

## **APPENDIX F**

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

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

## CHAPTER 6. GOALS AND POLICIES

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(Revised 10-8-02)

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

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

### A. Population and Household Growth

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

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

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

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

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

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

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

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

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

## **B. Natural Resources**

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

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

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

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

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

To reduce air, ground, and water pollution.

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

## Opportunities and Constraints

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

## Topography

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

## Surface Waters

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

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

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

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

#### Groundwater

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

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

### Wetlands

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

### Floodplains

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

### Soils

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

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

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

#### Farmland

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

#### Forestland

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

#### Wildlife and Fishery Habitat

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

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

#### Water Access

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

#### Unique and Critical Areas

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

#### Recycling

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

- a) ~~to develop an expanded recycling program to allow the Town to comply with State guidelines. In developing this program, the Town should consider:~~
    - 1) ~~regional approaches in conjunction with neighboring communities,~~
    - 2) ~~the potential for the composting of leaves and yard waste,~~
    - 3) ~~focusing recycling on those materials for which there are established markets,~~
    - 4) ~~including educational components to inform residents of the community about solid waste issues and the need for recycling.~~
  - b) ~~to work with other York County communities to develop a regional solution for the disposal and/or recycling of demolition debris and other bulky wastes.~~
32. The Town should continue to encourage the Chamber of Commerce to seek out firms involved in using or producing recycled materials in its efforts to market industrial park land on the Town's behalf.

#### Coordination with DEP

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

#### Conservation Commission

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

#### Land Conservation

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

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

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

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

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

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

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

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

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

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

## General Growth and Development

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

## Sewer Service

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

## Water Supply

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

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

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

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

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

## D. The Local Economy and Economic Development

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

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

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

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

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

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

To increase employment opportunities and wage levels within the community.

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

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

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

To enhance the quality of the local labor force.

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

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

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

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

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

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

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

development or redevelopment proposal.

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

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

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

## **E. Downtown's**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

To eliminate substandard housing within the community.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

space.

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

## **G. Transportation**

**State Goal: Same as Public Facilities**

**Regional Goal: Same as Public Facilities**

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

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

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

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

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

### Route 109

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

### Road Standards

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

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

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

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

#### Alternative Modes of Transportation

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

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

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

#### Sanford Regional ~~Municipal~~ Airport

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

## **H. Public Facilities**

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

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

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

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

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

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

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

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

#### General Pattern of Development

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

#### Municipal and School Facilities

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

#### Fire Protection

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

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

#### Police Protection

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

#### Solid Waste Disposal

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

developing this program, the Town should consider:

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

#### Stormwater Management

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

#### Educational Facilities

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

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

#### Mountain View Acres

~~7. The policy of the Town of Sanford with respect to Mountain View Acres should be to either:~~

- ~~a) operate the boarding home on a break-even basis which does not require an annual subsidy of Town funding, or~~
- ~~b) explore the feasibility of finding a private operator that will run the facility as a boarding home for the elderly.~~

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

#### Health Care

10. The policies of the Town of Sanford with respect to the provision of health care to the community should be to:

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

#### Dam Maintenance

11. The policy of the Town of Sanford should be to:

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

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

### Cemeteries

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

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

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

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

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

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

To emphasize the aesthetic value of the Mousam River.

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

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

### Recreation Facilities

1. The Town should support improvements to existing recreational facilities

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

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

#### Open Space

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

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

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

## **J. Cultural Resources**

**State Goal:           None**

**Regional Goal:      None**

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

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

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

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

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

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

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

roots of the community and its essential historical elements.

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

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

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

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

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

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

### Historic Resources

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

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

### Archaeological Resources

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

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

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

## **L. Fiscal Resources**

**State Goal: Same as Public Facilities**

**Regional Goal: Same as Public Facilities**

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

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

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

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

**CHAPTER 7.  
FUTURE LAND USE PLAN**

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(Revised 10-7-02)

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

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

**A. Land Use Patterns**

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

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

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

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

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

To discourage suburban sprawl.

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

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

### General Pattern of Development

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

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

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

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

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

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

### Residential

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

public water supply lines and sewerage by gravity are achievable;

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

#### Commercial

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

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

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

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

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

#### Flexible Zoning

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

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

### Farm and Forest Land

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

### Public and Institutional Uses

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

### Nonconformance

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

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

## 2. Future Land Use Plan

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

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

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

### C. Rural v. Growth Areas

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

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

Growth areas include land that:

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

## **D. Land Use Areas**

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

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

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

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

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

**1. Rural Areas**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## 2. Growth Areas

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

areas around the former textile mills along the Mousam River.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The village extension areas include:

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

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

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

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

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

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

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

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

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

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

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

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

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