



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

in 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.

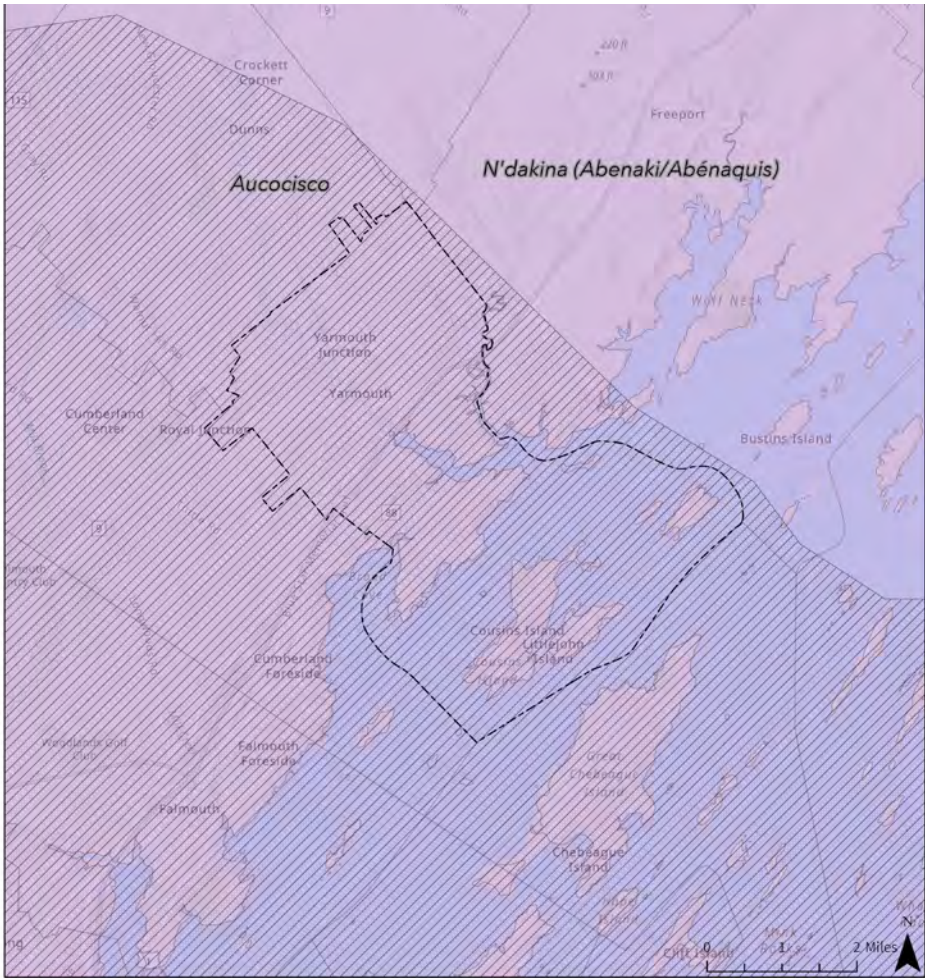
Statehood and Succession from North Yarmouth

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



Existing Conditions: Historic Indigenous Territories
Town of Yarmouth, Maine
Map created for planning purposes for comprehensive plan development.
Legend:
--- Town of Yarmouth
□ Town Boundary
Native Land
Territory Name
Aucocisco
N'dakina (Abenaki/Abénaquis)

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

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



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

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.

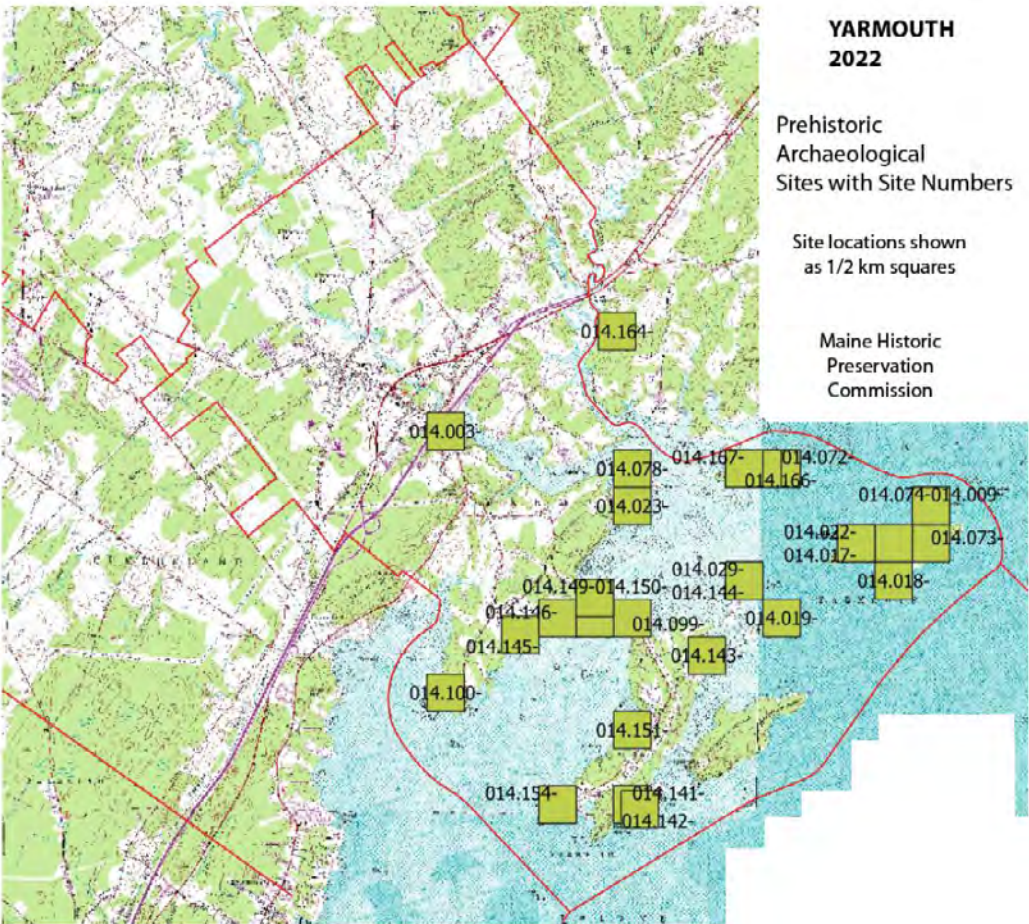


Figure 1.3 Prehistoric Archaeological Sites Source: Maine Historic Preservation Commission

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.

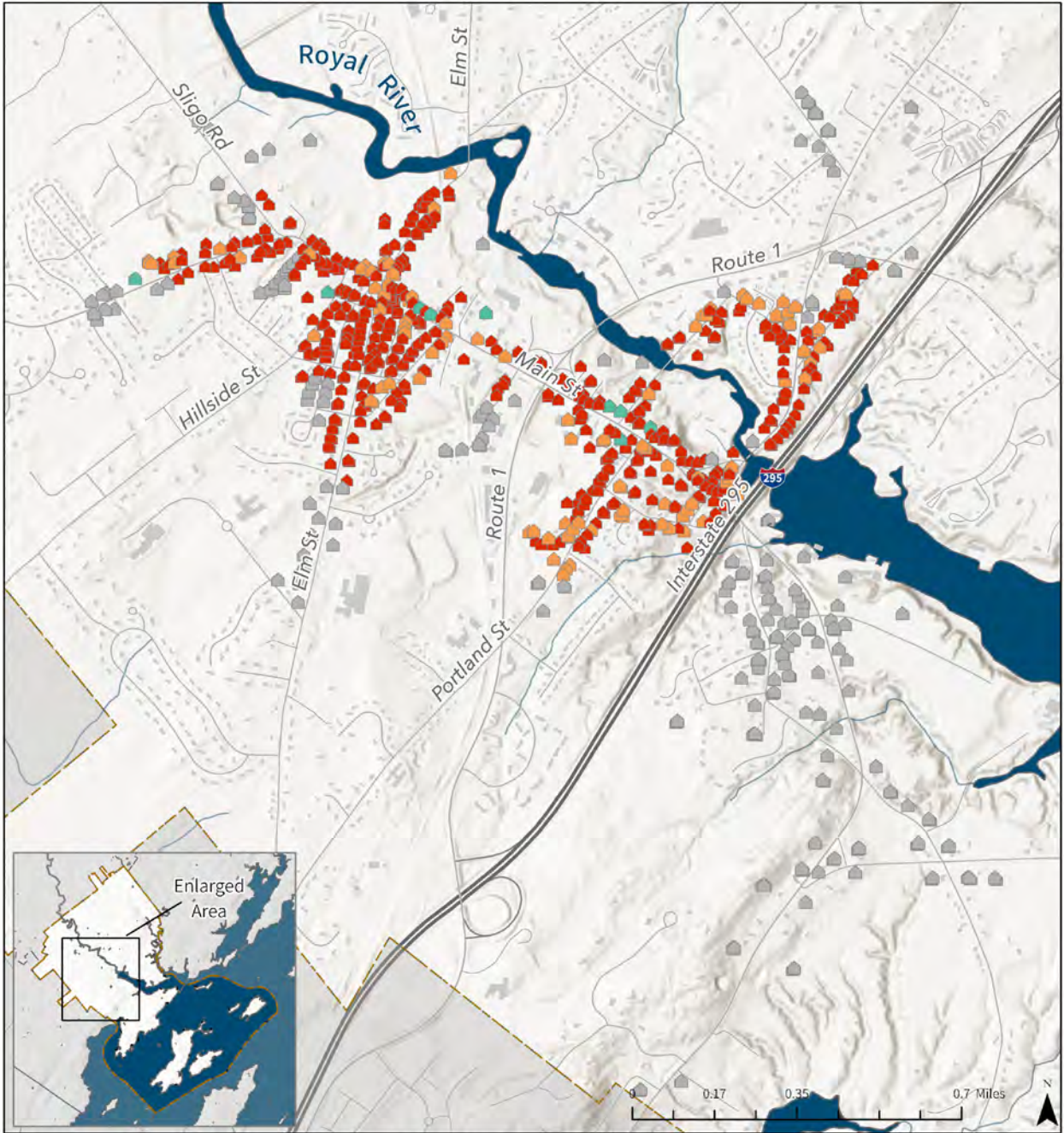
The 2021 Historic Preservation Advisory Ordinance identified 10 Local Historic Landmarks, 3 Historic Districts, and 3 Historic Objects. The majority of surveyed historic structures are within the three initially-designated historic districts. 218 of the other surveyed structures are noteworthy, and most 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

Town of Yarmouth	Contributing
Town Boundary	Non-contributing
Coastal Waters	Local Historic Landmark
Stream	Other Surveyed Properties
Road	
Building Footprint	

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.

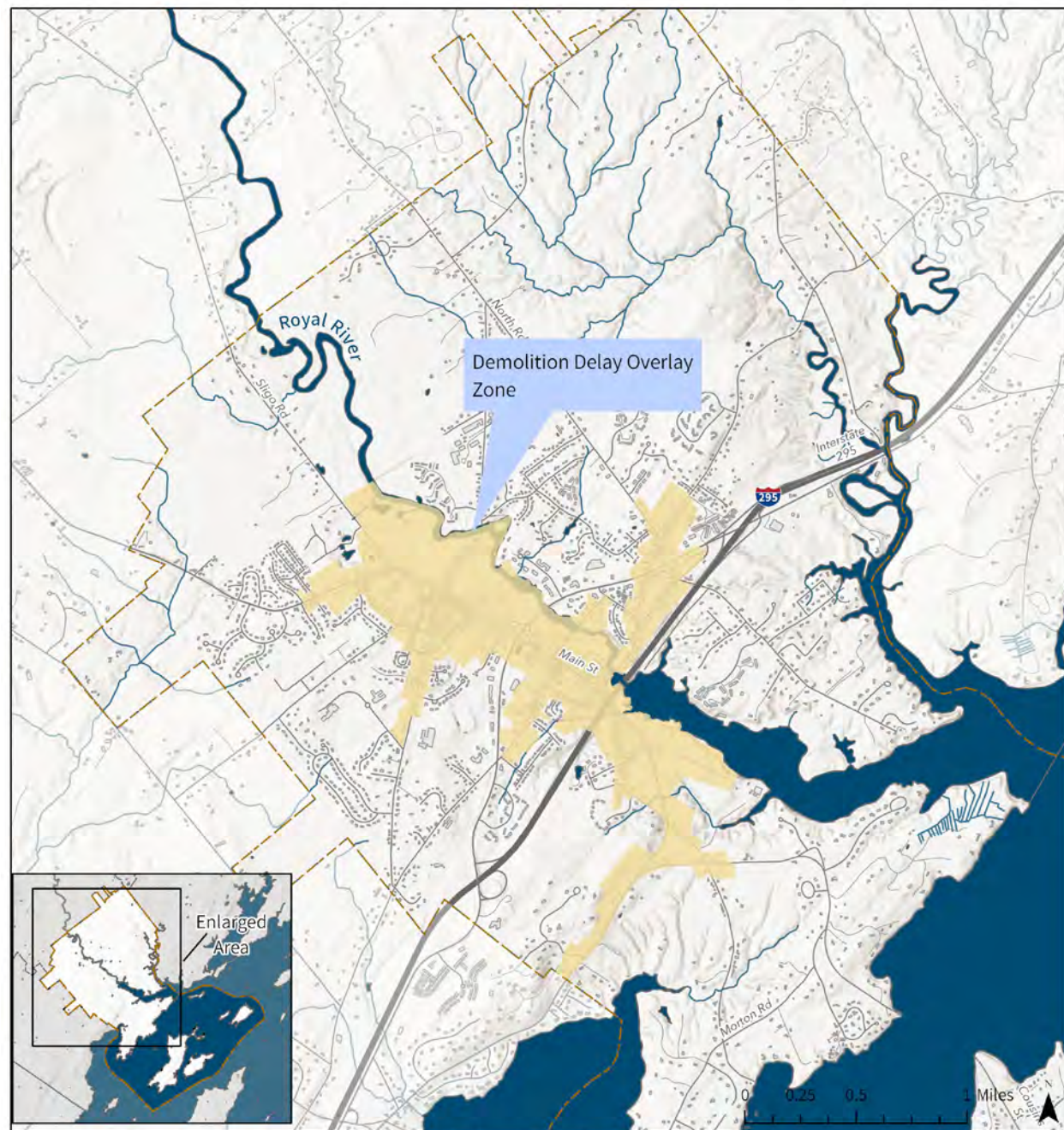
Yarmouth Historical Society

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



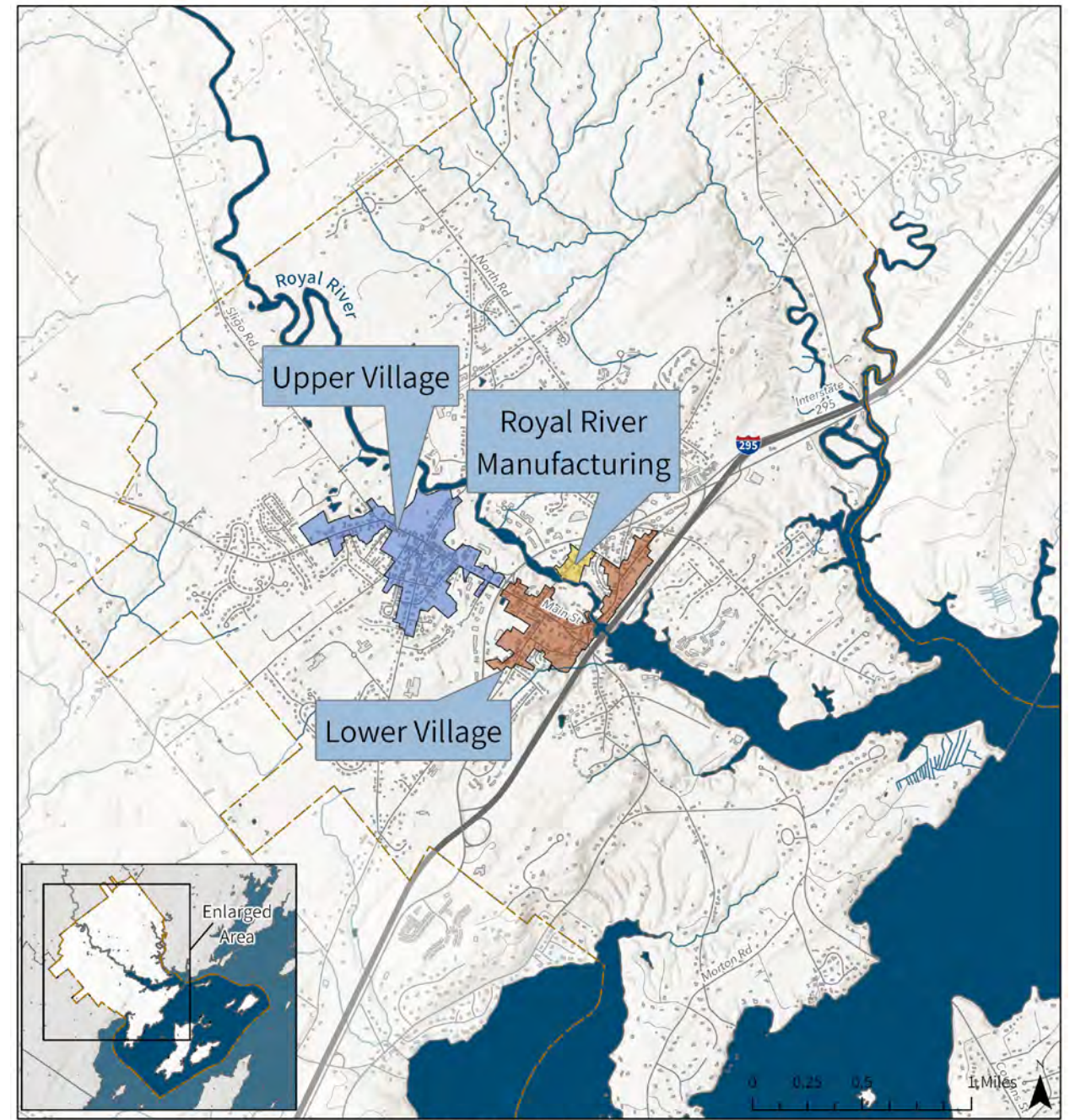
Existing Conditions: Demolition Delay Overlay Zone

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
- Coastal Waters
- Stream
- Road
- Building Footprint
- 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

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/>

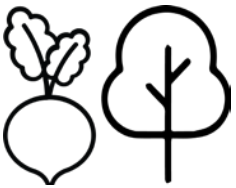
Native Land Digital. Native Land Digital [map.] Retrieved from <https://native-land.ca/>

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

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

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.

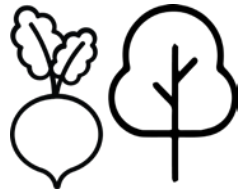
Although agriculture is a permitted use in Yarmouth’s land use ordinances, the Town does not have a dedicated agricultural zoning district. The Town does require cluster subdivision for large tracts of land and offers incentives to utilize this provision, but the resulting subdivisions do not generally 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.

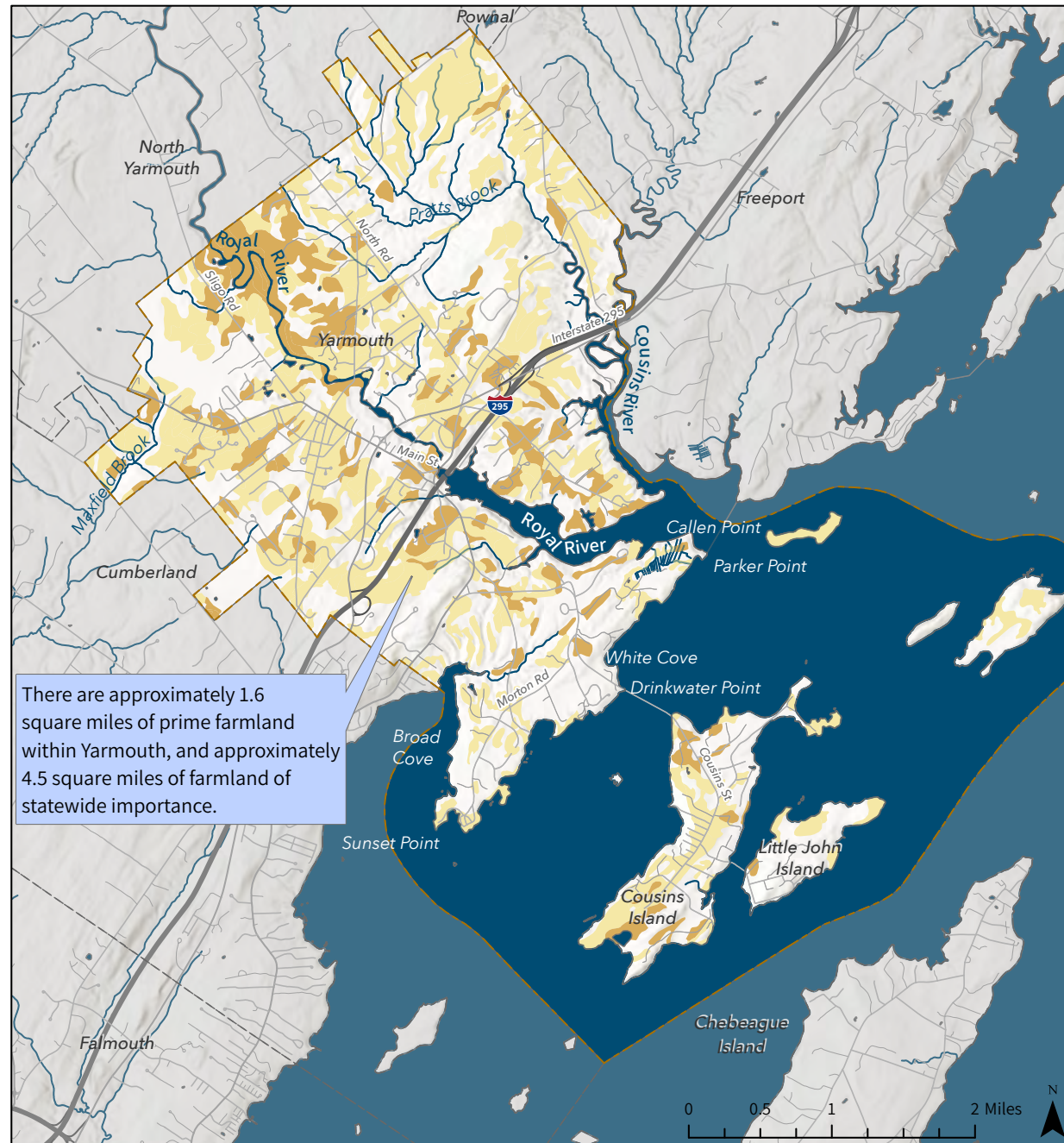
According to the Maine Department of Agriculture, Conservation, and Forestry (DACF), farmland of statewide importance are areas that are nearly prime farmland, but not classified as prime farmland, and that economically produce high yields of

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



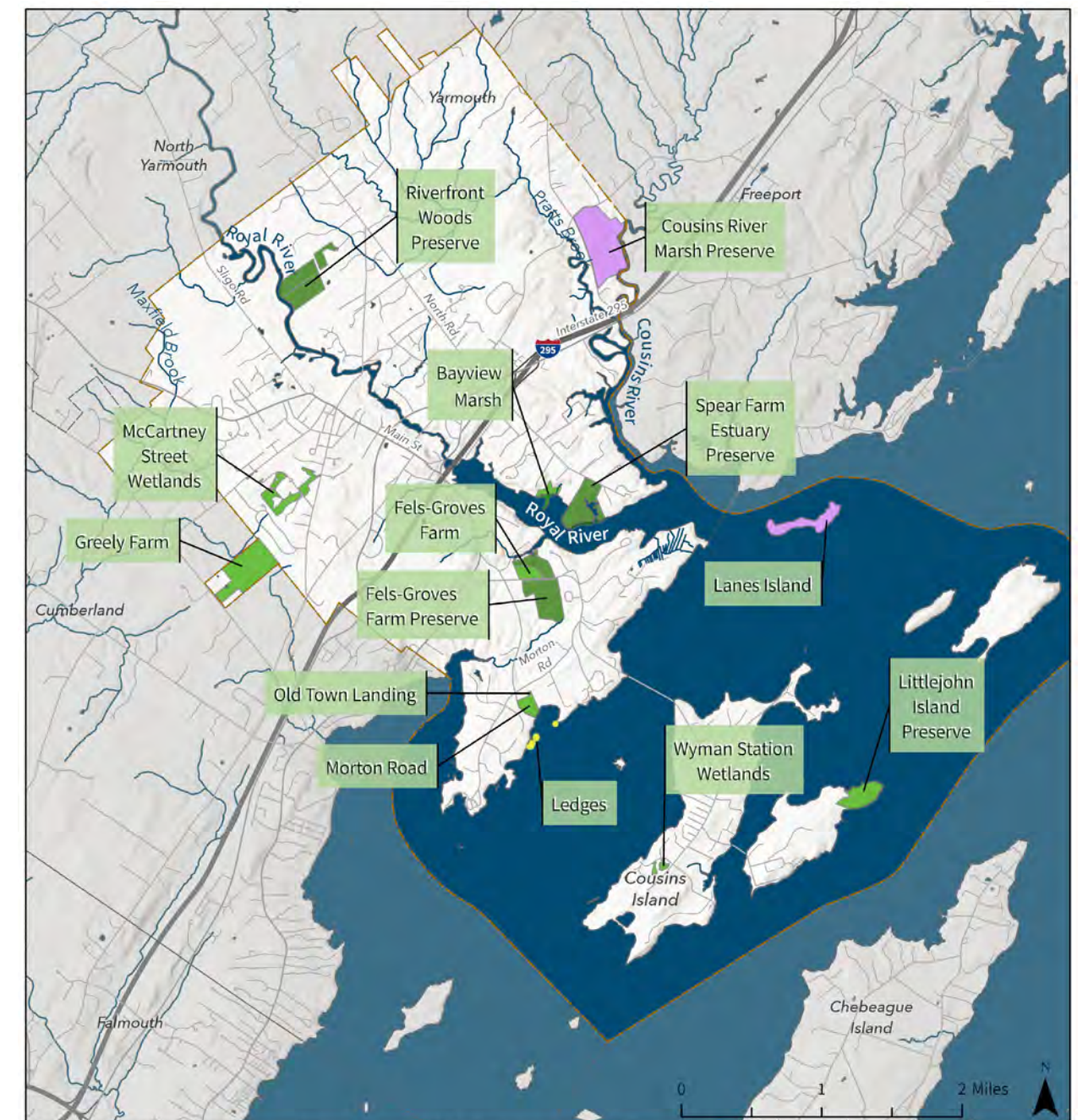
Existing Conditions: Farmland Soils

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).

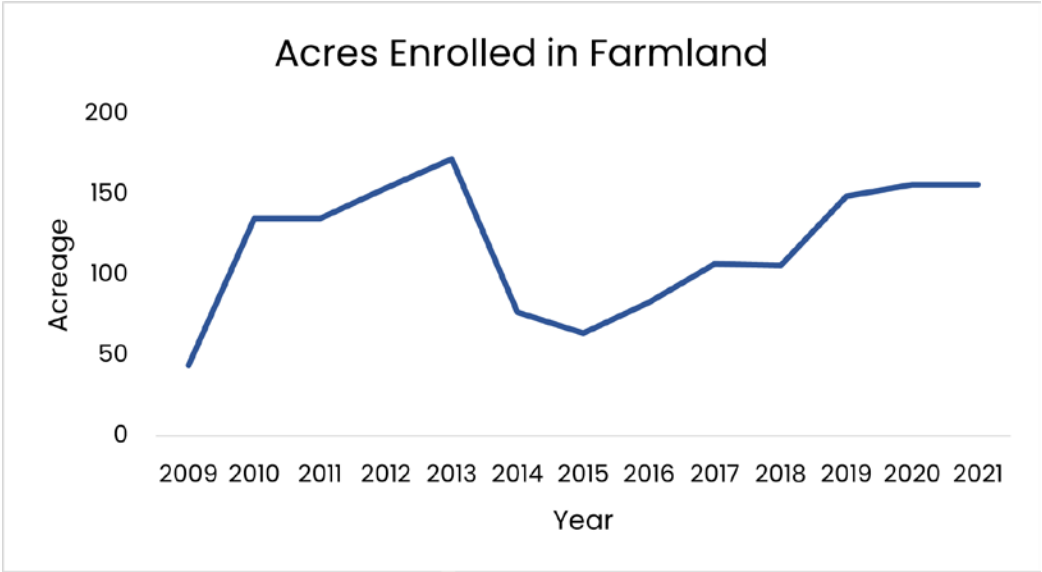


Figure 2.5 Acres of land enrolled in the Farmland tax program in Yarmouth
Source: Municipal Valuation Return Statistical Summary (2009-2021)

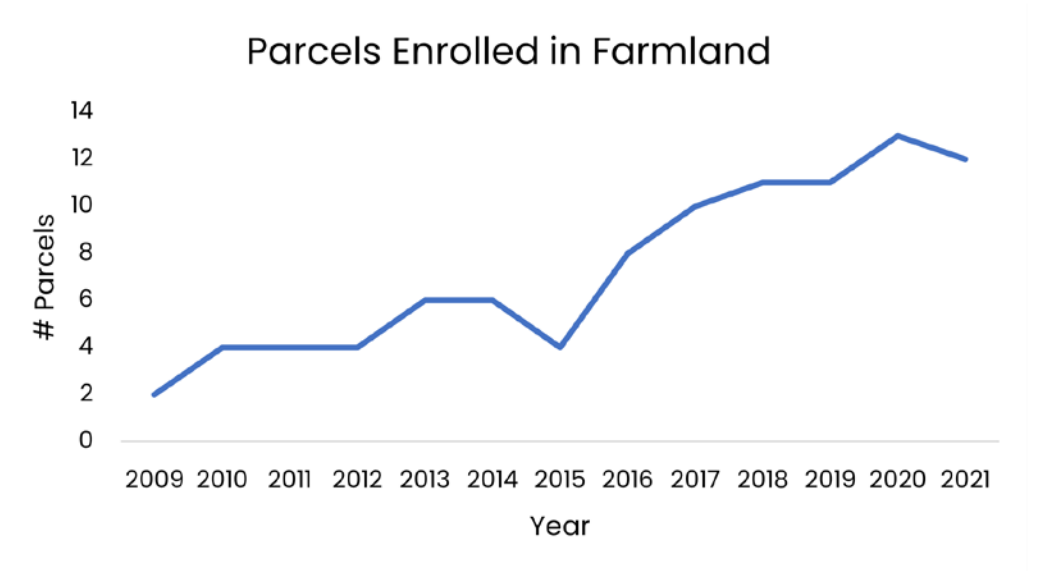
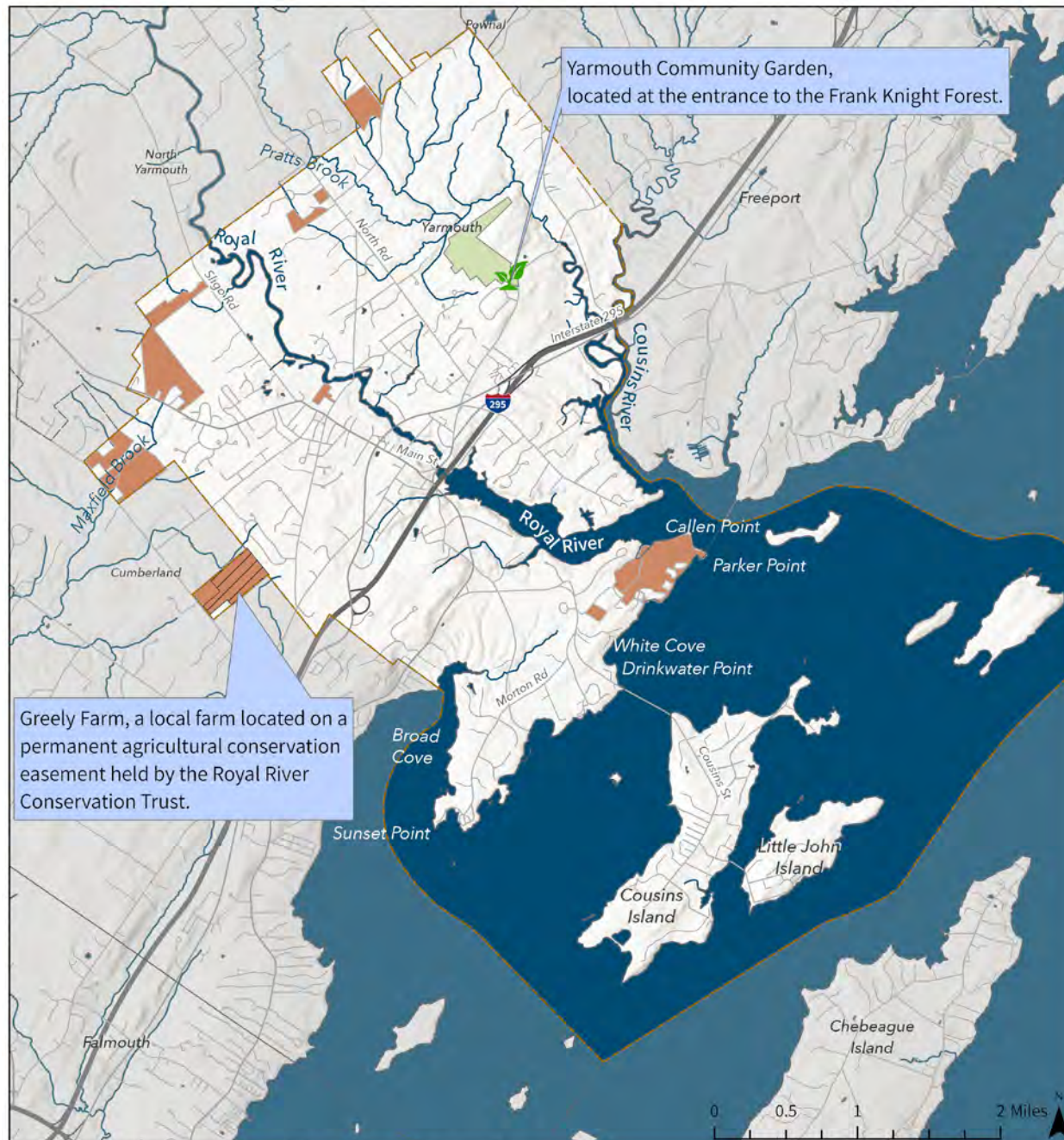


Figure 2.6 Number of parcels enrolled in the Farmland tax program in Yarmouth
Source: Municipal Valuation Return Statistical Summary (2009-2021)



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

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

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

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.

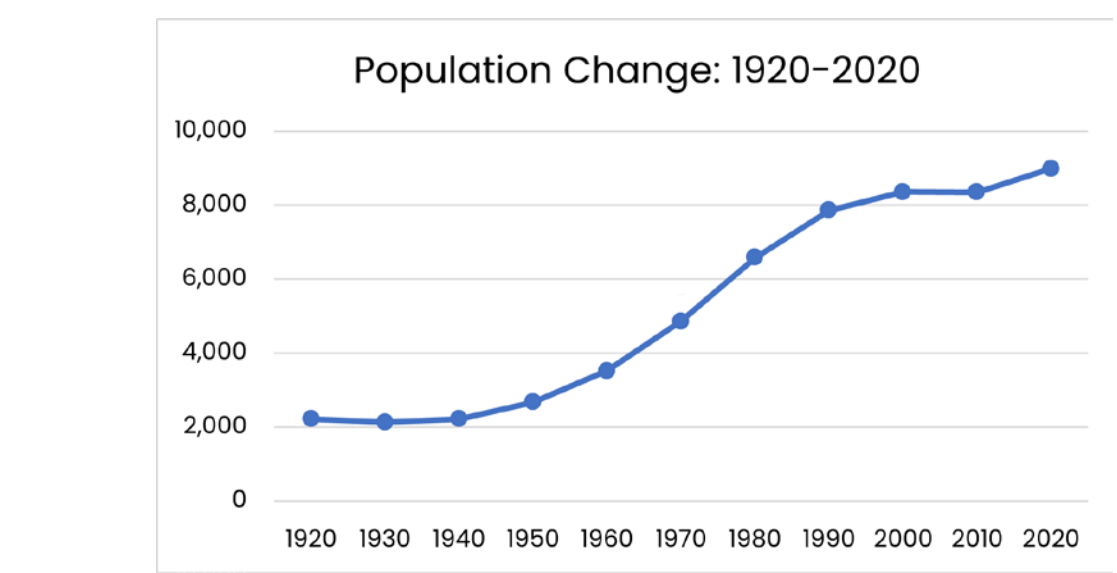


Figure 3.1 Yarmouth Population Change, 1920-2020
Source: US Census

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

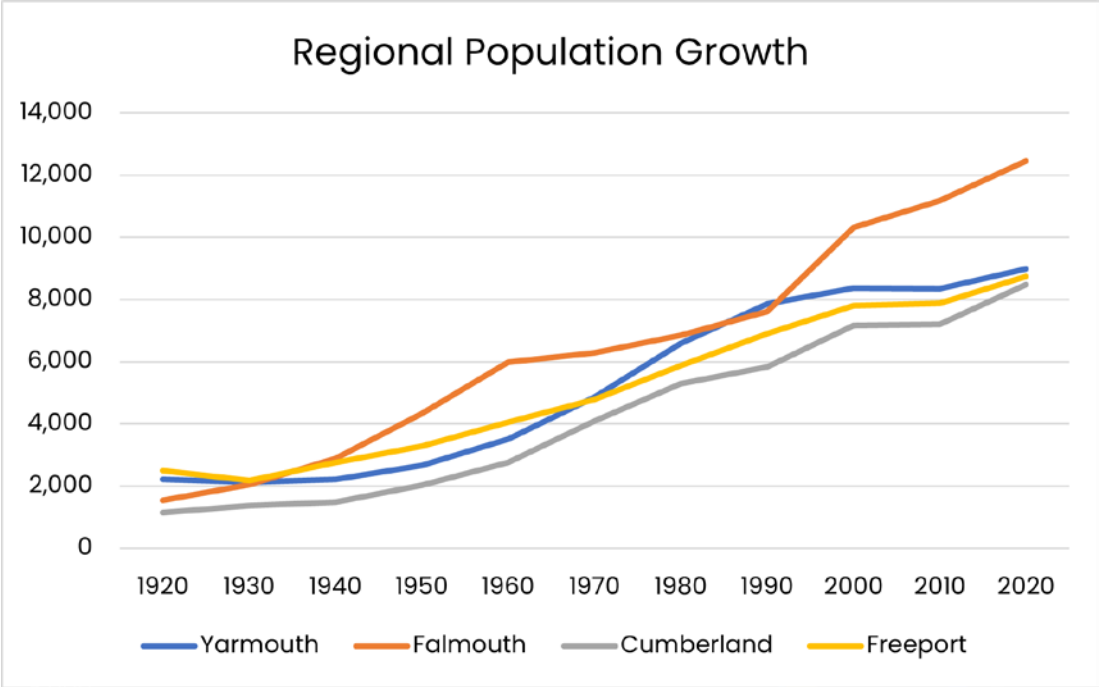


Figure 3.3 Regional Population Growth
Source: US Census

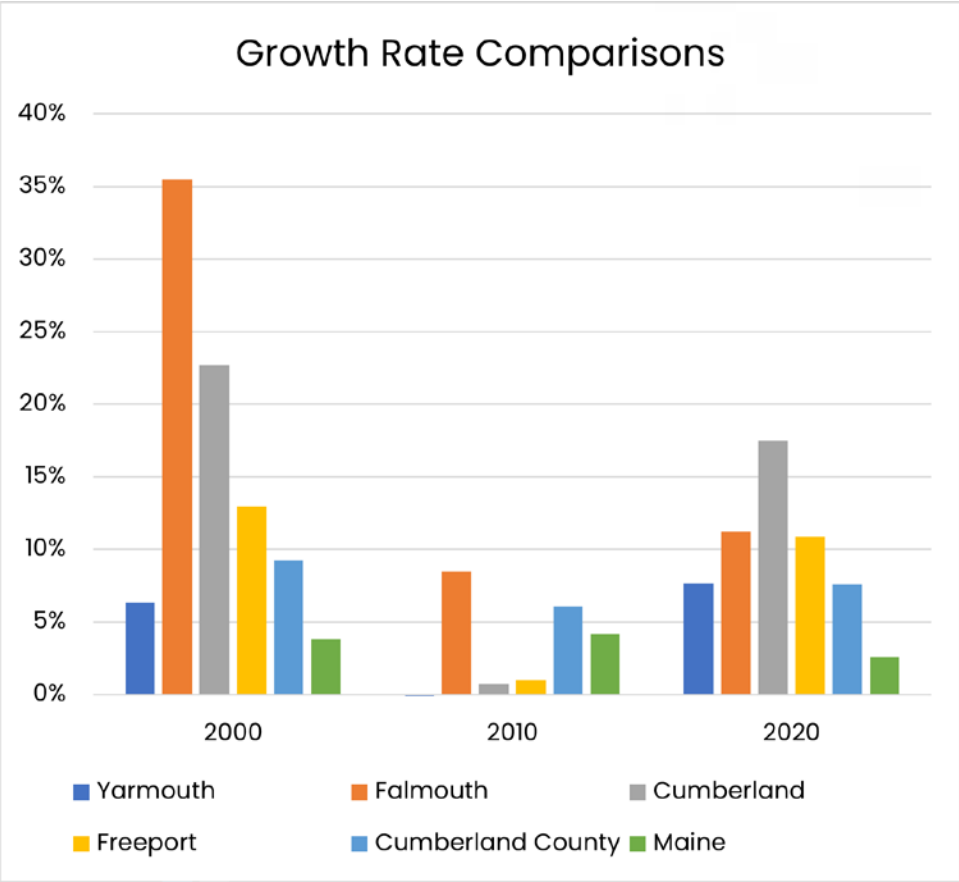


Figure 3.4 Regional Growth Rate Comparisons
Source: US Census

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,

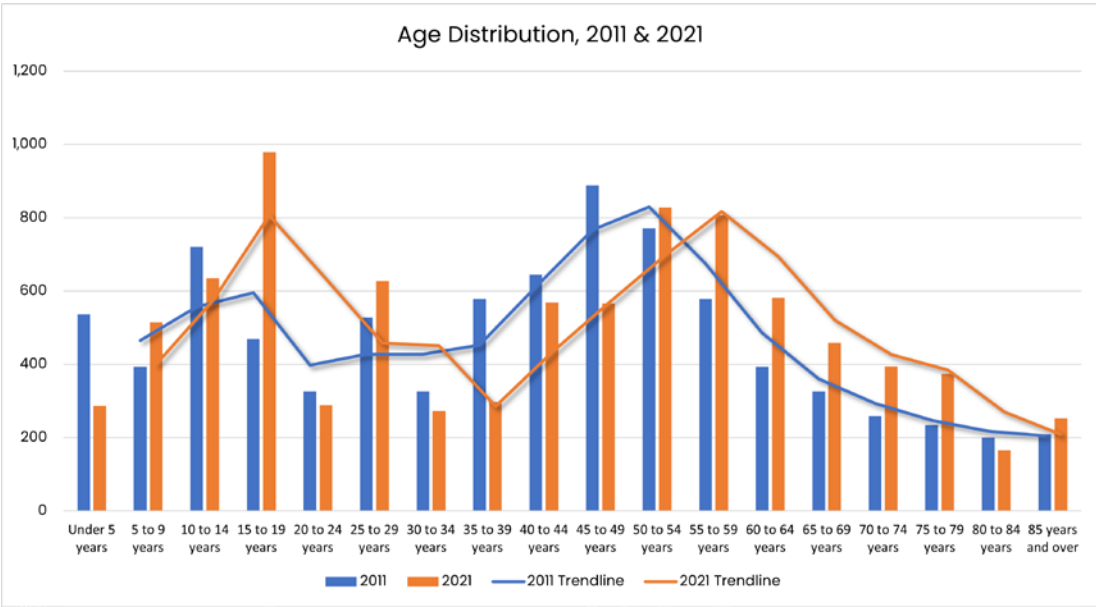


Figure 3.9 Age Distribution
Source: 2011 and 2021 ACS 5-Year Estimates

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

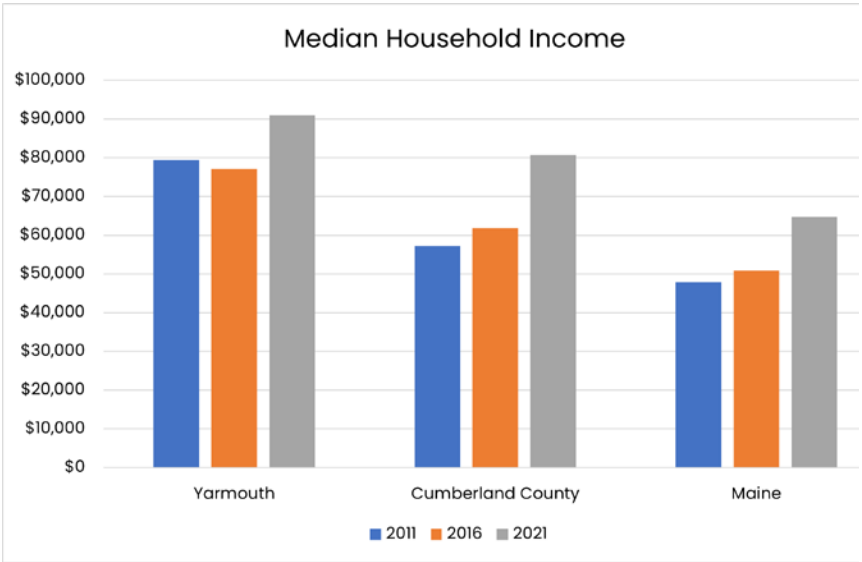


Figure 3.12 Median Household Income
Source: 2011 and 2021 ACS 5-Year Estimates

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

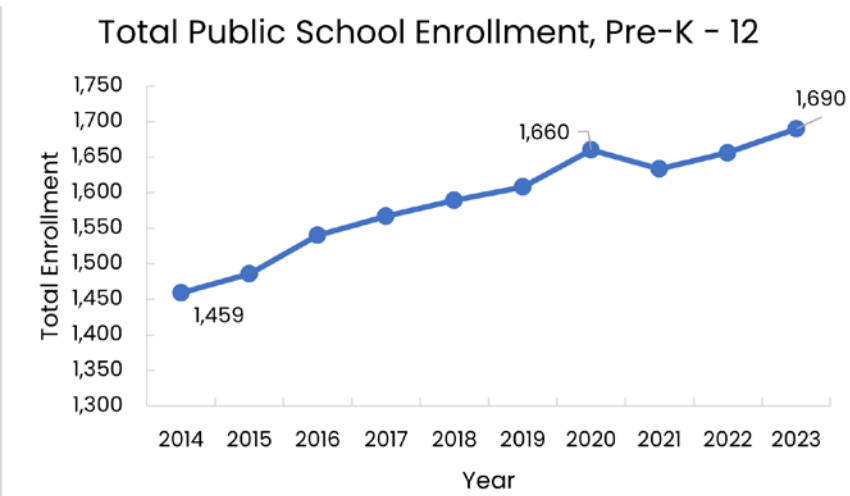


Figure 3.14 Yarmouth Public Schools Enrollment
Source: Yarmouth Schools Superintendent, August 2023

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

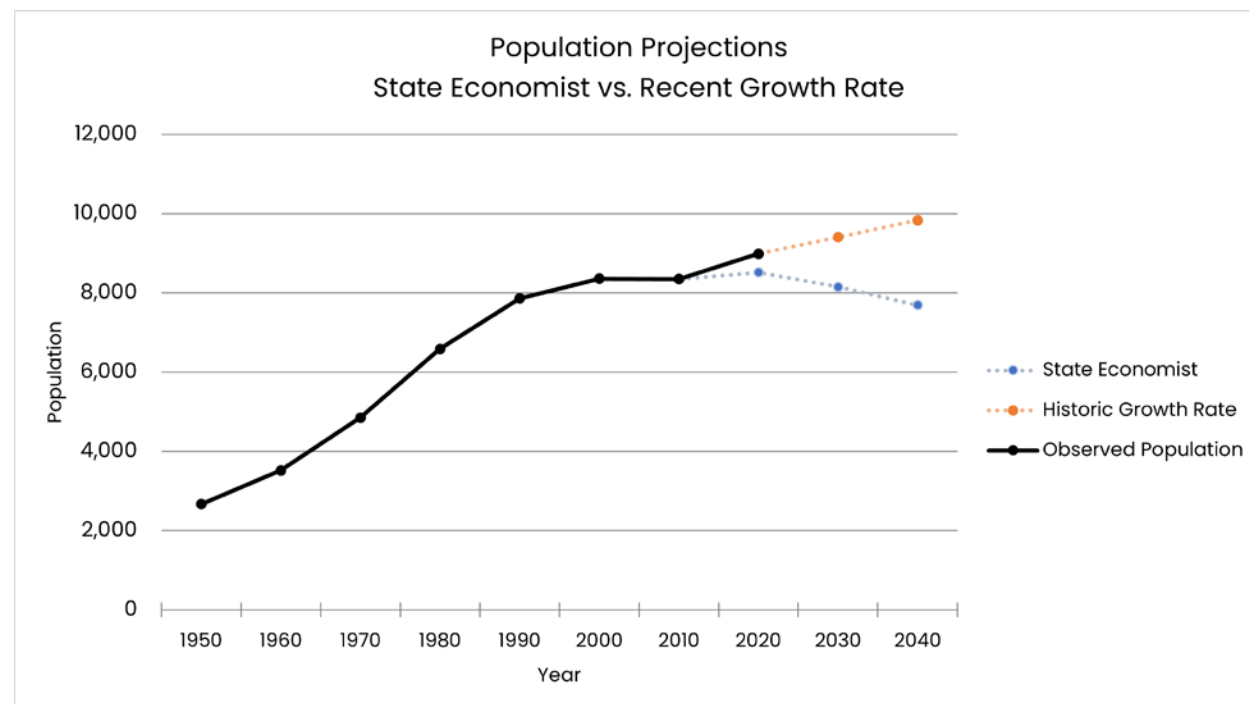
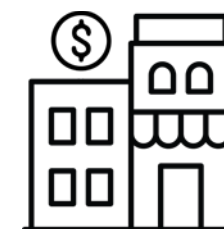


Figure 3.16 Population Projection

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

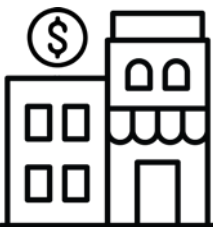
There is opportunity to support and expand commercial and industrial (light manufacturing) development in Yarmouth, including within the Village, along Route 1, on Downeast Drive and Depot Road, and at Wyman Station.

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

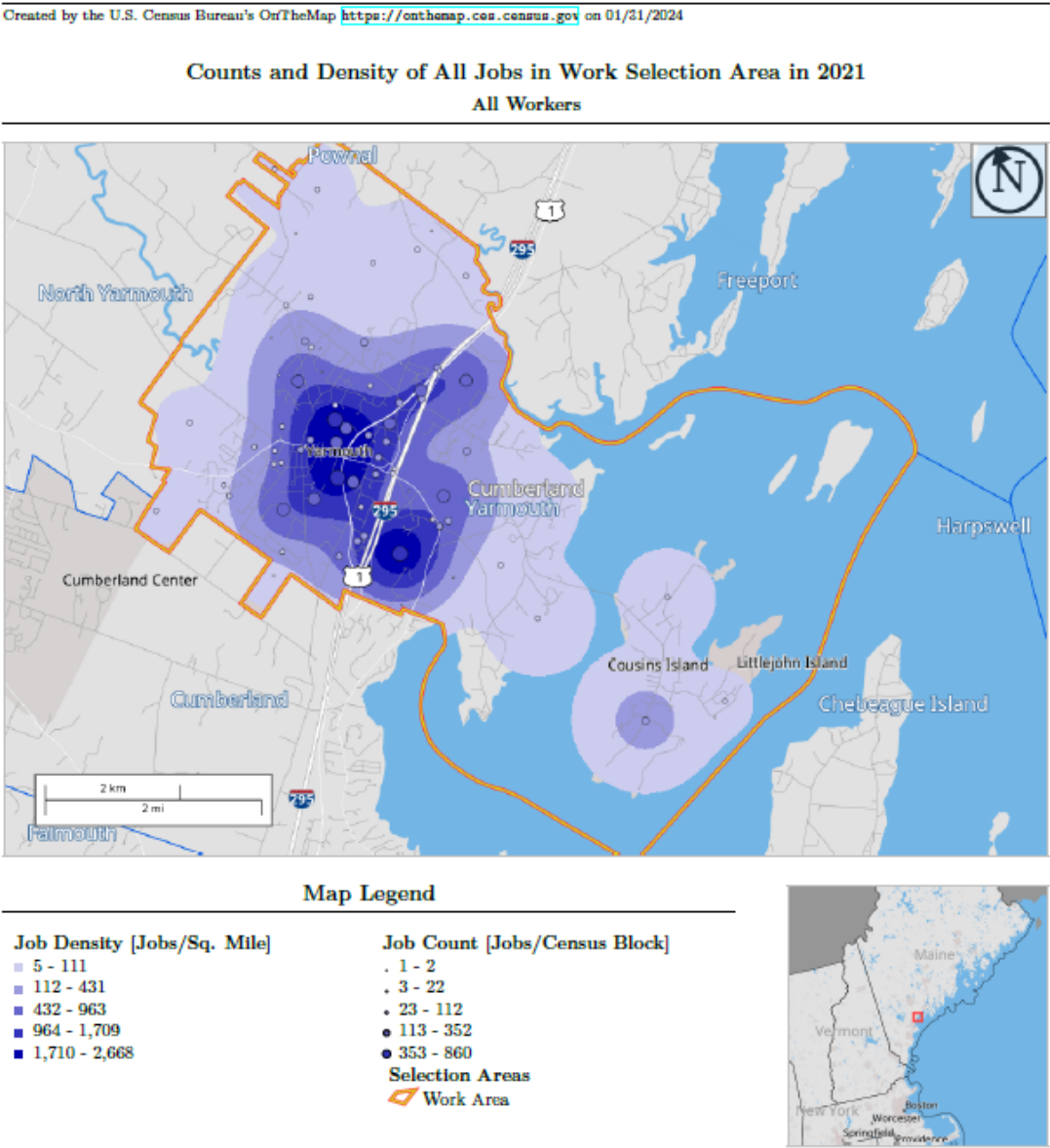


Figure 4.3 Yarmouth Job Density, 2021

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		Yarmouth		Cumberland County		Portland-South Portland MSA		Maine	
NAICS	Description	#	%	#	%	#	%	#	%
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

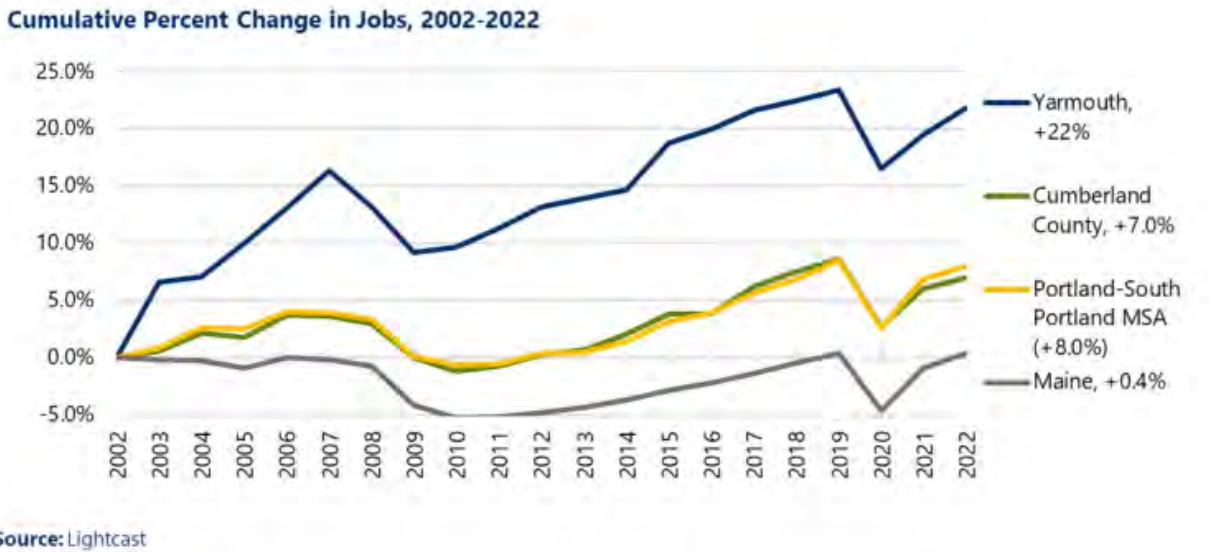


Figure 4.5 Cumulative percent change in jobs, 2002-2022

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

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

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.

Unemployment Rate (% , not seasonally adjusted)

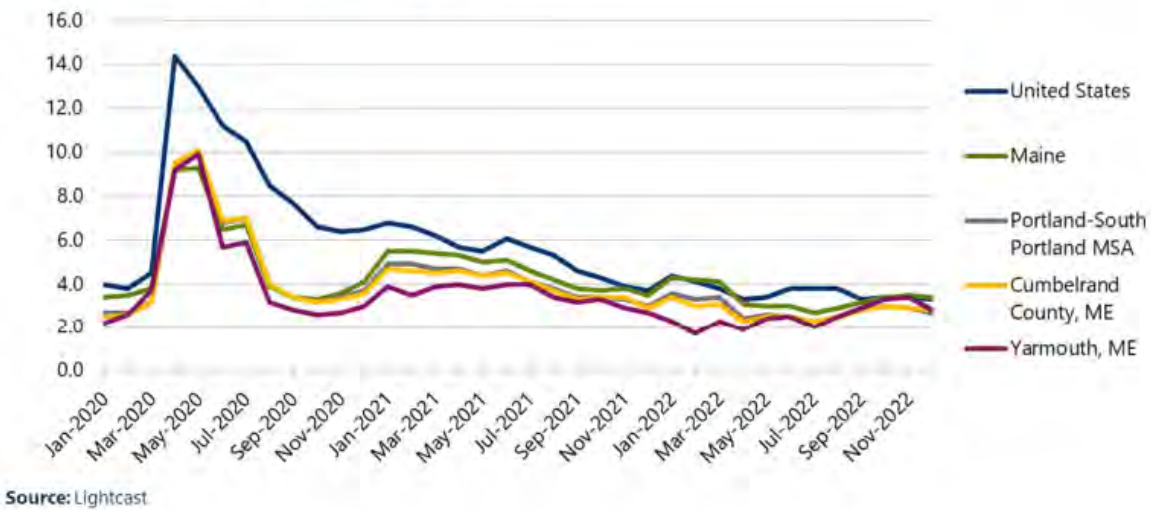


Figure 4.8 Unemployment rate, 2020-2022

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

Yarmouth Market Analysis and Action Plan Matrix (2016) LINK: 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

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

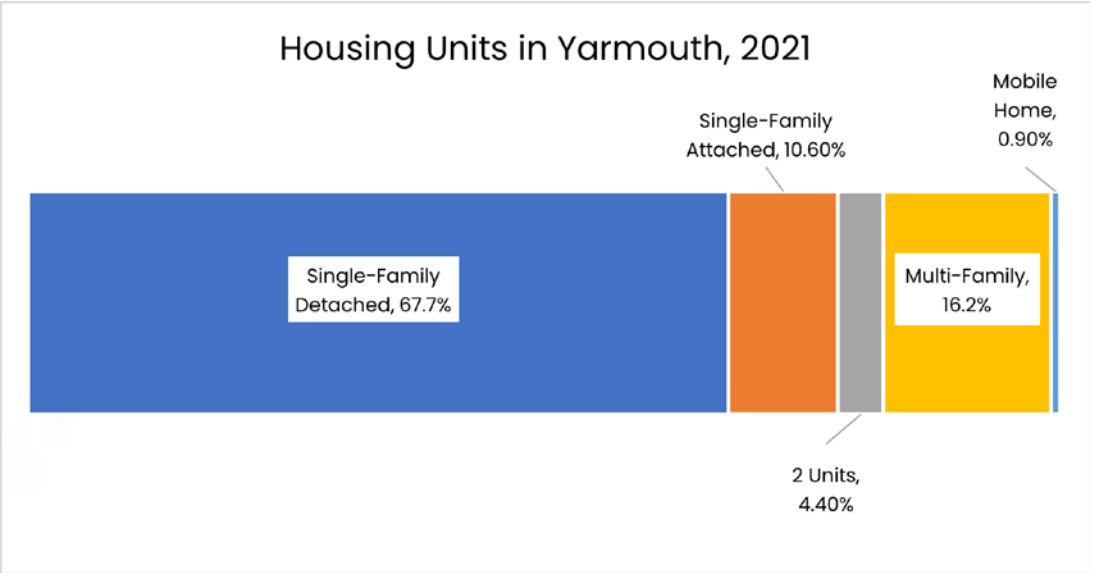


Figure 5.2 Housing unit types, 2021
Source: 2021 ACS 5-Year Estimates

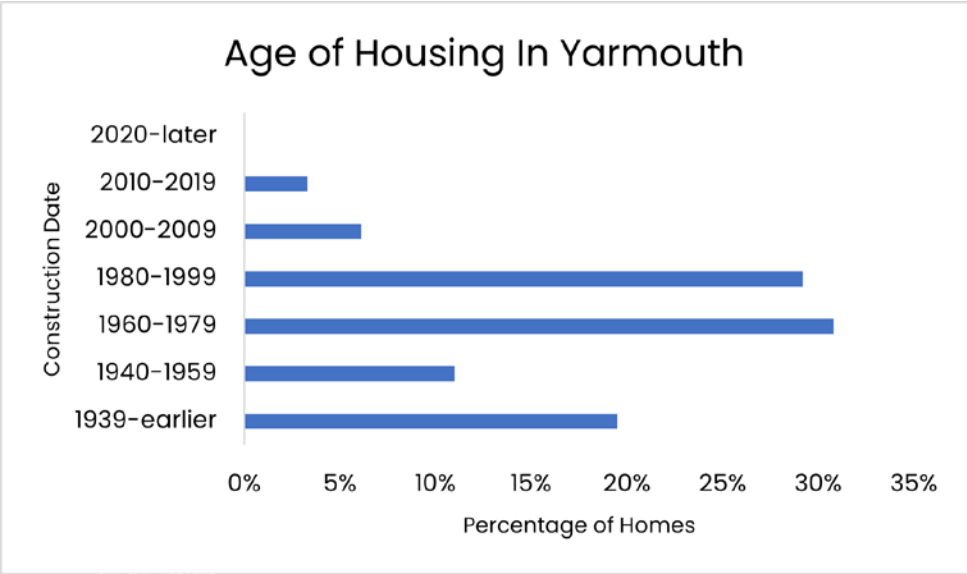


Figure 5.3 Yarmouth homes by construction date
Source: 2021 ACS 5-Year Estimates

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

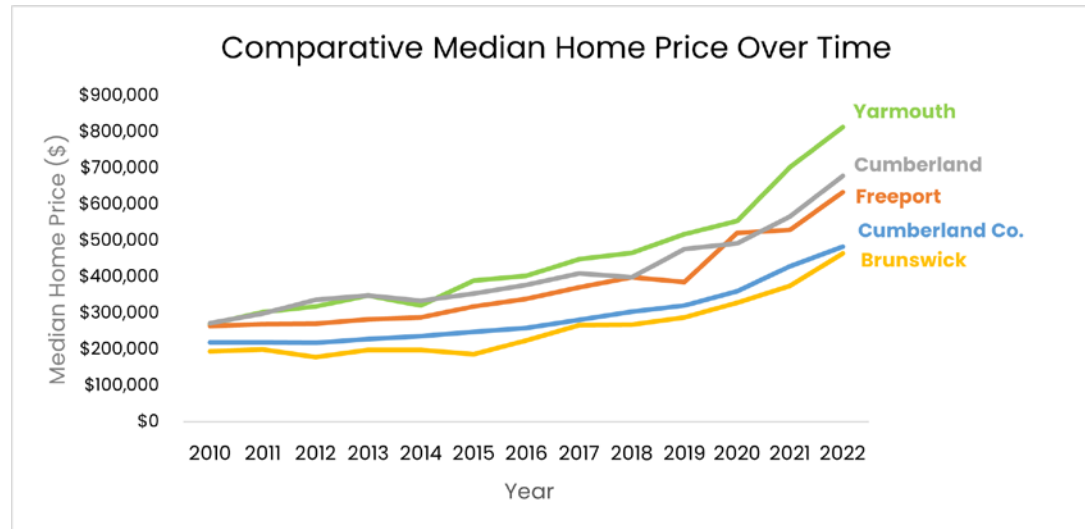


Figure 5.7 Comparative Median Home Price
Source: Maine State Housing Authority, homeownership index

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

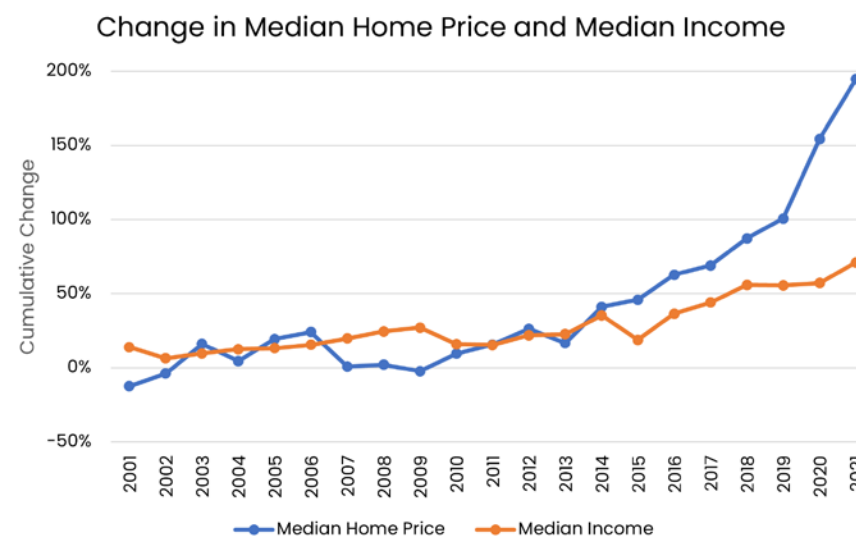


Figure 5.8 Cumulative change in median home price and median income in Yarmouth

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.

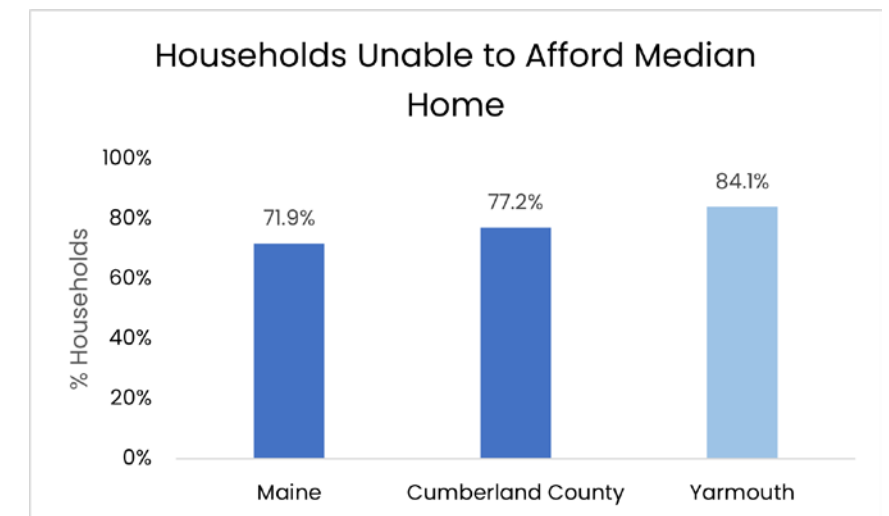


Figure 5.9 Percent of households unable to afford the median-priced home
Source: Maine State Housing Authority, homeownership index

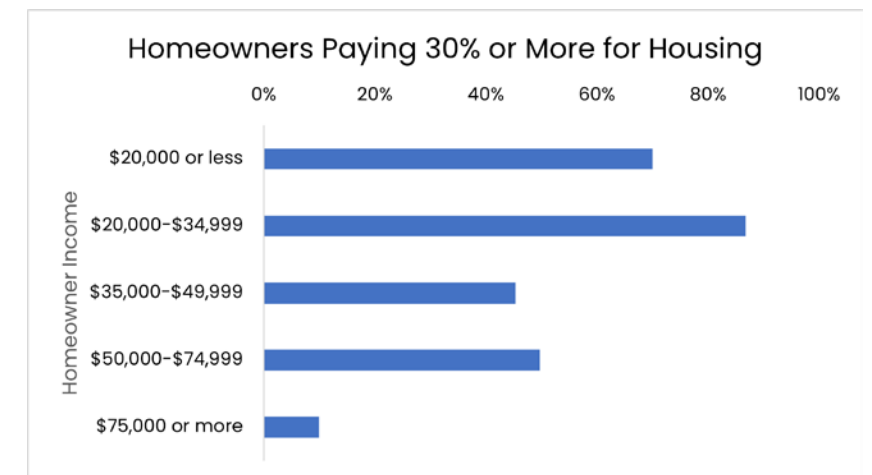


Figure 5.10 Percentage of homeowners who are housing cost-burdened, by renter income
Source: 2021 ACS 5-Year Estimates

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

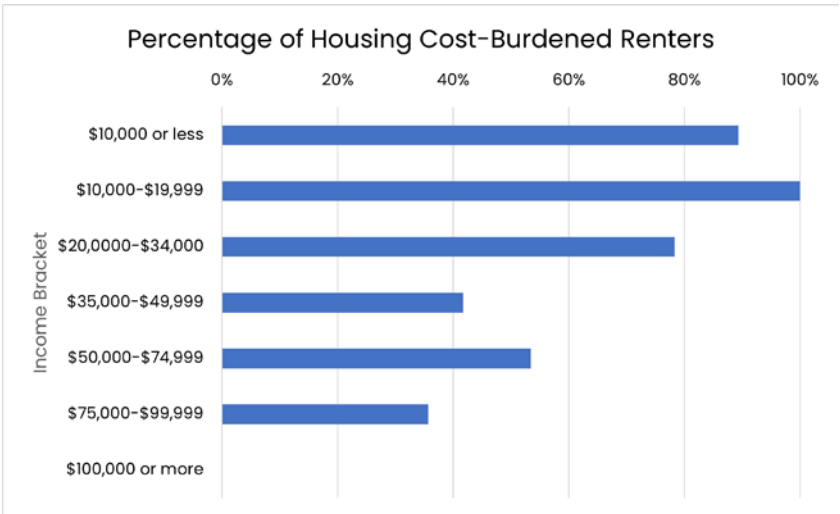


Figure 5.11 Percentage of renters who are housing cost-burdened, by renter income
Source: 2021 ACS 5-Year Estimates

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

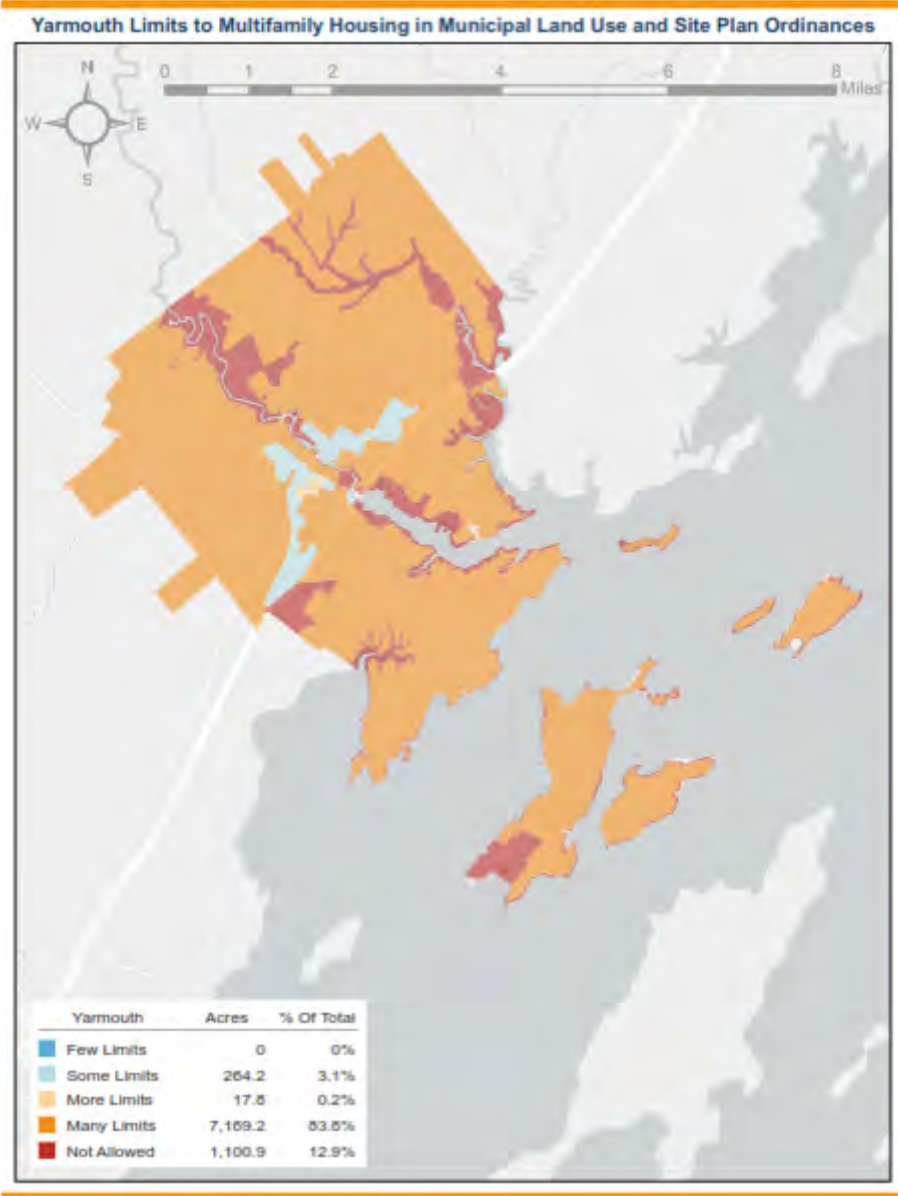


Figure 5.13 Limits to Multifamily Housing
Source: Multifamily Housing & Land Use Regulation: Part 2 (Greater Portland Council of Governments, 2021)

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">• Completed the Open Space Guide (Third Version)• Added a 3rd full-time Parks Division staff person
2014	<ul style="list-style-type: none">• West Side Trail expanded
2016	<ul style="list-style-type: none">• Yarmouth High School Tennis Courts are fully renovated and Pickleball lines added• Restoration of Harrison Middle School Softball Field at Winslow Field• Story Walk installed at Tinker Preserve• Trail connection added between Tenney Street and Hillside Street
2017	<ul style="list-style-type: none">• West Side Trail expands for a third time• Blake Skating Pond was dredged• Fundraising and partnership created to purchase 24 acres of Open Space land adjacent to Barker Preserve• Canoe rentals for the Royal River are now offered through YCS
2018	<ul style="list-style-type: none">• Open Space and Trails Division added to YCS• Received RTP grant to implement universal access trails as part of the West Side Trail
2019	<ul style="list-style-type: none">• Completed and adopted the Yarmouth Open Space Plan (2019)• Yarmouth's 40th year recognition being a Tree City USA
2020	<ul style="list-style-type: none">• Constructed Riverfront Woods Preserve• Human Services Division added to YCS• Main Street Bridge Amphitheater completed
2021	<ul style="list-style-type: none">• Submitted grant for improvements at Royal River Park and Rowe Tennis Courts• Created the Village Run Hill Trail• Completed Riverfront Woods Management Plan• Opened the Boston Post Meadow Trail• Planned and submitted grant application for West Side Trail's "Last Mile"
2022	<ul style="list-style-type: none">• YCS moved to former Police Department offices at Town Hall• Established the Tree Advisory Committee• Received RTP Grant to complete "The Last Mile" of West Side Trail• Initiated the Frank Knight Forest Management Plan• Improved path from Ryan Drive to North Road Athletic completed

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

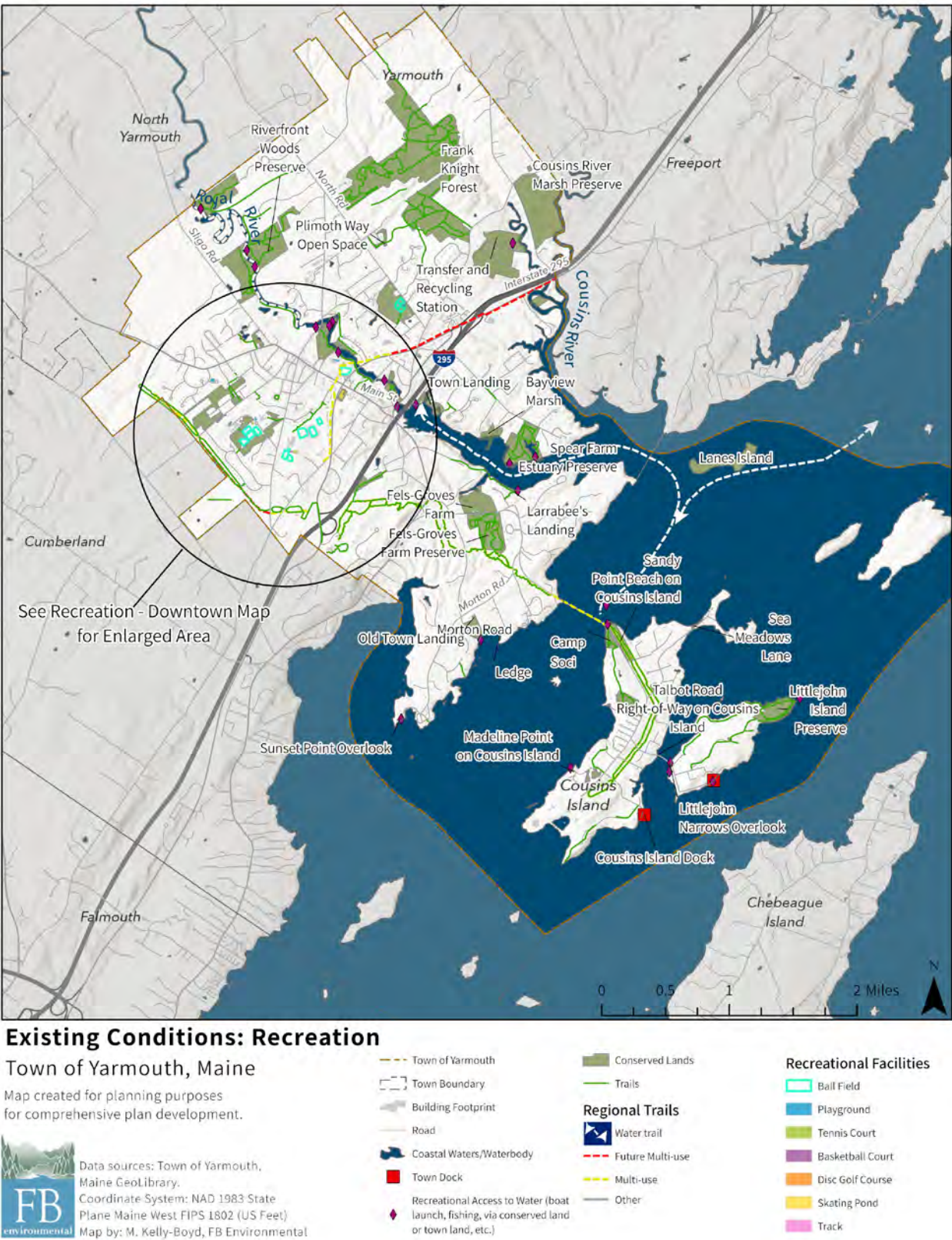
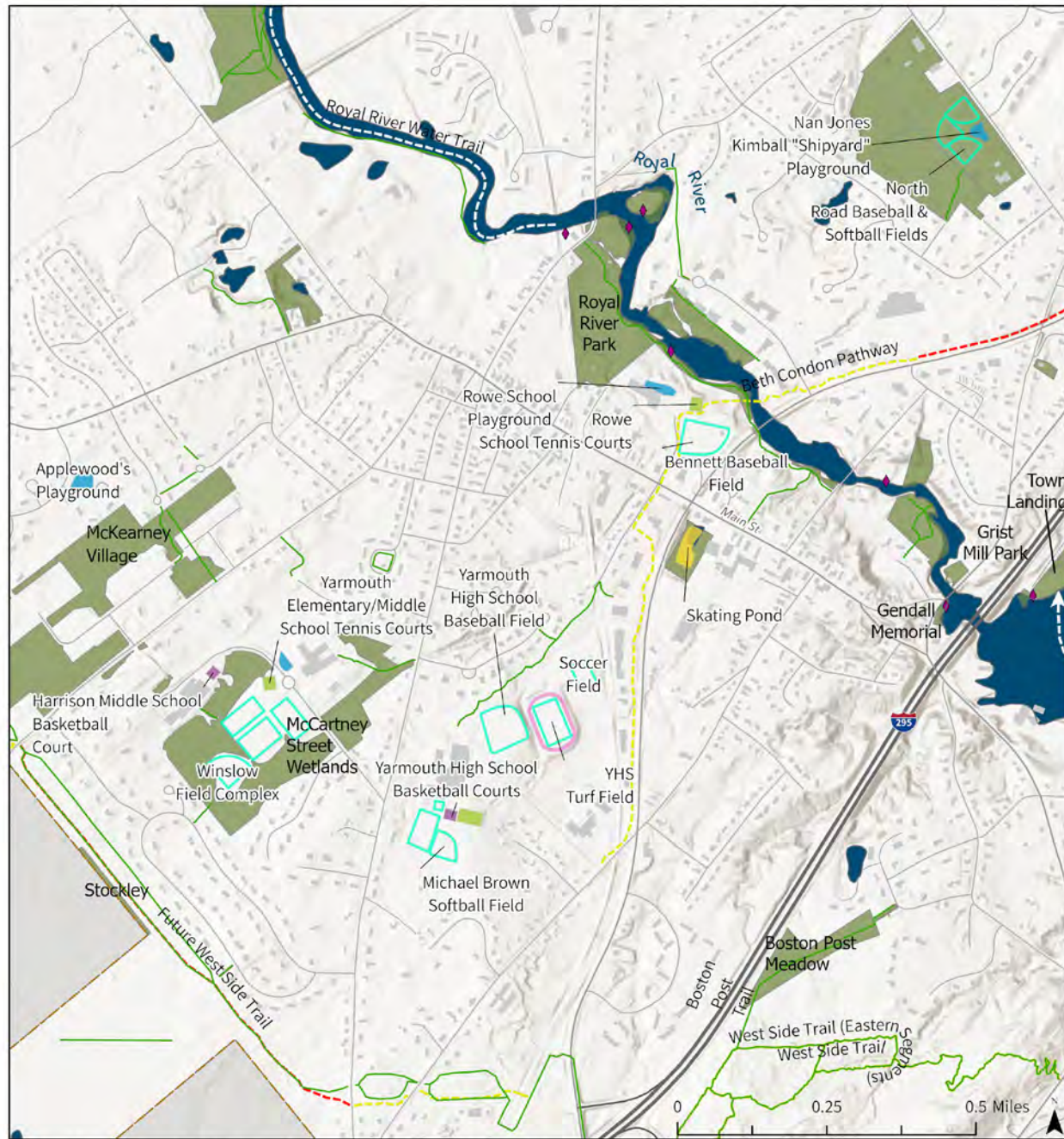


Figure 6.2 Recreation Facilities in Yarmouth



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

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

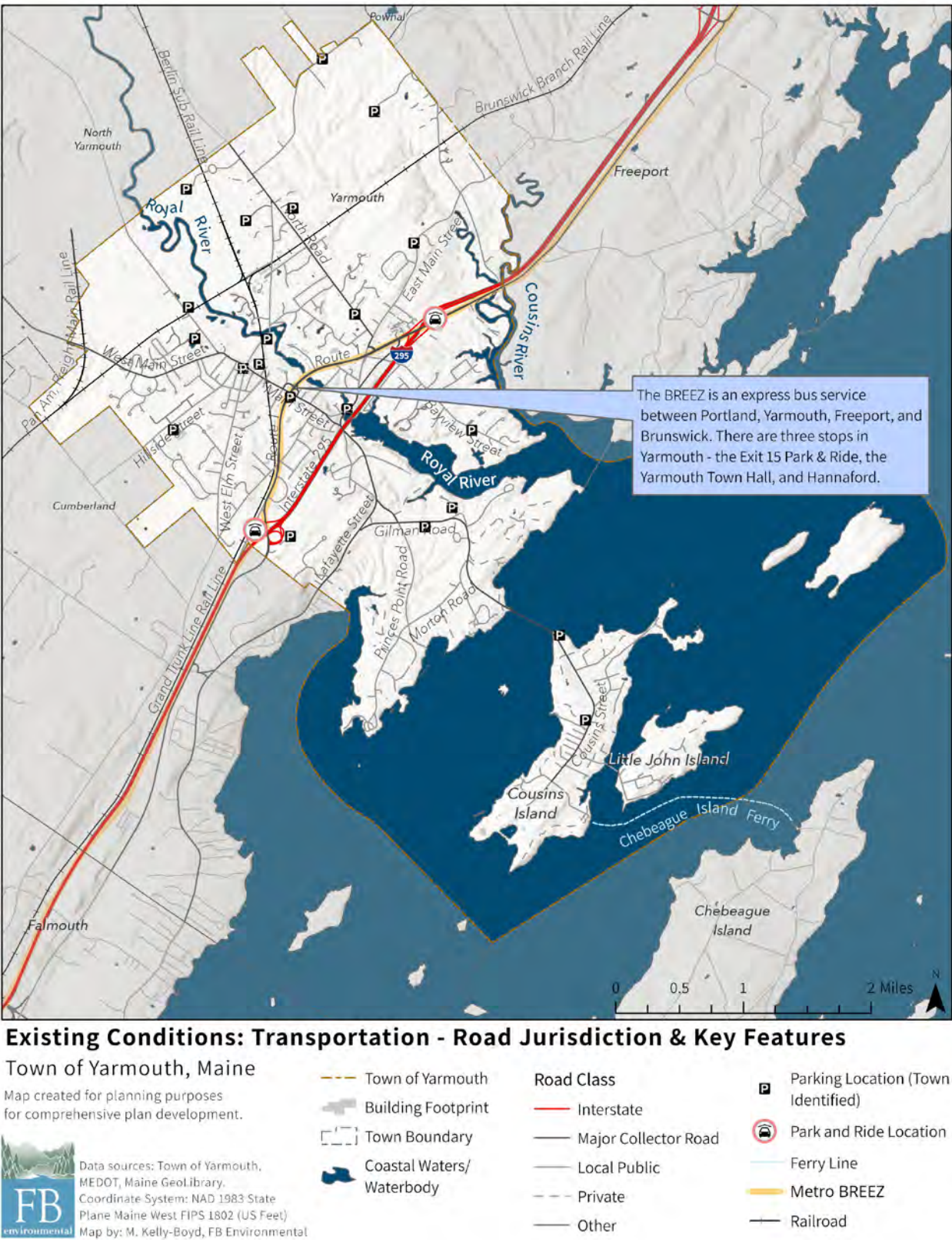


Figure 7.1 Road Jurisdiction and Key Transportation Features

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



Figure 7.3 Road and Bridge Condition

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

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.

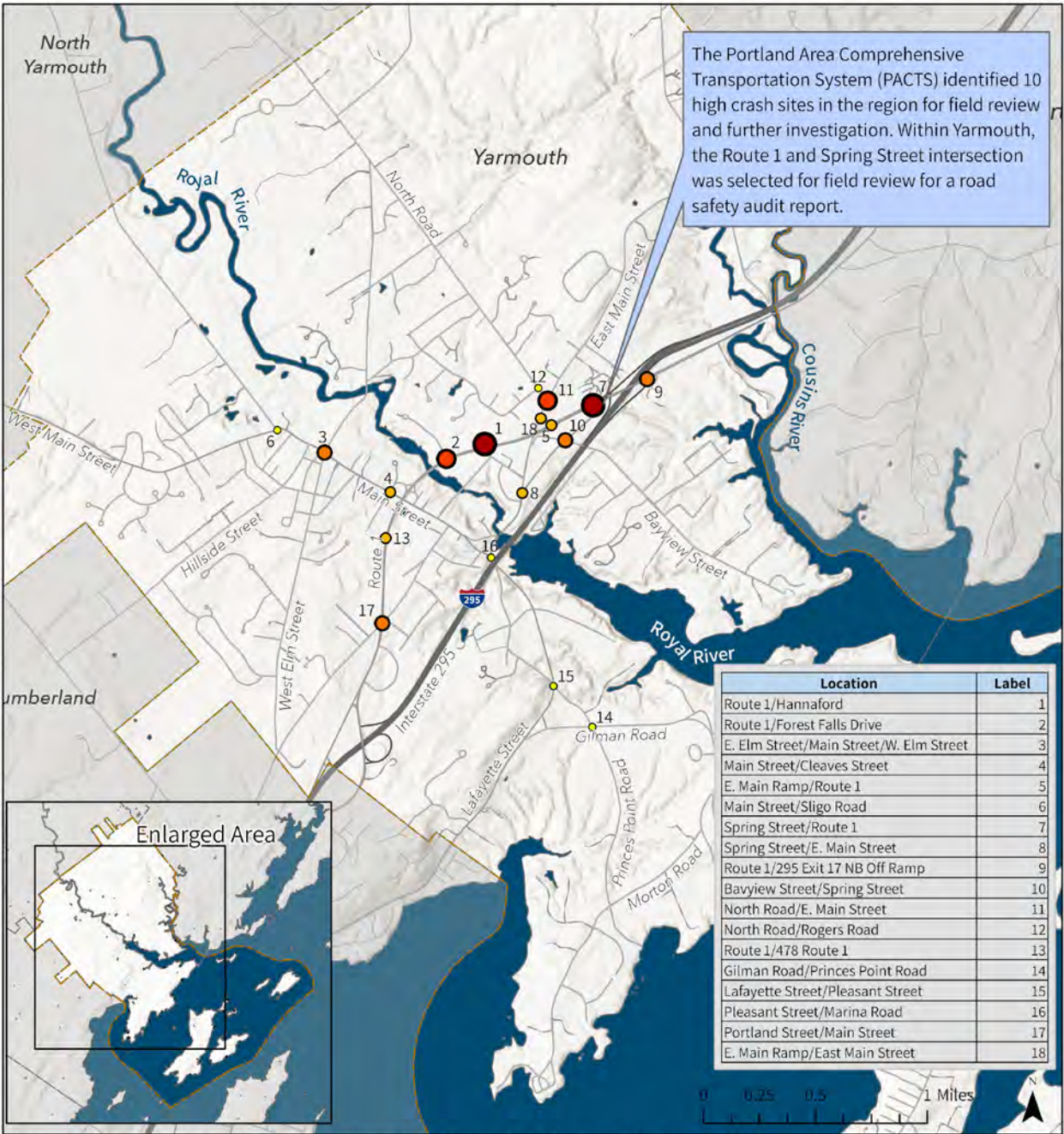
MaineDOT continues to consider expansion of passenger rail within Maine, whether through expansion of the Downeaster service, or through other operators. Recent efforts ave focused on service from Portland to Augusta and beyond to Bangor, as well as service between Portland and Lewiston and Auburn (“Maine 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 Geolibary. 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.

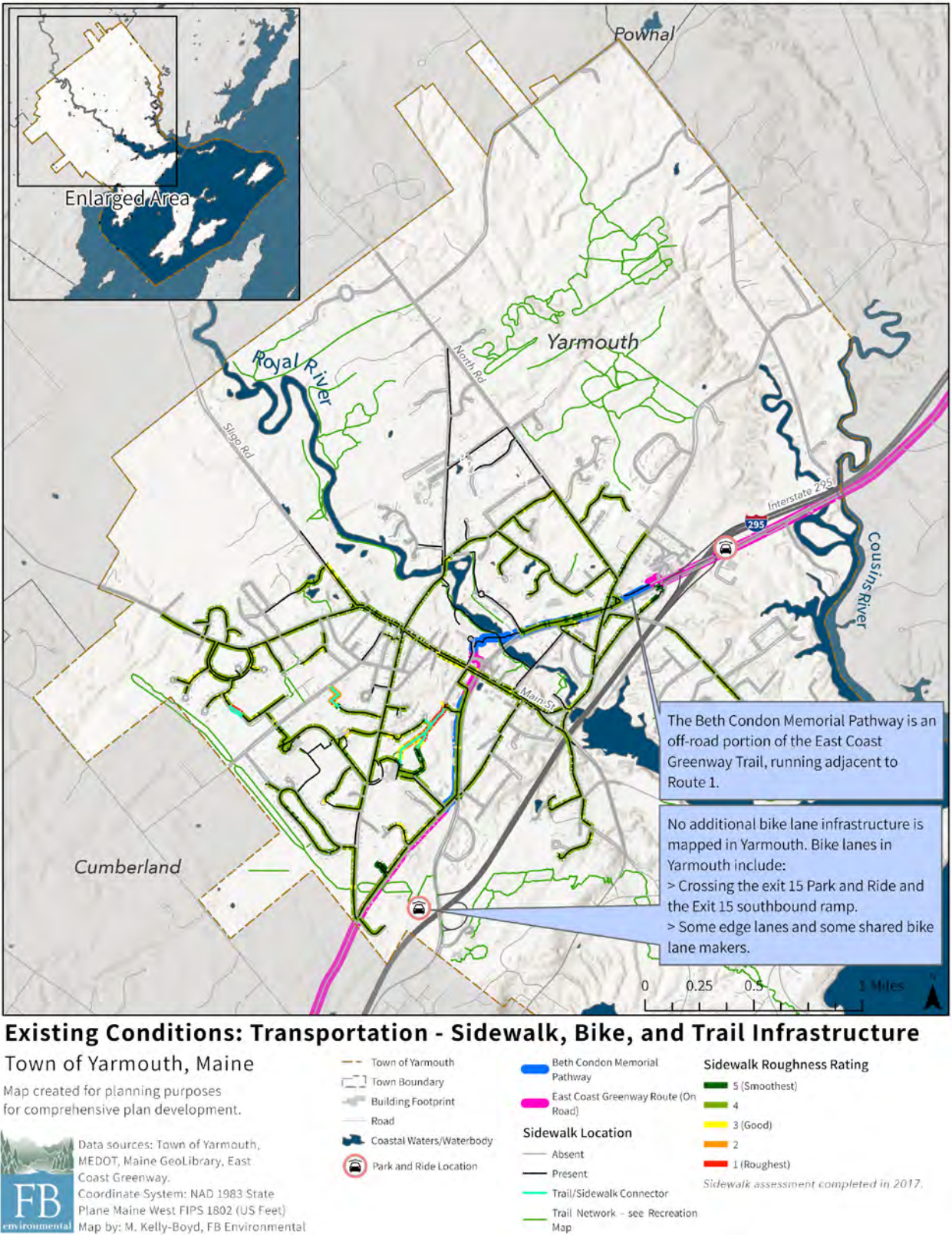


Figure 7.10 Sidewalk, bicycle, and trail infrastructure

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

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

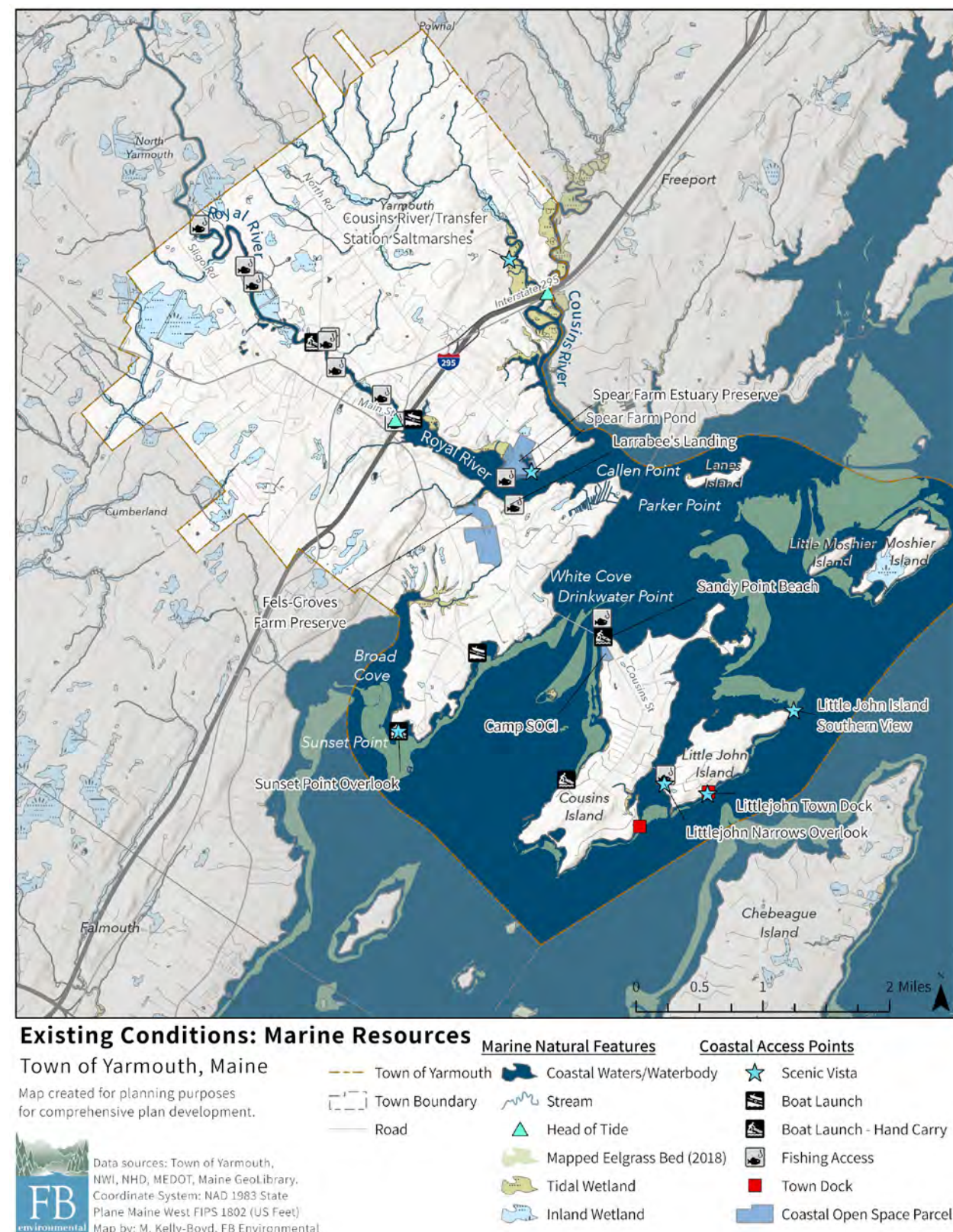


Figure 8.1 Marine Resources

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.

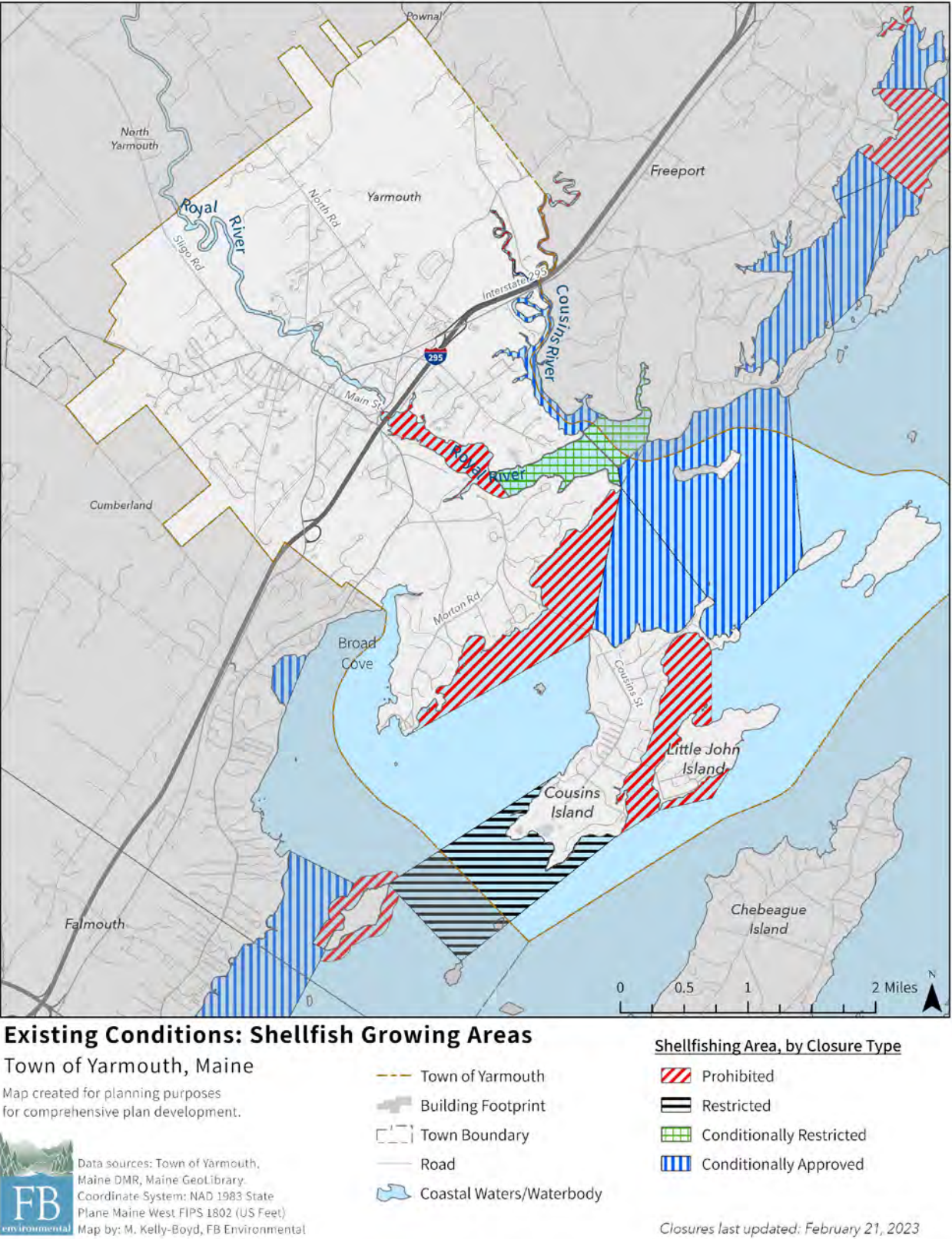


Figure 8.2 Shellfish Growing Areas

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

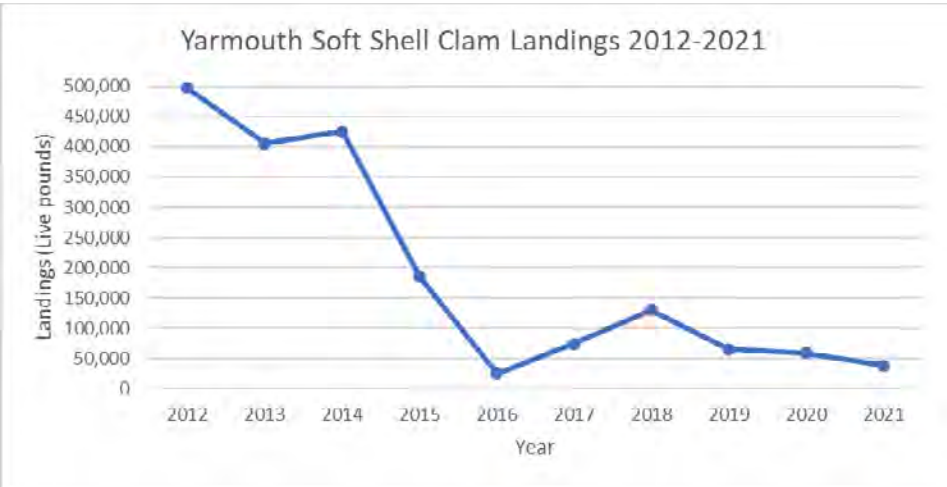


Figure 8.4 Decline in Soft Shell Clam Landings in Yarmouth
Source: Maine Department of Marine Resources

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

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

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

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

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

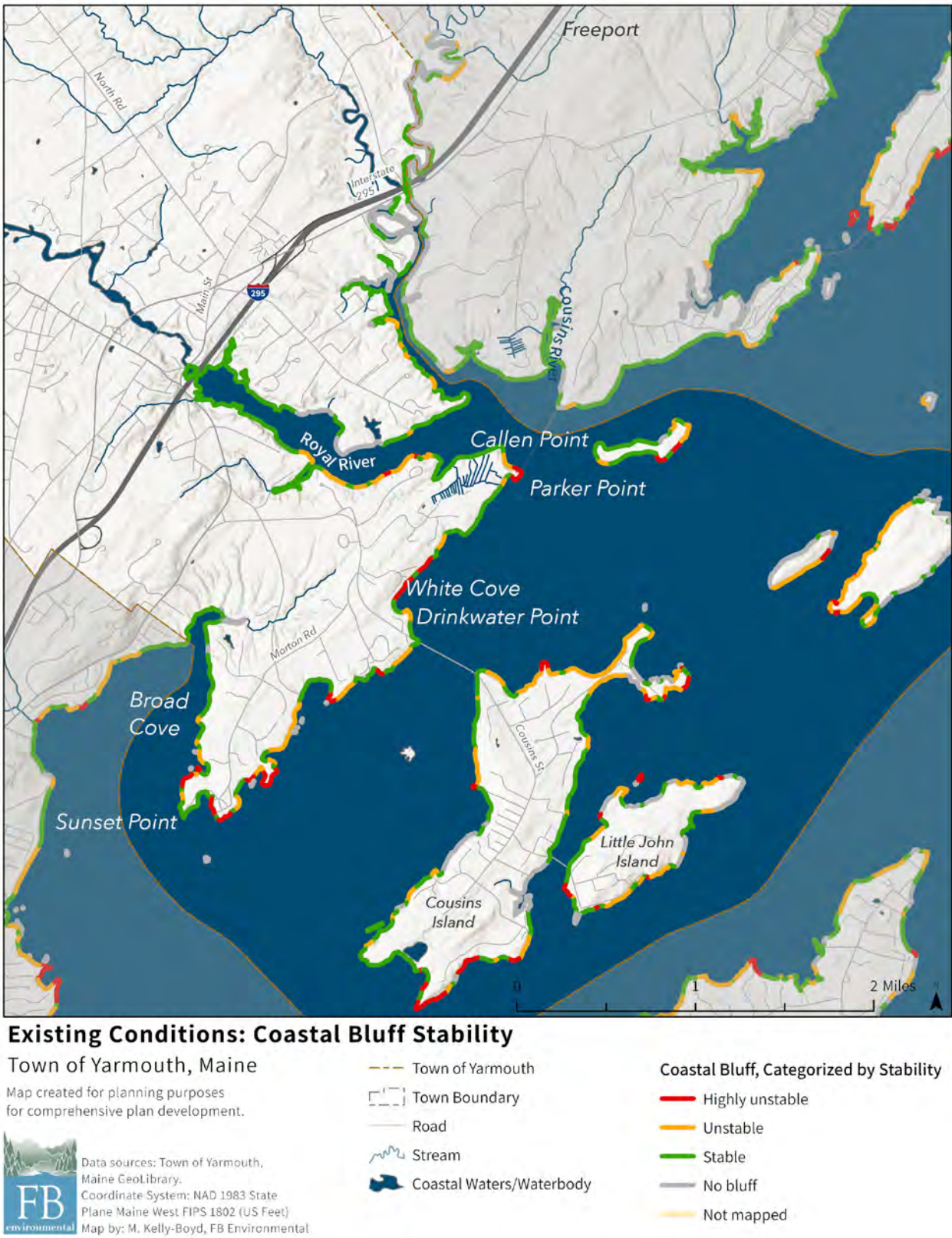


Figure 9.1 Coastal Bluff Stability

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

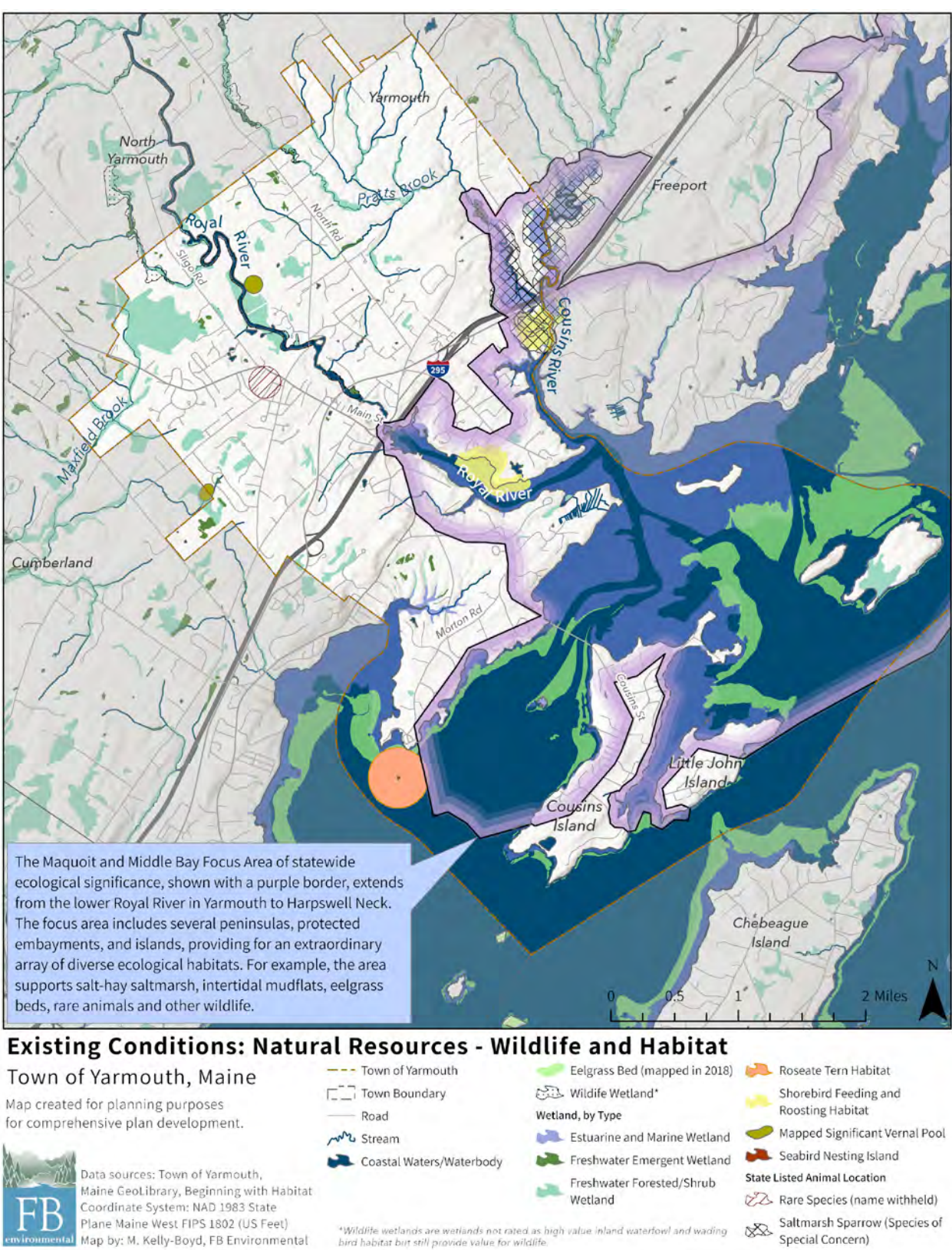


Figure 9.5 Wildlife and Habitat

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

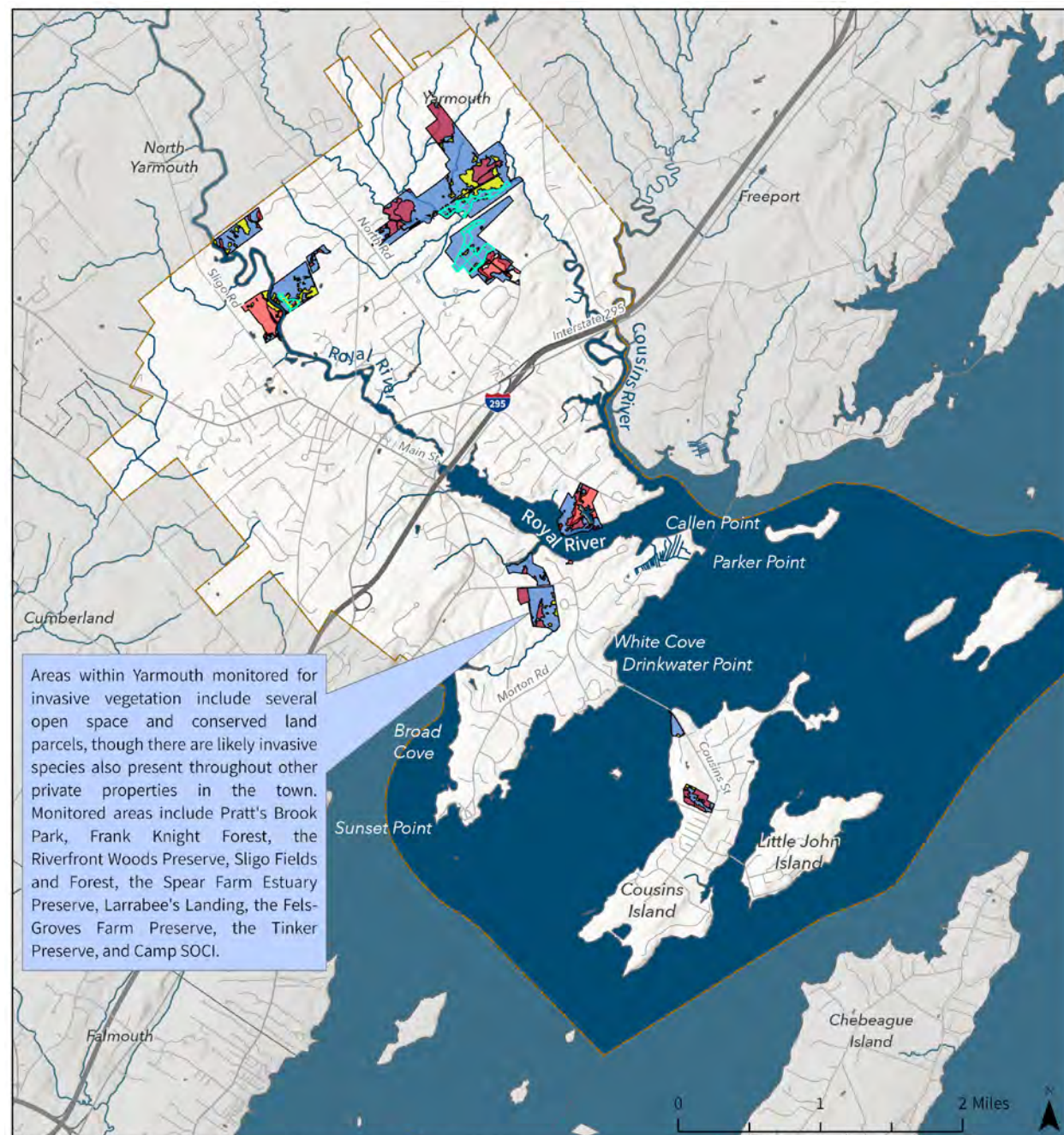
Wetlands, which include swamps, marshes, bogs, and fens, provide a number of vital ecosystem services including flood buffering, pollutant filtration, habitat and food sources for a number of waterfowl, fish, insects, reptiles, amphibians, and mammals. Approximately 482 acres of freshwater wetlands are 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

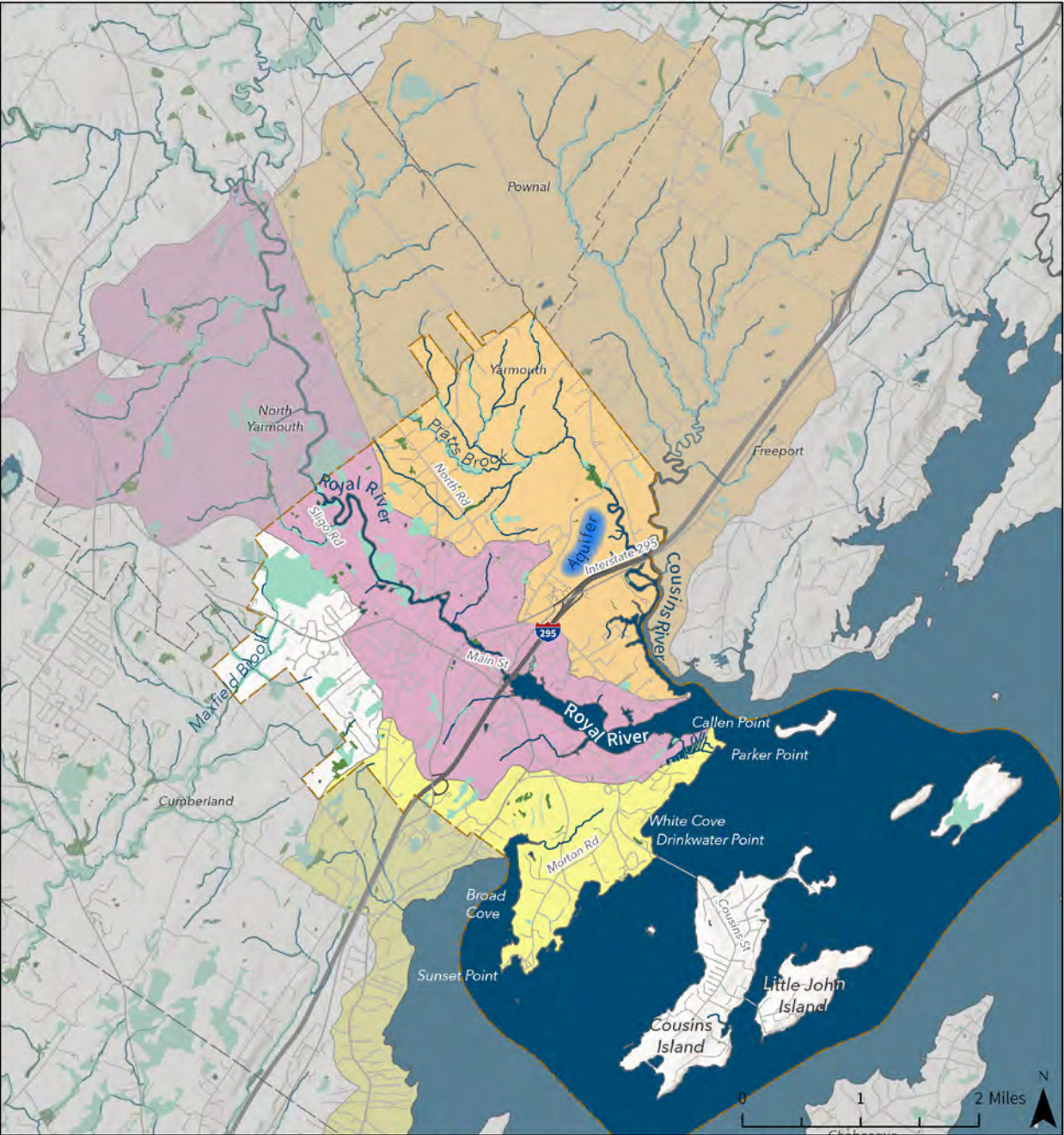
Tidal marshes are unique and valuable coastal habitats, capable of migrating inland where geomorphic conditions and land-use permit, as long as they can migrate inland faster than they convert to open water. Surface restoration and/or removing tidal barriers can play a significant role in allowing marshes 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

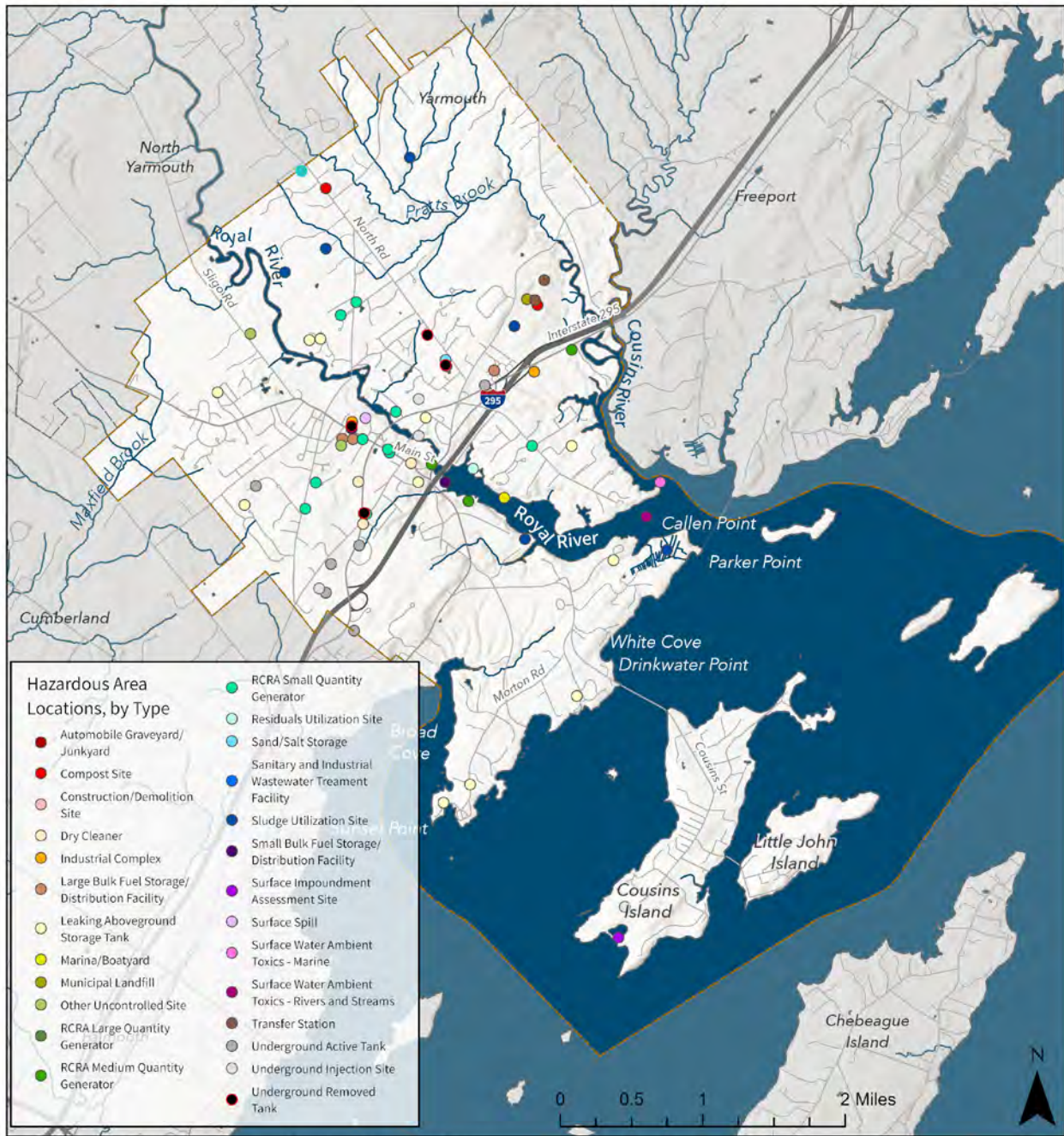
Type	Quantity
Automobile Graveyard/Junkyard	2
Compost Site	3
Construction/Demolition Site	1
Dry Cleaner	5
Industrial Complex	2
Landfill Municipal	2
Large Bulk Fuel Storage	4
Leaking Aboveground Storage Tank	11
Leaking Underground Storage Tank	2
Marina/Boatyard	2
RCRA (Resource Conservation and Recovery 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

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

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

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

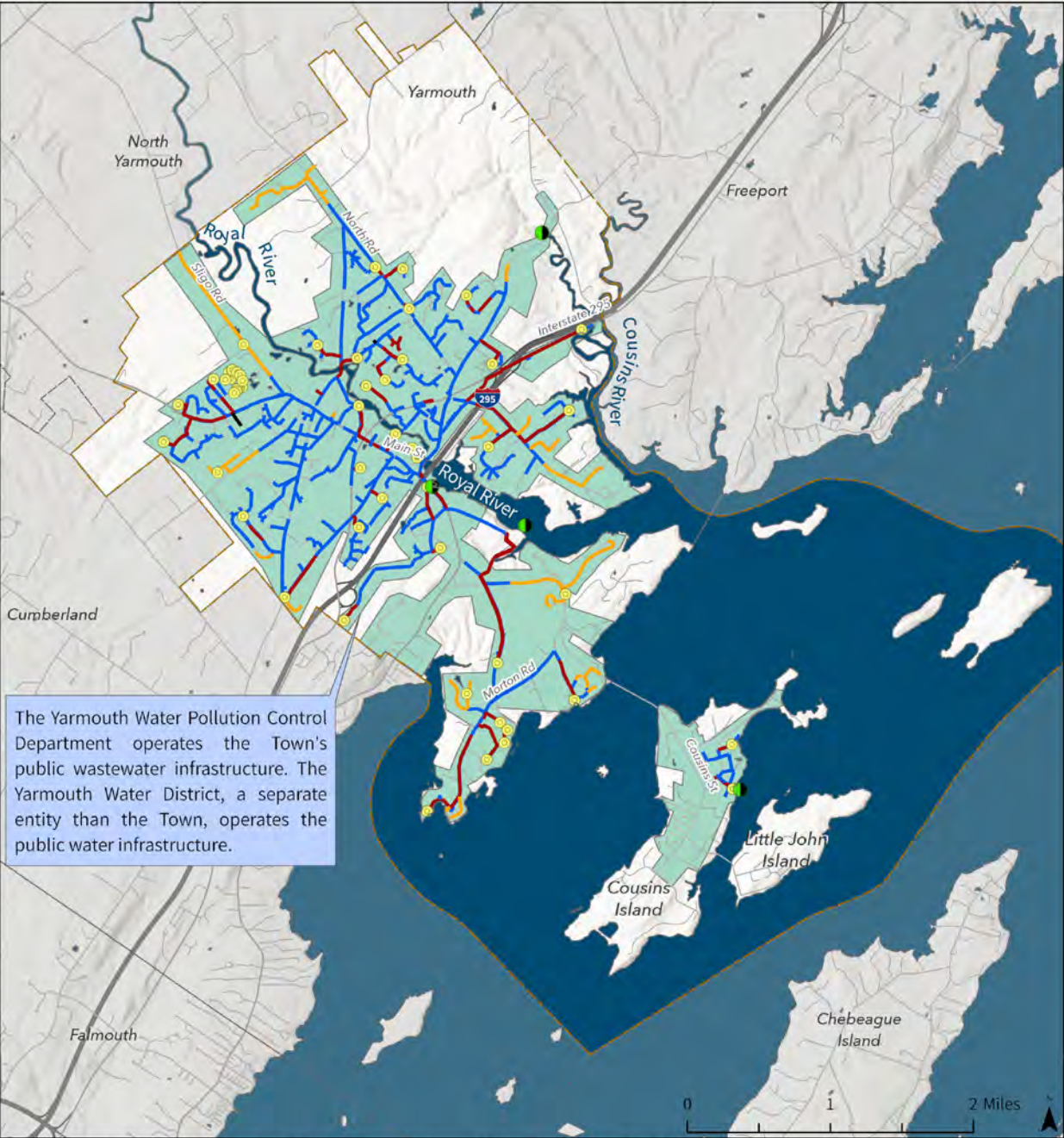
well as the installation of a parallel aeration tank and upgrade of the treatment system on Cousins Island. The plant headworks and the clarifiers will require reconstruction work in the near term. These projects are all critical to the efficient operation of the wastewater plant and to ensure regulatory 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

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
- Road
- Coastal Waters/ Waterbody
- Yarmouth Water District Service Area
- Sewer Pipe, by Type
 - Force Main
 - Gravity
 - Low Pressure
 - Other
- Pump Station
- Sewer Outfall

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.

appliance, metal, sheetrock, pressure treated wood and propane tanks. A leaf and yard waste composting operation and demolition landfill are also located at this site.

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.

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,

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

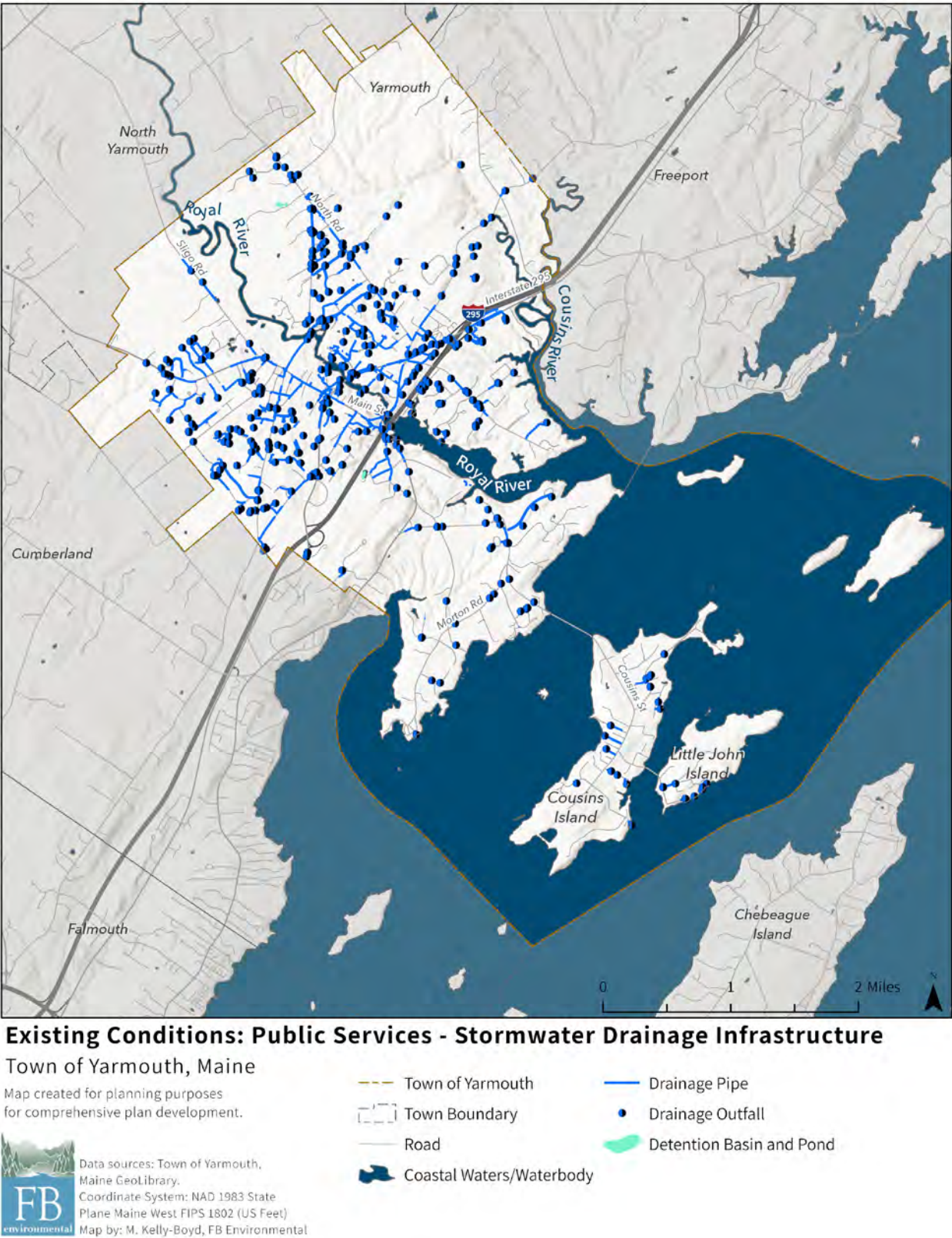


Figure 10.3 Stormwater Drainage Infrastructure

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.

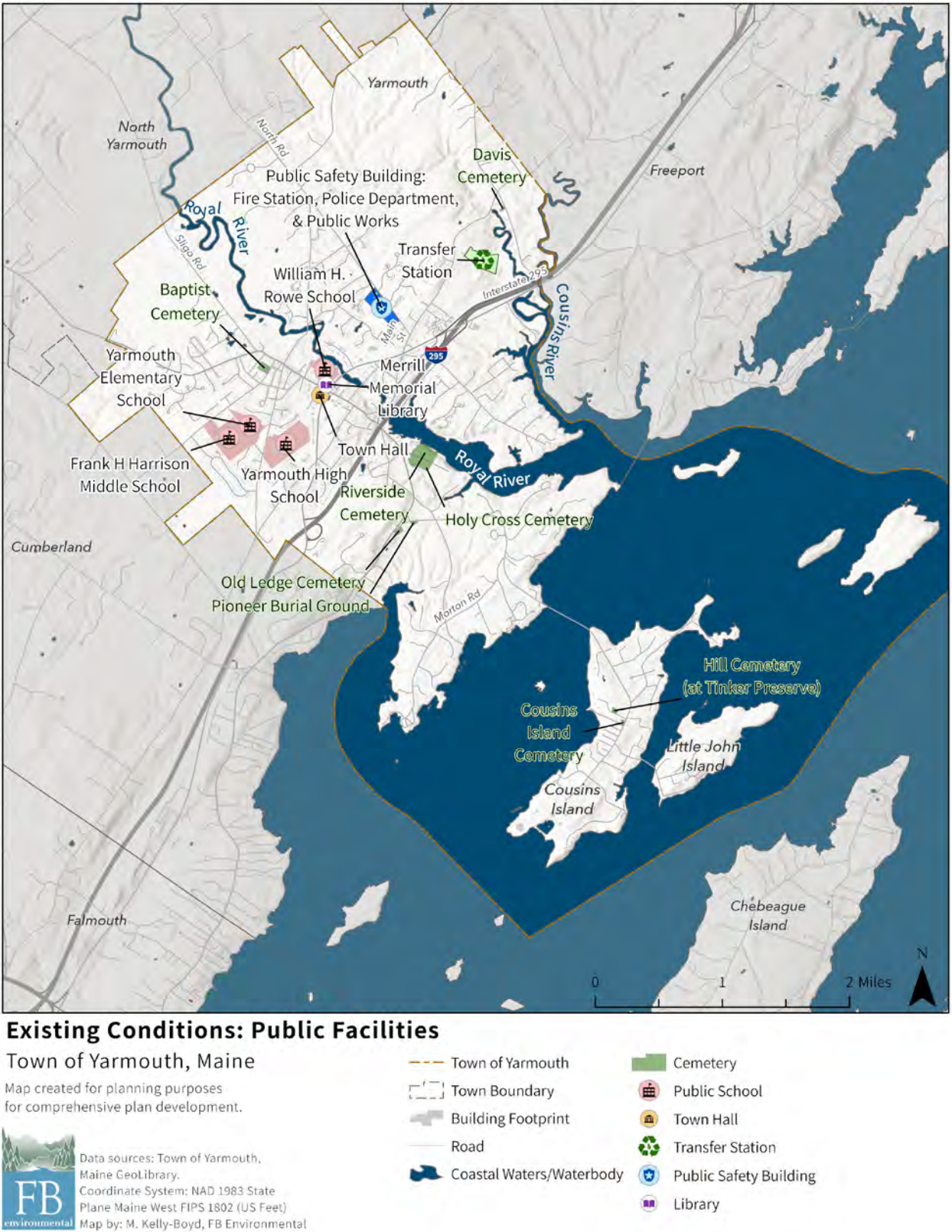


Figure 10.5 Public Facilities in Yarmouth

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

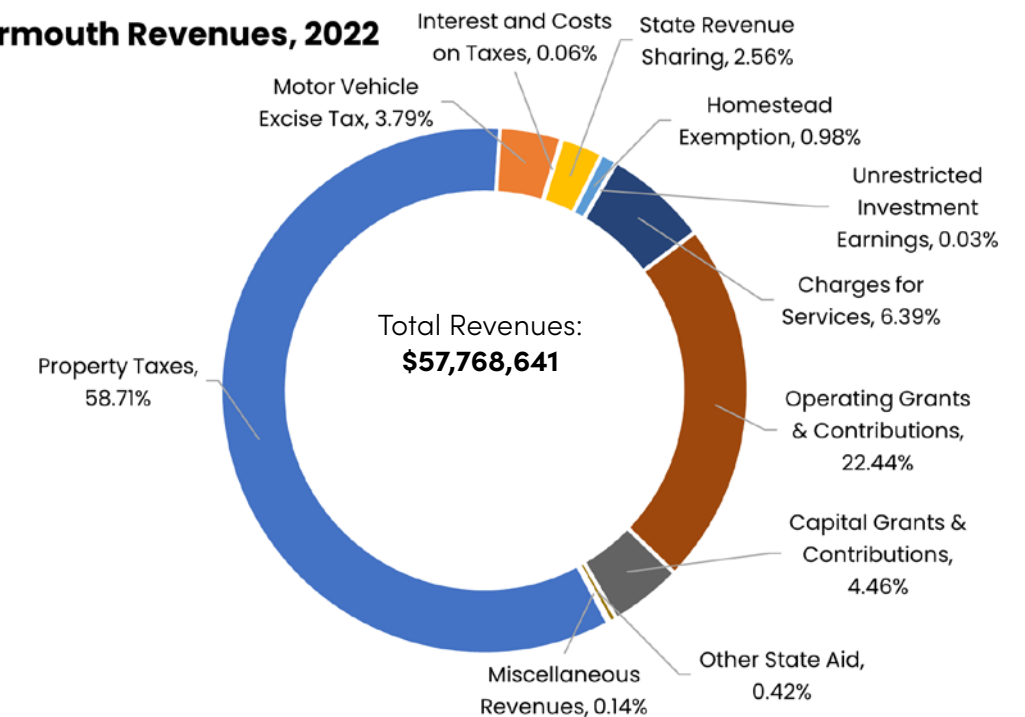


Figure 11.1 Yarmouth Revenues, 2022

Source: Town of Yarmouth

Yarmouth Expenditures, 2022

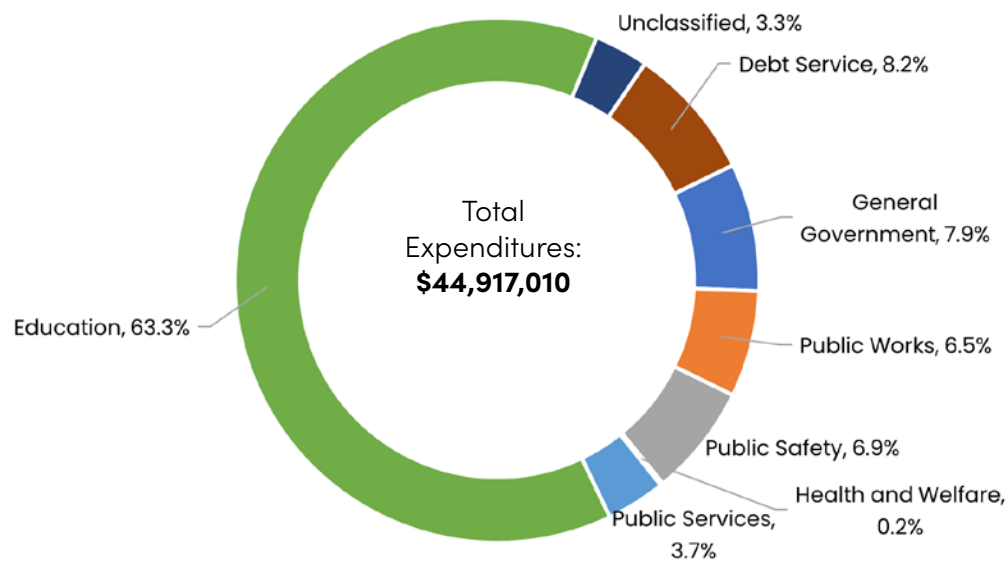


Figure 11.2 Yarmouth Revenues, 2022
Source: Town of Yarmouth

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.

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

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

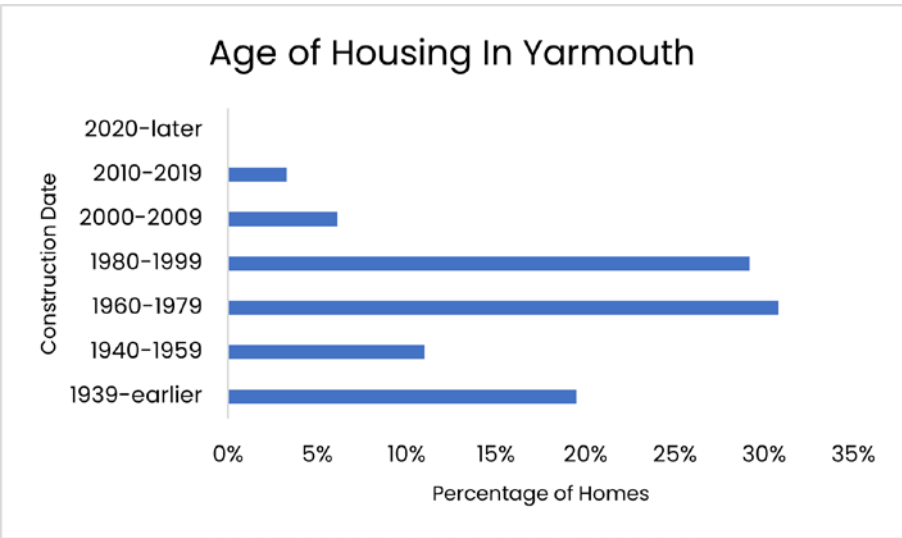


Figure 12.2 Residential Construction over time
Source: 2021 ACS 5-Year Estimates

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

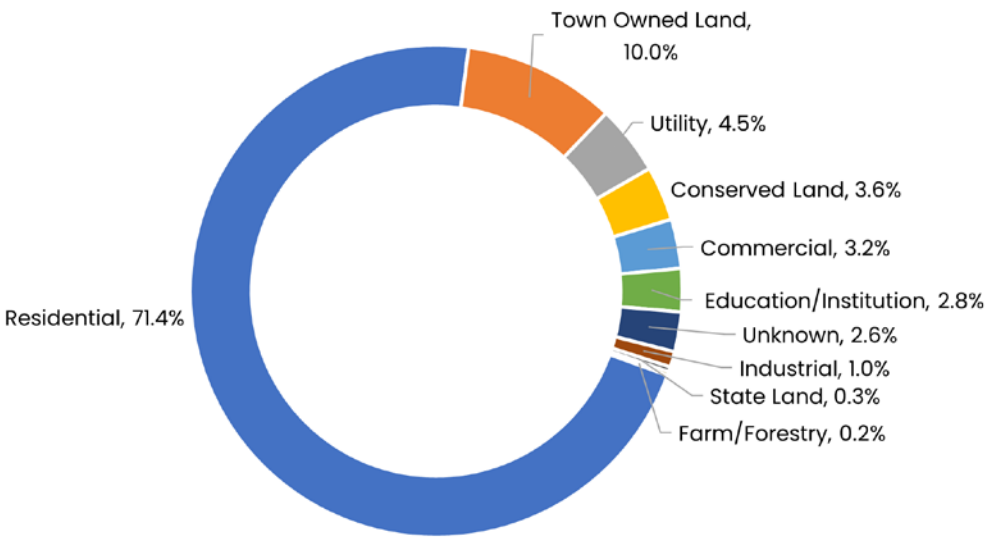


Figure 12.1 Land Use as a percentage of total land area, 2022
Source: Town of Yarmouth

- 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

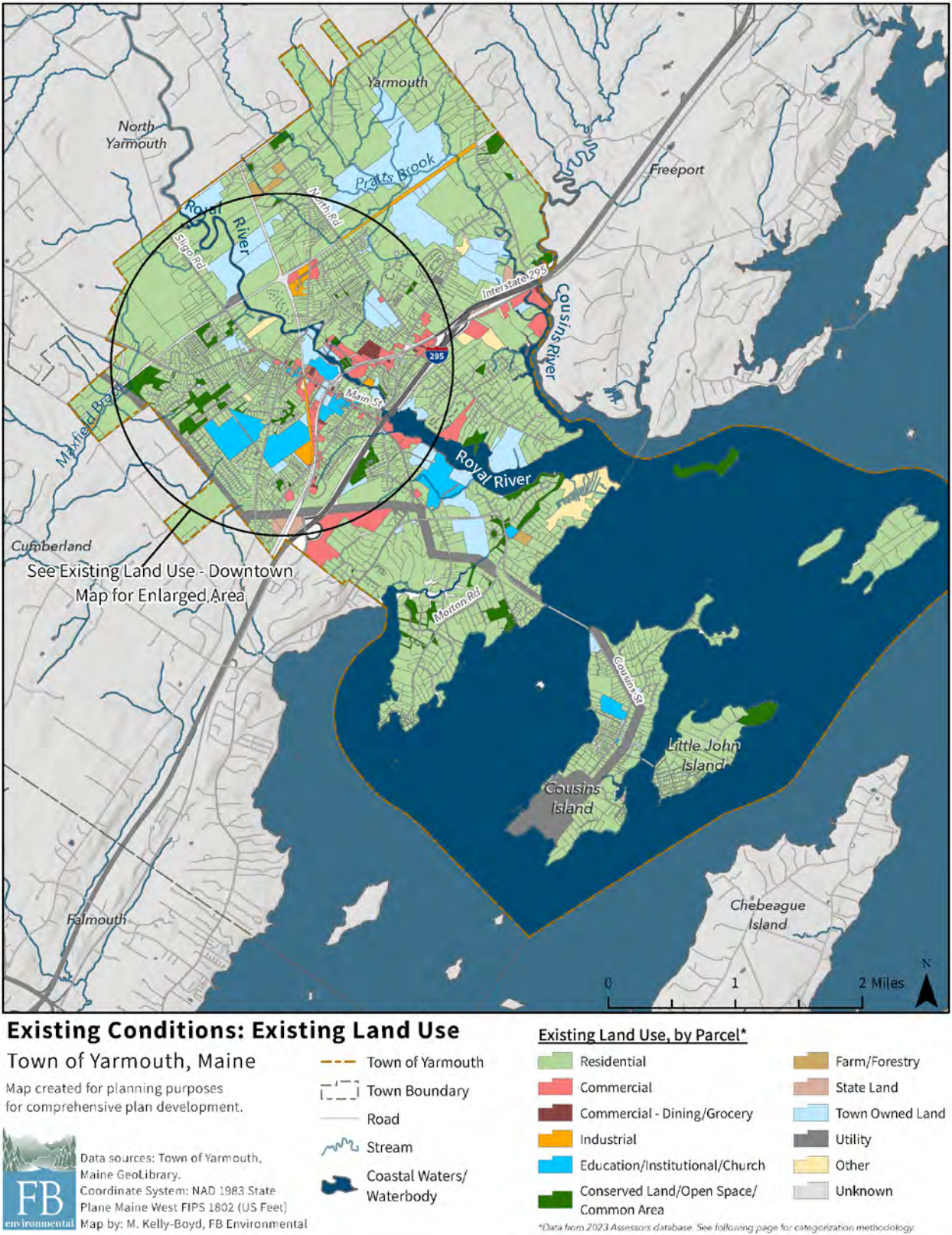
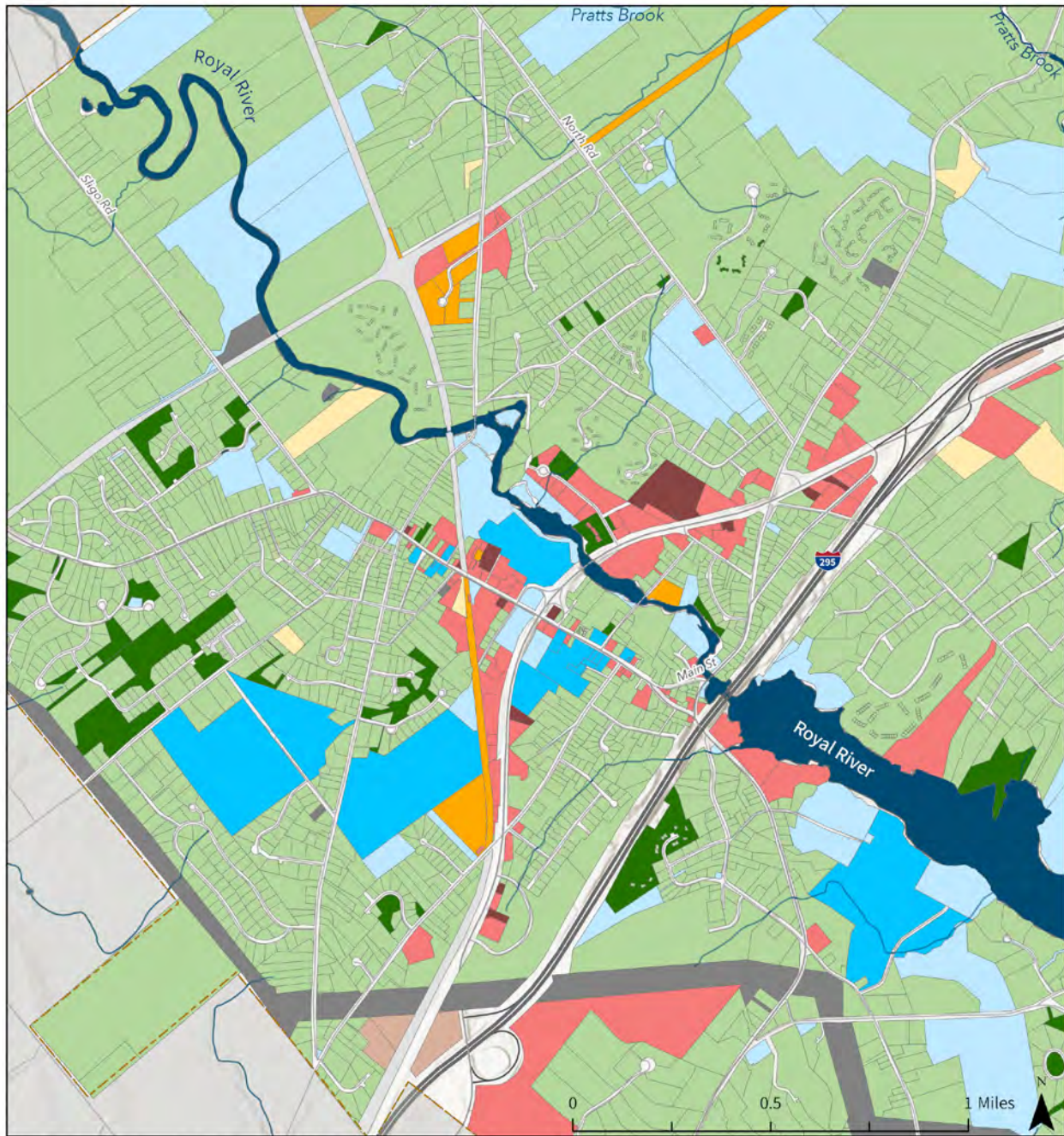


Figure 12.3 Existing Land Use



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"> Town of Yarmouth Town Boundary Road Stream Coastal Waters/Waterbody 	<ul style="list-style-type: none"> Residential Commercial Commercial - Dining/Grocery Industrial Education/Institutional/Church Conserved Land/Open Space/Common Area 	<ul style="list-style-type: none"> Farm/Forestry State Land Town Owned Land Utility Other Unknown
---	---	---

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

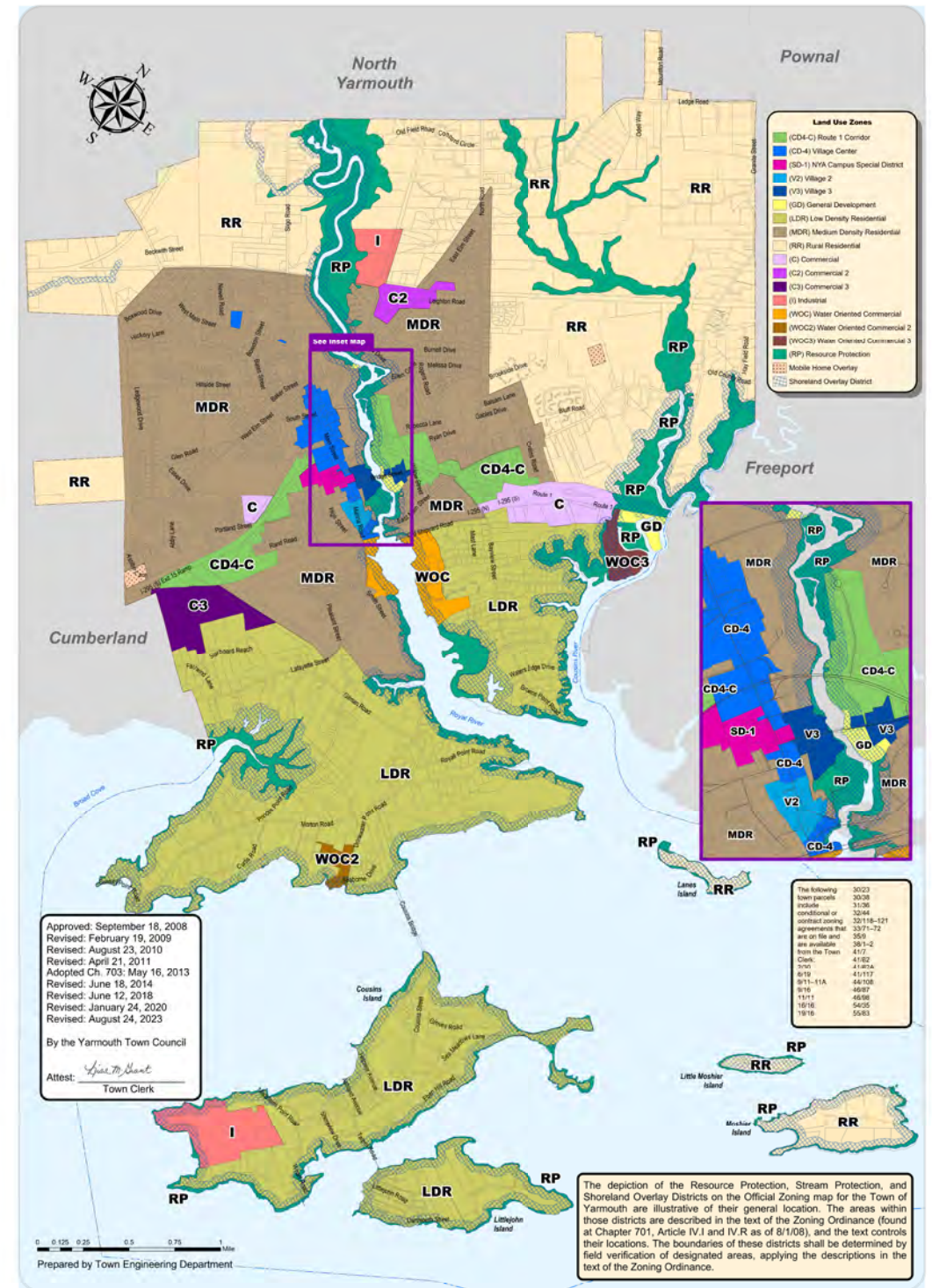


Figure 12.5 Yarmouth Zoning Map

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.

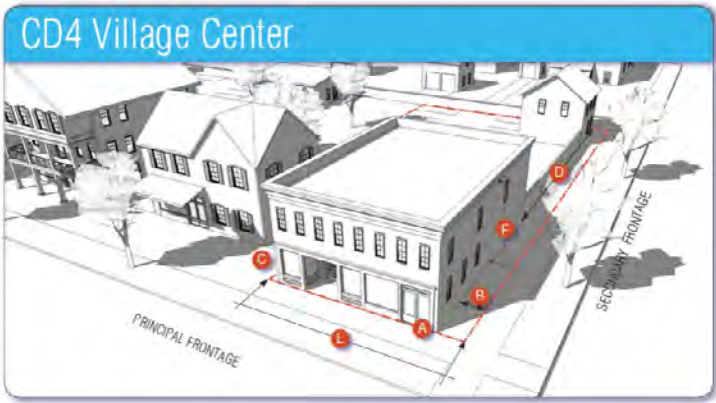


Figure 12.6 CBDC CD4 Village Center
Source: Yarmouth Character Based Development Code

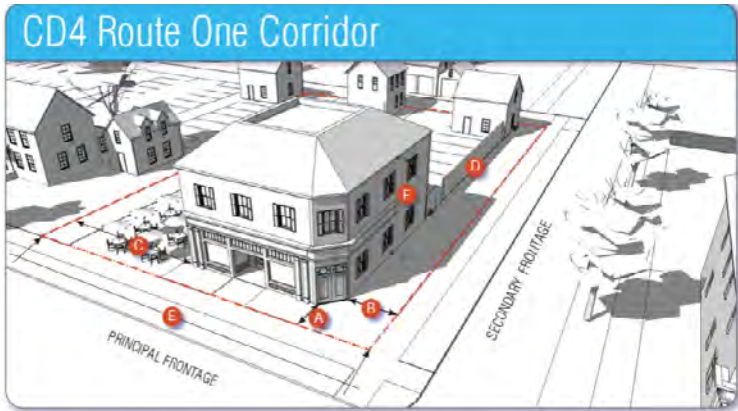


Figure 12.7 CBDC CD4 Route One Corridor
Source: Yarmouth Character Based Development Code

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 ^A	-	-
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% ¹
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
^A must be served by sewer						
¹ 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. ³	20 ft. ³	10 ft. ³	
Lots served by a central subsurface waste water disposal system approved by MaineDHS	75 ft.	20 ft. ³	20 ft. ³	10 ft. ³	
³ 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

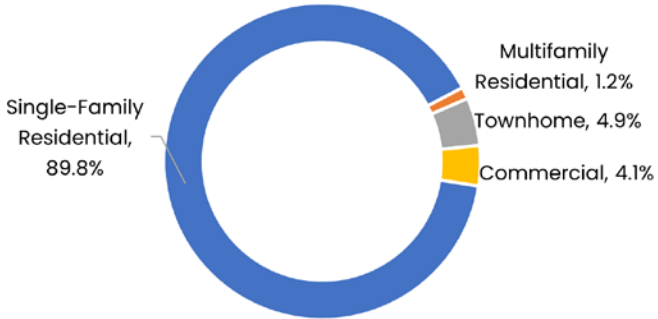


Figure 12.11 Recent development by type
Source: Town of Yarmouth

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.

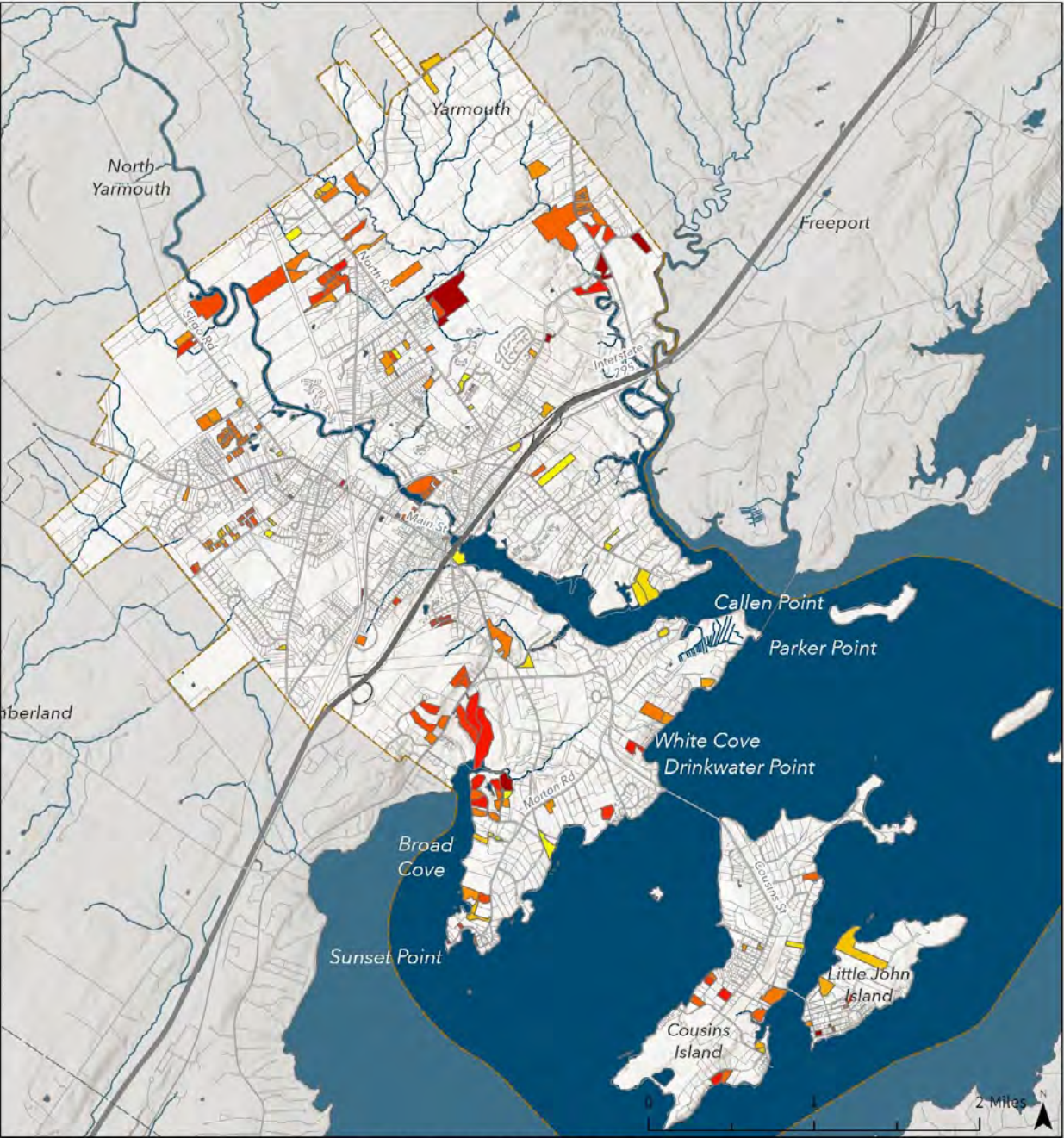


Figure 12.13 Recent Development in Yarmouth, 2012-2022

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>.