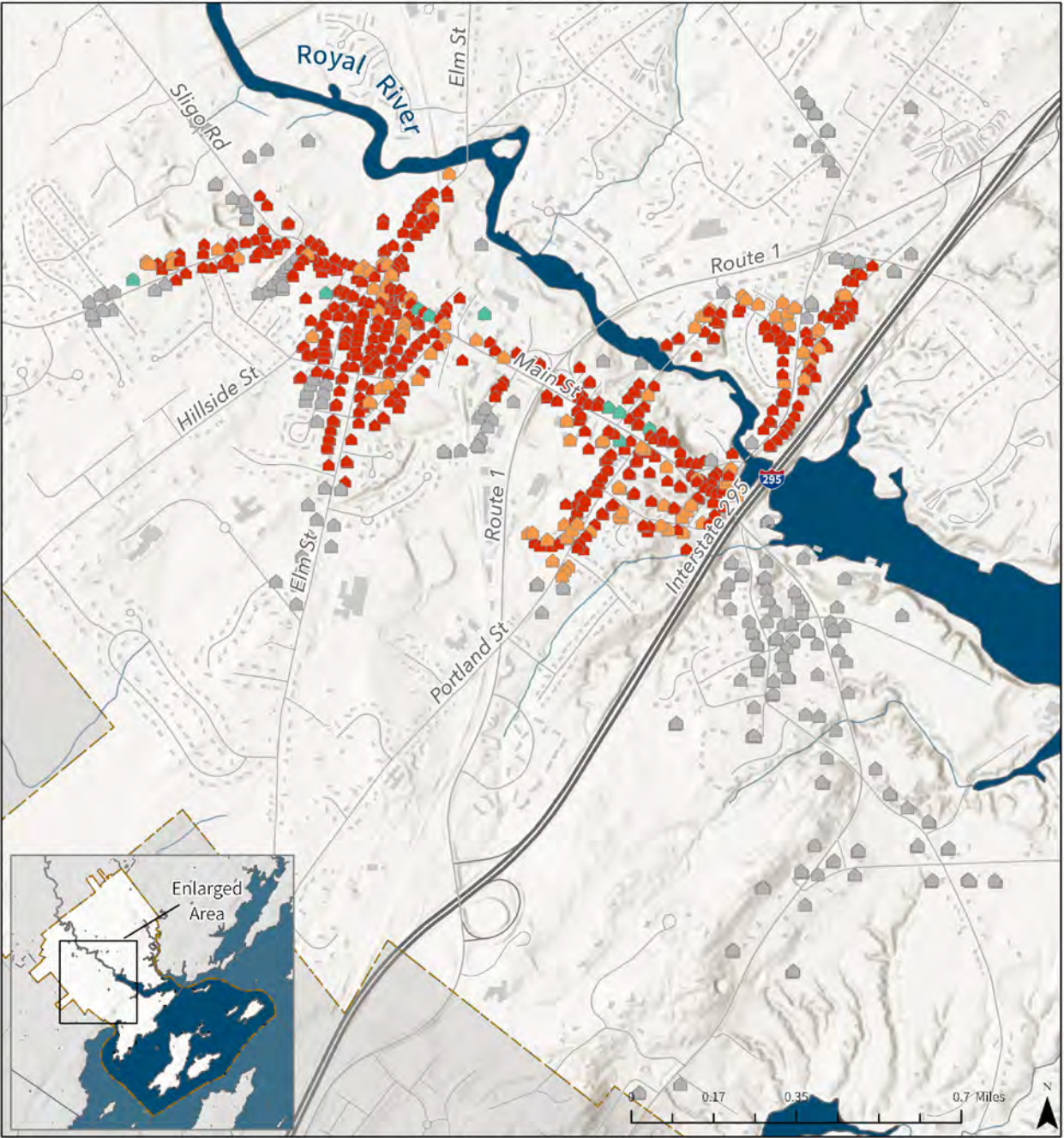
The 2021 Historic Preservation Advisory Ordinance identified 10 Local Historic Landmarks, 3 Historic Districts, and 3 Historic Objects. The majority of surveyed historic structures are within the three initially-designated historic districts. 218 of the other surveyed structures are noteworthy, and most are clustered in the Pleasant Street/Gilman Road areas, which could be designated in the future as additional historic districts.

**Local Historic Landmarks:**

The 10 Local Historic Landmarks are 10 of the 11 buildings outlined above as those listed in the National Register of Historic Places with the exception of the Cousins Island Chapel.

**Local Historic Districts:**

- Upper Village Historic District
- Lower Village Historic District
- Royal River Manufacturing Historic District



**Existing Conditions: Surveyed Historic Properties**

Town of Yarmouth, Maine

Map created for planning purposes for comprehensive plan development.

Data sources: Town of Yarmouth, Maine GeoLibrary.  
Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

Legend:

- Town of Yarmouth
- - - Town Boundary
- Coastal Waters
- Stream
- Road
- Building Footprint

**Surveyed Historic Structure**

Designation

- Red dot: Contributing
- Orange dot: Non-contributing
- Green dot: Local Historic Landmark
- Grey dot: Other Surveyed Properties

Figure 1.5 Surveyed Historic Properties

Local Historic Objects:

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

None of these properties have been identified by Yarmouth town staff as being in disrepair or having serious condition issues at the time of writing (2023).

Preservation Measures

Land Acknowledgment Efforts

The Yarmouth Parks and Lands Committee adopted a land acknowledgment statement for use in open spaces stewarded by the Town beginning in 2023. The statement reads:

*The current stewards of open space in what is now known as Yarmouth, Maine recognize that the lands and waters we inhabit and enjoy are places from which Wabanaki peoples were forcefully removed. The Abenaki and other tribes of the modern Wabanaki Confederacy lived here and are still present. They stewarded these lands and waters as part of an interconnected ecosystem for thousands of years prior to European colonization. Let us respectfully acknowledge and learn from this significant history, while also appreciating the current beauty that exists here and recognizing the social, health, and other benefits we now derive from these unceded ancestral lands of indigenous people.*

As part of the adoption of this land acknowledgment statement, Yarmouth Community Services and the Parks and Lands Committee worked with Yarmouth Community Alliance for Racial Equity to

rename Riverfront Woods Preserve and the trails within the space using the Wabanaki language.

Site Plan and Subdivision

Yarmouth’s Subdivision Ordinance (Chapter 601) reviews aesthetic, cultural, and natural values of the site, to ensure that a proposed subdivision will not have an undue adverse effect on historic sites. The Site Plan Review Ordinance (Chapter 702) requires the identification of historic sites during site plan review. These provisions offer little actual protection in practice; they simply require identification of nearby resources.

Demolition Delay Ordinance

In 2018, Article IX, Historic Building Alterations and Demolitions (also known as the Demolition Delay Ordinance, was added to Chapter 701, Yarmouth’s Zoning Ordinance. This ordinance was enacted to address a policy priority from the 2010 Comprehensive Plan, and to prevent unintended consequences from the newly created CD-4 (Village Center) District. The purpose of Article IX is to discourage demolition of the Town’s highly valued historic building stock, and in broad terms, to provide a process for the pursuit of alternatives to razing buildings or making substantial changes that result in the loss of historic building character.

Article IX has jurisdiction over all buildings 75 years or older that are located within the Demolition Delay Overlay District, which encompasses a greater area than that of the current three Local Historic Districts. 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. “Demolition” is broadly defined to encompass extensive and visible changes to the exterior, as well as the razing or relocation, of a “Building of Value” as determined by the Planning Board. If a structure proposed for demolition

is determined to be a Building of Value, demolition is prohibited for 180 days to explore alternatives to razing. This delay can be waived if the Planning Board finds that the plan for redevelopment retains and respects the significant character defining features of the building, or if the Planning Board determines that the structure is Not a Building of Value.

Historic Preservation Ordinance

In 2021, Yarmouth enacted the Historic Preservation Advisory Ordinance (Chapter 701, Article X) to identify and preserve sites and structures that have historic, cultural, architectural, and archaeological significance and to preserve the historic character of the Town. This Ordinance was enacted after an extensive, multi-year public process that began in 2016 with the establishment of a Historic Resources Steering Committee to take stock of the Town’s historic architecture and develop policies, programs, and strategies to protect it. In 2020, the Town published a Preservation Plan, which recommended a thorough series of actions including enacting the ordinance.

The Historic Preservation Advisory Ordinance initially designated three historic districts (the Upper Village, Lower Village, and Royal

River Manufacturing districts) and identified 10 Local Historic Landmarks and 3 Historic Objects, all listed above. All exterior changes to structures within the Historic Districts or that impact a Landmark or Object must be reviewed by the Historic Preservation Committee, a volunteer advisory committee of qualified members appointed by the Town Council. The review process is mandatory, but the recommendations are advisory only.

In addition, amendments to Article IX of the Town’s Zoning Ordinance were made in 2021 to link Articles IX and X together. In the case of reviews performed by the Planning Board under Article IX as described above, the Historic Preservation Committee reviews each proposal and provides recommendations to the Planning Board for final action. The intent is to fulfill the goal of assuring compatibility with the character of the historic structure, its streetscape, and the Local Historic District as a whole. The Historic Preservation Committee also assists with educating residents and property owners, and welcomes the opportunity to engage early with property owners as they consider exterior renovations in an effort to save time and achieve superior project results.

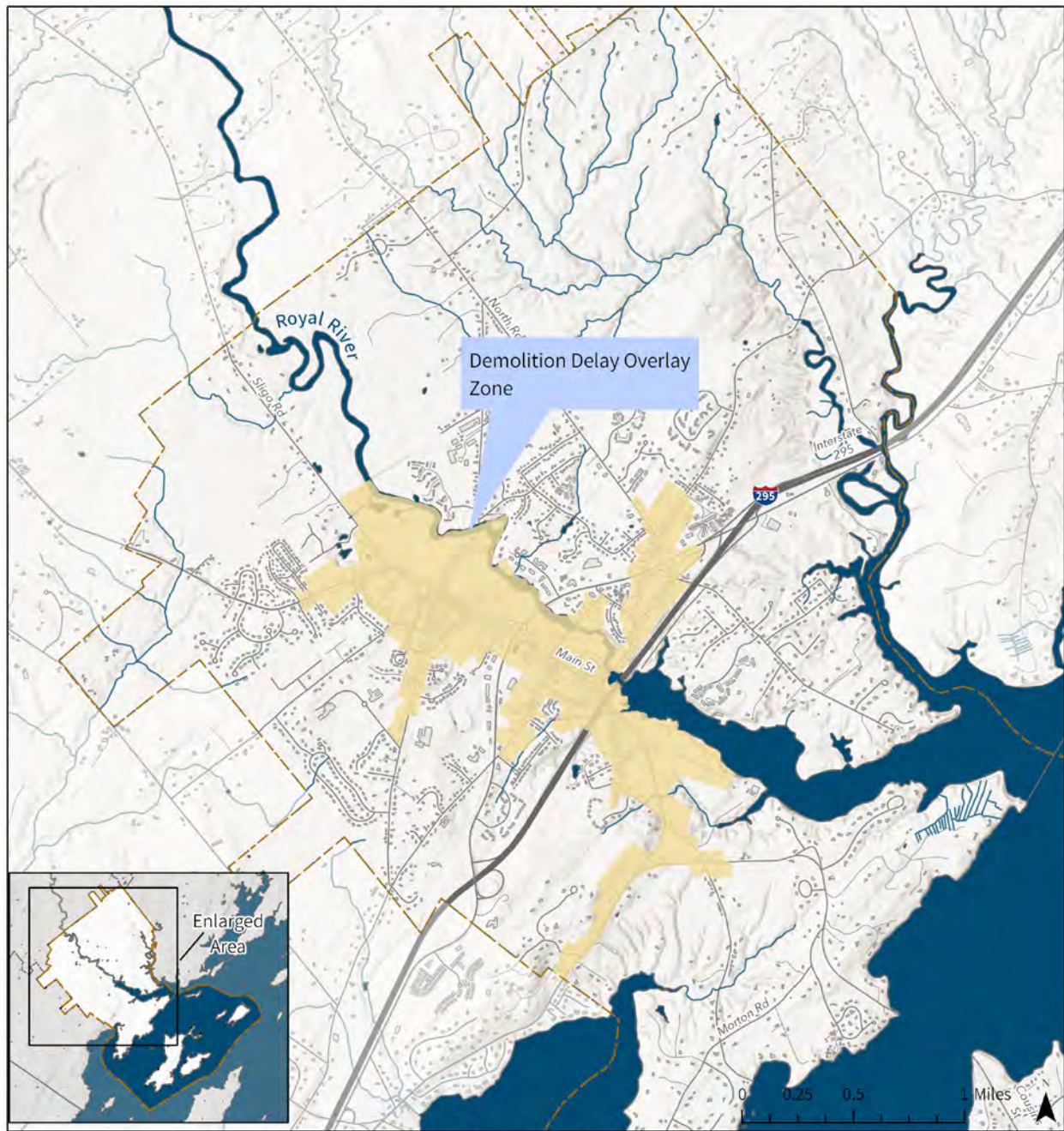
Yarmouth Historical Society

The Yarmouth Historical Society is a nonprofit organization that educates the public about the town’s history, with exhibitions open to the public at the Yarmouth History Center. In addition to the archives and materials on display at the History Center, the Yarmouth Historical Society also offers lectures, school and community programs, online local history resources, and research assistance.

The Yarmouth Historical Society continues to maintain a marker program for historic property owners in Yarmouth. This program, first established in 1972 by the Yarmouth Village Improvement Society, has



Workers of the Royal River Manufacturing Company  
Source: Yarmouth Historical Society



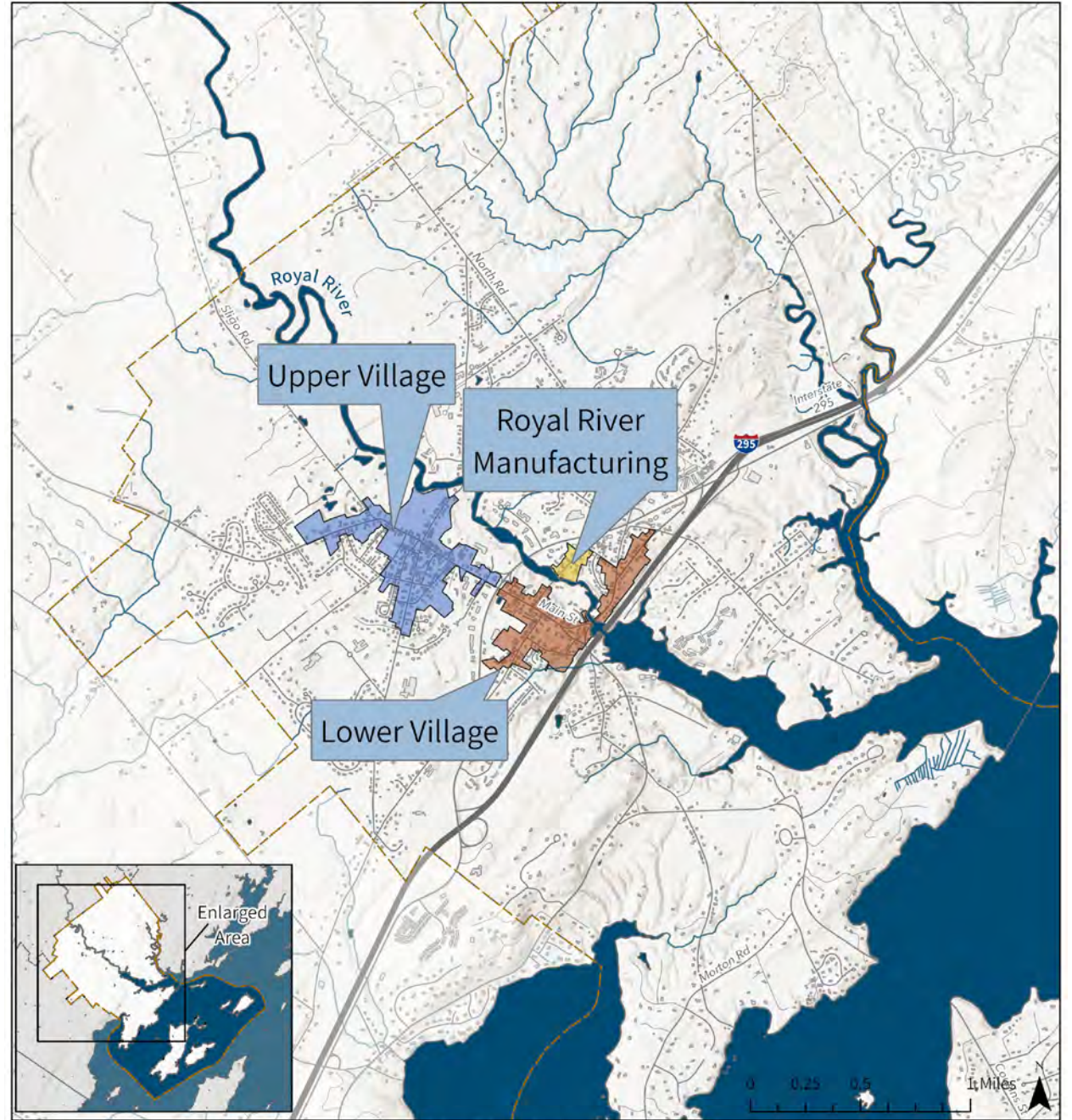
### Existing Conditions: Demolition Delay Overlay Zone

Town of Yarmouth, Maine

Map created for planning purposes  
for comprehensive plan development.

Data sources: Town of Yarmouth,  
Maine GeoLibrary.  
Coordinate System: NAD 1983 State  
Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

- Town of Yarmouth
- Demolition Delay Overlay Zone
- Town Boundary
- Road
- Coastal Waters
- Building Footprint
- Stream



### Existing Conditions: Local Historic Districts

Town of Yarmouth, Maine

Map created for planning purposes  
for comprehensive plan development.

Data sources: Town of Yarmouth,  
Maine GeoLibrary.  
Coordinate System: NAD 1983 State  
Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

- Town of Yarmouth
- Local Historic Districts
- Town Boundary
- Road
- Coastal Waters
- Building Footprint
- Stream
- Lower Village
- Royal River Manufacturing
- Upper Village

Figure 1.6 Demolition Delay Overlay Zone

Figure 1.7 Local Historic Districts

issued around 175 house markers. The wooden markers, hand-painted in a uniform style, display the names of the original owner, and architect (if known), and the building date.

Threats to Historic Resources

Yarmouth’s earliest archaeological sites along the Casco Bay shoreline are at risk from erosion and sea level rise. More intensive study of these sites is needed urgently, before they degrade further and available information is lost.

The town has not done a systematic survey of the prehistoric archaeology of the Royal River, or a full-town historic archaeology survey. These sites should be identified and evaluated before the town can develop strategies to preserve them.

Yarmouth has taken steps for local historic preservation through the Historic Building Alterations and Demolitions Ordinance and the Historic Preservation Advisory Ordinance. The Historic Building Alterations and Demolitions Ordinance requires a delay to prevent the loss of historic resources. The Historic Preservation Advisory Ordinance requires a Historic Preservation Committee to review all exterior changes beyond ordinary maintenance to buildings and sites in historic districts. However, while review is required, the resulting recommendations are advisory only, so except for projects making substantial enough changes to trigger the Historic Building Alterations and Demolitions Ordinance, the protection of historic resources is presently dependent on the decisions of property owners, relying on their sense of stewardship and other shared values, and willingness to engage and accept advice and guidance.

The 2020 Preservation Plan recommended several additional steps to help preserve local historic resources, in addition to the advisory ordinance that was enacted in 2021:



Pleasant Street  
Source: Yarmouth Historical Society

Yarmouth should apply to be a Certified Local Government through the Maine Historic Preservation Commission to be eligible for additional funding opportunities and technical support.

Yarmouth should pursue National Register listing for the town’s historic districts, as well as significant individual structures, assisting owners in that process. This designation will provide access to state and federal tax credits for owners of income-producing properties, without each eligible property having to apply for its own designation. National Register designation is simply a designation and any changes to those structures does not require review, unless an owner is seeking tax credits or using federal funds. Therefore, the best protection is a local regulatory ordinance.

National Register-listed properties or districts should be encouraged to pursue state and federal tax credits for the rehabilitation of income-producing properties, which can offset up to 45% of rehabilitation costs. For affordable housing, these historic tax credits grow to at least 54% and can be stacked with additional affordable housing tax credits, incentivizing adaptive use of Yarmouth’s significant historic structures.

In 2023, the Historic Preservation Committee is pursuing review of Pleasant Street and Lafayette Street for potential additional local historic district(s).

Benefits of Certified Local Government Status and National Register Listing

The prior Yarmouth Comprehensive Plan included the recommendation that Yarmouth seek Certified Local Government (CLG) status for historic preservation. This is a national certification administered through the Maine Historic Preservation Commission and the National Park Service. This certification has been proven to aid in the enhancement and preservation of communities across the nation. Currently, there are 11 CLGs in Maine, the lowest of any New England State. In New England, Connecticut has 54 CLGs, New Hampshire and Massachusetts both have 29, Vermont 19 and Rhode Island 18.

According to the Maine Historic Preservation Commission (MHPC): “The CLG program is designed to promote preservation planning and cultural resource protection efforts at the local level that are consistent with State and Federal standards and guidelines.” These are the Secretary of the Interior’s Standards that have been used in the preservation of 100,000s of buildings across the country. The Secretary’s Standards have been shown to be the most environmentally sound, economically feasible, durable, and practical methods of historic building rehabilitation.” While the Secretary’s Standards are already incorporated into the historic preservation ordinances described in this section, the ordinances are advisory and thus are voluntary on the part of a property owner.

In addition to the direct economic benefit of being a CLG in the opportunity to apply for CLG grants, commitment to historic preservation through a CLG’s has demonstrated multiple other economic benefits. Preservation supported by local government policies has increased property values and pride of place throughout the

country. In Maine, among the oldest locally designated districts are York, Kennebunk, and Western Prom in Portland. Economic studies across the nation have found that property values are higher in historically designated districts than other parts of a community and higher in communities that have local designation than adjoining communities that do not. Historic preservation is a national leader in revitalization of historic downtowns. Adaptive use of historic buildings that are updated using preservation guidelines has an enormous impact on conservation of resources, uses existing infrastructure, generates more local jobs and purchasing, supports small business development and heritage tourism and enhances quality of life and community character.

The National Historic Preservation Act was passed in 1966 establishing the National Register of Historic Places and its time-tested widely used criteria have been refined and broadly adopted across the country. Consistency with the National Register provides safe and effective grounding for preservation activities. Similarly, in project review, adoption and use of the Secretary of the Interior’s Standards provides criteria for project evaluation that also have stood the tests of time, reasonableness, and the courts. Becoming a CLG provides the local program the added value of prestige and cachet.

National Register listing does NOT introduce additional Federal or State regulations at the local level. It does provide for additional review of federally funded projects, but even that review is advisory. Such listing does provide an additional incentive for historic income-producing rehabilitation projects that choose to use historic tax credits. Yarmouth is one of the most historic towns in Maine that does not have a National Register Historic District and is among the least protected historic communities in the state.

Sources

Bassett, H., & Seeley, L. (Eds.). (2020). Yarmouth Historic Context Statement. Yarmouth, Maine. Retrieved February 14, 2023, from [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D9204-5443DC558F94%7DuploadsYarmouth\\_CONTEXT\\_STATEMENT\\_5th\\_DRAFT\\_8-31-20\\_Reduced\\_File\\_Size.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D9204-5443DC558F94%7DuploadsYarmouth_CONTEXT_STATEMENT_5th_DRAFT_8-31-20_Reduced_File_Size.pdf)

Historic and Archaeological Resources. 2010. Town of Yarmouth Comprehensive Plan 2010, 294-303. Town of Yarmouth, Maine.

Historic Preservation Ordinance. (n.d.). Yarmouth, Maine. <https://yarmouth.me.us/>

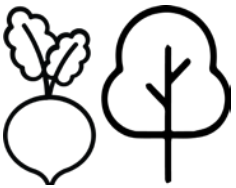
Native Land Digital. Native Land Digital [map.] Retrieved from <https://native-land.ca/>

Town of Yarmouth Historic Preservation Plan. (2018). Retrieved February 14, 2023, from [https://yarmouth.me.us/vertical/Sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Preservation\\_Plan\\_text\\_FINAL\\_DRAFT\\_09-18-20.pdf](https://yarmouth.me.us/vertical/Sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Preservation_Plan_text_FINAL_DRAFT_09-18-20.pdf)

Town of Yarmouth Historic Preservation Program. (2021). Retrieved February 14, 2023, from [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7DuploadsHP\\_Program\\_Elements\\_Binder-Reduced.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7DuploadsHP_Program_Elements_Binder-Reduced.pdf)

Vitello, R. (2022, August 31). Excavation project uncovering history in Cumberland, Casco Bay. Retrieved February 14, 2023, from Portland Press Herald. <https://www.pressherald.com/2022/08/31/excavation-project-uncovering-history-in-cumberland-casco-bay-2/>

Yarmouth Historical Society. (n.d.). Settlement Patterns and Yarmouth’s Beginnings. Retrieved February 14, 2023, from <https://www.yarmouthmehistory.org/settlement-patterns-and-the-split-of-the-town/>



# 2. Agriculture & Forest Resources

## Highlights

*There are approximately 1.6 non-contiguous square miles of prime farmland and 4.5 non-contiguous square feet of farmland of statewide importance in Yarmouth. Much of this land isn’t actively farmed and is privately owned.*

*There is approximately 1,109 acres of conserved land in Yarmouth. Approximately 70% (767 acres) of this land is town-owned, approximately 23% (252 acres) is privately owned, and less than 1% (0.14 acres) is state-owned.*

*The Frank Knight Forest is an 85-acre town-owned forest that also supports the Yarmouth Community Garden, located on farmland of statewide importance.*

*According to the Town’s assessment records, in 2021, Yarmouth had 156 acres enrolled under Farmland Tax, 10 acres under Tree Growth Tax, and 30 acres under Open Space Tax. The number of parcels and acreage enrolled in Tree Growth and Open Space tax programs has not fluctuated much since 2009, but the number of parcels and acreage in Farmland tax programs has increased steadily since 2015.*

*Although agriculture is a permitted use in Yarmouth’s land use ordinances, the Town does not have a dedicated agricultural zoning district. The Town does require cluster subdivision for large tracts of land and offers incentives to utilize this provision, but the resulting subdivisions do not generally support managed agricultural or forest land, opting for general open space preservation instead.*

*Development pressures, especially residential development, are the biggest threat to land that is ideal for farming and forestry.*



## Climate Connections

*Increasing temperatures and shifting precipitation patterns are going to continue to pose challenges to the farming industry, including shifts in the growing season, periods of drought, and potential shifts in plant hardiness zones (Maine Climate and Ag Network, 2017).*



*Prime farmland areas adjacent to the Royal River, Cousins River, and the coast may be threatened by sea level rise.*

*Forests will continue to see increased pressure from non-native and invasive pests as climates warm such as the emerald ash borer, Asian long-horned beetle, oak wilt disease, browntail moth, winter moth, hemlock woolly adelgid, and others (Maine Forest Service, 2023).*

*Warming temperatures and changing precipitation patterns (including prolonged periods of drought) will also pose changes to the type and abundance of tree species in Maine (Sturm, 2020; Gleason-Hart, 2020). Research suggests an increase in American beech, red oak, hickory species, and others that are currently at the northern end of their distribution in Maine. Other species, such as sugar and red maples, birches, firs, and spruces, are likely to decline.*

*Yarmouth's forested lands, coastal wetlands, and healthy soils store carbon. Preventing the conversion of farms and forestland to other uses can help mitigate climate change.*

*Rising temperatures and extreme weather caused by climate change will impact local agriculture and the types of crops grown.*

*Although there will be little direct impact on Yarmouth since agriculture represents a small part of Yarmouth's land use and economy, the climate impacts to state, national, and international agriculture will be felt in town. This includes disruption to services, increase in cost, and an increase in food insecurity. Supporting local farms helps create a more resilient food system that uses less resources and helps build the local economy.*

## Analyses

### Farm and Forest Resources

A majority of Yarmouth's land area is forested. According to the National Agricultural Statistics Service of the USDA census, Maine lost a significant amount of farmland between 2012 and 2017. Most towns in Cumberland County have seen a significant decline in agriculture as a result of increased development pressure, the high cost to maintain farmland, and climate change ("Building on the Strengths of Land and Sea: Policy Opportunities for Strengthening the Food System in Cumberland County, Maine," 2017). Agriculture is not as central to Yarmouth's economy and way of life as it was in the early 1900s. However, more properties are enrolled in the Farmland tax program than ten years ago. This change is likely due to the growth of smaller-scale farms in the area.

Farmland and forest lands are valuable natural resources in Yarmouth. Vegetated farmland plays an important role in releasing oxygen and slowing runoff and erosion from flooding and high winds. Forest lands stabilize soil, filter stormwater, and act as aquifer and stream recharge areas. Besides its productive value for food and timber and environmental benefits, farm and forest land also provides wildlife habitat and is an important part of the rural and scenic character in Yarmouth. The rural character of the Town, which includes agricultural lands, forested lands, open space, scenic views, and natural resources, depends, in part, on the continued maintenance of this resource and the protection of large contiguous parcels of forest land.

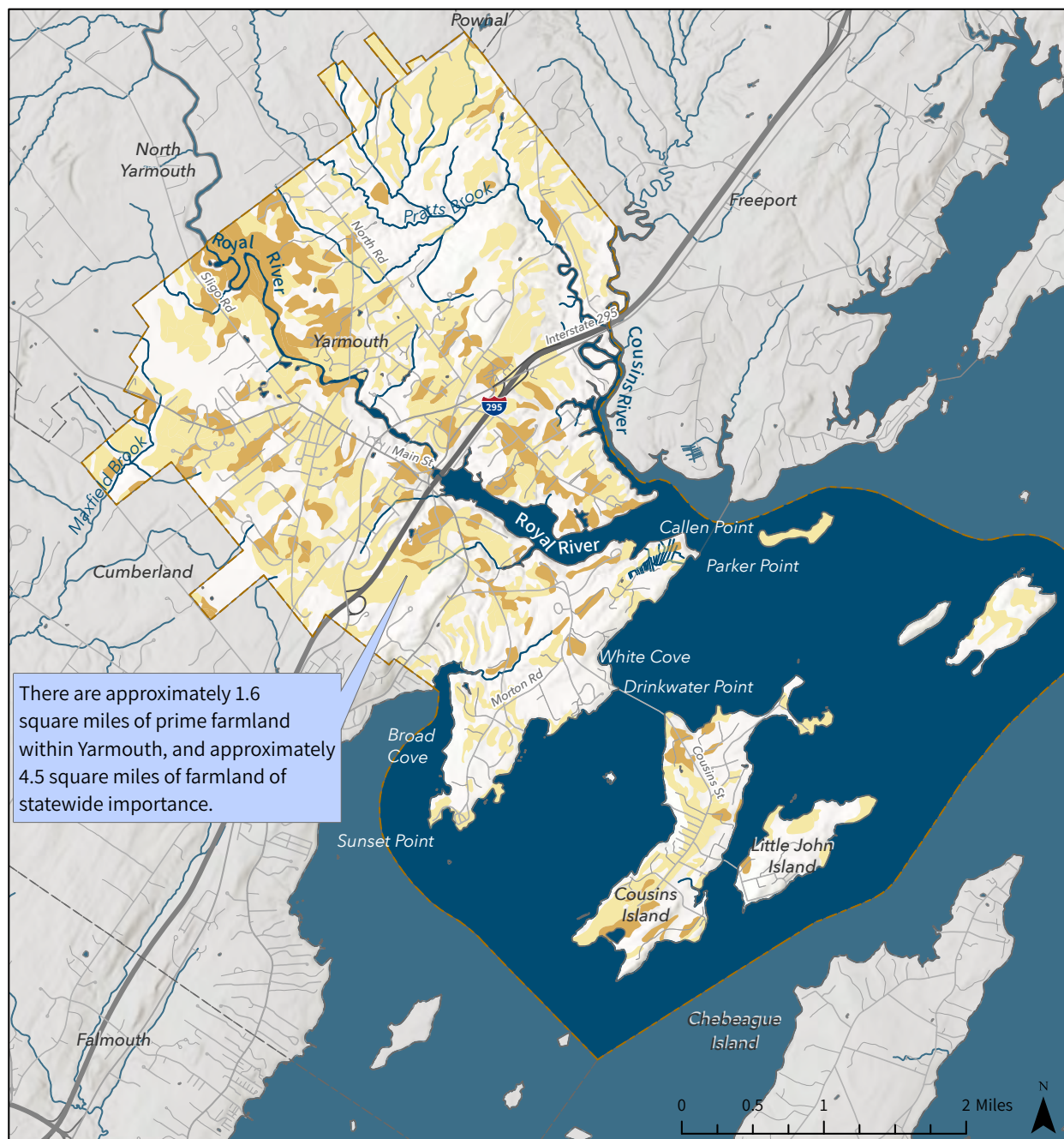
According to the Maine Department of Agriculture, Conservation, and Forestry (DACF), farmland of statewide importance are areas that are nearly prime farmland, but not classified as prime farmland, and that economically produce high yields of

crops when treated and managed according to acceptable farming methods. Prime farmland is defined as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. Prime farmland could be in cropland, pastureland, rangeland, forest land, or other undeveloped land, but not built-up land or water. The land has the soil quality, growing season and moisture supply needed to economically produce sustained high yields of crops when treated and managed, including water management (Determining Prime Farmland Solis and Soils of Statewide Importance for Siting Solar Projects in Maine, 2020).

There are approximately 4.5 non-contiguous square miles in Yarmouth that are designated as farmland of statewide importance (USDA, MEGIS, MaineDACF, 2022) as shown in Figure 2.1. Areas of farmland of statewide importance are present throughout Yarmouth, especially along the Royal River, West Elm Street, West Main Street, North Road, Granite Street, Ledge Road, and along the perimeter of Cousins Island. There is approximately 1.6 non-contiguous square miles of prime farmland in Yarmouth; the largest tract of which is located along the Royal River northwest of East Elm Street, some of which is town-owned, but the large majority is privately-owned. It is no surprise that the largest area of prime farmland is along the Royal River, where the land is supported by the river in terms of the water table and, if farmed, a potential water supply.

### Conserved Lands

According to data from the Maine Office of GIS, there are approximately 1,109 total acres of conserved land in Yarmouth. Conserved land includes open space and other natural resources that are currently managed through legal or other effective means. Approximately 70% (767 acres) of this land is town-owned, approximately 23% (252 acres) is privately owned, and less than 1% (0.14



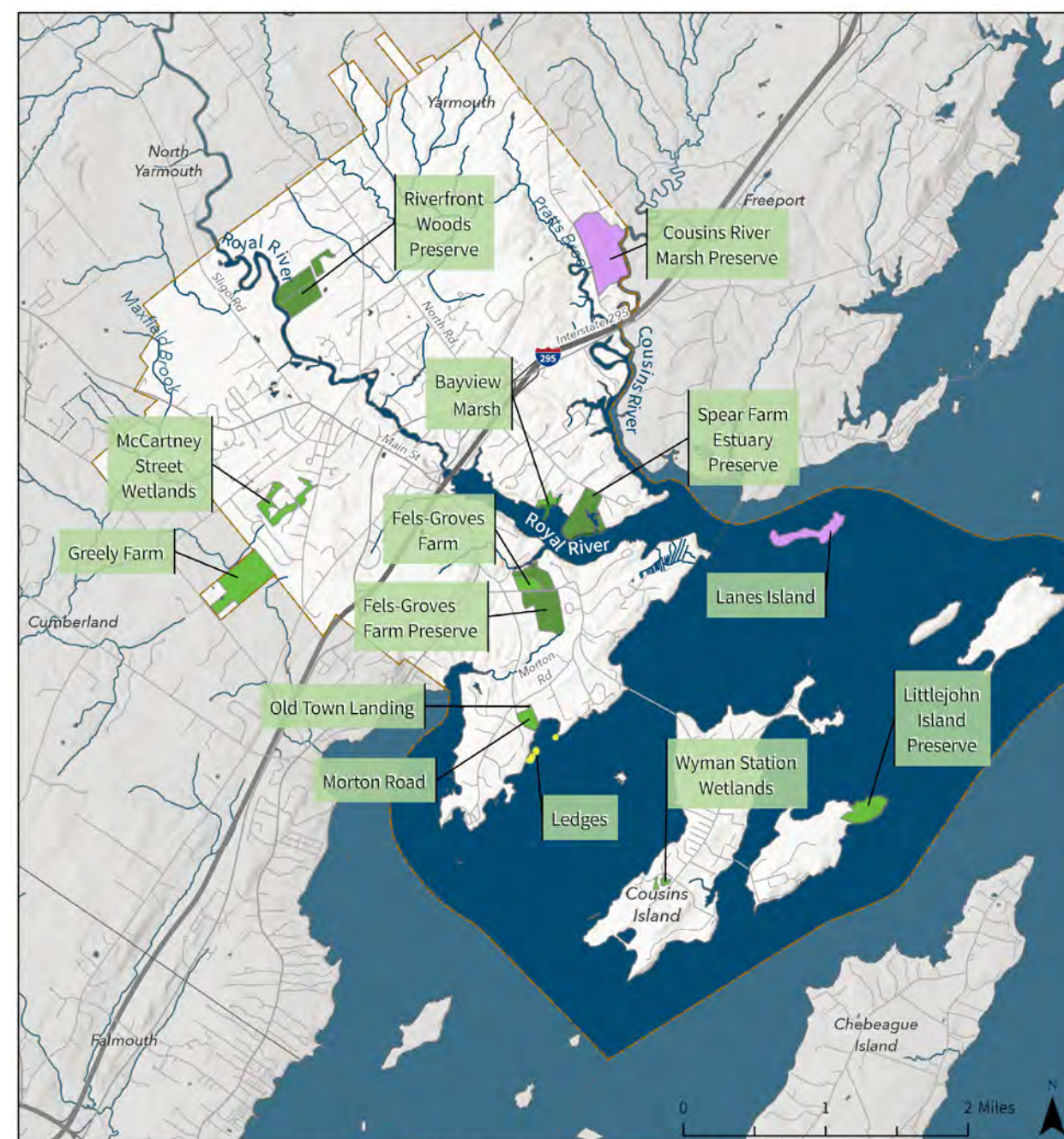
### Existing Conditions: Farmland Soils

Town of Yarmouth, Maine

Map created for planning purposes  
for comprehensive plan development.

Data sources: Town of Yarmouth,  
MHPC, Maine GeoLibrary, BwH.  
Coordinate System: NAD 1983 State  
Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

- Town of Yarmouth
  - - - Town Boundary
  - Road
  - Coastal Waters/Waterbody
  - Stream
- Farmland Soils**
  - Areas of prime farmland
  - Areas of farmland of statewide importance



### Existing Conditions: Permanently Conserved Lands

Town of Yarmouth, Maine

Map created for planning purposes  
for comprehensive plan development.

Data sources: Town of Yarmouth,  
Maine GeoLibrary.  
Coordinate System: NAD 1983 State  
Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

- Town of Yarmouth
  - - - Town Boundary
  - Road
  - Stream
  - Coastal Waters/Waterbody
- Permanently Conserved Land, by Holder**
  - Town of Yarmouth/Maine Minor Civil Division
  - Royal River Conservation Trust
  - Maine Coast Heritage Trust
  - Maine Bureau of Parks and Lands\*
- \*The ledges are small coastal islands and are the only Maine Bureau of Parks and Lands conserved land in Yarmouth.

Figure 2.1 Farmland Soils

Figure 2.2 Permanently Conserved Land

acres) is state-owned.

The Royal River Conservation Trust (RRCT) is based in Yarmouth and works with private landowners, municipalities, and others within the Royal River watershed who are interested in conserving land in perpetuity by acquiring land through donation or purchase and utilizing conservation easements. The Town does actively work with RRTC, which holds conservation easements on Spear Farm Estuary Preserve, Fels-Grove Farm Preserve, Riverfront Woods Preserve, and Littlejohn Island Preserve, RRCT also worked with Maine Coast Heritage Trust to protect the Cousins River Marsh and Watershed property at the corner of Granite Street and Old County Road, a property of over 80 acres including salt marsh, forestland, and agricultural soils, including areas of farmland of statewide importance as shown on Figure 2.1. Finally, the Greely Farm is currently protected under a conservation easement held by RRCT.

Regulatory Measures

The Yarmouth Zoning Ordinance permits agriculture as a use in the Rural Residential and Low Density Residential districts, but requires a Shoreland Permit from the Planning Board to occur in the Resource Protection and Shoreland Overlay districts. Agricultural-related uses, such as commercial greenhouses, are also allowed in the Route 1 Corridor Character District (CD4-C) of the Character Based Development Code.

In the Rural Residential and Low Density Residential zones, minimum lot sizes of two (2) to three (3) acres are required for single-family residences, respectively, and minimum lot sizes of four (4) to six (6) acres are required for two-family residences, respectively. Some land is preserved for yard space on most lots, but significant parcels of open space are generally not found in large lot developments. The original intent

of having larger minimum lot sizes was to lessen density to preserve rural character. Ultimately the effect of larger lot sizes is suburban sprawl and reduced density. Larger minimum lot sizes in rural areas also deny landowners the opportunity to subdivide their property in a manner that will best promote continued forest management and retention of agricultural land.

Residential development is the biggest potential threat to farm and forest land in Yarmouth. Soils that are valuable for farming and forestry are also highly suitable for development. Cluster development allows for smaller lot sizes that are concentrated closer together in a creative design that allows for the preservation of a greater amount of open space. Yarmouth permits cluster development in the Rural Residential, Low Density Residential, and Medium Residential zoning districts. Cluster development is not mandatory unless a subdivision of 20 acres or more is proposed, although many of residential subdivisions utilize this process due to the incentives. Cluster subdivisions that preserve greater than 10 acres of sustainably managed agricultural or forest land through easement or deed restriction are granted a density bonus of 5%. The density bonus is a valuable incentive for developers, but currently has not been used yet by the town. Other density bonuses relate to open space, public access, creation of contiguous open space, and affordable housing. Exceeding the minimum requirement of open space and offering public access are the incentives most often pursued.

Conditions and Trends

Timber Harvesting Information

Figure 2.3 shows timber harvesting information for Yarmouth between 1991 and 2020. The type of harvest is divided into selection harvests, shelterwood harvests, and clearcut harvests. A portion of forested land in Yarmouth is being managed for timber

products. Timber harvesting has generally fluctuated over the years. Between 2001 and 2020 there were no clearcut harvest acres.

Selection harvesting is a method of harvesting in which individual trees or small groups of trees are removed to regenerate new seedlings and maintain an uneven aged forest. Shelterwood harvesting is a method of regenerating new even aged stands by harvesting all mature trees in an area in a series of two or more cuts occurring within 10-20 years. Clear cutting is a forest harvesting practice in which most or all trees are removed from the site. Clearcuts are used for immediate commercial purposes and for regeneration of future forests (Glossary of Forestry Terms: What Will My Woods Look Like?: Projects: Maine Forest Service: Maine DACF, n.d.).

Yarmouth would benefit from additional clear-cutting and shelterwood harvesting. Foresters have predominantly used the “Selection Harvesting Technique” on the majority of harvested acres in Yarmouth. Implementing predominantly one forestry practice, such as selective harvesting, can limit the age classes of forest on the landscape, resulting in a decrease in wildlife habitat.

Tax Program Enrollment

Maine incentivizes the active management and utilization of working lands through its Current Use Taxation Program. By enrolling eligible parcels in this program, landowners can receive favorable property tax assessment reductions and municipalities can encourage the active use of natural and working lands. Under the Farmland Use program, a property owner is required to have at least five (5) contiguous acres in their tract of land and the tract must contribute at least \$2,000 gross income from farming activities each year. Under the Open Space Use program, the tract must be preserved or restricted in use to provide a public benefit. The Tree Growth Use program provides a benefit for owners of at least ten (10) acres of forested land used for commercial harvesting.

According to the town’s assessment records, in 2021, Yarmouth had 156 acres enrolled under Farmland Tax, 10 acres under Tree Growth Tax, and 30 acres under Open Space Tax (see Figure 2.4, following page.)

In 2009, there were very few parcels under the Farmland, Open Space, and Tree Growth tax programs. As of 2021, the number of parcels under Farmland has increased to 12. The number of parcels under Open Space

Year	Selection Harvest Acres	Shelterwood Harvest Acres	Clearcut Harvest Acres	Total Harvest Acres	Change of Land Use Acres	Number of Active Notifications
1991-1995	133	30	3	166	3	8
1996-2000	347	0	1	348	19	20
2001-2005	72	0	0	72	0	6
2006-2010	62	0	0	62	3	9
2011-2015	100	70	0	170	37.8	10
2016-2020	125	0	0	125	23	12
Total	839	100	4	943	86	65
Average	140	17	1	157	14	11

Figure 2.3 Timber Harvesting in Yarmouth  
Source: Maine Forest Service year-end landowner reports

Year	Farmland		Open Space		Tree Growth	
	Number of Parcels	Acres	Number of Parcels	Acres	Number of Parcels	Acres
2009	2	44	2	58	1	10
2010	4	135	2	58	1	10
2011	4	135	2	58	1	10
2012	4	154	1	58	1	10
2013	6	172	1	57.54	1	10
2014	6	77	1	88	1	10
2015	4	64	2	88	1	10
2016	8	83	2	86	1	10
2017	10	107	2	78	1	10
2018	11	106	2	78	1	10
2019	11	149	1	28	1	10
2020	13	156	2	30	1	10
2021	12	156	2	30	1	10

Figure 2.4 Farmland, Open Space, and Tree Growth Acreage in Yarmouth  
Source: Maine Forest Service year-end landowner reports

and Tree Growth has generally remained the same. The acreage of land held under Farmland has increased. The acreage of land held under Open Space is starting to decline even though the number of parcels has remained roughly the same. The acreage of land held under Tree Growth has remained the same over the years.

Figures 2.5 and 2.6 show trends of the amount of land enrolled in the Farmland tax program. As seen below the number of parcels enrolled has steadily increased, while the amount of acres enrolled has fluctuated slightly, but has been steadily increasing since 2015. This supports the trend of seeing more smaller scale farms throughout Yarmouth.

Local Farms

Yarmouth has some smaller farms that are limited in the volume and diversity of products they produce. Those farms do not serve a large commercial purpose or provide any type of recreational or tourist benefit to the town. Language in the current

Zoning Ordinance could be amended to include further protections and development restrictions on farmland.

The Rural Residential district in the Yarmouth Zoning Ordinance is intended to allow for residential uses at low density and for recreational and agricultural pursuits. The district allows for agricultural products to be produced on the premises or elsewhere, but does not allow for on-premise retail sales or consumption, or on-premise processing of products not produced on the premises. This standard limits business growth and the type of products that farmers can sell. Though both the Rural Residential and Low Density Residential districts include agriculture and farming as a permitted use, without a designated agricultural district, the Town cannot incentivize much protection of farmland. Having a designated agricultural zone with extremely restrictive development could reduce development pressure and help to further conserve farmland.

As mentioned in the USDA “Growing Food Connections” report on the loss of farmland

in Cumberland County, farming is expensive. The economic prospects of farmers are limited. It is challenging to find suitable land for farming that is close to consumer markets. Climate change is also impacting growing seasons and water quality, which reduces agricultural productivity (USA “Growing Food Connections”, 2015 pg. 4).

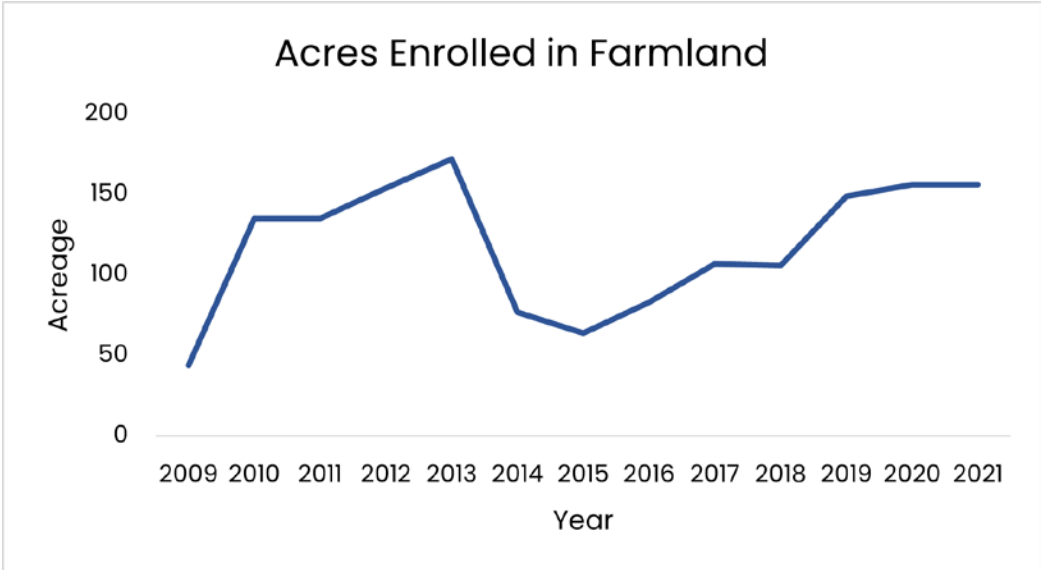


Figure 2.5 Acres of land enrolled in the Farmland tax program in Yarmouth  
Source: Municipal Valuation Return Statistical Summary (2009-2021)

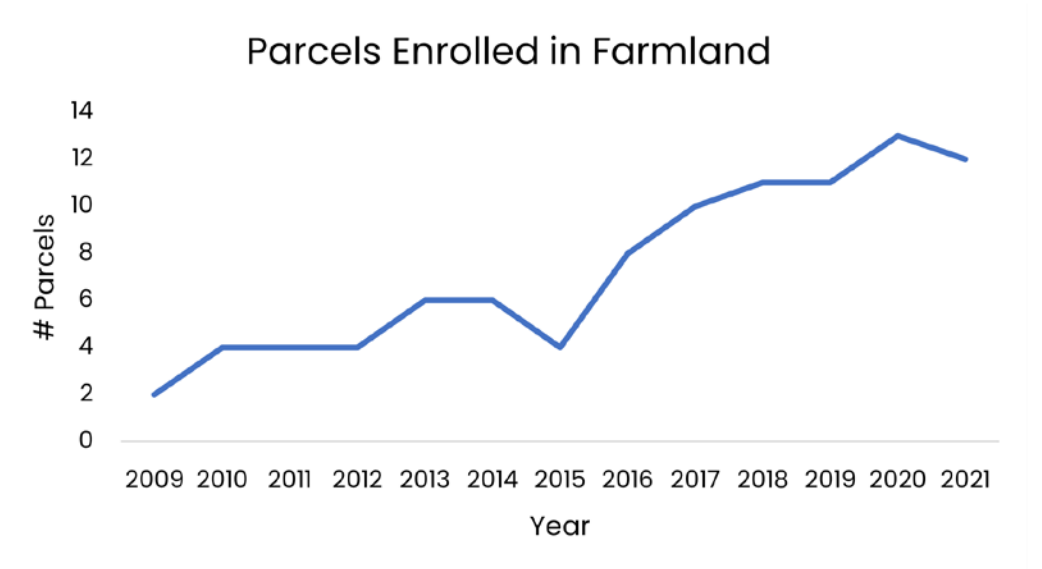
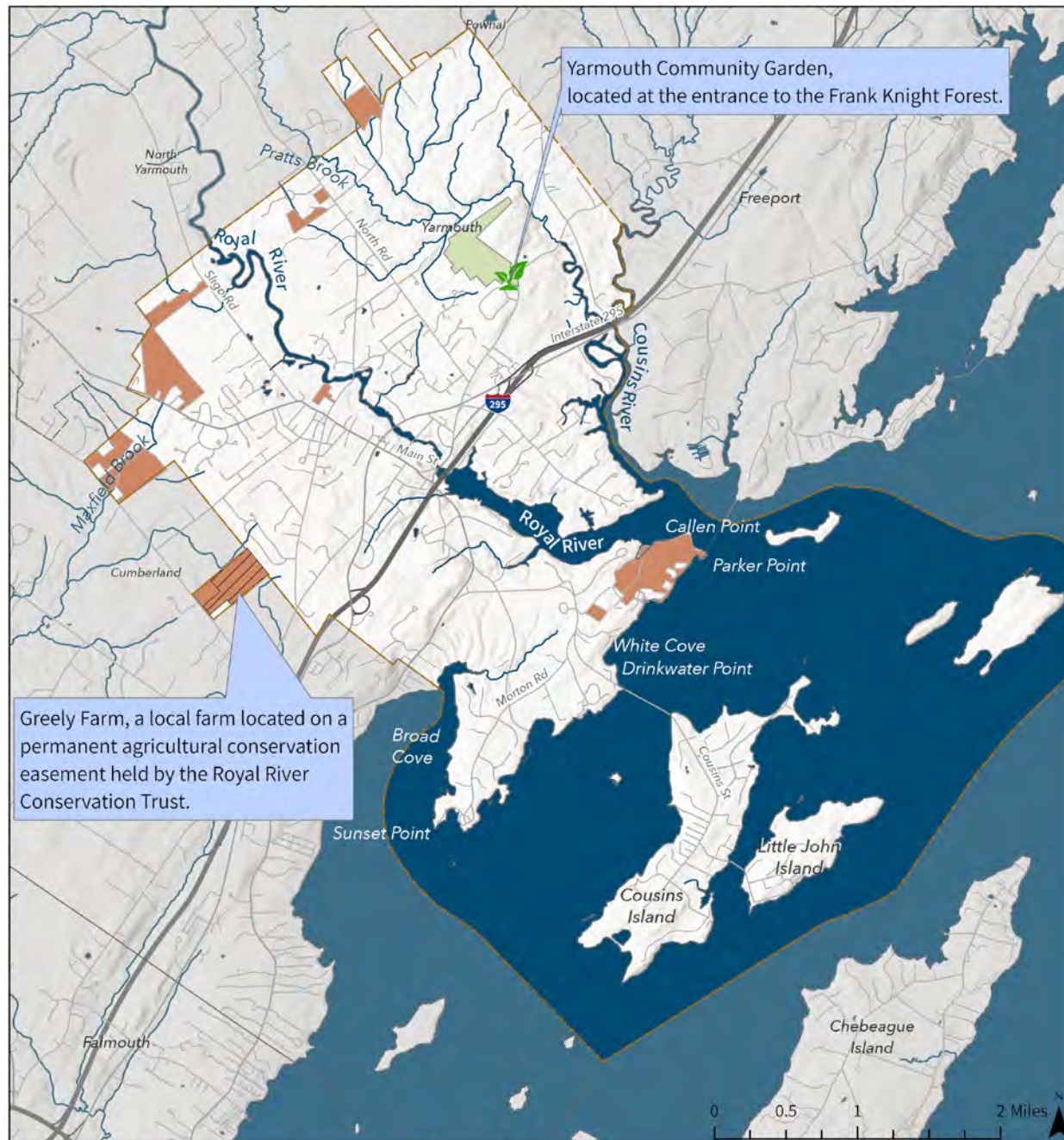


Figure 2.6 Number of parcels enrolled in the Farmland tax program in Yarmouth  
Source: Municipal Valuation Return Statistical Summary (2009-2021)



### Existing Conditions: Farmland Parcels

#### Town of Yarmouth, Maine

Map created for planning purposes for comprehensive plan development.

Data sources: Town of Yarmouth, Maine GeoLibrary, BvH.  
Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

- Town of Yarmouth
- Town Boundary
- Road
- Coastal Waters/Waterbody
- Stream
- Community Garden
- Frank Knight Forest, location of Yarmouth Community Garden
- Greely Farm
- Farmland Current Use Tax Program (2022-2023)

As noted above, residential development is the primary threat to farm and forest land in Yarmouth due to the suitability for development, but also the noted limitations of the current zoning to support agricultural uses.

### Greely Farm

Greely Farm is a diversified farm on 65 acres of conserved farmland and abuts the West Side Trail. The farm is one of Yarmouth's last remaining farms. The farm is currently a working farm and is not open to the public. Wherever possible, the owner focuses on regenerative agriculture practices and grass fed animal products. The previous owners donated a permanent agricultural conservation easement to the Royal River Conservation Trust in 2009.

### Beckwith's Range Pond Farm

Beckwith's Range Pond Farm was formerly known as Beckwith Gardens and is located on the far western corner of town off West Main Street. The farm is 10-15 acres specializing in vegetables, flowers, and plants,

### Meadowood Farm

Meadowood Farm is also located on the far western corner of town off West Main Street. The owners farm approximately 75 acres in Yarmouth and produce mixed vegetables, herbs, cut flowers, and seedlings.

### Estabrooks

Estabrooks is a family-operated nursery and garden center located off East Main Street. The facility contains garden plots for trees, shrubs, and perennials and includes retail service. Customers can purchase seeds from the garden center to grow their own produce at home as well.

### Frank Knight Forest

The Frank Knight Forest comprises 5 town-owned parcels totaling approximately 85

acres. The forest is a significant resource in Yarmouth as it is one of the largest undeveloped and scenic open spaces in the town. The property features open meadows and both young and mature woods, and includes areas of farmland of statewide importance.

The forest provides a number of benefits to the town including outdoor recreation, education, protection of significant ecological habitat, supporting the town's open space plan, protecting water quality, and maintaining the town's scenic and rural character. A management plan was adopted in 2023 for the property to provide recommendations on land stewardship and maintenance. The management plan includes long-term recommendations on improved access, ecological health, potential future expansion, and securing permanent protections.

### Yarmouth Community Garden

The Yarmouth Community Garden is located on East Main Street. The Yarmouth Community Garden was started in 2003 and is planted, maintained, and harvested all by volunteers. The Community Garden is located on a two-acre portion of the Frank Knight Forest, and is one of the largest and most diversified organic community gardens in Maine. The garden has three primary areas: the one-half acre community plot, one-half acre of rental plots, and a children's garden, all supported by working beehives. The garden raises about 4,000 pounds of vegetables per year and all produce is donated to people in need, including the Yarmouth Community Food Pantry and three senior housing complexes.

### Yarmouth Farmers' Market

The Yarmouth Farmers' Market runs every Thursday 3:00-6:00 pm starting in early May and running through late October. The market is located at Bickford Pavilion and features a variety of vendors both local

Figure 2.7 Farmland Parcels



Yarmouth Community Garden  
Photo: Yarmouth Community Garden

to Yarmouth and from around the region, food trucks, and live music. In 2022, there were 16 different seasonal vendors and 25 guest vendors. Of the seasonal vendors, 3 were local to Yarmouth and the rest were from around Cumberland County mostly from Freeport and Portland. Starting with the 2023 season, the market also offered an indoor winter market during November and December at the 317 Community Music Center located on Main Street.

The Market also offers a food voucher program to reduce barriers to the fresh foods at the market. The program is funded by local businesses, nonprofits, and the occasional grant.

**Community Supported Agriculture**

Community Supported Agriculture (CSA) is a farming model built on fairness and transparency for both the farmer and the consumer. At CSA, a consumer purchases a share of a farm up-front which provides financial security to the farmer for the season. In return, the consumer receives a regular box of fresh produce. Yarmouth does not have a CSA. The closest active CSA is Sound Pine Farm in Brunswick.

**Sources**

Maine’s Loss of Farmland & Rise of Small Farms Historical Marker. (2021, November 16). <https://www.hmdb.org/m.asp?m=186019>

Building on the Strengths of Land and Sea: Policy Opportunities for Strengthening the Food System in Cumberland County, Maine. (2017). Growing Food Connections. <http://growingfoodconnections.org/publications/briefs/exploring-stories-of-opportunity/cumberland-county-maine/>

DETERMINING PRIME FARMLAND SOILS AND SOILS OF STATEWIDE IMPORTANCE FOR SITING SOLAR PROJECTS IN MAINE. (2020). <https://www.maine.gov/dacf/ard/resources/docs/prime-farmland-determination-guidelines-v6.pdf>

Layer: Maine Conserved Lands – All (ID: 0). (n.d.). [https://gis.maine.gov/arcgis/rest/services/acf/Conserved\\_Lands/MapServer/0](https://gis.maine.gov/arcgis/rest/services/acf/Conserved_Lands/MapServer/0)

Preserves, Trails & Farms – Royal River Conservation Trust. (n.d.). <https://rrct.org/preserves-trails/>

Glossary of Forestry Terms : What will my woods look like? : Projects : Maine Forest Service: Maine ACF. (n.d.). [https://www.maine.gov/dacf/mfs/projects/what\\_will\\_my\\_woods\\_look\\_like/glossary.html](https://www.maine.gov/dacf/mfs/projects/what_will_my_woods_look_like/glossary.html)

Gleason-Hart, N. (2020). Adapting Your Woodlot to a Changing Climate Assisted Migration. Retrieved from Maine Organic Farmers and Gardeners: <https://www.mofga.org/resources/forestry/adapting-your-woodlot-to-a-changing-climate-assisted-migration/>

Current Land Use Programs | Maine Revenue Services. (n.d.). <https://www.maine.gov/revenue/taxes/tax-relief-credits-programs/property-tax-relief-programs/land-use-programs#:~:text=The%20State%20of%20Maine%20has,rather%20than%20at%20market%20value.>

Greely Farm – Royal River Conservation Trust. (n.d.). <https://rrct.org/farmsfood/greely-farm/>

Rang Pond Farm | portlandmarket. (n.d.). Portlandmarket. <https://www.portlandmainefarmersmarket.org/rang-pond-farm>

Meadowood Farm | portlandmarket. (n.d.). Portlandmarket. <https://www.portlandmainefarmersmarket.org/meadowood-farm>

Maine Climate and Ag Network. (2017). Farm Response to Changing Weather. Retrieved from <https://umaine.edu/climate-ag/farm-response-changing-weather/>

Maine Forest Service. (2023). Invasive Threats to Maine’s Forests and Trees. Retrieved from [https://www.maine.gov/dacf/mfs/forest\\_health/invasive\\_threats/index.htm](https://www.maine.gov/dacf/mfs/forest_health/invasive_threats/index.htm)

Sturm, M. (2020, September 10). How Climate Change is Impacting Maine’s Forests & Industries that Depend on Them. Retrieved from Natural Resources Council of Maine: <https://www.nrcm.org/climate/climate-change-impacting-maine-forests/>

Maine Garden Center and Nursery. (n.d.). Estabrook’s. <https://www.estabrooksonline.com/>

Website — Yarmouth Farmers Market. (n.d.). Yarmouth Farmers Market. <http://www.yarmouthfarmersmarket.org/news>

Yarmouth Community Garden. (n.d.). Yarmouth Community Garden. <https://yarmouthcommunitygarden.org/>



### 3. Population & Demographics

#### Highlights

Yarmouth has experienced slow population growth over the past 30 years, after five decades of significant population growth that started in the 1940s. Total population numbers and change patterns are very similar between Yarmouth, Freeport, and Cumberland, but Falmouth, the closest of Yarmouth’s peer communities to Portland, has grown faster in recent decades.

The population is increasing in school-age children and adults over the age of 50. This is known as “growth at the tails” of each end of the total population range. The most significant change is the drop in the percentage of young adults and younger middle-aged people in town. The median age is 49.4.

Average household size and average family size have remained relatively unchanged over the last thirty years, although nuance in the data might show differences in how people are now living together versus previously.

Median household income in Yarmouth is \$104,275, higher than Cumberland County and Maine averages. However, since the late 1990s, household income in Yarmouth and Cumberland County are moving closer together.

Population projections based on actual historic data shows a gradual population increase, while the Maine State Economist projects Yarmouth’s population will decrease over the next 20 years. It is likely that projections based on the actual data from past years in more accurate than the State Economist project due it reliance on estimated data.



## Climate Connections

Climate migration may have an impact on the future of Yarmouth's population. In the broader scope of the United States, Maine may be seen as a climate refuge with relatively moderate impacts from climate change compared to other regions and may therefore experience an increase in population. However, the Maine coast is also experiencing faster changes than inland Maine, which could cause smaller-scale population changes within Yarmouth as sea level rise causes shifts away from the coast.



Climate migration patterns may be very challenging to predict and model separately from other sources of migration.

The need for more housing and development for a growing population may put pressure on natural areas if additional land is needed for building.

Urban heat island effects may encourage more residential growth outside of densely developed downtown areas and into the more rural areas.

Social and economic vulnerability will impact the ability of Yarmouth residents to adapt to climate change. The growing population of older adults may experience exacerbated health and safety risks due to intensifying storms and extreme heat. Households with lower incomes and retired people on a fixed income may struggle to afford needed maintenance and upgrades to cope with a changing climate or increase efficiency. These households may not be able to find a home beyond areas that will experience sea level rise or inland flooding.

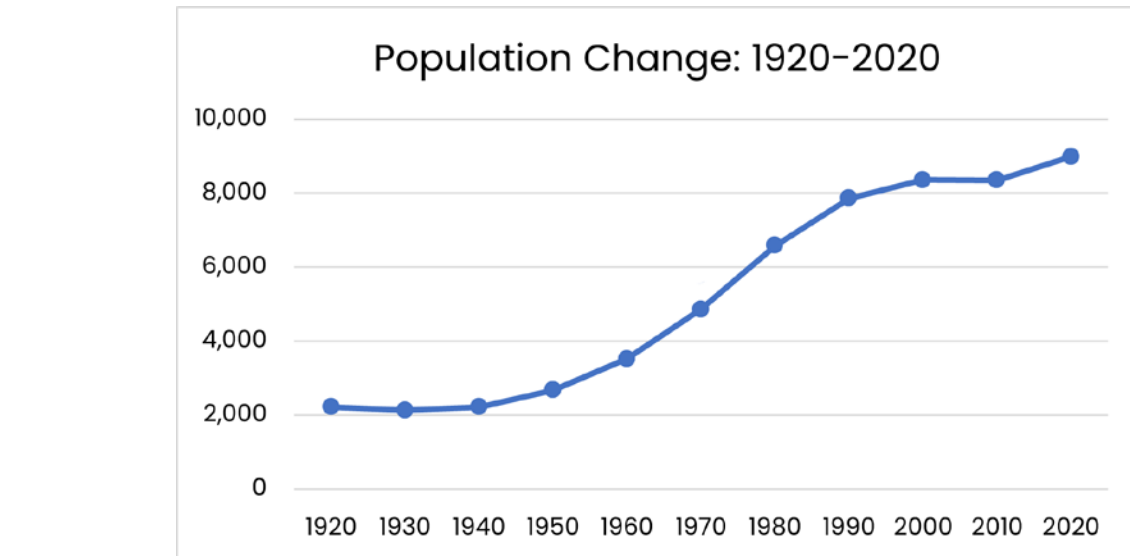


Figure 3.1 Yarmouth Population Change, 1920-2020

Source: US Census

## Analyses

### Population

Understanding population change in Yarmouth and population projections is essential in planning for the future needs of the community. Yarmouth has seen relatively slow population growth over the last 30 years compared to the five consecutive decades of double-digit growth starting in the 1940s. The most recent US Census data shows an increase of 7.7% between the 2010 and 2020 Census counts, but the population was relatively flat through the 1990s and 2000s, with a 6.3% increase in the 2000s and a small decline in the 2010s.

It is valuable to view these changes in the context of the region. Comparing Yarmouth to the state and county, as well as peer communities within the region can help add perspective and meaning to these numbers. For the purposes of this planning effort, peer communities that will appear in these comparisons include Falmouth, Cumberland, and Freeport. These communities are all coastal communities along Route 1 north of Portland. Total population numbers and

Year	Population	% change
1920	2,216	
1930	2,125	-4.1%
1940	2,214	4.2%
1950	2,669	20.6%
1960	3,517	31.8%
1970	4,854	38.0%
1980	6,585	35.7%
1990	7,862	19.4%
2000	8,360	6.3%
2010	8,349	-0.1%
2020	8,990	7.7%

Figure 3.2 Yarmouth Population Change chart

Source: US Census

change patterns are very similar between Yarmouth, Freeport, and Cumberland as shown in Figure 3.3. Falmouth, the closest of these peer communities to Portland, has grown faster in recent decades than other peer communities listed here.

Figures 3.4 and 3.5 compare area growth rates with the County and State. Since at least the 1990s, Cumberland County has

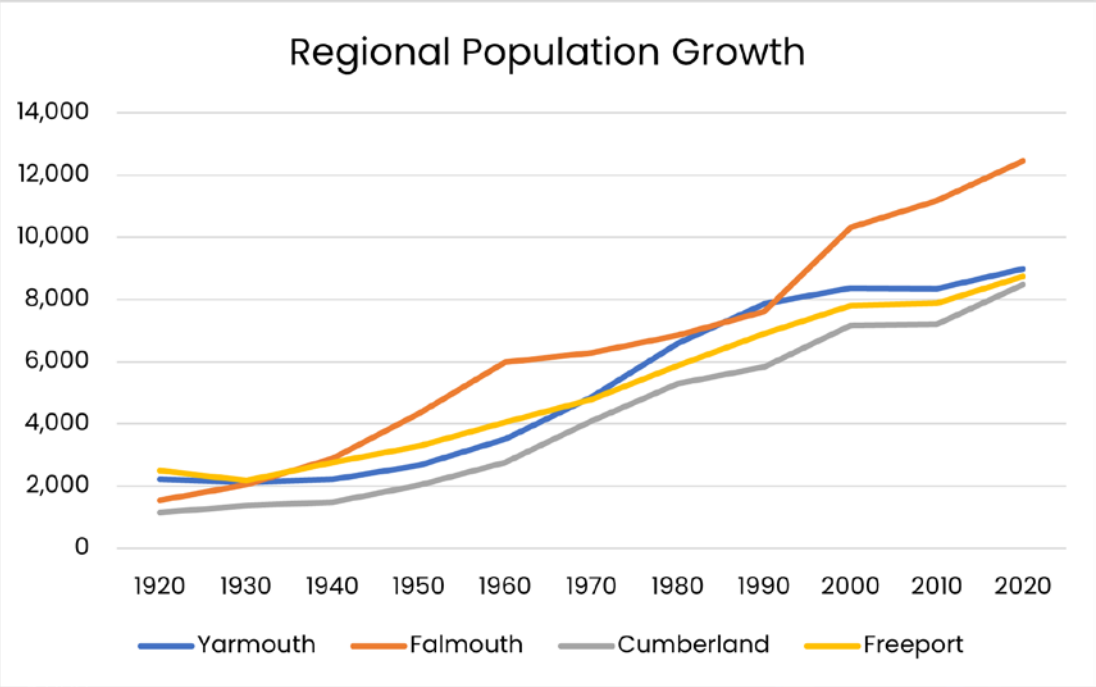


Figure 3.3 Regional Population Growth  
Source: US Census

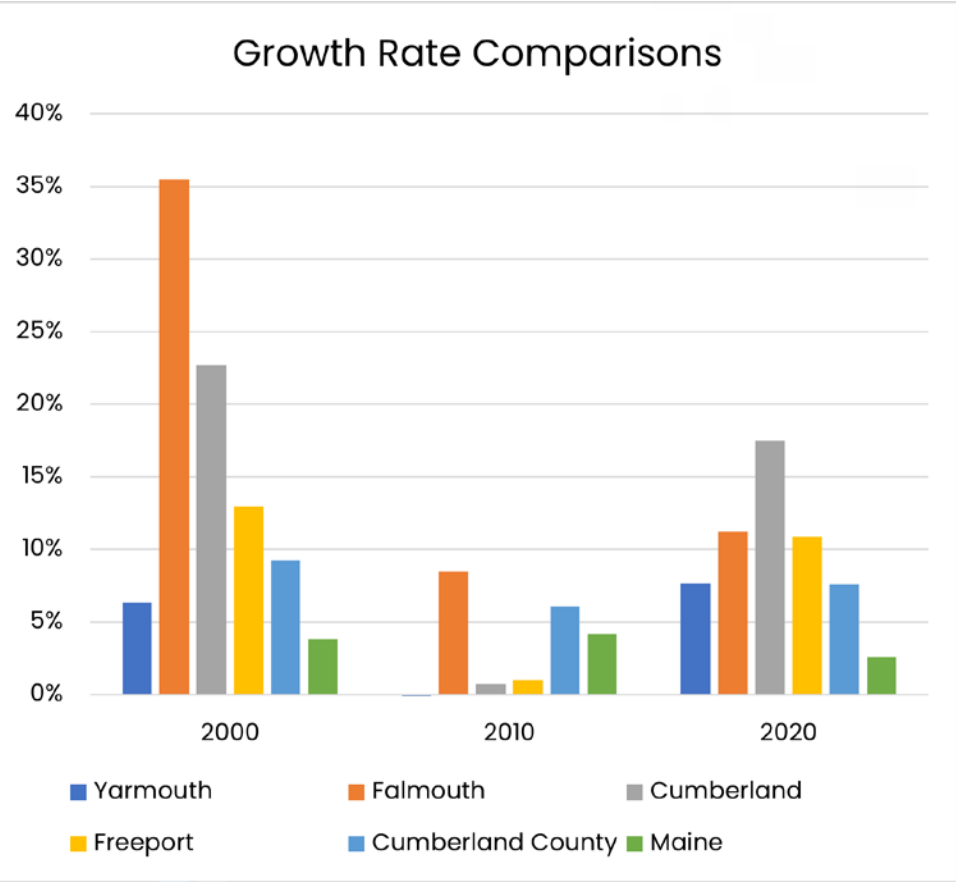


Figure 3.4 Regional Growth Rate Comparisons  
Source: US Census

been a relatively fast-growing county in a slow-growing state. Yarmouth’s growth rate has consistently lagged behind the referenced peer communities and the County in recent decades, with the exception of essentially matching the County growth rate between 2010 and 2020.

Population change is made up of two components: natural population change and migration. Natural population change is based on the total number of births and deaths within a given geography. Migration is based on the movement of people from one place to another.

The natural population component of population change for Yarmouth, the County, and the state are shown for the years 2011-2021 in Figure 3.6. This table shows

that Yarmouth, like the state overall, has consistently had more deaths than births annually, and the population increases seen in Yarmouth and Maine overall are due to positive net migration (more people moving in than moving out). It is interesting to note that during the early part of this reporting period, Cumberland County was showing natural population growth, with more births than deaths.

The American Community Survey (ACS) provides another component of population changes. For 2021, the ACS estimates that out of a total population of 8,814, about 7,563 were in the same house in Yarmouth as last year. 861 people moved to Yarmouth from other Cumberland County communities, 189 moved from different counties in Maine, 201 people moved to Yarmouth from other states,

Year	Yarmouth	Falmouth	Cumberland	Freeport	Cumberland County	Maine
2000	6.3%	35.5%	22.7%	13.0%	9.2%	3.8%
2010	-0.1%	8.5%	0.7%	1.0%	6.0%	4.2%
2020	7.7%	11.3%	17.5%	10.9%	7.6%	2.6%

Figure 3.5 Regional Growth Rate Comparison chart  
Source: US Census

Yarmouth				Cumberland County			Maine		
Year	Births	Deaths	Net	Births	Deaths	Net	Births	Deaths	Net
2011	62	83	-21	2,685	2,435	250	12,698	12,996	-298
2012	63	82	-19	2,756	2,424	332	12,692	12,875	-183
2013	67	79	-12	2,874	2,582	292	12,767	13,544	-777
2014	55	72	-17	2,842	2,530	312	12,678	13,511	-833
2015	51	99	-48	2,718	2,701	17	12,588	14,465	-1,877
2016	72	83	-11	2,824	2,620	204	12,695	14,173	-1,478
2017	69	84	-15	2,724	2,720	4	12,284	14,665	-2,381
2018	69	102	-33	2,711	2,760	-49	12,299	14,708	-2,409
2019	62	90	-28	2,672	2,812	-140	11,763	15,068	-3,305
2020	71	80	-9	2,750	2,950	-200	11,532	15,737	-4,205
2021	64	106	-42	2,870	3,093	-223	12,001	17,270	-5,269

Figure 3.6 Births and Deaths  
Source: Maine Dept. of Health and Human Services, Maine Center For Disease Control and Prevention, Data, Research, and Vital Statistics

and none moved directly from another country. Figure 3.7 provides additional detail.

When an area experiences rapid population growth, the growth is usually due to families moving into an area as opposed to children being born as illustrated in Figures 3.6 and 3.7. Although there are likely many reasons that a family may choose to move to Yarmouth, the community is often cited as having excellent schools, beautiful open spaces and recreational opportunities, and a quintessential New England downtown.

Demographics

Age Distribution

According to the 2021 American Community Survey Estimate, Yarmouth’s median age in 2021 was 44.0 years old, which is slightly older than Cumberland County as a whole (41.9 years old) and slightly younger than the median for the State (44.7 years old).

A more detailed view of how the age of people who live in Yarmouth has changed can provide insight into the types of facilities and services that may be needed in the future. For example, an increase in school-age children can indicate that Yarmouth is an attractive place for families with children to locate, and that would have implications for the school system and recreational offerings. An increase in the number of people over 65 could show that Yarmouth prioritizes aging-in-place initiatives, or is better able to serve people living in assisted living and rehabilitation facilities.

The decennial census states that the town has grown by 641 people, from 8,349 to 8,990, between 2010 and 2020. The American Community Survey estimates for the 5-year periods ending in 2011 and 2021, which contain the age breakdowns, estimate populations of 8,383 and 8,903 for the same period. These are the totals that are used for the age distribution analysis

Age	Moved within same county	Moved from different county, same state	Moved from different state
1 to 4 years	18	12	0
5 to 17 years	361	0	0
18 and 19 years	19	0	0
20 to 24 years	21	0	29
25 to 29 years	40	0	18
30 to 34 years	33	69	16
35 to 39 years	0	1	0
40 to 44 years	0	21	9
45 to 49 years	33	14	0
50 to 54 years	256	0	0
55 to 59 years	32	41	35
60 to 64 years	10	0	0
65 to 69 years	27	21	14
70 to 74 years	0	0	59
75 years +	11	10	21

Figure 3.7 Migration into Yarmouth by Age  
Source: 2021 ACS Table B07001 - Geographic Mobility in the past year by age for current residence

below. Note that there is a margin of error for these estimates, and as such percentages do not add up to 100%.

Based on the age estimates from the ACS for 2021 and 2011, Yarmouth’s population does seem to be generally getting older. Beyond that high-level finding, there is more detail in the age category breakdowns as shown in Figures 3.8 and 3.9.

The character of the population seems to have changed based on the increase in the relative number of school-age and preschool-age children within the town’s overall population, and an increase in the relative number of people aged 70 and older. This presents an interesting situation of “growth at the tails” of each end of the total population range. That said, any changes expressed here are within the margins of error for this data set. The most significant change is the drop in the percentage of young adults and younger middle-aged people in town which can not be explained through errors in the estimates alone, but might be a result of increasing housing costs in the region.

Age Range	2011	2021
up to 19 years old	25.3%	27.1%
20-49 years old	39.3%	16.7%
50-69 years old	34.4%	31.1%
70+	11.7%	16.1%

Figure 3.8 Population Distribution by broad age range  
Source: 2011 and 2021 ACS 5-Year Estimates

Looking at the actual numbers from the ACS, rather than the relative share of each age category, shows interesting trends. Figure 3.10 shows a finer-grained perspective of the data from the ACS from the same periods. The table shows not only the relative changes based on the percentage of the overall population, but also absolute changes based on the overall numbers. Increases are shown in green and decreases are shown in light red.

This view of the data seems to suggest that Yarmouth populations changes are less about the “tale of the tails” and more about the decreasing number of young adults of home buying and family forming age with a corresponding drop in children under age 5,

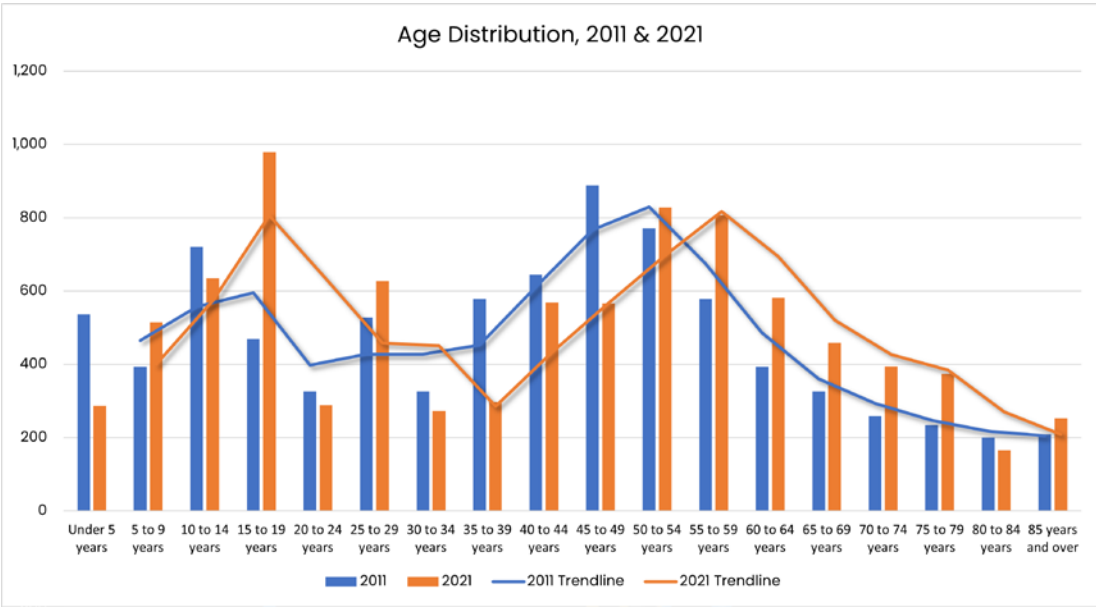


Figure 3.9 Age Distribution  
Source: 2011 and 2021 ACS 5-Year Estimates

Age Range	2011 #	2011 %	2021 #	2021 %	# change	% change
Under 5 years	537	6.4%	287	3.2%	-250	-3.2%
5 to 9 years	394	4.7%	515	5.8%	121	1.1%
10 to 14 years	721	8.6%	635	7.1%	-86	-1.5%
15 to 19 years	469	5.6%	979	11.0%	510	5.4%
20 to 24 years	327	3.9%	289	3.2%	-38	-0.7%
25 to 29 years	528	6.3%	628	7.1%	100	0.8%
30 to 34 years	327	3.9%	273	3.1%	-54	-0.8%
35 to 39 years	578	6.9%	298	3.3%	-280	-3.6%
40 to 44 years	645	7.7%	569	6.4%	-76	-1.3%
45 to 49 years	889	10.6%	566	6.4%	-323	-4.2%
50 to 54 years	771	9.2%	828	9.3%	57	0.1%
55 to 59 years	578	6.9%	807	9.1%	229	2.2%
60 to 64 years	394	4.7%	582	6.5%	188	1.8%
65 to 69 years	327	3.9%	459	5.2%	132	1.3%
70 to 74 years	260	3.1%	395	4.4%	135	1.3%
75 to 79 years	235	2.8%	375	4.2%	140	1.4%
80 to 84 years	201	2.4%	165	1.9%	-36	-0.5%
85 years +	210	2.5%	253	2.8%	43	0.3%

Figure 3.10 Age Distribution  
Source: 2011 and 2021 ACS 5-Year Estimates

and an increase in older families with high school aged children headed by older adults. A secondary finding is a slight increase in people aged 25-29 years. This could be an indicator of young adults living in apartments or living at home with older parents.

Charting the population numbers and adding a trendline is another way of looking at these same numbers. As shown previously in Figure 3.9, the 2011 numbers are in blue, and the 2022 numbers are in orange. First, from the age range of 35-39 and older, there is a bell-curve shape to the data for both years. Note however that the peak of the curve for 2021 has shifted to the right of the peak of the 2011 curve. The symmetrical shape of each curve along with the shifted peak is an indication of a relatively stable population, but it would be a mistake to think that “everyone who was here 10 years ago is still here, just 10 years older” because

we know from the numbers in Figure 3.10 that there has been some growth in the 50+ age groups. These lines are close but not perfectly parallel.

Where the trendlines cross, there is more population change occurring. That happens in the younger ages, where the population of older school-age children has increased, and where the number of people aged 30-49 is quite significantly lower than it was 10 years ago.

Household Composition

Average household size and average family size have remained relatively unchanged over the last twenty years or so. Figure 3.11 shows a comparison of household composition from the 2021 and 2010 ACS, compared with the 2000 Census.

The total number of people living alone in

	2000	2010	2021
Total Households	3,432	3,471	3,463
Family Households	2,305	2,476	2,353
with children under 18	1,168	1,184	1,206
Living Alone	940	771	940
65 or older	368	330	415
Average household size	2.41	2.4	2.53
Average family size	2.96	2.86	2.98

Figure 3.11 Household Composition  
Source: 2010 and 2021 ACS 5-Year Estimates; 2000 Decennial Census

2021 was estimated at 940. However, the number of older people living alone has been consistently increasing from about 368 in 2000, to about 415 people in 2021.

Seasonal Population

Yarmouth is a coastal Maine community, but it does not have a strong seasonal population. It has more in common with other communities in the greater Portland region than with seasonal communities that see large changes between seasons based on lakes, oceans, or ski mountains.

According to the 2020 ACS data, only about 82 of the town’s total estimated 3,696 dwelling units are seasonal. Assuming that these units are occupied at the same average household size as Yarmouth overall (2.53 people per household), the result is a seasonal increase of about 207 people, or just over 2% of the population as measured by the 2020 Census.

The 82 seasonal units in 2020 is a decrease from the 2015 estimate of 148 seasonal units from 2015 ACS data. This indicates

that a small seasonal population change might be getting smaller over time potentially due to upgrades to seasonal structures to allow year round living.

Household Income

Median household income in Yarmouth has historically been higher than both the Cumberland County and the State of Maine medians. In the past ten years, that pattern has continued. The non-inflation adjusted median incomes for 2011 (blue bars), 2016 (orange bars), and 2021 (gray bars) as reported by the ACS are shown in Figure 3.12. Note the relatively large jump between 2016 and 2021 for all levels during the current

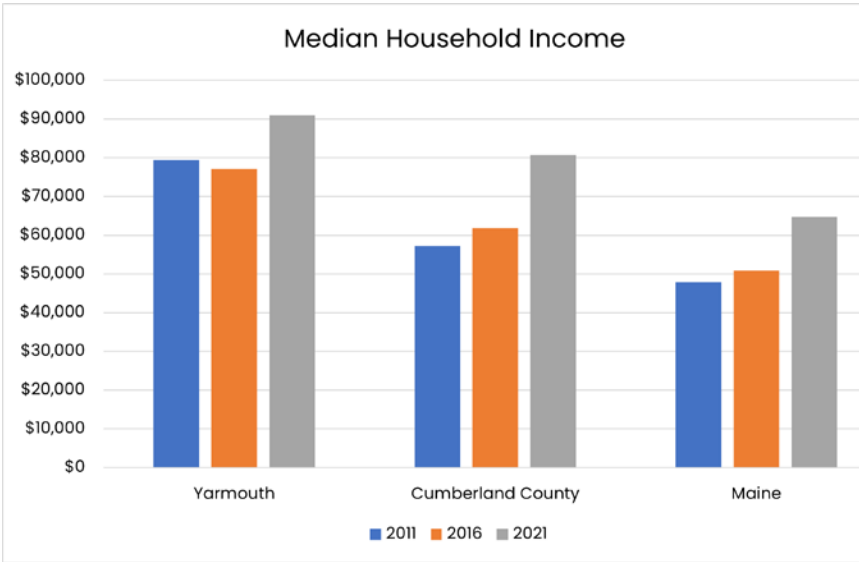


Figure 3.12 Median Household Income  
Source: 2011 and 2021 ACS 5-Year Estimates

period of high inflation.

In basic measures of income distribution between 1999 and 2021, Yarmouth and Cumberland County are moving closer together.

In Yarmouth, 16.3% of households earn less than \$35,000 per year, compared to 19.3% of Cumberland County, according to the 2021 ACS data. The 2010 comprehensive plan stated that in 1999 non-inflation adjusted dollars, that number was about 1 in 4 for Yarmouth, and 1 in 3 for the County. On the other end of the income spectrum in 2021, 40.8% of Yarmouth households earn more than \$100,000 per year, compared with 38.0% for the County overall. The 1999 numbers for households making over \$100,000 was about 1 in 4, and for the County it was only 1 in 8.

Race and Ethnicity

Like Maine and Cumberland County, Yarmouth is a majority white community. The US Census for 2020 notes that people identified as White alone make up more than 93% of the population with the remaining 6% identified as Black or African American (0.5%), American Indian or Alaska Native (0.1%), Asian (2.7%), Hispanic or Latino (1.5%), or Two or more races (1.0%). Though Figure 3.13 shows a comparison between Yarmouth and the County and State, the data carries the same disclaimer that they “are not comparable to other geographic levels due

Race	Yarmouth	Cumberland County	Maine
White alone	93.3%	91.6%	94.2%
Black or African American	0.5%	3.4%	1.8%
American Indian or Alaska Native	0.1%	0.3%	0.7%
Asian	2.7%	2.6%	1.4%
Hispanic or Latino	1.5%	2.3%	2.0%
Two or more races	1.0%	2.1%	1.9%

Figure 3.13 Race and Hispanic Origin  
Source: 2020 US Census

to methodology differences that may exist between different data sources.”

Education

Educational Attainment

According to the American Community Survey’s 2021 5-year estimates, for people over age 25 in Yarmouth, 95.8% are high school graduates, and 60.0% hold at least a bachelor’s degree, which is very similar to the high levels of education observed in 2000.

Public Education in Yarmouth

According to the Department of Education, enrollment for the 2022-2023 school year

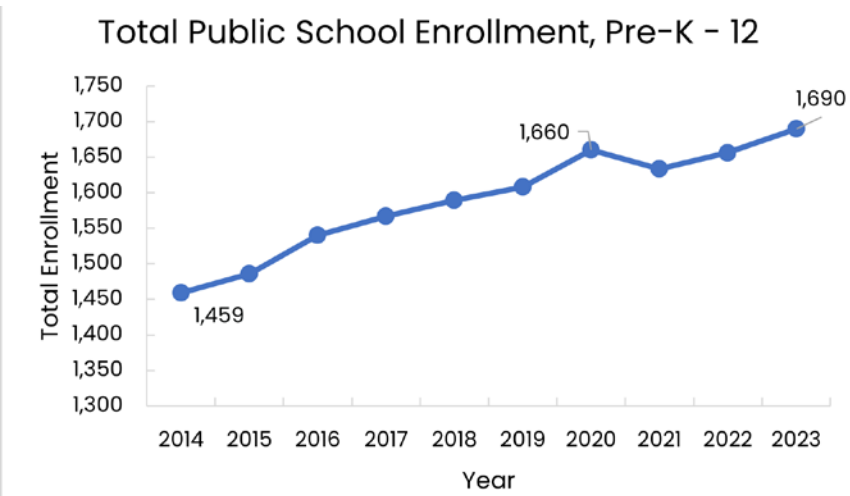


Figure 3.14 Yarmouth Public Schools Enrollment  
Source: Yarmouth Schools Superintendent, August 2023

is 1,690 students in the Yarmouth School system, grades pre-kindergarten through grade 12. School enrollment has steadily increased each year, from 1,459 students in 2014 (see figure 3.14.) A slight decline in enrollment in 2021 and 2022 is likely attributable in part to a home-schooling boost during the worst of the COVID-19 pandemic. There was also an increase in total enrollment from 2022 to 2023 as the district initiated a pre-kindergarten program.

According to the 2010 Comprehensive Plan, enrollment in 2004 was 1,441 students and enrollment was consistently around 1,400 students in the late 1990s.

Population Projections

There are several ways to project how a town or region’s population might change in the future. Looking at more than one projection can help a town better understand the range of possible changes that need to be planned for.

The State Economist releases population projections at five-year intervals. The current projections are based on 2018 US Census population estimates. Projections from each town are based on the town’s share of the County population. In this projection, Yarmouth’s population has a negative

growth rate each period, the County has a modest and diminishing rate, so that growth is negative in the final two periods of this projection. The state also has a diminishing growth rate which goes negative in the 2034-2038 period as shown in Figure 3.15.

A projection based on recent historical growth is one that carries Yarmouth’s modest growth rate from recent decades forward into the future. As seen in Figure 3.1 at the beginning of this chapter, Yarmouth has grown from 7,862 to 8,990 people between 1990 and 2020. This averages out to a growth rate of 4.6% per decade over these three decades. Carrying that assumption forward for the next two decades, the population in Yarmouth would be 9,404 in 2030 and 9,836 in 2040.

Note that in Figure 3.16, the State Economist projection is based on the years 2018, 2028, and 2038. The 2018 number was an estimate, not the observed 2020 Census data, which explains why that number is lower than the observed population.

Based on Yarmouth’s desirable location in a growing region of the state, the historic growth rate projection is likely to be more accurate over time than the State Economist projection.

Year	Yarmouth	Cumberland County	Maine
2018	8,518	293,673	1,341,160
2023	8,329	294,659	1,355,924
2028	8,151	295,597	1,368,838
2033	7,939	295,356	1,374,023
2038	7,692	293,704	1,371,608
Total Change 2018-2038	-826	31	30,448
% Change 2018-2038	-9.7%	0.0%	2.3%

Figure 3.15 Population Projections  
Source: Maine State Economist

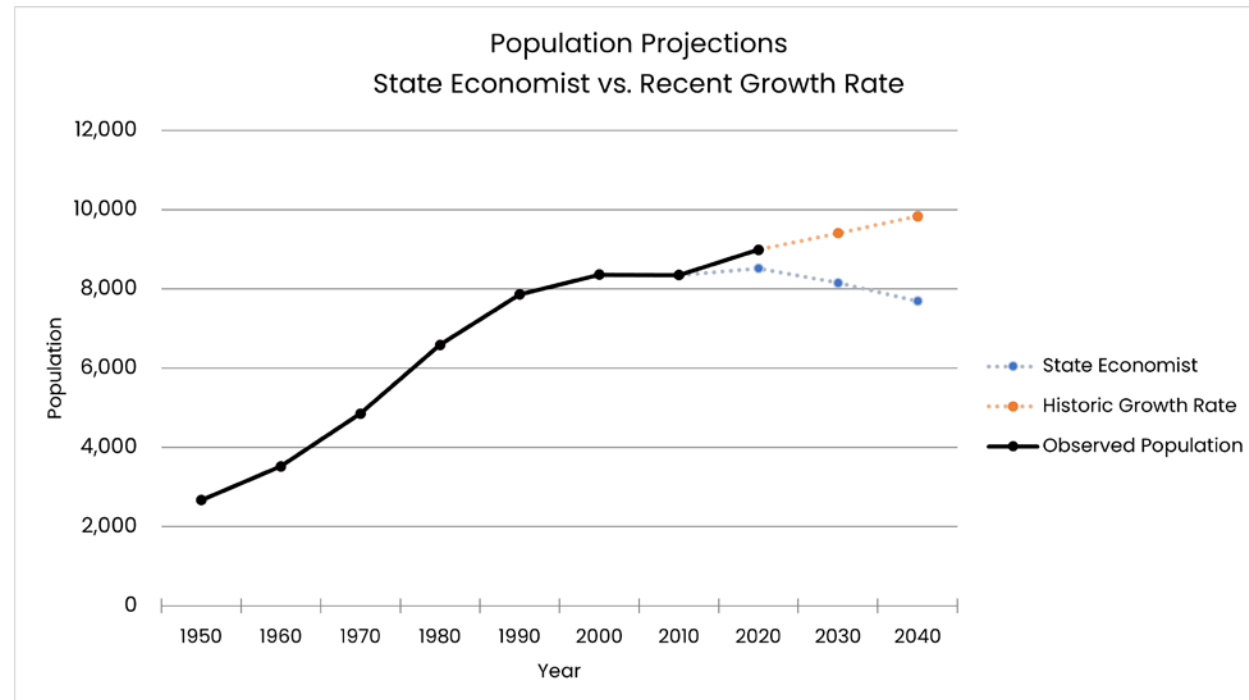
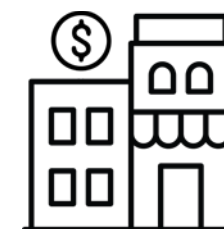


Figure 3.16 Population Projection

If Yarmouth’s population continues to grow along historic trends, the town will continue to see increases in families with school-age children and adults over the age of 50, driven by people moving to Yarmouth from other places. With some of the highest home prices in the state (see Housing chapter), median income in Yarmouth will continue to rise and the town will become less economically diverse.

As a result of this population growth, Yarmouth will see increased demand for municipal services for both children and teens and seniors, such as a desire for more town facilities for year-round recreation and increased programming. School enrollment is also projected to increase (see Public Facilities & Services chapter.) Housing in Yarmouth will continue to be in high demand. Increasing the spectrum of housing types in town could help balance Yarmouth’s future economic diversity.



## 4. Economy

### Highlights

*Yarmouth has an active village center and is known for its high quality of life and quintessential Maine charm. Throughout the community, from the Village to the Harbor, there are restaurants, boutique and unique retail stores, small professional offices, non-profits, water-dependent businesses, and other local services beloved by the community.*

*While Yarmouth has its unique challenges, it faces many of the same challenges as the region in general, including persistent rising inflation and cost of living, lack of affordable housing and childcare, and a limited labor supply.*

*The Town has placed a high priority on economic development. In 2015, the Town Council established the Economic Development Advisory Board (EDAB) to advise the Council on economic development needs and opportunities. In 2017, the Town created an Economic Development Director staff position to implement economic development goals.*

*The Town’s use of Tax Increment Financing (TIF) has been successful especially in the support of attracting new investment, business expansion and business retention, and accomplishing significant infrastructure projects.*

*Since 2015, Yarmouth has seen more than \$70 million in new private investment and continues to foster new and emerging industries that can help the community continue to thrive in the future.*

*As of 2019, almost 85% of Yarmouth’s resident workers commute outside of Yarmouth. Yarmouth imports about 85% of its workforce from surrounding communities.*

*Yarmouth has seen a positive change in job growth over the past decade, from an approximate total of 3,500 jobs in over 350 businesses in 2009 to 6,200 jobs in over 750 businesses in 2022.*

*Yarmouth will continue to see modest growth of 1% in the next five years, as projected gains in Professional, Scientific, and Technical Services, Agriculture, and others are partially outweighed by projected losses in sectors like Retail Trade and Government.*

Highlights

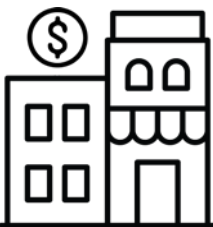
There is opportunity to support and expand commercial and industrial (light manufacturing) development in Yarmouth, including within the Village, along Route 1, on Downeast Drive and Depot Road, and at Wyman Station.

Focused support of the working waterfront, arts and culture, and tourism may also lead to new or strengthened economic development opportunities in Yarmouth.



Climate Connections

Climate change pressures could have significant economic impacts in Yarmouth. For example, species shifts and changing temperatures could severely impact the agriculture, forestry, fishing, and hunting sector.



Yarmouth’s tourism industry could be negatively impacted if recreational and natural resources are disturbed from climate change.

Continuing to incorporate low impact development, open spaces, and green infrastructure into Yarmouth’s Village, Route 1 corridor, and other developing areas may help to mitigate urban heat island effects and flooding.

Private/public partnerships with local businesses about increasing energy-efficiency and electrification may help to reduce Yarmouth’s carbon footprint and facilitate the conversion to renewable energy sources.

Yarmouth’s mixed-use, walkable Main Street and Village provide an opportunity to continue sustainable growth patterns while encouraging local business development.

Several road segments within Yarmouth are threatened by flooding, primarily those that cross the Royal River, Cousins River, or one of their tributaries which could limit or disrupt commuting patterns due to flooding.

## Introduction

Yarmouth is a part of the Greater Portland economic area. The Town’s Economic Development Director works closely with the Economic Development Advisory Board, Town Council, major employers, developers, business owners, community organizations, and volunteers to implement the community’s economic development goals. These goals include sustainable diversification of the tax base, highlighting the quality of life and quality of place that Yarmouth offers, and preserving the village charm and unique character while attracting private businesses and economic development opportunities that enhance the community’s values.

## Conditions and Trends

### Historical Economic Overview

The area that we know today as Yarmouth, Maine is in the homeland of the Abenaki Nation, Part of the Wabanaki Confederacy, and has long been valued by Wabanaki Communities for its natural features, and rich natural resources offered by the river and ocean.

Yarmouth is a town in Cumberland County, the most populous county in Maine. Yarmouth is twelve miles north of Portland, the largest city in the state. Settled in 1636 as North Yarmouth, it was originally part of the Massachusetts Bay Colony. Maine was granted statehood in 1820, and the Town of Yarmouth was incorporated in 1849. Yarmouth’s proximity to Portland, coastal access to the Atlantic Ocean, the Royal River, and access to fertile land, hunting, and fishing made it attractive to European colonists. Between 1715 and 1810, the population grew. Yarmouth’s village developed as two separate villages, the Lower Village and Upper or Corner Village. Throughout the 19th century, agriculture and shipbuilding were prominent industries in the town. Farms in the area produced corn,

potatoes, vegetables, apples, dairy, and beef, and supported canneries in the areas. Its proximity to white pine and oak forests was ideal for building wooden ships. As shipbuilding became a prominent industry in town, other businesses started to support shipbuilding and residents in the area. The Royal River provided access to hydropower for a variety of mills, and the town was home to several factories that produced a variety of goods including textiles, shoes, and paper.

Decline in the shipbuilding industry, as well as advancements in transportation and education, shaped Yarmouth during the 19th and 20th centuries. Present-day Route 88 was an important artery connecting Yarmouth to Portland. In 1848, the Atlantic and St. Lawrence Railroad opened, connecting Portland to Yarmouth, and later expanded connections to Vermont, northern Maine, and Montreal, Canada. In 1894, the Portland and Yarmouth Electric Railway was chartered and began operating in 1898. Route One opened in 1914 and helped facilitate commuting. Trolley lines and steamboats made Cousins and Littlejohn Island tourist destinations.

In the 1950s, Yarmouth began to experience significant population growth, reflecting a nationwide trend towards post-WWII suburbanization and widespread automobile use. In 1961, despite unanimous disapproval by the town, the Maine Department of Transportation built Route 295 across Yarmouth harbor, separating the waterfront from the town, and facilitating faster commutes between the town and Portland-South Portland. Main Street and the village have remained mostly intact, due to preservation efforts by residents and local organizations such as the Village Improvement Society, founded in 1911 (now dissolved). The historic preservation efforts, over 600 acres of parks and open space, highly-rated schools, and community events, such as the Clam Festival (held every July since 1965, except for 2021 and 2022 when it was canceled due to the COVID-19

pandemic) continue to make Yarmouth an attractive community to live and raise a family.

The increase in residential development in Yarmouth was followed by an increase in commercial development in the 1960s and 70s. Homebuilding in Yarmouth peaked in the 1980s and has steadily declined since. Yarmouth became a center of technology in the late 20th century. DeLorme established its headquarters in Yarmouth in 1997, but was later acquired by Garmin, before being Today, several technology companies, including Garmin and Tyler Technologies, have established offices in the town, creating jobs and driving economic growth.

Today, Yarmouth’s economy is driven by various industries including healthcare, technology, education, and professional services. Yarmouth’s proximity to Portland has also made it an attractive location for professionals who work in the city but desire to live in a suburban setting, with a rich history and a strong sense of community. Economic development efforts in recent years have focused on sustainable diversification of the tax base, attracting businesses that align with community values, and creating walkable, mixed-use development, particularly around Main Street and Route 1. The Town is known for its beautiful coastline, historic architecture and Main Street, and vibrant arts and cultural scene. The town’s economy may have changed over time, but its residents’ commitment to preserving what makes Yarmouth unique in the region remains strong.

## Economic Data

### Major Employers and Labor Market

Yarmouth has a diverse economy with a variety of industries and employers as shown in the listing of the top ten major employers in Yarmouth. This data was collected in 2022.

The following employers are the top six employers in Town:

### *Tyler Technologies*

Tyler Technologies is a software company that provides solutions for the public sector, including local governments and schools. The company has a significant presence in Yarmouth, with a development center in the town located at 1 Tyler Drive. Tyler Technologies is known for its innovative products and its commitment to customer service. The company has a solid financial position and a strong reputation in the industry. The outlook for Tyler Technologies is positive, as demand for its products and services is expected to continue to grow in the coming years.

### *InterMed*

Founded in 1993, InterMed serves primary care patients in the greater Portland area through practice sites in Portland, South Portland and Yarmouth. InterMed is a physician-owned medical group founded on the goals of patient centered primary care that is enhanced by integrated specialty services. In Yarmouth, InterMed provides family medicine and pediatric medicine for the region at a campus located on Main Street.

### *Garmin*

Garmin is a technology company that specializes in GPS navigation and mapping products and is a subsidiary of Garmin Ltd, a global leader in GPS technology. With a large office presence off of Route 1 at DeLorme Drive, it is a key employer in town having purchased the DeLorme Publishing Company, known for its Maine Atlas and Gazetteer, in 2016. They currently have 110 employees, with an additional 30 forecasted with their expansion plans, although the 26,000 square feet of new mixed commercial space in the building, still owned by the DeLorme family, could support additional staff. The outlook for Garmin is positive, as

the demand for GPS technology continues to grow in various industries, including outdoor recreation, aviation, marine, and automotive. The company has a strong reputation for quality and innovation, which has helped it to build a loyal customer base over the years.

Yarmouth School Department

The Yarmouth School Department is responsible for providing education to students in the town. The department operates four schools, including a high school, a middle school, and two elementary schools. The schools in Yarmouth are known for their high academic standards and their commitment to student success. The outlook for the Yarmouth School Department is positive, as the town’s population is expected to continue to grow in the coming years, leading to increased demand for education services.

Bush Equities

Bush Equities Inc. is a company that operates under the trade name “Cuddledown” and is based in Yarmouth. The company was founded in 1973 and has since grown to become a leading provider of premium bedding products in the United States. Cuddledown’s products, including comforters, pillows, sheets, and blankets, are known for their exceptional quality, comfort, and durability, and the company has built a strong reputation for its commitment to customer service. Cuddledown has been adapting to the changing market by expanding its online sales channels and offering new products that appeal to a wider range of customers, such as eco-friendly bedding products made from sustainable materials. The outlook for

Cuddledown is positive, as the demand for luxury bedding and home goods continues to grow. The company has a strong brand presence and a loyal customer base, which bodes well for its future growth and success.

Brentwood Center for Health and Rehabilitation

Brentwood Center for Health and Rehabilitation is a skilled nursing and rehabilitation center. The center provides a wide range of services, including long-term care, short-term rehabilitation, memory care, hospice care, and respite care. The outlook for Brentwood Center for Health and Rehabilitation is positive, as the demand for skilled nursing and rehabilitation services continues to grow. The center has a strong reputation in the community for its exceptional care and has received high ratings from various organizations, including the Centers for Medicare and Medicaid Services.

Corresponding with the largest employers in Yarmouth, Figure 4.3 illustrates job density in Yarmouth. The areas of highest density correspond with many of the largest employers described above, such as Garmin, Tyler Technologies, the Yarmouth schools, and Cuddledown. However, throughout the community, from the Village to the Harbor, there are restaurants, boutique and unique

Company Name	Employees
Tyler Technologies	325
Intermed Family Practice	113
Garmin	110
Yarmouth School Department	100
Bush Equities (Cuddledown)	100
Brentwood Center for Health and Rehabilitation	96
Cape Shore Inc	90
North Yarmouth Academy	86
Atlantic Home Health Inc	65
Royal River Grillhouse	60

Figure 4.2 Top Employers in Yarmouth, 2023  
Source: Camoin Associates

retail stores, small professional offices, non-profits, water-dependent businesses, and other local services which appear as smaller circles on Figure 4.3.

Changes in the Local Economy

The economy in Yarmouth has experienced some changes in recent years. While the town has traditionally relied on industries such as manufacturing, fishing, and agriculture, it has been transitioning towards a more service-based economy in recent years.

One of the main drivers of this change has been the growth of the healthcare and education sectors. Another important factor driving economic change in Yarmouth is the growth of technology-based companies, such as Garmin and Tyler Technologies, and other major employers such as Patriot Insurance. These companies have brought new jobs and investments to the area, helping to diversify the local economy and create new opportunities for residents. While these changes are generally positive, they can also have an impact on the local population, employment, and municipal tax

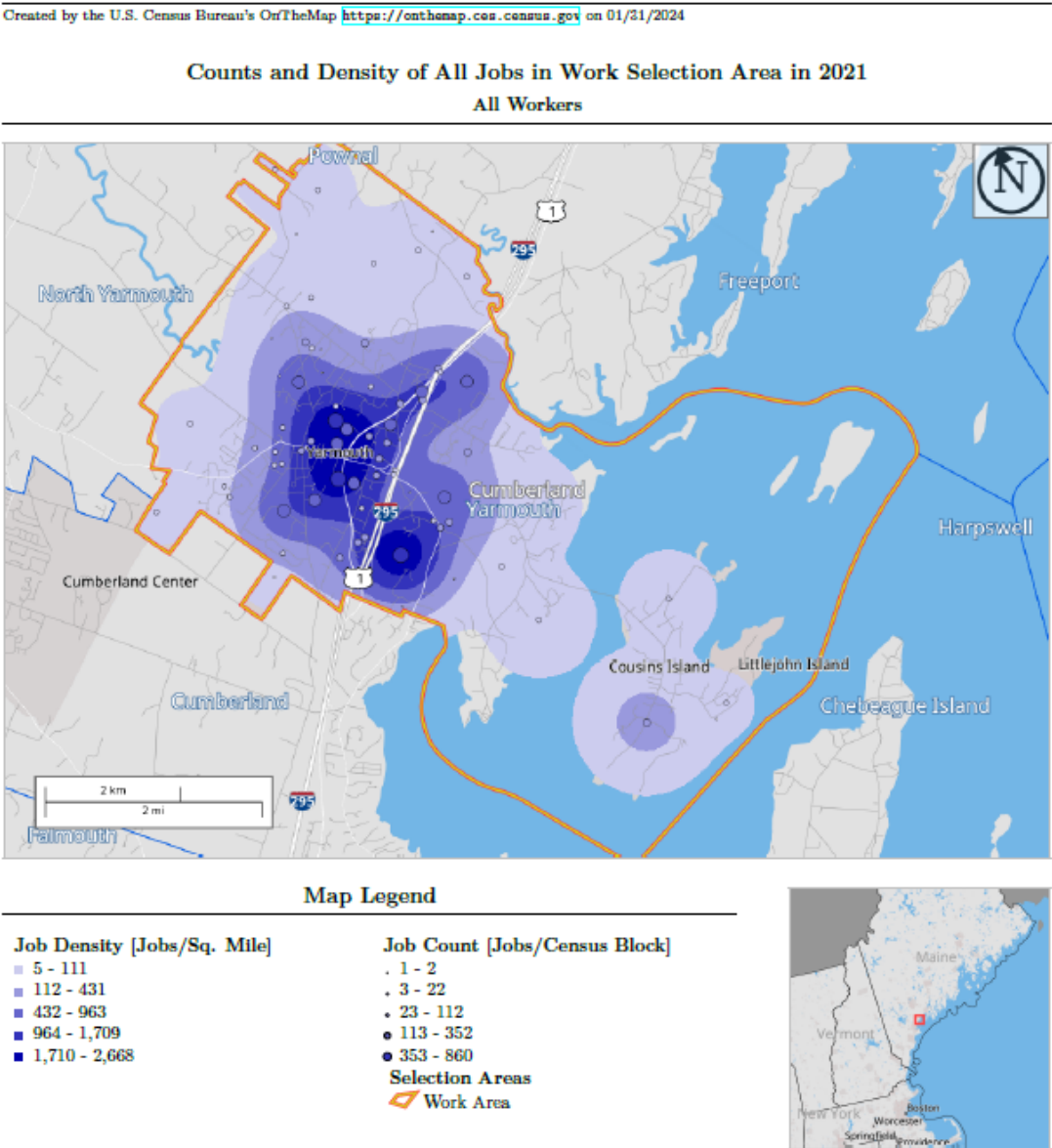


Figure 4.3 Yarmouth Job Density, 2021

base. For example, as discussed in Housing, Yarmouth has become a less affordable community over time and with low housing production, there are fewer opportunities to for residents to live and work within the community. This also impacts the small business community and industries with lower wages.

Similarly, the growth of technology-based companies may lead to increased competition for skilled workers, which could drive up wages and create labor shortages in other industries. This could lead to higher costs for businesses and potentially higher prices for consumers.

In terms of the municipal tax base, these changes are generally positive, as they can lead to increased economic activity and higher tax revenues for the town. However, the town may need to invest in new infrastructure and services to support the growing population and economy, which could place additional demands on the municipal budget.

Overall, while the economy in Yarmouth is experiencing change, these changes are generally positive and offer new opportunities for residents and businesses alike. However, it is important for the town to carefully manage these changes and ensure that they benefit the community as a whole.

Yarmouth will continue to see modest growth of 1% in the next five years, as projected gains in Professional, Scientific, and Technical Services, Agriculture, and others are partially outweighed by projected losses in sectors like Retail Trade and Government as identified in the Real Estate Market Analysis prepared by Camoin Associates in support of this plan. For many industries and small businesses, the town’s existing diverse economy and its proximity to Portland make it an attractive location for businesses and professionals. As the town’s population continues to grow, demand for goods and services is expected to increase, leading to continued economic

growth and job creation, and increased support for and interest in Yarmouth’s small business community.

Industry Sectors

Figure 4.4 outlines the percentage of jobs by industry in 2022 in Yarmouth, the county, and the state. In 2022, there were nearly 6,200 jobs in Yarmouth, representing about 3% of all jobs in Cumberland County. Almost half of Yarmouth’s total jobs are in the Government (18%), Professional, Scientific, and Technical Services (18%), and Health Care and Social Assistance (14%). Yarmouth has a high concentration of Professional, Scientific, and Technical Services compared to the county (9%), region (7%), and Maine (5%).

In 2022, there were nearly 6,200 jobs in Yarmouth, representing about 3% of all jobs in Cumberland County. Yarmouth’s job growth over the last two decades has far outpaced surrounding areas. As shown in Figure 4.5, Yarmouth had strong growth years in the early 2000s and in 2015, and mostly tracks with regional trends in other years.

Analyses

Labor Force

The US Census Bureau defines ‘labor force’ as Town residents aged 16 and over who are civilians and not institutionalized, including anyone who has a job or is actively looking for work. All others, including individuals without a job who are not looking for work, are not measured as a part of the labor force. According to 2021 ACS 5-Year Estimates, Yarmouth’s labor force is comprised of 4,917 people. The remaining 2,257 are not in the labor force (retired, stay-at-home parent, disabled, etc.).

Employment

According to the US Census Bureau 2021, ACS 5-Year Estimates, Yarmouth has an employment rate of 64.8%. This number

differs from the labor force participation rate of 68.5% shown in Figure 4.7 because it is the ratio of those people in the labor force who are employed to the population aged 16 and above.

Comparing the household income of Yarmouth to Cumberland County and to Maine shows that Yarmouth employees

generally earn more than their counterparts elsewhere in the county and the state.

Unemployment

Individuals in the labor force are classified as unemployed if they do not have a job, have actively looked for work in the past 4 weeks, and are currently available to work. As shown in Figure 4.8, the unemployment

Jobs by Sector, 2022

NAICS	Description	Yarmouth		Cumberland County		Portland-South Portland MSA		Maine	
		#	%	#	%	#	%	#	%
11	Agriculture, Forestry, Fishing and Hunting	85	1%	2,560	1%	3,947	1%	17,548	2%
21	Mining, Quarrying, and Oil and Gas Extraction	0	0%	<10	0%	88	0%	274	0%
22	Utilities	32	1%	367	0%	533	0%	1,731	0%
23	Construction	324	5%	13,237	6%	21,213	6%	48,355	7%
31	Manufacturing	264	4%	12,862	6%	29,276	9%	56,881	8%
42	Wholesale Trade	99	2%	7,750	4%	9,498	3%	19,917	3%
44	Retail Trade	681	11%	22,613	10%	34,986	11%	85,143	12%
48	Transportation and Warehousing	14	0%	5,922	3%	7,739	2%	19,753	3%
51	Information	26	0%	3,604	2%	4,479	1%	8,213	1%
52	Finance and Insurance	235	4%	13,891	6%	16,162	5%	26,258	4%
53	Real Estate and Rental and Leasing	49	1%	4,295	2%	5,570	2%	9,554	1%
54	Professional, Scientific, and Technical Services	1,088	18%	19,235	9%	23,891	7%	38,070	5%
55	Management of Companies and Enterprises	<10	0%	6,239	3%	6,844	2%	14,935	2%
56	Administrative and Support and Waste Management and Remediation Services	149	2%	11,226	5%	15,759	5%	34,304	5%
61	Educational Services	143	2%	7,571	3%	10,215	3%	21,746	3%
62	Health Care and Social Assistance	882	14%	36,333	17%	47,213	14%	108,548	15%
71	Arts, Entertainment, and Recreation	58	1%	4,310	2%	5,955	2%	11,433	2%
72	Accommodation and Food Services	526	8%	16,109	7%	27,759	8%	56,271	8%
81	Other Services (except Public Administration)	436	7%	10,705	5%	15,481	5%	31,552	4%
90	Government	1,094	18%	20,503	9%	40,154	12%	103,179	14%
99	Unclassified Industry	0	0%	<10	0%	18	0%	3,191	0%
Total		6,191	100%	219,347	100%	326,779	100%	716,855	100%

Source: Lightcast

Figure 4.4 Yarmouth Jobs by Sector, 2022

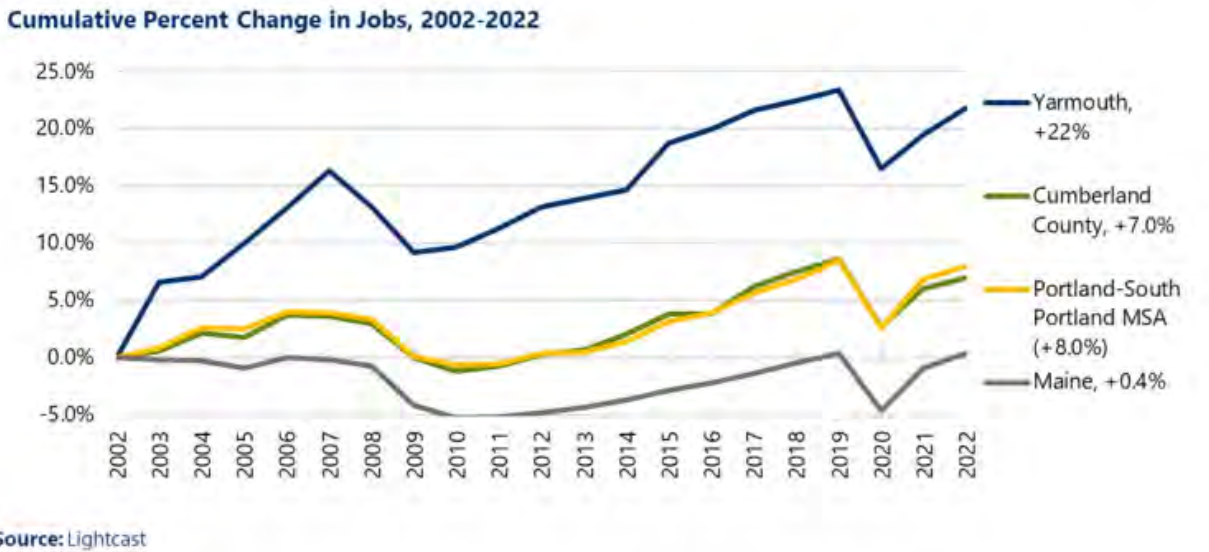


Figure 4.5 Cumulative percent change in jobs, 2002-2022

rate for Yarmouth has trended lower than in comparison to regional geographies for most months from 2017-2022. Since peaking at 9.9% in May 2020, Yarmouth’s unemployment rate has steadily decreased, to an average of 2.8% in the second half of 2022, slightly higher than the pre-pandemic average of 2.0% during the second half of 2019.

Commute to Work

As of 2019, almost 85% of Yarmouth’s resident workers commute outside of Yarmouth. Yarmouth imports about 85% of its workforce from surrounding communities. Other than Yarmouth, Portland is the top place where Yarmouth workers live and where Yarmouth residents are employed. 28% of Yarmouth residents work in Portland, by far the largest share of any neighboring community. South Portland and Freeport are also popular towns where Yarmouth residents commute to work.

Many Yarmouth residents work from home. The data from 2019 is before the COVID-19 catalyst for working from home. According to American Community Survey data collected from 2017-2021, 14.9% of employed Yarmouth residents worked from home, representing about 677 workers.

Yarmouth Economic Overview	
Employment Rate	64.8%
Median Household Income	\$90,942
Mean Household Income	\$138,272

Figure 4.6 Yarmouth Economic Overview  
Source: 2021 5-Year ACS Estimates

Home Occupations

Home occupations are businesses that are run out of a person’s home, and they can range from a variety of different types of businesses, including consulting, freelance work, crafts, and others. Home occupations play a role in the community of Yarmouth, as they do in many New England towns. Home occupations can also play a role in promoting economic development and entrepreneurship. By providing opportunities for individuals to start and run their own businesses, home occupations can contribute to the growth of the local economy and provide jobs and income for local residents.

Yarmouth’s Zoning Ordinance allows Home Occupations as an Accessory Use in any zoning district that allows residential uses if it complies with the requirements outlined in Article II Section J. In most cases, this is an administrative approval, but for larger home occupations a special exception from the General Board of Appeals may be required.

	Yarmouth	Cumberland County	Maine
Population 16+ years	7,174	256,719	1,155,699
In Labor Force	4,917	171,912	708,906
<b>Labor Force Participation Rate</b>	<b>68.5%</b>	<b>67%</b>	<b>61.3%</b>
Civilian Labor Force	4,917	171,273	706,911
Employed	4,649	164,600	672,480
Unemployed	268	6,673	34,431
<b>Civilian Unemployment Rate</b>	<b>5.5%</b>	<b>3.9%</b>	<b>4.9%</b>
Not in Labor Force	2,257	84,807	446,793

Figure 4.7 Yarmouth Labor Force Overview  
Source: 2021 5-Year ACS Estimates



Figure 4.8 Unemployment rate, 2020-2022

The Town does not have an accurate count of home occupations in the Town. Using personal property tax bills as a way to approximate the number of home-based businesses, there are about 35 home-based businesses in Yarmouth.

Economic Development Advisory Board

The Economic Development Advisory Board (EDAB) was established by the Town Council in May 2015 to advise the Council on economic development needs and opportunities. The Board is comprised of seven Yarmouth residents, the Yarmouth Chamber of Commerce Executive Director, and a Town Council representative, who possess a wide range of skills and experiences in fields that directly relate to the Town’s economic development needs. The Board meets on a monthly basis, and together with the Economic Development Director and the Town Manager, EDAB collectively helps guide economic and community development in Yarmouth.

Economic Development Advisory Board Priorities

EDAB has recently identified their priorities

for the next several years, falling into three areas including workforce development, business resource development, and business attraction:

Workforce Development

EDAB identified a priority around creating a local support network for businesses to enhance networking opportunities and education opportunities. In addition, EDAB has identified the need to establish regional partnerships with businesses and institutions located in Portland to establish Yarmouth as a suburban out-post. Finally, this priority includes connecting businesses who need employees with potential employees. Workforce development in Yarmouth could also be further by increasing public transportation options, such as expanding Greater Portland Metro BREEZ express service.

Business Development Resources

Another EDAB priority is to create a space that can support business development, through education, coworking space, and business assistance, including how to scale up opportunities.

**Business Attraction**

EDAB wants to further develop Yarmouth as a brand that is attractive for new businesses or niche businesses, including being clear about our assets and what types of businesses would complement the existing business community. An important aspect of this effort is to update the market analysis.

**Tax Increment Finance Districts**

Yarmouth utilizes Tax Increment Finance (TIF) and the associated TIF Districts to support investment in the community. The key features and benefits of municipal TIF and TIF districts include:

- Allowing Yarmouth to “shelter” new value from Yarmouth’s state valuation, essentially sheltering new tax revenue generated from development projects from the computation of its State subsidies and County taxes. This sheltered new value is called Captured Assessed Value (CAV).
- Allowing Yarmouth to retain all or a portion of those new tax revenues, which would otherwise be calculated in the State and County’s tax assessment formula.

Further, by creating geographic TIF districts, Yarmouth “freezes” the new tax value (known as the “increment”), and uses the tax revenue generated to fund eligible economic development projects within those districts. The new tax revenue generated is placed in a “development fund” to fund eligible projects, which is managed by EDAB and the Economic Development Director.

The three TIF districts in Yarmouth include:

- Yarmouth Downtown Omnibus Municipal Development and Tax Increment Financing District encompass approximately 209 acres along Main Street from Hillside Street to and including properties at the waterfront of Lafayette Street;
- Yarmouth Route 1 North Omnibus Municipal Development and Tax

Increment Financing District encompasses approximately 202 acres along Route 1 from the Royal River running north; and

- Yarmouth Route 1 South Omnibus Municipal Development and Tax Increment Financing District encompasses approximately 201 acres along Route 1 from the Royal River running south.

In evaluating uses of TIF funds, EDAB has advanced a three bucket framework to inform the investment strategy. Those “buckets” include organization and administration, community enhancement, and economic multiplier projects. Utilizing tax increment financing has been successful in Yarmouth especially in the support of attracting new investment, business expansion and business retention, and accomplishing significant infrastructure projects.

**Recent Development Projects**

There are several ongoing development projects in Yarmouth, including:

**Railroad Square Master Plan**

The Railroad Square Master Plan is a mixed-use development that includes retail, commercial, and residential spaces. It is a 4.4-acre lot off Main Street in Yarmouth Village. The development includes five new buildings, commercial space, as well as a pavilion, and sidewalks. The commercial space will include restaurants, retail shops, and office space. The market-price condominiums will be in 3 new buildings with 15 units each, a mix of studio, one-bedroom, and two-bedroom apartments.

The Railroad Square development has been well-received in the community, as it adds to the town’s walkable downtown area and offers new commercial and residential options. The development is also seen as a way to promote transit-oriented development, as it is located near the Metro BREEZ Yarmouth Town Hall stop

and encourages the use of public transportation.

Although the developers received final subdivision approval in 2022, additional approvals from the Yarmouth Planning Board are still needed. The Railroad Square development project will be transformative for Yarmouth Village once completed.



Figure 4.9 Railroad Square Rendering, 2022

**317 Main Community Music Center**

The 317 Main Community Music Center is a non-profit organization located in Yarmouth that provides music education and performance opportunities to people of all ages and abilities. The 317 Main Community Music Center was founded in 2004 with the goal of creating a vibrant music community in Yarmouth and the surrounding areas. The center is located in a historic building in downtown Yarmouth and includes several classrooms, practice rooms, and performance spaces. In addition to its educational programs, the center also hosts concerts and other musical events throughout the year.

In 2021, 317 Main received approvals to expand their building into a world-class facility. The expansion included a new concert hall, cafe, music recording studio, and other modern facilities. The addition of the concert hall will allow 317 Main to attract significant acts with regional interest,



Figure 4.10 317 Main Street, pre-renovation

Source: Google Maps

bringing more people to Yarmouth Village. When the concert hall is not being used for major concerts, there is the opportunity for its use by smaller community partners.

**Garmin Expansion Plan**

Garmin, located at 2 DeLorme Drive, proposes the renovation of approximately 26,000 square feet of warehouse space to provide new office space. Garmin currently occupies space on the second and third

floors of the multi-tenant building owned by Global Village. The emphasis of the renovation is to provide spaces that are not present in the existing office space as well as provide an open area specifically for their engineering groups. The expansion will allow Garmin to vacate some space in their existing offices that will become separate lease spaces for additional tenants while customizing and updating their operation with the features of the new fit-out.

The new office layout is organized around an open area providing work-stations for engineering teams and accommodating visiting Garmin employees. These spaces are intended to maximize employee appeal for the new space and thereby collaborate more with the team structure. Garmin currently have 110 employees, with an additional 30 forecasted with their expansion plans.

**Hancock Lumber Expansion**

Hancock Lumber, a major regional business located within Yarmouth Village, received approval to demolish the empty Bank of America building and construct a two-story addition to the existing retail store and office at 258 Main Street. The 4,070 square foot addition will be the future location of a showroom on the first floor and additional office space on the second floor. The property access will be consolidated to a single driveway on Main Street, new pedestrian connections will be created from the Main Street sidewalk to the building, and elements of the Main Street Streetscape Plan will be incorporated with new landscaping along the Main Street frontage. Construction was completed in late 2023.

**Yarmouth Commons**

Yarmouth Commons is a mixed-use building at the corner of Route One and Portland Street, including market-rate one- and two-bedroom residential units as well as ground-level commercial spaces. The four commercial spaces will be occupied by a nail

salon, executive coach, physical therapist, and charcuterie eatery. The project is located along the Beth Condon Pathway and is designed to amplify the community value and create a balanced private/public space available to residents and Yarmouth citizens.

The property acts as a pillar of the Yarmouth Character Based Development Code in the southern section of the Route One corridor, jump-starting a significant expansion to the walkable areas of town. The project was approved by the Planning Board in 2021 and is scheduled to be completed in 2023.

**Sweetser Village Apartments**

Completed in 2022, Sweetser Village Apartments offers 24 new residential units located along Route 1 in Yarmouth. It consists of two twelve-unit buildings of one- and two-bedroom apartments. It offers close proximity to shops and restaurants along Route 1 and easy access to the Beth Condon Parkway. It also provides easy access to Interstate 295 and is a ten-minute drive to Portland or Freeport.

**Economic Development Plans**

**Local Studies**

Yarmouth has completed a number of local planning studies to support economic development including:

**Reconnecting Yarmouth Village to the Working Waterfront (2012)**

This study outlines comprehensive landscape enhancements, traffic control measures, and pedestrian access improvements that reconnect the waterfront and recaptures the economic interest and vitality of the harbor area to make it a destination that complements the working waterfront. This is achieved by redefining the streetscape along the Route 88 Corridor adjacent to the Head of Harbor, and with the addition of multi-use pathways and bridges that serve to provide a cross-harbor connection with the Town

Landing and a direct link to Lafayette/Main Street along the river. The recommendations of this plan are still being implemented in 2023.

**Yarmouth Market Analysis and Action Plan Matrix (2016)**

The Market Analysis and Action Plan Matrix report, completed in February 2016, provides a current detailed analysis of local market conditions and identifies focus areas to help guide Yarmouth in its economic development efforts. The comprehensive study highlights the Town’s most significant opportunities for growth given local and regional market conditions, and identifies important issues to be examined in greater detail in the next one to three years. The action plan matrix highlights five action strategies, including tactics. EDAB has identified updating this plan as a priority.

**Downtown/Main Street Parking Study (2018)**

This study reviewed current parking usage in the downtown, analyzed future parking downtown demands, and developed recommendations to manage, and increase the efficiency of, future parking facilities while ensuring that parking itself does not present a roadblock to Yarmouth’s growing Downtown.

**Main Street Sidewalk and Streetscape Master Plan and Design Recommendations (2019)**

This plan provides a streetscape master plan for Main Street village extending from Marina Road to Latchstring Park. This corridor exemplifies the mixed-use core of the village, renowned for its historic character and its compact, walkable district composed of residences, commercial uses, North Yarmouth Academy, and important civic buildings including Town Hall and the Merrill Memorial Library. The streetscape plan provides design direction and site-

specific recommendations and plans to improve upon the safety and convenience of local users enjoying access to the amenities of the Village Center while accommodating the regional traffic flows.

**Regional Studies**

**Regional Prosperity Plan (2018):**

The Greater Portland Council of Governments (GPCOG) is responsible for developing and implementing a five-year Comprehensive Economic Development Strategy (CEDS). The 2018 CEDS utilizes a traditional outline of economic planning, using key data to describe where our region’s economy has been, where it is now and where we want it to be in 10 and 20 years from today. The CEDS provides GPCOG’s municipal constituency with a regional economic strategy that relates directly to the day-today challenges. It is designed to support economic development that integrates job retention and expansion with the foundational issues of education, public health and economic equity in ways that invite and facilitate municipal participation in a much more complete manner than previously. GPCOG is updating this plan in 2023.

**Economic Growth Opportunities**

The 2016 Yarmouth Market Analysis and Action Plan Matrix identified a number of economic growth opportunities. While EDAB has indicated that there is a desire to update this plan, the plan did identify a series of economic growth opportunities that are still important to consider today:

- Commercial and Industrial Development: There are a number of zoning districts that could support additional economic development; however, much of the Zoning Ordinance is rigid in terms of where commercial, retail, and industrial development could happen. On the other hand, the Village and Route One

commercial corridors, which are now part of the Character Based Development Code, offer opportunity.

- **Tourism:** Yarmouth has significant recreational and open space resources throughout the community that could be promoted to the region and even tourists drawing people to the historic downtown.
- **Arts and Culture:** The vibrant cultural scene offers a category of economic growth that has not yet been significantly supported by the Town, yet offers an opportunity.
- **Telecommuting and Home-Based Businesses:** The COVID-19 pandemic changed how people work, specifically where people work. Support for those remote employees and home businesses needs further development to be a viable opportunity.

Yarmouth has a range of unique assets that it can use to support economic growth. However, Yarmouth must be cognizant of the infrastructure capacity needs to support economic growth in the community.

### Opportunities for Industrial and Commercial Development

There are several areas within the community that are appropriate for industrial or commercial development, including:

#### *Yarmouth Village*

Yarmouth has a traditional village center located along Main Street which has served as a historic, commercial, and civic hub for the Town of Yarmouth since the 18th century. The Village is a thriving mixed-use traditional New England center, made up of residential, commercial, educational, civic, and town properties, as well as restaurants, churches, art galleries, and studios, and recreational facilities. It also serves as a center for goods and services, offering access to a gas station, medical and law offices, banks, and other local shops and small retailers. Yarmouth's Main Street and Village

Center, along with Route 1, account for the majority of commercial activity in Yarmouth. The town has invested in infrastructure improvements and public spaces to make the area more attractive to residents and visitors alike. There has also been a strong focus on supporting local businesses, with events such as the annual Yarmouth Clam Festival bringing in visitors from around the region. Despite the challenges posed by the COVID-19 pandemic, the downtown area in Yarmouth has remained resilient. Many businesses have adapted to offer outdoor dining and takeout options, and the town has implemented measures to support social distancing and ensure public safety.

#### *Mixed-use development in Yarmouth Village*

The town has also encouraged mixed-use development and infill in the village area, which allows for a combination of residential, commercial, and office uses. This approach can help to promote economic development and provide housing opportunities while also preserving the historic character of the downtown area.

#### *Route 1 Corridor*

Areas along Route 1 are favorable for future development. The Route 1 corridor is a major commercial district that is home to several large retail stores, restaurants, and other businesses. This area is well-suited for commercial development with existing public infrastructure, and has easy access to major transportation routes.

#### *Global Village and Surrounding Properties*

Global Village and the surrounding commercially-zoned but vacant property is located at the Exit 17 interchange of I-295. This property is owned by the DeLorme family. Global Village is home to several businesses, including Garmin and Magno Terra Cafe, as well as Eartha, the world's

largest freestanding to-scale globe. The properties offer a variety of commercial and industrial development opportunities as it is zoned for a range of uses, including light industrial, office, and research and development.

#### *Depot Road and Downeast Drive*

Depot Road and Downeast Drive offer several economic development opportunities, particularly in the areas of light manufacturing and commercial development. It's currently zoned Commercial II, and there may be room for expansion of the uses allowed. By attracting new businesses and improving the area's infrastructure, the town can help to promote economic growth and create new jobs for residents.

#### *Industrial Zoning District*

Yarmouth has an industrial zoning district located at the end of Depot Road, which is appropriate for heavy manufacturing and other industrial uses; however, access to this site does not currently exist and would be difficult to establish. If access can be established, this location could offer a variety of economic opportunities for businesses that are looking to establish an industrial or manufacturing presence in the area. The Yarmouth Zoning Ordinance allows manufacturing and process, research facilities, and warehousing and distribution, among other uses.

#### *Wyman Station on Cousins Island*

Wyman Station is an oil-fired power plant that has been in operation since the 1950s and is owned by NextEra Energy Resources. In recent years, the plant has faced challenges related to environmental regulations and changing market conditions. In 2012, the Environmental Protection Agency (EPA) issued new regulations aimed at reducing emissions of mercury and other hazardous pollutants from power plants. As a result, NextEra Energy invested in upgrades

to the Wyman Station plant, including the installation of new pollution control technology. However, the plant still faces ongoing compliance costs related to these regulations.

In addition to regulatory challenges, the Wyman Station plant has faced economic pressures due to changing market conditions. The cost of renewable energy sources such as wind and solar has decreased significantly in recent years, making it more difficult for oil-fired power plants like Wyman Station to compete.

Despite these challenges, NextEra Energy has not announced any plans to retire or decommission the Wyman Station plant. However, the company has stated that it is committed to reducing its carbon footprint and increasing its use of renewable energy sources. It is possible that the Wyman Station plant could eventually be phased out or converted to use alternative fuel sources. More planning work and public/private collaboration will be needed to understand the future of Wyman Station.

#### *Rural Residential District*

In 2019, the Town revised the Zoning Ordinance to allow some commercial activity within the Rural Residential District focused on the storage of agricultural products that are produced onsite. Although in the past, there has been concern about additional commercial activity within the Rural Residential District, the district presents an opportunity to expand agricultural uses in Yarmouth with small-scale associated commercial enterprises. In addition, a number of restaurants in Yarmouth are benefiting from the demand for sustainably produced seafood and the growing interest in local food systems. The COVID-19 pandemic has highlighted the importance of local food production and has led to increased interest in sustainable food production. The town and EDAB are working to understand how to support sustainable

food labs and scale opportunities locally in rural districts.

**Water Oriented Commercial Districts**

There is a growing Aquaculture industry in Yarmouth, including fish, scallops, oysters, and seaweed, focused in the Water Oriented Commercial (WOC) districts, particularly Town Landing and at the Sea Meadows Marine Foundation facility on Even Keel Road. Aquaculture is the fastest-growing sector of the food industry, and Maine has a long tradition of fishing and seafood production. The town has ongoing efforts to support this industry including a study in collaboration with the Greater Portland Council of Governments (GPCOG) to understand infrastructure needs to support sea farmers in expanding their businesses and conducting a working waterfront needs assessment to understand the limitations of the existing working waterfront infrastructure and how it can be expanded.

**Opportunities for Tourism**

The town’s location on the coast and its historic Main Street make it a popular

destination for visitors who are interested in outdoor recreation, cultural events, and local attractions. However, the Town relies heavily on neighboring communities such as Freeport and Portland for hotels and lodging.

To support the tourism industry, the community has taken several steps to promote Yarmouth as a destination and to enhance the visitor experience. Some of these initiatives include:

**Promotion of local events**

Yarmouth hosts several annual events, including the Yarmouth Clam Festival and the Yarmouth Art Festival. These events attract visitors from around the region and help to promote the town as a destination for cultural events.

**Development of recreational amenities**

Yarmouth has several parks, trails, and other recreational amenities that are popular with visitors. The town has invested in the development and maintenance of these amenities to enhance the visitor experience. The Town Landing is a popular boat and

paddling launch location that attracts visitors from across the region. Royal River Park, for example, with its interpretative signage showcasing the history of Yarmouth and its proximity to the Yarmouth History Center is a significant resource in the Town. The Town acknowledges its importance through planned investment and upgrades in the coming years.

**Opportunities for Arts and Culture**

The 2016 Yarmouth Market Analysis and Action Plan Matrix identified marketing and expanding arts and culture on Main Street. There is a vibrant cultural scene in Yarmouth, from the expansion of the 317 Main Community Music Center; to activities at Artascope, Yarmouth Arts and Firehouse Arts; gallery space at the Library; growth at the Yarmouth History Center; to lively arts and music education at North Yarmouth Academy and Yarmouth schools. The number of artisans and makers that create at their homes to sell either online or at art fairs has grown.

However, similar to the key constraint at the time of the Action Plan, there is no one organization that markets and promotes these businesses and makers or activities. Further, capitalizing on the historic Yarmouth Village and its small, unique businesses to create an identity of a downtown focused on arts, culture, restaurants, and small businesses can continue to advance arts and culture within the community.

**Opportunities for Telecommuting and Home-Based Businesses**

As described above, one of EDAB’s priorities is to support telecommuting and the growth of home-based businesses through education, coworking space, and business assistance, including how to scale up opportunities. The existing base of small businesses, growth in the self-employed sector, and the rise in technology businesses (Garmin and Tyler Technologies) in Yarmouth,



Plein-Air Painting Class  
Photo: Artascope Yarmouth

make small business assistance services a key focus area for economic development efforts in Yarmouth.

**Infrastructure Capacity to Support Economic Development Opportunities**

In some instances, public facilities, including sewer, water, broadband access, and three-phase power, will be needed to support projected economic activity. The availability and adequacy of these facilities are important factors in attracting and retaining businesses in the area.

In terms of sewer and water, the Town of Yarmouth has a municipal sewer system and the Yarmouth Water District provides a public water system that serves the downtown area and other parts of the town. However, the availability of sewer and water infrastructure may be limited in some areas, particularly those in the more rural areas of the community. As a result, new development projects that may capitalize on the rural experience would need to work with the town to extend these systems to their location.



Yarmouth Clam Festival, 2019

Broadband access is also an important factor in economic development, as many businesses rely on high-speed internet for their operations. Yarmouth has made efforts to improve broadband access in the area, including partnering with a local internet service provider to expand broadband coverage and establishing a Broadband Working Group within EDAB. While Yarmouth has adequate broadband access only a small portion of the Yarmouth Village has a choice of internet providers, GoNetSpeed or Spectrum.

Three-phase power is another important infrastructure requirement for some businesses, particularly those in manufacturing or other industries that require heavy machinery. Yarmouth’s electrical infrastructure is managed by Central Maine Power, which provides power to the town through a distribution network. Three-phase power exists along all of Yarmouth’s commercial corridors, including businesses on Depot Road, Downeast Drive,

and Yarmouth Junction, but it does not extend any further northwest along East Main Street into the more rural areas of the community. Any significant development within that Commercial II along Depot Drive, Downeast Drive, and Yarmouth Junction or into the currently inaccessible Industrial District may need expanded three-phase power.

Overall, providing adequate public facilities to support economic development in Yarmouth may involve working with the town and local utilities to extend and improve existing infrastructure. This can involve issues such as funding, zoning regulations, and community support, which will need to be addressed in order to ensure that new development projects have access to the necessary facilities.

Sources

Yarmouth Town Report, 2021

Yarmouth Town Report, 2022

US Census ACS 5-Year Estimates (2020)

Reconnecting Yarmouth Village to the Working Waterfront (2012) LINK: [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Yarmouth\\_Harbor\\_Report\\_12-19-2012.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Yarmouth_Harbor_Report_12-19-2012.pdf)

Yarmouth Market Analysis and Action Plan Matrix (2016) LINK: [https://yarmouth.me.us/index.asp?SEC=4921DEA0-C3AF-435F-A61B-789AA4DD88DE&Type=B\\_BASIC](https://yarmouth.me.us/index.asp?SEC=4921DEA0-C3AF-435F-A61B-789AA4DD88DE&Type=B_BASIC)

Downtown/Main Street Parking Study (2018) LINK: [http://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/YarmouthParkingReport\\_Final.pdf](http://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/YarmouthParkingReport_Final.pdf)

Regional Prosperity Plan (2018) LINK: <https://gpcog.org/279/Action-Plan>



## 5. Housing

### Highlights

*In 2021, 75% of housing units were owner-occupied and 25% were renter-occupied compared to 72% and 28% in 2010.*

*Most of the year-round housing stock in Town was built between 1960 and 1999.*

*The number of building permits issued for new homes has declined over the last five years from a high of 44 permits in 2018.*

*In 2022, the median home price in Yarmouth was \$815,000. This was a 201% increase from 2010. The median home price has increased faster compared to surrounding communities.*

*84% of households in Yarmouth cannot afford the median home selling price. This compares to 77% for the County and 72% for the State.*

*Housing is unaffordable to those earning 200% (\$215,336) of the median income (\$107,668) for the town.*

*Housing options in town are becoming more limited. The Town's Zoning Ordinance is restrictive when it comes to multifamily dwellings, although the Character Based Development Code is more flexible.*

*The Town convened an Affordable Housing Committee to advise the Town Council on policies to promote balanced long-term supply of housing options affordable to each demographic, spanning all incomes and age groups.*

*In 2023, the Town Council adopted local amendments that implement LD 2003 and amended the Tax Increment Financing (TIF) Program to allow affordable housing investments as an eligible use of the TIF revenues.*



### Climate Connections

*Residents along the coast, as well as those along the Royal River and Cousins River estuaries, may have their homes threatened by sea level rise.*

*An influx in residents from climate migration may threaten the already limited housing options in Yarmouth. An influx of new residents from areas with a higher cost of living may particularly threaten affordable housing, which is already unaffordable for 84% of Yarmouth households.*

*The need for more housing and development for a growing population may put pressure on natural areas if additional land is needed for building.*

*New homes built compactly, near existing infrastructure, parks, schools, local businesses, offices, services, and public transit stops can reduce emissions and preserve green space.*

*New homes constructed with energy-efficient, high performance building techniques will require less energy and create less greenhouse gas emissions.*

*Yarmouth's older homes can benefit from energy efficiency upgrades to reduce the energy required to heat, light, and maintain them, and electricity upgrades to prepare for increased electric appliances including electric vehicle chargers and heat pumps.*

*Households with lower incomes may not be able to find a home beyond areas that will experience sea level rise or inland flooding due to a lack of available affordable housing.*

*The majority of Yarmouth homes are heated by fuel oil or kerosene. This is both one of the more costly heating sources and a greater emitter of greenhouse gases. Conversion away from oil could both reduce emissions and increase resiliency and affordable utility bills.*



Analyses

The oldest settlement patterns in Yarmouth are predominantly in the Village Center and around the inner harbor as discussed in Historic and Archaeological Resources. By 1970, residential development had expanded well beyond this area to include much of West Elm Street and significant portions of Portland Street, East Main Street, Princes Point Road, and Cousins Street. Conventional subdivisions appeared off West Main Street, North Road, East Elm Street, and Bayview Street. Pockets of coastal development were evident at White Cove and Sunset, Bucknam, and Drinkwater points, as well as compact, largely seasonal, communities on Cousins and Littlejohn islands and considerable development of the eastern shoreline of Cousins Island. Scattered development on Sligo Road, and further out on East Main and Granite streets has also begun.

The 1970s began rapid growth in Yarmouth. Most new housing continued to be dispersed beyond the Village, reaching deeper into formerly rural areas. While there was additional infill in the Village and in subdivisions off Portland and West Elm streets near the Yarmouth school campuses, there was also significant suburban-style subdivision occurring in the North Road/ East Elm Street area. Additional subdivision activity occurred in Bayview and Drinkwater Point. On Cousins Island, scattered development continued across the island.

Rapid growth continued into the 1980s with the number of housing units in Yarmouth nearly doubling between 1970 and 1989. Most development continued to disperse beyond the Village. Additional large, suburban-style subdivisions were developed Yarmouth school campuses and off West Main Street. Condominium projects, generally made up of single family detached and two to three attached units surrounded by open space, emerged as a new development pattern in the East Elm Street/North Road area, off East Main

Street, Bayview Street, near Route One, and Drinkwater Point. There was also significant build out of suburban-style subdivisions off Granite Street, Bayview Street, and Princes Point Road.

Development during the 1990s slowed to about half of what it was in the previous two decades as a result of zoning changes. Dispersed development outside of the Village was the prominent pattern. Development and build out of suburban-style subdivisions continued along West Elm Street, south of West Main Street, east of North Road, west of East Elm Street, off Bayview Street, and near Royal Point. Scattered development continued off Granite Street, Princes Point, and Cousins and Littlejohn islands.

Since 2000, development has slowed considerably, and has been generally scattered throughout Town outside of the Village. Some development took place in subdivisions, mostly on existing lots, as high-end single-family homes, which has continued into the 2010s and 2020s, especially off Hillside Street, Sligo Road, and Pleasant Street, and continued into formerly rural areas off of North Road, Lafayette Street, Gilman Road, and Granite Street. There has been some conversion and expansion of waterfront properties and seasonal properties on Cousins and Littlejohn islands, but generally little demolition and reconstruction of older homes. The adoption of the Character Based Development Code for Route One and the Village in 2018, has ushered in new housing types in Yarmouth, including mixed-use structures and multifamily structures.

Housing Stock

In 2010, there were 3,471 occupied housing units in Yarmouth. Single-family detached homes comprised 69.6% of the housing stock and units in multifamily structures comprised 24.4%. In 2021, there were approximately 3,463 occupied housing units. Approximately 68% were single-family homes and

Housing Type	2010	2021	2021 % Total	% Change 2010-2021
Single-family detached	2,416	2,346	67.7%	-2.9%
Single-family attached	208	368	10.6%	77%
2 units	246	153	4.4%	-37.8%
3-4 units	160	183	5.3%	14.4%
5-9 units	371	206	5.9%	-44.5%
10+ units	173	175	5%	1.1%
Mobile homes	0	32	0.9%	
Occupied Housing Units	3,471	3,463		-0.2%

Figure 5.1 Occupied housing units in Yarmouth, 2010-2021  
Source: 2010 & 2021 ACS 5-Year Estimates

approximately 21% were units in multifamily structures. The data in Figure 7.1 comes from the U.S. Census American Community Survey, with single-family detached referring to the conventional single-family home. Single-family attached units are units where each attached unit is separated by a ground-to-roof wall. Where the data refers to “2 units,” “3-4 units,” “5-9 units,” and “10+ units,” these are individual buildings that contain that number of units. The U.S. Census data presented in Figure 7.1 does not speak to how each unit is owned.

In Yarmouth, besides the predominant single-family housing present throughout the community, there are a number of condominium and apartment housing developments, and a mobile home development. Yarmouth Bluffs, Blueberry Cove, Brookside, and Riverbend are examples of the two to three attached units surrounded by open space that was popular during the 1980s. These developments are also often condominiums. Smaller scale examples of these condominium developments are found on Gail and Rebecca Lanes. The Village features multiple unit buildings, often in larger historic structures, in addition to single-family homes and mixed-use structures. Yarmouth

Pointe, Yarmouth Landing, Yarmouth Green, and Yarmouth Place are large apartment complexes on Route One. Red Wagon Mobile Home Park is another example of housing type found in Yarmouth, although limited to one location.

Most of the year-round housing stock (approximately 60%) in Yarmouth was built between 1960 and 1999. Since 2000, development has slowed considerably to about 25 units per year, with new housing generally scattered throughout the Town. Much of this development took place in subdivisions on existing lots as single-family homes, although units in mixed-use structures and in multifamily structures have been developed since the adoption of the Character Based Development Code.

According to building permit data from the Yarmouth Department of Planning and Development, the number of building permits issued for new homes (individual units) has declined over the last five years from a high of 44 permits in 2018 as shown in Figure 4.7. Note that building permits are issued for individual units. The increase in building permits for single-family homes in 2018 and 2019 is the result of the McKearney I and II Subdivisions, Village Run

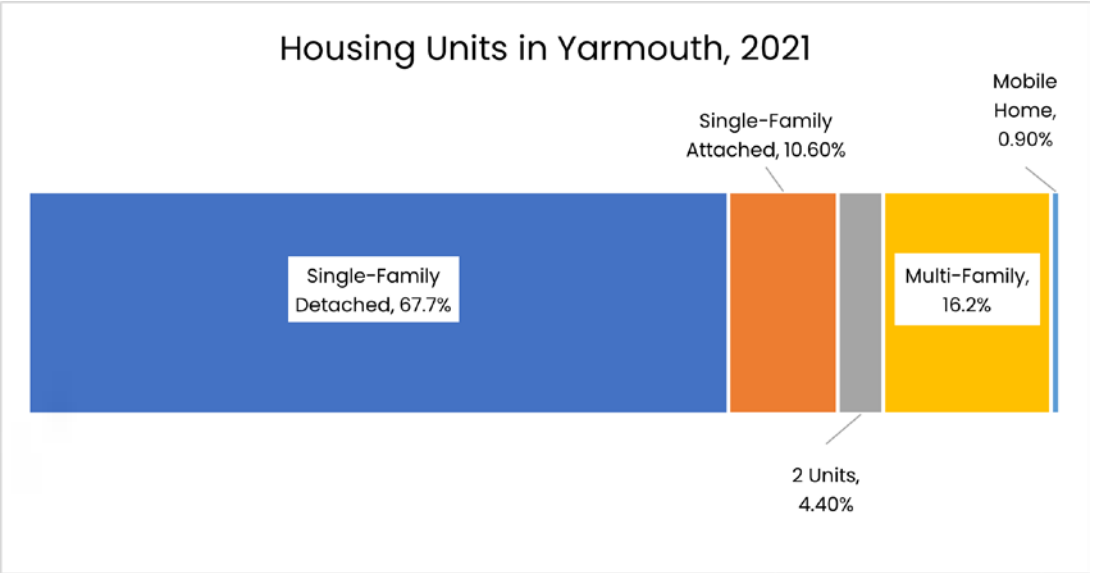


Figure 5.2 Housing unit types, 2021  
Source: 2021 ACS 5-Year Estimates

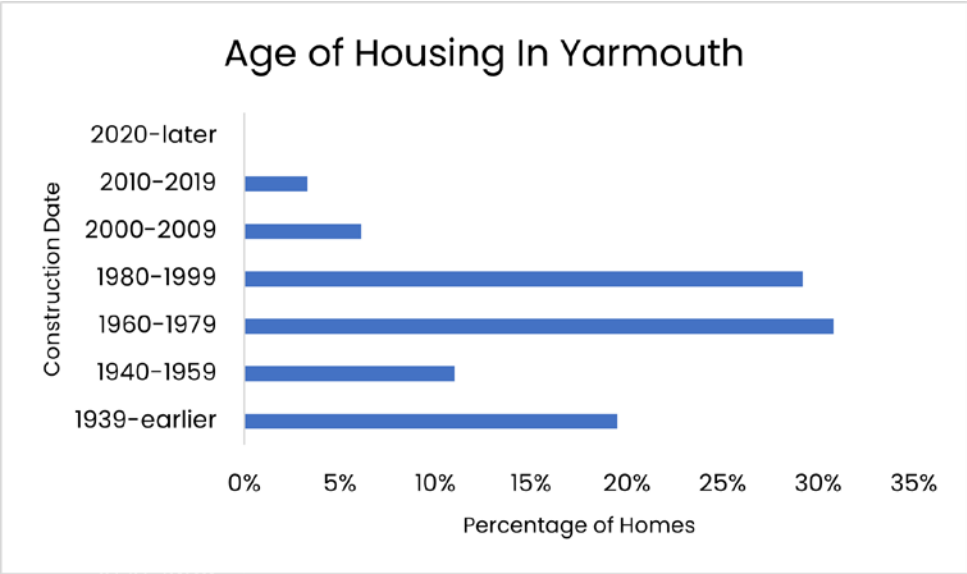


Figure 5.3 Yarmouth homes by construction date  
Source: 2021 ACS 5-Year Estimates

Subdivision, and Lone Pine Subdivision. In addition, of the 44 building permits issued in 2018, 12 were for the individual townhouse units in the Sheply-Weld Townhouses on Main Street. The 42 building permits issued for multifamily units in 2021 includes 18 units at Yarmouth Commons, located at 350 Route 1, and 24 units at Sweetser Village Apartments, located at 216 East Main Street.

**Housing Occupancy**

According to data from the U.S. Census ACS 5-year estimates, In 2010, approximately 72% of housing units were owner-occupied and 28% were renter-occupied. In 2021, approximately 75% of housing units were owner-occupied and 25% were renter-occupied. The percentage of renter-

occupied units has decreased by about 12%.

According to data from Maine State Housing Authority, between 2016 and 2020, there were a total of 223 vacant units. Of this, approximately 1% were vacant for sale, 1.1% were vacant for rent, and 2% were vacant seasonal.

**Seasonal Housing**

Between 2016 and 2020, Maine State Housing Authority estimates that there were approximately 82 seasonal housing units. This is a decrease of about 45% from the period of time between 2011 and 2015.

The Town of Yarmouth Assessor does not track seasonal housing, but has estimated the number of seasonal units to be 127 by comparing and analyzing Yarmouth dwelling units with no heating system, designated as a “camp” style, with a “poor” structure grade, no interior wall or floor finish, and those structures located on Moshier and Little Moshier Islands. Of those units identified by the Assessor, most units are located on the islands and along the waterfront.

The Yarmouth Department of Planning and Development reviewed building permits and shoreland permits to estimate the number of conversions of seasonal homes to year-round homes. Since 2018, five seasonal

cottages have been converted to year-round residences, a rate of one a year, based on the Department’s review.

**Median Home Price**

Between 2010 and 2014, the median home price in Yarmouth fluctuated in the mid to low-\$300,000. However, since 2015, the median home prices have dramatically increased. In 2022, the median home price in Yarmouth was \$815,000.

Year	Single-family	Multifamily
2012	5	0
2013	13	0
2014	22	0
2015	14	0
2016	25	0
2017	42	0
2018	44	0
2019	23	0
2020	21	2
2021	15	42
2022	9	0

Figure 5.4 Building permits issued in Yarmouth  
Source: Town of Yarmouth

	2010		2021	
Occupied Housing Units	3,471		3,463	
Owner-occupied	2,482	71.5%	2,593	74.9%
Renter-occupied	989	28.5%	869	25.1%

Figure 5.5 Occupied Housing Units  
Source:2021 ACS 5-Year Estimates

	2011-2014		2016-2020	
Total Vacant Units	234	6%	223	6%
Vacant for Sale	0	0%	25	1%
Vacant for Rent	45	4.8%	9	1.1%
Vacant Seasonal	148	4%	82	2%

Figure 5.6 Vacant Housing Units  
Source: Maine State Housing Authority, tables B25024; B25032

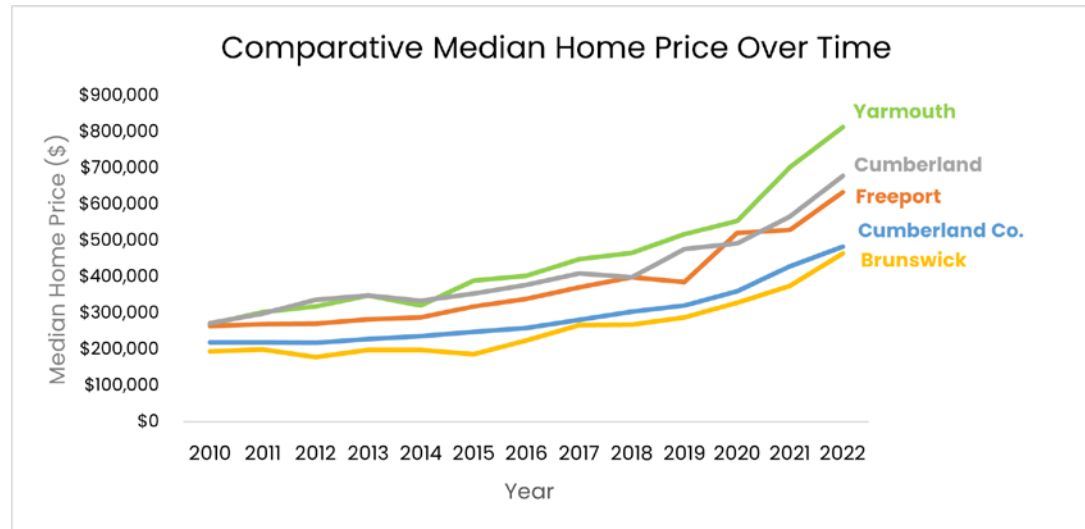


Figure 5.7 Comparative Median Home Price  
Source: Maine State Housing Authority, homeownership index

The median home price in Yarmouth increased by 201% since 2010; this compares to 149% increase for Cumberland, 138% increase for Brunswick, 139% increase for Freeport, and a 120% increase for the County overall. In many surrounding communities, the median home prices were lower than in Yarmouth and increased at slower rates during that same time period. Yarmouth's home prices have remained 68% higher than Cumberland County home prices as shown in Figure 5.7.

U.S. Department of Housing and Urban Development (HUD), the area median income (AMI) for Yarmouth is \$112,700; the 80% AMI for a family of four is \$89,350.

In 2022, approximately 84% of households in Yarmouth would be unable to afford the median home of \$815,000 based on income alone. This compares to 77% for the County and 72% for the State. In Yarmouth, the income needed to afford the median home

### Housing Affordability

Affordable housing is defined as a decent, safe and sanitary dwelling, apartment or other living accommodation. Though there are different methods for determining affordability, generally, towns should strive to ensure at least 10% of new dwelling units are affordable to households earning 80% of the median income or less. According to the

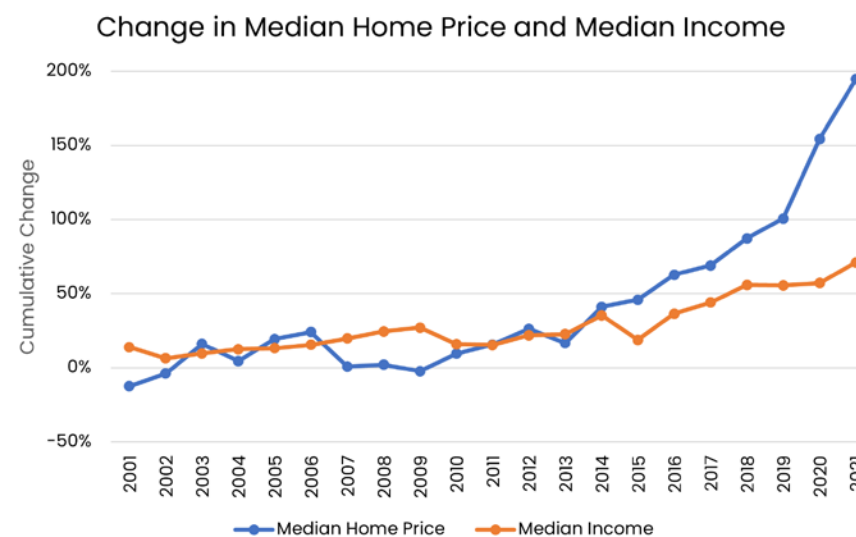


Figure 5.8 Cumulative change in median home price and median income in Yarmouth

is \$265,003, which is almost 250% of the town's median income of \$107,668.

Further, according to HUD, if a household pays more than 30% of their income to housing costs, the household is considered "cost-burdened". The data in Figures 5.10 and 5.11 illustrate the percent of the population in various income groups spending more than 30% of their income on housing costs. For both renter and ownership households, more households with lower incomes spend more than 30% of their income on housing costs.

Maine State Housing Authority uses an affordability index number to track housing affordability for home buying and rentals. The affordability calculation is based on the ratio of area median home prices and median two-bedroom rent costs to area median household and rental household incomes. An affordability index number of more than 1 is affordable and an index of less than 1 is not affordable. Between 2012 and 2022, the housing affordability index in Yarmouth has declined.

### Owner-Occupied Housing Affordability

In 2012, the affordability index in Yarmouth was 0.78. This means that a household earning the median income could afford only 78% of the purchase price of the median priced home in

Yarmouth. As of 2022, the affordability index for the average household decreased to 0.41. This compares to 0.58 for the County.

The affordable selling price represents the maximum purchase price that a household earning the median income can afford. Since 2000, the median home price in Yarmouth has remained higher than the home price that was affordable to the median income at the time.

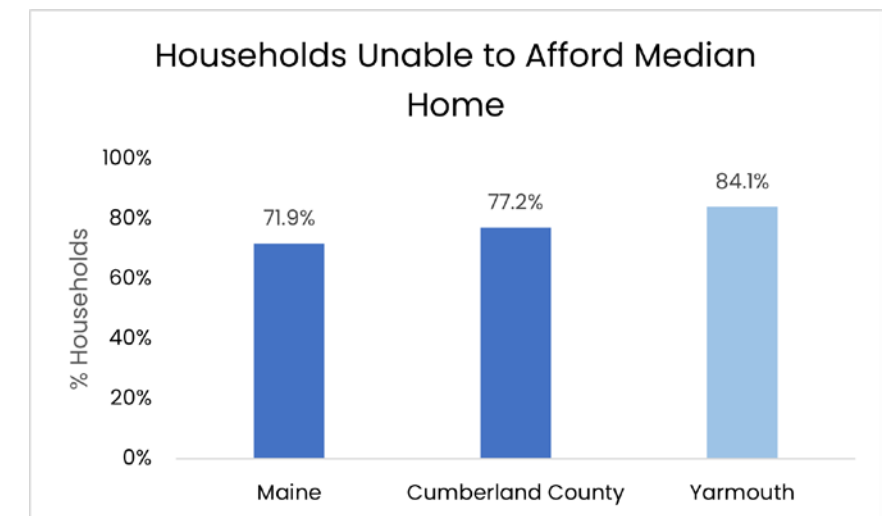


Figure 5.9 Percent of households unable to afford the median-priced home  
Source: Maine State Housing Authority, homeownership index

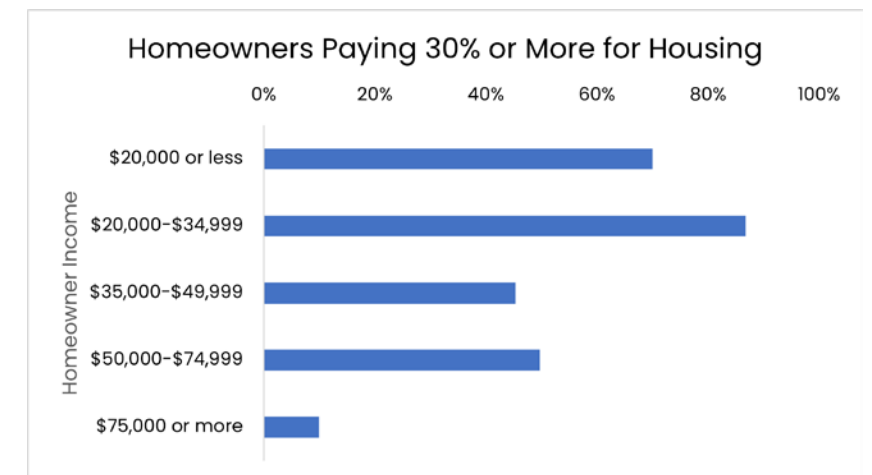


Figure 5.10 Percentage of homeowners who are housing cost-burdened, by renter income  
Source: 2021 ACS 5-Year Estimates

Median home prices in Yarmouth have increased at a faster rate than the median income. Between 2018 and 2022, the median household income increased by approximately 19%, while during that same period the median home price increased by about 74%. This has remained the trend since at least 2000.

As of 2022, the median home price in Yarmouth is \$815,000, which is 59% higher than the affordable home price to those earning the median income of \$107,668. Housing is not affordable in Yarmouth to those earning the median income.

**Renter-Occupied Housing Affordability**

Unlike owner-occupied housing, renter housing in Yarmouth is more affordable. Between 2000 and 2020, the renter affordability index developed by the Maine State Housing Authority has generally remained above 1.

In 2008, the median income for renter households in Yarmouth was \$43,922, which means that a typical renter household could afford 104% of the typical monthly rent of \$1,059, or 83% of the typical rent if the

household made 80% of the median income for renter households.

By 2020, the median income for renter households in Yarmouth increased to \$64,302 and the typical monthly rent increased to \$1,450. The typical rental household could afford 110% of the typical rent in Yarmouth, or 89% of the typical rent for a household earning 80% of the median income. By comparison, the typical renter household in Cumberland County was able to afford 66% of the typical rent in 2020, or 52% of the typical rent for renter households earning 80% of the median income.

**Low-Income Housing**

There are three deed restricted low-income housing developments in Yarmouth; Yarmouth Falls Apartments, Bartlett Woods, and Bartlett Circle. While Yarmouth Falls Apartments and Bartlett Circle are available for residents 62 years or older, Bartlett Woods is available for residents 55 years or old. All three properties have income limits and other eligibility standards.

It is also important to monitor expiring units. The affordability restriction for Yarmouth Falls Apartments will expire in 2028, whereas Bartlett Woods’ restriction will expire in 2038. Should the owners of these properties allow the restriction to expire, which is unlikely, these low-income units may be lost.

**Senior Housing**

There are a number of housing options for senior citizens in Yarmouth. Bartlett Circle, Bartlett Woods, and Yarmouth Falls Apartments offer independent living for income eligible residents, whereas Bay Square

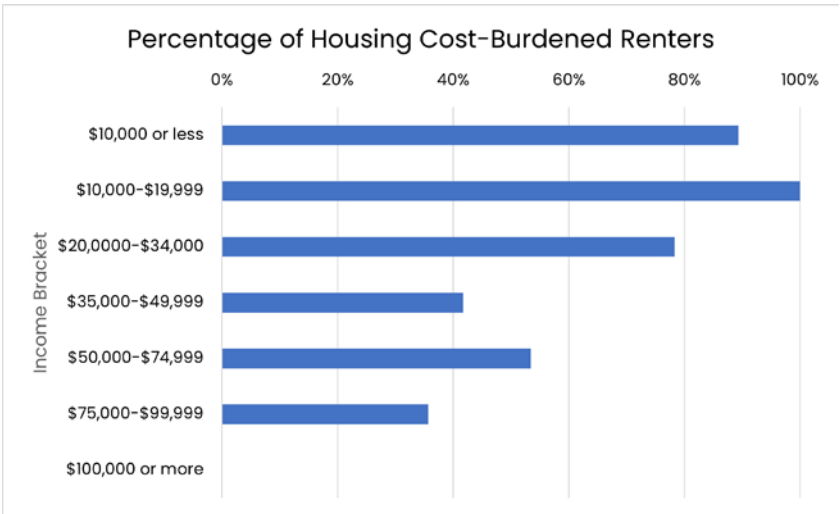


Figure 5.11 Percentage of renters who are housing cost-burdened, by renter income  
Source: 2021 ACS 5-Year Estimates

offers assisted living, and Brentwood Center for Health and Rehabilitation and Coastal Manor Nursing Home are skilled nursing facilities.

As the State and Town continue to age, providing housing for seniors is becoming increasingly important. With 25% of the population 60 and over, the Town will need to ensure there is an adequate supply of housing that is appropriate for seniors. It is likely that much of this additional housing will be in multifamily buildings. As discussed in this chapter, a recent regional study shows that much of the land in Yarmouth has regulatory restrictions that make it very challenging to build multifamily housing, creating a barrier for future senior housing development.

**Substandard Housing**

According to the U.S. Census, substandard housing is defined by housing units that lack complete kitchen and/or plumbing facilities. Because most of Yarmouth’s year-round housing stock is relatively new, substandard housing is not much of an issue. As of 2020, fewer than 1% of housing units were estimated to qualify as substandard in Yarmouth (U.S. Census ACS 5-year estimates).

**Conditions and Trends**

**Local Housing Regulations**

**Single-family Housing**

In 1981, the minimum lot size for a single-family home was 24,000 square feet (0.55 acres). In 1987, the minimum lot size was increased to 1 acre for a single-family home, which is the requirement in the Medium Density Residential (MDR) District today. The MDR is the predominant residential zoning district beyond the Village. Per the Zoning Ordinance, the MDR encourages residential development on smaller lot sizes in places with public water and sewer and in proximity to the Village Center, and is generally

coincident with the 2010 Comprehensive Plan’s Growth Area.

The increase to 1 acre for a single-family home was discussed at the January 15, 1987, Town Council meeting where the Council adopted a resolution calling for a study of the MDR District due to the rapid development of the MDR District (likely due to the presence of the public sewer as acknowledged by the 1984 Long Range Planning Committee Report) and the resulting loss of open space and village atmosphere are inconsistent with the goals of open space preservation, traffic management, and the prevention of overcrowding. The Town Council directed the Planning Board to revise the MDR requirements in order to preserve the present quality of life for the residents of the Town, protect and preserve essential natural resources and to preserve and protect the public’s health, safety and welfare. Ultimately on March 12, 1987, the Town Council adopted the present 1-acre minimum lot size.

These designations were not revisited until 2018, when zoning adjustments to the residential areas surrounding the Village were contemplated (as called for by the 2010 Comprehensive Plan) but were tabled by the Town Council. With limited undeveloped land in the MDR and the lot size requirement of 1 acre, the opportunities for new residential development in the MDR is significantly limited. The Yarmouth Department of Planning and Development identified 9 vacant lots with at least the minimum lot size in the MDR, but the analysis does not take into account any other constraints.

**Multifamily Housing**

Most often, affordable and workforce housing will need to be in forms other than single-family detached homes. However, the national economics of housing production and current housing finance tools can make that challenging. For this reason, it is important to understand how local land use regulations may impact two-family and

Property Name	Property Address	Total Units	Est. Affordability Restriction Expiration	0-1 Bedroom Units	2 Bedroom Units
Yarmouth Falls Apartments	159 W Main Street	22	11/13/2028	17	5
Bartlett Woods	31 Bartlett Circle	28	2/15/2028	22	6
Bartlett Circle	1 Bartlett Circle	28	in perpetuity	24	4

Figure 5.12 Low-income housing in Yarmouth  
Source: National Housing Preservation Database

multifamily housing production.

In 2021, the Greater Portland Council of Governments completed a two-part study looking at two-family and multi-family housing and land use regulations in 13 communities surrounding Portland. It explored the underlying zoning code and the restrictions in local regulations that may make it difficult to develop these types of housing.

That study found that, of the 8,552 acres of land regulated in the Town of Yarmouth, only 283 acres (3.3%) of that land allowed two-family or multifamily housing without significant limitations. Much of the land in Yarmouth (7,169 acres, or 83.8%) technically permitted two-family or multi-family housing, but with significant limits. These limits were more significant than those in many peer communities, though they were comparable to restrictions in Cumberland, Freeport and Falmouth.

These limits also reflect the differences between Chapter 701, Zoning Ordinance, and Chapter 703, Character Based Development Code. The Character Based Development Code offers more development flexibility, whereas the Zoning Ordinance appears to serve as an impediment to two-family and multifamily housing development in Yarmouth.

For example, the Zoning Ordinance allows multiplexes, two-family detached dwelling

units, and accessory dwelling units (ADU) in all of the residential zoning districts, including the Village II district. The minimum lot size for all types of dwellings is much greater than 20,000 square feet, which according to the study was determined to be optimal for multifamily housing. The multiplex requires 10 acres as the minimum lot area in the MDR District, and 30 acres as the minimum lot area in the Low Density Residential (LDR) District. ADUs do not require any additional lot area in any scenario. This is in comparison to the Character Based Development Code which has no minimum lot area or minimum lot area for any residential use. The Character Based Development Code also allows multifamily dwellings, allowing stacked units; multiplexes by definition are units attached side-by-side or front-to-back in specific arrangements more commonly known as townhouses.

Further, the minimum parking requirements for any residential use under the jurisdiction of the Zoning Ordinance is a minimum 2 spaces per dwelling unit. This is slightly more restrictive than the 1.5 spaces per dwelling unit recommended in the study. In contrast, the Character Based Development Code sets a minimum of 1 space per unit and a maximum of 2 spaces per unit. At the time the study was completed, ADUs also required additional parking requirements at a rate of one parking space per bedroom. However, both the Zoning Ordinance and the Character Based Development Code

allow parking requirements to be waived or adjusted in consideration of site constraints, shared parking, alternative modes of commuting, and access to transit.

Lastly, both single-family and two-family housing are exempt from Site Plan Review in Yarmouth, while multiplex and multifamily dwellings are not. Multiplex and multifamily developments are also subject to both site plan and subdivision review, which can create further barriers and lead to a longer approval process.

Policy and Planning Efforts

Affordable Housing Committee

In December 2020, the Yarmouth Town Council established an Affordable Housing Committee, to review key issues impacting the quantity, availability, and affordability of housing in the Town. The committee was tasked with making recommendations to the Council on policy to promote balanced long-term supply of housing options affordable to each demographic, spanning all incomes and age groups. The Committee's stated focus is those households earning between 50% and 80% of the area median income, and

spending no more than 30% of a household's gross monthly income on housing costs.

The Committee prepared a report on recommendations to the Town Council in January 2022. The recommendations covered the topics of zoning, management, and financial considerations. The zoning recommendations included adopting an inclusionary zoning ordinance and

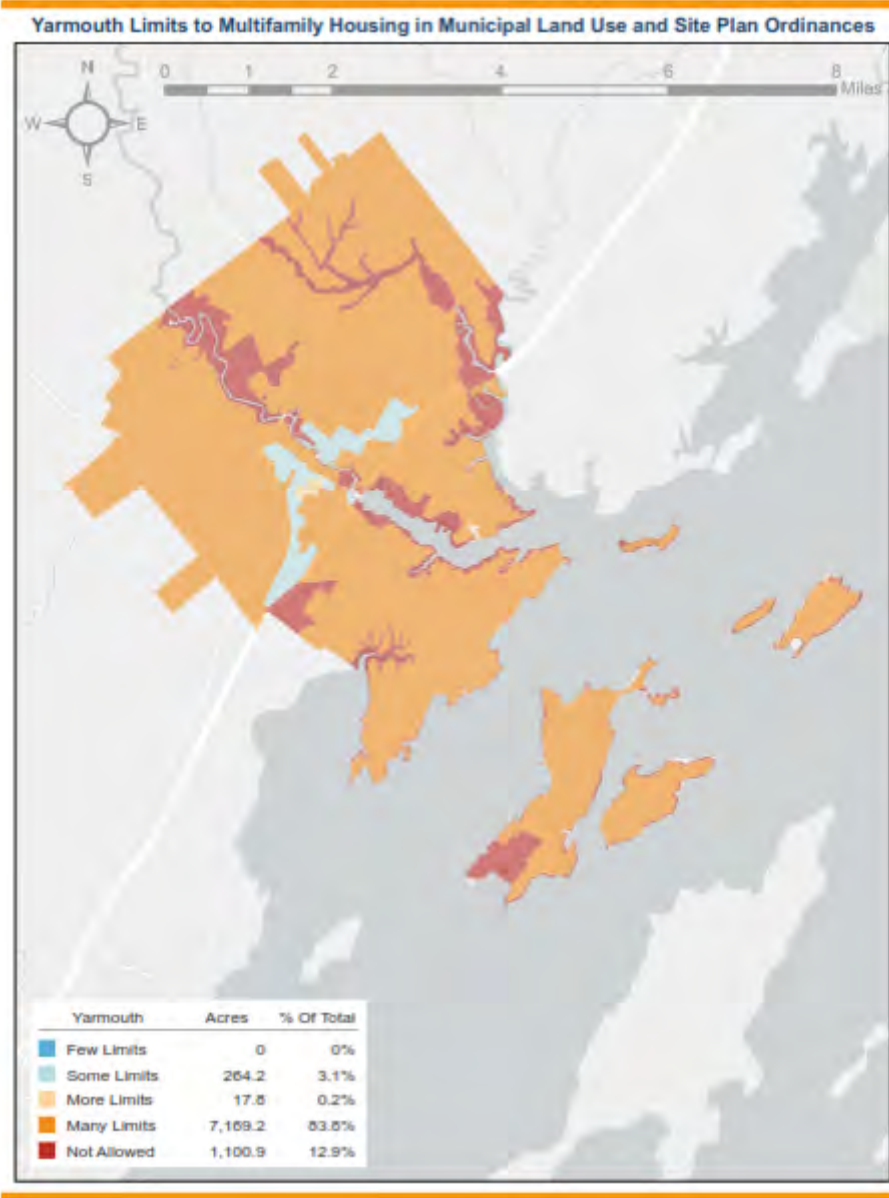


Figure 5.13 Limits to Multifamily Housing  
Source: Multifamily Housing & Land Use Regulation: Part 2 (Greater Portland Council of Governments, 2021)

an affordable housing overlay district, adjusting the requirements for ADUs, and adjusting the zoning regulations to increase housing production. Many of these zoning recommendations will need to be coordinated with the implementation of LD 2003, formally known as An Act To Implement the Recommendations of the Commission To Increase Housing Opportunities in Maine by Studying Zoning and Land Use Restrictions, and its intended goal to remove unnecessary barriers to housing production. The recommendations around management and finances include considering the long-term oversight and management of affordable units so that no units are lost over time and considering financial options to support the creation and preservation of affordable housing.

In early 2024, the Committee, Town Council, Planning Board, and co-chairs of the Comprehensive Plan Steering Committee met in a workshop setting to revisit the 2022 report, and to advance a coordinated approach to affordable housing and housing production in general.



Homes with accessory dwelling units in Yarmouth  
Source: Town of Yarmouth

**Local Implementation of LD 2003**

In October 2023, the Town Council adopted zoning amendments to implement the provisions of LD 2003 locally. This effort adopted many of the minimum standards of LD 2003, while also expanding upon some of the allowances of the law. In particular, while the zoning amendments did not alter the underlying zoning requirements, the additional dwelling units permitted under LD 2003 are allowed on lots in the Growth Area where the minimum lot size for one unit is allowed.

**Tax Increment Financing (TIF) Purposes**

In 2023, the Town Council expanded the purposes of the TIF program to allow Affordable Housing investments as an eligible use of TIF revenues. The Town has successfully used TIF funding to advance economic development goals within the three district (see the discussion in Economy), and this amendment acknowledges that housing needs support and expand upon economic development goals.

**Regional and Local Housing Coalitions**

The Town of Yarmouth has not seen efforts by regional housing coalitions working in the community in recent years. However, there are local organizations in various stages of development working to develop partnerships and projects.

Yarmouth Senior Housing is active in the management and oversight of Bartlett Circle. Yarmouth Senior Housing was formed as a non-profit corporation in 1975 by Yarmouth residents who wanted to provide safe, comfortable, affordable apartments for their aging parents and other Yarmouth elders. The organization partnered with Avesta Housing to develop Bartlett Woods, which was completed in 2017, in response to the need for additional senior housing in Yarmouth.

In recognition that there is also a need for more housing for families as well, the Yarmouth Housing Collaborative was recently organized by a group of Yarmouth residents. This organization is just a few months old, but is actively participating in local and regional conversations and engaging with development partners.

Finally, the Town created a Local Development Corporation (LDC), which is organized around economic development interests, of which housing is cited as a supporting goal. The LDC is incorporated by the Secretary of State of Maine, and began meeting in late 2023.

**Housing Projections**

According to data from the Maine Office of Policy and Management based on the 2018 U.S. Census, Yarmouth’s population is projected to decrease by about 10% through

2038, which is a decrease of 826 people over 20 years. This does not account for the increase in population post COVID. The total number of occupied housing units since 2010 has only decreased by 0.2%.

The Yarmouth Department of Planning and Development reports that 76 units that have been approved by the Yarmouth Planning Board but do not yet have building permits. Of the 76 units in the pipeline, 15 units will be located at 298 Main Street, and 61 units consisting of 51 condominium units for households aged 55 or older and 10 rental units for any household type are anticipated as part of the Railroad Square Project. The Department of Planning and Development also reports that 7 building permits for single-family homes were issued in 2023. There were no building permits for multifamily units issued in 2023.



## 6. Recreation

### Highlights

Yarmouth offers residents access to parks, open spaces, trails, and youth and adult programs managed by Yarmouth Community Services (YCS) staff and volunteers.

YCS maintains 677 acres of open spaces and 27.85 miles of urban, rural, and riverside trails.

Yarmouth has a healthy mix of facilities for recreation and leisure that are well distributed throughout the Town.

In general, the public has adequate access to the significant water bodies in Town including Royal River, Pratt's Brook, Cousins River, and Casco Bay.

Some facilities are underutilized and are undergoing planning and redesign to improve facilities and accessibility.

Numerous recreational facilities are used and managed by Yarmouth Community Services including the Community Center at 20 Mill Street, East Main Street Community House, schools, fields, courts, open spaces, parks, trails, and more.

Yarmouth's Parks and Lands Committee has a process to assess the relative value of potential acquisitions in order to prioritize investments and identify implementation strategies as opportunities arise.



### Climate Connections

Parks and trails along the lower Royal River, Cousins River, and the coast may be threatened from sea level rise. These include the Littlejohn Island preserve, Sandy Point Beach, Spear Farm Estuary Preserve, Royal River Park, Grist Mill Park, and the Town Landing.



Public water access points and beaches may be threatened by sea level rise and shoreline erosion.

Cumberland County is expected to see a 143% increase in local hot day temperatures (>89.3 degrees) by 2053, resulting in 17 days exceeding this temperature (First Street Foundation, 2022). Increasing temperatures may impact recreational activities offered by the Town and may require the Town to invest in new facilities to support compatible activities. Warming summer temperatures, particularly for days over 90 degrees, may necessitate a reduction in outdoor time or activity level, particularly for older populations and those with respiratory challenges.

Warming winter temperatures may limit the available winter recreational opportunities such as skiing, skating, and snowshoeing as snowpack decreases and ice-out dates shift.

Multimodal transportation infrastructure, like trails, sidewalks, and bike lanes, provides recreation opportunities while also supporting more sustainable methods of transportation.

Access to the outdoors improves health and well-being, and promotes awareness of the importance of environmental responsibility. Equitable access to the outdoors has public health and climate benefits.

Introduction

Parks and open spaces in Yarmouth are important to the community as places for recreation and leisure. The Town offers its residents access to various parks and public lands, trails, and youth and adult programs.

Indoor and outdoor parks and recreation programs are run by Yarmouth Community Services (YCS) for residents and guests of all ages and abilities. YCS's mission is to provide and maintain responsive leisure and educational opportunities, facilities, and services that enhance and improve the quality of life for Town residents and guests. Programs, special events, and classes and courses are also provided to the community.

YCS encompasses different divisions: Parks, Recreation, Open Spaces, Trails, and Human Services. The Parks, Open Spaces, and Trails divisions maintain all public lands and athletic fields in town. The Recreation division offers comprehensive year-round programs. The Human Services division provides social services and General Assistance for the community.

Parks, Open Spaces, and Trails Divisions of Yarmouth Community Services (YCS)

The Parks, Open Spaces, and Trails Divisions of YCS maintain all public lands and athletic fields in town. A Director and five full-time and three seasonal staff members manage these facilities. They include the following:

- Six (6) parks,
- 677 acres of open space maintained by the Parks crew;
- 27.85 miles of urban, rural, and riverside trails,
- Seven (7) baseball/softball fields,
- Five (5) soccer/field hockey/lacrosse fields,
- Eight (8) tennis courts,
- Two (2) outdoor basketball courts,
- Five (5) playgrounds,

- Two (2) sand volleyball courts,
- A track facility,
- A hand-carry boat launch,
- A pond and warming hut for ice skating; and
- A public Sandy Point Beach.

Public Active Recreation Programs

Yarmouth Community Services publishes Activity Guides that list available recreation programs, special events, classes, and courses and related information on registration, fees, instructors, and schedules. Programs vary by season. A wide range of recreational activities and programs are offered during the year for adults, youth, and teens. Annual special events and miscellaneous one-day events are also offered to meet the needs of the community.

Yarmouth Community Services offers a Fee Waiver to help Yarmouth citizens who need assistance with the cost of participation fees. Applications for reduced fees may be made in confidence with department staff. Waivers are based on proof of residency and other eligibility documents.

Committees

The Town has many advisory and volunteer committees that advise on open space, recreation, and conservation-related issues. They are:

- Parks and Lands Committee
- Bicycle and Pedestrian Advisory Committee
- Tree Advisory Committee
- Yarmouth Community Garden Committee
- West Side Trail Committee
- Program Advisory Committee

Other ad-hoc committees are formed to manage a single topic or to advise on particular elements related to open space, recreation, and conservation-related issues.

Year	Yarmouth Community Services and Parks Highlights, 2011-2022
2013	<ul style="list-style-type: none"><li>• Completed the Open Space Guide (Third Version)</li><li>• Added a 3rd full-time Parks Division staff person</li></ul>
2014	<ul style="list-style-type: none"><li>• West Side Trail expanded</li></ul>
2016	<ul style="list-style-type: none"><li>• Yarmouth High School Tennis Courts are fully renovated and Pickleball lines added</li><li>• Restoration of Harrison Middle School Softball Field at Winslow Field</li><li>• Story Walk installed at Tinker Preserve</li><li>• Trail connection added between Tenney Street and Hillside Street</li></ul>
2017	<ul style="list-style-type: none"><li>• West Side Trail expands for a third time</li><li>• Blake Skating Pond was dredged</li><li>• Fundraising and partnership created to purchase 24 acres of Open Space land adjacent to Barker Preserve</li><li>• Canoe rentals for the Royal River are now offered through YCS</li></ul>
2018	<ul style="list-style-type: none"><li>• Open Space and Trails Division added to YCS</li><li>• Received RTP grant to implement universal access trails as part of the West Side Trail</li></ul>
2019	<ul style="list-style-type: none"><li>• Completed and adopted the Yarmouth Open Space Plan (2019)</li><li>• Yarmouth's 40th year recognition being a Tree City USA</li></ul>
2020	<ul style="list-style-type: none"><li>• Constructed Riverfront Woods Preserve</li><li>• Human Services Division added to YCS</li><li>• Main Street Bridge Amphitheater completed</li></ul>
2021	<ul style="list-style-type: none"><li>• Submitted grant for improvements at Royal River Park and Rowe Tennis Courts</li><li>• Created the Village Run Hill Trail</li><li>• Completed Riverfront Woods Management Plan</li><li>• Opened the Boston Post Meadow Trail</li><li>• Planned and submitted grant application for West Side Trail's "Last Mile"</li></ul>
2022	<ul style="list-style-type: none"><li>• YCS moved to former Police Department offices at Town Hall</li><li>• Established the Tree Advisory Committee</li><li>• Received RTP Grant to complete "The Last Mile" of West Side Trail</li><li>• Initiated the Frank Knight Forest Management Plan</li><li>• Improved path from Ryan Drive to North Road Athletic completed</li></ul>

Figure 6.1 Yarmouth Community Services and Parks Highlights, 2011-2022

Source: Town of Yarmouth

Conditions and Trends

Yarmouth Parks and Recreation Facilities

The Town of Yarmouth offers a significant amount of open space and recreation facilities throughout the Town as displayed in the following maps.

Public lands include assets such as the Beth Condon Memorial Pathway, the Royal River Park, Pratt's Brook Park, Yarmouth Town Landing, and numerous sitting areas which provide opportunities for scenic appreciation and recreation. The Royal River offers the community an important natural and recreational asset.

Pratt's Brook Park

220 wooded acres with 7 miles of trails for walking, some with universal access, and cross-country skiing. Hunting, with shotguns only, is allowed with restrictions in the spring and fall. Parking is available at the North Road entrance. Management and

trail development, among other issues, are outlined in the 2017 Management Plan and have been aided by a citizens group called Friends of Pratt's Brook. There is a Disc Golf course located on the northwest side of the North Road parking lot.

Royal River Park

With a paved path running the length of the park along the river and parallel to the heart of the village, this is one of Yarmouth's most beloved parks. Highlights include views of three waterfalls, two at old dam sites and another at a historic mill site. There are picnic tables and open fields as well as a floodplain forest and a 75- to 200-year-old stand of hemlock. Most of the park is built on former industrial and mill sites. The park also provides access to the river for recreation and fishing. Improvements, including accessibility improvements to paths and the parking lot, are planned at Royal River Park through the receipt of a Land and Water Conservation Fund Grant.



Pratt's Brook Park entrance

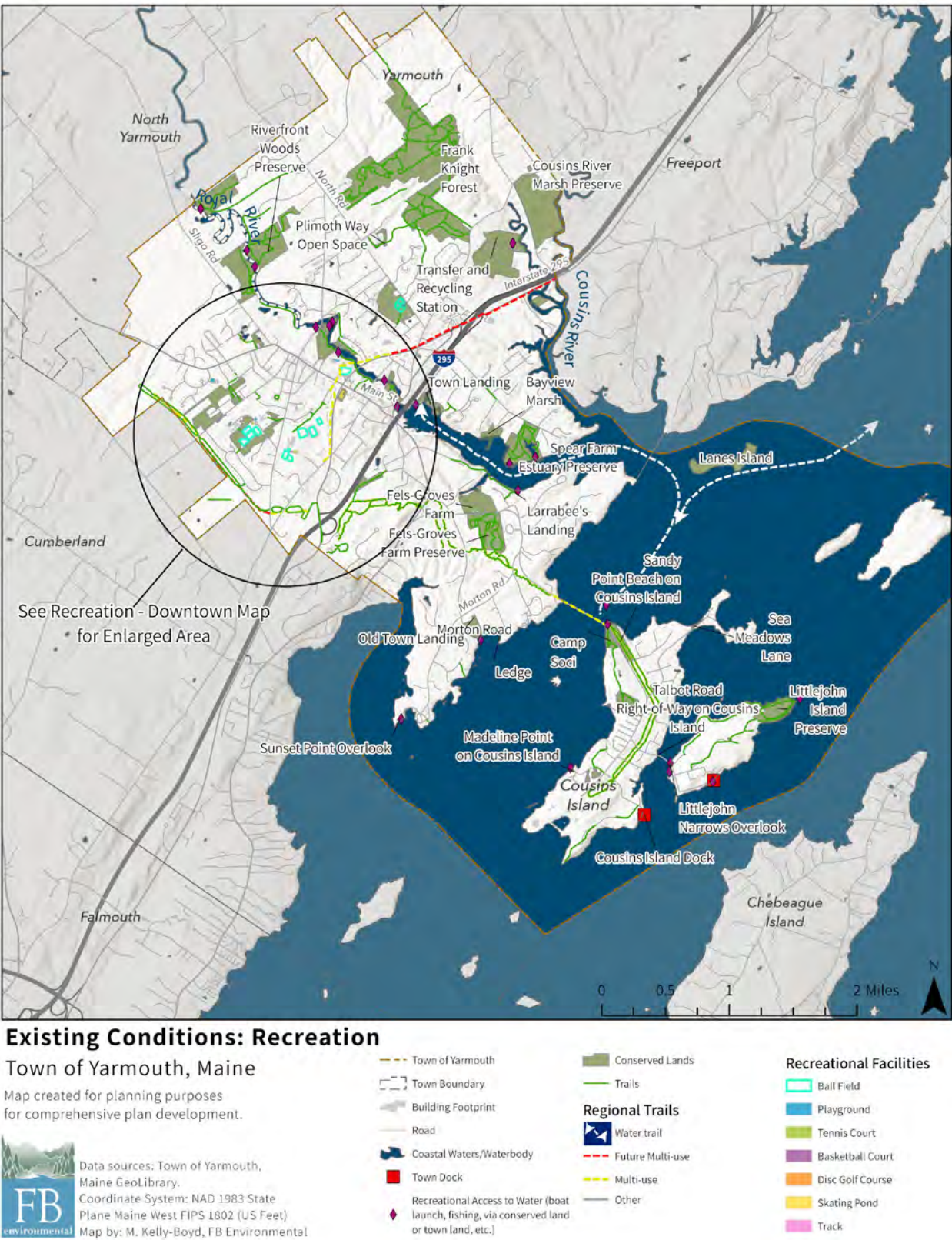
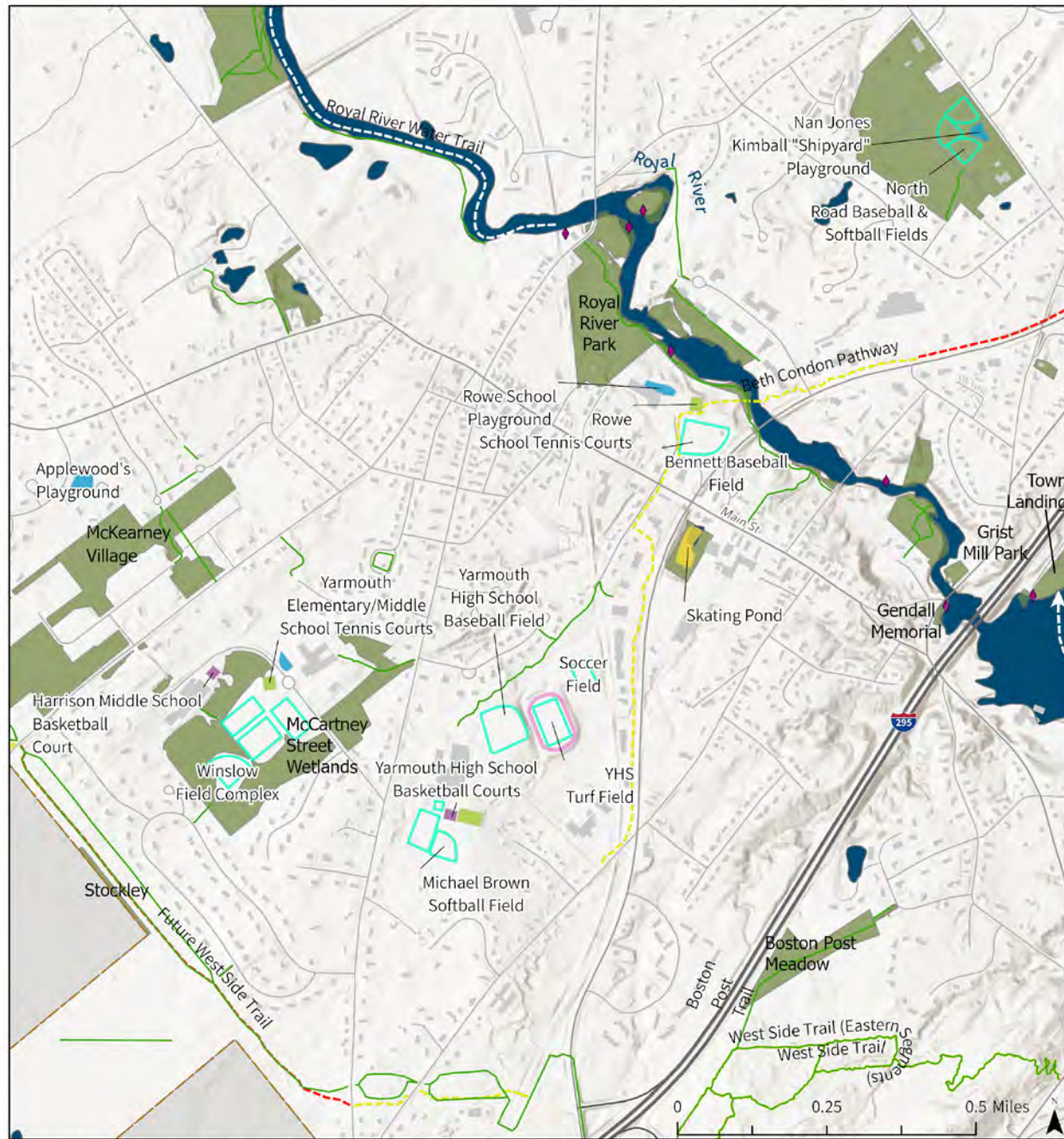


Figure 6.2 Recreation Facilities in Yarmouth



### Existing Conditions: Recreation - Downtown

#### Town of Yarmouth, Maine

Map created for planning purposes for comprehensive plan development.

Data sources: Town of Yarmouth, Maine GeoLibrary.  
Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental



### Gooch Island

Located in the Royal River just below the Elm Street dam, Gooch Island provides beautiful views of the dam and the cascades below. There is a small sandy area and a rocky shoreline on the south side of the island that provide fishing access to the pool below the dam. The property is accessed by a well-marked right-of-way trail on Park Street and is only accessible during low flow conditions by fording a portion of the river.

### Latchstring Park

Located on the corner of West Elm and Main Streets in the Village, it is a small park, a quarter acre in size. Latchstring Park is currently an underutilized pocket park located in the hub of the upper village. The Latchstring Park Task Force, through a broad community effort, has successfully raised the funds necessary for a complete renovation of the park. Construction is planned for 2024.

### Memorial Green

Located on Main Street in front of Town Hall in the Village Center, it is approximately a half-acre. A memorial to Yarmouth veterans is located within the Memorial Green.

### Village Green Park

A historic Main Street village park which is approximately three-fourths of an acre. It is located on Main Street in front of the historic Grand Trunk Railroad Depot, currently housing Gorham Savings Bank.

### Beth Condon Memorial Pathway

The Beth Condon Memorial Pathway, is a shared-use pathway constructed adjacent to Route 1. The pathway extends from Portland Street to 940 Route 1, although detours into the village at 500 Route 1, through the Butterfly Garden at Town Hall and Royal River Park, and returns to Route 1 at Forest Falls Drive. The Beth Condon Memorial Pathway is a vital piece of Yarmouth's transportation network that accommodates

safe travel for cyclists and pedestrians.

The pathway will be extended from 940 Route 1 to Freeport over the next several years in three phases. The reconstruction of the Exit 17 interchange will bring the pathway under I-295 to DeLorme Drive. Engineering to extend the pathway from DeLorme Drive to the Cousins River Bridge is also underway, and construction will follow. Finally, the pathway will be carried over the Cousins River Bridge and into Freeport in conjunction with the reconstruction of the Cousins River Bridge.

The Town of Yarmouth is also planning the southern extension to Cumberland. The reconstruction of the Exit 15 bridge over I-295 will extend the pathway from Tyler Drive to the Park and Ride at Exit 15. The remaining section is between the Park and Ride and Portland Street, which the Town is committed to completing.

### Grist Mill Lane Field

The 4.3-acre field is located along a beautiful stretch of the Royal River. There is a high steep bank of oak and beech on the east shore, and along the west shore a trail meanders through a field (the 'Intervale'). North of the field is a stand of mature oaks and a large rocky overlook above a set of pools just downstream from the historic Sparhawk Mill. The Intervale is accessed from a trail off of Grist Mill Lane, near the intersection of Main Street and Route 88. The trail extends a short distance through the field and then enters the woods, connecting to a short spur leading out onto a large rock on the river bank for relaxing, picnicking, or fishing.

### Grist Mill Park

Below the Lower Falls, on the east shore, the half-acre Grist Mill Park offers a shaded lawn often used for picnic lunches and a railed overlook built atop granite cribwork constituting the remains of a water-powered mill. This historic location looks downstream

Figure 6.3 Recreation Facilities in Yarmouth – Downtown



Walking along the Royal River  
Photo: Yarmouth Community Services

to old mill and shipyard sites and the location of many other early industrial and commercial endeavors. The park is the site of a former large saw and grist mill (the Casco Mill) which was begun in 1674, and then expanded in 1681 by Walter Gendall.

### ***Spear Farm Preserve***

The Spear Farm Estuary Preserve is a scenic 55-acre property with diverse habitats, ranging from stately oaks and pine forest to the open salt marshes of the Royal River estuary, and a small freshwater pond with a fringing marsh. There is a picnic spot and an overlook on the pond's northern shore. The property includes over two miles of trails for walking, some with universal access, cross-country skiing, or snowshoeing. There are birding sites in the oak and pine stands, along the bluffs, the salt marsh edge, on the earthen dam, and the north end of the

freshwater pond. Five interpretive signs stationed along the trail inform on aspects of the local ecology. Hunting is allowed by permit.

### ***Fels-Groves Farm Preserve***

This 55-acre preserve of mature woods and scenic open fields spans both sides of Gilman Road. The property consists of 25 acres of fields and 30 acres of woodlands. Beyond the fields are steep ravines that drain south to the upper Broad Cove estuary and north to the Royal River. Wildlife is abundant, including large and small mammals and a variety of birds. Trails offer year-round use, and the entire Preserve is accessible with snowshoes in winter. Hunting is not allowed.

### ***Larrabee's Landing***

This historic boat landing on the southwest bank of the Royal River estuary provides a pleasant outlook over the river, and is popular with cyclists, birders, or walkers from Burbank Lane, off Larrabee Landing Road and Gilman Road. Gilman Road was originally built by the early settlers to provide access to this landing. A mowed right of way alongside a split rail fence leads to the water's edge.

### ***Frank Knight Forest***

Among other features, this is the site of the Yarmouth Community Garden. It includes 85 acres of fields and forest on East Main Street, and is the subject of a Management Plan adopted in 2023. The Frank Knight Forest features several open meadows, mature woods with large pines and steep-sided, hemlock-draped ravines. It is a great place to explore a wide diversity of habitats. Hunting, with shotguns only, is allowed.

### ***Sweetsir Farm Preserve***

The wooded 30-acre preserve includes trails through a variety of woods and wetlands to majestic mature oak and rich

floodplain forest along the banks of the river. It is located at the end of Old Field Road. Hunting, with shotguns only, is allowed.

### ***Tinker Preserve***

This site consists of 15 acres of natural fields and woods on Cousins Island. Katherine Tinker preserved this 15-acre property via a donation to The Nature Conservancy in 1970 with the direction that it be maintained as a sanctuary to protect plant and animal species. The property offers natural beauty that residents frequently enjoy on short walks and picnics. A small cemetery at the far end of the property is maintained by the Cousins Island Cemetery Association.

### ***Sandy Point Beach and Camp SOCI***

Sandy Point Beach is located at the southern end of the bridge to Cousins Island. This is a favorite spot for swimming, especially for families with young children. At low tide, a long sand bar is exposed. It is also a popular kayak launching spot. Clamming is permitted with a license except when the mud flats are closed. Parking is in an unpaved lot which also serves Camp SOCI (Scouts on Cousins Island) across the street. Camp SOCI is a small pleasant wooded parcel atop a high steep bluff. There is a grassy amphitheater in the center of the parcel and a trail along the top edge of the high bluff overlooking the water. At mid to low tide, it is possible to follow the shoreline north under the Cousins Island Bridge to Sandy Point Beach.

### ***Madeleine Point***

This small property abuts Wyman Station located near the south end of Cousins Island. There are sweeping views stretching from the Cousins Island bridge across to Princes Point and the Cumberland and Falmouth shore. It provides access to a public commercial and recreational dock and mooring area, and is also a popular swimming spot. There is a small shingle beach next to "Contemplation Rock," a scenic outlook point and popular picnic spot.

### ***Riverfront Woods Preserve***

The Riverfront Woods Preserve is owned and managed by the Town of Yarmouth and protected by conservation easements held by the Royal River Conservation Trust. The 50-acre project is a compilation of three parcels: Barker Preserve, an open space lot owned by the Town within the subdivision, as well as a 19.48-acre lot. This project conserves one of the last remaining pieces of unfragmented habitat and shoreline along the Royal River in Yarmouth. There is currently about a quarter mile of Universally Accessible trail, with plans to continue the accessible route down the power-line corridor in the future. A primitive trail provides a loop walk through a mature hemlock forest, views of an old beaver dam, and an immersive wetland experience from Yarmouth's longest boardwalk and wildlife viewing platform. Seasonal crossbow hunting is allowed on a portion of the property. A management plan for the preserve was adopted in 2020, and in 2023, the trails were translated into Wabanaki dialects, recognizing the role of the Abenaki and other tribes of the modern Wabanaki Confederacy in present-day Yarmouth.

### ***Sligo Road Fields and Forest***

This site is next to the former Central Maine Power (CMP) telephone Pole Yard. It includes nearly 40 acres of fields and woods and 1,700 feet of Royal River frontage. A trail extends from the parking area to the river bank, and an unimproved trail extends through a beautiful forest along the river's natural levee. Hunting, with shotguns only, is allowed.

### ***North Road Woods***

Behind the ball fields and playground on North Road are 15 acres of undeveloped woods and wetlands. There is an improved trail from Ryan Drive through the woods and into the back of the ball field and the parking lot. The woods consist of a mix of large white pines, red maple, white ash, and an invasive

understory tree, smooth-leaved buckthorn. Wetlands cut across the property with stands of broad-leaved cattail and thickets of alder, winterberry, and red osier dogwood.

**Transfer Station Salt Marshes**

Just downhill from the transfer station on East Main Street and the capped landfill area are about 55 acres that extend across the spectacular marshes of lower Pratt’s Brook and open oak woodlands on a series of marsh-edge bluffs. There are no formal trails, but public access is allowed to the salt marshes and adjacent oak forests. Hunting is allowed.

**West Side Trail**

Developed and managed by volunteers with support from the Town, the West Side Trail is a multi-use trail for hikers and walkers, runners, and off-road single track bicyclists that connects neighborhoods, office parks, preserves, and public beaches. The trail is currently more than 10 miles round trip and is continuing to expand. Much of the trail is under the cover of the tree canopy adjacent to the CMP power line corridor that the route follows. The trail offers views of ravines, rocky bluffs, and vistas of Casco Bay and the Royal River estuary with an unexpected sense of remoteness, even while crossing ten neighborhood streets.

**Boston Post Meadow**

A 6-acre open space consisting of a beautiful natural field and mixed woods. A trail starts from the sidewalk on Lone Pine Lane and offers a connection to the largest contiguous section of the West Side Trail.

**Village Run Sledding Hill**

At about 7 acres, the Village Run Sledding Hill is the result of the sand pit left behind when the property was used as a material source for a highway construction project. The pond is filled with water and supports a surprising amount of wildlife. During the



Building the lats mile of the West Side Trail  
Photo: Yarmouth Community Services

winter, sledding on the steep sandy banks is allowed. A short trail on the property connects the adjacent neighborhoods to the village and schools and provides a loop walk option for many of the surrounding neighborhoods.

**Cousins River Fields and Marsh**

Maine Coast Heritage Trust, Royal River Conservation Trust (RRCT), and Freeport Conservation Trust (FCT) worked together through 2020 and 2021 to purchase this 82-acre parcel along the Cousins River marsh system, located at the intersection of Granite Street and Old County Road. Maine Coast Heritage Trust is developing a management plan for the property.

**Athletic Fields**

**Yarmouth High School Fields**

Located at Yarmouth High School (access from Portland Street or West Elm Street) these multi-use fields serve as the home field for Yarmouth High School’s Soccer, Football, Field Hockey, Lacrosse, Baseball, Softball, and Track teams, as well as being used by the Harrison Middle School teams and Yarmouth Community Services leagues and programs.

**Winslow Field Complex**

Located behind the Harrison Middle School and across the street from Yarmouth Elementary School near 121 McCartney Street, these fields serve as the home field of the Harrison Middle School sports teams, Yarmouth Community Services leagues and programs, and High School practice fields.

**Brown Softball Field**

Located at Yarmouth High School, this field serves as the home field of the Yarmouth High School Softball team and is used by Harrison Middle School teams and Yarmouth Community Services leagues and programs.

**North Road Athletic Complex**

The Heidi Tobiason Youth Softball Field, DeLorme Youth Baseball Field, and Kaulback Youth Baseball Field are located here. Located on 70 North Road, these fields are used by Yarmouth Community Services leagues and programs, as well as Harrison Middle School teams and Yarmouth Little League.

**Yarmouth High School Baseball Field**

Located at the Yarmouth High School, this field serves as the home field of the Yarmouth High School Baseball team and is also used by various leagues and programs.

**Bennett Field**

Located at Rowe School, this field is used by Yarmouth Community Services leagues and programs, serves as the home field of the Harrison Middle School baseball team, and is also used by various leagues and programs.

**Outdoor Basketball, Tennis, Pickleball, & Sand Volleyball Courts**

**Yarmouth High School Courts**

Located at Yarmouth High School, this facility has two outdoor basketball courts, four tennis courts, eight pickleball courts, and two sand volleyball courts.

**Harrison Middle School**

Located at 220 McCartney Street, this facility has one smaller basketball court.

**Yarmouth Elementary School**

Located at 121 McCartney Street, this facility has one smaller basketball court on the backside of the school.

**Donna Hall Memorial Tennis Courts**

Four lighted asphalt courts are located at Yarmouth High School (access from Portland Street or West Elm Street); two pickleball courts are lined within each tennis court.

**Rowe Tennis Courts**

Two asphalt courts are located at 52 School Street; Two pickleball courts are lined within each tennis court.

**McCartney Street Tennis Courts**

Two asphalt courts are located near 121 McCartney Street. YCS renovated these courts in June 2023.



Applewoods Playground  
Photo: Roslyn Rosalia

## Playgrounds

### *Nan Jones Kimball "Shipyards"*

Located at 70 North Road. Equipment on the right (west) side is designed for older children.

### *Rowe School*

Located at the Rowe School at 52 School Street three designs include a Pre-K, a Natural, and a five to eight year old playgrounds.

### *Yarmouth Elementary School*

Located at 121 McCartney Street, this playground is designed for students in grades two through five.

### *Harrison Middle School*

Located at 220 McCartney Street, this playground is designed for students in grades six through eight

### *Applewoods Playground*

Located on Applecrest Drive, it is a small neighborhood playground.

## Outdoor Skating Rink

### *Orland H. Blake Skating Pond and Warming Hut*

Lighted pond located at 198 Main Street. A warming hut is available, but users must bring their own firewood.

## Track

### *Yarmouth Athletic Complex at Yarmouth High School*

Located at Yarmouth High School, accessible from Portland Street and West Elm Street.

## Other Facilities

### *Community Center at 20 Mill Street*

The building at 20 Mill Street offers public meeting space and a kitchen. Many recreation programs are offered in this space.

### *East Main Street Community House*

The East Main Street Community House is located at 179 East Main Street and provides public meeting space.

### *Main Street Bridge Amphitheater*

When the Route 1 bridge over Main Street was reconstructed in 2019, amphitheater seating was installed under the bridge abutments offering casual meeting and gathering spaces.

### *Yarmouth School Department Buildings*

The Yarmouth School Department buildings offer miscellaneous event space, classrooms, and gymnasiums.

## Water Body Inventory

Several sites offer access to the water.

### *Pratt's Brook, tidal*

Pratt's Brook Park and the Transfer Station Salt Marshes

### *Royal River, above the head of tide*

Sweetsir Farm, Sligo Road Fields and Forest, Riverfront Woods Preserve, Yarmouth History Center, Gooch Island, Royal River Park Pathway, Grist Mill Lane Field, and Grist Mill Park

### *Royal River, tidal*

Town Landing (access to mooring area, boat launch, float, parking area, Harbor Master's office), Larrabee's Landing, and Spear Farm Estuary Preserve.

### *Cousins River, tidal*

Transfer Station Salt Marshes and Cousins River Field and Marsh



Trestle Bridge over the Royal River  
Photo: Karin Orenstein

## Marinas

Royal River Boatyard, Yankee Marina & Boat Yard, and Yarmouth Boat Yard & Marina. These are all private marinas.

## Coastal and Marine Access

Sandy Point Beach and Camp SOCI, the Chebeague Island Ferry Terminal on Cousins Island, and the Town Wharf on the south side of Littlejohn Island. Access and Town-controlled mooring sites are also maintained at Madeleine Point on Cousins Island, Old Town Landing off Princes Point Road, and Town Landing on Old Shipyards Road.

Analyses

Recreation and Public Access Needs

Given that the use of parks, open spaces, and nature preserves for recreation and leisure, and the conservation of natural resources are important community values in Yarmouth, there will likely be a steady demand for use of indoor and outdoor recreation facilities over the next decade. Across the country, the COVID-19 pandemic highlighted the importance of access to open spaces for public health and wellness and resulted in increased demand for local participation in recreation programs and increased use of outdoor open spaces. This trend is true in recent years in Yarmouth, as Yarmouth Community Services reported high usage in 2021, 2022, and the start of 2023.

The population of the state of Maine is continuing to age, and this trend is true in Cumberland County and the Town of Yarmouth, as the population of the age group 45 and over is growing. Locally, the Yarmouth School Department’s 2017 Enrollment Study provided insight into the potential community increases in student numbers, as well. Therefore, there will likely be a demand for indoor and outdoor recreation facilities for all ages and abilities, with a more substantial demand to meet increased recreational desires and needs for older adults and programs to support an aging population. For example, in 2023, a local interest group has pursued establishing a public swimming pool and aquatics facility, collecting over 400 signatures in support.

Planning has been underway on several parks, open space, and trail projects since the 2019 Open Space Plan established goals of connecting open spaces and extending trail connections. There will likely be an increased demand for trail connections and safe walking and biking paths, and potentially other types of community facilities. As opportunities and funding are presented to expand the recreational

and open space resources throughout the Town, understanding equitable access to these spaces can be useful in locating and expanding facilities.

Trails and Paths

In 2022, YCS monitored 27.85 miles of paths and trails. Work continues on the Beth Condon Pathway Extension and West Side Trail “Last Mile”. Improvements also continue to Royal River Park to implement a concept plan developed in 2021 and recently awarded grant funding. Most recently, Royal River Park’s pathways were repaved and patched to maintain safe travel for people walking, biking, or rolling, and a small handicapped accessible parking area was created. Despite these fixes, upgrades such as pathway surfaces, lighting, art installations, invasive plant replacements, Universal Accessibility, railings, and a bridge replacement are needed to improve safety or aesthetics at the Town’s most popular park. YCS continues to replace and update boardwalks and pedestrian bridges within the parks and open spaces.

Beyond the local network of paths and trails, the Town of Yarmouth has supported the expansion of the East Coast Greenway through the Casco Bay Trail, a 72-mile off-road trail loop between Portland, Lewiston-Auburn, and Brunswick. In Yarmouth, the Casco Bay Trail would follow the St. Lawrence and Atlantic Railroad corridor. In 2021, the Yarmouth Town Council expressed their support of the Casco Bay Trail through a resolution calling for the appointment of a Rail Corridor Advisory Council to consider building the trail on the St. Lawrence and Atlantic rail corridor between Portland and Auburn, totaling 26.5 miles of the full loop. MaineDOT convened the Rail Corridor Advisory Council, and in early 2023, a majority of the Advisory Council members recommended an interim trail until rail (multi-use trail using the existing rail bed) including removal of the existing tracks and ties and developing a multi-use trail on the

former track bed. The recommendation was forwarded to the MaineDOT Commissioner for concurrence and potential future Legislative action. The Town Council again in 2023 reconfirmed its support for the Casco Bay Trail.

Land Acquisitions

Conserving Open Space

The 2019 Open Space Plan and the 2010 Comprehensive Plan called for the need to continue to acquire and conserve open spaces through land trusts and easements. YCS maintains 677 acres of open spaces on behalf of the Town of Yarmouth. The Royal River Conservation Trust, which covers areas of Yarmouth, Freeport, North Yarmouth, Pownal, Gray, and New Gloucester, is a local non-profit that works with private landowners, municipalities, and others who are interested in conserving land in perpetuity. The Town and the Royal River Conservation Trust routinely partner to permanently conserve land that is used for recreation in Yarmouth. Seeking out additional partners to permanently conserve land will ensure that the Town has greater capacity in the future.

Landowners in Maine have the legal right to limit access to their private property and may choose to post no-trespassing signs, install gates or fences, or take other measures to restrict access. Maine law also allows landowners to bring legal action against those who trespass without permission. That said, Maine has a strong tradition of public access to private land for recreational purposes. The state has a number of programs and initiatives aimed at encouraging landowners to allow public access to their land for hunting, fishing, hiking, and other recreational activities. These programs include tax incentives for those who participate in conservation programs or other donate land for public use. In Yarmouth, the Town has many public parks and trails that provide opportunities

for outdoor recreation, and there are private landowners who may allow access to their land for recreational purposes. However, as with any private property, access is ultimately at the discretion of the landowner and may be restricted if the landowner chooses to do so.

Water Body Access

In general, the public has access to the significant water bodies in Town including Royal River, Pratt’s Brook, Cousins River, and Casco Bay. While most areas around these water bodies are privately owned and not accessible to the public, but there are public access points to these water bodies throughout the town. Yarmouth Town Landing, Old Town Landing, Royal River Park, Madeleine Point, Sandy Point Beach, Camp SOCI, Littlejohn Island Dock, public launch at the Yarmouth Historical Society, and the Royal River Trail provide opportunities for boating, fishing, swimming, and other recreational activities on the water. There are several private docks and marinas that also have access to the rivers and coastal waters.

Land Acquisition Strategy

Strategic land acquisitions allow the Town of Yarmouth to implement several policies aimed at preserving the town’s rural character, protecting natural and recreational resources, and spurring healthy economic growth and development. Yarmouth’s Parks and Lands Committee developed a process to assess the relative value of potential acquisitions in order to prioritize investments and identify implementation strategies as opportunities arise. The prioritization process and acquisition strategies leverage the past thirty years of planning activities undertaken by the town. The 1988 Public Access and Recreation Plan, the 2007 Land Stewardship Plan, the 2009 Royal River Master Plan, and the 2010 Comprehensive Plan present a consistent vision of Yarmouth as a walkable community, with a variety of public open spaces that

offer different types of outdoor experiences.

The Parks and Lands Committee identified four significant criteria that are used in conjunction with current mapped data to assess the relative value of potential acquisitions. The significance – or relative value – of specific lands is assessed based upon community needs including access to open space for recreation, connectivity for humans and wildlife, and traditional access for hunting and fishing; cultural, historic, and natural resources; and alignment with the town’s vision for future growth and economic development.

The following criteria represent high priority community needs:

- Shoreline Access: Land that provides access to water and the shore for a variety of recreational purposes, including access to mooring sites, parking, dinghy storage, small boat launching/carrying, walking, traditional fishing and fowling, and scenic views.
- Natural Resource Protection: Land or easements that enhance the protection of natural resources such as wildlife, clean water, and wetlands, and improve public access to Casco Bay, the Royal River, Cousins River, and neighboring towns.
- Open Space Enhancement: Land contiguous with existing town lands that enhance the functional or aesthetic value of our town and improve connections between neighborhoods and local service centers.
- Connectivity: Land, rights-of-way, or easements for sidewalks, walking trails, and bike paths that provide safe pedestrian and bicycle pathways throughout the town, especially where linkages are possible between existing town properties, neighborhoods, and public open spaces.

When intersected with current public sentiment and demographic trends, this

framework provides guidance for selectively acquiring land and easements needed to establish, enhance, and connect valuable public open spaces while protecting important and vulnerable habitats. This approach will help encourage integrating the town’s open spaces and trails with Yarmouth’s Village, neighborhoods, schools, and businesses. The committee, in partnership with the Town Council, town boards, staff, community groups, and external partners, applies this approach to support town-wide planning efforts and to evaluate acquisition scenarios based upon existing opportunities.

## Sources

First Street Foundation. (2022). The 6th National Risk Assessment Hazardous Heat. Retrieved from <https://report.firststreet.org/heat>

Royal River Conservation Trust Updated Conservation Plan (2022) <http://rrct.org/wp-content/uploads/RRCT-2022-Conservation-Plan-Lower-Resolution.pdf>

Yarmouth Open Space Plan (2019) LINK: [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Plan\\_Draft\\_09-11-2019.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Plan_Draft_09-11-2019.pdf)

Yarmouth Town Report 2018



## 7. Transportation

### Highlights

According to the U.S. Census, 87% of Yarmouth residents commute outside for work, while only 13% of Yarmouth residents live and work in Town. According to the U.S. Census ACS 5-year estimates, 3,879 Yarmouth residents commuted to work in 2021. Of this, 76% drove alone, compared to 86% in 2010.

According to data from the Maine Department of Transportation (MaineDOT) and the Town of Yarmouth, there are 2.9 miles of interstate roads, 0.85 miles of state highway roads, 14.4 miles of state aid highway, and 53.2 miles of town roads.

Investments in roadway infrastructure is driven by the established capital improvement plan process that identifies and prioritizes network improvements. By participating in the Portland Area Comprehensive Transportation System (PACTS), the Town of Yarmouth is eligible for planning funding and capital funding for transportation projects.

The development of the roadway network is guided by the Subdivision Ordinance and the Character Based Development Code, as well as the Complete Streets Policy adopted in 2015.

Pedestrian and bicycle infrastructure in Town is concentrated in the more densely populated areas of Yarmouth, although extensive networks exist beyond the Village, such as on Cousins Island. The Town, in collaboration with the Bicycle and Pedestrian Advisory Committee, has made strides in improving the pedestrian and bicycle infrastructure through established interventions as well as innovative applications such as advisory lanes as a result of focused planning on pedestrian and bicycle infrastructure.

The regional and local trail network in Yarmouth is significant and continues to expand through active advocacy and funding.

The Greater Portland Metro BREEZ provides regional bus service to Yarmouth. The BREEZ runs between Brunswick and Portland and also stops along Route 1 in Freeport.

### Highlights

MaineDOT has been investing in the bridge infrastructure in Yarmouth, especially the I-295 bridges, in recent years and additional investment is anticipated in the next decade.

State data shows traffic congestion is an issue along Portland Street to Route 1 and along Route 1 near East Main Street, especially as Yarmouth connects other suburbs and more rural communities to Route 1 and I-295.

High Crash Locations (HCL) include the unsignalized intersection of Route 1 and Spring Street and the signalized intersection of Route 1 and I-295 Northbound ramp at Exit 17.

A 2018 Parking Study found parking downtown is adequate, although parking demands shift throughout the day. Implementation of the study's recommendations are ongoing.



## Climate Connections

Several road segments within Yarmouth are threatened by flooding, primarily those that cross the Royal River, Cousins River, or one of their tributaries. Flooding of these roads could present safety hazards, damage infrastructure and increase maintenance and repair costs, limit the availability of residents to commute (87% of the population commutes outside of Yarmouth for work), and limit access for emergency services. Roads that may be threatened include portions of East Elm Street, Route 1, Bridge Street, Lafayette Street (Route 88), Old Shipyard Road, Sligo Road, Even Keel Road, Ledge Road, Gilman Road, Old Town Landing Road, and Littlejohn Road (Climate Ready Casco Bay, 2023).

Residents of Cousins Island and Littlejohn Island may be particularly at risk with sections of the Talbot Road connector inundated under a conservative 1 foot sea level rise scenario (The Nature Conservancy, 2023).

With 3.3 feet of sea level rise, an estimated 101 addresses in Yarmouth become inaccessible to emergency services (The Nature Conservancy, 2023).

Ensuring that the 59 cross culverts in Yarmouth are designed to meet professionally-accepted standards and/or “Stream Smart” standards may alleviate flooding caused by undersized culverts.

Adding additional electric vehicle charging stations may promote more residents and public transportation to switch to electric powered vehicles, reducing the Town’s greenhouse gas emissions (also sometimes referred to as “carbon footprint”). This would also facilitate the electrification of the Town’s fleet of vehicles.

Taking public transportation helps reduce fuel use and greenhouse gas emissions. Enhancing public transit options and encouraging residents to use the bus instead of driving could reduce the Town’s carbon footprint.

Encouraging new residential development near local businesses, offices, services, and public transit stops on the Route 1 corridor allows more choices for how people get around besides driving, and reduces greenhouse gas emissions.

Multimodal transportation infrastructure, like trails, sidewalks, and bike lanes, provides recreation opportunities while also supporting more sustainable methods of transportation.

## Analyses

### Street Network

According to data from the Maine Department of Transportation (MaineDOT) and the town, there are 2.9 miles of interstate roads, 0.85 miles of state highway roads, 14.4 miles of state aid roads, and 53.2 miles of town roads. Interstate 295 (I-295) divides Yarmouth and connects Portland to Brunswick. Exits 15 and 17 provide access to I-295 from Route 1 at the southern and northern end of Yarmouth, respectively, Route 1 is a major thoroughfare in the community, serving both local trips as well as traffic traveling through the community to other places. Similarly, Route 88 (Lafayette Street) and Route 115 (Main Street), North Road, East and West Elm Street, and Portland Street serve the local community as well as the region.

Road classification systems are used to group public roads and highways into classes according to the character of service they are intended to provide. Roads are grouped into three broad categories: arterials, collectors, and local roads. (See Figure 6.1, Road Jurisdiction & Key Features Map)

### Arterials

Arterials are highways that provide for long distance connections between larger population centers. They are typically designed to carry higher volumes of traffic at higher rates of speed. I-295 serves as the principal arterial highway that provides access to communities in the Greater Portland region.

### Collectors

Collector roads bring together traffic from local roads and connect smaller cities and towns. They are characterized by moderate speeds, with the purpose of providing better access to adjacent land. Collector streets in Yarmouth include North Road, Main Street,

Princes Point Road, Gilman Road, and Route One.

### Local Roads

Local roads are designed to access abutting land uses and to connect collector and arterial roads. They are not designed for longer distance through traffic and are low-volume, typically serving less than 500 vehicles per day. Local roads are often heavily used by pedestrians and bicyclists to avoid higher volume roads. Private roads are not classified, but often serve a similar function as local roads. Most roads in Yarmouth are local roads.

### Road Maintenance and Work Plan

The federal functional classification system helps establish maintenance responsibilities for MaineDOT and the Town. Generally, MaineDOT maintains arterials and collector roadways while the Town maintains local roads. However, since a portion of the Town lies within the Urban Compact, state roads within the Urban Compact are maintained by the Town, and funding for the maintenance is the Town’s responsibility, although projects are eligible for state funding from the Portland Area Comprehensive Transportation System (PACTS). Urban compact designations in Yarmouth are along Route 1, Route 88, Route 115, North and Princes Point roads, East Main Street, West Elm Street, Bayview Street, and the Village Center. Of the publicly maintained roads, the Town maintains 67.6 miles of roads, consisting of 14.4 miles of state aid roads, and 53.2 miles of local roads.

The MaineDOT three-year work plan (see Figure 7.2) lists all the road maintenance projects in Yarmouth occurring between 2023 and 2025 and their associated costs. The projects vary, but most are for highway paving and bridge repair and/or improvement. Beyond highway and bridge improvements, the three-year work plan also includes sidewalk projects on Route 88 and on a portion of Main Street, representing

Phase 2 of the Main Street Sidewalk and Streetscape Master Plan, as well as the extension of the Beth Condon Memorial Pathway.

The Town of Yarmouth’s Department of Public Works’ Capital Improvement Plan (CIP) for Fiscal Years 2024 through 2028 represents significant investment in the roads that the Town maintains. The projection for the next five years includes investing \$11,900,525 for state roads that the Town maintains, \$7,843,500 for local road projects ranging from simple repaving projects to rehabilitation to reconstruction, and \$1,253,000 for special projects.

**Bridges**

There are 25 bridges in Yarmouth. Two bridges are maintained by the Town and the rest are maintained by MaineDOT. About half of the bridges in Town are in satisfactory condition or better. There are only a few bridges in poor condition, including the Exit 17 bridges which are currently under construction. The Cousins River bridge carrying Route 1 over the Cousins River is currently in fair condition and will be rebuilt in the coming years. The Exit 15 bridge carrying Route 1 over I-295 is in poor condition and is planned to be rebuilt as well. As noted in Figure 7.2, MaineDOT is also advancing engineering work for other bridges in poor condition including the Falls Bridge, I-295 bridges over Route 88, and the East Main Street bridge over Route 1.

The Town has in the past and continues to leverage MaineDOT’s bridge rehabilitation and replacement projects to establish new and enhance existing safe walking and biking connections. These improvements are critically important to Yarmouth’s pedestrian and bicycle network. Recent examples include the reconstruction of the Route 1 Bridge over Main Street and the Bayview Street bridge over I-295. The Exit 17 Bridge Replacement and the upcoming Exit 15 Bridge Replacement projects represent even

more significant opportunity for Yarmouth to make critical connections in its pedestrian and bicycle network.

**Culverts**

There are 59 cross culverts located completely within Yarmouth. Cross culverts are small culverts that run under state-owned roadways. MaineDOT defines a cross culvert as a pipe or structure that has a span of less than 5 feet or multiple pipes or other structures with a combined opening of less than 20 square feet in area. There are no large culverts in Yarmouth. Out of the 59 cross culverts, 18 are located along major collectors and 41 are located along interstate highways. Over half of the culverts are in good condition, and less than 20% are in poor condition.

**Road Design Standards**

Yarmouth’s Subdivision Ordinance contains design and performance standards for the construction of new streets. The Ordinance requires different standards of residential subdivision streets based on the anticipated traffic volumes, and in some cases, the zoning district. Residential collector streets generate the most traffic, while private roads generate the least. Dimensional standards for private roads are dependent upon the number of dwelling units.

All private roads must be maintained by the property owners. A property owners association is required for subdivisions with private roads, stormwater management facilities, or other private infrastructure. The property owner’s association must own and be responsible for the maintenance of the subdivision’s private infrastructure. The Town is not responsible for the cost of road construction or maintenance of private roads.

Local design standards for new roads are identified in the Subdivision Ordinance and the Character Based Development Code. While the Subdivision regulations

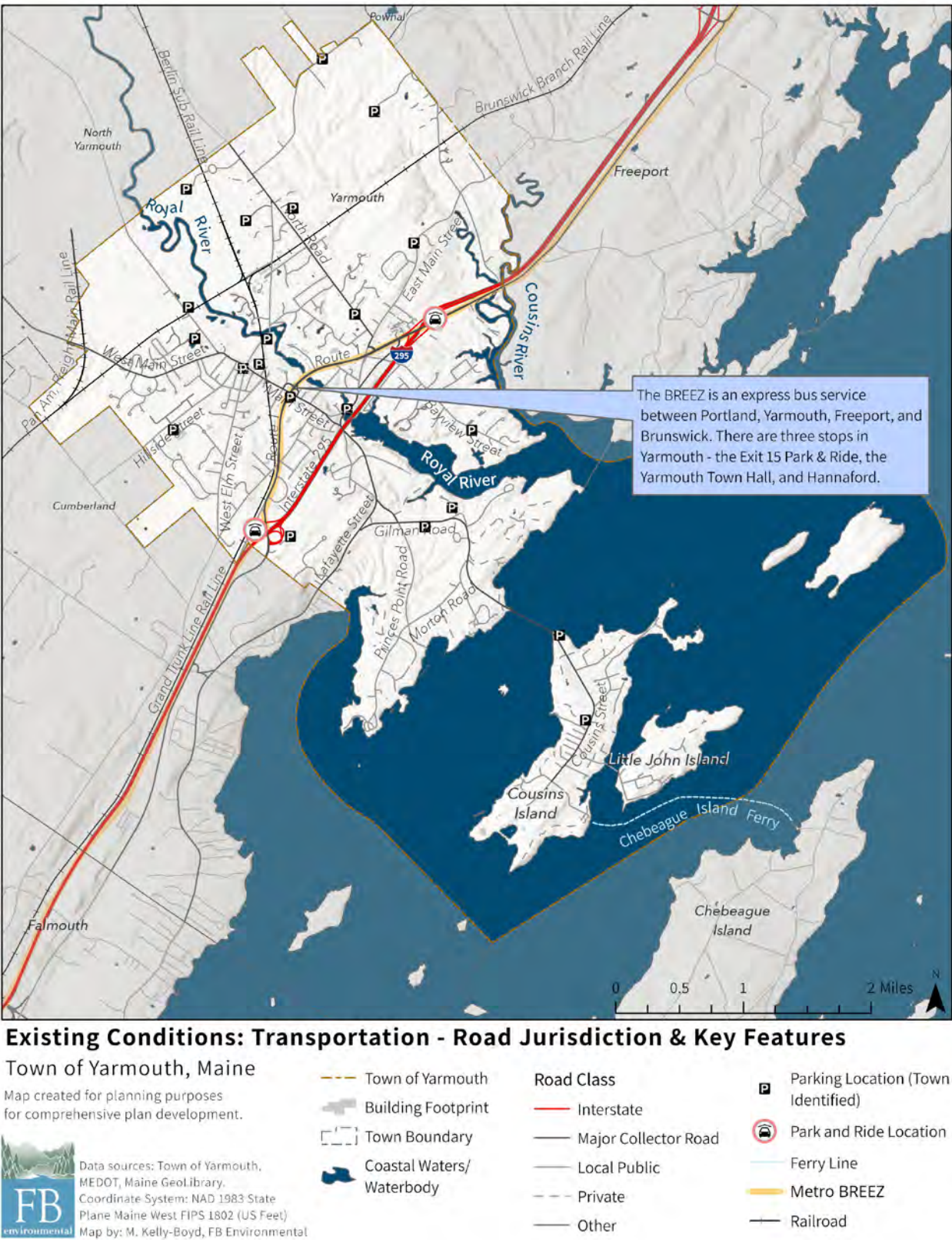


Figure 7.1 Road Jurisdiction and Key Transportation Features

Project Scope	Location	Description	Estimated Total Project Cost	Estimated Year
Bridge Replacement	Exit 15 bridge over I-295	The bridge carrying Route 1 over I-295 will be replaced.	\$12,000,000	2024/2025
Highway Paving	Route 88	Route 88 will be repaved beginning at Princes Point Road and extending north 0.79 of a mile to Falls Bridge over the Royal River. PACTS Sponsored.	No estimate available.	2024/2025
Highway Safety and Spot Improvements	I-295 Exit 17 Visitor Information Center	The roof at the Visitor Information Center will be repaired.	\$10,000	2023
Bicycle/Pedestrian Improvements	Route 88	The Route 88 and Marina Road intersection will be realigned and sidewalks will be added beginning at Marina Road and extending north 0.09 of a mile to Main Street. PACTS Sponsored.	\$200,000	2024
Highway Paving	Route 88	Route 88 will be repaved beginning at the Cumberland town line and extending north 0.86 of a mile.	No estimate available.	2023
Bicycle/Pedestrian Improvements	Route 115	Engineering for sidewalk and streetscape improvements representing Phase 2 of the Main Street Streetscape Master Plan. Phase 2 begins at Center Street and extends east 0.11 of a mile to Railroad Square. PACTS Sponsored.	\$78,000 for engineering only.	2023
Bicycle/Pedestrian Improvements	Beth Condon Shared Use Pathway	Engineering for the extension of the Beth Condon Shared Use Pathway beginning at I-295 Exit 17 and extending east 0.57 of a mile to the Cousins River Bridge. PACTS Sponsored.	\$69,000 for engineering only.	2023
Bridge Painting	Bridge Street	Cotton Mill Bridge over Royal River will be repainted.	\$300,000	2024/2025
Bridge Improvements	Route 88	Engineering for bridge improvements for the Falls Bridge over Royal River.	\$300,000 for engineering only.	2023

Project Scope	Location	Description	Estimated Total Project Cost	Estimated Year
Bridge Improvements	I-295	Engineering for bridge improvements to the I-295 Bridges over Route 88.	\$500,000 for engineering only.	2023
Bridge Improvements	East Main Street	Engineering for bridge improvements to the East Main Street Bridge over Route 1.	\$300,000 for engineering only.	2023
Bridge Replacement	Route 1	The Cousins River Bridge carrying Route 1 over the Cousins River will be replaced. Reconstruction will include constructing a shared use pathway that will connect the Beth Condon Memorial Pathway to Freeport.	\$8,130,000	2023
Bridge Superstructure Rehabilitation	I-295	The bridge carrying the northbound I-295 lanes over the Cousins River will be rehabilitated.	\$450,000	2023

Figure 7.2 Maine DOT Road Maintenance Work Plan, 2023–2025  
Source: Maine Department of Transportation

are applicable to the entire town, the Character Based Development Code only has jurisdiction in the character districts along Main Street and Route 1 and focuses specifically on minimizing roadway width. Additionally, there are standards for roads outlined in the National Fire Protection Association (NFPA) codes and regulations which have been adopted locally. These standards, particularly for roads serving fewer than three homes, are not consistent, and only the Character Based Development Code specifically allows for waiving of certain design standards of the Subdivision Ordinance.

Street Connectivity

A well-designed and well-implemented street connectivity system provides multiple routes to and from destinations, limits the construction of developments with few entry and exit points, and encourages other modes

of transportation like walking and biking (Street Connectivity Minimums – Sustainable Development Code, n.d.-b.). Many local and state roads in Yarmouth are well connected. The Subdivision Ordinance requires new residential streets to be coordinated and connected within the larger street network wherever possible by foot, bike, and vehicle, as does the Character Based Development Code. Yarmouth’s roadway design standards limit the length of dead-end roads to 1,000 feet. Although most newer subdivision roads are dead-end streets, pedestrian and bicycle pathways have been established to create connectivity with the larger network.

Access Management

For improved safety and enhanced productivity along highways, MaineDOT provides a set of access management rules. According to the MaineDOT Access Management Handbook, access



Bridge Number	Bridge Name	Roadway	Condition
5444	North Elm	East Elm Street	Good
3983	Cotton Mill	Bridge Street	Very Good
5229	East Main Street	East Main Street	Poor
2272	Falls	Main Street	Poor
5339	RT 115/Lewiston BR MCRR	Main Street	Fair
1509	I-295 SB/Route US 1	I-295 SB	Fair
3800	Royal River	Route 1	Very Good
5833	I-295 NB/US 1	I-295 NB at Exit 17	Poor
1137	I-295 NB/Cousins River	I-295 NB	Satisfactory
1138	I-295 SB/Cousins River	I-295 SB	Fair
2183	US Route 1/Cousins River	Route 1	Fair
5804	Relocated US1/ I-295	Route 1 at I-295 Exit 15	Poor
5635	Ellis C. Snodgrass Memorial	Gilman Road	Fair
3313	MCRR Crossing	Main Street	Good
5230	Main Street	Route 1	Very Good
5832	I-295 NB/Route 88	I-295 NB	Fair
5834	I 295 NB/Royal River	I-295 NB	Fair
210	Granite Street Overpass	Granite Street	Satisfactory
338	Hodson	East Elm Street	Satisfactory
1507	I-295 SB/Route 88	I-295 SB	Fair
1508	I-295 SB/Royal River	I-295 SB	Fair
3416	Davis Landing	East Main Street	Fair
5835	Bayview Street/I-295	Bayview Street	Good
6135	Littlejohn Island	Talbot Road	Good

Figure 7.4 Yarmouth Bridge Condition  
Source: Maine Department of Transportation

management balances safe access to a property with mobility and traffic flow. Anyone installing a driveway or entrance along a state or state-highway must receive a permit from MaineDOT. All rural state highways and state aid roadways outside urban compact areas are subject to MaineDOT entrance and driveway rules. While MaineDOT administers the access management program outside a municipality's urban compact area, the responsibility and authority for implementing land use and access management lies primarily with municipalities.

Urban compact designations in Yarmouth

are along Route 1, Route 88, Route 115, North and Princes Point roads, East Main Street, West Elm Street, Bayview Street, and the Village Center. The Town has a well-established permitting process for access management and working within the right-of-way. Basic safety standards and major collector and arterial technical standards apply to all roads outside urban compact areas. If proposed development will generate more than 100 trips during the peak hour, a traffic movement permit is required from MaineDOT.

Yarmouth's Zoning Ordinance, Character Based Development Code, Site Plan

Figure 7.3 Road and Bridge Condition

Street Type	Width	Shoulders	Esplanade	Sidewalk
Residential Collector	24 ft	1 ft (both sides)	10 ft (both sides)	5 ft (both sides)
Residential Access	22 ft	1 ft (both sides)	10 ft (one side)	5 ft (one side)
Residential Sub-Collector	22 ft	1 ft (both sides)	10 ft (one side)	5 ft (one side)
Rural Residential Sub-Collector	22 ft	4 ft (both sides)	none required	none required
Rural Residential Access	20 ft	4 ft (both sides)	none required	none required
Private Road (1-2 dwelling units)	14 ft	3 ft (both sides)	none required	none required
Private Road (3-6 dwelling units)	16 ft	3 ft (both sides)	none required	none required
Private Road (6-10 dwelling units)	18 ft	3 ft (both sides)	none required	none required
Private Road (11-20 dwelling units)	18 ft	3 ft (both sides)	none required	none required

Figure 7.5 Yarmouth Street Design Standards  
Source: Town of Yarmouth

Review Ordinance, and Subdivision Ordinance contain standards around access management and traffic permitting. The Zoning Ordinance contains road frontage standards for all the zoning districts to regulate the placement of driveways. The Character Based Development Code encourages interconnected networks of thoroughfares that are designed to disperse traffic and reduce the length of automobile trips. The Site Plan Review Ordinance contains standards for minimum sight distance per allowable road speeds, distances between driveways, and driveway dimensions, although the Town defers to the sight distances outlined in the Right-of-Way Ordinance as superseding the sight distances outlined in the Site Plan Review Ordinance. The Subdivision Ordinance contains standards for turnarounds and emergency access, although these standards are not always consistent with the NFPA codes and regulations for fire access.

Traffic Volumes and Safety

Commuting Patterns

According to U.S. Census, roughly 87% of Yarmouth residents commute outside Town for work. Only about 13% of residents live and work in Town. Nearly 90% of those who work in Yarmouth commute from other towns. According to the 2021 U.S. ACS 5-year Estimates, there were 3,879 Yarmouth residents who commuted to work. Of this number, 76% drove to work alone, 6% carpooled, 0.3% used public transit, 0.7% biked, and 0.8% walked. Compared to the 2010 Census, 4,187 residents commuted to work and more people (86%) drove alone (U.S. Census ACS 5-year estimates, table S0801). Since 2010, the percentage of people working from home has increased from 6% to 14.9%, due in a large part to the growth of remote work due to COVID-19.

Average Annual Daily Traffic Counts

Average Annual Daily Traffic Counts (AADT) are collected by MaineDOT during certain times of year and are determined by placing an automatic traffic recorder at a specific

location for 24 hours. The 24-hour totals are adjusted for seasonal variations. AADT counts for selected road segments between 2014 and 2019 are shown in Figure 6.7. Traffic volumes on both urban collector streets and arterials have stayed fairly consistent across five years. There were slight traffic volume increases off East Elm Street, North Road, Portland Street, and Route 88. Though there were a number of road segments included in the AADT counts, only those with changes in traffic counts are shown in Figure 6.7. Traffic counts for 2015, 2017, and 2018 were not recorded for these road segments.

Roadway Congestion

MaineDOT uses a Customer Service Level (CSL) to track highway safety, condition, and serviceability. These CSLs are graded on a scale from A-F. Congestion is one of

the measures of serviceability, which uses the ratio of peak traffic flows to highway capacity to calculate an A-F score for travel delays. Most roads in Yarmouth have a CSL rating of B or higher, indicating traffic congestion is not an issue. The only two road segments with problematic traffic congestion are along the section of Portland Road to Route 1, and the section of Route 1 that crosses under East Main Street. CSL ratings only consider vehicular traffic, and does not consider other modes or safety.

Yarmouth is a majority year-round community and the town is not subject to traffic variations from seasonal populations. However, Yarmouth’s road network experiences localized congestion during peak morning and evening travel times as regional traffic accesses Route 1 and I-295 through Yarmouth as well as during school

Location	Annual Average Daily Traffic Counts, 2014	Annual Average Daily Traffic Counts, 2016	Annual Average Daily Traffic Counts, 2019
Cousins Street at bridge #5635 to Cousins Island		2,240	2,620
East Elm Street northeast off SR 115		2,860	3,130
I-295 northbound north of off ramp to US 1	23,690		27,930
I-295 northbound south of off ramp to US 1	24,550		26,190
I-295 southbound south of off ramp to US 1 (Exit 15)	25,090		27,000
North Road northwest of Elm Street		3,760	4,680
Portland Street southwest of US 1		4,550	5,340
School Street northeast of SR 115	6,090		5,120
SR 115 (Main Street) northwest of Cleaves Street	11,950	10,270	10,410
SR 115 (Main Street) southeast of School Street	8,360	7,550	7,240
SR 88 (Spring Street) south of US 1	2,930	3,720	4,350
US 1 southbound northeast of I-295 southbound on ramp (Exit 17)	5,870		6,260

Figure 7.6 Average Annual Daily Traffic Counts  
Source: Maine Department of Transportation

drop off and pick up periods.

High Crash Locations

MaineDOT has a system for rating crashes based on a ratio between actual crash rates and critical crash rates. A High Crash Location (HCL) is defined as a location that has eight or more traffic crashes and a Critical Rate Factor (CRF) greater than 1.00 in a three-year period. There were two HCLs in Yarmouth in 2022 as shown in Figure 7.7.

Intersection/Section	Total Crashes
Intersection of Route 1 and Spring Street	20
I-295 Northbound Ramp from Route 1 (Exit 17 Junction)	25

Figure 7.7 High Crash Locations, 2022  
Source: Maine Department of Transportation

Conditions and Trends

Rail Network

Historically, there were two railroad stations in Yarmouth; Yarmouth Junction Station and Grand Trunk Station. Both stations are no longer in use as there is no passenger rail service with stops in Yarmouth. The Yarmouth Junction Station is no longer standing, although the junction is a major system junction. The Grand Trunk Station was added to the National Register of Historic Places on July 10, 1979, and currently houses a Gorham Saving Bank branch.

Two railroad systems pass through Yarmouth: Guilford Rail System (Maine Central Railroad) and the St. Lawrence and Atlantic Railroad (SLR). There is no active railroad use of the SLA corridor. The Downeaster Amtrak currently provides passenger rail service from Brunswick to Boston. The expansion of the Downeaster service to Freeport and Brunswick occurred in 2012; previously, the service terminated in Portland. Although the service travels through Yarmouth on the Maine Central Railroad line, there are currently no stops in Yarmouth.

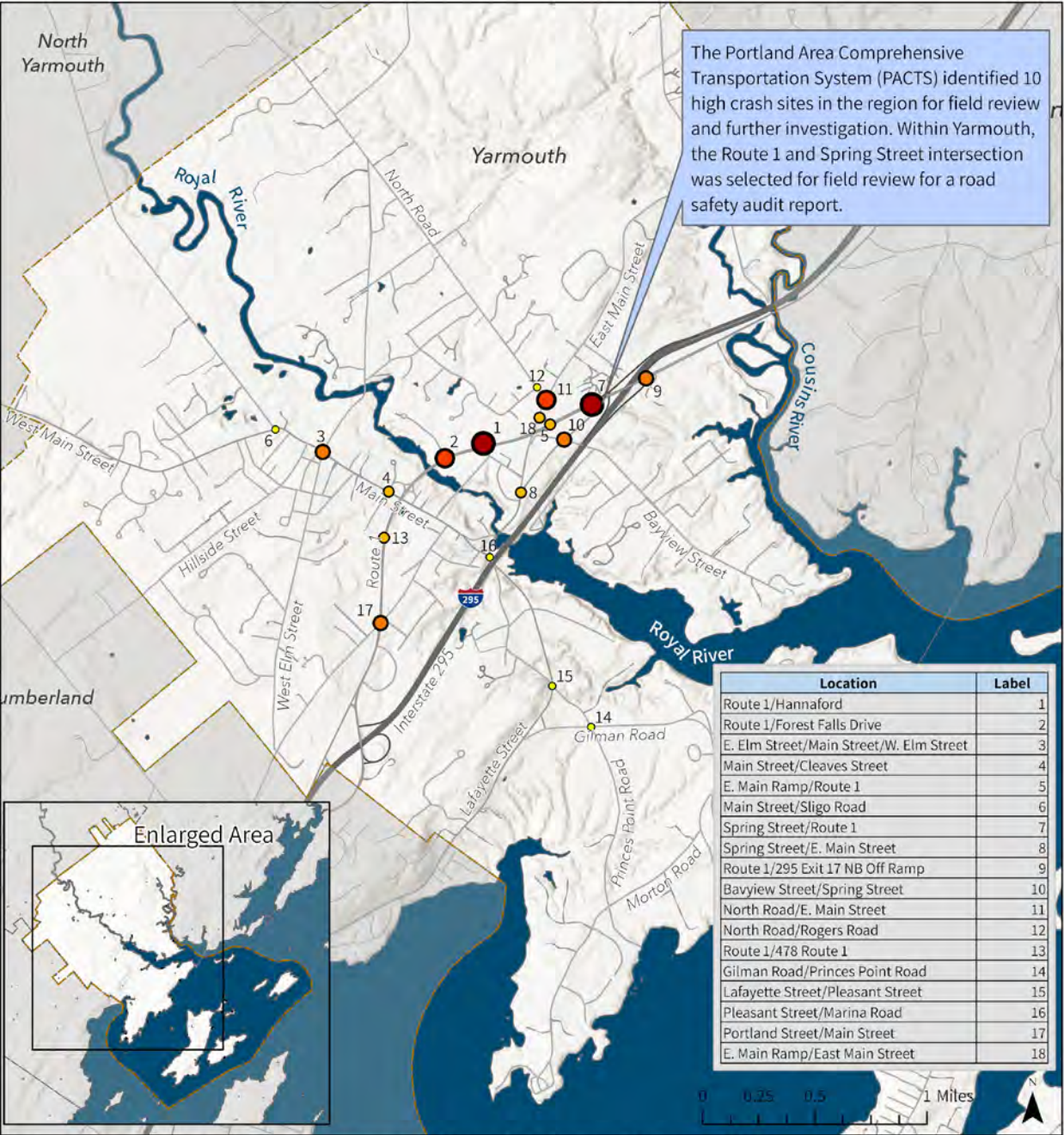
MaineDOT continues to consider expansion of passenger rail within Maine, whether through expansion of the Downeaster service, or through other operators. Recent efforts ave focused on service from Portland to Augusta and beyond to Bangor, as well as service between Portland and Lewiston and Auburn (“Maine DOT Considers Amtrak Downeaster Expansion,” n.d.).

Public Transportation

METRO Breez bus service, an express service, provides public transportation in Yarmouth. METRO Breez has limited stops in Brunswick, Freeport, and Portland as well. Peak monthly ridership from 2022 is presented below. There are currently three bus stops in Yarmouth at the Exit 15 Park and Ride, at Town Hall, and Route 1 northbound at 765 Route 1 and Route 1 southbound at 756 Route 1. The Town of Yarmouth installed a bus shelter at Town all in 2021, and is working toward installation of bus shelters at the Exit 15 Park and Ride, and on both sides of

Stop	Inbound (toward Portland)		Outbound (toward Freeport)	
	Boardings	Alightings	Boardings	Alightings
Exit 15 Park and Ride	45	6	19	44
Yarmouth Town Hall	87	17	71	135
Route 1	54	15	15	108

Figure 7.8 Greater Portland Metro BREEZ Monthly Ridership, 2022  
Source: Greater Portland Metro



Existing Conditions: Transportation - High Crash Locations

Town of Yarmouth, Maine

Map created for planning purposes for comprehensive plan development.

Data sources: Town of Yarmouth, MEDOT, Maine Geolibrary. Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 (US Feet) Map by: M. Kelly-Boyd, FB Environmental

Town of Yarmouth  
Town Boundary  
Coastal Waters/Waterbody  
Road

High Crash Locations

Count (2019-2022)  
● 1-2  
● 2-4  
● 4-7  
● 7-10  
● 10-14

High crash location data is for 2019-2022, and was tabulated by the Yarmouth Police Department. Parking lot crashes were not included.

Figure 7.9 High Crash Locations

Route 1. METRO’s ridership is still recovering from the pandemic, and the peak monthly ridership represents 63% of the prepandemic peak monthly ridership.

Go Maine operates a vanpool and carpool service and rewards members for participating in any sort of green commute, from carpooling to walking and biking or taking the bus.

**Ferry Service**

Ferry service in Yarmouth is provided by the Chebeague Transportation Company (CTC). The CTC operates ferry service between Cousins Island and Chebeague Island. Visitors to Chebeague Island can park at CTC’s satellite lot off Route 1 in Cumberland and travel by shuttle bus to the CTC dock located on Cousins Island (The Ferry – Chebeague Transportation Company, n.d.). The shuttle bus was temporarily discontinued in 2020 due to COVID, but has since resumed operation. The Blanchard parking lot is located near the ferry landing on Cousins Island. This lot has space for 165 cars and is primarily reserved for year-round residents with parking permits, with some availability for paid day use.

While Casco Bay Lines also provides service to Chebeague Island, the ferry service into Yarmouth by CTC is more convenient for residents and older students traveling to the mainland for services and education. The Towns of Yarmouth and Chebeague Island convened a Joint Standing Committee, which meets regularly to discuss, deliberate, and resolve issues regarding the critical transportation connection. The Towns also contribute to a reserve account to fund maintenance, capital repairs, and the eventual replacement of the Cousins Island dock and any improvements to Wharf Road. Yarmouth contributes 20%, and Chebeague Island contributes 80%.

Yarmouth does not have any water taxi or private boat transportation.

**Bicycle and Pedestrian Network**

In 2015, the Town worked with Town Planning & Urban Design Collaborative to create the Bicycle and Pedestrian Network Recommendations plan to improve the bicycle and pedestrian network in town. The plan recommends extending bicycle accommodations and adding signed bike routes and designated bicycle lanes. The recommendations outlined in the plan accompany the 2015 Complete Streets Policy and are incorporated into the Character Based Development Code, both of which require implementation of specific street cross sections and bicycle facilities wherever new streets are proposed.

In 2020, Yarmouth formally established the Bicycle and Pedestrian Advisory Committee. Prior to 2020, an ad-hoc committee focused on bicycle and pedestrian issues existed in town for periods of time since the mid-1990s. The Committee works to enhance and expand the Town’s biking and walking network, collaborating with Community Services, Parks and Lands, Planning and Development, Public Works, and the Town Engineer. A member of the Committee also serves on the Complete Streets Advisory Committee with other Town officials. The foundation established in the previously mentioned planning documents and the collaborative nature of the Committee and the Town, the Town has been building safer streets and pathways for biking and walking over the past several years through established and innovative approaches.

Though the Town has no shortage of trails and recreation space, the bicycle and pedestrian network is concentrated in the more densely populated areas of Town, such as in the Village. There are currently three types of bicycle accommodations in Yarmouth. Shared-use lane markings, or “sharrows” (located on West Elm Street, Melissa Drive, and Rogers Road), and paved shared-use paths (Royal River Path and Beth Condon Pathway). The Committee

also works with the Town to identify streets for advisory lanes, which are dashed line markers on the road approximately 5 feet wide designated for pedestrians and cyclists. There are currently seven streets in town with advisory bike lanes. Those include Old Shipyard Road, Bowdoin Street, Bates Street, Cumberland Street (between South Street and West Elm Street), South Street, Morton Road, and Bridge Street. The same treatment will be applied to Pleasant Street in the coming years. Yarmouth has generally found that the use of advisory lanes is a context-appropriate treatment for the low-speed and low-volume roads in the Village and elsewhere.

Yarmouth’s school-aged population has a long-established culture of riding bicycles to get to and from school, either via on-road facilities such as sidewalks or off-road facilities such as trails. Anecdotally, the bike racks at the schools, particularly Yarmouth Elementary School and Harrison Middle School, are regularly overflowing with bikes throughout the school year.

**Sidewalks**

Sidewalks in Yarmouth are located primarily in the Village Center and downtown, and connect to schools and other residential areas. Sidewalks are limited in more rural areas of town, but there are extensive sidewalk networks north of the Royal River and on Cousins Island.

The Town conducted a sidewalk audit in 2017, in order to identify needed improvements and prioritize those improvements in order to effectively program the available funding for sidewalk repairs which includes a list of sidewalk improvements and estimated costs for all the sidewalks in Town. The audit found that most sidewalks in Town need repairs and upgrading, primarily to provide a smooth surface and ADA ramps. At the time, those with the highest priority included along West Main Street, Main Street, East Main

Street, West Elm Street, Portland Street, and Route 1.

Through systematic programming, in the last decade, the Department of Public Works has made strides in improving the sidewalk network, most recently upgrading the sidewalks on Main Street in the Village. The Yarmouth Bicycle and Pedestrian Advisory Committee with support from the Department of Planning & Development are working on creating a dashboard that will facilitate updating sidewalk conditions.

Currently, most sidewalk construction or significant improvements are done in conjunction with street rehabilitation or reconstruction on local roads as well as state aid roads, and the Sidewalk Capital Reserve Account is funded yearly with \$30,000. The Town of Yarmouth’s Department of Public Works’ Capital Improvement Plan (CIP) for Fiscal Years 2024 through 2028 programs \$2,189,000 for rehabilitation and reconstruction, which includes sidewalk improvements. Further, to help inform funding needs and investment, a bicycle and pedestrian plan is also now incorporated in the Town’s CIP.

**Parking**

**Off-Street Parking**

Off-street parking is required for all new development in the Town. Depending on the location, either the off-street parking requirements of the Zoning Ordinance or the Character Based Development Code are applicable. The Character Based Development Code is relevant for Main Street in the Village and along the majority of Route 1.

Yarmouth’s Zoning Ordinance contains minimum parking standards for residential and commercial uses:

- At least two (2) parking spaces per dwelling unit are required for residential homes.

- Most commercial uses require three (3) parking spaces for every 1,000 square foot of gross floor space.
- Restaurants require one (1) space per 2.5 seats.
- Churches and schools require one (1) space per four (4) members.

Through Site Plan Review, the Planning Board has the opportunity to waive or adjust the amount of parking in consideration of site constraints, shared parking, alternative modes of commuting, and access to transit.

Unlike the Zoning Ordinance, the Character Based Development Code has a minimum requirement and a maximum requirement:

- Residential uses require a minimum of one (1) space per dwelling unit and a maximum of two (2) spaces per dwelling unit.
- Office and retail uses require a minimum of two (2) spaces per 1,000 square feet and a maximum of four (4) spaces per 1,000 square feet.
- Restaurants require a minimum of one (1) space per 4 seats and a maximum of one (1) space per 2.5 seats.

The Code also allows significant flexibility in meeting these standards through shared parking, available on-street parking, and access to transit.

### Public Parking

Yarmouth has several public parking lots in the Village as well as private parking lots associated with a specific business or multi-tenant building. On-street parking is also available in the Village. While there are time restrictions for on-street parking, the only location where it is signed for two-hour parking is adjacent to Latchstring Park.

Outside of the Village, there is public parking at each of the schools, at open space and recreation facilities, and at the I-295 Exit 15 Park and Ride and the Visitor Information

Center near I-295 Exit 17.

In 2018, the Town completed a Downtown/ Main Street Parking Study, which found that across 35 parking lots (including those that are private), there are 753 parking spaces. In addition, there are 225 public on-street parking spaces in the Village. The study reviewed current parking usage, analyzed future parking demands, and developed recommendations to manage and improve existing parking facilities. The findings of the study noted that as a whole, Yarmouth Village has adequate parking capacity, although the parking demands shift from place to place around downtown over the course of a day. This finding remains true today, although formalized management and enforcement of time limits for public parking may be needed.

The recommendations are still being implemented individually and in conjunction with the implementation of the Main Street Sidewalk and Streetscape Master Plan. Most recently, the Town entered into an agreement with the Trustees of the Casco Lodge to allow public parking within their parking lot at 20 Mill Street, totaling about 60 parking spaces. The Town, working with area businesses and the Chamber of Commerce, encourages employees of Village businesses to park at 20 Mill Street, opening on-street or off-street parking for customers.

### Prior Planning Initiatives

There have been many recent transportation planning initiatives in Yarmouth. Most of these projects deal with bicycle and pedestrian access and other transportation challenges and opportunities, and are specific to Yarmouth. Others, such as the North of Portland Route One Complete Streets Corridor Plan, was a collaborative effort with the towns of Falmouth, Freeport, and Cumberland.

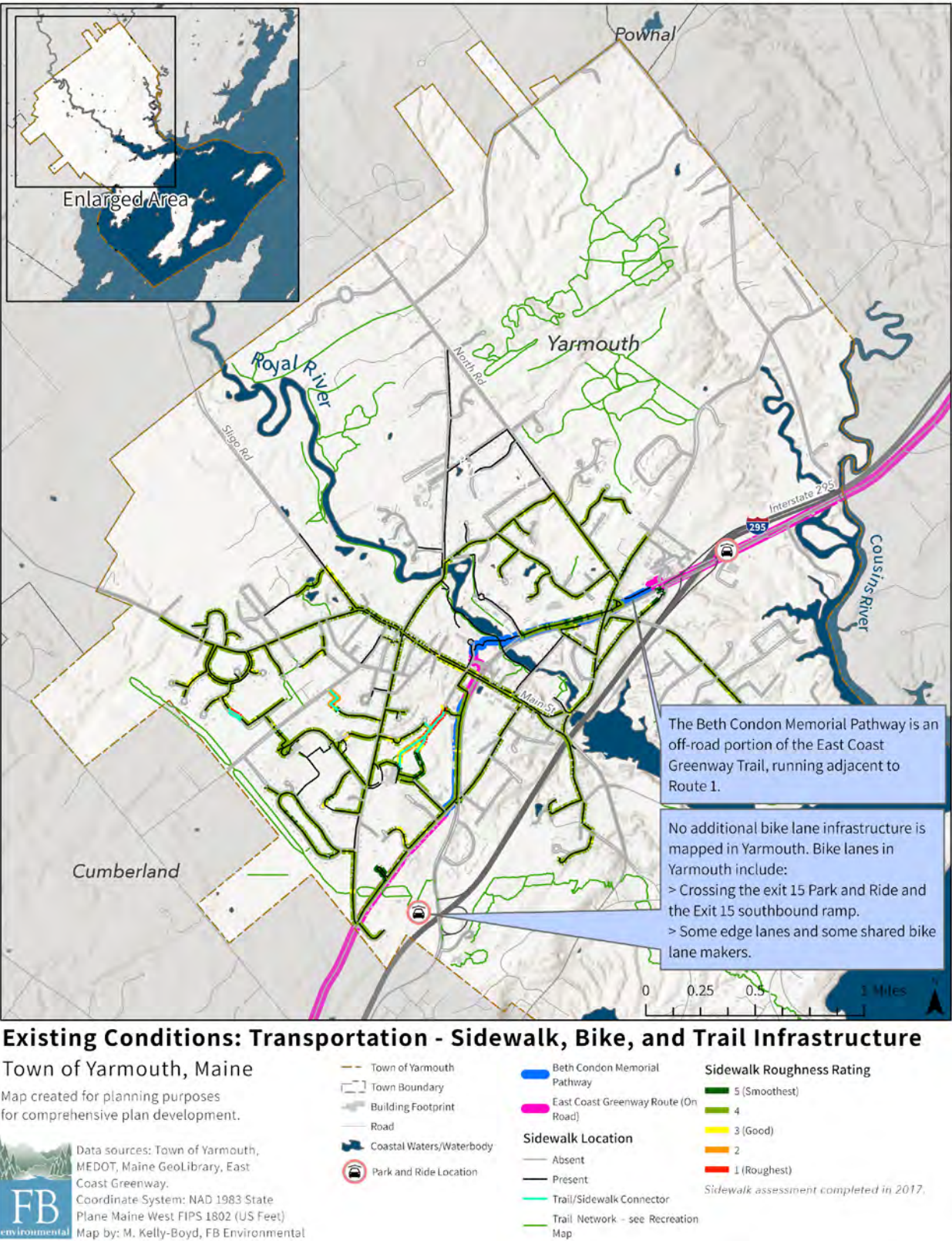


Figure 7.10 Sidewalk, bicycle, and trail infrastructure

***North of Portland Route One Complete Streets Corridor Plan***

Yarmouth adopted a Complete Streets Policy in 2015, which is intended to provide a transportation network that is safe, efficient, interconnected, and sustainable. The Policy established a Complete Streets Advisory Committee, which is tasked with implementing the goals of complete streets throughout Yarmouth through development review and project review. In 2018, Yarmouth worked with the towns of Falmouth, Cumberland, and Freeport to develop the North of Portland Route One Complete Streets Corridor Plan. The goal of the plan is to upgrade the entire length of Route 1 to accommodate bicycles, pedestrians, buses, trucks, and passenger cars. The Town of Yarmouth continues to implement the recommendations of this plan as funding allows.

***Main Street Sidewalk and Streetscape Master Plan and Design Recommendations***

In 2019, the Yarmouth Town Council adopted the Main Street Sidewalk and Streetscape Master Plan and Design Recommendations for the Main Street Village. The purpose of this plan is to improve the function, safety, and attractiveness of Main Street for all users from pedestrians to drivers. Sidewalks along Main Street will be upgraded and brought into ADA (Americans with Disabilities Act) compliance. Street trees and lighting will be improved as well.

In 2022, the Department of Planning and Development along with Ransom and Toole Design Group refined the recommendations for the intersection of Railroad Square and Main Street as the Railroad Square Redevelopment Project was under review by the Planning Board. The purpose of refining the recommendations for this node was to ensure that the intersection of Railroad Square and Main Street, as well as the

intersecting driveways and streets in the area, function safely for all users and support the overall goals of the Streetscape Master Plan. Preliminary design efforts for Phase 2 were underway in 2023.

***Portland Area North Bicycle & Pedestrian Implementation Plan***

The Portland Area North Bicycle and Pedestrian Plan was drafted as a response to the growing need for improved regional bike and pedestrian connections between Falmouth, Cumberland, Yarmouth, North Yarmouth, and Freeport. Recommendations were broken out into short term and long term and were scored using a points system based on safety, proximity to schools, distance from facilities or trails, distance from bus stops, and proximity to key destinations. The plan will also help the five communities obtain necessary funding from local, regional, statewide, and federal sources to implement these recommendations.

***Regional Planning***

***Portland Area Comprehensive Transportation System (PACTS)***

The Town of Yarmouth is a member of the Portland Area Comprehensive Transportation System (PACTS), the regional metropolitan planning organization (MPO), along with 17 other greater Portland municipalities. PACTS coordinates transportation planning and investment decisions with the state, municipalities and public transportation partners. PACTS directs the spending of more than \$25 million in transportation funding each year. The Greater Portland Council of Governments (GPCOG), the regional planning agency, provides staff support to PACTS.

The Town of Yarmouth is located within the PACTS Planning Area and the Capital Management Area. The Planning Area is the entire 18-municipality region, and determines

eligible locations for transportation planning studies, projects, and programs. The Capital Management Area is the federally designated urbanized area, a regional subset of the Planning Area, and determines eligible locations for transportation capital investments such as design, engineering, and construction projects. Being located in both areas, the Town of Yarmouth is eligible to receive transportation funding for both planning projects and capital projects with a required local match, and has received significant funding commitments over the years.

In order to guide its work, PACTS issues a long range transportation plan, a long range public transportation plan, and an active transportation plan. The Long Range Transportation Plan is a 20-year plan which creates the vision and sets the tone for planning. This plan also informs the 4-year Transportation Improvement Plan, which identifies funding investments and sets performance targets, and informs the 2-year Unified Planning Work Program, which provides for the study and analysis of needs. The Town of Yarmouth staff participates in PACTS committees, which direct the development of these planning documents.

***Regional Vision Zero Action Plan***

Vision Zero is a strategy to eliminate all traffic fatalities and serious injuries by changing the way roads are designed to ensure safe, healthy, equitable mobility for all. This strategy recognizes that people will sometimes make mistakes, so the road system and related policies should be designed so that those mistakes do not result in severe injuries or fatalities. This means that planners and policymakers have a responsibility to lessen the severity of crashes.

GPCOG has convened an Advisory Panel to develop an Action Plan in 2023 to apply Vision Zero concepts in a holistic,

comprehensive, and equitable manner. The Vision Zero Action Plan was adopted by PACTS in mid-2023, and its goals are part of the funding decisions described above.

***Regional Complete Streets Policy***

PACTS recently adopted a Regional Complete Streets Policy, which provides direction on incorporating complete streets into each project that is under consideration for funding.

***MaineDOT Projects and Planning***

MaineDOT is responsible for setting transportation goals for the State. To do so, they work with all the State’s transportation organizations and local governments as well as other interested parties. MaineDOT’s planning process includes a Long-Range Transportation Plan, an annual Work Plan, and a Statewide Transportation Improvement Program. The Town actively participates in the development of statewide planning documents as well as the local implementation of those plans.

As part of its family of plans associated with the Long-Range Transportation, MaineDOT adopted its first ever Active Transportation Plan in 2023. This plan assesses the current state of active transportation in Maine, identifies and evaluates the state’s goals, and proposes an implementation plan to achieve those goals. The plan will enable MaineDOT to enhance safety and accessibility throughout the state. MaineDOT is also expected to revise the state’s Complete Streets Policy.

Sources

Climate Ready Casco Bay. (2023, February 17). Yarmouth Community Profile. Retrieved from <https://storymaps.arcgis.com/stories/0555c472757d4d639c043e08a8ae7747>

OnTheMap. (n.d.-b). <https://onthemap.ces.census.gov/>

Street Connectivity Minimums – Sustainable Development Code. (n.d.-c). <https://sustainablecitycode.org/brief/street-connectivity-minimums-4/#:~:text=A%20well%2Ddesigned%20and%20well,as%20walking%20or%20bicycling%20over>

Maine DOT considers Amtrak Downeaster expansion. (n.d.). Progressive Railroading. [https://www.progressiverailroading.com/passenger\\_rail/news/Maine-DOT-considers-Amtrak-Downeaster-expansion--68438](https://www.progressiverailroading.com/passenger_rail/news/Maine-DOT-considers-Amtrak-Downeaster-expansion--68438)

The Ferry – Chebeague Transportation Company. (n.d.). Chebeague Transportation Company. <https://www.ctcferry.org/the-ferry>

The Nature Conservancy. (2023). Coastal Risk Explorer. Retrieved from <https://maps.coastalresilience.org/maine/>



8. Marine Resources

Highlights

*Important marine habitats within Yarmouth include eelgrass beds, tidal waterfowl and wading bird habitat, Essential Habitat for the endangered roseate tern, and an Exemplary Natural Community of salt-hay saltmarsh. Yarmouth is also part of the Maquoit and Middle Bay Focus Area of Statewide Ecological Significance due to its prime marine habitats.*

*Eelgrass, in particular, face threats from invasive species, and increasing turbidity and silt deposits from activities in Casco Bay, but also soil erosion and runoff from land.*

*Generally, marine resources are threatened by point and nonpoint source pollution, which the Town will work to address through implementation of the current Municipal Separate Stormwater Sewer System (MS4) General Permit.*

*Water quality monitoring has revealed some high levels of bacteria and nitrogen, particularly in narrow channels between islands or within river estuaries. This has resulted in closures and conditional restrictions or approvals for some of Yarmouth’s shellfish beds.*

*Previously highly harvested species such as softshell clams have experienced declines in landings in recent years, while other sectors such as aquaculture are on the rise.*

*There are seven public marine water access points, and the Town is working on several improvements to marine water access and adjacent parks to meet the goals of past planning efforts.*

*Royal River Harbor is an ongoing focus for the community looking to improve and balance stated environmental, recreational, and economic values of the harbor.*



## Climate Connections

*Marine access points and public coastal infrastructure and landings may be at risk from sea level rise.*

*Rising ocean temperatures and ocean acidification, in combination with the increasing threat from invasive species, put many pressures onto fragile marine resources in Yarmouth such as eelgrass beds and clam flats.*

*Important estuarine habitats, such as the salt-hay saltmarsh and other coastal wetlands may be inundated or shift with sea level rise (Climate Ready Casco Bay, 2023). This risks the decline of these important habitats and may threaten nearby infrastructure with the loss of their flood-buffering services.*

*Although Yarmouth is relatively protected from sea level rise due to its elevated shoreline, erosion of coastal bluffs is impacting coastal properties and natural systems. Thirty-nine percent (39%) of Yarmouth's bluff shorelines are currently categorized as unstable or highly unstable, making them particularly vulnerable to increased erosion pressures and sea level rise. Stable bluff shorelines may become unstable in the future with increasingly strong storm events.*

*Marsh migration is difficult to predict and depends heavily on the rates of sedimentation to match the levels of sea level rise to facilitate their growth, along with available habitat to migrate to (i.e. does not have infrastructure present or steep elevation changes that would prevent marsh migration) (Climate Ready Casco Bay, 2023; Casco Bay Estuary Partnership, 2021).*

*Water quality may be threatened by the increase in strong storm events which will increase erosion, carrying more pollutants into marine waters.*

*Saltwater intrusion from rising sea levels may contaminate groundwater and flood septic systems.*

*Warming ocean temperatures and long-term pollution will continue to impact local fisheries, causing declines in cold-water species like lobster.*



## Introduction

Marine resources are a critical piece of what makes Yarmouth the town it is today. The local economy relies on the marine resources it harbors and they are a focal point of the Town's image and history. Yarmouth's location in Casco Bay provides a number of important habitats for marine organisms, particularly eelgrass and shellfish beds which are of great importance to the natural environment and the local economy. The shellfishing industry faces a number of threats, including closures and restrictions on harvesting due to water quality issues. Maintaining public access to marine waters is also critical to the future of this industry. Softshell clam landings have dropped in recent years, however, new sectors such as aquaculture may help fill the gaps to allow the continued success of Yarmouth's marine economy.

## Conditions and Trends

### Public Access

The Town has seven (7) public marine water access points for boat and hand carry boat launches. All are within easy walking distance of nearby neighborhoods. In addition to these seven locations, there are four (4) locations with public access to fishing. Access points are depicted on Figure 8.1.

### Boat Launches

#### Town Landing

The Town Landing provides the primary public access to the harbor. It is located on eight acres on the east side of the Royal River Harbor at the end of Old Shipyard Road. There are two launching ramps, one for use by small craft, and one for larger vessels at any tide height; two docks, one commercial and one recreational; 58 moorings and parking for about 50 cars with trailers. It is also home to the Harbormaster's Office.



Madeleine Point

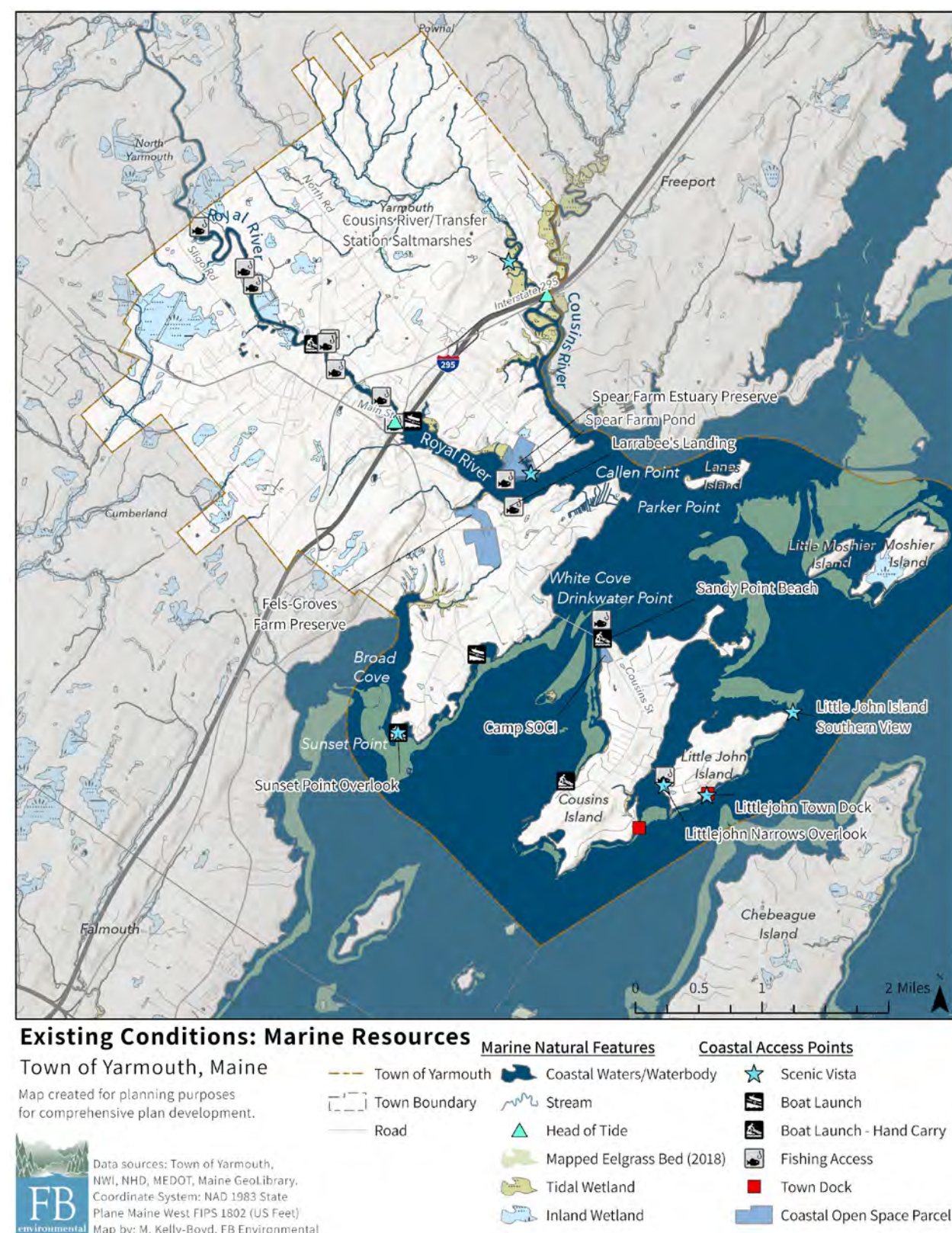


Figure 8.1 Marine Resources

### Princes Point Town Landing

Also referred to as the Old Town Landing, Princes Point is located on 0.05 acres on Old Town Landing Road. The facility has a natural ledge for boat launching and provides parking for three vehicles.

### Littlejohn Dock

Located on Littlejohn Island, this dock provides deep water access with parking for six or seven cars.

### Cousins Island Dock and Blanchard Lot

Located at the end of Wharf Road, it hosts a ferry terminal for Chebeague Island operated by the Chebeague Transportation Company. The Town owns and maintains a dock and float in this location, which provides excellent deep-water access, as well as a mooring area with 15 parking spaces. There are two unstriped vehicular parking spaces at the dock for loading and unloading, and the Blanchard Lot, managed by the Chebeague Island Transportation Company, has parking for 165 vehicles via permit and some paid daytime use parking for those traveling to Chebeague Island.

### Hand Carry Boat Launches

#### Sunset Point Overlook

Located at the end of Sunset Point road, this is a launch site for kayaks and canoes at any tide. Small, trailered boats can access the water during higher tides via the unimproved ramp.

#### Sandy Point Beach

Located on Cousins Island, provides access to a tidal beach and easy kayak access. It supports parking for 30 vehicles.

#### Madeleine Point

Located on Cousins Island, provides deep water access with parking for 33 cars along Madeleine Point Road and in a small lot

closer to the beach. Madeleine Point is an extremely popular swimming and small watercraft launch site, as well as serving the largest residential mooring access in the community.

### Yarmouth History Center

Located at 118 East Main Street, offers a hand carry launch above the two dams on the Royal River.

### Fishing Access

- Gendall Memorial Park
- Spear Farm Estuary Preserve
- Larrabee's Landing
- Talbot Road on Littlejohn Island

### Scenic Resources

At least six scenic vistas in Yarmouth provide important marine viewpoints (see Figure 8.1 for details). These include the following:

#### Spear Farm Pond

Located on the Spear Farm Estuary Preserve along the mouth of the Royal River.

- Ownership: Spear Farm Estuary Preserve is a conserved land parcel held by the Town and State.
- Protections: Conserved land (type: project agreement)

#### Yarmouth Transfer Station Salt Marshes

Located along the Cousins River.

- Ownership: Town-owned
- Protections: No permanent protection.

#### Sunset Point Overlook

- Ownership: Town-owned
- Protections: No permanent protection.

#### Littlejohn Narrows Overlook

Located on Littlejohn Island.

- Ownership: Town-owned land (at the end of the causeway to Littlejohn island)
- Protections: No permanent protection.

**Littlejohn Town Dock**

- Ownership: Town-owned
- Protections: No permanent protection.

**Littlejohn Island Southern View**

- Ownership: Royal River Conservation Trust owns the Littlejohn Island Preserve
- Protections: Conserved land (type: easement)

**Coastal and Marine Habitats**

Yarmouth enjoys a variety of marine habitats identified by Maine authorities as important to wildlife. The majority of its marine environment is part of the Maquoit and Middle Bay Focus Area of Statewide Ecological Significance (Beginning with Habitat, 2023). Within this area are hundreds of acres of offshore high and moderate-value tidal waterfowl and wading bird habitat areas (Beginning with Habitat, 2023). These habitats include aquatic beds and mudflats that provide food sources, shelter, or important resting spots for waterfowl and wading bird species. Additionally, Nubbin Island is classified as Essential Habitat for roseate tern (*Sterna dougallii*) seabirds. The roseate tern is listed as an endangered species at both the federal and state level.

Shorebird areas are also delineated along the mouths of both the Royal and Cousins Rivers, overlapping with areas of salt-hay saltmarsh, classified as an Exemplary Natural Community by the Maine Natural Areas Program (Beginning with Habitat, 2023). Salt-hay saltmarshes are listed as a state rank S3 habitat, indicating that they are vulnerable in Maine due to restricted range, few occurrences, declines, and/or threats (Maine Natural Areas Program, 2021). The salt-hay saltmarsh along the Freeport border at the Cousins River is also the habitat

of the saltmarsh sparrow (*Ammodramus caudacutus*), a species of special concern in Maine (Beginning with Habitat, 2023).

Yarmouth also contains hundreds of acres of eelgrass (*Zostera marina*) habitat. Eelgrass performs many vital ecosystem services, serving as a food source, fish nursery, flood buffer, shoreline stabilizer, carbon storer, and pollutant filter (Casco Bay Estuary Partnership, 2021). Although significant losses in eelgrass habitat in Casco Bay were recorded in 2013, mapping in 2018 by the Maine Department of Environmental Protection (DEP) revealed an increase in the eelgrass area. The total eelgrass area is still at least 30% lower than historical levels in the mid-90s and early 2000s. A subsequent report released in January 2023 by the DEP, analyzed imagery in order to map seagrasses, including eelgrass, in Casco Bay (Normandeau Associates, Inc., 2023). The results of this study showed an overall decrease in seagrasses from previous mapping efforts in 2001-2, 2013, and 2018. However, the areas off of Blaney and Cornfield Points in Yarmouth saw an increase in seagrass presence from 2013, which had little to no eelgrass at these locations. The report does indicate that there is noted bed increase between 2013 and 2022, but the beds were smaller than those mapped in 2018.

One cause of eelgrass reduction today is the threat from invasive European green crabs. First recorded in Casco Bay in 1905, green crabs are now the most abundant species of crab along Maine’s coast. Green crabs uproot eelgrass in their quest for softshell clams. Eelgrass beds may also be threatened by increasing turbidity and silt deposits from freshwater runoff which can smother the plants. This threat may become more prevalent as climate change increases strong storm events and therefore increases erosion and runoff.

**Water Quality**

All marine waters in Yarmouth are classified by the Maine DEP as Class SB Waters, the second tier in a three-tier classification system for estuarine and marine waters (Class SA, SB, and SC with Class SA as most like natural conditions). Maine DEP has one biomonitoring site on the Royal River, above the head of tide (see Natural Resources section for more information). Through this program, the Maine DEP monitors the composition of resident aquatic benthic macroinvertebrates and algal communities, which can serve as key indicators of the overall health of an aquatic ecosystem. The Friends of Casco Bay maintains a continuous monitoring station on the southeast side of Cousins Island. The State of the Bay, 6th edition, a five-year analysis of the bay conducted by the Casco Bay Estuary Partnership, notes that Yarmouth is one of the communities with consistently high bacteria levels and that the Royal River estuary has been known to have elevated nitrogen levels (Casco Bay Estuary Partnership, 2021). Pollutant levels are able to concentrate more easily in the narrow waters of the Royal River estuary than in open waters that have the benefit of greater mixing and dilution.

The Littlejohn Island Causeway is listed on the 2022 Maine DEP Nonpoint Source Priority Watersheds List as an impaired marine waterbody for negative water quality indicators from monitoring by the Friends of Casco Bay. Additionally, Upper Whistler Cove and Cousins Island are all listed as Category 5-B-1: Estuarine and marine waters impaired for shellfish harvesting designated use by bacteria only – TMDL required in the Maine DEP 2018/2020/2022 Integrated Water Quality Report (May 2022). The Royal River estuary is also listed as Category 5-A: Estuarine and Marine Waters Impaired by Pollutants Other Than Those Listed in 5-B Through 5-D – TMDL Required for a dissolved oxygen impairment. Most other estuarine and marine bodies in Yarmouth, including the Cousins River, Pratt’s Brook,

upper Royal River, northern shore of Cousins Island, Yarmouth mainland, Littlejohn Island, upper Broad Cove, and the mouths of the Royal and Cousins Rivers are listed in Category 3. This category is for marine waters with insufficient data or information to determine if shellfish harvesting designated use is attained. Small segments of the Cousins River and lower Royal and Cousins Rivers are listed as Category 2: Estuarine and Marine Waters Attaining Some Non-Shellfish Harvesting Designated Uses – Insufficient Information for Other Uses.

The Bureau of Public Health within the Maine Department of Marine Resources (DMR) oversees the implementation of the National Shellfish Sanitation Program (NSSP) by the Interstate Shellfish Sanitation Conference to ensure harvested shellfish are safe for human consumption (Maine Department of Marine Resources, 2022). The DMR also oversees shellfish management and growing area classification, marine biotoxin monitoring, and other volunteer water quality and phytoplankton monitoring programs. Samples are collected year-round at nearly 1,400 stations along the Maine coast for fecal coliform bacteria. These results, along with visual surveys for pollution sources, result in shellfish areas being approved or closed to harvesting. Eighteen DMR monitoring stations exist within Yarmouth (Maine Department of Marine Resources, 2023).

Based on these data, the Maine DMR allows or restricts the harvesting of shellfish within commercial shellfish Growing Areas. Yarmouth’s marine waters all fall into Growing Area W1. Classifications categories are Approved, Conditionally Approved, Restricted, Conditionally Restricted, or Prohibited. See Figure 8.2 for these areas within Yarmouth.

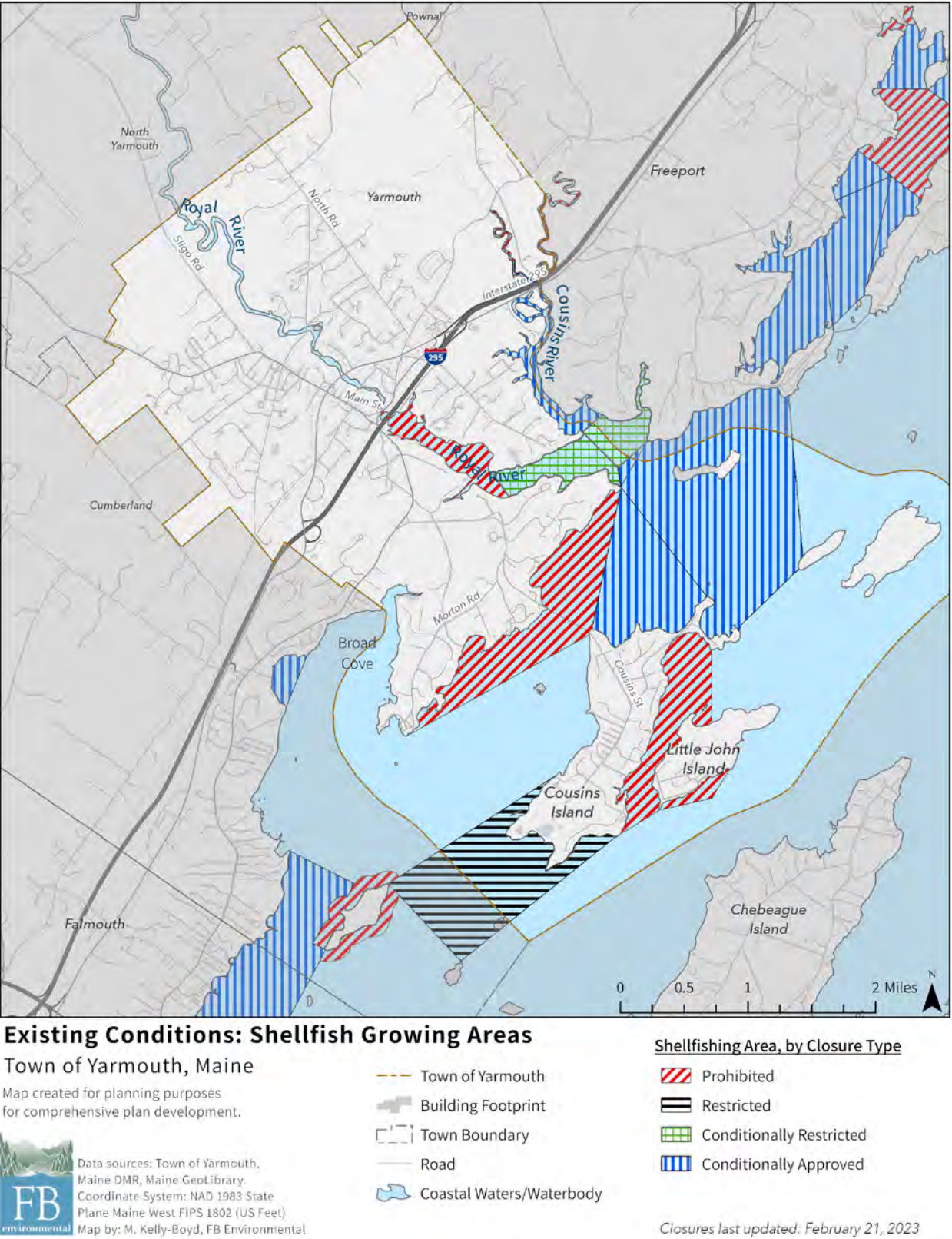


Figure 8.2 Shellfish Growing Areas

## Threats to Marine Water Quality

### Stormwater Runoff

Stormwater runoff carries sediment, bacteria, nutrients, fertilizers, pesticides, herbicides, oil, grease, and other pollutants into marine waters. These materials are collected by the runoff from impervious areas and carried to the sea in rainwater and snowmelt. Threats from stormwater runoff may increase in the future as impacts from climate change bring more frequent severe storms to the Maine coast. Intense precipitation in a short period of time cannot infiltrate into the ground and thus causes more surface erosion and may carry additional pollutants into nearby waterbodies.

Yarmouth is part of the Municipal Separate Stormwater Sewer System (MS4) General Permit that regulates stormwater discharge for communities of a certain density. Yarmouth belongs to the group of Greater Portland communities that have formed the Interlocal Stormwater Working Group (ISWG) to implement this program. As of 2023, Yarmouth is in Year 1 of a 5-year permit that requires the implementation of six Minimum Control Measures. These minimum control measures include (1) an education and outreach program, (2) public involvement and participation, (3) illicit discharge detection and elimination, (4) construction site stormwater runoff control, (5) post-construction stormwater management in new development and redevelopment, and (6) pollution prevention and good housekeeping for municipal operations (Wood, 2022). Prior to this permit, stormwater was managed in Yarmouth according to the Stormwater Program Management Plan for permit years 2013–2018 (Town of Yarmouth, 2013).

In February 2023, the Town of Yarmouth approved changes to several ordinances (Chapter 601 Subdivision, Chapter 701 Zoning, and Chapter 702 Site Plan Review) to incorporate updated erosion and

sedimentation control (ESC) requirements for soil disturbance during earthwork activities as a requirement of the current MS4 General Permit (Steven S. Johnson, 2022). The Town anticipates adopting the requirements regarding low impact development (LID) per the current MS4 General Permit.

### Overboard Discharges (OBDs)

Overboard discharges (OBDs) are discharges to surface waters that are not treated by a sewage treatment facility prior to their discharge into the waterway. While the Maine DEP no longer licenses new OBDs, some systems are grandfathered. Yarmouth has ten remaining OBDs, all of which are located on Littlejohn Island (Maine Department of Environmental Protection, 2023). The presence of OBDs frequently triggers closures of adjacent shellfish areas, regardless of evidence of contamination.

### Septic Systems

Septic systems can pose a serious threat to water resources. Systems located directly adjacent to marine bodies of water will inevitably have the greatest impact on marine water quality. Septic system malfunctions can cause leaks that expose local water resources to elevated levels of nutrients and bacteria, threatening the closure of shellfish beds, aquaculture operations, and other fisheries. These malfunctions can easily go unnoticed, with leaks occurring underground and traveling to marine waters via groundwater. The travel time and filtration of bacteria and nutrients are highly dependent on the underlying soil type, with shallow to bedrock soils providing minimal filtration.

### Marine Sanitary Waste

Discharge from boats poses another threat to marine ecosystems and human health when onboard holding tanks are emptied into marine waters instead of being pumped out at licensed marine sanitary pump out stations. All of Yarmouth's marine

waters are classified as No Discharge Areas, a federally designated protection that prohibits the discharge of treated and untreated boat sewage (Maine Department of Environmental Protection, 2023). Three pump-out stations are located in Yarmouth; at the Yarmouth Boat Yard, Yankee Marina, and the Royal River Boatyard. The Friends of Casco Bay also operate a seasonal on-call pump-out service, which services from South Portland to Freeport and has an associated charge. Ensuring there are sufficient pump-out stations to meet local needs, along with educating boat owners on the locations and importance of pump-out stations, will be vital to protecting marine water quality from this potential source of pollution.

Water-Dependent Uses

The significance of protecting marine resources on an ongoing basis is not only aesthetic and environmental, but also has economic implications. There are many marine resource-harvesting businesses, restaurants, and tourism-centered businesses that depend on a continuing high-quality marine environment.

Boating

126 boat registrations were issued in Yarmouth in 2021, a slight increase from the previous two years (Maine Department of Inland Fisheries and Wildlife, 2021). Vessel size ranged from 12–46 feet, with 22-feet being the most common size.

Fishing

Soft shell clams (*Mya arenaria*) landings in Yarmouth have seen a dramatic decline in the last decade, falling from nearly 500,000 live pounds harvested in 2012 to under 100,000 pounds annually since 2016, with the exception of 2018 (Maine Department of Marine Resources, 2022). The specific cause of this decline is unknown, however, softshell clam declines can be linked to decreased water quality and flat closures, changes to

ocean ecology from climate change, and predation by invasive green crabs or milky ribbon worms.

Marine landings reported in Yarmouth in the past 10 years for all other species are presented in Figure 8.4. While species such as bloodworms and lobster are only sporadically harvested within the Town, new species harvested only within the last four years such as Atlantic menhaden (*Brevoortia tyrannus*) and Eastern/American oysters (*Crassostrea virginica*) may indicate shifting trends to more profitable species as other species such as soft shell clams experience declines.

Aquaculture, the managed production of aquatic organisms such as fish and shellfish, has grown in Yarmouth, in part due to public access opportunities and the weather-protected waters (Owen, 2023). Nine (9) aquaculture leases are currently active in Yarmouth, with two (2) more pending renewal (Maine Department of Marine Resources, 2023). Species harvested under these leases include Eastern / American oysters, green sea urchins (*Strongylocentrotus droebachiensis*), sea scallops (*Placopecten magellanicus*), hard clams / quahog (*Mercenaria mercenaria*), European flat oyster (*Ostrea edulis*), and various species of seaweed and kelp. There are additionally 52 limited purpose aquaculture licenses in Yarmouth and four more pending or under review. Species under these licenses include those previously mentioned as well as bay scallops (*Argopecten irradians*).

These trends suggest a phasing out of the softshell clam industry in Yarmouth, substituted by other species such as American oysters and Atlantic menhaden, as well as a growing aquaculture industry. Recreational fishing is also a large part of the community, for example, thirty-five (35) Class I–III lobster/crab licenses were granted in Yarmouth in 2021, compared to forty-nine (49) non-commercial lobster/crab

Species	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Atlantic Bluefin Tuna									1,899	
Atlantic Menhaden							11,225	17,296	29,285	7,880
Bloodworms				150						
Eastern / American Oysters									7,182	31,580
Elvers		157	141	98	120		122	132	118	
Lobster		8,042	27,652				8,135			
Soft Shell Clam	497,972	405,649	424,951	185,564	24,324	73,399	129,948	64,728	58,837	38,434

Figure 8.3 Marine Landings in Yarmouth in live pounds  
Source: Maine Department of Marine Resources

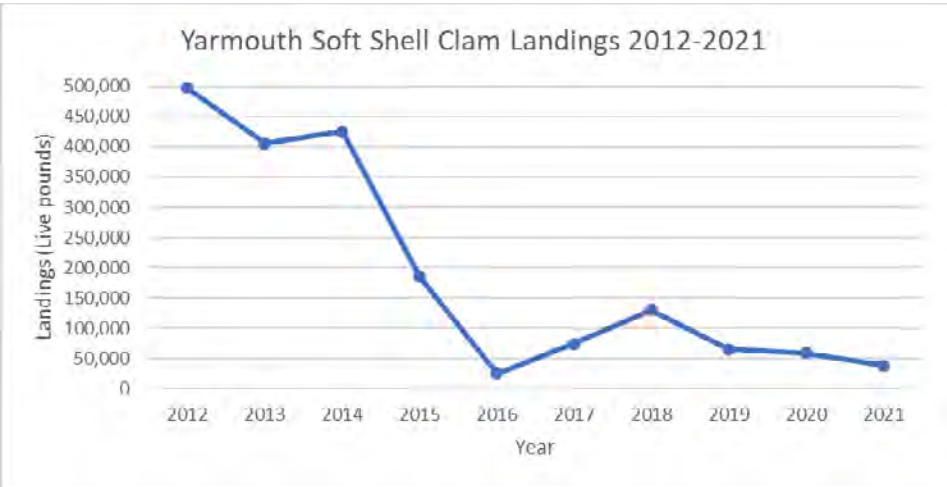


Figure 8.4 Decline in Soft Shell Clam Landings in Yarmouth  
Source: Maine Department of Marine Resources

licenses (Maine Department of Marine Resources, 2022). Management of marine water quality will be critical to ensuring the success of these industries as well as sustainable management to ensure sensitive marine habitats such as eelgrass beds are not harmed. Additionally, as older fishermen look to retire, efforts to engage and train younger generations may be

required to ensure the longevity of this industry in Yarmouth.

The Current Use Valuation of Certain Working Waterfront Land law was enacted in 2007 to “encourage the preservation of Maine’s working waterfront and to prevent the conversion of this land to more intensive uses as the result of economic pressures caused

by high property taxes. The program is intended to support commercial fishing activities. “Working waterfront land” means a parcel, or portion of a parcel of land abutting tidal waters or located in the intertidal zone (between the high and low water mark), that is used primarily (more than 50%) to “provide access to or support the conduct of commercial fishing (Maine Revenue Services, 2023).” Yarmouth does not currently have any parcels designated as Working Waterfront Land. However, the Sea Meadow Marine Foundation facility on the Cousins River does provide a dedicated commercial access point, and is working toward permanent protection as a working waterfront facility.

Additionally, as described in the Public Access section above, the Town Landing does provide a commercial dock for local fishermen as well as a recreational/public dock.

Management and Protection

Dredging

The Royal River was last dredged in 2014–2015 (Burnham Associates, 2015). This was a \$2.5 million federal dredge project paid for by the Army Corps of Engineers. Over 100,000 cubic yards of material was removed from the 7-foot-wide federal channel and the 5-foot anchorage basin. An icebreaker was hired to complete the project after the river froze completely in the middle of the project. The dredged material was deposited in the Portland Disposal Area. The Royal River is on the list to be dredged again within the next five years (Owen, 2023.)

Zoning

Three Water Oriented Commercial (WOC) districts exist in Yarmouth to regulate waterfront activities (Town of Yarmouth, 2021). Shorefront areas not included in the

License Type	Number of Licenses
Aquaculture (AL)	6
Carrier (CAR)	1
Commercial Fishing Crew (CFC)	5
Commercial Fishing Single (CFS)	2
Commercial Pelagic and Anadromous Crew (CPC)	2
Commercial Pelagic and Anadromous Single (CPS)	2
Commercial Shellfish (CS)	3
Green Crab (GC)	1
Lobster/Crab +70 (LCO)	4
Lobster/Crab Apprentice (LA)	1
Lobster/Crab Class 1 (LC1)	13
Lobster/Crab Class 2 (LC2)	12
Lobster/Crab Class 2 +70 (LC2O)	2
Lobster/Crab Class 3 (LC3)	8
Lobster/Crab Non Commercial (LNC)	49
Lobster/Crab student (LCS)	16
Marine Worm Digging (MWD)	1
Menhaden Commercial (MENC)	5
Menhaden Non Commercial (MENR)	7
Recreational Saltwater Fishing Operator (SWRO)	6
Recreational Saltwater Registry (SWR)	34
Scallop Dragger (SD)	1
Sea Urchin with Tender (SUWT)	1
Spat (SPT)	2
Grand Total	184

Figure 8.5 Fishing Licenses by Type, 2021  
Source: Maine Department of Marine Resources

WOC districts are zoned as low or medium-density residential or resource protection. The shoreland zone and shoreland overlay district (SOD) also impact marine shorelines within Yarmouth. A summary of the water-specific districts can be found below.

WOC I

Located along the upper portion of the Royal River estuary, this zone contains three marinas and the Town landing. Flooding has been experienced within this zone, particularly during high-tide events. All structures within this district have public water and sewer connections. Permitted uses include marina-related services, single-family dwellings, retail stores and restaurants, professional offices, municipal uses, shellfish wholesale, piers, boat charters, fishing equipment uses, and essential services. Minimum lot sizes are 2 acres with a front setback of 70 feet and rear setback of 75 feet.

WOC II

Occupies a small portion east of Drinkwater Point Road, home to Homewood Village Condo Association, formerly a summer resort village known as Homewood Inn, now a year-round private community. All homes within this district are on public water and sewer. Permitted uses include low-density residential development, conversions of hospitality dwellings or restaurants to detached family dwellings, and municipal uses. Minimum lot size and setback requirements are equivalent to the WOC I district.

WOC III

Located along the Cousins River and home to the last real working waterfront in Yarmouth. The Sea Meadow Marine Foundation operates an affordable access point to the waterfront for local fishermen within this zone. Two shipbuilding companies, Greene Marine and Downeast Custom Boats, also operate within this district. Regulations are strict within this zone and may need to be evaluated to preserve the working waterfront uses. Residential uses are also allowed.

General Development (GD)

The GD District, just beyond the Village,

is centered on Bridge Street. This District is intended to preserve, maintain, and allow moderate growth and expansion as well as modernization and improvement of Shoreland Areas that have existing discernible patterns of significant commercial, industrial, or recreational use. Sparhawk Mill, located at 81 Bridge Street, is the defining structure in the GD District. A former mill, this brick structure houses a restaurant and professional offices.

Shoreland Zone and Shoreland Overlay District (SOD)

The Shoreland Zone is land area located within 250 feet, horizontal distance, of the high-water line of any river, the upland edge of a coastal wetland, or within 75 feet of the normal high-water mark of a stream. The SOD applies to all land area within 250 feet, horizontal distance, of the normal high-water mark of any river or the upland edge of all marine bodies of water and coastal or freshwater wetlands. It also applies to land within 75 feet of the normal high-water line of streams, all lands within the Resource Protection District (RPD), and any structures on, over, or abutting a dock, wharf, or pier, or structures located within a wetland or below the upland edge of a water body. SOD provisions that clash with provisions of the RPD and WOC I–III districts will give precedence to the respective district provisions.

Resource Protection District (RPD)

The RPD applies to:

- Areas within the SOD where development could adversely impact water quality, productive habitat, biological ecosystems, or scenic and natural values.
- All coastal wetlands, freshwater wetlands greater than 10 acres, and freshwater wetlands less than 10 acres that are adjacent to a surface waterbody where the combined surface area remains less than

- 10 acres.
- The 100-year floodplain of the Royal River, Cousins River, Pratt's Brook, and all other tidal waters.
  - Areas within 100 feet, horizontal distance, of the normal high-water line or upland edge of the Royal River upstream of the St. Lawrence and Atlantic Railway trestle, the Cousins River, and Pratt's Brook.
  - Areas of two or more acres with 20% or greater slopes.
  - Areas of two or more acres containing wetland vegetation and hydric soils that are not surficially connected to a water body.
  - River shoreline and tidal shoreline areas that are subject to severe bank erosion or undercutting, riverbed movement, or mass movement (such as coastal bluffs).

The RPD does not include areas within WOC I or WOC III. Permitted uses are explicitly stated in Chapter 701 and often require permitting from various entities.

Marine Planning Efforts

The Royal River Corridor Master Plan was created in 2009 to recommend management efforts for the stretch of the river extending from East Elm Street to the end of Yarmouth Harbor with a 500-foot corridor on either side of the river (Stantec Consulting, et al., 2009). Guiding principles of the plan include protecting and enhancing habitat, improving water quality, creating interconnected pathways, encouraging appropriate development, increasing density, and adding to the Royal River Park. Improvements to the park and trail system through Royal River Park are under development by the Town. See the Recreation Chapter for more information on park improvements.

The Town of Yarmouth is also working to implement the 2012 Harbor Plan, "Reconnecting Yarmouth Village to the Working Waterfront," which recommends landscape enhancements, traffic control measures, and pedestrian access improvements (Barney Baker & Bannon, P.E., 2012). Some of the recommended pedestrian improvements will be constructed by the Town and will be coordinated with a Maine Department of Transportation project to repave Route 88, slated to take place in 2025.

The Harbormaster, in consultation with the Harbor and Waterfront Committee, is advancing master plans for the Town Landing and Madeleine Point. At the Town Landing, improvements to the parking lot, boat ramp, commercial and recreational docks, and floats are envisioned, as well as adding amenities such as picnic tables and a kayak launch. At Madeleine Point, significant improvements are envisioned in order to add parking and amenities via an easement with NextEra Energy Maine, LLC, as well as increasing the number of floats. Concept plans have been developed, but funding still needs to be identified.

Finally, the Town is working with the U.S. Army Corp of Engineers on Royal River topics, including overall ecosystem health and water quality, as well as ensuring that the Royal River Harbor continues to support the water-dependent economy and recreational uses. The environmental, recreational, and economic values of the Royal River Harbor are all longstanding interests of the community.

Sources

Barney Baker, P., & Bannon, P.E., D. (2012). Reconnecting Yarmouth Village to the Working Waterfront. Retrieved from [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Yarmouth\\_Harbor\\_Report\\_12-19-2012.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Yarmouth_Harbor_Report_12-19-2012.pdf)

Beginning with Habitat. (2023). BwH Map Viewer. Retrieved from <https://webapps2.cgis-solutions.com/beginningwithhabitat/mapviewer/>

Beginning with Habitat. (2023). Focus Areas of Statewide Ecological Significance Maquoit and Middle Bay.

Burnham Associates. (2015). Royal River Dredging. Retrieved from Burnham Associates Inc.: <https://burnhammarine.com/newsite/portfolio/royal-river-dredging-project-yarmouth-maine/>

Casco Bay Estuary Partnership. (2021). State of Casco Bay, 6th Edition. Retrieved from State of Casco Bay, Casco Bay Estuary Partnership, 2021 : <https://adobeindd.com/view/publications/2f8cb7b4-5b37-4c50-8c4e-5aa0c92e1fa4/1/publication-web-resources/pdf/State-of-Casco-Bay-6th-Edition.pdf>

Casco Bay Estuary Partnership. (2021). State of the Bay, 6th Edition. Retrieved from <https://indd.adobe.com/view/publication/2f8cb7b4-5b37-4c50-8c4e-5aa0c92e1fa4/1/publication-web-resources/pdf/State-of-Casco-Bay-6th-Edition.pdf>

Climate Ready Casco Bay. (2023, February 17). Yarmouth Community Profile. Retrieved from <https://storymaps.arcgis.com/stories/0555c472757d4d639c043e08a8ae7747>

Lewis, B. (2022). Shellfish Harvesting Area Classification - Notification of Changes.

Maine Department of Environmental Protection. (2023). Maine Boat Pumpouts and No Discharge Areas. Retrieved from <https://maine.maps.arcgis.com/apps/webappviewer/index.html?id=d7c7e6027dce4109897f95289ac00f40>

Maine Department of Environmental Protection. (2023). Monitoring and Assessment of Coastal (Marine) Waters. Retrieved from Maine Department of Environmental Protection: <https://www.maine.gov/dep/water/monitoring/coastal/index.html>

Maine Department of Environmental Protection. (2023). Overboard Discharges. Yarmouth, Maine. Retrieved from <https://www11.maine.gov/dep/gis/datamaps/index.html>

Maine Department of Environmental Protection. (2023). Casco Bay Seagrass Mapping. Retrieved from [https://www.maine.gov/dep/water/monitoring/coastal/MEDEP\\_CB\\_Seagrass\\_Report.pdf](https://www.maine.gov/dep/water/monitoring/coastal/MEDEP_CB_Seagrass_Report.pdf)

Maine Department of Inland Fisheries and Wildlife. (2021). Boat Licenses.

Maine Department of Marine Resources. (2022). Maine DMR Landings Data Portal. Retrieved from <https://dmr-maine.opendata.arcgis.com/documents/mainedmr-landings-portal/explore>

Maine Department of Marine Resources. (2022). Shellfish Sanitation and Management. Retrieved from Maine Department of Marine Resources: <https://www.maine.gov/dmr/fisheries/shellfish/shellfish-sanitation-management-program>

Maine Department of Marine Resources. (2023). Maine DMR Aquaculture Map. Retrieved from <https://maine.maps.arcgis.com/apps/webappviewer/index.html?id=b846cf37b1d64c988f89eafa085c8b7a>

Maine Department of Marine Resources. (2023). Shellfish Closures and Aquaculture Leases Map. Retrieved from Department of Marine Resources: <https://www.maine.gov/dmr/fisheries/shellfish/shellfish-closures-and-aquaculture-leases-map>

Maine Natural Areas Program. (2021). Salt-hay Saltmarsh. Retrieved from Maine Natural Areas Program: <https://www.maine.gov/dacf/mnap/features/communities/spartinasaltmarsh.htm>

Owen, W. (2023). Personal Communication.

Stantec Consulting, Greater Portland Council of Governments, Town of Yarmouth, Royal River Study Committee, Yarmouth Historical Society, & Terrance J. DeWan & Associates. (2009). Royal River Corridor Master Plan.

Steven S. Johnson, P. (2022). Yarmouth Code of Ordinance Updates: Chapter 601, 701 and 702. Retrieved from [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Combined\\_ESC\\_Amendment\\_Package.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Combined_ESC_Amendment_Package.pdf)

Town of Yarmouth. (2013). Stormwater Program Management Plan for 5 Year Permit Period 2013-2018 for Town of Yarmouth, Maine.

Town of Yarmouth. (2021). Chapter 701 Zoning Ordinance. Retrieved from [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/701\\_Zoning.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/701_Zoning.pdf)

Wood, G. (2022). Municipal Separate Storm Sewer System (MS4) General Permit #MER041000 Final - MER041007. Maine Department of Environmental Protection.



# 9. Natural & Freshwater Resources

## Highlights

- Although the topography across Yarmouth is fairly uniform, there are steep slopes present in ravines west of I-295, around Pratt's Brook, and along either side of the Royal and Cousins Rivers.*
- Sixty percent of the mapped coastal bluffs in Yarmouth are categorized as stable, with the remaining thirty percent classified as either unstable or highly unstable. While most of the unstable and highly unstable bluffs are found on the islands, a section is found along Whites Cove.*
- Thirty-four soil types are found in Yarmouth, although three types cover nearly 4,050 acres of land. About 3,900 acres of land in Yarmouth are also designated a Prime Farmland soils or Farmland Soils of Statewide Importance.*
- Several rare and threatened plants have also been recorded in Yarmouth.*
- There are 27 mapped road-stream crossings, with 23 identified as barriers or potential barriers for connectivity.*
- The Town of Yarmouth has a detailed mapping program to monitor invasive plant species and is actively managing their presence at several locations.*
- All surface waters in Yarmouth are classified as Class B, though there is limited recent data to indicate current water quality status. Groundwater water quality is generally good.*
- Approximately 482 acres of freshwater wetlands are mapped within Yarmouth, which includes a mix of forested, shrub, and emergent systems.*
- Fourteen vernal pools have been mapped within Yarmouth, with all except one being on the mainland. Of the fourteen mapped vernal pools, 12 are considered not significant by the Maine DEP.*

## Highlights

The Town is expecting to update several protections in the near future, including the Floodplain Management Ordinance after new FEMA maps are released and the addition of Low Impact Development requirements as part of the MS4 permit. Erosion and sedimentation controls have also recently been strengthened in several ordinances.

A number of studies have been conducted in recent years to explore options to improve the overall ecological health of the Royal River, efforts which are now being led by the U.S. Army Corps of Engineers in partnership with the Town of Yarmouth.

Approximately 314 acres of land in Yarmouth are permanently protected as conservation land through a conservation easement.



## Climate Connections

Though freshwater quality in Yarmouth is currently meeting state standards, water quality may be threatened by the increase in strong storm events which will increase erosion, carrying more pollutants into fresh waters.

Warming temperatures may further facilitate the spread of invasive species, threatening the biodiversity of Yarmouth’s natural communities.

Yarmouth’s 14 mapped vernal pools may be threatened in the future by changing precipitation patterns, particularly periods of drought that occur during the limited breeding season by their occupant amphibians. Prolonged drought and shifts in seasonality can shorten the hydroperiod of vernal pools, which is critical to occupant reproductive cycles. Vernal pool amphibians are critical food sources for the surrounding terrestrial and aquatic species.

Groundwater resources (such as wells) along the coast may be threatened by saltwater intrusion from sea level rise.

Increased development pressure can lead to habitat fragmentation.



Introduction

The natural and water resources of Yarmouth are enjoyed by locals, visitors, and wildlife alike, and are vital to the Town’s well-being. In addition to providing drinking water, flood buffers, water purification, and important habitat, these resources also serve as recreational opportunities and scenic landscapes that are integral to the Town’s character. These resources may be threatened by extensive development that can promote increased stormwater runoff pollution or fragment habitat blocks, but careful planning, protection, public education, and land conservation can help to protect these resources for current and future generations.

Conditions and Trends

Topography

The highest elevation in Yarmouth is 226 feet, located at York Hill along the southwestern boundary with Cumberland. Elevation across the Town is fairly uniform, with the steepest slopes occurring in deep ravines near Route 88 west of I-295, the area around Pratt’s Brook, and bluffs along the Cousins and Royal River estuaries. Some of these areas are zoned Resource Protection.

Steep slopes present a development constraint because they limit building, road, and septic system placement. Development, farming, or timber harvesting on slopes over 15% becomes increasingly problematic as the gradient or percent slope increases. Steeper gradients are less suitable for most uses and more susceptible to creating adverse environmental impacts, when developed, than gentler slopes. Roads on steep slopes are more dangerous to travel and more costly to construct and maintain. Steep slopes may make construction of building and subsurface waste disposal systems more expensive and/or less effective. The Maine State Plumbing Code prohibits septic system construction on sites with slopes of 20% or

more. A 1% rise in slope is 1 foot vertical for every 100-foot horizontal distance.

The gentle topography of Yarmouth suggests that steep slopes play a lesser role in limiting development across the Town. However, slope is generally a localized condition that can change significantly within short distances.

Development constraints are also caused by very flat areas (less than 3% slope) that drain poorly and often include wetlands or floodplains. Flat to moderately sloping areas (4-15%) are usually well suited for development, farming, and forestry.

Coastal Bluffs

Coastal Bluffs are mapped by the Maine Geological Survey to evaluate their stability (see Figure 9.1). Bluff shorelines are defined as “a steep shoreline slope formed in sediment (loose material such as clay, sand, and gravel) that has three feet or more of vertical elevation just above the high tide line” and therefore do not include bedrock slopes, beaches, or dunes. Recent studies have mapped 27.4 miles of coastal bluff shoreline, 6.7 miles of non-bluff shoreline, and 1.2 miles of unmapped shoreline along Yarmouth’s coast (Maine Geological Survey, 2002 and 2020).

Nearly 61% (16.7 miles) of Yarmouth’s bluff shoreline is classified as stable bluff. Stable bluffs are typified by a gentle slope and continuous vegetated cover of grass, shrubs, or trees. To be classified as stable, bluffs need a wide zone of ledge or sediment at their base. In contrast, 7.9 miles (29%) of Yarmouth’s bluff shoreline were categorized as unstable bluffs, and the remaining 2.8 miles (10%) were categorized as highly unstable bluffs. Unstable or highly unstable bluffs are vulnerable based on their slope, vegetation cover, sediment type, and erosion rate. In Yarmouth, unstable bluffs are concentrated on the northern and southern tips of Cousins Island, the eastern section of

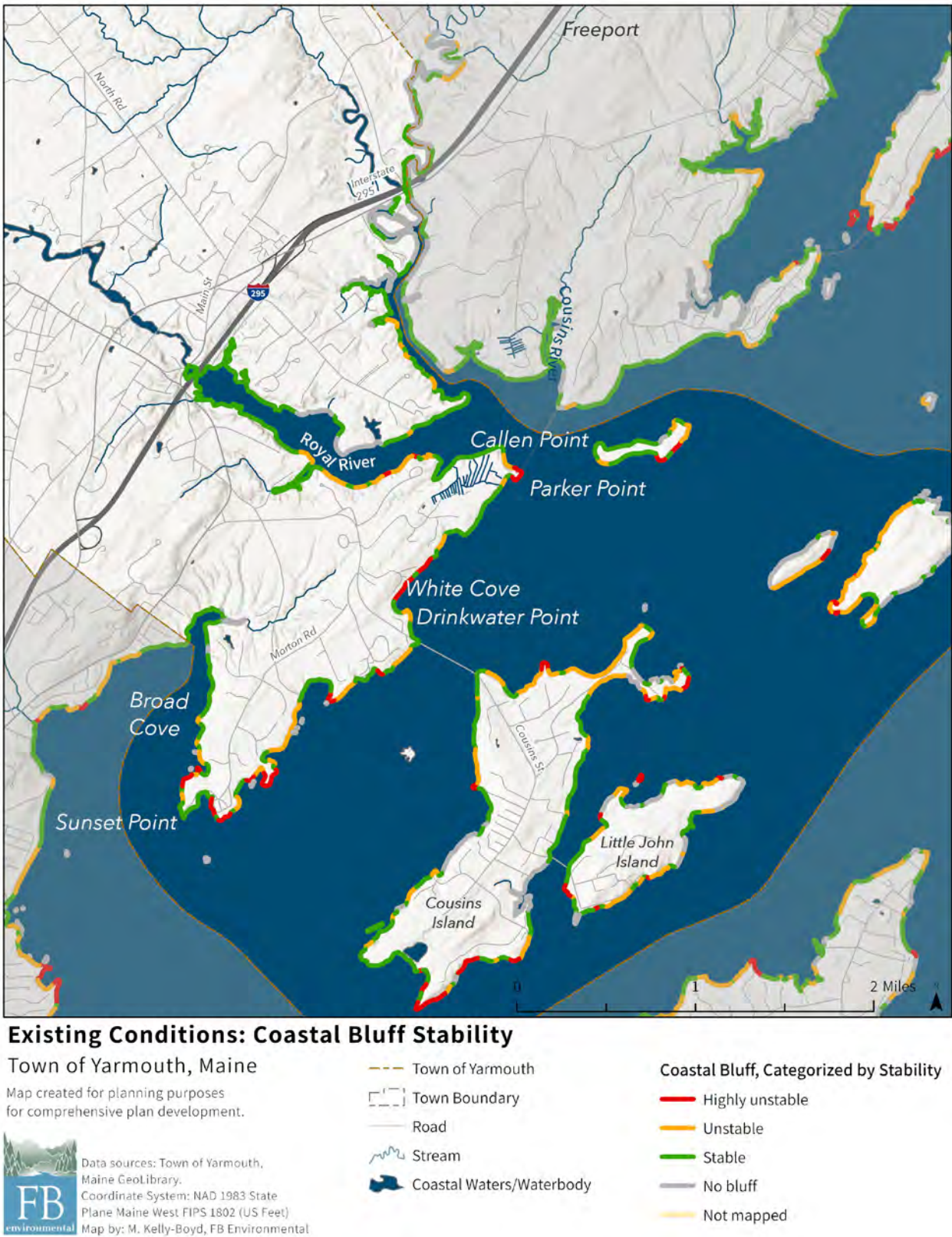


Figure 9.1 Coastal Bluff Stability

Moshier Island, western shoreline of Little Moshier Island, and some sections south of the Royal River estuary, such as White Cove. It is important to note that 80% of Yarmouth’s shoreline was last mapped in 2002, while the remaining 20% was reevaluated in 2020.

Soils

There are approximately 34 soil types throughout Yarmouth (see Figure 9.2). The most common soil type is Suffield silt loam, which covers more than 1,500 acres (approximately 11%) throughout the Town, particularly around Pratt’s Brook Park. Suffield silt loams are typically found on gentle slopes and consist of very deep, well drained soils formed in lacustrine or marine sediments (United States Department of Agriculture, 2000). Scantic silt loam and Lamoine silt loam, both poorly drained soils, round out the top three soil groups in Yarmouth.

Approximately 1,024 acres in Yarmouth are classified as Prime Farmland soils and 2,880 acres are classified as Farmland Soils of Statewide Importance, although only 156 acres are currently enrolled in a taxation program as active farmland. These soils are spread throughout the town, particularly along the Royal River. Prime Farmland soils represent soils that have the “best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops...” while Farmland Soils of Statewide Importance are determined by the State to be important for high crop yields, but do not meet the conditions of Prime soils (Maine Department of Agriculture, Conservation, & Forestry, 2020). See Agriculture and Forestry for additional details.

Tree Canopy

The tree canopy in Yarmouth has long been a valuable community asset and a key feature of the town’s character. As early as 1834, the first elm trees were planted along

East Main Street, and many more elm trees were planted in the village in 1868. Elms were the primary species depended on for the town shade canopy, which became a distinguishing feature of the village. Beginning in 1958, the effects of Dutch elm disease were evident and the first street elm was removed. Greater numbers of elms were removed between 1961 and 1971, when the famous Liberty Elm was taken down and 100 more mature elms were expected to be lost in that year alone. The town has planted ash, linden, maple and locust trees to replace the elm canopy, but tree canopy has never been recreated. Fewer than 10 legacy elm trees remain in town. Notably, ash trees are now being attacked by the emerald ash borer.

The benefits of a town tree canopy are well known. For public health, trees produce oxygen, intercept airborne particulates, and reduce smog, enhancing our respiratory health. Access to trees promotes greater physical activity and reduces stress, improving our quality of life. To mitigate climate change, trees sequester carbon, reducing the overall concentration of greenhouse gases in the atmosphere. Tree windbreaks can reduce residential heating costs 10-15%; while shading and evaporative cooling from trees can cut residential air-conditioning costs 20-50%. Trees promote beneficial water quality and reduce storm water management costs. Trees are critical for wildlife, providing important habitats for numerous bird, insect and animal species. Communities and business districts with a healthy tree canopy attract new residents, industry, and commercial activity.

The current inventory of public town trees, although outdated, lists 1,700 tagged trees of various species. Some trees listed have been taken down, and about 100 new trees have been planted during the tenure of the current Community Services director. In 2023, 37 trees have been planted, and 25 removed. Efforts to protect and sustain the town tree canopy have been sporadic, and until recently, the town relied

Soil Type	Total Acres	Percent of Town Area including water	Percent of Town Area excluding water	Drainage Class
Windsor loamy sand	469.52	3.20%	5.44%	Excessively drained
Hinckley loamy sand	363.38	2.47%	4.21%	Excessively drained
Hinckley-Suffield complex	51.47	0.35%	0.60%	Excessively drained
Gravel pits	24.6	0.17%	0.29%	Excessively drained
Paxton fine sandy loam	154.08	1.05%	1.79%	Well drained
Melrose fine sandy loam	75.36	0.51%	0.87%	Well drained
Hartland very fine sandy loam	68.86	0.47%	0.80%	Well drained
Ondawa fine sandy loam	61.34	0.42%	0.71%	Well drained
Made land	45.25	0.31%	0.52%	Well drained
Paxton very stony fine sandy loam	0.45	0.00%	0.01%	Well drained
Suffield silt loam	1,596.10	10.87%	18.50%	Moderately well drained
Elmwood fine sandy loam	814.35	5.55%	9.44%	Moderately well drained
Nicholville very fine sandy loam	382.37	2.60%	4.43%	Moderately well drained
Deerfield loamy fine sand	233.24	1.59%	2.70%	Moderately well drained
Cut and fill land	68.85	0.47%	0.80%	Moderately well drained
Podunk fine sandy loam	48.37	0.33%	0.56%	Moderately well drained
Buxton silt loam	23.07	0.16%	0.27%	Moderately well drained
Woodbridge fine sandy loam	14.32	0.10%	0.17%	Moderately well drained
Woodbridge very stony fine sandy loam	2.64	0.02%	0.03%	Moderately well drained
Lyman-Abram complex	603.91	4.11%	7.00%	Somewhat excessively drained
Lyman-Tunbridge complex	412.93	2.81%	4.79%	Somewhat excessively drained
Lamoine silt loam	1,135.49	7.73%	13.16%	Somewhat poorly drained
Scantic silt loam	1,310.95	8.93%	15.19%	Poorly drained
Swanton fine sandy loam	347.32	2.37%	4.03%	Poorly drained
Limerick-Saco silt loams	38.63	0.26%	0.45%	Poorly drained
Walpole fine sandy loam	34.49	0.23%	0.40%	Poorly drained
Au Gres loamy sand	9.75	0.07%	0.11%	Poorly drained
Ridgebury fine sandy loam	7.69	0.05%	0.09%	Poorly drained
Saugatuck loamy sand	7.55	0.05%	0.09%	Poorly drained
Scarboro sandy loam	30.96	0.21%	0.36%	Very poorly drained
Biddeford mucky peat	4.29	0.03%	0.05%	Very poorly drained

Soil Type	Total Acres	Percent of Town Area including water	Percent of Town Area excluding water	Drainage Class
Whately fine sandy loam	1.67	0.01%	0.02%	Very poorly drained
Pemaquid	185.36	1.26%	2.15%	Very poorly drained
Pemaquid, Todds point, and Damariscotta soils	0.19	0.00%	0.00%	Very poorly drained

Figure 9.2 Yarmouth Soil Types, Coverage, and Drainage Class  
Source: USDA NRCS Web Soil Survey

largely on volunteer efforts to monitor and maintain tree health. Under the direction of Community Services and the Tree Warden, management programs are currently in place to fight Dutch elm disease, brown tail moth and emerald ash borer. Additional pests and diseases now facing town trees include winter moth, woolly adelgid, beech leaf disease and oak wilt.

In 2022, the Yarmouth Town Council established the Yarmouth Tree Advisory Committee. Working with Community Services and the Tree Warden, the Tree Advisory Committee is charged to promote the conservation and stewardship of trees on town lands, providing education and support to maintain tree health and proper tree care. In its first year, the Committee produced both a list of preferred tree species for new planting and a set of recommended practices for protecting trees on development sites.

Rare and Threatened Flora and Fauna

Several rare and threatened plants have also been recorded in Yarmouth and are documented in Figure 9.3. See the Marine Resources Chapter for more information on important marine habitats and species.

Undeveloped Habitat Blocks and Habitat Fragmentation

Wildlife abundance and diversity depend highly upon large areas of undeveloped

land and habitat corridors that connect these undeveloped blocks. This highlights the importance of greenways which are strips of undeveloped land (public or private) near population centers that are preserved for recreational use or environmental and habitat protection. Connectivity is essential in maintaining and encouraging biodiversity in Yarmouth. Habitat fragmentation is typically caused by uncoordinated development resulting in sprawling development. Yarmouth has adopted provisions for open space residential development (i.e., cluster subdivisions) as part of the Zoning Ordinance, which incentivizes compact residential development to avoid habitat fragmentation.

Figure 9.4 shows the typical effects of shrinking undeveloped contiguous habitat block size on the diversity of wildlife species supported in Maine. While instances of seeing wildlife species on smaller undeveloped habitat blocks do occur, overall, as the density of development moves from Tier 1 (undeveloped) to Tier 5 (1-19 acres of connected habitat), the diversity of species decreases as indicated in the table.

Scenic Views and Vistas

The following scenic views and vistas were identified in the 2010 Comprehensive Plan:

- Old Town Landing
- Views from and around Lane’s Island

Species Common Name	Species Scientific Name	State Status
American Chestnut	Castanea dentata	Special Concern
Mountain Honeysuckle	Lonicera dioica	Endangered
Wild Leek	Allium tricoccum	Special Concern

Figure 9.3 Rare Plant Species in Yarmouth  
Source: Beginning with Habitat

- Views from and around the Moshiers Islands
- Fields along North Road, Ledge Road, and Granite Street
- Views along the Royal River Park
- Madeline Point View from the Cousins Island Bridge
- Views from the Blanchard Property on Cousins Island
- Woods along Hillside Street
- Old Meeting House
- Village - old houses and churches along Main Street, South Street, Church Street, etc.
- Woods and fields along Prince’s Point Road and Gilman Road
- Broad Cove
- Views from and around Littlejohn Island
- Littlejohn Bridge and cove by the bridge
- Cousins River marshes
- Open fields along north part of Sligo Road
- Sunset Cove and Sunset Point Road
- Vaill’s Point
- Cornfield Point
- Views along Sea Meadows Land
- View down to harbor from Route 88
- End of Bayview Street and Brown’s Point
- Views of mill on Bridge Street
- Rand property coming into Yarmouth on Route One

- Views all along road from corner of Granite and County Roads

Aquatic System Connectivity

Aquatic system connectivity is heavily dependent on minimizing fish passage barriers such as dams or undersized culverts. Efforts are underway throughout Maine to improve road-stream crossings and connectivity for wildlife. Well-designed road-stream crossings simulate the upstream and downstream characteristics of the natural stream channel, use natural substrate within the crossing, match the natural water depths and velocities, and are wide and high relative to their length.

The Maine Stream Habitat Viewer, developed by the Maine Stream Connectivity Work Group and convened by the Maine Coastal Program, lists 27 crossings in the Town of Yarmouth. Of these 27 crossings, 7 are listed as a “Barrier” to habitat connectivity and an additional 16 are listed as a “Potential Barrier.” Fifteen (15) of these problematic crossings are Town-owned. One of these culvert crossings, located on Princes Point Road, is a potential habitat barrier for sea run smelt (Maine Stream Connectivity Working Group, 2009). Helping wildlife access stream corridors will improve fishing and the marine economy in Yarmouth.

Invasive Species

Invasive species pose the second greatest threat to national biodiversity after habitat loss (The National Wildlife Federation, 2023). Out of their native range, these species thrive due to a lack of natural predators

Tier 5	Tier 4	Tier 3	Tier 2	Tier 1
1-19 Acres	20-99 Acres	100-499 Acres	500-2500 Acres	Undeveloped
Raccoon	Raccoon	Raccoon	Raccoon	Raccoon
	Hare	Hare	Hare	Hare
				Coyote
Small Rodent	Small Rodent	Small Rodent	Small Rodent	Small Rodent
	Porcupine	Porcupine	Porcupine	Porcupine
				Bobcat
Cottontail	Cottontail	Cottontail	Cottontail	Cottontail
	Beaver	Beaver	Beaver	Beaver
Squirrel	Squirrel	Squirrel	Squirrel	Squirrel
	Weasel	Weasel	Weasel	Weasel
		Mink	Mink	Mink
				Fisher
	Woodchuck	Woodchuck	Woodchuck	Woodchuck
		Deer	Deer	Deer
Muskrat	Muskrat	Muskrat	Muskrat	Muskrat
			Moose	Moose
Red Fox	Red Fox	Red Fox	Red Fox	Red Fox
Songbirds	Songbirds	Songbirds	Songbirds	Songbirds
		Sharp-Shinned Hawk	Sharp-Shinned Hawk	Sharp-Shinned Hawk
			Bald Eagle	Bald Eagle
Skunk	Skunk	Skunk	Skunk	Skunk
		Cooper's Hawk	Cooper's Hawk	Cooper's Hawk
		Harrier	Harrier	Harrier
		Broad-Winged Hawk	Broad-Winged Hawk	Broad-Winged Hawk
		Kestrel	Kestrel	Kestrel
		Horned Owl	Horned Owl	Horned Owl
		Barred Owl	Barred Owl	Barred Owl
		Osprey	Osprey	Osprey
		Turkey Vulture	Turkey Vulture	Turkey Vulture
		Turkey	Turkey	Turkey
Most Reptiles	Most Reptiles	Most Reptiles	Most Reptiles	Most Reptiles
	Garter Snake	Garter Snake	Garter Snake	Garter Snake
	Ring-Necked Snake	Ring-Necked Snake	Ring-Necked Snake	Ring-Necked Snake
Most Amphibians	Most Amphibians	Most Amphibians	Most Amphibians	Most Amphibians
		Wood Frog	Wood Frog	Wood Frog

Figure 9.4 Habitat Block Size Requirements  
Source: Beginning with Habitat

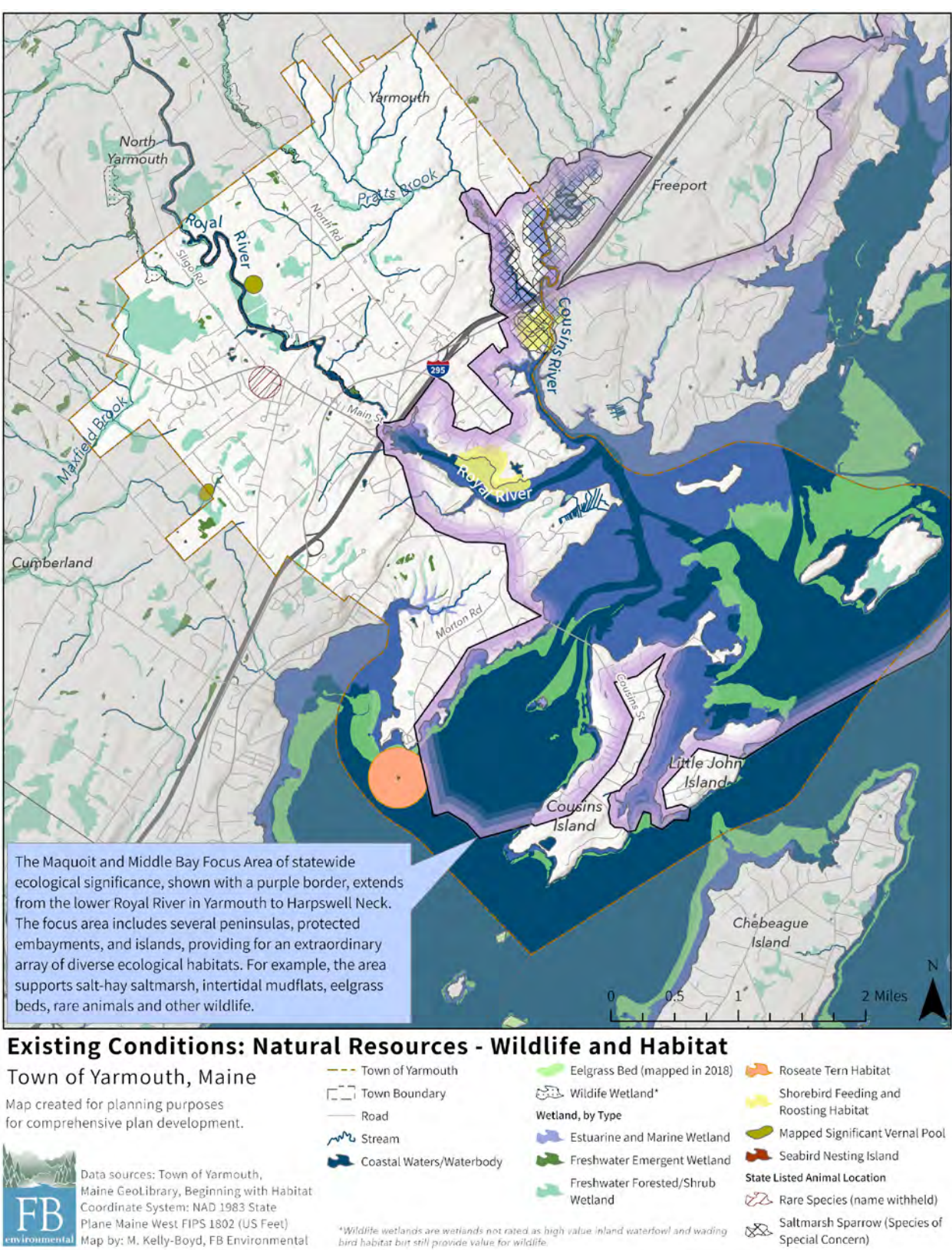


Figure 9.5 Wildlife and Habitat

and differences in growth cycles that often allow them to begin growing earlier in the spring and later in the fall than our native species. These species also often have other adaptations that allow them to spread quickly or inhibit other species' growth by changing soil chemistry.

Invasive terrestrial plants are monitored on several town-owned open space and conserved land parcels, including Pratt's Brook Park, Frank Knight Forest, the Riverfront Woods Preserve, Sligo Fields and Forest, the Spear Farm Estuary Preserve, Larrabee's Landing, the Fels-Groves Farm Preserve, the Tinker Preserve, and Camp SOCI. Invasive species identified include glossy buckthorn (*Frangula alnus*), Japanese barberry (*Berberis thunbergii*), Morrow's honeysuckle (*Lonicera morrowii*), multiflora rose (*Rosa multiflora*), Asiatic bittersweet (*Celastrus orbiculatus*), black locust (*Robinia pseudoacacia*), phragmites (*Phragmites australis*), burning bush (*Euonymus alatus*), and spotted knapweed (*Centaurea stoebe*).

Monitoring efforts include logging species identified, date observed, notes on the location habitat present, points of individual seed producers, and rating the area as heavy- or moderate-level of invasive vegetation present. Of the approximately 500 acres of surveyed area (which include the parcel area of the above noted preserves and open spaces), approximately 147 acres (29%) are rated as heavy invasive presence and approximately 52 acres (10%) are rated as moderate invasive presence. The remaining area is rated as low invasive presence. In 2022, the Town treated several areas of glossy buckthorn, located in Pratt's Brook Park, the Frank Knight Forest, and the Riverfront Woods Preserve. See Figure 9.6.

In addition to the known monitoring areas in Yarmouth, invasives likely occur across private property boundaries. Property owners should familiarize themselves with a list of common invasives and ensure that new invasives are not introduced to their

land (e.g., do not transplant invasives, wash bikes/equipment if transferring between property sites). Additionally, the Maine Invasive Species Network at the University of Maine and the Invasive Plant Management Program with the Maine Forest Service can support homeowners with the best methods for invasive plant control and eradication on their properties.

Surface Water

Yarmouth is split between four principal watersheds: the Royal River Watershed, the Cousins River Watershed, the East Branch Piscataqua River Watershed, and the Casco Bay direct drainage. None of Yarmouth's freshwater water bodies are listed in Maine's Integrated Water Quality Report or the Nonpoint Source Priority List, indicating that they are all currently meeting state water quality standards. See the Marine Resources Chapter for more information on marine and estuarine water quality, and public access and boat launch facilities.

Rivers and Streams

All rivers and streams in Yarmouth are classified by the Maine DEP as Class B Waters, the third tier in a four-tier classification system for rivers and streams (Class AA, A, B, and C, with Class AA as the closest to natural conditions). The Royal River and the Cousins River are the two main rivers in Yarmouth, along with their tributaries including Pratt's Brook and several unnamed streams. Class B waters should be suitable for drinking water following treatment, recreation in and on the water, fishing, industrial processes, cooling water supply, hydroelectric power generation, navigation, and suitable habitat for aquatic life.

In addition to collecting direct chemical samples to determine water quality, the Maine DEP monitors water quality through its Biological Monitoring Program. Through this program, the Maine DEP counts the population and species of benthic

macroinvertebrates (aquatic animals without backbones) living in a stream. Certain invertebrate species are uniquely sensitive to pollution in the water, and therefore, their absence serves as a key indicator of degrading water quality. Maine DEP has only one established biomonitoring site on the Royal River, located just above head of tide. The site was last sampled in 1992 and indicated that the water was meeting Class B standards. Without additional years of data and sampling locations, it is impossible to draw conclusions on the health of the macroinvertebrate communities in Yarmouth waterways. However, the Maine DEP has trained volunteers from the Royal River Alliance to sample dissolved oxygen above the Elm Street dam on the Royal River. The results, which have been accepted as valid by the Maine DEP, suggests that the Royal River does not meet the Class B standards for dissolved oxygen (Royal River Alliance, 2023).

Wild brook trout are present in Yarmouth and represent a species of special conservation importance in Maine. Many streams in Yarmouth have been inventoried by MDIFW with some flowing waters supporting wild brook trout. The Royal River is also stocked with brook trout and brown trout, representing a significant investment of state resources. Additional protection should be considered to protect these waters and other important natural resources when reviewing proposed development projects.

Lakes

No lakes or ponds exist in Yarmouth.

Wetlands

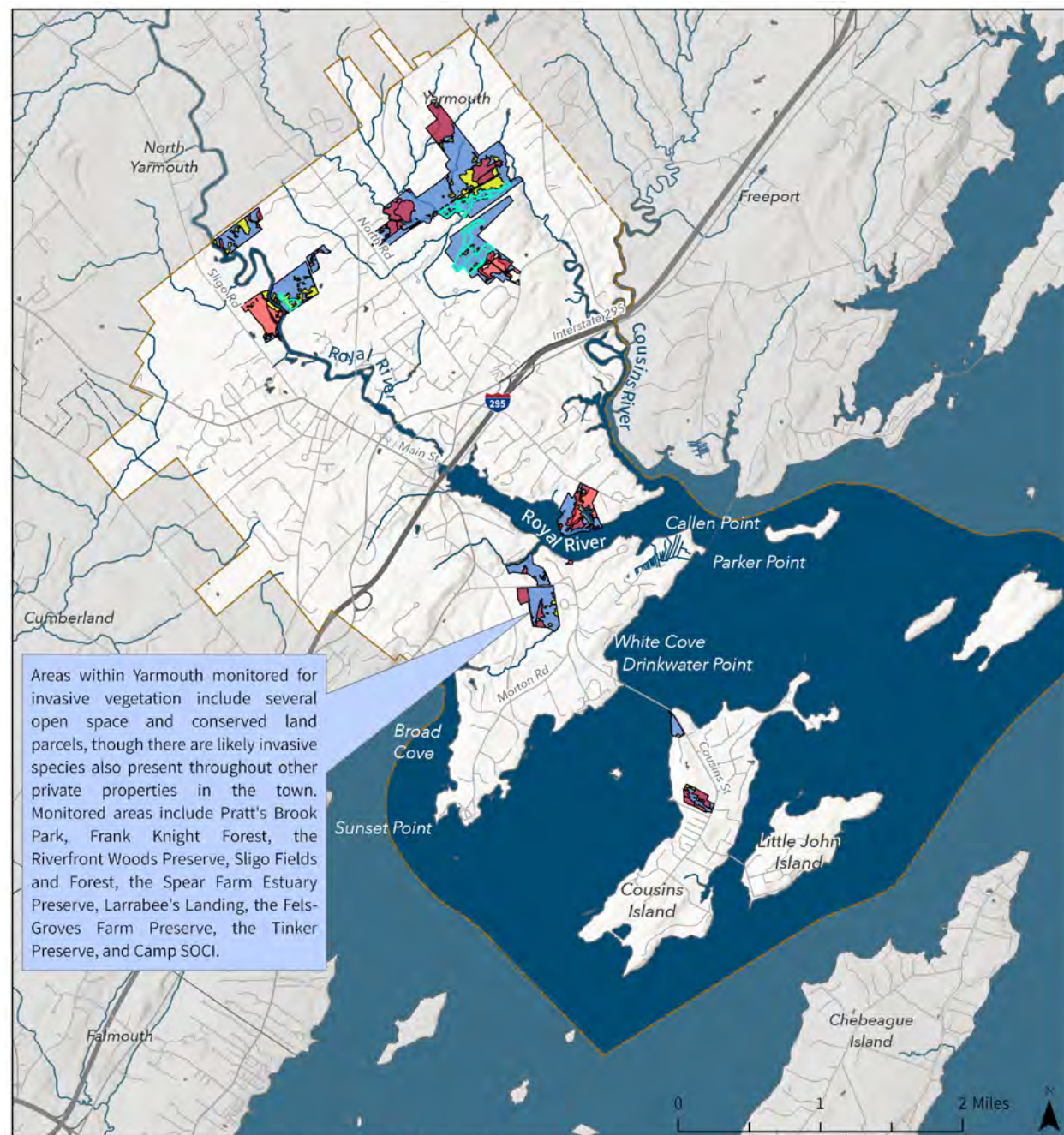
Wetlands, which include swamps, marshes, bogs, and fens, provide a number of vital ecosystem services including flood buffering, pollutant filtration, habitat and food sources for a number of waterfowl, fish, insects, reptiles, amphibians, and mammals. Approximately 482 acres of freshwater wetlands are mapped within Yarmouth, which includes a mix of forested, shrub, and

emergent systems.

Because wetlands are ecologically important in all the ways described above, and because they are vulnerable to filling, dredging, draining or other alterations in order to make them suitable for or supportive of development, these activities are regulated at federal, state, and local levels of government. The Army Corps of Engineers and the Maine DEP regulate activities in wetlands of all sizes.

Under State and federal wetland regulations, sometimes a developer is allowed to fill, drain, or otherwise alter a wetland, provided that the same developer compensates for this activity by restoring, creating, enhancing, or preserving wetland(s) on the same site or elsewhere on another property. This is accomplished by participation in Maine's In Lieu Fee Compensation Program. Fees are allocated for use in wetland restoration projects via the Maine Natural Resource Conservation Program (MNRCP). These funds are allocated to the biophysical region in which they were collected, but are not required to be used within the same watershed. This provides a balance to Maine's overall ecosystems, but may result in a loss or degradation of wetlands and can lead to fragmentation of critical habitat for reptile and amphibian species. To date, no MNCRP projects have been awarded in Yarmouth.

Due to its extensive coastline, the Town of Yarmouth is vulnerable to the impacts of sea level rise including marsh migration. Marsh migration can inundate terrestrial areas and cause mortality of non-wetland coastal plants, resulting in the formation of new coastal wetlands. This phenomenon can be challenging to predict and is dependent upon a number of factors, such as the rate of sea level rise, rate of sediment accumulation in upland areas, and elevations of upland habitat. Marsh creation requires the natural accretion of sediment through transport. It is possible that this sediment accretion cannot



### Existing Conditions: Invasive Vegetation

#### Town of Yarmouth, Maine

Map created for planning purposes for comprehensive plan development.

Data sources: Town of Yarmouth, Maine GeoLibrary.  
Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

— Town of Yarmouth

— Town Boundary

— Road

— Stream

— Coastal Waters/Waterbody

#### Invasive Vegetation Area

— Invasive Vegetation - Treated Area

— Heavy Invasive Vegetation

— Moderate Invasive Vegetation

— Low Invasive Vegetation

outpace sea level rise, causing continued flooding of terrestrial resources unable to provide water storage to the degree of coastal wetlands.

In 2013, the Casco Bay Estuary Partnership (CBEP) looked at ten of the fourteen municipalities that line Casco Bay to identify potential areas of marsh migration and possible impacts to existing development due to sea level rise. In Yarmouth, the CBEP identified three primary areas as either being at risk of conflict between rising seas and existing developed areas, and/or areas where there is potential for marsh migration. These areas include Broad Cove, Royal River, and the Cousins River/Pratt's Brook area. (Bohlen, Stelk, Craig, & Gerber, 2013).

### Vernal Pools

Vernal pools are small wetlands formed by natural depressions in the forest floor. They are inherently temporary, lasting for only a few weeks each year in the spring and fall. These pools are fed by melting snow or rain at the times of year when the water table is generally at its highest. They play critical roles in the life cycles of many species including the wood frog, the spotted salamander, and the blue-toed salamander. A significant vernal pool is determined by the number and type of breeding amphibian egg masses, the presence of fairy shrimp, or its use by endangered or threatened species.

In 2006, legislation was passed in Maine to regulate significant vernal pools as Significant Wildlife Habitat under the state's Natural Resources Protection Act. In 2007, Maine passed legislation regulating development activities within 250 feet of significant vernal pools.

To date, 14 vernal pools have been mapped within Yarmouth. Of these, 12 are considered not significant by the Maine DEP, one is categorized as potentially significant, and one on the Town's border with Cumberland is identified as significant. All but one of these vernal pools are located on the mainland,

with one 'not significant' vernal pool located on Littlejohn Island.

### Tidal Marshes

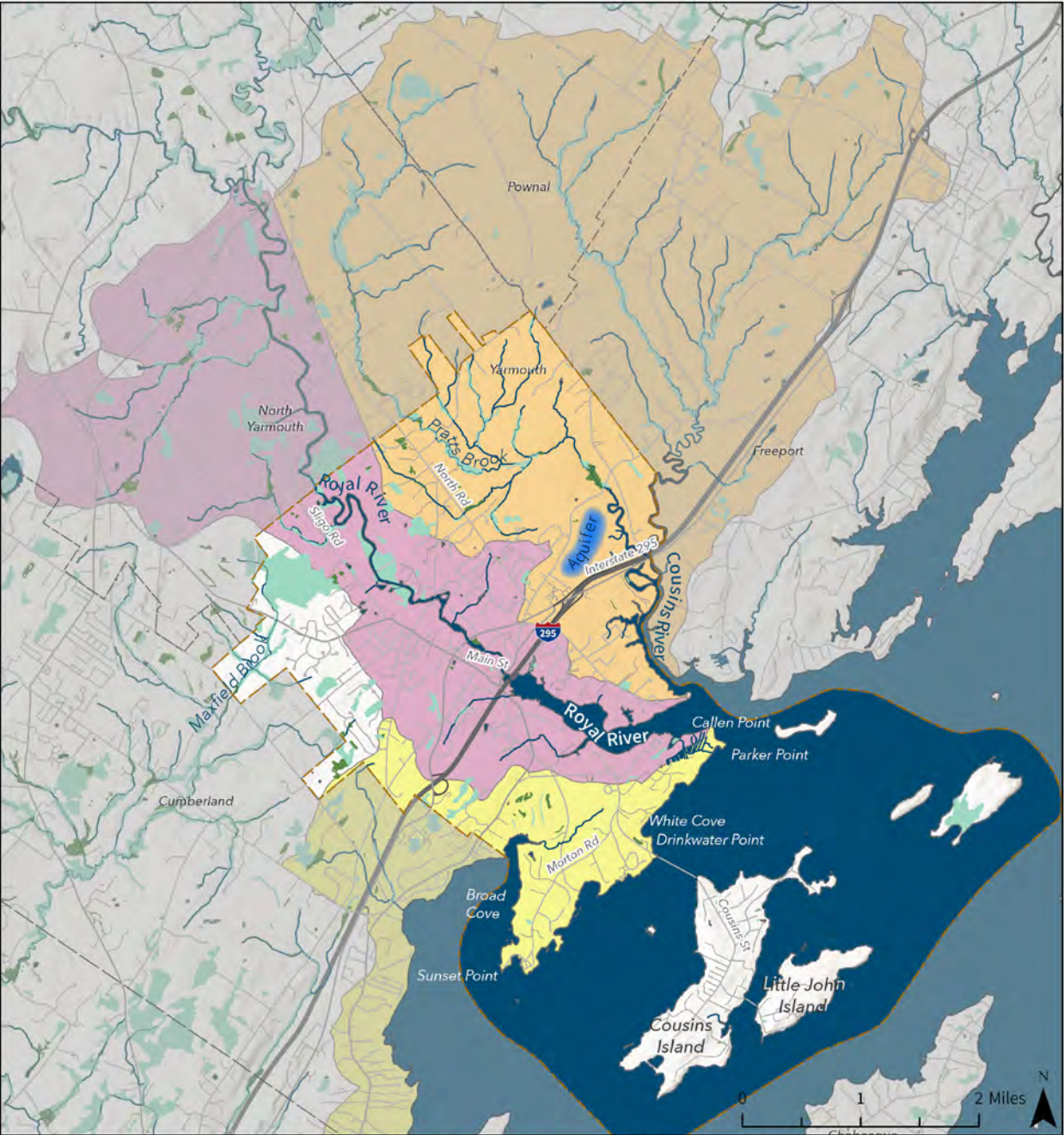
Tidal marshes are unique and valuable coastal habitats, capable of migrating inland where geomorphic conditions and land-use permit, as long as they can migrate inland faster than they convert to open water. Surface restoration and/or removing tidal barriers can play a significant role in allowing marshes to adapt and remain resilient. Inland marsh migration space is finite and large regional models project a net loss of tidal marsh habitat under all sea level rise scenarios due to a lack of undeveloped and/or topographically suitable migration space.

### Floodplains

In addition to seasonally inundated areas, floodplains are found adjacent to streams and wetlands and represent the area of land that floods during storms or spring melt events. Floodplains represent a unique habitat niche and are important water storage areas to prevent downstream washout during large storm events. Floodplains are categorized by the chance that a flood of a certain size will occur; for example, an area inundated by a storm that has a one percent chance of occurring each year is called the 100-year floodplain.

Yarmouth has a Floodplain Management Ordinance, established in 1998 and amended most recently in 2015. This ordinance allows the Town to participate in the National Flood Insurance Program, a federal program that provides flood insurance for property owners in floodplains of their Town. The local ordinance must require construction techniques and flood-proofing for construction in floodplains. Among other provisions, the Yarmouth Floodplain Management Ordinance requires a permit prior to any construction or other development within areas of special flood hazard for riverine flooding (A zones) and

Figure 9.6 Invasive Vegetation



**Existing Conditions: Freshwater Resources and Drainage Divides**

Town of Yarmouth, Maine

Map created for planning purposes for comprehensive plan development.

Data sources: Town of Yarmouth, Maine GeoLibrary, Beginning with Habitat. Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 (US Feet) Map by: M. Kelly-Boyd, FB Environmental

**Legend:**

- Town of Yarmouth
- Town Boundary
- Road
- Stream
- Coastal Waters/Waterbody
- Aquifer
- Freshwater Wetland, by Type**
  - Freshwater Emergent Wetland
  - Freshwater Forested/Shrub Wetland
- Major Drainage Divide**
  - Royal River Drainage
  - Cousins River Drainage
  - Coastal Drainage to Broad Cove/Casco Bay

Figure 9.7 Freshwater Resources and Drainage Divides

coastal flooding (V Zones) (for the Town of Yarmouth these are areas A, A1-30, and V1-30 as identified by the Federal Emergency Management Agency.)

Preliminary updates to the 1984 Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRMs) were created for Cumberland County (including Yarmouth) in 2017 and are available to view at the FEMA website. It is anticipated that the preliminary maps will have a final map date of December 2023 and an effective date of June 2024. The Town of Yarmouth will need to update the Floodplain Management Ordinance to reflect the updated maps.

In Yarmouth, many buildings are located within the floodplain and are subject to possible inundation, damage, or even loss of life in floods of 100-year or greater frequency, depending on how near the water they are located. Impervious surfaces within the floodplain and the upstream watershed (e.g., driveways, roofs, roads) reduce water storage area and can exacerbate damage to downstream ecosystems and infrastructure.

**Groundwater**

The Yarmouth Water District serves as the public water utility to more than 3,000 homes in the towns of Yarmouth, North Yarmouth, and a small portion of Cumberland. Their water is sourced from four gravel-packed wells located in North Yarmouth (Yarmouth Water District, 2022). They additionally source some water from the Portland Water District,

primarily to supply the Wyman Power Station location on Cousins Island.

The Maine Geological Survey Water Well Database lists 274 wells in Yarmouth (Maine Geological Survey, 2022). These wells are primarily drilled bedrock wells in addition to four gravel wells, two gravel-packed wells, four overburden wells, and two with no designated type. The majority of these wells are designated for domestic use, in addition to one commercial, two geothermal, two municipal, four other, and three with no listed use. Depth to bedrock ranges from 0-180 feet, with well depths ranging from 65 to 860 feet and yields ranging from 0-1,000 gallons per minute.

Only one aquifer is mapped within Yarmouth, located west of the intersection of Pratt's Brook and I-295.

Data from the Maine Health and Environmental Testing Laboratory reveal that well water quality in Yarmouth is generally good, with no wells testing above state guidelines for fluoride, manganese, nitrate, nitrite, or uranium (Maine Health and Environmental Testing Laboratory, 2019). However, 19.5% of wells tested above the state's guideline of 10ug/L for arsenic. Between 30 and 46 wells in Yarmouth were tested for each of these criteria. Additionally, the 2021 report for the Yarmouth Water District relates that their water systems met or exceeded state and federal requirements for all standards (Yarmouth Water District, 2022).

School	Min Value (ppb)	Max Value (ppb)	Median (ppb)	Average (ppb)
Frank H Harrison Middle School	0	23.5	7.8	8.9
North Yarmouth Academy	0	27.3	2	4.2
William H Rowe School	1.1	12.3	5.7	5.6
Yarmouth Elementary School	0	41.5	0	1.6
Yarmouth High School	0	29.2	1.4	4

Figure 9.8 School lead testing in Yarmouth Schools  
Source: Maine Drinking Water Program

In 2019, the State of Maine passed Maine Public Law 2019 Ch. 158 (An Act to Strengthen Testing for Lead in School Drinking Water) mandating all K-12 schools to test for the presence of lead. Results for local school lead testing programs are presented in parts per billion (ppb) in Figure 9.8. Although no level of lead is deemed safe, schools are recommended to stop using any fixtures with lead concentrations of 4 ppb or higher.

Threats to Natural Resources

Stormwater Runoff

Stormwater runoff carries sediment, bacteria, nutrients, fertilizers, pesticides, herbicides, oil, grease, and other pollutants into nearby waterbodies. These materials are collected by the runoff from impervious areas and carried to the sea in rainwater and snowmelt. Threats from stormwater runoff may increase in the future as impacts from climate change bring more frequent severe storms to Maine. Intense precipitation in a short period of time cannot infiltrate into the ground, and thus causes more surface erosion and potentially additional pollutants to enter nearby waterbodies.

One of the most ubiquitous freshwater pollutants is the nutrient phosphorus. Phosphorus is the limiting nutrient in fresh waterbodies, and often causes algal blooms when delivered to waterways in excess levels. Algae blooms can deplete waters of oxygen, threatening wildlife. Some algae species also produce toxins that are harmful to humans.

Development

Loss of open space, disruption of travel corridors, displacement of wildlife, and introduction of pets that prey on wildlife all contribute to a decline in the environmental health of habitats and the diversity and abundance of fish and wildlife populations. Other major threats related to development are the loss of wetlands and alteration of existing drainage patterns. Small, incremental changes in drainage patterns

and loss of wetlands may not be significant, but the cumulative impacts of these changes cause flooding, degrade ground and surface waters, and ultimately, contribute to pollution in the Royal River estuary and Casco Bay.

Heavy development in an area can increase impervious surface cover through removal of natural vegetation, thereby increasing pollutants received to nearby waterbodies from stormwater runoff. Two streams, Pratt’s Brook and an unnamed tributary to the Royal River, have been identified by the Maine DEP with potential for impairment due to their proximity to I-295 near mile markers 17 and 18 (Division of Environmental Assessment, Maine DEP, 2022).

Development of any size can disrupt natural and wildlife communities through loss of habitat and loss of connectivity. Development in recent decades, including new roads and residential development, has diminished the diversity and vitality of these habitats through direct loss and fragmentation of remaining large habitat areas. With the decrease in the size of natural habitat areas, the links between blocks of habitat have become narrower or been broken altogether.

The tree canopy is threatened by aging, neglect, road salt, the spread of invasive species and the effects of climate change. In addition, increasing development entailing new construction without adequate protection requirements and resources for enforcement puts the tree canopy at risk.

Septic Systems

Septic systems can pose a serious threat to water resources. Systems located directly adjacent to marine bodies of water will inevitably have the greatest impact on marine water quality. Septic system malfunctions can cause leaks that expose local water resources to elevated levels of nutrients and bacteria, threatening closure of shellfish beds, aquaculture operations, and other fisheries. These malfunctions can easily go unnoticed, with leaks occurring

underground and traveling to marine waters via groundwater. The travel time and filtration of bacteria and nutrients is highly dependent on the underlying soil type, with shallow to bedrock soils providing minimal filtration.

The Town of Yarmouth does not have a database of septic systems, although it previously inspected septic systems that are greater than 20 years old. No deficiencies were found at the time, and no follow up was needed.

PFAS

Per- and polyfluoroalkyl substances (also known as PFAS or forever chemicals) are widely used and potentially harmful chemicals that do not break down in the environment. The effects and impacts of these chemicals are still not fully understood, but studies have shown that exposure can lead to harmful health effects such as increased risk of cancer, hormone disruptions, and developmental delays in children. PFAS can be found in several household products, clothing, firefighting foams, cleaning products, and more.

Another potential source of PFAS is sludge and septage spread as fertilizers. The State of Maine issued a number of permits for these spreads, primarily in the 1980s and 1990s. Seven sludge spread sites are located in Yarmouth.

The Yarmouth Wastewater Treatment Facility is one such site, licensed to compost sludge with woodchips, which was supplied to the six remaining sites in Yarmouth, including the Yarmouth Landfill.

In August 2022, as a result of state-wide legislation, Yarmouth is no longer

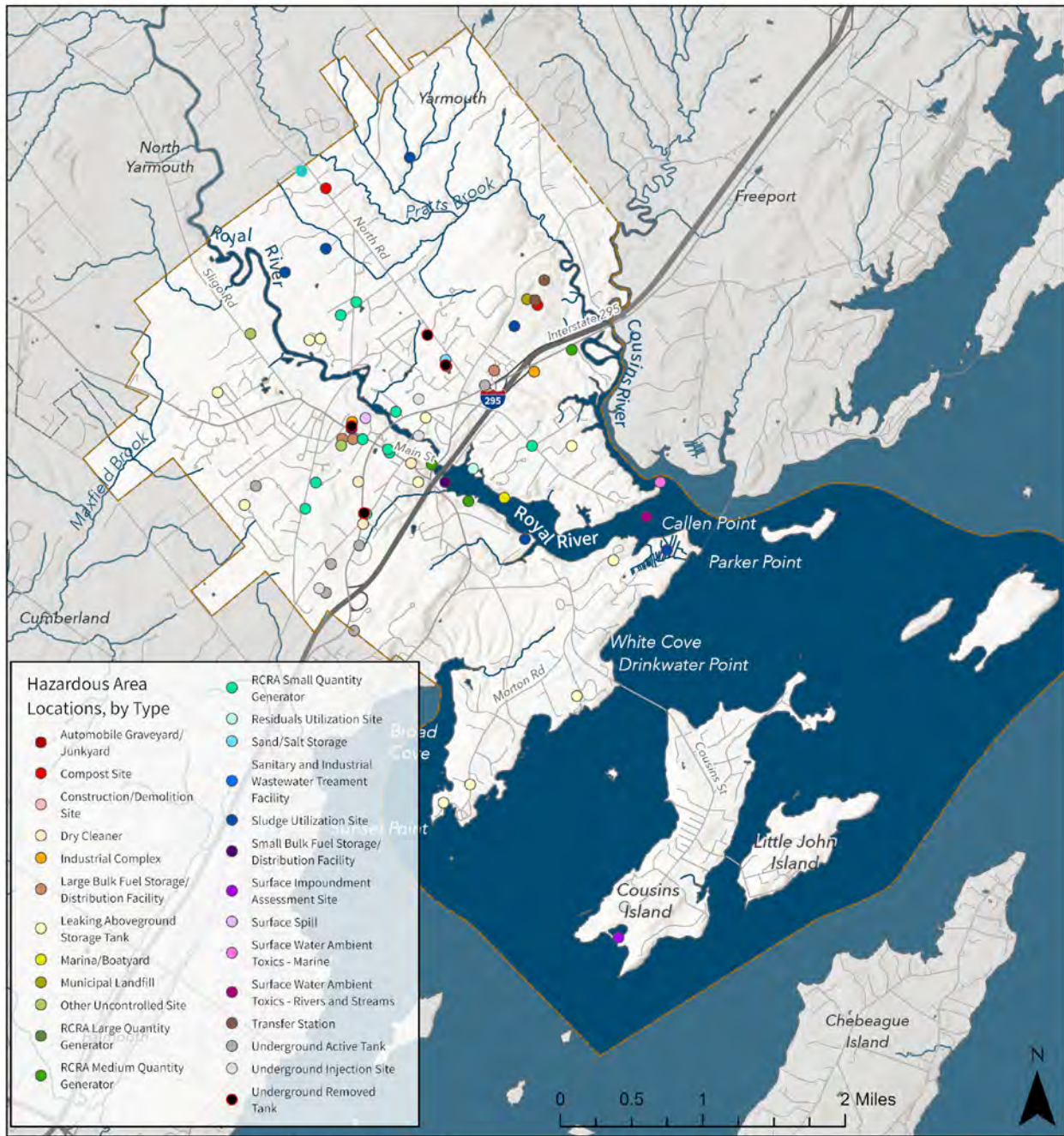
Type	Quantity
Automobile Graveyard/Junkyard	2
Compost Site	3
Construction/Demolition Site	1
Dry Cleaner	5
Industrial Complex	2
Landfill Municipal	2
Large Bulk Fuel Storage	4
Leaking Aboveground Storage Tank	11
Leaking Underground Storage Tank	2
Marina/Boatyard	2
RCRA (Resource Conservation and Recovery Act) Large Quantity Generator	1
RCRA Medium Quantity Generator	4
RCRA Small Quantity Generator	10
Residuals Utilization Site	1
Sand/Salt Storage	2
Sanitary & Industrial WWTF	1
Sludge Utilization Site	6
Small Bulk Fuel Storage/Distribution Facility	2
Surface Impoundment Assessment Site	1
Surface Spill	1
Transfer Station	2
Underground Injection Site	4
Uncontrolled Site, All Other	2
Underground Active Tanks	15
Voluntary Response Action Program	2

Figure 9.9 Maine Environmental and Geographic Analysis Database (EGAD) Site Types  
Source: Maine Department of Environmental Protection

composting sludge from the Wastewater Treatment Facility. The Town now ships sludge out of state, but as the regulatory environment rapidly changes in the state and New England, the Town may need to address sludge management differently in the near future.

Other

The Maine DEP maintains a database of hazardous areas or events within the state (Maine Department of Environmental



### Existing Conditions: Hazardous Areas

#### Town of Yarmouth, Maine

Map created for planning purposes  
for comprehensive plan development.



Data sources: Town of Yarmouth,  
Maine GeoLibrary.  
Coordinate System: NAD 1983 State  
Plane Maine West FIPS 1802 (US Feet)  
Map by: M. Kelly-Boyd, FB Environmental

- Town of Yarmouth
- Town Boundary
- Road
- Stream
- Coastal Waters/Waterbody

Figure 9.10 Hazardous Areas

Protection, 2023). Figures 9.9 and 9.10 detail these sources for Yarmouth, of which there are 25 different types. Hazards include spills of varying sources, storage of potentially hazardous materials, and past spreading of potentially hazardous materials, such as sludge as described in the above section. The potential toxins and pollutants from these sources vary widely in type, effect, and longevity. Further investigation is needed on a site-specific basis to understand the potential water quality impacts from these sources.

Yarmouth Public Works crews and contractors use best management practices to protect water resources in their daily operations.

## Existing Measures to Protect Water Quality

### Stormwater

Yarmouth is part of the Municipal Separate Stormwater Sewer System (MS4) General Permit that regulates stormwater discharge for communities of a certain density. Yarmouth belongs to the group of Greater Portland communities that have formed the Interlocal Stormwater Working Group (ISWG) to implement this program. As of 2023, Yarmouth is in Year 1 of a 5-year permit that requires implementation of six Minimum Control Measures. These minimum control measures include (1) an education and outreach program, (2) public involvement and participation, (3) illicit discharge detection and elimination, (4) construction site stormwater runoff control, (5) post-construction stormwater management in new development and redevelopment, and (6) pollution prevention and good housekeeping for municipal operations (Wood, 2022). Prior to this permit, stormwater was managed in Yarmouth according to the Stormwater Program Management Plan for permit years 2013–2018 (Town of Yarmouth, 2013) and through Subdivision Review and Site Plan Review.

In December 2022, the Town of Yarmouth approved changes to several ordinances (Chapter 601 Subdivision, Chapter 701 Zoning, and Chapter 702 Site Plan Review) to incorporate updated erosion and sedimentation control (ESC) requirements for soil disturbance during earthwork activities as a requirement of the current MS4 General Permit (Steven S. Johnson, 2022). These requirements are primarily for sites that disturb an acre or more of land, but are locally applicable to smaller projects in most cases through Subdivision Review and Site Plan Review. In addition, the Town will need to adopt Low Impact Development (LID) provisions as required by the MS4 Permit.

## Natural Resource Management and Protection

### Dredging

The Royal River was last dredged in 2014–2015 (Burnham Associates, 2015). This was a \$2.5 million federal dredge project paid by the Army Corps of Engineers. Over 100,000 cubic yards of material was removed from the 7-foot-wide federal channel and the 5-foot anchorage basin. The dredged material was deposited in the Portland Disposal Area. The Royal River is on the list to be dredged again within the next five years (Owen, 2023).

### Zoning and Town Review

Natural and freshwater resources are mainly protected via the Shoreland Zone, Shoreland Overlay District (SOD), and the Resource Protection District (RPD), as detailed below (Town of Yarmouth, 2021). Further, natural resource protections and stormwater management are also evaluated during Site Plan and Subdivision review processes.

The permitted uses in the Shoreland Overlay District and in the Resource Protection District and the performance standards are outlined in Chapter 701, Zoning Ordinance. In addition to local permitting, permitting from the state

or the Army Corps of Engineers may also be necessary.

**Shoreland Zone and Shoreland Overlay District (SOD)**

The Shoreland Zone is land area located within 250 feet, horizontal distance, of the high-water line of any river, the upland edge of a coastal wetland, or within 75 feet of the normal high-water mark of a stream. The SOD applies to all land area within 250 feet, horizontal distance, of the normal high-water mark of any river or the upland edge of all marine bodies of water and coastal or freshwater wetlands. It also applies to land within 75 feet of the normal high-water line of streams, all lands within the Resource Protection District (RPD), and any structures on, over, or abutting a dock, wharf, or pier, or structures located within a wetland or below the upland edge of a water body. SOD provisions that conflict with provisions of the RPD districts will give precedence to the respective district provisions.

**Resource Protection District (RPD)**

The RPD applies to:

- Areas within the SOD where development could adversely impact water quality, productive habitat, biological ecosystems, or scenic and natural values.
- All coastal wetlands, freshwater wetlands greater than 10 acres, and freshwater wetlands less than 10 acres that are adjacent to a surface waterbody where the combined surface area remains less than 10 acres.
- The 100-year floodplain of the Royal River, Cousins River, Pratt’s Brook, and all other tidal waters.
- Areas within 100 feet, horizontal distance, of the normal high-water line or upland edge of the Royal River upstream of the St. Lawrence and Atlantic Railway trestle, the Cousins River, and Pratt’s Brook.

- Areas of two or more acres with 20% or greater slopes.
- Areas of two or more acres containing wetland vegetation and hydric soils that are not surficially connected to a water body.
- River shoreline and tidal shoreline areas that are subject to severe bank erosion or undercutting, riverbed movement, or mass movement (such as coastal bluffs).

**Planning Efforts**

**Royal River**

The Royal River Corridor Master Plan was created in 2009 to recommend management efforts for the stretch of the river extending from East Elm Street to the end of Yarmouth Harbor with a 500 foot corridor on either side of the river (Stantec Consulting, et al., 2009). Guiding principles of the plan include protecting and enhancing habitat, improving water quality, creating interconnected pathways, encouraging appropriate development, increasing density, and adding to the Royal River Park.

In addition a number of studies have been conducted to explore fish passage barriers and restoration options on the Royal River. These include:

- The Fisheries & Aquatic Habitat Restoration Feasibility Study, Royal River Restoration Project (Stantec Consulting Services Inc., 2010). Evaluated various scenarios to meet the goal of restoring native diadromous and resident fisheries in the Royal River. Concluded that removal of the dams and restoration of the natural stream channel would most efficiently meet this goal.
- The Estimated Sediment Volume: Bridge Street Dam Impoundment (Stantec Consulting Services Inc., 2015). Estimated that there was 5,040 CY of

accumulated sediment in the Bridge Street dam impoundment (including a 20% contingency). Accumulations were higher on the margins of the impoundment. Much of this sediment could be expected to mobilize with dam removal, but most would accumulate in the vicinity of the I-295 bridge instead of the harbor.

- The Fishway Assessment and Cost Analysis Report (Inter-Fluve, 2018). Provides a detailed assessment of fish passage opportunities at both the Bridge Street and East Elm Street dams. Although the Bridge Street dam fishway functions hydraulically, its slope and flows do not support fish attraction and usage. Additionally, resting areas were found to be inadequate and there was potential for downstream migrating fish to be injured. The East Elm Street dam fishway was not functioning and would be expected to have similar constraints to the Bridge Street dam fishway if it were restored as-is. Economically, a no-action scenario was the lowest cost for both sites, but would not achieve the fish passage goals for the site. Instead, dam removal at Bridge Street and a nature-like fishway at the East Elm Street site were found to be the next lowest cost options that would achieve the desired fish passage goals.
- The Royal River Fish Passage Studies Summary Report (GZA GeoEnvironmental, 2018). Summarizes past project reports and work within the Royal River watershed.
- In April 2020, the US Army Corps of Engineers released two Federal Interest Determination reports regarding the Royal River. The first, under Section 1135, details an appraisal of restoration of 1.4 - 2.8 acres of salt marsh that was lost as a result of the placement of dredged material by the Corps in the 1960s and 1970s. The second, under Section 206, details the proposal of an assessment to the two Royal River

dams to improve fish passage. Both letters determined that there is federal interest for the Army Corps of Engineers to undertake the projects, and in fact authority is granted to the Corps by the Water Resources Development Act, with the Town of Yarmouth partnering.

Following the determination that there is a federal interest in restoring the Royal River, the Town of Yarmouth contracted with the Army Corps of Engineers to conduct a study. At the close of this study, the Army Corps of Engineers will issue a report recommending an implementable solution to restoring the Royal River’s overall ecological health.

**Cousins River**

*A Study of the Cousins River* was published in April 1990 by the Greater Portland Council of Governments to detail natural resources and water quality within the Cousins River watershed as well as recommend actions to protect these resources.

While there have been no focused planning efforts on the Cousins River since the 1990 report, the Cousins River faces many of the same challenges described in this chapter regarding natural resource protection in light of increasing development pressures. In 2022, the Maine Coast Heritage Trust, in partnership with the Royal River Conservation Trust and the Freeport Conservation Trust, joined forces to purchase 82 acres of important wetland property in Yarmouth at the corner of Granite Street and Old County Road and extending along the Cousins River to protect it and create a new public preserve for recreation (Stackhouse, 2022).

**Other**

The *Casco Bay Watershed Fish Barrier Priorities Atlas* (Casco Bay Estuary Partnership, 2012). Evaluated severe and high priority potential fish barriers by each town in Casco Bay. Eight potential barriers were identified in Yarmouth along with eight

severe barriers. Of these severe barriers, two are on the Royal River (both dams), one on Pratt's Brook (railroad culvert), several on Maxfield Brook, and the remaining on unnamed streams.

Land Conservation

The Town of Yarmouth maintains over 700 acres of open space. The Town of Yarmouth works closely with the Royal River Conservation Trust on land conservation efforts. Statewide conservation agencies such as the Maine Coast Heritage Trust also work in Yarmouth. Approximately 314 acres of land in Yarmouth are permanently protected as conservation land through a conservation easement. See the Recreation Chapter for more information on open space and recreation opportunities in Yarmouth.

Regional Coordination

Several regional partnerships offer opportunities to protect vital natural and water resources in Yarmouth. The Town participates in the Interlocal Stormwater Working Group with thirteen other municipalities in southern Maine as well as the Southern Maine Community College and University of Southern Maine. There are also a number of organizations serving the Casco Bay area such as the Casco Bay Estuary Partnership, Friends of Casco Bay, and the Gulf of Maine Research Institute.



A kayaker on the Royal River

Sources

Barney Baker, P., & Bannon, P.E., D. (2012). Reconnecting Yarmouth Village to the Working Waterfront. Retrieved from [https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Yarmouth\\_Harbor\\_Report\\_12-19-2012.pdf](https://yarmouth.me.us/vertical/sites/%7B27541806-6670-456D-9204-5443DC558F94%7D/uploads/Yarmouth_Harbor_Report_12-19-2012.pdf)

Beginning with Habitat. (2023). BwH Map Viewer. Retrieved from <https://webapps2.cgis-solutions.com/beginningwithhabitat/mapviewer/>

Beginning with Habitat. (2023). Focus Areas of Statewide Ecological Significance Maquoit and Middle Bay.

Bohlen, C., Stelk, M., Craig, M., & Gerber, C. (2013). Sea Level Rise and Casco Bay's Wetlands: A Look at Potential Impacts. Yarmouth Edition. Casco Bay Estuary Partnership. Retrieved from [https://www.cascobayestuary.org/wp-content/uploads/2021/01/2013\\_cbep\\_slr\\_report\\_yarmouth.pdf](https://www.cascobayestuary.org/wp-content/uploads/2021/01/2013_cbep_slr_report_yarmouth.pdf)

Burnham Associates. (2015). Royal River Dredging. Retrieved from Burnham Associates Inc.: <https://burnhammarine.com/newsite/portfolio/royal-river-dredging-project-yarmouth-maine/>

Casco Bay Estuary Partnership. (2012). Casco Bay Watershed Fish Barrier Priorities Atlas. Retrieved from [https://www.cascobayestuary.org/wp-content/uploads/2021/01/2012\\_fish\\_barrier\\_atlas\\_yarmouth.pdf](https://www.cascobayestuary.org/wp-content/uploads/2021/01/2012_fish_barrier_atlas_yarmouth.pdf)

Casco Bay Estuary Partnership. (2021). State of Casco Bay, 6th Edition. Retrieved from State of Casco Bay, Casco Bay Estuary Partnership, 2021 : <https://adobeindd.com/view/publications/2f8cb7b4-5b37-4c50-8c4e-5aa0c92e1fa4/1/publication-web-resources/pdf/State-of-Casco-Bay-6th-Edition.pdf>

Casco Bay Estuary Partnership. (2021). State of the Bay, 6th Edition. Retrieved from <https://indd.adobe.com/view/publication/2f8cb7b4-5b37-4c50-8c4e-5aa0c92e1fa4/1/publication-web-resources/pdf/State-of-Casco-Bay-6th-Edition.pdf>

Division of Environmental Assessment, Maine DEP. (2022). Comp Plan Packet Letter Yarmouth.

GZA GeoEnvironmental, I. (2018). Royal River Fish Passage Studies Summary Report. Retrieved from <https://www.cascobayestuary.org/wp-content/uploads/2021/01/Royal-River-Fish-Passage-Studies-GZA-1-17-18.pdf>

Inter-Fluve. (2018). Fishway Assessment and Cost Analysis Report. Retrieved from <https://www.cascobayestuary.org/wp-content/uploads/2021/01/Royal-River-Fishway-Assessment-and-Cost-Analysis-Interfluve-2018.pdf>

Lewis, B. (2022). Shellfish Harvesting Area Classification - Notification of Changes.

Maine Department of Agriculture, Conservation, & Forestry. (2020). Determining Prime Farmland Soils and Soils of Statewide Importance for Siting Solar Projects in Maine.

---

Maine Department of Environmental Protection. (2023). Maine Boat Pumpouts and No Discharge Areas. Retrieved from <https://maine.maps.arcgis.com/apps/webappviewer/index.html?id=d7c7e6027dce4109897f95289ac00f40>

Maine Department of Environmental Protection. (2023). Maine EGAD Site Types. Retrieved from Environmental and Geographic Analysis Database (EGAD): <https://maine.maps.arcgis.com/apps/webappviewer/index.html?id=44cc6e0291844e19a8eeb3362e22128e>

Maine Department of Environmental Protection. (2023). Monitoring and Assessment of Coastal (Marine) Waters. Retrieved from Maine Department of Environmental Protection: <https://www.maine.gov/dep/water/monitoring/coastal/index.html>

Maine Department of Environmental Protection. (2023). Overboard Discharges. Yarmouth, Maine. Retrieved from <https://www11.maine.gov/dep/gis/datamaps/index.html>

Maine Department of Inland Fisheries and Wildlife. (2021). Boat Licenses.

Maine Department of Marine Resources. (2022). Maine DMR Landings Data Portal. Retrieved from <https://dmr-maine.opendata.arcgis.com/documents/mainedmr-landings-portal/explore>

Maine Department of Marine Resources. (2022). Shellfish Sanitation and Management. Retrieved from Maine Department of Marine Resources: <https://www.maine.gov/dmr/fisheries/shellfish/shellfish-sanitation-management-program>

Maine Department of Marine Resources. (2023). Maine DMR Aquaculture Map. Retrieved from <https://maine.maps.arcgis.com/apps/webappviewer/index.html?id=b846cf37b1d64c988f89eafa085c8b7a>

Maine Department of Marine Resources. (2023). Shellfish Closures and Aquaculture Leases Map. Retrieved from Department of Marine Resources: <https://www.maine.gov/dmr/fisheries/shellfish/shellfish-closures-and-aquaculture-leases-map>

Maine Environmental Public Health Tracking Program. (2023). Lead in Water Testing Results for Schools.

Maine Geological Survey. (2002). Coastal Bluffs in the Yarmouth Quadrangle, Maine.

Maine Geological Survey. (2020). Coastal Bluffs in the Freeport Quadrangle, Maine.

Maine Geological Survey. (2020). Coastal Bluffs in the Portland East Quadrangle, Maine.

Maine Geological Survey. (2022). Water Well Database. Retrieved from Maine Geological Survey: <https://www.maine.gov/dacf/mgs/pubs/digital/well.htm#tblsearch>

Maine Health and Environmental Testing Laboratory. (2019). Percent of Wells that Exceed State Guidelines for Selected Analytes by Selected Towns in Cumberland County, Maine.

Maine Natural Areas Program. (2021). Salt-hay Saltmarsh. Retrieved from Maine Natural Areas Program: <https://www.maine.gov/dacf/mnap/features/communities/spartinasaltmarsh.htm>

Maine Stream Connectivity Working Group. (2009). Crossings. Retrieved from Maine Stream Habitat Viewer: <https://webapps2.cgis-solutions.com/MaineStreamViewer/>

---

Owen, W. (2023). Personal Communication.

Stackhouse, S. (2022, January 19). Effort to preserve Cousins River Fields and Marsh hits major milestone. News Center Maine. Retrieved from <https://www.newscentermaine.com/article/tech/science/environment/effort-to-preserve-cousins-river-fields-and-marsh-hits-major-milestone-environmentalism-land/97-d48c2155-cb38-4698-b7ba-4fff48cea4b6>



## 10. Public Facilities & Services

### Highlights

*The Town of Yarmouth facilities include Town Hall, Merrill Memorial Library, the Public Safety Building, the DPW Garage, the Transfer Facility, and the Wastewater Treatment Plant.*

*The Yarmouth Water District services Yarmouth, North Yarmouth, and a small portion of Cumberland. The District operates four gravel-packed wells located in the Town of North Yarmouth. The District plans to replace aging water mains and water meters.*

*The Wastewater Treatment Plant needs upgrades and redundancy and the replacement of both the Royal River Pump Station (including its associated force main) and the Harbor Pump Station are necessary, as well as the installation of a parallel aeration tank and upgrade of the treatment system on Cousins Island.*

*Currently, residential property owners are responsible for the maintenance of their septic systems, including periodic pumping of septic tanks. There are no issues or concerns regarding septic tank waste as it pertains to the Wastewater Treatment Plant. However, there is some concern that residents may not provide adequate pumping of their systems based on use.*

*Solid waste and recycling are disposed of at Yarmouth's Transfer Station located at East Main Street. In 2023, a "Pay As You Throw" solid waste disposal model was implemented to increase recycling rates, offset the rising disposal costs, and pay for the upgrades to the Transfer Facility completed in 2022.*

*Yarmouth is subject to the General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4) which was issued by DEP on July 1, 2022. The Town has made progress on all six of the Minimum Control Measures (MCM) goals.*

*Emergency response was provided to 1,361 calls in 2022. This compares to 1,043 calls in 2006 and 820 calls in 1996. Though call volume over the last two years decreased due to COVID, as of 2023, call volume is projected to increase and is predicted to be the highest ever recorded. A major departmental issue is the declining number of fire-rescue volunteers with daytime availability in Yarmouth.*

### Highlights

*Police calls have increased over the last several years, and are increasing for mental health and substance use support. Recruitment and funding are challenges for the Department.*

*Over the past ten years enrollment in Yarmouth Schools has increased by approximately 20% from 1,396 students in 2010 to 1,682 students in 2022. This trend will likely continue and by 2027, Yarmouth may see a total enrollment of approximately 1,735 students.*



## Climate Connections

*Several Town facilities are threatened by sea level rise and flooding, including the Wastewater Treatment Plant and several sewer pump stations.*

*An influx of climate refugees may add to the already increasing trend of enrollment in Yarmouth schools.*



*Increasing periods of drought corresponding with increased reservoir withdrawal from residential populations could place increased pressure on the Yarmouth Water District's three aquifers.*

*Septic systems along the coast may be threatened by sea level rise.*

*Increasingly strong storm events may more frequently overwhelm the Town's existing stormwater infrastructure, leading to an increase in overflow of stormwater and decreasing water quality. However, the implementation of the new Low Impact Development ordinances may mitigate these impacts.*

*Through the development of a Climate Action Plan, Yarmouth has committed to engaging in strategies that work towards achieving net zero municipal and school greenhouse gas emissions by 2030 along with providing resources to facilitate community-wide emission reductions by 80% by 2030 and net zero by 2050.*

*Extreme weather may require the Town to invest in facilities that are resilient to changing climate conditions.*

## Introduction

This chapter provides an overview of Town facilities not discussed in the Recreation chapter. The objective of this chapter is provide context to current municipal buildings and facilities.

The majority of Yarmouth's municipal buildings and facilities and infrastructure are located in the town's Growth Area (see Future Land Use Plan), and future improvements will continue to be focused in the Growth Area.

## Town Government

Yarmouth operates under a charter, providing for a Council-Manager form of government with a seven-member Town Council who are elected at-large for three-year terms. The Town Council adopts and amends ordinances, approves contracts, appropriates funds from Capital Reserves, appoints citizens for Boards and Committees, hires and supervises the Town Manager, and prepares the annual budget for Town Meeting. The annual Town meeting is held the first Tuesday in June and local elections are held the second Tuesday in June.

Yarmouth is fortunate to have a large number of volunteers serving in various offices and committees. As of 2023, there are nineteen active Boards and Committees, including the Affordable Housing Committee, Bike & Pedestrian Advisory Committee, Board of Assessment Review, Climate Action Task Force, Committee for Energy Efficiency & Sustainability, General Board of Appeals, Complete Streets Advisory Committee, Comprehensive Plan Steering Committee, Economic Development Advisory Board, Harbor & Waterfront Committee, Historic Preservation Committee, Investments Advisory Committee, Parks and Lands Committee, Planning Board, Police Services Advisory Committee, Program Advisory Committee, Recycling Committee, Shellfish Conservation Committee, and Tree Advisory Committee.

## Town Offices

Town Hall is located at 200 Main Street and is open Monday through Thursday 8AM–12PM and 1PM–4PM, and Friday 8AM–12PM. Town Hall was renovated and expanded in 2003. The Town Hall houses the offices of the Town Manager, Town Clerk, Finance, Code Enforcement, Planning and Development, Town Engineer, Economic Development, Public Works Director, and Community Services. Assessing support is also offered in Town Hall, although the Town contracts with the Cumberland County Assessing Department for assessing services.

Within Town Hall is the Community Room, a community meeting space that can accommodate approximately 150 people. Public meetings that are recorded and televised are generally held at the American Legion Log Cabin at 196 Main Street, which can accommodate up to 120 people. Both spaces are available for Town Boards and Committees as well as local community groups to hold meetings, although both spaces are often fully booked creating a deficit of community meeting space.

Public meetings are broadcast through Yarmouth Municipal Television (YMTV) and through streaming services. The Town holds a Franchise Agreement with Time Warner that provides a cable channel for its televising facilities broadcast on Channel 3. In addition, the station provides a community Bulletin Board that runs community service announcements and provides information pertaining to the Town of Yarmouth.

## Yarmouth Water District

The Yarmouth Water District, a separate entity from the Town of Yarmouth, currently serves Yarmouth, North Yarmouth, and a small portion of Cumberland. The District operates four gravel-packed wells located in the Town of North Yarmouth. The wells are located in a large, unconfined sand and gravel aquifer which transects the

communities of Pownal, North Yarmouth and Cumberland in a northeasterly direction. The District also maintains a connection with the Portland Water District, which primarily serves as the source of supply for the Wyman Power Station on Cousins Island. The public water supply and distribution system include over 80 miles of water main and 3,200 active services. The District has 3 storage tanks; one in North Yarmouth (200,000 gallons), and two in Yarmouth (500,000 gallons and 1,000,000 gallons). The system serves approximately 8,800 residents and provides fire protection service through 420 hydrants. In 2022, the District added 26 new water services, 1,471 feet of new water main, and 1 new hydrant (Yarmouth Water District Consumer Report, 2022).

The Yarmouth Water District's office is located at 181 Sligo Road. The District employs eight full time employees and is overseen by a five-member elected Board of Trustees.

Source protection is a high priority for the District. The District consults with hydrogeologists, engineers, and other experts to develop and maintain an aquifer protection program. The District currently assists in septic pumping in areas near production wells and offers stipends for residents who change over from oil to a product that has less of an impact on aquifers.

Although no significant expansion of the public water system is anticipated, the District has a list of over thirty projects that include over 40,000 feet of water main prioritized to be replaced within the next 10 years. Projects are prioritized based on pipe integrity, number of past repairs, water quality, number of residences impacted, fire flow protection, and coordination with utilities. Water mains are proposed to be replaced in Pleasant Street, Smith Street, Sunset Point Road, Route 88, and York Street in the next few years in Yarmouth.

The District is currently in the process of

replacing aging water meters within the next five years. Maine Public Utilities Commission (MainePUC) requires residential 5/8-inch to 1-inch water meters over eight years old to be tested or replaced. Additionally, the Environmental Protection Agency (EPA) now requires identification of the material used for the private-side customer service lines. In response, the District is completing an inventory of all service lines on the District-owned public portion and the customer-owned private portion. This will allow the District to identify the private portion of the service line material accurately and replace the end-of-life water meters. Replacing the water meters will result in a much higher level of recording accuracy and assist in tracking unnecessary water loss.

Per- and polyfluoroalkyl substances (also known as PFAS or forever chemicals) are widely used and potentially harmful synthetic chemicals that do not break down in the environment. The current standard for PFAS in drinking water for the state is 20 parts per trillion (ppt) or less, alone or in combination, for six specific PFAS contaminants. Proposed new EPA regulations will limit two of the six PFAS to 4.0 ppt individually, and water utilities will have three years to comply with this rule. One of the wells in Yarmouth tested at 8.033 ppt, which is under the current standard but above the limit for new regulations. One of the contaminants, PFOA, had a result of 5.55 ppt, which is above the 4.0 allowable limit. The Water District has plans to look into another water source to treat, and will also be conducting operation and maintenance sampling to determine the source of contamination. This is estimated to cost \$3 to 5 million, not including annual operation costs.

**Yarmouth Water Pollution Control Department**

The Yarmouth Water Pollution Control Department is responsible for the operation and maintenance of public wastewater

infrastructure in the Town. The Wastewater Treatment Plant, located on Whitcomb's Way, treats 830,000 gallons of wastewater per day but has a capacity of treating 1.31 million gallons per day (MGD). The Town owns and operates the wastewater plant as well as 30 pump stations, 40 miles of gravity sewer, 20 miles of sewer force mains, and a rapid sand filter system. There are approximately 2,337 accounts served by public sewer in Yarmouth.

Yarmouth's plant and sewer collection system has grown over the past several decades to its current configuration. Regulatory requirements have evolved during this time, becoming stricter and requiring greater levels of investment and infrastructure improvement to meet state and federal standards. As a result, Yarmouth's plant and sewer collection system consists of components of different ages, conditions, capacities, and varied designations of "remaining useful life".

The last major upgrade to the wastewater plant and the Town's two largest pump stations, Royal River Pump Station and Harbor Pump Station, was completed in 1993. Since then, there have been a few significant upgrades. Notable projects include the installation of system telemetry in 2011 and new dewatering equipment in 2018. In recent years, several significant segments of sewer main have been rehabilitated, along with normal periodic rehabilitation of the 28 smaller pump stations. Given the age of the infrastructure, the system is experiencing normal wear and degradation, even with maintenance provided by Department staff. Much of the work completed in 1993 requires increased repair maintenance and upgrades to keep the wastewater plant serviceable.

Significant upgrades to the wastewater plant will be necessary in the near future. Projects include the replacement of both the Royal River Pump Station (including its associated force main) and the Harbor Pump Station, as

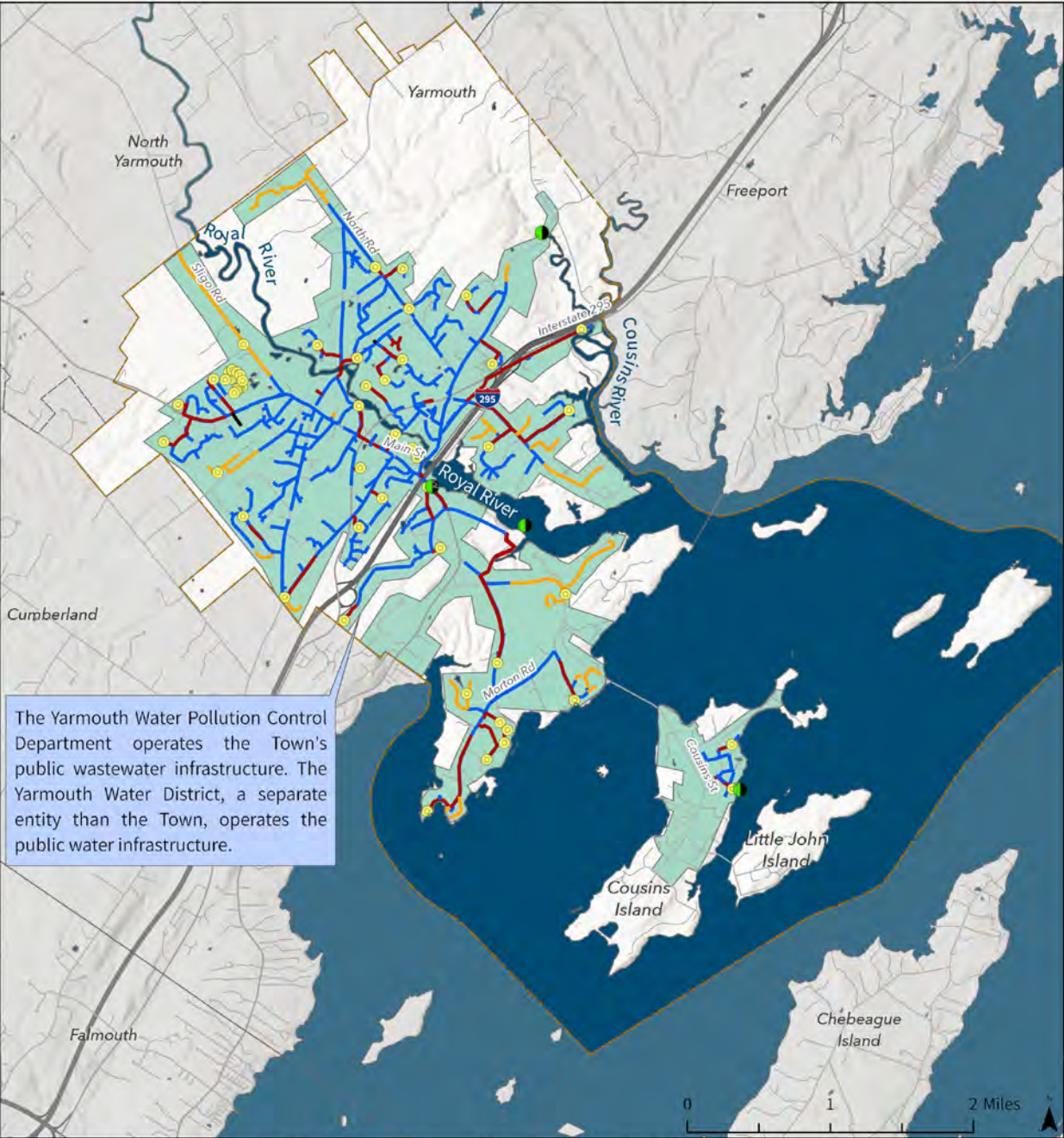
well as the installation of a parallel aeration tank and upgrade of the treatment system on Cousins Island. The plant headworks and the clarifiers will require reconstruction work in the near term. These projects are all critical to the efficient operation of the wastewater plant and to ensure regulatory compliance.

Additionally, the sewer collection system is aging and requires ongoing investment to ensure its integrity and minimize environmental impacts due to infiltration, or worse, exfiltration. The Department anticipates an ongoing investment in pipe replacement and/or rehabilitation, such as Cured-in-Place Pipe (CIPP) technology. There is no significant extension of public sewer planned for areas not currently served.

Public sewer and septage collection is regulated by the Town of Yarmouth Ordinances Chapter 304, Sewage Ordinance. This chapter codifies the generation, conveyance, treatment, cost structures, and disposal of wastewater in the Town. Additionally, the Town maintains a handbook outlining technical standards for sewer infrastructure installation. The handbook is currently being updated.

**Septic Disposal**

Each residential property owner is responsible for the maintenance of their own septic system, including periodic pumping of the septic tank. As part of the sewer fee structure, the Town Council has authorized the subsidy of septage disposal by allowing septage generated from Town residential properties to be disposed of at the wastewater plant at no charge. Residents only pay for the third-party pumping and trucking cost. Residents call approved third-party septic haulers who pump and truck the tank contents to the wastewater plant on Whitcomb's Way. The truck discharges the waste into a dedicated septage receiving facility which is fed into the plant headworks on a flow-paced basis per the plant permit. The plant is allowed by permit to accept



**Existing Conditions: Public Services - Wastewater Infrastructure; Water Service Area**



Figure 10.1 Wastewater and Water Infrastructure

a maximum of 6,000 gallons per day of septage per its Septic Management Plan.

There are no issues or concerns regarding septic tank waste as it pertains to the wastewater plant. However, there is some concern that residents may not provide adequate periodic pumping of their systems based on use. Tank pumping is the single most important maintenance item for the longevity and efficiency of a septic system, and failure to properly pump the system will lead to premature failure and potential environmental impacts, in particular in the rural areas and the islands of Yarmouth where septic system failures could impact natural and marine resources.

appliances, metal, sheetrock, pressure treated wood and propane tanks. A leaf and yard waste composting operation and demolition landfill are also located at this site.

### Solid Waste Disposal and Recycling

The Town owns and operates a residential transfer station / recycling center, located at 659 East Main Street. There are three full-time employees and two part-time employees based here when fully staffed. A new facility was built in 2022 and serves as a collection area for trash, recycling, and universal waste items. The new building is 40 feet by 70 feet and is equipped with two compactors that handle trash and recycling. Residents can bring in the following items: trash, single sort recycling, universal waste (batteries, electronics, computers, lights), paint, stain, waste oil and antifreeze.

The facility also houses outside collection areas for food waste, bulky waste, wood waste (CDD), leaf & yard waste, brush,

Yarmouth is an owner member of ecomaine, a non-profit organization, providing solid waste solutions through operation of a waste to energy power plant and single-sort recycling. The non-profit organization is run by a full-time staff and a Board of Directors consisting of appointments from the governing body of each member community. Yarmouth's solid waste and recycling collected at the Transfer Station or picked up by a private contractor is brought to ecomaine for processing.

The Town's Recycling Committee works with the Department of Public Works to promote awareness around recycling and recommend cost-effective waste management practices, including recommending a "Pay As You Throw" solid waste disposal model. In 2019, the Town Council approved "Pay As You Throw" to increase recycling rates, offset the rising disposal costs, and pay for needed upgrades to the Transfer Station. Under the Pay As You Throw model, which was implemented on January 1, 2023, residents are required to use blue Town-issued bags to dispose of trash regardless if residents dispose of trash on their own at the Transfer Facility or contract to have trash collected curbside. Curbside trash pickup is available through Pine State Waste Disposal (Casella). The current fees for Pay As You Throw are \$2.00 for 30-gallon

	2018	2018%	2019	2019%	2020	2020%	2021	2021%	2022	2022%
Trash Tons	2,700.60	73%	2,784.24	78%	2,787.61	78%	2,871.95	77%	2,700.41	79%
Recycling Tons	1,010.23	27%	781.27	22%	768.59	22%	839.5	23%	718.78	21%
Total Tons	3,710.83		3,565.51		3,556.20		3,711.45		3,419.19	

Figure 10.2 Yarmouth Trash and Recycling Volume  
Source: Town of Yarmouth

trash bags and \$1.25 for 15-gallon bags.

Recycling is free to dispose of at the Transfer Station with a valid windshield sticker. Food waste, which contributes to the solid waste tonnage, can also be disposed of at the Transfer Facility through the Town’s partnership with Agri-Cycle. Agri-Cycle works with a network of processing partners in conjunction with their own 2.2 million gallon digester at Stonyvale Farm to convert food waste into biogas and fertilizer through anaerobic digestion.

In 2022, about 21% of the solid waste that Yarmouth hauls to ecomaine is recyclable. Over the past five years, the percentage of recyclable material has been consistent, although lower than the high of 27% in 2018. With the implementation of Pay As You Throw, the goal is to increase the amount of material that is recycled in Yarmouth.

Stormwater Management

Yarmouth is subject to the General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4) which was issued by DEP on July 1, 2022, with a term through June 30, 2027. As an MS4 community, Yarmouth is required to implement a Stormwater Management Plan. The Stormwater Management Plan describes how the Town will implement Best Management Practices to meet the six Minimum Control Measures (MCM), which include education/outreach, public involvement, illicit discharge detection and elimination, construction site stormwater runoff, post-construction stormwater management, and pollution prevention. The MS4 Permit also includes measures to address impaired waterbodies, those that exceed established thresholds for impairment categories such as dissolved oxygen, bacteria, and pH impairments as set by the Clean Water Act, the EPA, and Maine. The Town of Yarmouth has no impaired waterbodies.

To support the implementation of the MS4 Permit, Yarmouth is a member of the Interlocal Stormwater Working Group (ISWG), a coalition consisting of 14 MS4 municipalities, in addition to the University of Southern Maine and Southern Maine Community College, in the greater Portland and Saco Areas. The Town has made progress on all six of the MCM goals (Yarmouth Stormwater Management Plan, 2022).

Generally, the separate storm sewer system is adequately maintained, but improvements to maintenance activities are important. Currently, catch basins are cleaned using a mechanical clamshell bucket. While this method has generally been adequate, cleaning results could be more thorough if a vac-haul unit were employed. This specialized truck-mounted unit provides a powerful suction that vacuums sediment and pollutants from the catch basin into a tank on the truck. This allows the operator to fully clean the entire basin sump, allowing more volume for future sediment capture.

Future development will likely have a minimal impact on existing systems due to the stormwater management requirements outlined in Chapter 320, Stormwater Management Ordinance, of Yarmouth’s Code of Ordinances and DEP Chapter 500 Stormwater Management Rules. The MS4 permit will influence how runoff is managed and will potentially mitigate some impacts on the existing storm drain infrastructure. As an MS4 community, Yarmouth will also be required to implement Low Impact Development ordinances that will require localized and disconnected stormwater treatment, and a volume control design approach.

Public Safety

Police Department

The Police Department and Fire and Rescue Department are consolidated in a Public

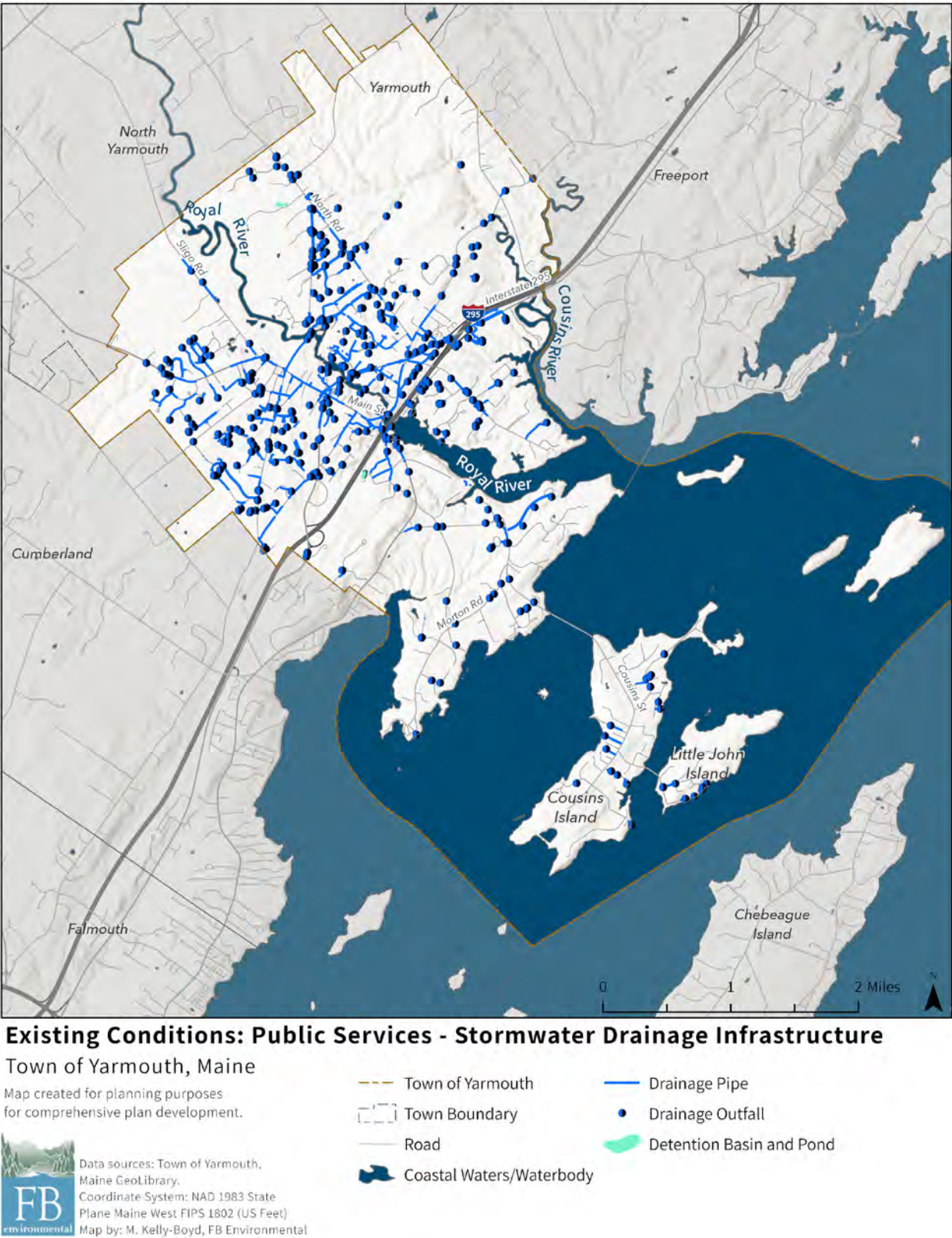


Figure 10.3 Stormwater Drainage Infrastructure

Safety Building located at 178 North Road. The building opened in 2021, providing space for both departments to effectively serve the Town. Previously, the Police Department was located at Town Hall. The Public Safety Building provides a modern and efficient facility for the public safety departments.

The Yarmouth Police Department has thirteen (13) full-time officers, including a Chief, Lieutenant, two sergeants, and nine officers. The department also utilizes a police chaplain who aids in emotional and moral support to officers, staff, and families. Other personnel include a regional animal control officer and the harbormaster. While the Police Department is fully staffed, a School Resource Officer and a Social Worker would complement the services provided by the Department. Although the Department is fully staffed, recruitment and retention of officers has been a challenge.

The number of calls requiring response from the Police Department has increased over the past several years, in particular calls relating to mental health and substance use have increased. In addition, the amount of time needed for each call has also increased as a result of administrative requirements. The Police Department also supports Yarmouth Fire and Rescue on calls, and when responding with Fire and Rescue, the officers typically provide support for crowd control and traffic management.

The Police Department, like all police departments, is reliant on technology, radio and phone, communications equipment, specialized police safety and accountability wear, investigatory equipment, weapons, traffic and speed monitoring devices, and station needs as well as outfitted cruisers. In particular, the replacement of the analog radio system with a new digital network to improve reach and reliability and reduce radio failures is an important and required upgrade, but is subject to funding challenges. Specialized training is needed for investigators, especially related to

technology and fraud.

In 2023, the Town formed a Police Services Advisory Committee to improve lines of communication between police and community stakeholders to help foster transparency and collaboration. As described in the Town Council's resolution creating the Committee, the Police Services Advisory Committee is to act as a resource for both the community and the Police to enhance community involvement regarding policy issues. To carry out its purpose, the Committee will focus on contemporary challenges that affect the community and its Police Department. The Committee began meeting in Fall 2023.

**Fire and Rescue Department**

Yarmouth Fire Rescue was formed in 2001 after the merger of the Yarmouth Fire and Rescue units. Fire Rescue currently employs five career staff, fourteen per diem staff, twenty on-call paid volunteers, and four live-in college students. The Department has seen a decline in volunteers and per diem staff since 2020 due to lower compensation than peer departments, lack of qualified candidates, and an increase in demands for current members. Staffing continues to be a major issue for the Fire Rescue Department, although the Department has increased staffing in Fiscal Year 2024.

Emergency responses exceeded 1,361 calls in 2022. This compares to 1,043 calls in 2006 and 820 calls in 1996. Though call volume over the last two years decreased due to COVID, as of 2023, call volume is projected to increase and is predicted to be the highest ever recorded. A major departmental challenge is the declining number of fire-rescue volunteers with daytime availability in Yarmouth. The result is that it can take longer to respond to a fire-rescue call during daytime hours due to the limited number of available personnel.

The Town is using Lease-Purchase

Unit Type	Specifications	Year	Condition/Status
Engine 81	Spartan/Central States 1500/1000/50A	1994	replacement scheduled 2024-2025
Engine 82	E-One Typhoon 1500	2012	replacement scheduled 2032-2033
Tower 84	E-One Cyclone II	2001	replacement scheduled 2027-2028
Tank 83	International/E-One 1000/2500	2021	replacement scheduled 2045-2046
Ambulance 85	Ford E-450	2013	replacement scheduled 2022-2023, might be kept as a spare unit
Ambulance 86	Ford E-450	2017	replacement scheduled 2025-2026, might be kept as a spare unit

Figure 10.4 Yarmouth Fire and Rescue Capital Improvement Plan  
Source: Town of Yarmouth

financing options to meet current fire and rescue equipment needs. EMS billing revenues provide the funding to meet those lease payment obligations, but are not enough to cover the cost of large apparatus replacements for 20- and 25-year fire truck schedules (Yarmouth CIP 2022-2026, pg. 5). The department has established replacement plans and reviews the replacement schedule of apparatus based on call volume, road mileage, and yearly operational hours. Yarmouth's ambulances are currently on an eight-year cycle for replacement. Although there are defined replacement plans for apparatus and ambulances, the cost to purchase has steadily increased as materials have increased in 2020.

Through the Capital Improvement Plan process, the Fire and Rescue Department has successfully funded purchases including two administrative vehicles, a utility truck, an off-road utility vehicle, two ambulances, upgrade funding for the Fire Training tower, annual protective clothing, and annual replacement of breathing apparatus bottles.

**Public Works**

The Public Works Garage is located at 56 North Road. Vehicle maintenance and highway operations are based at this

facility. Vehicle maintenance has a staff of 4 and is responsible for providing fleet maintenance for the following departments: Public Safety (police, fire, rescue), schools, highway, transfer & recycling, parks & recreation, community services, and wastewater. Highway has a staff of nine and is responsible for year-round maintenance of all Town ways and DOT roads within the urban compact, along with the associated drainage, signage, and pedestrian infrastructure.

In 2011, a master plan was developed for the public works garage campus, that addressed facility needs and site improvements. In 2013, Phase I was constructed, which included several site improvements (salt shed & sand pile relocated, new fuel island and tanks, construction of a bus parking area and stormwater infrastructure) and the construction of a new 60-foot by 100-foot structure that houses a service bay and wash bay.

The new construction and site configuration now allows for Phase II to be advanced in the future. Phase II includes construction of five additional service bays and office space. Phase II is critical as it will allow vehicles and equipment to be stored inside during the winter months.

### Street Trees

Yarmouth established a Tree Advisory Committee in 2022 to promote the conservation and stewardship of trees along town roadways and on town lands. The Committee provides public education, information, and support for public and private sectors to understand and maintain tree health and proper tree care. Additionally in 2022, the Town hired a part time Tree Warden, a position that had been vacant since 2020, to support the efforts of Yarmouth Community Services in managing the Town’s street trees, leading the response to invasive species, and providing stewardship and education for the community.

Yarmouth Community Services maintains a street tree inventory to aid in the management of the trees and response to invasive species, in particular Browntail Moth and Emerald Ash Borer.

Browntail Moth has impacted Yarmouth in previous years, but it has been since 2019 when the most recent treatment methods were implemented. This pest is known for its toxic hairs, which can cause highly-irritating rashes similar to Poison Ivy and respiratory issues, and for its ability to defoliate trees and shrubs. Browntail Moth nests have been identified during the winter’s “nest count.” Nests are noted in various areas in Yarmouth, but not as substantial nor as widespread as 2019. In 2023, a spot treatment method was used to help slow the expansion of this pest in the near future. In an effort to protect the Town’s residents and its green space in a low-impact, environmentally-friendly manner, while also preserving the health of the trees and shrubs, the Town treated select Town-owned trees on public properties.

The Emerald Ash Borer (EAB) is an exotic wood-boring beetle that was discovered in the mid-west in 2002 and feeds exclusively on Ash trees. Ash is a common species in Yarmouth with an estimate of 20-30% Ash trees throughout the town. The Town’s

Ash tree management program currently includes just over 200 ash trees located in town rights of way, on municipal properties, and on school campuses. Ash trees have been divided into two treatment tiers which were established based on three factors: condition, value, and annual benefit. All of the inventoried Ash trees are identified by condition, value, annual benefit, and have measured circumferences and diameters at breast height (DBH). Protective actions include trunk injections of an insecticide, removal of tree, or no action.

### Sustainability

In January 2022, the Town of Yarmouth issued a resolution endorsing the declaration of a climate emergency and creation of a climate action plan to restore a safe climate. As part of this declaration, the Town committed to:

- Participating in the State of Maine’s Community Resilience Partnership, including completing the Resilience Self-Assessment and Community Action Inventory
- Bringing municipal greenhouse gas emissions to net-zero as quickly as possible and no later than December 31, 2030, with the intention to focus on carbon reduction, elimination and carbon positivity;
- Provide education, resources, programs, and a policy framework that promotes significant residential, commercial, transportation, and industrial greenhouse gas emission reductions by 80% by 2030 such that total community emissions are on a path to reach net-zero by 2050 or sooner; and
- Engage the community throughout the process to solicit input from a broad cross-section of the population, creating accountability to maintain a focus on affordability and accessibility to all residents of Yarmouth while accelerating local adaptation and resilience strategies

in preparation for intensifying climate impacts.

In 2022, a Climate Action Task Force was created to advance the Yarmouth Climate Action Plan with support from the Greater Portland Council of Governments. In March 2023, the Towns of Freeport and Yarmouth hired a joint Sustainability Coordinator to further support the communities in advancing their goals on sustainability and climate action. The Town’s first Climate Action Plan was adopted by the Town Council in early 2024.

### Regional Cooperation

Since 2002, the Town has examined a number of ways to consolidate or regionalize public facilities and services or share costs with neighboring towns. As noted elsewhere in this chapter, Yarmouth is a member community of ecomaine to support solid waste and recycling operations in town. Additionally, Yarmouth is a member of is the Coastal Mutual Aid Association, an eleven-town organization whose fire and rescue volunteers respond to each other’s needs. The Coastal Mutual Aid Association maintains a training facility on the grounds of the Yarmouth Transfer Station. This facility provides classroom space as well as a multi-story structural facility for fire-rescue personnel to practice various skills (Coastal Mutual Aid, n.d.).

### Infrastructure

#### Energy Infrastructure

There is adequate energy infrastructure throughout Yarmouth. Three-phase power exists along all of Yarmouth’s commercial corridors, including businesses on Depot Road, Downeast Drive, and Yarmouth Junction, but it does not extend any further northwest along East Main Street.

Summit Natural Gas has a small network of natural gas infrastructure in Yarmouth. It is concentrated in the Village, extending nearly

to North Yarmouth along West Main Street and out East Main Street, North Road, East Elm Street from Yarmouth Junction to West Elm Street and Portland Street, and between Route One and I-295. The Town does not require new construction to connect to the natural gas infrastructure; the availability of natural gas offers an energy choice for property owners within the network.

#### Internet Infrastructure

Yarmouth does not have any gaps in broadband service and meets the Federal Communications Commission’s (FCC) definition of broadband of at least 25 Mbps download speed and 3 Mbps upload speed. The Town is served by Spectrum and a small portion of the Village is also served by GoNetSpeed. The two providers differ in the download and upload speeds, with GoNetSpeed offering equal download and upload speeds.

The Town’s Economic Development Advisory Board are investigating local broadband connectivity needs, and infrastructure constraints, and exploring opportunities to extend reliable internet connectivity to every household in Yarmouth.

### Healthcare Facilities

Yarmouth does not have any hospitals or quick care clinics. The closest hospitals are in Portland, which is about a 15-minute drive from Yarmouth. Northern Light Mercy Primary Care and Intermed Family Medicine have large general practice offices in Yarmouth, which also serve the region. Bay Square on Forest Falls Drive offers memory care in an assisted living setting. Brentwood Rehab & Nursing Center and Coastal Manor offer short- and long-term rehabilitation and skilled nursing.

Yarmouth Community Services manages the Medical Loan Closet, which loans free aides such as wheelchairs, commodes, beds, walkers, crutches and other medical devices to any Yarmouth resident.

The Town has a variety of other social services including medical care, day care, nursing homes, and churches. Medical care providers include physicians, nurses, psychologists, substance abuse counselors, dentists, chiropractors, social workers, nutritionists, and x-ray technicians.

The availability and proximity to these health care facilities are adequate to meet the needs of the community.

Social Services

General Assistance

Yarmouth’s General Assistance Program assists residents with paying for basic necessities such as rent/mortgage, fuel, non-elective medical services, telephone when medically necessary work-related expenses, clothing, and personal supplies, and food. Additionally, financial assistance is awarded annually for help with medical and other expenses such as hospital expenses, prescription drugs, physician visits, and dental emergencies.

The General Assistance Program is a safety net for people most in need. A person applying for General Assistance is required to utilize all available resources, such as food stamps, Medicaid, fuel assistance, and subsidized daycare. The state reimburses municipalities 50% of the expenditure for this program.

From July to December 2022, the General Assistance Administrator managed 49 cases supporting 121 individuals. The total financial commitment was approximately \$40,380. Of that amount, \$32,405 was used for housing assistance.

The General Assistance Administrator also supports households with income that exceeds the eligibility for General Assistance or the Federal Low Income Home Energy Assistance Program (LIHEAP), but below 300% of the Federal Poverty Limit. Those households can apply for assistance through

Cumberland County’s Home Heating assistance program.

The General Assistance Administrator also provides assistance with completing Maine State Property Tax and Rent Refund forms which are available at Town Hall.

Yarmouth Community Services

Yarmouth Community Services helps Yarmouth’s neediest. The department aids people experiencing homelessness, immigrants, asylum seekers, and Yarmouth’s lowest-income residents.

Yarmouth Cares About Neighbors

In 2008, Yarmouth Cares About Neighbors (YCAN), a volunteer organization, was formed to deliver a variety of support services and resources to help those in need. YCAN’s work includes:

- Compiling a directory of available resources, and providing information about the availability of organizations that provide social services and assisting in meeting other human needs.
- Providing a forum to identify and assess needs.
- Providing a forum for providers of social services to meet and coordinate efforts.
- Identifying segments of the community who have needs that are not being met by existing services.
- Facilitating the development of programs designed to address identified needs.
- Assisting individuals in contacting organizations that may be able to provide needed services.
- Coordinating the provision of services or assistance and, where appropriate, by directly providing services or assistance to community members in need.
- Providing volunteer opportunities for community members to support and

participate in activities to benefit the Yarmouth Community and its members.

- Helping to raise funds as needed for programs that are meeting community needs.
- Some of the highlights of YCAN’s work includes:
- Establishing the Yarmouth Cares Fund, which has raised over \$25,000 annually to help Yarmouth residents in need;
  - Funding additional fuel for households each winter;
  - The Rides Program, which coordinates volunteer drivers to help those who cannot drive get to local shopping areas or medical appointments;
  - Shoveling for seniors, which pairs clients with volunteer shovelers who help clear walkways around homes;
  - Providing financial support to the Yarmouth Community Food Pantry, the Nutrition Closet, Lunch Crunch, Project Holiday, and Operation Bundle-Up.

Libraries

The Merrill Memorial Library is located at 215 Main Street. The mission of the Library is to provide patrons with educational, recreational and cultural enrichment and opportunities for independent learning and for personal and professional growth. The Library is a Town department, but the Library Board of Trustees is a separate non-profit entity responsible for the strategic direction of the Library.

The Merrill Memorial Library was built between 1904 and 1905 and is an important cultural asset to Yarmouth. In 1988, the Town undertook the first major addition to the Library. The scope of this work included cutting through the back of the building to create a three-story addition, creating a code-compliant elevator and stair, adding an on-grade entrance, and transforming the

existing basement into usable space.

In 2014, the Library Trustees agreed to move forward with a master plan to repurpose the third floor for library use, and create an 80-seat meeting room for increased public access. The third floor received a major overhaul and the building’s systems were modernized and brought into compliance.

The Library Board of Trustees’ 2023-2027 Strategic Plan outlines four goals for the Library:

- Heighten awareness of the library’s diverse offerings across the community, and increase outreach, partnerships and programs.
- Develop practices to attract, retain and engage employees.
- Maintain the Library’s historic property to ensure safety, accessibility and sustainability and create a plan for the preservation of the building.
- Provide a rich array of resources reflecting the diverse needs, perspectives and interests of the community.

Cemeteries

There are eight cemeteries in Yarmouth: Cousins Island Cemetery, Riverside Cemetery, Holy Cross Cemetery, Baptist Cemetery, Pioneer Burial Ground, Old Ledge Cemetery, Davis Cemetery, and Hill Cemetery (see Figure 10.5 for locations). The Pioneer Burial Ground, Old Ledge Cemetery, Davis Cemetery, and Hill Cemetery are inactive.

Schools

There are four public schools in Yarmouth: Rowe School (Pre-K, Kindergarten, and First Grade), Yarmouth Elementary School (2-5), Harrison Middle School (6-8), and Yarmouth High School (9-12). As described in the Yarmouth Schools Department’s Strategic Plan for 2022-2027, the mission of the Yarmouth Schools is to empower all

students to lead fulfilling lives in a changing world. The vision is that Yarmouth Schools will enrich the life of each student through meaningful learning opportunities that foster academic curiosity, career aspiration, civic engagement, and global awareness.

Yarmouth’s public schools are among the best in New England, with 90% of students pursuing post-secondary education. In addition to a comprehensive academic program, Yarmouth public schools offer an excellent extra-curricular program. In 2019, the U.S. Department of Education named Yarmouth High School as a National Blue Ribbon School of Excellence. Yarmouth High School placed in the top 10% of all schools in Maine for overall test scores for the 2020–2021 school year.

Over the past ten years enrollment in Yarmouth Schools has increased by approximately 20% from 1,396 students in 2010 to 1,682 students in 2022. The COVID-19 pandemic caused an artificial decline in enrollment as some families elected to homeschool, send children to private schools or simply without students from enrolling in kindergarten. The enrollment in 2023, is at 1,690 students showing a steady increase since the pandemic. As enrollment has increased, the Yarmouth School Department reports that the number of students receiving instructional support, including students identified by statute as requiring special education services, Section 504 accommodations, academic support, English Language instruction, and Gifted and Talented opportunities.

The current enrollment in the Yarmouth Schools is consistent with a school enrollment projection study completed in 2017 by NESDEC, which identified 1,735 students in the 2026–2027 school year. It is important to remember that these studies were conducted prior to the global pandemic, which had a noticeable impact on families moving into Yarmouth, as well as increasing the number

of families selecting to homeschool or send their children to private schools. To support the projections identified in 2017, the Town completed renovations and expansions to all of the school buildings in 2022, including:

- An expansion at Rowe School to accommodate enrollment growth in K-Grade 1.
- An expansion at Yarmouth Elementary School to accommodate enrollment growth as well as a complete renovation of the existing facility to bring it up to current educational and building standards.
- A small expansion at Harrison Middle School to accommodate growth.
- An expansion at Yarmouth High School to account for enrollment growth and evolving programming.

During the 2022–2023 school year, NESDEC used updated data to project enrollment for the next ten years. Using updated data, NESDEC projects enrollment levels lower than those originally forecast in 2016, but noticeably higher than current enrollment, reaching a high of 1,825 students in 2032–33. With projected growth to 1,825 students in the next ten years, this leaves room for an additional 233 students who may arrive in Yarmouth. As long as these new students arrive at a fairly consistent rate for each grade level, the facilities should be sufficient without major additions or renovations. The challenge would be more significant if large numbers of students arrive in one particular school or grade level – something that is unlikely, but also unpredictable (A. Dolloff, 2023).

In addition to the Yarmouth public schools, North Yarmouth Academy is located on Main Street in Yarmouth. Established in 1814, North Yarmouth Academy is a coeducational college preparatory day school for toddlers to students in grade 12 plus a postgraduate program.

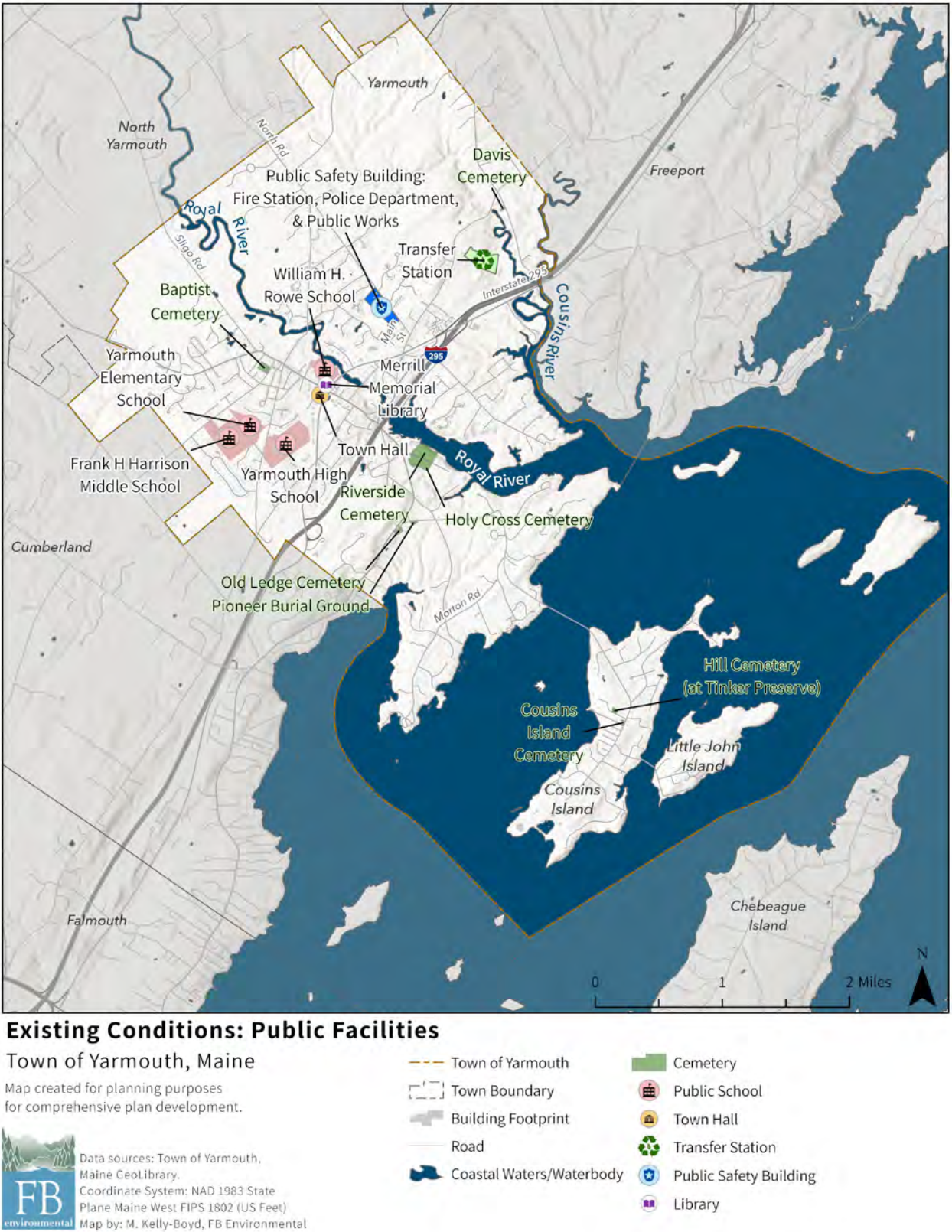


Figure 10.5 Public Facilities in Yarmouth

Sources

Yarmouth Water District Consumer Report, 2020

Yarmouth Stormwater Management Plan, 2022

Yarmouth Capital Improvement Plan 2022-2026

Yarmouth Public Works – Ryan Senatore Architecture. (2015b, November 11). Ryan Senatore Architecture. <http://www.senatorearchitecture.com/projects/yarmouth-public-works/>

Coastal Mutual Aid. (n.d.). <https://sites.google.com/site/coastalmutualaid/home/>

Merrill Memorial Library Strategic Plan 2017-2021

YARMOUTH SCHOOL DEPARTMENT. (n.d.). <https://www.yarmouthschools.org/page/facilities-committee>



# 11. Fiscal Capacity & Capital Investment Plan

Highlights

*In Fiscal Year 2022 (July 1, 2021 through June 30, 2022), Yarmouth generated \$57,768,641 in total revenue. Nearly 60% of this was generated from property taxes.*

*Total expenditures have steadily increased by 34% between 2016 and 2022, with education being the most significant town expense. Other expenses fluctuate*

*Yarmouth’s valuation has steadily increased by 5% between 2016 and 2022. A “desktop” reevaluation is planned to be effective in Fiscal Year 2026.*

*In Fiscal Year 2022, the Town’s total outstanding debt was \$75,554,864. Most of this debt was from general obligation bonds. The current debt limit for Yarmouth is in excess of \$200 million, which is considerably more than the Town’s outstanding general obligation debt.*

*Most capital projects are funded through reserve accounts. Larger projects and building projects often require debt instruments. Recent significant projects include renovations at all of the public schools and the construction of a new public safety facility.*



## Climate Connections

Sea level rise could have assessing and taxing implications as coastal and riverfront parcels are impacted by storm and high-tide events.

The National Institute of Building Sciences reports that for every \$1 invested in pre-disaster risk reduction, \$6 of disaster damages are saved (Maine Climate Council, 2020). Continuing to invest in public works and public services to increase climate resiliency early may present significant savings to the Town.

More Federal dollars are available for climate change resiliency work than ever before through legislation such as the American Rescue Plan Act (ARPA) and the Bipartisan Infrastructure Law, which may present grant or low-interest loan opportunities for Yarmouth to increase its climate resiliency.



## Introduction

The purpose of this section is to evaluate the financial capacity of the Town to make long term capital expenditures. It is relevant to comprehensive planning as the financial capacity of the Town will inform the ability for the Town to act upon actions identified in the Comprehensive Plan.

The Town of Yarmouth budgets on a fiscal year cycle, so where years are noted, it refers to the period between July 1 and June 30. For example, Fiscal Year 2022 is July 1, 2021 through June 30, 2022.

## Revenues

In 2022, Yarmouth generated \$57,768,641 in total revenue. Like most communities, a majority of Yarmouth's revenue was generated from property taxes. In 2022, property tax comprised nearly 60% of total revenue, motor vehicle excise tax comprised 4%, state revenue sharing comprised 3%, and homestead exemption comprised 1%. Total

revenues have increased by about 44% since 2016.

## Expenditures

Total expenditures have steadily increased by 34% between 2016 and 2022 from \$33,453,358 to \$44,917,010. Education is the most significant town expense, accounting for over 60% of town expenditures in 2022.

Between 2016 and 2022, the expenditures for education increased by 40%. General government expenses, including town administration, employee benefits, and town buildings have increased by 35%, and public safety expenses, which include the police department and fire-rescue department, have increased by 23%. Public services and public works expenses have generally fluctuated over the years, partially due to increased programming and staffing requirements and partially due to costs that the Town has limited control over, such as fuel costs, health insurance costs, and other increased in material costs.

### Yarmouth Revenues, 2022

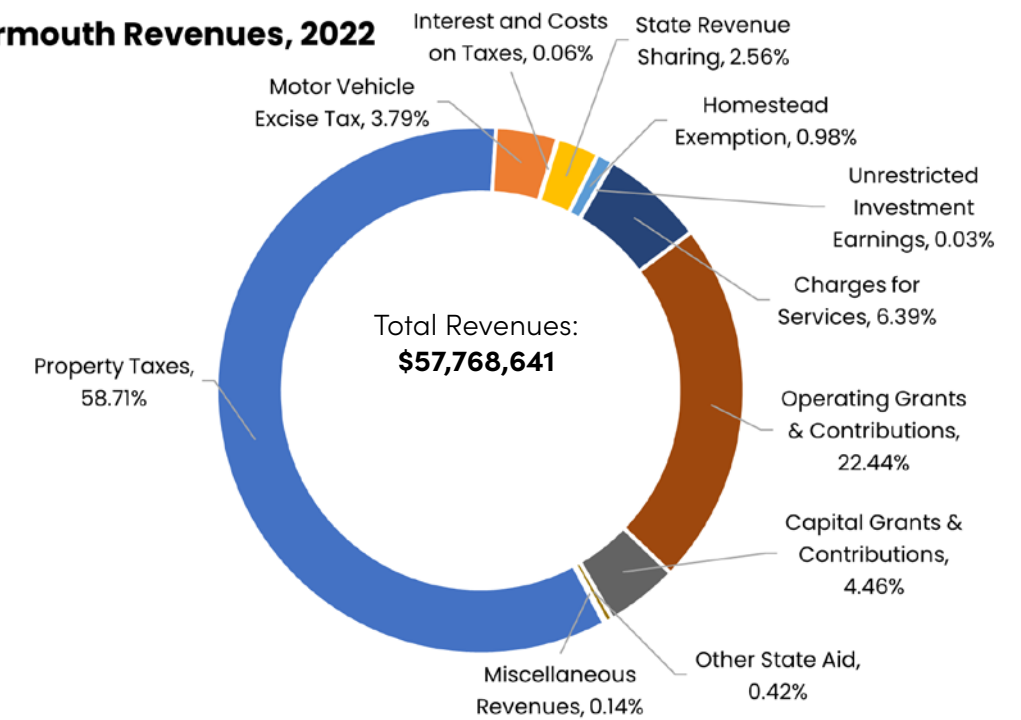


Figure 11.1 Yarmouth Revenues, 2022

Source: Town of Yarmouth

Yarmouth Expenditures, 2022

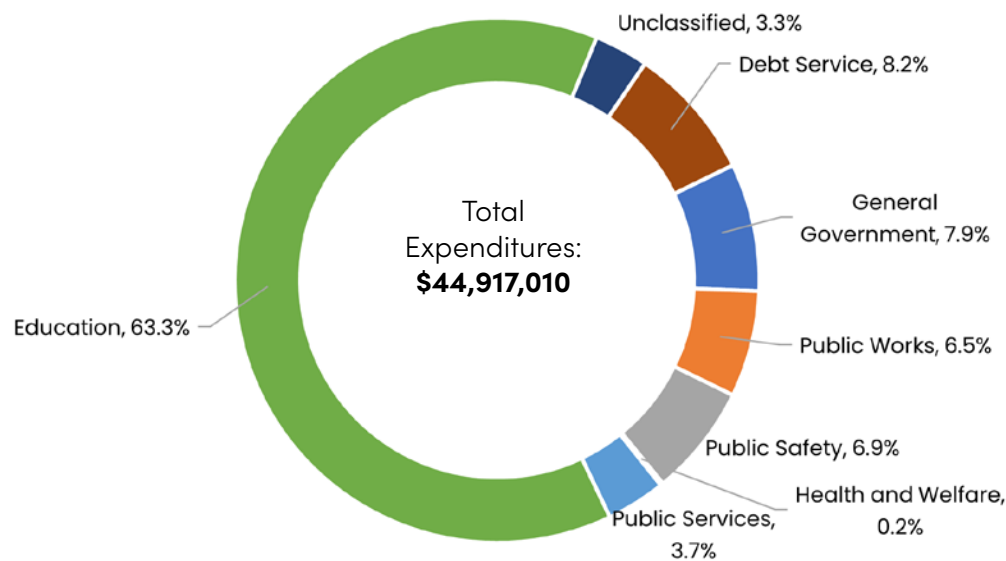


Figure 11.2 Yarmouth Revenues, 2022  
Source: Town of Yarmouth

Real Estate Valuation

According to the Town of Yarmouth’s 2022 Annual Report, Yarmouth’s property and real estate valuation was \$1,714,902,825. Since 2016, Yarmouth’s valuation has steadily increased by about 5%. The state valuation is a basis for the allocation of money appropriated for state general purpose aid for education, state revenue sharing, and for county assessments.

In 2023, the Yarmouth Town Council authorized the Cumberland County Assessing Office, with which the Town contracts assessing services, to complete a “desktop” revaluation. It is anticipated that the review would be completed in order to have new values in place for Fiscal Year 2026, beginning on July 1, 2025.

Yarmouth Valuation 2016–2022	
FY 2016–2017	\$1,630,233,500
FY 2017–2018	\$1,651,525,800
FY 2018–2019	\$1,674,924,300
FY 2019–2020	\$1,689,921,400
FY 2020–2021	\$1,695,617,880
FY 2021–2022	\$1,714,902,825

Figure 11.3 Yarmouth Valuation, 2016–2022  
Source: Town of Yarmouth

Revenues	2016	2017	2018	2019	2020	2021	2022
Property Taxes	\$27,090,095	\$27,719,797	\$28,291,177	\$29,792,956	\$31,850,714	\$33,233,140	\$33,917,674
Motor Vehicle Excise Tax	\$1,800,617	\$1,906,523	\$1,984,512	\$2,087,425	\$1,969,666	\$2,380,108	\$2,189,386
Interest and Cost on Taxes	\$38,104	\$47,076	\$36,581	\$43,310	\$49,760	\$42,651	\$36,418
State Revenue Sharing	\$524,385	\$458,199	\$466,315	\$482,480	\$712,770	\$960,605	\$1,480,670
Homestead Exemption	\$157,449	\$224,721	\$320,333	\$413,792	\$431,597	\$602,004	\$565,877
Other State Aid	\$83,989	\$102,775	\$124,659	\$184,295	\$230,639	\$253,710	\$244,888
Unrestricted Investment Earnings	\$5,445	\$14,191	\$45,819	\$79,742	\$57,537	\$15,004	\$16,215
Miscellaneous Revenues	\$222,066	\$192,913	\$26,507	\$13,548	\$10,902	\$10,588	\$82,069
Charges for Services	\$3,552,876	\$3,552,895	\$3,621,078	\$3,791,269	\$3,262,185	\$2,841,707	\$3,692,013
Operating Grants and Contributions	\$6,428,891	\$7,073,061	\$7,766,552	\$7,657,981	\$10,293,822	\$14,073,784	\$12,964,662
Capital Grants and Contributions	\$101,002	\$247,338	0	\$27,865	\$846,184	\$598,803	\$2,578,769
TOTAL REVENUES	\$40,004,919	\$41,539,489	\$42,683,553	\$44,574,663	\$49,715,776	\$55,012,104	\$57,768,641

Figure 11.4 Table of Yarmouth Revenues, 2016–2022  
Source: Town of Yarmouth

Expenditures	2016	2017	2018	2019	2020	2021	2022
General Government	\$2,622,157	\$2,747,990	\$2,874,167	\$2,978,964	\$3,185,452	\$3,449,804	\$3,543,344
Public Works	\$2,930,159	\$2,705,585	\$2,759,452	\$2,677,357	\$2,822,546	\$3,208,278	\$2,941,805
Public Safety	\$2,515,945	\$2,579,060	\$2,664,111	\$2,721,480	\$2,856,247	\$2,922,915	\$3,094,990
Health and Welfare	\$33,550	\$31,650	\$31,150	\$31,150	\$31,150	\$34,150	\$75,650
Public Services	\$1,304,797	\$1,296,297	\$1,341,775	\$1,369,004	\$1,432,240	\$1,600,661	\$1,639,944
Education	\$20,340,120	\$21,434,268	\$22,231,408	\$23,181,428	\$24,388,559	\$26,248,906	\$28,422,687
Unclassified	\$1,271,463	\$1,479,911	\$1,290,202	\$1,434,576	\$1,460,702	\$1,457,308	\$1,500,991
Debt Service	\$2,435,167	\$2,488,773	\$2,394,940	\$2,410,642	\$3,113,265	\$3,364,710	\$3,697,599
TOTAL EXPENDITURES	\$33,453,358	\$34,763,534	\$35,587,205	\$36,804,601	\$39,290,161	\$42,286,732	\$44,917,010

Figure 11.5 Table of Yarmouth Expenditures, 2016–2022  
Source: Town of Yarmouth

Local Property Mil Tax Rate

The Mil Rate is the amount of tax due per \$1,000 of property value. This number is set annually by dividing the total amount of property taxes that must be collected to meet the approved budget by the total local property valuation.

The table below shows the Mil Rate for the past seven years. Yarmouth's property tax mil rate increased from \$17.06 to \$19.80 between 2016 and 2022, an increase of 11.8%. For comparison purposes, the Fiscal Year 2022 mil rate was \$17.43 in Falmouth, \$20.55 in Cumberland, and \$13.35 in Freeport.

Yarmouth Mil Rates 2016-2022	
2016	\$17.06
2017	\$17.16
2018	\$17.80
2019	\$17.80
2020	\$18.86
2021	\$19.60
2022	\$19.80

Figure 11.6 Yarmouth Mil Rates, 2016-2022  
Source: Town of Yarmouth

Municipal Debt

In 2022, the Town's total outstanding debt was \$75,554,864. Most of this debt was from general obligation bonds. The total debt remained relatively steady between 0.87 and 1.1% of total valuation for each year between 2016-2020, and then increased when borrowing costs associated with the sale of a bond for various school, town, and road needs, such as the school building projects and the public safety building. The Town's bond ratings is Aa2 from Moody's Investor Service and AA+ from Standard and Poor. The state statute limits the amount of general obligation debt a municipality may issue to 15% of its total state-assessed valuation. The current debt limit for Yarmouth is in excess of \$200 million, which is considerably more than the Town's outstanding general obligation debt. The Town has sufficient borrowing capacity if additional funds for capital investments are needed.

	2016	2017	2018	2019	2020	2021	2022
General Obligation Bonds	\$15,317,218	\$13,440,066	\$14,969,914	\$12,627,762	\$10,728,610	\$70,669,394	\$68,832,339
Accrued Compensated Balances	\$876,444	\$945,280	\$999,719	\$946,033	\$979,900	\$975,656	\$913,174
Capital Leases	\$1,551,918	\$1,383,202	\$1,624,894	\$2,221,843	\$2,093,272	\$2,515,828	\$4,816,208
Landfill Post-Closure Costs	\$592,125	\$603,968	\$634,166	\$838,867	\$874,094	\$915,002	\$993,143
Total	\$18,337,705	\$16,372,516	\$18,228,693	\$16,634,505	\$14,675,876	\$75,075,880	\$75,554,864

Figure 11.7 Yarmouth Municipal Debt, 2016-2022  
Source: Town of Yarmouth

Capital and Long-Term Improvements

Yarmouth plans for capital investments through a five-year Capital Improvement Plan (CIP) that identifies needs and investment strategies for a future vision and goals related to the infrastructure, programs, and facilities. The CIP is intended to summarize and serve as a tool to coordinate capital projects. Yarmouth defines capital assets as costing more than \$10,000 and lasting more than a year. Most capital projects are funded through reserve accounts. Some projects may require debt instruments of some kind such as bonds, leases, or other forms of debt.

Each year the Town Manager prepares a 5-year CIP, which is presented to the Planning Board in the fall. The Planning Board will determine whether to endorse the CIP and forward it to the Town Council for consideration during the annual budgeting process. The CIP can be found at [yarmouth.me.us/budget](http://yarmouth.me.us/budget).

Projects included in the CIP that will need to be accounted for in future budgeting and borrowing decisions include:

- Davis Landing Bridge replacement (East Main Street over Pratt's Brook)
- Harbor Pump Station Replacement
- Royal River Pump Station Replacement
- Harbor and Channel Dredging (if not federally funded)
- Yarmouth Community Center Improvements (20 Mill Street)
- Landfill closeout
- Additional public meeting space and office space
- Future Replacements of Fire Department Tower (ladder truck) and Engine 82
- Parks and Playgrounds maintenance and repair

- Spear Farm Barn demolition and replacement
- Land acquisitions and waterfront recreational access

Regional Coordination

Yarmouth continues to look toward shared delivery of services, and it has worked where the need could be matched with similar communities. For example, Yarmouth recently collaborated with the town of Freeport to hire a joint Sustainability Coordinator to advance both towns' climate action goals through the adoption of Climate Action Plans. Yarmouth continues to consider shared services to efficiently meet needs.

---

Sources

Maine Climate Council. (2020). Maine Won't Wait A Four-Year Plan for Climate Action. Retrieved from [https://www.maine.gov/future/sites/maine.gov/future/files/inline-files/MaineWontWait\\_December2020.pdf](https://www.maine.gov/future/sites/maine.gov/future/files/inline-files/MaineWontWait_December2020.pdf)

Revenues & Expenditures

Yarmouth Annual Report 2017 Management Discussion and Analysis pg. 7 (includes 2016 numbers)

Yarmouth Annual Report 2019 Management Discussion and Analysis pg. 7 (includes 2018 numbers)

Yarmouth Annual Report 2020 Management Discussion and Analysis pg. 7

Yarmouth Financial Statements 2022 Management Discussion and Analysis pg. 7 (includes 2021 numbers)

Real Estate Valuation

Yarmouth Annual Report 2016 Assessment and Tax Information pg. 16

Yarmouth Annual Report 2017 Assessment and Tax Information pg. 12

Yarmouth Annual Report 2018 Assessment and Tax Information pg. 11

Yarmouth Annual Report 2019 Assessment and Tax Information pg. 10

Yarmouth Annual Report 2020 Assessment and Tax Information pg. 18

Yarmouth Annual Report 2021 Assessment and Tax Information pg. 5

Yarmouth Financial Statements 2022 Notes to Financial Statements pg. 28

Mil Rate

Yarmouth Annual Report 2016 Assessment and Tax Information pg. 16

Yarmouth Annual Report 2017 Assessment and Tax Information pg. 12

Yarmouth Annual Report 2018 Assessment and Tax Information pg. 11

Yarmouth Annual Report 2019 Assessment and Tax Information pg. 10

Yarmouth Annual Report 2020 Assessment and Tax Information pg. 18

Yarmouth Annual Report 2021 Assessment and Tax Information pg. 5

Yarmouth Financial Statements 2022 Notes to Financial Statements pg. 28

Municipal Debt

Yarmouth Annual Report 2016 Notes to Basic Financial Statements Changes in Long-term Liabilities pg. 75

Yarmouth Annual Report 2017 Long-term Debt pg. 11

Yarmouth Annual Report 2018 Notes to Basic Financial Statements Changes in Long-term Liabilities pg. 31

Yarmouth Annual Report 2019 Long-term Debt pg. 11

Yarmouth Annual Report 2020 Long-term Debt pg. 11

Yarmouth Annual Report 2021 Long-term Debt pg. 11

Yarmouth Financial Statements 2022 Long-term Debt pg. 11

Capital and Long-Term Improvements

Yarmouth Capital Improvement Plan 2023-2028



## 12. Existing Land Use

### Highlights

Yarmouth is a suburban town located in Cumberland County and has a total area of 22.94 square miles, of which 13.41 square miles is land and 9.59 square miles is water. In addition to the mainland, there are 5 Yarmouth islands.

Yarmouth has two land use ordinances: Chapter 701, Zoning, and Chapter 703, Character Based Development Code, which regulates 17 zoning and character districts and two overlay districts.

Early development in Yarmouth was shaped by the Royal River and the hydropower it provided for mill industries; today both sides of the Royal River Harbor support recreational and water dependent uses.

Most residential construction in town occurred between 1960 and 1990 as a result of the construction of Route 1 and I-295.

Residential development comprises 71% of all land use in town.

Nearly 90% of new development over the last 10 years has been single-family residential located outside of the Village Center.

The adoption of the Character Based Development Code (CBDC) was integral to implementing the 2010 Comprehensive Plan's Future Land Use Plan.

The 2010 Comprehensive Plan's strong focus on historic preservation led to the adoption of the Historic Building Alterations and Demolitions Ordinance (Chapter 701, Article IX) and the Historic Preservation Advisory Ordinance (Chapter 701, Article X) which is guiding smaller-scale development in the Village.

A total of 244 building permits were issued between 2012 and 2022. Of that, 231 were for residential homes and 12 were for new commercial development.

Moving forward, to support a new Future Land Use Plan, balancing the community's values and priorities will require a critical look at the various Yarmouth land use ordinances.



### Climate Connections

Yarmouth's land use goals include balancing development with protection of natural and water resources, and focusing development around existing public infrastructure to preserve rural and coastal lands.



Protecting the connectivity of valuable natural resources, such as wetlands and estuaries, will also help mitigate impacts from climate change by preserving their ecosystem services such as flood buffering, water filtration, and carbon storage. Connected habitat also supports native flora and fauna populations and decreases damage to 'edge habitats,' making them more resilient to climate shifts.

Less than 4% of Yarmouth's land area is currently under permanent conservation, though additional open space parcels currently provide large swaths of important habitat and recreation. Statewide, Maine had conserved approximately 22% of its land in 2023 with a goal of 30% conservation by 2030 (Maine Won't Wait Dashboard, 2023).

Encouraging new residential development near local businesses, offices, services, and public transit stops allows more choices for how people get around besides driving, and reduces greenhouse gas emissions.

New development built compactly, near existing infrastructure, parks, schools, local businesses, offices, services, and public transit stops can reduce emissions and help preserve green space.

Green infrastructure and low-impact development strategies can help Yarmouth protect natural resources as the town grows.

Conditions and Trends

Existing Land Use

Residential development comprises 71% of existing land use in Yarmouth. After private, residential land, the next largest land use category is Town Owned Land, followed by Utility (which includes Wyman Station and the extensive electricity transmission corridors as well as Yarmouth Water District property), Conserved Land, Commercial, and Education/Institutional.

Land Use Patterns

Yarmouth is a suburban town located in Cumberland County and has a total area of 22.94 square miles, of which 13.41 square miles is land and 9.59 square miles is water (US Census, 2020). Yarmouth is surrounded by the towns of Cumberland, North Yarmouth, Pownal, and Freeport. The Town is bisected by the Royal River, which provided an important power source for the mill industries in the late 19th century. The Town consists of two year-round island communities, Cousins Island (1.98 square

miles) and Littlejohn Island (0.73 square miles), which are accessible via the Ellis C. Snodgrass Memorial Bridge (unofficially the Cousins Island Bridge) and the Littlejohn Island Bridge. Two additional islands support seasonal residential use (Moshier and Little Moshier) and the fifth Yarmouth island, Lanes Island, is preserved by the Maine Coast Heritage Trust for recreational purposes and undeveloped.

The area known as Yarmouth was originally inhabited by Native Americans, and valued by the Wabanaki Communities who used the land for hunting, fishing, and farming. In the late 17th century, English colonists began to settle the area and primarily used the land for agriculture. At the height of the 19th century, Yarmouth was a thriving mill town. The four falls along the Royal River and the energy produced by them influenced the development of the town. The early mills found along the river included grain, lumber, and fulling. Later industries that utilized hydropower from the river included a cotton mill and a paper mill. During the 19th century, shipbuilding became a prominent

industry in town. Later in the 19th century advancements in transportation and communication helped connect Yarmouth to neighboring towns and the wider region. The town’s commercial district began to take shape, with businesses such as banks, stores, and inns catering to the needs of residents and visitors.

In the 20th century, Yarmouth experienced rapid growth post World War II as a result of the construction of Route 1 and I-295 and the rise of the automobile as a means of transportation. This period of growth led to suburbanization and larger lot development, which impacted important natural areas and natural resources. Other changes in transportation, such as the trolley lines and steamer boats, helped to transform Cousins Island and Littlejohn Island into tourist destinations. The trolley system ran from Portland to Bath with stops in Yarmouth. The Cousins Island Bridge was built in 1955 to allow residents to live year-round on the island. Town property assessment data shows that most residential construction in town occurred between 1960 and 1990 (see Figure 12.2).

Although the pace of development slowed in the 1990s and early 2000s, the 2010 Comprehensive Plan still sought to counter the dominance of rapid suburban sprawl, mitigate the land use patterns of Route One, and stymie the dwindling vitality of the Village Center. A key strategy in this effort was the designation of Growth Areas, Limited Growth Areas, and Non-Growth Areas in the Future Land Use Plan. The 2010 growth

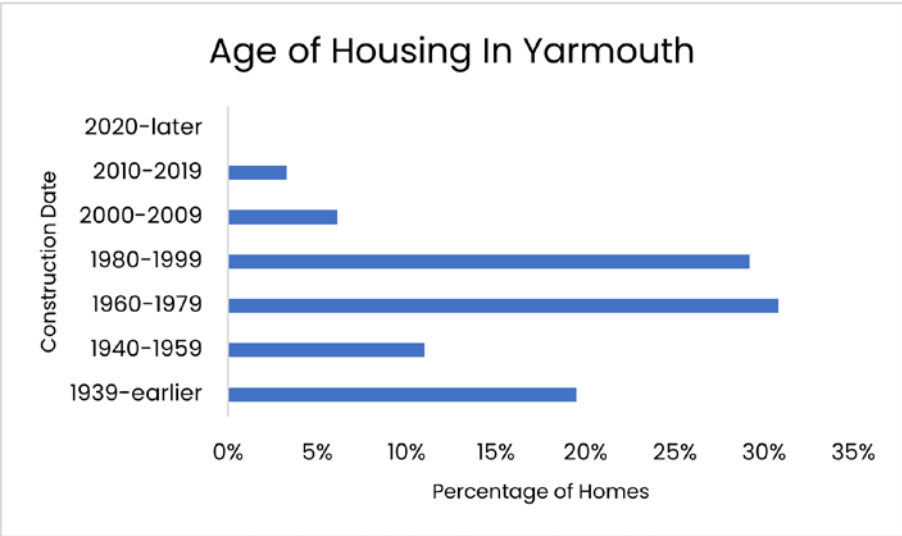


Figure 12.2 Residential Construction over time  
Source: 2021 ACS 5-Year Estimates

designations built on the basic concept established in 1993 Comprehensive Plan to preserve rural areas, and identified core concepts of desired land use patterns, such as:

Guiding and encouraging future development to follow the historic pattern of a compact, walkable village center with relatively dense, older residential neighborhoods and a rural/coastal hinterland;

- Focusing on the design and placement of new buildings and development with less emphasis on the specific use of property (utilizing a Form-Based Code);
- Creating opportunities for the development of a wide range of housing types and sizes to maintain a diverse population in terms of age and income;
- Allowing higher densities in some areas to preserve the vibrant, pedestrian-friendly, visually attractive, mixed-use areas with residential and non-residential development that reinforces the character of the Village visually, economically and culturally;

Land Use in Yarmouth, 2022

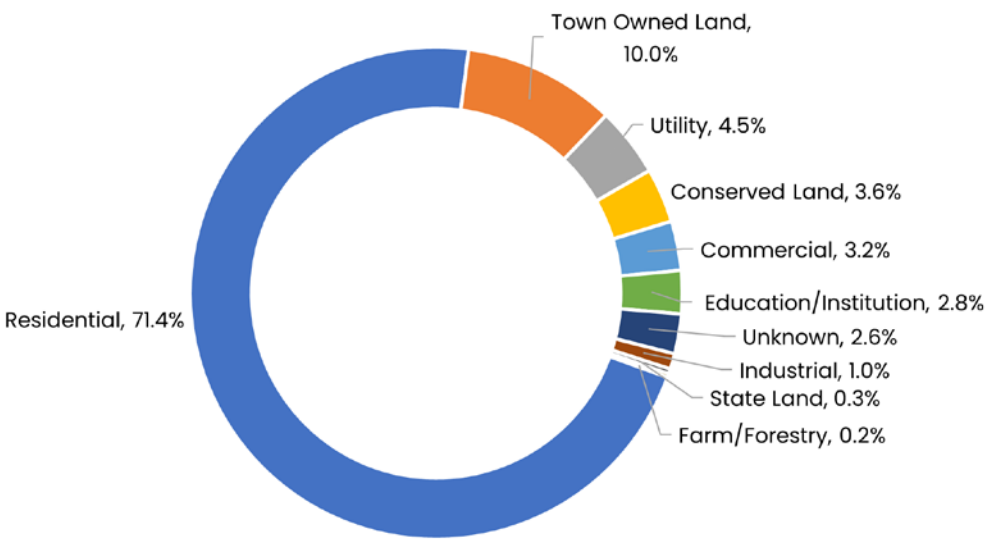


Figure 12.1 Land Use as a percentage of total land area, 2022  
Source: Town of Yarmouth

- Focusing development around existing public infrastructure to preserve rural and coastal lands;
- Maintaining the waterfront character, marine economy and environmental integrity of the islands and working waterfront areas; and
- Balancing development potential with protecting natural and water resources.

The adoption of the Character Based Development Code (CBDC) in 2013 for Route One and significant revisions in 2018 to include Yarmouth Village was integral to implementing the 2010 Comprehensive Plan’s Future Land Use Plan. It enabled encouraging mixed-use infill development along Route One and the Village Center by establishing character districts and managing the design and placement of new building forms in these areas.

**Zoning Ordinance**

The current format of Yarmouth’s Zoning Ordinance, Chapter 701, was Recodified on 1/15/1998 and amended most recently on October 19, 2023. The Town is divided into seventeen (17) zoning districts, including two (2) overlay districts.

**RR – Rural Residential**

The Rural Residential (RR) Zone is intended to maintain the town’s rural areas and allows for low density residential, recreational, and agricultural pursuits.

**LDR – Low Density Residential**

The Low Density Residential (LDR) Zone encourages residential development on larger lot sizes for those areas not served by public water and sewer.

**MDR – Medium Density Residential**

The Medium Density Residential (MDR) Zone encourages residential development on smaller lot sizes in places with public water

and sewer and in proximity to the Village Center.

**Village II District**

The purpose of the Village II District is to retain a primarily residential living area with limited compatible, low intensity businesses, offices and inn uses which do not impair the existing residential use or the historic significance of the area.

**Village III District**

The purpose of the Village III District is to promote residential living areas with limited compatible, low intensity businesses, and mixed-use commercial and residential structures. The Village III District serves as an important bicycle and pedestrian connector to both sides of the Royal River and Route One as well as a transition zone between Route One and the Village.

**Commercial, Commercial – II District, & Commercial – III District**

The purpose of the Commercial District is to provide general retail sales, services, and business spaces oriented to automobile, bicycle, and pedestrian access. The Commercial II District is for light manufacturing, warehousing and general services. The Commercial III District is for large scale commercial facilities located off Route One and I-295. The Commercial III District is entirely occupied by the Tyler Technologies campus near the Cumberland municipal boundary on Route One.

**Water Oriented Commercial, Water Oriented Commercial II, & Water Oriented Commercial III**

The purpose of the Water Oriented Commercial District (WOC I) is to not only serve recreational and commercial marine interests but also to permit a diversity of activities that add interest and economic viability to the harbor. The Water Oriented Commercial District II (WOC II) is intended

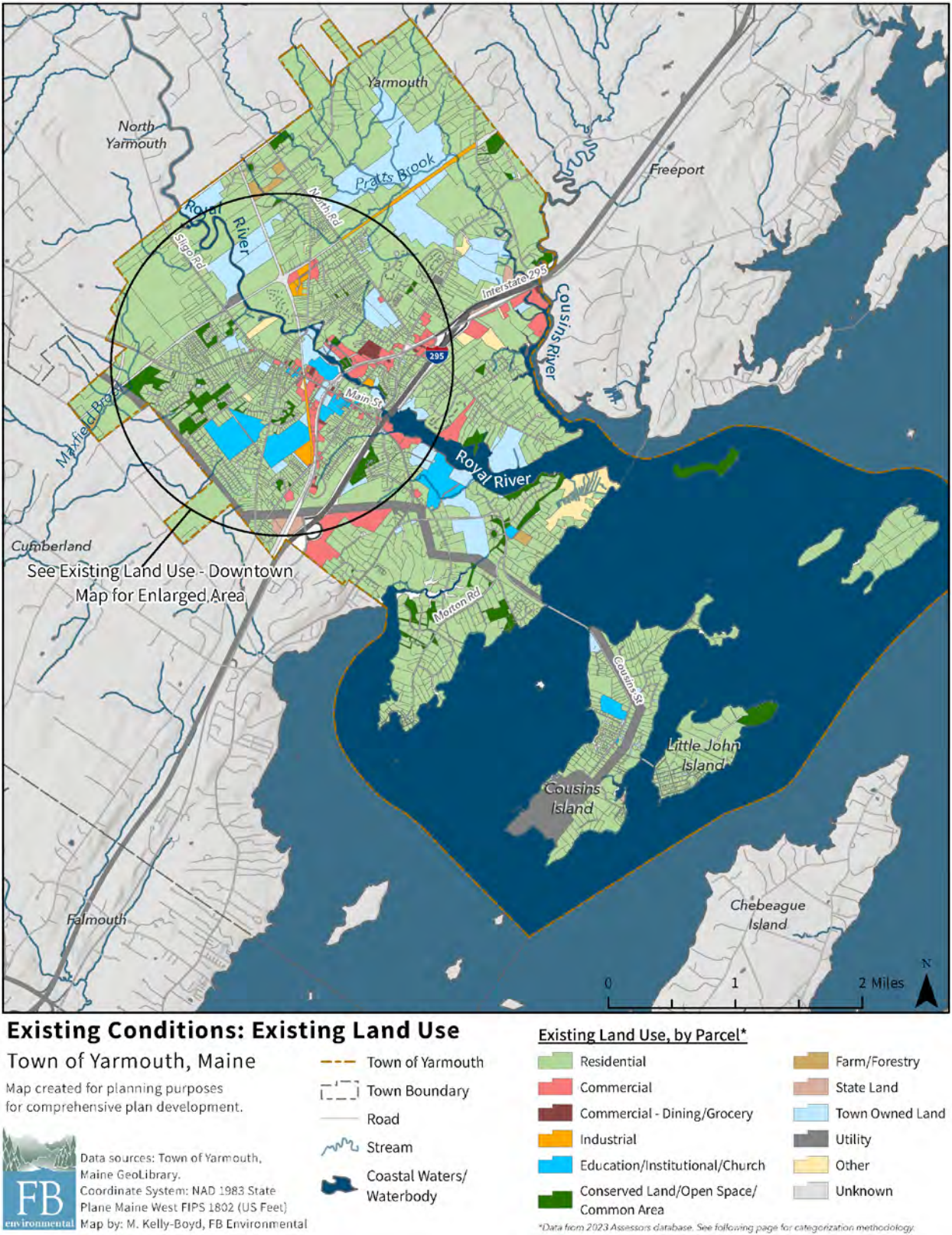
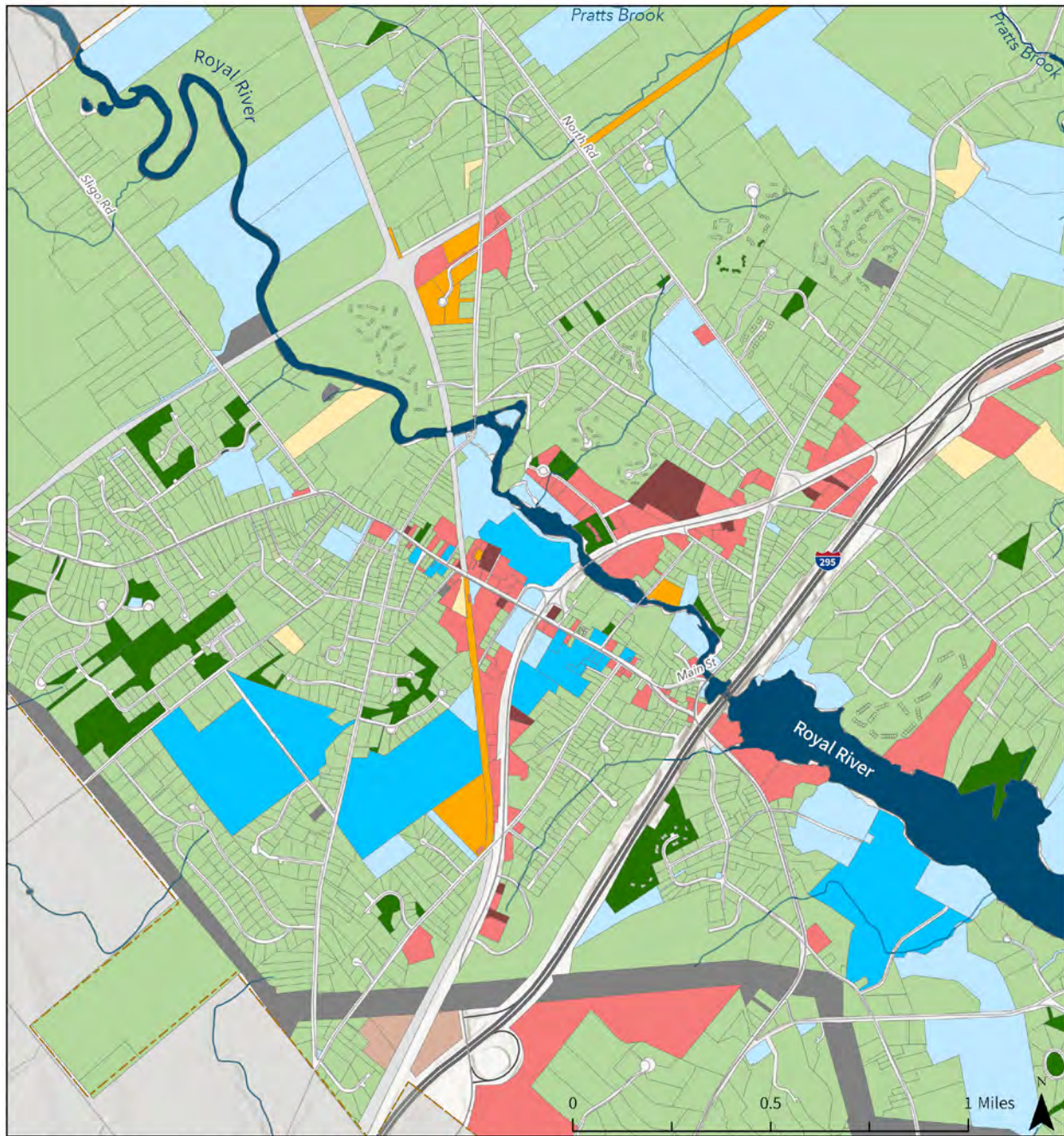


Figure 12.3 Existing Land Use



**Existing Conditions: Existing Land Use - Downtown**  
 Town of Yarmouth, Maine  
 Map created for planning purposes for comprehensive plan development.

**Existing Land Use, by Parcel\***

<ul style="list-style-type: none"> <li>Town of Yarmouth</li> <li>Town Boundary</li> <li>Road</li> <li>Stream</li> <li>Coastal Waters/Waterbody</li> </ul>	<ul style="list-style-type: none"> <li>Residential</li> <li>Commercial</li> <li>Commercial - Dining/Grocery</li> <li>Industrial</li> <li>Education/Institutional/Church</li> <li>Conserved Land/Open Space/Common Area</li> </ul>	<ul style="list-style-type: none"> <li>Farm/Forestry</li> <li>State Land</li> <li>Town Owned Land</li> <li>Utility</li> <li>Other</li> <li>Unknown</li> </ul>
---	---	---

Data sources: Town of Yarmouth, Maine GeoLibrary.  
 Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 (US Feet)  
 Map by: M. Kelly-Boyd, FB Environmental

Figure 12.4 Existing Land Use - Downtown

## Town of Yarmouth Official Zoning Map Yarmouth Town Code Ch. 701 & 703

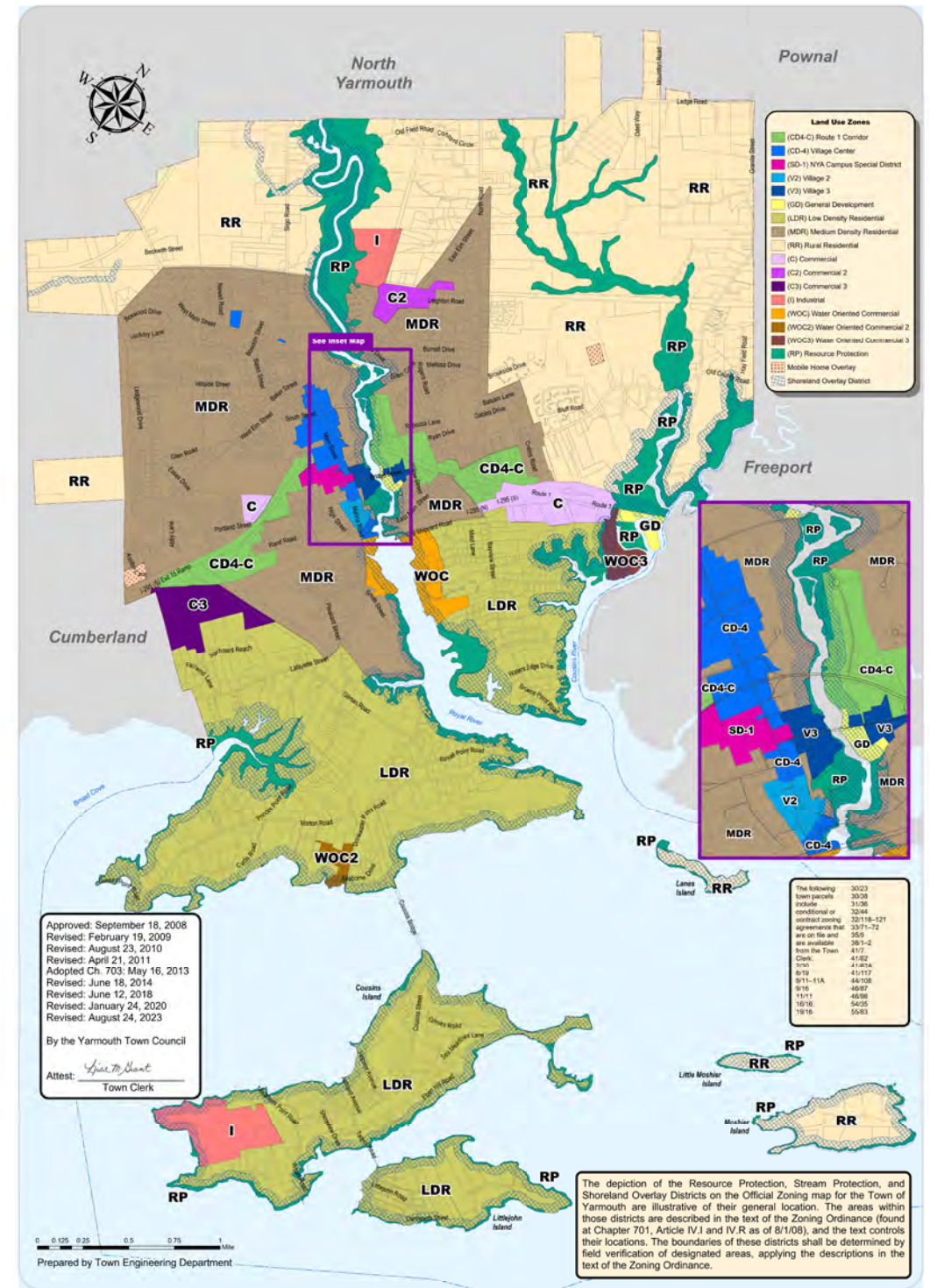


Figure 12.5 Yarmouth Zoning Map

to provide for a mix of residential, transient residential and restaurant uses and prohibit large-scale commercial activities. The Water Oriented Commercial District III (WOC III) is designated to provide an area to serve commercial boat building and related training, research and development for Maine’s boat building and design trades, and access to the navigable portion of the Cousins River.

Character Based Development Code

The Character Based Development Code, Chapter 703, was adopted in 2013, and then repealed and replaced in 2018. There are two character districts and one special district.

CD4 Village Center

This District consists of a medium-density area centering on Main Street that has a historic mix of building types and residential, uses; there are shallow or no front setbacks and narrow to medium side setbacks; it has variable private landscaping; and it has streets with curbs, sidewalks, and street trees that define small to medium blocks.

CD4-C Route One Corridor

This District consists of a medium- to high-density development node with a mix of building types and residential, retail, and other commercial uses; it accommodates pedestrian, bicycle, and vehicular activity; there are shallow or no front setbacks, and shallow or no side setbacks; it has variable private landscaping; and it has streets with curbs, bikeways, sidewalks, and street trees that define medium to large blocks.

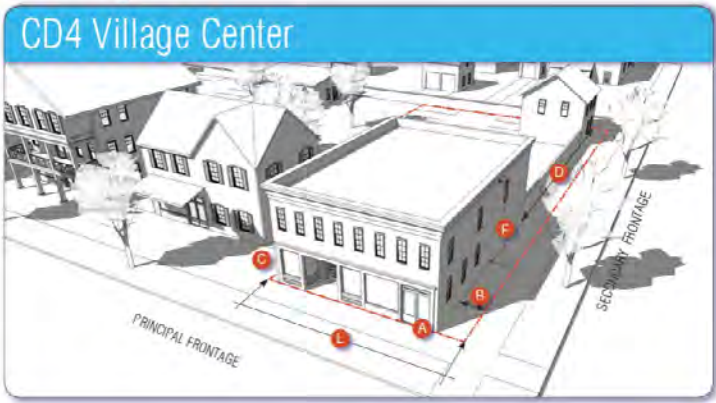


Figure 12.6 CBDC CD4 Village Center  
Source: Yarmouth Character Based Development Code

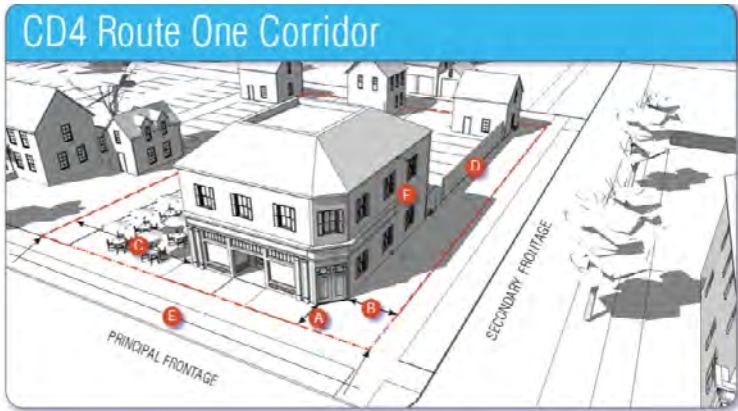


Figure 12.7 CBDC CD4 Route One Corridor  
Source: Yarmouth Character Based Development Code

North Yarmouth Academy (NYA) Campus Special District (SD-1)

The CBDC allows the creation of special districts that address the specific needs of a certain area that cannot be accommodated by either of the two character districts. The NYA Campus Special District applies to this educational institution in a traditional historic campus setting, which is unique in Yarmouth.

Dimensional Requirements Summary Table

The following tables are intended to provide a summary of density and dimensional standards in the ordinance and are not representative of all details of each district. Please refer to the Zoning Ordinance and Character Based Development Code for full details, standards, and descriptions.

Yarmouth Lot Dimension and Density Standards						
Zoning District	Minimum Lot Size (all uses unless otherwise specified)			Density Acres / unit	Minimum Street Frontage	Maximum Lot Coverage
	Single Family and other uses	Two Family detached	multiplex			
Rural Residential	3 acres	6 acres		2.5 acres / unit	-	-
Low Density Residential	2 acres	4 acres	30 Acres	1.7 acres / unit	-	-
Medium Density Residential	1 acres	2 acres	10 acres	1 acres / unit <sup>A</sup>	-	-
Resource Protection District	refer to SOD requirements				-	-
Industrial	1 acre			-	-	-
Commerical I	15,000 sq ft.			-	150 ft.	no more than 75%
Commercial II	15,000 sq ft.			-	150 ft.	no more than 90%
Commercial III	2 acres			-	50 ft.	no more than 60%
Village II	for uses permitted in MDR, MDR lot size required. 10,000 sq ft. for all other uses.					no more than 50%
Water Oriented Commercial I	2 acres			-	-	no more than 70% of each lot
Water Oriented Commercial II	17 acres			1 acre / unit	200 ft.	no more than 70%
Water Oriented Commercial III	1 acres			-	150 ft	no more than 20%
General Development District						
Single and Two Family		10,000 sq.ft.		-	-	no more than 70%
Other uses		20,000 sq.ft.		-	-	no more than 70%
Village III	10,000 sq. ft.			10,000 sq ft / unit	-	no more than 50% <sup>1</sup>
Shoreland Overlay District (SOD)						
SOD Residential Per Dwelling unit					Min. Shore Frontage	see ordinance
Adjacent to Tidal areas		30,000			150	-
Adjacent to Non Tidal Areas		40,000			200	-
SOD Governmental, Institutional, Commerical or Industrial per principal structure						
Adjacent to Tidal areas (excl. WOC I)		40,000			200	-
Adjacent to Non Tidal Areas		60,000			300	-
Public and Private Recreational Facilities						
		40,000			200	-
Mobile Home Park Overlay District						
Lots served by a public sewer		6,500 sq.ft.				no more than 50% of lot area
Lots served by individual septic waste systems		20,000 sq.ft.				no more than 50% of lot area
Lots served by a central subsurface waste water disposal system approved by MaineDHS		12,000 sq.ft.				no more than 50% of lot area
<sup>A</sup> must be served by sewer						
<sup>1</sup> max. lot coverage varies for multi-family, nursing homes, assisted living facilities, and mixed use structures						

Figure 12.8 Summary of Lot Dimension and Density Standards Table  
Source: Town of Yarmouth

Yarmouth Building Dimensional Standards					
Zoning District	Lot Width	Minimum Lot Line Setback Front	Minimum Lot Line Setback Side	Minimum Lot Line Setback Rear	Maximum Building Height *
Rural Residential	225 ft.	40 ft.	20 ft.	40 ft.	35ft
Low Density Residential	200 ft.	40 ft.	20 ft.	40 ft.	35ft
Medium Density Residential	130 ft.	15 ft.	10 ft.	15 ft.	35ft
Resource Protection District	refer to SOD requirements				35ft
Industrial	100 ft.	50 ft.	-	-	35ft
		30 ft from edge of US Rt.1 and at least 20 ft from the front property line whichever is less / 25 ft from streets (property line) other than US			
Commerical I	-	Rt.1	10 ft.	5 ft.	35ft
Commercial II	-	25 ft.	15 ft.	5 ft.	35ft
Commercial III	-	75 ft.	50 ft.	50 ft.	35ft
Village II	50 ft.	15 ft.	15 ft.	15 ft.	35ft
Water Oriented Commercial I	200 ft.	70 ft.	10 ft.	75 ft.	35ft
Water Oriented Commercial II	200 ft.	25 ft.	30 ft.	25 ft.	35ft
Water Oriented Commercial III	-	40 ft.	40 ft.	40 ft.	35ft
General Development District					
Single and Two Family	75 ft.	15 ft.	10 ft.	15 ft.	42 ft.
Other uses	100 ft.	10 ft.	10 ft.	15 ft.	42 ft.
Village III	50 ft.	15 ft.	15 ft.	15 ft.	35ft
Shoreland Overlay District	refer to underlying district for dimensional standards				35ft
Mobile Home Park Overlay District					35ft
Lots served by a public sewer	50 ft.	10 ft.	10 ft.	10 ft.	
Lots served by individual septic waste systems	100 ft.	20 ft. <sup>3</sup>	20 ft. <sup>3</sup>	10 ft. <sup>3</sup>	
Lots served by a central subsurface waste water disposal system approved by MaineDHS	75 ft.	20 ft. <sup>3</sup>	20 ft. <sup>3</sup>	10 ft. <sup>3</sup>	
<sup>3</sup> applies to lots 12,000 sq.ft. in area or larger					

Figure 12.9 Summary of Lot Dimension and Density Standards Table  
Source: Town of Yarmouth

CBDC Zoning District	Front Setback, Principal Frontage	Front Setback, Secondary Frontage	Side Setback	Rear Setback	Lot Width	Lot Coverage	Frontage Buildout	Building Height
CD4 Village Center	0 ft min, 16 ft max	2 ft min, 12 ft max	0 ft min	greater of 3 ft min or 15 ft from center line of alley, if any or from any abutting residential zone	18 ft min, 120 ft max	85% max	40% min, 100% max at front setback	3 stories and 35 ft max
CD4 Route One Corridor	0 ft min, 15 ft max	2 ft min, 12 ft max	0 ft min	greater of 3 ft min or 15 ft from center line of alley, if any or from any abutting residential zone	18 ft min, 200 ft max	85% max	50% min	3 stories and 35 ft max

Figure 12.10 Character Based Development Code Lot Standards Table  
Source: Town of Yarmouth

Additional Land Use Regulations

Site Plan Review (Chapter 702)

The Site Plan Review Ordinance is intended to adequately regulate development within the Town so that such developments will be designed and located in a manner that will have a minimal adverse impact on the natural and built environments of the Town and to protect the health, safety, and general welfare of the people. Site plan review is required for any new nonresidential use, building additions, and change of use. Site plan review is not required for single or two-family dwellings outside the WOC II Zone, external changes made to existing buildings for the purpose of closing an entrance or creating a new entrance, municipal public works, and filling, grading, or excavation projects which move no more than 100 cubic yards of material.

Site Plan Review projects are separated into Minor Development and Major Developments. Minor Developments are reviewed by Town staff and are for smaller impact projects, while Major Developments are reviewed by the Planning Board and are for larger developments and structures.

For projects undergoing site plan review, the applicant must demonstrate that the site complies with specific standards outlined in the ordinance, including demonstrating that the site has the natural capabilities to support the proposed development through adequate traffic access and parking, adequate pedestrian access, stormwater management that meets state and local standards, erosion control, lighting, landscaping, and design.

Subdivision Review (Chapter 601)

Yarmouth’s Subdivision Ordinance is intended to ensure new subdivisions meet the Statutory review criteria and will not have a negative adverse impact on the environment. New subdivisions are subject to

additional review standards for blocks, lots, easements, utilities, trees, open space, and trail connectivity, public infrastructure, and street connectivity.

Subdivisions are separated into Minor Subdivisions and Major Subdivisions. Applications for major subdivisions include a sketch plan, or concept plan phase, a preliminary plan, and a final plan. Applications for minor subdivisions include a concept plan and a final plan.

Floodplain Protection (Chapter 315)

Yarmouth’s Floodplain Management Ordinance was adopted on June 18, 2015, and is codified as Chapter 315. Yarmouth participates in the National Flood Insurance Program, which provides that areas in town having a special flood hazard be identified by the Federal Emergency Management Agency and that floodplain management measures be applied in such flood hazard areas.

The Floodplain Management Ordinance establishes a Flood Hazard Development Permit system and review procedure for development activities in designated flood hazard areas. The Code Enforcement Officer and Director of Planning enforce the provisions of the Ordinance and review all applications for the Flood Hazard Development Permit. Yarmouth’s Floodplain Ordinance is consistent with state and federal standards.

Historic Building Alterations and Demolitions (Chapter 701 Article IX)

This applies to any buildings which are 75 years or older and are situated within the Demolition Delay Overlay Zone (see the Historic and Archaeological Resources chapter). Demolition shall not be approved by the Code Enforcement Officer until the Planning Board has made a determination as to its significance, concluding whether or not it is a Building of Value, and if it is determined to be a Building of Value, has

the opportunity to pursue alternatives to demolition that will preserve, rehabilitate, relocate, or restore it by imposing a delay. The delay is at least 180 days, but not more than 270 days. If the building is determined to Not be a Building of Value, the demolition may proceed after a 30 day stay.

No building shall be approved for demolition within the Demolition Delay Overlay Zone that is listed on the National Register of Historic Places (NRHP), is determined by the Maine Historic Preservation Commission to be eligible for listing on the NRHP, has been designated a Local Historic Landmark, or has been designated as a contributing building within a historic district under the Historic Preservation Ordinance, Chapter 701, Article X.

In cases where demolition is proposed of any structure, including those prohibited to be demolished, the Planning Board must approve a plan for redevelopment through a Substantial Modification review. In this case, the delay may be waived if the Planning Board determines that the proposed design retains and respects the significant character defining features of the building.

**Historic Preservation Advisory Ordinance (Chapter 701 Article X)**

The purpose of Yarmouth’s Historic Preservation Advisory Ordinance is to:

- Promote awareness of the educational, cultural, and economic value of the Town’s historic assets by identifying areas, sites, structures, and objects of historic, cultural, architectural and archaeological significance;
- Protect the traditional, historic, and iconic village development pattern and historic character working with owners to accommodate goals for their property while protecting significant architectural features and historic resources;
- Apply design standards in a reasonable

and practicable manner to prevent unnecessary loss of historic features and encourage the preservation, restoration, and rehabilitation of existing historic structures, to accept new buildings and structures within designated districts that are designed in a manner that is compatible with the character of the district;

- Encourage understanding of the Town’s history provide resources to help in maintenance, rehabilitation, or new construction in a district or of a local historic property; fosters civic pride;
- Prevent demolition or removal of designated historic properties, sites, objects or historic landmarks; and
- Promote conservation of valuable material and energy resources by ongoing use and maintenance of the existing built environment.

The ordinance sets forth standards of review and established the Yarmouth Historic Preservation Committee to implement the Historic Preservation Advisory Review in conjunction with the Department of Planning & Development. While the outcome of the review process is advisory, the process for review is required.

**Planning Board Ordinance (Chapter 202)**

The Planning Board Ordinance outlines the rules and regulations of the Planning Board. The Planning Board is responsible for reviewing major site plans and subdivision applications and advising the Town Council on proposed changes to the Zoning Ordinance.

**Administrative Capacity**

Yarmouth has a Town Manager, Town Clerk, Planning Director, Assistant Planner, Code Enforcement Officer, Assistant Code Enforcement Officer, Economic Development

Director, and Town Engineer. This staff ensures that Yarmouth enacts and enforces policies that will achieve the Town’s desired land use goals to protect rural areas and historic resources and maintain village growth. Yarmouth’s administrative capacity is adequate to manage its land use regulation.

**Analyses**

**Development and Community Character**

The vision statement for the Village Center from the 2010 Comprehensive Plan calls for continuing a “highly desirable, walkable New England Village with a vibrant, mixed-use center along Main Street,” while retaining historic character. The CBDC adopted initially in 2013 and significantly revised in 2018 aims to carry out this vision by encouraging design flexibility in the village and on Main Street. Yet, the majority of new development in Yarmouth over the last 10 years has been detached single-family residential (89.8%), less than 5% has been for commercial, and 1% has been for multifamily. Very little development has taken place on Main Street and the Village. However, more recently approved multifamily housing projects and infill development, such as Railroad Square, Sweetser Village at 216 East Main Street, and Yarmouth Commons at 350 Route One are located in the Growth Area outlined in the 2010 Future Land Use Plan.

Outside of the CBDC districts, but still within the 2010 Growth Area, significant single-family development has occurred through subdivision, specifically open space residential development (OSRD). McKearney Village I and II, Village Run, and the Boston Post Road (Lone Pine) subdivisions are prime examples. OSRD requires the preservation of large tracts of open space, and in exchange, the ordinance allows density bonuses and allows the Planning Board flexibility in applying lot size, lot width, and setback requirements to permit innovative approaches to housing and environmental design. The open space

tracts have supported additional connectivity through trail development, while allowing new residential development on smaller portions of developable land. The focus, however, on single-family development means that other housing typologies have not been constructed in Yarmouth over the last decade.

The 2021 adoption of a Historic Preservation Advisory Ordinance and companion revisions to the 2018 Historic Building Alterations and Demolitions Ordinance (also known as demolition delay) solidified Yarmouth’s commitment to preserving significant historic buildings as part of the Zoning Ordinance. The Advisory Ordinance created three local historic districts and designated nearly 450 structures as Contributing Structures, primarily residential structures and mixed-use structures, or Landmarks. Although the Advisory Ordinance is advisory, the process is required, and is an added layer of review and requirements for development in the Village.

The CBDC and the historic preservation ordinances are direct outcomes of the 2010 Comprehensive Plan, and have contributed to the overall development of the community in recent years. However, the 2010 Comprehensive Plan also focused on allowing higher density housing subject to development standards in some or all of the Medium Density Residential (MDR) District. Greater housing density in the residential areas adjacent to the Village has not come to pass, despite efforts in the late 2010s to expand the CBDC through a pilot project in the residential areas adjacent to Main Street. Limited use of contract zoning has allowed very small-scale projects to advance, but even those projects have not come without controversy. While there continue to be calls for more flexible residential zoning, especially to reduce the minimum lot sizes in the MDR, balancing all of the stated values of the community for the built and natural environments from the individual lot level to town-wide has been at the heart of many

land use decisions in recent years.

Recent Development

Recent development in Yarmouth has occurred mostly lot-by-lot for single-family homes and through subdivisions. Between 2012 and 2022, there were a total of 231 building permits issued for new homes and 12 building permits issued for new commercial development. Nearly half (45.9%) of all new development has taken place in the Medium Residential Density (MDR) Zone, roughly 30% has taken place in the Low Density Residential (LDR) Zone, and 24% has taken place in the Rural Residential (RR) Zone. Approximately 47% of new development has been directed within the Growth Area as shown from the 2010 Future Land Use Map. Within the last five years, several mixed-use, commercial, and residential developments have capitalized on existing infrastructure and infill opportunities along Route One and in the Village facilitated by the adoption of the CBDC. However, as shown on Figure 12.11, over the last decade, development within the CBDC overall has been limited with the majority of new projects not occurring in the CBDC.

Future Development

Yarmouth has several strong assets including the Village’s restaurants and small businesses, a variety of open spaces and recreational lands, connections to rivers and the coast, and its excellent school system, which could allow Yarmouth to be a community where more people can

Recent Development by Type

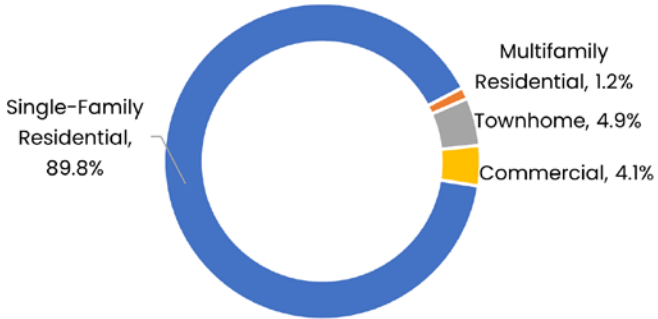


Figure 12.11 Recent development by type  
Source: Town of Yarmouth

Zoning District	% of Recent Development
Rural Residential	24.20%
Low Density Residential	28.30%
Medium Density Residential	45.90%
Commercial (inc. within CBDC districts)	1.20%
Resource Protection	0.40%

Figure 12.12 Recent development by zoning district  
Source: Town of Yarmouth

live and work in town. Based on recent development patterns and an Real Estate Market Analysis prepared by Camoin Associates, dated August 2023, to support this Comprehensive Plan, there is enough land available to accommodate projected growth in the next decade, however, investment in public infrastructure may be needed to continue to accommodate the anticipated growth. Future growth and development will need to be balanced with open space preservation consistent with the values of the community. As of the writing of this report, there are limited projects in the pipeline, the most significant of which is the potential completion of 298 Main Street and Railroad Square, totaling 76 residential units and about 10,000 square feet of commercial space on Main Street, but which has been delayed due to external conditions beyond the control of the Town.

On average, the Town has issued roughly 21 building permits per year over the last 10 years for residential homes. Assuming this trend continues over the next 10 years, Yarmouth will need approximately 42 acres of land to accommodate projected residential development based on the average minimum lot size of 2 acres across residential zoning districts. That being said, given escalating home prices and construction costs, it will be a challenge for the Town to diversify the housing stock with the existing land use controls for residential districts, which are focused on the detached single-family home (see the Housing chapter).

Further, even though Yarmouth has several employers, retail stores, restaurants, and tourist attractions, roughly 87% of residents commute outside town for work (see the

Transportation chapter). Yarmouth has limited availability of large developable sites for commercial and industrial use. Even fewer developable sites exist with direct access to I-295, a requirement for many commercial and industrial users that are either interested in locating in Yarmouth or simply expanding in Yarmouth. Smaller-scale commercial opportunities for both retail and office space are currently supported by the existing zoning and land use patterns, but is limited in that the residential districts do not allow commercial uses.

Taking a critical look at the right balance of land use, the appropriate location of different uses, and the regulations that either support or hinder such land use, will be an important step to understanding the potential future development of Yarmouth.

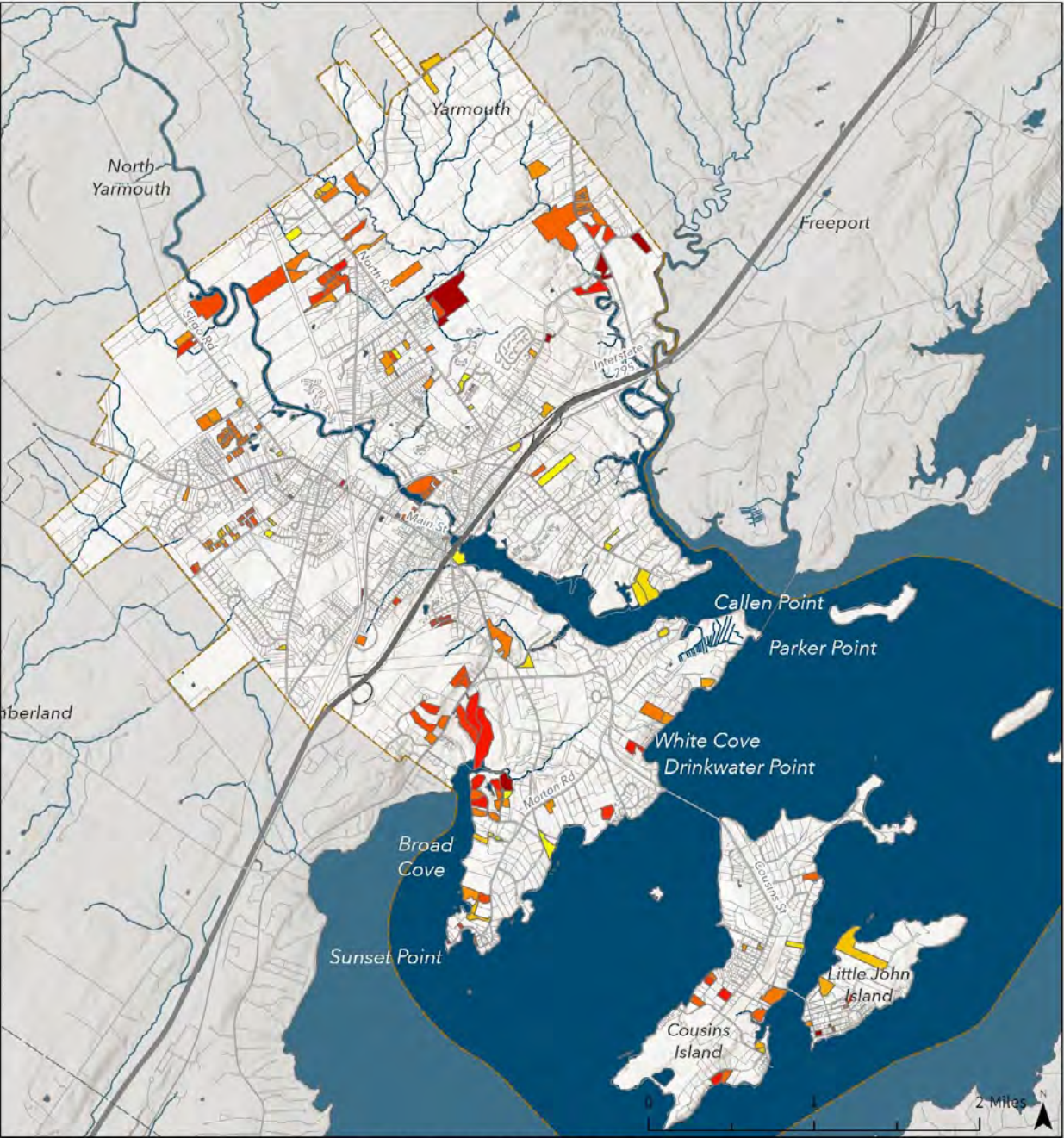


Figure 12.13 Recent Development in Yarmouth, 2012-2022

Sources

<https://www.yarmouthmehistory.org/royal-river-and-the-mill/>

Town of Yarmouth Assessor's Database

Town of Yarmouth Zoning Ordinance (Chapter 701)

Character Based Development Code for Village Center Route 1 Corridor (Chapter 703)

Maine Won't Wait Dashboard. (2023). Retrieved from <https://www.maine.gov/climateplan/dashboard>.



# Appendices

<b>Data Highlights Workshop Report .....</b>	<b>3-2</b>
<b>Summer Public Engagement Results.....</b>	<b>3-7</b>
<b>Community Conversations Report.....</b>	<b>3-35</b>
<b>Future Land Use Workshop Results .....</b>	<b>3-60</b>
<b>Affordable Housing Market Analysis.....</b>	<b>3-91</b>
<b>Real Estate Market Analysis.....</b>	<b>3-101</b>
<b>Imagine Yarmouth Summary.....</b>	<b>3-186</b>
<b>State of Maine Plan Review.....</b>	<b>3-224</b>

# Data Highlights Workshop: What We've Learned Summary Report

The Data Highlights: What We've Learned Public Workshop for Plan Yarmouth took place on June 12, 2023, from 6PM to 8PM at the American Legion Log Cabin in Yarmouth, ME.

More than 33 attendees (+10 CPSC Members + Town staff, & project team) participated in the presentation and activities.

This is a summary report of the feedback received at the workshop (in-person on June 12). The comments from the Idea Boards are summarized below and the mentimeter results are attached.

## Attachments

1. Idea Boards (scanned) & Mentimeter results
-

## **Summary of Input**

### **Population & Demographics**

Desire to foster inclusivity and a more racially and economically diverse population. Interest in attracting immigrants and supporting their integration into the community. Concerns about slow growth and school capacity.

### **History and Archaeological Resources**

Desire to raise awareness of Wabanaki History through signage, and educational programs, and to include a land acknowledgment in the plan. Protect the historic character of the village.

### **Housing**

Evaluate zoning to allow for more multifamily housing and affordable housing options. Support for multi-family housing, apartments, ADUs, and adopting sustainable building practices. Explore & discuss demand and actual housing needs. New housing should be located along Route 1.

### **Transportation**

Importance of public transportation options, such as the Breez bus service, with potential for EV shuttles and commuter rail. Desire for expansion of bike/ped trails and open space connections, EV parking stations, and collaboration with Greater Portland for improved transportation.

### **Recreation**

Desire for increased public access to the ocean and river (Madeline Point opportunities) and development of small neighborhood parks. Underutilized resources include the community garden and Frank Knight Forest.

## **6/12 Data Highlights Workshop**

### **Public Facilities and Services**

Concerns about drinking water quality and contamination. Support for youth programs, public safety training, and Interest in assessing Pay as you throw and promoting recycling and waste reduction efforts.

### **Economy**

Focus on attracting businesses to expand the tax base. Interest in family entertainment businesses, attracting small businesses and shops, restaurants & cafes. Explain employment figures relative to county population.

### **Natural & Water Resources**

Concerns about water quality and the need for the protection of rivers and oceans. Potential for job creation or funding for water management. Desire to remove dams and protect Casco Bay. Underprotected resources include the Royal River and wildlife habitats.

### **Marine Resources**

Advocacy for dam removal. Concerns about Historic Society and pollution of Royal River.

### **Existing Land Use**

Focus on growth within the designated growth areas and discourage sprawl. Consideration of densification and infill development while preserving open space. Support for mixed-use development and allowing ADUs to minimize impacts on conservation areas.

### **Fiscal Capacity**

Interest in expanding the commercial tax base. Recognition of efficient budget management.

## All Input per Category

### Population

- “Hoping for a more racially & economically diverse population - so that Yarmouth is recognized as welcoming & inclusive in its diversity” (+1)
- “Emphasize slow growth so far, and slow increase in school children; therefore no need for alarm bells”
- “Want to ensure our schools can handle the growth being discussed”
- “Town is old and rich & # of people 30-49 has dropped 2011-2021”
- “How can we encourage immigrants to move + work + start businesses in Yarmouth?”

### Historic & Archeological Resources

- “Yarmouth residents become aware of Wabanaki history thru signage, community programs, and Wabanaki studies adopted in school curriculum, and there is African American History here too.” (+1)
- “Yarmouth residents become aware of the contributions enslaved people made to its development. Same for the BIPOC people who have lived and worked here overtime.”
- “Reword the value statement mentioning “settlers” to something that begins with the first settlers”
- “Would be good to have a land acknowledgment statement” (+3)
- “Increase signage + acknowledgments”
- “Protect the village, don’t have infill everywhere”

### Housing

- “Would like to see more land use zones that allow multi-family housing.” (+4)
- “If we want to have a town population which allows variety in income, we must have some housing which is affordable if one is in a lower income bracket.” (+2)
- “Support multifamily housing and apartments that are affordable for new mainers & young families” (+2)
- “Think its important to preserve owner-occupied ADUs”
  - “Allow non-owner occupied ADUs!”
- “Need all types of multi-unit, including below market, multi-generational, and ADUs” (+1)
- “Would be great to see Yarmouth adopt the stretch code & move towards Net Zero new building.”
- “What is the actual housing need? Do we want to build apartments just to fill the category of real estate offerings or does the right single-family development solve the problem? Apartments don't seem in keeping with Yarmouth”

- “Allow ancillary dwellings (1,2, or even 3 per lot)”

## Transportation

- “Great that Breez exists - important to provide public transportation option”
- “Although I am now retired, I used the Breez bus to commute to Portland for 2 years, because my company lost all of its parking. I found it very convenient.”
- “More trails for bike community to Portland + other nearby towns”
- “More EV parking stations” (+1)
- “Transporation will be key link to Portland + other towns -> maybe EV shuttles?” (+1)
  - “Would love a train to Portland, commuter rail”
- “w/ 28 of the town commuting to Portland, increasing Breez ridership seems worthwhile”
  - “Probably needs to be combined with more EV incentives”
  - “Could work with Greater Portland to help create more transportation throughout southern Maine”

## Recreation

- “More public access to the ocean”
  - “Yes! This one needs to be discussed as part of the Madeline Point project.”
- “Encourage multiple neighborhood small parks. We need a dog park such as was once considered in the fenced site along the Royal River (earlier coated electrical line poles)”
- “Research the town of Salida, Colorado. They have developed their river brilliantly and made it the draw for the town.”
- “I live next to the Community Garden & Frank Knight Forest - I believe this is underutilized”
- “Include outdoor showers @ river access + at ocean”
- “Improve launch + entry access to river + oceanfront”
- “Yarmouth has great ped/bike trails through town - build on this network!”

## Public Facilities & Services

- “Is the drinking water source for Yarmouth protected from contamination?”
- “I would love to know the impact of the Pay-as-You-Throw. I am hoping that more people are recycling.”
- “Start youth programs to encourage training + volunteer for public safety”
- “How can we increase use of municipal space?” /create more

## Economy

- “Businesses for family entertainment and jobs for young & old”
- “We need to move businesses to offset residential taxes”
- “3% of all jobs in the county, what % in our population of county?”

## Natural & Water Resources

- “What do we need to do to keep Yarmouth’s water quality at class B?”
- “How can water quality + protection be a source of jobs ? /source of funding for those jobs?”
- “Really hoping to get rid of the dams! Free the Royal!”

## Marine Resources

- “Take down the dams!”
  - “At least the Historical Society which directly contributed to the high e-coli a couple years ago.”
- “The water of Casco Bay! We have a significant % of Casco Bay Shoreline, & we have a responsibility - the Bay is under stress - sprayed on insecticides + fertilizers - & grow to water’s edge - are not good!”

## Existing Land Use

- “Re-emphasize (focus) growth in designated growth area and disincen sprawling pattern into the RR - look at Hinesburg, VT code!”
- “It seems that the designated growth area is already pretty densely built up.”
- “The village still has space for densification while keeping open space”
- “Allow more ancillary dwellings as a way to expand without major impact to conservation regions / current woodlands”
- “More mixed-use development - housing with commercial/ retail”

## Fiscal Capacity

- “How can we increase commercial tax base?”
- “I feel the town manages its budget quite efficiently.”

# PLAN → YARMOUTH



## Summer Public Engagement Results & Analysis November 2023

Erin Zwirko, Director of Planning & Development, Town of Yarmouth  
Juliana Dubovsky, Assistant Planner, Town of Yarmouth



## Overview

The Yarmouth Comprehensive Plan team connected with the community during summer 2023 in two main ways: through a survey and through pop-up events at various locations in Yarmouth. Understanding that engagement during the summer months can be difficult, we chose to offer a survey as well as go to where the Yarmouth community may be during the summer.

## Summer Survey

The Comprehensive Plan team administered the topic-based survey to gauge community responses to questions based on data highlights from the inventory chapters, as well as reaction to the vision statement drafted in 2022.

The survey was open from June to September 2023, available online and in paper format, and received 123 responses. The survey asked 17 questions on the following topics: vision statement, housing, economy, recreation & open space, transportation, and demographics, along with general open-ended questions about the future of Yarmouth.

The survey was advertised on the Town's website, and through the Town's newsletter and social media channels. In addition, paper copies of the survey were made available at all of the summer pop-up events, at Town Hall, and at the Library.

## Community Values and Draft Vision Statement

Before beginning the comprehensive plan update, in 2022 the Town of Yarmouth completed a visioning and engagement initiative called *Imagine Yarmouth* with the support of consulting firm Berry Dunn. The purpose of the initiative was to identify common values and priorities for the future through community input in a fair and representative engagement process. To guide the development of a vision for the Town, a robust public engagement effort was conducted to obtain input from as many Town residents and stakeholders as possible. The feedback gathered as part of the *Imagine Yarmouth* initiative, such as community values, priorities, and goals, informed the creation of a vision statement.

The following values were expressed by residents and stakeholders throughout the visioning process. While not all participants agreed on how the Town should move forward, there was consensus on the community values that are fundamental to the Town's identity:

*We value the **natural environment**, including the numerous parks, open space preserves, rivers, and Casco Bay, and prioritize preserving and protecting these areas for enjoyment by all and as critical ecosystems.*

*We value a **connected community** where residents have strong social bonds through a shared commitment to civic engagement, and where community members can safely and easily access services, amenities, recreation, jobs, and social opportunities within the Town.*

*We value the **history and culture** of the people and land that is now the Town of Yarmouth and the physical environment that embodies that history, from the natural land and water features to the built environment.*

*We value a **welcoming and inclusive environment** where neighbors help one another and a strong sense of community brings all people together, regardless of background.*

The draft vision statement was developed based upon the themes and values that were expressed by community members throughout the visioning process:

*The Town of Yarmouth is a small coastal community with a vibrant and picturesque village center. Yarmouth's identity is deeply rooted in the Town's history, beauty, and commitment to community. The walkability of the Town's historic Main Street, abundant open space areas, and active community groups all contribute to community members' sense of connectedness to the Town.*

*The Town is dedicated to protecting and preserving what makes Yarmouth a great place to live. At the same time, residents recognize the significant local, regional, and global challenges that the Town faces, and are committed to addressing these issues with careful consideration for the Town's history and culture and with creativity to leverage opportunities to enhance the Town's defining characteristics – beauty, history, inclusivity, abundant open spaces and recreation opportunities, and commitment to volunteerism – to build an even stronger community.*

*To meet the needs of residents and community members, the Town will plan and make decisions through a lens of equity, sustainability, and fiscal responsibility to ensure that the community's values and critical assets are sustained for future generations.*

This statement is intended to be a clear but broad aspiration for the future of Yarmouth and is meant to guide the development of the Town's next Comprehensive Plan, but to also be adaptable as the planning process moves forward and additional research, discussions, and engagement exposes new aspects and nuances of the Town's future goals.

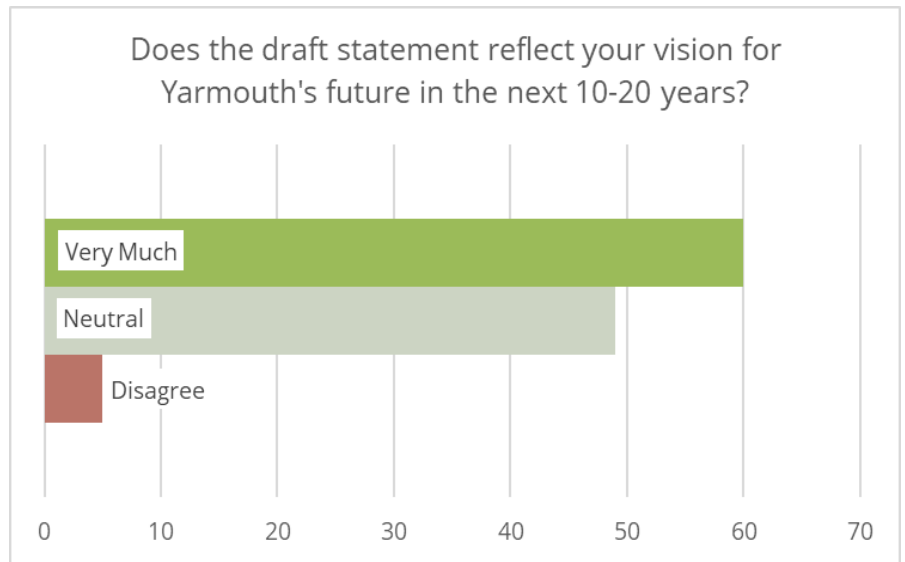
## **Analysis**

This analysis was completed by the Yarmouth Comprehensive Plan Team to understand what respondents' thoughts were on the draft vision statement and community values, as well as comprehensive plan topics housing, economy, recreation, and transportation. A qualitative analysis of the open-ended questions about the future of Yarmouth is also included.

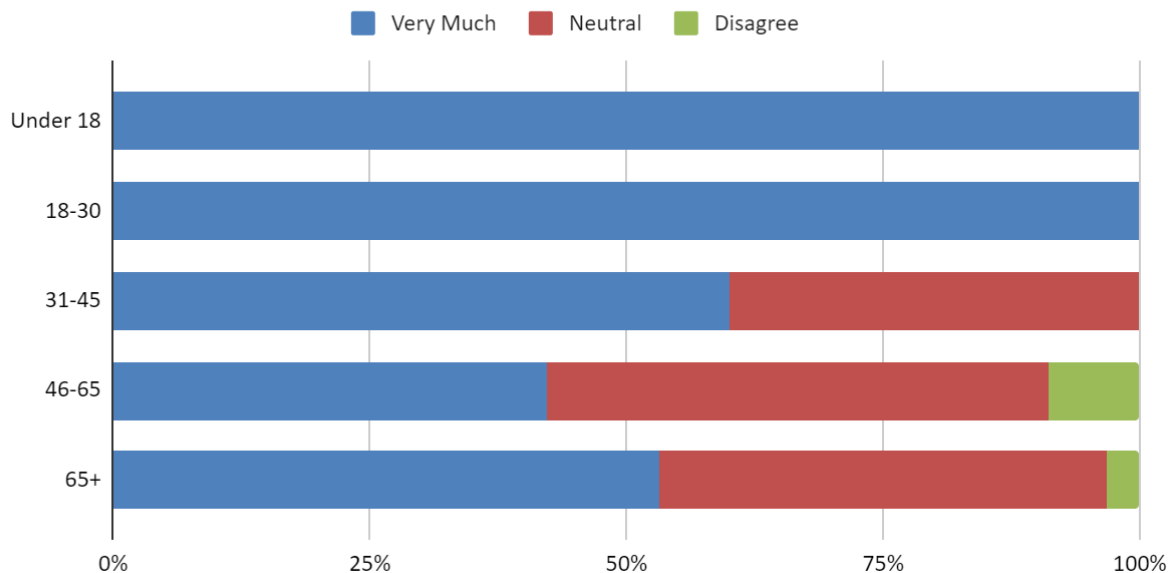
## Draft Vision Statement

Most respondents agreed the draft vision statement “very much” reflected their vision of Yarmouth’s future for the next 10–20 years, or were neutral.

The survey asked for the respondent’s age, so the Comprehensive Plan team is able to review more closely how the draft vision statement reflects the values of different age groups. 114 respondents out of the 123 respondents completed both these questions.



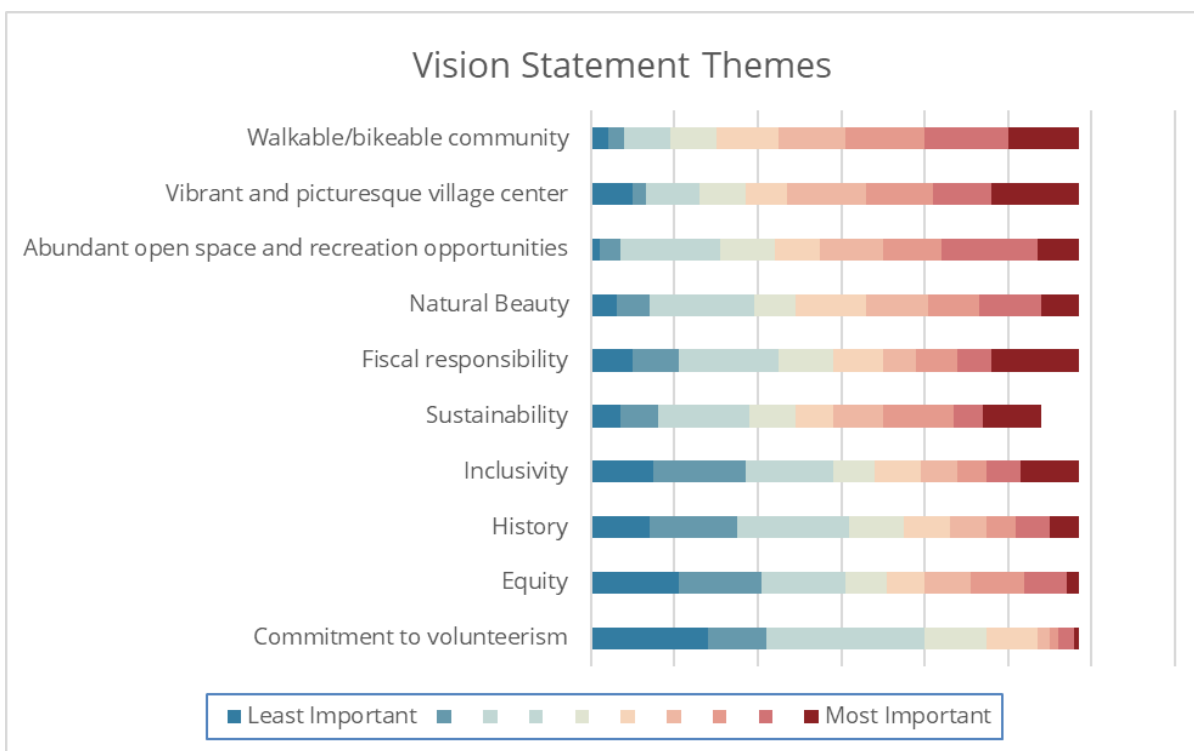
## How well does the draft statement reflect your vision for Yarmouth by Age?



As can be seen in the chart above, no one under the age of 30 disagreed or had a neutral opinion of the draft vision statement. No one under the age of 45 disagreed with the draft vision statement. In the age demographic of 46 to 65 years old, the

data was nearly split between those who agreed with the draft vision statement and those who had a neutral view of the draft vision statement. Similarly, in the 65 years and older demographic, the responses were nearly split between those who agree or had a neutral position on the draft vision statement.

Respondents to the survey were asked to rank the themes in the draft vision statement in order of importance. A walkable and bikeable community, vibrant and picturesque village center, and abundant open space and natural resources were the most highly ranked themes.



The high priority themes were also broken out by age cohort:

### Highest Ranked Themes by Age Cohort

Ranking	Under 18	Ages 18-30	Ages 31-45	Ages 46-65	Ages 65+
#1	Sustainability	Sustainability	Walkable/ Bikeable Community	Walkable/ Bikeable Community	Vibrant and picturesque village center
#2	Equity	Walkable/ Bikeable Community	Abundant open space and recreational opportunities	Fiscal Responsibilit y	Inclusivity
#3	Walkable/ Bikeable Community	Abundant open space and recreational opportunities	Vibrant and picturesque village center	Vibrant and picturesque village center	Fiscal Responsibilit y
#4	Inclusivity	Inclusivity	Natural Beauty	Abundant open space and recreational opportunities	Equity
#5	Commitment to Volunteerism	Equity	Sustainability	Natural Beauty	Sustainability

When comparing the highly ranked themes across the different age cohorts, there are some themes that appear across the age spectrum including sustainability and a walkable and bikeable community. Those respondents under the age of 30 indicated that sustainability, equity, a walkable and bikeable community, and inclusivity are highly ranked themes. Those respondents in the older age groups noted fiscal responsibility, abundant open space and recreational opportunity, and a vibrant and picturesque village center as highly ranked themes.

Overall, the highly ranked themes are generally consistent with the community values identified as part of the *Imagine Yarmouth* initiative. They focus on the health and resilience of the community (sustainability, walkable and bikeable community, and fiscal responsibility), a welcoming and diverse community (commitment to volunteerism, equity, and inclusivity), the natural environment (abundant open space and recreational opportunities and natural beauty), and history and culture (vibrant and picturesque village center).

The survey provided space for respondents to let the Comprehensive Plan team know what was missing in the draft vision statement. There were a significant number of comments about balancing priorities over the next several years, such the two comments below:

*"Everything on the list above is relevant. There is something needed about balancing population growth with changing demographics of the area along with the desire to have a minimalist ecological footprint. Maintaining affordability for all age groups, exploring ways the community can grow and manage the pressures of growth. I hope the Town will continue to be a leader in education, seeking alternatives to cars and exploring ways to be inclusive to new residents while welcoming long-time families. Let this be a community where new ways of living can be tried."*

*"I believe that the statement should acknowledge the intense period of growth that the town has experienced in the past ten years and the importance of assessing the feasibility of maintaining this vision in the face of rapid building and population growth."*

Adapting to and mitigating the impacts of climate change and protecting our natural resources was also a focus of the open-ended responses:

*"I think Yarmouth should be leading the environmental responsibility charge (among other communities) in Maine, as the broader impacts of climate change are becoming impossible to ignore/deny."*

Many comments also focused on the need to support the whole community. The comment below highlights the struggle to select one theme that addresses all of these concerns, such as affordability, diversity, safety and accessibility, supporting Yarmouth's small business community, and the working waterfront.

*"Not sure how to phrase it, but Yarmouth needs to be a place where people of all ages and income levels can live and enjoy all the town has to offer. Perhaps inclusivity covers that, but increasingly Yarmouth has become a wealthy suburb of Portland, and it is difficult for young and old residents to be able to afford to continue to live here."*

Finally, the open-ended comments highlighted the fact that many of words used in the community values and draft vision statement can mean different things to different people, and the updated Comprehensive Plan should highlight simple calls to action needed to spur implementation:

*"Yarmouth's vision is about concrete qualities of the Town, not trendy buzzwords that mean different things to different people."*

## **Housing**

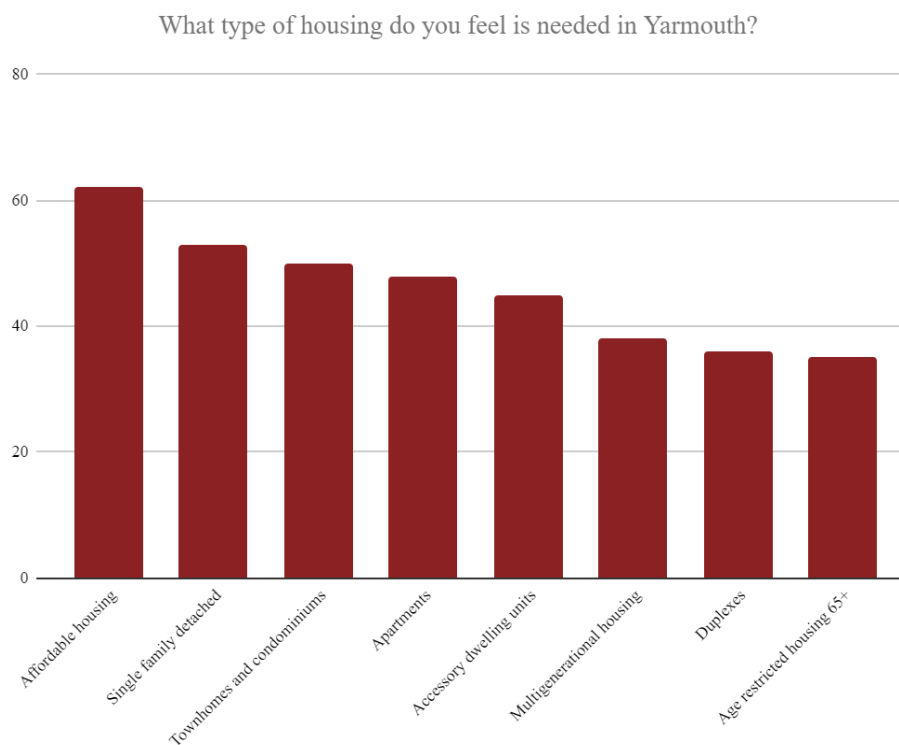
The survey asked two questions about housing in Yarmouth: what type of housing is needed in Yarmouth, and where should new housing be located in Yarmouth. In both questions, respondents were given a number of responses and could select as many responses as desired. For both questions, "other" was an allowed response with space for additional thoughts.

The question "what type of housing is needed in Yarmouth" gave respondents the option of selecting any of the following responses: single-family detached, duplexes, townhomes and condominiums, apartments, accessory dwelling units, multigenerational housing, affordable housing, and age restricted housing for those

aged 65 and older. Of the 123 responses received, 109 respondents completed this question.

Survey respondents believe that a wide range of housing types are needed in Yarmouth, as shown in the chart below. No responses were received in the “other” category, suggesting that the list provided respondents with all housing types that might be considered in Yarmouth.

“Affordable housing restricted to people earning below median income” was the most frequently selected type of housing needed in Yarmouth. The open-ended responses provided throughout the survey suggest that both deed-restricted housing as well as housing that is affordable to a spectrum of households is needed in the community.



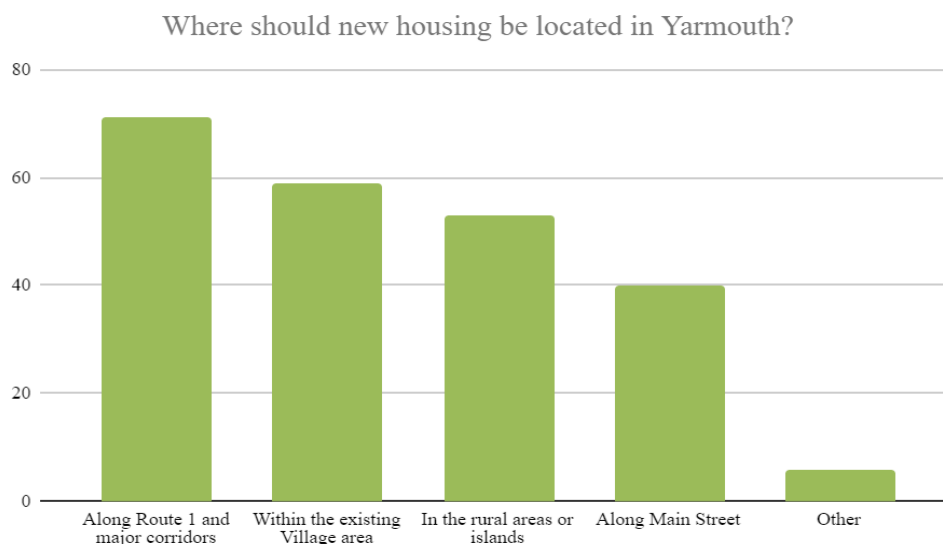
Housing, and the related affordability of Yarmouth, were also themes in responses about the draft vision statement, with comments generally supporting the results of the housing survey questions:

*"We are experiencing a severe housing shortage. There is no mention of housing at all in the vision statement or list of priorities."*

*"There should be a recognition that historically Yarmouth was a mix of blue collar workers, middle class folks and some wealthy people. There is a shift underway toward wealthy people, leaving blue collar people and even lower middle class people out of the town's future... an ominous trend for our town's future as a healthy, vibrant and resilient place to live."*

The second housing question asked respondents where new housing should be located in Yarmouth from a number of options: along Route 1 and major corridors; within the existing Village area; in the rural areas and islands; and along Main Street. An "other" open-ended response was also allowed. Of the 123 responses received, 110 respondents completed this question.

"Along Route 1 and major corridors" was the top selected response followed by "within the existing Village". Interestingly, along Main Street was selected less often, perhaps due to the perception that Main Street is the center of Yarmouth's small business community and people would not want to replace businesses with housing.



Six respondents filled in the "other" response regarding location of new housing. Two locational responses were provided:

- Backyards: when you talk about accessory dwellings, they just kind of "fit snugly in" to everything else.
- Portland Street and/or areas that are not quite rural but also not in the village.

One respondent noted that new housing needs an area that is properly zoned and available, connecting housing with land use. Similarly, a respondent noted that new housing should be "carefully located to preserve the values of Yarmouth's vision" consistent with other open-ended responses that balancing all of the priorities of Yarmouth must be a cornerstone of an updated Comprehensive Plan.

Finally, "no new construction" was mentioned in two different ways. One respondent wrote "No new construction. Repurpose existing structures in town. Ensure that all existing buildings are fully utilized." Another respondent wrote "I would say NO to all of it! No more apartments, no duplexes, no affordable housing. Just stop cramming in more homes/apartments/banks into our community." While the second comment suggests an outright moratorium of housing in Yarmouth, the first comment as well as the comment about accessory dwellings in backyards noted above, suggest that there are ways that Yarmouth can be innovative in developing new housing.

## **Economy**

Two questions about Yarmouth's economy were asked in the survey: one about business growth in Yarmouth, and the other about the respondent's work arrangement and commute. In both questions, respondents were given a number of responses and could select as many responses as desired. For the first questions, "other" was an allowed response with an open response for additional thoughts.

The first question "What kind of business growth would you like to see in Yarmouth?" gave respondents the option of selecting any of the following that applies to their preferences:

- Small businesses and shops;
- Restaurants and cafes;
- Entertainment activities (theater, bowling alley, etc);

- Large employers and national brands;
- Industrial and manufacturing facilities;
- Coworking spaces;
- Art studios and maker spaces;
- Business and technology incubator;
- New business park;
- More tourism-based businesses;
- Working waterfront and ocean-based businesses.

117 of the 123 survey respondents answered this question. Restaurants and cafes and small businesses were the top selections for business growth for Yarmouth, as shown in the chart below. The working waterfront and ocean-based businesses and art studios and maker spaces were the next highest rated business growth for Yarmouth. Entertainment activities, business and technology incubator, and coworking facility were clustered together, as were a new business park, tourism-based businesses, large employers and national brands, and industrial and manufacturing facilities.

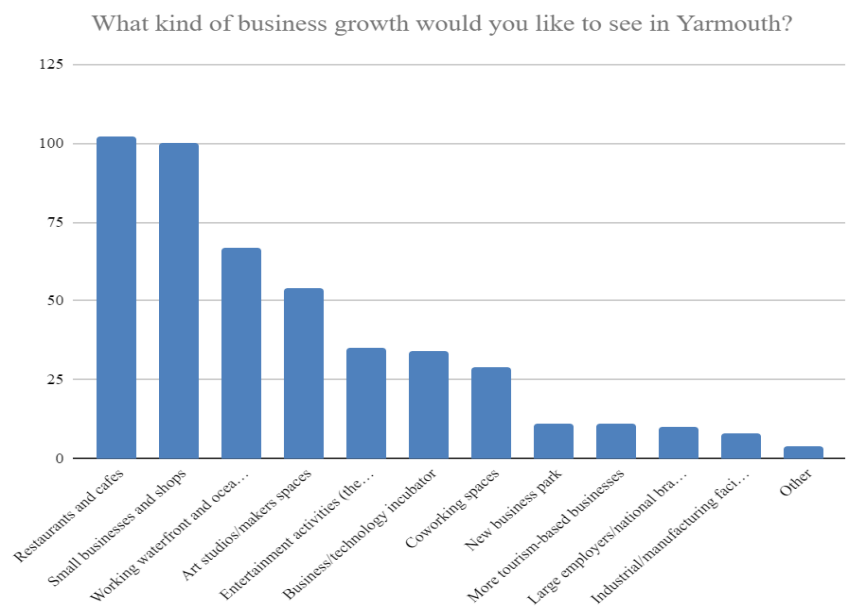
Respondents provided more detailed information about types of businesses needed in Yarmouth in the open-ended question on the draft vision statement such as the following comments:

*"Yarmouth could use a retro arcade or maybe a cool ping pong lounge like you'd find in bigger cities -- it's a perfect place for kids to hang out). We need more indoor places for our kids to burn off energy or relax with friends during the cold or wet months. Also, a cafe that also serves kid-friendly drinks - hot milk steamers, cocoa, Boba tea drinks, with comfy sofas and lots of board games would be great."*

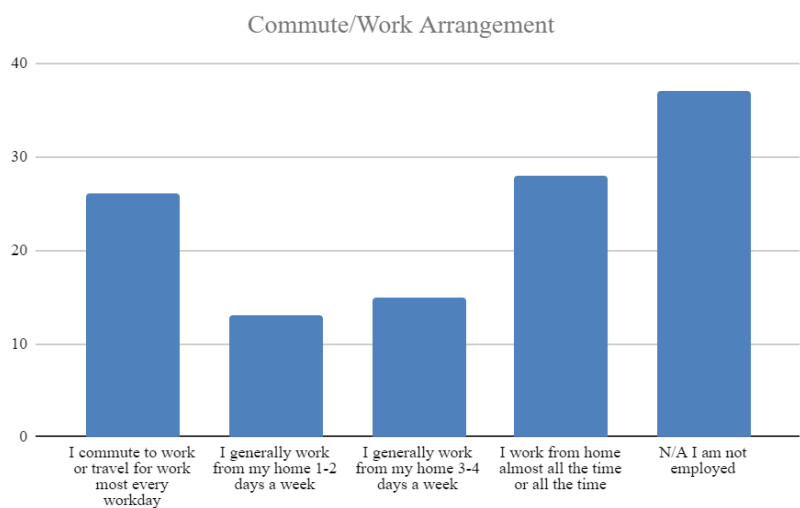
*"Support small businesses and local businesses over national chains."*

In the open-ended responses, three respondents provided more detail on recreational desires, such as a skate park and splash pad, a fitness center with swimming pool, and outdoor activities companies. These responses overlapped with

the responses in the next section on public recreation facilities or activities missing in Yarmouth.



The second question in this section asked respondents to describe their work arrangement. Of the 123 survey responses, 118 respondents answered this question. The most respondents selected that they are not employed, although this question did not allow respondents to expand on this response (i.e., retired, high school or college student, stay at home parent or guardian). Overall, most respondents either exclusively commute or travel for work on workdays, or are exclusively working from home, as shown in the chart below.



## Recreation

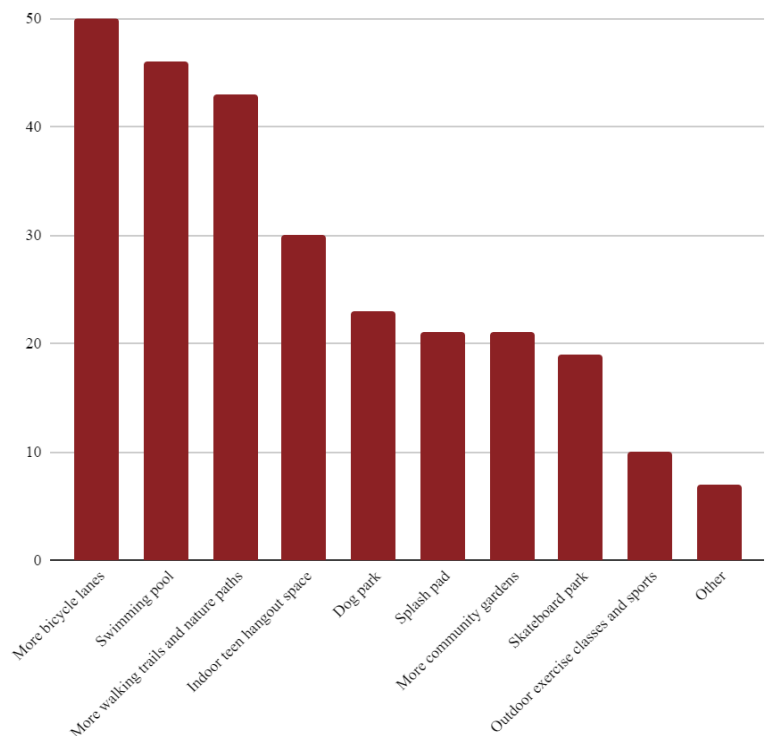
The survey asked respondents what types of public recreation facilities or activities are missing from Yarmouth. In response to this question, 114 respondents selected from the following options:

- Swimming pool;
- Splash pad;
- Skateboard park;
- Indoor teen hangout space;
- Dog park;
- Outdoor exercise classes and sports;
- More bicycle lanes;
- More walking trails and nature paths;
- More community gardens;
- More places to access the river or ocean.

The question also allowed an open-ended “other” response.

The top three most selected responses were more places to access the river or ocean; more bicycle lanes; and a swimming pool, as shown in the chart below. Behind those were more walking trails and nature paths; indoor teen hangout space; a dog park; splash pad; community gardens; and a skateboard park. The desire for a swimming pool currently being pursued by a separate interest group in Yarmouth, which

What types of public recreation facilities or activities are missing from the Town of Yarmouth?



collected over 400 signatures in support of a public pool during 2023.

The “other” responses provide some clarity on the responses given to the previous question, such as:

- Access to water (like Sandy Point) that is handicapped accessible; handicapped accessible fishing platforms.
- Recreational activities for the elder community.
- Connecting all the open spaces in town and surrounding community through walk/bike paths.

Other specific suggestions included a community center, dedicated tennis courts and pickleball courts for public use, and a performing arts amphitheater. One respondent suggested that the multiple-choice options offered in the question were inappropriate for and unneeded in Yarmouth.

## **Transportation**

Survey respondents were asked two questions about transportation around Town:

- What actions could the town take to encourage forms of transportation besides single-occupancy vehicle travel?
- What places in Yarmouth do you regularly walk or bike to?

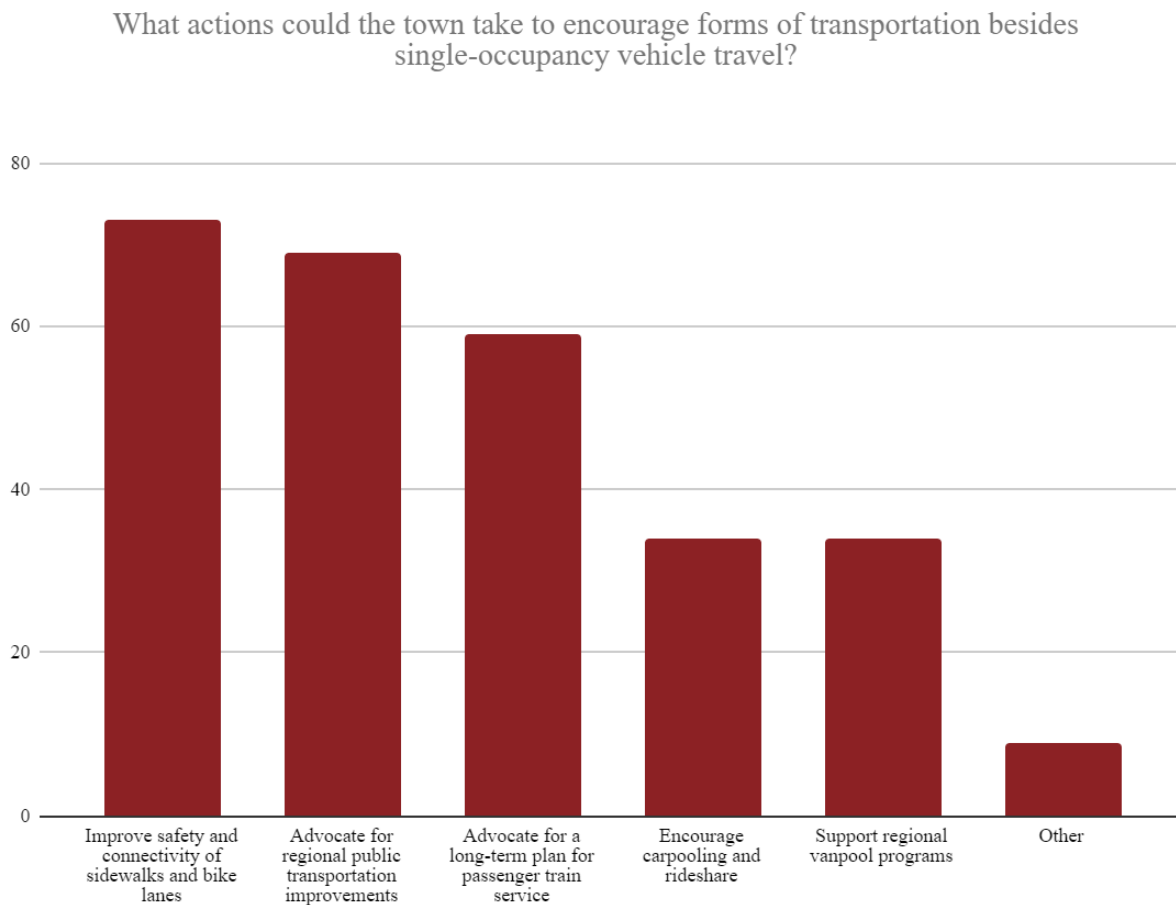
In response to both questions, respondents could select from multiple options.

In response to the first question, 111 respondents answered this question, selecting from the following responses:

- Improve safety and connectivity of sidewalks and bike lanes;
- Encourage carpooling and rideshare;
- Support regional vanpool programs;
- Advocate for regional public transportation improvements;
- Advocate for a long-term plan for passenger train service.

An open-ended “other” response was also provided.

The top ranked response suggested that the town should improve the safety and connectivity of sidewalks and bike lanes. The second and third ranked responses were related to alternative modes of transportation, including advocating for regional public transportation improvement and advocating for a long-term plan for passenger rail service. Behind those responses, was support for carpooling, ridesharing, and vanpooling.



Respondents that selected the “other” response provided the following additional feedback in three general categories about actions the Town can take around transportation:

- Local and regional shuttle service: “Town shuttle to locations in Yarmouth and maybe Falmouth center”

- Support of regional trails: “Create a bike/pedestrian path where the railroad currently sits. This will connect Yarmouth to other communities including Portland.”
- Breez bus service: “Support Breez ridership- it's an amazing service that is not well-used”

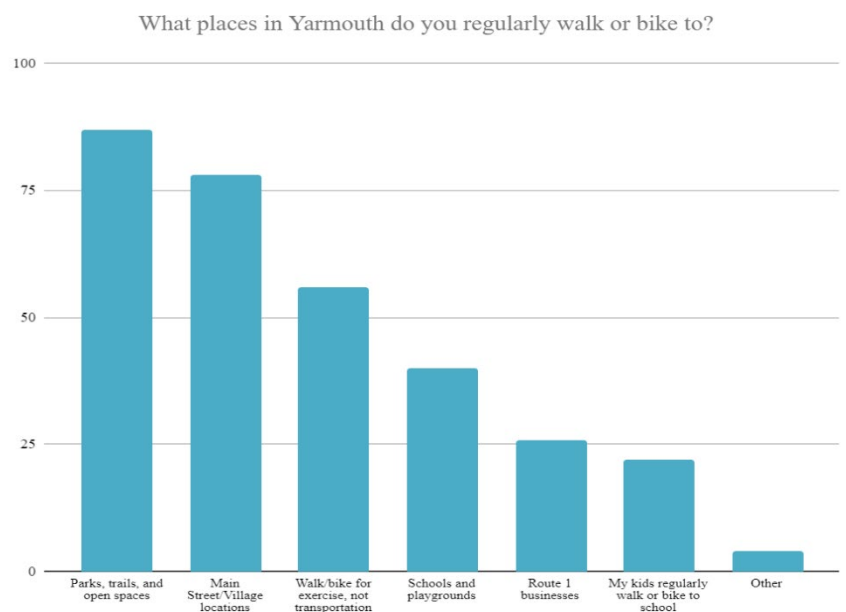
The second question received 116 responses out of the 123 survey respondents on where the respondent regularly walks or bikes to within Yarmouth. The respondents selected from the following options:

- Route 1 businesses;
- Main Street/Village locations;
- Parks, trails, and open spaces;
- Schools and playgrounds;
- My kids regularly walk or bike to school;
- Walk/bike for exercise, not transportation;

Respondents had the option of providing an “other” response.

The top two responses included parks, trails and open spaces, and Main Street or Village locations. Respondents selected schools and playgrounds and Route 1 businesses less often. Many respondents also indicated that they do not walk or bike for transportation, only for exercise. Very few respondents indicated that their kids regularly walk or bike to school.

Three respondents provided specific locations such as Intermed and the Library, and to points on Cousins Island in the “other” response.



## Open Ended

The survey concluded with two open-ended questions for respondents to provide additional comments to the Comprehensive Plan team:

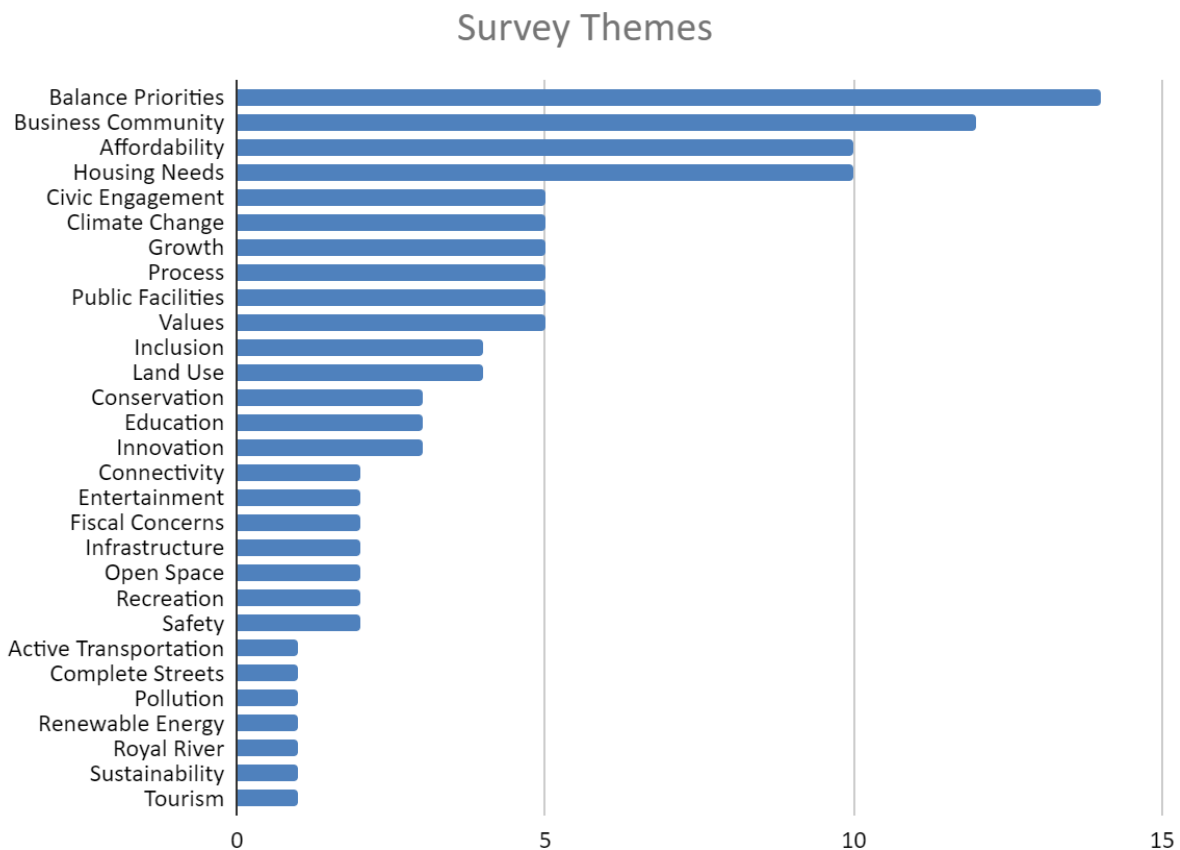
- What is one thing that would make Yarmouth a better place?
- Is there anything else you want us to know as we move forward with the comprehensive plan update?

The Comprehensive Plan team reviewed the responses and identified the themes in each response for analysis. Four themes appearing in the most comments rose to the top: Balance Priorities, Business Community, Affordability, and Housing Needs. Overall, the respondents to the survey made it clear that Yarmouth is special and how important it is to remember the important qualities that make Yarmouth a desirable community.

*The people. A wonderful community. Been here 22 years.*

*Yarmouth is a special community that is in high demand. It is in high demand for a certain set of reasons. We must not lose sight of why their community is so desirable and we must not fundamentally change it into something different.*

*Strengthening an already strong sense of community. We must not dilute that feeling and work to make it stronger.*



The top four themes and representative comments are described below.

### **Balance Priorities**

The following comments that were categorized as “Balance Priorities” are representative of open-ended survey responses. Respondents consistently acknowledged that there is a desire to have the best of everything, but little discussion on how those desires relate to each other. In addition, respondents note that Yarmouth is already a great Town, and express concern that too much growth or development will change what makes the town great already. There is a delicate balance to ensure that Yarmouth continues to be a community that is desirable.

*My concern is that we have the potential to "Love Yarmouth to Death".*

*Creative planning and budgeting. Lower expectations from 'always wanting to be the best' to setting goals to improve (we are already*

*doing most things better than others). Slow the growth of people and improve the resources that are already here.*

*I was hoping to read more about how many of these values and how to sustain them, are interconnected. Walkability, village, open spaces, environment, fiscal responsibility & housing for instance are inextricably linked. We need to start talking about them together and their relationships to each other instead of as separate issues.*

*I would love to see more about preserving the land and the small town feel, and keep growth to a sustainable levels. Expansion and growth at too accelerated a pace would cause both environmental as well as infrastructure issues (schools, roads, land) that I don't think the town is ready for.*

### **Business Community**

The small business community in Yarmouth was repeatedly identified as something that makes Yarmouth great and should be supported, consistent with the responses on the economy above. Although there were strong opinions expressed that Yarmouth did not need any more pizza places or banks, there is some desire for access to general merchandise stores.

*The thoughtful development of Main Street with small boutique retail businesses. Maples really proved a point, that we are all looking for informal places to gather and be together. I think Handy's also proved the same point. We want those central places to take walks and see one another.*

*Opening up Main Street on a summer night for walking with some signs of life with music from local restaurants*

*Closer/easier access to a general-merchandise store like Target.*

*Anchor more into Main Street on a community-basis (ie: Second Saturday type encouragement to get out similar to First Fridays in other places) - not necessarily to draw other towns in, but to encourage those who live in Yarmouth to come out more through organized events. Similarly, more summer park movies!*

### **Affordability**

Respondents noted that Yarmouth is becoming less affordable for residents new and old. There is concern that if Yarmouth is no longer affordable, community members will have to leave the town, including seniors, teachers, police, and service workers.

*We just finished digesting significant budget increases. It's a good time to manage the day to day and let people's finances catch up. We'll run fixed income people right out of town if we aren't careful.*

*A return to the traditional mix of occupations, income and housing to include blue collar, lower income brackets and multi family housing.*

### **Housing Needs**

As discussed above in the targeted questions on housing, affordable housing is a concern of survey respondents. Innovation is needed to create new housing options in Yarmouth. Density is one means to an end, but being creative in allowing new housing options should be balanced alongside calls for increased density.

*Making an absolute commitment to affordable housing rather than lip service that has been the case over several cycles of comp plan. Continue to encourage all types of diversity.*

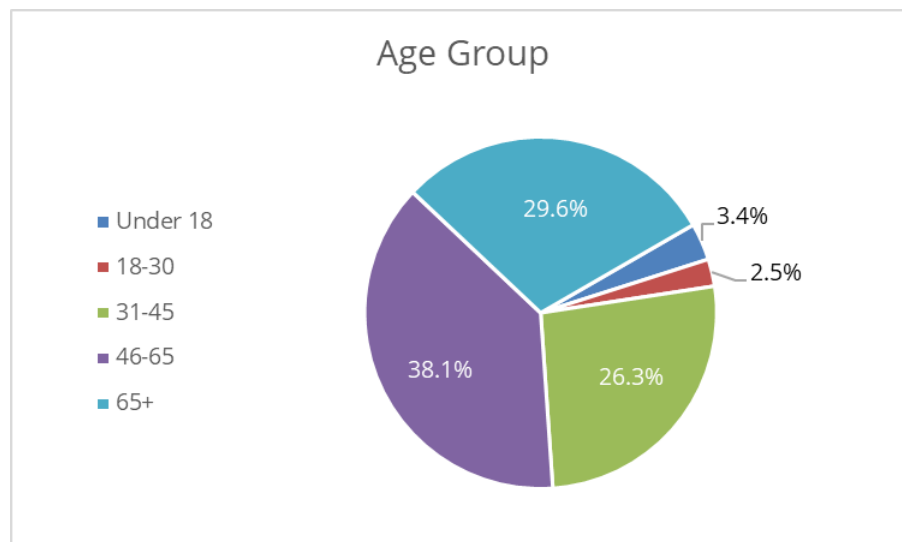
*Continued development of the village/main street area, especially multi-unit, energy efficient and affordable housing.*

*Consider that increasing density is not the only answer to providing more diversity in housing.*

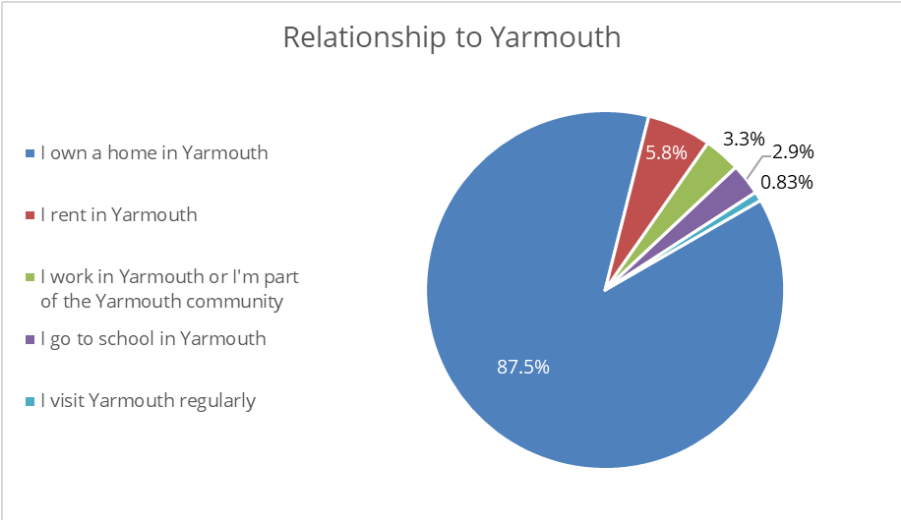
## Demographics

The survey asked three demographic questions to understand who responded to the survey. Those demographic questions include age group, relationship to Yarmouth, and length of time associated with Yarmouth. These questions were optional for respondents.

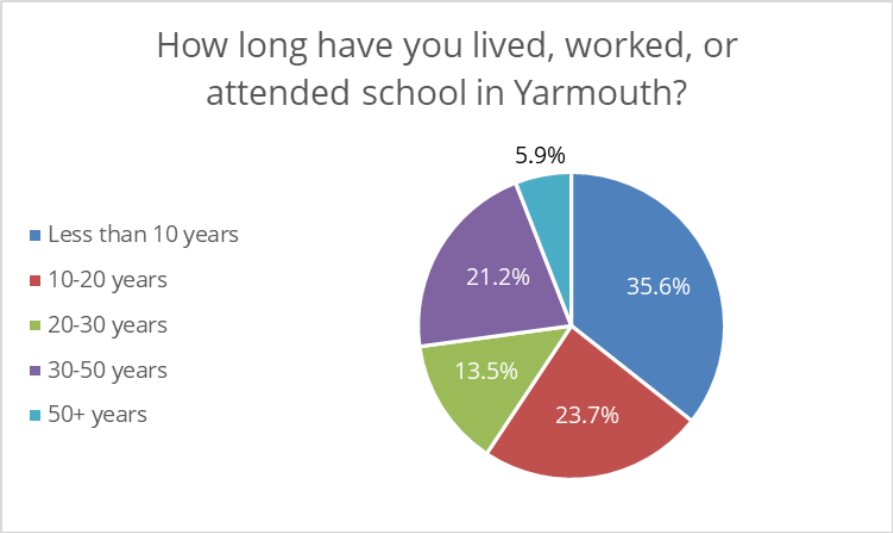
The survey respondents were primarily over the age of 31, with about 26% of respondents aged 31 to 45, about 38% aged 46-65, and about 30% over the age of 65. About 6% of respondents were under the age of 30.



The large majority of the respondents (87.5%) own a home in Yarmouth defining their relationship to Yarmouth. Just under 6% of respondents rent a home in Yarmouth. About 3% work in Yarmouth, define themselves as part of the Yarmouth community, or go to school in Yarmouth. Less than 1 percent of respondents were people who don't live in Yarmouth but visit regularly.



The largest share of respondents (35.6%) have lived in Yarmouth for less than 10 years, followed by 23.7% of respondents living in Yarmouth for 10 to 20 years. 21.2% of respondents have lived in Yarmouth for 30 to 50 years. The smallest shares of respondents have lived in Yarmouth for 20 to 30 years (13.5%) and more than 50 years (5.9%).



## Summer Pop-Ups

The pop-up events were designed by the Comprehensive Plan team to provide informal and fun ways to let the community know about the Comprehensive Plan update, how to get involved, and solicit input. As noted, the primary goal of the summer pop-up events was to introduce to the community to the Comprehensive Plan Update through methods other than email, website postings, and mailings. Instead of asking the community to come to us, the Comprehensive Plan team went to the community. Nineteen events were held in Yarmouth during June, July, and August, including having a presence at the Yarmouth Clam Festival.

The following pop-ups were held:

- June 15: Coffee with Community hosted by Yarmouth Community Services
- June 22: Yarmouth Farmers' Market
- June 24: Brickyard Hollow
- June 30: Storytime hosted by the Merrill Memorial Library
- July 12: Royal River Park Daytime Concert
- July 14: Yarmouth Food Pantry
- July 17: Merrill Memorial Library
- July 20: Yarmouth Farmers' Market
- July 21: Yarmouth Clam Festival
- July 24: Clayton's Cafe and Bakery
- July 28: 317 Main Community Music Center
- July 30: Cousins Island & Littlejohn Island Improvement Association Summer Social
- August 2: Royal River Park Concert Series
- August 9: Royal River Park Concert and Movie Night
- August 15: Merrill Memorial Library
- August 17: Chebeague Transportation Company Ferry Dock on Cousins Island
- August 19: Artascope Plein Air Festival
- August 22: Merrill Memorial Library
- August 24: Yarmouth Farmers' Market

Wrapping up the summer engagement pop-ups, the Comprehensive Plan team hosted a Trivia Night in conjunction with the Yarmouth History Center and the Yarmouth Historic Preservation Committee on August 31. Beyond the summer months, the Comprehensive Plan team was present at the Yarmouth Public Schools

back to school nights and the weather-delayed Bartlett Woods barbeque in September.

In addition to an introduction to the Comprehensive Plan update, two simple questions were posed to those who chose to engage with the Comprehensive Plan team:

- Where are the places to protect and preserve?
- Where are the places that should have new investment, growth, and change?

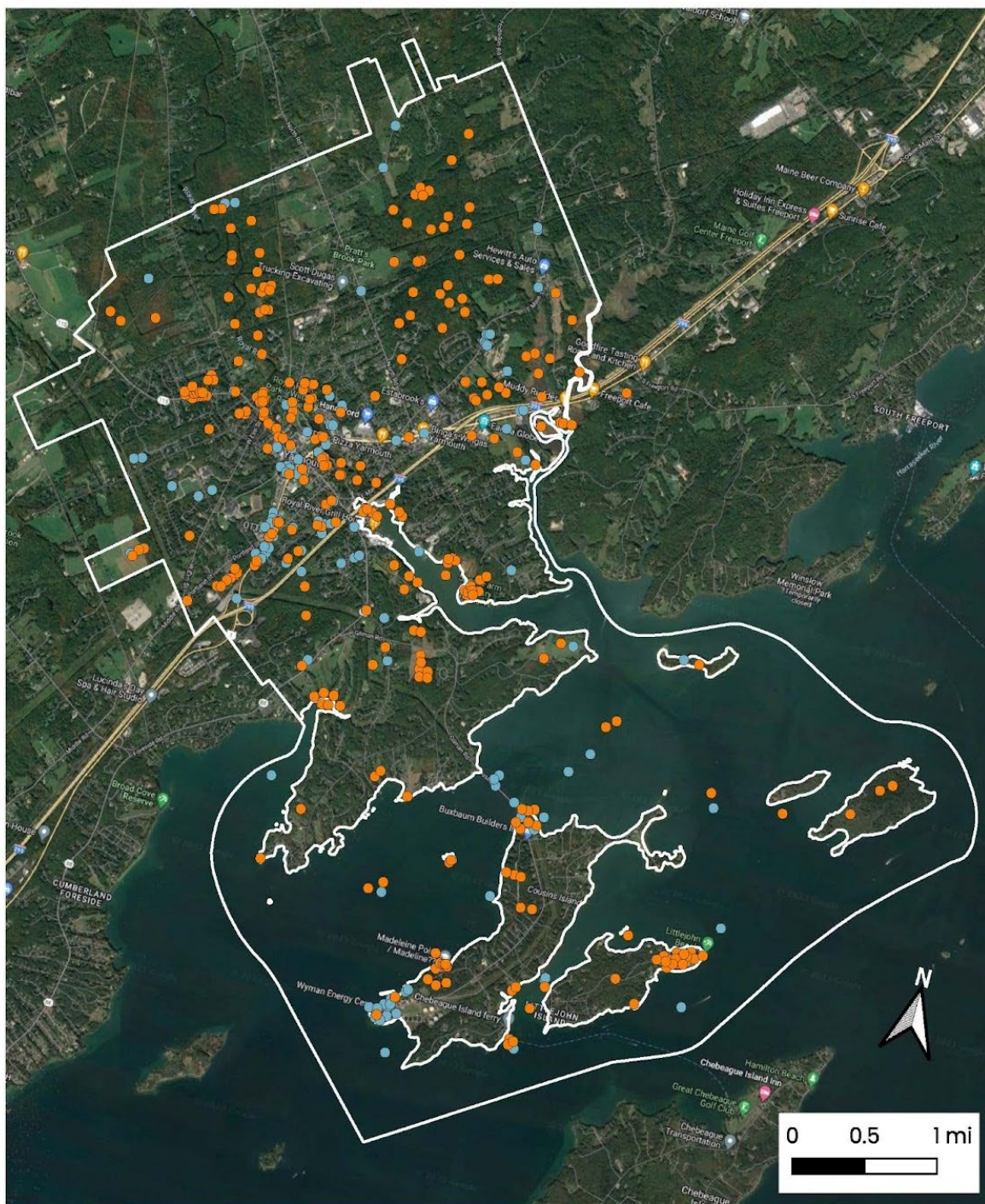
A large poster of Yarmouth was presented and those who chose to engage could add different colored dots to the map to indicate their preferences. In addition, participants could add other notes to the poster to provide any clarifying comments or to share any additional information. This activity was also duplicated on the project website.

The aggregated results of the exercise are presented in the map on the following page. The results of the mapping exercise are not unsurprising when taken in conjunction with the results of other engagement, such as the summer survey and the Community Conversations.

The places to protect and preserve are along the Royal River, large open spaces adjacent to existing open space such as Frank Knight Forest, coastal and estuarine areas along Casco Bay, the islands, and areas along the Cousins River.

Wyman Station and areas along Route 1 were identified as places where new investment, growth, and change should be focused. In addition, the Cousins Island Bridge and other critical infrastructure have been designated for investment, growth, and change.

## Summer Pop-Ups and Online Survey: Map Results



- Places that should be preserved and protected
- Places that should have new investment, growth, and change

Regarding the comments received during the pop-up events and online were categorized into five categories: safe streets, connectivity and open space, public access, Town amenities and facilities, and islands.

Safe Streets	More bike paths and sidewalks that connect to places where people want to go like the YMCA and into Portland Vehicular speeds are problematic in some areas in town
Connectivity and Open Space	Wayfinding is important for locals and visitors alike Wildlife corridors should be established through open space preservation Preserve farmland and existing open space
Public Access	Water access points need investment Parking is limited at Royal River Park and other loved open spaces and parks Accessibility to and within town-owned access points is needed
Town Amenities and Facilities	Desire to see more restaurant options Affordable housing is needed Recreation opportunities like a pool
Islands	Island neighborhoods are unique Wyman Station presents opportunities

Other comments included some thoughts on flooding and resilience within Yarmouth. In general, the responses are consistent with the results of the summer survey described in this report and the other engagement efforts that continued into the fall of 2023.

# PLAN YARMOUTH



## Community Conversations Results & Analysis November 2023

Erin Zwirko, Director of Planning & Development, Town of Yarmouth



## Overview

The Yarmouth Comprehensive Plan team held three topic-based Community Conversations events in Fall 2023 to support the development of the Comprehensive Plan Update. The topics selected were **Housing, Economy, and Environment & Natural Resources**. The topics were chosen by the Comprehensive Plan team as they encompass both the built environment and the natural environment of Yarmouth, and relate to the major themes we heard in the summer survey. Each session provided an opportunity for the community to have deeper discussions on these topics and get more nuanced feedback than the high-level questions in the summer survey.

Each event was held in-person in the same location on a Monday evening on September 18, September 25, and October 2. Events began with a brief presentation by the project team's subject matter experts. Following the presentation, attendees worked in groups to discuss targeted questions on each subject. Groups were led by table facilitators consisting of members of the Comprehensive Plan Steering Committee, the project team, and other community volunteers. Before the event ended, facilitators or other volunteers shared a brief report of what was discussed at each table. After the event, the presentations and video recordings of the events were made available on the Plan Yarmouth website, with online analogues of each activity.

During the same period of time, members of the Comprehensive Plan Steering Committee held a companion event about the needs of the growing number of Yarmouth residents who work from home. These results are also shared in this report.

In addition to the Comprehensive Plan Update, the Town of Yarmouth is concurrently working on developing its first Climate Action Plan. The Yarmouth Climate Action Task Force and the Yarmouth Sustainability Coordinator held a Community Action Workshop on October 10. Because of the interconnectedness of these two important planning processes, relevant results from the Community Action Workshop are referenced where there is overlap with the results from the Community Conversations.

# Housing

## *Event Overview*

*Community Conversations: Housing* was held on Monday, September 11, 2023 from 6 PM to 8 PM. 53 people attended the event, plus staff and facilitators. Jeff Levine of Levine Planning Strategies and a member of the Comprehensive Plan Team gave a presentation on the data incorporated in the Housing Inventory Chapter and the results of the Housing Affordability Market Study prepared by Levine Planning Strategies. The presentation shared important data points such as:

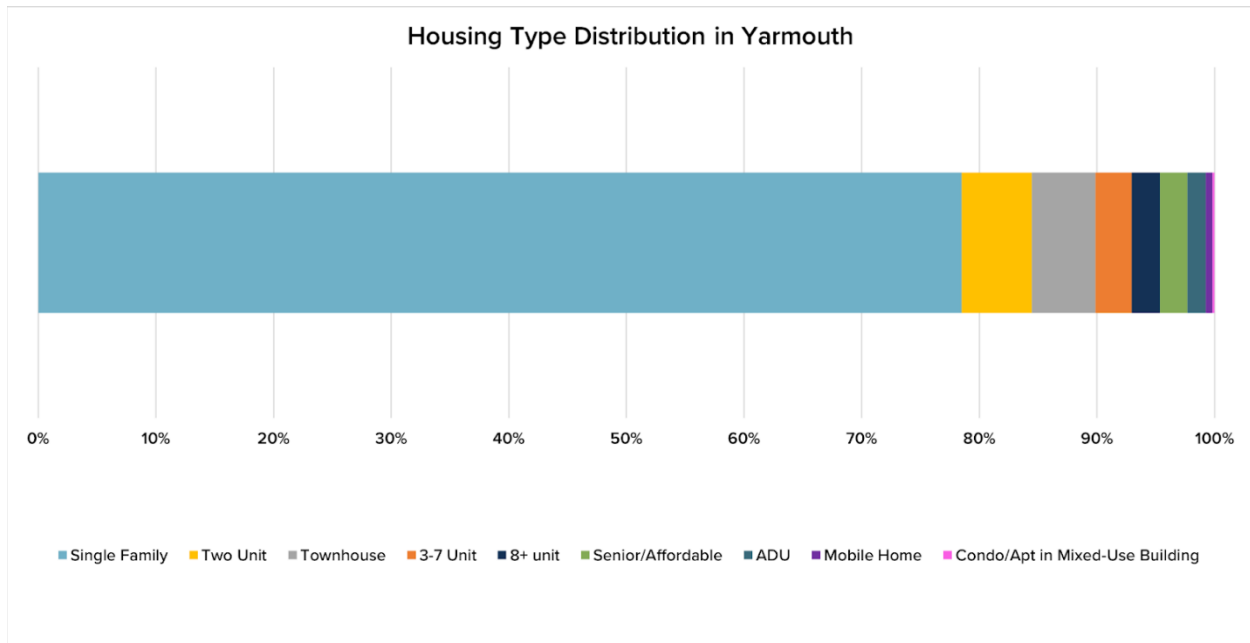
- Existing housing types in Yarmouth;
- Home construction over time in Yarmouth;
- Affordability data including the percent of households unable to afford the median-priced home and the resulting cost-burdened households in Yarmouth;
- Yarmouth's zoning limitations that affect the construction of new housing; and
- Number of homes needed to satisfy the current demand from renter and homeowner households based on income.

Armed with this information, small groups of attendees were asked to discuss what the mix of housing options should look like in Yarmouth in the future, where new housing should be located in Yarmouth, how new housing might relate to a variety of other topics, and strategies that Yarmouth can advance to create new housing. Attendees could also refer to Yarmouth's zoning map and land use map as well as the copies of the presentation.



## Housing Mix

Attendees were provided with a graph showing the existing mix of housing types in Yarmouth, shown below.

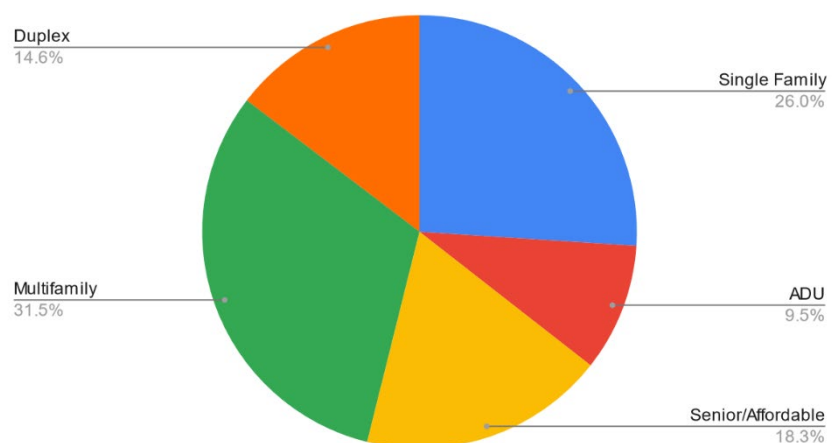


Based on this existing mix, each group was asked to consider what mix of housing types they would like to see be created in Yarmouth over the next 5 years. Groups were encouraged to discuss the housing types to gain a common understanding amongst group members as well as discuss other housing types that are missing. Each group developed their own categories for housing types and provided a distribution for what percentage of each type should be built.

Taking each group's housing mix and finding the average of each housing type, an average distribution was calculated.

Written comments on this activity and group comments at the end of the event illuminated that the participants did not recommend abandoning the single-family housing type in Yarmouth. However,

**Average Housing Distribution**



different types of single-family homes need to be available, such as cottages and smaller homes, and corresponding smaller lots, which in turn may be more affordable.

Many of the groups recommended that a baseline of affordable homes across all housing typologies be available in Yarmouth, with one group specifying 20 percent of all housing types be affordable.

Groups recommended, on average, that about one-third of new housing in Yarmouth should be multifamily. The summer survey yielded a similar result.

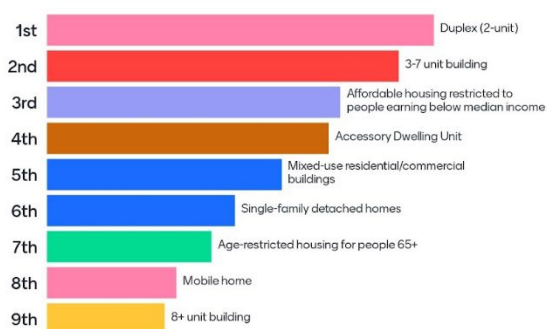
A version of this question was available online after the event. Respondents were asked to rank the housing types that should be built in Yarmouth over the next 5 years from a list of options:

- Single-family detached home
- Duplex (2-unit)
- 3-7 unit building
- 8+ unit building
- Age-restricted housing for people age 65+
- Affordable housing restricted to people earning below median income
- Accessory dwelling unit
- Mixed-use commercial/residential
- Mobile home

6 people responded. Results reflected the Community Conversations event and the summer survey in a desire for more multifamily housing, with duplex and 3-7 unit buildings ranked first. There was a strong preference for smaller multifamily

developments, with 8+ unit buildings ranked last. Affordable housing was ranked third. Accessory dwelling units were fourth and single-family detached homes were

## Housing Mix



Mentimeter



sixth, showing again that respondents want to keep building single-family homes in Yarmouth, but may be interested in different types of dwellings.

### *Housing Location*

For the next exercise, each small group was given a handful of beans and asked to place the beans on a print out of Yarmouth in places where new housing should be located. Each bean was not assigned a value; rather the groups could use more beans to illustrate higher density and fewer or no beans to illustrate less density of housing.

Two examples of the bean maps that illustrate the range of responses to this question from the small groups are shown below:



The bean map on the left illustrates one group's interest in high housing density within the Village and along major corridors. The bean map on the right illustrates some increased density along Route 1 and some major corridors, but limited new housing elsewhere in town, which is more consistent with the other maps prepared by attendees. The Comprehensive Plan team reviewed each bean map for

commonalities and where there was divergence. Those common locations across the eight bean maps include:

- Village and Main Street;
- Route 1;
- Major corridors and intersections;
- Vacant land between the Garmin building and Bayview Street; and
- Creating more density around existing developments such as the Brookside Condominiums and the Taymil properties.

Where there was less agreement was along minor corridors such as Sligo Road, North Road, Granite Street, and Bayview Street. Only two maps put beans on any of the islands, the example above, and another map that placed beans at Wyman Station.

A version of this question was available online after the event. Respondents were asked where in Yarmouth new housing should be built over the next 5 years, and could drop a pin on a map to share. Only two answers were provided: one near the current Tyler Technologies property by Route 1 and the 295 ramp, and one on Blueberry Cove Road where there is currently an existing development of attached townhomes.

The results of the summer survey echoed the Community Conversations results, with the top response identified for new housing being located along Route 1 and major corridors. The attendees at the Community Action Workshop also supported prioritizing density and mixed-use buildings in areas close to transit and economic centers.

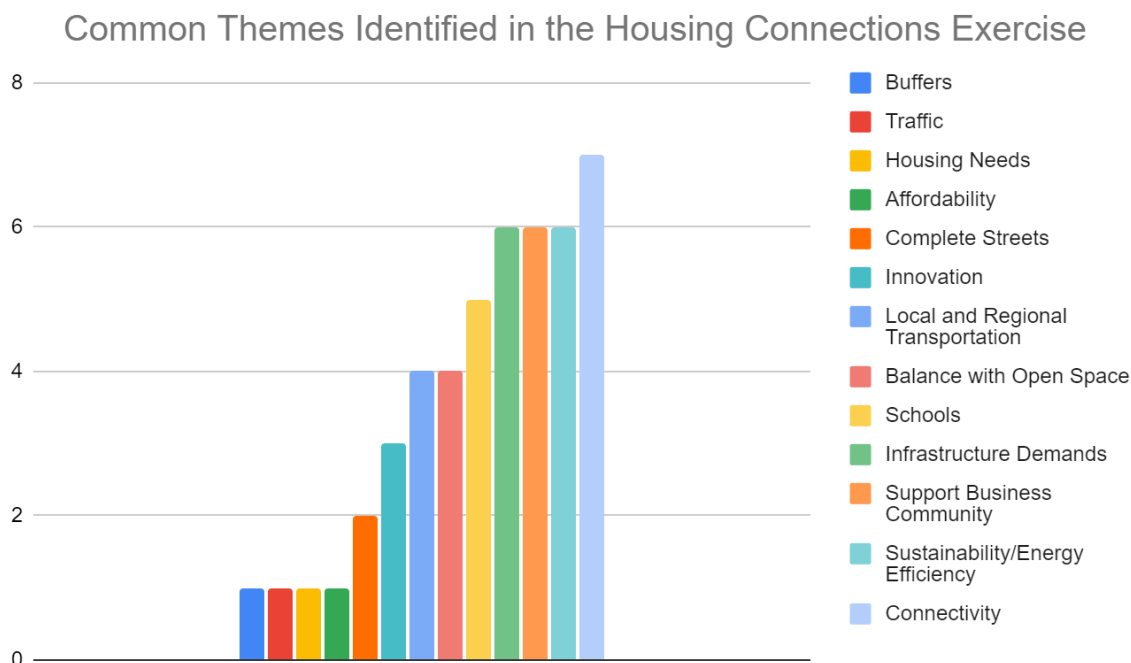
### *Housing Connections*

Attendees were given the opportunity to think about what impacts the housing mix and locations they just developed would have on other aspects of life in Yarmouth: transportation, community amenities & infrastructure, open space & recreation, public schools, facilities, & services, energy efficiency & greenhouse gas emissions, and economy.

The Comprehensive Plan team reviewed the responses and assigned themes to the various connections identified by each small group. The most often cited item was connectivity – not only references to infrastructure to support walking and biking, but also local and regional transportation. Not unsurprisingly, there were many

references to the schools and infrastructure demands and striving to protect valuable open spaces. Other common themes cited include: sustainability and energy efficiency, housing supporting the business community.

The chart below illustrates how often various themes came up across the various small groups:



The same question was posed to respondents online. Only one person answered, citing the need for affordable workforce housing.

The respondents to the summer survey also expressed strong support for public transit improvements and supporting a community that is walkable and bikeable. Attendees at the Climate Action Plan Community Action Workshop provided input on high priorities consistent with the themes found in this exercise including preserving open space with a focus on wildlife corridors, aligning future development and building construction with climate goals, and supporting public transit and connectivity within Yarmouth.

## *Housing Strategies*

Optionally, attendees could identify actions they would like to see the town of Yarmouth take to encourage this new housing. Not every group was able to complete this exercise, but the variety of responses suggested that the current zoning needs to be updated to support housing needs, there should be density bonuses for transit-oriented development, and affordable housing development needs to be incentivized.

The same question was posed to respondents online. Two respondents answered. One person listed affordability strategies: inclusionary zoning, support ADUs, create a housing trust, and commit town-owned land to affordable housing. Another person suggested that vacant buildings in town could be converted to affordable housing, and all housing should be surrounded by green space.

The variety of strategies provided suggests the desire by many members of the community to support and incentivize affordable housing. At the same time, others want to focus on balancing priorities and preserving Yarmouth's built environment and open space when addressing housing issues.

## **Economy**

### *Event Overview*

*Community Conversations: Economy* was held on Monday, September 18, 2023 from 6 PM to 8 PM. 23 people attended the event, plus staff and facilitators. Tom Dworetsky, of Camoin Associates, and a member of the Comprehensive Plan Team gave a presentation on the data incorporated in the Economy Inventory Chapter and the results of the Real Estate Market Analysis prepared by Camoin Associates. The presentation shared important data points such as:

- Key demographic trends on population and age, commuting, job growth, and growing industries;
- Yarmouth's key assets and strengths within in the region;
- Residential, retail, industrial, and general office market opportunities; and
- Key economic issues and needs in Yarmouth.



Following the presentation, attendees divided into small groups for discussion. Each small group was asked to complete four exercises: what businesses are missing in Yarmouth and where they should be located, what municipal actions to take to strengthen the local economy, what municipal actions to take on the creative economy, and what municipal actions to take on the working waterfront. Attendees could also refer to Yarmouth’s zoning map and land use map as well as a map of Yarmouth’s retail trade area and copies of the presentation.

### *New Business Growth: Missing Businesses and Appropriate Locations*

Each small group was given a poster-size chart of business types for consideration. Each poster also provided space for groups to fill in any other business types that the group identified as missing in Yarmouth. Each attendee voted for five preferred businesses as part of the small group discussions. The photo on the following page is an example of one of the complete charts, illustrating how each small group rated each business category and added other ideas based on the group conversation.

When aggregating the responses from each table, the following top businesses were identified as missing in Yarmouth:

- Restaurants (full service, quick service, cafes, and diners);
- Outdoor recreation and agri-tourism;
- Boutique retailers;
- Daycare and childcare; and
- Urgent care.

This list diverges somewhat from the top five businesses identified for growth in Yarmouth in the summer survey. The top business type identified in the summer survey was restaurants and cafes, consistent with the results from the Community Conversation. Summer survey respondents identified the next four needed business types as small businesses and shops, working waterfront and ocean-based businesses, art studios and maker spaces, and entertainment activities. There is likely overlap between small businesses and shops and boutique retailers when comparing the Community Conversation results and the summer survey results, suggesting that the small business community is important to Yarmouth residents.

There are connections between the open-ended comments in the summer survey and the highly ranked missing businesses. A number of survey responses focused on family-oriented businesses, and both indoor and outdoor recreation were highly ranked in this event. Further, in the photo example above, this small group suggested that small department stores, such as a Reny's, are missing from Yarmouth, but the summer survey responses were clear that large box stores are not appropriate for Yarmouth.

The second part of this exercise asked attendees where they would locate their top new businesses in Yarmouth. Each small group was asked to identify where in Yarmouth new business growth would be appropriately located. Each table was given a second poster-sized chart as seen in the photo below and the options for

**Community Conversation Economy**  
YARMOUTH

**What business types are missing from Yarmouth?**  
Review the list below.  
Place a blue dot next to the top 5 business you wish you had in Yarmouth.

Full service restaurants	• •
Quick service restaurants	
Supermarkets/grocery stores	
Specialty food stores	
Pharmacies	
Clothing stores	
Bookstores	
Furniture stores	
Small department stores	Small department stores, such as Reny's • • •
Boutique retailers	
Barber shops and hair/nail salons	
Pet stores	•
Drycleaners	
Movie theaters	
Health/fitness centers	
Indoor recreation	• • •
Outdoor recreation	•
Urgent Care	
Outpatient medical services	
After-school tutoring	•
Day care/child care	
Music/Arts Education	
Museums	
Live Entertainment venues	•
Other: Energy Generator	• •
Other: Agri Tourism	Apple Orchard, Corn Maze, Pumpkin Picking, Maple Syrup • • •
Other:	•

locations for new business growth included along Route 1, in the village, in neighborhoods, and elsewhere in town.

**Fill in the chart with your table's top 5 missing businesses. If you had these businesses in Yarmouth, where should they be located?**

Business Type	Along Route 1 (high visibility, car access)	In the village (smaller, walkable, downtown)	In neighborhoods (local amenities)	Elsewhere in town (new development areas)
Full Service Restaurants - Destination Restaurants - Medium Price	Yes	Yes		
Quick Service Restaurants Cafes open on weekends Breakfast Spots	Yes	Yes		
Boutique Retailers	Yes	Yes		
Clothing Stores	Yes	Yes		
Urgent Care (for pets as well -- Vets)	Yes	Maybe?		

Wyman  
Day care

Recreation uses

Across the small groups, most new business growth was recommended to be located along Route 1 and in the village, especially for all types of restaurants. Urgent care for people and pets and outpatient medical services were also recommended for Route 1. Boutique retailers and other small businesses were recommended primarily in the Village. One group identified high-end hospitality and accommodations as a new business type for Yarmouth, and recommended it to be located along Route 1 and in the Village.

Turning to new business growth in neighborhoods, the groups recommended daycares, full-service restaurants, boutique inns, and indoor recreation be available.

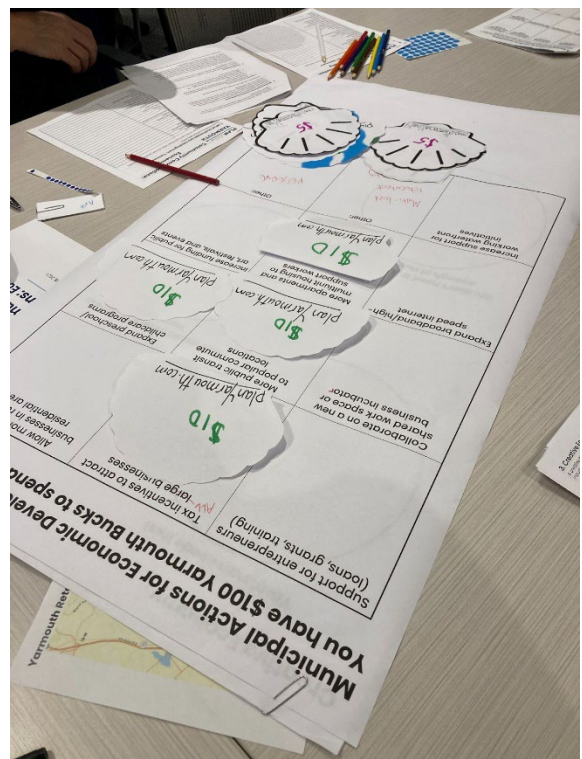
Specifically on Cousins Island, one group recommended new retail options. Groups specifically identified Wyman Station on Cousins Island as a good location for recreation, waterfront services, and aquaculture support. Further, another group identified East Elm Street at Depot Road as a good location for new light manufacturing. Finally, agritourism and outdoor recreation was identified for areas beyond Route 1 and the Village and not necessarily as a neighborhood amenity.

Following the event, a similar prompt was posed online. Respondents were asked what businesses are missing in Yarmouth and where they should be. Three people replied, requesting: restaurant with breakfast/moderately priced dinner, tech firms or incubators with mid to high paying jobs, and an inn/bed and breakfast.

## *Municipal Actions for Economic Development*

For this exercise, the small groups were given \$100 Yarmouth Bucks to allocate to different municipal actions to support economic development. Each small group was directed to divvy up their \$100 toward a variety of actions Yarmouth could take including:

- Support for entrepreneurs (loans, grants, training);
- Tax incentives to attract large businesses;
- Allow more small businesses in rural and residential areas;
- Collaborate on a new shared work space or business incubator;
- More public transit to popular locations;
- Expand preschool/childcare programs;
- Expand broadband/high speed internet;
- More apartments and multiunit housing to support workers;
- Increase funding for public art, festivals, and events; and
- Increase support for working waterfront initiatives.

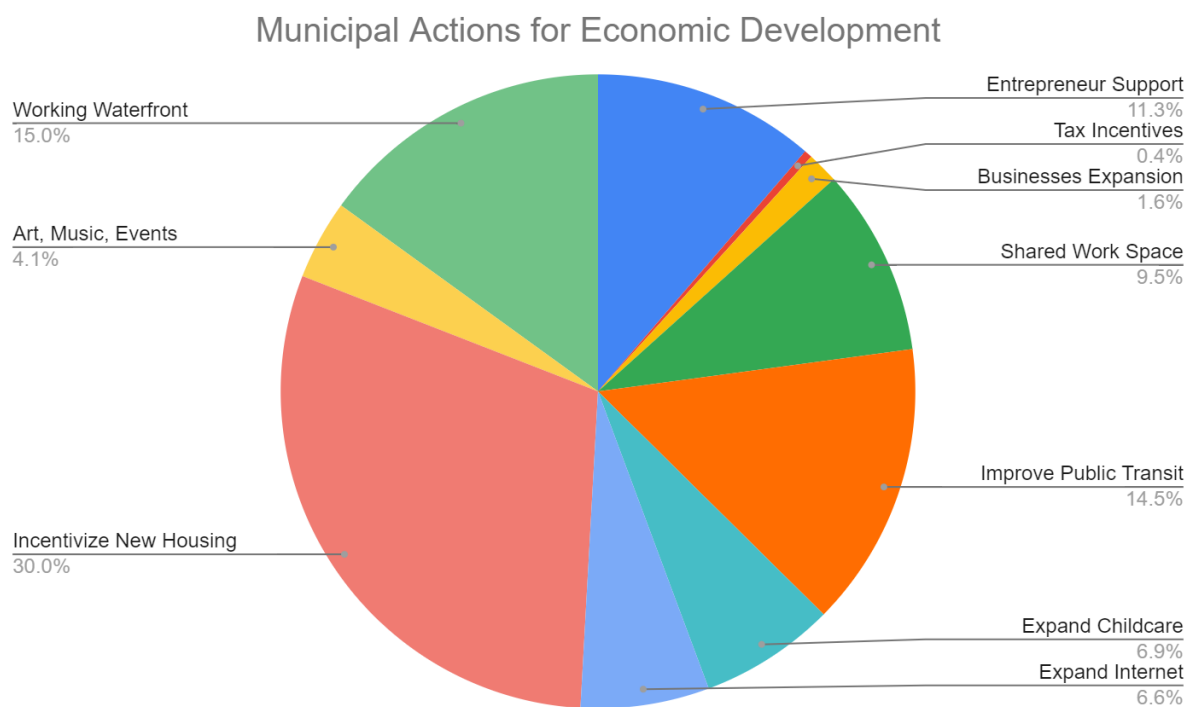


As with other activities, the small groups could add their own suggested municipal actions.

By aggregating the data across the small groups, the categories that received the highest amount of Yarmouth Bucks are:

- Incentivize new housing options;
- Increase support for working waterfront initiatives;
- Improved public transit to popular locations;
- Collaborative on a new shared work space or business incubator; and
- Support for entrepreneurs.

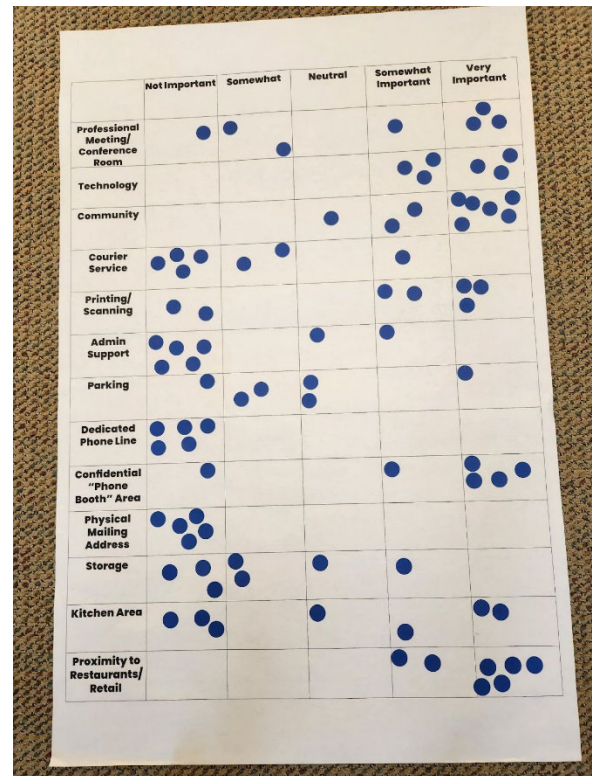
The following chart illustrates how the small groups in the aggregate distributed Yarmouth bucks across the topics.



“Other” responses included tax incentives for small businesses, outdoor recreation, entertainment, satellite parking in the Village, and trail connections. The results suggested that the small groups found consensus on supporting the small businesses in Yarmouth and expanding those opportunities for small businesses. These results are consistent with the feedback received through the summer survey.

The focus on collaborating on a shared work space or business incubator is consistent with the Town's Economic Development Advisory Board's current plan to focus on workforce development, business resources through shared work space, and business attraction.

At a companion event focused on remote work, the Comprehensive Plan Steering Committee learned that remote workers desire better internet infrastructure in the community. Although it was rated lower priority at the Community Conversation, the discussion at the remote work event illustrated that internet infrastructure in Yarmouth is still lacking. At the same event, attendees were asked about features of a



shared work space that would be considered important. Attendees indicated that the sense of a community would be the most important aspect of a shared work space, whereas features such as a dedicated phone line, administrative support, and a physical mailing address were not as important to attendees. (Results of community preferences for a shared workspace are in the photo above.) Although most of the attendees indicated that the firms they work for provide significant support for remote work, those who do not have that support system would benefit from growth strategy, graphic design and marketing, and technical support services.

Online, respondents were asked to share on a scale of 1-5 how much they agree (5) or disagree (1) with the following municipal actions. Two people responded.

- Support for entrepreneurs: average rank 2
- Tax incentives for large businesses: average rank 1
- More small businesses in rural/residential areas: 3
- Support public transit to popular commute locations: 5
- Expand preschool/childcare programs: 3
- More workforce housing: 3
- New coworking space or business incubator: 1.5
- Expand high-speed internet: 5

The small number of respondents means these rankings are not representative, but the two respondents did also highly value public transit and workforce housing, which were some of the top-ranked municipal actions in the in-person activities.

### *Creative Economy and Working Waterfront*

The final two activities required the small groups to consider two niches of Yarmouth's economy, the creative economy and the working waterfront. For the two exercises, the small groups were provided with a list of elements that support these economies and were asked to determine whether Yarmouth needs that element, would be nice to have, or has enough of that element or it is not needed.

For the creative economy, the pre-selected elements included:

- "Percent for art" tax fund for arts and culture;
- Event space;
- Studio space;
- Visual/performing arts classes for kids;
- Visual/performing arts classes for adults;
- Public art installations;
- Sidewalk vendors;
- Music festivals; or
- Art fairs.

Each small group could also identify other elements that were important to the attendees.

Overall, the exercise illustrated that there are strong organizations in Yarmouth that already offer many of the items on the list, such as youth and adult classes and studio space. The "need to have" items included event space, sidewalk vendors (but not blocking the sidewalk), and music festivals. The "nice to have" items included studio space and public art installations. The items identified as not needed included the percent for art tax fund, youth and adult classes, and art fairs. An additional item identified included marketing to showcase Yarmouth's local creative economy to Yarmouth and the region.

Online, respondents were asked to rank the same list of creative economy elements in order of preference. Only one person answered. They ranked visual and performing arts classes for kids and adults highest, differing from the in-person results. Similar to

the in-person results, they also highly valued public art, art fairs, and studio space. "Percent for art" tax fund was ranked lowest.

For the working waterfront, the pre-selected elements included:

- Public wharves, piers, and boat ramps;
- Dedicated moorings for commercial use;
- Waterfront parking for commercial use;
- Boat and gear storage;
- Waterfront processing facilities;
- Education and job training;
- Increased shoreline and beach access;
- Public facilities (changing rooms, bathrooms, etc);
- Recreational boat tours;
- Waterfront dining;
- Address vulnerability to sea level rise; and
- Water-dependent energy generation (i.e., offshore wind).

As above, the small groups could also provide other responses.

Although not all of the groups completed this exercise, the responses that were received illustrate the tension between providing access to the waterfront for commercial users and for recreational uses when most of the shoreline in Yarmouth is privately owned. Additionally, more education may be needed in the community to understand what is needed to support a working waterfront today. There was strong interest in increased public access, boat ramps, public facilities, and energy generation. There was moderate support for dedicated commercial moorings, storage, and education. The responses were divided on recreational boat tours, waterfront dining, and other "touristy" activities.

Online, respondents were asked to rank the same list of working waterfront elements in order of preference. Only one person answered. They ranked "address sea level rise" highest, followed by public facilities and public wharves, piers, and boat ramps. Commercial activities were ranked lower.

### *Open-Ended Questions*

The event also featured two open questions which attendees could respond to any time during the event. The two questions asked were:

- What are the biggest obstacles to starting or running a business in Yarmouth?
- If you could give input on the redevelopment of Wyman Power Station, what public benefits would you like to see?

The responses received to the first question included parking, staffing, and access for deliveries. These responses (parking and access for deliveries) suggest that Yarmouth's commercial districts do not provide space for indirect support for businesses, and this may be truer for the Village and Main Street.

The responses received to the second questions included providing a commercial tax base, establishing an environmentally sound business, and that appropriate future uses may be a park, a new mixed-use space open to the public, or a modern power plant. The commonality between these responses is that it should be put into productive use that could have public benefits for Yarmouth and the region.

## Environment & Natural Resources

### *Event Overview*

*Community Conversations: Environment & Natural Resources* was held on Monday, October 2, 2023, from 6 PM to 8 PM. 29 people attended the event, plus staff and facilitators. Bina Skordas of FB Environmental, and a member of the Comprehensive Plan Team gave a presentation on the data incorporated in the Natural Resources, Marine Resources, Agriculture and Forestry, and Recreation Inventory Chapters. The presentation shared important data points such as:

- Highlights on invasive plant species, groundwater water quality, stormwater management, and fish passage on the Royal River;
- Coastal bluff stability;
- Land conservation;
- Threats to water quality;
- Highlights on marine resources including important habitats, threats to marine resources, water-dependent commercial activities, and access; and
- Impacts of climate change on recreation and agriculture and forestry.

This presentation was more substantial than at the previous Community Conversation events, so the attendees were asked to complete fewer exercises in small groups. The first exercise was a mapping exercise where attendees used

different colored dots to identify locations in Yarmouth that should be prioritized for ecological value and resiliency, and locations that should be preserved for recreation uses.

For the second exercise, the small groups reviewed various municipal priorities to protect environmental quality, increase access to open space, and prepare for the impacts of climate change. Attendees could also refer to Yarmouth's zoning map and land use map and copies of the presentation.



### *Places to Protect*

In the mapping exercise, attendees used different colored dots to designate areas in Yarmouth for ecological value and resiliency, or for recreation. Identified locations could be designated for both priorities. Attendees could also provide comments by

adding sticky notes to the map. The photo to the right of one group's map is representative of the feedback received through this exercise.

The Comprehensive Plan team reviewed each map and cataloged where attendees placed the different colored dots. The most common responses are provided below. Many of the groups designated the same locations as needing to be preserved for ecological value and resiliency, as well as for recreational opportunities.

The following locations in Yarmouth were most commonly recommended to be preserved for ecological value and resiliency:

- Land adjacent to the Royal River;
- The Garmin/DeLorme property;
- Sandy Point Beach and Camp SOCI on Cousins Island;
- Wyman Station;
- Archdiocese land on either side of Whitcomb's Way near the Yarmouth Water Treatment Plant;
- Large vacant privately-owned land near existing important resources and open spaces.

The large vacant parcels consisted of parcels around the Frank Knight Forest and Pratt's Brook Park; at the mouth of the Royal River; along Cousins River; and off of Sligo Road. Although not necessarily vacant, the land around the estuary that intersects with Princes Point Road was also identified as an important area for ecological value and resiliency.

The following locations in Yarmouth were most commonly designated as recommended to be preserved for recreation:

- The Saint Lawrence and Atlantic railroad corridor;
- Sandy Point Beach;



- Wyman Station;
- Maine Coast Heritage Trust property at corner of Granite Street and Old County Road;
- The Garmin/DeLorme property;
- Privately-owned land at the end of Bucknam Point Road;
- Town-owned land adjacent to the Yarmouth Water District;
- Large vacant privately-owned land around Frank Knight Forest and Pratt's Brook Park;
- Archdiocese land on either side of Whitcomb's Way near the Yarmouth Water Treatment Plant.

These two lists have many overlapping locations, illustrating how land preservation could serve both ecological and recreation purposes in Yarmouth, and accommodate other priorities such as access to the waterfront, accessible trails, and wildlife corridors and connectivity.

As noted above, each small group could also provide additional information through written notes on the maps. Those comments were categorized into different themes as outlined in the chart below with examples:

Theme	Examples
Accessibility	"Accessibility for all users"
Buffers	"Buffers along Royal River are critical" "Wider buffers along waterways"
Connectivity	"Protect wildlife corridors and ensure there is connectivity even under roads" "Wayfinding and connections"
Preservation	"Permanent protections for town owned property"
Process	"Implement/build on Open Space Plan" "Prioritize high value ecological sites"
Regulations	"Steep slopes protection and ordinance" "Assess coastal bluffs for updated maps and regulations"
Water Quality	"Water quality is important for aquaculture industry" "Look at septic systems along Casco Bay"

Following the in-person workshop, a similar mapping activity was placed online. Participants could drop a blue pin on a map in places that should be protected for environmental value, and an orange pin in places that should be protected from recreation. Only two pins were dropped, both on the Cousins Island power line corridor. The respondent added a note that habitat on Cousins Island has been damaged by CMP.

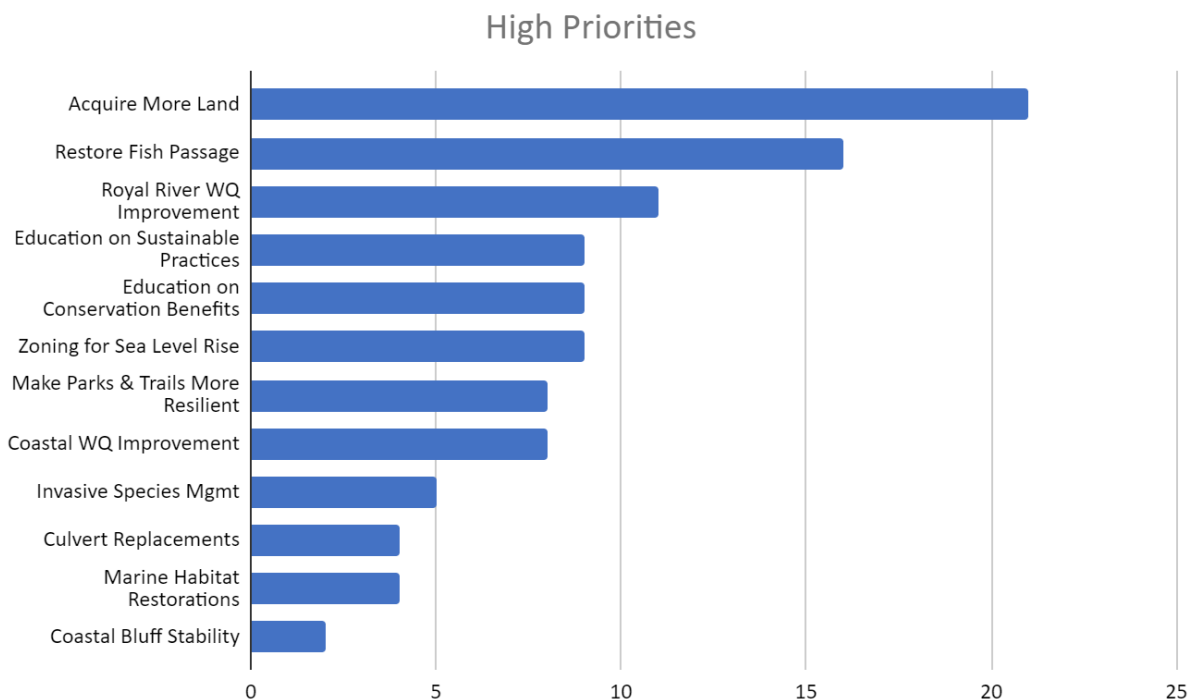
The results from the Climate Action Plan Community Action Workshop mirror the results recorded from this mapping exercise. One of the highest priorities for natural resources coming out of the Community Action Workshop was to protect 400 to 500 acres of land through focused acquisitions prior to 2050. In addition, the attendees at the Community Action Workshop recommended new regulatory and incentive strategies to protect trees within the community and to reduce clear cutting. There was also interest in conserving land with a focus on wildlife corridors and maximizing the tree canopy.

### *Municipal Priorities*

The focus of the second exercise was for the small groups to identify high and medium priority municipal actions from a pre-selected list. Attendees also had the chance to add their own recommended priorities. Dots were used to differentiate between high and medium priorities. The pre-selected priorities included the following:

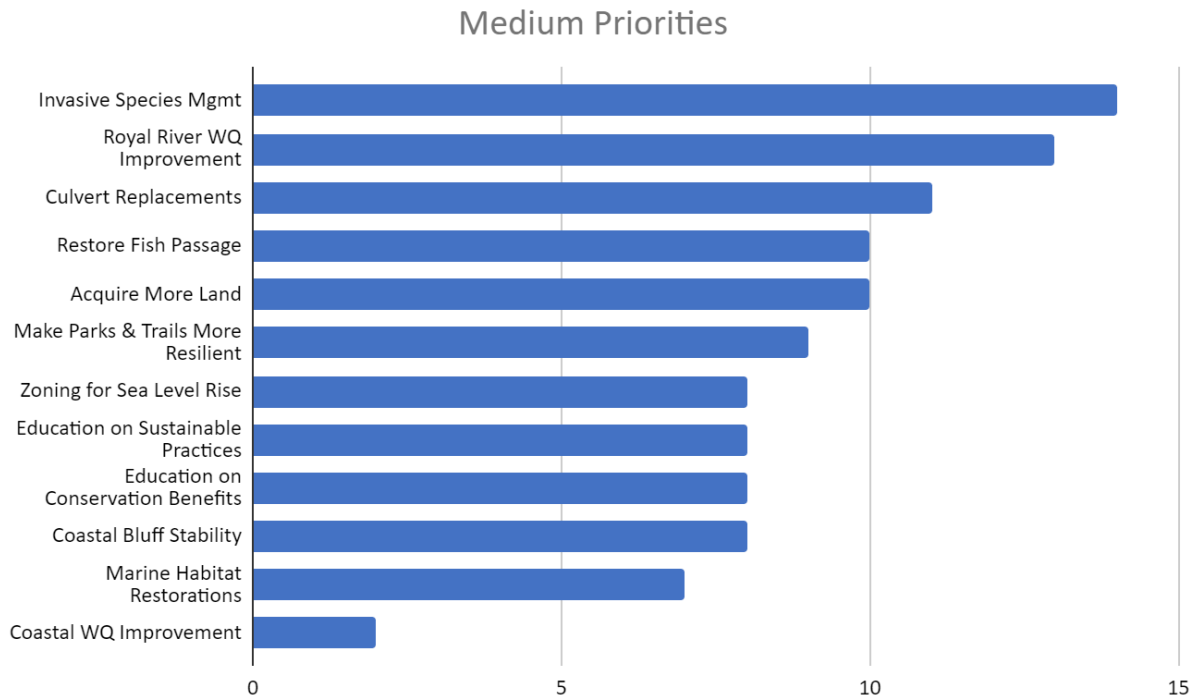
- Coastal water quality improvement;
- Marine habitat restoration;
- Royal River water quality improvement;
- River restoration for fish passage;
- Coastal bluff stability;
- Zoning for sea level rise;
- Make waterfront parks & recreation trails resilient to sea level rise;
- Invest in culvert replacement projects to reduce flood risk;
- Invasive species management;
- Invest in acquiring more conservation land;
- Educate large private landowners on the benefits of easements for conservation and recreation; and
- Educate homeowners on sustainable land care practices (native plants, pesticide and fertilizer use, etc).

The Comprehensive Plan team aggregated the results across the groups. The chart below illustrates the high priority ranking.



The top five high priorities were investing in acquiring more conservation land, restoring fish passage on the Royal River, Royal River water quality improvements, education for property owners, and zoning for sea level rise. These top three priorities have implications throughout Yarmouth and are big picture priorities for the community to address. These results are consistent with the results of the Climate Action Plan Community Action Workshop.

The next chart illustrates how the groups ranked the pre-selected priorities as medium priorities. If we took out the items ranked the highest of the high priorities, the top five medium priorities include invasive species management, culvert replacements to reduce flooding, making parks and trails more resilient, coastal bluff stability, and marine habitat restoration. In comparing these items to the high priority items, these actions are more targeted to specific areas in town, with the exception of marine habitat restoration.



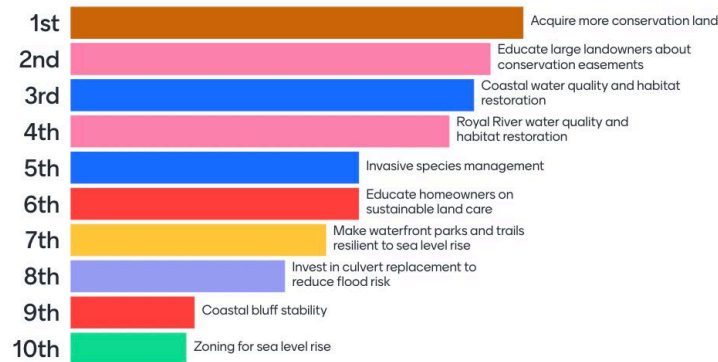
Other priorities that were identified by the small groups include the following items:

- Provide accessible trail systems;
- Protect the health of the tree canopy and increase the tree canopy each year;
- Eliminate point source pollution and other stormwater management improvements;
- Act regionally to address water quality improvements in Casco Bay;
- Educate the community on the threats of erosion from climate change;
- Provide multilingual outreach on these topics.

Respondents online were asked to rank the same municipal priorities. Seven people responded. Notably, acquiring more conservation land was also the top-ranked priority. The other high priorities were education for large landowners, coastal water quality, and Royal River water quality. Zoning for sea level rise and coastal bluff stability were the lowest-ranked priorities. (See chart on following page.)

Comparing these results to the feedback received in the summer survey about priorities for Yarmouth, there is clear consistency in the goal of preserving open space within the community, and a desire for Yarmouth to be a leader in addressing climate change and sea level rise. Access to and connectivity around open spaces for wildlife as well as people were also referenced often in the summer survey.

## Rank these municipal priorities.



### Open-Ended Question

The event also featured an open question which attendees could respond to throughout the evening: what factors are most important when considering the future of the Royal River dams?

The responses received to the question were mixed, but one response noted that whatever is done, it must be done correctly after the completion of the analysis currently underway by the Army Corps of Engineers. Other responses noted that there is the opportunity to reverse the impacts to biodiversity and the natural riverine ecology resulting from the dams. Still others noted that the fish ladders can work properly even if the dams remain. Finally, another response noted that the removal of the dams could help mitigate global warming and sea level rise projections.

# PLAN YARMOUTH



## **Future Land Use Workshop & Survey Results & Analysis December 2023**



## Overview

On November 13, 2023, North Star Planning, assisted by Yarmouth town staff and the Comprehensive Plan Steering Committee, held a Future Land Use Workshop at Patriot Insurance from 6–8 PM.

48 people attended the event, which began with a 30-minute presentation from North Star Planning. The presentation started with an overview of data analysis and trends from the summer survey and Community Conversations events. Next, the presenters explained the process of future land use planning, including state requirements and Yarmouth's 2010 rural and growth areas, as well as key areas of town that came up often in public participation so far: Main Street and the Village, Route 1, residential neighborhoods, and the rural/coastal/island areas.

Attendees were then prompted to visit stations around the room open-house style, at their own pace. Stations included prompts about each key area of town, as well as a selection of conceptual renderings for people to react to.

An optional 6-question survey provided the opportunity to give more feedback on these issues, as well as to share additional ideas. Following the workshop, the 6-question survey was made available online to allow additional community members to participate. The survey was shared via the Plan Yarmouth email list and through the Town's channels. 72 people responded to the survey in total. Not all respondents answered every question.

## Future Land Use Workshop Results

### *Main Street and the Village*

Yarmouth's Main Street and Village are highly valued parts of town that help create a sense of community and identity. Along Main Street, the Town's Character Based Development Code works to guide new development in a compatible style with the historic New England village center. Previous public engagement suggested these areas should be preserved, but could also be enhanced.

Attendees were presented with different strategies to make Main Street and the Village more active and vibrant. The most selected strategies were outdoor dining, more small businesses, and public transit. The least selected were closing streets to cars, and sidewalk vending.

#### **What strategies would make Main Street and the Village more active & vibrant?**

Outdoor Dining	25
More small businesses	22
Public transit	15
Public art/murals	10
More residential development	9
Food trucks	7
Close streets to cars (temporarily or seasonally)	6
Sidewalk vending	1

These results indicate that people largely enjoy the way Main Street and the Village are now, but are interested in a greater variety of businesses and restaurants, and

more things to do downtown. Preferences correspond with the results from the Community Conversation event on Yarmouth's economy, where people indicated restaurants, recreation, and boutique retailers were the most desired businesses in Yarmouth. Restaurants, cafes, and small businesses were also the most commonly selected types of businesses in the summer survey.

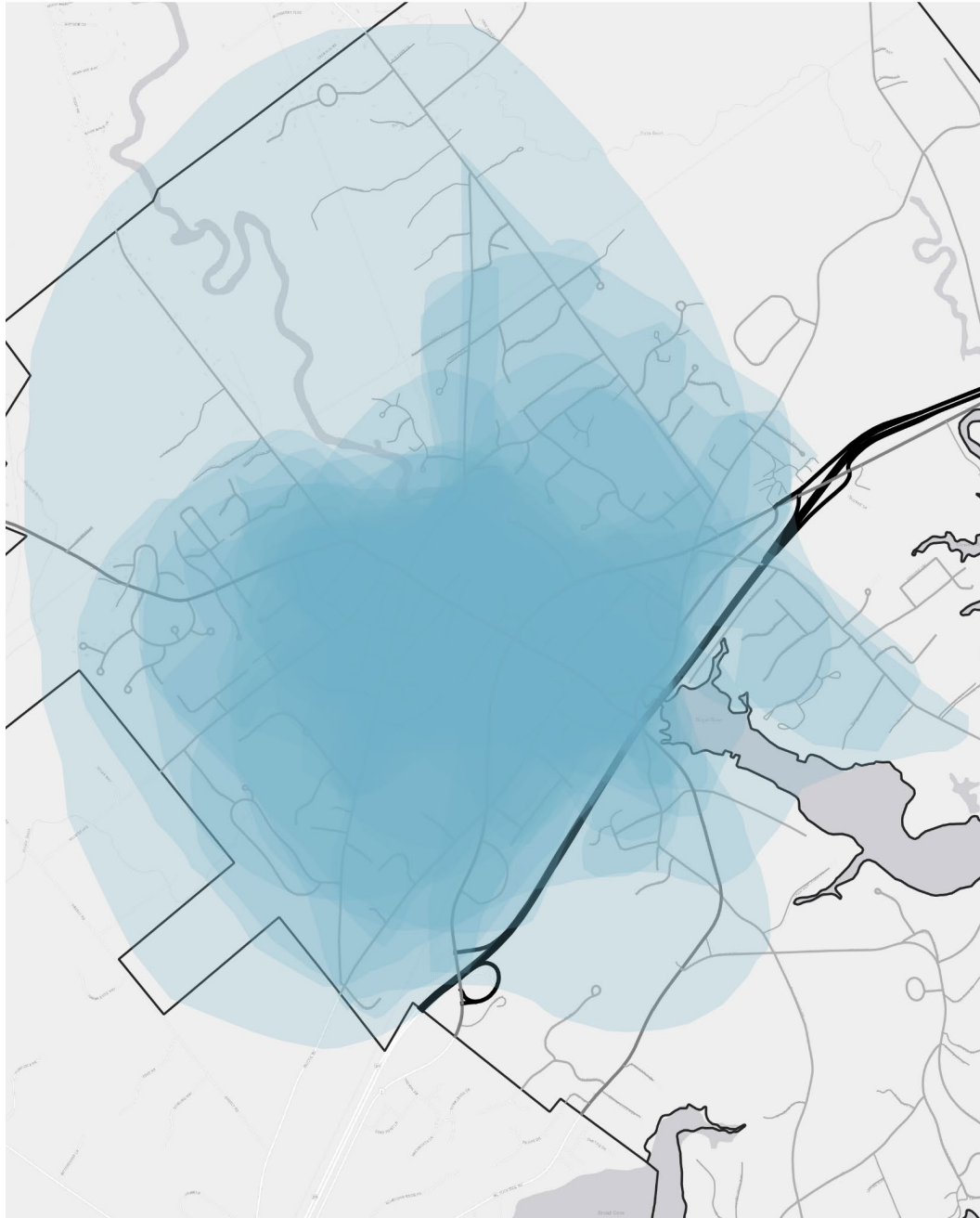
Attendees added their own suggestions to this question on post-it notes. Some attendees expressed their agreement with what was written on the post-it notes with dot stickers. The most popular suggestion was more bike lanes/sidewalks/walking paths: 11 people suggested and agreed with this idea. Other popular suggestions were: move utilities underground (8 people suggested and agreed), and to preserve existing and add more open space in the village (5 people.)

Other comments and suggestions include:

- *"Parking so people can walk to the village"*
- *"Encourage mixed-use development in village - retail on ground floor, residential above, 4 story maximum"*
- *"Night market!"*
- *"Encourage more art/music/special events to attract visitors and hotels"*
- *"You cannot have a vibrant main street without the dense residential surrounding it. One can't survive without the other, both are vibrant."*
- *"Not more residences, but gathering places inside (restaurant) and outside (more parks and spots like sitting under the overpass)"*

### **Circle the Village**

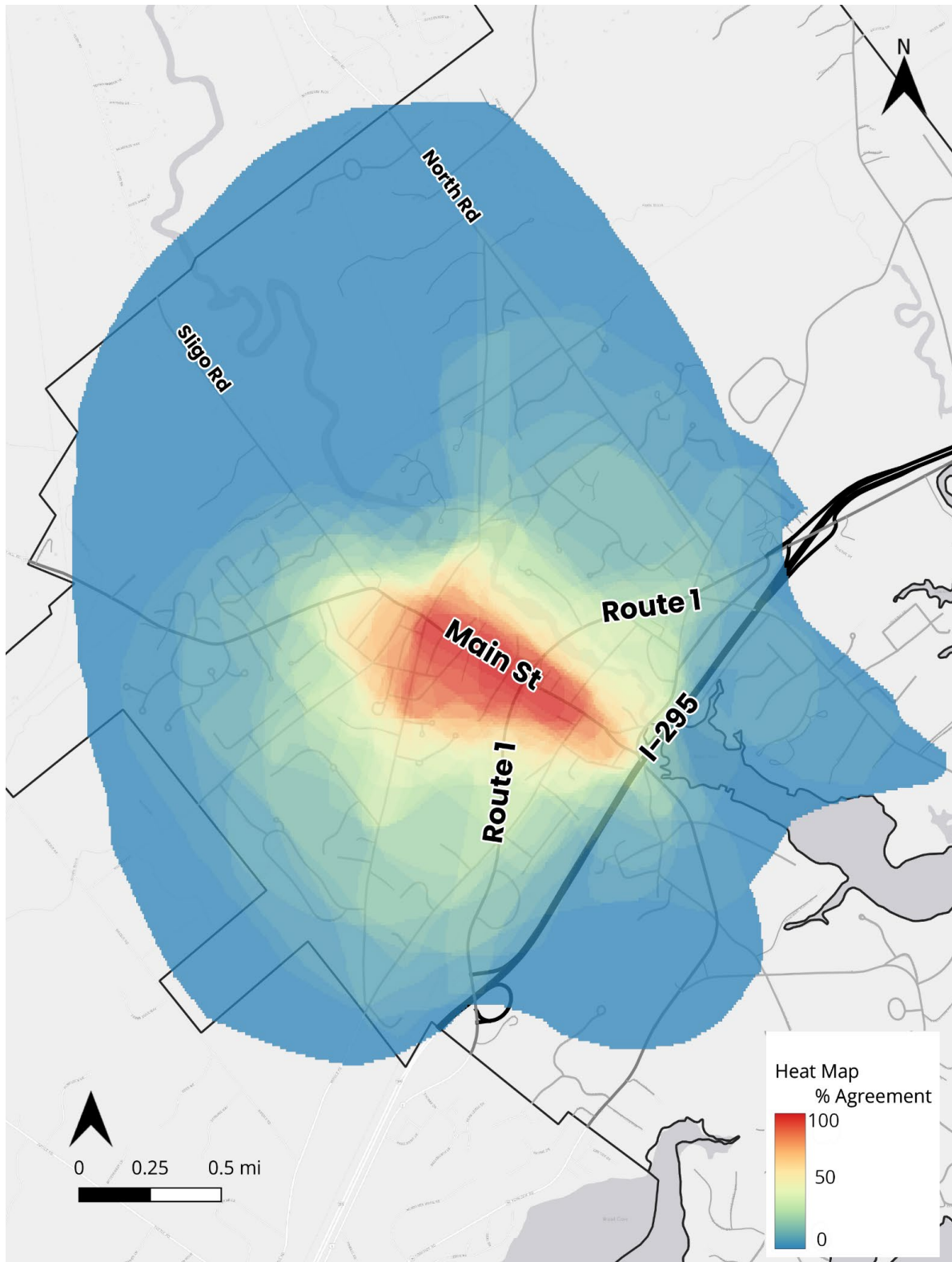
Attendees were provided with a blank map of Yarmouth and asked to circle what part of town they consider to be "The Village." 38 people participated in this exercise. Following the workshop, all maps were scanned and traced as polygons into a GIS layer. The result of all 38 maps as overlapping polygons is shown on the following page.



*Circle the Village – 38 responses*

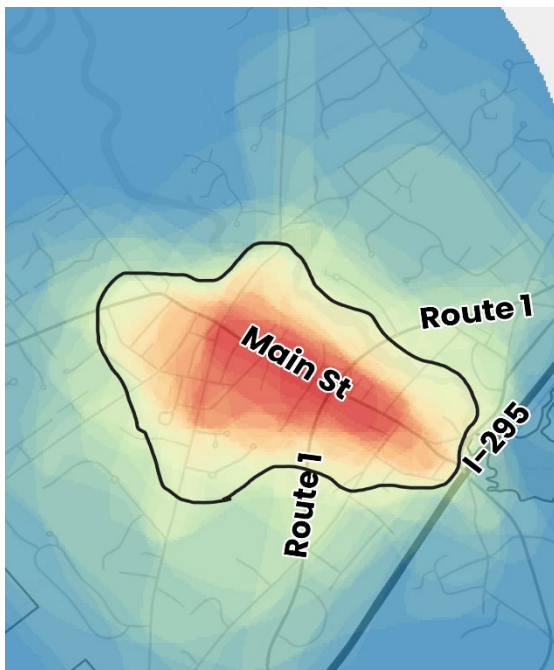
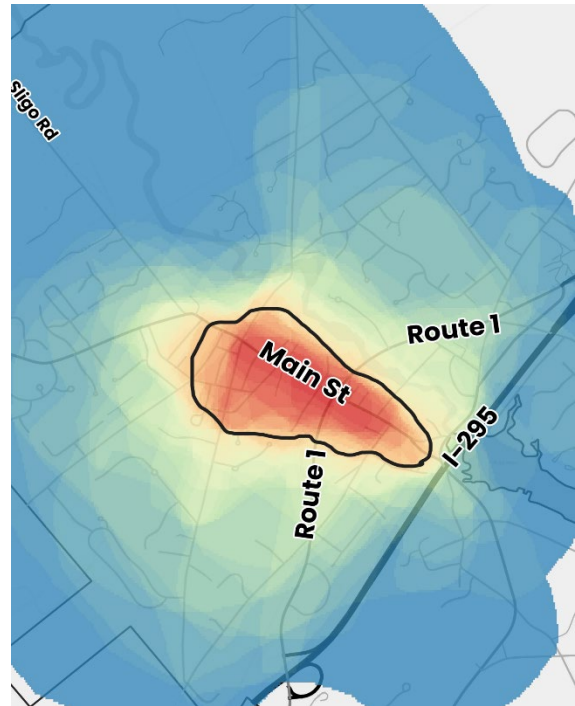
To identify the area of consensus for what people think of as the village, the polygon layer was analyzed using a density heatmap algorithm in QGIS. The resulting diagram is visualized using a spectral gradient to show highest (red) to lowest (blue) polygon density. The area of highest polygon density is where more polygons overlap - i.e., where more of the village “circles” drawn by participants overlap. This is

indicated by the red center of the heat map. As the spectrum moves from red to blue, there is less and less overlap between participants' village circles.



These results help demonstrate what parts of Yarmouth are popularly considered to be in the Village. There is unanimous consensus that Main Street between Elm Street and Portland Street is the Village.

75% of participants agree that the areas in red to orange are part of the Village. This includes the residential neighborhoods south of Main Street stretching from Hillside Street to South Street; Railroad Square; the full length of Cleaves Street; the section of Route 1 including Walgreens, Clayton's, and the North Yarmouth Academy fields; and the residential neighborhood along High Street and Rocky Hill Road. The eastern boundary is the area where Main Street and Marina Road split. North of Main Street, this area of 75% agreement stretches approximately to the area where the Grist Mill Park and Fields and Royal River Park begins.



The areas in orange to yellow are what 50% of participants agree is part of the Village. This expanded area is bounded by the Royal River to the north and I-295 to the east. The Village expands to the west to the intersection of Sligo Road and West Main Street, encompassing the historic Yarmouth One Room Schoolhouse, located next to the West Main Street Schools. To the south, more residential areas are included, down to Bowdoin Street, Tenney Street and Village Brook Road, Route 1 including the Romeo's Pizza strip mall, and residential streets Mayberry Lane and Sandy Brook Lane.

The Village border is just north of the Yarmouth High School and Elementary/Middle School campuses.

### *Route 1*

Route 1 is a major commercial and transportation corridor in Yarmouth that primarily consists of auto-oriented development. The town's Character Based Development Code works to guide new development in a style compatible with Yarmouth's traditional New England village. In previous surveys and public engagement, the Route 1 corridor has been identified as a place that can accommodate additional development and infill, as well as an area that needs improvements to make it a better place to work, live, and travel as a pedestrian or cyclist.

Attendees were asked what strategies would make the Route 1 corridor more welcoming and accommodating. The most selected strategies were landscaping and street trees, more bike infrastructure, traffic calming, benches and small public spaces, and increased public transit. Less selected strategies were more residential development and public art and murals. These choices indicate that attendees want to see basic improvements for enjoyment, safety, and open space, but are lukewarm about more development and a complete transformation of the corridor.

#### **What would make the Route 1 corridor more welcoming & accommodating?**

Landscaping and Street Trees	19
More bike infrastructure	18
Traffic calming	17
Benches and small public spaces	17
Increased public transit	17
More infill development	13

More residential development	10
Public art and murals	4

Attendees added their own suggestions on post-it notes and noted their agreement with dot stickers. Most of these suggestions connected to the strategies provided, including:

- *“Safe walking, it is currently terrifying”*
- *“Bikes and walking paths”*
- *“Landscape medians rather than green asphalt (like Falmouth)”*
- *“Large enough areas of plantings for the plants to survive”*
- *“Add trees to the center of Route 1”*
- *“Mixed use office-retail plus residential”*
- *“Infill but that looks consistent with existing village”*

Other notes included air quality concerns for residents if housing is built near the highway, and an idea to redevelop the MDOT Exit 15 Park & Ride with affordable housing. These comments are at odds with each other, but represent the range of opinions of the attendees.

### *Residential Neighborhoods*

Yarmouth residents have consistently described the town’s existing residential neighborhoods as fantastic places to live. However, regional housing pressure along with this high quality of life has resulted in increasing demand for homes in Yarmouth, and housing prices that have increased faster than surrounding communities. There is a need to balance existing neighborhood strengths with the need for more housing.

Attendees were presented with an array of housing types and asked which might fit into Yarmouth’s existing residential neighborhoods. Historic homes converted to multifamily, homes on smaller lots, and single-family homes with ADUs were the most selected options. New 8+ unit buildings and connected townhomes were the least selected.

**What types of housing would enhance Yarmouth's residential neighborhoods?**

Historic homes converted to multifamily	19
Homes on smaller lots	18
Single-family with ADU	16
Duplexes	11
New 3-7 unit building	9
Traditional single family	7
New 8+ unit building	5
Connected townhomes	4

These choices indicate that attendees recognize the need for more housing options but prefer the existing building types in Yarmouth. They are open to increasing housing options through compatible forms, like historic homes converted to apartments, and traditional homes on smaller lots, adding accessory dwelling units to existing homes. Attendees are less interested in introducing new forms like duplexes, townhomes, and apartment buildings.

Attendees added their own suggestions on post-it notes and noted their agreement with dot stickers. Some popular suggestions included maintaining a mix of open space and preserving existing trees, fields, and habitat in new development (12 suggestions and agreements), concern about AirBnBs (7 against short-term rentals, 1 pro), and a desire for more senior housing (6 suggestions and agreements.)

Other comments included:

- *"Small lots are an infrastructure burden!"*

- *“Need for larger developments with 30+ unit buildings and apartment complexes”*
- *“Limit ADUs in already-dense neighborhoods (e.g. village) and no air bnb-ing”*
- *“Many historic dwellings held multifamily but are now single family, encourage these structures to become multi again”*
- *“You could make large houses into apartments or subsidized condos”*

### *Rural, Coastal, and Islands*

Yarmouth’s rural, coastal, and island areas were identified as places for limited development in the 2010 Comprehensive Plan. Previous public engagement demonstrated that Yarmouth’s natural resources, including open space, forested areas, and waterfront (both river and ocean) are highly valued by town residents.

Attendees were asked to identify what aspects of these areas are most important to preserve or protect, such as scenic views, habitat, access to nature, or historic buildings. Responses were written on post-it notes, and participants could indicate agreement using dot stickers.

Aspects identified for preservation aligned with themes of habitat, waterfront, outdoor space and outdoor recreation, historic New England character, and the rural feel of these areas.

### **What are the most important things to preserve in Yarmouth’s rural, coastal, and island areas?**

Habitat	13
Waterfront	9
Open space/outdoor recreation	9
Historic/New England character	6
Rural feel	6

Individual responses within these themes included:

- *"Historic, classic New England rural charm"*
- *"Habitat and ecological integrity where it exists"*
- *"Open space: farms, fields, watersheds, wildlife (bobcats, deer, ermines, minks, fishers, raptors, coyotes, cool snakes, elvers, migratory birds - all this growth is going to mess it up)"*
- *"Water access (work, recreation)"*
- *"Public access to walking, biking, boating with parking"*

Other individuals talked about preventing overdevelopment, preserving the non-commercial zoning of these areas, and keeping large setbacks and large lots.

Some attendees used the space to suggest goals or improvements for Yarmouth's rural, coastal, and island areas. The most common suggestions were bicycle and pedestrian safety (5), more open space and trails (6), and climate resilience and carbon storage (3). Other individual suggestions included dog parks, increasing enforcement in these areas, invasive species control, more open space and trail connectivity, and adding density at rural crossroads.

### *Conceptual Renderings*

Attendees were asked to share their reactions with face stickers (happy, sad, and neutral) to a series of conceptual renderings developed by Aceto Landscape Architects. Each rendering depicted a new type of development that doesn't currently exist in Yarmouth and would not be allowed by current zoning.

Next to each rendering, a map of Yarmouth allowed attendees to place a dot where they think this type of development might belong in town. This task was optional, depending on if attendees thought the pictured development could belong in Yarmouth.

During the workshop, comprehensive plan team members were available to explain that these images were concepts intended as examples or ideas, and not actual

planned development. The team also encouraged people to think broadly about where in town these developments might belong, and not only consider currently available parcels.

### *Rural Crossroads*

## Rural Crossroads

This is a conceptual sketch of mixed-use development located at a crossroads in a rural part of town. *This development would not be allowed under current zoning.*



This conceptual sketch showed a mixed-use development at a rural crossroads. The development includes multifamily units and first-floor retail providing neighborhood amenities in a traditional New England farmhouse style, with public green space for gathering and events.

Overall, 43 happy faces, 4 neutral faces, and 6 sad faces were placed on the image.



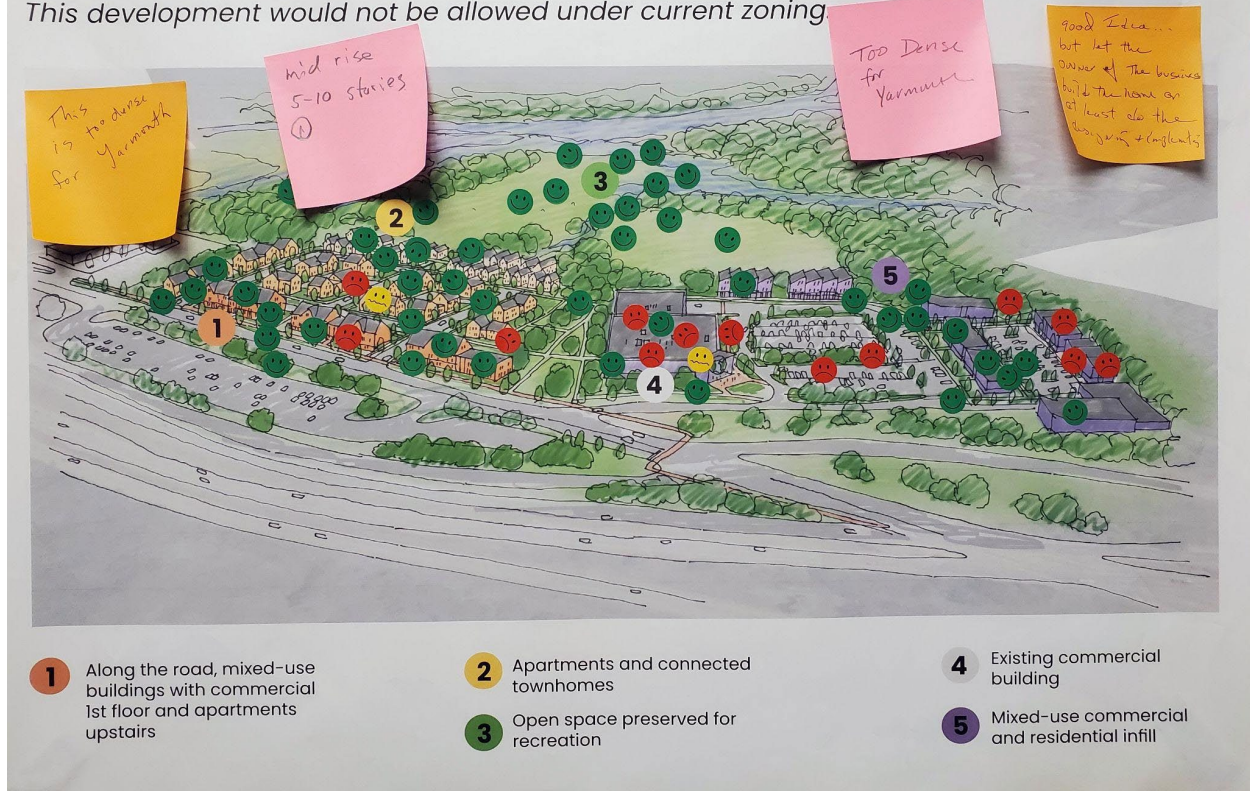
Several individuals added post-it notes with additional comments and suggestions on the map. They included:

- *"Build a big rec facility at Sligo (like Twin Brook w/ an aquatics facility)" – 3 people added dots of agreement*
- *"Beware – asthma rates go up when kids live too close to highways"*
- *"Where can you drive through and see rural in town? Not Sligo. Not North Rd."*
- *"Relocate Public Works from North Rd and redevelop as mixed-use and/or multifamily"*
- *"Beware – the old town dump is in the area under North Road... the town garage serves the community well here."*
- *"The rural area is landlocked – the wildlife has nowhere close to go"*

## Live/Work Complex

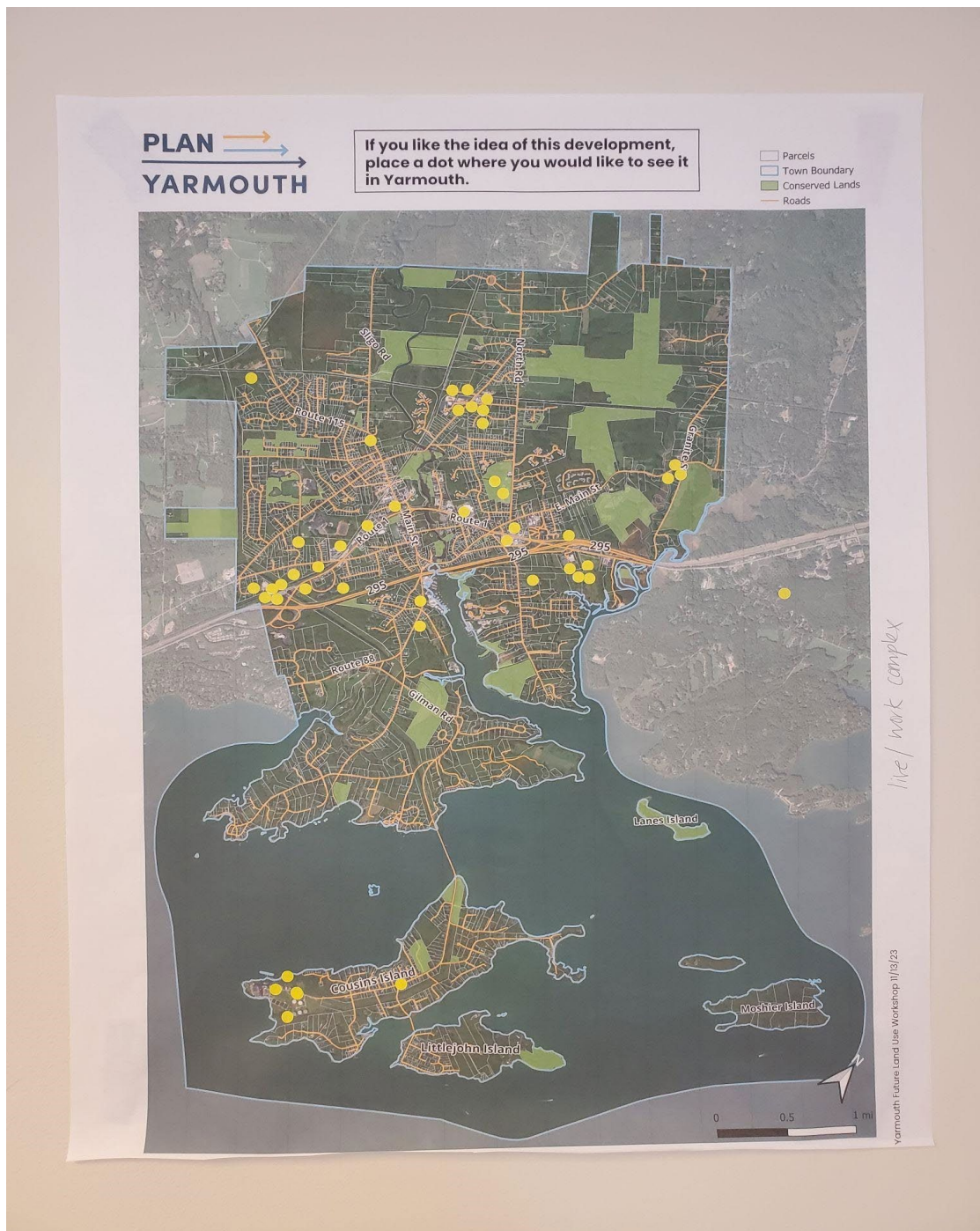
### Live/Work Complex

This is a conceptual sketch of mixed-use development located at a busy road or highway. This development would not be allowed under current zoning.



This conceptual sketch showed a mixed-use development located on a busy road or highway. The development includes mixed-use buildings with commercial on the first floor and apartments upstairs along the road, with a dense area of apartments and connected townhomes behind it. Along the river, open space is preserved for recreational access. On the other side of the development, an existing commercial building and parking lot remains, with additional mixed-use commercial and residential infill added.

Overall, 48 happy faces, 2 neutral faces, and 13 sad faces were placed on the image. Happy faces were clustered on the open space and the housing development. Sad faces were clustered on the existing commercial building and parking lot, as well as on the new mixed-use development near the existing commercial.



The most commonly selected area for this type of development was locations along Route 1 (20 selections). Other popular locations were at the intersection of Leighton & East Elm streets (7) and Granite & East Main streets (3.)

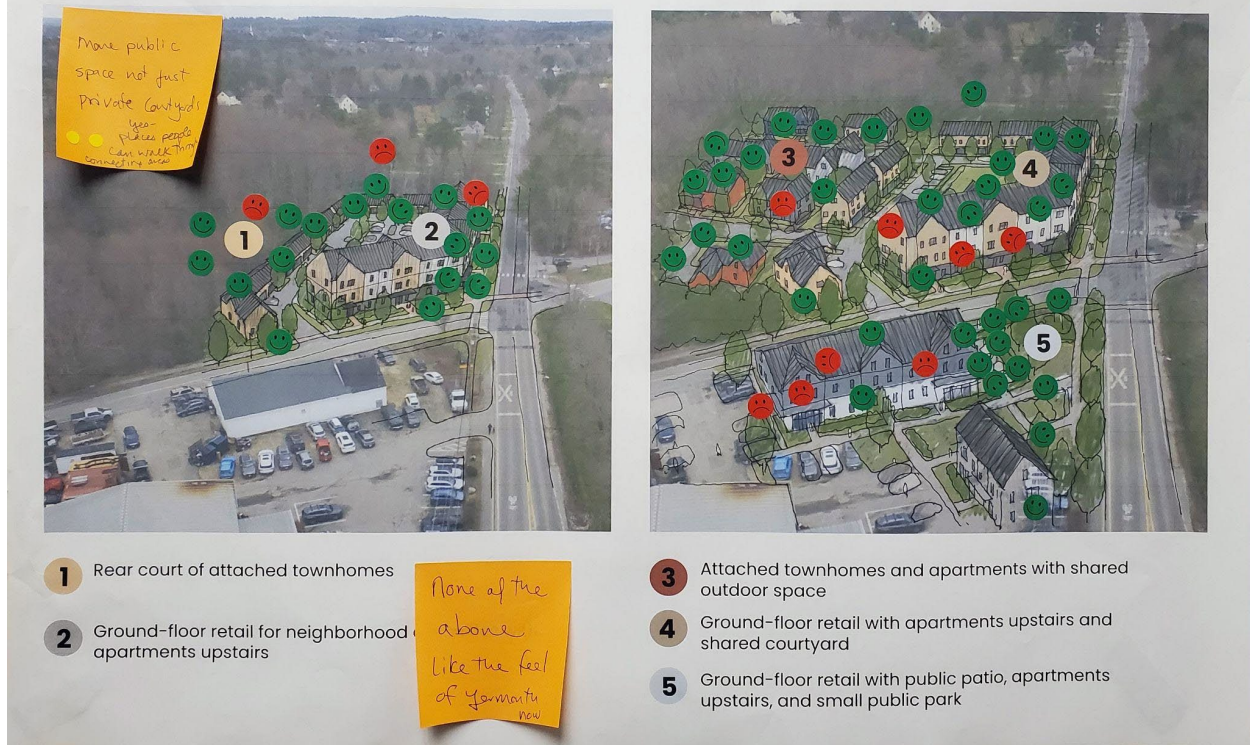
Several individuals added post-it notes with additional comments and suggestions on the rendering and the map. They included:

- *"Too dense for Yarmouth"* (2 comments)
- *"Mid-rise 5-10 stories"*
- *"Good idea, but let the property owner decide"*

## Infill Neighborhood

### Infill Neighborhood

These conceptual sketches show a development of diverse housing types within an existing neighborhood. *This development would not be allowed under current zoning.*



This conceptual sketch showed two options for diverse housing types within an existing neighborhood. The first option included a mixed-use building along the street with retail for neighborhood amenities on the first floor and apartments upstairs, and a rear court of attached townhomes. The second option included a mixed-use building along the street with retail for neighborhood amenities on the first floor and apartments upstairs, several rear courts of attached townhomes and apartments with shared outdoor space, and an additional mixed-use building across the street.

7 happy faces and 3 sad faces were placed on option 1. 36 happy faces and 8 sad faces were placed on option 2. On option 2, the happy faces were clustered around the rear courts of townhomes and the public open space. The sad faces were clustered on the larger mixed-use buildings.



Several individuals added post-it notes with additional comments and suggestions on the rendering and the map. They included:

- *"More public space and not just private courtyards" (3 people agreed)*
- *"None of the above feel like Yarmouth now"*
- *"Convert Public Works on North Road to multifamily development"*
- *"MDOT Exit 15 Park & Ride is always 90% empty" (3 people agreed)*
- *"Please note that none of these exercises capture the view of those who do not want the development concept pictured" (1 agreed)*

### *Analysis*

Together, these results indicate general support for the new types of development in the renderings. People responded positively to the chosen designs, which were intended to echo traditional New England styles already present in Yarmouth and in the town's Character Based Development Code.

Responses were overwhelmingly positive to green space/open space/parks in the renderings, echoing other comments at this workshop and in previous public engagement that Yarmouth needs to preserve and increase open space throughout town.

Negative responses were most present on larger-scale development concepts and on commercial development. Some negative responses with reaction stickers and in post-it notes were a reminder that a significant group of attendees are hesitant about more development in Yarmouth and are worried about the impacts to the town's visual character, infrastructure, and natural environment with continued growth.

The map results indicate that attendees generally want to see development in areas that are already developed. The overwhelming choice for the location of all development concepts was along Route 1, an area that has been indicated from previous public engagement as a place that could be enhanced and improved, and a place that has potential space for new development and/or infill. These results

generally support feedback from previous public engagement events that expressed the desire for increased development in already-developed areas and along major corridors with access to amenities and transportation. The Climate Action Plan also discussed increasing density in these areas to support more sustainable, climate-friendly patterns of growth.

The Rural Crossroads development concept received a number of responses that would place it on streets or intersections in less developed areas of town. Previous public engagement results suggested support for some limited new development in these areas, particularly including neighborhood amenities such as daycare, restaurants/cafes, and recreation.

Locations for the Live/Work concept were largely focused on areas of town with notable open parcels or potential for infill. A balance between development and preserved open space is preferred on these open parcels.

The responses for the Infill Neighborhood included locations throughout Yarmouth's existing medium-density residential neighborhoods. There was a more positive reaction to the larger-scale apartments and townhomes in these renderings than there was in the Residential Neighborhoods question when attendees were asked to select the housing types they prefer. People may have responded more positively because they liked the look of this development more than the example photos in the other activity.

Public engagement has demonstrated an overall desire to increase housing options and allow new development concepts in Yarmouth both on major corridors and in existing neighborhoods, but there is a preference for development that fits in with Yarmouth's existing building types, and some general pushback against larger-scale development.

# Future Land Use Survey Results

The Future Land Use Survey consisted of 6 open-ended questions. The survey was available in paper format and online. In total, 72 people responded to the survey. Not all respondents answered every question.

## *What's missing from Main Street and the Village?*

The top 5 themes in response to this question were: coffee shop/cafe/restaurants; community center/gathering space; more small retail shops; trees/parks/green space; and bicycle and pedestrian infrastructure.

Coffee shop/cafe/restaurant	18
Community center/gathering space	13
Small retail	13
Trees/parks/green space	8
Bike/ped infrastructure	5

These results match up with the most popular strategies for Main Street enhancement selected during the workshop: outdoor dining and more small businesses. Some individual responses in these categories include:

*"Great coffee shop (could also be work/meet spot). More diverse restaurants. More housing infill done tastefully."*

*"Cute shops or cafes that aren't super expensive and more green space (like gardens and trees not grass)"*

*"Bike trails, greenways, and a sidewalk that continues past the apartments on East Main."*

Many respondents also suggested specific amenities and aesthetic improvements, including: attractive planters, nicer trash cans, benches, more attractive street lights, electric vehicle charging stations, water fountains, seasonal decorations, American flags, and educational signage about local history.

Some respondents also noted that they would not change anything about Main Street/the Village.

*"I like it the way it is- walkable, bike-able, shade, green space, a nice mix of businesses and services and residential, access to park in a number of locations and parking is not a problem."*

*"Nothing. We don't want to change the small town feel"*

## *What's missing from Route 1?*

The top 5 themes in response to this question were: green space/parks; cafes and restaurants; bicycle and pedestrian infrastructure; traffic calming; and activity spaces or community facilities (such as kid's activities, an aquatics facility, and a community center.)

Green space/park	21
Cafe/restaurant	21
Bike/ped infrastructure	15
Traffic calming	9
Activities/community facilities	9

These results are consistent with those from the workshop, where landscaping/street trees and bicycle infrastructure were both highly-ranked enhancements for Route 1. The desire for more dining options in Yarmouth has been a consistent theme throughout the public engagement process. Some mentions of parks and green space noted the need to preserve trees and open space in this part of town in balance with new development.

*"More landscaping, trees, high enough to screen parking, but not signage."*

*"Green space. I feel like we're trying to put too much into a small area."*

*"We need more crosswalks and narrower traffic lanes to make it more friendly for pedestrians and bicyclists, and to slow down drivers."*

*"Green space. Pedestrian comfort and safety. Compare Route 1 Falmouth to Yarmouth – Falmouth has: trees in median, underground utilities, well-planned traffic lights."*

*"a diner type establishment, offering breakfast and lunch, much like Benny's in Falmouth."*

*"We really need great international food options. For example: Indian, Thai, Chinese, Mexican etc."*

Other suggestions included retail (6 total; answers included small retail, large retail, discount stores, clothing stores, and convenience stores), more mixed-use or residential development and density (6), and design standards or aesthetic improvements (6.)

A few respondents also made suggestions to make it easier to take the bus that stops on Route 1, such as bus shelters, heated shelters, and parking for people who are taking the bus. Additionally, there were several mentions of the need for sound protection from highway noise if more development continues along Route 1.

### *What would make Yarmouth's rural, coastal, and island areas better?*

The most common themes in response to this question were increased bicycle pedestrian infrastructure, more open space, and increased access to the water/public docks. Other common suggestions were to limit new building in this

area (two respondents suggested new construction should be directed to Yarmouth's medium-density residential zone instead), more trails, and more open space.

Bike/ped infrastructure	17
More open space	16
Water access/public docks	15
No more building/build in MDR instead	11
Trails	11

Some individual responses within these themes:

*"Greenways and more bike friendly roads. North road, East Main, and Granite st are all too narrow with small shoulders and no sidewalks to allow bicycles"*

*"Access to the water with parking and carry-in boat access, longer open-space trails, for coastal areas, invest in waterside walk/bike trail that connects from the village."*

*"More water access, more open spaces open to the public"*

*"Keep open land open and use for recreation. No more building."*

*"Continue to protect public access to the coastal and island areas. And for rural, PROTECT IT."*

Additional ideas included a beach for dogs or a dog park (3), dam removal (3), and indoor recreation facilities for youth (3).

During the workshop, attendees noted open space/habitat and water access as the most important things to preserve about these areas. Access to open space and the waterfront, and acquiring more open space, has come up as a theme throughout this public engagement process as well as a top priority in the Climate Action Plan.

## *How can we increase connectivity between different parts of Yarmouth?*

Responses to this question primarily focused on bicycle and pedestrian infrastructure (39 respondents) and trails (22 respondents). Themes included increasing bike lanes and sidewalks, making sure sidewalks are accessible to people with disabilities, complete streets, and more multipurpose trails. 6 respondents suggested developing more signage and/or a map of all town sidewalks, bike lanes, and trails to make them more user-friendly.

Responses included specific locations:

- *Add sidewalks on East Main Street to reach Community Garden and Frank Knight Woods*
- *We should start by removing the gates placed between neighborhoods during recent development. Village Run to Newell Rd, McKearney Village to Applewood for example.*
- *Safe crossing from Princes Point to Pleasant Street*
- *Extended sidewalks (North Rd., East Main St.)*
- *Need a designated bike lane/ walk lane on Princes Point Road.*
- *North and Ledge road lack bike lanes or sidewalks*
- *Have a sidewalk/running & biking trail alongside 88 on the water side of the road, with crosswalk and/or pedestrian bridge that connects from the village to the water*
- *Build a trail from the east end of the Royal River Park (eg Bridge St) down to Grist Mill/Rte 88.*

Other suggestions touched on community connections and local businesses, including: more community events and gatherings, a community center, online groups for the town, high-speed internet, and a “buy local” guide. Three respondents also proposed a local shuttle service within Yarmouth.

*Yarmouth has a small commercial working waterfront on the Royal and Cousins Rivers. What role should the working waterfront play in Yarmouth's future?*

The most common response to this question was preservation of the existing working waterfront (21 replies) and support for local working waterfront businesses (13).

Suggestions to support the working front included both town assistance, and more dining and retail opportunities in Yarmouth for local fishermen to sell their catch.

*"Consult local fishermen and address their needs."*

*"More dining and fresh seafood markets"*

*"Is there a place where they sell what they catch in yarmouth? That would be cool"*

*"Keep it a priority to support it as a WORKING waterfront. The various committees that address water issues have traditionally been heavily weighed in favor of recreational boaters."*

7 responses mentioned recreation uses of the waterfront, including recreational boating, kayaking, and public access. 5 responses suggested additional waterfront uses that could support both the working waterfront and public access, such as a marina or waterfront seafood restaurant. The need for balance between recreational and working use of the waterfront also came up as a major theme in the Community Conversation event on Yarmouth's economy.

4 responses suggested more education, both for awareness of the working waterfront for the community at large, and for future generations of waterfront workers.

*"Encourage hands-on education in school programming."*

*"I would love if there was a "working waterfront day" similar to "Maine Maple Sunday" where the sap houses open up and host visitors and show off their trades."*

Two responses proposed the town look into boat wrap recycling so working waterfront businesses can expand in a sustainable way.

### *Tell us your other ideas.*

The final survey question offered a space for respondents to share any other ideas they have for Yarmouth, future land use, and the comprehensive plan. Responses to these questions were varied.

The most common theme was community or recreation facilities, with 13 responses. Suggestions included an aquatics facility, a central outdoor recreation area like Twin Brook in Cumberland, a community center, a playground on North Road, a skateboard park, and community events.

*"Having a robust community social and recreational center with courts, a weight room, pool (so Yarmouth kids don't have to go to the Freeport Y), event rooms, classrooms, dance studio (ie the Landing Y in Brunswick), etc. would be such a wonderful addition to Yarmouth. I imagine it would serve as a connector for the whole, multi-aged Yarmouth community!"*

Ten responses discussed protecting more open space, increasing parks and trees, and preserving existing open space.

*"ALL development, no matter where, should include mandated tree planting, LOTS of it, and way more stringent sanctions about tree removal."*

*"Yarmouth has relatively little open space left – let's keep it (for clean air, habitats, and recreation) and focus development on where neighborhoods and service centers already exist."*

Ten responses centered on keeping Yarmouth the same as it is today. Responses included preserving town traditions, character, and density, and limiting the amount of future development.

*"We do not need to increase residential development without careful consideration of the impacts on infrastructure and our schools."*

*"I believe this town is just expanding too much. People grew up in Yarmouth then returned to raise their families here. Families moved to Yarmouth (like mine) because we love the coastal village charm with a great school system. In the last 10 years, the mindset has changed from village preservation to expansion and growth."*

5 responses discussed bicycle and pedestrian safety and traffic calming.

5 responses gave suggestions for more dense development in existing service centers and residential areas of Yarmouth, including mixed-use development on Route 1 and smaller lot sizes in the MDR zone.

Additional suggestions included:

- Implement an architecture and design review board
- Encourage re-use of existing buildings for housing
- Create a mobile home overlay for affordable housing options
- Join a regional school district
- Work regionally on affordable housing initiatives and subsidized senior housing
- Make development easier: relax the Character Based Development Code; get rid of the sprinkler ordinance
- Grow the commercial tax base
- Create a satellite parking lot for Main Street

# Conclusions

The results of the Future Land Use Workshop and Survey echoed previous public engagement results regarding participants' values and vision for the future of Yarmouth. Preserving the town's strengths, especially Main Street, the historic village, and existing open space, is critically important, while enhancing existing infrastructure and allowing for more housing, businesses, and activities.

Public input on future land use also included people who want things to stay the same in Yarmouth, and some people who are cautious about new development generally. As heard at the prior Community Conversations, many participants' comments reflect the tension between development and preservation. Even though change is inevitable, change and development must be balanced with the desire for preservation.

In the Future Land Use Workshop and Survey, open space was a theme throughout all the questions. Participants want to see additional open space preserved, both inland and along the river and coast, with public and recreational access to these places. Green space is desired throughout town, including along Route 1 and Main Street. These spaces should not just be grass – gardens, trees, and recreation or gathering spaces should be part of preserving green space throughout town.

Another common theme was the desire for additional community amenities and facilities. There was a popular initiative in summer 2023 to get signatures in support of a Yarmouth town pool, which may have helped increase the number of people thinking about community facilities. In addition to aquatics, many others mentioned a community center, a place for teens to hang out, a skate park, or a senior center. Notably, support for a community center or other facility was not among any pre-selected options in this workshop; all responses on this theme came directly from community members. It is clear there is a widespread desire for more places for public recreation and connection in Yarmouth.

## **MEMORANDUM**

To: Erin Zwirko, AICP, LEED AP, Planning & Development Director, Town of Yarmouth  
From: Jeff Levine, AICP

### **Re: Affordable Housing Market Need Analysis**

August 23, 2023

This memorandum outlines the market for residential property in Yarmouth with a focus on below-market affordable housing. We define the market demand for housing that is affordable at the various income levels of current Yarmouth residents. In all, there are currently 1,278 households in Yarmouth that are housing burdened – meaning they spent more than 30 percent of their income on housing expenses. Breaking that into sub-markets, there is demand for 835 ownership units at lower price points and 443 rental units at lower price points.

This does not mean there is a market for this many additional units in total. The Real Estate Market Analysis completed by Camoin Associates (May 2023) does an excellent job of outlining the demand for net new units and estimates that need at between 54 and 180 units between now and 2027. However, our analysis outlines the affordability gap in today's market and suggests that there would likely be a larger market for additional below-market affordable units. This demand could be met through a combination of providing additional resources to lower-income households, creation of new units to meet these specific sub-markets, or a combination of these two approaches.

#### **Camoin's Market Analysis**

The study completed by Camoin offers a good set of background data and market projections in multiple submarkets. It notes that 75% of the occupied housing units in Yarmouth are owner-occupied and that new residential development is currently focused on multifamily and mixed-use developments, with 103 units currently under development or recently completed.

While current trends project only a small increase in Yarmouth households (17 in total) the market overall could support a slightly larger number of units. Using a baseline as well as a high-growth scenario, Camoin estimates an annual demand of up to six rental units and between 24 and 50 for-sale units.

## Projected Demand for Housing Units in Yarmouth

	Renter		For-Sale	
	Baseline	High Growth	Baseline	High Growth
Net 5-year Supportable Demand	0	32	122	248
Net Annual Supportable Demand	0	6	24	50

**Source:** Camoin Associates

Their study breaks out demand by income level, propensity to rent, and other factors that lead into demand figures. They note that “future growth in housing units is most constrained by the availability of adequately zoned buildable sites, rather than market demand for new units.” (p. 2)

### Housing Affordability

In our work, we supplement this analysis with a look at the demand of current and future Yarmouth households based on incomes as related to housing costs. A general rule is that a household should not have to spend more than 30 percent of its income on housing costs – including rent or mortgage payment, taxes, utilities, insurance, condominium fees, and other related expenses.<sup>1</sup> Any household spending more than 30 percent of its income on housing costs is called “housing burdened” and is at risk of losing their housing, or having to unreasonably cut back on other core expenses, such as groceries, transportation, health care or education.

By looking at housing burden as a measure of affordability, we provide a perspective on quality of life and housing security, with a focus on current Yarmouth residents. In general, we find that Yarmouth residents are more housing burdened than those of Cumberland County as a whole. In the ownership market we find the highest need for units starting at sales prices of \$185,000 up to the current median of \$815,000<sup>2</sup>. Focusing on the rental market specifically, we find that there is particular demand for units at rents of between \$1,251 and \$1,875 per month, as well as units at \$875 per month and below.

### Housing Burden Analysis

#### *Owner-Occupied Units*

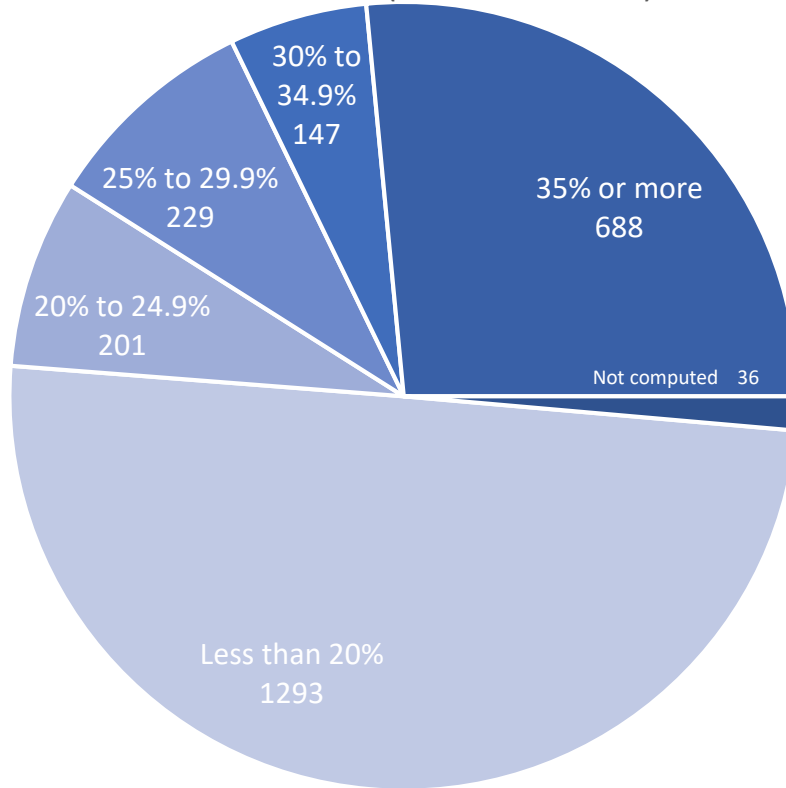
Using U.S. Census data from the five-year 2021 American Community Survey, we find that one-third of Yarmouth households who own their home are housing burdened. For comparison, 22.5% of households who own their homes in Cumberland County are housing burdened. While some of these households may have assets that allow them to make those housing payments, it’s also likely that asset-rich households would use those assets to lower their housing costs, for example by taking out a smaller mortgage.

In total, *835 owner-occupied households in Yarmouth are cost burdened*, with 688 of them paying 35 percent or more of their income on housing.

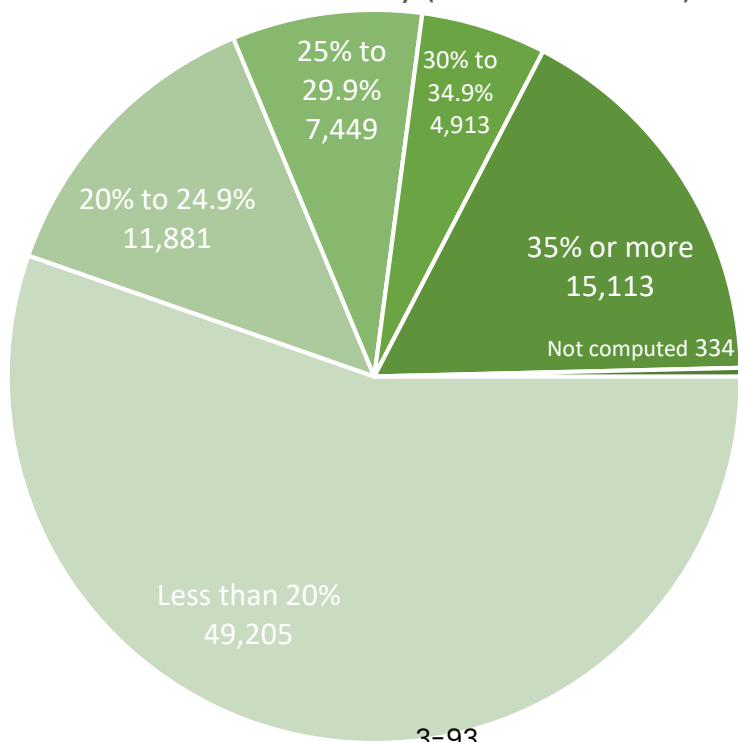
<sup>1</sup> An interesting new line of research seeks to add transportation-related expenses into those costs, though we don’t attempt to do so in this work.

<sup>2</sup> According to the MaineHousing homeownership index.

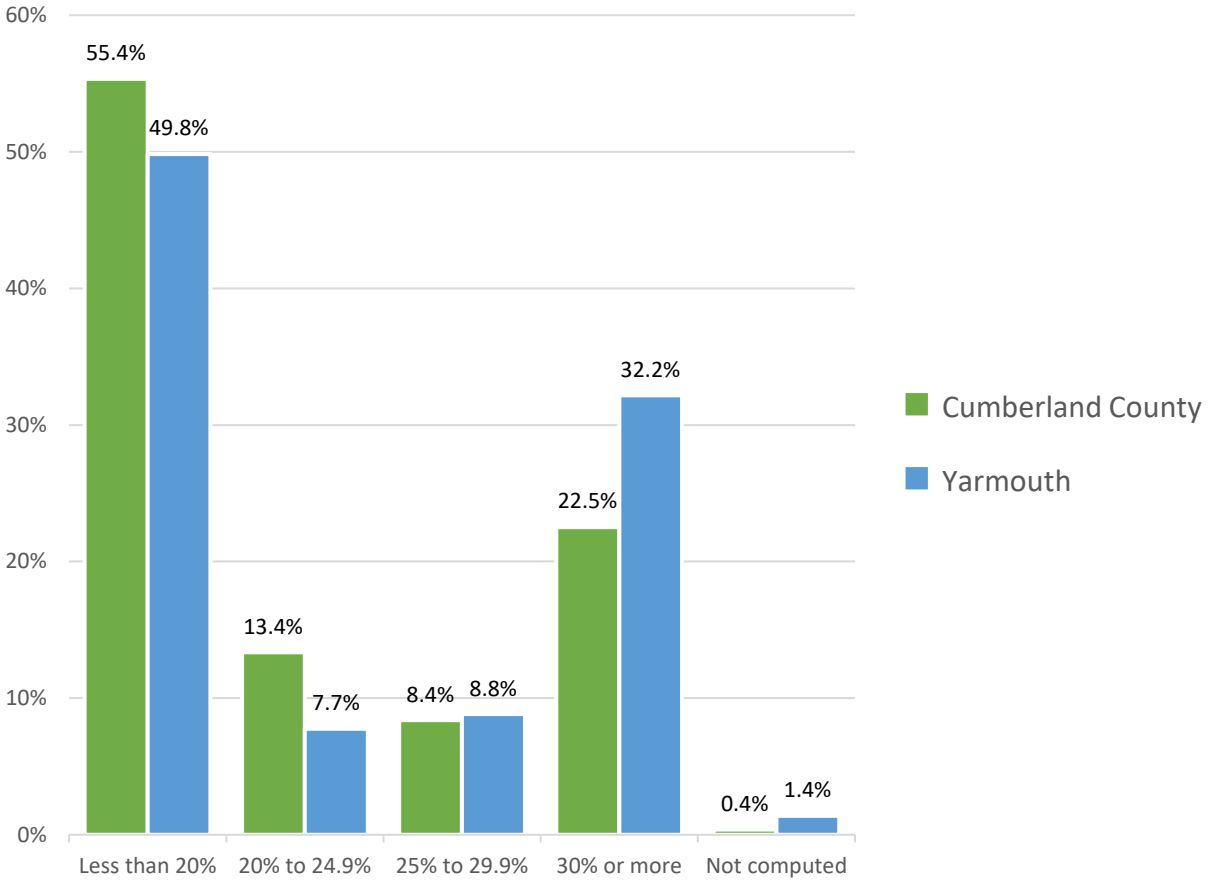
Owner Costs as a Percentage of Household Income  
Yarmouth (2021 5-Year ACS)



Owner Costs as a Percentage of Household Income  
Cumberland County (2021 5-Year ACS)



### Owner Costs as a Percentage of Household Income Cumberland County and Yarmouth (2021 5-Year ACS)



#### *Owner Housing Needs*

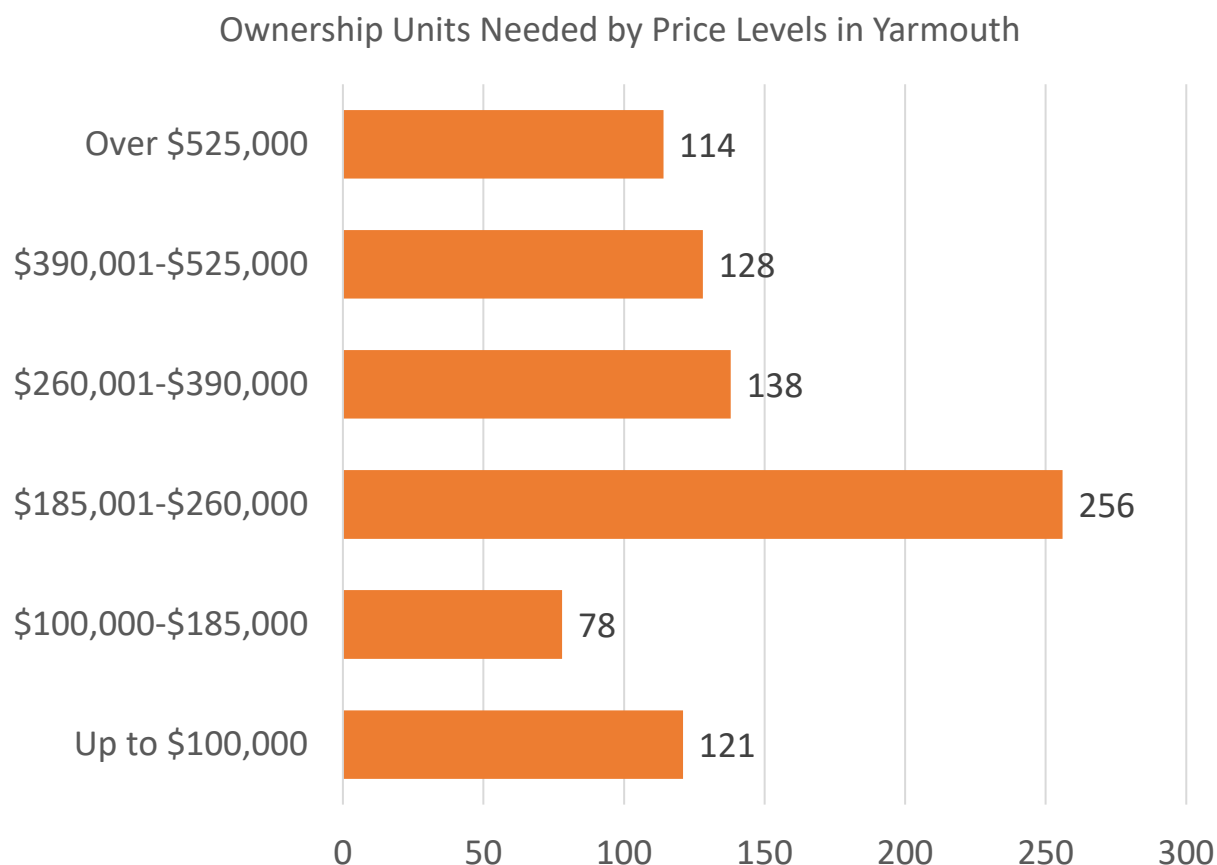
As mentioned above, there is a higher need for owner-occupied units that are affordable at various income levels in Yarmouth than in Cumberland County as a whole. Using some basic assumptions, we can break that overall need into general price points for the 835 households that are cost burdened. These assumptions include:

- Access to a fixed-rate mortgage product at 5.0% annually (or a mortgage lender that underwrites according to that assumption.) While current rates are somewhat higher, we expect that rates will decline again in the next year or two.
- An initial twenty percent down payment
- No mortgage insurance

These assumptions will be by household. For example, some households will have a higher down payment. Other households may choose to take out a variable-rate mortgage that might start in 2023 at seven percent but may go lower than five percent in future years. Other households may have to pay

mortgage insurance. However, the numbers will not change dramatically with changes in these assumptions.

The results of this analysis are shown below.



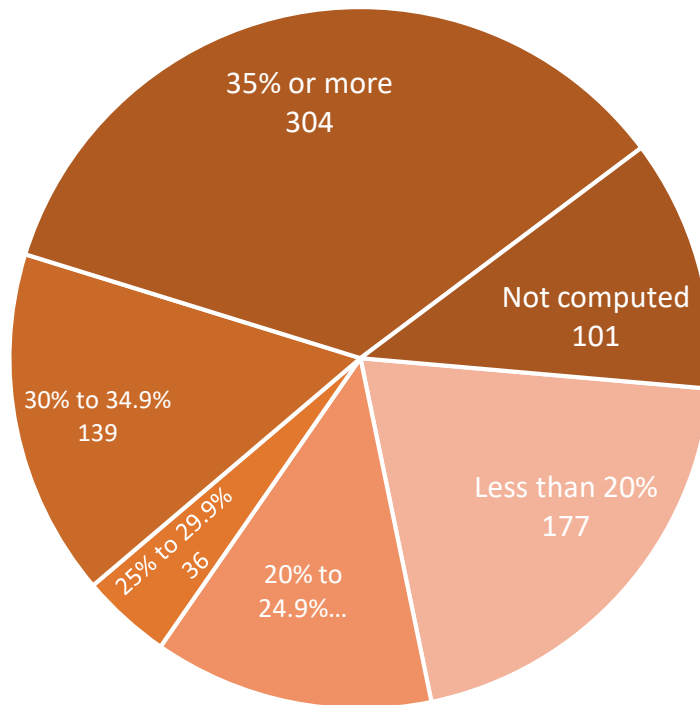
While this analysis shows a gap at many price points, the most significant need appears to be in the band between \$185,000 and \$260,000 per unit. With the median home price in Yarmouth currently estimated at \$815,000 by MaineHousing (and 720,000 by Zillow,) it's not surprising there is a gap at this lower price level. In fact, the gaps exist all the way up to that median home price, with just as many households that would ideally be paying between \$260,000 and \$525,000 as in the modal \$185,000 to \$260,000 range.

#### *Rental Units*

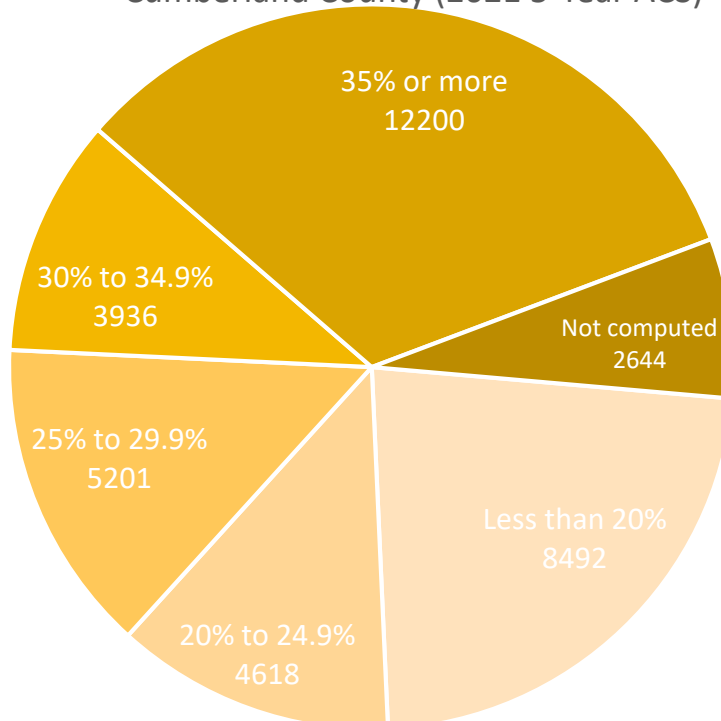
Rents in Yarmouth are Primarily in the \$1,000-\$2,000/Month Range. There is a lack of rental housing in both the higher end (luxury units typically renting for \$2,500 per month or more) and at levels affordable for households below 60% of Area Median Income (renting at below \$1,186 per month for a two-bedroom unit.)

As with the owner-occupied units above, we analyzed the housing burden of rental households in Yarmouth. This analysis reveals an even higher level of housing burden for renters than home owners. In

Renter Costs as a Percentage of Household Income  
Yarmouth (2021 5-Year ACS)

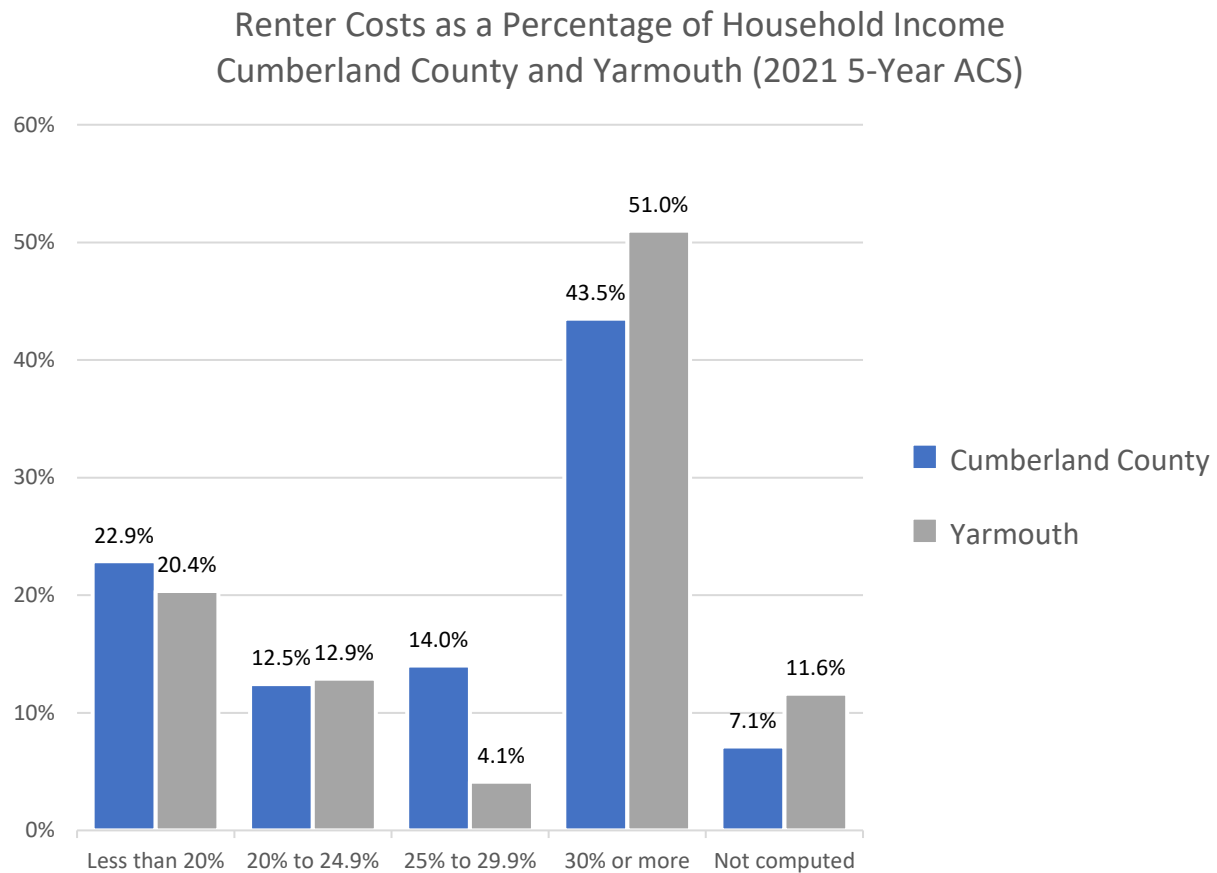


Renter Costs as a Percentage of Household Income  
Cumberland County (2021 5-Year ACS)



total, just over half (51 percent) of Yarmouth households that rent are spending 30 percent or more of their incomes on housing costs, with 35 percent of all households spending 35 percent or more of their incomes on housing. The gap with Cumberland County rental households is somewhat smaller than it was with owner-occupied households, with 44 percent of County households considered housing burdened, and just under a third spending 35 percent or more of their income on housing expenses.

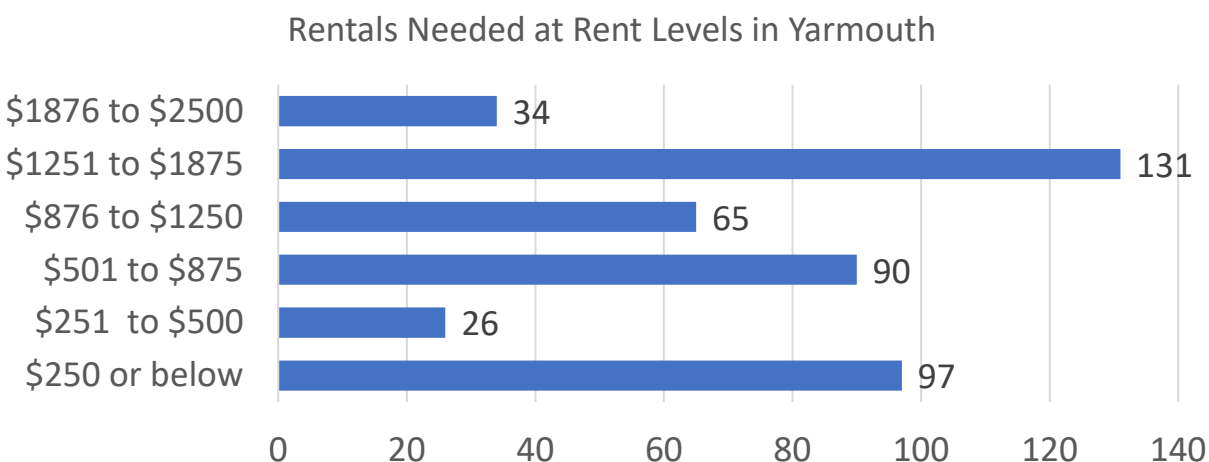
In all, *443 Yarmouth households are rent burdened*, out of 869 total households that rent.



### Rental Housing Needs

The need for affordable rental housing is larger in Yarmouth than in Cumberland County as a whole. In addition, meeting the needs of current Yarmouth renters would require units at a range of rents. Based on the number of Yarmouth households that are rent burdened, and those households' income levels, the ideal maximum rents for the 443 rental units for those household can be estimated. This table shows the ideal maximum rents.

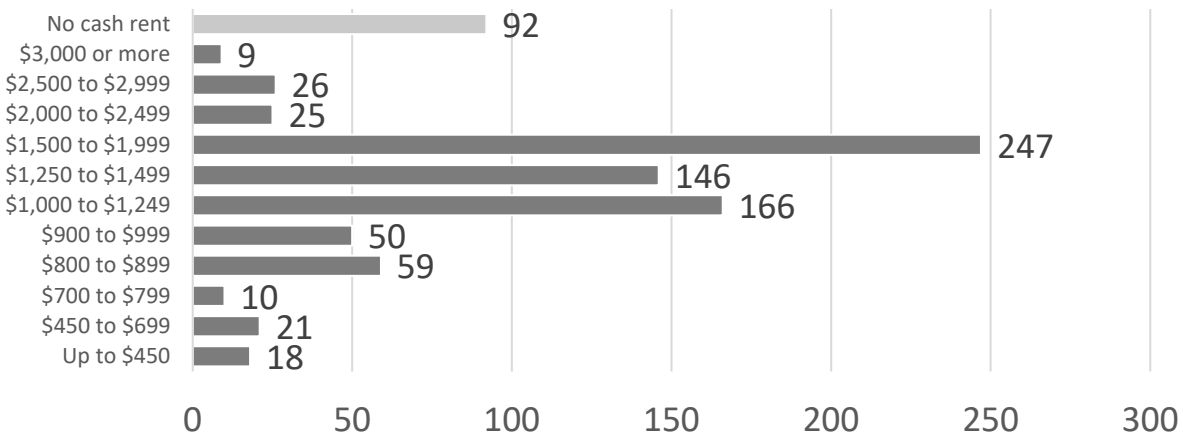
We analyzed the rents for currently housing-cost-burdened households in Yarmouth to better understand the rental housing needs at different price points. For this calculation, we took the income ranges of households that are currently housing burdened. We then determined what 30% of those income levels could pay in a year and divided that amount into monthly payments. The results are available in this chart. These are rents – including utilities, insurance, and other housing-related costs – that these households could reasonably pay. The ranges are based on the ranges of income levels available on the 5-Year American Community Survey.



The primary need for current residents is in the moderate-rent levels. 131 of the 443 units should be at rents between \$1,251 and \$1,875 per month (generally including utilities and insurance.) On the other hand, there is also a need for very-low rent units among current residents – of the 443 units, 97 would ideally be at rents of \$250 a month or below.

These rents can be achieved through project- or unit-based subsidies or through direct rent assistance to households. In addition, regulatory changes that reduce the costs of construction, by allowing more units on parcels, reducing parcel sizes, and streamlining uncertainty in development review, can also play an important role in meeting this need.

### Monthly Rents Paid in Yarmouth (2021 5-Year ACS)



### Conclusions

This analysis suggests that, while the overall five year need for housing units identified in the Camoin study is up to 248 for-sale units and up to 32 rental units, there is an existing and ongoing need for more units of both kinds at different cost levels. While the market is likely to supply many of the units needed, it is unlikely to provide the units needed at lower- and moderate-cost levels without a combination of public actions and public funding.

Specifically, we have identified an existing market gap of:

- 835 ownership (for-sale) units and
- 443 rental units

This means there is an overall existing need for 1278 units that are affordable at various income levels. We further identified the income ranges for which particular need exist, though it is fair to say there are needs at all levels of housing affordability below the current market.

This analysis is limited in some ways:

1. It quantifies *current* needs and does not carry those trends forward. It's likely that the number of units needed at low- and moderate-income levels will increase, but that is not certain. It's possible that some households will simply move to other communities if they are seeking lower housing burdens.
2. Similarly, it assumes there is no external interest in moving to Yarmouth that is not currently being met. In reality, Yarmouth is an attractive and popular community that many people would probably like to move to if they could find suitable and affordable housing.

3. It assumes that owners and renters are in two different markets, when there are times when a household will move from ownership to rental, or vice versa. However, the overall gap would remain generally the same, even if the number of for-sale and rental units shift.
4. Given that these 1278 households already live in Yarmouth, it does not analyze what might happen to the market if some or all these households moved to more affordable units, or if the units they already occupy became more affordable via direct subsidies or other methods.
5. Finally, this analysis does not factor in the reality that many households become housing burdened to accomplish other goals. For example, there are likely many households in Yarmouth that are paying more than 30% of their income on housing because they want their children to attend Yarmouth schools, or they simply enjoy the high quality of life and amenities offered in the community. Similarly, some households may remain housing-burdened because one or more workers in the household work nearby and are seeking a shorter and less expensive commute.

There are also some limitations of the data. The American Community Survey data has some margin of error, as does all sampling data. It is also aggregated in ranges that may not always be ideal for this sort of analysis. Overall, however, this analysis suggests an affordability challenge for a significant percentage of Yarmouth households.

# Real Estate Market Analysis

TOWN OF YARMOUTH

AUGUST 2023

## PREPARED FOR:

Town of Yarmouth  
North Star Planning  
49 Pineland Dr.  
Suite 102  
New Gloucester, ME 04260

3-101

## PREPARED BY:



This page is intentionally blank.

# CONTENTS

1. Executive Summary .....	1
2. Demographic and Socioeconomic Profile .....	5
3. Industry and Occupation Profile .....	12
4. Real Estate Overview .....	23
4.1 Residential Market Analysis .....	25
4.2 Retail Market Analysis .....	44
4.3 Industrial/Flex Market Analysis .....	58
4.4 Office Market Analysis.....	67
Attachment A: Data Sources .....	78
Attachment B: Tapestry Segments .....	79

# 1. EXECUTIVE SUMMARY

This Real Estate Market Analysis is intended to inform the Town of Yarmouth's Comprehensive Plan. This analysis provides insight into the Town's ongoing economic development efforts and provides a robust understanding of the types of market-supported development that could occur in the Town of Yarmouth.

The Town of Yarmouth is a coastal town approximately 12 miles north of Portland, Maine. Boasting coastal access to the ocean and outdoor recreation, along with its close proximity to Maine's largest city (Portland), Yarmouth is considered a highly desirable community to live in, as evidenced by high home prices. With comparatively large shares of household incomes making over \$100,000, the town drives popularity amongst families due to the high quality of life, safety, and strong school district. The Town of Yarmouth has a walkable downtown with local service amenities and restaurants. Yarmouth has direct access to I-295 and Route 1, creating access to the skilled workforce living throughout Southern Maine. In addition, direct highway access leads to short commutes to job centers in both Portland and Brunswick.

While the Town of Yarmouth is highly competitive within the region due to its strengths, there are constraints that restrict development opportunities. Yarmouth has limited availability of large developable sites for commercial and industrial use. Even fewer developable sites exist with direct access to I-295, a requirement for many commercial and industrial users. Furthermore, larger-scale retail centers in Freeport to the north and Falmouth to the south limit potential for more regional-serving retail developments. Housing costs that are among the highest in the state significantly limit the diversity people who can afford to live in town and restricts the potential workforce population for many local businesses, including retail, restaurants, services, etc.

Key findings to Yarmouth's demographic and socioeconomic profile and four use types examined in the study (residential, retail, industrial, and office) are presented as follows.

## Yarmouth Net Supportable Demand for Real Estate Through 2027

Net Supportable Demand	
Residential - Rental	Up to 32 Units
Residential - For-Sale	122-248 Units
Retail	33,000 SF
Industrial/Flex	Up to 10,000 SF
General Office	Minimal Demand
Medical Office	4,300 SF

**Source:** Camoin Associates

**Note:** Reflects additional supportable demand for space beyond what is currently vacant or in the Town's development pipeline

## DEMOGRAPHIC & SOCIOECONOMIC

**Population Growth** | Yarmouth's population is growing at a faster pace than the surrounding county, region, and state, though its growth rate is projected to slow in the next five years assuming status quo development trends.

**Population Characteristics** | Yarmouth has a significantly older population than the surrounding geographies, with a median age of 49.4. It has a comparatively high share of the population aged 50+, and lower shares of young children and early-career aged individuals. The median household income in Yarmouth is higher than the surrounding region, with almost a quarter of its population living in households with income of \$200,000 or more.

**Commuter Characteristics** | 85% of Yarmouth residents commute outside of Yarmouth for work, and Yarmouth imports about 85% of its

workforce from outside communities. According to the most recent available data available (sampled between 2017-2021), 14.9% of employed Yarmouth residents worked from home, though the current share of those working from home is likely considerably higher.

## RESIDENTIAL

Historically, the Greater Portland Market has not been known to have a significant multifamily market, with single-family homeownership dominating. However, the rental market has strengthened in recent years, with minimal vacancies and strong rent growth prompting developers to respond to the improved market demand.

Approximately 75% of Yarmouth’s occupied housing units are owner-occupied. This is lower than the percentage of owner-occupied units in the surrounding towns, but similar to the Portland Metro Area and the State. New residential development in the town is focused on multifamily and mixed-use units, with approximately 100 units under development.

Projecting forward past trends in household growth, over the next five years (2022-2027) the number of households in Yarmouth is projected to increase by 17. Age cohorts driving growth will be those aged 65+ and 25–34-year-olds. Growth will be concentrated in higher-income households. Households with incomes greater than \$100,000 will increase most, while households with incomes of \$100,000 or less will decrease.

**Projected Demand for Housing Units in Yarmouth**

	Renter		For-Sale	
	Baseline	High Growth	Baseline	High Growth
Net 5-year Supportable Demand	0	32	122	248
Net Annual Supportable Demand	0	6	24	50

**Source:** Camoin Associates

Given the robustness of the Yarmouth housing market and high desirability of the community as a place to live, future growth in

housing units is most constrained by the availability of adequately zoned buildable sites, rather than market demand for new units.

Considering market potential alone, it is estimated that over the next five years up to 32 new rental housing units could be absorbed from demand within Yarmouth and the surrounding market. This is equal to up to about 6 units per year for the next five years, beyond units that are already in the pipeline.

It is also projected that over the next five years between 122-248 newly constructed for-sale housing units could be supported from demand within Yarmouth and the surrounding market, beyond what is already in the pipeline. This is equal to about 24-50 units per year for the next five years.

## RETAIL & RESTAURANT

Within the Portland market retail vacancy rates (except for malls and other retail) are trending downward. While the overall outlook is positive, challenges such as inflation, online retail, and labor shortages will continue to put a strain on the market.

The pipeline of new retail space in the market is limited, with most new retail space being constructed in Portland and Topsham. Yarmouth has a modest retail market that draws customers from a smaller geographic area compared to larger neighboring retail centers in Freeport, Topsham, Brunswick, Falmouth, and Portland.

Based on the data that is available for current retail demand, retail industries with the largest gap (demand exceeds sales) represent retail categories for which residents leave the trade area to meet a portion of their needs. Most retail categories exhibit some level of spending leakage (meaning that local resident spending is greater than sales at local businesses, or that residents leave the local area to meet their demand), which is expected given the relatively small-scale retail offerings within Yarmouth and the high spending power of its residents.

Up to about 32,700 SF of net new retail space could be supported as a result of leakage recapture of local trade area residents and household growth. Local small-scale food stores, restaurants and cafes, and boutique clothing and household goods stores are examples of retail categories that could be an appropriate fit for Yarmouth.

#### Local Trade Area Supportable Demand for New Retail Space

Demand From	SF
Demand from Existing Residents	32,262
Demand from New Residents	1,766
<b>Total Supportable Demand</b>	<b>34,029</b>
Currently Vacant	1,300
<b>Net Supportable Demand</b>	<b>32,729</b>

Source: CoStar, Camoin Associates

## INDUSTRIAL

The Portland industrial market has approximately 33.2 million SF of space, over half of which is categorized as logistics space, with the rest being split between specialized industrial and flex space.

In general, the Portland industrial market is somewhat tight, with low vacancy. Recent demographic trends in and around the Portland market have made it an increasingly attractive location for final-mile distribution centers and warehouse space. The Portland market could serve as a key location in helping to address national supply chain and bottleneck issues due to an overall lack of supply of industrial space to warehouse products and distribute to consumers.

In the NE Cumberland County submarket, the overwhelming majority of stock is occupied, with vacancy of 1.1%. Currently, no industrial construction is underway.

#### Yarmouth Net Supportable Industrial Demand

	Baseline	High Growth
Supportable SF	16,542	33,084
Current Vacant SF	23,000	
<b>Net Supportable Industrial Demand</b>	<b>-6,458</b>	<b>10,084</b>

Source: CoStar, Camoin Associates

The submarket has remained active for industrial transactions in the past few years, but momentum has more recently slowed. Vacancy is expected to remain low due to the prolonged period of minimal development.

Regional demand could support approximately 262,000 SF of new industrial space, of which Yarmouth could capture up to 33,000 SF by prioritizing attraction of industrial businesses. After accounting for 23,000 SF that is currently vacant in Yarmouth, about 10,100 SF of new industrial space could be supported in Yarmouth.

## OFFICE

With the shift to remote and hybrid working in an already sluggish office market, commercial office space has been one of the hardest hit markets of the pandemic. With many employers offering opportunities to continue working from home fully or partially, it is anticipated that overall office demand will not return to pre-pandemic levels. The most competitive office space will be high-quality space in amenity-rich environments that give workers a reason to go into the office.

Portland is a midsize secondary market with roughly 26 million SF of office space. Relatively little supply has kept vacancies low in the market. Vacancy rates in both downtown and suburban areas are expected to tick up slightly and plateau in mid-2023.

In the NE Cumberland County submarket, no new construction of office buildings is currently underway, although inventory has expanded by 1.2% over the last three years.

### Supportable Demand for New General Office Space, 5-Year

Demand From	Low Office Intensity	Medium Office Intensity	High Office Intensity
<b>Demand (SF)</b>			
Yarmouth	600	900	1,200
Portland-South Portland MSA	224,100	336,150	448,200
<b>Net Demand (Minus Current Vacancy)</b>			
Yarmouth	-13,403	-13,103	-12,803
Portland-South Portland MSA	-897,662	-785,612	-673,562

**Source:** Camoin Associates

In both Yarmouth and the MSA, net demand for new General Office space is minimal. However, locally the net demand for Medical Office space could support over 4,000 SF of new space over the next 5 years. Within the MSA, it is estimated that an additional nearly 150,000 SF could be supported.

### Supportable Demand for New Medical Office Space, 5-Year Estimates (SF)

Demand From	Yarmouth	Portland-South Portland MSA
New Demand (SF)	4,260	227,657
Currently Vacant (SF)	0	78161
<b>Net New Demand (SF)</b>	<b>4,260</b>	<b>149,496</b>

**Source:** CoStar, Camoin Associates

**Note:** Vacancy for YTD 2023

Major office users in Yarmouth include Tyler Technologies and Garmin. Garmin is currently anticipating expansion that could support up to 300 employees at their Yarmouth site in the long-term.

## DEVELOPMENT OPPORTUNITIES

This market analysis should be used to inform Town decision-making around encouraging or discouraging certain types of development in

light of market trends and pressures. Overall, the analysis points to several findings:

- Strong residential demand for both rental and owner-occupied housing units provides opportunities for development. Growth is projected in higher-income and older households. Given escalating home prices and construction costs, it will be a challenge for the Town to diversify the housing stock and attract younger professionals that are looking for starter homes and affordable housing options.
- Opportunity exists for additional small-scale retail space in town that recaptures resident spending and/or attracts visitors. The unique mixed-use and walkable environment in Yarmouth's downtown area has the potential for more destination specialty shops that draw people from beyond the local trade area.
- Beyond the planned Garmin expansion, there is minimal need for office development of any sizable scale. Yarmouth's greatest opportunity in this area is expanded small-scale workspace for town residents who work from home at least some of the time and want options to work in a different environment. Locations with walkable access to dining, shopping, entertainment, and recreation amenities are best positioned to capture this demand.
- Demand for both distribution and other specialized industrial space is strong regionally, though the lack of large shovel-ready sites with direct highway access in Yarmouth is a significant barrier for attracting such uses.
- The Wyman Energy Center site on Cousins Island is a 100-acre site that offers unique potential development opportunities. Due to the distance from the highway, any industrial reuse of the site will most likely be by a user that would take advantage of its direct water access.

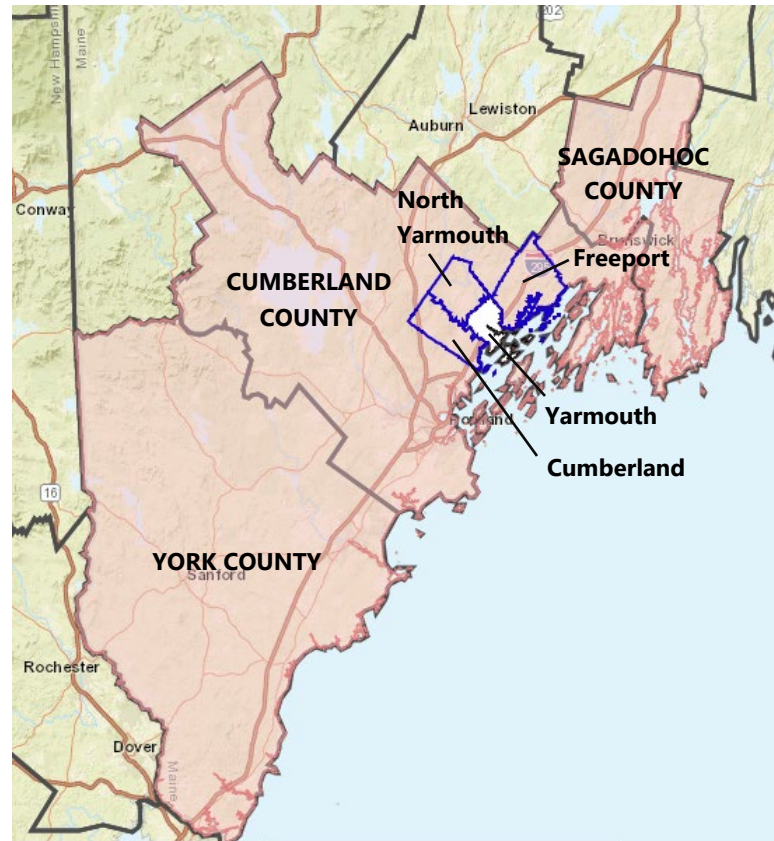
## 2. DEMOGRAPHIC AND SOCIOECONOMIC PROFILE

## AREAS OF STUDY

The following analyses were conducted to identify demographic, socioeconomic, business, and industry trends in Yarmouth. In addition to data specific to Yarmouth,<sup>1</sup> data was also collected and analyzed for Cumberland County, the Portland-South Portland Metropolitan Statistical Area, Maine, and the United States. Where appropriate, Yarmouth is compared to the surrounding towns of Cumberland, North Yarmouth, and Freeport.

### PORTLAND-SOUTH PORTLAND METROPOLITAN AREA

The Portland-South Portland MSA consists of Cumberland, York, and Sagadahoc counties, highlighted in red below. The surrounding towns of Cumberland, North Yarmouth, and Freeport are indicated by blue boundaries in the map below.



<sup>1</sup> Industry data from Lightcast is available at the ZIP code level. Therefore, "Yarmouth" refers to ZIP code 04096 where Lightcast data is used.

## DEMOGRAPHIC & SOCIOECONOMIC PROFILE: KEY FINDINGS

### POPULATION GROWTH

- ◆ Yarmouth's population is growing at a faster pace than the surrounding county, region, and state, but its growth rate is projected to slow in the next five years.

### POPULATION CHARACTERISTICS

- ◆ Yarmouth has a significantly older population than the surrounding geographies, with a median age of 49.4. It has a comparatively high share of population aged 50+, and lower shares of young children and early-career aged individuals.
- ◆ Median household income in Yarmouth is higher than the surrounding region, with almost a quarter of its population living in households with income of \$200,000 or more.

### COMMUTER CHARACTERISTICS

- ◆ 85% of Yarmouth residents commuted outside of Yarmouth for work, and Yarmouth also imported about 85% of its workforce from outside communities.

## POPULATION

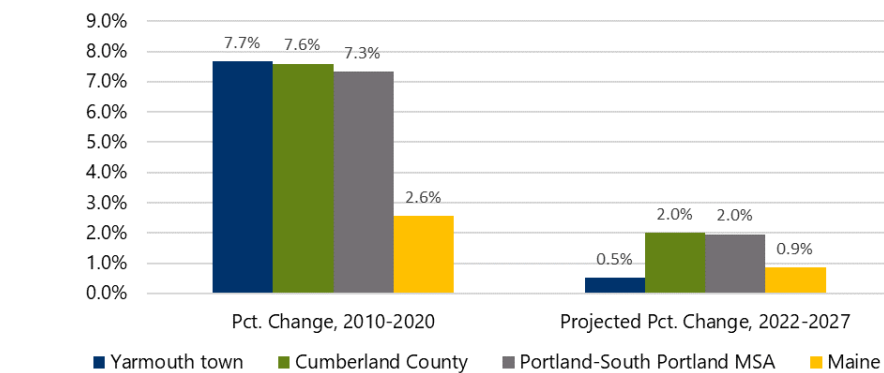
- ◆ Yarmouth's population grew by 7.7% or approximately 641 people from 2010 to 2020, which is higher than the rate of population growth in the surrounding county, region, and state.
- ◆ From 2022-2027, Yarmouth's population is projected to grow by 0.5%, or by about 50 people. This growth rate is slower than the surrounding county, region, and state.
- ◆ Yarmouth's population makes up a small portion of the surrounding area, at 3.0% of Cumberland County's population and 1.6% of the MSA's population.

### Total Population

Site	Yarmouth town	Cumberland County	Portland-South Portland MSA	Maine
2010 Total Population	8,349	281,674	514,098	1,328,361
2020 Total Population	8,990	303,069	551,740	1,362,359
2022 Total Population	9,141	308,181	560,412	1,370,382
2027 Total Population	9,189	314,350	571,420	1,382,353
<b>Compound Annual Growth Rate 2010-2020</b>	<b>0.7%</b>	<b>0.7%</b>	<b>0.7%</b>	<b>0.3%</b>
<b>Compound Annual Growth Rate, 2020-2022</b>	<b>0.8%</b>	<b>0.8%</b>	<b>0.8%</b>	<b>0.3%</b>
<b>Projected CAGR, 2022-2027</b>	<b>0.1%</b>	<b>0.4%</b>	<b>0.4%</b>	<b>0.2%</b>

Source: Esri

### Population Change, Historical and Projected

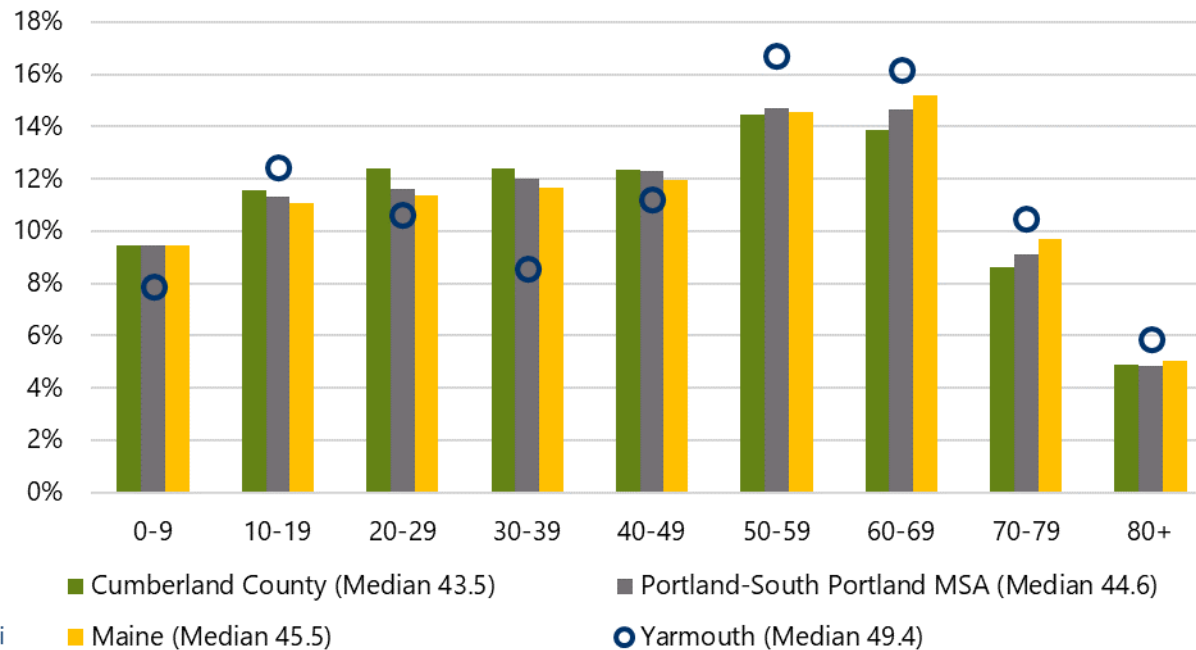


## POPULATION CHARACTERISTICS (AGE DISTRIBUTION): REGIONAL COMPARISON

The following graph outlines age distribution ranges of the 2022 population in the Town of Yarmouth, Cumberland County, and larger regions.

- ◆ Yarmouth is significantly older than the surrounding geographies, with a higher median age (49.4) and a smaller proportion of children and adults under age 40. Yarmouth has a higher portion of adults 50 or older compared to the other geographies.

**Population Age Distribution (2022)**

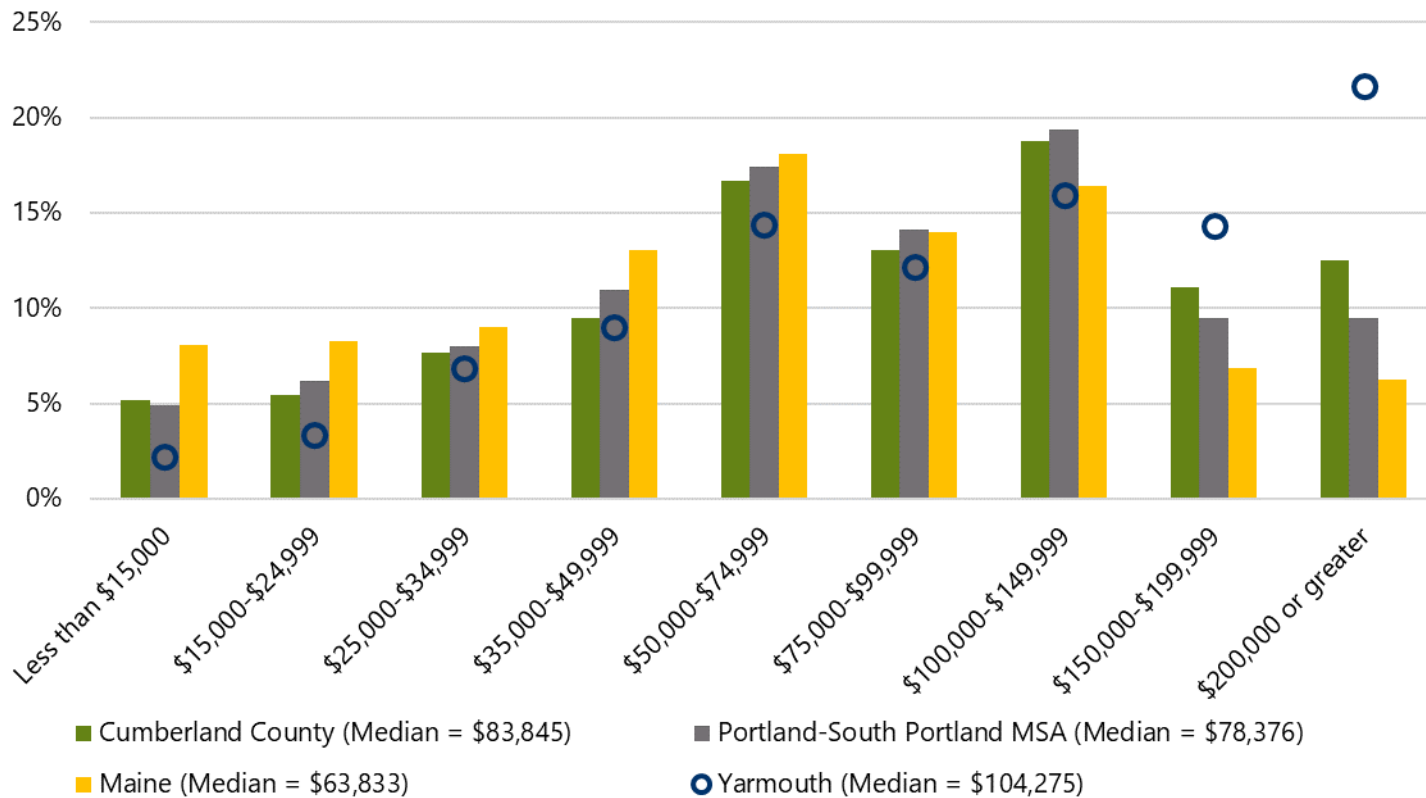


## POPULATION CHARACTERISTICS (INCOME DISTRIBUTION): REGIONAL COMPARISON

The following figure outlines the 2022 household income distribution.

- ◆ Median household income in Yarmouth is significantly higher than the comparison geographies, at \$104,275. The largest share of households falls into the \$200,000 or greater category, at 22% compared to only 13% in Cumberland County, 9% in the greater region, and 6% in the state.

**Household Income Distribution, 2022**



Source: Esri

## COMMUTER TRENDS: TOWN OF YARMOUTH

- ◆ Almost 85% of Yarmouth's resident workers commuted outside of Yarmouth as of 2019.
- ◆ Yarmouth also imports about 85% of its workforce from outside communities.
- ◆ Other than Yarmouth, Portland is the top place where Yarmouth workers live and where Yarmouth residents are employed. 28% of Yarmouth residents work in Portland, by far the largest share of any neighboring community.
- ◆ South Portland and Freeport are also popular towns where Yarmouth residents commute to.
- ◆ Many Yarmouth residents work from home. While the commuting data displayed does include remote workers in employment numbers, it may not reflect their work-from-home status. Additionally, it reflects data from 2019, before the COVID-19 catalyst for working from home.
- ◆ According to American Community Survey data collected from 2017-2021, 14.9% of employed Yarmouth residents worked from home, representing about 677 workers. This compares to 14.0% of workers in Cumberland County overall. 1-year estimates for Cumberland County show that the share of workers who worked from home in 2021 jumped to 26.3%, a significant increase. While 1-year estimates are not available for Yarmouth, it is likely that the number of workers who worked from home increased in step with the County.

### Town of Yarmouth Commuter Flows, 2019

	Count	Share
<b>Workers</b>		
Employed in Yarmouth, living out of town	3,577	85%
Employed and Living in Yarmouth	610	15%
<b>Total Workers</b>	<b>4,187</b>	<b>100%</b>
<b>Residents</b>		
Living in Yarmouth, working out of town	3,313	85%
Living and working in Yarmouth	610	16%
<b>Total Residents</b>	<b>3,923</b>	<b>100%</b>

Source: US Census OnTheMap

### Top Home and Employment Destinations (2019)

Where Yarmouth Workers Live		Where Yarmouth Residents are Employed	
County Subdivision	Percent (%)	County Subdivision	Percent (%)
Yarmouth town (Cumberland, ME)	15%	Portland city (Cumberland, ME)	28%
Portland city (Cumberland, ME)	10%	Yarmouth town (Cumberland, ME)	16%
South Portland city (Cumberland, ME)	4%	South Portland city (Cumberland, ME)	7%
Cumberland town (Cumberland, ME)	4%	Freeport town (Cumberland, ME)	5%
Brunswick town (Cumberland, ME)	4%	Westbrook city (Cumberland, ME)	4%
Freeport town (Cumberland, ME)	4%	Brunswick town (Cumberland, ME)	4%
North Yarmouth town (Cumberland, ME)	4%	Falmouth town (Cumberland, ME)	4%
Windham town (Cumberland, ME)	3%	Scarborough town (Cumberland, ME)	3%
Westbrook city (Cumberland, ME)	3%	Lewiston city (Androscoggin, ME)	3%
Gray town (Cumberland, ME)	3%	Auburn city (Androscoggin, ME)	2%
All Other Locations	48%	All Other Locations	24%

Source: US Census OnTheMap

### 3. INDUSTRY AND OCCUPATION PROFILE

## INDUSTRY ANALYSIS: KEY FINDINGS

### EXISTING JOB TRENDS

- ◆ In 2022 there were approximately 6,191 jobs in Yarmouth, representing 3% jobs in Cumberland County. Between 2017 and 2022 Yarmouth's job growth was flat. Professional, Scientific, and Technical Services (+212 jobs); Agriculture, Forestry, Fishing, and Hunting (+58); and Construction (+27) added the most over this time period.
- ◆ Historically, Yarmouth's rate of job growth has outperformed the county, MSA, and state.
- ◆ Almost half of Yarmouth's total jobs are made up of Government (18%), Professional, Scientific, and Technical Services (18%), and Health Care and Social Assistance (14%). All three sectors are more concentrated in Yarmouth compared to the nation, with Professional, Scientific, and Technical Services being the most concentrated sector in the town (LQ of 2.5\*).
- ◆ Average earnings per job across all sectors is \$74,867, similar to the average in Cumberland County but higher than the MSA and state.
- ◆ Yarmouth is expected to continue to see modest growth of 1% in the next five years, as projected gains in Professional, Scientific, and Technical Services, Agriculture, and others are partially outweighed by projected losses in sectors like Retail Trade and Government.

**\*Location quotient (LQ)** is a measure of industry concentration within a region. An LQ of 1.0 means that an industry is as concentrated within the region as it is on a national level. An LQ greater than 1.0 indicates that an industry is more concentrated in a region than at the national level.

## EXISTING JOB TRENDS (2-DIGIT NAICS, 2022)

The table outlines 2022 jobs by industry in Yarmouth, the county, and the state of Maine.

- ◆ In 2022 there were 6,191 jobs in Yarmouth, representing about 3% of all jobs in Cumberland County
- ◆ Almost half of Yarmouth's total jobs are in the Government (18%), Professional, Scientific, and Technical Services (18%), and Health Care and Social Assistance (14%). Yarmouth has a high concentration of Professional, Scientific, and Technical Services compared to the county (9%), region (7%), and Maine (5%).

**Jobs by Sector, 2022**

NAICS	Description	Yarmouth		Cumberland County		Portland-South Portland MSA		Maine	
		#	%	#	%	#	%	#	%
11	Agriculture, Forestry, Fishing and Hunting	85	1%	2,560	1%	3,947	1%	17,548	2%
21	Mining, Quarrying, and Oil and Gas Extraction	0	0%	<10	0%	88	0%	274	0%
22	Utilities	32	1%	367	0%	533	0%	1,731	0%
23	Construction	324	5%	13,237	6%	21,213	6%	48,355	7%
31	Manufacturing	264	4%	12,862	6%	29,276	9%	56,881	8%
42	Wholesale Trade	99	2%	7,750	4%	9,498	3%	19,917	3%
44	Retail Trade	681	11%	22,613	10%	34,986	11%	85,143	12%
48	Transportation and Warehousing	14	0%	5,922	3%	7,739	2%	19,753	3%
51	Information	26	0%	3,604	2%	4,479	1%	8,213	1%
52	Finance and Insurance	235	4%	13,891	6%	16,162	5%	26,258	4%
53	Real Estate and Rental and Leasing	49	1%	4,295	2%	5,570	2%	9,554	1%
54	Professional, Scientific, and Technical Services	1,088	18%	19,235	9%	23,891	7%	38,070	5%
55	Management of Companies and Enterprises	<10	0%	6,239	3%	6,844	2%	14,935	2%
56	Administrative and Support and Waste Management and Remediation Services	149	2%	11,226	5%	15,759	5%	34,304	5%
61	Educational Services	143	2%	7,571	3%	10,215	3%	21,746	3%
62	Health Care and Social Assistance	882	14%	36,333	17%	47,213	14%	108,548	15%
71	Arts, Entertainment, and Recreation	58	1%	4,310	2%	5,955	2%	11,433	2%
72	Accommodation and Food Services	526	8%	16,109	7%	27,759	8%	56,271	8%
81	Other Services (except Public Administration)	436	7%	10,705	5%	15,481	5%	31,552	4%
90	Government	1,094	18%	20,503	9%	40,154	12%	103,179	14%
99	Unclassified Industry	0	0%	<10	0%	18	0%	3,191	0%
<b>Total</b>		<b>6,191</b>	<b>100%</b>	<b>219,347</b>	<b>100%</b>	<b>326,779</b>	<b>100%</b>	<b>716,855</b>	<b>100%</b>

Source: Lightcast

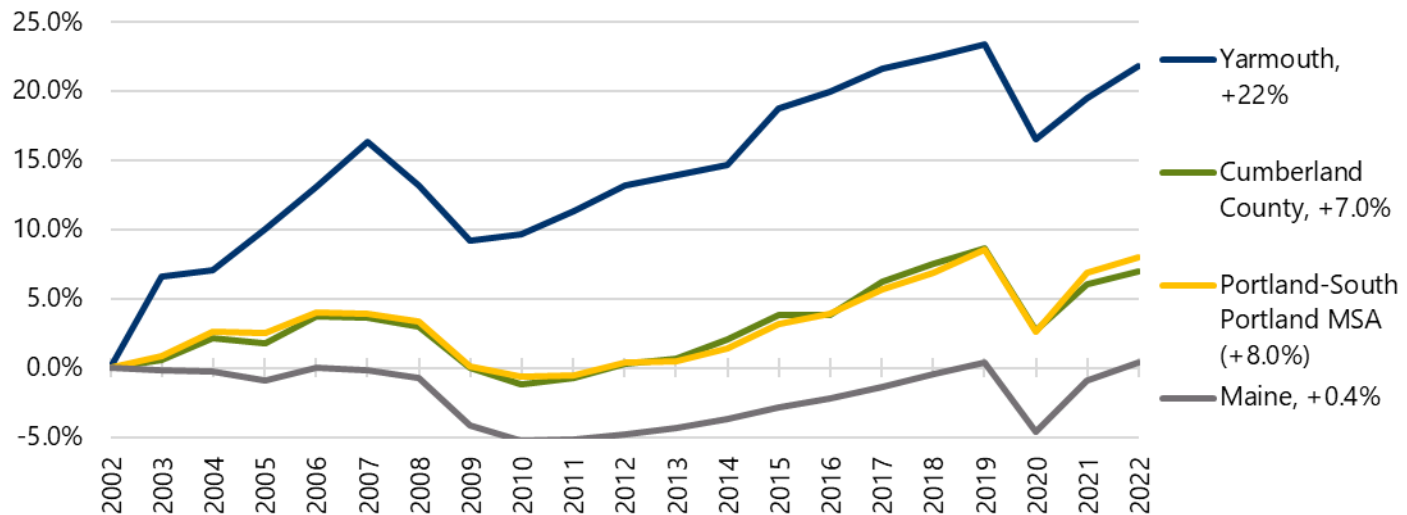
**Note:** NAICS 90, Government, includes federal, state, and local government (including military and postal service), prisons and jails, as well as public schools and hospitals.

## TOTAL JOB GROWTH: REGIONAL COMPARISON

The figure below demonstrates the historical job growth trends in Yarmouth and the surrounding regions from 2002 to 2022.

- ◆ Yarmouth added over 1,100 jobs (a 22% increase) in the two decades from 2002 to 2022.
- ◆ Yarmouth had strong growth years in the early 2000s and in 2015, and mostly tracks regional trends in other years.
- ◆ All geographies experienced job losses due to the COVID-19 pandemic and have largely rebounded.

**Cumulative Percent Change in Jobs, 2002-2022**



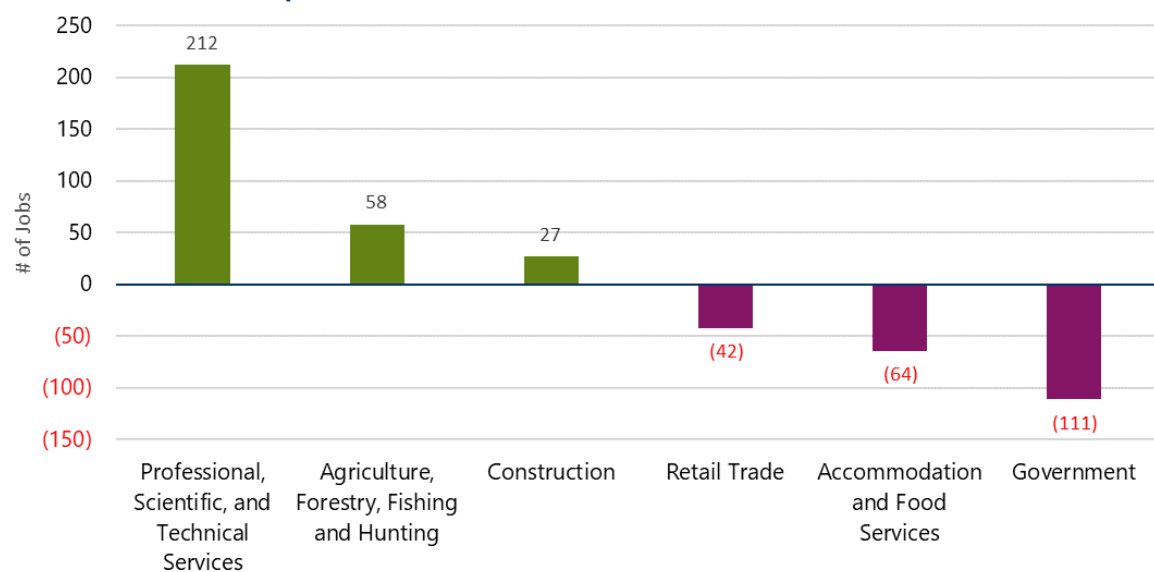
Source: Lightcast

## JOB TRENDS (2-DIGIT NAICS): YARMOUTH

The following figure outlines the change in jobs from 2017-2022. The subsequent table also highlights this historic change along with projected change from 2022-2027.

- ◆ In the past five years, from 2022-2027, Yarmouth's job growth was flat, seeing a net increase of only 10 jobs. Sectors with the largest gains were Professional, Scientific, and Technical Services (+212 jobs) and Agriculture, Forestry, Fishing and Hunting (+58 jobs).
- ◆ Growth in Professional, Scientific, and Technical Services is driven by Scientific Research (+72 jobs) and Architectural, Engineering, and Related Services (+53 jobs). Crop Production (+49) was the fastest-growing Agricultural subsector.
- ◆ However, these gains were mostly offset by losses in other sectors. Government lost the most jobs (-111), which is largely attributed to local government losses (-92).
- ◆ Projections, which are based on current trends and do not consider potential projects that may be in the pipeline but deviate from historic growth patterns, suggest that Yarmouth will continue to see modest growth in the next five years, as projected gains in Professional, Scientific, and Technical Services, Agriculture, and others are partially outweighed by projected losses in sectors like Retail Trade and Government.

**Town of Yarmouth Top Job Gainers and Losers, 2017-2022**



Source: Lightcast

### Town of Yarmouth Job Change

NAICS	Description	Historic		Projected	
		2017 - 2022	2017 - 2022	2022 - 2027	2022 - 2027
		Change	% Change	Change	% Change
11	Agriculture, Forestry, Fishing and Hunting	58	215%	32	38%
21	Mining, Quarrying, and Oil and Gas Extraction	0	0%	0	0%
22	Utilities	2	5%	(2)	(5%)
23	Construction	27	9%	2	1%
31	Manufacturing	25	10%	15	6%
42	Wholesale Trade	(19)	(16%)	(4)	(5%)
44	Retail Trade	(42)	(6%)	(38)	(6%)
48	Transportation and Warehousing	(5)	(24%)	(1)	(5%)
51	Information	(6)	(19%)	(1)	(4%)
52	Finance and Insurance	16	7%	1	0%
53	Real Estate and Rental and Leasing	1	2%	(0)	(1%)
54	Professional, Scientific, and Technical Services	212	24%	93	9%
55	Management of Companies and Enterprises	Insf. Data	Insf. Data	Insf. Data	Insf. Data
56	Administrative and Support and Waste Management and Remediation Services	(14)	(9%)	(6)	(4%)
61	Educational Services	(32)	(18%)	6	4%
62	Health Care and Social Assistance	3	0%	11	1%
71	Arts, Entertainment, and Recreation	(7)	(11%)	3	5%
72	Accommodation and Food Services	(64)	(11%)	25	5%
81	Other Services (except Public Administration)	(35)	(7%)	2	0%
90	Government	(111)	(9%)	(57)	(5%)
<b>Total</b>		<b>10</b>	<b>0%</b>	<b>81</b>	<b>1%</b>

Source: Lightcast

## JOB TRENDS (2-DIGIT NAICS): REGIONAL COMPARISON

The following table outlines the Portland-South Portland, ME MSA's job change trends.

- ◆ From 2017-2022, the region saw 2% job gains, outpacing Yarmouth's growth of 0%. Growth was highest for Professional, Scientific, and Technical Services, aligning with Yarmouth.
- ◆ Losses occurred in several sectors but were greatest in Accommodation and Food Services and Retail Trade. The region had slightly lower decline in these sectors compared to Yarmouth. Additionally, job loss associated with Government was less significant in the region than in Yarmouth.
- ◆ Projections from 2022-2027 show steady 2% growth in the coming five years, outpacing Yarmouth's 1% projected growth. Overall, the MSA is projected to net 5,954 new jobs added across many sectors. Retail Trade is projected to decline the most (-1,523 jobs).

**Portland-South Portland MSA Job Change**

NAICS	Description	Historic		Projected	
		2017 - 2022 Change	2017 - 2022 % Change	2022 - 2027 Change	2022 - 2027 % Change
11	Agriculture, Forestry, Fishing and Hunting	1,916	94%	1,163	29%
21	Mining, Quarrying, and Oil and Gas Extraction	(20)	(19%)	3	3%
22	Utilities	56	12%	(14)	(3%)
23	Construction	2,046	11%	414	2%
31	Manufacturing	3,447	13%	1,242	4%
42	Wholesale Trade	(372)	(4%)	(67)	(1%)
44	Retail Trade	(1,353)	(4%)	(1,523)	(4%)
48	Transportation and Warehousing	(665)	(8%)	(154)	(2%)
51	Information	191	4%	152	3%
52	Finance and Insurance	694	4%	(96)	(1%)
53	Real Estate and Rental and Leasing	162	3%	41	1%
54	Professional, Scientific, and Technical Services	4,729	25%	2,366	10%
55	Management of Companies and Enterprises	779	13%	488	7%
56	Administrative and Support and Waste Management and Remediation Services	(423)	(3%)	(225)	(1%)
61	Educational Services	375	4%	295	3%
62	Health Care and Social Assistance	(321)	(1%)	610	1%
71	Arts, Entertainment, and Recreation	(390)	(6%)	288	5%
72	Accommodation and Food Services	(2,477)	(8%)	1,700	6%
81	Other Services (except Public Administration)	(797)	(5%)	252	2%
90	Government	(693)	(2%)	(994)	(2%)
99	Unclassified Industry	--	--	11	63%
<b>Total</b>		<b>6,902</b>	<b>2%</b>	<b>5,954</b>	<b>2%</b>

Source: Lightcast

## SECTOR CHARACTERISTICS (2-DIGIT NAICS): YARMOUTH

The following table outlines the concentration, competitiveness, and earnings per job by sector in Yarmouth.

- ◆ Professional, Scientific, and Technical Services is the most concentrated sector in Yarmouth (LQ of 2.50). This is followed by Utilities (LQ of 1.57). However, neither of the two have competitive advantage in Yarmouth.
- ◆ Agriculture, Forestry, Fishing and Hunting is the only industry that has competitive advantage in Yarmouth.
- ◆ Average earnings per job across all sectors is \$74,867. This is on par with the county and higher than the MSA and state.
- ◆ The top employers in Yarmouth are Tyler Technologies, Garmin/DeLorme, Yarmouth Town Schools, and Bush Equities. Various home health, rehabilitation centers, and family practice offices also make the list of top employers.

**Town of Yarmouth Sector Characteristics**

NAICS	Description	2022 Location Quotient	Competitive Effect	Avg. Earnings Per Job
11	Agriculture, Forestry, Fishing and Hunting	1.15	28	\$39,818
21	Mining, Quarrying, and Oil and Gas Extraction	0.00	0	\$0
22	Utilities	1.57	(2)	\$137,915
23	Construction	0.91	(16)	\$71,544
31	Manufacturing	0.55	5	\$66,087
42	Wholesale Trade	0.44	(9)	\$171,738
44	Retail Trade	1.13	(52)	\$50,261
48	Transportation and Warehousing	0.05	(2)	\$95,671
51	Information	0.22	(3)	\$85,948
52	Finance and Insurance	0.92	(13)	\$126,240
53	Real Estate and Rental and Leasing	0.46	(3)	\$81,527
54	Professional, Scientific, and Technical Services	2.50	(23)	\$98,664
55	Management of Companies and Enterprises	0.07	0	Insf. Data
56	Administrative and Support and Waste Management and Remediation Services	0.38	(16)	\$67,863
61	Educational Services	0.89	(9)	\$47,626
62	Health Care and Social Assistance	1.12	(73)	\$83,820
71	Arts, Entertainment, and Recreation	0.59	(3)	\$42,404
72	Accommodation and Food Services	1.06	(29)	\$34,992
81	Other Services (except Public Administration)	1.40	(24)	\$48,972
90	Government	1.22	(81)	\$77,994
<b>Total</b>		--	<b>(326)</b>	<b>\$74,867</b>

Source: Lightcast

### Location Quotient and Competitive Effect

Both the location quotient and the competitive effect help to illustrate what makes a region unique.

**Location quotient (LQ)** is a measure of industry concentration within a region. An LQ of 1.0 means that an industry is as concentrated within the region as it is on a national level. An LQ greater than 1.0 indicates that an industry is more concentrated in a region than at the national level.

The **competitive effect** illustrates how much change in an industry is not explained by national economic or industry trends. A positive competitive effect means that the region has unique characteristics giving it a competitive advantage in that respective industry.

## SECTOR CHARACTERISTICS (2-DIGIT NAICS): REGIONAL COMPARISON

The following table outlines the concentration, competitiveness, and earnings per job by sector in the Portland-South Portland MSA.

- ◆ Management of Companies and Enterprises is the most concentrated sector in the MSA (LQ of 1.44). This is followed by Finance and Insurance (LQ of 1.20). Of the two the MSA only holds a competitive advantage in Management of Companies and Enterprises. This varies significantly from Yarmouth, which has strong concentrations in Professional, Scientific, and Technical Services, Utilities, and Government.
- ◆ The average earnings per job is slightly higher in Yarmouth, at \$74,867 in 2022.

**Portland-South Portland MSA Sector Characteristics**

NAICS	Description	2022 Location Quotient	Competitive Effect	Avg. Earnings Per Job
11	Agriculture, Forestry, Fishing and Hunting	1.01	976	\$45,489
21	Mining, Quarrying, and Oil and Gas Extraction	0.08	(3)	\$81,113
22	Utilities	0.49	(21)	\$152,152
23	Construction	1.13	(772)	\$66,748
31	Manufacturing	1.16	140	\$86,611
42	Wholesale Trade	0.81	(455)	\$98,708
44	Retail Trade	1.09	(2,271)	\$46,800
48	Transportation and Warehousing	0.55	(985)	\$64,644
51	Information	0.73	(212)	\$82,600
52	Finance and Insurance	1.20	(1,049)	\$120,749
53	Real Estate and Rental and Leasing	0.98	(251)	\$72,387
54	Professional, Scientific, and Technical Services	1.04	(181)	\$97,790
55	Management of Companies and Enterprises	1.44	115	\$144,036
56	Administrative and Support and Waste Management and Remediation Services	0.77	(1,291)	\$52,810
61	Educational Services	1.20	(749)	\$43,964
62	Health Care and Social Assistance	1.14	(3,881)	\$77,312
71	Arts, Entertainment, and Recreation	1.14	(370)	\$35,946
72	Accommodation and Food Services	1.06	(1,124)	\$36,336
81	Other Services (except Public Administration)	0.94	(661)	\$37,755
90	Government	0.85	(1,896)	\$82,685
99	Unclassified Industry	0.03	4	\$35,613
<b>Total</b>			<b>(14,938)</b>	<b>\$71,610</b>

Source: Lightcast

## EXISTING JOB TRENDS (4-DIGIT NAICS): YARMOUTH

The following table outlines the top growing industries (4-NAICS) by number of jobs in Yarmouth.

- ◆ The town's fastest-growing sectors are largely within the Professional, Scientific, and Technical Services Sector. Scientific Research and Development Services (+72) and Architectural, Engineering, and Related Services (+53) added the most jobs over this time period, and both fall within the larger industry category.
- ◆ Of the top growing industries, Advertising, Public Relations, and Related Services is the most concentrated with a LQ of 4.77. This is followed by Architectural, Engineering, and Related Services, with a LQ of 4.06.
- ◆ Of the top ten fastest-growing sub-industries, six have average earnings higher than the overall average for all sectors in Yarmouth.

### Town of Yarmouth, Top Growing Sub-Industries, 2017-2022

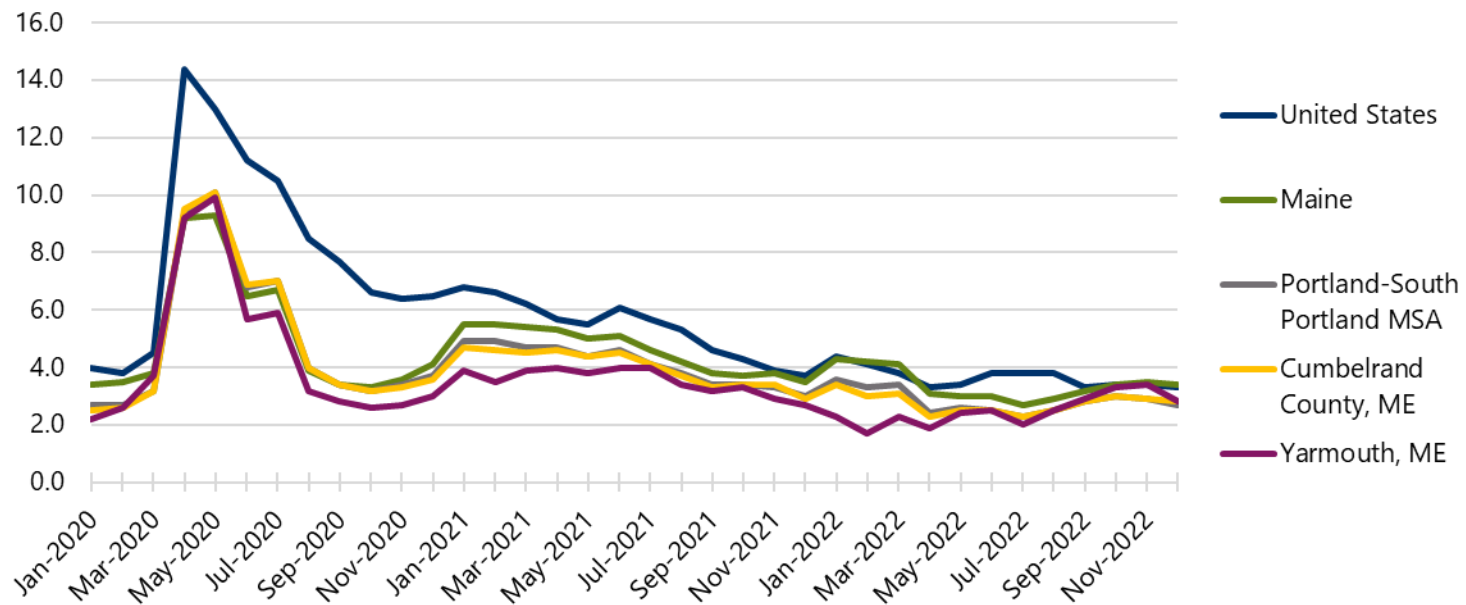
NAICS	Description	2017 Jobs	2022 Jobs	2017 - 2022 Change	2017 - 2022 % Change	2022 Location Quotient	Competitive Effect	Avg. Earnings Per Job
5417	Scientific Research and Development Services	32	104	72	223%	3.21	63	\$100,370
5413	Architectural, Engineering, and Related Services	200	252	53	26%	4.06	35	\$104,395
5222	Nondepository Credit Intermediation	16	65	49	315%	2.76	49	\$104,026
1110	Crop Production	25	74	49	199%	2.29	49	\$43,780
5416	Management, Scientific, and Technical Consulting Services	90	129	38	43%	1.67	20	\$109,339
5419	Other Professional, Scientific, and Technical Services	109	147	38	35%	3.91	19	\$70,109
4541	Electronic Shopping and Mail-Order Houses	67	88	21	31%	4.00	5	\$38,511
2361	Residential Building Construction	56	75	19	33%	1.52	2	\$60,541
5418	Advertising, Public Relations, and Related Services	75	93	18	24%	4.77	20	\$80,200
5411	Legal Services	190	208	18	9%	4.02	12	\$115,957

Source: Lightcast

## UNEMPLOYMENT RATE TRENDS: REGIONAL COMPARISON

- ◆ The unemployment rate for Yarmouth has trended lower than comparison geographics for most months from 2017-2022.
- ◆ Since peaking at 9.9% in May 2020, Yarmouth's unemployment rate has steadily decreased, to an average of 2.8% in the second half of 2022, slightly higher than the pre-pandemic average of 2.0% during the second half of 2019 but still very low.

Unemployment Rate (% , not seasonally adjusted)



Source: Lightcast

## 4. REAL ESTATE OVERVIEW

## TOWN OF YARMOUTH REAL ESTATE INVENTORY SNAPSHOT

Based on properties tracked by CoStar there is over 440,000 SF of rentable retail space across 73 properties in Yarmouth, of which only 1,300 SF is currently vacant. Offices and multi-family space are the next most common types of space in the area. There are 53 office properties accounting for over 490,000 SF of space, and 12 multi-family buildings accounting for 462,000 SF of space. Overall, vacancy is very tight for most types of real estate within the Town. Property inventory is summarized in the table below.

### Town of Yarmouth Real Estate Inventory Summary

Row Labels	# of Properties	Avg. Year Built	Vacant SF	Rentable Building Area
Retail	73	1938	1,300	440,778
Office	53	1965	14,003	490,616
Multi-Family	12	1955	0	461,771
Specialty	5	1841	0	54,928
Industrial	3	1950	0	42,355
Health Care	3	1976	0	121,268
Flex	3	1986	23,000	207,928
Hospitality	1	1950	0	4,201
<b>Total</b>	<b>162</b>	<b>1954</b>	<b>38,303</b>	<b>1,823,845</b>

**Source:** CoStar

## 4.1 RESIDENTIAL MARKET ANALYSIS

## RESIDENTIAL MARKET ANALYSIS: KEY FINDINGS

- ◆ Historically, the Greater Portland Market has not been known to have a significant multifamily market, with homeownership dominating. However, the rental market has strengthened in recent years, with minimal vacancies and strong rent growth prompting developers to respond to the improved market demand.
- ◆ Approximately 75% of Yarmouth's occupied housing units are owner-occupied. This is lower than the percentage of owner-occupied units in the surrounding towns, but similar to the Portland Metro Area and the State. New residential development in the town is focused on multifamily and mixed-use units, with approximately 100 units under development.
- ◆ Given past trends, over the next five years (2022-2027) the number of households in Yarmouth is projected to increase by 17. Age cohorts driving growth will be those aged 65+ and 25–34-year-olds. Growth will be concentrated among higher-income households. Households with incomes greater than \$100,000 will increase most, while households with incomes of \$100,000 or less will decrease.
- ◆ It is estimated that over the next five years up to 32 new rental housing units could be supported from demand within Yarmouth in addition to attraction from within the surrounding market. This is equal to up to 6 units per year for the next five years.
- ◆ It is also projected that over the next five years between 122 and 248 newly constructed for-sale housing units could be supported from demand within Yarmouth in addition to attraction from the surrounding market. This is equal to about 24-50 units per year for the next five years.
- ◆ The low amount of housing that has been produced in Yarmouth has constrained recent household growth. However, there is sufficient regional demand potential to significantly increase market-rate housing production.

### Projected Demand for Housing Units in Yarmouth

	Renter		For-Sale	
	Baseline	High Growth	Baseline	High Growth
Net 5-year Supportable Demand	0	32	122	248
Net Annual Supportable Demand	0	6	24	50

**Source:** Camoin Associates

## HOUSING INVENTORY: OCCUPANCY

The following charts outline existing housing units by occupancy status. Yarmouth's housing market is compared to surrounding towns, Cumberland County, the Portland-South Portland Metro Area, the state, and nation, where appropriate.

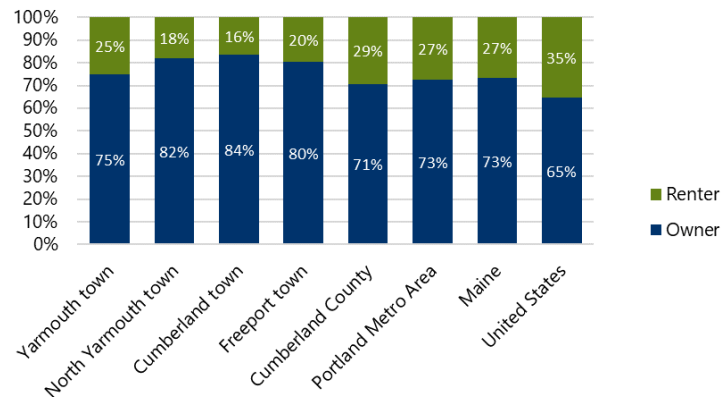
- ◆ 96% of Yarmouth's housing units are occupied and 4% are vacant.
- ◆ Of the occupied units, approximately 72% are owner-occupied. This is lower than the percentage of owner-occupied units in neighboring towns, but higher than Cumberland County. Yarmouth's rate of owner-occupied units most closely resembles the Portland Metro Area and the State.
- ◆ 2% of Yarmouth's housing units are attributed to seasonal homes, compared to 16% of housing units overall in Maine.

### Housing Units by Occupancy, 2021

Town of Yarmouth		
	Number	Percent
Occupied	3,463	96%
<i>Owner occupied</i>	2,594	72%
<i>Renter Occupied</i>	869	24%
Vacant	149	4%
<i>Seasonal</i>	82	2%
<i>Other Vacant</i>	67	2%
<b>Total</b>	<b>3,612</b>	<b>100%</b>

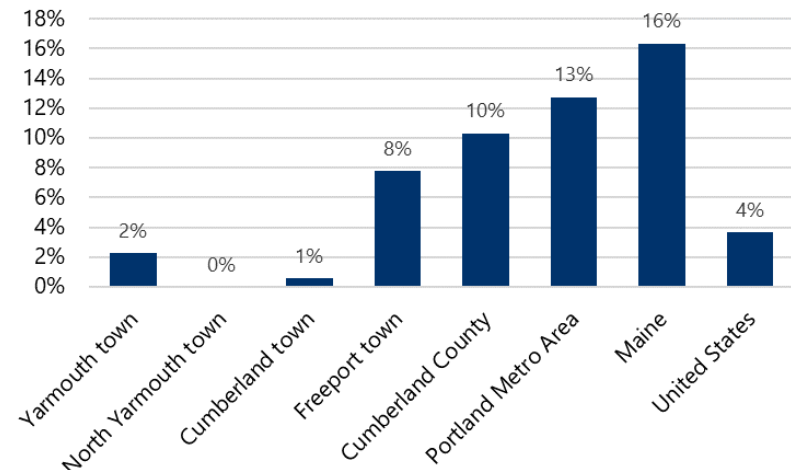
Source: 2021 ACS 5-Year Estimates

### Occupied Housing Unit Breakdown



Source: 2021 ACS 5-Year

### Seasonal Housing Units as a % of Total Units



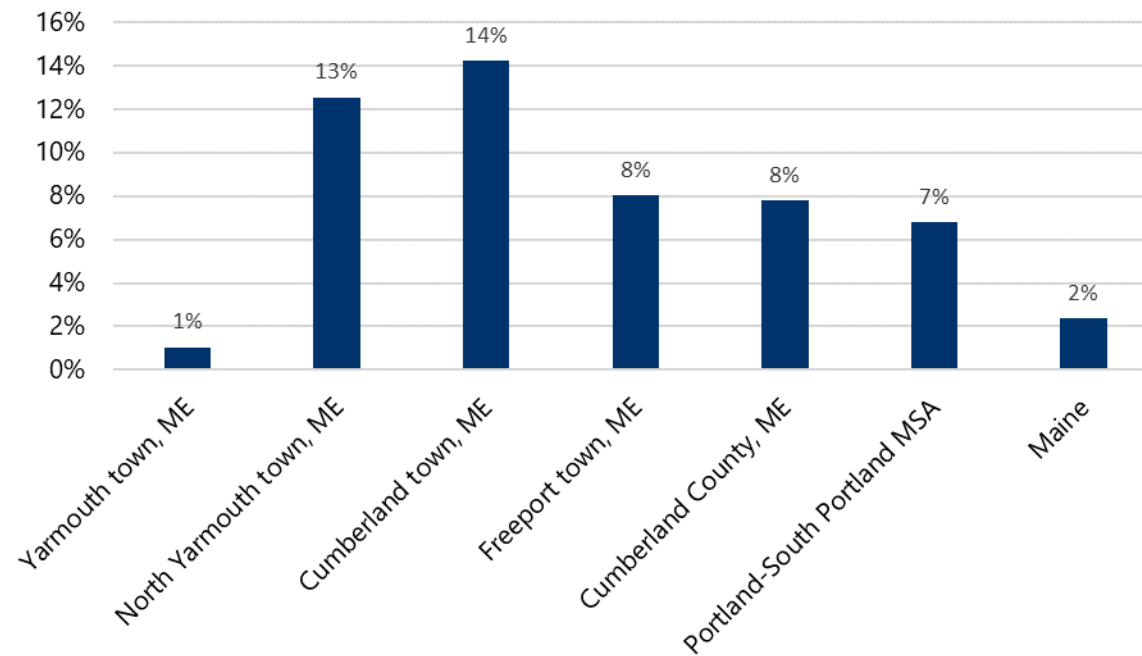
Source: ACS 2021 5-Year Estimates

## HOUSING INVENTORY: UNITS

The following table outlines the change in number of housing units:

- ◆ Since 2010, the number of housing units in Yarmouth has increased by 1%, from 3,819 to 3,859. This is a *net* increase of 40 units over 10 years.
- ◆ Yarmouth's change in housing lags growth in Cumberland County and the Portland-South Portland MSA. It is most in line with Maine's growth in housing units (2%).
- ◆ Neighboring North Yarmouth recently placed a growth cap of 15 units in its village center and residential zones in 2022.

**% Change in Housing Units, 2010-2020**



Source: Esri, Decennial Data

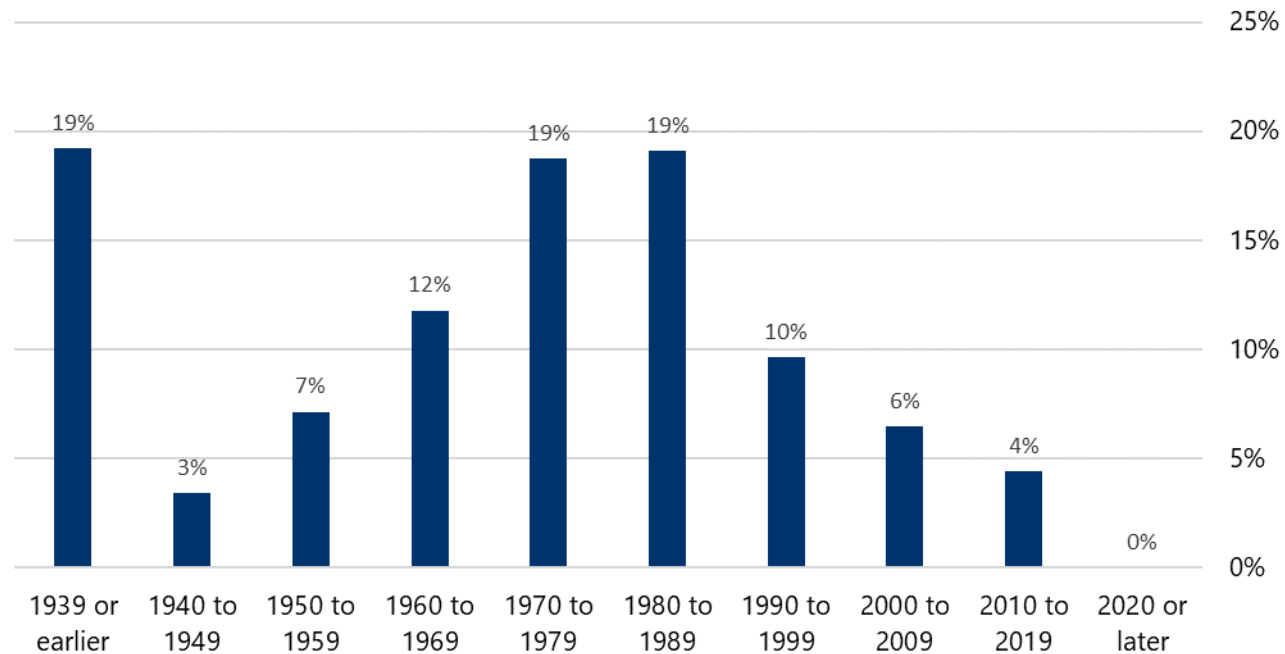
**Note:** The Decennial Census growth in Yarmouth's housing units differs from local reports and appears to undercount new housing growth in the last decade. However, it provides a helpful comparison to peer communities' housing growth in recent years.

## HOUSING INVENTORY: HOUSING UNITS BY YEAR BUILT

The following chart outlines existing housing units by the year they were built:

- ◆ The median year that homes were built in Yarmouth is 1974.
- ◆ Only 11% of housing units have been built since 2000, while 19% were built in 1939 or earlier.

**Total Housing Units by Year Built, Town of Yarmouth**



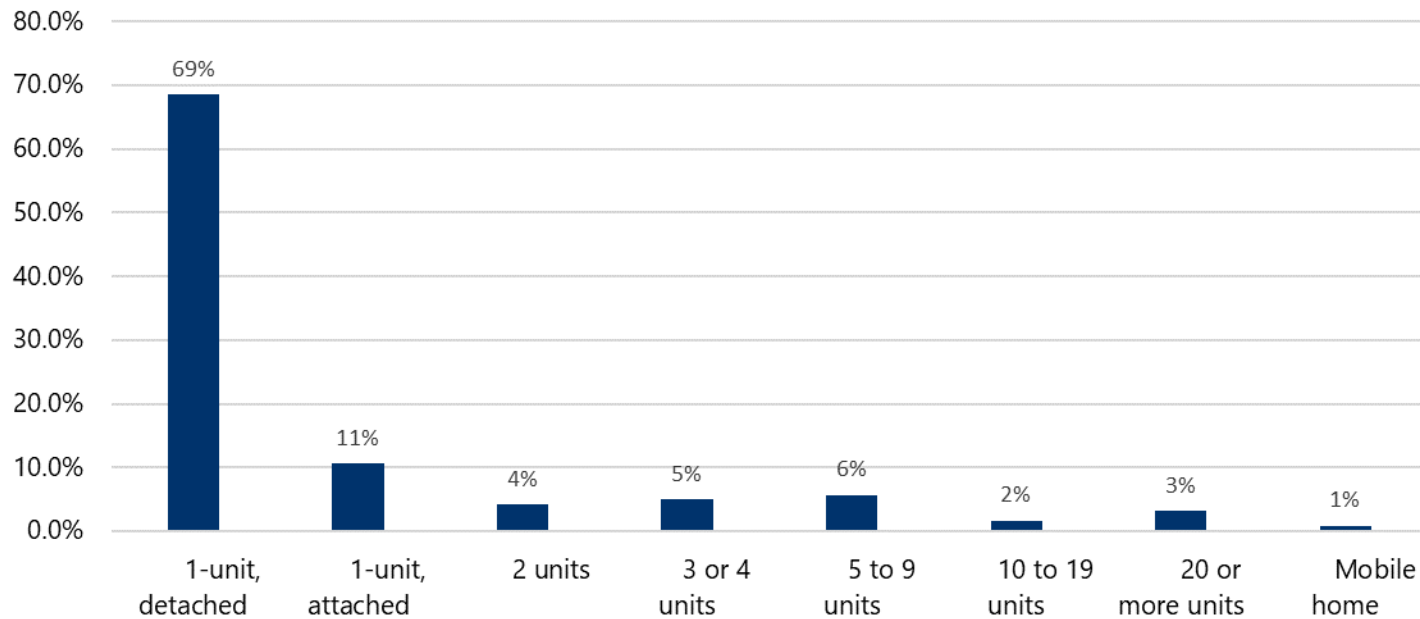
**Source:** US Census Bureau, American Community Survey, 2021 5-year

## HOUSING INVENTORY: HOUSING UNITS BY UNITS IN STRUCTURE

The following chart outlines existing housing units by the number of units in structure:

- ◆ Yarmouth's housing stock has a large portion of 1-unit (single family) housing.
- ◆ About 20% of Yarmouth's housing stock is in multifamily structures (2+ units).

**Share of Housing Units by Units in Structure, Town of Yarmouth**



**Source:** American Community Survey, 2021 5-Year Estimates

## HOUSING INVENTORY: BUILDING PERMITS

The following table outlines the number of residential building permits issued from 2012 to 2022, according to HUD and the Town:

- ◆ Since 2010 building permits have been issued for 233 single-family units and 44 multifamily units in Yarmouth. Nearly all multifamily permits were issued in 2021.
- ◆ The number of single-family permits issued has fluctuated through the years in Yarmouth, with development generally increasing from 2015-2018, and declining from 2019-2022. Housing development has been most substantial in Cumberland, with a total of 491 permits issued over the decade.

**Residential Building Permits Issued, # of Units**

Year	Yarmouth Town		North Yarmouth		Freeport Town		Cumberland Town	
	Single		Single		Single		Single	
	Family	Multifamily	Family	Multifamily	Family	Multifamily	Family	Multifamily
2012	5	0	13	0	34	3	25	0
2013	13	0	16	0	50	0	33	0
2014	22	0	11	0	38	2	65	0
2015	14	0	13	0	53	5	57	0
2016	25	0	20	0	44	2	58	0
2017	42	0	25	0	45	0	62	84
2018	44	0	27	2	45	6	39	25
2019	23	0	50	2	39	0	28	0
2020	21	2	29	0	33	0	41	2
2021	15	42	47	0	33	0	37	3
2022	9	0	37	2	30	0	46	47
<b>Total</b>	<b>233</b>	<b>44</b>	<b>288</b>	<b>6</b>	<b>444</b>	<b>18</b>	<b>491</b>	<b>161</b>

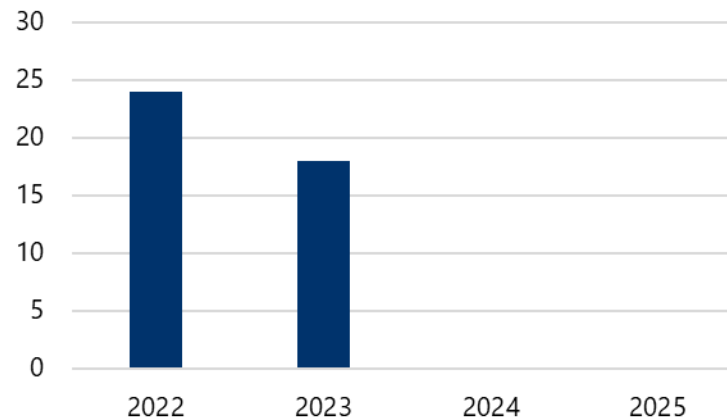
**Source:** Town of Yarmouth; Town of North Yarmouth; HUD

## HOUSING INVENTORY: UNITS IN PIPELINE

The following tables shows the estimated number of residential units in the development pipeline in Yarmouth:

- ◆ In total, there are 42 residential units in the pipeline – 24 that were recently completed in 2022, and 18 that are pending final Certificate of Occupancy. No other residential units are in the development pipeline beyond 2023.
- ◆ A majority (24) of units are part of multifamily development, with the remaining (18) being mixed-use. All of the units are rental properties, with no owner-occupied properties in the development pipeline.

**Est. Deliveries - Units in the Town of Yarmouth**



Source: Yarmouth Town Planning Department

**Residential Development Pipeline - Projects Proposed, Approved, Under Construction, and Recently Completed - Yarmouth**

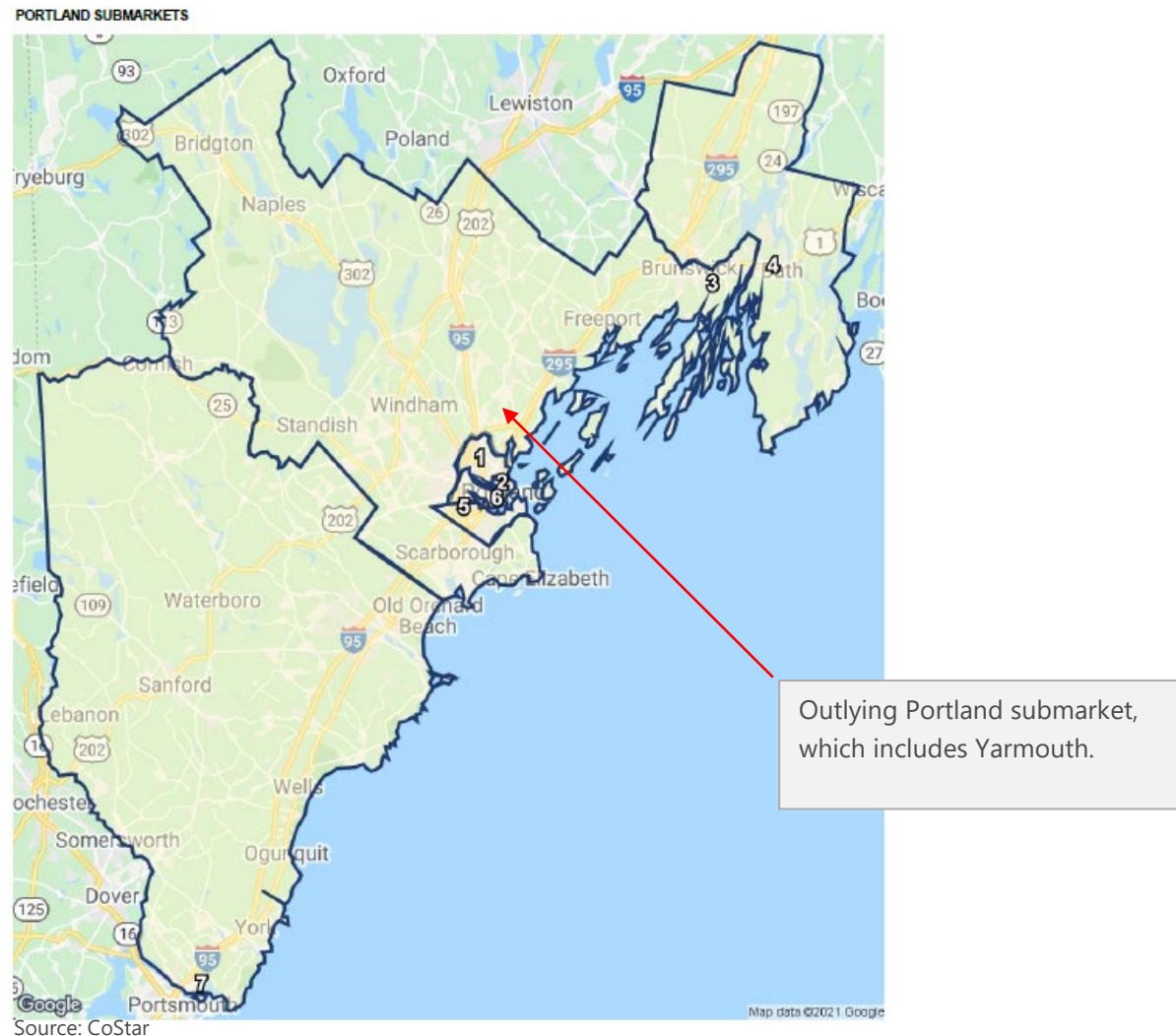
Project Name	Address	Type	Unit Count	Rental/ Owner	Development Status	Status Detail	Est. Completion
Yarmouth Commons	350 Route One	Mixed-Use	18	Rental	Completed	Pending final Certificate of Occupancy	2023
Sweetser Village	216 East Main Street	Multifamily	24	Rental	Completed	Completed	Completed 2022

Source: Yarmouth Town Planning Department; Camoin Associates

Note: Unit counts reflect units for which building permits have been issued. There may be other units in the development pipeline that are not captured here.

## MULTIFAMILY MARKET: GEOGRAPHICAL CONTEXT

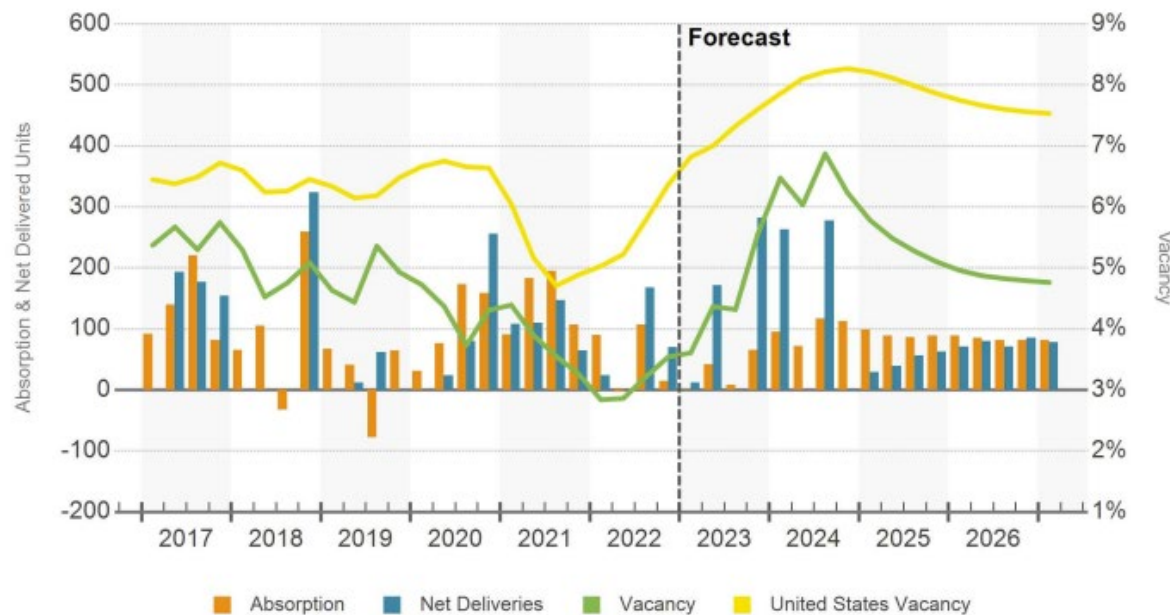
The Town of Yarmouth's multifamily market falls in the Portland, ME market, as defined by CoStar (the entire yellow area in the map below). Within this market, Yarmouth falls in the Outlying Cumberland submarket (#3 in below map). Trends from the Portland, ME market and Outlying Cumberland submarket are included in this analysis.



## MULTIFAMILY MARKET: REGIONAL CONTEXT (PORTLAND, ME MARKET)

According to CoStar, Portland is typically a slow-growth multifamily market, with an inventory of just under 16,000 units and about 1,000 currently under construction. Vacancy has been tight in recent years, and although renter demand is cooling, has yet to budge at 3.6%. Meanwhile, pricing power for operators has begun to weaken as rent growth tailed off in the second half of 2022. Notable rent gains have been made in the luxury segment of the market, with units classified as 4 and 5 star (highest quality properties) increasing about 5.3% over the last 12 months. Asking rent growth is expected to average 2.4% YOY, down from a peak of 7.4% in the second quarter of 2022. Delivered units are expected to increase over the next 12 months, leading to a temporary spike in the vacancy rate as they are absorbed into the market.

**ABSORPTION, NET DELIVERIES & VACANCY**



Source: CoStar, as of 1Q23

### Absorption, Deliveries, & Vacancy

These are three metrics that help to understand the full picture of a region's multifamily housing market.

**Absorption** refers to the change in occupancy over a given period of time and is calculated as the number of newly occupied units minus units that have been vacated.

**Net Deliveries** refers to the number of new housing units in the market that have recently completed construction.

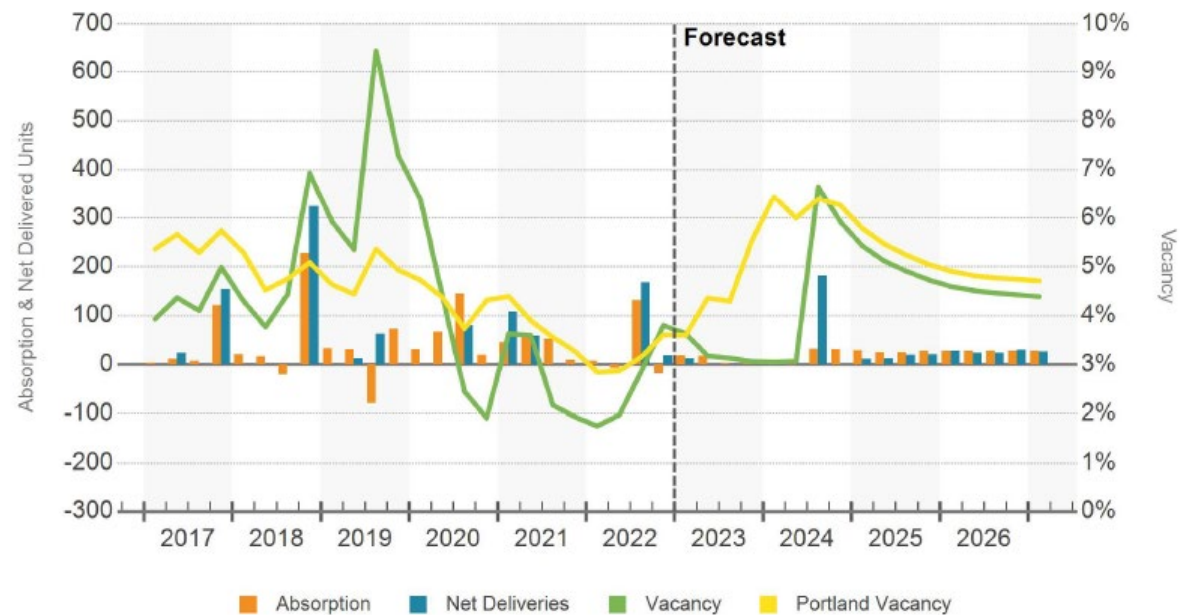
**Vacancy** is expressed as a percentage and refers to the amount of vacant units divided by the total number of units in the market.

## MULTIFAMILY MARKET: YARMOUTH AREA (OUTLYING CUMBERLAND COUNTY SUBMARKET)

In Outlying Cumberland County specifically:

- ◆ The vacancy rate has expanded moderately over the past four quarters to 3.8%, aligning with the long-term average.
- ◆ About 200 units have been delivered in the past 12 months, consistent with the five-year average. These units were concentrated in Freeport (144 Units), though 18 units were finished at Yarmouth Commons in October 2022 along with 24 units at Sweetser Village in August 2022. Development of an additional 181 units is underway in Brunswick on Admiral Fitch Avenue. Additionally, 350 units have been proposed at Rock Row in Westbrook, with a planned completion in 2024. In Yarmouth, a total of 76 units are planned at Railroad Square and 298 Main Street.
- ◆ Rents have risen by 10.0% over the last year, the strongest annual increase in over 10 years and significantly exceeding average annual growth of 3.9% over the past decade.

**ABSORPTION, NET DELIVERIES & VACANCY**

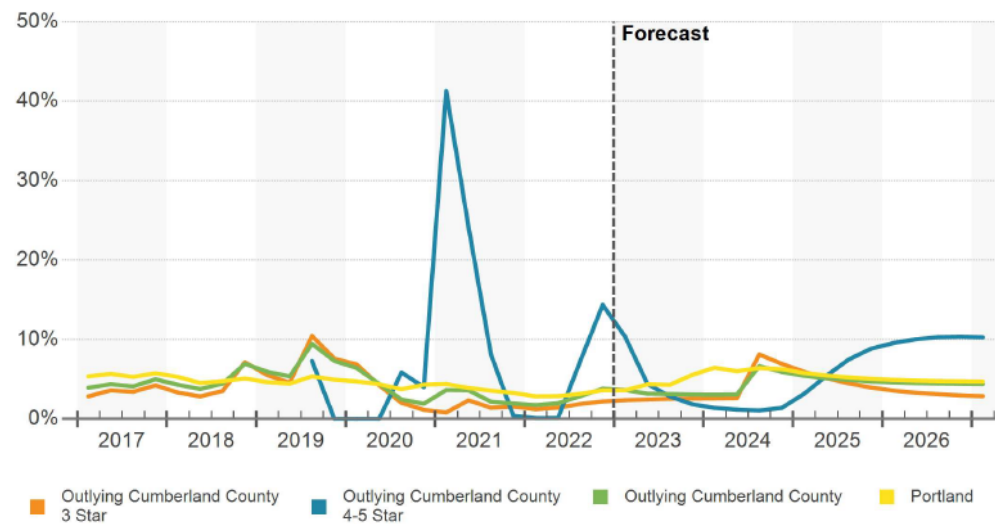


Source: CoStar, as of 1Q23

Within the submarket,

- ◆ Inventory is dominated by 3-star properties. 181 new 3-star units are under construction, entirely at Admiral Fitch Avenue in Brunswick.
- ◆ Asking rents average more than \$1,700 for all property classes. Rents on 4- and 5-star units are averaging approximately \$2,260.
- ◆ The largest recent deliveries have been concentrated in Brunswick and Freeport, with 108 units at Brunswick Landing Apartments in February 2021 and 144 units at the Residences at Crosstree in Freeport in October 2022. The latter is in close proximity to Yarmouth.
- ◆ The vacancy rate is 3.8%, with 4 & 5-star units having the highest vacancy rate (12.9%).

#### VACANCY RATE



#### KEY INDICATORS

Current Quarter	Units	Vacancy Rate	Asking Rent	Effective Rent	Absorption Units	Delivered Units	Under Constr Units
4 & 5 Star	340	12.9%	\$2,259	\$2,254	5	0	0
3 Star	2,433	2.3%	\$1,720	\$1,714	9	12	181
1 & 2 Star	1,041	4.3%	\$1,850	\$1,841	(2)	0	0
<b>Submarket</b>	<b>3,814</b>	<b>3.8%</b>	<b>\$1,799</b>	<b>\$1,793</b>	<b>12</b>	<b>12</b>	<b>181</b>

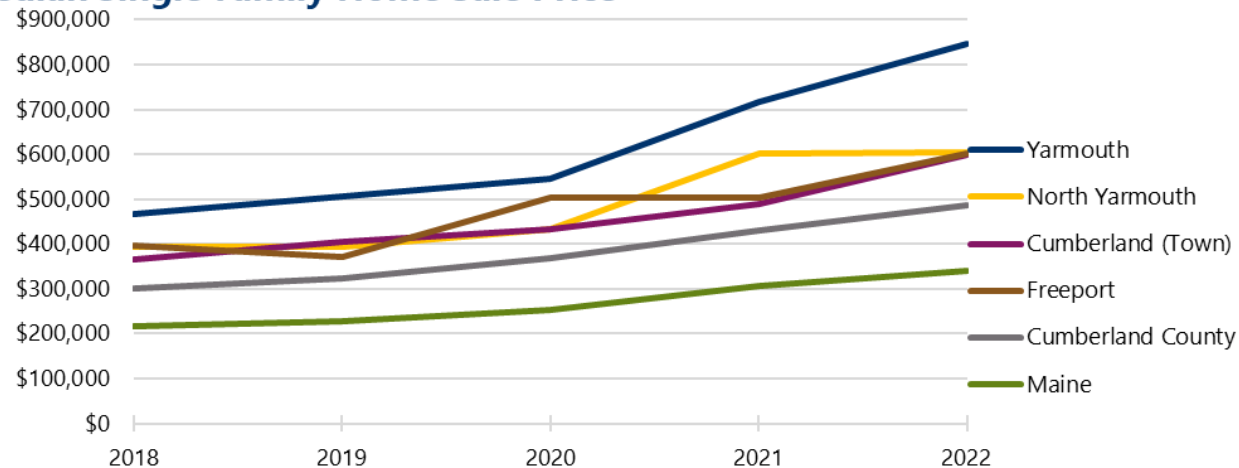
Source: CoStar, as of 1Q23

## FOR-SALE MARKET: MEDIAN SALE PRICE

The figures below outline the median sale price of single-family homes in Yarmouth from 2018 to 2022:

- ◆ The median sale price of a single-family home in Yarmouth in 2022 was \$846,750, significantly higher than surrounding areas.
- ◆ Yarmouth's median sale price growth has far exceeded surrounding towns, Cumberland County, and Maine, at 81.5% from 2018-2022. The median home in Yarmouth now sells for over \$380,000 more than in 2018.
- ◆ The median sale price was approximately equal in North Yarmouth, Cumberland, and Freeport in 2022 at around \$600,000.
- ◆ Nationally, home values experienced a large increase in 2020-2022. From 2020 to 2022, the median home price in Yarmouth increased by over 55%, reaching an all-time peak of \$1.2 million in the fourth quarter of 2022.

### Median Single Family Home Sale Price



Source: Redfin

### Single Family Home Price Changes, 5-year trend

	Yarmouth	North Yarmouth	Cumberland (Town)	Freeport	Cumberland County	Maine
2018-2022 Change	\$380,250	\$209,500	\$232,475	\$205,913	\$185,100	\$123,550
2018-2022 % Change	81.5%	53.1%	63.6%	51.9%	61.5%	57.0%
2018-2022 CAGR	12.7%	8.9%	10.4%	8.7%	10.1%	9.4%

Source: Redfin

## HOUSING DEMAND IN YARMOUTH: HOUSEHOLDS BY INCOME AND AGE

The table below combines all households by income and age in Yarmouth in 2022.

- ◆ As of 2022 there are an estimated 3,572 households in Yarmouth.
- ◆ The largest household age cohorts in Yarmouth are 55-64 (24%), 65-74 (20%), and 45-54 (18%).
- ◆ Households over 55 collectively account for 60% of all households.

**Households by Income and Age, Town of Yarmouth, 2022**

Income	15-24	25-34	35-44	45-54	55-64	65-74	75+	Total	% of Total
< \$15,000	10	11	6	8	11	17	17	80	2%
\$15,000-\$24,999	10	5	2	7	22	21	54	121	3%
\$25,000-\$34,999	14	21	16	13	47	49	86	246	7%
\$35,000-\$49,999	27	50	27	27	46	52	94	323	9%
\$50,000-\$74,999	19	53	40	52	74	145	130	513	14%
\$75,000-\$99,999	12	43	54	51	93	119	62	434	12%
\$100,000-\$149,999	10	56	72	119	152	112	49	570	16%
\$150,000-\$199,999	2	32	67	139	162	73	37	512	14%
\$200,000+	1	43	101	216	248	116	48	773	22%
<b>Total</b>	<b>105</b>	<b>314</b>	<b>385</b>	<b>632</b>	<b>855</b>	<b>704</b>	<b>577</b>	<b>3,572</b>	<b>100%</b>
<b>% of Total</b>	<b>3%</b>	<b>9%</b>	<b>11%</b>	<b>18%</b>	<b>24%</b>	<b>20%</b>	<b>16%</b>	<b>100%</b>	

Source: Esri

Scale:	1	<>	248
--------	---	----	-----

## HOUSING DEMAND IN YARMOUTH: PROJECTED CHANGE IN HOUSEHOLDS

The table below shows the projected change in all Yarmouth households from 2022-2027, by income and age, if past trends hold steady. Future household growth potential is constrained by the level of housing production locally.

- ◆ Over the next five years (2022-2027) the number of households in Yarmouth is expected to grow by 17 (net). Among household earnings over \$50,000, there will be 213 new households.
- ◆ Age cohorts driving growth will be those aged 65+ and 25-34-year-olds.
- ◆ Growth will be concentrated in higher-income households. Households with incomes greater than \$100,000 will grow the most, while households with incomes of \$75,000 or less are projected to decrease. This is the case across all age cohorts, with higher-income households at all age levels driving household growth in Yarmouth.

**Projected Change in Households, Town of Yarmouth, 2022-2027**

Income	15-24	25-34	35-44	45-54	55-64	65-74	75+	Total
< \$15,000	(2)	(2)	(2)	(5)	(8)	(7)	(1)	(27)
\$15,000-\$24,999	(2)	(1)	(1)	(5)	(11)	(8)	(7)	(35)
\$25,000-\$34,999	1	0	(4)	(8)	(23)	(17)	(1)	(52)
\$35,000-\$49,999	(4)	(8)	(12)	(16)	(20)	(17)	(5)	(82)
\$50,000-\$74,999	(7)	(12)	(15)	(29)	(32)	(38)	2	(131)
\$75,000-\$99,999	(1)	0	(15)	(19)	(27)	(21)	(3)	(86)
\$100,000-\$149,999	4	34	8	(7)	(9)	27	32	89
\$150,000-\$199,999	2	20	21	2	25	58	52	180
\$200,000+	0	26	15	(8)	7	71	50	161
<b>Total</b>	<b>(9)</b>	<b>57</b>	<b>(5)</b>	<b>(95)</b>	<b>(98)</b>	<b>48</b>	<b>119</b>	<b>17</b>

Source: Esri

## HOUSING DEMAND IN CUMBERLAND COUNTY: HOUSEHOLDS BY INCOME AND AGE

The table below combines all households by income and age in Cumberland County in 2022.

- ◆ As of 2022 there are an estimated 130,552 households in Cumberland County.
- ◆ The largest household age cohorts in Cumberland County are 55-64 (21%), 45-54 (17%), and 65-74 (17%).
- ◆ Households over 55 collectively account for 50% of all households.

**Households by Income and Age, Cumberland County, 2022**

Income	Age 15-24	Age 25-34	Age 35-44	Age 45-54	Age 55-64	Age 65-74	Age 75+	Total	% of Total
< \$15,000	485	813	729	769	1,241	1,263	1,468	6,768	5%
\$15,000-\$24,999	383	842	600	655	1,166	1,483	2,021	7,150	5%
\$25,000-\$34,999	613	1,337	1,103	961	1,667	1,902	2,462	10,045	8%
\$35,000-\$49,999	737	1,896	1,503	1,328	1,930	2,344	2,654	12,392	9%
\$50,000-\$74,999	953	3,207	2,991	3,195	4,104	4,533	2,789	21,772	17%
\$75,000-\$99,999	545	2,729	2,909	3,008	3,490	2,866	1,490	17,037	13%
\$100,000-\$149,999	382	3,316	4,725	5,292	5,624	3,654	1,524	24,517	19%
\$150,000-\$199,999	122	1,973	2,575	3,399	3,566	1,835	1,050	14,520	11%
\$200,000+	75	1,652	3,011	4,157	4,115	2,229	1,112	16,351	13%
<b>Total</b>	<b>4,295</b>	<b>17,765</b>	<b>20,146</b>	<b>22,764</b>	<b>26,903</b>	<b>22,109</b>	<b>16,570</b>	<b>130,552</b>	<b>100%</b>
<b>% of Total</b>	<b>3%</b>	<b>14%</b>	<b>15%</b>	<b>17%</b>	<b>21%</b>	<b>17%</b>	<b>13%</b>	<b>100%</b>	

Source: Esri

Scale:	75	<>	5,624
--------	----	----	-------

## HOUSING DEMAND IN CUMBERLAND COUNTY: PROJECTED CHANGE IN HOUSEHOLDS

The table below shows the projected change in all Cumberland County households from 2022-2027, by income and age.

- ◆ Over the next five years (2022-2027) the number of households in Cumberland County is expected to grow by 3,054 on net.
- ◆ Age cohorts driving growth will be those aged 65+ and 35-44-year-olds. The age cohort of 45-64 years old will see a net decline in households from 2022-2027.
- ◆ Growth will be concentrated in higher-income households. Households with incomes greater than \$100,000 will grow the most, while households with incomes of \$75,000 or less are projected to decrease as household income rises

**Projected Change in Households, Cumberland County, 2022-2027**

Income	15-24	25-34	35-44	45-54	55-64	65-74	75+	Total
< \$15,000	(86)	(319)	(254)	(316)	(579)	(451)	(244)	<b>(2,249)</b>
\$15,000-\$24,999	(42)	(201)	(171)	(227)	(414)	(335)	(135)	<b>(1,525)</b>
\$25,000-\$34,999	(31)	(227)	(227)	(287)	(518)	(324)	(177)	<b>(1,791)</b>
\$35,000-\$49,999	(52)	(280)	(232)	(335)	(557)	(320)	(41)	<b>(1,817)</b>
\$50,000-\$74,999	(2)	(486)	(558)	(749)	(902)	(124)	609	<b>(2,212)</b>
\$75,000-\$99,999	21	(233)	(208)	(391)	(397)	264	481	<b>(463)</b>
\$100,000-\$149,999	156	639	661	223	363	1,369	1,092	<b>4,503</b>
\$150,000-\$199,999	63	805	1,001	709	974	1,147	1,069	<b>5,768</b>
\$200,000+	8	431	591	69	199	795	747	<b>2,840</b>
<b>Total</b>	<b>35</b>	<b>129</b>	<b>603</b>	<b>(1,304)</b>	<b>(1,831)</b>	<b>2,021</b>	<b>3,401</b>	<b>3,054</b>

Source: Esri

## RENTAL DEMAND IN YARMOUTH: PROPENSITY TO RENT AND NEW UNITS

According to CoStar, market rents for units in the Outlying Cumberland County submarket average about \$1,800 per month. To afford a rent of \$1,800 per month, a household would need annual income of at least \$75,000 (assuming annual spending on rent to be no more than 30% of income). To estimate future rental demand, we segmented the market to consider only households earning \$75,000 and up. While overall household growth is nominal, there will be a significant shift toward these higher-income households that will drive growth.

We then considered the propensity to rent for each age cohort in this income group. Given overall declining affordability and accessibility of home ownership, it is likely that the propensity to rent among Yarmouth area residents will increase as renters spend more years renting than in previous years. Therefore, we assume that the propensity to rent will more closely resemble that of the United States than the current propensity to rent among Sagadahoc and Northern Cumberland County residents. Overall, 20% of U.S. households earning more than \$75,000 rent their homes, compared to 13% of Sagadahoc and Northern Cumberland County households. This varies greatly by age, with 70% of households under 25 renting and declining to just 8% of 65-74-year-old households renting, nationally (see below table).

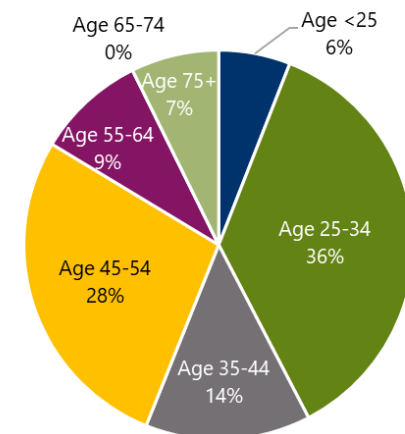
The chart below shows the composition of the renter target market for Yarmouth by age cohort. The largest renter demographic is 25-34-year-olds making up 36% of all renters, followed by 45-54-year-olds, representing just under a quarter of renters. The three senior cohorts (55-64, 65-74, and 75+) collectively make up 18% of the renter market.

### Propensity to Rent by Age, Households with Income Over \$75,000

Age	<25	25-34	35-44	45-54	55-64	65-74	75+	Total
<b>Sagadahoc and Northern Cumberland Counties</b>								
Rental Propensity	50%	36%	11%	14%	4%	0%	6%	13%
<b>United States</b>								
Rental Propensity	70%	42%	23%	16%	11%	8%	9%	20%

Source: Census ACS 1-year PUMS, 2021

**Yarmouth Market-Rate Rental Unit Demand Through 2027, by Household Age Cohort**

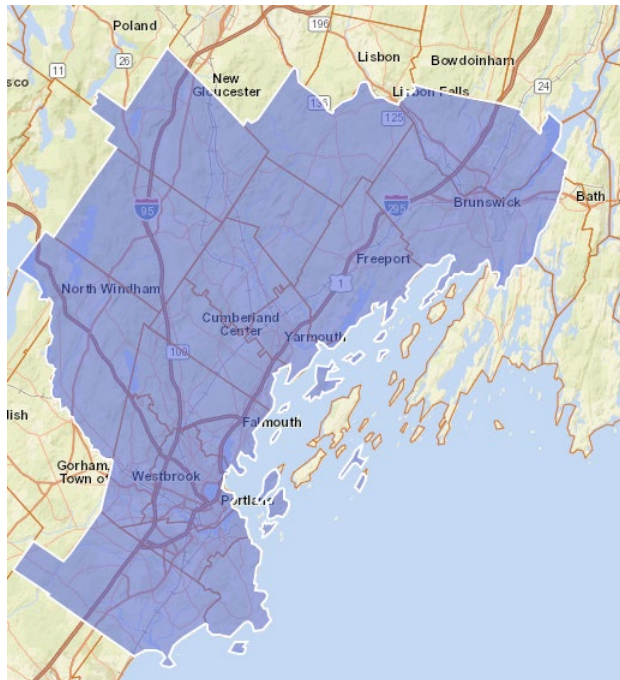


Source: Esri, Census ACS 1-year PUMS, 2021; Camoin Associates

## HOUSING MARKET AREA DEMAND

In addition to absorbing demand by Yarmouth residents, new multifamily development in the town could capture a portion of the demand from the surrounding area. To estimate the demand for units that could be absorbed from the larger region, a housing market area (HMA) was used. This region extends from Scarborough in the south, to Durham and Topsham in the north, with Gray, New Gloucester, and Windham to the West. This represents a reasonable area from which Yarmouth could attract new residents, given the geographic location and demographic/housing characteristics of the selected communities. Towns in this market area are generally accessible to Yarmouth within a 30-minute drive. The region is highlighted on the map below.

The market area is projected to gain a net of 2,416 households from 2022-2027, a portion of which Yarmouth could reasonably be expected to capture. Under the Baseline Scenario, it is assumed that Yarmouth accounts for approximately 3.5% of the market area's housing units. However, it is likely that Yarmouth could capture a larger share of housing demand if housing unit development were to exceed historic trends, which is modeled using a 10% capture rate in the Growth Scenario. Furthermore, additional housing unit demand is generated through the replacement of old or obsolete housing, assumed to be approximately 2% of existing housing units over the next five years. After accounting for units that are currently in the pipeline, Yarmouth could support additional demand of between 0-32 rental units and between 122-248 for-sale units over the next five years. On an annual basis, this translates to between 0-6 rental units or between 24-50 owner-occupied units per year.



### 5-Year Projected Demand for Housing Units in Yarmouth

	Baseline		High Growth	
	Renter	Owner	Renter	Owner
Share of Projected HMA Demand	20%	80%	20%	80%
Projected HMA Demand	483	1,933	483	1,933
Yarmouth Capture Rate	3.5%	3.5%	10.0%	10.0%
Yarmouth Demand Capture	17	68	48	193
Yarmouth Replacement Demand (2%)	17	54	17	54
Total Supportable Demand	34	122	66	248
Currently in Pipeline	34	0	34	0
<b>Net 5-year Supportable Demand</b>	<b>0</b>	<b>122</b>	<b>32</b>	<b>248</b>
<b>Net Annual Supportable Demand</b>	<b>0</b>	<b>24</b>	<b>6</b>	<b>50</b>

Source: Esri, Town of Yarmouth, Camoin Associates

## 4.2 RETAIL MARKET ANALYSIS

## RETAIL MARKET ANALYSIS: KEY FINDINGS

- ◆ Within the Portland market retail vacancy rates (except for malls and other retail) are trending downward. While the overall outlook is positive, challenges such as inflation, online retail, and labor shortages will continue to put a strain on the market.
- ◆ The pipeline of new retail space in the market is limited, with most new retail space being constructed in Portland and Topsham. Yarmouth has a small retail market that is not as competitive with the larger neighboring Freeport, Portland, and Topsham retail centers.
- ◆ Based on the data that is available for current retail demand, retail industries with the largest gap (demand exceeds sales) represent retail categories for which residents need to leave the area to meet their needs. These industries include:
  - **Local Trade Area:** Small-scale grocery, Boutique Clothing Stores, Restaurants and Cafés
- ◆ Up to about 34,000 SF of retail space could be supported as a result of leakage recapture of local trade area residents and household growth. Local small-scale grocery stores, for which the trade area has leakage, could fit into this category.

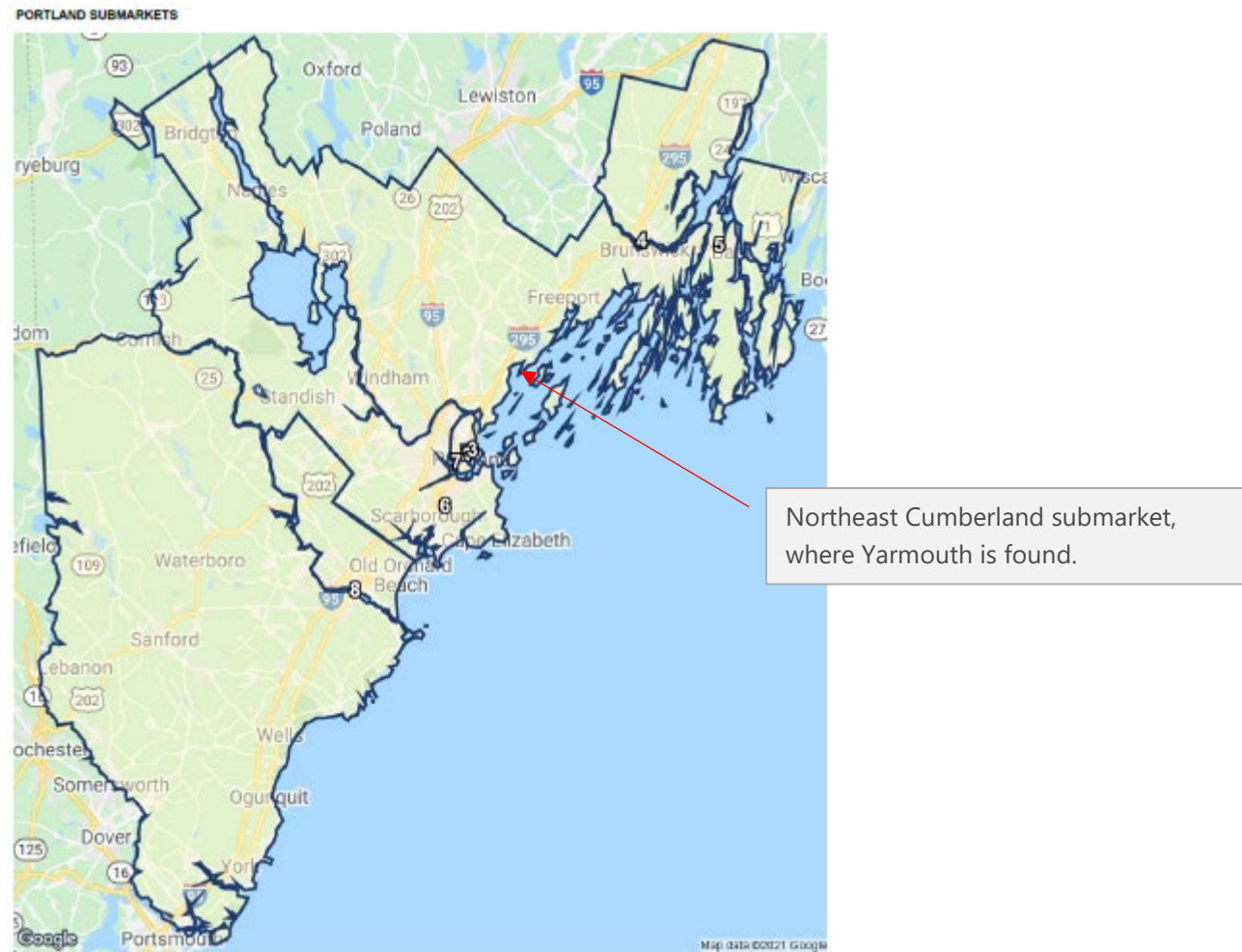
### Local Trade Area Supportable Demand for New Retail Space

Demand From	SF
Demand from Existing Residents	32,262
Demand from New Residents	1,766
<b>Total Supportable Demand</b>	<b>34,029</b>
Currently Vacant	1,300
<b>Net Supportable Demand</b>	<b>32,729</b>

**Source:** CoStar, Camoin Associates

## RETAIL MARKET: GEOGRAPHICAL CONTEXT

The Town of Yarmouth's retail market falls in the Portland, ME market (the entire yellow area on the map below). Within this market, Yarmouth falls in Northeast Cumberland submarket, indicated below. In this analysis, both the Portland, ME market and Northeast Cumberland County, ME submarket will be analyzed.



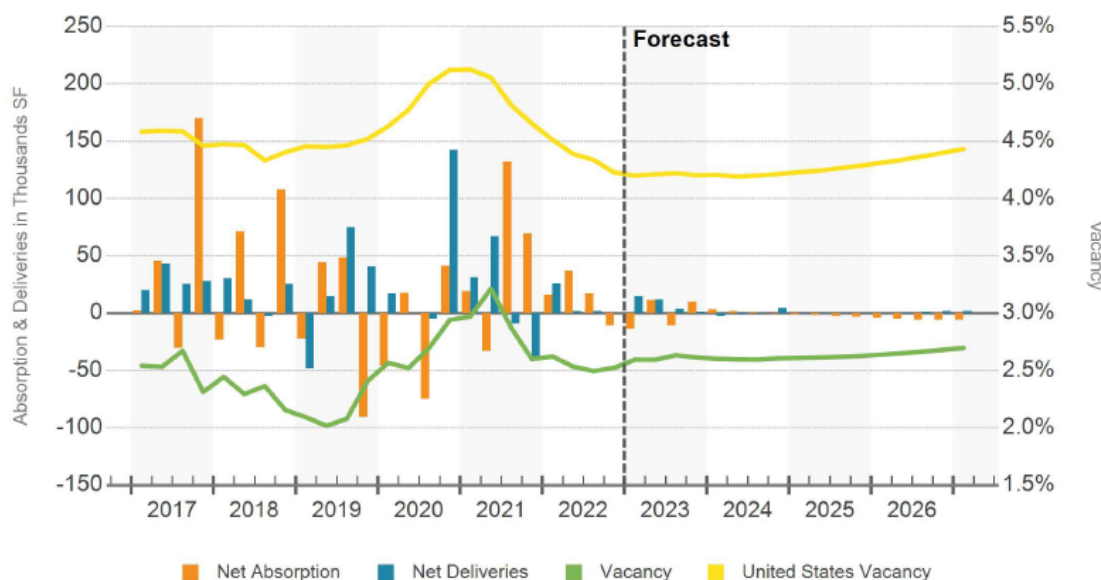
Source: CoStar

## RETAIL MARKET: REGIONAL CONTEXT (PORTLAND, ME MARKET)

According to CoStar, vacancies in the Portland retail market have remained steady over the last four quarters and are in line with the 10-year average, with a 2.6% vacancy rate market-wide. 230,000 SF of space has delivered over the past three years. There is an additional 44,000 SF under construction, a fractional expansion. Most of this is located in close proximity to Portland, with smaller additions in Bridgton, Saco, and Topsham. Retail rents in the Portland market rose at a 2.4% annual rate in the first quarter of 2023, in line with the 3-year average gain of 2.0%.

Net absorption in the Portland, ME Market is almost -20,000, driven by net absorption in general retail.

NET ABSORPTION, NET DELIVERIES & VACANCY



KEY INDICATORS

Current Quarter	RBA	Vacancy Rate	Market Rent	Availability Rate	Net Absorption SF	Deliveries SF	Under Construction
Malls	2,901,566	5.2%	\$21.81	5.3%	(9,773)	0	0
Power Center	1,261,960	0.7%	\$20.42	0.7%	29,000	0	0
Neighborhood Center	6,481,130	5.4%	\$15.88	7.2%	(8,321)	0	0
Strip Center	1,105,352	1.5%	\$15.33	1.3%	(7,100)	0	0
General Retail	28,011,491	1.7%	\$15.72	2.0%	(23,761)	8,000	43,629
Other	307,636	7.3%	\$17.69	7.3%	0	0	0
<b>Market</b>	<b>40,069,135</b>	<b>2.6%</b>	<b>\$16.34</b>	<b>3.1%</b>	<b>(19,955)</b>	<b>8,000</b>	<b>43,629</b>

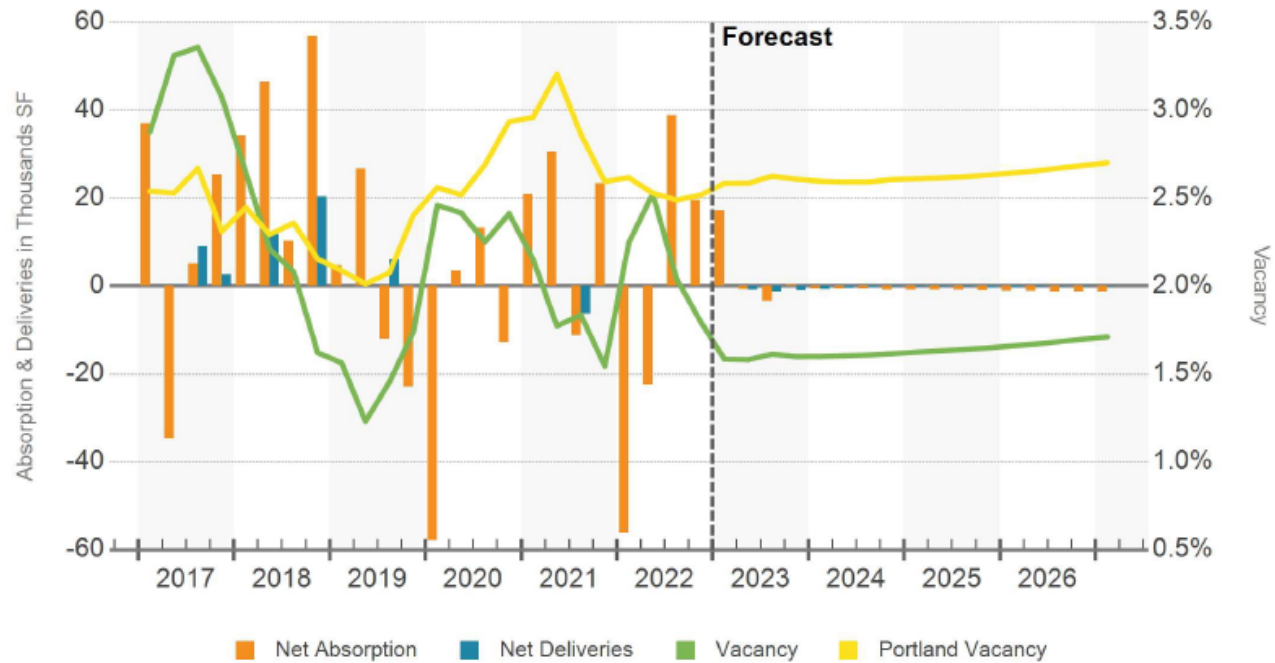
Source: CoStar, as of 1Q23

## RETAIL MARKET: YARMOUTH AREA (NE CUMBERLAND SUBMARKET)

In NE Cumberland County specifically:

- ◆ Retail vacancies are below the Portland region's average and remain in line with the submarket's five-year average.
- ◆ Of properties tracked by CoStar, no new retail space is under construction, and inventory has contracted in the last three years due to demolitions.
- ◆ Rents have risen by 2.9% over the last year.

### NET ABSORPTION, NET DELIVERIES & VACANCY

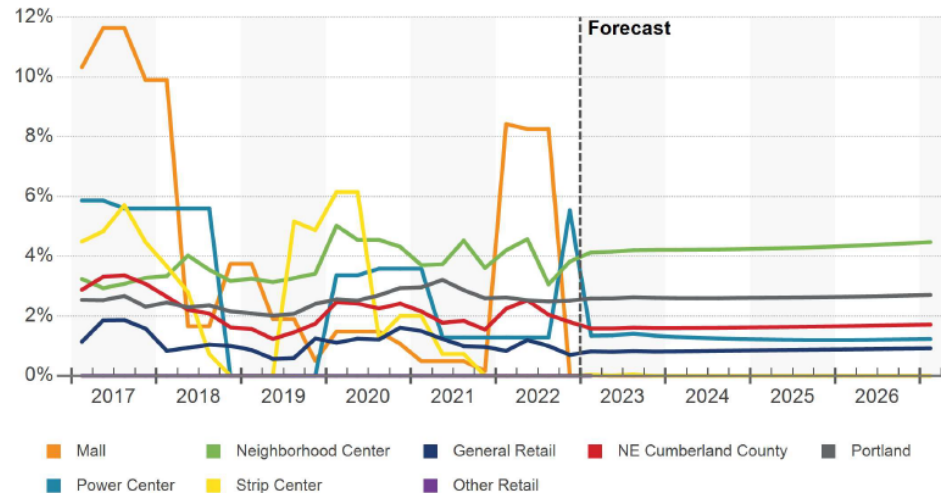


Source: CoStar, as of 1Q23

Within the submarket,

- ◆ The current retail vacancy rate is low at 1.6%. Vacancy rates have generally trended downward since 2017, with two notable jumps in 2020 during COVID-19 (driven by strip centers and power centers) and in 2022 (driven by mall space).
- ◆ Malls and strip centers have the lowest vacancy rate while neighborhood centers have the highest.

**VACANCY RATE**



**KEY INDICATORS**

Current Quarter	RBA	Vacancy Rate	Market Rent	Availability Rate	Net Absorption SF	Deliveries SF	Under Construction
Malls	493,344	0.2%	\$17.85	0.2%	0	0	0
Power Center	678,715	5.6%	\$19.32	5.6%	0	0	0
Neighborhood Center	2,148,647	3.3%	\$15.77	3.4%	0	0	0
Strip Center	244,523	0%	\$14.89	0%	0	0	0
General Retail	4,440,093	0.8%	\$15.42	1.5%	8,589	0	0
Other	0	-	-	-	0	0	0
<b>Submarket</b>	<b>8,005,322</b>	<b>1.8%</b>	<b>\$15.98</b>	<b>2.3%</b>	<b>8,589</b>	<b>0</b>	<b>0</b>

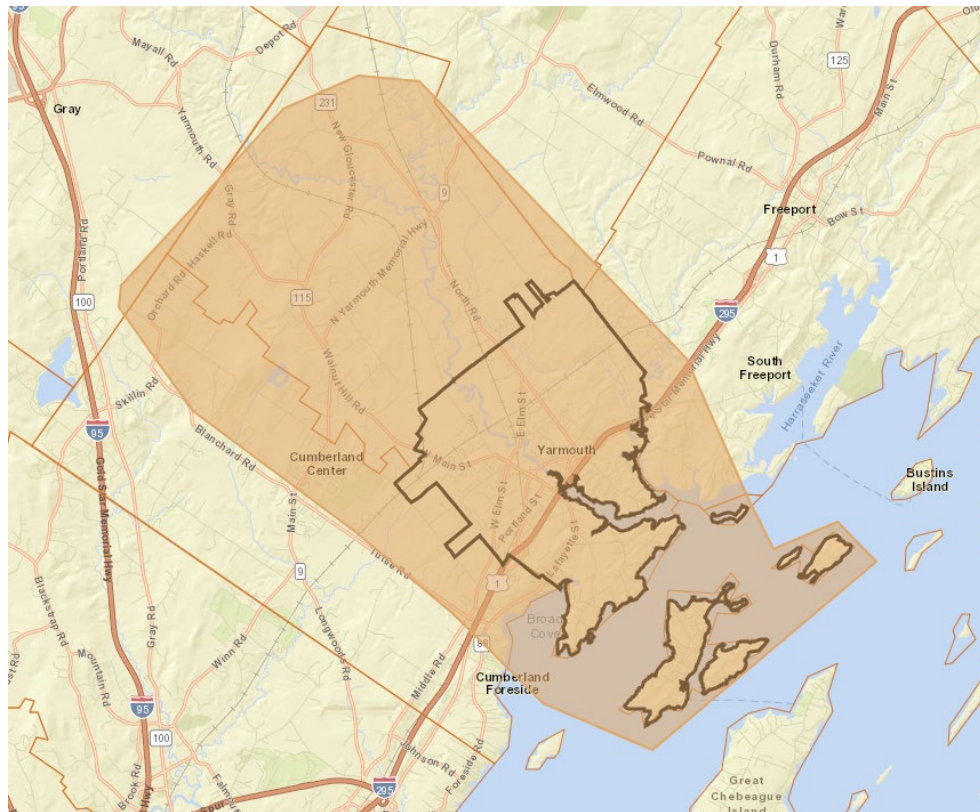
**Power Center:** Typically consists of several freestanding anchors with a minimum amount of small specialty tenants.

**Neighborhood Center:** Provides for the sales of convenience goods and personal services for day-to-day living needs of the immediate neighborhood, with a supermarket being the principal tenant.

**Strip Center:** An attached row of stores or Service outlets managed as a coherent retail entity, with on-site parking usually located in front of the stores.

## LOCAL RETAIL TRADE AREA

- ◆ The local retail trade area (red shading on map) delineates the draw area for “everyday” needs: grocery, pharmacy, personal care services, bank, fitness, quick meals, etc.
- ◆ The local retail trade serves a small geographic and is a 5 to 15-minute drive time that covers primarily Yarmouth and North Yarmouth.
- ◆ Customers outside this area typically shop for daily needs in surrounding communities: Cumberland, Freeport, Falmouth and Gray.



Source: Esri

## MARKET DEMAND: TAPESTRY SEGMENTATION

### TAPESTRY SEGMENTATION

A tool used by retail site selectors in determining the characteristics of a particular trade area is market segmentation, which is the classification of consumers according to demographic, socioeconomic, housing, and lifestyle characteristics. It is how retailers and site selectors compare consumer trends across trade areas when considering many site locations.

Market segmentation is based on the concept that people with similar demographic characteristics, purchasing habits, and media preferences naturally gravitate toward each other and into the same communities. Businesses utilize segmentation to understand their customers' lifestyle choices, purchasing preferences, and how they spend their free time.

Market segmentation data for the regional trade area were obtained from Esri's Tapestry segmentation model. Additional information about Esri's model can be [found here](#). We will focus on the characteristics of consumers living in the broader regional trade area since the retail categories with the best potential for success in the area tend to have a regional reach.

It is important to recognize that the classifications and labels that ESRI uses for defining market segments are generalizations. The descriptions of each segment are based on comparisons with the U.S. as a whole and reflect the propensity of households within that segment to exhibit certain demographic, lifestyle, and consumer characteristics relative to the overall population. The purpose of this exercise is to compare local consumer trends to those of consumers across the U.S. so businesses and developers not familiar with the region understand consumer demand in this area.

The top Esri Tapestry segment for the local trade area is listed in the table below, with profiles of each segment, including household composition, housing type, income, age, education, and consumer habits listed in Attachment B.

**Top Tapestry Segments of the Local Retail Trade Area**

Rank	Tapestry Segment	Percent
1	Affluent Estates	44.0%
2	GenXurban	27.5%
3	Cozy country Living	14.1%
4	Family Landscapes	9.9%
5	Middle Ground	4.5%

**Source:** Esri

## RETAIL INVENTORY IN THE LOCAL TRADE AREA

### Retail Inventory

Category	Town of Yarmouth/Local Trade Area
Grocery	Hannaford; Rosemont Market & Bakery
Pharmacy	Walgreens; Hannaford Pharmacy (inside Hannaford)
General Merchandise	
Convenience Stores	Big Apple Store; Cumberland Farms
Household Furnishings	Fiore Home (Fiore Interiors LLC); Pistol Pete's Upholstery Shop; Conversation Caning; Venn & Maker; Mattress by Appointment; Kit Clark Furniture; Centerline Design & Build
Electronics	AT&T Store
Office Supplies	
Apparel	Found Trading Co; Chattel; Gingham; Svetlana Custom Clothing & Couture
Home Improvement/Lawn & Garden	Sherwin-Williams Paint Store; Coastal Maine Interiors; Augustine Interiors (Painting); The Trunk Shop; The Cabinet Shop; Coastal Hardware, Inc.; McVety's Heath & Home; Water Treatment Equipment, Inc.; Farmhouse Floral by Estabrook's; Estabrook's
Pets	Pet Scripts Pharmacy; The Puppy Parlor; Blue Seal Animal Feed Store; Belted Cow Company Warehouse Store
Hobby/Crafts/Games	W.M. Schwind Antiques; Island Treasure Toys; Maine Modelworks; The Village Framer
Cards/Gifts	Royal River Books
Sporting Goods	KB Wheels; Maine Fly Company; Soul Surf Collective; Lakeside Archery; Robinson Arms
Quick-Service Restaurants	Maggie Mae's; Dunkin'; Maples Bakery; Subway; Little China Express; Clayton's Café; Bruce's Burritos; China Taste; Thoroughfare; Peachy's Smoothie Café; Toots Ice Cream; Freeport Café; Gifford's HomeMaine Ice Cream; Toots Ice Cream
Full-Service Restaurants	Otto; Romeos Pizza; Chopstick Sushi; Royal River Grill House; Brickyard Hollow; Gather; Locally Sourced; The Garrison; Pat's Pizza; Binga's Wingas Yarmouth; Owl & Elm; Trudy Bird's Olbar; Muddy Rudder; Goodfire Tasting Room & Kitchen
Entertainment	
Personal Care Services	Studio 88 Salon; Boston Hair; Tove Hair Salon; Snip & Clip Hair Design; Epic Image Salon; KR Studios; Lee Nails; Lucinda's Day Spa & Hair Studio; Tranquility In Balance Center for Wellness; Salon Haute Couture; The Barbershop; Shear Joy Hair & Body Salon; LA Nails: Cozy Nails & Spa
Fitness	CrossFit Yarmouth; Zbon Fitness; Rivebend Yoga & Meditation Studio; Jibe Cycling Studio; YMCA of Southern Maine; Village Body Works
Auto Parts & Services	O'Reilly Auto Parts; NAPA Auto Parts; Casco Bay Ford Parts; North Yarmouth Automotive Services

Note: This inventory list is not comprehensive, but provides a general overview of the types and quantities of retail business types in the Town of Yarmouth at the time of writing.

## MARKET DEMAND: LEAKAGE ANALYSIS

### RETAIL GAP ANALYSIS

In a retail gap analysis, the existing retail sales ("supply") of trade area businesses are compared to the estimated retail spending of trade area residents ("demand"). The difference between demand and supply is referred to as the "retail gap."<sup>1</sup> The retail gap can be positive or negative.

When the demand (spending by trade area residents) for goods and services is greater than sales at trade area businesses, sales are said to "leak out" of the trade area, creating a positive retail gap (i.e., sales leakage).

Conversely, if the supply of goods sold (local trade area sales) exceeds trade area demand (spending by trade area residents), it is assumed that non-residents are coming into the trade area and spending money, creating a negative retail gap (i.e. sales surplus).

Sales leakage and sales surplus carry different implications. In many cases, sales leakage presents an opportunity to capture unmet demand in a trade area since a percentage of residential spending occurs outside the trade area. This demand can be met within the trade area by opening new businesses or expanding existing businesses within retail sectors that show sales leakage. However, not all retail categories that exhibit sales leakage within a particular trade area are a good fit for the region. Rapidly changing retail norms mean long term consequences for potential build out of retail space. It is important to consider that while there may be leakage indicated for a certain industry, that leakage could be due to ecommerce and therefore is not a retail category that would be as productive as a brick-and-mortar space. What were once retail locations may have more economic potential as flex space, office or redevelopment in housing. This data should be used as a starting point to determine if what categories have leakage and whether they are viable for brick-and-mortar locations.

A sales surplus might exist for several reasons. For example, the region might be a popular shopping destination for tourists and other out-of-towners, or a cluster of competing businesses offering a similar product or service may be located within the trade area, creating a specialty cluster that draws in spending by households from outside the trade area. Alternatively, a sales surplus could be an indicator of market saturation.

The following Retail Gap Analysis table contains a list of industries by 6-digit NAICS codes and includes figures for sales demand (estimated purchases by local trade area residents both in and out of the trade area, and purchases by non-trade-area residents), sales supply (existing sales within the trade area), and retail gap (demand minus supply). Retail categories with the greatest sales leakage are displayed. Retail industries with the largest gap (demand exceeds sales) are similar between the Town of Yarmouth and the local trade area and include:

- ◆ **Local Trade Area:** Small-scale grocery, Boutique Clothing Stores, Restaurants and Cafés

## MARKET DEMAND: RETAIL POTENTIAL ANALYSIS – EXISTING RESIDENTS

### RETAIL POTENTIAL ANALYSIS

In the following analysis, we compare the retail gaps within the retail categories that have sales leakage to the average sales of similar businesses in the town, local, and regional trade areas. This allows us to identify which of the industries with sales leakage may have enough unmet demand to warrant opening a new store or expanding existing stores.

The tables below identify the number of new businesses that, theoretically, could be supported in the geographies, assuming:

1. 25% of the sales leakage is recaptured and
2. New businesses have sales comparable to the average sales business of all businesses. In this analysis, we assume an average of \$325 per square feet across all retail categories.

While no industries could support a new business on their own, businesses that cater to multiple retail needs could potentially be supported, or existing businesses could be expanded. For each geography:

- ◆ **Local Trade Area:** Nearly \$10.5 million in sales could be recaptured, which would support about 32,300 square feet of retail space.

**Retail Gap, 6-Digit NAICS, Local Trade Area (2022)**

NAICS	Description	Total Demand	Total Sales	Retail Gap (Demand-Sales)	Leakage Capture Rate (25%)	Total Supportable Square Feet
445110	Supermarkets and Other Grocery (except Convenience) Stores	\$10,449,796	\$4,034,321	\$6,415,475	\$1,603,869	4,935
441110	New Car Dealers	\$10,315,216	\$6,659,541	\$3,655,676	\$913,919	2,812
452210	Department Stores	\$3,637,001	\$86,851	\$3,550,150	\$887,538	2,731
443142	Electronics Stores	\$3,056,656	\$615,541	\$2,441,115	\$610,279	1,878
448140	Family Clothing Stores	\$2,215,252	\$90,109	\$2,125,143	\$531,286	1,635
722511	Full-Service Restaurants	\$20,502,383	\$18,687,150	\$1,815,234	\$453,808	1,396
312120	Breweries	\$2,472,540	\$943,376	\$1,529,165	\$382,291	1,176
442110	Furniture Stores	\$1,606,546	\$202,827	\$1,403,719	\$350,930	1,080
448120	Women's Clothing Stores	\$1,310,033	\$79,349	\$1,230,684	\$307,671	947
722515	Snack and Nonalcoholic Beverage Bars	\$1,524,511	\$322,634	\$1,201,877	\$300,469	925
451110	Sporting Goods Stores	\$1,321,277	\$346,417	\$974,860	\$243,715	750
441120	Used Car Dealers	\$1,840,063	\$898,921	\$941,141	\$235,285	724
448210	Shoe Stores	\$1,016,393	\$108,045	\$908,349	\$227,087	699
441310	Automotive Parts and Accessories Stores	\$1,688,376	\$860,898	\$827,478	\$206,870	637
448190	Other Clothing Stores	\$867,558	\$111,391	\$756,167	\$189,042	582
446120	Cosmetics, Beauty Supplies, and Perfume Stores	\$811,727	\$69,833	\$741,894	\$185,474	571
312130	Wineries	\$944,319	\$241,498	\$702,821	\$175,705	541
453310	Used Merchandise Stores	\$956,280	\$267,183	\$689,097	\$172,274	530
444190	Other Building Material Dealers	\$2,554,089	\$1,874,476	\$679,613	\$169,903	523
448310	Jewelry Stores	\$1,390,252	\$735,745	\$654,506	\$163,627	503
445310	Beer, Wine, and Liquor Stores	\$743,654	\$110,080	\$633,574	\$158,394	487

**Source:** Lightcast, Camoin Associates, ICSC

**Retail Gap (continued), 6-Digit NAICS, Local Trade Area (2022)**

NAICS	Description	Total Demand	Total Sales	Retail Gap (Demand-Sales)	Leakage Capture Rate (25%)	Total Supportable Square Feet
453220	Gift, Novelty, and Souvenir Stores	\$677,998	\$79,905	\$598,093	\$149,523	460
444220	Nursery, Garden Center, and Farm Supply Stores	\$842,379	\$262,970	\$579,409	\$144,852	446
722513	Limited-Service Restaurants	\$20,989,562	\$20,453,305	\$536,257	\$134,064	413
448150	Clothing Accessories Stores	\$493,806	\$53,619	\$440,187	\$110,047	339
453991	Tobacco Stores	\$578,343	\$145,034	\$433,309	\$108,327	333
446199	All Other Health and Personal Care Stores	\$577,959	\$180,860	\$397,099	\$99,275	305
812320	Drycleaning and Laundry Services (except Coin-Operated)	\$331,470	\$0	\$331,470	\$82,868	255
442210	Floor Covering Stores	\$634,288	\$307,200	\$327,088	\$81,772	252
713940	Fitness and Recreational Sports Centers	\$1,581,635	\$1,257,131	\$324,504	\$81,126	250
812111	Barber Shops	\$307,134	\$0	\$307,134	\$76,783	236
454210	Vending Machine Operators	\$412,106	\$143,143	\$268,963	\$67,241	207
441228	Motorcycle, ATV, and All Other Motor Vehicle Dealers	\$523,033	\$264,908	\$258,125	\$64,531	199
445299	All Other Specialty Food Stores	\$401,417	\$148,675	\$252,742	\$63,185	194
451120	Hobby, Toy, and Game Stores	\$495,438	\$244,777	\$250,660	\$62,665	193
443141	Household Appliance Stores	\$356,168	\$107,096	\$249,071	\$62,268	192
512131	Motion Picture Theaters (except Drive-Ins)	\$242,854	\$0	\$242,854	\$60,714	187
446130	Optical Goods Stores	\$361,247	\$120,643	\$240,604	\$60,151	185
441210	Recreational Vehicle Dealers	\$511,614	\$294,389	\$217,225	\$54,306	167
448110	Men's Clothing Stores	\$304,622	\$90,976	\$213,646	\$53,412	164
445230	Fruit and Vegetable Markets	\$221,530	\$15,925	\$205,605	\$51,401	158
812910	Pet Care (except Veterinary) Services	\$635,684	\$431,938	\$203,746	\$50,937	157
446191	Food (Health) Supplement Stores	\$281,516	\$95,071	\$186,445	\$46,611	143
448130	Children's and Infants' Clothing Stores	\$215,042	\$55,571	\$159,470	\$39,868	123
453110	Florists	\$370,335	\$214,596	\$155,739	\$38,935	120
453920	Art Dealers	\$306,700	\$171,351	\$135,348	\$33,837	104
453910	Pet and Pet Supplies Stores	\$590,378	\$469,213	\$121,165	\$30,291	93
448320	Luggage and Leather Goods Stores	\$141,060	\$23,253	\$117,808	\$29,452	91
445210	Meat Markets	\$268,532	\$162,784	\$105,748	\$26,437	81
722514	Cafeterias, Grill Buffets, and Buffets	\$123,673	\$19,858	\$103,815	\$25,954	80
444110	Home Centers	\$4,111,111	\$4,011,021	\$100,089	\$25,022	77
<b>Total</b>					<b>\$10,485,290</b>	<b>32,262</b>

**Source:** Lightcast, Camoin Associates, ICSC

**Note:** Includes industries for which the gap is greater than \$100,000

## MARKET DEMAND: RETAIL POTENTIAL ANALYSIS – NEW RESIDENTS

### RETAIL POTENTIAL ANALYSIS

By 2027 it is projected that the number of households the local trade area will increase by 118, reflecting 1.8% growth. A similar rate of spending growth could be expected as these new households will make purchases within the trade area, increasing the amount of supportable retail within the town.

Based on the current retail spending per household in the local trade area, the total new purchases for projected new households were calculated. This spending translates to approximately 1,766 SF of additional supportable retail space in the local trade area.

### Additional Retail Supportable by New Residents

	Local Trade Area
Purchases by Residents in Region	\$32,680,554
Current Households	6,717
Current Retail Purchases in Region Per Household	\$4,865
New Households (2027)	118
New Purchases	\$574,111
Average Retail Sales per SF	\$325
Additional Retail SF Supportable	1,766

**Source:** Lightcast, Esri, Camoin Associates

## 4.3 INDUSTRIAL/FLEX MARKET ANALYSIS

## INDUSTRIAL/FLEX MARKET: KEY FINDINGS

- ◆ The Portland industrial market has approximately 33.2 million SF of space, over half of which is categorized as logistics space, with the rest being split between specialized industrial and flex space.
- ◆ In general, the Portland industrial market is somewhat tight, with low vacancy. Recent demographic trends in and around the Portland market have made it an increasingly attractive location for final mile distribution centers and warehouse space. The Portland market could serve as a key location in helping to address national supply chain and bottleneck issues due to an overall lack of supply of industrial space to warehouse products and distribute to consumers.
- ◆ In the NE Cumberland County (1.7% vacancy) submarket, the overwhelming majority of stock is occupied, with vacancy of 1.1%. Currently, no industrial construction is underway.
- ◆ The submarket has remained active for industrial transactions in the past few years, but momentum has more recently slowed. Vacancy is expected to remain low due to the prolonged period of no new development, which has lasted over three years.
- ◆ Local demand could support up to approximately 10,000 SF of industrial space in Yarmouth. Regionally, logistics space is in greatest demand.

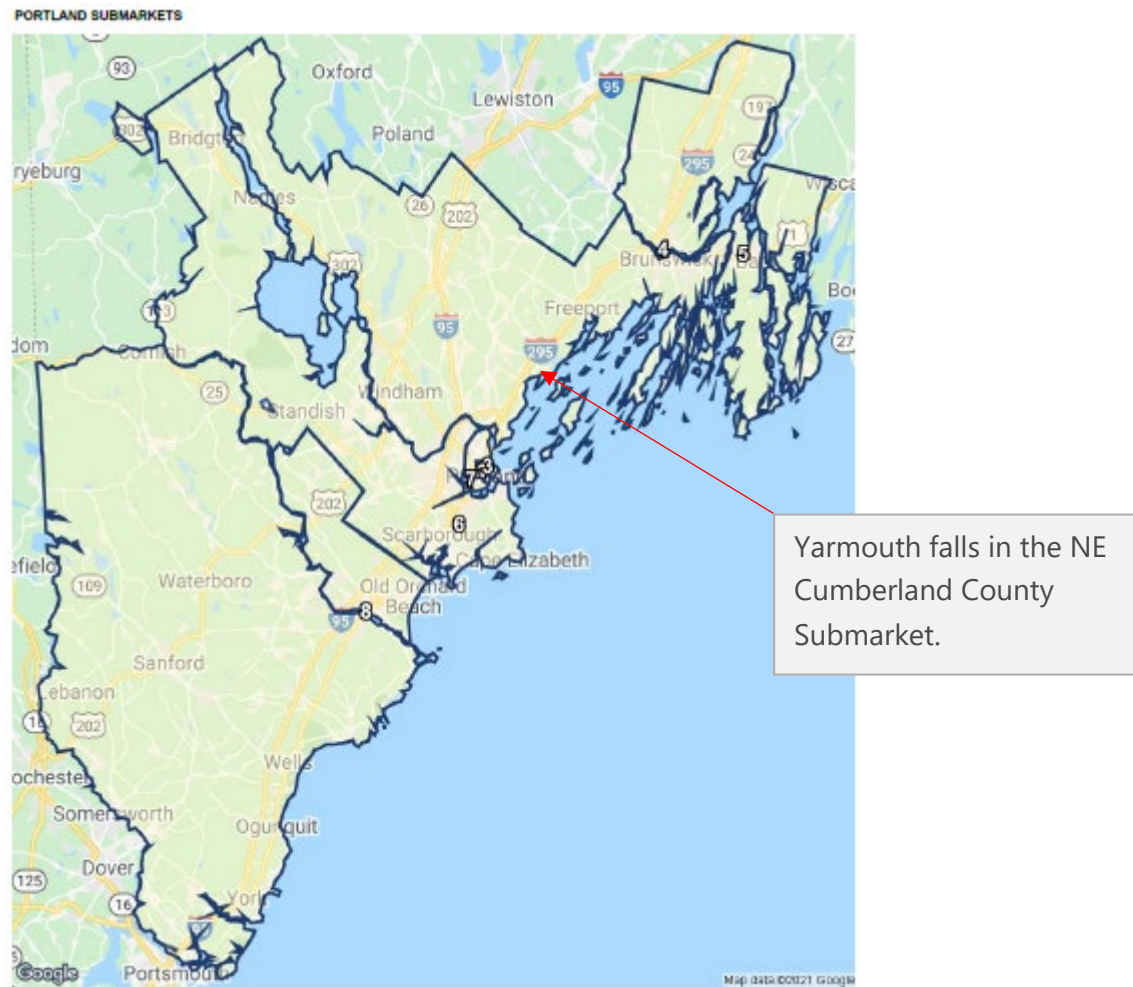
### Yarmouth Net Supportable Industrial Demand

	Baseline	High Growth
Supportable SF	16,542	33,084
Current Vacant SF		23,000
Net Supportable Industrial Demand	-6,458	10,084

**Source:** CoStar, Camoin Associates

## INDUSTRIAL/FLEX MARKET: GEOGRAPHICAL CONTEXT

The Town of Yarmouth's industrial/flex market falls in the Portland, ME market (the entire yellow area on the map below). Within this market, Yarmouth falls in the NE Cumberland County submarket (#4 in below map). Trends from the Portland, ME market and NE Cumberland submarket are included in this analysis.

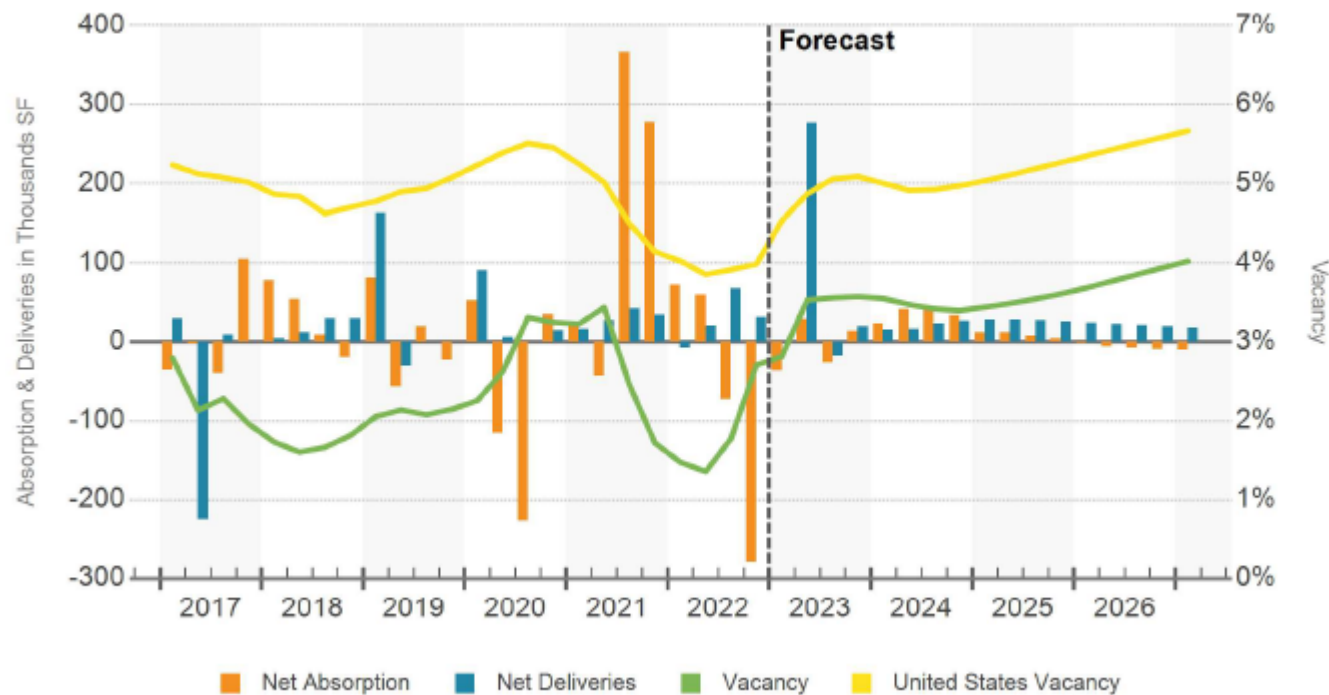


Source: CoStar

## INDUSTRIAL/FLEX MARKET: REGIONAL CONTEXT (PORTLAND, ME MARKET)

According to CoStar, the Portland industrial market has approximately 33.2 million square feet of space, over half of which is categorized as logistics space with the rest being split between specialized industrial and flex space. Industrial rents in the Portland Market were rising at an 8.2% annual rate during the first quarter of 2023 and have posted an average annual gain of 7.3% over the past three years. In addition to the 290,000 SF that has delivered over the past three years (a cumulative inventory expansion of 0.9%), there is 330,000 SF currently underway. Vacancies in the metro were in line with the 10-year average as of 2023Q1 and trended up over the past four quarters.

### NET ABSORPTION, NET DELIVERIES & VACANCY



Source: CoStar, as of 1Q23

## INDUSTRIAL/FLEX MARKET: YARMOUTH AREA (NE CUMBERLAND COUNTY SUBMARKET)

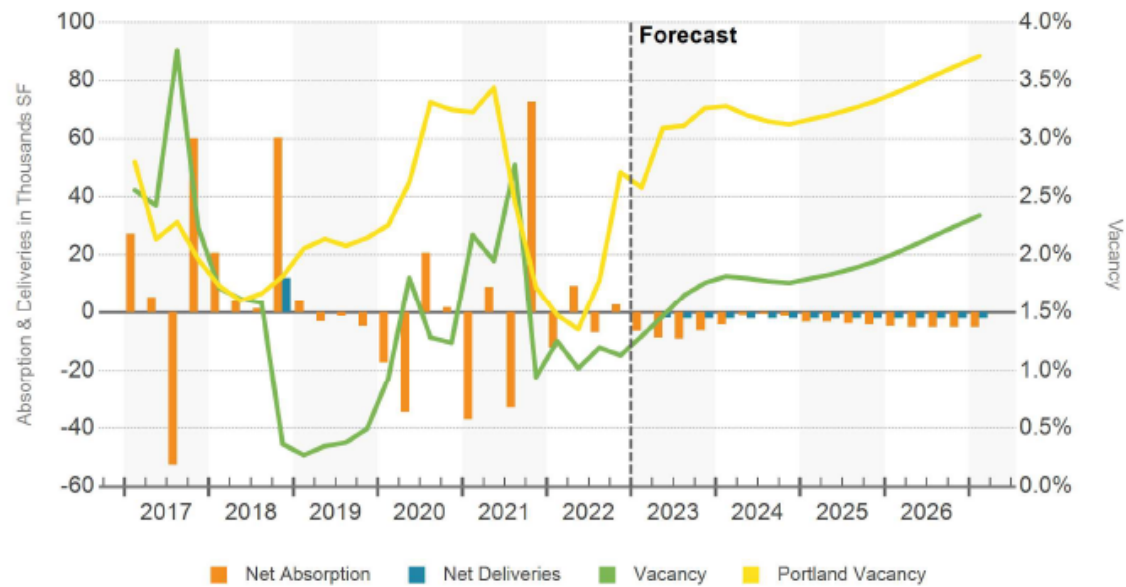
The NE Cumberland County submarket is a mid-sized submarket that contains around 3.9 million SF of industrial space. In the submarket:

- ◆ The overwhelming majority of stock is occupied. Vacancies have been relatively unchanged over the last year and the current rate of 1.1% remains low with little room for further tightening.
- ◆ Net absorption was -65 SF in the last 12 months, but was better over the last five years, at an average of 14,000 SF annually.
- ◆ Rents have risen by 4.2% annually on average over the last 10-years, and by 8.4% over the 12 months.
- ◆ Existing flex and light industrial space in Yarmouth is present in the Cuddledown business district, which is zoned Commercial 2. Additional marine-related industrial exists along the Royal River as Water Oriented Commercial.
- ◆ Wyman Station, the site of Wyman Energy, presents opportunity as a site with long-term viability for over 100 acres of industrial land.

Within the submarket,

- ◆ Most of the inventory is logistics space (2.1 million SF). The submarket also has a sizable flex presence (1.0 million SF).
- ◆ The vacancy rate for logistics is extremely low, at 0%, with no availability. At 2.5% and 2.4%, respectively, both specialized industrial and flex space have some availability but are operating under a tight market.

#### NET ABSORPTION, NET DELIVERIES & VACANCY



#### KEY INDICATORS

Current Quarter	RBA	Vacancy Rate	Market Rent	Availability Rate	Net Absorption SF	Deliveries SF	Under Construction
Logistics	2,108,499	0%	\$8.76	0%	0	0	0
Specialized Industrial	812,591	2.5%	\$9.74	3.0%	0	0	0
Flex	1,049,222	2.4%	\$12.59	7.6%	0	0	0
<b>Submarket</b>	<b>3,968,312</b>	<b>1.1%</b>	<b>\$9.97</b>	<b>2.6%</b>	<b>0</b>	<b>0</b>	<b>0</b>

Source: CoStar, as of 1Q23

## INDUSTRIAL MARKET EMPLOYMENT

Employment in industrial utilizing industries is one way to estimate the future demand for industrial space. Compared to the Portland-South Portland MSA, Yarmouth has experienced lower rates of growth in industrial utilizing industries over the last five years. This trend is projected to continue over the next five years, with growth in Yarmouth being driven by Manufacturing and Construction but offset by declines in other industries.

### Yarmouth Industrial Utilizing Industries

NAICS Description	2022 Jobs	Historic		Projected	
		2017 - 2022 Change	2017 - 2022 % Change	2022 - 2027 Change	2022 - 2027 % Change
21 Mining, Quarrying, and Oil and Gas Extraction	0	0	0%	0	0%
22 Utilities	32	2	5%	(2)	(5%)
23 Construction	324	27	9%	2	1%
31 Manufacturing	264	25	10%	15	6%
42 Wholesale Trade	99	(19)	(16%)	(4)	(5%)
48 Transportation and Warehousing	14	(5)	(24%)	(1)	(5%)
<b>Total</b>	<b>734</b>	<b>30</b>	<b>4%</b>	<b>10</b>	<b>1%</b>

Source: Lightcast

### Portland-South Portland MSA Industrial Utilizing Industries

NAICS Description	2022 Jobs	Historic		Projected	
		2017 - 2022 Change	2017 - 2022 % Change	2022 - 2027 Change	2022 - 2027 % Change
21 Mining, Quarrying, and Oil and Gas Extraction	88	(20)	0%	3	0%
22 Utilities	533	56	12%	(14)	(3%)
23 Construction	21,213	2,046	11%	414	2%
31 Manufacturing	29,276	3,447	13%	1,242	4%
42 Wholesale Trade	9,498	(372)	(4%)	(67)	(1%)
48 Transportation and Warehousing	7,739	(665)	(8%)	(154)	(2%)
<b>Total</b>	<b>68,347</b>	<b>4,492</b>	<b>7%</b>	<b>1,425</b>	<b>2%</b>

Source: Lightcast

## INDUSTRIAL MARKET DEMAND: NE CUMBERLAND SUBMARKET

In 2022, the regional industrial market was characterized by supply constraints, with five years of sub-3% vacancies. While transactional volume increased year-over-year, transactional value plateaued, as did lease rates. According to The Dunham Group, new inventory in the market is quickly absorbed, as the market remains highly competitive. Over the next year, industrial space in Southern Maine is expected to see an increasing vacancy rate. Investment demand is projected to be steady but include more risky acquisitions; transactional volume is expected to increase, but be dominated by smaller deals.

Future demand for industrial and flex space can be estimated using inventory and vacancy data by industrial subtype. In this case, data from the submarkets surrounding and bordering Yarmouth were used (the NE Cumberland County) as this represents the most likely market for space for Yarmouth. A target vacancy rate of 5% was used in conjunction with current rental building area and vacancy data from CoStar to calculate the amount of new industrial space that could be supported. In other words, how much space can be added so that the vacancy rate does not exceed 5%? Across both submarkets, 262,600 SF of new industrial space could be supported in the NE Cumberland submarket.

### Regional Industrial Space Demand

Subtype	Current Space 2022 YTD				Potential Space		
	Rentable Building Area (SF)	Vacant Space (SF)	Vacancy Rate	Target Vacancy Rate	Rentable Building Area (SF)	Vacant Space (SF)	SF That Can Be Added
<b>NE Cumberland County Submarket</b>							
Logistics	2,106,499	0	0%	5.0%	2,217,367	110,868	110,868
Specialized Industrial	812,591	0	2.5%	5.0%	855,359	42,768	42,768
Flex	1,049,222	25,000	2.4%	5.0%	1,078,128	53,906	28,906
Total Submarket	3,968,312	25,000	1.1%	5.0%	4,150,855	207,543	182,543
<b>Portland-South Portland MSA Submarket</b>							
Logistics	19,400,111	696,333	3.6%	5.0%	19,688,187	984,409	288,076
Specialized Industrial	9,313,916	128,442	1.4%	5.0%	9,668,920	483,446	355,004
Flex	4,467,310	74,000	1.7%	5.0%	4,624,537	231,227	157,227
Total Submarket	33,181,337	898,775	2.7%	5.0%	33,981,644	1,699,082	800,307
<b>Total New Space to be Supported (SF)</b>							
					<b>NE Cumberland Submarket</b>	<b>Captured from MSA</b>	<b>Total</b>
Logistics					110,868	28,808	139,676
Specialized Industrial					42,768	35,500	78,268
Flex					28,906	15,723	44,629
Total					182,543	80,031	262,573

**Source:** CoStar, Camoin Associates

**Note:** YTD as of March 1, 2023

## INDUSTRIAL MARKET DEMAND: YARMOUTH

It is reasonable to assume that Yarmouth could capture a portion of this supportable demand. According to CoStar, Yarmouth currently has approximately 250,000 SF of industrial space, accounting for 6.3% of the submarket's inventory. This reflects the baseline scenario of capture. Under a high growth scenario, we assume Yarmouth's capture would double, to 12.6% of the submarket's inventory.

According to CoStar, Yarmouth currently has 23,000 SF of vacant Industrial space, which is entirely comprised of Flex space. After accounting for this vacant space, Yarmouth could support up to 10,084 SF of industrial space.

### Yarmouth Net Supportable Industrial Demand

	Baseline	High Growth
Supportable SF	16,542	33,084
Current Vacant SF	23,000	
Net Supportable Industrial Demand	-6,458	10,084

**Source:** CoStar, Camoin Associates

## 4.4 OFFICE MARKET ANALYSIS

## OFFICE MARKET: KEY FINDINGS

- ◆ Portland is a midsize secondary market with roughly 26 million SF of office space. Relatively little supply has kept vacancies low in the market. Vacancy rates in both downtown and suburban areas are expected to tick up slightly and plateau in mid-2023.
- ◆ In the NE Cumberland County submarket, no new construction of office buildings is currently underway, although inventory has expanded by 1.2% over the last three years.
- ◆ Locally, demand for medical office space is expected to be stronger than for general office space. Over the next five years, demand from Yarmouth could support over 4,000 SF of new medical office space, compared to minimal new traditional office space. Yarmouth could also capture a portion of demand from the larger region. Within the MSA it is estimated that there will be net demand for nearly 150,000 SF of new medical office space and minimal net new demand of traditional office space in the next five years.
- ◆ Major office users in Yarmouth include Tyler Technologies and Garmin. Garmin is currently planning expansion that has the potential to support up to 300 employees, beginning with 25,000 SF for 50 new employees in the near term.

### Supportable Demand for New General Office Space, 5-Year

Demand From	Low Office Intensity	Medium Office Intensity	High Office Intensity
<b>Demand (SF)</b>			
Yarmouth	600	900	1,200
Portland-South Portland MSA	224,100	336,150	448,200
<b>Net Demand (Minus Current Vacancy)</b>			
Yarmouth	-13,403	-13,103	-12,803
Portland-South Portland MSA	-897,662	-785,612	-673,562

**Source:** Camoin Associates

### Supportable Demand for New Medical Office Space, 5-Year Estimates (SF)

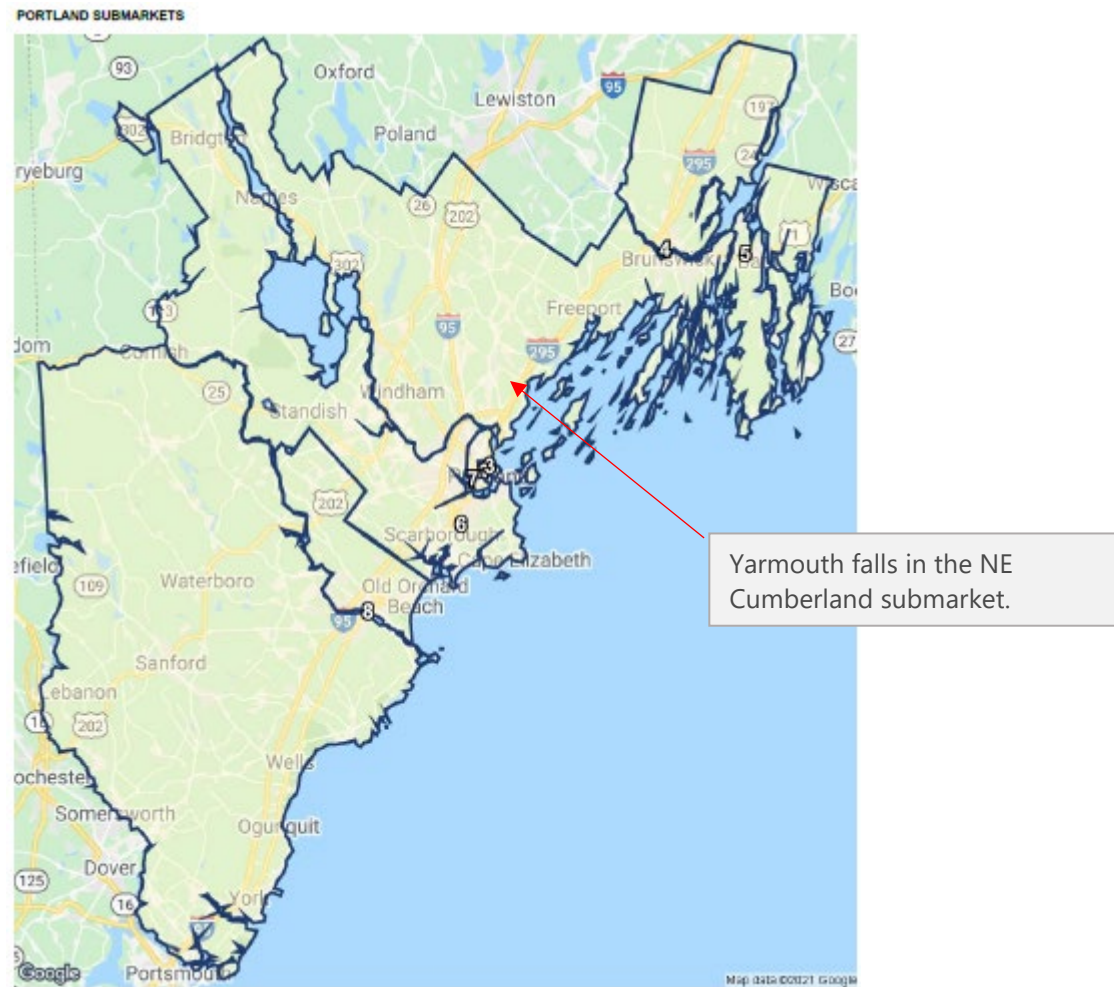
Demand From	Yarmouth	Portland-South Portland MSA
New Demand (SF)	4,260	227,657
Currently Vacant (SF)	0	78161
<b>Net New Demand (SF)</b>	<b>4,260</b>	<b>149,496</b>

**Source:** CoStar, Camoin Associates

**Note:** Vacancy for YTD 2023

## OFFICE MARKET: GEOGRAPHICAL CONTEXT

The Town of Yarmouth's office market falls in the Portland, ME market (the entire yellow area on the map below). Within this market, Yarmouth falls in the NE Cumberland submarket (#4 in below map). Trends from the Portland, ME market and NE Cumberland County Submarket are included in this analysis.

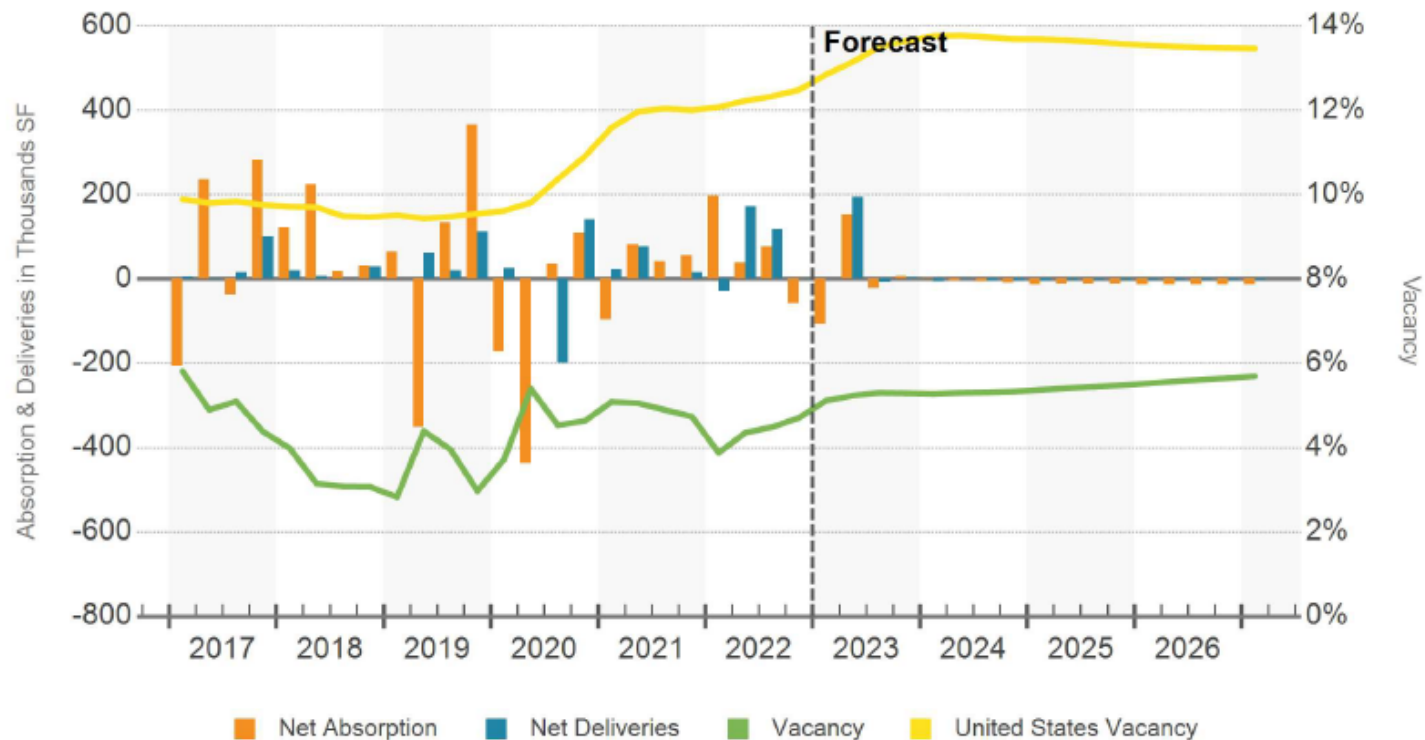


Source: CoStar

## OFFICE MARKET: REGIONAL CONTEXT (PORTLAND, ME MARKET)

According to CoStar, Portland is a midsize secondary market with roughly 26 million SF of office space. Over the past three years, inventory has expanded by 1.2%, or 330,000 SF. There is currently 217,000 SF currently under construction. Vacancies are trending up slightly in the last four quarters and are in line with the 10-year average – currently at 5.2% in the first quarter of 2023. The Portland Metro’s jobs are recently increasing at an annual rate of 4.6%, posting the strongest job creation in more than a year, a welcome sign for the local office market.

### NET ABSORPTION, NET DELIVERIES & VACANCY



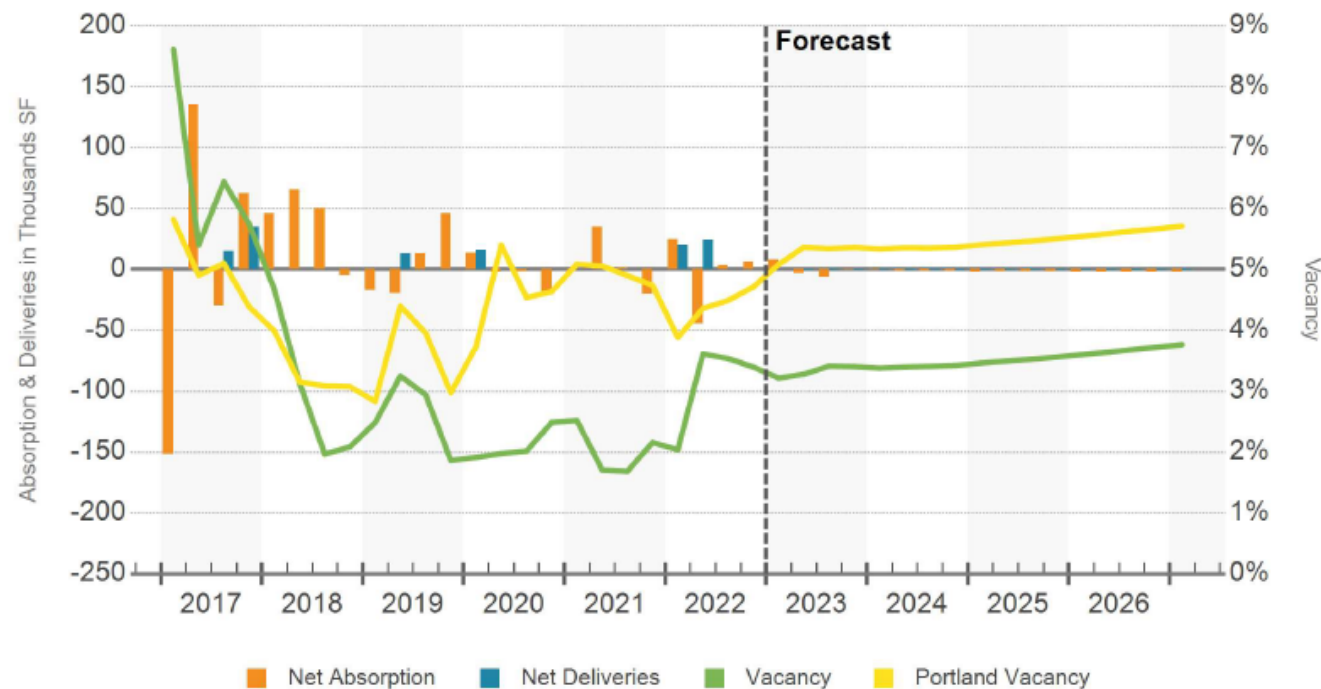
Source: CoStar, as of 1Q23

## OFFICE MARKET: YARMOUTH AREA (NE CUMBERLAND COUNTY SUBMARKET)

NE Cumberland County submarket is a midsized submarket that contains around 4.3 million SF of office space. In the submarket:

- ◆ The vacancy rate risen slightly the last year. At 3.1% this is well below the 10-year average for the submarket.
- ◆ Net absorption over the past year has been negative, though the last five years average net absorption of 45,000 SF per year.
- ◆ Rents have risen by 1.8% over the last year, below the 2.9% average annual change over the last ten years.
- ◆ Currently, there are no new office constructions being tracked in this submarket, though inventory has expanded by approximately 1.2% over the last three years.

### NET ABSORPTION, NET DELIVERIES & VACANCY

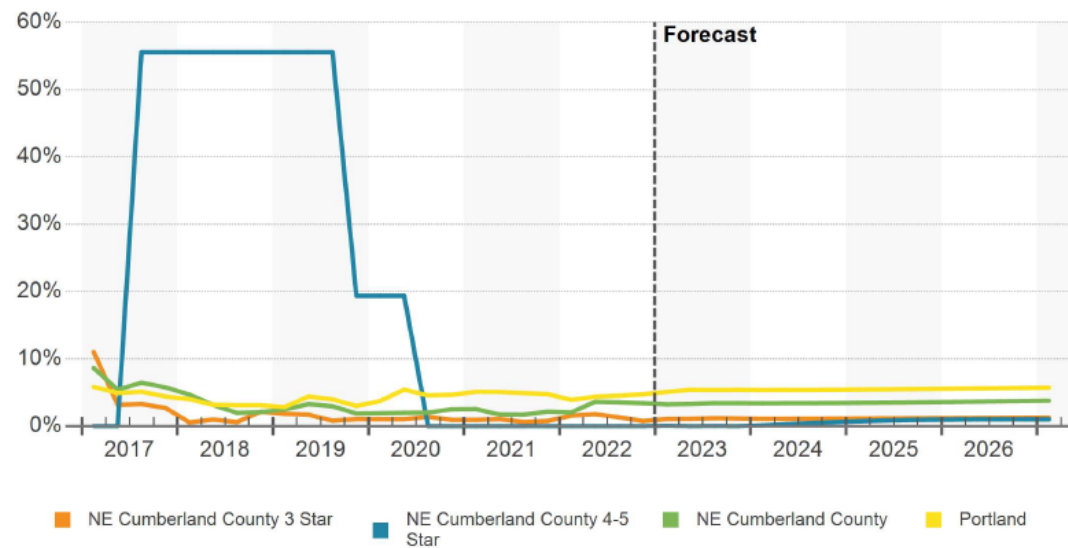


Source: CoStar, as of 1Q23

Within the submarket,

- ◆ Most of the office space inventory is 1- and 2-star space. Offices in this category have a vacancy rate of 4.8%.
- ◆ There is no availability of 4- and 5-star space within the submarket. 3-star space has a low availability rate, 2.2%.
- ◆ Due to limited inventory of 4- and 5-star space within the submarket, small changes in overall space occupancy result in large swings in the vacancy rate.

#### VACANCY RATE



#### KEY INDICATORS

Current Quarter	RBA	Vacancy Rate	Market Rent	Availability Rate	Net Absorption SF	Deliveries SF	Under Construction
4 & 5 Star	56,150	0%	\$26.25	0%	0	0	0
3 Star	1,810,287	1.0%	\$23.08	2.2%	(3,934)	0	0
1 & 2 Star	2,468,363	4.8%	\$17.58	4.9%	15,669	0	0
<b>Submarket</b>	<b>4,334,800</b>	<b>3.1%</b>	<b>\$19.99</b>	<b>3.7%</b>	<b>11,735</b>	<b>0</b>	<b>0</b>

Source: CoStar, as of 1Q23

## OFFICE MARKET DEMAND

Throughout 2023 it is expected that demand for office space will stay relatively low. Both Portland and NE Cumberland market areas are projected to have vacancy that ticks up slightly and plateaus mid-year.

The demand outlook for office space depends on growth in the types of industries and jobs that utilize office space in the region. The following tables show the categories of office utilizing industries and the historical change in the number of jobs in those industries in the last five years. From 2017-2022 the estimated number of office jobs in Yarmouth remained flat at 1% growth, while the Portland-South Portland MSA saw more significant growth of 8%. In 2022, there were 1,728 jobs in office-using industries in Yarmouth, representing about 28% of all jobs in the Town. This is comparable to the MSA (25.4%)

### Yarmouth Office Utilizing Industries

NAICS	Description	Historic		Projected	
		2017 - 2022 Change	2017 - 2022 % Change	2022-2027 Change	2022-2027 % Change
5112	Software Publishers	0	0%	0	0%
512	Motion Picture and Sound Recording Industries	Insf. Data	Insf. Data	Insf. Data	Insf. Data
515	Broadcasting (Except Internet)	Insf. Data	Insf. Data	Insf. Data	Insf. Data
5173	Wired and Wireless Telecommunications Carriers	7	67%	3	17%
5179	Other Telecommunications	Insf. Data	Insf. Data	Insf. Data	Insf. Data
5191	Other Information Services	Insf. Data	Insf. Data	Insf. Data	Insf. Data
52	Finance and Insurance	16	7%	1	0%
531	Real Estate	(2)	(13%)	(0)	(0%)
5331	Lessors of Nonfinancial Intangible Assets (except Copyrighted Works)	0	Insf. Data	0	0
5411	Legal Services	18	9%	9	4%
5412	Accounting, Tax Preparation, Bookkeeping, and Payroll Services	(24)	(37%)	(8)	(19%)
5413	Architectural, Engineering, and Related Services	53	26%	27	11%
5414	Specialized Design Services	9	17%	7	11%
5415	Computer Systems Design and Related Services	(10)	(16%)	(1)	(2%)
5416	Management, Scientific, and Technical Consulting Services	38	43%	11	9%
5418	Advertising, Public Relations, and Related Services	18	24%	4	4%
55	Management of Companies and Enterprises	Insf. Data	Insf. Data	Insf. Data	Insf. Data
5611	Office Administrative Services	Insf. Data	Insf. Data	Insf. Data	Insf. Data
5613	Employment Services	Insf. Data	Insf. Data	Insf. Data	Insf. Data
5614	Business Support Services	(20)	(56%)	(6)	(36%)
5615	Travel Arrangement and Reservation Services	Insf. Data	Insf. Data	Insf. Data	Insf. Data
813	Religious, Grantmaking, Civic, Professional, and Similar Organizations	(32)	(13%)	(2)	(1%)
9011	Federal Government, Civilian	(8)	(8%)	(15)	(15%)
9029	State Government, Excluding Education and Hospitals	(9)	(25%)	(5)	(19%)
9039	Local Government, Excluding Education and Hospitals	(41)	(14%)	(15)	(6%)
<b>Total</b>		<b>15</b>	<b>1%</b>	<b>6</b>	<b>0%</b>

Source: Lightcast

### Portland-South Portland MSA Office Utilizing Industries: Employment Projections

NAICS	Description	Historic		Projected	
		2017 - 2022 Change	2017 - 2022 % Change	2022-2027 Change	2022-2027 % Change
5112	Software Publishers	65	20%	105	48%
512	Motion Picture and Sound Recording Industries	41	7%	(62)	(9%)
515	Broadcasting (Except Internet)	(59)	(12%)	(77)	(13%)
5173	Wired and Wireless Telecommunications Carriers	158	14%	267	32%
5179	Other Telecommunications	(11)	(18%)	(5)	(8%)
5191	Other Information Services	(14)	(4%)	(71)	(16%)
52	Finance and Insurance	(96)	(1%)	694	4%
531	Real Estate	137	3%	399	9%
5331	Lessors of Nonfinancial Intangible Assets (except Copyrighted Works)	Insf. Data	Insf. Data	Insf. Data	Insf. Data
5411	Legal Services	29	1%	142	5%
5412	Accounting, Tax Preparation, Bookkeeping, and Payroll Services	68	3%	381	22%
5413	Architectural, Engineering, and Related Services	394	8%	774	20%
5414	Specialized Design Services	76	8%	(4)	(0%)
5415	Computer Systems Design and Related Services	845	16%	1,501	41%
5416	Management, Scientific, and Technical Consulting Services	617	13%	1,303	39%
5418	Advertising, Public Relations, and Related Services	(23)	(4%)	(18)	(3%)
55	Management of Companies and Enterprises	488	7%	779	13%
5611	Office Administrative Services	(35)	(7%)	32	6%
5613	Employment Services	2	0%	211	7%
5614	Business Support Services	(251)	(19%)	(695)	(34%)
5615	Travel Arrangement and Reservation Services	(8)	(2%)	(45)	(8%)
813	Religious, Grantmaking, Civic, Professional, and Similar Organizations	55	1%	(348)	(7%)
9011	Federal Government, Civilian	81	1%	1,162	13%
9029	State Government, Excluding Education and Hospitals	(232)	(13%)	(245)	(12%)
9039	Local Government, Excluding Education and Hospitals	(84)	(1%)	(253)	(3%)
<b>Total</b>		<b>2,241</b>	<b>3%</b>	<b>5,931</b>	<b>8%</b>

Source: Lightcast

## OFFICE MARKET DEMAND

### Demand for Future Office Space

	Yarmouth	Portland-South Portland MSA
Office Utilizing Industry Jobs (2022)	1,728	82,968
5-Year Growth Forecast	0%	3%
Projected New Jobs (5-Year)	6	2,241
Pipeline Office Expansion	25-150KSF	
	New SF to be Supported	
High WFH Scenario (100 SF per Employee)	600	224,100
Hybrid Office Use Scenario (150 SF per Employee)	900	336,150
Fully In Office Scenario (200 SF per Employee)	1,200	448,200
Currently Vacant	14,003	1,121,762
	Net New SF to be Supported	
High WFH Scenario (100 SF per Employee)	-13,403	-897,662
Hybrid Office Use Scenario (150 SF per Employee)	-13,103	-785,612
Fully In Office Scenario (200 SF per Employee)	-12,803	-673,562

**Source:** CoStar, Lightcast, JLL, Camoin Associates

**Note:** Vacancy as YTD 2023

According to job forecasts provided by Lightcast, the number of jobs in office utilizing industries in the Portland-South Portland MSA are expected to grow by 3% over the next five years, while Yarmouth is projected to add just slightly over 0%. Therefore, it is estimated that there will be approximately 5 new office utilizing jobs in Yarmouth and 2,241 in the Portland-South Portland MSA in the next five years.

According to surveys conducted by JLL Research, the average square foot per office employee was 196 in 2020. This is up from JLL's estimates of 120 to 150 square feet per employee (depending on the industry) pre-COVID-19. However, the office-using landscape has shifted drastically since the onset of COVID-19, with the more common use of work-from-home and hybrid arrangements that require fewer square feet per employee. Therefore, we estimate a series of office-use scenarios, with High Work-From-Home (WFH) scenario reflecting high work-from-home take-up, Hybrid Office Use scenario reflecting a moderate mix of work-from-home, hybrid, and in-office arrangements, and Fully In Office scenario reflecting a scenario with workers mostly working in an office setting.

Under all three scenarios, Yarmouth is expected to have need for very little office space, ranging from about 500-1,000 SF in the next five years. This would represent a 0.1%-0.2% increase from the current 473,000 square feet of office space in Yarmouth. However, the Portland-South Portland MSA will be able to support more office space, ranging from about 224,000 to 448,000 SF. That said, it is possible for Yarmouth to capture some of the larger market's demand.

Currently in 2023, there is approximately 14,000 SF of vacant office space in Yarmouth and 1.1 million SF of vacant office space in the Portland-South Portland MSA.

Garmin, one of Yarmouth's largest office users, has plans for expansion beginning with 25,000 square feet for 50 new employees with potential for up to 300 new employees. This following analysis captures office demand beyond this planned expansion.

## MEDICAL OFFICE MARKET DEMAND

Aside from traditional office space, Medical Office Buildings (MOBs) are another type of commercial office space that could be explored. MOBs have unique characteristics and a different market than traditional office space.

According to Colliers International's 2022 Healthcare Marketplace report, national medical office vacancy rates fell in 2021 to 8.3%, compared to an increase in the broader office sector to 14.8%.

Other significant trends in the field of MOBs include increasing volume of MOB construction and a pivot to focus on off-campus locations. These off-campus locations represent a shift away from in-patient hospital care and toward readily accessible locations for out-patient clinics. These facilities tend to be smaller than new on-campus facilities, and account for nearly 70% of MOB construction projects.

To estimate the future demand of MOB in Yarmouth and the market area, employment projections for ambulatory care services were examined. This includes various types of doctor's offices, dentist offices, laboratories, and health care services. Over the next five years Yarmouth is projected to add 20 jobs, while the MSA is projected to grow by 1,100. An assumption of an average of 207 square feet per employee was used to calculate demand for medical office space (source: Institute of Transportation Engineers).

Over the next five years it is estimated that there will be:

- ◆ Net demand for 4,260 SF of new office space in Yarmouth
- ◆ Net Demand for 149,496 SF of new medical office space in the Portland-South Portland MSA.

The tables on the following page illustrate the projected change in employment and associated demand for space.

### Supportable Demand for New Medical Office Space, 5-Year Estimates (SF)

Demand From	Yarmouth	Portland-South Portland MSA
New Demand (SF)	4,260	227,657
Currently Vacant (SF)	0	78161
<b>Net New Demand (SF)</b>	<b>4,260</b>	<b>149,496</b>

**Source:** CoStar, Camoin Associates

**Note:** Vacancy for YTD 2023

### Yarmouth Medical Office Utilizing Industries

NAICS	Description	Historic		Projected		New Demand (SF)
		2017-2022 Change	2017-2022 % Change	2022-2027 Change	2022-2027 % Change	
6211	Offices of Physicians	8	19%	6	12%	1,239
6212	Offices of Dentists	0	-2%	3	11%	600
6213	Offices of Other Health Practitioners	6	18%	5	12%	1,029
6214	Outpatient Care Centers	9	54%	7	25%	1,392
6215	Medical and Diagnostic Laboratories	Insf. Data	Insf. Data	Insf. Data	Insf. Data	0
6219	Other Ambulatory Health Care Services	Insf. Data	Insf. Data	0	-3%	0
<b>Total</b>		<b>31</b>	<b>24%</b>	<b>20</b>	<b>13%</b>	<b>4,260</b>

Source: Lightcast, Institute of Transportation Engineers

### Portland-South Portland MSA Medical Office Utilizing Industries

NAICS	Description	Historic		Projected		New Demand (SF)
		2017-2022 Change	2017-2022 % Change	2022-2027 Change	2022-2027 % Change	
6211	Offices of Physicians	269	4%	209	3%	43,180
6212	Offices of Dentists	161	8%	126	6%	26,060
6213	Offices of Other Health Practitioners	301	10%	258	8%	53,337
6214	Outpatient Care Centers	1,235	116%	511	22%	105,816
6215	Medical and Diagnostic Laboratories	(174)	(22%)	(23)	(4%)	(4,830)
6219	Other Ambulatory Health Care Services	295	65%	20	3%	4,095
<b>Total</b>		<b>2,087</b>	<b>15%</b>	<b>1,100</b>	<b>7%</b>	<b>227,657</b>

Source: Lightcast, Institute of Transportation Engineers

# ATTACHMENT A: DATA SOURCES



**Lightcast** (formerly Emsi Burning Glass) is a global leader in labor market analytics, offering a data platform that gives a comprehensive, nuanced, and up-to-date picture of labor markets at all scales from national to local. Key components of the platform include traditional labor market information, job postings analytics, talent profile data, compensation data, and skills analytics. Lightcast integrates government data with information from online job postings, talent profiles, and resumes to produce timely intelligence on the state of the labor market. Job and compensation data is available by industry, occupation, educational program, and skill type. [Click to learn more.](#)



**Esri ArcGIS Business Analyst** combines proprietary statistical models covering demographic, business, and spending data with map-based analytics to offer insights on market opportunities for industries, businesses, and sites. Business Analyst integrates datasets covering a wide range of topics including demographics, consumer spending, market potential, customer segmentation, business locations, traffic counts, and crime indexes, which can be overlaid spatially to produce customizable maps and uncover market intelligence. Data can be pulled for standard and custom geographies, allowing for valuable comparison between places. [Click to learn more.](#)



**CoStar** is a comprehensive source of commercial real estate intelligence, offering an inventory of over 6.4 million commercial properties spanning 135 billion square feet of space in 390 markets across the US. CoStar covers office, retail, industrial, hospitality, and multifamily markets. Property- and market-level data on absorption, occupancy, lease rates, tenants, listings, and transactions are researched and verified through calls to property managers, review of public records, visits to construction sites, and desktop research to uncover nearly real-time market changes. [Click to learn more.](#)



**Redfin** is a national real estate brokerage and analytics firm that offers access to its extensive for-sale residential property listings database. Data is aggregated from the hundreds of local multiple listings services (MLS) used by real estate agents in the markets where it operates. The data covers broker-listed homes from the MLS, homes in foreclosure, select for-sale by owner (FSBO) homes, and records of past sales. Redfin's downloadable data on market trends is released monthly and is available at the national, metro, state, county, city, ZIP code, and neighborhood level. [Click here to learn more.](#)

## **OnTheMap | US Census Bureau**

**OnTheMap** is a tool developed through the US Census Longitudinal Employer-Household Dynamics (LEHD) program that helps to visualize Local Employment Dynamics (LED) data about where workers are employed and where they live. It offers visual mapping capabilities for data on age, earnings, industry distributions, race, ethnicity, educational attainment, and sex. [Click to learn more.](#)

# ATTACHMENT B: TAPESTRY SEGMENTS

## AFFLUENT ESTATES

- ◆ Average Household Size: 2.85
- ◆ Median Age: 45.1
- ◆ Median Household Income: \$108,700

These residents are well educated, well read, and well capitalized. Families include empty nesters and empty nester wannabes, who still have adult children at home. Located in older neighborhoods outside of the urban core, their suburban lifestyle includes home remodeling and gardening plus the active pursuit of sports and exercise. They enjoy good food and wine, plus the amenities of the city's cultural events.

## GENX URBAN

- ◆ Average Household Size: 2.51
- ◆ Median Age: 40.9
- ◆ Median Household Income: \$60,000

These suburbanites have achieved the dream of home ownership. They have purchased homes that are within their means. Their homes are older, and townhomes and duplexes are not uncommon. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that supported their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.

## COZY COUNTRY LIVING

- ◆ Average Household Size: 2.44
- ◆ Median Age: 47.4
- ◆ Median Household Income: \$56,400

These neighborhoods are found in pastoral settings throughout the United States. Consumers are educated empty nesters living an active but modest lifestyle. Their focus is land. They are more likely to invest in real estate or a vacation home than stocks. They are active gardeners and partial to homegrown and home-cooked meals. Although retirement beckons, most of these residents still work, with incomes slightly above the US level.

## FAMILY LANDSCAPES

- ◆ Average Household Size: 2.75
- ◆ Median Age: 36.1
- ◆ Median Household Income: \$59,800

These neighborhoods transformed from the easy pace of country living to semirural subdivisions in the last decade, as the housing boom spread beyond large metropolitan cities. Residents are traditional, family-oriented customers. Still more country than rock and roll, they are thrifty but willing to carry some debt and are already investing in their futures. They rely on their smartphones and mobile devices to stay in touch and pride themselves on their expertise. They prefer to buy American and travel in the US. This market is younger but growing in size and assets.

## MIDDLE GROUND

- ◆ Average Household Size: 2.06
- ◆ Median Age: 37.4
- ◆ Median Household Income: \$59,200

These consumers live in lower-density neighborhoods of urban areas throughout the country. Young and mobile, they are more likely to rent. Half have a college degree and a professional occupation. Incomes close to the US median come primarily from wages, investments, and self-employment. This group is highly connected, using the internet for entertainment and making environmentally friendly purchases. Long hours on the internet are balanced with time at the gym. Many embrace the “foodie” culture and enjoy cooking adventurous meals using local and organic foods. Music and art are major sources of enjoyment. They travel frequently, both abroad and domestically.

# ABOUT CAMOIN ASSOCIATES

As the nation's only full-service economic development and lead generation consulting firm, Camoin Associates empowers communities through human connection backed by robust analytics.

Since 1999, Camoin Associates has helped local and state governments, economic development organizations, nonprofit organizations, and private businesses across the country generate economic results marked by resiliency and prosperity.

To learn more about our experience and projects in all of our service lines, please visit our website at [www.camoinassociates.com](http://www.camoinassociates.com). You can also find us on [LinkedIn](#), [Facebook](#), and [YouTube](#).

## The Project Team

Tom Dworetzky, Director of Research  
Project Principal

Tori McNiff  
Project Manager

Angela Hallowell  
Analyst

### SERVICE LINES



Strategic and  
Organizational  
Planning



Real Estate  
Development  
Services



Lead Generation  
and Relationships



Business  
Attraction and  
Retention



Entrepreneurship  
and Innovation



Industry and  
Workforce  
Analytics



Impact  
Analysis





[www.camoinassociates.com](http://www.camoinassociates.com)



# Community Engagement Summary and Draft Vision Statement

Town of Yarmouth, ME



October 2022

# Table of Contents

---

<u>1</u>	INTRODUCTION – 4
<u>2</u>	KICKOFF MEETING– 6
<u>3</u>	POP-UP EVENTS – 8
<u>4</u>	MEETINGS-IN-A-BOX – 12
<u>5</u>	VISIONING SURVEY – 16
<u>6</u>	SOCIAL PINPOINT SUMMARY – 18
<u>7</u>	VISIONING SESSIONS – 20
<u>8</u>	HIGH-LEVEL THEMES – 22
<u>9</u>	DRAFT VISION STATEMENT – 24
<u>10</u>	NEXT STEPS – 26
<u>A</u>	APPENDIX A – 27

# Acknowledgements

---

## TOWN PROJECT TEAM

- Nathaniel Tupper, Town Manager
- Erin Zwirko, Director of Planning and Development
- Julie Dubovsky, Assistant Planner
- Scott LaFlamme, Economic Development Director
- Jen Van Allen, Town Outreach and Communications

## CONSULTANT TEAM - BERRYDUNN

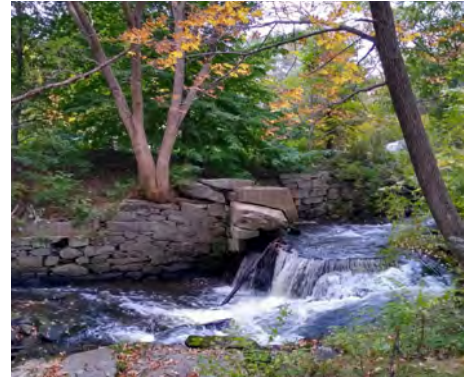
- Kevin Price, Principal
- Keri Ouellette, Project Manager
- Khara Dodds
- Sachin Goradia
- Charline Kirongozi
- Alison Tobey

## THANK YOU

Thank you to all of the Town boards and committees, residents, employees, business owners, students, and other stakeholders who participated in this process and/or hosted an activity. Special thanks to the Yarmouth School Department and North Yarmouth Academy for the access to the school communities.

## PHOTOGRAPHY CONTEST

Throughout this document and on the cover you will see photos submitted by community members as part of a Photography Contest held during September and October 2022. The contest winners are Peter Interland, Jill Sady, and Grace Goodall. The contest judges are Leigh Kirchner, Michael Leonard, Elizabeth Newman, Melissa Sylvester, Jennifer Van Allen, and Dennis Welsh.



*Photo credits from top to bottom:  
Charlene Ferguson, Jill Sady,  
Joseph Coulombe*

# 1

## Introduction

---

In May 2022, the Town of Yarmouth (Town) initiated a community engagement and visioning process to develop a vision statement that will inform the Town’s upcoming Comprehensive Plan update.

The purpose of this project was to identify common values and priorities for the future through community input in a fair and representative engagement process. To guide the development of a vision for the Town, a robust public engagement effort was conducted to obtain input from as many Town residents and stakeholders as possible. The purpose of this effort was to understand community values, priorities, and goals for the Town’s future.

Prior to initiating engagement activities, the Town project team and consultant team reviewed background information including the 281 responses from the Town branding initiative survey. This survey asked similar questions to those that this project sought to understand, and this visioning effort builds upon this feedback.

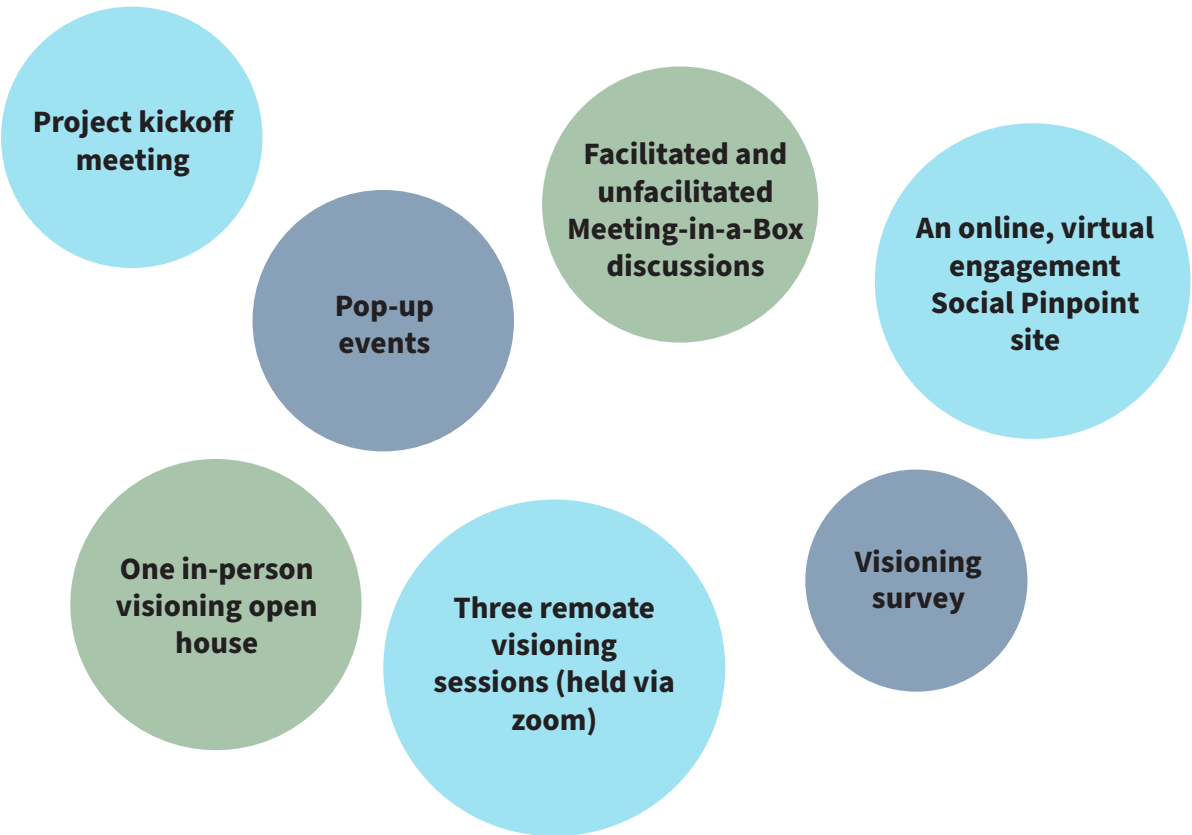
Throughout the project, a variety of tools and platforms were used to obtain feedback from the public and engage stakeholders in discussion about the future of the Town. To make the process accessible and inclusive, project materials and engagement activities were provided online, in hard copy, and in-person. In addition, public meeting announcements were made through the project and Town websites, email blasts, the Town’s Facebook page, and in the local newspaper.

The Town and consulting team conducted events in a variety of locations, including local businesses, parks, schools, public buildings, and online via Zoom, and provided opportunities for stakeholders to meet privately and submit feedback to the Town.

This high-level summary includes an overview of each of these engagement components and what was learned about the community’s values and vision for the Town. Following the summary of engagement, a draft vision statement is presented based on the community values, priorities, and goals identified as part of this process.



The engagement strategy included the following:



# 2 Kickoff Meeting

---

On June 28, 2022, the Town facilitated a meeting at the Log Cabin on Main Street to introduce community members to the project and hear their initial thoughts on the Town's future.

This meeting was held in a hybrid format using the technology at the Log Cabin, enabling attendees to join in person or virtually. Additionally, the meeting was broadcast live on Yarmouth Municipal Television and recorded for later viewings on the local television channel and online through the project website, after the meeting. More than 20 attendees participated in person or online. Prior to the kickoff meeting, attendees were able to provide input on comment cards, write responses to questions on a chalk wall, respond to a visual preference survey, and talk with Town staff, the consultant team, and other community members.

During the meeting, the Town introduced the project, and community members participated in a short interactive poll and group discussion. A summary of the interactive poll results and discussion topics are below.

## POLLING

- Words used to describe the Town included beautiful, coastal, friendly, welcoming, community-centered, traditional village, and nature accessible.
- Participants would like to see more done to grow the Town's economic base, preserve the historic character, and address affordable housing.

## DISCUSSION

Community members value the historic, small-town feel of the Town. It is important to preserve this character while finding ways to make housing more affordable. Continued access to outdoor recreation spots is also important to stakeholders. Key discussion points are listed below:

- Developing affordable housing, as well as continuing to take measures to help ensure that current residents can afford to stay in their homes
- Preserving the Town's historic identity, Main Street, and open spaces
- Protecting natural areas and maintaining access to the waterfront and trail systems throughout the Town
- Maintaining the walkability of the Town
- Increasing the number of bike lanes
- Continuing to enhance the sense of community
- Developing a recreation center and Town pool, and expanding the Children's Center at the Merrill Memorial Library (in addition to current plans to develop a community center)

In one word, how would you describe Yarmouth?



**IMAGINE YARMOUTH**

**Building a Vision for the Future of Yarmouth**

The Town of Yarmouth would like your input in the development of a **Town Vision Statement**. The resulting Vision Statement will become the foundation for the next Yarmouth Comprehensive Plan. The visioning process is meant to be a community-wide discussion of residents, business owners, employees, and other stakeholders to understand the Town's priorities and goals.

Join your friends and neighbors to help shape the future of Yarmouth!

Please visit the project website for more information, to share your ideas, and to participate in the survey.

<https://berrydunn.mysocialpinpoint.com/imagine-yarmouth-me>

# 3 Pop-Up Events

The Town engaged community members at pop-up events throughout the summer. Pop-up events provided information about the visioning process and opportunities to provide input.

These events were intended to increase awareness of the visioning effort and provide more opportunities for community members to provide feedback. Town staff met community members at several locations across the Town. Additionally, Town staff set up unstaffed informational tables with self-directed activities at school open houses with the Yarmouth School Department's support.

Activities at each event allowed people to learn about the project, provide general comments on the future of Yarmouth, and share what they value about the Town. Town staff interacted with more than 300 people at 17 events throughout the summer and into fall.

More than 75 written comments were received during these events. Of the written comments provided, more than 20 referenced improving safety, accessibility, and connectivity for pedestrians and bicyclists. More than 20 comments referenced housing, including the need for more affordable housing and variety of housing types, housing for specific demographic groups, and zoning changes needed to allow more housing. Several comments related to social connectivity, including the need for more community gathering spaces, events, and opportunities to share information and meet other community members. Other commonly mentioned topics included more shops and cafés in Town, a dog park, waterfront access and amenities, sustainability initiatives, and preservation of the small-town character.



## POP-UP EVENTS HOSTED BY TOWN STAFF

**YARMOUTH FOOD PANTRY**

**MERRILL MEMORIAL LIBRARY**

**CLAYTON'S CAFE**

**BARTLETT WOODS AND BARTLETT CIRCLE**

**BRICKYARD HOLLOW**

**ESTABROOK'S**

**YARMOUTH FARMERS' MARKET**

**TOWN LANDING**

**PLEIN AIR ARTS FESTIVAL**

**CLAM FESTIVAL**

**CHEBEAGUE ISLAND FERRY**

**MADELEINE POINT**

**ROWE ELEMENTARY SCHOOL**

**YARMOUTH HIGH SCHOOL**

**NORTH YARMOUTH ACADEMY**

## STATIC POP-UP INFORMATIONAL TABLES

**YARMOUTH ELEMENTARY  
SCHOOL OPEN HOUSE**

**ROWE ELEMENTARY SCHOOL  
OPEN HOUSE**

**HARRISON MIDDLE SCHOOL  
OPEN HOUSE**

**YARMOUTH HIGH SCHOOL  
OPEN HOUSE**

**17 events**

**300+ people engaged**

**732 votes**



# 3 Pop-Up Events Continued...

As part of the pop-up event engagement activities, a vision board with photos of various community features was presented for participants to vote on using dot stickers to indicate what they would like to see (or see more of) in Yarmouth. Over the course of the engagement process, 732 votes were collected. The following list indicates the number of votes received by participants for each image, in order of most votes:

It is acknowledged that the materials prepared and presented for the pop-up events were framed positively; specifically, “what would you like to see (or see more of) in Yarmouth.”

Overwhelmingly, individuals added dots to photos that were important to them, and perhaps did not add dots to photos that they did not want to see or see more of in Yarmouth. Still, there were individuals that we engaged with who noted this nuance and asked how to specify what they do not want to see. In those cases, photos that received “no” votes included the detached single-family subdivision, office building/office park, temporary traffic calming, and attached townhouse development. In consideration of the other feedback received as part of this initiative, it is not surprising that denser housing development as depicted in these photos were ones that individuals identified as not desirable.



- Sidewalk café (photo 1) – 95
- Shared-use path (photo 5) – 76
- Hiking trail (photo 12) – 70
- Bicycle lane (photo 17) – 60
- Downtown pedestrian plaza (photo 9) – 58
- Solar panels (photo 6) – 57
- Community garden (photo 16) – 57
- Outdoor community event (photo 18) – 45
- Playground (photo 7) – 44
- Tiny home/accessory dwelling (photo 13) – 33
- Electric vehicle charging (photo 11) – 29
- Tennis/pickleball courts (photo 8) – 23
- Signalized crosswalk (photo 4) – 21
- Traffic calming/speed bump (photo 14) – 15
- Curb bump-outs (photo 19) – 14
- Attached townhouse development (photo 15) – 13
- Detached single-family subdivision (photo 3) – 10
- Mixed-use/residential development (photo 2) – 8
- Office building/office park (photo 10) – 4



# 4 Meetings-in-a-Box and...

Meeting-in-a-Box is a community engagement tool designed for community groups or friends to gather and share their ideas for the future of the Town.

Participants were able to have discussions at a time and place convenient for them and where they felt comfortable sharing thoughts on the future of Yarmouth. Using the Meeting-in-a-Box materials, meeting hosts facilitated a group discussion with participants to discuss and respond to four questions about Yarmouth's future.

While three groups, including the Yarmouth Community Alliance for Racial Equity, chose to complete the Meeting-in-a-Box unfacilitated, five groups preferred to have a Town staff member facilitate the discussion. The five groups that hosted facilitated discussions include Yarmouth Bicycle and Pedestrian Committee, Economic Development Advisory Board, Royal River Alliance, Cousins and Littlejohn Islands Improvement Association, and the Yarmouth High School Student Senate.

Responses to the four questions received from all submissions are summarized in following pages.



## **Question 1: How should Yarmouth balance the need for housing with preserving the community's history, character, and sense of place?**

Most groups agreed that there is a need for more housing, especially affordable workforce housing; however, some groups noted that growth should be limited. Several responses noted the need for balance, including balancing housing development and preservation of open space, maintaining the historic integrity of the Town, and preserving the sense of place. Respondents also expressed concern about the Town becoming too exclusive and expensive as well as the need for new development to be built in an environmentally sustainable way, which was expressed most notably by the Yarmouth High School Student Senate participants. Suggestions for how to grow in a thoughtful way varied, including:

- Provide incentives for affordable housing outside the Town center
- Encourage adaptive reuse of existing buildings
- Identify areas to target for growth
- Incentivize denser development to reduce sprawl
- Prioritize building new residential buildings near public transportation and existing services
- Focus on workforce housing
- Consider locations for mixed-use development
- Consider allowing multiple types of housing (i.e., apartments, single family, multifamily)
- Promote a diverse and inclusive Town by encouraging more diversity in Town government

# Community Group Meetings

2

## Question 2: What types of economic growth and development initiatives could be implemented to meet your vision of Yarmouth's future?

Groups were in consensus on the desire to prioritize supporting local small businesses over attracting big box stores to the area. Respondents suggested supporting businesses in the Town center; the development of eco-tourism, recreation, green energy, and aquaculture industries; and expanding professional services uses. To support economic growth, respondents also noted that the Town should support initiatives that enhance the quality of life for residents, including developing a community center or other community gathering spaces, developing the arts community, improving transit and connectivity, enhancing parks and recreation facilities and public access to the waterfront, expanding services to meet community needs, and supporting the growth of walkable local businesses that meet the needs of residents. Respondents also noted the need to address the future of Wyman Station and development of Route 1.



*Photo credit: Rosyln Rosalia*

# 4 Meetings-in-a-Box and...

## 3 Question 3: What can Yarmouth do to support a sustainable future? What does a sustainable future mean to you?

Respondents had the following suggestions related to supporting a sustainable future:

- Maintain and support the local community by supporting Town businesses, taking care of open spaces, and supporting the Town's current community members
- Encourage infill development and encourage new development to follow the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) certification standards
- Encourage investment in renewable energy, recycling, planting trees, and other Town and individual efforts to promote sustainability
- Enact and enforce local ordinances to support the Town's sustainability goals
- Implement the 2019 Open Space Plan
- Prioritize the health of trees and forest cover across the Town
- Maintain and grow open spaces and protect and restore ecosystems
- Encourage community members to drive less, by improving pedestrian and bicycle infrastructure, increasing public transportation access, implementing bike shares, and installing electric vehicle charging stations
- Support the work of the Committee for Energy Efficiency and Sustainability and the Town's climate planning initiative
- Address policy issues through a climate change lens to help prevent harm to people and the environment
- Increase community outreach and education on environmental issues



# Community Group Meetings

---

4

**Question 4: The greater Portland region is represented by communities that have unique characteristics which contribute to making the region a desirable place to live, work, and play. How do you see Yarmouth fitting into the region in the future?**

Respondents noted that the Town is unique in the greater Portland area because of its small size, historic integrity, and location on Route 1, I-295, Casco Bay, and two rivers, among other desirable contributions. Stakeholders would like to see improvements in regional connectivity, including bike trails, bus lanes, and more public transportation options. The Town should improve regional access while preserving its historic Main Street, sense of community, civic engagement, and other features that make it unique in the region. Respondents also noted that the Town should move forward on issues of inclusivity and sustainability. The Town could be more inclusive and foster community by creating places for gathering. Yarmouth can also lead the region by modeling sustainability practices and environmental stewardship.



*Photo credit: Charlene Ferguson*

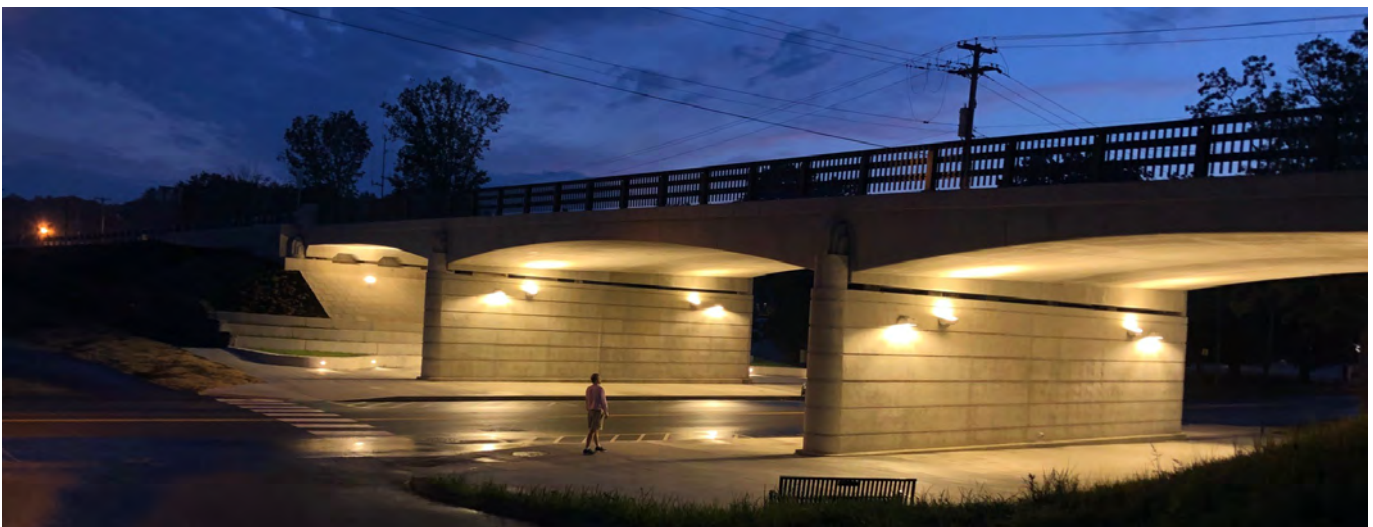
# 5 Visioning Survey

---

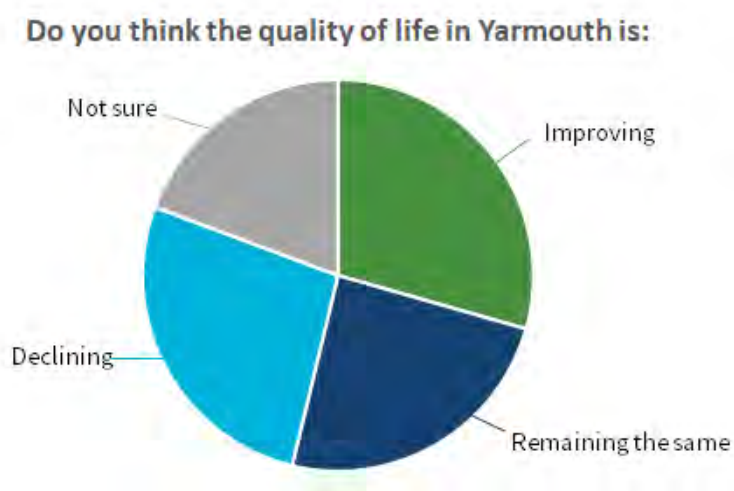
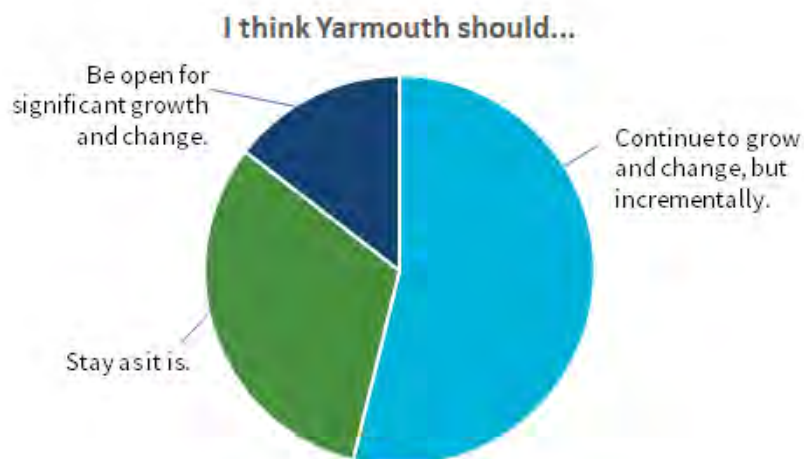
The survey was designed to help the Town identify stakeholder priorities for the future. Community members were able to complete the survey through the Social Pinpoint site or fill out paper at Town Hall and at in-person events.

A total of 123 survey responses were received. A detailed summary of survey results is included in Appendix A. Some key statistics from the survey include:

- 85% of respondents (105) live in Yarmouth full time and 76% (93) own a home in the Town.
- 63% of respondents (78) have lived, worked, or gone to school in Yarmouth for more than 10 years.
- Royal River Park, Main Street, and Merrill Memorial Library are respondents' favorite places.
- Of the options provided, preserving natural areas and open space, housing affordability, cost of living, and preserving the historic character of the community were stakeholders' biggest concerns for the future.
- On average, respondents gave Yarmouth a 7.5 on a scale of 1 (poor) to 10 (excellent) regarding how well the Town meets expectations of a great community or place to live.
- 51% of respondents (63) think Yarmouth should grow and change incrementally; 30% (37) would like Yarmouth to stay as it is; and 14% (17) think Yarmouth should be open for significant growth and change.
- Respondents were about evenly split as to whether the Town's quality of life is improving (28%), declining (26%), or remaining the same (24%). About 19% of respondents indicated they were "not sure."



## SELECTED SURVEY RESULTS



## What are your biggest concerns?

1  
Preserving  
natural areas  
and open  
space

## 2 Housing affordability

3  
Cost of living

## What are your favorite places in Yarmouth?



# 6 Social Pinpoint Summary

Social Pinpoint is an online engagement tool used to gather community feedback.

The Imagine Yarmouth Social Pinpoint project website included three opportunities for community members to provide input on the Town vision statement including:

- **Survey** (See Section 5.0)
- **Interactive Town Map** with options to post comments regarding strengths, challenges, and general suggestions for the Town
- **Vision Board** with options to post comments discussing what community members like about the Town, what they want to change, and general suggestions

The site also included access to previous event information, other ways to participate in the project, and future event information.

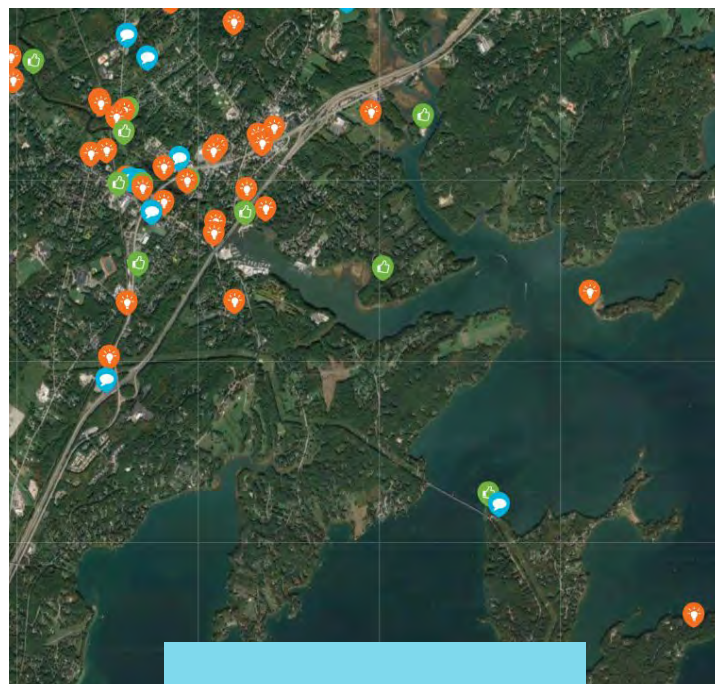
In total, the site attracted 1,085 unique users who provided 61 comments and submitted 123 survey responses.

## INTERACTIVE MAP

The interactive map allowed users to post a comment connected to a pin on the map. Below is a summary of comments received through the interactive map.

For strengths, comments referenced the Town's many parks and preserves and noted the Town's efforts to preserve critical open spaces and environmentally sensitive areas.

Challenges and general suggestions stakeholders noted were largely focused on connectivity, including street connectivity and traffic circulation as well as pedestrian and bicycle infrastructure to improve connectivity and safety. Other comments included improving access to parks, open spaces, and trails; consideration for alternative uses for Wyman Station; the need for bus shelters and bike racks for the BREEZ bus system; increasing recreational amenities (including a public pool); implementing sustainability initiatives; addressing impacts to the Royal River; consideration of the Town's indigenous peoples' history; and consideration of potential development of open spaces and the cost of development to the Town.



**1,085 unique users**

**143 comments**

**123 survey responses**

## VISION BOARD

The Vision Board allowed community members to share their thoughts on the Town and engage with others about their vision for the future.

### Something I like...

Commenters enjoy the walkability of the Town Center and access to public transportation, like the BREEZ bus service. Commenters considered the Royal River Park, Spear Farm Estuary Preserve, and other open spaces as strengths.

### Something I would like to change...

Changes respondents noted included the need for more affordable housing and zoning changes, consideration of balancing development in the Town Center and preserving the historic character, and bicycle and pedestrian infrastructure. Comments noted that increased traffic and speeds on major Town roads are a concern. Respondents were also concerned about the impacts of climate change, the use of Wyman Station, broadband internet access, and loss of open spaces.

### General Suggestions

Commentors provided suggestions related to the environment, including impacts of rising sea levels, tree canopy cover, and invasive plants in Town. Suggestions also noted the importance of preserving the Town's village, library, skating pond, and overall character and walkability. Respondents also suggested beautification efforts, like flower boxes in store windows and holiday decorations. Related to public engagement, respondents stated that the COVID-19 taskforce/neighborhood communicator outreach was helpful in staying up to date on Town events and important information.

**Share with us about...**

**Something I would like to Change**

**Something I like**

**General Suggestions**

**Something I would like to Change**

I'd like to be able to question the school budget without being labeled "anti-education". I'd like to be able to question expenditures in town without being labeled a "right-winger". I'd like the town to be truly inclusive of ideas of both the liberals and conservatives and those in-between. I would like to have a Yarmouth that was economically diverse.

**Something I like**

I think we have terrific town staff. Friendly, accessible, knowledgeable, seem happy to be here. I don't thank them enough!

**Something I would like to Change**

As a someone car driver and someone bicycle driver I am concerned when I see vehicle drivers turning when the crosswalk is activated & the sign says "No turn when flashing". I see vehicle drivers for the gas when a light turns yellow (and sometimes red) I see drivers of all ages speeding, even when the speed limit is already too high (30/35). So what do we do to change these behaviors, which do not fit with most everyone's concept that Yarmouth has village character?

**Something I would like to Change**

I would like to see Yarmouth build a town/community pool so that all members of the community can learn to swim, stay active, and have access to this resource. I'm surprised that our community doesn't have a pool. I feel strongly that every child living in our town should know how to swim (both for safety reasons and for reasons of recreation and adventure). If I could wave a magic wand kids would have swimming lessons as part of PE at school.

**Something I would like to Change**

Hi, I would like to restore the Royal River to help fish migrate from the ocean upstream for spawning. This most effective way to restore the river is to remove the two old discolored dams that are owned by our town. This is so important because a restored river would support a large variety of fish and other wildlife that depend on fish for survival. I see our community as caring and thoughtful about each other and the environment! Debbie Landry

**Something I would like to Change**

Yarmouth is known for its wonderful landscapes and seascapes, but these views are being lost to invasive plants. These invasives are a major threat to biodiversity, damage property values, and obscure views of the waterways. As times, it is hard to see the Fore River given the growth of Japanese knotweed. I often see bikers having to weave around these plants, which endangers them. I suggest hiring teams of people to remove these plants, without the use of pesticides.

**General Suggestions**

Development. We have enough housing, more than enough cars, we have too many people. Stop. Main Street Development should conform to our existing architecture.

**General Suggestions**

Yarmouth has long been designated a Tree City, but to maintain that standard we need to do more for our town canopy. Many of our trees are aging and/or threatened by pests, diseases, and development. The town recently charged a Tree Advisory Committee and hired a Tree Warden to help preserve and grow our canopy. Much more needs to be done to protect this community asset, which is critical for our personal and environmental health and central to Yarmouth's character.

**General Suggestions**

The COVID task force/neighborhood communicator outreach was a great way to feel connected and informed about all things Yarmouth—from critical needs as the food pantry to available services during an unsettled time. This type of outreach/communication should be included in our discussions about Yarmouth infrastructure. Whether it's information about a critical need blood drive, or how to avoid a dry well during drought, there is a need.

**General Suggestions**

Overall town walkability. The end of the sidewalk on East Main St. is really challenging for folks living on that side of town that want to walk/run. It would be nice to see the sidewalk extended down to the Community Garden. I also think this would promote utilization of the garden beyond those with prior access.

**General Suggestions**

A challenge that Yarmouth needs to plan for is the rising sea level. There are many crucial spots that attention needs to be paid to, such as the bridge to Littlejohn Island and other low-lying roads.

**General Suggestions**

Please include a fully fenced-in dog park in the future planning for the town. This is something the community is seriously asking and I think it would be a great investment.

**General Suggestions**

The full impact on all infrastructure—schools, water, police and fire protection, sewers and traffic—of additional housing, particularly condos, needs to be determined BEFORE approval is given. For example, one hundred units of three-bedroom housing could produce as many as 100-200 additional school children and add 200 cars to the area's streets. A question which needs to be answered is how much of the additional infrastructure cost should the developer bear.

**General Suggestions**

I'd like to see more electric car charging options available—both level 2 and level 3 types. A mix of community-supported options and pay-to-charge options for faster charging seems appropriate given pending changes. It would be very cool to eventually attract one of the areas only electric car charging stations/stores or perhaps work with local gas stations to proactively put electric into their mix.

**General Suggestions**

Would love to see the Main Street with hanging flower baskets and/or flags. Would also like to see window boxes on all the store fronts!

**General Suggestions**

If I were to choose a single word to describe Yarmouth—which sets it apart from nearby towns such as Falmouth—it would be "village." The character of our historic mixed-use village contributes more than anything else to the quality

# 7 Visioning Sessions

In September, the Town hosted one in-person open house visioning sessions and three virtual visioning sessions.

On September 20, 2022, the Town hosted an in-person open house visioning session at Yarmouth High School. The session included the opportunity to provide feedback and suggestions on the topics of housing, transportation and connectivity, economic development, resiliency and climate planning, and open space and community facilities. The open house event also included a presentation and group discussion in which seven people participated.

The Town also hosted three virtual visioning sessions via Zoom on September 21, September 22, and September 29, 2022. The sessions were held at different times during the day to accommodate a variety of schedules. The sessions included a presentation and group discussion about the sense of community in, and the future of, the Town.

Following is a summary of written comments and discussion from the visioning sessions.

## HOUSING

- Address housing affordability
- Promote adaptive re-use of existing structures and preserving existing architecture
- Preserve the Town character

## OPEN SPACE AND COMMUNITY FACILITIES

- Preserve undeveloped acreage in the village and do not develop
- Prioritize the preservation of historic places and open space, while allowing for development along Route 1
- Allow for smaller housing units and smaller lot sizes to address housing affordability concerns

## TRANSPORTATION AND CONNECTIVITY

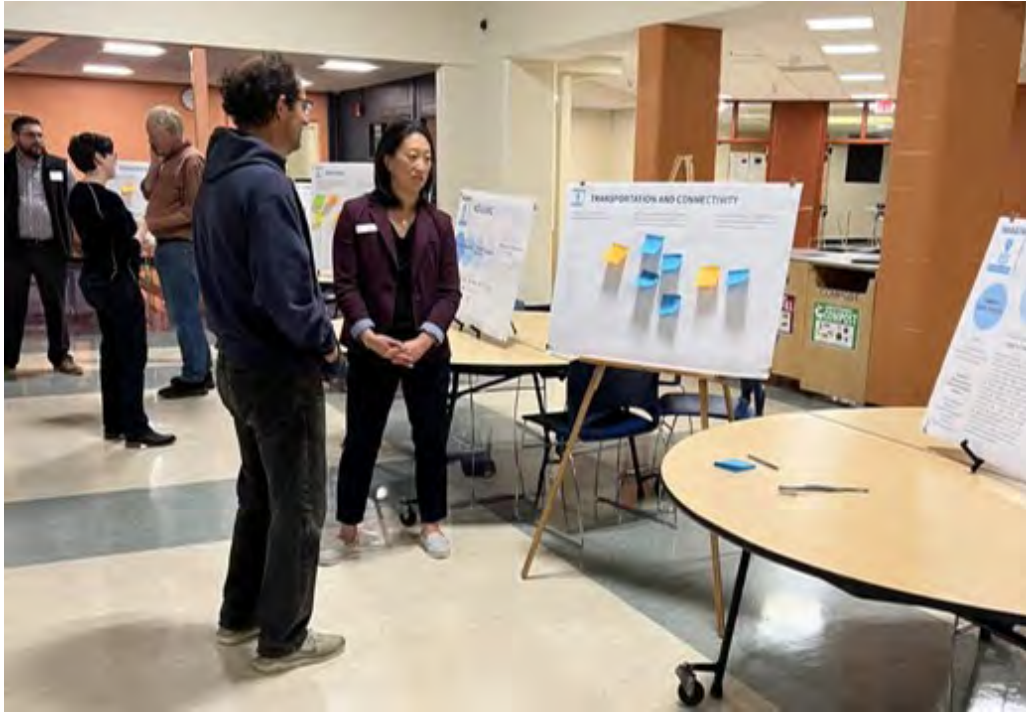
- Increase the availability of public transportation, including the BREEZ
- Maintain the walkability of the Town
- Increase access to bike paths

## ECONOMIC DEVELOPMENT

- Allow more development along Route 1 instead of the Village Center
- Maintain the walkability of the Town

## CLIMATE AND RESILIENCY

- Address concern about the impact of droughts on farms
- Provide financial assistance to convert homes to more environmentally friendly heating sources



### GROUP DISCUSSION

- **The sense of community in Yarmouth is based on three themes: the physical geography and architecture of the Town, the people who live and work there, and the history of the community that ties the people and place together.**
- **Historically, Yarmouth has been economically diverse, and there is fear that this diversity will be lost.**
- **It is important to develop affordable housing and create housing options that match the historic character of the Town.**
- **New community members should feel welcome.**
- **There is a strong sense of volunteerism in the community, but since some health concerns related to the COVID-19 pandemic have eased, concern was expressed that volunteerism and engagement has waned.**

# 8

## High-Level Themes

---

BerryDunn collected, reviewed, and summarized feedback from stakeholders from all engagement activities.

Several common themes were heard throughout the process. There were also some larger concerns about growth and development for which consensus was not evident. Based on the information gathered during the public engagement process, the following key themes have been identified:



The draft vision statement addresses these themes and the values that they represent and establishes clear priorities for the future based on the community input received through this visioning process.



*Photo credit: Carrie Martin*



*Photo credit: Charlene Ferguson*

# 9

## Draft Vision Statement

---

The purpose of conducting an engagement and visioning effort prior to initiating the comprehensive planning process was to involve the community and focus attention on the big picture vision for the Town's future.

A plan should be rooted in the Town's values and guided by a vision that is truly the community's vision.

The following values were expressed by residents and stakeholders throughout the visioning process. While not all participants agreed on how the Town should move forward, there was consensus on the community values that are fundamental to the Town's identity. The subsequent draft vision statement attempts to unite these values into a clear vision for supporting and enhancing these values in the future.

### COMMUNITY VALUES

We value the **natural environment**, including the numerous parks, open space preserves, rivers, and Casco Bay, and prioritize preserving and protecting these areas for enjoyment by all and as critical ecosystems.

We value a **connected community** where residents have strong social bonds through a shared commitment to civic engagement, and where community members can safely and easily access services, amenities, recreation, jobs, and social opportunities within the Town.

We value the **history and culture** of the people and land that is now the Town of Yarmouth and the physical environment that embodies that history, from the natural land and water features to the built environment.

We value a **welcoming and inclusive environment** where neighbors help one another and a strong sense of community brings all people together, regardless of background.

---

## DRAFT VISION STATEMENT

The following draft vision statement was developed based upon the themes and values that were expressed by community members throughout the visioning process. This statement is intended to be a clear but broad aspiration for the future of Yarmouth and is meant to guide the development of the Town's next Comprehensive Plan, but to also be adaptable as the planning process moves forward and additional research, discussions, and engagement exposes new aspects and nuances of the Town's future goals.

The Town of Yarmouth is a small coastal community with a vibrant and picturesque village center. Yarmouth's identity is deeply rooted in the Town's history, beauty, and commitment to community. The walkability of the Town's historic Main Street, abundant open space areas, and active community groups all contribute to community members' sense of connectedness to the Town.

The Town is dedicated to protecting and preserving what makes Yarmouth a great place to live. At the same time, residents recognize the significant local, regional, and global challenges that the Town faces, and are committed to addressing these issues with careful consideration for the Town's history and culture and with creativity to leverage opportunities to enhance the Town's defining characteristics—beauty, history, inclusivity, abundant open spaces and recreation opportunities, and commitment to volunteerism – to build an even stronger community.

To meet the needs of residents and community members, the Town will plan and make decisions through a lens of equity, sustainability, and fiscal responsibility to ensure that the community's values and critical assets are sustained for future generations.

# 10

## Next Steps

---

The draft vision statement will serve as the foundation for the development of the Town's next Comprehensive Plan.

The planning process is expected to begin in late 2022 and be completed in the spring of 2024. While the draft vision statement will guide the planning process, it may continue to be modified and adapted in accordance with new information and feedback received during the planning process. The final vision statement will be incorporated in the final Comprehensive Plan.

Additional outreach and engagement will continue through the Comprehensive Plan development and will build upon the work done through this initiative. Town staff will look to the community for continued input on goals, policies, and strategies that are aligned with community values and will support the Town in achieving its vision for the future.



*Photo credit: Grace Goodall*

# A

## Appendix A: Visioning Survey Summary

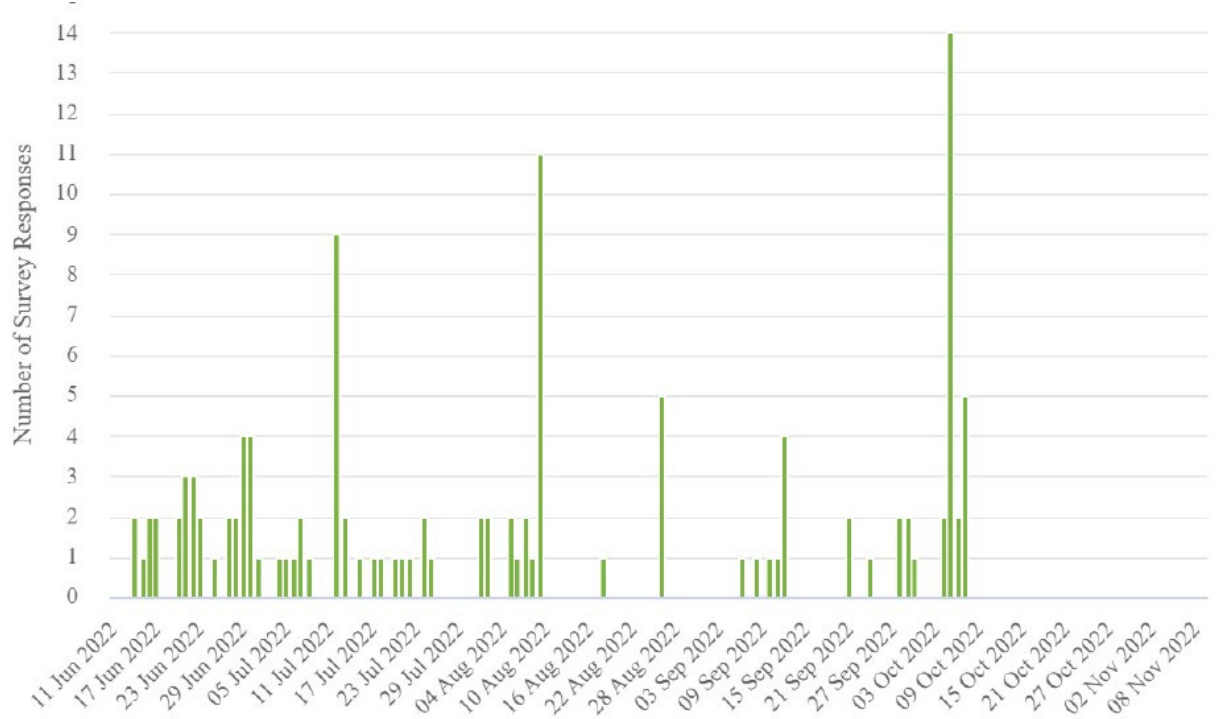
Please refer to the PDF document entitled “Yarmouth Visioning Survey Summary”.



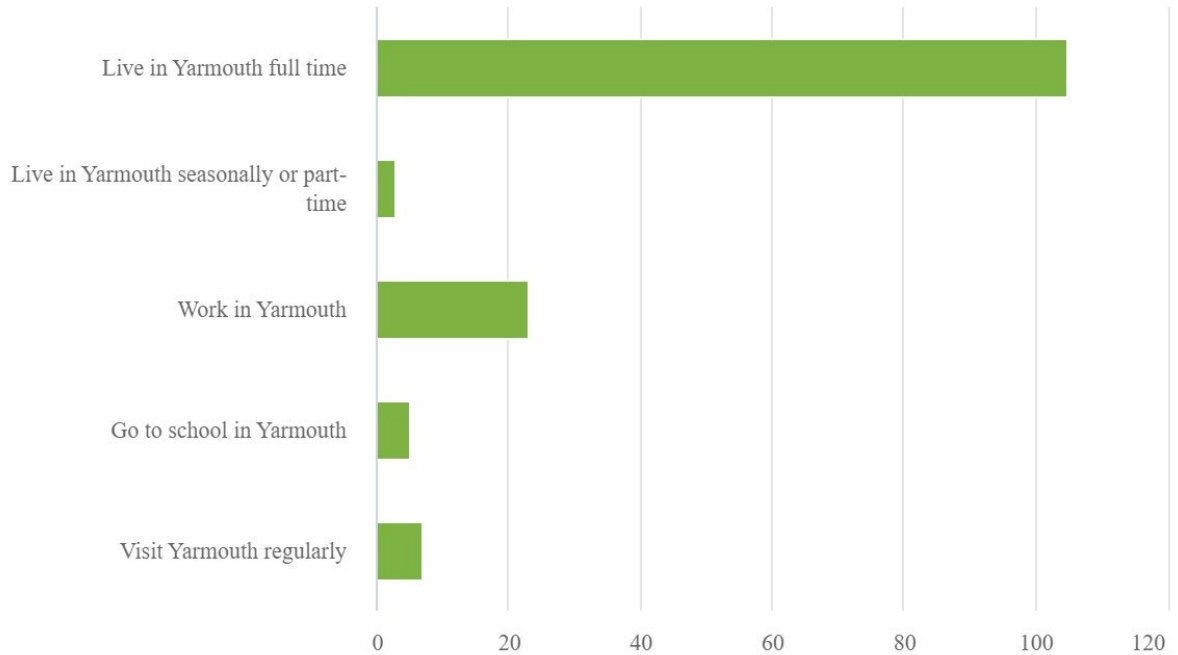
*Photo credit: Kristen Bouse*

# Imagine Yarmouth Visioning Survey Summary

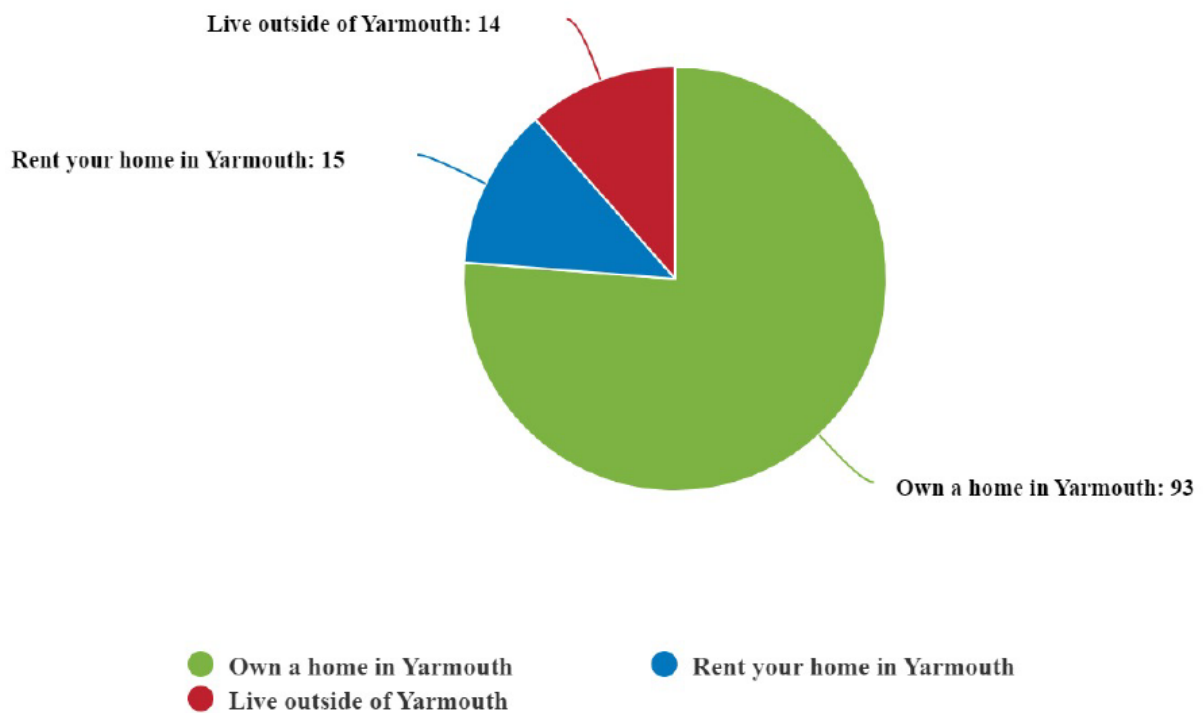
Number of Survey Responses by Day



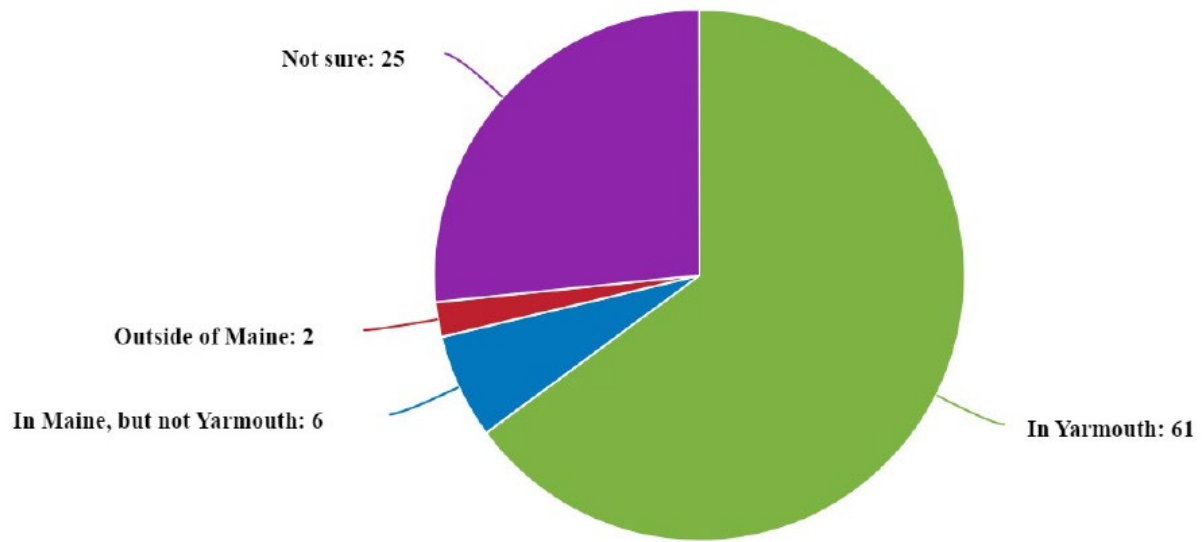
## 1. Please tell us about yourself. Do you...



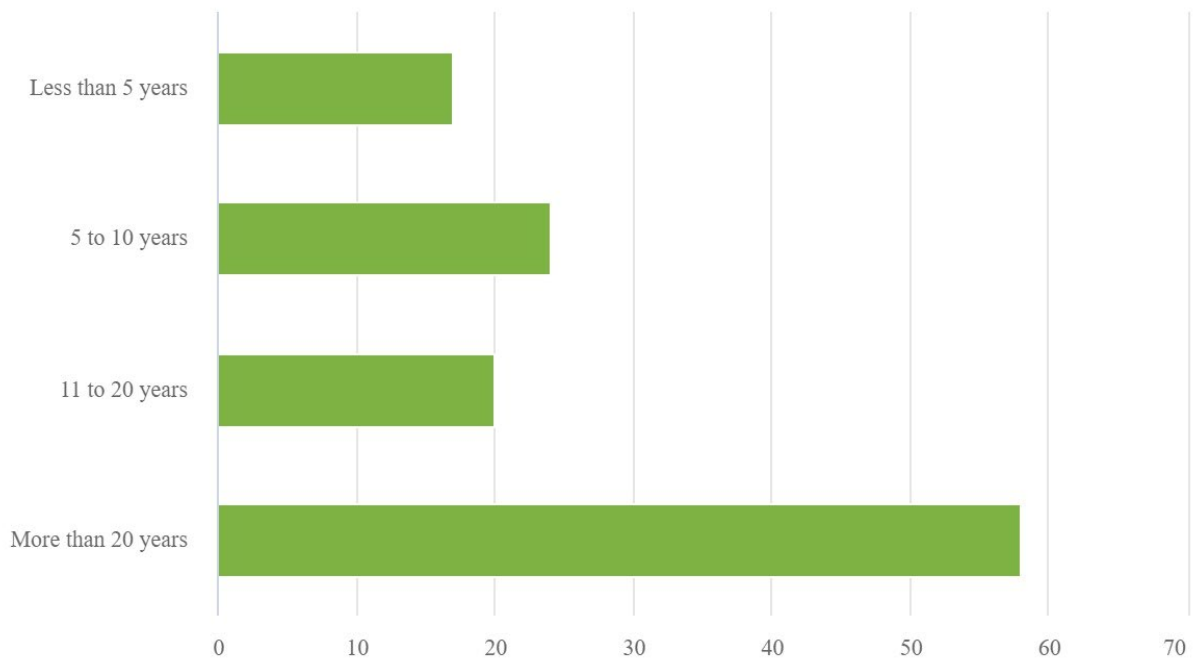
## 2. Do you...



### 3. Where do you see yourself living 10 years from now?



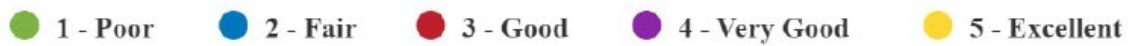
### 4. How long have you lived, worked, or attended school in Yarmouth?



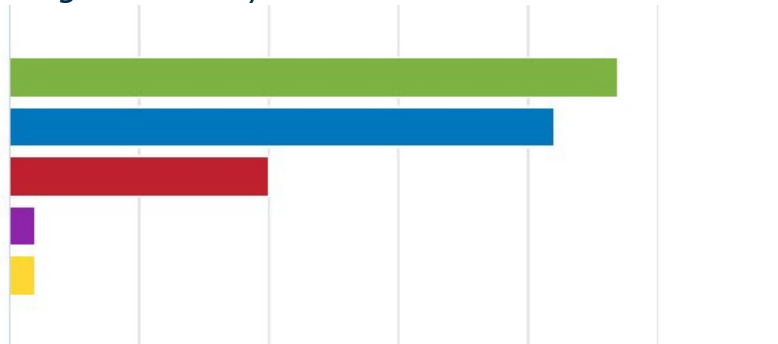
5. What are your favorite places in Yarmouth?



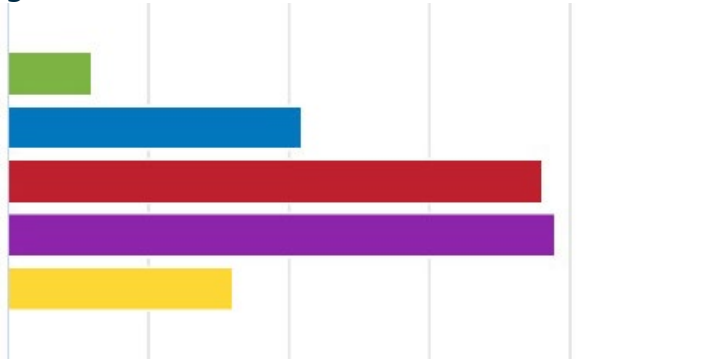
6. Please rate how well the Town is doing in addressing each of these concerns.



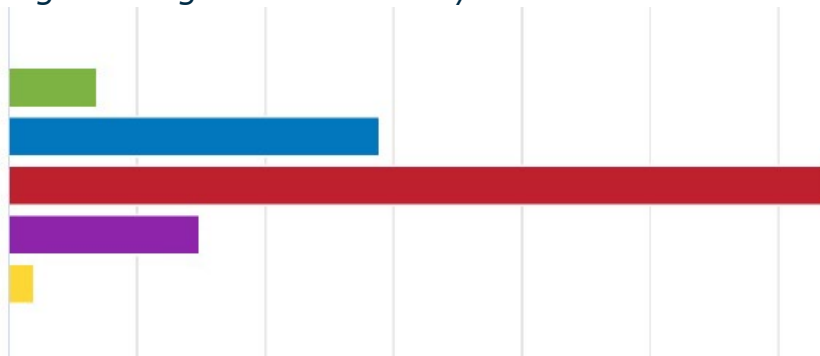
### Addressing housing affordability:



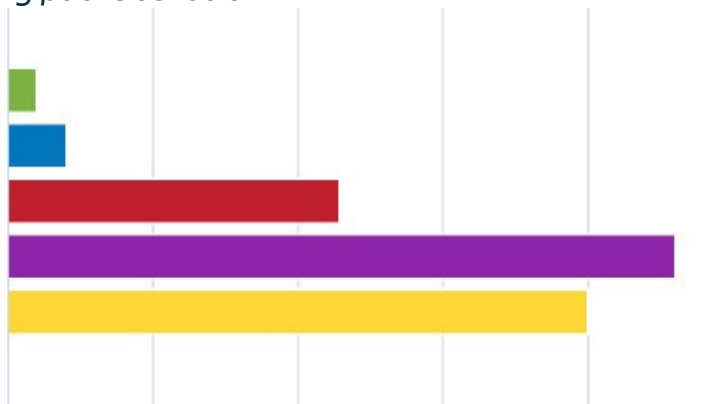
*a. Preserving natural areas:*



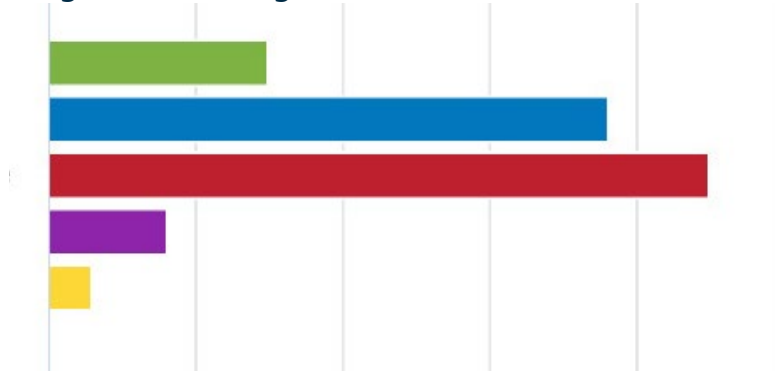
*b. Developing a thriving business economy:*



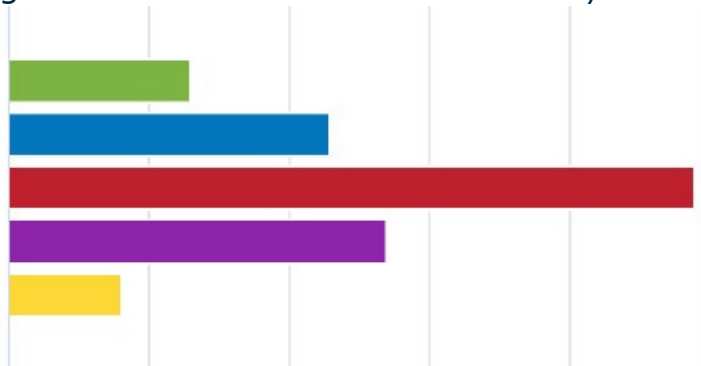
*c. Supporting public schools:*



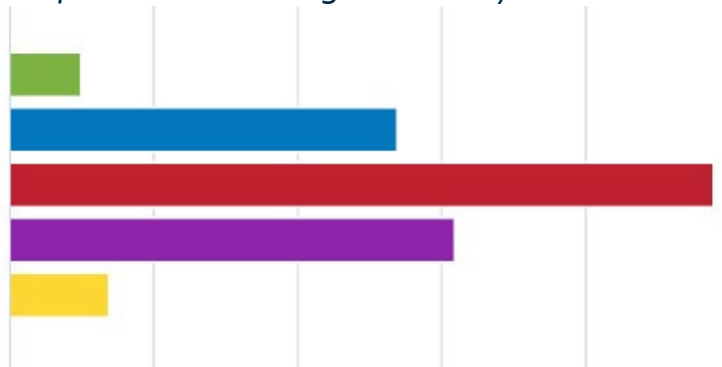
d. *Addressing climate change:*



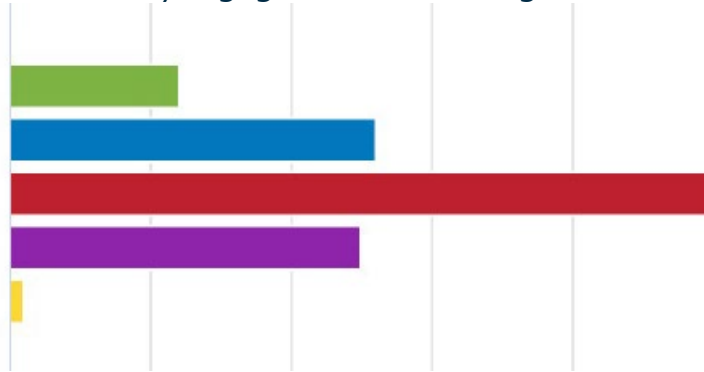
e. *Preserving the historic character of the community:*



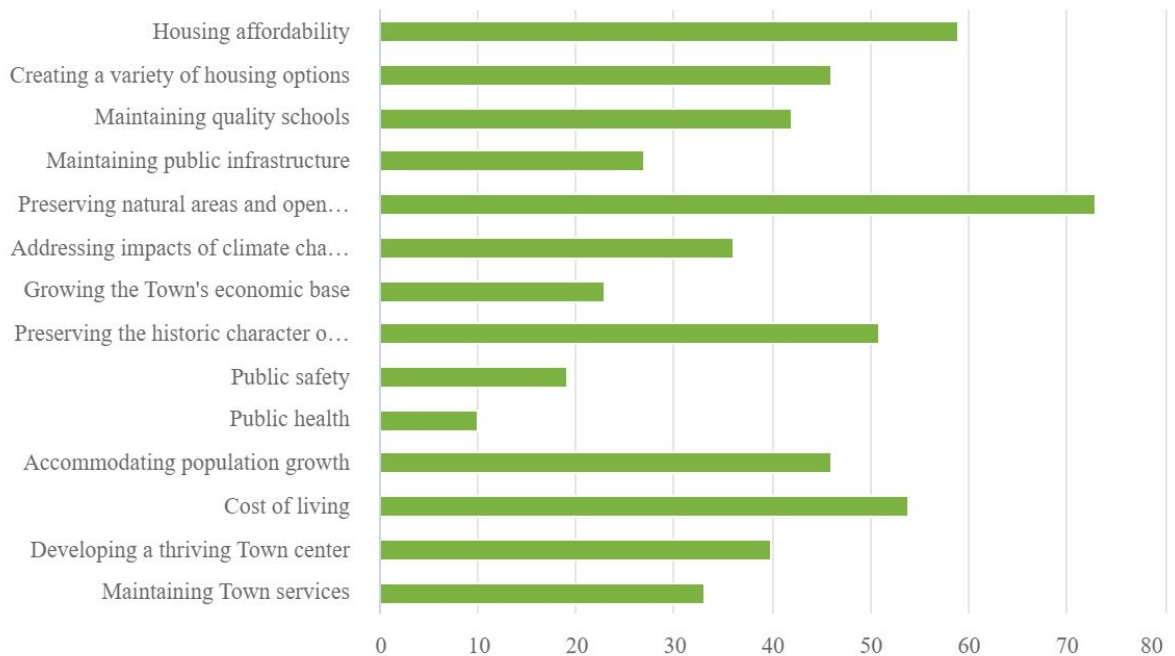
f. *Creating an open and welcoming community:*



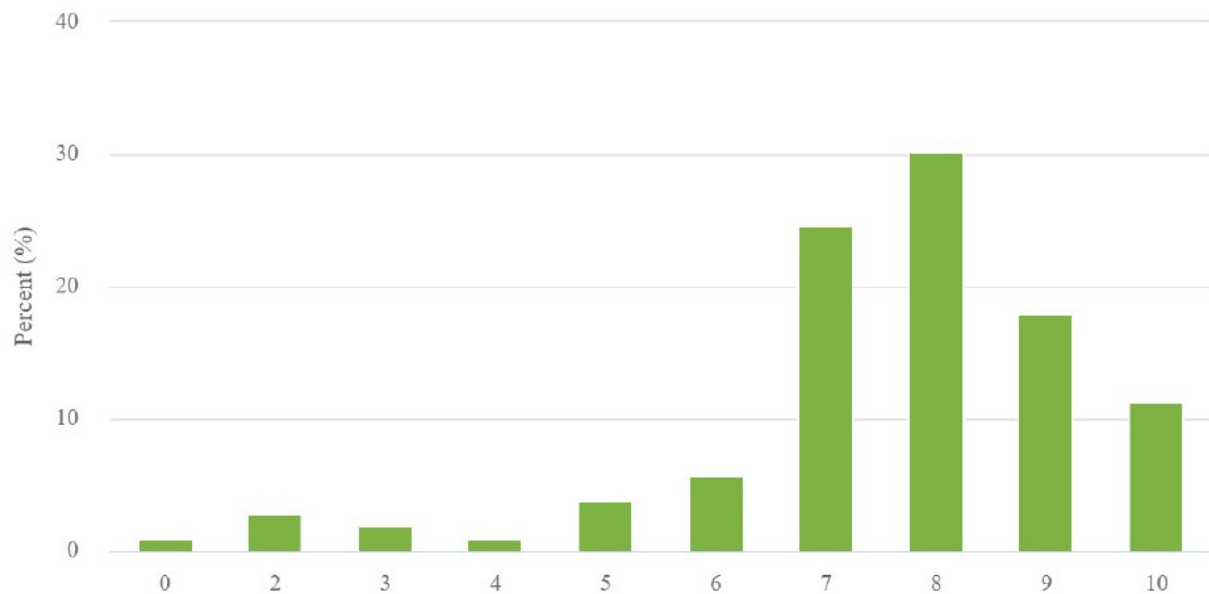
*g. Fostering community engagement with local government:*



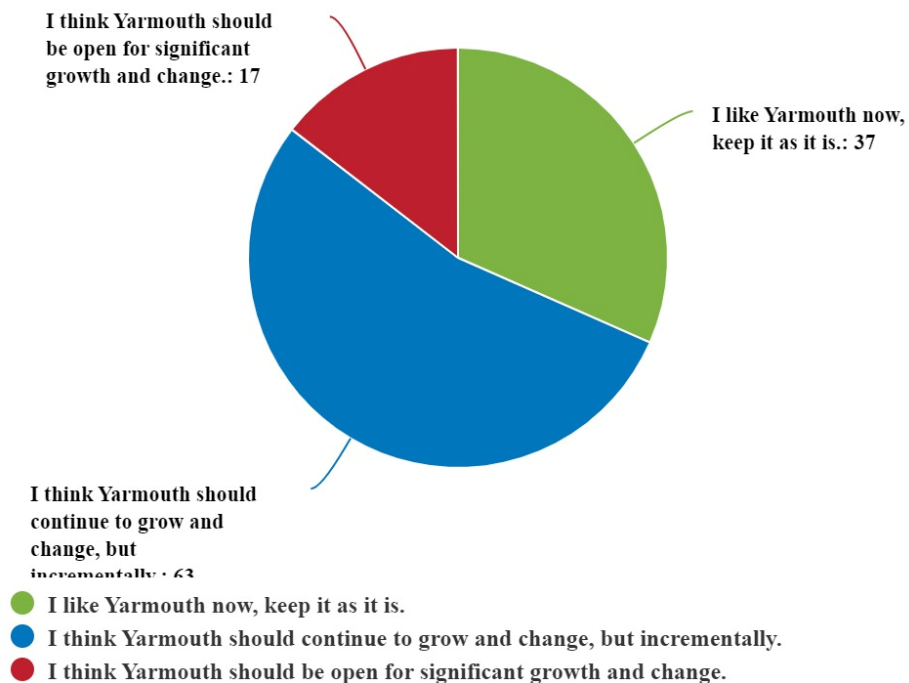
**7. What are your biggest concerns as Yarmouth continues to grow and change? (Select up to 5 responses)**



8. How well does Yarmouth meet your expectations of a great community or great place to live? (Sliding scale from 0 – poor to 10 – excellent)



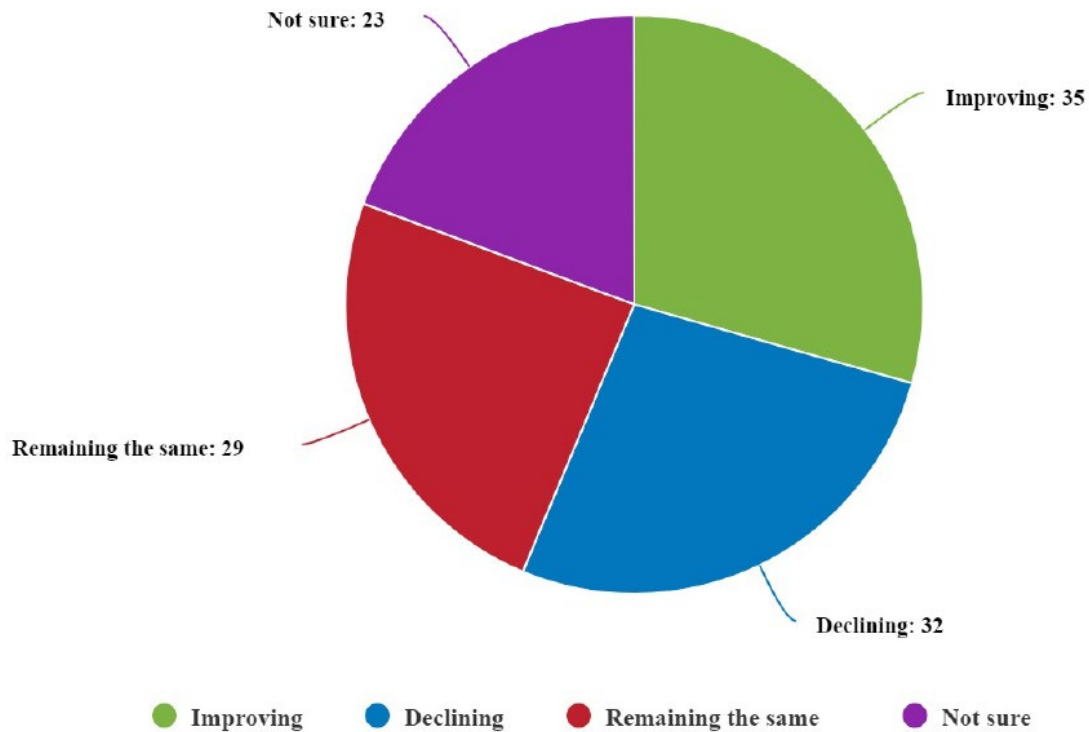
9. Select the statement that best represents your thoughts about Yarmouth.



10. What changes have you noticed in Yarmouth in the past 10 years (positive or negative)?



11. Do you believe the quality of life in Yarmouth is:



12. Which of the following statements best represent your vision for Yarmouth?

A town with a walkable, vibrant center that is a place for the community to gather.	58	49%
A town that is committed to preserving the environment and natural systems for the protection of wildlife, enjoyment by the community, and wellbeing for all.	47	40%
A town with a unique historic identity and small town character.	40	34%
A town where a strong quality of life is available to all, including access to safe and affordable housing, jobs, transportation, recreation, and education.	33	28%
A welcoming community with a strong social structure that supports diversity and inclusivity.	29	24%
A town where people feel safe and comfortable where they live, work, learn and play.	27	23%
A town that balances growth that supports quality housing and economic opportunity and protection of natural areas and open space.	25	21%
A town with a thriving and diverse local economy that supports new and existing businesses.	23	19%
A town that is innovative and forward-thinking while also respectful of the community's history and traditions.	22	19%
A town with abundant open space and recreational opportunities.	17	14%
A vibrant coastal community with vital commercial and recreational waterfront activities.	14	12%
A town where community members are actively engaged and empowered to participate in decision making that impacts the community.	14	12%



*Photo credit: Jill Sady*



May 15, 2024

Erin Zwirko, Director of Planning & Development  
200 Main Street  
Yarmouth, Maine 04096

Dear Erin,

The Department of Agriculture, Conservation & Forestry thanks the Town of Yarmouth for submitting its Comprehensive Plan for review for consistency with the Growth Management Act in accordance with our Comprehensive Plan Review Criteria Rule (the Rule).

As soon as the plan was accepted for review, we invited other state agencies, neighboring municipalities, and your regional planning organization to review it and submit written comments. By the end of the comment period, we received written comments from the Maine Department of Marine Resources, Maine Drinking Water Program, Maine Department of Transportation, Maine Department of Environmental Protection, and the Maine Beginning with Habitat Program. Those written comments are attached to this letter. The comments contain suggestions for improving and strengthening the plan. We urge the Comprehensive Planning Committee to consider how the plan might be revised to incorporate suggestions found in the comments.

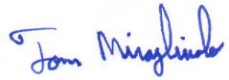
We are now happy to report that we find the ***Yarmouth 2024 Comprehensive Plan*** to be **complete and consistent**. This means that we have found all sections of the plan, including the future land use section, to be consistent with the Growth Management Act.

Our finding of consistency is not conditional; however, we urge the Committee to consider amending the plan to incorporate the attached agency comments. Per Chapter 208 the town may incorporate the agency comments without resubmitting the Plan to the state.

We appreciate the efforts of community members and municipal staff who contributed to this plan. All involved clearly dedicated a lot of time and discussion to draft this very complete plan. Thanks to the skill and hard work of all involved, this plan will provide important guidance to the community's decision-makers for years to come. Please don't hesitate to contact me at 441-1288 or [tom.miragliuolo@maine.gov](mailto:tom.miragliuolo@maine.gov)

if you have any questions.

Sincere Best Wishes,



Tom Miragliuolo, Senior Planner  
Municipal Planning Assistance Program

Attachments:

- Public comments (5)

cc: Kate Burch, North Star Planning  
Ben Smith, North Star Planning  
Julie Dubovsky, Yarmouth Assistant Planner  
Matt Panfil, GPCOG



JANET T. MILLS  
GOVERNOR

STATE OF MAINE  
DEPARTMENT OF MARINE RESOURCES  
21 STATE HOUSE STATION  
AUGUSTA, MAINE  
04333-0021

PATRICK C. KELIHER  
COMMISSIONER

To: Tom Miragliuolo, Senior Planner, Municipal Planning Assistance  
Program, Department of Agriculture, Conservation and Forestry

From: Melissa Britsch, Maine Coastal Program, Maine Department of Marine Resources

Re: Town of Yarmouth Comprehensive Plan Review

Date: May 2, 2024

---

Thank you for the opportunity to review the marine resources section of Yarmouth's Comprehensive Plan. I have provided the following comments and suggestions for your consideration.

**Appropriate use of data provided by Maine Department of Marine Resources**

Yarmouth's Comprehensive Plan is thorough and the provided data were used correctly, although we were unsure if all licenses were reported in the plan. We would like the town to ensure that information about all marine licenses is reported; possibly by including a table. If this is included elsewhere in the plan, please add a reference to the marine resources section.

**How the plan's policies and implementation strategies promote State goals relating to DMR's principal objectives and directives**

The proposed policies and implementation strategies will do much to promote State and DMR goals. We would like to encourage the town to address whether current water access is adequate for both recreational and commercial use, and what access needs could look like in the future. We would also like the town to address whether there are opportunities to improve or expand water access, and if so, what will be done to act on them. We would like the town to consider adding a strategy for local and regional harbor management plans, which was missing from the list of objectives and action items. We appreciate that the plan includes several additional goals and action items, and the plan is very thorough. The importance of marine resources and water access is clear, and the plan will do much to help the town improve access and ensure it remains resilient.

**Consistency of the plan with DMR's programs and policies**

Overall, the plan is consistent with DMR's programs and policies. The plan is very detailed and will be a strong guide for future planning efforts. We are encouraged to see that the town is dedicated to maintaining water access facilities and is planning for continued access and working waterfront viability in a variety of ways. The comprehensive plan is detailed and it is clear that marine resources, coastal access, water quality, and the waterfront are valuable to the town.

**Measures DMR recommends the town take to ensure its plan addresses and identifies deficiencies and inconsistencies**

Refer to my comments below.

Marine Resources	✓	Page	Comment #
<b>Analyses</b>			
Is coastal water quality being monitored on a regular basis?	x	125	
Is there a local or regional plan in place to identify and eliminate pollution sources?	x	131	
Has closing of clam or worm flats threatened the shellfishing industry, and are sources of contamination known? If so, are sources point (direct discharge) or nonpoint sources?	x	129	
Are traditional water-dependent uses thriving or in decline? What are the factors affecting these uses? If current trends continue, what will the waterfront look like in 10 years?	x	128	
Is there reasonable balance between water-dependent and other uses, and between commercial and recreational uses? If there have been recent conversions of uses, have they improved or worsened the balance?	x	128	1
How does local zoning treat land around working harbors?	x	130	2
Is there a local or regional harbor or bay management plan? If not, is one needed?	x	131	
Are there local dredging needs? If so, how will they be addressed?	x	130	
Is there adequate access, including parking, for commercial fishermen and members of the public? Are there opportunities for improved access?	x	121	3
Are important points of visual access identified and protected?	x	123	4
<b>Comments:</b> <b>1)</b> With respect to the balance among uses, does the town anticipate further changes in the future? Is there currently conflict among users or could there be conflict in the future? <b>2)</b> Will there be any changes in local zoning? <b>3)</b> Is access adequate for current demand? Is there enough access for both recreational and commercial users? Does the town see any opportunities to improve access and/or reduce crowding, or have plans to upgrade existing facilities? <b>4)</b> We appreciate seeing the information about which sites are or are not protected. Does the town have plans to protect the sites that are currently unprotected?			
<b>Condition and Trends</b>			
The community's Comprehensive Planning Marine Resources Data Set prepared and provided to the community by the Department of Marine Resources, and the Office, or their designees.	x	128, 129	5
A map and / or description of water-dependent uses.	x	122	6
A brief summary of current regulations influencing land use patterns on or near the shoreline.	x	130	
A description of any local or regional harbor or bay management plans or planning efforts.	x	131	7
The location of facilities (wharves, boat ramps, pump-out stations, etc.), with a brief description of any regional or local plans to improve facilities.	x	121	3
A description or map showing public access points to the shore. Include a brief description of their use, capacity, physical condition, and plans to improve, expand, or acquire facilities such as parking or toilets.	x	122	3
A list of scenic resources along the shoreline, including current ownership	x	123	4

(public or private) and any protections.			
<b>Comments:</b>			
5) Please add a table with a summary of all licenses. We want to be sure the information is accessible for future planning efforts. If this information is elsewhere in the plan, please include a reference to the location.			
6) We appreciate the detail in this section!			
7) Does the town need to create a harbor management plan or a mooring plan? We appreciate that the town has plans for the land side of the harbor and is working to implement them.			
<b>Policies</b>			
To protect, maintain and, where warranted, improve marine habitat and water quality.	x	69	
To foster water-dependent land uses and balance them with other complementary land uses.	x	69	
To maintain and, where warranted, improve harbor management and facilities.	x	69	
To protect, maintain and, where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism.	x	69	
<b>Comments: NA</b>			
<b>Strategies</b>			
Identify needs for additional recreational and commercial access (which includes parking, boat launches, docking space, fish piers, and swimming access).	x	69	
Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.	x	69	
Provide information about the Working Waterfront Access Pilot Program and current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities.	x	70	
Support implement of local and regional harbor and bay management plans.	not discussed		8
If applicable, provide sufficient funding for and staffing of the harbormaster and/or harbor commission.	x	69	9, 10
Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.	x	70	
<b>Comments:</b>			
8) We didn't see a strategy to support the implementation of local and regional harbor and bay management plans. Should this be included? We would encourage the town to add it as a strategy.			
9) We appreciate the extra goal to support Yarmouth's working waterfront and the action items supporting the goal. Enhancing access, considering zoning amendments, planning for where working waterfronts can move in the future, and connecting people to working waterfronts is critical for their long-term viability.			
10) We also appreciate the action item to assess public waterfront infrastructure for sea level rise vulnerability and to incorporate needed upgrades into the town's capital plan.			
The plan as a whole is very good.			

---

To: Tom Miragliuolo, Senior Planner, DACF  
From: Ashley Hodge, Source Water Protection Coord., Maine CDC Drinking Water Program  
Re: Review of 2024 Town of Yarmouth Comprehensive Plan  
Date: May 2, 2024

---

On behalf of the Maine CDC, Drinking Water Program (MEDWP), I have reviewed the Town of Yarmouth's 2024 Comprehensive Plan and have provided the following comments.

As you are aware, The Drinking Water Program works to ensure safe drinking water in Maine, to protect public health, by administering and enforcing drinking water and subsurface wastewater regulations, providing education and technical and financial assistance. The comments submitted below are based on the Maine State Planning Office's (SPO) instructions for agency commentors.

I. General Comments:

- a. All of the Yarmouth Water District public drinking water sources are located within the town of North Yarmouth. The Town of Yarmouth may consider partnering with the Town of North Yarmouth to help protect these drinking water sources.
- b. The town should continue to maintain, enact, and/or amend protections for groundwater and aquifer recharge areas. Taking proactive measures to protect Yarmouth's aquifers will continue to support safe drinking water now and in the future, should the Town need to expand their public water supply.

Please feel free to contact me should you have any questions regarding this information.

April 12, 2022  
Tom Miragliuolo  
Senior Planner, Municipal Planning Assistance Program  
Department of Agriculture, Conservation and Forestry  
22 State House Station  
Augusta, Me 04333-0022

Dear Tom,

MaineDOT finds the Town of Yarmouth 2024 Comprehensive Plan consistent with its mobility and transportation policies and goals. The Plan is a well-researched and smartly written document paired with useful chapter highlights. One can learn a great deal about Yarmouth and its planning activities over recent decades in reading this comprehensive plan. The “Climate Connections” featured in the Plan’s chapters are thoughtful and demonstrate how inextricably climate challenges/opportunities are connected to all planning activities.

In the Transportation chapter, the Plan deftly clarifies municipal vs. state responsibilities for maintenance of infrastructure and permitting on local and state roads. These distinctions aren’t always clear to citizens or volunteers on municipal boards, so the document performs a helpful role in this regard.

Under Implementation, Yarmouth aims to “continue to collaborate with MaineDOT on a plan to transition Rt. 1 from Portland St. to I-295 from an auto-centric commercial corridor to a mixed-use boulevard that is people-centered.” The challenge for all parties is to increase density without increasing the volume of vehicles on Rt. 1. Will new residential growth and infill development occur without a concomitant up-tick in automobiles and traffic? The outcome is unclear, unless transportation alternatives are available and desirable.

Thank you for the opportunity to review Yarmouth’s 2024 Comprehensive Plan.

Sincerely,  
Stephen Cole  
Regional Planner, Southern & Midcoast Maine

To: Tom Miragliuolo, Senior Planner, Municipal Planning Assistance Program, Department of Agriculture, Conservation and Forestry

From: Alaina Chormann, Watershed Management Unit, Division of Environmental Assessment, Department of Environmental Protection

Re: Yarmouth Comprehensive Plan Review

Date: 4/30/2024

---

Thank you for the opportunity to review Yarmouth's Comprehensive Plan (Plan) as it relates to surface waters. I have developed the following comments and suggestions for your consideration.

**Appropriate use of data provided by the DEP Division of Environmental Assessment**

- The Plan includes waterbody and watershed identification and description, water quality information for Royal river estuary, Little John Causeway, Upper whistler cover, Cousins Island, Pratt Brook, and the Royal River. This information is used appropriately.

**How the Plan's policies and implementation strategies promote the State goals relating to DEP's principal objectives and directives**

1. Plan does a great job of recognizing that stormwater erosion contributes to the degradation of water quality and habitat in both fresh water and marine water systems. However, the plan does not explain why and the term "pollutants" is often used. Plan would benefit from making the connection between erosion and input of nutrients. Specifically, phosphorus (freshwater) and nitrogen (for marine sources). While the policies contained within the plan meet the minimum requirements of the checklist, they do not directly address limiting nutrient inputs to water resources. This is particularly important for eelgrass bed protection. Including language about regulating nutrient loads into waterbodies would greatly strengthen the plan. For example:
  1. Consider incorporating requirements for stormwater Phosphorus/Nitrogen impact analysis and mitigation for new development within the town's riverine and marine watersheds into subdivision and site review ordinances.
  2. Consider adding future water quality monitoring goals, especially for threatened or impaired waterbodies. Goal of better identification of phosphorus/nitrogen sources.

**Consistency of Plan with DEP's programs and policies.**

- Overall, the Plan consistent with the DEP Watershed Management Units programs

**Measures DEP recommends the town take to ensure its plan addresses and identifies deficiencies and inconsistencies**

- Comments regarding deficiencies and minor inconsistencies are included in the attached checklist.

Please feel free to contact me directly at (email/phone) if you have additional questions or would like more information.

This checklist was developed to ease the preparation of comprehensive plans. Its contents are taken directly from the Comprehensive Plan Review Criteria Rule (07 105 Chapter 208). There are no requirements to submit this checklist for review as it is intended only for the plan preparers.

Water Resources	✓	Page
<b>Analyses</b>		
Are there point sources (direct discharges) of pollution in the community? If so, is the community taking steps to eliminate them?	No point source pollution mentioned	
Are there non-point sources of pollution? If so, is the community taking steps to eliminate them?	✓ Non-point source pollution mentioned for marine waterbodies, town will implement current MS4 permit.	2-119, 2-127, 2-151
How are groundwater and surface water supplies and their recharge areas protected?	✓ Number of existing measures to protect water quality. Updated erosion and sedimentation control, MS4 permit, shoreland zoning, SOD and RPD. However, plan does not state specifically how drinking water sources are protected	2-151
Do public works crews and contractors use best management practices to protect water resources in their daily operations (e.g. salt/sand pile maintenance, culvert replacement street sweeping, public works garage operations)?	No specifics provided about what BMPs they use in their operations	
Are there opportunities to partner with local or regional advocacy groups that promote water resource protection?	✓	2-158
<b>Condition and Trends</b>		
The community's Comprehensive Planning Water Resources Data Set prepared and provided to the community by the Department of Inland Fisheries and Wildlife, the Department of Environmental Protection and the Office, or their designees.	✓	2-146
A description of each great pond, river, surface drinking water supply, and other water bodies of local interest including: a. ecological value; b. threats to water quality or quantity; c. documented water quality and/or invasive species problems.	A. Ecological value discussed for all waterbodies. B. Threats are generally discussed but not discussed	2-124, 2-147

	for each individual water body. C. Invasive and water quality issues discussed	
A summary of past and present activities to monitor, assess, and/or improve water quality, mitigate sources of pollution, and control or prevent the spread of invasive species.	Summary of invasive species monitoring is provided but no discussion of mitigation efforts.	2-146
A description of the location and nature of significant threats to aquifer drinking water supplies.	Discussion of drinking water supply, no location provided for Yarmouth wells, no threats to drinking water supplies specified	2-151
A summary of existing lake, pond, river, stream, and drinking water protection and preservation measures, including local ordinances.	There is a summary of local ordinances but no discussion of how the town is planning on protecting current/potential drinking water sources	2-155
<b>Policies</b>		
To protect current and potential drinking water sources.	✓	1-75
To protect significant surface water resources from pollution and improve water quality where needed.	✓	1-75, 1-76
To protect water resources in growth areas while promoting more intensive development in those areas.	✓	1-76
To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.	Not really discussed how public sewer systems/wastewater facilities will be upgraded	
To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.	✓	1-77
<b>Strategies</b>		

Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with: a. Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502). b. Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds. c. Maine Pollution Discharge Elimination System Stormwater Program	✓	1-77
Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.	✓ adding low impact development requirements as part of MS4 permit	1-76
Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.	✓ Not applicable since there are no Urban Impaired streams in Yarmouth currently	1-76
Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.	Vague about what mechanisms would/could be used to accomplish this strategy	1-75
Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.	✓	1-75
Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.	✓ Sufficiently discusses the different strategies that will be employed to protect water quality in Yarmouth	1-75
Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.	Could provide more details about current/ongoing efforts that the town plans to participate in	1-77
Provide educational materials at appropriate locations regarding aquatic invasive species.	Would be good to include what type of locations will be targeted for this outreach	1-77
<b>Comments:</b>		

Overall the comprehensive plan does do a good job of addressing water resource objectives and goals for the town. Demonstrates an understanding of threats to both marine and freshwater resources in the town and identifies management practices being implemented to mitigate these threats. Some things of note are:

There is a lack of any specific strategies the town plans to implement to protect its drinking water sources. This could be because they have not identified any threats, or they feel current zoning and ordinances are sufficient to protect this resource.

There is also a lack of discussion about specific water quality threats for specific waterbodies in Yarmouth. The discussion of water quality threats to the Royal River and other waterbodies mentioned is general on pages 2-151 to 2-153. Could be lack of available water quality data.

Stormwater and watershed development are discussed as potential threats to water quality in Yarmouth however nutrients as a threat is not really discussed. See notes on page one about this.

---

Date: May 2, 2024

To: Tom Miragliuolo, Municipal Planning Assistance

From: Lisa St. Hilaire, MNAP and Justin Schlawin, MDIFW

Re: Yarmouth Comprehensive Plan Review

---

On behalf of Beginning with Habitat (BwH), the Maine Department of Inland Fisheries and Wildlife (MDIFW) and the Maine Natural Areas Program (MNAP) have reviewed the town of Yarmouth's 2024 Comprehensive Plan (the Plan) and provide the following comments.

Beginning with Habitat equips Maine communities, landowners, and conservation partners with tools to protect, restore, and connect important habitats and ecosystems in a changing climate. Housed within the Maine Department of Inland Fisheries and Wildlife, Beginning with Habitat staff work with species experts, ecologists, and conservation partners to translate biodiversity information into conservation action at both a local and statewide scale.

BwH compiles habitat information from multiple sources, integrates it into one package, and makes it accessible to towns, land trusts, landowners, conservation organizations, and others to use proactively in conservation planning. The habitat information BwH provides is objective, comprehensive, and equips local decision-makers with the necessary tools to make informed and responsible land use decisions that mesh wildlife and habitat conservation with future growth needs. While BwH information is comprised of both regulated and non-regulated features, it should be used for planning purposes only. Other resources, such as MDIFW's Environmental Review Program (<https://www.maine.gov/ifw/programs-resources/environmental-review/index.html>) and MNAP's Environmental Review Program (<https://www.maine.gov/dacf/mnap/assistance/review.htm>) should be contacted for assistance as projects get closer to the design or permitting review phase.

BwH is housed at MDIFW but is comprised of more than ten public agencies and conservation partners. Comments provided below represent two BwH public agency partners (MDIFW and MNAP) but are guided by the overall conservation principles of the BwH program. Feedback and recommendations included in this memo are based on the Maine Municipal Planning Assistance Program at the Department of Agriculture, Conservation and Forestry (DACF) instructions for agency comments.

#### **Appropriate Use of Data Provided by BwH**

MDIFW and MNAP data were appropriately used in the Yarmouth Comprehensive Plan. BwH provides natural resource data to all Maine municipalities on behalf of MNAP and MDIFW. Information regarding rare plants and natural communities is provided by MNAP within DACF. MDIFW data depict high-value animal occurrences, wildlife habitats, and Critical Natural Resources.

Resources identified on BwH maps are accurate at the time they are produced; however, it is important to note that the data contained on these maps are regularly updated. It is recommended that requests for updated maps be made annually to ensure best available information is being used. Much of this updated information is accessible to the public online through the BwH Map Viewer:

<https://webapps2.cgis-solutions.com/beginningwithhabitat/mapviewer/>

The Town may request updated paper and digital BwH maps from MDIFW as often as needed during Plan completion and implementation:

<https://www.maine.gov/ifw/fish-wildlife/wildlife/beginning-with-habitat/maps/index.html>

Additional mapped information on stream habitats and barriers is available on the Maine Stream Connectivity Workgroup's Maine Stream Habitat Viewer:

<https://webapps2.cgis-solutions.com/mainestreamviewer/>

Additional land use planning resources and tools intended for use at the municipal level are available through BwH: <https://www.maine.gov/ifw/fish-wildlife/wildlife/beginning-with-habitat/municipalities/index.html>

### **Relation of Plan's Policies and Implementation Strategies to BwH Principal Objectives and Directives**

The policies and implementation strategies proposed are consistent with BwH objectives and directives. Yarmouth has a clear appreciation for their Critical and Important Natural Resources, and has also committed to evaluating the impacts of climate change throughout the Plan. Beginning with Habitat staff would be happy to provide further assistance as the Town works to implement the Plan, such as providing updated maps, or technical assistance with ordinance revisions or climate planning. We have included suggested opportunities to engage Beginning with Habitat and partners to implement strategies outlined in the plan.

### **Consistency of Plan with BwH Programs and Policies**

The proposed policies, strategies, and Future Land Use Plan are consistent with BwH programs and policies.

### **Critical and Important Natural Resources**

The availability of high-quality habitats for plants, animals, and fish is essential to maintaining abundant and diverse populations for ecological, economic, and recreational purposes. Yarmouth is home to many Critical Natural Resources including extensive Tidal Waterfowl and Wading Bird Habitat, Roseate Tern Essential Habitat, Significant Vernal Pools, Shorebird Feeding and Roosting Areas along the Royal and Cousins River, a Seabird Nesting Island on 'The Nubbin', saltmarsh sparrow, Salt-Hay Saltmarsh along the Royal River and Cousins River, and wild leek (*Allium tricoccum*), mountain honeysuckle (*Lonicera dioica*), and American Chestnut (*Castanea dentata*). Important Natural Resources include Maquoit and Middle Bay Focus Area of Statewide Significance and numerous large Undeveloped Habitat Blocks mapped throughout the town. The plan discusses strategies to conserve these natural resources.

In addition to these Critical and Important Natural Resources, regional fisheries biologist Nick Kalejs has indicated that there are three regionally important brook trout streams in Yarmouth (Portions of the Royal River, Unnamed Brook at approximately 43.80, -70.18, and Headwater Streams of the East Branch Piscataqua River). We have appended a note describing strategies for the conservation of this resource.

*Specific Plan comments and recommendations below are provided by the following staff:*

- *MDIFW: Justin Schlawin (Beginning with Habitat Program Coordinator), Nick Kalejs (MDIFW Fisheries)*
- *MNAP: Kristen Puryear (Ecologist) and Lisa St. Hilaire (Information Manager),*

## **Resources to aid Implementation of the Yarmouth Comprehensive Plan:**

Beginning with Habitat and partner organizations are available to engage Yarmouth with various strategies of the Yarmouth comprehensive plan:

- Beginning with Habitat staff are available to engage in presentations with the Comprehensive Plan Implementation Committee to collaborate on the open space acquisition goals and other strategies to protect Critical and Important Natural Resources, and with the planning department on the designation of Critical Resource Areas.
- Beginning with Habitat staff are available to review and assist with the review and update of the Conservation Value Map from the 2019 Open Space Plan, and identification of wildlife corridors throughout Yarmouth.
- The Maine Natural Areas Program maintains a user-friendly community science database for mapping and controlling invasive plant species. Maine Natural Areas Program Invasive Plant Biologist Chad Hammar offers training opportunities for residents to learn about the management of invasive plant species. [chad.hammar@maine.gov](mailto:chad.hammar@maine.gov)
- Joe Roy, Private Lands Biologist within the Maine Department of Fisheries and Wildlife Beginning with Habitat Program provides outreach services to private landowners who wish to manage their lands to benefit wildlife. Joe is available to provide educational workshops for property owners on sustainable land management practices.  
<https://www.maine.gov/ifw/fish-wildlife/wildlife/beginning-with-habitat/about/index.html>
- The Maine Natural Areas Program maintains a free service to evaluate the ecological merits of potential voluntary fee or easement conservation projects:  
<https://www.maine.gov/dacf/mnap/assistance/preacquisition.html>
- Maine DOT administers several funding sources for municipal culvert replacement and infrastructure resilience that may be of interest to address stream barriers noted in the plan. More information on these funding opportunities can be found online:  
<https://www.maine.gov/mdot/grants>.

## **Suggested Comprehensive Plan Edits:**

- Mention of spotted turtle should be removed from the comprehensive plan. While a credible observation of spotted turtle was made in Yarmouth, MDIFW is uncertain whether a breeding

population of spotted turtle exists in Yarmouth. Given the uncertainty, it is difficult for the town to make strategies to plan around conservation of spotted turtle habitat.

- Page I-71, strategy NR-1.2, change the language to: “Designate Critical Natural Resources as Critical Resource Areas per the Beginning with Habitat Program in the Future Land Use Plan.”
- Page I-71, strategy NR-1.4, change the language to: “Through local land use ordinances, require the planning board (or other designated review authority) to include as part of the review process consideration of pertinent Beginning with Habitat maps and information regarding critical natural resources, and agency consultation”.
- Natural Resources section, beginning page 2-135: Mountain honeysuckle is endangered, not ‘Threatened’.
- Page 2-161, consider adding references to the Maine Geological Survey’s Sea Level Rise page and MNAP’s Marsh Migration/Coastal Resiliency page.  
[https://www.maine.gov/dacf/mgs/hazards/slr\\_ss/index.shtml](https://www.maine.gov/dacf/mgs/hazards/slr_ss/index.shtml)  
[https://www.maine.gov/dacf/mnap/assistance/coastal\\_resiliency.html](https://www.maine.gov/dacf/mnap/assistance/coastal_resiliency.html)
- Page 2-147, consider adding the following language “Tidal marshes are unique and valuable coastal habitats, capable of migrating inland where geomorphic conditions and land-use permit, as long as they can migrate inland faster than they convert to open water. Surface restoration and/or removing tidal barriers can play a significant role in allowing marshes to adapt and remain resilient. Inland marsh migration space is finite and large regional models project a net loss of tidal marsh habitat under all sea level rise scenarios due to a lack of undeveloped and/or topographically suitable migration space.”
- Map Fig. 9.5 Include salt marshes as a mapped ‘natural communities’ per the Maine Natural Areas Program, not just generic wetlands.

We appreciate the opportunity to comment on Yarmouth’s 2024 Comprehensive Plan, and hope that these suggestions are helpful. Please reach out to Beginning with Habitat Program Coordinator Justin Schlawin by email at [justin.schlawin@maine.gov](mailto:justin.schlawin@maine.gov) , or by phone at (207) 557-1885 should you have any questions. Additional staff contact information and reference material are included below.

## **MDIFW Regional Contact Information**

5 Game Farm Road  
Gray, ME 04039  
(207) 287-2345

### **Fisheries**

James Pellerin, Regional Biologist - press 1; email: [James.Pellerin@maine.gov](mailto:James.Pellerin@maine.gov)

Nicholas Kalejs Asst. Regional Biologist - press 2; email [Nicholas.Kalejs@maine.gov](mailto:Nicholas.Kalejs@maine.gov)

Brian Lewis, Biology Specialist- press 3; email: [Brian.Lewis@maine.gov](mailto:Brian.Lewis@maine.gov)

### **Wildlife**

Scott Lindsay, Regional Biologist - press 3; email: [Scott.Lindsay@maine.gov](mailto:Scott.Lindsay@maine.gov)

Joshua Matijas, Asst. Regional Biologist; email: [Josh.Matijas@maine.gov](mailto:Josh.Matijas@maine.gov)

Sean Campbell, Asst. Regional Biologist; email: [Sean.A.Campbell@maine.gov](mailto:Sean.A.Campbell@maine.gov)

## **MNAP Contact Information**

Lisa St. Hilaire, Information Manager – 207-287-8044; email [lisa.st.hilaire@maine.gov](mailto:lisa.st.hilaire@maine.gov)

Kristen Puryear, Ecologist – 207-287-8043; email: [kristen.puryear@maine.gov](mailto:kristen.puryear@maine.gov)

## **Appendix 1: Fisheries Comments**

April 19, 2024

TO: Corinne Michaud-LeBlanc -- MDIFW

FROM: Nick Kalejs – MDIFW Fisheries

SUBJ: Yarmouth Comprehensive Plan – MDIFW Fisheries Review

To whom it may concern,

The Fisheries Division of MDIFW has completed its review of Yarmouth's comprehensive town growth plan and we offer the following comments. The comments provided below identify key issues of importance with regard to ensuring consistency with MDIFW fisheries management programs.

#### I. Protection and Enhancement of Fisheries and Fisheries Habitat

The plan addresses some fisheries habitat protection issues and indicates that protecting natural resources is a priority and guiding principle of future town land use. However, more emphasis should be placed on the importance of inland fisheries habitat as a natural resource. Wild brook trout are present in Yarmouth and represent a species of special conservation importance in Maine. Many streams in Yarmouth have been inventoried by MDIFW with some flowing waters supporting wild brook trout; a list of these waters has been attached at the end of these comments and should be part of an inventory of important natural resources. The Royal River is also stocked with brook trout and brown trout, representing a significant investment of state resources. Additional protection should be considered to protect these waters and other important natural resources when reviewing proposed development projects. Brook trout habitat is particularly vulnerable to a host of land-based activities, which often lead to a concurrent loss of riparian habitat. We typically request 100-foot undisturbed buffers along both sides of any stream, including stream-associated wetlands. Buffers should be measured from the upland wetland edge of stream-associated wetlands; if the natural vegetation has been previously altered then restoration may be warranted<sup>1</sup>. Protection of riparian areas diminishes erosion/sedimentation problems, reduces thermal impacts, maintains water quality, and supplies leaf litter/woody debris (energy and habitat) for the system. Protection of these important riparian functions ensures that the overall health of the stream habitat is maintained. In addition, smaller headwater and lower order streams are often affected the greatest by development and these systems benefit the most from adequately sized, vegetated buffers.

Based on MDIFW surveys around the region, many road maintenance and construction projects also often inadvertently impede passage at stream crossings. The Town identifies known and potential barriers on the landscape and should consistently adopt stream-crossing practices (i.e., culvert installation/maintenance) which do not impede fish passage as required by the Natural Resources Protection Act<sup>2</sup>. Refer to guidelines attached to this document. In addition, the Army Corps of Engineers has adopted regulations regarding stream crossings that potentially affect municipal road maintenance programs. Maine Audubon, along with many local and federal partners, has also developed a "Stream Smart" design methodology for road crossings built according to high standards of aquatic organism passage. Such a methodology may be of use to the Town in future development projects.

#### II. Public Access

There is a public need to provide safe angler access to all Town waters that support recreational and commercial fisheries, as well as other recreational uses. The Town plan should adopt language that reflects State and MDIFW goals<sup>3,4,5</sup> and access development should be consistent with those goals. For example, public access to public waters must not be limited to Town residents only, as such action

would jeopardize existing MDIFW stocking and management programs<sup>6</sup> and is inconsistent with MDIFW and State public access goals.

Based on this review, few formal boat access sites to inland waters exist within the Town. According to the plan, Yarmouth Community Services (YCS) manages a hand-carry boat launch, but it is not clearly identified by location, nor is it clear if it is a freshwater or tidal access site. The Town should ensure that consideration of future public access development includes inland waters as well as marine.

The plan does a good job of identifying public access facilities to marine waters located within the Town of Yarmouth; however, more information should similarly be provided on freshwater access. The town plan should identify and describe the status of public access to all freshwater within the Town's boundaries, including more detailed enumeration of parking capacity, facilities, and type of boat launch present, if applicable. Yarmouth encompasses or borders no Great Ponds at least ten acres in size; however, the Town contains miles of flowing waters. Waters such as the Royal River, the Cousins River, and headwater streams that form the East Branch Piscataqua River may be of special interest to anglers. Recreational access to some of these waters is displayed on a map but should be more detailed and include any existing facilities or amenities, if applicable. There is some discussion regarding the development of new access sites, and the desire to expand public access to natural resources comprises part of the plan. The Town could explicitly outline strategies to maintain or expand public access to additional water bodies, including in the form of future development goals. These strategies should help prioritize public access needs based on a variety of factors including existing access, fisheries present, water size, proximity to population centers, land availability and cost, existing waterfront development, and other related factors. Lastly, the Town should consider MDIFW and DACF as a potential partner in future public access projects. By working together Town and State agencies are more likely to be successful in achieving our common goal of improving public access.

In adopting measures to address land use and development issues, it is imperative that language and measures not be adopted which could preclude efforts by the Town, MDIFW, or other State agencies from developing public access to public waters of the State, which would be inconsistent with State and MDIFW goals<sup>3,4,5</sup>. Also, land use zoning ordinances and practices designed to protect water quality should not be so strict as to impede the development of public access opportunities. Restrictive measures could limit or eliminate good access prospects on heavily developed waterfront areas. An "exemption" for public access projects should be adopted for projects which are consistent with Town, State, and MDIFW public access goals. This measure will ensure consistency while foregoing the need to undertake a very detailed and comprehensive review of all plan provisions, including their implications.

Open space is being used more and more by Towns to provide recreational opportunities and access. This is a good idea, particularly when public resources (i.e., rivers and streams) are located within or adjacent to the designated open space areas. Additionally, the open space that public water resources provide can greatly expand the total amount of recreational space for town residents and visitors. However, the Town should be sure that such areas are open to and can accommodate use by all Maine citizens and not just Town residents.

### III. Significant Habitats and Fisheries

The plan discusses few habitats and values for inland waters within the Town of Yarmouth. More attention should be paid to wild brook trout habitat in particular, including promotion of protections that would allow them to flourish. Presenting trout habitat as an essential part of local environmental systems reinforces the Town's commitment to conservation of important fisheries resources. Brook trout are of special conservation importance to the State of Maine, and habitats necessary to sustain

wild populations merit additional protections. As wild brook trout habitat is present in Yarmouth, this knowledge may be useful for prioritizing public access needs/improvements, identifying significant fisheries habitats for protection, securing additional partnerships with conservation organizations, and addressing other Town planning needs.

Finally, we note that potential restoration of ecological function of the Royal River is listed as a Town action item. Should this proceed, the Town should work with MDIFW to ensure that inland fisheries habitat is considered as part of any holistic restoration effort.

#### IV. Miscellaneous Items/Errors

(1) Descriptions of boat access sites within the Marine Resources section includes a hand-carry access sites to the Royal River above tidal waters (page 2-123). This information should be included in the Natural and Freshwater Resources section, along with any other similar freshwater access sites.

Please call (207-287-2345) or email ([nicholas.kalejs@maine.gov](mailto:nicholas.kalejs@maine.gov)) if I can be of any further assistance.

Nick Kalejs  
Fisheries Biologist, MDIFW

Attachments: References/Supporting Documentation, Stream Crossing Guidelines, Wild Brook Trout Streams

## **<sup>1</sup> MAINE DEPARTMENT OF INLAND FISHERIES AND WILDLIFE, STANDARD ENVIRONMENTAL REVIEW RECOMMENDATIONS**

### ***Riparian Buffers Along Streams***

We recommend that 100-foot undisturbed vegetated buffers be maintained along streams. Buffers should be measured from the edge of stream or associated fringe and floodplain wetlands. Maintaining and enhancing buffers along streams that support coldwater fisheries is critical to the protection of water temperatures, water quality, natural inputs of coarse woody debris, and various forms of aquatic life necessary to support conditions required by many fish species. Stream crossings should be avoided, but if a stream crossing is necessary, or an existing crossing needs to be modified, it should be designed to provide full fish passage. Small streams, including intermittent streams, can provide crucial rearing habitat, cold water for thermal refugia, and abundant food for juvenile salmonids on a seasonal basis and undersized crossings may inhibit these functions. Generally, MDIFW recommends that all new, modified, and replacement stream crossings be sized to span at least 1.2 times the bankfull width of the stream. In addition, we generally recommend that stream crossings be open bottomed (i.e. natural bottom), although embedded structures which are backfilled with representative streambed material have been shown to be effective in not only providing habitat connectivity for fish but also for other aquatic organisms. Construction Best Management Practices should be closely followed to avoid erosion, sedimentation, alteration of stream flow, and other impacts as eroding soils

from construction activities can travel significant distances as well as transport other pollutants resulting in direct impacts to fish and fisheries habitat. In addition, we recommend that any necessary instream work occur between July 15 and October 1.

MDIFW Fisheries will rely on MDEP to review project applications for the adequacy of wetland functional assessments and the adequacy of proposed stream buffers, which should be reviewed based upon the aforementioned guidance.

**<sup>2</sup> MDEP, Natural Resources Protection Act, 38 M.R.S.A SS.480-A to 480-Z, Statute, revised 4/3/2002**

SS. 480-Q. Activities for which a permit is not required... 2. Maintenance and repair... "B. Crossings do not block fish passages in water courses;"

2-A. Existing road culverts..."and that the crossing does not block fish passage in the water course."

**<sup>3</sup> MSPO, Comprehensive Planning: A manual for Maine's communities.**

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

**<sup>4</sup> Strategic Plan for Providing Public Access to Maine Waters for Boating and Fishing, MDOC & MDIFW, March 1995.**

"Boating and Fishing Access Goal – The primary, long term goal of state fishing and boating access programs is to ensure legal, appropriate, adequate, and equitable means of public access to waters where recreational opportunities exist."

**<sup>5</sup> MDIFW, Administrative Policy Regarding Fisheries Management, 12/2002**

"The purpose of the Department's Access Program is to ensure that the public is able to gain access to Maine's public waters and to the fisheries within them. By law, all great ponds belong to the people of Maine. Private land ownership may limit access to great ponds. Fishing opportunity is directly linked to the public's ability to get to the waters to fish, so acquiring publicly-owned private points of access is critical, especially in areas where heavy development or restrictive private access already limits legal access by the public to the lake or pond.

It is also important to provide legal public access to flowing waters, although there is no parallel legal right to use flowing waters. Such acquisitions must, therefore, include enough land to allow access to stretches of the river or stream."

**<sup>6</sup> MDIFW, Administrative Policy Regarding Fisheries Management, 12/2002**

"The Department will not stock waters without reasonable, legal public access, since stocking programs are to benefit the general fishing public, and not only the people that own land around a lake, pond, river or stream."

**<sup>7</sup> MSPO, Comprehensive Planning: A manual for Maine's communities.**

"Legislative requirement: The act requires that each comprehensive plan include an inventory and analysis of: Significant or critical natural resources, such as wetlands, wildlife and fisheries habitats..."

## **Stream Crossing Guidelines**

A good reference for information on fish passage at stream crossings may be found in the Maine Department of Transportation Fish Passage Policy and Design Guide. The following recommendations reduce the potential for culvert installations to create impediments to fish passage for most resident stream fish typically found in Fisheries Management Region A. These recommendations apply to circular culverts installed in streams.

- Do not install hanging culverts.
- Culvert installation should occur between July 1 and October 1.

- Culvert invert (downstream bottom end of the culvert) should be installed below streambed elevation; 6 inches deep for culverts less than 48 inches in diameter and 12 inches deep for larger culverts.
- Installation should not exceed the existing natural gradient.
- Use corrugated steel/aluminum culverts with the largest available corrugations. Smooth concrete and corrugated plastic culverts should only be used in very low gradient areas where water backs up the entire length of the pipe. In addition, polyethylene slip liners and smooth bore plastic culverts are becoming more popular for new or replacement installations due their longevity and low cost; however, they are creating serious fish passage problems around the State. A review of flow capacity specifications for Snap-Tite, a local distributor of slip liner technology, reveals that in all applications where smaller diameter Snap-Tite Solid liners are installed in existing corrugated metal pipes (CMP) flow capacities are increased, even though effective pipe size is decreased. For example, when a 28-inch (26 inch inside diameter) solid liner is installed in a 30 inch (inside diameter) CMP the new liner provides 187% of the original capacity provided by the metal pipe. The increase in capacity results from the smooth walls and nonwetting characteristic of polyethylene, which reduce friction within the pipe. The increased velocities that result from slip liner and smooth bore polyethylene culverts usually far exceed that which can be negotiated by most fish typically occurring in Maine streams, which typically ranges between 1 and 2 feet per second. Furthermore slip liner projects effectively increase the invert elevation, creating a hydraulic drop at the outlet, which creates an additional obstacle to fish passage. Increased flow velocities within the pipe also increase downstream scour, which can lead to degradation of the outlet plunge pool, important staging habitat for fish attempting to pass through culverts. Resulting erosion can also create "head cuts" or nick points that cause additional scouring of the stream channel and associated habitat degradation. Impediments and barriers to fish passage will generally be created using slip liners and smooth bore culverts, except under the following conditions:

- 1) In drainage ditches or similar circumstances where water is not being conveyed in a jurisdictional stream channel;
- 2) In streams where there are no fish present and where the presence of natural/artificial barriers prevent seasonal use by fish species lower in the drainage;
- 3) In very low gradient settings where water backs up the entire length of the pipe, and where the water depth at the inlet end of the liner/culvert is at least 4-6 inches deep at low flows.
- 4) Where a permanent, natural barrier is located upstream/downstream within 150 feet of the stream crossing. A permanent/natural barriers is defined as a vertical drop of at least 4 feet over a rock/ledge substrate, as measured during summer low flows. Beaver dams would not be considered a permanent impassable barrier.

- Culverts should be installed so as to provide a minimum water depth of 4-inches within the culvert during critical, seasonal movement/migration periods (spawning, summer refugia, etc.), which will vary by species. This minimum water depth is needed to provide passage opportunities for smaller fish that dominate the streams in Region A. MDOT's Fish Passage Policy and Design Guide provides information on movement periods.
- Flow velocities within the culvert should not exceed 1 and 2 feet per second during critical, seasonal movement/migration periods (spawning, summer refugia, etc.), which will vary by species. These low flows velocities are needed to provide passage opportunities for smaller fish that dominate the streams in Region A. The aforementioned flows should not be exceeded more than 50% of the time during periods of movement. MDOT's Fish Passage Policy and Design Guide provides information on movement periods and how to evaluate this standard.
- Two offset culverts may be used, such that one pipe provides passage conditions during low flow periods and the other is installed to pass design peak flows. An experienced engineer should design multiple culvert installations.
- Efforts to mitigate for fish passage problems (e.g., fish ladder, tailwater control, baffles, etc.) should always be coordinated through MDIFW.

## **MDIFW Inventory of Yarmouth Wild Brook Trout Streams (2024)**

Stream Name:

- Royal River
- Unnamed Brook (approx. 43.80, -70.18)
- Headwater Streams: East Branch Piscataqua River