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*Attest.
Rec'd 7/9/92 1:00 P.M.
Maureen M. O'Leary, Town clerk*

FINAL REPORT OLD ORCHARD BEACH COMPREHENSIVE PLAN

A DRAFT REPORT

Market Decisions, Inc.
P.O. Box 2682
South Portland, ME 04106

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Section I

INTRODUCTION

A. ROLE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is a guide for managing the change that a community undergoes. The Plan serves many functions. It is an expression of the community's vision of its future. It is also a guide to making the many public and private decisions that determine Old Orchard Beach's future. It is a source of basic information about the natural resources and built environment of the community. Finally, it is the legal foundation of the Town's land use controls.

The Comprehensive Plan is not a zoning ordinance, nor is it a law of any kind. To the contrary, the plan is an advisory document setting out the community's goals for the future and the policies and programs necessary to move the Town in the direction of its goals. In its broadest form, it is a road map that can be used by the Town's elected and appointed officials to steer the Town on an agreed-upon course. In its narrower form, it serves as the legal basis for any land use regulations adopted by the Town.

B. PAST PLANNING ACTIVITIES

This 1989 update of the Old Orchard Beach Comprehensive Plan is the second generation of plans for the community. The initial Comprehensive Plan was prepared by James W. Sewall Company in 1963 as part of a Regional (701) Plan for York County. The 1963 document was contained in four volumes and a summary. Much of the data included in these reports is outdated.

C. PLANNING PROCESS

In 1986 the Old Orchard Beach Town Council created two new working committees. Motivated by the Town's blighted condition, the Council appointed the Beautification and Revitalization Committee to identify options and solutions to revitalize the downtown. The Long Range Planning Committee was created as a result of concern about the rate of development in the community. The Long Range Planning Committee was given the broad mission of hiring a Town Planner, updating the 1963 Comprehensive Plan, and advising the Council on future plans that were in the best interests of the Town.

In 1987, the Beautification and Revitalization Committee hired Maine Tomorrow to develop a Downtown Revitalization Plan (Market Decisions, Inc., prepared the Market Study

component of the Plan under subcontract to Maine Tomorrow). See Appendix XII. As part of this effort, several community and other public surveys were conducted to identify issues, concerns, and opinions about a number of topics. Many comprehensive plan related topics were identified in the Downtown Revitalization Plan. Also in 1987, the Long Range Planning Committee hired Martin Patrickus, the first Town Planner, and began with his help to update the Comprehensive Plan. The Committee soon realized that a new plan rather than an update was required. In 1988, an assistant planner, Mitchell Hayden, was hired to assist the Committee and Town Planner prepare the new Comprehensive Plan. A committee structure was developed and eleven public hearings were held between January and July to gather public input. See Figure 1 and Appendix I and II. When the assistant planner left his position, the planning effort was delayed.

In February 1989, the Long Range Planning Committee solicited proposals from consulting firms to assist the Town in developing a new Comprehensive Plan. The Committee recommended that the Town hire Market Decisions, Inc., of South Portland for the task. The Council concurred and awarded a contract for the work to Market Decisions, Inc.

The Council appointed a Comprehensive Plan Steering Committee, and volunteers formed four Work Groups (Housing/Preservation, Natural Resources/Open Space, Public Facilities/Economic Development, and Transportation) to assist in the process of developing the Plan. The Steering Committee was chosen to represent a broad cross section of the community including land owners, business people, conservationists, and the general public. The Committee began meeting with Market Decisions in May 1989. A key element in the development of the Plan has been an effort to involve the residents and business people of the Town in the process to the greatest extent possible. To foster community involvement, meetings of the Steering Committee and Work Groups were open to the public. In addition, the Committee held community forums to which the public was invited.

In July, 1990, Genice Mancini began her duties as Town Planner. The comprehensive planning process continued.

D. HISTORICAL OVERVIEW OF OLD ORCHARD BEACH

Understanding the history of development of Old Orchard Beach can provide an appreciation of the forces that worked within the natural environment to shape the built environment of the community. A history traces the path of development of a Town to provide a sense of place and an assessment of why facilities, structures, and open spaces are located where they are. With an understanding of these factors, it may be easier for the community to make decisions about what to preserve and what to change in the Town. See Appendix III.

Figure 1

COMPREHENSIVE PLAN
PUBLIC PARTICIPATION PROGRAM
PUBLIC HEARINGS

Townwide Comprehensive Plan Meeting Regarding Plan Process	20 Jan 88
Townwide Comprehensive Plan Meeting Regarding Plan Process	18 May 88
District 1 - Jakeman Hall	25 May 88
District 2 - Jakeman Hall	1 Jun 88
District 3 - Town Hall	8 Jun 88
District 4 - Town Hall	15 Jun 88
District 1 - Jakeman Hall	22 Jun 88
District 4 - Town Hall	29 Jun 88
District 3 - Town Hall	6 Jul 88
District 2 - Tae Kwon Do Fitness Center	13 Jul 88
Townwide Meeting for Seasonal Residents at Town Hall	23 Jul 88

Source: Old Orchard Beach Planning Department, 1989

E. COMMUNITY ASSESSMENT

Appendix IV summarizes the issues which are addressed in the updated Comprehensive Plan. The Town's values, problems, and concerns were identified in a number of ways; first, through an assessment of changes that have taken place in the community since the first comprehensive plan in 1965; second, through a series of surveys undertaken as part of the Downtown Revitalization Plan; third, through eleven public hearings and neighborhood planning district meetings; fourth, through a Committee Forum; and fifth, through in-depth interviews of a cross-section of community people. Appendix IV details the results of these identification processes.

Section II

REGIONAL CONTEXT, LAND USE, AND DEVELOPMENT TRENDS

The Town of Old Orchard Beach is located in the northeastern corner of York County on the southwestern coast of Maine twelve miles from Portland, thirty-five miles from the New Hampshire/Maine border, and ninety-eight miles from Boston. See Figure 2. Although a member of York County, Old Orchard uniquely borders two rather different growth patterns. One pattern found in southern Maine is characterized by rapid growth and development. The other pattern is that of a suburb of the growing Portland metropolitan area to the north. Located in the Coastal Lowlands adjacent to the Gulf of Maine, it is bordered by the City of Saco to the south and west and by the Town of Scarborough in Cumberland County to the north.

Old Orchard Beach is 7.5 square miles in size and relatively square in shape. Its topography is generally level to rolling. The most outstanding feature of the community is its more than three miles of beach, part of the seven plus miles of beach along Saco Bay. The land use pattern of the Town reflects the seasonal recreational character which has dominated development in Old Orchard Beach since the latter part of the 19th century, drawing tourists and summer residents from all over the Northeast and Canada.

Old Orchard Beach is within easy commuting distance to jobs and services in the Biddeford-Saco and Greater Portland region. The Town lies just east of U.S. Route 1, a north-south coastal route. The completion of Route 295 and the Maine Turnpike Exit #5, 4.5 miles from Town Hall in the 1980's increased the ease of access to and from Greater Portland. The Portland International Jetport, now servicing several major airlines, has become an important link in providing access to the Town.

By the mid-1980's, the entire southern Maine region experienced significant growth in population, households, and job opportunities. Old Orchard Beach's growth rate was similar.

The growth of the area has been fueled by three significant factors. The first is the economic boom of the period stimulating a rapid increase in jobs in York and Cumberland County. This job development, coupled with the release of pent-up demand from the period of economic recession in the early 1980's, created favorable development conditions. The second factor is relatively low land values, reasonable commuting distance from the area north of Boston and the Greater Portland region, market for seasonal rental units, and favorable local density allowances encouraging the development of investor-owned condominiums. The third trend is driven by the desirability of the area for retirement or pre-retirement homes. This trend is supported by the Town's beautiful natural setting and the availability of a wide variety of commercial and cultural services within easy access of the Greater Portland area.

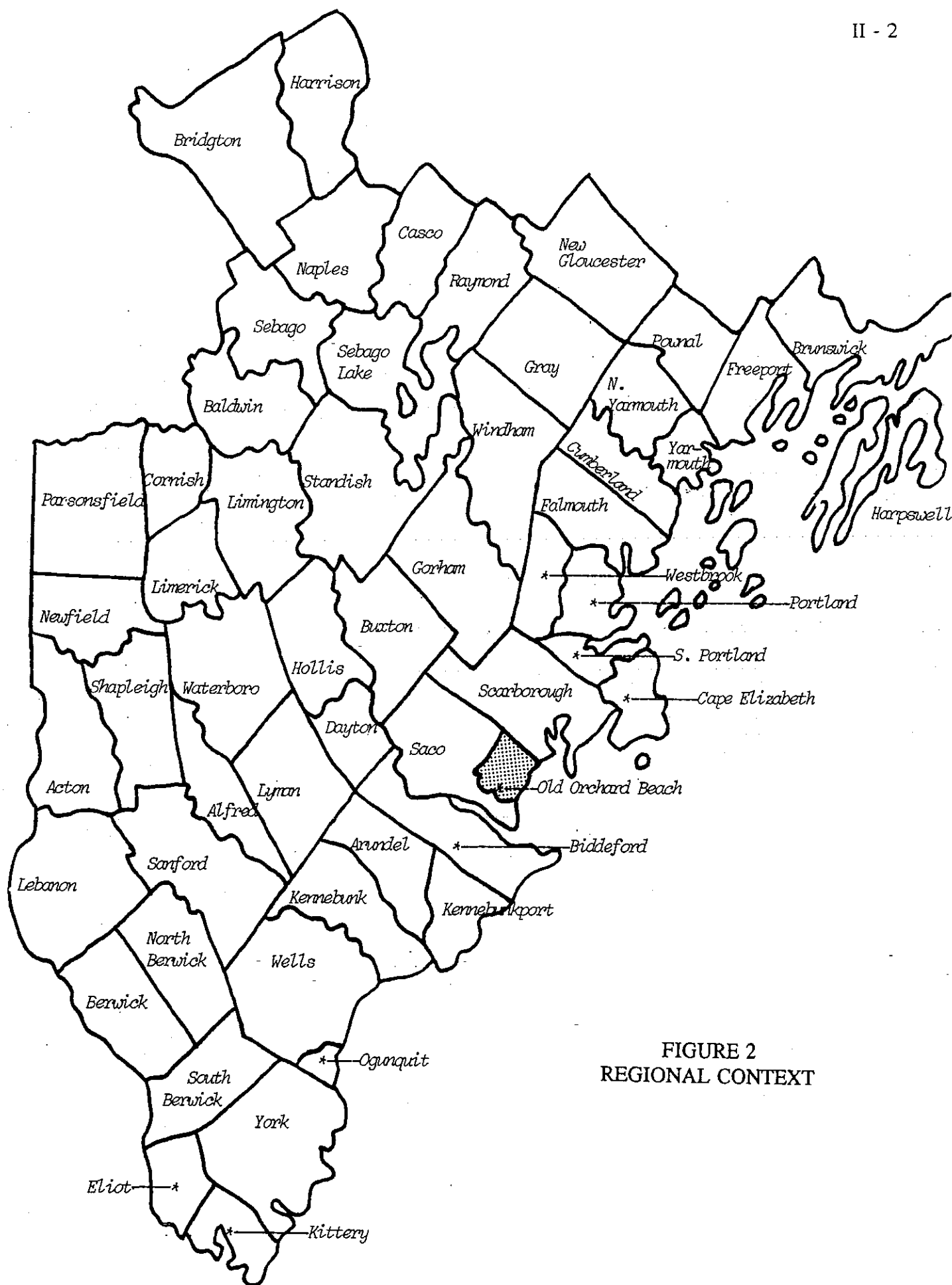


FIGURE 2
REGIONAL CONTEXT

Section III

SUMMARY OF INVENTORIES AND ANALYSES

A. DEMOGRAPHIC AND ECONOMIC PROFILE

1. Summary

Old Orchard's population and economy today and historically is tied directly to the seasonal and recreational use of its beach. The Town's character has changed with the times as resort activities have changed.

The Census reports Old Orchard Beach's 1990 population at 7,790. Old Orchard also has a large summer population of seasonal condominium and cottage owners; renters of camps, motel, hotel units, and condominiums; and day users. Not considering the day users, the peak seasonal population in Old Orchard Beach may be four to five times as high in the summer as the year-round population -- or somewhere around 37,000 people.

Reliable data on demographic changes within the Town since 1980 will not be available until the detailed reports of the 1990 Census are released. However, it appears that a few significant trends are emerging:

- The Town is experiencing an increase of older year-round and seasonal residents, reflecting the general aging of all populations who use Old Orchard Beach; but also reflecting the in-migration of new residents seeking retirement and pre-retirement homes.
- The population of the Town is largely a commuter population which lives in Old Orchard but works outside of the community.
- The fastest growing household group is in the 25-44 age range, the "baby boomers" growing up into their major child-rearing years.

The aging trends, the attractiveness of Old Orchard, and the ease of commuting to the labor market and cultural resources in Greater Portland and southern Maine make it highly likely that these trends will continue to alter the demographic make-up of the community. If the growth rate of the 80's is projected out to the turn of the century, Old Orchard will continue to experience moderate but steady growth. However, given the fluidity of the market and the ability of the housing stock to serve both year-round and seasonal residents, the actual year-round growth could be considerably larger than projected. Growth projections present a number of implications for Old Orchard's future development and land utilization, including housing needs, utility improvements and expansions, and economic development issues.

Overall, household size has dropped substantially during the past two decades. This decrease in household size has had a substantial impact on residential development in Old

Orchard since the number of housing units needed to house the same population has grown dramatically. Although this decline in average household size is projected to continue, it is expected to do so at a reduced rate.

The projected increase in preschool, school-aged, and elderly population will have a significant impact on the need for services at either end of the age spectrum, needs in the areas of day care, nursery school, appropriate housing, and health care.

The Old Orchard Beach population is largely employed in blue-collar, non-professional, and unskilled jobs. As could be expected, the occupational makeup of the Town is significantly more service oriented than either the County, the State, or surrounding towns.

Not surprisingly, tourism is the single most important income generating industry in Old Orchard Beach. Yet the tourism industry is limited by one major factor, seasonality. Most of Old Orchard's tourists come in the summer months. This creates a situation where tourist facilities are underused and where jobs created in the summer are lost in the off-season. A recent market study shows that Old Orchard Beach does a relatively poor job of attracting retail sales in the off-season. In addition, figures for both seasonal and year-round shopping indicate that stores in the Town capture a very small share of the potential sales market, although recent development trends suggest that this situation may be improving somewhat.

The most striking thing about Old Orchard Beach's tourists is their loyalty. Of the 185 tourists surveyed in 1987, on average, they had been visiting Old Orchard Beach for over twelve years. Despite their loyalty, they are not uncritical of Old Orchard Beach. Only half of those surveyed were "very satisfied" with their experience in Town (by way of contrast, 85% of non-resident visitors to Maine in 1984-85 were "very satisfied" with their trip). A variety of aspects of the downtown -- traffic, store selection, amenities -- were rated somewhere between "adequate" and "poor" by the tourists.

Most of the Town's economic concerns results from the fact that employment in the Town is primarily seasonal. With businesses closed for most of the year, not only are potential sales lost, but the boarded up buildings create a negative image. The owners of these businesses are predominantly non-residents and this results in an outward flow of money from the Town once the summer season ends. The lack of industrial development creates further dependence on the tourist economy.

2. Issues and Implications

Among the implications of this review of Old Orchard's population, projected growth, and economy are:

- a. If New England's and Maine's economies do not suffer prolonged recession, and if the market takes its course, Old Orchard can expect between 600 and 825 new households

over the next 10 years, reflecting a rate of growth similar to that of the past decade. How and where does the Town want to accommodate this growth?

- b. The middle-aging of Old Orchard's population carries a number of implications, including:
 - (1) a continued pressure for the "suburbanization" of the Town as households seek larger homes for their families, often outside of the traditional town center, increasing traffic on local roads and consuming the limited remaining open space in Town.
 - (2) the movement of the middle-aged, two worker, baby boom generation's children, the so-called "boomlet," through their preschool and early school years, and the attendant (though possibly short-term) pressures on day care, nursery schools, elementary schools, after-school care, and transportation services.
- c. The number of young, first-time homebuying households will decline over the next decade. But the pressure of middle-aged, middle-income households on the land and housing market will make it increasingly difficult for those young households to gain a foothold in the market.
- d. As the number of elderly households increases, so will the demand for health, housing, medical support, and other services needed by senior citizens.
- e. Utility improvements and extensions will be required to accommodate the new residential development. Where should the limits of the new service area be located? How should extensions be undertaken and at whose expense?
- f. Where should economic development to provide goods and services required by the increasing residential population be located? How can the Town increase its local share of the potential sales market? How involved should the Town be in encouraging and directing this growth?
- g. Should the Town be encouraging new commercial, service, industrial, and institutional uses to locate in Old Orchard to broaden the tax base and provide local jobs? Or should Old Orchard look primarily toward remaining a tourist town and a bedroom community for the Greater Portland and Biddeford-Saco area?
- h. Because of its importance to the Town's tourist economy and its image, the future economic role and character of Old Orchard's downtown is a key issue for the community. What economic and aesthetic role does the Town foresee for the downtown? To what extent does the Town wish to be a partner with merchants and property owners in the maintenance/revitalization of the downtown? Does the Town see an investment role or primarily a moral support role? Or no role?

- i. Should the Town encourage or discourage new retail/commercial uses such as stores or shopping centers outside of the downtown? If so, what types and in what locations?
- j. Should the Town regulate the type and site design of commercial uses allowed along the major travel routes into and out of the downtown to encourage a concentration of year-round commercial development adjacent to the seasonal downtown and to discourage additional strip development and dilution of the critical mass of desirable commercial activity?
- k. Should industrial development be limited primarily to a single area of Town? What role should the Town take in encouraging industrial development in the community? Does the Town need an Industrial Park? What is the most desirable type of industrial development for Old Orchard Beach and how can this be encouraged?
- l. Should small scale commercial/industrial development be encouraged in areas other than the downtown, along major travel routes into and out of the downtown, and in the Industrial District? If so, where?
- m. How can the Town strengthen the tourist economy of Old Orchard? What role does the generations of summer residents play in the character of the community?
- n. How important is the Town's image and self-image to revitalizing its tourist economy? How important is revitalization of the downtown in upgrading the Town's image and self-image?
- o. Should the Town adopt "good neighbor" standards to assure that new commercial and industrial developments are well designed, protect the environment and neighboring properties, provide safe access, and promote the visual environment of the Town?

B. HOUSING

1. Summary

Since 1980, 870 households have been added to Old Orchard Beach's housing stock. Sixty-six percent of this increase occurred in three years (1985-87), increasing the total year-round housing stock by over one-third. In particular, the proportion of multifamily units, primarily representing condominiums and mobile homes, has roughly doubled.

Although crowded into perhaps one-third of Old Orchard's available 7.5 square miles with a summer density approaching 5,000 people per square mile, the housing stock is in largely good 2.

condition. However, the increasing use of winter rentals of the Town's motels and cottages by hundreds of students, young people, and families with limited incomes, raises concerns of overcrowding. The Town's schools are also influenced by the transient winter population in terms of the increased number of students and, in particular, of the high proportion of special education and Title I children.

A second concern rests in deficient neighborhood settings. Many houses in Old Orchard are on narrow streets without sidewalks, crowded in next to neighboring structures. This can create noise, privacy, fire hazard, and sometimes safety problems. In addition, the lack of buffers from commercial and seasonal uses and traffic, together with the other factors mentioned, all discourage a feeling of neighborhood pride, belonging, and commitment. While the exact number of houses in such a situation is not known, simply driving around Old Orchard shows that the problem is not uncommon, particularly in older neighborhoods. They need rehabilitation and improvements to the older houses. They need adequate streets and sidewalks. They need centers for community gathering, parks and open spaces, and sidewalks and community centers, where neighbors can visit with neighbors and a feeling of pride and ownership can be fostered.

This will require further work in defining the boundaries and characters of individual neighborhoods; identifying needed capital improvements; making appropriate zoning changes; and creating design and rehabilitation incentives.

Rental costs increased in Old Orchard Beach at a rate one-third faster than incomes during the 1980's. The effect of rental inflation on the ability of low and moderate income households in Old Orchard Beach to afford apartments in Old Orchard Beach means in practical terms that virtually all low and moderate income households in private rental housing in Old Orchard are now paying excessive costs. While it appears that apartments are available in Old Orchard Beach, rising costs have made them less accessible and affordable to low and moderate income households. This trend may be alleviated somewhat by the effects of the current recession.

The cost of owning a home, like rental costs, grew faster than incomes in Old Orchard Beach during the 1980's. The median price of a home rose 12% a year during the early 1980's. Recently this inflation has been reduced. The increase between 1988 and 1989 was only 5% and has probably declined further. However, as a result of the earlier inflation, the base price of housing remains high.

However, there is a stock of affordable housing available in Old Orchard. Many of these homes are in fact low-priced condominiums. A survey in early 1991 of seventeen condominiums in Old Orchard by Market Decisions showed that there is a healthy vacancy rate in current units of all price ranges, and that there are many more units which will become available in the coming years. This is an affordable housing stock, being built by the private market, on a scale which probably exceeds any other community in Maine. Given this abundance of vacant housing, both now and in the foreseeable future, an affordable homeowner strategy in Old Orchard should probably concentrate on helping low and moderate income households buy into this stock, rather than on building new low cost housing elsewhere.

2. Issues and Implications

- a. Given the small amount of land in Old Orchard Beach and the wide range of people who use it, it is important to carefully plan for its use to:

- meet the housing and other needs of its diverse population,
- prevent environmental and safety problems,
- insulate and buffer incompatible uses from each other to minimize conflicts between users, and
- preserve the beauty of the landscape and quality of life for its residents and visitors.

The particular strategies the Town chooses to address the affordability issue will reflect the level at which the Town wants to be involved in the affordable housing effort.

- b. Are there regulatory provisions in local ordinances which impose undue costs on new housing development that preclude the chance to build affordable housing? If so, can they be revised without harming other goals and objectives of the Town? Are there new provisions that could be enacted to encourage the private development of affordable units?
- c. At what level does the Town want to become involved in the affordable housing effort? Is the Town willing to assist in the financing of the purchase or development of affordable housing? Is the Town willing to make available Town land for affordable housing projects?
- d. How important are neighborhoods to the character and uniqueness of Old Orchard? How important is strengthening neighborhoods to promoting a sense of belonging, caring, and neighborhood and community pride? What types of improvements to and changes in neighborhoods are important to local residents? How can existing and potential conflicts between residential and nonresidential uses, primarily seasonal uses, be reduced?
- e. How important is the Town's image and self-image to strengthening its neighborhoods?
- f. What are the problems associated with winter rentals of motels and cottages? How should they be addressed? Is there a regional role in the definition of the problem and possible solutions?
- g. What other kinds of housing needs should the Town anticipate over the next decade, especially given demographic trends? What kinds of solutions should the Town consider to encourage the development of the necessary facilities to meet current and future residents' needs?

C. MARINE RESOURCES

1. Summary

Old Orchard's three miles of uninterrupted sand beach is the Town's primary economic resource. With no harbors, coves, inlets, or areas naturally suitable for port facilities along the coastline, there are no commercial or permanent recreational moorings or related facilities. The importance of the beach dune system to protection of the developed shoreline motivated the development of a Sand Dune Management Plan. Surf clam flats and waters between Old Orchard Pier and the jetty at Camp Ellis in Saco have been closed since 1987 because of bacterial contamination. Some sports fishing activity occurs along the beach. No water dependent uses, as defined by the State, are located in Old Orchard, although a very small number of shellfishermen and twenty-six licensed seafood dealers, largely restaurants, operate in the Town. Old Orchard owns its beach and has ample public access to it; however, this access is often uninviting, and in some cases, has been encroached upon by private landowners. Furthermore, the rights-of-way appear to be private, discouraging public use. A total of 270 boats are registered in Old Orchard Beach. The privately owned Old Orchard Pier is 475 feet long and hosts eighteen take-out food, souvenir, game, and other entertainment concessions.

2. Issues and Implications

- a. Visual and physical access to Old Orchard's beach is critical to the Town's character as well as its economic base. The Town should protect and improve its access points.
- b. A healthy sand dune system is very important for the protection of the Town's fully developed shoreline. How can the Town promote awareness of the importance of this natural feature? What should the Town do to provide additional protection of this resource?
- c. What role does regional and/or intermunicipal cooperation play in the protection of the Town's shoreline, water quality, dune system, and other marine resources? How can the Town best protect these resources?

D. PUBLIC FACILITIES AND SERVICES

1. Summary

Old Orchard's public facilities and services are fairly extensive ranging from public water and sewer through regional solid waste disposal, municipal public safety, education, and general administration through regional, private, and nonprofit health care and social services. The effects of growth may be seen in the need for careful capital improvement planning and annual budgeting to accommodate the need for new and/or increased equipment, facilities, and staffing for the wastewater treatment, public safety, and public works departments. Furthermore, Town Hall is in need of structural renovation to bring it to code for public assembly purposes and to accommodate additional office requirements. Waiting lists support the need for additional nursing care, nursery school, daycare, and Head Start facilities affecting residents at both ends of the age spectrum. The problem of "winter rentals," previously mentioned in the Housing Inventory and Analysis, has spillover effects on the school system. At least three documented cemeteries or grave sites have been lost or built upon.

Public safety needs are currently met by the Police, Fire, and Rescue Departments. Expenditures for staffing and equipment must be carefully planned over the coming decade to address growth in demand and the replacement of obsolete equipment. The need for a Public Safety Complex building expansion is also identified.

The Public Works Department is responsible for road maintenance and construction; dry waste collection and contracting for the transfer station; maintenance of Town cemeteries, parks, and other public buildings and grounds; maintenance of sewers and drains; maintenance and operation of the compost station; beach cleaning; maintenance of the comfort station; and maintenance and construction of sidewalks. As with public safety, expenditures for staffing and equipment must be carefully planned to address growth in demand and replacement of equipment.

Old Orchard's school system is located on approximately sixty acres in a campus-like setting off Jameson Hill and T for Turn Roads and includes administrative offices, Jameson School, Loranger School, the Junior High School, and the High School, housing grades K through 12. The recent addition and renovation of Jameson School will address capacity needs for the entire school system for the next six to eight years, barring unforeseen school-aged population expansion.

Old Orchard participates with other communities in York County to dispose of all burnable waste at the Maine Energy Recovery Company (M.E.R.C.) facility located in Biddeford. The Town contracts with a private hauler to collect residential waste and to transport the waste from the Transfer Station, located on Dirigo Drive, to M.E.R.C. Also, the Town contracts the management of demolition material/white goods at the Transfer Station and the

transportation of material to approved sites and/or recycling centers in Maine. In 1987, the Town became a partner in the York County Regional Demolition Facility Association. Old Orchard Beach, along with fourteen other communities in York County, is working with Southern Maine Regional Planning Commission to locate a regional demolition/stump dump facility. The Town formerly operated a demolition debris disposal site adjacent to the Town's Solid Waste Transfer Station on Dirigo Drive, off T for Turn Road as well as two municipal solid waste landfills located on Smithwheel Road.

The wastewater treatment system of the Town consists of a municipal treatment facility and a collection system. Existing needs are primarily governed by a Consent Decree signed by the State of Maine and the Town of Old Orchard Beach in October 1987. According to the Decree approximately \$2.4 million of improvements must be substantially completed on or before March 1, 1994. Another \$2.5 million of improvements have also been identified. Ongoing programs include continual sewer maintenance and miscellaneous collection sewer replacement. A program to separate stormwater from sewerage should be initiated to "buy capacity" at the treatment plant. No cost estimate to address this problem is currently available.

Since 1987 the Town has operated a Compost Facility on Dirigo Drive to recycle sludge from the wastewater treatment plant into a usable soil conditioner. Composting is done in a roofed building over aeration pipes where the sludge mixture "cooks" for about twenty-one days. The Town gives the compost free of charge to residents who note the amount and where it will be used. Large volume operators, such as contractors and nurseries, also receive the material free but are required to provide more detailed information as to the location and use of the compost. The popularity of compost among residents has grown somewhat since the facility first began operation and the Town has no current difficulty finding a market for the material.

The Biddeford-Saco Water Company is the primary supplier of public water for the Town. The source of water supplied to the Town comes from the Saco River. There do not appear to be any water capacity constraints for the next decade.

2. Issues and Implications

The Town of Old Orchard faces the following issues over the coming decade:

- a. The Town has significant public facility improvement needs. It will be very important for the community to carefully plan for public expenditures.
- b. Improvement and/or expansion of public water supply may be desirable in some parts of Town. The presence of and opportunity to extend transmission lines is available; however, the major issues to be resolved include where the limits of the service area should be and how to design a fee structure to minimize public expenditures.
- c. The Town should develop a master sewer plan for expansion of the service area and establish a program for financing the needed improvements.

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2007

- d. Should sewer and water service areas correspond to growth areas in the community?
- e. The facilities of the Police, Fire, and Rescue Departments will require expansion over the coming decade. Additional space is needed for personnel and equipment as well as for appropriate functioning of police activities. Similarly, staffing and equipment replacement must be carefully planned over the coming decade.
- f. How should the Town address the space and structural needs of the current Town Hall?
- g. How should the facility and service needs at both ends of the age spectrum be addressed, including the needs of disadvantaged youths and the spillover effects on the school system?
- h. How should the Town protect documented cemeteries and grave sites from disturbance and development?
- i. How can the Town protect itself from the financial uncertainties associated with MERC? What alternatives to dry waste disposal should the Town investigate?

E. CULTURAL AND RECREATIONAL RESOURCES

1. Summary

Old Orchard's cultural facilities are extensive for a Town of its size ranging from a library, art center, and historic society museum through municipal and private recreation facilities and numerous civic, fraternal, and community organizations. Not surprisingly, many facilities and services are inactive during the winter months which raises concern on the part of year-round residents. The most immediate needs include additional library parking during the summer months, upgrading and possible expansion of municipal park facilities, a summer recreation program particularly for children of working parents, a Recreation Building, and more adult recreation programming. In addition, enclosure of the SEAPAC facility and additional on-site parking could improve the commercial attractiveness of the facility and help mitigate some of the noise and parking congestion issues for local residents.

There are no known prehistoric archaeological sites in Town. The Maine Historic Preservation Commission indicates that no professional survey for historic archaeological sites has been conducted to date. The Commission further states that because of the limited area of the Town and the nature of its topography, there is little scope for encountering 17th or early 18th-century sites. The Commission does identify the Staples Inn located at 8 Portland Avenue and the Ocean Park Historic Buildings on Temple Avenue as listed on the National Register of

Historic Places. It also recommends that a comprehensive survey of above-ground historic resources needs to be undertaken to identify other Register-eligible properties.

Open space has been taken for granted in many Maine communities, but in recent years residents have come to deeply appreciate the existing open space areas in their communities and to seek ways of preserving remaining open space areas. The definition of open space areas include parks, nature preserves, game preserves, and sanctuaries among other areas. Several areas of Old Orchard Beach that are in both public and private ownership fall within this category. Some of these areas include the Scarborough Marsh/Prouts Neck Heritage Coastal Area, the Rachel Carson National Wildlife Refuge, and Jordan Park Marsh. There are numerous wetlands, wooded areas, and open spaces of value to the community.

2. Issues and Implications

While Old Orchard has a variety of recreational resources and recreational programs, some needs exist. Some issues the Town should consider include:

- a. How should the Town address the Library's parking needs?
- b. Should the Town undertake a regular schedule of capital improvements to address the needs of the identified recreation, park, and athletics facilities?
- c. What role should the Town take in recognition of the Performing Arts Center/Ballpark as a community resource as well as a source of noise and traffic congestion?
- d. Should the Town undertake a comprehensive survey of Old Orchard's aboveground historic resources? How can the Town preserve its remaining historic structures, neighborhoods, and sites?
- e. Should the Town attempt to formalize public or limited public usage of private lands for snowmobile and cross-country ski trails, hunting, and for access to rivers and streams for fishing?
- f. How can the Town preserve open space, scenic corridors, wetlands, woodlands, and wildlife habitats without infringing on individuals' private property rights? What are some of the means of creating "win: win" situations?

F. TRANSPORTATION SYSTEM

1. Summary

Between 1983 and 1989, traffic volumes in Old Orchard have grown significantly on major arterial and collector streets. The highest growth has occurred on State Route 5. Twelve roadway segments and intersections in Old Orchard have been identified as being high accident locations. These occur along Route 5, Route 98, and Old Orchard Street. The greatest concentration of accident problem areas is centered in the downtown area. Five intersections show both a safety and mobility problem; four of those locations are along the Route 5 corridor. The remaining location is West Grand Avenue and Old Orchard Street. In general, the average peak summertime travel speed is considerably less than posted speeds with the exception of small segments of Route 5 between Washington to Atlantic, Union to Temple, and Temple to Smithwheel. Considerable delays are experienced at Route 5 and Union, First and East Grand, and East and West Grand at Old Orchard Street.

The data presented clearly shows that development of the major roadway system in Old Orchard has not kept pace with Town growth and development. Traffic patterns demonstrate that seasonal traffic impacts heavily on the Old Orchard transportation network. Transportation system modifications are needed to significantly reduce or eliminate the conflicts between seasonal and local traffic needs. Solutions range from relatively low cost, quick fix improvements to comparatively high cost, long-term implementation strategies requiring considerable study and research prior to implementation.

The Town owns two parking lot facilities in the downtown area: the Veterans Memorial Park Municipal Lot and the Milliken Street Lot. The Veterans Memorial Lot competes with a park on the same property. The Milliken Street Lot is largely unimproved and underutilized. Despite these two facilities, the 1987 Downtown Revitalization Plan identifies the following parking issues:

- not enough beach visitor parking (public or private);
- insufficient short-term parking for convenience shoppers (as well as library users);
- enforcement of parking restrictions is poor;
- much of a potentially attractive, central city park (Veteran's Memorial Park) is devoted to parking; and
- current zoning in the downtown area relaxes parking requirements, which in turn worsens the on-street parking situation.

2. Issues and Implications

- a. Twelve roadway segments and intersections in Old Orchard have been identified as deficient. Five intersections show both safety and mobility problems. The Town should systematically include funding for traffic recommendations in its CIP and undertake additional study of recommended areas.
- b. The Town's roadway standards are in some cases conventional, favoring wide, paved travel ways. Do they properly balance the need for safe, easily maintained roads against the need for good urban and rural design and the ability to produce reasonably priced housing?
- c. The management of the number and design of driveways along thoroughfares is a key tool for traffic safety and in trying to make existing roadways work as efficiently as possible. Should the Town recognize this need and enact provisions to manage access?
- d. Should the Town's designated growth areas be designed in a way (appropriate density, mix of uses) that reduces dependence on the automobile and makes walking, biking, and shuttle bus use more feasible?
- e. How can the Town provide adequate parking without overregulation? What role should shared parking play in this effort? How can the Town increase parking opportunities, publicly and privately?
- f. What alternatives to automobile usage should the Town encourage? Should the Town have a bikepath plan and development program? How can the Town coordinate its efforts with private initiatives?
- g. Is a secondary link to the I-95 spur needed to improve overall circulation in the Town as well as providing secondary access to the Performing Arts Center/Ballpark and access to the existing Industrial District?

G. FISCAL CAPACITY

1. Summary

The Town's General Fund is currently maintaining a deficit fund balance. Several factors led to this situation, including the economic downturn of the entire area, adoption of unrealistic budgets in the past, and inefficiencies in the Town's financial management system. The Town has adopted a Financial Recovery Plan to correct these problems. However, the Town

traditionally used capital improvement bonding to finance items other than capital items and, in addition, important capital items and infrastructure improvements have been neglected. This past procedure will force future taxpayers to pay for today's services.

Total revenues in Old Orchard increased 56.2% from 1986 to 1990. While the various components of the property tax levy have remained fairly constant over this period, tax rate trends have increased since 1988. One of the major reasons for the increased reliance upon the property tax is the significant reduction (9.7%) in intergovernmental aid from 1985 on. This aid includes federal and state revenue sharing and state aid to education. In 1987, intergovernmental aid made up 24% of total revenues, while in 1990 it decreased to only 12% of the total. Thus, property tax and "other" revenue sources have increased to fill the void from the loss of state and federal aid.

Between 1986 and 1990, total expenditures increased 60.5%. Education spending is Old Orchard Beach's largest expenditure in both absolute terms and in percent of total expenditures. However, while the amount of actual dollars spent on education has increased since 1981, its percent of total expenditures has actually decreased (from 49% in 1981 to 40% in 1990). This decrease demonstrates that the increase in municipal spending is greater than that of education, with the gap increasing. The second largest component is public safety (12% in 1990), although as a percent of total expenditures it has decreased from 1981 (11%).

General measures of Old Orchard's debt service and long-term debt are on the high side. Although the Town is not exceeding its legal debt limit, it should carefully examine its ability to raise additional revenues in the future before it incurs further debt. This is a difficult situation since the Town will be facing major infrastructure needs in the next decade. Old Orchard will be forced to find new revenue sources to help fund these projects.

Financial policies and practices are being addressed anew in Old Orchard Beach. A Financial Recovery Plan, approved by the Town Council in 1990, is a major step in the right direction to help the Town get back on its feet.

2. Issues and Implications

- a. Like most municipalities in Maine and New England, the current economic slowdown, combined with the continuing rise in the cost of education and public services and the loss of state aid, has translated into greater tax increases and smaller fund balances than during most of the 1980's. This has put pressure on the Town to scrutinize all proposed new expenditures, including expenditures that may be desirable to implement this Comprehensive Plan. In addition, the Town's debt ratios are on the high side.
- b. From both political and fiscal perspectives, it is unlikely that the townspeople will approve a large number of substantial new capital improvement projects at any one time. This will make setting priorities for capital improvements increasingly important.

- c. The responsibility of preparing a CIP rests with the Town Manager and Town Council. In practice, the Town Manager compiles requests, evaluates, rates, and recommends capital items to the Town Council, which makes final selections. This process allows Town departments and organizations to discuss their needs directly with the Council. But there are disadvantages in the process:
- there is no routine, objective rating of capital items, and
 - there is not necessarily year-to-year consistency in what is included in the annual CIP.

The CIP would benefit by a more formal process of setting priorities.

- d. While difficult to quantify, a sprawling pattern of development is more expensive to serve than a compact pattern of development. Fire, police, road, school bus, utilities, and other services that are delivered across a geographic area are increased costs as distance increases. National studies (Frank, James E., The Costs of Alternative Development Patterns: A Review of the Literature, 1989) note the difficulty in measuring these costs, but they suggest that development spread out at low densities increases the cost of public facilities by between 40 and 400 percent. In Old Orchard, the increased costs may be most evident among the public sewer, public safety, public works, and school departments.

H. THE BUILT ENVIRONMENT

1. Summary

Old Orchard Beach is a town whose land uses have adapted to its seasonal resort character and economy. The seasonal nature of the economy of the Town has created a mix of uses that would normally be considered unsuitable in residential areas. Although this very combination of uses gives the Town some of its character, instances involving a mix of incompatible uses does create problems. One example is the location of hotels, motels, or campgrounds in residential neighborhoods. This type of relationship between uses in combination with the overall congestion of very small lot sizes, roadway configuration, and lack of open space, has probably contributed to the poor image of those areas of Town in which they appear. In addition, the boarded-up businesses in the downtown during the off-season create or sustain a negative image of and in the community.

Another impediment to attractive residential areas has been the lack of guidelines for the construction and siting of mobile home parks. The older parks are currently on poorly sited lots and are in deteriorated condition.

Commercial uses throughout Old Orchard Beach meet only a portion of the daily needs of year-round residents. Most shopping is done in the neighboring Towns of Saco, Biddeford, and South Portland. Not only does this inconvenience year-round residents, but the Town loses this revenue and the opportunity to supplement its tax base. The quality of some of the shops in the downtown, the boarded-up storefronts, general aesthetics, and lack of pedestrian amenities discourage the location of some businesses which could meet the needs of the year-round population and capture some of the retail purchases that go out-of-town. Inconvenient and insufficient parking increases congestion and image problems. See Appendix XII, the Downtown Revitalization Plan. The lack of industrial uses townwide furthers the Town's dependence on a resort economy.

Most public facilities which service the Town appear to adequately handle the increase in summer population; however, a review of Appendix V, subsection D. Public Facilities and Services suggests the need for the Town to address the issue of long-term planning and financing for upgrading and expanding public facilities and services.

The street system currently needs attention to adequately serve the year-round and summer population. See Appendix V, subsection F. Transportation Systems. A more clearly designated system of travel for the "unfamiliar" would assist in separating summer traffic and expedite movement of destination and through-traffic. In addition, streets are not clearly identified with street signs and pedestrian ways to accommodate tourists. A clear delineation of streets, coordinated with important pedestrian routes and crossings, would help alleviate the conflict which exists between pedestrian and vehicular traffic.

Insufficient parking facilities and improper access to those facilities which do exist increase the congestion in Old Orchard. In summer it is not unusual for spaces on residential lawns to be filled with automobiles which pay for the opportunity to park near the beach and commercial uses. Congestion created by insufficient parking not only obstructs access to the beach and creates an unsightly image along the Town's most valuable land, but also reduces the potential use of commercial and community facilities by year-round residents.

Review of land use in Old Orchard suggests that there are significant areas of undeveloped land. However, in assessing the natural features and the built environment, a lot of the undeveloped land is unsuitable for large scale development. See Appendix V, subsection I. Analysis of the Natural and Built Environment. The significant undeveloped land in Old Orchard, coupled with the lack of formal access by the public to the open space, suggests a need for coordinated planning for the utilization of open space. Perhaps some undeveloped parcels could be developed for the benefit of residents and tourists at a profit to the Town. Or formal access agreements could be negotiated with existing and proposed landowners of key properties. Ways to bring open space, designated for active or passive recreational use, into existing and proposed residential neighborhoods could be explored. The openness represented by the numerous campgrounds scattered throughout Town should not be taken for granted. Without landowner cooperation, these lands could be developed in the future.

2. Issues and Implications

- a. The 1980's were watershed years in terms of Old Orchard's pattern of land use: a time when suburban development wasn't merely an extension of an older urban center, but rather spilled out to the rural corners of the Town. The historic format of a nineteenth century seaside resort including a compact urban core of year-round and seasonal residences and services hugging the shoreline, surrounded by large expanses of undeveloped wetland, farm, and forestland was substantially breached. And most of the economic and market forces suggest that suburban development will continue to replace sensitive wetlands and formerly rural lands.

This pattern is one of single family homes on relatively large lots; no or limited public utilities; little public open space and few public activities (churches, day care, home occupations that receive public traffic) in the private development; a rigorous separation of uses, so that places of living are distant from places of work and shopping; large yards and immediately adjacent open space, with a premium on privacy and quiet; the removal of privately owned open lands from informal public use (for hunting, hiking, snowmobiling, etc.); an increased reliance on the auto for even convenience items; and generally a system of neighborhoods in which privacy and large yards/open space are traded against distance, isolation, and heavy reliance on the automobile.

Which pattern of settlement does the Town want in the future: the traditional nineteenth century urban/rural pattern, a suburban pattern, or something in between? If a suburban pattern, how should the goal of Maine's Growth Management Act to "prevent sprawl" be addressed?

- b. If the Town wants to redirect growth into a pattern that is more like the traditional nineteenth century urban/rural pattern, should the effort be toward expanding the boundaries of the urban core?
- c. If the suburban pattern of development prevails, with development continuing to spread to rural areas that lack public services, should the Town attempt to preserve significant blocks of open space and a sense of rural character through mandatory cluster development designs, preserved open space, limited access to major roadways, roadway buffers, and similar techniques?
- d. How should the Town address the incompatibility of year-round residential and seasonal uses? Are "good neighbor" standards in order? Are they adequate?
- e. How important is the downtown as the focal point for Old Orchard? Should there be a concerted effort, public as well as private, to assure its long-term viability? Conversely, should a zoning pattern that encourages suburban commercial development along major arteries be allowed? How can the Town encourage the development of an adjacent and

supporting year-round downtown? Should the Town let the market take its course with respect to commercial development?

- f. How can industrial development fit into the Town's economic base? Can it be compatible with the Town's tourist base? Where should it be directed to reduce conflicts with seasonal uses, year-round residents, and sensitive natural environments? What kinds of infrastructure improvements will it require?
- g. The eleven existing campgrounds in Old Orchard Beach represent a significant portion of open space in Town, especially in the urban core. How can the continuation, and in some cases, the expansion of campgrounds, be accommodated while protecting adjacent year-round residential neighborhoods? If these areas are to be developed, how can the most and best open spaces be preserved?
- h. Old Orchard's woodlands are important both to the local economy and to the local landscape. What steps are necessary to keep wooded land available for forest management and to keep such management economically viable?
- i. How can the need for regulation of the use of land be balanced with landowners' desires for unfettered control of their land?
- j. What is important to Old Orchard's rural character and sense of community? How can it be maintained?
- k. How can new residential development occur in a way which preserves the rural character of Old Orchard?
- l. Should development be permitted along existing roads or should new housing be required to be located away from the road to preserve the rural streetscape?
- m. How can the Town assure that housing remains "affordable" for the low and moderate income and elderly residents of the Town?
- n. What density should be allowed in outlying areas without sewers? How should environmental protection, ruralness, and affordability be balanced?
- o. How can new residential development be accommodated in built-up areas in a way which is in character with the existing fabric of the community?

I. THE NATURAL ENVIRONMENT

1. Summary

Old Orchard's natural environment reflects the interaction of various natural features. The advance and retreat of the Late Wisconsinian glacier has profoundly affected the Old Orchard landscape, most notably in allowing the sea to deposit the marine sands and silty clays of the Presumpscot Formation, and in the deposits of thin tills at higher elevations. Not surprisingly, drainage in Old Orchard is variable, ranging from excessively to poorly drained soils. Septic suitability is generally poor, as is agricultural productivity. Forestry productivity, however, is fair throughout most of the Town. One sand and gravel aquifer is located from Smithwheel Road to the western border of the Town, yielding ten to fifty gallons per minute. Two major watersheds drain virtually all of the Town to Saco Bay. All coastal streams and their tributaries that drain to tidewater are classified C by the DEP. All tidal waters are classified SB with the exception of the tidal water of the Goosefare Brook, which is classified SC.

There is widespread urban development in Old Orchard, although wooded areas occur in the non-urban areas along the Ross Road, Milliken Mills Road, and Portland Avenue. A variety of fields are also evident. A number of unique natural areas and wildlife habitats occur in Old Orchard, most associated with the marine or riverine systems. Four natural heritage and critical areas reflecting endangered or valuable plants have been identified. The entire shoreline and the Goosefare Brook from the coast to the Boston and Maine Railroad are designated coastal heritage areas. The Little River/Jones Brook marsh is currently a proposed coastal heritage area. IFW and local studies have identified a number of wetlands, fisheries habitats, and shorebird feeding/roosting areas. One high value deer wintering yard is located south of Milliken Brook between Milliken Mills Road and Ross Road.

2. Issues and Implications

The inventory of the Town's natural resources identified the following issues and implications for the future growth and development of the community.

- a. The Town contains significant areas in which soils conditions limit the installation of septic systems. The Town should consider restricting new, unsewered development in these areas and should direct growth away from these parts of the Town unless sewers are available, feasible, and desirable.
- b. The ability of the soils to accommodate on-site sewage disposal varies greatly. The density of development in areas outside of the sewer service area should be tied to the suitability of the soil for septic systems.

- c. Much of the offshore mapped 100-year floodplain in Old Orchard Beach is undeveloped. Unwise use of the floodplain creates the potential for property loss, contamination of the water and increased flooding due to damming action. The Town should consider restricting development in undeveloped floodplains and regulating activities in these areas to prevent contamination, to minimize property damage, and to assure that flooding of upstream properties is not increased.
- d. The Town contains large areas of wetlands. These areas are unsuitable for many uses, and some areas have value as wildlife habitat. The Town should restrict the alteration or filling of identified wetlands to protect against unsound development and to maintain their value as habitat. How should the Town improve public awareness of the value of wetlands?
- e. Wetlands with significant wildlife value are vulnerable to changes in the upland fringe since this area is critical to this wildlife value. The Town should consider requiring that buffers are maintained around wetlands that are valuable wildlife habitat.
- f. The riparian zone adjacent to the Town's rivers and streams play an important role in their value as fishery and wildlife habitat. The Town should consider working to retain naturally vegetated buffers along stream segments that have high or medium value as fishery or wildlife habitat.
- g. One high value deer wintering yard is located in the community. How actively should the Town work to preserve this resource?
- h. How should the Town improve public awareness of the value of environmental resources to the community and of the types of activities that can jeopardize them?
- i. Old Orchard has numerous areas of natural and cultural significance. These are exceptional resources which should be preserved. How can the Town best accomplish this?

J. ANALYSIS OF THE NATURAL AND BUILT ENVIRONMENTS

The natural landscape--its geology, topography, soils, surface water, groundwater, climate, wetlands, vegetation, wildlife, potential for resource production, and other natural areas--as well as the built environment--its presence or absence of sewer and water, special cultural resources or community facilities--present both constraints to and opportunities for development.

The constraints can be generalized as follows:

	Severe	Significant	Moderate	Least
Slope				
• 25% or greater	X			
• 15% to 25%		X		
• under 15%				X
Soils (w/septic) ¹				
• unsuitable or poor	X			
• fair		X		
• good			X	
Soils (w/natural drainage)				
• poor	X			
• well-drained				X
• excessively drained ²			X	
Open Water	X			
100-Year Flood Plain/Velocity Zones	X			
Aquifer/Aquifer Recharge		X		
Wetlands	X			
Sand Dunes	X			
Gravel Pits			X	
Active Forestry		X		

¹In areas that are unsewered/unlikely to be sewerred in next 5-10 years

²Because excessively drained soils pass water quickly, they could be areas of potential groundwater and surface water contamination for certain types of land use (land fills, septic systems, underground oil tanks, etc.).

	Severe	Significant	Moderate	Least
Unique Areas and Wildlife Habitat				
• natural heritage/critical areas	X			
• coastal heritage areas		X		
• coastal wildlife concentration areas		X		
• fisheries habitats				
- high value	X			
- medium value		X		
- low value				
- unknown value		X	X	
• wetlands habitats				
- high value	X			
- medium value		X		
- low value				
- unknown value		X	X	
• deer wintering yards		X		
• shorebird feeding/roosting areas		X		
Special Cultural Resources				
• Campground Association Facilities		X		
• Ocean Park Association Historic Sites		X		
- Temple, Bell Tower, Porter Memorial, Jordan Memorial Hall, Covered Bridge War Memorial, Guild Park				
• Parks, Preserves, and Sanctuaries	X			
- portions of Scarborough Marsh, Rachel Carson Wildlife Refuge, Jordan Park Marsh				

The presence of an existing or likely to be extended public water supply, public sewer system, and/or public stormwater drainage system can overcome, in part or in whole, certain constraints related to soils. Provided that the soils are not hydric or otherwise indicative of wetlands, a public sewer system can convert a moderately or significantly constrained area to a "least" constrained area.

Using these generalizations as a guide, and with the inventories of the natural and built environments in mind, a constraints and opportunities map of the Town can be created. See Figure 3. The results are summarized as follows:

1. Severely Constrained Areas

All of the dune and beach system, the flood plains and marshes adjacent to the Goosefare Brook and associated tributaries, the flood plains and marshes adjacent to the South Banks Brook, Little River, and Mill Brook system, including their tributaries, and unsuitable or poor soils for

septic disposal in the north, northwest, and northeast parts of Town (unsewered and unlikely to be sewerred in the next five to ten years).

2. Significantly Constrained Areas

The aquifer in the northwest part of Town and fair soils for septic suitability in the north, northwest, and northeast parts of Town (unsewered and unlikely to be sewerred in the next five to ten years).

3. Moderately Constrained Areas

Excessively drained soils scattered throughout the Town but concentrated primarily in the Half-Way/Smithwheel Road/T for Turn Road area and along Cascade Road and part of Ross Road.

4. Least Constrained Areas

Except for the beach, wetland areas, and areas of excessively drained soils, the entire existing public sewer service area or areas likely to be sewerred in the next five to ten years.

Section IV

COMMUNITY GOALS AND POLICIES

The following community goals outline a basic philosophy of what Old Orchard Beach is and should be in the future. Taken as a whole, these goals establish a vision of what the residents of Old Orchard want the Town to be. They are intended to provide a general policy framework upon which to base the recommendation of the Plan.

Of the sixty-one goals defined in this Plan, the most important goals follow:

Direct growth within and adjacent to existing developed areas of Town where municipal services and utilities can be provided in an efficient manner.

Utilize innovative techniques to preserve open space, sensitive natural resource areas, and the character of rural roadways.

Improve the Town's self-image and media image.

Re-examine existing zoning regulations to consider the allowable mix of uses in residential neighborhoods and zoning boundaries.

Encourage new year-round institutional, commercial, service, and clean light industrial uses in designated areas to diversify the tax base, promote local job opportunities, and provide year-round services.

Promote the revitalization of Old Orchard Beach's tourist economy by attracting more families, seniors, and "summer residents."

Assure that critical areas as identified in the inventories including wetlands, floodplains, dunes, unique natural areas, areas with steep slopes, areas with endangered or valuable plants, wildlife habitats, and fisheries are protected from misuse which damages their natural resource value or creates public safety or health concerns.

Work regionally to prevent and mitigate negative environmental impacts.

Develop or upgrade recreational facilities to meet the needs of Old Orchard Beach residents such as neighborhood parks and playgrounds, a community center, pedestrian/bicycle paths, access to Milliken Mills Pond, and Memorial Park.

Protect and upgrade public access ways to the beach.

Encourage private property owners to upgrade the physical condition and appearance of their property which shall include signage and the appearance of boarding-up during the off-season.

Undertake a careful and consistent program of long-range capital improvement planning (CIP).

Encourage recycling and composting as a further alternative to dry waste disposal.

Encourage the use of public transportation and satellite parking lots to reduce traffic congestion and promote the efficient use of parking facilities.

Planning for the future of the Town involves making decisions about how the land resources of the community should be used. In some situations, these decisions are quite straightforward due to existing development patterns or overriding natural features, and therefore, do not involve major policy questions. However, in most situations, the decision is more difficult and needs to be guided by the long-range goals and policies of the community.

The more specific policies, coupled with land use and implementation strategies, build upon the opportunities and constraints identified in Appendix V. Inventories and Analyses, and layout a detailed set of proposals for how Old Orchard should guide its growth and change during the 1990's.

A. GENERAL GROWTH AND DEVELOPMENT

Local Goals: Direct growth within and adjacent to existing developed areas of Town where municipal services and utilities can be provided in an efficient manner.

Preserve the open, rural character of rural roadways which include the Ross Road, part of Portland Avenue, and Milliken Mills Road areas.

Encourage the use of planned unit developments which promote better land utilization.

Utilize innovative techniques to preserve open space, sensitive natural resource areas, and the character of rural roadways. *need council support!*

*Working w/ TACBS
for access
limitations*

Protect the roadscape and capacity of major rural roads by limiting direct access and maintaining natural buffers along the rights-of-way.

Policies:

BACKGROUND: Old Orchard Beach's community character is defined in large part by its history as a nineteenth century seaside resort. This settlement pattern includes a compact urban core of year-round and seasonal residences and services hugging the

coastline, surrounded by large expanses of undeveloped inland wetland, farm, and forestland. The designation of growth and rural areas reflects the Town's desire to preserve this traditional development pattern. To accomplish this basic policy, the Town must avoid suburbanization of its rural areas.

Suburbanization is characterized by a development pattern of single family homes on relatively large lots; absence of or limited public utilities; little public open space; and few public activities like churches, day care, or home occupations, integrated into residential development. This land use pattern rigorously separates different types of land uses so that places of living are distant from places of work, shopping, services, and social activities, making reliance on the automobile for even convenience items necessary. Suburbanization often provides large yards which favor individual privacy and quietude over informal public uses such as hunting, hiking, snowmobiling, cross-country skiing, etc. It creates a system of residential neighborhoods in which privacy and large yards are achieved, but at the expense of isolation, heavy reliance on the automobile, and loss of rural character.

- A.1. Direct the projected growth in population, commerce, and industry to suitable areas of the Town. "Suitable areas" means areas relatively free of natural resource constraints or areas which have economical access to existing public sewer and water facilities.
- A.2. The concentration of development in growth areas and the preservation of rural areas imposes less expense on municipal services, is easier to serve, and is less damaging to the Town's natural and scenic environment than a spread-out, suburban pattern of settlement. It can also produce a high quality of life and comfortable living space. Therefore, the Town should direct development toward growth areas. It should also severely restrict development in resource protection areas and discourage development in rural areas. In implementing this policy, the Town should consider an array of measures, including density, other land use regulations, and contract zoning.
- A.3. The proposed pattern of development must include an area of land sufficient to accommodate projected growth and to allow the proper working of the market place. It must also:
 - assure ample opportunity for affordable housing within growth areas and
 - address the impacts on rural landowners.
- A.4. The Town should examine its land use ordinances to determine whether its design, road construction, performance, and other standards are helpful to or harmful to appropriate urban and rural design. When necessary, they should be amended to promote the desired pattern of development.

A.5. It is essential that the Town establish standards of design which will promote a desirable urban and rural environment. Such standards should govern the new construction and the rehabilitation and conversion of buildings. They should promote a compact form of development which does not threaten the value and character of established neighborhoods or natural systems. Where appropriate, the Town should seek assistance from design professionals for this purpose.

A.6. Fourteen growth areas are designated and described in Figure 4. They include:

- six residential districts,
- one combination residential and motel/hotel district,
- two commercial and business districts,
- one light industrial district, and
- two shoreland zoning districts.

Two additional areas of development are described in the Planned Unit Development (PUD) and Planned Mixed Use Development (PMUD) Districts, which can be applied in a number of existing districts.

A.7. The residential districts include:

- R-1 Single Family Residential District,
- R-1A Single Family Residential District,
- R-2 Multifamily Residential District,
- R-2A Single and Multifamily Residential District,
- R-3 Single Family Residential District, and
- R-4 Multifamily Residential District.

A.8. The R-1, R-2, and R-3 Districts are part of Old Orchard Beach's historic urban core and reflect the customary mix of residential and accessory educational, public, and religious uses. Density of uses in this area should reflect the traditional compactness of development found in these areas, as long as adequate emergency access is maintained. To this end, minimum lot sizes should continue to range from 9,000 to 22,500 square feet.

A.9. The R-4 District is adjacent to Old Orchard's historic urban core and is intended to accommodate single and multifamily homes, mobile home parks, mobile homes on individual lots, and accessory education, public, and religious uses. The minimum lot area is 9,000 square feet.

A.10. The R-1A and R-2A Districts are located in the less developed part of Town alongside Cascade Road. Accordingly, minimum lot sizes are larger, 15,000 to 75,000 square feet, depending on the availability of public sewer. As with the R-1, R-2, and R-3 Districts, the R-2A District allows for the customary accessory,

educational, public, and religious uses. However, the pattern of uses in the R-1A District is largely suburban.

- A.11. The R-M Residence and Motel District is also part of the Town's historic urban core. This District allows all of the residential and customary uses plus hotels and motels. The minimum lot area is 10,000 square feet.
- A.12. The two commercial and business districts include:
 - B-1 General Business District and
 - B-2 Highway Business District.
- A.13. Both the B-1 and B-2 Districts allow for a variety of retail, business, service, and residential uses. The principal difference between the districts is in minimum lot size. The B-2 District is intended for business uses which require larger areas than are available in B-1 and where exposure to the passing motorist is an asset in attracting patrons. To this end, minimum lot size for residential uses is 10,000 square feet in both Districts. Minimum lot size for nonresidential uses is 4,000 square feet in the B-1 District, but 20,000 square feet in the B-2 District.
- A.14. The L-1 Light Industrial District accommodates clean light industrial and business park uses. Minimum lot size in this District is two acres.
- A.15. The two shoreland zoning districts include:
 - S-B Shoreland Business District and
 - S-R-M Shoreland Residence and Motel District.
- A.16. The S-B District is that part of the B-1 District (November 1975) that is located within the floodplain between the railroad and the beach within 250 feet of mean high water. The primary difference between the S-B and the B-1 Districts is that multifamily dwellings, apartment houses, hotels, and motels are conditional uses in the S-B District and are permitted uses in the B-1 District. In addition, State Shoreland Zoning provisions apply in the S-B District. Minimum lot size for residential uses is 10,000 square feet and for nonresidential uses is 4,000 square feet.
- A.17. The S-R-M District is analogous to the R-M District in that residences, hotels, and motels are allowed uses. However, since the S-R-M District is located within 250 feet of the mean high tide, State Shoreland Zoning standards apply. The minimum lot size is 10,000 square feet.

- A.18. The PUD Planned Unit Development District is an overlay district intended to provide for innovative residential design. Because of the nature of a planned unit development, a large minimum lot size is required to ensure that the project has adequate land area to support the process of developing a master plan. The minimum lot size for a PUD is 5 acres.
- A.19. The PMUD Planned Mixed Use Development District is an overlay zone intended to provide for hotel, commercial, business, and residential facilities of integrated design. Because of the nature of a planned unit development, a large minimum lot size is required to ensure that the project has adequate land area to support the process of developing a master plan. The minimum lot size for a PMUD is 20 acres.
- A.20. The eleven existing campgrounds in Old Orchard Beach represent a significant portion of the open space in Town, especially in the urban core. Presently, campgrounds are an allowed use only in the Rural District. With the appropriate use of buffers, siting of facilities away from property boundaries, and regulation of lighting, litter, and trash removal, as well as careful control of access routes and locations, campgrounds can coexist harmoniously in some residential neighborhoods. Therefore, existing campgrounds should be allowed to expand as a conditional use with standards to assure their operation as "good neighbors."
- A.21. Employing the pattern of development described above, the existing urban core must expand and accommodate infill development for future growth. Inevitably, this will mean the development of undeveloped lands, some that may currently be active farm or woodland, unique natural areas, valuable wildlife habitat, or open space. Although these lands may not be central to the local or regional economy, they contribute importantly to the area's environmental and social well being and help to define Old Orchard Beach's character. To minimize the loss of these lands, the Town should, within designated growth areas:
- require parcels equal to or greater than 10 acres to use innovative techniques like planned unit development (PUD), open space development, or contract zoning to maximize the open space preserved in the development, to protect sensitive resources, to minimize infrastructure needs/development costs, and to protect aesthetic character;
 - encourage a mix of uses to discourage the need to drive for local convenience shopping and services;
 - consider incentives like density bonuses; and
 - conventional development patterns should be allowed as a conditional use if the applicant can demonstrate a compelling reason for why the project should not be developed using open space development techniques.

Outside of designated growth areas:

- discourage conventional suburban residential development by requiring the use of innovative techniques like PUD, open space development, or contract zoning to maximize the open space preserved in the development, to protect sensitive resources, to minimize infrastructure needs/development costs, and to protect aesthetic character;
- protect sensitive natural, wildlife, scenic, and cultural resources;
- encourage continued agricultural and forest uses; and
- preserve wooded borders along rural roadways.

A.22. The rest of the Town should remain relatively open and rural in character, preserving current wetland, farm, and forest uses. Rural character in Old Orchard is a relative term. Certainly Old Orchard is not rural in comparison with many communities in Maine. Old Orchard is a small, fairly urban town. The remaining wetlands, farms, forests, and uncluttered rural roadways are valued by the community. To preserve these values, a suburban type residential development pattern should not be allowed in the rural areas. This policy is not intended to prevent development, but to regulate how that development occurs.

New construction of residential and commercial uses that meet the "good neighbor" standards (described in Policy C.4.) is encouraged. Siting should preserve the visual environment by locating buildings in or adjacent to wooded areas (as opposed to open fields) which will maintain the natural landscape to the maximum extent possible. Performance and design standards should be used to preserve rural character.

Direct access to rural roadways should be minimized by requiring and/or encouraging frontage roads, shared driveways, or access roads in the subdivision and site review process. Waiver provisions for this requirement should be provided based upon standards to minimize the possibility of abuse. Fifty feet of natural buffer should be preserved alongside rural roadways, or, where no natural buffer remains, 25-50' of buffer should be planted with indigenous plants to maintain the aesthetics and character of rural roadways. The removal of vegetation in the buffers should be regulated. Noise regulations (upper limits, time of day, etc.) for commercial/industrial uses should be established.

New residential development should be limited to a level compatible with the natural capacities of the soil and other natural resources to adequately treat waste water. Use of open space zoning, traditional neighborhood design, contract zoning, and other measures that would preserve significant percentages of prime wetland, farm, and woodland, unique natural areas, wildlife habitat, and the interconnections of the resulting open spaces should be encouraged.

Minimum lot size in the Rural District ranges from 40,000 to 75,000 square feet, depending on the availability of public sewer. This minimum is significantly more than that allowed in Old Orchard's urban core.

- A.23. The Town should explore the concept of net residential acreage and net residential density.
- A.24. The Town should explore the concept of a transfer of development rights program, in cooperation with those neighboring towns that are part of the same housing market.
- A.25. Old Orchard Beach should undertake cooperative efforts with the adjoining communities of Scarborough and Saco, with whom shorelines, watersheds, and roadways are shared, to coordinate common interests such as watershed protection and to minimize conflicts associated with growth and rural area designations.

Local Goals: Maintain the small town character and uniqueness of Old Orchard Beach.

Improve the aesthetics of the community for the benefit of the general public.

Improve the Town's self-image and media image.

Develop a Town-wide open space plan to identify, link, and preserve significant view corridors and parcels of land.

Policies:

- A.26. In addition to preserving the urban and rural development pattern as a means of maintaining the character and uniqueness of Old Orchard Beach, the integrity of neighborhoods should be strengthened and revitalized to promote a sense of belonging and caring. The Town should support efforts to improve neighborhood pride.
- A.27. Because of its importance to the Town's character, public access to the beach should be protected and improved.
- A.28. Part of Old Orchard's uniqueness lies in the fact that the Town's population is made up of generations of families returning to the community year after year. Continued support of these long-time summer residents is important to the cultural and economic diversity of the community.
- A.29. View corridors for scenic vistas and visual access to the water is critical to the Town's character as well as to its tourist base. Definition and protection of aesthetic features like the beach, coastal wetlands, the white pine/hemlock forest

in Ocean Park, Old Orchard Street, Town Square, and the Little River area should be provided for in the Town's Comprehensive Plan. Development regulations should assure that new development is designed and sited in ways which protect significant views to the maximum extent possible. This may include height restrictions, allowing building heights to be stacked-up as you go back from ocean, and staggering buildings to preserve view corridors.

- A.30. The Town should promote an education campaign regarding the importance of aesthetics to community image, pride, and action and to instill civic pride in residents and business owners.
- A.31. Within neighborhoods, the Town should require that exterior storage of miscellaneous items such as junk cars, bedsprings, pipes, old appliances, etc. be prohibited. The Town should organize and/or support neighborhood clean-up days and encourage residents to regularly pick up stray trash.
- A.32. The condition of the business community also has an impact on the image and attractiveness of the Town. The Town should require dumpsters to be placed entirely on the public or private property they are serving and to be screened from view from the public right-of-way. If a property owner is unable to house and screen a dumpster entirely on the property, daily trash pickup should be provided at private expense. In addition, the Town should require the owners/operators of businesses in the downtown to maintain the area in front of their businesses by cleaning the sidewalk, picking-up trash, and alerting the local police to disturbances or undesirable loitering. The Town should explore the feasibility of establishing a maintenance assessment in the downtown development district. And finally, the Town should regulate off-season boarding-up of businesses.
- A.33. The impression created by public facilities and spaces has a dramatic effect on the aesthetics and image of a community. The Town should, therefore, upgrade visible public facilities such as benches, lighting, sidewalks, paving, trash receptacles, wiring, etc. in the beachfront, downtown, and neighborhoods. Old Orchard should also put up street signs to identify street names and replace/maintain dilapidated fire alarm boxes. Other efforts should include developing a litter control ordinance, a tree-removal ordinance, a sign control ordinance, and a long-range landscaping plan to guide capital expenditures for planting trees and orchards. The Town should strengthen its development review process by incorporating into the site plan review ordinance minimum site design and landscaping standards.
- A.34. Old Orchard should encourage and support functions like the Beach Olympics, Old Orchard Beach Friends of the Performing Arts, Civic Pride Night, and Citizen of the Year Awards to present the community in a positive light and to encourage civic pride. The Town should work closely with the Chamber of

Commerce to improve the Town's image. And lastly, to help improve the Town's image outside of the community, the Town should make every effort to anticipate and execute State requirements prior to being required to take action.

A.35. The Town should encourage the preservation of wetlands, farming, woodlands, and open space through:

- incentives to property owners to maintain the land's open status, including current use assessment and conservation easements;
- assuring that the Town's land assessment policies do not place an undue burden on the owners of wetlands, farms, and woodlands by placing development values on land which is not suited or intended for development; and
- establishing "right to farm" and "right to forest" provisions to explicitly provide that farming and forestry activities, including noisy, dirty activities, are permitted, even if they create some adverse impacts on nearby residential uses.

A.36. The vast majority of land in Old Orchard Beach is in private ownership and will remain so in the future. Therefore, the individual decisions of these landowners will play an important role in shaping the future of the Town. While public regulation of these landowners can accomplish some of the Town's goals, more can be accomplished through a cooperative effort which balances the landowners' interests with the interests of the general public.

A.37. The Town should educate the public as to the role private landowners play in assuring the future character of Old Orchard Beach. Landowners should be encouraged to view their ownership of the land as a form of stewardship in which they play an important role in influencing the future of the land and the Town.

A.38. The Town should provide landowners assistance in planning for the use of their land to help them address local concerns in ways which minimize the impact on their holdings.

A.39. Old Orchard Beach should undertake cooperative efforts with the adjoining communities of Scarborough and Saco with whom coastlines, watersheds, and roadways are shared to coordinate common interests, (such as improving and maintaining water quality, and watershed protection), and to minimize conflicts associated with growth and rural area designations.

Local Goal: Promote the preservation of historic structures, sites, and archaeological resources both locally and regionally.

Policies:

A.40. The Town should preserve historic structures, neighborhoods, and sites in the community, particularly in the downtown. This includes the Town Hall building (but not necessarily the function within the building), Ocean Park, the Campground area, Stone Village, Grand Beach, numerous cemeteries, the old airport in Grand Beach, the pier, and the building currently housing the Blue Goose Restaurant which is the oldest house in Town, among others which are identified in the inventories or may be added to the inventories from time to time. To aid in this effort, the Town should:

- identify additional structures, sites, and archaeological resources to be preserved and add them to the inventories and
- develop a local register of historic sites including, among others, those on the State and National Historic Register.

A.41. Furthermore, the Town should ensure that any historic structures, sites, and archaeological resources are protected in the development review process by:

- inviting the Old Orchard Beach Historical Society to participate in the development review process, where appropriate;
- developing an ordinance protecting historic structures and sites;
- developing architectural review standards for identified historic structures and sites to ensure the preservation of their historic character; and
- protecting sites identified in the future by State, local, or regional interest groups, or by developers in the development process.

Local Goal: Provide adequate parking without over-regulation.

Policies:

A.42. The Town should develop a comprehensive parking plan identifying parking standards, shared parking opportunities, and the location of parking and no parking areas. Input should be sought from the Fire Chief in evaluating fire access needs and the width of streets and rights-of-way. Business people and property owners should be invited to cooperate in the development of this plan to assure that adequate parking is provided without over-regulation and to identify opportunities to meet parking needs. Furthermore, the Town should:

- provide parking permits and permit designated areas for residents,
- provide appropriate signage to direct people to designated parking areas (high priority),
- encourage public/private transportation like trolleys,
- designate some spaces in municipal lots for short-term parking,
- encourage bicycle use,
- stripe parking spaces, and
- require uniform enforcement of parking ordinances.

A.43. In an effort to increase parking opportunities, the Town should:

- investigate the feasibility of developing the area along the railroad tracks near First Street as a parking lot,
- develop municipal parking lots or a parking garage,
- develop and utilize satellite parking lots,
- require new businesses to provide adequate parking,
- review leased land used for parking to assess compliance with parking standards, and
- reconsider the current parking bonus in the zoning ordinance for businesses in the central area.

B. RESIDENTIAL DEVELOPMENT

Local Goals: ✓ Strengthen the integrity of Old Orchard Beach neighborhoods.

✓ Re-examine existing zoning regulations to consider the allowable mix of uses in residential neighborhoods and zoning boundaries.

Policies:

- B.1. Strengthening the integrity of neighborhoods is essential to maintaining the uniqueness of Old Orchard and improving its self-image. A number of activities on the part of the public and private sectors can help bring this change about.
- B.2. The Town should identify existing residential neighborhoods, examine the allowed mix of uses, and adjust zoning boundaries and standards to buffer residences from the impacts of incompatible uses like tourist activities, campgrounds, hotels/motels, and associated traffic. Buffers should reduce the ongoing nuisances of noise, litter, and safety concerns associated with commercial operations.

Development of new campgrounds and hotels/motels in designated residential neighborhoods should be prohibited.

- B.3. The Town should also create open spaces, parks, and play areas in neighborhoods to provide opportunities for community gathering and recreation, as well as to improve aesthetics and increase neighborhood pride. In addition, the Town should provide or upgrade sidewalks as appropriate to provide safe means of pedestrian movement within neighborhoods and to major arterials.
- B.4. Property owners should be encouraged to upgrade structures and landscaping on their property. Development of a crime watch neighborhood program should be encouraged. The Town should assist residents in the organization and development of neighborhood clean-up efforts.

Local Goal: Update the existing Housing Code to address the issue of winter rentals.

Policy:

- B.5. The Town should address the problem of winter rentals by setting minimum square footage per person requirements to avoid overcrowded and undesirable living conditions. In addition, the Town should establish minimum standards for winter usage of hotels/motels and summer cottages.

Local Goals: Work regionally to provide a diversity of affordable housing opportunities.

Promote a wide variety of housing opportunities to meet the needs of various types of households and various income levels.

Policies:

- B.6. The Town should adopt mechanisms to foster construction of well-planned, affordable housing developments, including congregate housing, nursing homes, multifamily rentals, condominiums, single family detached homes, mobile home parks, sites for modular units, and scattered site/infill projects to provide for residents of various income levels. Mechanisms that deserve consideration include:
 - assuring that local development regulations do not result in unnecessary development costs beyond those required to assure that the public is protected, long-term public costs are minimized, the environment is maintained, and abutting property owners are afforded a reasonable measure of protection;
 - the use of Planned Unit Development (PUD) or contract zoning to provide incentives to developers to dedicate a given number of their proposed lots

for affordable housing. The contract zone can incorporate specific design requirements to assure compatibility of the development with the surrounding area; and

- allowing the conversion of single family homes in the urban core to multifamily units or allowing the permanent addition of "temporary dwellings" or "mother-in-law apartments" to a single family lot (provided the capacity for such increased density can be demonstrated to be met).
- B.7. The Town should encourage the construction of various types of elderly housing to meet the needs of the Town's older residents.
- B.8. The Town should encourage and promote the construction of fifty additional affordable housing units.
- B.9. The Town should revise the present designated locations and standards for mobile home parks to assure a good quality living environment for residents. Parks should be designed and sited to coexist harmoniously with adjacent existing and projected development.
- B.10. The Town should encourage regional cooperation to meet the needs of the transient winter population.

C. ECONOMIC CLIMATE

Local Goal: Encourage new year-round institutional, commercial, service, and clean light industrial uses in designated areas to diversify the tax base, promote local job opportunities, and provide year-round services.

Policies:

- C.1. Clean, light industrial development or activity involves manufacturing, fabricating, packaging, processing, or assembly of finished products from previously packaged materials. Clean industrial development shall not include the processing of raw materials, the generation or use of extremely hazardous materials or salvaging operations. Clean industrial development must be designed, constructed, and maintained to be compatible in appearance, operation, and environmental impact with professional offices, office complexes, business parks, and the overall resort/tourist-based economy of the Town. As such, the industrial facility, including storage of material and equipment, must be conducted substantially within buildings and must limit the potential nuisances and impacts of noise, glare, odor, and air and water pollution on surrounding areas. Clean,

light industrial developments might include by way of example, wholesale bakery production, bottling, printing, publication and allied industries, pharmacological preparation, machine shops, precision tools and instrument productions, watchmaking, musical instrument productions, toys and sporting goods production, pottery and ceramics using only pulverized clay, wood products, jewelry, assembly of electric or electronic components, canteen services, tool and die shops, the packaging of foods for off-premises consumption, and educational research and development operations. The Town should establish performance and space and bulk standards to address scale and traffic impact in the site design and development process.

C.2. Designated areas include business, office, and industrial districts which should ensure sufficient developable area to accommodate a variety of nonpolluting commercial and industrial concerns. These areas should exclude large areas of wetlands and other unbuildable areas. In addition, they should either now or in the future be readily served by public utilities, including water and sewer, and should have good access to the I-95 spur. *the 1 Dym "..."*

C.3. The Town should consider developing an industrial/business park and explore leasing as well as sale of parcels within the proposed park.

Local Goals: Create "good neighbor" performance and design standards to assure that new commercial and industrial developments are well designed, protect the environment and neighboring properties, provide safe access, and promote the visual environment of Old Orchard Beach.

Encourage commercial development of the cluster design as opposed to strip commercial development.

Policies:

BACKGROUND: Nonresidential uses provide goods and services used by the residents of the community, as well as local jobs. At the same time these uses can have undesirable impacts on neighboring properties and the environment.

The interface between types of uses creates the potential for conflict as the more intense use imposes on the less intense use. This imposition can include noise, dust, litter, traffic, visual degradation, or loss of privacy. Proper buffering can protect both parties and assure that the quality of life in existing and future residential neighborhoods is maintained.

C.4. The Town should incorporate "good neighbor" performance and design standards for commercial and industrial developments into the zoning ordinance and the subdivision and site review process to assure that new developments, and

modifications of or additions to existing developments, are well planned, make good use of the site, provide adequate and safe vehicular access, and protect adjacent residential neighborhoods. These standards should regulate the scale, type of use, impact on the visual and natural environment, landscaping, fencing, buffers with existing or potentially incompatible uses, screening of parking areas and dumpsters from public view, access into the site, routes of travel, hours of operation, waste disposal, and the nuisances of noise and glare from outdoor lighting.

- C.5. The Town should limit the number of allowed curb cuts to help reduce traffic congestion and improve aesthetics.
- C.6. The Town should require that nonresidential uses which adjoin an existing residential use or district maintain a buffer to mitigate adverse impacts on the adjoining properties or district. This buffer should be developed with a combination of landscaping, grading, and fencing. The size of the buffer and the intensity of the improvements should be related so that where there is limited distance, extensive treatment is required; while in buffers with greater distance, a lesser degree of treatment is necessary.

Local Goals: Promote the revitalization of Old Orchard Beach's tourist economy by attracting more families, seniors, and "summer residents."

Support and strengthen the downtown to serve as the retail and resort center of the community.

Policies:

BACKGROUND: Revitalization of Old Orchard's tourist economy to attract more families, seniors, and "summer residents" will require a commitment on the part of the Town and business community to improve the Town's image, upgrade public facilities, and promote efforts geared toward meeting the needs and desires of these groups.

Revitalizing the downtown is critical to promoting and maintaining the desired tourist economy, town character, and uniqueness of Old Orchard Beach. To do this, the downtown must develop a strong positive "sense of place" or identity which encourages or attracts the type of pedestrian traffic desired.

- C.7. The Town should revitalize the downtown based on the Downtown Revitalization Plan. To this end tourist services such as public rest rooms in the beach area, sidewalks, bicycle parking islands, parking, signage, and other pedestrian amenities should be provided and/or improved to promote a revitalized tourist economy. The Plan also calls for pedestrian-scale, attractive lighting. These improvements require continued support of the Tax Increment Financing District.

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- C.8. Regulation of the number of bars allowed in the downtown and patrolling/cleaning up public drinking will help improve the Town's image with summer residents, the family and older tourist, as will providing for trash removal in an aesthetically-acceptable fashion as described in A.29. above.

Local Goal: Encourage compact neighborhood commercial centers in appropriate locations throughout the Town and in new growth areas.

Policy:

- C.9. These centers are delineated as follows:

- Smithwheel Road, in the vicinity of the existing commercial property (Tai-kwon-do);
- Ocean Park, in the vicinity of DeMeritt Square;
- West Grand Avenue, in the vicinity of the intersection with Union Avenue;
- Campground Area, in the vicinity of the intersection with Union and Central Avenues;
- Campground Area, in the vicinity of the intersection with Washington and Atlantic Avenues;
- Cascade Road, in the vicinity of the intersection of Ross Road;
- Cascade Road, in the vicinity of the existing commercial property near the Homewood Park and Banks Brook neighborhoods; and
- Dune Grass, including one or more centers aligned along intersections, dependent on the likelihood of the project's development.

D. NATURAL RESOURCES AND ENVIRONMENTAL ISSUES

Local Goal: Protect, preserve, and enhance the wetlands of the community.

Policies:

- D.1. As defined by the Army Corps of Engineers (CE) (Fed. Register 1982) and Environmental Protection Agency (EPA) (Fed. Register 1980) a wetland is:

"An area that is inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence

- wetlands are maintained in the most natural state possible. Development should be strongly discouraged; however in situations where there is "no reasonable alternative," mitigation of adverse impacts should be required. Mitigation, as defined in the Natural Resources Protection Act (Maine 1988), is "any action taken or not taken to avoid, minimize, rectify, reduce, eliminate or compensate for any actual or potential adverse impacts on the significant wildlife habitat," including the following:
 - a. avoid impact by not allowing certain activities to occur, especially in unique or critical natural areas identified in the inventories;
 - b. minimize the impact by limiting the magnitude, duration, or location of an activity, or by controlling the timing of the activity;
 - c. rectify impacts by repairing, rehabilitating, or restoring the affected area;
 - d. reduce or eliminate impacts through preservation and/or maintenance operations during the life of the project;
 - e. compensate for an impact by restoring an affected significant wetland elsewhere in the community or by replacing the affected significant wetland;
 - f. contribute to a local fund to be used to purchase/protect the most valuable wetlands and their buffers in the community.

Where there is "no reasonable alternative":

- development within wetlands is prohibited, except as specified above;
- all wetlands are buffered from development;
- areas of uncut vegetation are maintained along wetlands;
- timber harvesting is limited in or near wetlands;
- wetlands are buffered from sources of excess nutrients.

D.6. As part of development project review, the Town should require developers to reliably and uniformly define and identify wetland boundaries and rate them for their hydrological, ecological, and wildlife values using the Town's detailed wetlands mapping or adequately describing why a different assessment of boundary or rating should be used.

Local Goals: Improve the quality of drainage to coastal waters to allow the reopening of the shellfish flats and waters between the pier and Camp Ellis.

Preserve and protect the shoreline and its associated sand dune system.

Assure that critical areas as identified in the inventories including wetlands, floodplains, dunes, unique natural areas, areas with steep slopes, areas with endangered or valuable plants, wildlife habitats, and fisheries are protected

from misuse which damages their natural resource value or creates public safety or health concerns.

Encourage energy conservation, creative site and building design, and the use of alternative energy technologies in private development.

Limit development using on-site sewage disposal systems in areas with marginal soil conditions or other sensitive natural resources to protect both the ground and surface waters of the Town.

Work regionally to prevent and mitigate negative environmental impacts.

Work regionally to manage natural resources and valuable open space.

Policies:

- D.7. The Town should educate the public and, in particular, incorporate into the school curriculum, programs regarding the Town's natural resources, their importance to the community, and the types of activities that can jeopardize them.
- D.8. The Town should require for protection purposes, on-site identification of all significant natural and cultural resources, State-defined critical areas, and rare plants as part of any development project requiring Planning Board review. The Town should protect areas like Guild Park, Heath Street Tupelos, the old growth white pine/hemlock forest in Ocean Park, and other endangered or rare plants identified in the inventory.
- D.9. The Town should restrict new development within floodplain areas identified in the most recent Federal Emergency Management Administration maps and control activities that could either increase flooding or create threats to public safety or water quality.
- D.10. The Town should retain undeveloped buffer strips along ponds, rivers, streams, and brooks to maintain their scenic quality, protect water quality and established fisheries. These buffer strips should vary with the size of the water body to provide appropriate protection. This policy does not preclude the construction of rustic nature trails.
- D.11. To conserve the ecological integrity and diversity of unique natural areas and high value wildlife habitats such as deer wintering areas, the Town should:

- within areas designated as rural areas, discourage the fragmentation of large parcels of undeveloped land, seek to conserve a "mosaic" of different habitats, and seek to ensure that habitats are connected by travel corridors;
 - provide incentives for landowners to use these areas in ways which retain habitat value;
 - encourage conservation easements to protect important wildlife habitat and associated open spaces; and
 - provide information on the State's Open Space Tax program.
- D.12. The Town should work with State and federal officials to provide for the accurate identification and assessment of the Town's significant natural resources, particularly marine, wetland, and wildlife habitats where existing information may be inaccurate or incomplete.
- D.13. The Town should establish performance standards to protect slopes between 15% and 25% and to restrict disturbance of slopes greater than 25%.
- D.14. The Town should review subdivision standards for local roadways to determine whether any of the standards can be revised, within the limits of safety, to reduce the impact of wide, paved corridors on the natural environment and on the visual character of the Town.
- D.15. The Town should create incentives to encourage the private sector to incorporate energy conservation, creative site and building design, and the use of alternative energy technologies in development proposals.
- D.16. The Town should require Planning Board review and approval of areas of three or more acres that are proposed to be clear cut if the cutting is not conducted as part of a management plan prepared by a licensed forester or an approved public agency.
- D.17. The Town should cooperate with the cities of Saco, Biddeford, and Scarborough and the Saco Bay Federation to identify and clean up sources of pollution in Saco Bay.
- D.18. The Town should correct the sewer outfall problem in the Goosefare Brook.
- D.19. The Town should continue to implement the dune management program.
- D.20. The Town should allow only low density development in areas with marginal soil conditions which are not served by public sewer and water systems to ensure natural resource protection.

- D.21. The Town should initiate and/or cooperate with regional efforts to identify, avoid, and reduce negative environmental impacts of municipal and private activities.
- D.22. The Town should initiate and/or cooperate with adjoining municipalities to identify and manage commonly shared resources and open space systems.
- D.23. The Town should require developers to either demonstrate that the downstream system can accommodate any additional runoff of storm water from their project or undertake stormwater management measures to reduce the rate of outflow to a level which can be accommodated.

E. OPEN SPACE AND RECREATIONAL ISSUES

Local Goals: Develop a Town-wide open space plan to identify, link, and preserve significant parcels and to provide public access.

Review existing neighborhoods for opportunities to develop open space and recreation facilities.

Develop or upgrade recreational facilities to meet the needs of Old Orchard Beach residents such as neighborhood parks and playgrounds, a community center, pedestrian/bicycle paths, access to Milliken Mills Pond, and Memorial Park.

Explore the desirability/feasibility of developing a boardwalk along the beach on either side of the pier.

Policies:

- E.1. The Town should define significant parcels where the Town wants public access, identify the purpose of the access, and define significant parcels of open space that the Town wants preserved. Some of these significant parcels include:
- the beach;
 - well-signed access from the Milliken Street parking lot across the railroad tracks to East Grand Avenue and the beach;
 - well-signed access from the Memorial Park parking lot across the railroad tracks to West Grand Avenue and the beach;
 - other accesses across the railroad tracks to the Grand Avenues and the many public rights-of-way to the beach;
 - access to the Kite Track;
 - access to Milliken Mills Pond;
 - access to the Little River Game Area; and

- access to the Goosefare Marsh.
- E.2. The Town should examine Town-owned parcels for recreation and open space opportunities.
- E.3. The Town should seek public and private funding in support of enhancing public access to significant parcels.
- E.4. The Town should expand the opportunities for hiking, cross-country skiing, snowmobiling, and walking in outlying areas by utilizing abandoned roads and railroad rights-of-way, and by working with private land owners to maintain controlled access to open land for these purposes.
- E.5. The Town should develop a program for the preservation of open space through either acquisition by a public entity or a land trust, or through voluntary dedication of land to this use.
- E.6. The Town should promote neighborhood pride and a sense of belonging by identifying possible locations for community gatherings and recreation.
- E.7. The Town should support the efforts of the Conservation Commission to develop recreation resources and facilities.
- E.8. The Town should protect important pieces of open space by assuring that new development is designed and sited in ways to protect open spaces to the greatest extent possible.

Local Goals: Protect and upgrade public access ways to the beach.

Protect, and where possible, upgrade scenic views of the beach/ocean.

Policies:

- E.9. The Town should inventory existing public ways to the beach, document encroachment by private landowners, and, where appropriate, take steps to reclaim public ways that have been encroached upon. Deed research should be undertaken to determine the public rights to uncertain rights-of-way. Existing access ways to the beach should be maintained.
- E.10. To improve public awareness and usage of rights-of-way, the Town should continue to provide uniform attractive signage to identify public access points, encourage their usage, and discourage private encroachment on public rights.

- E.11. In addition the Town should use the development review process to prevent private encroachment into public rights-of-way and to protect and enhance views of the water. Height restrictions which allow buildings to increase in height as they go back from the ocean should be adopted, restricting taller buildings to the more commercial areas. Buildings should be sited sensitively on properties to preserve and enhance views.

Local Goals: Recognize the Performing Arts Center/Ballpark as a valuable community resource to accommodate a variety of recreational and civic uses like the performing arts and as an attraction to support the resort economy.

Encourage the use of the Performing Arts Center/Ballpark to be consistent with the ability of the community to accommodate the related noise, traffic, and parking impact.

Policies:

- E.12. The Town should support the upgrading and maintenance of the facility to encourage attractions supportive of a family, senior, and "summer resident" tourist economy. To this end, the Town should support the use of the facility for the performing arts and for civic events.
- E.13. The Town should also encourage the owners of the facility to make improvements to ameliorate the problems of noise, traffic congestion, and parking.
- E.14. The Town should continue to regulate use of the facility to minimize negative impacts on the community.

Local Goal: Encourage the preservation and sound management of forest resources.

Policies:

- E.15. The Town should encourage owners of woodlots and forested lands to manage their land in an environmentally sensitive manner.
- E.16. The Town should encourage owners of woodlots and forestlands to participate in the Tree Growth Tax program and other local and State programs designed to retain land as forests.
- E.17. The Town should assure that local regulations allow a reasonable economic use of forest resources while protecting scenic and habitat value and water quality.

- E.18. The Town should require that owners of woodlots and forestlands retain or plant buffer strips along public roads, residential uses, and near water bodies and other significant natural resources as defined in the inventories.
- E.19. Similarly, the Town should require developers of residences or residential projects to provide or preserve buffers between their property and woodlots or forestlands.
- E.20. The Town should assure that harvesting (five acres or more) or clear-cutting of (three acres or more) is done in accordance with a management plan prepared by a licensed forester or an approved public agency.
- E.21. The Town should recognize the usefulness of forestland for wildlife habitat.

F. DOWNTOWN DISTRICT

Local Goals: Continue to support public facility improvement in the downtown.

Encourage private property owners to upgrade the physical condition and appearance of their property which shall include signage and the appearance of boarding-up during the off-season.

Work with business people and property owners to provide adequate parking for commercial uses.

Improve parking for year-round use of the downtown.

Policies:

- F.1. As described in C.7. above, the Town should continue to implement the recommendations of the Downtown Plan and support the TIF District.
- F.2. As important as public support of improvement of facilities and services, is the level of commitment on the part of the private sector. The Town should encourage private property owners to upgrade the physical condition and appearance of their properties, including signage, facade, window display, and winter boarding-up. In addition, they should be encouraged to upgrade the quality and diversity of merchandise sold in the stores. The Town should encourage property owners to develop and implement neighborhood improvement standards for Old Orchard Street to guide the manner in which improvements are made.

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- F.3. In an attempt to support the private sector's voluntary efforts to upgrade the condition and appearance of their property and to encourage additional efforts by less supportive property owners, the Town should develop appropriate signage and boarding-up regulations and review signage and boarding-up plans as part of the development review process.
 - F.4. The Town should provide appropriate signage directing people to existing parking and to proposed parking identified in the Downtown Design Plan.
 - F.5. The Town should review parking standards, needs, and opportunities in the downtown to ensure that requirements are fairly apportioned among existing uses.
 - F.6. The Town should review parking standards, needs, and opportunities to require adequate short-term parking on-site in the "year-round" downtown areas.
 - F.7. The Town itself should create short-term, convenience shopping parking in the area of the year-round downtown.
 - F.8. The Town should strongly encourage active public uses and institutions, such as the Post Office or Town Hall, to remain or locate downtown.
 - F.9. The Town should support the Chamber of Commerce's efforts to promote and support bus tours in order to extend the shoulder seasons.
 - F.10. The Town should encourage community pride and promote the recognition of financial self-interest in maintaining an attractive downtown.

G. PUBLIC FACILITIES AND SERVICES

Local Goals: Undertake a careful and consistent program of long-range capital improvement planning (CIP).

Create a long-term comprehensive CIP program for enhancing pedestrian safety and movability along major roadway systems and intersections.

Create a long-term comprehensive CIP program for enhancing energy conservation and alternative energy development in public facilities.

Policies:

G.1. Capital improvement planning (CIP) is an effective way to set priorities for public facilities and to budget for them. The Town should institutionalize a capital expenditures program through an annual CIP which looks at all the needs of the community for new or expanded public facilities and the ability of the Town to pay for these facilities, and establishes priorities for capital spending.

G.2. To assist with the planning for capital expenditures the Town should:

- develop a landscaping plan to guide public investment in tree and orchard planting;
- develop a plan for upgrading visible public facilities and for creating open spaces, parks, and play areas in residential neighborhoods;
- use the Downtown Revitalization Plan to guide improvements in the downtown;
- use the Dune Management Program to guide public investments;
- continue long-range school facilities planning;
- develop a plan establishing priorities for the continued upgrading and orderly extension of sewer, drainage, and water lines;
- develop a plan for creating, upgrading, and maintaining the sidewalk and bikeway system to enhance the pedestrian environment;
- monitor the Maine Energy Recovery Company's financial situation and plan accordingly;
- monitor the DEP's concerns with the Town's sewer system and plan investments accordingly;
- plan for road improvements, maintenance, and construction needs;
- address future Town administrative office needs; and
- conduct an energy audit of existing public facilities.

Reflection on these and other future public facility needs will aid the community in anticipating major expenditures and provide greater flexibility in managing the timing of these expenditures.

G.3. The Town should confine the sewer utility service area boundaries, existing and projected, to the boundaries of the Town's growth areas to which the great preponderance of new development over the next decade will be directed.

G.4. The Town should explore the Biddeford & Saco Water Company's request for a water impact fee and either expand the public facility impact fee system to provide for water facilities or require developers to provide the necessary public water facilities to serve new developments, including the upgrading of existing facilities if they are necessary to accommodate new development and meet performance standards.

G.5. The Town should create, upgrade, and maintain the sidewalk and bikeway system to enhance the Town's pedestrian environment and to create opportunities for

access to major public facilities and retail and service uses. The pedestrian network should connect the schools, public buildings, recreational facilities, and commercial activities with each other and with residential neighborhoods.

- G.6. The Town should remove mobility barriers for the handicapped and elderly wherever possible.
- G.7. When renovating or building new public structures, the Town should consider energy efficiency standards and explore the feasibility of alternative energy technologies.

Local Goals: Provide greater opportunities in the community for the development of nursing homes, congregate housing, nursery schools, and daycare facilities.

Provide or improve services to address the needs of disadvantaged youths.

Policies:

- G.8. The Town should review and modify ordinances to provide appropriate locations for these facilities and to eliminate unreasonable regulations that discourage their development.
- G.9. To assist disadvantaged youths and to help stabilize and reduce the level of educational resources required annually to address the needs of the transient residents who occupy winter rentals, the Town should seek additional funding to expand Head Start services. In addition, the Town should promote the use of available social and health services by disadvantaged youths. The involvement of service clubs and religious institutions in supporting this effort should be encouraged.

Local Goal: Protect documented cemeteries and grave sites from disturbance and development.

Policy:

- G.10. The Town should develop regulations prohibiting disturbance and development of identified cemeteries and grave sites.

Local Goals: Encourage recycling and composting as a further alternative to dry waste disposal.

Continue to work regionally to dispose of demolition waste, stumps, and white goods.

Monitor the Maine Energy Recovery Company's (MERC) financial situation and plan accordingly.

Policies:

- G.11. The Town should develop and maintain a local or regional recycling/ composting strategy and investigate the feasibility of curbside recycling pickup.
- G.12. The Town should support regional efforts to develop a waste disposal site for demolition waste, stumps, and white goods.
- G.13. Because of the changing financial situation of MERC, the Town should participate in any information sessions which are provided to carefully monitor the situation and better prepare the Town to plan for waste disposal.

Local Goals: Improve the water system of the community.

Encourage water conservation.

Promote the continued upgrading of the sewerage and stormwater drainage system.

Work regionally to maintain and improve the efficiency and effectiveness of delivery of public facilities and services.

Policies:

- G.14. The Town should require developers to provide the necessary public facilities to serve new developments, including upgrading existing public facilities if they are necessary to accommodate the new development.
- G.15. The Town should coordinate the replacement of the water line on East Grand Avenue with the sewer interceptor project.
- G.16. The Town should explore the steps necessary to upgrade old two inch water lines.
- G.17. The Town should encourage the use of incentives for low flush toilets, watersavers in sinks and showers, and other water conservation devices.
- G.18. The Town should establish priorities for the expansion of public services and limit the expansion of sewer service to those areas designated as growth areas.

Local Goals: Uniformly and fairly enforce all existing ordinances.

Review the Town Charter at least once every ten years.

Policy:

- G.19. The Town should adequately fund and staff the departments responsible for applying and enforcing the Town's ordinances, including the use of a cost-recovery system.

H. TRANSPORTATION SYSTEMS

Local Goals: Preserve the traffic bearing capacity of the Town's transportation system.

Develop a Town pavement management program in consultation with the State.

Policies:

- H.1. The Town should plan and build transportation improvements to complement and reinforce desired land use patterns.
- H.2. By means of ordinances, the Town should protect the roadscape and capacity of arterials, collectors, and major rural roads by limiting direct access; encouraging shared access or access roads; requiring deceleration and/or turning lanes where recommended by traffic studies; maintaining natural buffers along rights-of-way; and encouraging, where appropriate, that driveways of adjoining lots be placed side-by-side.
- H.3. The Town should correct the safety deficiencies in the existing roadway intersections and links, particularly in the high-accident locations identified in the inventories.
- H.4. The town should maintain and improve local road pavement conditions by developing a pavement management program in consultation with the State of Maine. This program should be based upon a rational assessment of need and utilize the State's street classification system to identify necessary improvements of all streets within the Town.
- H.5. The Town should develop local traffic access control design standards applicable to all development.

- H.6. The Town should institute a policy to effectively reduce the number of curb-cuts on arterial and collector highways and to regulate the width of driveway openings based on the use served and the type of roadway.
- H.7. The Town should encourage the establishment of rights-of-way in new developments to improve overall vehicular circulation of the Town.

Local Goals: Encourage the use of public transportation and satellite parking lots to reduce traffic congestion and promote the efficient use of parking facilities.

Embark on a major directional signage program.

Policies:

- H.8. The Town should encourage and expand the use of shuttle bus service along the major arterials.
- H.9. The Town should make a part of the Town-owned Milliken Street property into an attractive parking lot from which trolley service and bike rental could be available.
- H.10. The Town should investigate the potential for the Performing Arts Center/Ballpark parking to serve downtown and the beach via a trolley/tram service.
- H.11. The Town should support the resumption of passenger rail service from Boston, with a scheduled stop in Old Orchard Beach.
- H.12. To reduce traffic congestion and encourage desirable routes of travel, the Town should provide directional signage to promote convenience of movement for tourists and local residents and to direct visitors to parking facilities.

Local Goal: Promote the development of a secondary link to the I-95 spur.

Policy:

BACKGROUND: A secondary link to the I-95 spur will improve overall circulation in the Town as well as supporting other goals of this Comprehensive Plan. It will provide a secondary access to the Performing Arts Center/Ballpark and access to a Light Industrial/Business Park, should one be developed.

- H.13. The Town should develop alternative funding sources for development of the link to reduce the burden on local tax payers.

Section V

IMPLEMENTATION STRATEGIES

The goals and policies set forth in Section IV. provide a general vision of how the Town of Old Orchard Beach should guide its growth and development and the use of its land resource over the coming decade. Key elements of the community goals and policies include directing growth within and adjacent to existing developed areas of Town where municipal services and utilities can be provided in an efficient manner; utilizing innovative techniques to preserve open space, sensitive natural areas, and the character of rural roadways; and strengthening existing neighborhoods.

This Section translates the general goals and specific policies of Section IV. into proposals to assure that the Town of Old Orchard Beach's goals and policies are met. The proposals are divided into three categories:

- a Land Use Plan which tries to balance the interests of property owners with the public interest;
- an implementation strategy to take the actions necessary to translate Old Orchard Beach's vision of its future into reality; and
- a capital investments program essential to meeting the service needs of the community in an efficient and cost-effective manner.

A. LAND USE PLAN

The Growth and Rural Areas Map, Figure 4, graphically depicts how the Town should grow: It is not a zoning map, and the boundaries of identified areas on the Map are general. But the Map will help to guide the development of future zoning, other land use measures, and the capital investments program.

The designation of areas on the Map is intended to provide for the best use of the various areas of the Town in accordance with the community's goals and policies. Each designation addresses particular situations and is designed to reflect both the natural constraints and opportunities of the land and the desires of the community.

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

- an understanding of the Town's natural resource systems, some of which represent barriers to development, others of which represent opportunities;
- the historic development of the community;

- a desire to preserve a traditional urban core and surrounding large expanses of undeveloped wetland, farm, and forestland, and to keep the character of each intact;
- the need to extend and use public services in the least costly manner possible;
- a desire to provide ample opportunity for the development of affordable housing;
- the State-mandated guidelines of the Growth Management Law; and
- the input of community comments received at public meetings and forums.

As suggested by Maine's Growth Management Act and its regulations, **rural areas** include lands that:

- consist of large, contiguous open spaces, farmland, and forestland;
- are and should be maintained relatively free of development sprawl and strip development; and/or
- contain critical natural and scenic resources that should be protected.

Growth areas include lands that:

- are largely developed;
- can be efficiently served by public facilities;
- are physically suitable for development or redevelopment;
- contain sufficient area to accommodate planned growth and development; and
- promote a compact, rather than a sprawling, pattern of development.

For purposes of the Land Use Plan, rural and growth areas have been subdivided as follows:

1. Rural Areas

a. Shoreland Resource Protection Districts (S-RP)

This designation is intended to preserve fragile ecological systems, which, if intensively developed or substantially altered, would damage water quality, wildlife and aquatic habitat, biotic systems, and ecological relationships. The objective of this designation is to prevent

intrusions which upset the ecological system or create potential threats to the public health or safety. Resource Protection Areas follow the guidelines in Maine's model shoreland zoning (March 1990). They include wetlands and areas within 250 feet of Level 1 and High Value Level 2 wetlands associated with the main branches of the Little River and Goosefare Brook systems, 100-year floodplains, and steep slopes (25% or greater) near water bodies. Such areas may occur both in rural and growth areas. These areas should be off limits to virtually all development, except primitive recreation, forest management, wildlife management, emergency and fire protection activities, and harvesting of wild crops. Uses such as timber harvesting, agriculture, public education or research of natural sciences, and essential services may be suitable in these areas if they are carried out in a way which does not damage the resource or lower its value in meeting natural resource functions. Human activities that do go on in these areas should adhere to standards such as those presented in the model shoreland zoning ordinance. The areas shown on Figure 4 are only general indications of the locations of the Resource Protection Areas. When land use regulations are adopted to implement these designations, the Town should provide an administrative mechanism to allow for adjustments in the boundaries of these areas based upon actual conditions in the field.

b. Rural Districts (RD)

These areas have multiple natural resource constraints; and/or are especially important for their recreational, scenic, or other resource-based opportunities; and/or cannot be efficiently provided with public services and utilities within the ten-year planning period. This designation is intended to preserve the open, rural character of Old Orchard Beach by encouraging agricultural and forestry uses in these areas, discouraging suburban-type residential development activity, and assuring that any development that does occur is done in a manner which preserves the aesthetic rural character of the community. Rural character in Old Orchard is a relative term. Certainly Old Orchard Beach is not rural in comparison with many communities in Maine. To preserve the rural values identified in the policies, land uses should be limited to agricultural and forestry uses, low intensity recreational uses, and scattered or clustered residential uses that are compatible with the agricultural and resource values of the area. If developed in a manner sensitive to the objectives of these areas; outdoor recreation, public, institutional, certain commercial activities, and mineral extraction may be acceptable.

Minimum lot size in these areas are as follows:

- **R-D:** minimum lot size: 75,000 square feet ✓
 minimum lot size with
 public sewer: 40,000 square feet ✓

To help preserve the aesthetic rural character of the areas, the Town should discourage the creation of lots along existing roads. To accomplish this, the Town should increase the lot frontage requirement to a minimum of 300 feet per lot on existing State or Town roads and allow a minimum of 150 feet of frontage on internal public or private roads. If, however, a lot that exists at the time of adoption of the ordinances that implement this Plan has between 400 and

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600 linear feet of frontage on a State or Town road and other minimum lot requirements are met, then the required lot frontage may be reduced to 200 feet if the two lots created share a single access point. Minimum lot size ranges from 40,000 to 75,000 square feet, depending on the availability of public sewer. Within this designation the Town should allow the creation of smaller lots for residential developments if the balance of the area needed to meet the density requirements is permanently set aside for agricultural, forestry, or open space use. The size of these reduced lots should be related to the suitability of the site for on-site sewage disposal and other natural resource constraints.

To assure that any large-scale development that does occur is compatible with the character of these areas, the Town should require that any project involving three or more lots or dwelling units occur using planned unit development, open space development, or contract zoning techniques with 50% or more of the parcel permanently set aside as open space to be used for recreational, natural resource, agricultural, or forestry purposes. The development rights for this open space shall be permanently restricted. Individual lots created as part of the development shall have their frontage on an internal road rather than on an existing Town road.

The Town should also require that development avoid agricultural or forestland, retain and buffer significant natural resources and wildlife habitats, and promote the rural character through the thoughtful siting of buildings and lots and the preservation of buffers along Town roads. New construction should be encouraged to meet the "good neighbor" standards described in Policy C.4. Direct access to rural roadways should be minimized. Noise regulations for commercial/industrial uses should be established. Other performance and design standards should be used to preserve rural character.

2. Growth Areas

a. Single Family and Multifamily Residential Districts (R-1, R-2, and R-3)

These areas are part of Old Orchard Beach's historic urban core and reflect the customary mix of residential and accessory educational, public, and religious uses represented in existing neighborhoods. These areas have traditionally accommodated a higher density of the Town's population than occurs in the rest of the community, and are proposed to continue to do so. The primary objective of these designations is to reinforce the concept of a wholesome single and multifamily neighborhood environment within the historical development patterns of the community. To accomplish this, the Town should carefully re-examine existing zoning regulations to consider the allowable mix of uses and the existing zoning boundaries. The existing urban core must expand somewhat and accommodate infill development, while protecting areas that contribute to the Town's environmental and social well being. Land uses should include higher density residential and community facilities. Expansions of existing hotels, motels, cabins, and campgrounds should be allowed only if they are sensitive to and can be accomplished in a manner compatible with the objectives of the areas. This will require the appropriate use of buffers, siting of facilities away from property boundaries, and regulation of site lighting, litter control, and trash removal, as well as careful control of access routes and

locations. Other standards to assure that expansions are sensitive to the character and needs of these residential neighborhoods are addressed in the "good neighbor" standards.

Minimum lot sizes and minimum areas per family in these areas are as follows:

- **R-1:** minimum lot size: 20,000 square feet ✓
minimum area per family: 14,500 square feet 10,000
- **R-2:** minimum lot size: 10,000 square feet 20,000
minimum area per family: 3,750 square feet 10,000
- **R-3:** minimum lot size: 9,000 square feet ✓
minimum area per family: 9,000 square feet 5,000

To minimize the loss of open lands, unique natural areas, and valuable wildlife habitat, the Town should:

- require parcels equal to or greater than 10 acres to use innovative techniques like planned unit development, open space development, or contract zoning to maximize the open space preserved, to protect sensitive natural resources, to minimize infrastructure needs/development costs, and to protect aesthetic character;
- encourage a mix of uses to discourage the need to drive for local convenience shopping and services; and
- consider incentives like density bonuses.

Within a development which utilizes innovative techniques such as those described above, 40% or more of the parcel shall be permanently set aside as open space to be used for recreational, natural resource, agricultural, or forestry purposes. The development rights for this open space shall be permanently restricted. Individual lots created as part of an innovative development shall have their frontage on an internal road rather than on an existing State or Town road.

b. Multifamily Residential District (R-4)

This new residential district is located in the Smithwheel Road area between Saco Avenue and T for Turn Road and is intended to accommodate single and multifamily homes, mobile home parks, mobile homes on individual lots, and the customary accessory educational, public, and religious uses represented in the existing urban core. The area is proposed to provide for a density similar to that of the R-3 District. The primary objective of this designation is to provide for a wholesome multifamily neighborhood environment which includes the various manufactured housing development options. Land uses should include higher density residential and community facilities. Expansions of existing hotels, motels, cabins, and campgrounds may be allowed, as in the areas of the urban core, only if they are sensitive to and can be accomplished in a manner compatible with the objectives of the area. This will require the

appropriate use of "good neighbor" and other standards to assure that expansions are sensitive to the character and needs of the neighborhood.

Minimum lot size and minimum area per family in this area are as follows:

- **R-4:** minimum lot size: ~~9,000~~ square feet *20,000*
 minimum area per family: ~~9,000~~ square feet *5,000*

To preserve the largest amount of open space possible and to protect significant natural and wildlife areas, techniques similar to those described in the urban core residential areas should be required. Within a development which utilizes innovative techniques, 40% or more of the parcel should be permanently set aside as open space to be used for recreational, natural resource, agricultural, or forestry purposes. The development rights for this open space shall be permanently restricted. Individual lots created as part of an innovative development shall have their frontage on an internal road rather than on an existing State or Town road.

c. **Single Family and Multifamily Residential Districts (R-1A and R-2A)**

These areas are located in the less developed part of Town, primarily alongside Cascade Road, and are suitable for accommodating new lower density residential development. In some, but not all cases, public sewer and water is currently available. If not available now, these services may be extended to serve these areas. Because these areas are more remote from existing public services and utilities and because they have been developed more recently, they reflect a less compact form of development than exists within the traditional urban core of the community. As in the other residential districts, the primary objective of these designations is to reinforce the concept of a wholesome single and multifamily neighborhood environment. The primary difference between these areas and those previously described is the desire to preserve more open areas. To accomplish these objectives, land uses should include considerably lower density. As with the R-1, R-2, and R-3 Districts, the R-2A District should allow for the customary accessory, educational, public, and religious uses; however, the R-1A District currently is largely suburban in its allowed uses and is proposed to remain so. Expansions of existing hotels, motels, cabins, and campgrounds in the R-2A area may be allowed only if the expansions are sensitive to and can be accomplished in a manner compatible with the objectives of the area. As described in the urban core districts, this will require the appropriate use of "good neighbor" and other standards to assure that expansions are sensitive to the character and needs of the neighborhood.

R5 (Home Wsu)

Minimum lot sizes and minimum area per family in these areas are as follows:

- ~~R-1A~~: minimum lot size: 30,000 square feet
 minimum lot size with
 public sewer: 15,000 square feet
- ~~R-2A~~: minimum lot size: 75,000 square feet
 minimum lot size with
 public sewer: 40,000 square feet
 minimum area per family: 3,750 square feet

The Town should discourage property owners from creating lots along existing State or Town roads. To accomplish this, the Town should increase the lot frontage requirement to a minimum of 240 feet in the R-1A District and 300 feet in the R-2A District for lots on existing State or Town roads, and allow a minimum of 120 feet of frontage in the R-1A District and 150 feet in the R-2A District if the lots occur on internal public or private roads.

Techniques, similar to those described in the urban core residential areas, should be required to minimize the loss of open lands, unique natural areas, and valuable wildlife habitat. Flexibility in subdivision design and innovative techniques can preserve significant percentages of prime woodland, scenic areas, wildlife habitat, and the interconnections of the resulting open spaces in these areas. Within a development which utilizes innovative techniques such as those described above, 45% or more of the parcel shall be permanently set aside as open space to be used for recreational, natural resource, agricultural, or forestry purposes. The development rights for this open space shall be permanently restricted. Individual lots created as part of an innovative development shall have their frontage on an internal road rather than on an existing State or Town road.

d. ~~Residence and Motel Districts (R-M)~~

This area is part of Old Orchard Beach's historic urban core and is intended to accommodate year-round residences and the seasonal tourist. It has traditionally exhibited a higher density than occurs in the rest of the community, which is proposed to continue. The R-M areas reflect the customary mix of residential and accessory educational, public, and religious uses represented in existing urban core neighborhoods, as well as the accommodations and basic services necessary to board summer tourists. The primary objective of the district is to meet the needs of both resident groups; no easy task. To accomplish this, the Town should carefully re-examine existing zoning regulations to consider the allowable mix of uses and the existing zoning boundaries. Development regulations should establish design and performance standards to assure that new and expanded uses are well planned and buffer the year-round residential uses as much as possible from the adverse impacts of a commercial use in a residential environment. Land uses should include higher density residential, hotel/motel, and community facilities. Restaurants, private clubs, open-air off-street parking, and expansions of existing cabins and campgrounds should be allowed only if they are sensitive to and can be accomplished in a

manner compatible with the objectives of the areas. Standards noted in the previous sections will be necessary to assure compatibility.

Minimum lot size and minimum area per family in these areas are as follows:

- **R-M:** minimum lot size: 10,000 square feet
 minimum area per family: 3,750 square feet
 minimum area per hotel/motel unit: 1,000 square feet

To preserve open space and protect significant natural and wildlife areas, techniques similar to those described in the urban core residential areas should be required. Within a development which utilizes innovative techniques, 40% or more of the parcel should be permanently set aside as open space to be used for recreational, natural resource, agricultural, or forestry purposes. The development rights for this open space shall be permanently restricted. Individual lots created as part of an innovative development shall have their frontage on an internal road rather than on an existing State or Town road.

e. Shoreland Residence and Motel Districts (S-R-M)

These areas are analogous to the R-M Districts in that residences, hotels, and motels are allowed uses; however, since the S-R-M District is located within 250 feet of the mean high tide along Old Orchard's beachfront, State Shoreland Zoning Standards apply. In addition to the objective described in the R-M Districts, another objective of the S-R-M Districts is to provide for year-round resident and seasonal tourist accommodation while protecting and preserving the scenic and environmental values of shoreland areas in the community. In establishing this area, it is the intent of the Town that the requirements of Section 4811 of Title 12, MRSA, shall be observed. Except where there are conflicts with the State law referenced above, land uses and development standards are proposed to be treated as described in R-M Districts.

Minimum lot size and minimum area per family in these areas are as follows:

- **S-R-M:** minimum lot size: 10,000 square feet
 minimum area per family: 3,750 square feet
 minimum area per hotel/motel unit: 1,000 square feet

Regulations should be developed to protect scenic access and visual corridors to the beach such that new development is required to be constructed and sited in ways which protect significant views to the maximum extent possible.

f. Planned Unit Development District (PUD)

The PUD is an overlay district intended to provide for new concepts in housing development where variation from space and bulk standards may be allowed to provide for creative design and preservation of open space, unique natural areas, and agricultural and

forestlands. Flexibility in the planning and laying out of developments should allow development proposals to creatively meet more demanding standards to protect the environment, Town character, visual quality, and to address traffic impacts. The intent of this designation is to foster creative negotiation between the Town and developers to work together to make the project fit the conditions of the site and the Town's goals and policies.

Because of the nature of a planned unit development, a large minimum area of land is required to ensure that the project has adequate land area to support the process of developing a master plan. These areas will function as an overlay district on the underlying district which will control the required percentage of open space to be preserved and the allowable number of units in the PUD. However, density bonuses or similar tools may be allowed to further the goals and policies of the Comprehensive Plan. Minimum area of land is 5 acres.

Site design should seek to maximize the open space preserved; to protect sensitive natural resources, and agricultural and forestlands; to minimize infrastructure needs/development costs; and to protect aesthetic character.

g. Neighborhood Commercial Districts (NC)

These areas are delineated in several parts of Town to meet the local convenience shopping and service needs of adjoining neighborhoods. Although most of these areas are located within the historic core, some are proposed in the less developed parts of the Town. The primary objective of the neighborhood commercial centers is to meet the day-to-day convenience needs of nearby residents reducing local reliance on the automobile for purchase of inexpensive household items and services. Since minimal automobile use is expected by neighborhood residents, parking requirements should be adequately met by the available on-street spaces. Uses in these areas might include "mom & pop" stores, small laundromats, beauty parlors, and barber shops, among others. These areas will function as an overlay on the underlying district which will control space and bulk requirements such as minimum lot size, minimum area per family, frontage, and setbacks.

h. General and Highway Business Districts (B-1 and B-2)

These areas are part of Old Orchard Beach's historic urban core and allow for a variety of retail, business, and residential uses. The primary objective of these designations is to provide land for a variety of business developments. The basic difference between the districts is in minimum lot size. The B-2 District is intended for business uses which require larger areas than are available in B-1 and where exposure to the passing motorist is an asset in attracting patrons. Land uses should include retail businesses, service establishments, offices, entertainment facilities, and residential uses. If developed in a manner sensitive to the objectives of the districts and sensitive to the aesthetic, space limitation, and safety issues of the designated areas, wholesale businesses, take-out stands, storage yards, public utility installations, open-air parking lots, nursing homes, day care centers, and nursery schools may be acceptable uses. The definition of service uses should be limited to exclude tattoo parlors, top-less dancing

establishments, and other uses not conducive to the desired image, tourist economy, and downtown environment.

Minimum lot sizes and minimum areas per family in these areas are as follows:

- **B-1:** for residential uses:
 - minimum lot size: 10,000 square feet
 - minimum area per family: 1,000 square feet
 for nonresidential and accessory uses:
 - minimum lot size: 4,000 square feet
- **B-2:** for residential uses:
 - minimum lot size: 10,000 square feet
 - minimum area per family: 3,750 square feet
 for nonresidential and accessory uses:
 - minimum lot size: 20,000 square feet

The B-1 District is Old Orchard's downtown. The standards described in the Downtown Revitalization Plan should guide development and renovation in the B-1 District.

i. Shoreland Business District (S-B)

This area is analogous to the B-1 District in that a variety of retail, business, service, and residential uses are allowed. The primary difference between the districts is that multifamily dwellings, apartment houses, hotels, and motels are conditional uses in the S-B District. Furthermore, since the S-B District is located within 250 feet of the mean high tide along Old Orchard's beachfront, State Shoreland Zoning Standards apply. In addition to protecting and preserving the values of the shoreland area in the community, the objective described in the B-1 District is also appropriate for the S-B District. In establishing this area, it is the intent of the Town that the requirements of Section 4811 of Title 12, MRSA, shall be observed. Except where there are conflicts with the State law referenced above, land uses and development standards are proposed to be treated as described in B-1 District.

Minimum lot sizes and minimum area per family in this area is as follows:

- **S-B:** for residential uses:
 - minimum lot size: 10,000 square feet
 - minimum area per family: 1,000 square feet
 for nonresidential and accessory uses:
 - minimum lot size: 4,000 square feet

Regulations should be developed to protect scenic access and visual corridors to the beach such that new development is required to be constructed and sited in ways which protect significant views to the maximum extent possible.

j. **Planned Mixed Use Development District (PMUD)**

The PMUD is an overlay district intended to provide for hotel, commercial, business, office, convention, and residential facilities of integrated design where variation from space and bulk standards may be allowed to provide for creative design and preservation of open space, unique natural areas, and agricultural and forestlands. Flexibility in the planning and laying out of developments should allow development proposals to creatively meet more demanding standards to protect the environment, Town character, visual quality, and to address traffic impacts. The intent of this designation is to foster creative negotiation between the Town and developers to work together to make the project fit the conditions of the site and the Town's goals and policies.

Because of the nature of a planned mixed unit development, a large minimum area of land is required to ensure that the project has adequate land area to support the process of developing a master plan. These areas will function as an overlay district on the underlying district which will control the required percentage of open space to be preserved and the allowable number of units in the PMUD. ~~However, density bonuses or similar tools may be allowed to further the goals and policies of the Comprehensive Plan.~~ Minimum area of land is 20 acres.

Site design should seek to maximize the open space preserved; to protect sensitive natural resources and agricultural and forestlands; to minimize infrastructure needs/development costs; and to protect aesthetic character.

k. **Light Industrial District (L-1)** *LD*

This area is intended to accommodate clean, light industrial and business park uses. The principal industrial uses of the land include manufacturing, processing, treatment, research, warehousing, storage, and distribution where there is no danger of explosions or other hazards to health or safety and to which performance standards shall apply to assure that these uses are "good neighbors" to adjoining uses. Other business park uses include offices, business services, wholesale sales, restaurants, cafeterias, and other food preparation establishments primarily catering to workers of the District. Sports facilities are also intended to be allowed uses in the District. If developed in a manner that reflects the aesthetic goals of the District, auto and truck repair, municipal, and public utility installations may be acceptable uses, as may the use and storage, but not the wholesale distribution of the various chemicals listed in Section 6.5.3(1) of the existing ordinances.

Minimum lot size is 2 acres.

40,000

B. IMPLEMENTATION STRATEGIES

Old Orchard Beach's implementation strategy is broken into three levels:

- ✓ short-term activities which should be completed within one year of the adoption of this Plan;
- ✓ mid-term activities which should be completed within three years of the adoption of this Plan; and
- long-term activities which may take five or more years to complete.

1. Short-Term Activities

Within the year following adoption of the Comprehensive Plan, the Town of Old Orchard Beach should undertake the following activities to implement the recommended goals and policies:

a. Revised Land Use Regulations

The Town Council should appoint a Land Use Regulation Committee made up of Comprehensive Plan Steering Committee, Planning Board, and Zoning Board of Appeals members assisted by the Town Planner and the Code Enforcement Officer. This Committee should undertake a comprehensive revision of Old Orchard's land-use regulations to bring them into conformance with the policies of the Plan. These revisions should:

- incorporate the seventeen land use designations including the appropriate use and density requirements into the zoning district structure (Policies A.1.-3., A.6.-20., A.22.-23., B.2.-3., B.6., B.9., C.2., C.9., D.9., D.13., D.20., G.8., Land Use Plan);
- review and, if necessary, amend road construction, infrastructure, performance, and other standards to assure that they are conducive to an urban and rural environment (Policies A.4.-A.5., A.22., D.14.), to preserve the natural environment, visual character, and open spaces of the Town (Policies A.29., D.14., E.8.), to protect the roadscape and traffic carrying capacity of collector and major rural roads (Policies C.5., H.2.), and to encourage the development of facilities for the children and elderly (Policy G.8.);
- adopt ordinances to improve the aesthetics of the community (Policies A.31.-33., F.3.);

- establish workable standards for planned unit development, open space development, contract zoning, and other measures that would preserve farm and forestland, unique natural areas, valuable wildlife habitat, important pieces of open space and their interconnections, and to promote affordable housing (Policies A.21., B.6., D.11., E.8.);
- develop an ordinance protecting historic structures (Policy A.41.);
- revise the present designated locations and standards for mobile home parks to assure a good quality living environment for residents and a harmonious coexistence with surrounding development (Policy B.9.);
- adopt "good neighbor" performance and design standards, as well as buffering requirements, to assure that commercial, industrial, seasonal, and other nonresidential uses and developments are well planned, make good use of the site, provide adequate and safe vehicular access, and protect adjacent residential uses and neighborhoods (Policies B.2., C.4., C.6., E.18.);
- develop a comprehensive parking plan and review parking standards to assure that the requirements are adequate but do not overregulate (Policies A.42.-43., F.4.-7., H.8.-10., H.12.);
- establish minimum square footage per person requirements and minimum standards for winter usage of hotels/motels and summer cottages (Policy B.5.);
- review development regulations to assure that they do not result in unnecessary development costs (Policy B.6.);
- develop contract zoning provisions to encourage the development of affordable and elderly housing (Policies B.6.-8.);
- adopt ordinance amendments allowing the conversion of single family homes in the urban core into multifamily units or allowing the permanent addition of "temporary dwellings" or "mother-in-law apartments" to a single family lot (Policies B.6.-7.);
- incorporate standards in the development review process to protect and improve public access to the beach; establish minimum site design, traffic, and landscaping standards; identify and protect on-site and downstream stormwater management systems, all significant natural resources including wetlands, State-defined critical areas, rare plants, historic structures, and archaeological sites (Policies A.27., A.29., A.33., A.41., D.6., D.8., D.23., E.8., E.11., F.3., H.5., H.7.);
- regulate the number of bars allowed in the downtown (C.8.);

- review Town regulations and programs to assure that they protect scenic and habitat value, and water quality while allowing a reasonable economic use of forest resources (Policy E.17.);
- develop standards that retain undeveloped buffer strips along ponds, rivers, streams, and brooks (Policy D.10.); and, in the case of forestland, also along public roads, residential uses, and near water bodies and other significant natural resources (Policy E.18.); and in the case of residential developments, between the residential property and woodlots or forestlands (Policy E.19.);
- adopt standards that assure that harvesting of five acres or more or clear cutting of three acres or more is done in accordance with a management plan (Policy D.16.);
- establish a requirement for Planning Board review and approval of areas of three or more acres that are proposed to be clear cut if not conducted as part of a management plan prepared by a licensed forester or approved public agency (Policy E.20.);
- develop standards to protect wetlands (Policies D.2., D.4.-5.);
- establish standards that restrict disturbance of steep slopes (Policy D.13.),
- develop incentives to encourage energy conservation, creative site and building design, and the use of alternative energy technologies in development proposals (D.15.);
- develop regulations prohibiting disturbance and development of identified cemeteries and grave sites (Policy G.10.);
- establish requirements for developers to provide necessary public facilities to serve new developments if they are necessary to accommodate the new development (Policy G.14.);
- establish a cost-recovery ordinance for enforcing Town ordinances (G.19.); and
- develop regulations to reduce the number of curb-cuts on arterial and collector highways and to regulate the width of driveway openings (Policy H.7.).

b. Landowner Education

The Planning Board, assisted by the Planning Office, should develop and undertake a public education program to inform the public about the need for planning; the likely consequences of lack of planning, planned unit developments, open space zoning, contract

zoning, other important zoning techniques; the importance of neighborhood pride and aesthetics to community image, pride, and action to instill civic pride in residents and business owners; the Town's natural resources and issues, especially water quality and wetlands, the importance of the resources, and the types of activities which can damage or destroy them (Policies A.30., D.3., D.7.); and the role private landowners play in assuring the future rural character of Old Orchard Beach (Policy A.37.). The Planning Board should encourage owners of woodlots and forestlands to manage their land in an environmentally sensitive manner and to participate in the Tree Growth Tax Program, the Open Space Tax Program, income tax credit for forestry-related investments, and other programs designed to retain land as forests, and to recognize the usefulness of forestland for wildlife habitat (Policies E.15.-16., E.21.). Furthermore, the Planning Board should encourage a recognition of the Town's civic and financial self-interest in maintaining an attractive, healthy downtown (Policy F.10.) and encourage private property owners to upgrade the physical condition and appearance of their properties and to upgrade the quality and diversity of merchandise sold in the stores (Policy F.2.). Furthermore, they should be encouraged to develop and implement neighborhood improvement standards (Policy F.2.). Active public uses and institutions should be strongly encourage to remain or locate downtown (Policy F.8.). The use of water conservation devices should also be encouraged (Policy G.17.).

At a minimum, this effort should continue through the adoption of revised land use regulations to bring the Town's ordinances into compliance with the policies of the Plan. In later years, the program could be used to provide landowners assistance in planning for the use of their land to help them address the Town's concerns in ways which minimize the impact on their holdings (Policy A.38.). Many of the techniques described in Dealing with Change in the Connecticut River Valley: A Design Manual for Conservation and Development could be used as illustrative examples of Town/ landowner win/win scenarios.

c. **Predevelopment Planning**

The Town Council should establish a cooperative program which encourages landowners of parcels of twenty acres or more in size to go through a preplanning process prior to the sale of any lots or the issuance of any development permit other than one single family home (Policies A.36.-37.). The purpose of this program should be to assist landowners in making wise and informed decisions about the use of their land.

The process should be designed to be advisory rather than regulatory in nature, administered through the Planning Board and Planning Office, and would not be subject to Town approval or recording. The goal of the predevelopment planning process is to assure that landowners consider the natural opportunities and constraints of the land, access potentials, and the Town's land use regulations prior to making decisions about the use of the parcel.

The preplanning process should not require the property owner to have to do any extensive on-site analysis, should be based on existing information available through Town, State, and federal agencies, and should be exempt from the cost-recovery program.

The process should be designed to identify all potentially significant constraints to the utilization of the property including public water and sewerage capabilities, natural resource considerations including steep slopes, wetlands, floodplains, water bodies, valuable wildlife habitats, unique natural and cultural areas, and vehicular access to the site.

The program should encourage the property owner to prepare a plan which identifies the constraints to the use of the parcel and a conceptual plan for the use of the parcel, provisions of appropriate access, protection of natural and cultural resources, and the provision of water and septic waste disposal.

d. Capital Investments Program

The Town Manager, Town Council, and the Finance Committee should undertake a careful and consistent program of long-range capital improvement planning by annually preparing an updated Capital Improvements Program which inventories the Town's capital needs, assesses the community's ability to pay for capital projects, and establishes short- and long-term capital spending priorities (Policies D.18., E.10., F.4., G.1.-2., G.5.-6., G.15., H.1., H.3.-4., H.9.).

In addition, to assist in the preparation of this Plan, the Public Works Department, with the assistance of the Planning Office, should prepare an inventory of and plan for upgrading municipal landscaping, paving, sidewalks, and roadways to guide annual public investments through the CIP and annual funding (G.2.). In addition, the Public Works Director and Sewage Treatment Superintendent, with assistance of the Planning Office, should prepare a plan establishing priorities for the continued upgrading and orderly extension of sewer and drainage lines (G.2.).

The 1992 Capital Improvements Program should incorporate the issues raised by this Plan.

e. Regional Coordination

Portions of the Plan can be implemented only in cooperation with neighboring communities. Such cooperation already is vital to the Town's operations in areas such as waste management and emergency services, and it should continue. Expanded regional cooperation is needed to coordinate common interests, like water quality protection, shared natural resources, solid waste management, transportation planning, housing the transient winter population, meeting the needs of disadvantaged youths, and minimizing conflicts associated with growth and rural area designations. The Town Council and Town Manager should initiate contact with the adjoining communities of Scarborough and Saco, and with the Southern Maine Regional Planning Commission to begin or reinforce the necessary coordination (Policies A.25., A.39., B.10., D.16., D.20-21., G.8.).

f. Solid Waste and Recycling

The Solid Waste Committee should continue to support regional efforts to develop a waste disposal site for demolition waste, stumps, and white goods. It should develop and maintain a local or regional recycling/composting strategy and investigate the feasibility of curbside pick-up. Because of the changing financial situation of MERC, the Town Council/Town Manager should participate in any informational sessions which are provided to carefully monitor the situation and better prepare the Town to plan for waste disposal (Policies G.11.-13.).

g. Utility Planning

The Planning Board should work with the Town Council, appropriate department heads, and the Biddeford & Saco Water Company to plan for the sewer and water needs of Old Orchard Beach's growth areas. This effort should:

- establish the geographic limits of the sewer service areas (Policy G.3.),
- explore the Water Company's request for a water impact fee (Policy G.4.), and
- establish priorities for the expansion of public services (Policy G.18.).

h. Downtown Revitalization

The Beautification and Revitalization Committee should oversee implementation of the Downtown Revitalization Plan and the pertinent goals and policies of this Plan (Policies A.32., A.43., C.7.-8., F.1.-10., H.8.-9.). Where appropriate, it should pursue the development of additional funding sources and mechanisms to implement the Plan.

i. Parking Standards

The Town Council should establish a new Committee, including one or two Planning Board members, business people, and property owners with assistance from the Public Safety and Public Works Directors, Town Planner, and Code Enforcement Officer to review parking standards, review parking opportunities, develop a Comprehensive Parking Plan, and advise the Town Council on necessary capital improvements. In the short-term, the Committee should focus on reviewing parking standards and shared parking opportunities. This information will be useful for the anticipated revision of the Land Use Ordinances (Policies A.42.-43., F.5.-6.).

j. Upgraded Staff Support

The Town Council and Town Manager should assure that the departments that are responsible for applying and enforcing the Town's ordinances are adequately funded and staffed to assure even, fair, and thorough application and code enforcement.

2. Mid-Term Activities

Within three years of adopting the Comprehensive Plan, the Town of Old Orchard Beach should undertake and complete the following activities to implement the recommended goals and policies:

a. Right-to-Farm/Right-to-Forest Policy

The Town Council, with the assistance of members of the Comprehensive Plan Steering Committee, the Town Planner, and the Town Assessor, should develop and adopt a formal policy on the role of agriculture and forestry in the Town of Old Orchard Beach (Policy A.35.). The policy should clarify the Town's relationship with the agricultural and forestry community. This policy should address:

- the Town's farmland and forestry assessment practices;
- the application of current use valuation under State programs;
- the treatment of agricultural and forestry uses with respect to issues such as sludge spreading and the use of pesticides, and the protection of the right-to-farm and the right-to-forest.

b. Land Assessment Policy

The Town Council, with the assistance of members of the Comprehensive Plan Steering Committee, the Town Planner, and the Town Assessor, should develop a policy for the assessment of rural, undeveloped land including wetlands (Policy A.35.). This policy should be consistent with State law but should clearly establish that the Town's land use regulations and the natural resource constraints which affect the land's development potential should be considered in determining the assessed value of this land.

If the Town Council finds that the State laws governing property taxation work in conflict with the Town's goals of retaining open space and preserving the rural character of Old Orchard Beach, the Town should play a leadership role in seeking changes to the State laws.

c. Roads Policy

The Town Council, with the assistance of members of the Comprehensive Plan Steering Committee, the Town Planner, and the Public Works Director, should develop and adopt a formal policy relative to the improvement of Town roads, particularly dealing with construction of transportation improvements and roadway maintenance (Policies H.1., H.4.). This policy should emphasize the Town's desire to retain the character of these rural areas.

The maintenance and condition of the Town's roads contributes to the overall safety, appearance, and character of the Town, as well as affecting the value of private property. The formal policy should also cover priorities and general standards for maintenance of roads, the

importance of planning and building improvements to complement and reinforce desired land use patterns, as well as spelling out the protection of community and individual property from damage or encroachment.

d. Parking Standards

The new Parking Committee should continue its development of the Comprehensive Parking Plan. This Plan should identify the location of parking and no parking areas, evaluate parking needs, and identify opportunities for shared parking (Policies A.42.-43., F.4.-7., H.10., H.12.).

e. Town Image

The Town Council should appoint a Committee, including members of the Chamber of Commerce and the Beautification and Revitalization Committee, among others, to address issues related to upgrading the Town's media image and self-image. This should include areas such as encouraging and supporting functions like the Beach Olympics, organizing events like Civic Pride Night and Citizen of the Year Awards, and drawing groups like the Portland Symphony to the community. The Committee should also be familiar with and support the development of neighborhood pride and self-image (Policies A.34., B.-1., B.3.).

f. Affordable Housing and Neighborhood Revitalization

The Town Council should expand the charge of the Community Development Block Grant Committee to implement the recommendations of the affordable housing and neighborhood revitalization strategy (Policies A.26., B.1., B.4., B.6.-B.10., E.6., G.2.) including:

- advising the Planning Board on appropriate land use regulations such as density bonuses for the construction of affordable housing units or regulations that unnecessarily increase the cost of housing;
- purchasing land or projects to meet subsidized or affordable housing needs and seeking proposal from developers to build the housing which gives the Town control over the quality and style of the development;
- encouraging the construction of various types of elderly housing to meet the needs of the Town's older residents;
- encouraging and promoting the development of 50 additional affordable housing units;
- developing a plan for upgrading visible public facilities and, in cooperation with the Conservation Commission, for creating open spaces, parks, and play areas in residential neighborhoods; and

- locating the funding sources available to support this effort. Two potential funding sources include Maine Affordable Housing Alliance Funds and Community Development Block Grant Funds.

g. Economic Development Committee

In addition to its efforts in the downtown, Old Orchard Beach should expand its focus to encourage new year-round institutional, commercial, service, and clean, light industrial development, including exploring the feasibility, desirability, and necessity of developing an industrial/business park (Policies C.1.-C.3.).

A new Committee should be charged with seeking outside funding in support of these activities, with acting as a conduit for direct State and federal assistance to businesses and property owners, and with coordinating the activities of any State agencies.

The Committee should be responsible for marketing, promotions, and facilitation of activities to strengthen opportunities to draw businesses to the community. To accomplish its mission, the membership of the Committee should be broadly representative of the community and business interests.

h. Historic Preservation

The Town Council should ask the Old Orchard Beach Historical Society to prepare an inventory of additional structures, sites, and archaeological resources to be preserved and a local register of historic sites including, among others, those on the State and National Historic Register. The purpose of this inventory and register is to identify important cultural resources to be protected in the development review process. Furthermore, the Historical Society should be invited to participate in the development review process when it is appropriate and to assist the Planning Board in the development of an ordinance protecting historic structures and sites and in developing architectural review standards for identified historic structures and sites (Policies A.42.-43.).

i. Performing Arts Center/Ballpark

The Town Council should continue to work with the owners/lessees of the Performing Arts Center/Ballpark to support upgrading and maintenance of the facility to encourage attractions supportive of a family, senior, and "summer resident" tourist economy. The Council should also encourage the owners/lessees to make improvements to ameliorate the problems of noise, traffic congestion, and parking. The Council should also continue to regulate use of the facility to minimize negative impacts on the community (policies E.12.-14.).

j. Public Access

The Conservation Commission should develop a program to preserve and upgrade public access to the beach (Policies A.27.).

3. Long-Term Activities

The Town of Old Orchard Beach should undertake the following long-term activities to implement the goals and policies recommended by this Plan, recognizing that many of these activities will be continuing activities or take five or more years to complete due to the nature of the effort.

a. Natural Resource Information

The Conservation Commission should work with the appropriate State agencies and property owners to refine and update the natural resource information contained in this Plan (Policy D.12.).

b. Open Space Conservation and Recreation

The Conservation Commission should continue its planning for the development of recreation resources and facilities (Policy E.7.). In addition, the Commission should develop a program for protecting key open spaces in the community, including preserving view corridors, key areas with significant natural resource, wildlife, or scenic value (Policies A.29, A.35). This effort should include a wide range of possibilities for both the method of acquisition (gifts, land trades, purchases, etc.) and the extent of ownership (conservation easements, development rights, fee ownership, etc.).

The Commission should continue and expand upon the work of the Comprehensive Plan Steering Committee in identifying view corridors and scenic vistas; neighborhood open space, park, and play area needs; possible locations for community gatherings and recreation; significant parcels where the Town wants public access; and opportunities for bike paths, hiking, cross-country skiing, snowmobiling, and walking. In addition, the Commission should examine Town-owned parcels for recreation and open space opportunities (Policies A.29, B.3., E.1.-2., E.4., E.6., G.2.).

The development and operation of a successful open space conservation and recreation program will require a major commitment on the part of the Town and will need to be an ongoing activity. The Town's efforts should include the following:

- developing an overall policy which identifies the types and locations of land which should be conserved or developed for recreational purposes through public/private action and establishing priorities for evaluating various parcels;

- establishing relationships with existing conservation organizations and land trusts, to coordinate activities and to utilize their knowledge and experience;
- working with land owners to encourage the use of conservation and/or public access easements or similar devices to protect all or a portion of their land for the future (Policies E.4.-5.);
- exploring possible funding mechanisms that can be used for acquiring open space for public access, including public and private sources of outside funding (Policy E.3., G.2.);
- developing a program for the acquisition of open space and assurance of its maintenance (Policy E.5.); and
- encouraging private landowners to take part in the State's Farmland and Open Space and/or Tree Growth Tax programs (Policies A.35., D.11., E.16.).

The Commission should also work with the Planning Board and the Planning Department to develop a long-range landscaping plan to guide capital expenditures for planting trees and orchards to improve the Town's overall aesthetics and image (Policy A.33.) and for developing open spaces, parks, and play areas in residential neighborhoods (G.2.). And finally, the Commission should oversee, support, and continue the Town's Dune Management Program (Policy D.19.).

c. Transfer of Development Rights

The Planning Board should investigate transfer of development rights (TDR) as a possible tool for use in Old Orchard Beach, or in cooperation with neighboring towns that, together with Old Orchard Beach, constitute a housing market (Policy A.24.) TDR is a tool that allows/requires developers in designated growth areas to purchase development rights from landowners in designated rural or conservation areas. The development rights are transferred for use in the growth areas. TDR can be used as an incentive to further the goal of growth management, through compensation to landowners in rural areas and the opportunity for economical development for developers who are limited to growth areas. There is a growing track record for TDR in some parts of the country (Maryland, New Jersey, and Virginia, for example), but little practical experience at a strictly local level. The investigation should look at alternatives for making TDR work, and it should include recommendations for educating the public about this tool.

C. CAPITAL INVESTMENTS PROGRAM

The capital facilities of local government are essential to meeting the service needs of the community in an efficient and cost-effective manner. The Town of Old Orchard Beach should continue to formally institute a capital budgeting system for municipal facilities and equipment. This process should be directed by the Town Manager and Town Council with assistance from

the Finance Committee. This Comprehensive Plan incorporates the capital programs for both municipal and school facilities.

The Plan strongly supports capital improvements programming as part of the Town's annual budgeting and administrative process. Lacking a capital improvements plan, the temptation may be to defer needed spending on capital projects when the budget is tight and approve whatever is proposed when funds are available. This approach can result in scarce capital dollars being spent on projects that do not reflect the greatest need of the community. As importantly, project-by-project budgeting can result in unexpected future costs for major projects that are essential or are mandated by State or federal requirements.

A capital improvements program is designed to assist the Town in planning for the needed capital expenditures of the Town on a rational and systematic basis. The program is designed to identify the needs of Old Orchard Beach for capital expenditures, to evaluate the priority of the various needs, and to structure a spending program for meeting the more important of these needs on an affordable basis.

1. Financial Considerations

The need for capital spending must be balanced against the ability of the Town to pay for these projects. This means that while some projects may be desirable, the Town simply may not be able to afford them.

The Town has traditionally used bonding to finance capital projects. Currently, Old Orchard Beach has the following outstanding obligations for capital projects:

<u>General Long-term Debt</u>	<u>Interest Rate</u>	<u>Final Maturity Date</u>	<u>Balance End of Year</u>
1973 Municipal purpose bond	Varies	1993	\$ 400,000
1978 School bond	Varies	1998	1,305,000
1982 Capital improvement bond	10.4%	1992	300,000
1983 Capital improvement bond	10.29%	1998	830,000
1985 General obligation	9.125%	1995	300,000
1986 Capital improvement bond	Varies	2006	1,120,000
1986 General obligation bond	Varies	2011	7,530,000
1988 Capital improvement note	Varies	1993	305,217
1989 Capital improvement bond	Varies	1989	1,840,000
1989 Sewer improvement B.A.N.	7.00%	1990	805,000
1990 School improvement B.A.N.	7.80%	1990	760,000
1990 FmHA note	6.00%	2019	<u>800,000</u>
			16,295,217
<u>Proprietary Funds</u>			
1987 General obligation security	Varies		<u>2,200,000</u>
Total general obligation debt			\$18,495,217

The Town's indebtedness as of June 30, 1990, was, therefore, \$18,495,217. The annual requirements to amortize all outstanding debts as of June 30, 1990, is described below. These amounts include school debt requirements which will likely be reimbursed by the State.

Year Ended June 30	General Long-Term Debt			Proprietary Funds		Total
	B.A.N.	Principal	Interest	Principal	Interest	
1991	\$1,565,000	\$ 992,603	\$ 1,116,477	\$ 8,096	\$ 201,904	\$ 3,884,080
1992	-	1,003,255	1,042,755	63,094	146,906	2,256,010
1993	-	1,013,946	966,552	71,658	158,342	2,210,498
1994	-	812,939	899,269	77,133	152,867	1,942,208
1995	-	728,716	843,683	103,402	146,598	1,822,399
1996	-	714,538	789,793	111,302	138,698	1,754,331
1997	-	680,411	737,177	140,181	129,819	1,687,588
1998	-	691,335	685,003	150,892	119,108	1,646,338
1999	-	607,316	631,084	179,151	110,849	1,528,400
2000	-	478,355	590,774	193,305	96,695	1,359,129
2001	-	419,456	555,948	228,963	81,037	1,285,404
2002	-	440,623	521,911	247,052	62,948	1,272,534
2003	-	466,861	485,649	286,957	43,043	1,282,510
2004	-	498,172	446,744	309,627	20,373	1,274,916
2005	-	529,562	404,912	29,187	1,131	964,792
2006	-	561,036	360,120	-	-	921,156
2007	-	527,598	312,096	-	-	839,694
2008	-	569,254	266,820	-	-	836,074
2009	-	611,010	217,794	-	-	828,804
2010	-	657,870	165,031	-	-	822,901
2011	-	669,842	109,659	-	-	799,501
2012	-	726,933	51,256	-	-	778,189
2013	-	39,149	19,715	-	-	58,864
2014	-	41,498	17,366	-	-	58,864
2015	-	43,988	14,876	-	-	58,864
2016	-	46,627	12,237	-	-	58,864
2017	-	49,424	9,440	-	-	58,864
2018	-	52,390	6,474	-	-	58,864
2019	-	55,510	3,331	-	-	58,841
	<u>\$1,565,000</u>	<u>\$14,730,217</u>	<u>\$12,283,946</u>	<u>\$2,200,000</u>	<u>\$1,610,318</u>	<u>\$32,389,481</u>

Old Orchard Beach's debt figures do not include any overlapping debt for York County, as the County currently has no debt.

Old Orchard Beach's total indebtedness of \$18,495,217 is approximately 3.6% of the Town's State valuation. As a rule of thumb, 5% of State valuation is the recommended limit for a Town to bond; 15% is the legal limit on a Town's bonding ability.

2. Adequacy of Existing Facilities and Systems

This subsection analyzes the adequacy of the Town's facilities to meet the current needs of Old Orchard Beach's residents and to accommodate the projected growth in residential and nonresidential uses. The analysis looks at the facilities function-by-function. A basic description of these facilities is found in Appendix V. Inventories and Analyses. The Town Manager has indicated that items costing less than \$100,000 should be funded through the regular budget process.

a. Public Safety

The Police Department replaces three vehicles each year at an average cost of \$13,000 per vehicle. The estimated replacement cost for the 1988 Chevrolet Suburban Truck is \$25,000.

The Town needs to continue to modernize and upgrade its Fire Department and Rescue facilities. The Inventories and Analyses identifies the following improvements and pieces of equipment:

- addition to Public Safety Complex, by 1994-96, estimated cost \$500,000-\$750,000;
- several computer terminals (\$20,000), lockers (\$10,000), file cabinets (\$3,000), office furniture (\$8,100), and air conditioning (\$7,600) for the Public Safety Complex;
- Whelan Strobe Light Bars, by 1992, estimated cost \$10,000;
- copier, by 1992, estimated cost \$3,500;
- Motorola HT-220 portable radios, by 1992-93, estimated annual cost \$2,500 (5 @ \$500 each);
- Motorola Mobile Radios, by 1992-93, estimated cost \$10,500 (3 @ \$3,500 each);
- Motorola HT-600, by 1993-94, estimated annual cost \$1,800 (2 @ \$900 each);
- Monitor Pagers, by 1993-94, estimated annual cost \$500 (2 @ \$250 each);
- Kustom Signal Radar Units, by 1993, estimated cost \$9,000;
- personal computers and printers, by 1994, estimated cost \$18,500;
- file server, by 1994, estimated cost \$6,000;
- typewriters, by 1995, estimated cost \$2,000;
- Centaur Mobile Motorola radios, by 1998, estimated cost \$14,000 (4 @ \$3,500 each);
- Motorola Scanning Mobile Radios, by 1998, estimated cost \$14,000 (4 @ \$3,500 each);
- air conditioners, estimated cost \$3,000 (replacement) or \$6,000 (new central air);
- file cabinets, estimated cost \$2,400;
- dictaphone tape storage cabinet, estimated cost \$800;
- computer dispatch program, estimated cost \$10,000;
- dictaphone tapes, estimated cost \$6,000;
- surveillance and monitoring camera system, estimated cost \$5,000;

- micro film machine, estimated cost \$20,000;
- replacement of the 1,000 GPM Class A pumper, by 1993, estimated cost \$145,200-\$242,000 (the price increases about 10% per year);
- replacement of the 100' aerial ladder truck, by 1996, estimated cost \$270,000-\$350,000 (may be able to make due with the mounting of a new aerial ladder and cab, estimated cost \$35,000-\$40,000);
- replacement of the 1,250 GPM Class A pumper, by 1992, estimated cost \$120,000-\$200,000 (the price increases about 10% per year);
- replacement of the 500 GPM tank truck, by 1996, estimated cost \$85,000-\$95,000;
- replacement of 600' of 5" fire hose, by 1992, estimated cost \$3,150 (the price increases about 10% per year);
- replacement of fire fighter gear, by 1992, estimated cost \$5,100;
- replacement of the 1983 ambulance, immediately, estimated cost \$95,000;
- equipment for the new ambulance, total estimated cost \$21,000, including
 - a defibrillator/monitor (\$9,000),
 - a telemetry unit and APCAR communications equipment (\$7,000),
 - stretcher and miscellaneous supplies (\$5,000);
- replacement of the 1987 ambulance, by 1992, estimated cost \$100,000;
- replacement of 2 portable radios, by 1992, estimated cost \$1,200;
- replacement of 2 base radios, by 1991, estimated cost \$2,600;
- replacement of turn-out gear, by 1993, estimated cost \$2,000;
- replacement of 2 office files, by 1991, estimated cost \$200; and
- replacement of 20 sets of HIV vaccinations, by 1991, estimated cost \$6,000.

The current and future facilities of the Police, Fire, and Rescue Departments, as identified above, should be adequate to accommodate projected growth.

b. Public Works

The Inventories and Analyses section identifies the Town's planned purchase schedule for operating equipment as follows:

- replacement of Truck #4, by 1992, estimated cost \$71,000;
- replacement of Truck #8, by 1992, estimated cost \$35,000;
- purchase of asphalt box, by 1992, estimated cost \$15,000;
- replacement of Truck #2, by 1993, estimated cost \$72,000;
- replacement of Truck #3, by 1993, estimated cost \$72,000;
- replacement of Truck #7, by 1993, estimated cost \$22,000;
- replacement of Truck #5, by 1993, estimated cost \$22,000;
- replacement of Sweeper, by 1993, estimated cost \$85,000;
- replacement of Air Compressor, by 1993, estimated cost \$7,000;
- replacement of Truck #1, by 1994, estimated cost \$73,000;
- replacement of Truck #12, by 1994, estimated cost \$73,000;

- replacement of Loader #2, by 1995, estimated cost \$85,000;
- replacement of Loader #3, by 1996, estimated cost \$90,000; and
- replacement of Sewer Rodder, by 1996, estimated cost \$22,000.

By 1996, the Town needs to construct a salt shed to comply with State requirements. The estimated cost of this facility is \$91,500. Thirty-three percent of the cost of this facility will be paid by the State. The ability to accommodate projected growth is not influenced by the facility.

Once an inventory and plan for landscaping, paving, and sidewalks has been prepared, an annual expenditure of approximately \$10,000, \$150,000-\$200,000, and \$50,000-\$100,000 respectively should be appropriated for these items. The Public Works Directors also recommends that \$100,000 each year for three years be dedicated for drainage improvements. To maximize efficiency of expenditures, sanitary sewer improvements should be undertaken at the same time as drainage improvements; for a total estimated cost of \$1 - \$1.5 million.

c. Town Office

Town Hall has two structural needs, one necessitating the closure of the assembly space on the second floor. The cost of renovations needed to address growth for a five-year projection is estimated \$936,136. The cost of new construction is approximately \$1,706,000.

Capital needs for the various departments in Town Hall are:

- replacement of Assessor Department's computer with a WYSE PC Network Computer System, server with software and 3 satellite terminals, by 1993, estimated cost \$40,000;
- replacement of Planning Department's computer, by 1993, estimated cost \$5,000; and
- replacement of Town Hall computer system, by 1993, estimated cost \$125,000 - \$150,000.

d. Education

The School Department anticipates two capital needs over the next ten years:

- to expand the shared library between Loranger and the Junior High School (presently a third of the size needed) which would probably enclose the space between the two buildings and be tied into some type of future expansion, no cost estimate available and
- to expand the number of lanes at the High School track from four to six in order to host State track meets, estimated cost of \$20,000.

e. **Sewer Service**

Sewer service is provided by the Town. The Inventories and Analyses identify the Town's existing needs, primarily governed by a 1987 Consent Decree. Construction of the following improvements must be substantially completed on or before March 1, 1994.

- Old Orchard Street Pump Station, estimated cost of \$1.2 million by 1991;
- West Grand Avenue Force Main, estimated cost of \$330,000 by 1993;
- East Grand Avenue Force Main, estimated cost of \$231,000 by 1993; and
- East Grand Avenue Pump Station, estimated cost of \$690,000 by 1994.¹

Other improvements needed are as follows (roughly in order of priority):

- separate West Grand Avenue sewer from 4th Street to Union Avenue, estimated cost of \$250,000;
- computer billing system for use with a user fee system of charges, estimated cost of \$25,000;
- variable speed drive for pumps at the West Grand Avenue Pump Station, estimated cost of \$21,000;
- dewatering unit for back-up, estimated cost of \$130,000.

Equipment replacement needs are as follows:

- 1 HPPC Programmable Controller, by 1996, life expectancy 7 years, estimated cost \$5,000;
- 1 Muffin Monster Grinder, by 2005, life expectancy 14 years, estimated cost \$6,500;
- 2 sequential ISCO samplers, by 2003, life expectancy 12 years estimated cost (@ \$4,000 ea.) \$8,000;
- 4 portable ISCO samplers, by 1996, life expectancy 7 years, estimated cost (@ \$2,600 ea.) \$10,400;
- 1 Onan fixed generator, by 2006, life expectancy 15 years, estimated cost \$62,000;
- 1 Caterpillar fixed generator, by 2016, life expectancy 25 years, estimated cost \$78,000;
- 2 Onan portable generators, by 2018, life expectancy 27 years, estimated cost (@ \$28,000 ea.) \$56,000;

¹According to the Treatment Plant Operator, most of the improvements have been done. He is negotiating with the Maine Department of Environmental Protection to remove the East Grand Avenue pump station and the West Grand Avenue sewer as required projects. These improvements were required based on extreme flow figures that have not occurred.

- 2 beta heavylift cranes, by 2008, life expectancy 17 years, estimated cost (@ \$5,600 ea.) \$11,200;
- 2 35 H.P. Smith & Loveloss Pumps, by 1996, life expectancy 5 years, estimated cost (@ \$15,000 ea.) \$30,000;
- 1 plant computer system, by 2001, life expectancy 10 years, estimated cost \$10,000;
- 2 chlorine leak detectors, by 2001, life expectancy 10 years, estimated cost (@ \$6,500 ea.) \$13,000;
- 3 Fisher-Porter chlorinators, by 2003, life expectancy 12 years, estimated cost (@ \$3,800 ea.) \$11,400;
- 4 mechanical aerators, by 1998, life expectancy 7 years, estimated cost (@ \$16,000) \$64,000;
- 2 40 H.P. Worthington pumps, by 2003, life expectancy 12 years, estimated cost (@ \$13,000) \$26,000;
- 1 125 H.P. pump, by 2001, life expectancy 10 years, estimated cost \$23,000;
- replacement of 1989 Mack Container Truck, by 2001, life expectancy of 10 years, estimated cost \$8,600;
- replacement of 1984 GMC dump truck, by 1998, life expectancy 7 years, estimated cost \$18,000;
- replacement of 1988 GMC 4x4 pick-up, by 1996, life expectancy 5 years, estimated cost \$18,000;
- replacement of 1989 John Deere Tractor, by 1998, life expectancy 7 years, estimated cost \$17,500; and
- replacement of 1977 maintenance van, by 1996, life expectancy 5 years, estimated cost \$26,000.

The replacement schedule for Sludge Management is:

- 1 John Deere loader, by 1996, life expectancy 5 years, estimated cost \$89,000; and
- 1 rotary screen, by 1996, life expectancy 5 years, estimated cost \$56,000.

Recognizing that the projected growth within the sewer service area will increase demands on the systems, Policy G.18. establishes priorities for sewer line extensions.

f. Cultural and Recreational Resources

The Town of Old Orchard Beach provides a range of cultural and recreational resources to meet the needs of its residents. These facilities are adequate to meet the recreational needs of the community, except in two areas. The Conservation Commission would like to build a Parks and Recreation Building within the next five years and develop an outdoor skating rink. No cost estimates are available at this time.

g. Transportation System

The Inventories and Analyses section identifies the following transportation improvement needs:

- Route 98 and Ross Road, estimated cost of \$250,000, Urgent-Important;
- Route 5 and Washington Avenue, estimated cost of \$10,000, Urgent;
- Route 5 and Union Avenue, estimated cost of \$300,000-\$400,000, Deferable;
- Route 5 and Atlantic Avenue, estimated cost of \$75,000, Important;
- East Grand Avenue and Walnut Street, estimated cost of \$5,000, Urgent;
- Heath Street Corridor Improvements, estimated cost of short-range proposal is \$40,000, of mid-term is \$150,000, of long-term is \$400,000, Important;
- Downtown Street Circulation Plan, estimated cost of study is \$30,000-\$40,000, of implementation is \$300,000, Implementation is Deferable;
- Old Orchard Street Improvements, estimated cost of \$300,000-\$500,000, Desirable;
- Route 5 between I-95 and Temple Avenue, estimated cost of short-range proposal is \$200,000, Urgent, of long-range is \$300,000, Deferable.
- Route 5 between Temple Avenue and Union Avenue, estimated cost of \$500,000, Desirable;
- Smithwheel Road Connector, estimated cost of study \$30,000-\$40,000, Urgent;
- East Grand Avenue, estimated cost of \$150,000, Important.

h. Downtown

The Inventories and Analyses of the downtown indicates the need to invest in public improvements as detailed in the Downtown Revitalization Plan. This includes the following improvements:

- design and construct Old Orchard Street pump station, interceptor line, and comfort station, 1991, estimated cost \$1,300,000;
- utility relocation on Old Orchard Street, 1992, estimated cost \$572,000;
- construct Memorial Park restroom and changing facility, 1993, estimated cost \$156,000;
- establish business redevelopment fund, 1991, estimated cost \$50,000;
- reconstruction and streetscape improvements on Old Orchard Street, 1992, estimated cost \$850,000;
- second year funding of business redevelopment fund, 1992, estimated cost \$50,000;
- administration 1992, estimated cost \$40,000;
- improvements at Town Square, 1993, estimated cost \$433,000;
- third year funding of business redevelopment fund, 1993, estimated cost \$50,000;
- administration, 1993, estimated cost \$40,000;

- design and construct Milliken Street parking facility, 1994, estimated cost \$270,000;
- sidewalk and curb improvement on Milliken Street, beyond the planning window, estimated cost \$368,000;
- sidewalk and curb improvement on Staples Street, beyond the planning window, estimated cost \$161,000;
- sidewalk and curb improvement on First Street, beyond the planning window, estimated cost \$67,000;
- sidewalk and curb improvement on Seavey Street, beyond the planning window, estimated cost \$67,000;
- land acquisition and improvement to create Veteran Square Government Center, beyond the planning window, estimated cost \$212,000 (if Town Hall remains at current location);
- sidewalk and streetscape improvements on East Grand Avenue, beyond the planning window, estimated cost \$489,000;
- Memorial Park improvements, beyond the planning window, estimated cost \$362,000;
- sidewalk and streetscape improvements on West Grand Avenue, beyond the planning window, estimated costs \$557,000; and
- Seavey Street Extension and Commercial Center, beyond the planning window, estimated cost \$880,000 (if an appropriate public/private initiative develops).

3. Municipal Priorities

A number of municipal facilities of the Town of Old Orchard Beach must be addressed to accommodate existing needs. These include areas necessary to correct deficiencies (or anticipated deficiencies due to equipment obsolescence) that create public health, safety, or welfare problems. They also may be required to meet State or federal mandates. Some of these needs may be urgent (abbreviated U); some may be necessary but could be provided within one or two years without creating serious problems (abbreviated N).

One area of municipal facilities must be addressed to accommodate projected growth. This includes construction of a new Town Hall.

In addition, the Town has other capital needs which are desirable, but not necessary, to address existing needs (abbreviated Des). They include some areas which, if not acted upon in the foreseeable time frame, could become lost opportunities.

And finally, the Plan addresses a number of desirable projects that should be undertaken if funding is available over the coming decade, but which could be deferred without risking an absolute or significant loss of opportunity. (Abbreviated Def.)

The chart on the next page illustrates the recommended schedule for undertaking projects to address municipal capital needs. For each project, a brief description, anticipated date of need, municipal rating (U, N, Des, Def), recommended schedule for undertaking the project by year, cost estimates (if available), and potential funding source is identified:

Project Description	Anticipated Date of Need	Municipal Rating	Recommended Schedule	Cost Estimate	Possible Funding Source(s)
• Public Safety Complex		Des	1994-1996	\$500,000-	capital debt
• 1,000 GPM pumper	1993	Def	1999	\$750,000 \$145,200-	annual reserve
• 100' ladder truck	1996	Def	1997-1999	\$242,000 (+ 10%/year) \$270,000-	annual funding
• 1,250 GPM pumper	1992	U	1994	\$350,000 (alternative \$35,000- \$40,000) \$120,000-	annual reserve
• ambulance with equipment	immediate	U	1992	\$200,000	cash, rescue fees
• ambulance	1992	Def	1996	\$110,000	cash, escrow funds
• Trucks #4 & #8, asphalt box	1992	U	1992	\$100,000	annual funding
• Trucks #2, #3, #7, and #5, Sweeper, Air Compressor	1993	N	1993	\$121,000 \$280,000	annual funding
• Trucks #1 & #2	1994	Des	1994	\$146,000	annual funding
• Loader #3 and Sewer Rodder	1996	Def	1996	\$112,000	capital debt
• paving	annual	U	annual	\$150,000-	annual funding
• sidewalks	annual	U	annual	\$200,000 \$50,000-	annual funding
• drainage/sanitary improvements	1992-1994	N	1993-1995	\$100,000 \$1-\$1.5 million	capital debt
• Town Hall	immediate to 1995	U	1992	\$1 million - \$1.7 million	capital debt
• Town Hall computer system	1993	N	1994-1996	\$125,000-	capital debt
• W. Grand Ave. force main	1993	Def	1996	\$150,000 \$330,000	capital debt
• E. Grand Ave. force main	1993	Def	1996	\$231,000	capital debt
• E. Grand Ave. pump station	1994	Def	1994	\$690,000	capital debt
• W. Grand Ave. sewer from 4th Street to Union Ave.	1993	Def	1993	\$250,000	capital debt
• loader and rotary screen	1996	Def	1996	\$145,000	enterprise fund
• Downtown Plan	1991	U	1992	\$1,350,000	TIF
• Downtown Plan	1992	N	1993	\$1,512,000	TIF
• Downtown Plan	1993	Des	1994	\$949,000	TIF
• other Downtown Plan improvements		Def		\$2,071,000-	CDBG, capital debt, annual funding, annual reserve
• Parks and Recreation building	1996	Def		\$3,163,000	capital debt
• outdoor skating rink		Def		-	capital debt
• Route 98 and Ross Road		U	1996-1997	\$250,000	capital debt, State funding
• Heath Street Corridor Improvements		I	1996-1997	\$40,000-	capital debt, State funding
• Downtown Circulation Plan (E. Grand Ave.)		U	1993	\$400,000 \$300,000	TIF, capital debt, State funding
• Old Orchard St. improvements		Des	1996-1997	(\$150,000) \$300,000	(capital debt, State funding) capital debt, State funding
• Route 5 between I-95 and Temple Ave. (short-term)		U	1996-1997	\$200,000	capital debt, State funding
• Route 5 between Temple & Union Ave. (long-term)		Def		\$300,000	capital debt, State funding
• Smithwheel Road Connector		Des	1996-1997	\$500,000	capital debt, State funding
		Def	1996-1997	-	capital debt, State funding

4. Facilities Necessary to Service Development Activities

Capital facilities required to service individual development projects should be the responsibility of the developer. The Town's development review regulations should assure that the need for improvements is assessed and the funding of any needed improvements is required by the developer as a condition of project approval.

5. Summary

The capital proposals set forth in this section represent an ambitious goal for the community and are put forward with the recognition that most projects may not be able to be accomplished during the next decade or that projects desirable to enhance the quality of life may need to be scaled back, deferred, or funded through private sources. The Town Manager suggests that items under \$100,000 should be funded through departmental budgets and that an annual CIP should not exceed \$500,000-\$750,000.

Other areas of capital improvement may become evident as time goes on. With each annual review, the Town Manager, Town Council, and Finance Committee should assess anticipated needs over the next five years. The annual process is described below.

- Step 1: annually, develop a list of items (including estimated cost) that will need attention within the next five years. For those projects requiring preliminary design and engineering cost estimates, develop that information to more effectively budget expenses.
- Step 2: rate the list of items in terms of priorities, i.e., urgent, necessary, desirable, deferrable.
- Step 3: develop a statement of need for each item, a narrative description of each project, and identify the potential funding sources for each item.
- Step 4: estimate how much money the Town can afford to spend or bond in each year.

The funding of the capital needs of Old Orchard Beach will require that the Town absorb the majority of the costs through the local property tax. Outside financial assistance is available for the construction of a sand and salt shed (approximately 33%). The Town can obtain State aid for school building construction and the purchase of school buses provided these costs are approved by the State. The State Road Improvement Block Grant can be used for roadway maintenance. A limited number of grant programs like Community Development Block Grants are also available.