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DRAFT

**Town of Cape Elizabeth
2019 Comprehensive Plan**

December 17, 2018

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2019 Comprehensive Plan Committee

- Tim Thompson, Chair
- Peter Curry, citizen representative
- Elizabeth Goodspeed, citizen representative
- Penelope Jordan, Town Council representative
- Susana Measelle Hubbs, School Board representative
- Sara Lennon, Town Council representative
- Kevin Guimond, citizen representative
- Harvey Rosenfeld, citizen representative
- Victoria Volent, Planning Board representative

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Hiromi Dolliver, Minutes Secretary
Judy Colby-George, Spatial Alternatives
RKM Research and Communications Inc.

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Executive Summary

1
2
3 The Town of Cape Elizabeth has a long history of comprehensive planning and
4 careful land use management. This most recent comprehensive plan continues
5 that tradition of steady governance and strategic planning for future trends.
6 Overall, the comprehensive plan recommends continuation of existing land use
7 management and policies.

8
9 Significant issues identified by the plan that may require shifts in town policy
10 include affordable housing, tourism, school and municipal infrastructure and
11 efforts to moderate increases in the tax rate. This plan recommends further
12 investigation, action and funding in these areas to prepare the town for expected
13 changes in demographics, climate, and national trends.

14
15 The 2-year development of the comprehensive plan has emphasized public
16 participation. The nine-member comprehensive plan committee included 2 town
17 councilors, 1 school board member, 1 planning board member and 5 members of
18 the public. All 26 meetings of the committee were open to and attended by
19 members of the public. The meeting schedule and all meeting materials were
20 posted to the town website. A public opinion survey was conducted. Three
21 public forums were hosted to present portions of the plan and solicit public
22 input. Unlike past plans, the public participation process also included 18
23 community meetings with local groups such as neighborhood associations, non-
24 profit organizations and high school government classes. An online forum was
25 also hosted on the town website, where questions regarding specific chapters
26 and policies elicited over 200 comments.

27
28 The deliberative process used in the development of the plan, as well as the
29 community's support for responsible governance, should help implement the
30 plan's 88 recommendations.

31

Vision Statement

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Our vision for Cape Elizabeth is to maintain the town as a highly desirable and welcoming community by following these priorities: protect the natural environment; preserve the town's character; sustain working farms, commercial fisheries, and historic places; promote access to technology; support excellent schools; diversify housing choices; create a vibrant town center; establish a safe pedestrian network; offer high quality municipal services; and strengthen citizen engagement.

1 PUBLIC PARTICIPATION

2
3 **Key Findings**

- 4
- 5 • A variety of public participation opportunities have been provided to
 - 6 encourage residents to engage in the process in a manner with broad
 - 7 appeal.
 - 8
 - 9 • The public opinion survey resulted in an excellent response rate.
- 10

11

12 A main focus of this comprehensive plan process is an emphasis on public

13 participation. To maximize public input, the town retained a consultant

14 specifically to create a public participation component in partnership with

15 the committee. Judy Colby-George of Spatial Alternatives was selected as

16 the public participation consultant.

17

18 The 2019 Comprehensive Plan Committee created a variety of

19 opportunities for the public to interact and inform the committee as they

20 have worked the process of creating the comprehensive plan. The

21 committee is grateful to all the members of the community who have

22 taken time to share their thoughts and opinions in order to create a plan

23 that is truly reflective of the community. There have been a series of

24 formal and informal events and methods by which public opinion has

25 been gathered.

26

27 2017 Comprehensive Plan Public Opinion Survey

28

29 The committee worked with RKM Research and Communication in order

30 to develop a survey to gather information from the community. The goals

31 of the survey were as follows:

32

- 33 • Identify the reasons why residents choose to live in Cape
- 34 Elizabeth.
- 35
- 36 • Evaluate residents' satisfaction with living in Cape Elizabeth.
- 37
- 38 • Determine how residents rate the quality of local services
- 39 .
- 40 • Identify residents' views toward residential development.
- 41
- 42 • Identify residents' views toward commercial development.
- 43

- Identify residents’ planning priorities for the future.

To maximize resident participation in the survey, a postcard was mailed to all residents with the online link to take the survey. A link to the survey was also available on the town website. A total of 783 records were completed through the online survey platform. Of the 783 completed surveys, 367 were completed using the link on the postcard and 416 were completed through the link on the Town’s website. This represented 8.4% of the population of the town. The 2017 Comprehensive Plan public opinion survey report is included in Appendix 1.

Committee Meetings

The committee has met at least monthly since January 2017 (a total of 26 meetings). The committee has set aside time at the beginning and end of each regular meeting for public comment. Members of the public have attended and commented at each meeting. Public comments have been recorded in the meeting minutes which are posted on the website. All committee meetings are listed on the town calendar so the public knows when and where they are held.

Town Council Meetings

Councilors Jordan and Lennon (representatives to the comprehensive plan committee) have announced at each town council meeting the upcoming regular committee meetings and public forums. The committee has provided three status reports to the town council.

Public Hearings

When the final comprehensive plan is presented to the town council for approval, the town council will offer public comment periods and also hold a public hearing during their process.

Town Web Site

The town has hosted a comprehensive plan web page with all the data, drafts, notices, meeting agendas and minutes. Citizens can go to the web site for any information as well as contact information for sending communication to the committee.

https://www.capeelizabeth.com/government/bds_commissions/ad_hoc/comprehensive_plan_2019/home.html.

1 *Online Forum*

2
3 Within the town website, the committee has offered an online forum for
4 public engagement called Loomio. This site allows questions to be asked
5 and commented on. In order to comment, citizens had to create a login
6 and as of this date there are 131 individuals signed up. There have been
7 27 different discussions and 222 individual comments. Members of the
8 committee have taken on the task of moderating the discussions. The
9 most active discussions are summarized and put into a short report for the
10 committee.

11
12
13
14 Strawberry Festival Kick Off

15
16 The committee had a booth at the Strawberry Festival in June, 2017 to
17 inform the community about the comprehensive planning effort. Citizens
18 were invited to comment on what they loved about the community and
19 what they would like to see change. Committee members were present to
20 answer questions about the process moving forward.

21
22 Community Meetings

23
24 A small group powerpoint presentation was prepared to enable
25 committee members to meet with various community groups and
26 introduce the plan process. Committee members made 18 presentations
27 to home owner associations, private non-profit groups and 3 high school
28 classes. Altogether, there were 300 individuals at these meetings.

29
30 Public Forums

31
32 *Public Forum 1 – January 25, 2018*

33
34 The first forum covered the
35 following chapters:

- 36
37 Population
38 Housing
39 Economy
40 Transportation

41
42 The forum included an overview
43 of each chapter, keypad polling



1 about each chapter, and small
2 group discussions. There were
3 approximately 50 participants
4 at the meeting. The keypad
5 polling and discussion summaries
6 are included in Appendix 2.

8 Small group discussion, January 25, 2018
9 Public Forum

10
11
12 *Public Forum 2 – June 6, 2018*

13
14 The second forum covered the following chapters:

- 15 Public Facilities and Services
- 16 Fiscal Capacity/Capital Investment
- 17 Natural & Water Resources
- 18 Agriculture & Forestry
- 19 Historic & Archeological
- 20 Recreation & Open Space

21
22
23 The forum included an overview of each chapter, keypad polling about
24 each chapter, and small group discussions. There were approximately 20
25 participants at the meeting. The keypad polling and discussion summaries
26 are included in Appendix 2.

27
28 *Public Forum 3 – October 30, 2018*

29
30 The third forum covered the
31 following chapters:

- 32 Existing Land Use
- 33 Future Land Use
- 34 Regional Coordination
- 35 Recommendations

36
37
38 The forum included an overview
39 of each chapter, keypad polling
40 about each chapter, and small
41 group discussions. There were
42 approximately 60 participants
43 at the meeting. The keypad



1 polling and discussion
2 summaries are included
3 in Appendix 2.

4
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7

Information presentation, October 30, 2018
Public Forum

8 Cape Courier Announcement

9

10 The committee advertised the final forum in the October 24, 2018 issue of the
11 Cape Courier.

12
13
14

1 **POPULATION AND DEMOGRAPHICS**

2
3 **Key Findings**

4 •Over the past few decades Cape Elizabeth’s population has continued to
5 grow at a slow and steady rate of about 2% per decade. This low growth
6 pattern is projected to continue.

7 •While the number of year-round residents remains stable, seasonal
8 housing units are on the rise. Between 1990 and 2010 there were 101 new
9 seasonal units, bringing the total to 193.

10 •Cape Elizabeth’s population is aging more rapidly than the rest of
11 Cumberland County. Between 2000 and 2015 the population over 80 has
12 increased by almost 80%, and the under 5 population has decreased by
13 nearly 50%.

14 •While the household sizes in Cape Elizabeth remain larger than the state
15 and county average, they have been declining since 1990. From 2000 to
16 2010, the number of married couples with children has declined by 11%,
17 while the number of one person households has grown by more than 12%.

18 •Cape Elizabeth has the second highest median income in Cumberland
19 County and the state, with over 61% of households making over \$75,000,
20 and 16% making over \$200,000.

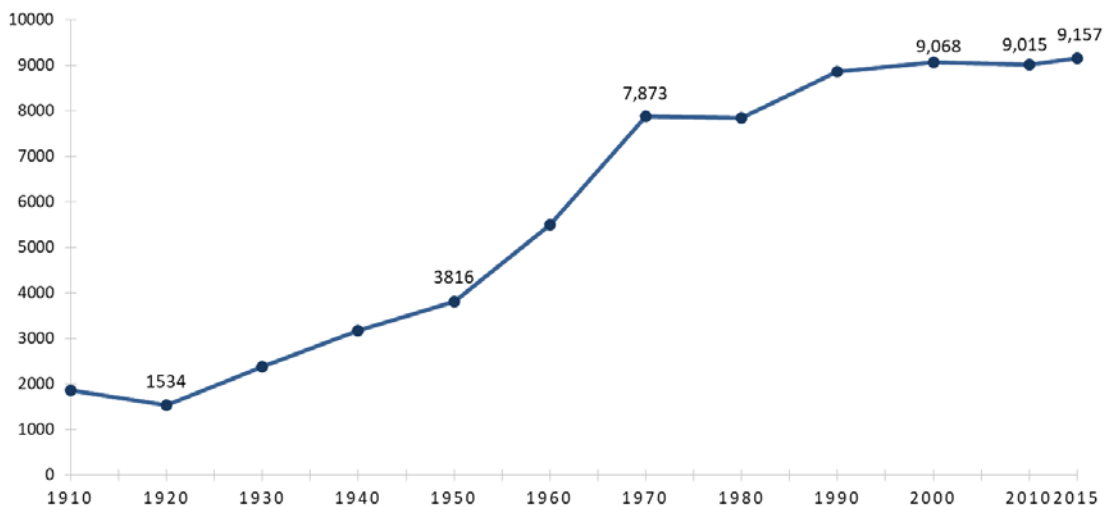
21 •Cape Elizabeth has an extremely well educated population and is overall
22 one of the most highly educated municipalities in the state. Almost 99% of
23 adults are high school graduates, and nearly 64% are college graduates.

24
25 Population Growth

26
27 Understanding population growth and trends is essential to planning for the
28 future and ensuring that the community has adequate services and resources.
29 Population change is the result of two factors: natural increase (the difference
30 between births and deaths) and net migration (the change in people moving
31 to/from the community). As a nation, our population is growing slowly;
32 however, there are often population waves such as the baby boomers and
33 millennials where there is an especially large cohort. These age structure trends
34 are often observed at the local level as well and have implications for community
35 planning. Most population growth at the local level is from individuals and
36 families moving to a community (in migration) for economic opportunity or
37 quality of life reasons.
38

1 Over the past hundred years, from 1910 to 2010, the population of Cape
2 Elizabeth increased nearly five-fold, from 1,857 to 9,015 residents. Until 1970
3 growth was occurring at a relatively rapid pace, about 54% per decade. The
4 greatest decennial rise occurred from 1960 to 1970, when Cape Elizabeth's
5 population grew from 5,505 to 7,883, a total increase of 2,368 people. This growth
6 was part of a country-wide trend in migration from urban to suburban/rural,
7 influenced by Federal policy. Since 1990, population growth has been slow and
8 steady, averaging around just 2.3% per decade. From 2000 (population 9,068) to
9 2010 (population 9,015), the population actually decreased by 53 individuals.
10 From 2010 to 2015, Cape Elizabeth added 142 new residents. (Source, 2000 and
11 2010 U.S. Census)

CAPE ELIZABETH POPULATION GROWTH 1910-2015

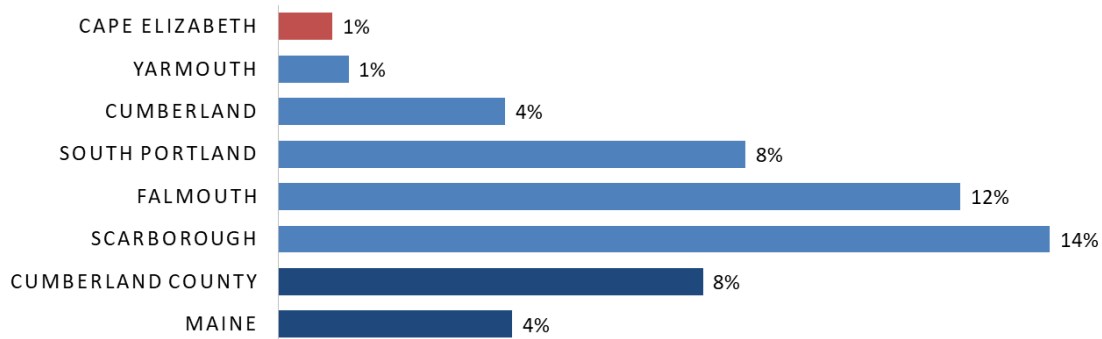


Source: U.S. Census, 2010-2015 ACS 5-year estimate

12
13
14 From 2000 to 2015, Cape Elizabeth's population grew by just 1%. During this
15 same time Cumberland County's population grew by 8%, from 265,612 to
16 286,119, and Maine's overall population grew by 4%. Scarborough's 14% growth
17 was the greatest in the region.

18
19 Cape Elizabeth accommodated about 4% of Cumberland County's growth. The
20 largest share of county growth was in Portland, accounting for 14%. However,
21 South Portland and Scarborough weren't very far behind absorbing 10% and 12%
22 of the growth, respectively. The primary cause of this growth was in-migration –
23 new residents moving into the community. Yarmouth and Cumberland each
24 accommodated about 1% of the county's net growth. Both communities
25 experienced greater increases in population, but the increase was due to birth
26 rates rather than in-migration.

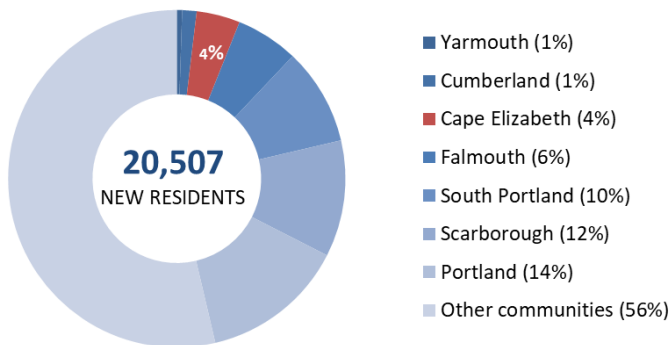
COMPARATIVE POPULATION GROWTH 2010-2015



Source: U.S.Census, 2010-2015 ACS 5-year estimate

1

SHARE OF CUMBERLAND COUNTY GROWTH 2010-2015



Source: U.S.Census, 2010-2015 ACS 5-year estimate

2

3

Age Distribution

4

5

Maine has the distinction of having the oldest state population in the country.

6

While the median age in the U.S. in 2010 was 37.2 years, in Maine it was 42.7

7

years. This aging trend is especially strong in Cape Elizabeth. As of 2015, Cape

8

Elizabeth’s median age was 51.1, about 25% older than Cumberland County’s

9

median age of 41.9.

10

11

Overall, Cape Elizabeth’s change in population distribution between 2000 and

12

2015 follows national and regional trends, with a decline in school aged children

13

and growth in the elderly population. However, Cape Elizabeth has experienced

14

an especially sharp decline in the number of children under 5 years old,

15

decreasing by nearly 50% over 15 years. By comparison, the number of children

16

under 5 countywide has only declined by about 8%. At the opposite end of the

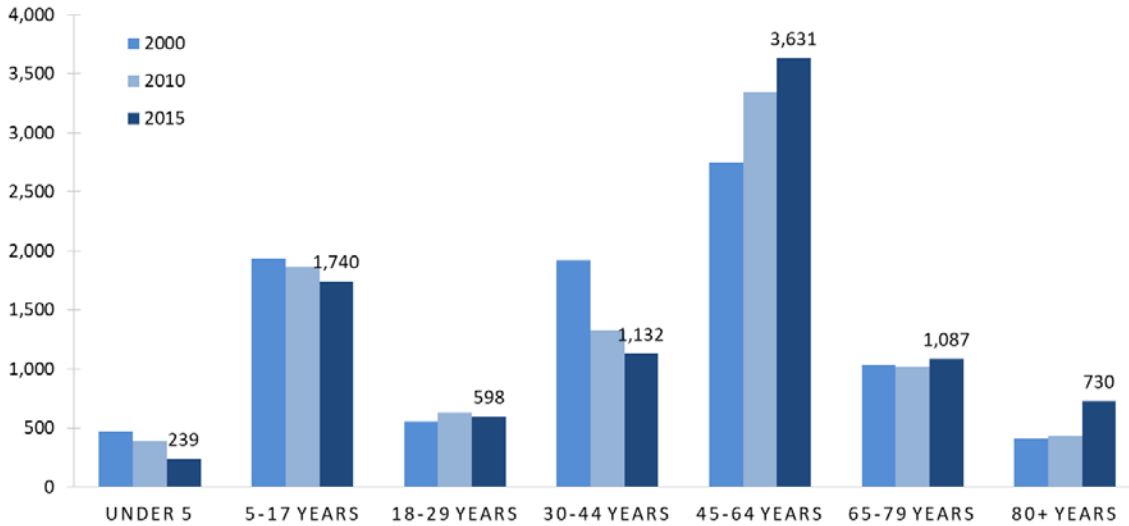
1 spectrum, Cape Elizabeth’s population over 80 has increased by nearly 80%,
 2 while across the county it has only increased by about 22%. Between 2000 and
 3 2015, Cape Elizabeth’s population shrank in all age groups under 45, and grew in
 4 all age groups over 45.

5
 6 In 2000, children aged 5-17 comprised the second largest age group in Cape
 7 Elizabeth, accounting for 21% of the total population compared to 17% for the
 8 county and 18% for the state. From 2000 to 2015, the number of children aged 5-
 9 17 in town decreased by 10%. Similarly, the percentage of children under five
 10 decreased from 5% in 2000 to below 3% in 2015. Given these trends, it is likely
 11 that Cape Elizabeth will see a decline in school enrollment over the coming
 12 years.

13 From 2000 to 2015, the 45-64 age group, which includes many Baby Boomers,
 14 represented the most dominant age group in Cape Elizabeth. In 2000 about 30%
 15 of all residents were in this age bracket. By 2015, this number increased to nearly
 16 40% of all residents, compared to 30% of Cumberland County.

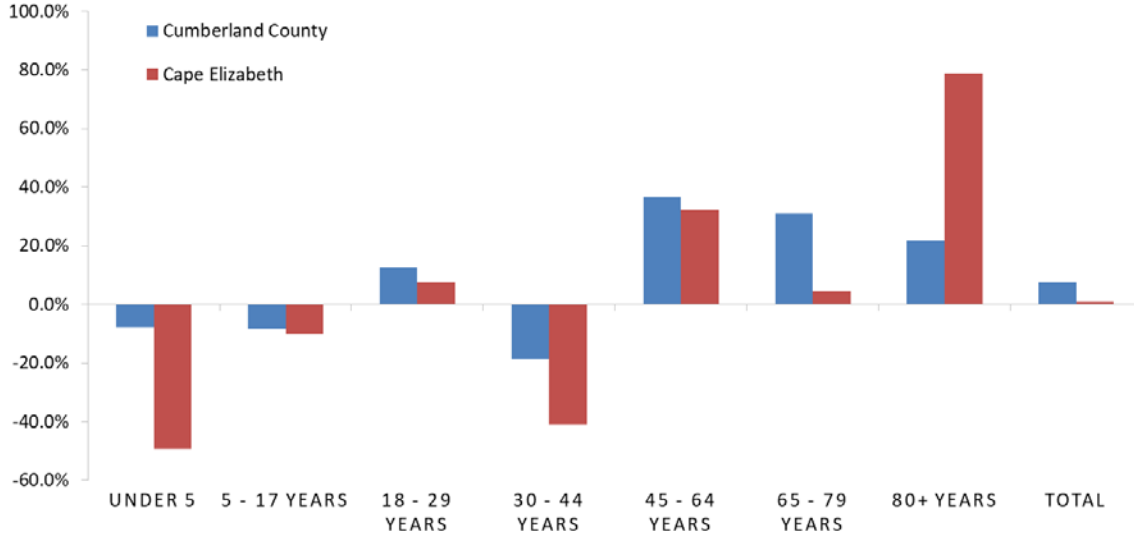
17
 18 With the age of first marriage increasing, the 30-to-44 year old age group
 19 includes individuals most likely to start forming family households. In 2000, this
 20 group represented 21% of the total population, but by 2015 they have decreased
 21 by nearly a third and only represented 12% of the community, a smaller share
 22 than in either the county or state.

CAPE ELIZABETH POPULATION BY AGE GROUP 2000-2015



Source: U.S. Census, 2010-2015 ACS 5-year estimate

COMPARITIVE CHANGE IN POPULATION BY AGE GROUP 2000-2015



Source: U.S. Census, 2010-2015 ACS 5-year estimate

1

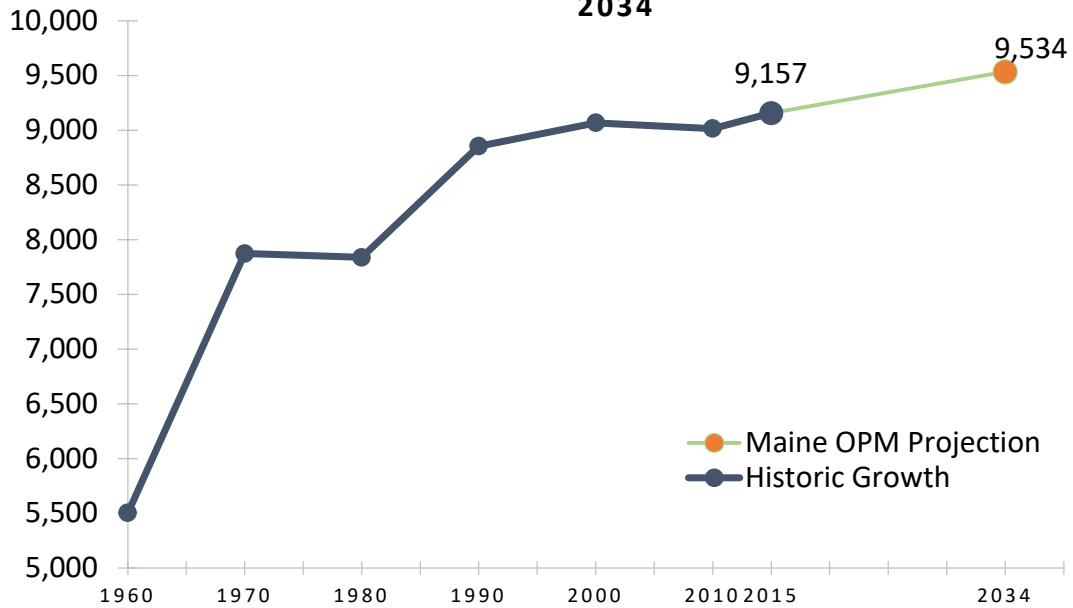
2 Population Projections

3

4 Projections of future population depend on a solid understanding of historic
5 growth trends in the Town of Cape Elizabeth, the region and the nation. The
6 Maine Office of Policy and Management projected county-level population
7 changes through 2034 using the widely-utilized cohort-component method. This
8 methodology uses births, deaths and migrations to advance each age-sex cohort
9 through the project period. The county level population growth was then
10 allocated to individual towns proportional to the town's current share of county
11 population. Based on this model, current growth trends in Cape Elizabeth are
12 expected to continue. The population is projected to grow by about 2.2% per
13 decade until 2034, an increase of just 337 people over 19 years.

14

CAPE ELIZABETH POPULATION PROJECTIONS 1960 TO 2034



Source: U.S. Census, 2010-2015 ACS 5-year estimate, Maine Office of Policy and Management

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Population Density

Cape Elizabeth is about twice as dense as Cumberland County, and significantly denser than the state as a whole. However, the density is comparable to similar mature suburban communities. With an average of 280 houses and 618 people per square mile, Cape Elizabeth is about as dense as Yarmouth. Neighboring South Portland, on the other hand, is nearly three and a half times as dense.

COMPARATIVE POPULATION DENSITY 2015

	POPULATION DENSITY		HOUSING DENSITY	
	<i>(Residents per square mile)</i>	<i>(Residents per acre)</i>	<i>(Dwelling units per square mile)</i>	<i>(Dwelling units per acre)</i>
Cape Elizabeth	618	1.0	280	0.4
Scarborough	405	0.6	175	0.3
Falmouth	388	0.6	161	0.3
South Portland	2,095	3.3	922	1.4
Cumberland	283	0.4	110	0.2
Yarmouth	627	1.0	274	0.4
Cumberland County	312	0.5	152	0.2
Maine	41	0.1	22	0.0

Source: U.S.Census, 2010-2015 ACS 5-year estimate

1
2 While the average population density of Cape Elizabeth is about 1 resident per
3 acre, this density is not evenly distributed throughout the town. The Cape
4 Cottage/Oakhurst area in the northern part of town has a more significant
5 concentration of residential development. This entire area has at least 2 to 5
6 residents per acre, with portions having more than 5 and sometimes 10 residents
7 per acre. A smaller pocket of concentrated growth can also be found in the Town
8 Center neighborhood. These denser residential areas are the result of historic
9 growth patterns, zoning, infrastructure, and land conservation efforts in other
10 parts of Cape Elizabeth.

11 Seasonal Population

12
13 Tourism and seasonal residential land uses are still strong elements of the
14 regional economy. Although difficult to track, many seasonal units in Southern
15 Maine are being converted to year round uses to satisfy the demand for
16 moderately priced housing. In Cape Elizabeth, the opposite trend seems at play.
17 Since 1990 the number of seasonal housing facilities has steadily increased.
18 Between 1990 and 2010 there were 101 new seasonal units in Cape Elizabeth,
19 bringing the total number to 193. This is an average growth rate of 55% per
20 decade. If all of Cape Elizabeth's 193 seasonal units were occupied, Cape
21 Elizabeth would increase its population during the summer by approximately
22 772 people (assuming four people per unit). This is a significant gain for a town
23 with less than 10,000 year-round residents.

24
25 Like most waterfront communities, Cape Elizabeth has the capacity to house
26 additional people throughout the tourist season, with several inns and cottages.

1 Seasonal units are defined by the U.S. Census Bureau as vacant housing units,
 2 including beach cottages and time-sharing condominiums that are used or
 3 intended for use only in certain seasons, for weekends, or other occasional use
 4 throughout the year. Owners of these units would have been counted by the U.S.
 5 Census Bureau in their usual place of residence as of 2000. These numbers do not
 6 include any rentals by private owner, of which there are over one-hundred in
 7 town as a part of the sharing economy.
 8

CAPE ELIZABETH SEASONAL HOUSING 1990-2010

	SEASONAL HOUSING	OCCUPANTS
		<i>(Assuming an average of 4 occupants per lodging facility)</i>
1990	92	368
2000	140	560
2010	193	772

9 *Source: U.S. Census*

10 Household Size

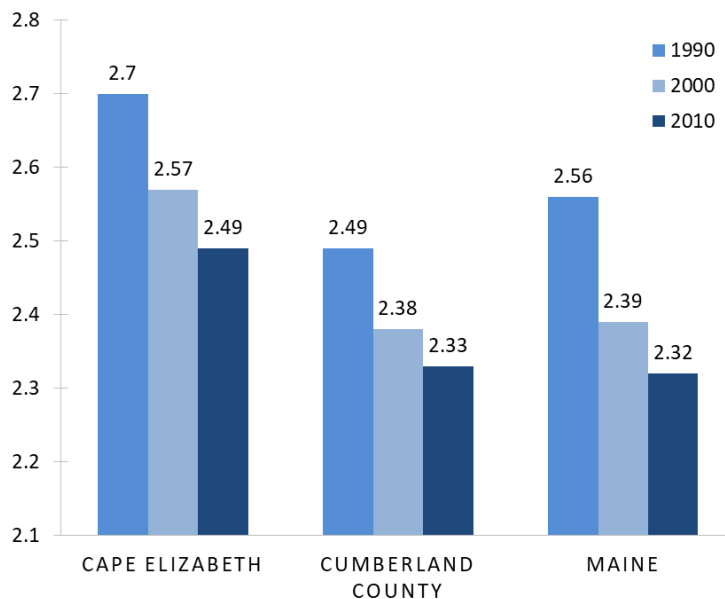
11
 12 Across the country, average household sizes have continued to drop since the
 13 1990s. This trend has also been seen locally, with average household sizes
 14 declining each decade across Maine, Cumberland County and Cape Elizabeth. In
 15 Cape Elizabeth, average household size is still larger than in the state and
 16 county, but it has been declining more quickly. In the 2000s, average household
 17 size in Cape Elizabeth declined by 3.1%, while the county declined by 2.1%. Still,
 18 in 2010 households were generally larger in Cape Elizabeth than across the
 19 region, with an average household size of 2.49, compared to 2.33 in Cumberland
 20 County and 2.32 in Maine. This decline was caused by a variety of factors,
 21 including lower birth rates, increased longevity among the elderly, higher
 22 divorce rates, and more elderly and young people living on their own.
 23

24 When calculating household size, the U.S. Census considers only individuals
 25 living in housing units, including homes, apartments, and mobile homes. Those
 26 living in institutional settings such as nursing homes are counted as living in
 27 group quarters. Although there are no projections available for Cape Elizabeth

1 specifically, the U.S. Census Bureau predicts this downward trend in average
2 household sizes across the country will continue to moderate moving forward.

3
4 The decrease in household size over the past few decades has had a substantial
5 impact on residential development across Maine. During the 2000s, the
6 population in Cumberland County grew by 6%, while the number of households
7 increased by 8.7%, creating a demand for more housing units per capita. In Cape
8 Elizabeth, the population actually declined by half a percent between 2000 and
9 2010 while the number of households grew by 3.7%. (Note: The town population
10 increased by 1% from 2010 to 2015.)

AVERAGE HOUSEHOLD SIZE 1990-2010



Source: U.S.Census

11
12 Household Composition

13
14 The U.S. Census Bureau defines a household as a group of people who occupy a
15 housing unit as their primary place of residence. There are two types of
16 households - nonfamily and family. Nonfamily households consist of people
17 who live alone or who share their residence with unrelated individuals. Family
18 households include at least two individuals related by birth, marriage, or
19 adoption, but may also include other unrelated people.

20
21 The number of households in Cape Elizabeth has grown 3.7%, adding 128
22 households between 2000 and 2010, compared to an 8.7% increase for
23 Cumberland County. Of the 128 households, 91 were "one person households"
24 and the remaining 37 were "family households." The number of one person

1 households increased by 12.4%, and in 2010 represented just under a quarter of
2 all Cape Elizabeth households. Of the 3,616 households in town, 365 are a senior
3 living alone (an 11% increase). Three-quarters of the households in Cape
4 Elizabeth are comprised of families (with and without school age children),
5 representing a change of just 0.6% from 2000 -2010 (compared to a 4.5% increase
6 in Cumberland County). About one in three households in Cape Elizabeth has
7 children, and this percentage decreased by more than 6% from 2000 to 2010.
8 There were only 169 non-family households (representing individuals living
9 alone) in 2010, and this has increased by 14.2% since 2000 (from 148 households
10 in 2000 to 169 households in 2010). This compares to an increase of 22% across
11 the county.

12
13 The greatest percentage change and increase in household composition in all
14 categories was "female householders with related children." Cape Elizabeth saw
15 a 25% increase from 2000 to 2010 while Cumberland County grew only 5.7%.
16 Male householders in Cape Elizabeth with related children grew by 12.2%
17 whereas the county increased 29% (from 2000 to 2010). Family households (two
18 or more persons) grew by 1.3 % compared to 6.8% growth for the county. The
19 greatest percentage decrease, a decline of 11%, was in the category "married
20 couple family with related children." Cumberland County also decreased in this
21 category by 10%. From 2000-2010, "1 person households" in Cape Elizabeth
22 increased 12.4% while "2 or more persons" (family households) increased only
23 1.3%.

HOUSEHOLD COMPOSITION 2000-2010

	CAPE ELIZABETH			CUMBERLAND COUNTY		
	2000	2010	Change	2000	2010	Change
HOUSEHOLDS	3,488	3,616	3.7%	107,989	117,339	8.7%
1 person:	736	827	12.4%	30,710	34,831	13.4%
Male householder	212	236	11.3%	12,101	14,215	17.5%
Female householder	524	591	12.8%	18,609	20,616	10.8%
65 Years and Over	347	385	11.0%	11,029	12,720	15.3%
Male householder	73	67	-8.2%	2,514	3,295	31.1%
Female householder	274	318	16.1%	8,515	9,425	10.7%
2 or more persons:	2,752	2,789	1.3%	77,279	82,508	6.8%
Family households	2,604	2,620	0.6%	67,699	70,778	4.5%
Married-couple family	2,291	2,259	-1.4%	54,109	54,885	1.4%
<i>With related children</i>	1,074	956	-11.0%	24,083	21,678	-10.0%
<i>No related children</i>	1,217	1,303	7.1%	30,026	33,207	10.6%
Other family:	313	361	15.3%	13,590	15,893	16.9%
Male householder	87	97	11.5%	3,377	4,537	34.4%
<i>With related children</i>	49	55	12.2%	1,945	2,509	29.0%
<i>No related children</i>	38	42	10.5%	1,432	2,028	41.6%
Female householder	226	264	16.8%	10,213	11,356	11.2%
<i>With related children</i>	132	165	25.0%	6,478	6,848	5.7%
<i>No related children</i>	94	99	5.3%	3,735	4,508	20.7%
Nonfamily households	148	169	14.2%	9,580	11,730	22.4%
Male householder	74	84	13.5%	5,199	6,131	17.9%
Female householder	74	85	14.9%	4,381	5,599	27.8%
Total households with children	1,255	1,176	-6.3%	32,506	31,035	-4.5%
Average household size	2.57	2.49	-3.1%	2.38	2.33	-2.1%
Average family size	3.01	2.95	-2.0%	2.95	2.9	-1.7%

Source: U.S. Census

1

2

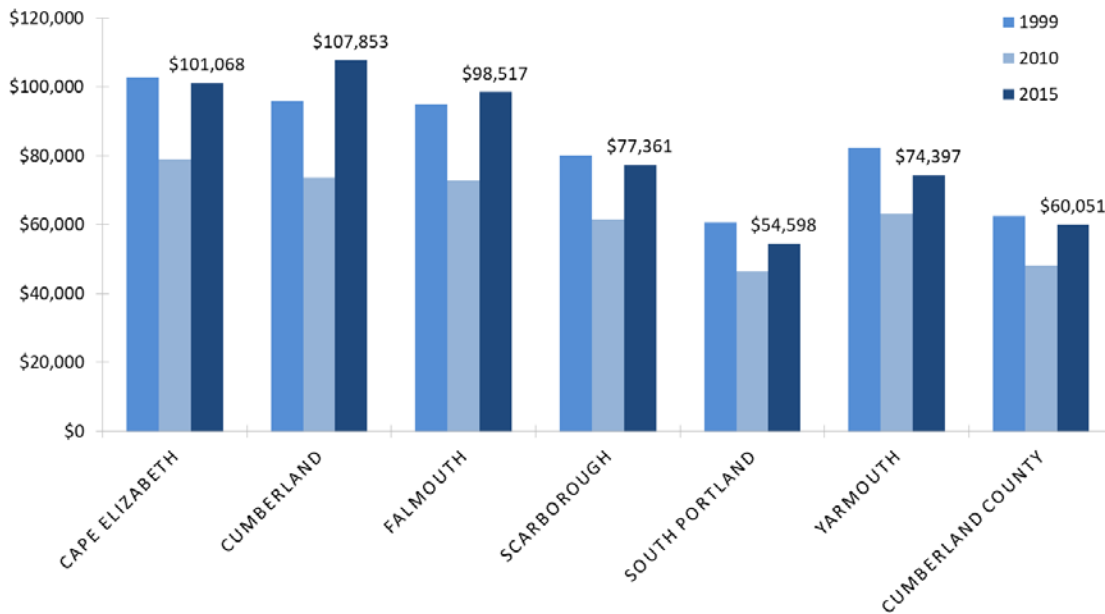
3

4 Household Income

5

6 In 2015 dollars, median household incomes across the region are about the same
7 today as they were in 1999, decreasing as a result of the great recession in 2008,
8 but climbing back by 2015. In 1999, median household income in Cape Elizabeth
9 was \$102,750 (in 2015 dollars), significantly above the county's average of
10 \$62,548. From 1999 to 2015, real median household income in Cape Elizabeth
11 decreased slightly, going down to \$101,068. This pattern holds true in all nearby
12 municipalities and county-wide.

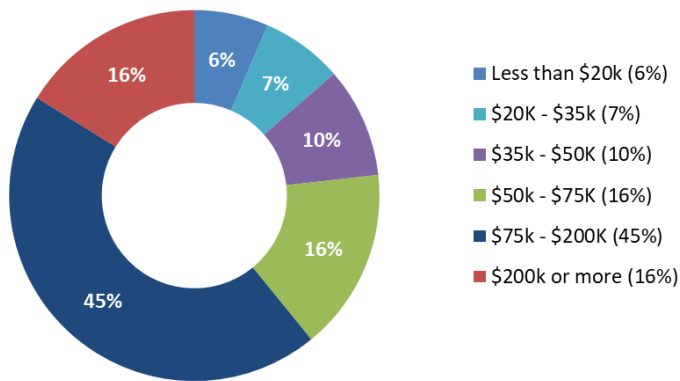
COMPARATIVE MEDIAN HOUSEHOLD INCOME (2015 DOLLARS) 1999-2015



Source: U.S. Census, 2010-2015 ACS 5-year estimate

1
 2 Compared to Cumberland County and comparable communities, household
 3 incomes are high in Cape Elizabeth. There is the greatest difference between the
 4 town and the county as a whole when looking at the percentage of households
 5 making \$200,000 or more a year. In Cape Elizabeth, this accounts for over 16% of
 6 households, compared to just 5.7% in Cumberland County. About 61% of
 7 households in Cape Elizabeth make over \$75,000, while the across the county
 8 only 40% of households make as much. Conversely, about one in eight Cape
 9 Elizabeth households earned less than \$35,000 per year, compared to nearly one
 10 in three for the county. According to the U.S. Census 2010-2015 American
 11 Community Survey, only 4% of Cape Elizabeth residents fell below the poverty
 12 line in 2015, while 11.6% of county residents and 13.9% of state residents fell
 13 below the poverty line.

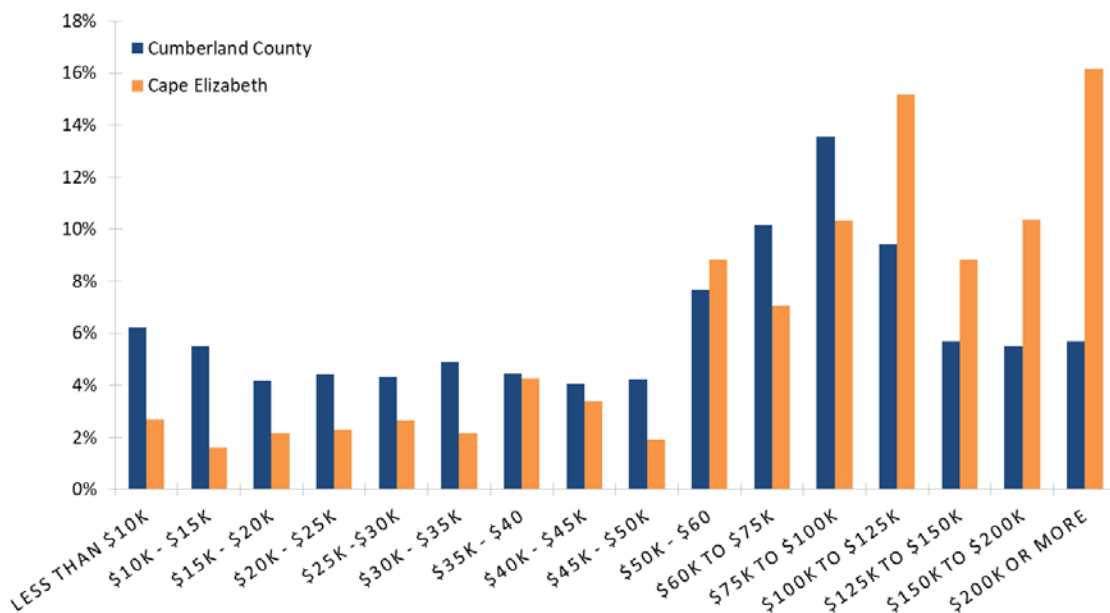
CAPE ELIZABETH HOUSEHOLD INCOME DISTRIBUTION 2015



Source: 2010-2015 ACS 5-year estimate

1

COMPARATIVE PERCENTAGE OF HOUSEHOLDS PER INCOME BRACKET 2015



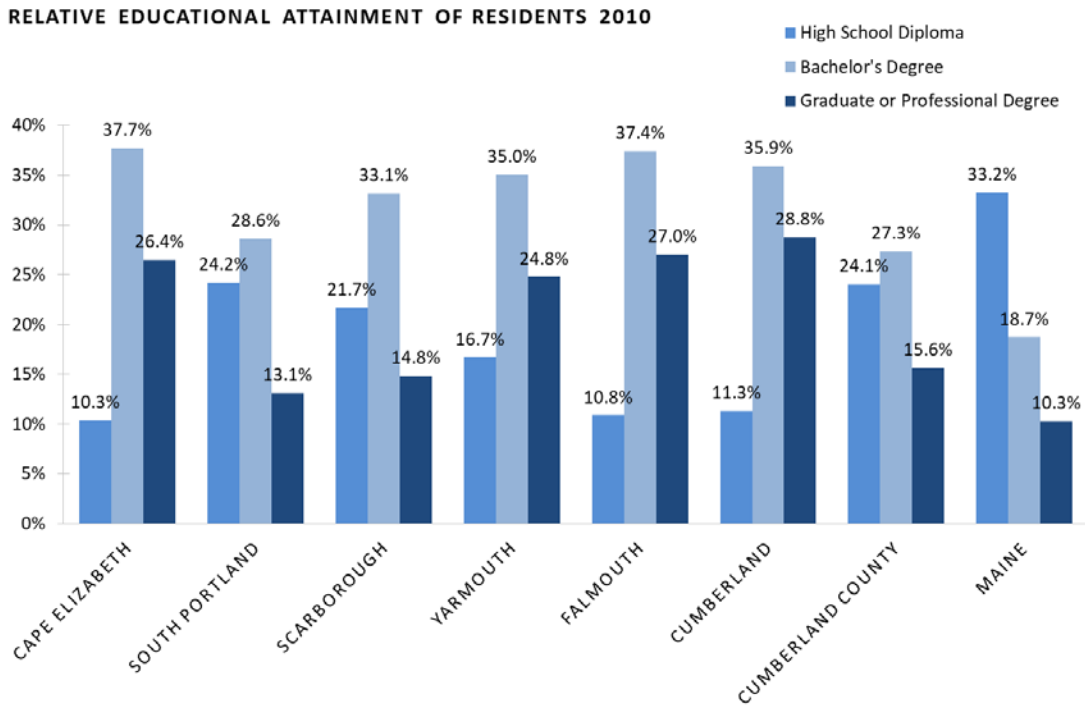
Source: 2010-2015 ACS 5-year estimate

2

3 Education

4 Cape Elizabeth has an extremely well educated population and is overall one of
 5 the most highly educated municipalities in the state. Almost 99% of adults are
 6 high school graduates, and nearly 64% are college graduates. By contrast, less

1 than one in three adults in Cumberland County have earned a bachelor’s degree
2 or higher.



Source: 2010-2015 ACS 5-year estimate

3

4 Race and Ethnicity

5

6 In addition to being the oldest state in the country, Maine is also the least
7 diverse. However, from 2000 to 2010 diversity has increased across the state,
8 county, and Cape Elizabeth. The percentage of “white alone” residents has
9 decreased while every other group has increased. The “white alone” population
10 in Cape Elizabeth has gone down by about 1.5%, which is about the same as the
11 state as a whole. Cumberland County has increased its diversity a little bit more,
12 with about 3% fewer residents identifying as “white alone.” As the nation as a
13 whole continues to diversify, this trend is expected to continue.

RACE AND ETHNICITY OF RESIDENTS 2000-2010

	CAPE ELIZABETH		CUMBERLAND COUNTY		MAINE	
	2000	2010	2000	2010	2000	2010
White alone	98.0%	96.6%	95.7%	92.8%	96.9%	95.2%
Black or African American alone	0.3%	0.5%	1.1%	2.4%	0.5%	1.2%
Asian alone	1.0%	1.4%	1.4%	2.0%	0.7%	1.0%
Other*	0.7%	1.5%	1.8%	2.7%	1.8%	2.6%

** Other includes Native American, Native Hawaiian, Some other race alone, or two or more races*

Source: U.S.Census

1 ECONOMY

2
3
4 **Key Findings**

5 •As of 2014, over 90% of Cape Elizabeth residents in the labor force
6 worked out of town.

7 •Over 60% of the town’s labor force has a managerial or professional
8 occupation, compared to just 35% statewide (2015).

9 •Cape Elizabeth hosts 1,261 jobs and over 300 businesses, representing
10 about 1% of the employment in Cumberland County (2014).

11 •The fastest growing employment sector in Cape Elizabeth is professional
12 and business services, adding 41 jobs between 2005 and 2015.

13 •Education and health care accounted for more than half of all jobs in
14 Cape Elizabeth, while retail accounted for less than 3% of jobs (2014).

15 •In 2014 about 35% of Cape Elizabeth’s retail sales came from restaurants,
16 and another 21% came from lodging.

17 •Telecommuting is a significant and growing form of employment for
18 Cape Elizabeth residents.

19
20
21 Cape Elizabeth has historically been a bedroom community within the Greater
22 Portland labor market. The majority of the town’s labor force commutes to
23 Portland or South Portland, and many have high paying professional jobs.
24 Employment within the town itself has always been quite limited, with the
25 majority of its jobs in the retail, tourism, and health and education fields. While
26 there have been some modest efforts to expand the tax base, Cape Elizabeth will
27 likely remain primarily residential and is not expected to become a business
28 center for the region.

29
30 Regional Economic Development Efforts

31
32 The Town of Cape Elizabeth participates in several regional economic initiatives.
33 The following groups and organizations play an active role in Cape Elizabeth’s
34 economic development:
35

- 36 • Portland Regional Chamber of Commerce: Supports individual,
37 community, and business growth through advocacy, educational
38 opportunities, and professional networking.

- 1 • The Greater Portland Convention and Visitors Bureau: Promotes
2 tourism and trade shows in the Greater Portland Region.
- 3 • The Greater Portland Economic Development Corporation (GPEDC):
4 A private-public partnership among the Portland Regional Chamber of
5 Commerce, the Greater Portland Educational Alliance, and the
6 communities of Portland, South Portland, Westbrook, Scarborough,
7 Falmouth and Cape Elizabeth, focused on regional business retention,
8 expansion, and recruitment.
- 9 • Greater Portland Council of Governments (GPCOG) Economic
10 Development District: A federally-designated Economic Development
11 District (EDD) that provides economic development planning services
12 and funding for infrastructure projects in 26 communities in
13 Cumberland County.
- 14 • Cumberland County Community Development Block Grant (CDBG):
15 Cape Elizabeth is a member of the Municipal Oversight Committee
16 that establishes funding priorities for the Cumberland County CDBG
17 funding.

18

19 Cape Elizabeth’s Labor Force

20

21 According to the U.S. Census Bureau, Cape Elizabeth’s labor force includes town
22 residents aged 16 and over who are civilians and not institutionalized, including
23 anyone who has a job or is actively looking for one. All others, including those
24 who neither have a job nor are looking for work, are not measured as a part of
25 the labor force. In Cape Elizabeth in 2015, 65.5% of people aged 16 and over
26 participate in the labor force, which was comprised of 7,499 residents. This rate is
27 similar to the labor force participation rate in Cumberland County (68.3%), and
28 the state as a whole (63.6%).

29

CAPE ELIZABETH LABOR FORCE OVERVIEW 2015

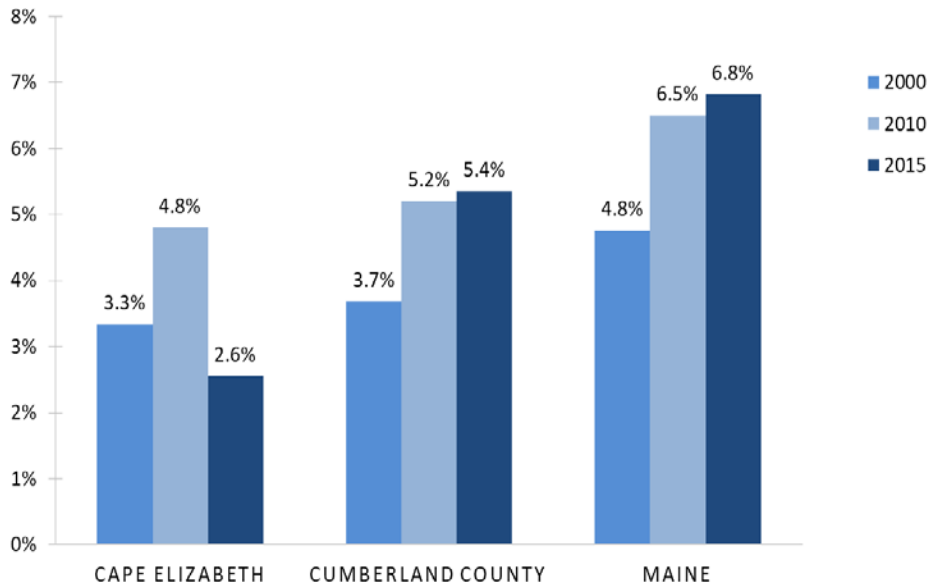
	CAPE ELIZABETH	CUMBERLAND COUNTY	MAINE
Population 16+ years	7,499	236,013	1,098,075
In Labor Force	4,915	161,178	697,913
Labor Force Participation Rate	65.5%	68.3%	63.6%
Military Labor Force	18	374	1,729
Civilian Labor Force	4,897	160,804	696,184
<i>Employed</i>	4,772	152,196	648,687
<i>Unemployed</i>	125	8,608	47,497
Civilian Unemployment Rate	2.6%	5.4%	6.8%
Not in Labor Force	2,584	74,835	400,162

Source: 2011-2015 ACS 5-year estimate

1
2 *Unemployment*

3
4 Individuals in the labor force are classified as unemployed if they do not have a
5 job, have actively looked for work in the past 4 weeks and are currently available
6 to work. As part of the Greater Portland Labor Market, the unemployment rate
7 in Cape Elizabeth tracked closely with the state and the county in 2000 and 2010,
8 with rates being lowest in Cape Elizabeth and highest statewide in both
9 instances. By 2015, however, Cape Elizabeth's unemployment rate dropped from
10 4.8% in 2010 to 2.6%. During this same five year period, the unemployment rate
11 grew slightly (less than half a percent) in both the county and the state overall.
12

ANNUAL UNEMPLOYMENT RATE COMPARISON 2000-2015



Source: U.S. Census, 2011-2015 ACS 5-year estimate

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Commuting Patterns of Labor Force

The majority of Cape Elizabeth residents in the labor force work outside of town, with 89% of the labor force commuting in 2002, and 91% in 2014. The most common place of employment for Cape Elizabeth residents is Portland, capturing 37% of the labor force in 2014. South Portland and Westbrook were the next most frequent, capturing 15% and 4% respectively. From 2002 to 2014, there has not been a significant shift in the commuting patterns of the labor force.

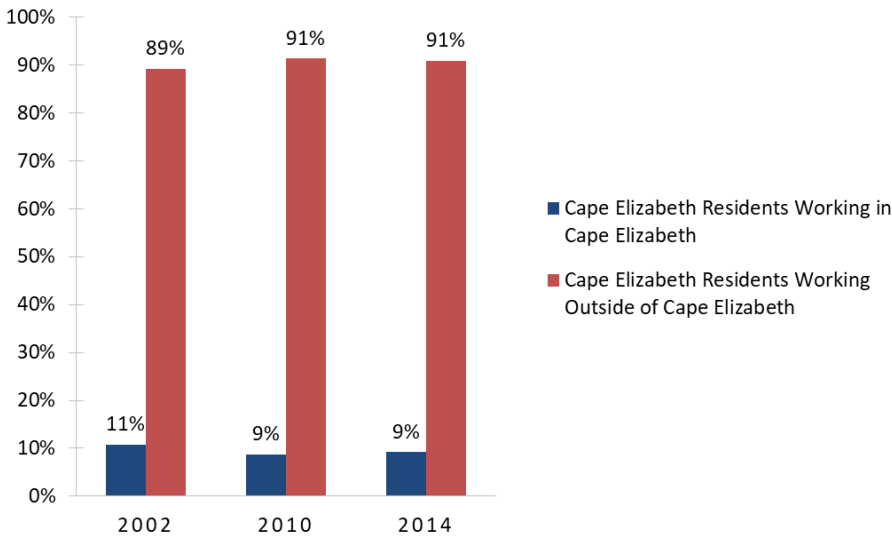
CAPE ELIZABETH LABOR FORCE COMMUTING PATTERNS 2002-2014

	2002		2010		2014	
	#	%	#	%	#	%
Portland	1579	40%	1680	41%	1571	37%
South Portland	657	17%	596	14%	644	15%
Westbrook	147	4%	183	4%	169	4%
Auburn	97	2%	39	1%	42	1%
Augusta	82	2%	65	2%	60	1%
Scarborough	60	2%	86	2%	49	1%
Biddeford	53	1%	74	2%	54	1%
Lewiston	49	1%	65	2%	83	2%
Saco	47	1%	60	1%	55	1%
All Other Locations	1190	30%	1290	31%	1469	35%

Source: U.S. Census, 2011-2015 ACS 5-year estimate

1

LOCATION OF EMPLOYMENT FOR CAPE ELIZABETH RESIDENTS



Source: U.S. Census, 2011-2015 ACS 5-year estimate

2

3

Occupational Profile of Labor Force

4

5

Cape Elizabeth’s labor force has a significantly higher percentage of managerial and professional occupations than both Maine and Cumberland County, and a lower percentage of sales, service, production and transportation, and natural resource and construction-based occupations than both Cumberland County and Maine.

6

7

8

9

10

OCCUPATIONAL PROFILE OF CAPE ELIZABETH RESIDENTS 2015

	CAPE ELIZABETH	CUMBERLAND COUNTY	MAINE
Managerial and Professional	60.1%	43.3%	35.4%
Sales	19.7%	24.4%	23.9%
Service	8.7%	16.6%	18.5%
Production and Transportation	6.8%	8.0%	11.4%
Natural Resource & Construction	4.7%	7.7%	10.7%

Source: 2011-2015 ACS 5-year estimate

1
2 *Industry Profile of Labor Force*

3
4 Between 2000 and 2015, the total number of residents in Cape Elizabeth’s labor
5 force grew by over 7%, from 4,449 to 4,772 individuals. The natural resources,
6 other services, finance/insurance/real estate, and construction segments of Cape
7 Elizabeth’s labor force have increased significantly (more than 30%), while the
8 wholesale trade, professional/managerial, and leisure and hospitality have
9 increased moderately (23.3% to 17.4%). The information, retail trade,
10 transportation, and public administration segments have all decreased by more
11 than 30%. The largest labor force sector, education and health care included 1,452
12 jobs in 2015 and grew by 10% from 2010.

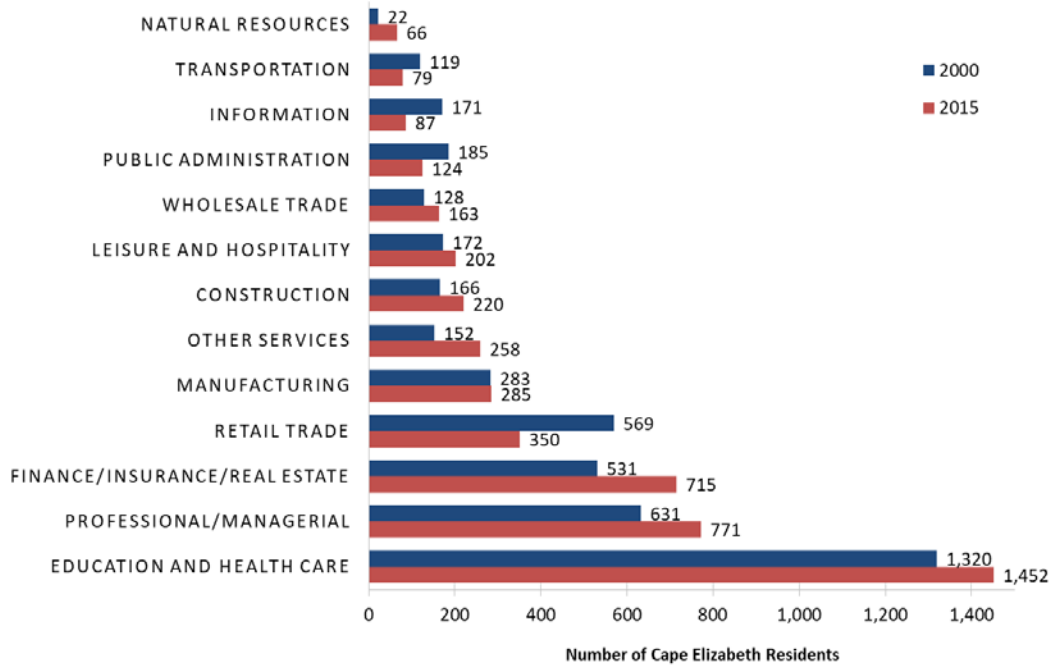
INDUSTRY PROFILE OF CAPE ELIZABETH'S LABOR FORCE 2000-2015

	2000	2015	2015 Share	Change
Natural Resources	22	66	1.4%	200.0%
Transportation	119	79	1.7%	-33.6%
Information	171	87	1.8%	-49.1%
Public Administration	185	124	2.6%	-33.0%
Wholesale Trade	128	163	3.4%	27.3%
Leisure and Hospitality	172	202	4.2%	17.4%
Construction	166	220	4.6%	32.5%
Other Services	152	258	5.4%	69.7%
Manufacturing	283	285	6.0%	0.7%
Retail Trade	569	350	7.3%	-38.5%
Finance/Insurance/Real Estate	531	715	15.0%	34.7%
Professional/Managerial	631	771	16.2%	22.2%
Education and Health Care	1,320	1,452	30.4%	10.0%

Source: 2011-2015 ACS 5-year estimate

1

INDUSTRY PROFILE OF CAPE ELIZABETH'S LABOR FORCE 2000-2015



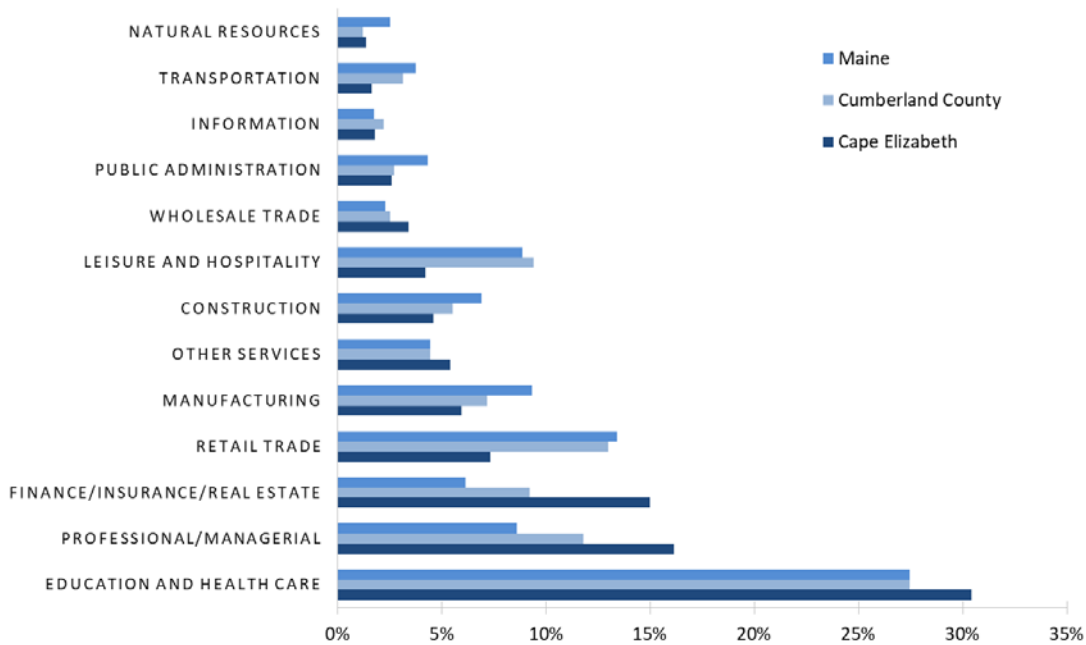
Source: 2011-2015 ACS 5-year estimate

2

3 The composition of Cape Elizabeth’s labor force is similar to that of Cumberland
 4 County and Maine in many sectors. However, Cape Elizabeth’s labor force has

1 about half as many people in the leisure and hospitality sector as the state and
 2 county, and only about 7% of the labor force from Cape Elizabeth work in the
 3 retail trade sector, compared to about 13% in the state and county. Both the
 4 finance/insurance/real estate and professional/managerial sectors consist of
 5 over 15% of Cape Elizabeth's labor force, significantly higher than both the state
 6 and county overall. Education and health care is by far the largest sector across
 7 the state, county and town, comprising just over 30% of Cape Elizabeth's labor
 8 force and 27.5% of the labor force for both the state and county.

LABOR FORCE INDUSTRY PROFILE COMPARISON 2015



Source: 2011-2015 ACS 5-year estimate

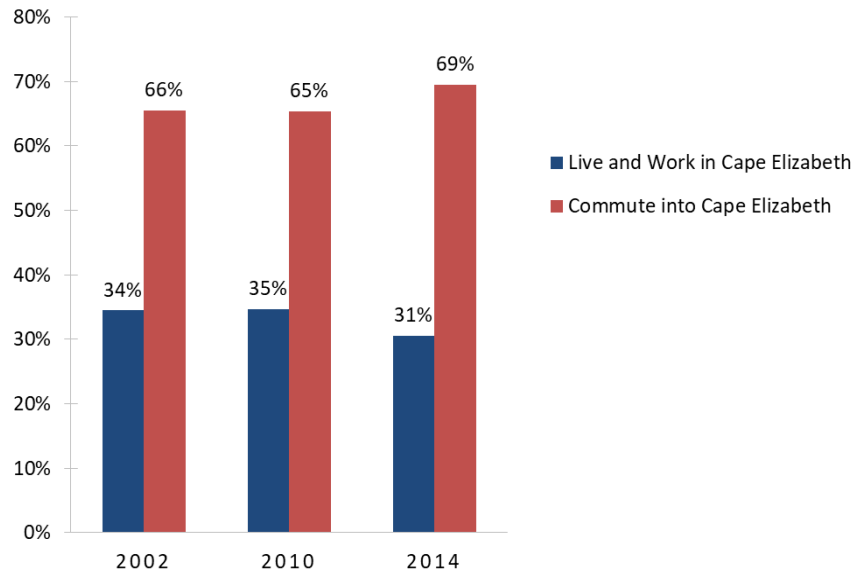
9
 10 Employment within Cape Elizabeth

11
 12 Jobs are counted by their place of employment. Under a cooperative agreement,
 13 the Maine Department of Labor and the U.S. Department of Labor's Bureau of
 14 Labor Statistics collect information on nonfarm wage and salary employment
 15 from establishments who fall under the coverage of state and federal
 16 unemployment insurance programs and pay unemployment taxes on their
 17 workers. Excluded from these statistics are military personnel, proprietors, self-
 18 employed, unpaid family leave workers, farm workers, and domestic workers in
 19 households. Statistics are compiled from quarterly tax reports submitted by
 20 employers subject to the Maine Employment Security Law. Jobs are classified
 21 according to the North American Industry Classification System (NAICS).

22
 23 *Commuting Patterns*

1
 2 About one in three employees working in Cape Elizabeth also lives in town. This
 3 ratio has remained relatively constant from 2002 to 2014. The number of
 4 residents who reported working at home has grown from about 4% in 2000 to
 5 over 9% in 2015 (compared to 6% in Cumberland County, and 5% statewide).
 6 Despite this increase, the percentage of all residents who both live and work in
 7 Cape Elizabeth has not risen.

COMMUTERS AND CAPE ELIZABETH RESIDENTS WORKING IN CAPE ELIZABETH



Source: U.S. Census, 2011-2015 ACS 5-year estimate

8
 9 *Job Growth*

10
 11 As of 2014, the Town of Cape Elizabeth hosts 1,261 jobs in over 300 businesses,
 12 representing about 1% of the employment in Cumberland County. From 2002 to
 13 2014, the number of jobs in Cape Elizabeth increased by 2%. This is higher than
 14 the rate of job growth in Maine overall, but less than other suburban
 15 communities such as Cumberland and Falmouth, with 51% growth and 23%

1 growth respectively.

NUMBER OF JOBS BY LOCATION COMPARISON 2002-2014

	2002	2010	2014	Change 2002-2014
Cape Elizabeth	1,242	1,043	1,261	2%
Cumberland	1,193	1,319	1,800	51%
Falmouth	5,187	6,170	6,374	23%
Scarborough	12,525	14,033	14,929	19%
South Portland	24,913	24,221	25,468	2%
Yarmouth	3,492	3,578	3,624	4%
Cumberland County	161,517	166,235	174,888	8%
Maine	562,354	556,476	570,417	1%

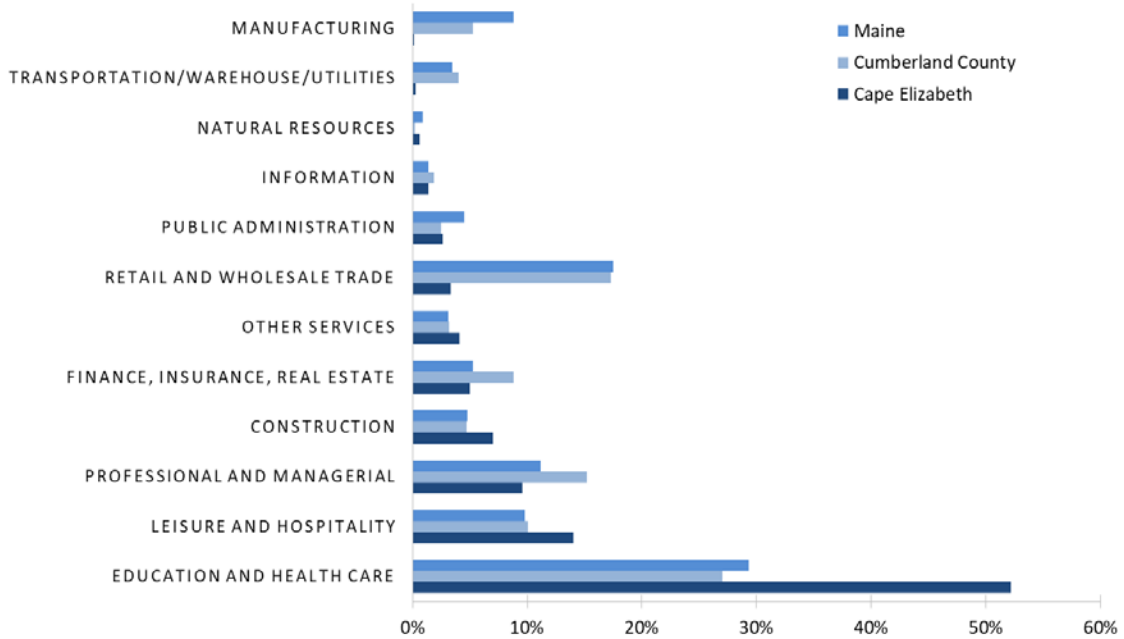
Source: U.S. Census On the Map

2

3 *Employment Sectors*

4 The largest share of jobs in Cape Elizabeth are in the education and health care
5 sector, accounting for more than half of all jobs in 2015. The second largest sector
6 in Cape Elizabeth is leisure and hospitality, accounting for 14% of jobs in town.
7 These sectors both have a disproportionately higher share of jobs compared to
8 Cumberland County and the state. On the other hand, there were no
9 manufacturing jobs in Cape Elizabeth in 2014, where overall this sector
10 accounted for nearly 9% of jobs statewide. Also, there were significantly fewer
11 retail and wholesale trade jobs in Cape Elizabeth, accounting for about 17% of
12 jobs across state and county and just 3% of jobs in Cape Elizabeth.

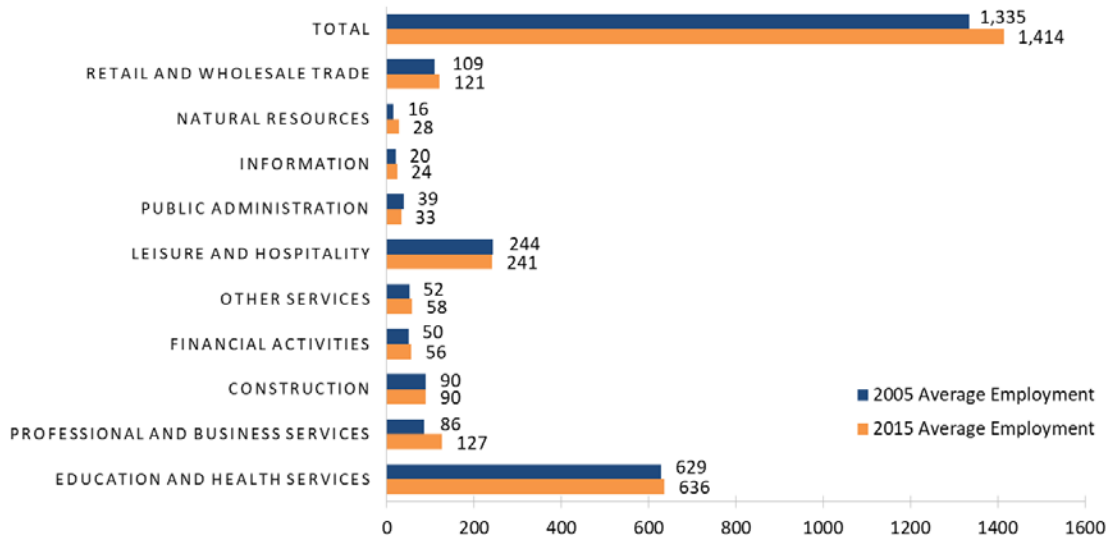
EMPLOYMENT BY SECTOR 2015



Source: U.S. Census On the Map

1
 2 Between 2005 and 2015 the total number of jobs in Cape Elizabeth increased
 3 about 6%, from 1,335 to 1,414. Most of this growth was in the professional and
 4 business services sector, adding 41 jobs. Even though there was only a slight
 5 increase in the education and health services sector, these jobs still accounted for
 6 about 45% of employment, followed by leisure and hospitality, with 17% of Cape
 7 Elizabeth based jobs in 2015.

CHANGE IN EMPLOYMENT SECTORS IN CAPE ELIZABETH 2005-2015

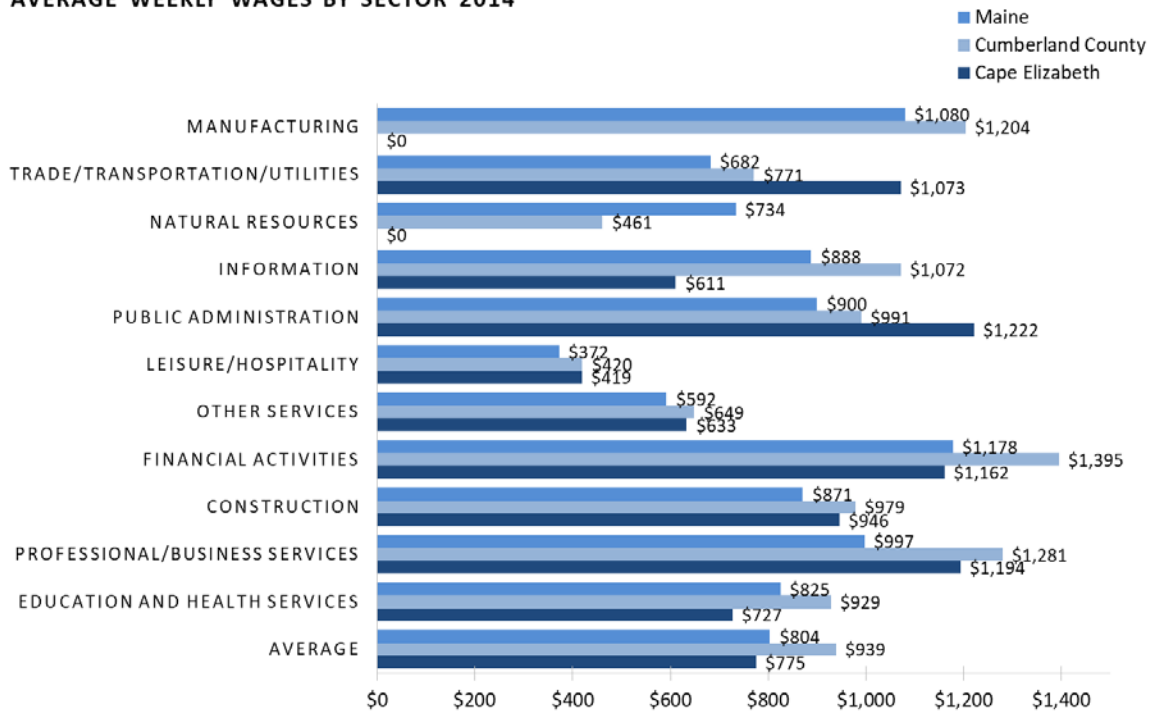


Source: Maine Department of Labor

1
2 *Wages*

3
4 As of 2014, average wages for jobs located in Cape Elizabeth were lower than the
5 state and county-wide average. Average weekly pay was \$775, compared to \$939
6 in Cumberland County. For most employment sectors, wages are similar to the
7 state average, but below the county average. However, jobs in public
8 administration and trade/transportation/utilities pay more in Cape Elizabeth
9 than across the state or county.

AVERAGE WEEKLY WAGES BY SECTOR 2014



Source: Maine Department of Labor

Location Quotient

The location quotient measures a region’s concentration in a given employment sector relative to the employment concentrations in a larger reference economy, in this case Cape Elizabeth’s employment relative either to Cumberland County or Maine as a whole. Employment sectors with a location quotient less than 1 do not produce enough goods and services to support the population, and the town must rely on imports to meet local demand. Employment sectors with a location quotient greater than 1 produce a surplus of goods and services that can be exported and bring an infusion of money into the local region.

The employment sectors with the highest location quotient in Cape Elizabeth compared to both the county and the state are education and leisure and hospitality. Real estate, construction, health care/social assistance, and professional/scientific/technical services all also have a LQ greater than 1 for both geographies.

Given that most of the town’s educational services are within the public school system and not exported to nearby communities, expanding the tourism industry would have an economic impact. Cape Elizabeth has a number of attractions of scenic, recreational and historic significance, including Fort Williams Park,

1 Crescent Beach State Park, and Two Lights State Park. Although lodging
 2 opportunities are limited to private homes and the Inn by the Sea, they are
 3 highly desired for their waterfront views.

LOCATION QUOTIENTS FOR CAPE ELIZABETH 2014

Employment Sector	Relative to Cumberland County	Relative to Maine
Educational Services	3.47	2.77
Leisure and Hospitality	2.43	2.59
Real Estate	2.38	3.57
Construction	1.48	1.45
Health Care/Social Assistance	1.20	1.19
Professional/Scientific/Technical Services	1.01	1.48
Information	0.75	1.02
Wholesale Trade	0.21	0.27
Retail Trade	0.18	0.16
Finance/Insurance	0.10	0.17
Transportation/Warehousing	0.09	0.11
Manufacturing	0.01	0.01

Source: U.S. Census On the Map

4
 5 Retail Trade

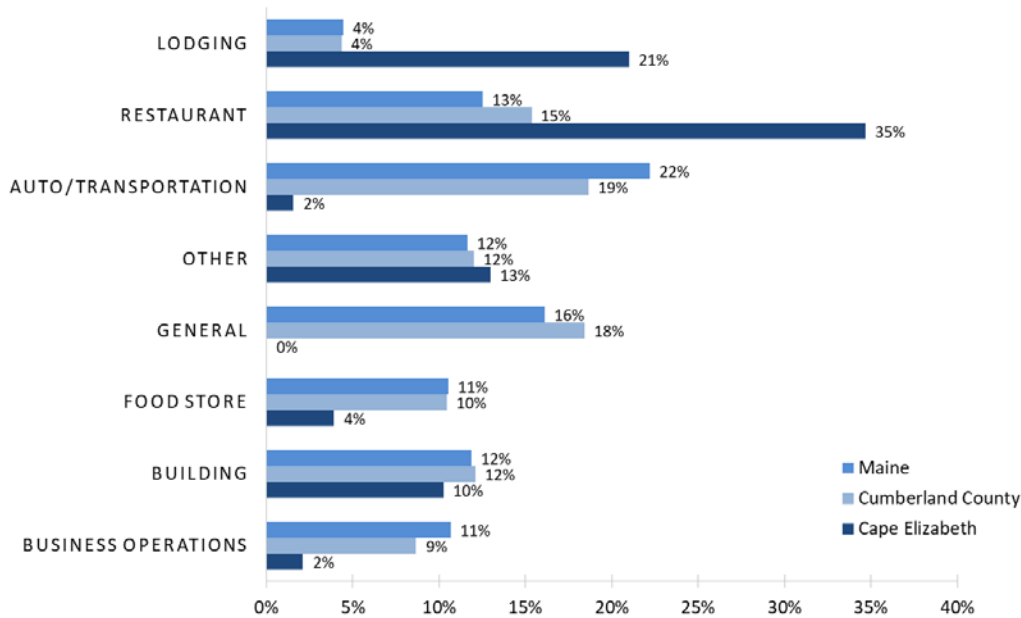
6
 7 Retail employment in Cape Elizabeth is roughly 1/5 the size of the share of retail
 8 employment in Cumberland County or the state as a whole. This implies that the
 9 town is capturing less retail sales than a town of its size could support with local
 10 demand alone.

11
 12 The Maine Office of Policy and Management tracks retail sales on a quarterly
 13 basis for towns and regions based on sales taxes paid by businesses to Maine
 14 Revenue Services. Between 2004 and 2016 consumer retail sales in Cape Elizabeth
 15 have increased by over 50%. By contrast, retail sales increased by 25% in
 16 Cumberland County and 31% across Maine. Yet, despite this rapid growth, Cape
 17 Elizabeth only captured a very small share of total retail sales, about 0.14% of the
 18 State’s and 0.55% of the county’s.

19
 20 About 35% of Cape Elizabeth’s retail sales come from restaurants, and another
 21 21% comes from lodging. Both of these are significantly higher percentages than

1 found for the county and state, and indicate that tourism may be a key
 2 component of retail sales.

COMPONENTS OF RETAIL SALES 2016



Source: Maine Office of Policy and Management

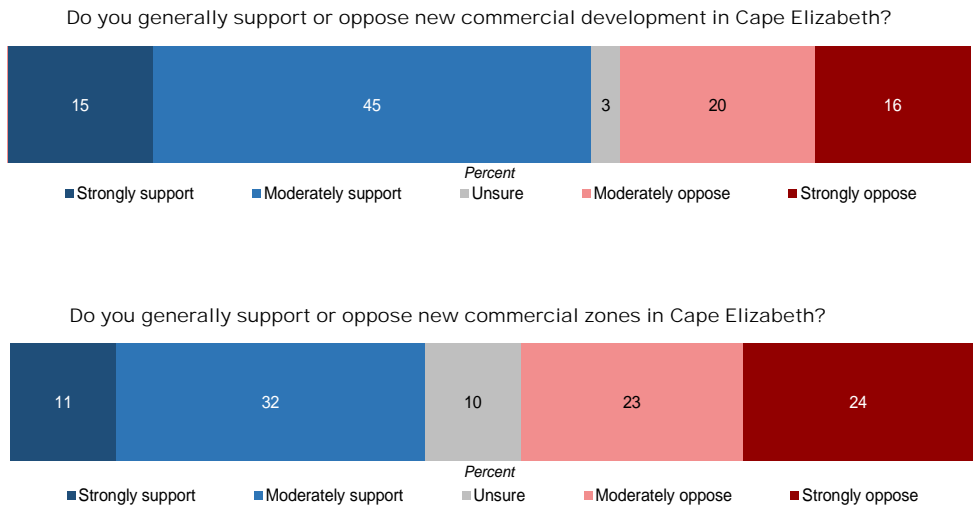
3
 4 Local Economy

5
 6 Cape Elizabeth is not a major employment center, and according to the Maine
 7 Department of Labor, there are no employers with 250 or more employees. The
 8 largest employers in the town include the Inn by the Sea and the public schools.
 9 Employment across the town is fairly well disbursed geographically, with the
 10 highest concentration of jobs near the Town Center. There is also a cluster of jobs
 11 in the Cape Cottage/Oakhurst area. Approximately 1.7 % of the land area of the
 12 town is located in a business district.

13
 14 *Public Opinion Survey*

15
 16 The 2017 comprehensive plan public opinion survey asked residents if they
 17 generally support or oppose new commercial development. Sixty percent of
 18 residents strongly (15%) or moderately (45%) support new commercial
 19 development. There is less support for establishing new commercial zones,
 20 suggesting that residents would like more development to be located in the
 21 existing commercial districts. This is consistent with the public comments made
 22 on the comprehensive plan online forum hosted on the town website, where

1 village retail and restaurant uses are supported in the town center, as well as
 2 sidewalks.
 3



4 Among: All Respondents

Note: Figures may not sum to 100% due to rounding

11

5
 6 *Town Center*

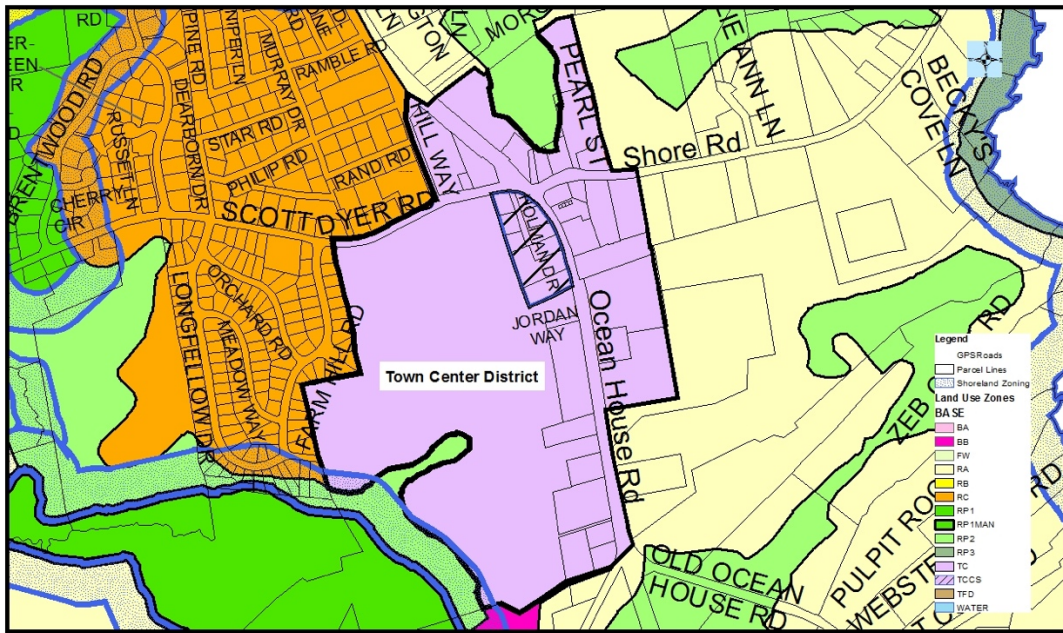
7
 8 The principle economic area of Cape Elizabeth is the Town Center, which is
 9 located in the town’s geographic center where Ocean House Rd intersects with
 10 Shore Rd and Scott Dyer Rd. This area is served by public water and sewer and
 11 includes the K-12 school campus, Town Hall, Police and Fire Stations and the
 12 largest aggregation of commercial structures and businesses. The importance of
 13 the Town Center was officially recognized when the town council adopted the
 14 Town Center Master Plan (1993, 2014) and the Town Center Zoning District
 15 (1995). The Town Center Zoning District (TC) includes design standards which
 16 were reviewed as part of the 2014 master plan. The TC zoning district is small
 17 (109 acres or 1% of the town's land area) and contains a core of retail stores and
 18 services, but residents still satisfy most of their shopping needs outside of town.
 19 Public sewer is available for all Town Center properties.

20
 21 The 2014 Town Center Master Plan adopted by the town council is incorporated
 22 by reference into this plan. The Master Plan calls for “an identifiable, vibrant
 23 town center that includes mixed retail uses for residents and visitors, a safe and
 24 inviting pedestrian and bicycle environment, a common meeting place, visual
 25 vitality, and linkages to the town’s open space and nearby residential
 26 neighborhoods.” The plan includes 7 recommendations and substantial progress
 27 has been made to implement the plan.

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The current TC zoning limits residential uses in mixed use buildings to upper floors in order to preserve capacity for business uses in the town center. New construction located at 11 Hill Way illustrates this concept, where the first floor is medical office space, with 2 upper floors providing 10 townhouse residential dwelling units.

Town Center District



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Source: Town of Cape Elizabeth Official Zoning Map

Town Center Tax Increment Financing District (TIF)

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In 2014, the town created the Town Center Tax Increment Financing District (TIF) to fund sidewalk and stormwater infrastructure improvements. The land area of the TIF district is 27.01 acres and includes all of the Town Center, minus municipally owned property. The TIF captures all increases in property value in the town center and tax revenues generated by the increase in value are segregated into an account designated for sidewalk and stormwater improvements. The increase in property value is sheltered from inclusion in the total municipal valuation calculations used by the state when determining revenue sharing and state aid to education. As investments in town center properties increase property value, the town will retain approximately 37% more of increased tax revenues than if the TIF was not created. The total value of property in the TIF when it was created in 2014 was \$11,276,300.00. The 2017 value is \$11,949,700, for an increase in value to date of \$673,400. The FY 2018 captured tax revenue is \$12,121.20. The balance in the TIF account is \$23,000, but

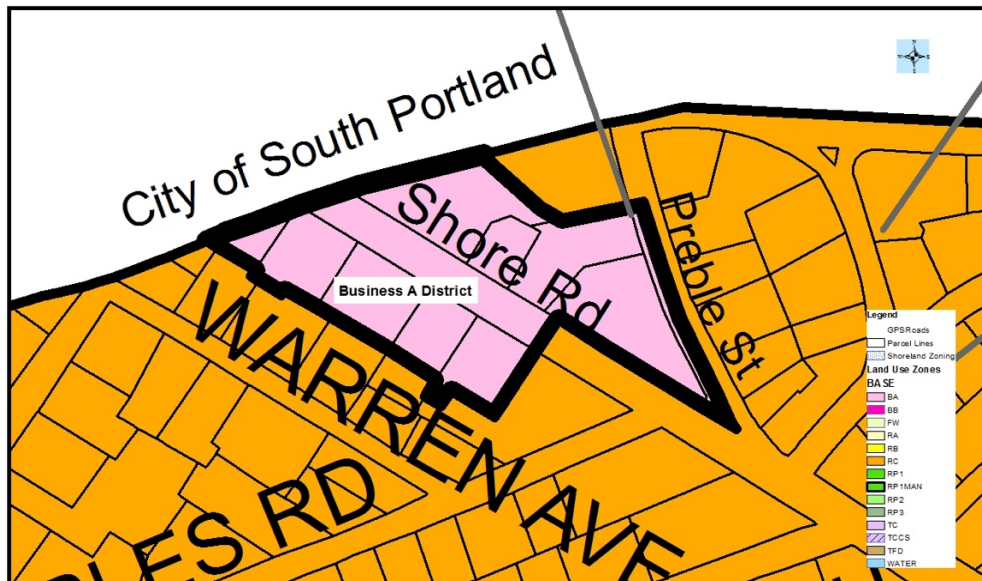
1 a significant increase in the annual contribution is anticipated when the Hill Way
2 project is complete.

3
4 The TIF application submitted for state approval identified approximately \$1
5 million in town center sidewalk projects and another 1.6 million in sidewalk
6 connections to the town center. There is no expectation that the Town Center TIF
7 will generate revenues to fully fund sidewalk improvements. TIF funds can be
8 used as the cash match for grant funding. Jointly with the cities of Portland and
9 South Portland, the town has successfully competed for grant funds (\$500,000 in
10 Cape Elizabeth) to build sidewalks in the Town Center, with the grant cash
11 match requirements coming from the Town Center TIF.

12 *Neighborhood Business Areas*

13
14
15 In addition to the Town Center, the town has two “Business A” districts (BA).
16 Similar to the Town Center, mixed commercial/residential use buildings that are
17 designed to a neighborhood scale are appropriate in the BA districts. The
18 Business A district located at the northerly end of Shore Rd includes the Cookie
19 Jar, Irving Station, Engine 1 Fire Station, an office building, and a mixed use
20 retail/residential building. This tiny business district is under 3 acres (.03% of the
21 land area of the town), and was slightly expanded in 2009 to add the property
22 located at 553 Shore Rd. All properties are served by public sewer.

23 **Business A District - Shore Road**



24
25
26 *Source: Town of Cape Elizabeth Official Zoning Map*
27

1 The BA district located on Ocean House Rd from Broad Cove Rd to Fessenden
2 Rd includes the Bird Dog Roadhouse, the Good Table Restaurant, Lion’s Club
3 and the Kettle Cove Creamery and Cafe. This BA district is larger at 14 acres
4 (.15% of the land area of the town). Public sewer available on for the
5 northernmost properties located in the district.

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14 **Business A District - Ocean House Road**



15
16 *Source: Town of Cape Elizabeth Official Zoning Map*
17

18 The Town Council adopted new BA District requirements in 2009 that add
19 design requirements for these neighborhood business zones. The Business A
20 District Zoning amendments are a recommendation of the 2007 Comprehensive
21 Plan.

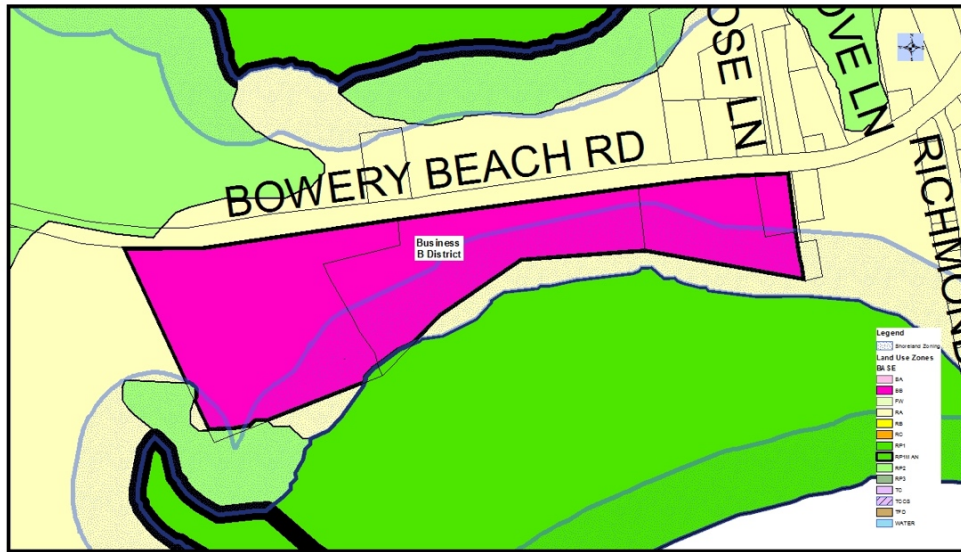
22 *Other Business Districts*

23
24 The Town has two remaining Business B districts (BB). These districts are unique
25 in that they support business activities that require larger areas and are located
26 in the more outlying areas of town. A “Business B” district is located on Bowery
27

1 Beach Rd and includes the Inn by the Sea and a large farm field. This BB district
2 is 25 acres in size (.26% of the land area of the town).

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Business B District (Route 77)



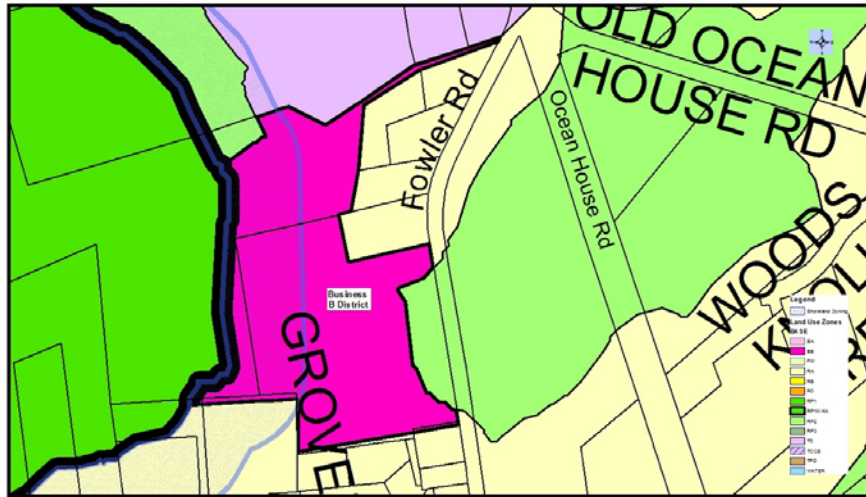
Source: Town of Cape Elizabeth Official Zoning Map

20 A second Business B district was created on Fowler Rd in 2005 as part of an effort
21 to bring an existing gravel pit within town regulation as a conforming use. The
22 property now operates as a modern earthworks facility. This BB district is 12.5
23 acres (.13% of the land area of the town). The BB districts are not currently served
24 by public sewer.

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1

Business B District (Fowler Rd)



Source: Town of Cape Elizabeth Official Zoning Map

2

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5

Commercial Activities in Residential Areas

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7

From its earliest development, resource related commercial activities have been located in residential areas of the town. Commercial activities are tolerated in residential zoning districts when they are consistent with community character, are located on large sized lots and/or operate with little impact.

11

12

Fishing and Farming are commercial activities that began with the origins of Cape Elizabeth in the 1600's. Within the town operate several fish and farm market stands associated with local farms. The farming and fishing industries continue to play a role in the town's economy with an increase in the number of farms and farm markets over the past 10 years and fishermen diversifying their businesses, such as the introduction of oyster farming. There is a lot that can be done to support these industries and ensure they remain a part of Cape Elizabeth's fabric. See the Agriculture and Forestry Chapter and the Marine Resources Chapters for a discussion of farming and fishing.

21

22

A variety of home businesses also operate in residential areas. There is a small increase in the number of residents who work from home. Almost all private child care facilities are located in residential districts. The first choice for locating commercial activities should be a business district, however, the town will continue to allow low-impact commercial activities that do not substantially decrease the peaceful quiet and enjoyment of residential neighborhoods.

28

29

Tourism

30

1 See the Recreation and Open Space Chapter for a discussion of Fort Williams
2 Park.

3

4 Tourism, due to the town's extensive coastline, physical beauty and proximity to
5 the City of Portland, has been an element of the local economy for over a century.

6 The internet, however, has both broadened tourism activities in town and
7 increased intensity. The increase in tourism related activities has sometimes

8 resulted in friction with the more traditional residential neighborhood

9 expectations for quiet and enjoyment. In multiple instances, the town has

10 responded with new regulations that allow tourism activities to continue, but

11 within limits intended to preserve the residential character of the town. Two

12 examples are short term rentals and special event facilities.

13

14 The internet has made possible a new "sharing economy" where visitors can
15 bypass traditional lodging facilities by renting homes, rooms or couches by the

16 day or week. In 2011, over 5 dozen property owners were using sites like

17 Homeaway.com, VRBO and Airbnb to rent out properties in residential

18 neighborhoods. Some properties had been seasonal rentals for decades, but the

19 goal to maximize revenues on a few properties produced a neighborhood

20 backlash. Residents appealed to the town council for relief from the constant

21 churn and vacation-themed socializing occurring in otherwise year-round

22 residential neighborhoods. Town officials expressed their own concerns with

23 public safety.

24

25 In 2012, the town council adopted Short Term Rental regulations. Anyone

26 renting residential property for a period of less than 30 days and more than 2

27 times a year must obtain a permit and meet minimum egress lighting and other

28 requirements. For properties with less than 30,000 sq. ft. of land area, a

29 maximum number of day time guests was established. A maximum occupancy

30 for all short term rentals was created. Rentals can turn over no more than once

31 every 7 days. The Short Term Rental Permit has almost eliminated complaints

32 and the town has issued 58 short term rental permits (Source, Town of Cape

33 Elizabeth Code Enforcement Office, 7-1-2018).

34

35 The town is a desirable location for hosting special events. Again, visibility

36 provided by the internet and a greater desire for revenue by property owners has

37 increased the frequency of hosting special events. In 2016, the town adopted a

38 Special Event Overlay District to formalize these activities within the Zoning

39 Ordinance, and the first Special Event Overlay District was approved for the

40 Wentworth Lodge, located on Winters Lane. The special event regulations cap

41 the number of attendees at a for-profit special event, provide for adequate

42 emergency access and other public health and safety requirements.

43

1 With breathtaking coastline, lighthouses and other amenities, it is likely that
2 Cape Elizabeth will continue to grow as an appealing destination for visitors.
3 The town may want to comprehensively evaluate likely tourism trends and
4 impacts more proactively.

5
6 **Economy Goals**
7

8 **Goal 1: The town shall evaluate trends, positive and negative impacts, and**
9 **opportunities that arise from the rapid increase in tourism. The town shall**
10 **develop strategies to accommodate visitors while protecting our parks, open**
11 **spaces, and neighborhoods.**

12
13 Recommendations:
14

- 15 1. Evaluate trends, impacts and opportunities arising from tourism activities
16 in Cape Elizabeth and develop strategies to preserve both the town's
17 character and historic relationship with tourism.
18
- 19 2. Develop strategies to start and promote small businesses that serve
20 residents and visitors.
21

22 **Goal 2: The Town Center shall be promoted as the primary commercial area of**
23 **Cape Elizabeth and shall be developed consistent with the Town Center**
24 **Master Plan to meet the needs of residents and visitors.**

25
26 Recommendations:
27

- 28 3. Continue to implement the Town Center Master Plan (2014) and updates.
29
- 30 4. Create a village green.
31
- 32 5. Implement the Town Center Stormwater Plan.
33

34 **Goal 3: The Business A and Business B districts shall continue as secondary**
35 **commercial areas that meet the needs of town residents and are**
36 **sensitive to the adjacent residential neighborhoods.**
37

38 Recommendations:
39

- 40 6. Retain the Business A District Design requirements that require
41 commercial development to be sensitive to adjacent residential areas.
42

1 7. Continue to allow commercial uses that provide necessary services to be
2 located in the Business A and Business B districts.

3

4 **Goal 4: The town shall continue to allow in-home businesses, day care**
5 **businesses, short-term rentals, and other low-impact commercial activities in**
6 **residential areas, subject to restrictions that protect the integrity and**
7 **tranquility of Cape Elizabeth's residential neighborhoods.**

8

9 Recommendations:

10

11 8. Continue to allow in-home businesses, day care businesses, short-term
12 rentals, and other low-impact commercial activities in residential areas,
13 subject to restrictions that protect residential neighborhoods.

14

15

TRANSPORTATION

Key Findings

•Traffic volumes in Cape Elizabeth reached a peak in the 1990s and have generally declined over the past 15 years, with some road segments seeing declines exceeding 25% of 2002 volumes.

•Just over 90% of Cape Elizabeth residents commute outside of the town for work, with 61% driving to Portland, South Portland, or Westbrook.

•Although most of the traffic generated in Cape Elizabeth is residents commuting out of town, nearly 70% of people who work in Cape Elizabeth commute from other towns.

•The town’s recently adopted complete streets policy will help create a safer, cost effective, equitable, and fully accessible transportation network that supports walkable, attractive neighborhoods.

•Tourism related traffic in residential neighborhoods will require more management during peak season.

•Residents desire more sidewalks on local collector roads to connect neighborhoods to each other.

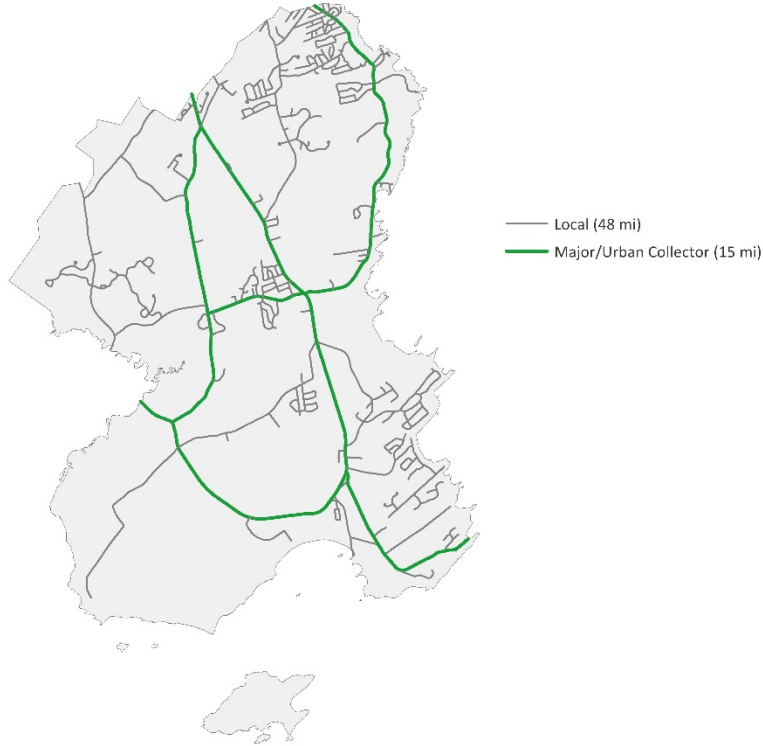
The automobile represents the primary means of getting around in Cape Elizabeth. All fixed route transit systems, including air, bus, rail, and ferry, originate in Portland, and none of them passes within the town’s borders. An emerging network of trails, sidewalks, and bikeways provide infrastructure for walking and bicycling.

Road Network

Cape Elizabeth has 71 miles of public roads and an estimated 97 total miles of road. The Maine Department of Transportation prepares a functional classification of public streets and highways by grouping them into classes according to the character of service they are intended to provide ranging from land access to mobility. Generally, highways fall into one of four broad categories - principal arterial, minor arterial, collector road, and local road. Arterials provide longer through travel between major trip generators (larger

1 cities, recreational areas, etc.) and have between 10,000 and 30,000 vehicles per
2 day. With mobility as their primary purpose, arterials are designed to support
3 relatively high travel speeds and minimum interference to through movements.
4 Route 77 is classified as a collector for Portland Area Comprehensive
5 Transportation System (PACTS) purposes and as an arterial in the Town Road
6 Classification system.
7

CAPE ELIZABETH ROAD FUNCTIONAL CLASS



Source: Maine DOT

8
9 Collector roads collect traffic from the local roads and also connect smaller cities
10 and towns with each other and to the arterials with traffic volumes between
11 2,000 and 8,000 vehicles per day. Collector roads are characterized by moderate
12 speeds with the purpose of providing better access to adjacent land. Collectors in
13 the Town of Cape Elizabeth include Shore Road, Sawyer Road, Mitchell Road,
14 Spurwink Avenue, Scott Dyer Road, Wells Road, Two Lights Road, Old Ocean
15 House Road, and Fowler Road. Feeding off collectors and arterials, local roads
16 provide access to private properties or low volume public facilities with 100-500
17 vehicles per day. All other public roads are classified by the state as local roads.
18 Private roads are required to meet local road standards.

19
20 Maine’s classification system establishes maintenance and responsibility
21 characteristics for roadways. The Maine Department of Transportation maintains
22 roads that serve primarily regional or statewide needs and roads that serve
23 primarily local needs are Town’s responsibility. Of the town’s 71 miles of public

1 roads, the town's department of public works is responsible for summer and
2 winter road maintenance on 59 miles of road.

3
4 With the Atlantic Ocean to the east and south and the Spurwink River to the
5 west, Cape Elizabeth resembles a peninsula. These physical features establish the
6 town as a destination point, with no convenient through connections to other
7 communities, resulting in relatively low traffic volumes. The town's only locally
8 classified arterial, Route 77, links residential areas across the Cape through South
9 Portland to jobs and shops on the busy Portland peninsula. It also provides
10 visitors with access to important recreation areas, such as Fort Williams Park,
11 Two Lights State Park, and Crescent Beach.

12 13 Local Road Classification System

14
15 In order to maintain its roads in keeping with the character of the community,
16 the town has created a road classification system that builds upon the state
17 functional classification system. The town system includes 5 categories: arterial,
18 collector, rural connector, feeder and local/private roads. Each road classification
19 has unique requirements intended to accommodate the function of the road and
20 still preserve community character, and is described below:

21
22 As with the state system, Route 77 is uniquely classified as an *arterial*.

23
24 *Collector* streets are the second highest volume roads and include Mitchell Rd,
25 Scott Dyer Rd, and Shore Rd.

26
27 *Rural Connector* streets are lower volume roads and do not have the same
28 character as Collectors, but are important to a cohesive transportation network.
29 Charles E. Jordan Rd, Fowler Rd (south of Bowery Beach Rd), Old Ocean House
30 Rd, Sawyer Rd, Spurwink Ave, Two Lights Rd (Wheeler Road to Beacon Lane)
31 and Wells Rd are classified as Rural Connectors.

32
33 *Feeder Streets* are roads that handle higher levels of neighborhood traffic and
34 include Broad Cove Rd, Cottage Farms Rd, Eastman Rd, Fessenden Rd, Fowler
35 Rd (Ocean House Rd to Bowery Beach Rd), Hill Way, Oakhurst Rd, Preble Street,
36 and Woodland Rd.

37
38 All other roads are considered *local* or private roads.

39 40 *Transit*

41
42 At one time, trolleys and buses rumbled through the streets of Cape Elizabeth.
43 Today, all fixed route transit systems, including air, bus, rail, and ferry, originate

1 in Portland, and none of them passes within the town's borders. Limited public
2 transportation is available through the Regional Transportation Program (RTP)
3 bus service by request only. RTP provides door-to-door, wheelchair-accessible
4 rides to persons with disabilities in Cumberland County who cannot use a
5 regular city bus due to a disability.

6
7 The closest fixed route bus stop is located on Route 77 in South Portland at the
8 Sawyer Rd intersection and operated by South Portland Metro. The bus route
9 includes stops at Southern Maine Community College on Broadway in South
10 Portland and the Museum of Art on Congress Street in Portland. If a stop was
11 added to this route in the Cape Elizabeth Town Center, it would add several
12 minutes to an already long route that has hundreds of riders.

13
14 A "Cape Elizabeth only" bus route might be established that connects to existing
15 public transit systems in Mill Creek, South Portland or Congress Street, Portland.
16 Depending on number of stops in Cape Elizabeth, frequency of service, and
17 ridership, preliminary cost estimates for the town to subsidize bus service are in
18 the range of \$250,000 annually. The 2017 Comprehensive Plan Public Opinion
19 Survey, when asking residents about priorities for a 10-year investment plan,
20 measured only lukewarm support for efforts to promote public transportation.

21 22 Commuting

23
24 Just over 90% of Cape Elizabeth residents commute outside of the town for work,
25 with 61% driving to Portland, South Portland, or Westbrook. Although most of
26 the traffic generated in Cape Elizabeth is residents commuting out of town,
27 nearly 70% of people who work in Cape Elizabeth commute from other towns.
28 As mentioned in the Economy chapter, employment is fairly well disbursed
29 geographically across the town, with the highest concentration of jobs near the
30 Town Center or clustered around the Cape Cottage/Oakhurst area. There are no
31 employers with 250 or more employees in Cape Elizabeth. The largest employers
32 include the public schools and the Inn by the Sea.

33
34 According to the 2015 ACS 5-year sample, there were 4,688 Cape Elizabeth
35 residents who commuted to work. Of this number, 81.2% drove alone to work,
36 compared to 81.8% in 2000, a decrease of 0.7%. Interestingly, between 2000 and
37 2015 the overall number of people commuting by car, truck, or van, whether
38 driving alone or in a carpool, has declined from 88.3% to 86.8% of all commuting
39 trips. This has been accompanied by a slight increase in active commuting,
40 working at homes, and other means of transportation. Overall commute times
41 decreased, from 18.8 minutes in 2000 to 18.2 minutes in 2015.

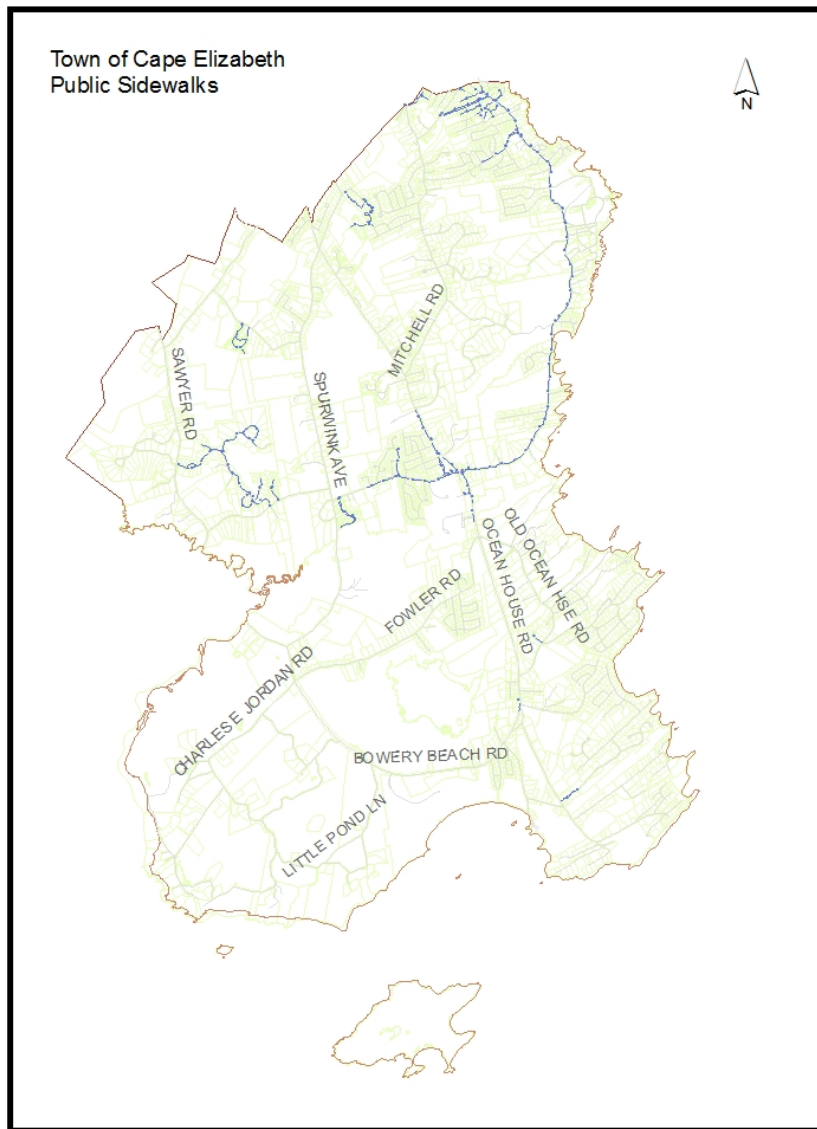
42 43 Trails

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See the Recreation and Open Space Chapter for information on trails.

Sidewalks

The Town has a limited sidewalk network of 11 miles of sidewalks.



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Source: Cape Elizabeth Planning Office 2017

The main pedestrian facility is the Shore Road Path, a 2-mile long 5' wide paved pathway that extends from the Town Center, along Shore Rd, to Fort Williams Park. The Shore Rd path was built in 2012 and was a recommendation of the 2007 Comprehensive Plan. An old network of sidewalks is located in the

1 northeast corner neighborhoods adjacent to Shore Rd. A growing sidewalk
2 network is under development in the Town Center. The Town Center Plan calls
3 for extending sidewalks along both sides of all roads within the Town Center
4 Zoning District. Town Center Design requirements mandate that new sidewalk
5 construction be included as part of Site Plan Review. This approach has resulted
6 in the incremental expansion of sidewalks within the Town Center. Full
7 implementation of sidewalk construction, however, may require municipal
8 construction of sidewalks in areas with no new development. The town, in
9 partnership with the City of Portland and City of South Portland has successfully
10 competed for grant funding to expand the Town Center sidewalk network in
11 2020. (See Economy Chapter, Tax Increment Financing District and Town Center
12 Plan, for more information)

13

14 Most of the new sidewalks have been constructed as a mandatory requirement of
15 new development, including Eastman Meadows and Cottage Brook. These
16 sidewalks have been built to accommodate pedestrian traffic and create more of
17 a neighborhood feel in new developments. For the most part, the sidewalk
18 profile includes a 5-foot grassed esplanade within which street trees are planted.
19 The construction of an esplanade between the sidewalk and the street reduces
20 the perceived width of the street and discourages speeding. Except for Shore
21 Road and the Town Center, there are no sidewalks along major roads to provide
22 safe pedestrian connectors between neighborhoods and other destinations. A
23 town-wide sidewalk network would promote pedestrian safety, public health,
24 and a sense of community.

25

26 Sidewalks constructed in the public road right-of-way are maintained by the
27 town. The public works department has a three-tiered snow clearance plan
28 where sidewalks adjacent to the school campus, then feeder street sidewalks and
29 then neighborhood sidewalks are cleared of snow after the roads have been
30 cleaned.

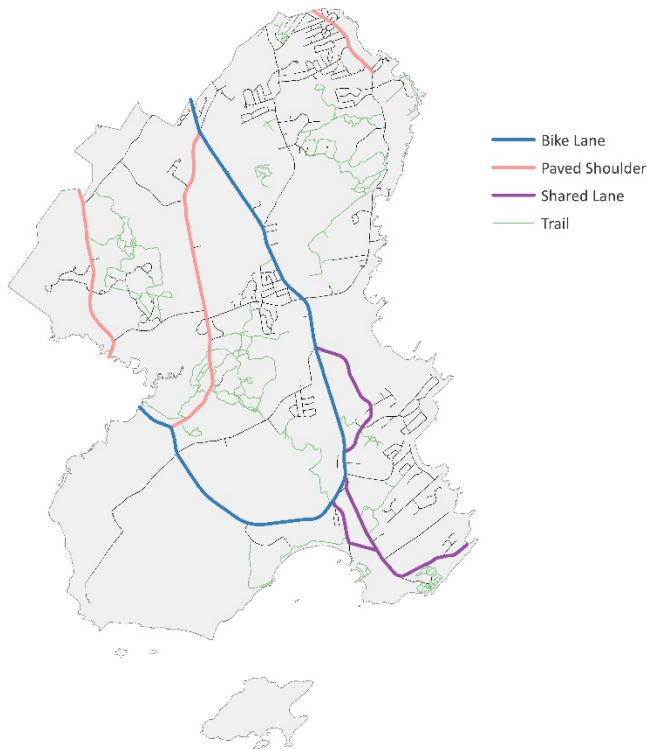
31

32 Bikeways

33

34 With lightly traveled roads, few signalized intersections, and beautiful scenery,
35 Cape Elizabeth is a great town for bicycling. However, bike facilities are limited
36 to shoulders on Route 77, Shore Road (South Portland line to Fort Williams
37 Park), Spurwink Avenue, and Sawyer Road. In addition, there are shared travel
38 lanes on Old Ocean House Road, Two Lights Road, Kettle Cove Road, and
39 Fessenden Road, and a growing network of off-road trails.

CAPE ELIZABETH BIKEWAYS



Source: GPCOG

Complete Streets

In 2017 Cape Elizabeth adopted a Complete Streets Policy. Complete Streets are designed and operated to provide safety and accessibility for all current and future transportation users whether they are pedestrians, bicyclists, transit riders or vehicular motorists, regardless of age or ability. Complete Streets principles contribute to the safety, health, economic viability, and quality of life by providing accessible and efficient connections between home, school, work, recreation and commercial centers. Ultimately, the town envisions a well-connected multimodal network of transportation facilities that appropriately relates to the existing built environment in capacity and scale, recognizing that all streets are different and the needs of various users will need to be balanced in a flexible manner.

This Complete Streets Policy supports the goals outlined in the town's 2007 Comprehensive Plan, and the Town Center Plan by creating a safer, cost effective, equitable, and fully accessible transportation network that supports walkable, attractive neighborhoods and safe connections from those neighborhoods to local businesses. It also contributes to the town's livability goals by encouraging energy and environmental sustainability.

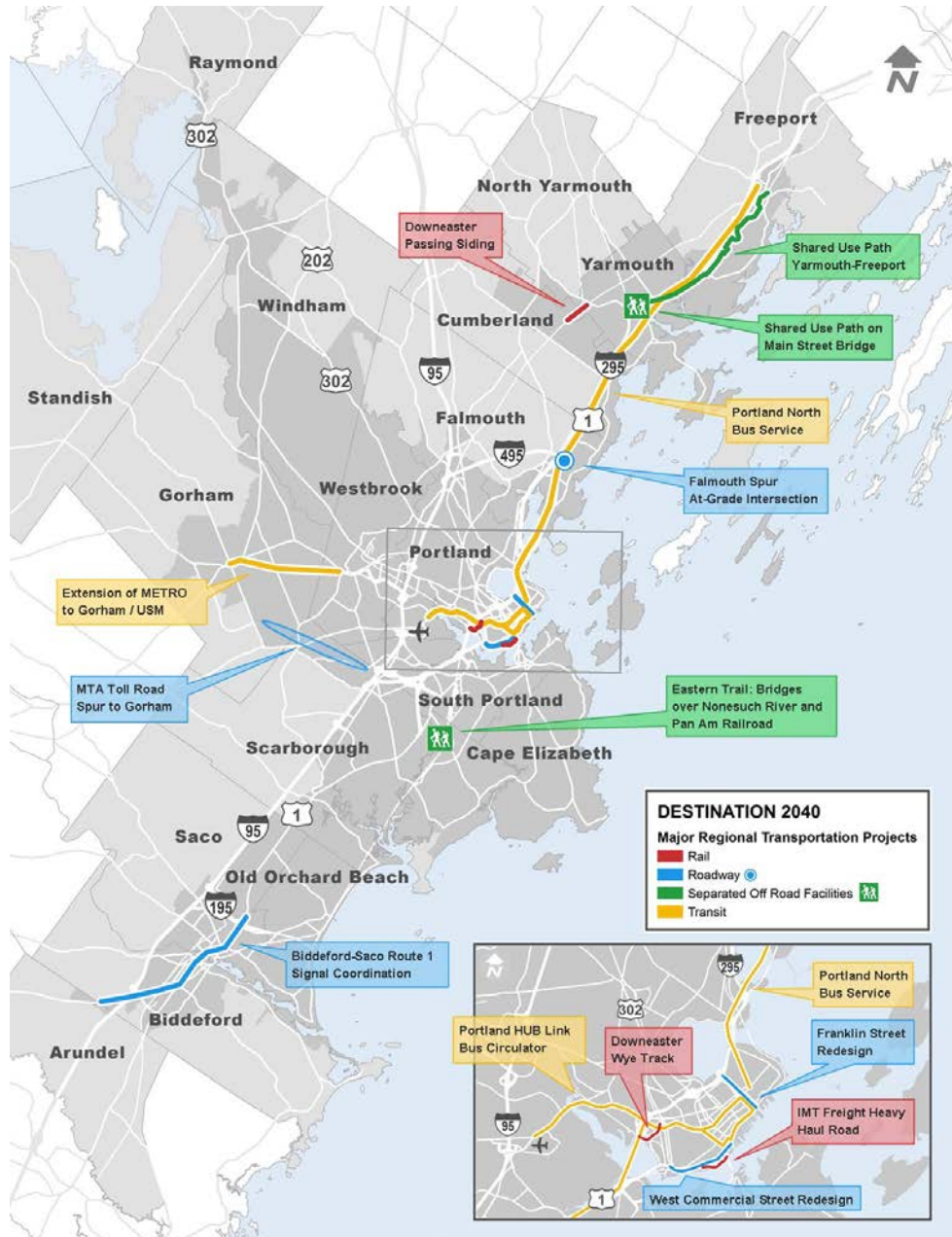
1
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3 Parking
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5 The Town has no major parking facilities. Major destinations, such as Fort
6 Williams Park, the state parks and the school campus, have their own parking
7 facilities. During major events, the town usually makes special arrangements for
8 temporary parking rather than create permanent parking facilities that would be
9 largely vacant for the rest of the year. For example, several privately-owned
10 fields next to Route 77 are used for temporary parking with shuttle bus service
11 for the annual Beach to Beacon Race, which ends in Fort Williams Park. The
12 objective of minimizing pavement for parking facilities is carried through in the
13 review of new development, where local ordinances promote shared parking
14 with compatible uses whenever possible.
15

16 Regional Planning
17

18 Major transportation improvements with state or federal funding are managed
19 by a regional planning process that guides capital investments in Southern
20 Maine. Since 1975, the Portland Area Comprehensive Transportation System
21 (PACTS) has operated as the federally mandated "metropolitan planning
22 organization" for Greater Portland. Besides Cape Elizabeth, the PACTS area
23 includes portions or all of the following communities: Arundel, Biddeford,
24 Cumberland, Falmouth, Freeport, Gorham, North Yarmouth, Old Orchard
25 Beach, Portland, Raymond, Saco, Scarborough, South Portland, Standish,
26 Westbrook, Windham and Yarmouth as of the 2010 Census. In addition to the 18
27 communities, PACTS committees are advised by seven public transportation
28 providers, the Maine Department of Transportation (MaineDOT), the Federal
29 Highway Administration (FHWA), the Federal Transit Administration (FTA), the
30 Maine Turnpike Authority, the Greater Portland Council of Governments, the
31 Southern Maine Planning and Development Commission, other public and
32 private transportation organizations, and interested citizens.
33

34 In 2016, PACTS approved Destination 2040, which provides a vision for the
35 transportation system through 2040. The plan addresses issues including
36 congestion, accessibility and mobility through a system of investments that strike
37 a balance between development, land use, and transportation. Although no
38 major transportation improvements were identified within the boundaries of
39 Cape Elizabeth, residents will benefit from decreased commuting times,
40 improved bicycle and pedestrian facilities, easier access to the interstate and the
41 Portland peninsula, and expanded transit service. Furthermore, PACTS has
42 funded several speed studies in Cape Elizabeth.
43



1

2 Roadway Traffic

3

4 Traffic counts are collected annually by the Maine Department of Transportation.
 5 Annual Average Daily Traffic volumes are determined by placing an automatic
 6 traffic recorder at a specific location for 24 or 28 hours. The 24-hour totals are
 7 adjusted for seasonal variations based on factors that run 365 days a year on
 8 similar types of roadways. While traffic on selected arterials and collectors
 9 increased significantly throughout the 1980s, traffic volumes moderated in the
 10 1990s and have declined over the past 15 years. Selected traffic volumes have
 11 been tracked over time at key locations across town.

SELECTED TRAFFIC VOLUMES IN CAPE ELIZABETH

	1981	1990	2002	2016	35 Year Change	25 Year Change	15 Year Change
					1981-2016	1990-2016	2002-2016
Route 77							
<i>South of Scott Dyer Road</i>	7,670	9,610	11,850	9,439	23%	-2%	-20%
Route 77							
<i>South of Old Ocean House Road</i>	5,580	7,200	7,190	5,320	-5%	-26%	-26%
Shore Road							
<i>East of Route 77</i>	1,660	3,010	3,530	3,300	99%	10%	-7%
Scott Dyer Road							
<i>West of Route 77</i>	2,110	2,490	3,160	2,260	7%	-9%	-28%
Spurwink Avenue							
<i>At Scott Dyer Road</i>	1,660	2,540	2,770	2,060	24%	-19%	-26%

Source: Maine DOT, 1993 Cape Elizabeth Comprehensive Plan

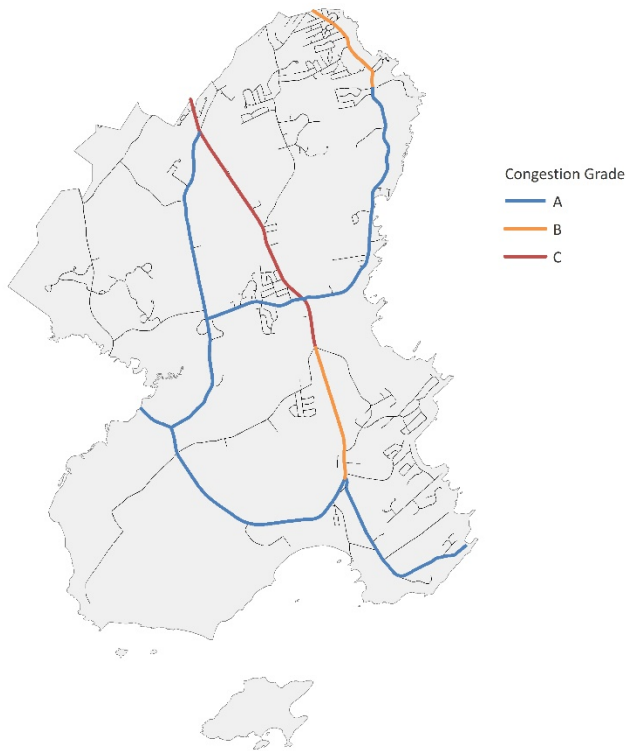
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Roadway Congestion

The Maine DOT uses a customer-focused engineering measure, called Customer Service Level (CSL), to track highway safety, condition, and serviceability. These CSLs are graded similar to a report card, on a scale from A-F. One measure of serviceability is congestion, which uses the ratio of peak traffic flows to highway capacity to arrive at an A-F score for travel delay. Peak summer months are specifically considered to capture impacts to Maine's tourism industry.

The map shown below identifies the CSL congestion grade for the major / urban collector roads in Cape Elizabeth. There are no Maine DOT roads in Cape Elizabeth that have received a grade of D or F. Ocean House Road from the South Portland line to Fowler Road has received a C grade for congestion. Shore Road from the South Portland line to Powers Road and Ocean House Road between Fowler Road and Two Lights Road have both received a B grade for congestion. Ocean House Road between Two Lights Road and Bowery Beach Road, Bowery Beach Road, Scott Dyer Road, Spurwink Avenue, Two Lights Road, and Shore Road between Powers Road and Ocean House Road have all received an A Grade for congestion. All of the remaining roads shown on the map are local roads that are not assigned a CSL score by Maine DOT.

CAPE ELIZABETH ROADWAY CONGESTION



Source: Maine DOT

High Crash Locations

The Maine Department of Transportation has developed a system for rating crashes based on a ratio between actual crash rates and critical crash rates. Crashes documented with a Critical Rate Factor (CRF) of greater than one is a higher priority than those with a CRF of less than one. High Crash Locations (HCL) are certain areas where MaineDOT has documented eight or more crashes in a three-year period with a critical rate factor (CRF) greater than one.

According to the Maine Department of Transportation, there are no HCL locations in Cape Elizabeth for the three-year periods of 2013-2015 or 2014-2016.

Access Management

The Maine Department of Transportation has developed a set of access management rules to improve safety and preserve highway capacity by minimizing the number of curb cuts onto a roadway. Each curb cut creates a location for turning movements that increase the likelihood of an accident. Access management reduces the number of curb cuts by limiting the entrances for each parcel of land, encouraging shared curb cuts by adjacent parcels and replacing multiple driveways with a single access road.

1 The Department’s rules apply to entrances (primarily commercial) and
 2 driveways (primarily residential) to promote location and access through
 3 existing access points or in carefully planned locations with the intent to preserve
 4 safety and posted speed of arterials and thus enhance productivity. Urban
 5 Compact municipalities have the authority to promulgate and enforce their own
 6 access management rules. Urban Compact municipalities are those in which the
 7 population, according to the last U.S. Census: (a) exceeds 7,500 inhabitants or (b)
 8 is between 2,499 and 7,500 inhabitants with the ratio of people whose place of
 9 employment is in a given municipality to employed people residing in that same
 10 municipality is 1.0 or greater. “Compact” or “Built-up sections” means a section
 11 of the highway where structures are nearer than 200 feet apart for a distance of
 12 one-quarter of a mile. Cape Elizabeth is one of 43 Urban Compact municipalities
 13 in the state.

14
 15 Cape Elizabeth has implemented access management within the Town Center.
 16 Several properties share an accessway and setbacks are reduced when shared
 17 driveways are created. Outside of the Town Center, new subdivision
 18 development is required to construct new roads to serve the development rather
 19 than allow multiple driveways to connect to existing roadways.

20
 21 Road Projects

22
 23 The Maine Department of Transportation has developed the Biennial
 24 Transportation Improvement Program list of projects within the town that
 25 should be addressed within the next two years:

MAINE DOT 2017-2019 BIENNIAL CAPITAL WORK PORGRAM

ROAD	LENGTH	LOCATION	PROJECT	AMOUNT
Scott Dyer Road	0.57	Brentwood Road extending east 0.57 miles to Ocean House Road	1 1/4" Overlay	\$ 227,700
Route 77	NA	Biddeford Area 2018 LCP	Light Capital Paving	\$ 542,600

Source: Maine DOT

26
 27 Local Transportation Issues

28
 29 *Connectivity*

30
 31 Cape Elizabeth has many neighborhoods located off of dead end roads. As
 32 development has continued and larger portions of the population live in single
 33 access neighborhoods, the town has restricted, for public safety reasons, both the
 34 length and the number of homes on a dead end road. In some cases, access has
 35 been obtained by connecting to existing neighborhoods or building on paper

1 streets. Connectivity between neighborhoods has proven to benefit public safety,
2 traffic circulation, energy conservation, fiscal constraint and development of
3 neighborhoods.

4
5 In reaction to a proposed development, town residents adopted by referendum
6 in 2006 a prohibition on connecting neighborhoods when the connection will
7 create a short-cut, defined as a shorter distance to travel than along an arterial,
8 collector, rural connector or feeder street. The short-cut restriction creates an
9 incentive to install gated emergency access roads. The emergency access roads
10 remain problematic for maintenance, for a tendency to be used as storage areas
11 and an added responsibility for the fire department for inspections and tracking
12 access codes and keys.

13 14 *Traffic Calming*

15
16 Traffic Calming is a collection of engineering techniques intended to “calm” or
17 slow down traffic, usually in residential or dense commercial areas. Techniques
18 can range from initial road design that discourages excessive speed by
19 incorporating narrow travel way widths, curves, and hills into the road design to
20 retrofitting existing roads with stop signs, speed tables, chicanes, chokers, etc.
21 Traffic calming can be applied to a new street or an existing road. Traffic calming
22 measures, however, need to be coordinated with public safety needs and must
23 consider road function as a part of the larger transportation network.

24
25 The town adopted a Traffic Calming Policy in 2007 administered by the police
26 department. The policy relies on collection of traffic speed and volume data and
27 deployment of an escalating level of traffic calming measures.

28 29 *Tourism*

30
31 The town's extensive coastline, coupled with its proximity to the City of Portland
32 and exposure on the internet, has resulted in increased traffic due to tourism.
33 Most of the town's residential neighborhoods developed along the coastline.
34 Some of these neighborhoods, most notably those with tourism attracting
35 features such as lighthouses, the Lobster Shack restaurant, and Fort Williams
36 Park, are demanding relief. Concerns have included on-street parking that may
37 compromise access for public safety vehicles, congestion, and unauthorized
38 parking on private property. Cape Elizabeth will likely continue to be a desirable
39 place to visit and some property owners appreciate revenue generated by
40 tourism. The town will need to manage traffic to accommodate reasonable
41 tourism activity and protect residential character.

42 43 *Sustainability*

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The Greater Portland Council of Governments (GPCOG) conducted a Sea Level Rise Vulnerability Assessment for the town in June, 2015. The study included a road inundation analysis. The following table excerpted from the analysis indicates major roads vulnerable to inundation include Spurwink Ave, Shore Rd and Sawyer Rd.

Table 3: Cape Elizabeth Road Inundation Scenarios

Label	Street Name	Road Class	HAT + 2m	HAST + 3ft.	HAST + 2ft.	HAST + 1ft.	Probability	Consequence
1	Alewife Cove Rd.	Private	1,015 ft.	625 ft.	31 ft.	0 ft.	Medium	Low
2	Algonquin Rd.	Private	15	0	0	0	Low	Low
3	Cunner Ln.	Private	102	0	0	0	Low	Low
4	Little Pond Ln.	Private	1,513	0	0	0	Low	Low
5	Lower River Rd.	Private	493	463	69	0	Medium	Low
6	Peabbles Cove Rd.	Private	327	0	0	0	Low	Low
7	Ram Light Ln.	Private	104	0	0	0	Low	Low
8	Rams Head Rd.	Private	23	0	0	0	Low	Low
9	Shipwreck Cove Rd.	Private	357	0	0	0	Low	Low
10	Surf Side Ave.	Private	26	0	0	0	Low	Low
11	Tucker Ln.	Private	37	0	0	0	Low	Low
12	Garden Ln.	Local	182	182	0	0	Medium	Low
13	Park Cir.	Local	57	0	0	0	Low	Low
14	Reef Rd.	Local	60	0	0	0	Low	Low
15	Sawyer Rd.	Local	251	128	73	41	High	Medium
16	Shore Rd.	Collector	272	0	0	0	Medium*	High
17	Spurwink Ave.	Collector	740	335	204	21	High	High
18	Starboard Dr.	Local	577	431	118	0	Medium	Medium
19	Two Lights Rd.	Local	6	0	0	0	Low	Low
--	Totals	--	6,157 ft.	2,164 ft.	495ft.	62 ft.	--	--

8
9

As a follow-up to the Vulnerability Assessment, the town will be conducting an analysis of 16 culverts, including those on Spurwink Ave and Sawyer Rd. The analysis will look at age, capacity and opportunities for wildlife habitat preservation (when undersized culverts result in scouring of the road bed).

1 **Transportation Goals**

2
3 **Goal 1: The town shall have a safe transportation system that meets the needs**
4 **of both residents and nonresidents.**

5
6 Recommendations:

- 7
- 8 9. Evaluate regulations and technology to promote connectivity between
- 9 neighborhoods when it supports public safety.
- 10
- 11 10. Evaluate the need, desire and local financial support for expanding public
- 12 transit options in Cape Elizabeth.
- 13
- 14 11. Continue administration of the Traffic Calming Policy.
- 15
- 16 12. Develop methods to protect the tranquility and safety of neighborhoods
- 17 and streets negatively impacted by tourism traffic. Actions to consider
- 18 may include but not be limited to traffic analyses, on-street parking
- 19 limitations, and enhanced traffic enforcement.
- 20
- 21 13. Expand the sidewalk network throughout the town. Priorities for
- 22 sidewalk and bikeways should feature adding sidewalks to Mitchell Rd
- 23 and other collector roads, completing the town center sidewalk network
- 24 and overall increased funding for a sidewalk network.
- 25

26 **Goal 2: The town shall support transportation projects that modernize existing**
27 **infrastructure.**

28
29 Recommendations:

- 30
- 31 14. Incorporate the Complete Streets Policy as a routine element of street
- 32 improvement projects.
- 33
- 34 15. Complete reconstruction of Scott Dyer Rd.
- 35
- 36 16. Study traffic congestion adjacent to and at the school campus.
- 37
- 38 17. Prioritize traffic calming measures in the Town Center instead of redesign
- 39 of the Route 77/Shore Rd/Scott Dyer Rd intersection.
- 40
- 41 18. Incorporate analysis of climate change and sea level rise in transportation
- 42 project design.
- 43

HOUSING

Key Findings

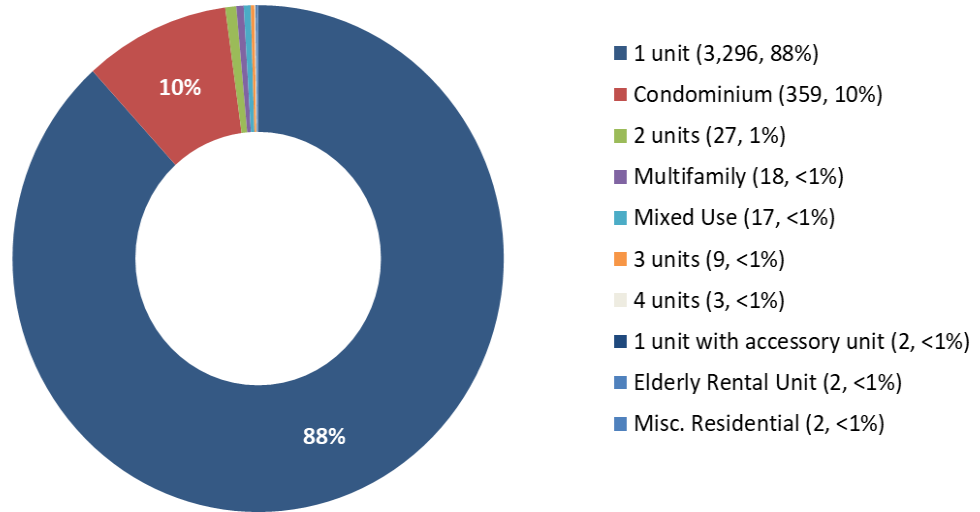
- Single family homes represent nearly 90% of the town's housing stock, and condos, 9%.
- More than three quarters of the total housing stock was owner occupied in 2010, decreasing from 81% owner-occupied in 1990 to 77% in 2010. The percentage of renter occupied units has remained at about 13% since the 1990s.
- Roughly 1/3 of Cape Elizabeth households are paying more than 30% of their income for housing. As of 2015, nearly half of all renter households in Cape Elizabeth were cost-burdened¹ and about 28% of homeowner households were cost-burdened.
- In 2013, the median home price in Cape Elizabeth was \$375,000 and the household in the county earning the median income would only be able to afford a \$200,000 home. At this time, 55% of Cape Elizabeth residents were unable to afford the town's median home price.
- Between 2003 and 2013 the median home price in Cape Elizabeth increased by nearly 40%, compared to just over 20% for Cumberland County and many surrounding communities. Over the same time period Cape Elizabeth home prices have remained, on average, 49% higher than the county, second only to Falmouth, which was at 70% above the county average.
- In 2010, about 21% of seniors lived alone. From 2000 to 2010 this number increased by 11%, from 347 to 385. In the future, the growing number of seniors living alone may demand more housing that is smaller and more accessible.

¹ Cost-burdened is the financial assessment when a household must spend more than 30% of household income on housing costs. Housing costs for renters include rent plus basic utility and energy costs. Housing costs for home owners include mortgage principal and interest payments, mortgage insurance costs, homeowner's insurance costs, real estate taxes, and basic utility and energy costs.

Housing Stock

1 According to Cape Elizabeth’s assessing database, single family homes represent
 2 about 88% of all housing units. Condominiums are the second most dominant,
 3 representing 10% of the town’s housing stock. Two-family units represent 1% of
 4 the housing stock, and all other housing types combined account for the
 5 remaining 1% of housing units.

CAPE ELIZABETH HOUSING TYPE 2017



Source: 2017 Cape Elizabeth Assessing Data

6
 7 In 2010, Cape Elizabeth had 3,963 housing units. From 2000 to 2010, the housing
 8 stock in Cape Elizabeth increased by 6%, or 239 units. Based on 2017 assessment
 9 data, it is reasonable to assume that the majority of this new construction was
 10 single family homes. Compared to similar neighboring communities, housing in
 11 Cape Elizabeth grew at a relatively slow rate in the first decade of the 2000s.
 12 However, assessing data show that there are currently only 390 vacant parcels
 13 zoned for residential development, so there may not be much room in Cape
 14 Elizabeth for this pattern of single family housing growth to continue.

REGIONAL HOUSING GROWTH 2000-2010

	2000	2010	NET CHANGE	
			#	%
Cape Elizabeth	3,724	3,963	239	6%
Cumberland	2,945	2,902	-43	-1%
Falmouth	4,169	4,751	582	14%
Portland	31,862	33,836	1,974	6%
Scarborough	7,233	8,617	1,384	19%
South Portland	10,349	11,484	1,135	11%
Yarmouth	3,704	3,819	115	3%
Cumberland County	122,600	138,657	16,057	13%
Maine	651,901	721,830	69,929	11%

Source: US Census

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Housing Occupancy

As of 2010, 90% of the housing units in Cape Elizabeth were occupied and the remaining 10% were vacant. Of the vacant housing units, 6% of these were occupied seasonally and the rest were temporarily vacant due to a transition between tenants or owners, renovations, or other factors. According to the US Census, the number of seasonally occupied housing units has more than doubled since 1990. The American Community Survey (ACS) has a high margin of error due to the small sample size in Cape Elizabeth, which means these numbers may be overstated. Even so, an increase in seasonal housing may have an impact on housing affordability in the community, particularly for renters. However, it could also expand the local tourism economy and increase the value of the municipal tax base.

According to the ACS in 2010, more than three quarters of the total housing stock was owner occupied in 2010. The percentage of renter occupied units has remained at about 13% since the 1990s. The vacancy rate measures the percentage of vacant homes, excluding seasonally occupied units, and this rate has also remained stable since the 1990s, at about 3%. Such a small vacancy rate generally leads to higher prices for both home ownership and rentals.

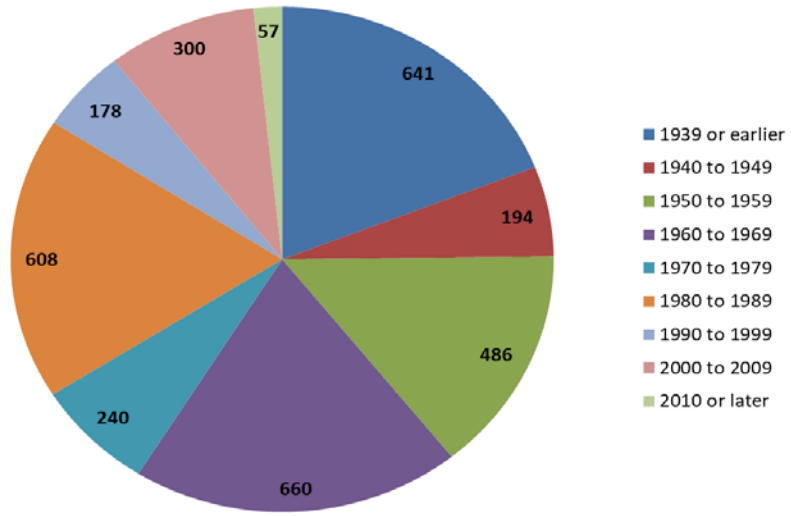
CAPE ELIZABETH HOUSING OCCUPANCY 1990-2010

	1990		2000		2010	
	#	%	#	%	#	%
Total Housing Units	3,456		3,724		4,027	
Occupied	3,257	94%	3,488	94%	3,632	90%
Owner	2,796	81%	3,064	82%	3,094	77%
Renter	461	13%	425	11%	538	13%
Vacant	199	6%	236	6%	395	10%
Seasonal	92	3%	140	4%	257	6%
Vacancy Rate		3%		3%		3%

Source: U.S. Census, 2006-2010 ACS 5-year estimates

1
2 From 2000-2015, 364 new housing units were constructed in Cape Elizabeth, with
3 357 owner occupied homes and 8 rental units. Most of the year-round housing
4 stock in Cape Elizabeth is fairly new. Only one third of owner occupied housing
5 was built in 1949 or earlier. New home construction peaked in the 1960s with 712
6 units, followed by the 1980s, with 643 units. A majority of the renter occupied
7 housing units in Cape Elizabeth are relatively new, with over half built since
8 1960. The largest shares of rental housing were constructed before 1930 (135
9 units), and in the 1970s (105 units).

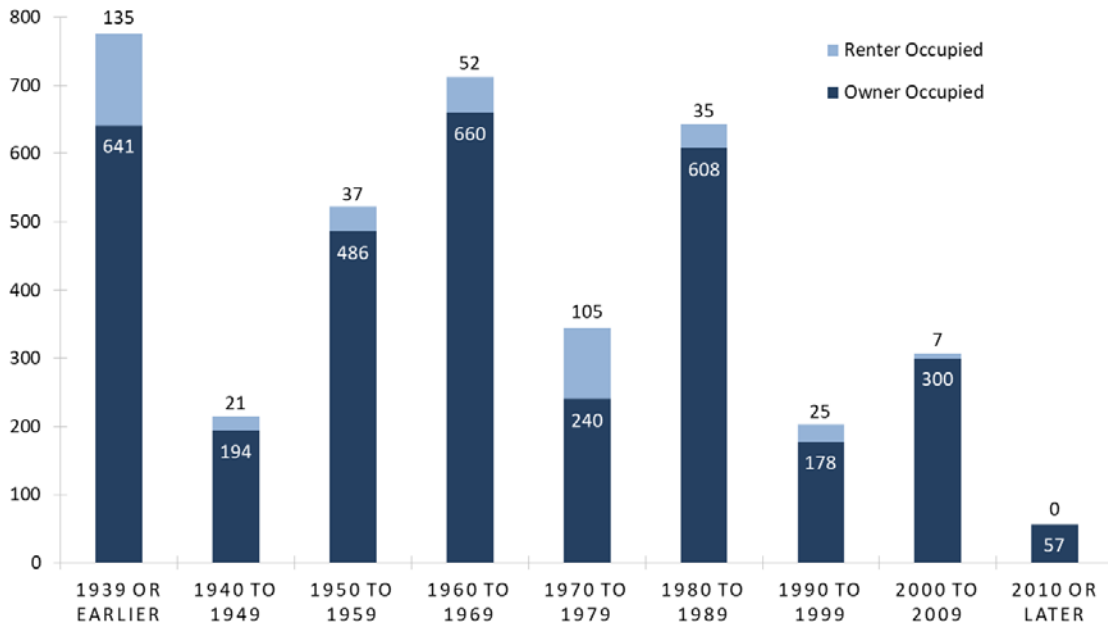
CAPE ELIZABETH AGE OF HOUSING



Source: US Census, 2011-2015 ACS 5-year estimate

1

CAPE ELIZABETH AGE OF HOUSING BY TENURE



Source: US Census, 2011-2015 ACS 5-year estimate

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3
4

1 Group Quarters

2
3 Few nontraditional housing opportunities, known as group quarters, are located
4 in the Town of Cape Elizabeth. According to the 2000 Census, there were 101
5 persons living in group quarters, all of them in nursing homes. Because the
6 Census does not classify group quarters as housing units, neither they nor their
7 occupants are represented in any housing or household data.

8
9 According to the town’s 2017 assessing data, there are two group quarters in
10 Cape Elizabeth. Village Crossings is a congregate care facility located at 78 Scott
11 Dyer Rd. It was built in 1999 and has 60 elderly housing units. Cape Memory
12 Care is a nursing home located at 126 Scott Dyer Rd. In 2010, it replaced an
13 earlier nursing home on the site and has 72 beds.

14
15 Housing Affordability

16
17 One of the ten state goals established in the Growth Management Law is to
18 “encourage and promote affordable, decent housing opportunities for all Maine
19 citizens.” Affordable housing is defined as a decent, safe and sanitary dwelling,
20 apartment or other living accommodation for a household whose income does
21 not exceed 80% of the median income for the region (Cumberland County). The
22 comprehensive plan state rule requires that comprehensive planning policies
23 strive to achieve that at least 10% of new units, or whatever greater percentage is
24 necessary to meet the need, shall be affordable to households earning less than or
25 equal to 80% of the area’s median household income.

26
27 According to the US Census and HUD (U.S. Department of Housing and Urban
28 Development), cost-burdened households are those paying more than 30% of
29 their income for housing. For renters, housing costs are defined as rent plus basic
30 utility and energy costs. For owners, housing costs are defined as mortgage
31 principal and interest payments, mortgage insurance costs, homeowners’
32 insurance costs, real estate taxes, and basic utility and energy costs, with monthly
33 mortgage payments to be based on down payment rates and interest rates
34 generally available to low and moderate income households.

35
36 As of 2015, nearly half of all renter households in Cape Elizabeth were cost-
37 burdened and about 28% of homeowner households were cost-burdened. Across
38 the board a larger proportion of renter households are cost-burdened than
39 homeowners, even though renters represent a much smaller proportion of
40 households in Cape Elizabeth. In general, lower income households tend to have
41 a higher cost burden regardless of whether they rent or own. However, the
42 proportion of renter households that are cost burdened tends to decrease as
43 income increases, while this is not always the case for owner households.

1 Additionally, owner households on average have higher wages. As of 2015, 67%
 2 of owner households were making more than \$75,000 per year, compared to just
 3 15% of renter households. Almost one-half (48%) of home owners with
 4 household incomes between \$50,000 - \$74,999 are housing cost-burdened. This
 5 data suggests that roughly 1/3 of Cape Elizabeth households are paying more
 6 than 30% of their income for housing.

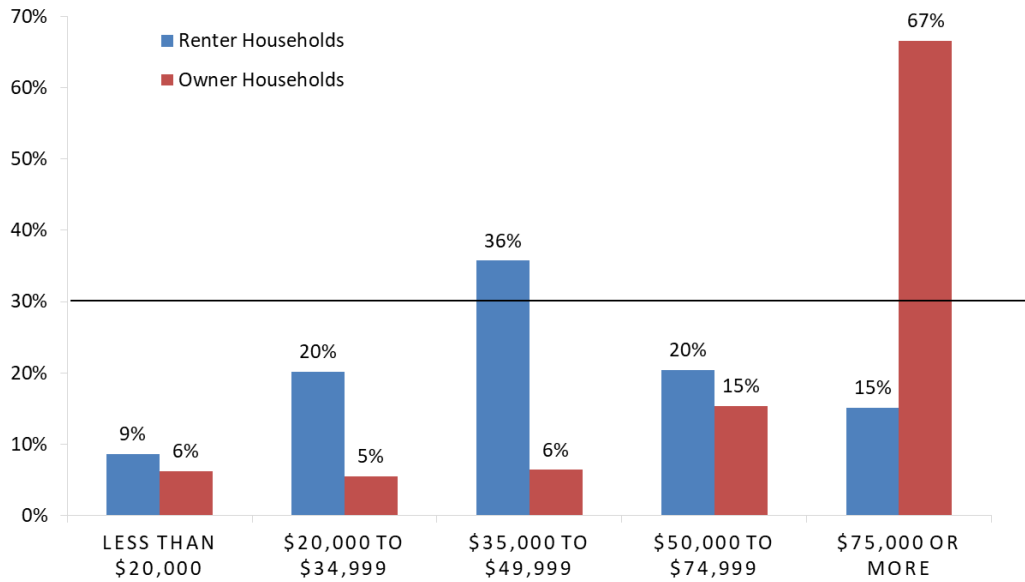
CAPE ELIZABETH HOUSING COSTS RELATIVE TO HOUSEHOLD INCOME 2015

	HOUSEHOLD INCOME					
	<i>Less than \$20,000</i>	<i>\$20,000 to \$34,999</i>	<i>\$35,000 to \$49,999</i>	<i>\$50,000 to \$74,999</i>	<i>\$75,000 or More</i>	<i>Total</i>
RENTER HOUSEHOLDS						
Housing Costs as Percent of Household Income						
Less than 20%	0%	0%	0%	60%	51%	20%
20% to 29%	0%	24%	38%	32%	49%	32%
30% or More	100%	76%	62%	8%	0%	49%
OWNER HOUSEHOLDS						
Housing Costs as Percent of Household Income						
Less than 20%	0%	5%	37%	30%	57%	45%
20% to 29%	7%	12%	29%	22%	30%	26%
30% or More	93%	83%	34%	48%	13%	28%

Source: 2011-2015 ACS 5-year estimate

7

CAPE ELIZABETH INCOME BY HOUSING TENURE 2015



Source: US Census, 2011-2015 ACS 5-year estimate

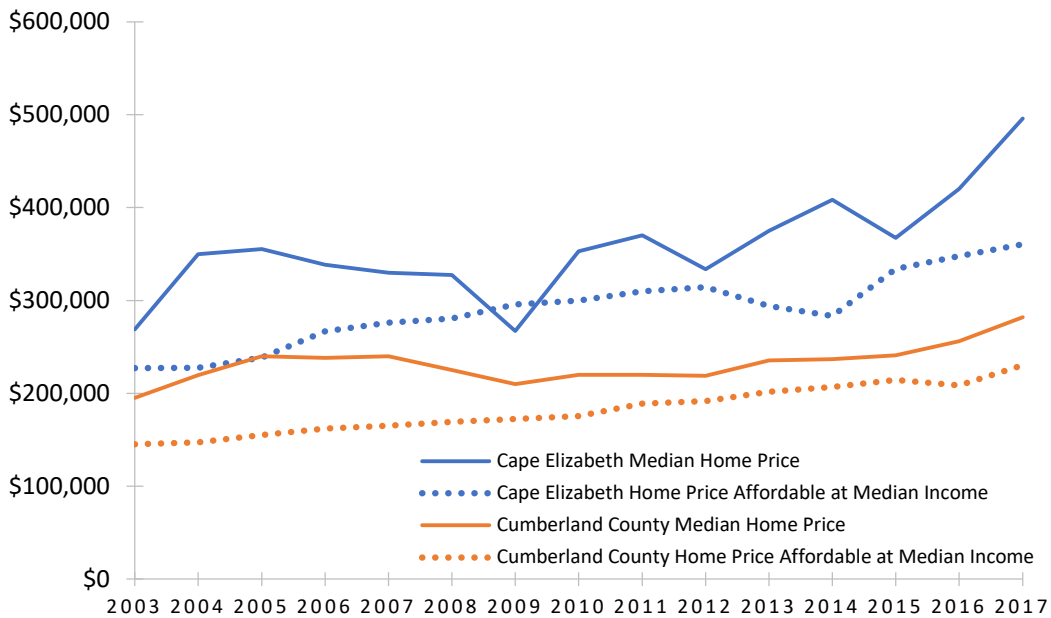
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Owner-Occupied Housing Affordability

According to the Maine State Housing Authority, the home price affordable at median income will cost a household 30% or less of their income. Between 2003 and 2013, the median home price in Cape Elizabeth has been far out of reach for a household in Cumberland County earning the median income. In fact, the only time during this timeframe when the median home price in Cape Elizabeth was affordable to the average Cape Elizabeth household was during the 2009 recession.

In 2013, the median home price in Cape Elizabeth was \$375,000 and a household earning the county-wide median income would only be able to afford just over a \$200,000 home. At this time, 55% of Cape Elizabeth residents were unable to afford the town’s median home price. On the other hand, in 2013 the average household in Cape Elizabeth could afford almost 125% of the purchase price of the average home in Cumberland County.

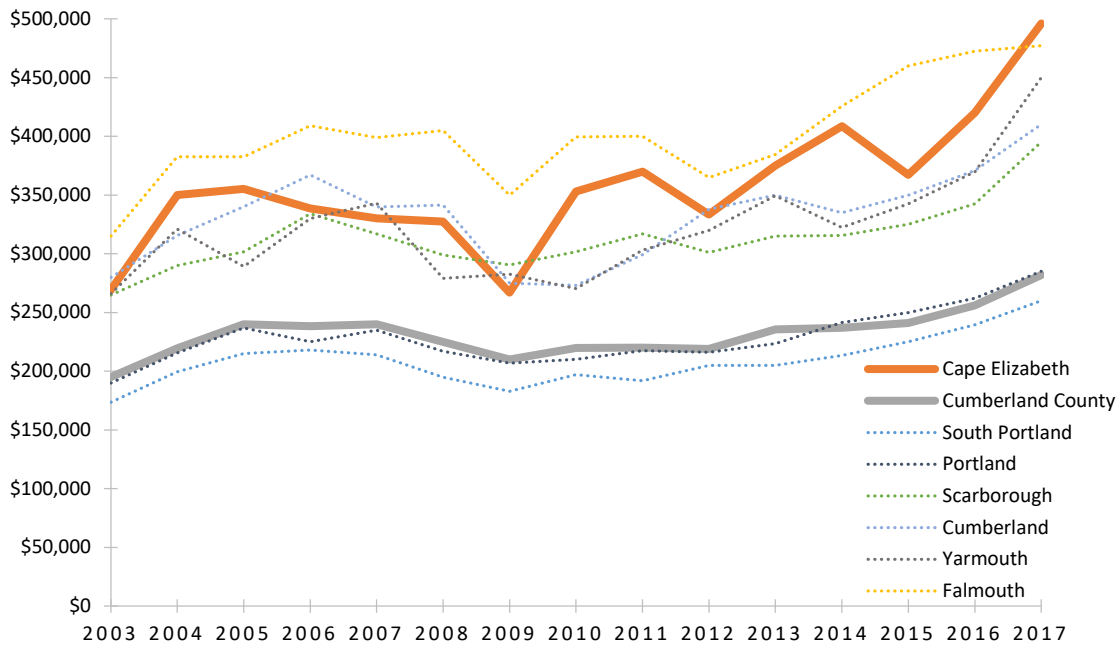
COMPARISON OF MEDIAN HOME PRICE AFFORDABLE AT MEDIAN INCOME 2003-2017



Source: Maine State Housing Authority

2
3 Between 2008 and 2017, the median home price in Cape Elizabeth increased by
4 over 50%, compared to just over 25% for Cumberland County. Over the same
5 time period, Cape Elizabeth home prices have remained, on average, 58% higher
6 than the county, second only to Falmouth, which was at 76% above the county
7 average. As with many other communities, there was a significant dip in home
8 prices in 2009 as a result of the recession. This dip in home prices is most
9 pronounced in the communities with the highest median home prices, including
10 Cape Elizabeth and Falmouth. In 2009, the median home price in Cape Elizabeth
11 was closer to the median home price county-wide than it has been in quite some
12 time before or since.
13

COMPARISON OF MEDIAN HOME PRICES 2003-2017



Source: Maine State Housing Authority

1
 2 The affordable selling price represents the maximum purchase price that a
 3 household earning the median income can afford, assuming the household puts
 4 down 5%, qualifies for a 30-year mortgage at the prevailing interest rate, and
 5 does not spend more than 30% of their gross income on housing. When median
 6 home costs are compared to the affordable selling price, an affordability index
 7 can be constructed (affordable selling price divided by the median sales price).
 8 An affordability index number of more than 1 is affordable, and an index of less
 9 than 1 is unaffordable.

10
 11 In 2000, the affordability index in Cape Elizabeth was 0.81. This means that a
 12 household earning the median income could afford only 81% of the purchase
 13 price of the median priced home in Cape Elizabeth. At the same time, the
 14 affordability index in Cumberland County was 0.91. During the 2009 recession,
 15 the affordability index for the average household in Cape Elizabeth improved to
 16 1.11 and fell to 0.82 county-wide. By 2013, however, housing prices sprung back
 17 to pre-recession levels and continued to grow.

18
 19 The affordable purchase price for households earning 80% of median income was
 20 calculated as 80% of the affordable purchase price for a household earning
 21 median income. However, given the nature of mortgages and insurance, home
 22 ownership is often more of a financial burden for those with lower incomes.
 23 Therefore, these numbers may over-estimate the affordability of home ownership
 24 for this group. For households earning 80% of median household income, home

1 ownership has become less achievable in Cape Elizabeth with the affordability
 2 index dropping from 0.67 in 2009 to 0.63 in 2013. During this same time period,
 3 the Cumberland County affordability index for those earning 80% of median
 4 income increased from 0.66 to 0.69.

5
6

Housing Ownership Affordability Comparison 2009-2016

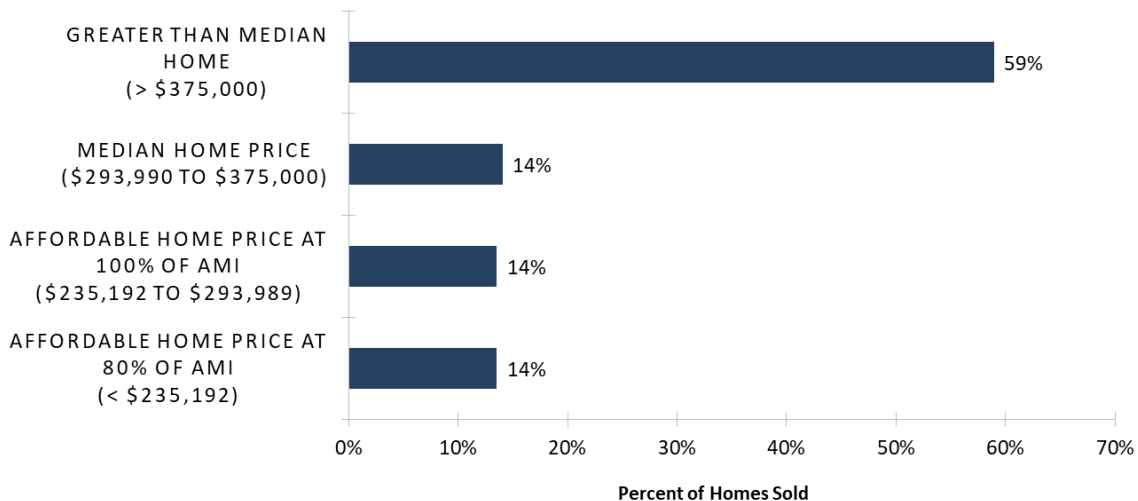
	CAPE ELIZABETH			CUMBERLAND COUNTY		
	2009	2013	2016	2009	2013	2016
Median Home Sales Price	\$ 267,000	\$ 375,000	\$ 420,000	\$ 210,000	\$ 235,500	\$ 256,000
Median Household Income	\$ 96,918	\$ 86,868	\$ 101,563	\$ 57,540	\$ 58,500	\$ 59,748
Affordable Purchase Price	\$ 295,829	\$ 293,990	\$ 347,817	\$ 172,477	\$ 201,839	\$ 208,484
Affordability Index	1.11	0.78	0.83	0.82	0.86	0.81
80% Median Household Income	\$ 77,534	\$ 69,494	\$ 81,250	\$ 46,032	\$ 46,800	\$ 47,798
Affordable Purchase Price	\$ 220,841	\$ 235,192	\$ 278,254	\$ 137,982	\$ 161,471	\$ 166,787
Affordability Index	0.67	0.63	0.66	0.66	0.69	0.65

Source: Maine State Housing Authority

7
8

9 Recent home sales data from the Cape Elizabeth assessor shows that nearly 60%
 10 of homes sold in 2016 had sales prices above the 2013 median home sales price.
 11 According to the 2016 assessor's home sales data the median home sales price in
 12 Cape Elizabeth was \$425,500, which was an increase of 13.5% since 2013.

CAPE ELIZABETH 2016 HOME SALES



Source: Cape Elizabeth Assessor's Data

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15

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3 Renter-Occupied Housing Affordability
4

5 Overall, renting from 2010 to 2013 was more affordable to the average earning
6 family and families earning 80% or more of median income in both Cape
7 Elizabeth and Cumberland County. About 13% of the housing stock in Cape
8 Elizabeth (538 units) are rentals. Between 2009 and 2013, renting has become
9 more expensive both in Cape Elizabeth and Cumberland County as a whole, but
10 Cape Elizabeth rents are becoming less affordable more quickly than the county-
11 wide average.
12

HOUSING RENTAL AFFORDABILITY COMPARISON 2010 -2013

	CAPE ELIZABETH		CUMBERLAND COUNTY	
	<i>2010</i>	<i>2013</i>	<i>2010</i>	<i>2013</i>
Median Rent	\$ 1,703	\$ 1,883	\$ 1,111	\$ 1,171
Median Household Income	\$ 52,292	\$ 55,125	\$ 29,823	\$ 31,035
Affordable Monthly Rent	\$ 1,307	\$ 1,378	\$ 746	\$ 776
Rental Affordability Index	0.77	0.73	0.67	0.66
80% Median Household Income	\$ 41,834	\$ 44,100	\$ 23,858	\$ 24,828
Affordable Monthly Rent	\$ 1,046	\$ 1,103	\$ 596	\$ 621
Rental Affordability Index	0.61	0.59	0.54	0.53

Sources: Maine State Housing Authority, US Census, 2006-2010 and 2011-2015 ACS 5-year estimates

13
14
15 Housing Subsidies
16

17 Housing rents can be subsidized through direct rent subsidies provided through
18 HUD Section 8 vouchers and through government subsidy of the construction of
19 rental units in order to keep those units available at below market rate.
20

21 According to the Maine State Housing Authority, in 2013 Cape Elizabeth had 22
22 project-based senior housing units located at Colonial Village on Starboard
23 Drive. Non-project based or Section 8 vouchers are issued to income-qualified
24 families, elderly people and disabled people who apply for them. These vouchers
25 can be redeemed by the landlord for rental subsidies provided by MSHA to
26 make up the difference between the rent paid by the tenant and the market rate
27 rent for the unit. In 2013, there was just 1 voucher in use in Cape Elizabeth.

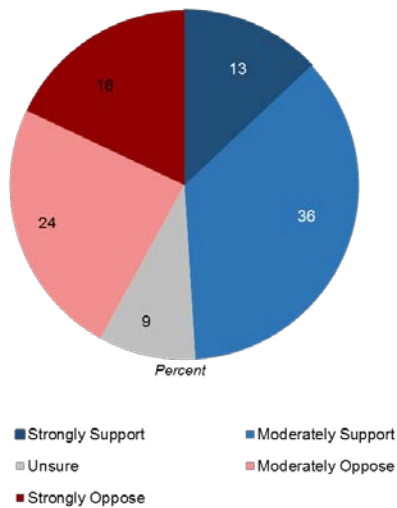
1
2 Housing Projections
3

4 According to the Maine Office of Policy and Management, Cape Elizabeth’s
5 population is projected to grow by about 2.2% per decade until 2034, an increase
6 of 337 people over 19 years. Given this and the fact that the average household
7 size decline seen country-wide over the past two decades is predicted to
8 moderate moving forward, housing growth in Cape Elizabeth most likely will be
9 modest. Assuming the average household size in Cape Elizabeth declines by
10 2.2% per decade, as it did between 2000 and 2010, and 10% (including seasonal
11 housing) remain vacant, the Town will need to add about 375 units by 2035. This
12 translates to an average of 188 units per decade, or 19 units per year.
13

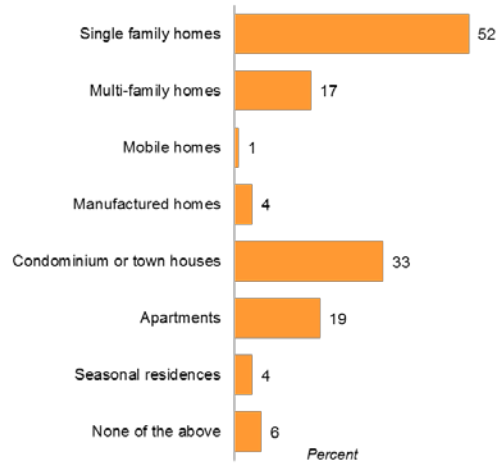
14 Population and growth estimates using a "top-down" approach, such as the
15 growth estimates provided by the Maine Office of Policy and Management,
16 historically overestimate the growth that will occur in Cape Elizabeth. Cape
17 Elizabeth is a mature suburb, having experienced its major growth periods in the
18 1960's - 1980's. Natural resource restrictions and a decreasing inventory of
19 developable land have combined to create a multi-decade, downward growth
20 trend. For this reason, the town is predicting a growth rate of 120 dwelling units
21 over the next ten years, or an annual growth of 12 units. (See the Existing Land
22 Use Chapter for more information about predicted growth.)
23

24 In the 2017 comprehensive plan public opinion survey, residents were asked if
25 they generally support or oppose new residential housing development in the
26 Town of Cape Elizabeth. Overall, 49% of residents strongly (13%) or moderately
27 (36%) support new residential development, while 42% strongly (18%) or
28 moderately (24%) oppose new residential development in the town. Nine percent
29 of residents did not express an opinion either way. Anyone who did not strongly
30 oppose new residential development was asked what types of new housing they
31 would like to see in Cape Elizabeth. Most supported new single family homes,
32 but there was also significant support for types of multi-family housing such as
33 condominiums, apartments and multi-family homes.
34
35

Position on Residential Development?



Type of Residential Development You Could Support? (82%)



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

10

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2

3 | *Affordable Housing*

4

5 According to the Maine State Growth Management Law, comprehensive
 6 planning policies should strive to ensure at least 10% of new units, or whatever
 7 greater percentage is necessary to meet the need, are affordable to households
 8 earning 80% of the region’s (Cumberland County) median household income or
 9 less. Assuming 120 new housing units are built in Cape Elizabeth over the next
 10 decade, this means at least 12 of these units should be affordable to that
 11 demographic.

12 In 2015, Cape Elizabeth’s median household income was \$101,068, and at least
 13 40% of households earned less than 80% of this median income. Although these
 14 households can be classified as low to moderate income, not all households are
 15 actively seeking housing in the market at any given time. Many current
 16 homeowners and renters have been in their current living situation for long
 17 enough that they either entered the market at a lower price point, or their income
 18 has caught up with their payments. Although these residents may earn less than
 19 median income, they still pay less than 30% of their income for housing.

20

21 For anyone entering the market, such as first time homebuyers, housing costs
 22 pose a severe challenge. For Cape Elizabeth to assess its fair share, and define its
 23 share of the solution, would require an extensive study of the region's needs,
 24 assessing the degree of need for each of the different income groups, for both
 25 rental housing and homeownership.

26

27 | *Senior Housing*

1
2 The population of seniors in Cape Elizabeth will continue to grow as the cohort
3 of baby boomers, who began to turn 65 in 2011, age. As of 2015, there were an
4 estimated 1,817 people in Cape Elizabeth aged 65 and over, representing about
5 20% of the town's population. In 2010, about 21% of seniors lived alone. From
6 2000 to 2010 this number increased by 11%, from 347 to 385. In the future, the
7 growing number of seniors living alone may demand more housing that is
8 smaller and more accessible. Also, as people age housing costs often consume an
9 increasing share of a fixed income which increases the cost-burden of housing for
10 many seniors.

11 Local Housing Provisions

12 *Mandatory Affordable Housing Requirements*

13
14
15
16 In 1992, following preparation of an Affordable Housing Report, the Town of
17 Cape Elizabeth adopted Mandatory Affordable Housing Requirements. The
18 requirements apply to major subdivisions (more than 5 lots or units), and do not
19 include rental housing. The provisions require that 5% of a development be
20 affordable to low-income families or 10% of the development be affordable to
21 moderate income families. Low-income is defined as housing affordable to
22 households with an income of 50% to 80% of the median income in the Portland
23 metropolitan statistical area. Median-income* is defined as housing affordable to
24 households with an income of 80% to 120% of the median income in the Portland
25 metropolitan statistical area.

26
27 *The median income definition originally extended to 150% of median income. The town council
28 lowered the upper limit to 120% (the more common definition of moderate income affordability)
29 in 2016 after 3 condominium units were released from the affordable requirement when they
30 failed to sell after marketing for one year. All developments subject to the affordable housing
31 requirements have included affordable housing in the residential project.

32
33 The Mandatory Affordable Housing requirements create both a mandatory
34 requirement and incentives for creation of affordable housing. It was also
35 important to the town that the requirements' administrative burden be low and
36 not require the creation of a housing authority. The designation of affordable
37 lots/ units is handled by the planning board as part of development review. Sale
38 of affordable units is the same as for market rate housing, with 2 exceptions. The
39 buyer of an affordable home must provide documentation to the town, usually
40 the town manager, that the buyer's income does not exceed the maximum for
41 moderate or low income, depending on the unit. Documentation is usually the
42 most recent federal tax return, although other documentation of income has been
43 provided when there has been a significant lifestyle change since the last tax
44 filing. The affordable home sale price must not exceed the maximum affordable

1 home cost. Recorded with the deed for the home is an affordable housing
2 agreement that sets out the terms of affordability. The town planner coordinates
3 with the Maine State Housing Authority to provide up-to-date affordable income
4 and housing costs and the town assessor monitors the home sale price as part of
5 the review of all property sales. A model affordable housing agreement
6 preserving permanent affordability has been approved by the town attorney, and
7 all buyers have chosen to use that agreement rather than prepare and submit for
8 approval a unique agreement.

9
10 Under this program, 14 affordable housing homes have been created and 2 more
11 are expected. The small number of permanently affordable homes is directly the
12 result of the town's overall slow growth rate. Although allowed by town
13 ordinance, there has been no proposal to build an affordable housing
14 neighborhood.

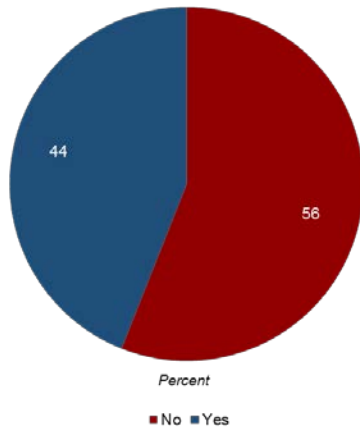
15
16 **2017 Affordable Housing Incomes/Sale price**

17
18

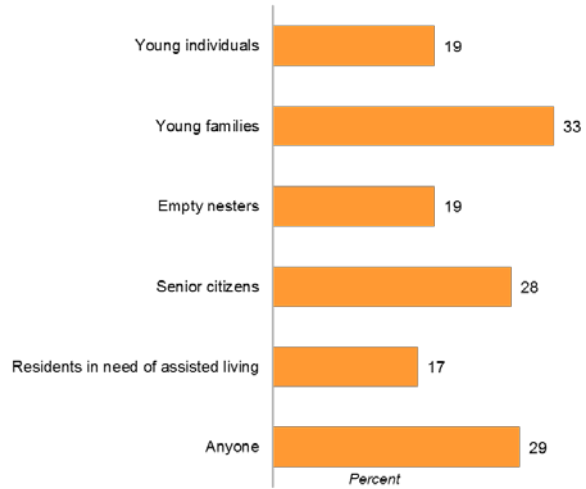
<u>Housing</u>	<u>Maximum Income</u>	<u>Maximum Sale</u>
<u>Price</u>		
21 Low-income households	\$61,450	\$214,913
22 Moderate-income households	\$92,175	\$322,369

23
24
25 In the 2017 comprehensive plan public opinion survey, a majority of Cape
26 Elizabeth residents think there is not an adequate amount of moderate income
27 housing in the town.

Do you think there is adequate moderate income housing in Cape Elizabeth?



Who would you like to provide moderate income housing for? | (56%)



1 Amona: All Respondents

Note: Figures may not sum to 100% due to rounding

11

2

3

Accessory Dwelling Units

4

5

Creation of an accessory dwelling unit is allowed in all residential districts. The accessory dwelling unit must be subordinate to and located within a single family home, and the single family character of the structure must be maintained. To accomplish this, accessory dwelling units must be no larger than 600 sq. ft. or 25% of the floor area of the single family home, whichever is less.

6

Among other requirements, the single family home must be at least 1,500 sq. ft in size and be on a lot of at least 12,000 sq. ft. Accessory dwelling units are not allowed in accessory structures and cannot be combined with a home business.

7

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Infill lots

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15

16

Approximately 200 hundred subdivisions have been recorded in the town dating back to the late 1880's. Many of the town's charming neighborhoods were developed from these early land development plans. Scattered in these neighborhoods are unbuilt lots that do not comply with current zoning requirements, but are of the same relative size as the built lots in the neighborhood. Some of these vacant lots could be built upon if the minimum nonconforming lot size of 10,000 sq. ft. were reduced, especially if infill lots of less than 10,000 sq. ft. were required to be served by public sewer and water. The small size of the lots also has the potential for construction of more affordable homes.

17

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26

1 In 2000 and again in 2004, the Town Council referred to the Planning Board a
2 request to review undersized nonconforming lots. The 2004 analysis indicated
3 that if the 10,000 sq. ft. nonconforming lot size was reduced to 7,500 sq. ft.,
4 approximately 41 lots may become buildable. If the nonconforming lot size was
5 reduced to 5,000 sq. ft., potentially 72 additional lots may become buildable. The
6 analysis was based on all lots having access to public sewer. In 2005, the
7 Planning Board recommended that the minimum size for nonconforming lots be
8 reduced to 7,500 sq. ft, and that lots of less than 10,000 sq. ft. must be in
9 compliance with the Mandatory Affordable Housing provisions. These changes
10 were not adopted by the town council.

11
12 From a financial perspective, infill lots have high potential for increasing the
13 municipal tax base. Most of the lots have frontage on town roads where
14 connections to public sewer and water can be made. The town is already
15 maintaining the roads and utilities, so there is little increase in municipal
16 infrastructure costs. The lots are typically valued as unbuildable, or "extra land,"
17 and their change in status to "buildable" will have a very significant increase in
18 assessed value. For example, an existing undersized 7,800 sq. ft. lot has an
19 assessed value of \$23,000. If the lot became buildable, the land value would
20 increase to \$100,000, plus the value of any home constructed (subject to change
21 with affordable housing requirements).

22
23 From a growth management perspective, allowing construction on infill lots
24 discourages sprawl, because less of the growth that the town experiences is
25 located in "green field" developments. Because infill lots are located in developed
26 areas, environmental impacts are typically less. New road construction is usually
27 not needed so there is less increase in impervious surface and less stormwater
28 generated. There is less fuel consumption as the town is already plowing and
29 driving school buses over the existing roads adjacent to the infill lots. Infill lots
30 also tend to be located closer to goods and services, so homeowners have the
31 choice to drive less.

32
33 From an affordable housing perspective, the small size of infill lots will limit the
34 size of the new home. Nevertheless, Cape Elizabeth's compact neighborhoods
35 have a history of retaining and increasing in value. If allowing development on
36 undersized lots is intended to promote affordable housing, permanent affordable
37 housing requirements should be attached to lot buildability.

38
39 *Multi-family units in Business Districts*

40
41 Multi-family units (apartments) are encouraged on the upper floors of mixed use
42 buildings in the Town Center and Business A Districts. Single use multi-family
43 buildings are not allowed in the business districts in order to preserve a

1 dedicated area for business uses in the town. Rooming houses and elderly
 2 housing are also allowed in the Town Center and Business A Districts.
 3 There are 13 multi-family dwelling units in the Town Center, including a mixed
 4 used building on Hill Way (completed in 2017) that includes first floor office
 5 space and 10 townhouse dwelling units on the upper 2 floors. Also approved on
 6 Shore Rd is a mixed use building with office and retail on the first floor and 8
 7 dwelling units on the upper 2 floors. In the Business A District on Ocean House
 8 Rd, a restaurant has been constructed with a single dwelling unit on the second
 9 floor. The Business A District on Shore Rd has 5 existing multi-family units.

10
 11 *Multiplex Housing in Residential Districts*

12
 13 Multiplex housing, which is housing with 2 or more attached dwelling units, is
 14 permitted in all residential districts.

15
 16 **Residential Zoning Districts Multiplex Regulations Summary**

District	Minimum Lot Size	Density/unit	Public Sewer
RA	10 acres	66,000 sq. ft.	optional
RB	Not applicable	60,000 sq. ft. 20,000 sq. ft.	optional required
RC	5 acres	15,000 sq. ft.	required

17
 18 *Source: Cape Elizabeth Zoning Ordinance*

19
 20 As part of the implementation of the 2007 Comprehensive Plan
 21 recommendations, the town adopted new standards for multiplex development,
 22 which include a 45% open space preservation requirement and design and
 23 architectural requirements. In 2017, the town approved Maxwell Woods, a 38
 24 condominium unit and 2 apartments buildings (a total of 8 multi-family dwelling
 25 units) using the updated provisions.

26
 27 Multiplex housing may be a good option to address needs for senior housing,
 28 affordable housing and workforce housing. One approach to increase the
 29 availability of multiplex housing while minimizing vacant land development is
 30 to convert existing, large single family homes. Conversion is currently allowed,
 31 but minimum lot size and maximum density standards are likely barriers to
 32 conversion.

33
 34 *Condominium Mini-survey*

35
 36 A significant portion of multiplex housing in Cape Elizabeth are condominiums
 37 (est. 359). Condominiums are typically occupied by residents with no children
 38 and are considered one approach to meeting the needs of the town's growing

1 senior population. The Comprehensive Plan Committee mailed a mini-survey to
2 condominium owners to learn about how condominiums may meet future
3 housing needs.

4
5 The results of the survey are based on a 52% response rate. Over one-half of
6 respondents live in a Cape Elizabeth condominium as their primary residence.
7 The average length of time living in the condominium is 10 years. Almost forty
8 percent of condominium dwellers lived in Cape Elizabeth before moving to their
9 condominium. Of the 61% who did not live in Cape Elizabeth, about 1/3 came
10 from the comparison communities¹.

11
12
13 **In what town did you previously live?**

14	Comparison Communities	32%
15	New England States	22%
16	Outside New England	22%
17	Other Cumberland County Towns	16%
18	Outside Cumberland County, Maine	11%

Over 2/3rds
of Cape
Elizabeth
condominium
owners are
from
Cumberland
County

19
20
21 ¹ Comparison communities are Cumberland, Falmouth,
22 Scarborough, South Portland, Yarmouth

23
24 In choosing a condominium, 80% stated that ease of maintenance was very
25 important. For most, quality of the structure and affordability were also very
26 important, however, condominium residents in the older and less costly
27 condominium neighborhoods identified affordable cost as the second most
28 important influence in choosing their condo. Ninety-five percent identified
29 proximity to Portland as very or somewhat important in choosing a
30 condominium in Cape Elizabeth, followed by proximity to shopping/services
31 and then town open space.
32

1 **Housing Goals**

2
3 **Goal 1: The town should promote a diversity of housing types to**
4 **accommodate residents of all age groups and household sizes.**

5
6 Recommendations:

- 7
- 8 19. Continue to allow the development of multi-family housing units in
- 9 mixed use buildings located in the town business districts.
- 10
- 11 20. Retain the current regulations providing for the construction of mobile
- 12 homes and mobile home parks in accordance with state law.
- 13
- 14 21. Retain the accessory dwelling unit regulations that provide for small
- 15 apartments to be integrated into single family homes.
- 16
- 17 22. Retain the current multiplex housing regulations in the residential
- 18 districts.
- 19
- 20 23. Preserve the predominant single family nature of the town's residential
- 21 areas.
- 22
- 23 24. Evaluate increased density and related provisions to allow conversion of a
- 24 large single family home into multiplex units.
- 25
- 26 25. Consider amendments to allow Cottage Housing development.
- 27

28 **Goal 2: The town should increase the amount of affordable housing through**
29 **methods that minimize administrative burdens on town administration.**

30
31 Recommendations:

- 32
- 33 26. Retain the Mandatory Affordable Housing Regulations.
- 34
- 35 27. Waive or reduce fees for low-income, affordable housing units.
- 36
- 37 28. Evaluate reducing the minimum lot size for existing, nonconforming lots
- 38 to allow construction on infill lots of less than 10,000 sq. ft. in size that will
- 39 be served by public sewer and water and will comply with the Mandatory
- 40 Affordable Housing provisions for low-income housing.
- 41
- 42

1 PUBLIC FACILITIES AND SERVICES

2
3
4 **Key Findings**

5
6 •School enrollment has decreased by about 200 students from 2006 to 2016.
7 Total school enrollment was 1,800 in 2006 and has dropped to 1,600 in 2017, and
8 the decrease in enrollment is expected to slow, but also to continue.

9
10 •The number of home sales in 2016 was higher than the number of home sales in
11 2005, but the increase in children attending school as a result of the home sale has
12 decreased from 116 in 2005 to 20 in 2016.

13
14 •Recycling rates of municipal solid waste have remained flat from 2010-2016.

15
16 •The number of volunteer firefighters has dropped 50% and the average age of
17 the volunteers has increased. There are increasing challenges in public sector
18 personnel vacancies.

19
20 •Significant municipal buildings such as the public works garage, police station,
21 and school buildings are aging and will require more substantial maintenance.

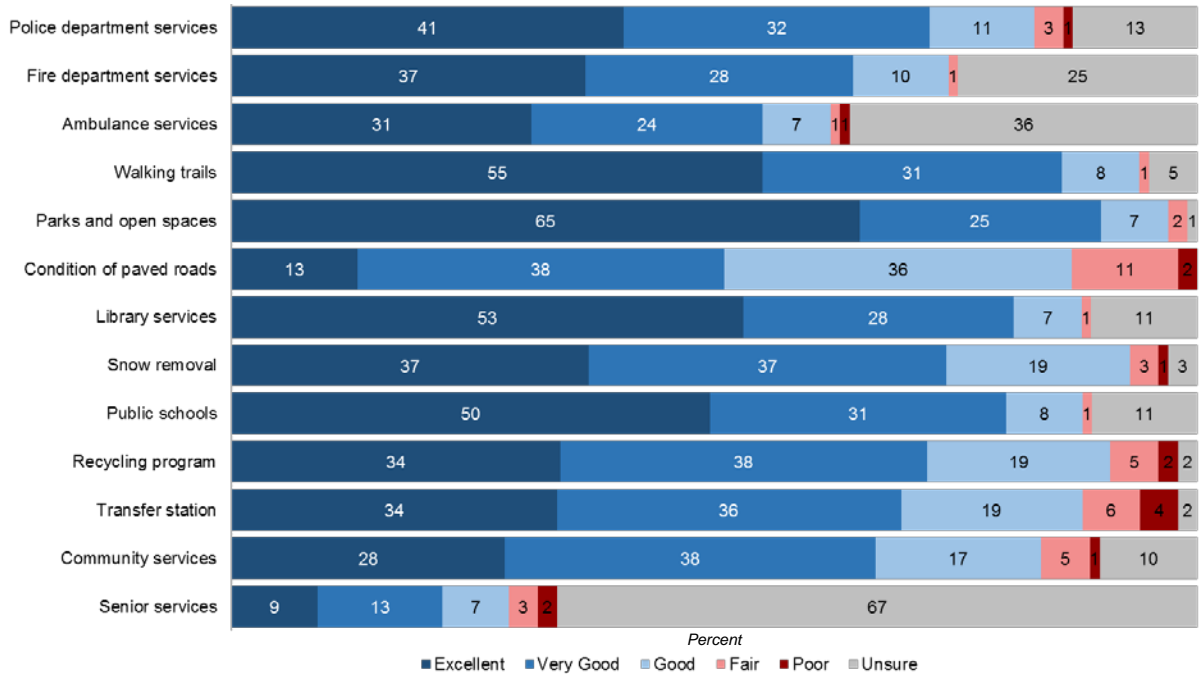
22
23 •Predation by the winter moth will significantly alter the community forest,
24 which is made up primarily of oak trees.

25
26 •The wireless communication infrastructure does not provide service to all areas
27 of town.

28
29
30
31 The 2017 comprehensive plan public opinion survey indicates that residents are
32 generally satisfied with the public services provided. Since the 2007
33 Comprehensive Plan was adopted, the town has renovated and expanded
34 Thomas Memorial Library, upgraded the Recycling Center, repaired the
35 Spurwink Church, renovated the pool locker rooms and replaced heating
36 equipment, replaced the high school boiler, and renovated portions of the town
37 hall, including the Town Council Chambers, Lower Level Conference Room and
38 school superintendent's office. The town owns several buildings that will
39 continue to require maintenance and upgrades.

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Rate the Overall Quality of Each of the Following Local Services in Cape Elizabeth



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

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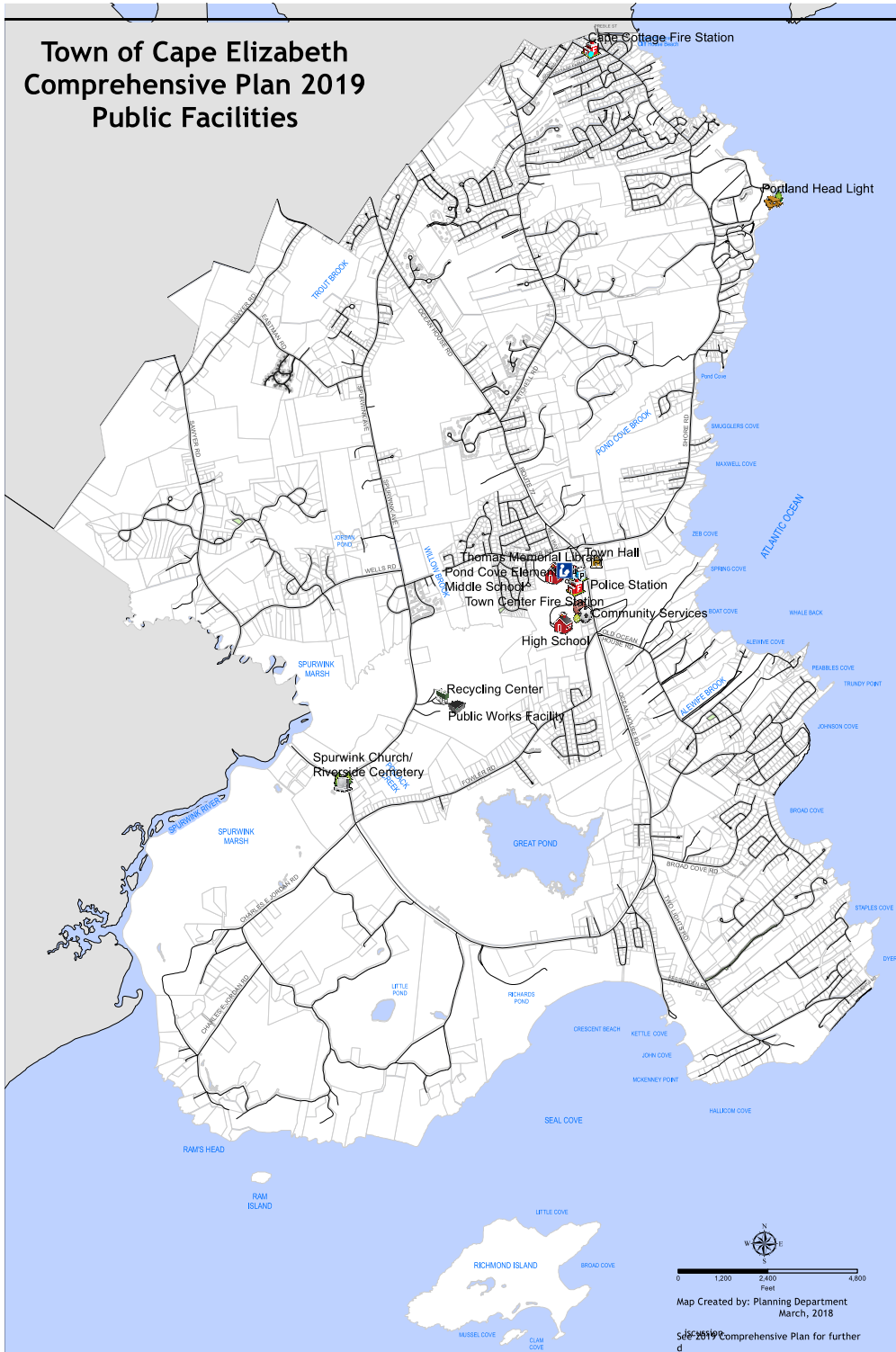
Town Hall

15 The town hall is located in the center of town and was originally built in 1905 as
 16 a combination school and town hall. The building currently houses town and
 17 school administrative offices (21 employees total) and is the central meeting
 18 place for public meetings. In 2012, the town manager's office was moved to the
 19 second floor and the school superintendent's office was renovated. The town
 20 clerk's space was expanded, primarily to expand the space available to manage
 21 elections. The Town Council Chambers were renovated in 2013 to improve
 22 acoustics and utilization, with the principal change to remove the dais where the
 23 town council and committees sat in favor of movable tables more in keeping with
 24 the newly adopted town council communication strategy. Due to the age of the
 25 town hall, heating and ventilation is continuously evaluated, but the building is
 26 adequate for current and future administration needs.

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Schools

The school campus, which includes the Pond Cove Elementary School, Cape Elizabeth Middle School and Cape Elizabeth High School, is located in the center of town on a meandering parcel of land totaling 101 acres. The campus also includes several athletic fields, and the Richards Community Pool. The campus abuts commercially zoned land, a compact residential neighborhood and the



1 Spurwink Marsh and associated wetlands. Transportation for the students is
2 provided by a fleet of 9 school buses and 3 vans. All vehicles are serviced and
3 inspected by the public works department at the public works department.

4
5 *Buildings*

6
7 The Pond Cove Elementary School is located on the Scott Dyer Rd end of the
8 school campus and is connected to the middle school by a hallway and
9 cafetorium. In 2004, a one-story kindergarten wing was completed. Full-day
10 kindergarten was offered for the first time in 2014 and has proven to be beneficial
11 to the social and academic development of our youngest students. In the summer
12 of 2017, half of the playground was renovated due to the aesthetics of the
13 grounds and safety concerns with some of the equipment. During this same time,
14 the 4th grade also received new lockers. At some point we may want to consider
15 offering a pre-K program, but not in the foreseeable future.

16
17 The Middle School is located next to the elementary school in a building built as
18 a high school in 1933 and all portions of the building were last renovated in the
19 late 1990's. The locker rooms were extensively renovated in 2016. The cafetorium
20 also continues to be a challenging space, due to the multiple levels and railings.
21 There is also a large need to improve the telephone, electrical, and internet
22 wiring in the middle school. In the future, both the middle and elementary
23 schools will need a centralized generator that would allow the elevators to keep
24 running and ADA compliant during an outage.

25
26 The Cape Elizabeth High School, with access from Ocean House Rd, was
27 completely renovated in 2004-2006. This renovation included the reclamation of
28 kindergarten classroom space into high school classroom space when the
29 kindergarten was relocated into the new pond cove wing. In 2014, the original
30 heating system for the high school was replaced with 3 high efficiency boilers.
31 The roofs for the high school were replaced in 2015 and 2016 as well as an
32 upgrade to the electrical system in 2015. The school still struggles with space
33 needs and a worn and tattered look in the area of the gym lobby, locker rooms
34 and weight room locations. No expansion of classroom space is planned at this
35 time to accommodate projected school enrollment.

36
37 In 2017 the Cape Elizabeth school department hired an engineering and
38 architectural firm to start a facilities study on the existing property. This study
39 will be looking at design improvements, code compliance's and both electrical
40 and mechanical upgrades. Currently, this project is not fully funded and will
41 need additional backing to be completed.

42
43 *Personnel*

1
 2 The Cape Elizabeth school department employed 263 regular staff in FY 2017.
 3 This does not include any substitutes.

4
 5 The bulk of school department personnel consists of teachers and education
 6 technicians that work in regular education (49%). The next largest area is special
 7 education which consists of teachers, education technicians, and specialists such
 8 as occupational and physical therapists (18%). The facilities department (8% of
 9 school personnel) supports the Town of Cape Elizabeth along with payroll and
 10 accounts payable which is included in system administration (3%) and the IT
 11 Department which is included in student & staff support. The student and staff
 12 support category also includes positions such as librarians, nurses, and the
 13 director of teaching and learning (7%). The rest of the school department
 14 personnel are divided between school administration (principals, assistant
 15 principals, and school secretaries 6%), food service (5%) and transportation (4%).

16
 17 *School Enrollment*

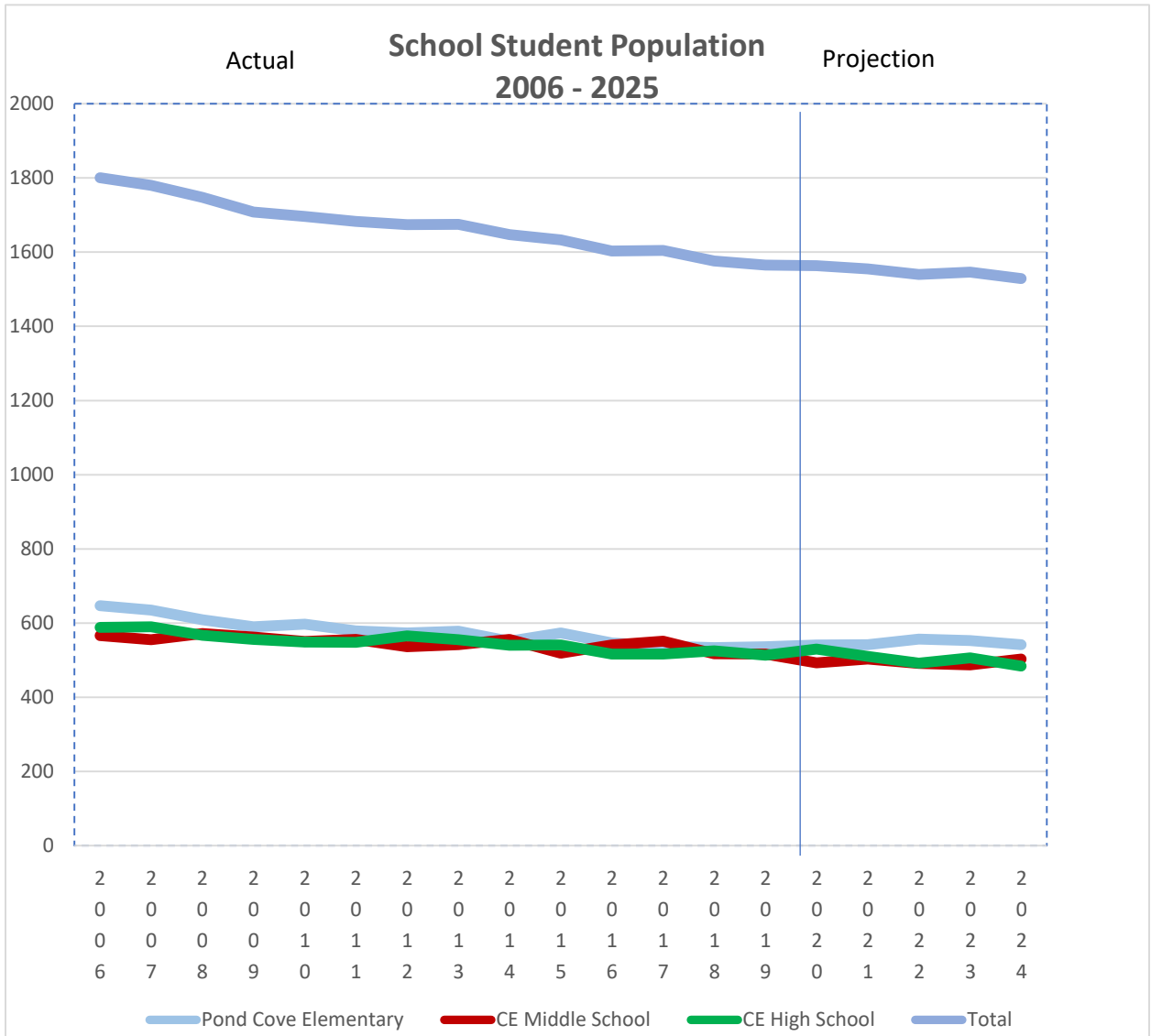
18
 19 The school department contracted with Planning Decisions, Inc. in 2015 to
 20 prepare school enrollment projections. Actual school enrollment through
 21 October 2018, supplemented with projections through 2024 are shown below.
 22 The school enrollment projections are based on the 2015 Planning Decisions
 23 projections using the "20 New Homes Added Annually" model.

24
 25 **Town of Cape Elizabeth School Department Enrollments 2006-2018**
 26 **Projections 2019-2024**
 27

School Year	Pond Cove Elementary	CE Middle School	CE High School	Total
2006	647	566	588	1801
2007	635	555	590	1780
2008	609	572	567	1748
2009	590	562	556	1708
2010	597	550	549	1696
2011	579	556	548	1683
2012	573	536	565	1674
2013	578	542	555	1675
2014	551	556	540	1647
2015	573	519	541	1633
2016	546	541	516	1603
2017	538	551	516	1605
2018	534	517	525	1576
2019	536	516	513	1565
2020	541	493	530	1564
2021	542	503	510	1555
2022	557	491	492	1540
2023	553	487	506	1546
2024	542	503	484	1529

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Source: Planning Decisions 2015 and Cape Elizabeth School Department

School enrollment has declined by about 200 students (11%) from 2006 to 2016. Enrollment tends to increase from 6% to 18% from Kindergarten to grade 1. Class size then remains stable beyond first grade. The overall decreasing enrollment trend is expected to continue, but at a more moderate rate than predicted in the 2015 study.

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Enrollment by Grade 2008-2018 (October 1st)

	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19
K	107	103	91	107	88	101	100	96	101	81	109
1	107	122	116	105	123	102	105	106	102	107	82
2	137	115	125	120	105	128	101	114	113	100	108
3	115	138	120	127	124	113	133	115	113	126	100
4	143	112	145	120	133	134	112	142	117	124	126
total	609	590	597	579	573	578	551	573	546	538	525
5	155	134	119	145	125	137	138	117	149	122	125
6	144	152	138	119	147	132	137	141	121	153	119
7	132	143	151	142	123	149	130	132	143	127	149
8	141	133	142	150	141	124	151	129	128	149	124
total	572	562	550	556	536	542	556	519	541	551	517
9	135	138	128	136	155	131	116	149	127	134	139
10	147	135	136	136	143	160	131	111	143	125	135
11	135	151	136	139	130	138	152	128	114	145	116
12	150	132	149	137	137	126	141	153	132	112	144
total	567	556	549	548	565	555	540	541	516	516	534
TOTAL	1748	1708	1696	1683	1674	1675	1647	1633	1603	1605	1576

5
6

Source: Cape Elizabeth School Department, 2018.

7
8

Planning Decisions Inc. has speculated that the turnover of existing housing may have a greater impact on school enrollment than new home construction. To examine this further, home sales data from September 2015 to August 2016 was collected. 230 qualified sales (including 29 condominiums) occurred during this period. Prior to the sale, there were 9 children enrolled in the school system from these homes. After the sale, there were 20 children enrolled in the school system. This data suggests that home sales tend to be by empty-nesters and likely buyers are families with children. Compared with a similar analysis in 2005, however, the data also suggests that in-migration of families with children is declining.

18
19

Home Sales/Enrollment Comparison, 2005 and 2016

Analysis year	Number of sales	School enrollment before sale	School enrollment after sale	Percentage increase in enrollment
2005	158	30	116	387%
2016	230	9	20	220%

20
21

Source: Town of Cape Elizabeth Assessing Department, School Department

22
23

Public Works

24
25

Buildings and Facilities

26
27

1 The public works facility is located on Cooper Drive and is located on the Gull
2 Crest property. It is located adjacent to the recycling center and is part of a larger
3 parcel of municipal acreage for multiple uses. The building and associated site
4 improvements were part of the Facilities 2000 initiative, which also included
5 renovations to the former public works garage to create a new fire station and
6 the construction of a new police station in the town center.

7
8 The public works facility was completed in December 2000. The building was
9 designed in conjunction with a citizen committee appointed by the town council.
10 The building is a 19,700 sq. ft. masonry building that is connected to public sewer
11 and water. It provides administrative offices, vehicle storage, service repair and
12 fleet fueling facilities for all municipal and school department equipment. It can
13 be operated by auxiliary power in the event of a power failure and would be the
14 command center of any winter and/or summer road emergencies or natural
15 disasters. The site also provides for storage of aggregate materials utilized in
16 public works operations, a structure to store granular sodium chloride (salt) and
17 an area for winter sand utilized in our winter road maintenance operations.

18
19 The public works facility was designed and built to accommodate existing and
20 future needs of the entire public works operation. It has the capabilities of being
21 expanded to accommodate additional personnel and the storage of equipment as
22 may be needed in the future. The building was constructed of brick and mortar
23 to mitigate building maintenance costs in the future and to provide an
24 aesthetically pleasing structure that the citizens would ultimately be proud of. It
25 is considered to be one of finest public works facilities in Maine.

26
27 The building is now 17 years old and like any structure, requires regular
28 maintenance in the future to preserve its integrity and address normal wear and
29 tear. This is just a sampling of the major maintenance that will need to be
30 addressed:

- 31
32 • There is a structural masonry failure in the administrative section of the
33 building. Funds have been budgeted in FY 2018 to address the issue.
- 34
35 • The HVAC system in the facility is an integral and complicated part of
36 the building's infrastructure. Modifications were done in 2005 to the
37 system, but it does require annual maintenance and adjustment. The
38 building is climate controlled and often requires contracted services to
39 service the control systems that operate the heating and/or cooling
40 functions. There has been a recent pattern of leaks in the network of
41 pipes related to the heating system in certain areas of the building. This
42 will need to be addressed as it seems to be occurring more frequently.

- 1 •It is assumed that the air handling system may need an overhaul in the
2 next ten years and should be included in the capital stewardship plan.
3
- 4 •The roof is a double membrane system. These roofs normally have a 20-
5 25 year useful life. A new roof should be included in the capital
6 stewardship plan.
7
- 8 •The facility provides underground fuel storage and computerized
9 dispensing equipment for all municipal and school equipment. The
10 computer software and controller pedestal that operates the fuel
11 management system was replaced in June of 2017. These upgrades
12 should have a 10-12 year service life.
13
- 14 •The brick masonry may need to be re-pointed and sealed in the next 10
15 years. The facilities manager should make an assessment and plan for it
16 in the capital stewardship plan.
17
- 18 •All of the overhead doors are operated by electric motors that get
19 tremendous wear. Some of the motors are original equipment will need
20 to be replaced as they fail.
21

22 *Personnel*

23
24 The public works department has 16 full time personnel, who are supplemented
25 with part-time and as-needed personnel for tasks such as supplying park rangers
26 for Fort Williams Park and plowing roads during snowstorms. The public works
27 department also contracts out a variety of services ranging from pavement
28 markings to greenbelt trail maintenance.
29

30 In 2018, the town council decided to merge responsibilities to manage Fort
31 Williams Park with the community services director. This will relieve the public
32 works director from day-to-day management of the park.
33

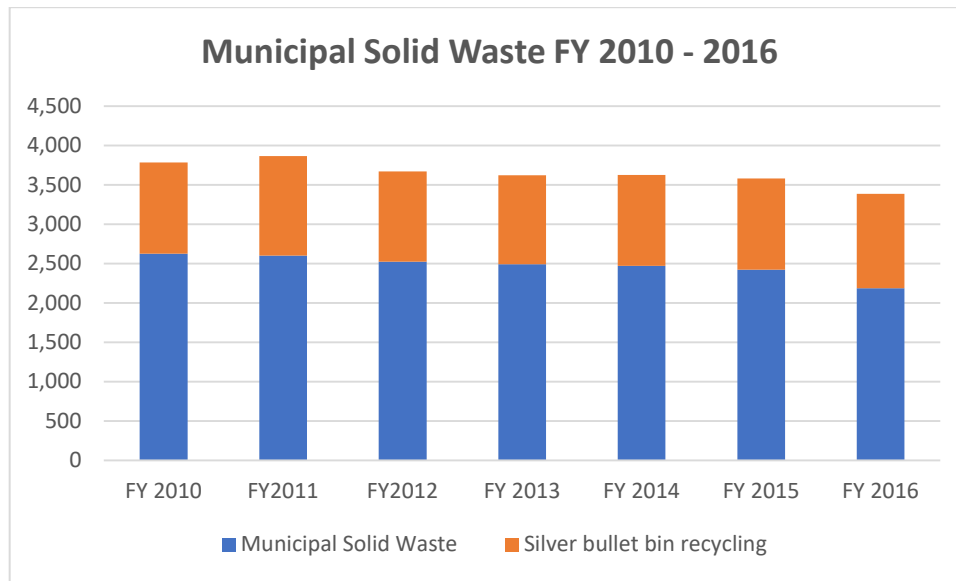
34 Refuse Disposal & Recycling

35
36 The town has a drop-off program for the disposal of solid waste and recyclables
37 which are generated within the Town of Cape Elizabeth. Residents enjoy the
38 flexibility of the operating hours and the fact that they can drop off a variety of
39 different materials. The “swap shop” is popular with citizens, as they can drop
40 off usable items, such as household items, sporting equipment and books for
41 others to utilize.
42
43

Municipal Solid Waste and Recycling FY 2010 -2015

	FY 2010	FY2011	FY2012	FY 2013	FY 2014	FY 2015	FY 2016
Municipal Solid Waste	2,626	2,603	2,523	2,493	2,473	2,422	2,188
Silver bullet bin recycling	1,160	1,262	1,147	1,130	1,152	1,159	1,198

Source: Town of Cape Elizabeth, Maine Annual Report 2016



Significant upgrades were undertaken at the recycling center in the summer of 2017. This came as a result of a recommendation by the solid waste & recycling long range planning committee to the town council in 2016. A new traffic pattern was created for users to access stationary compactors installed for the collection of recyclables and solid waste. Two compactors are designated for single-stream recyclables (including cardboard) and three are for household trash. The cost of the project (including consulting and engineering expenses) was 1.4 million.

The town brought approximately 2,200 tons of solid waste to the ECOmaine waste-to-energy facility during FY 2016 and FY 2017. That tonnage has dropped from ten years ago, when the annual tonnage was approximately 3,700 tons. The annual amount of single-stream recycling tonnage is approximately 1,100 tons/year.

Some Greater Portland communities have gone to a “pay-per-bag” system, where residents pay for each bag of waste they generate. Portland, Gorham and Falmouth have had these programs in place for over a decade and have dramatically increased both their recycling rates and decreased their waste disposal costs. The town council may have to consider such a program to

1 increase the town's recycling rate. Previous surveys of residents have
2 demonstrated less than majority support for a "pay per bag" system.

3
4 In addition to refuse, the town accepts recyclables, bulky waste, appliances, used
5 oil, batteries, construction/ demolition debris, brush, yard waste and metal at the
6 recycling center. All of this material is then reduced in volume and transported
7 off site to be further recycled and/or marketed. The town is currently recycling
8 approximately 60% of the refuse generated by the town, which is a high recycling
9 rate for a volunteer program. (Sixty percent is based on typical ECOMaine
10 household waste recycling *plus* other recycled materials such as demolition
11 debris, yard waste, cardboard, white goods and asphalt shingles.) In November,
12 2017, the town council adopted a 5 cent per bag charge for single use bags at food
13 retail stores and a ban on the use of polystyrene foam.

14 Police

15 *Buildings and Equipment*

16
17
18
19 On May 17, 2002, the Cape Elizabeth Police Department moved into their new
20 9,300 square foot building. The building allows for enough office space where
21 individual specialty positions have their own office as well as the captain and
22 chief of the department. Should the department expand in personnel on the
23 patrol side, the station would handle the increase well. An exercise room with
24 top of the line equipment is included in the building to incentivize officers to
25 maintain top physical condition needed to perform their duties. Also provided
26 are men and women's locker rooms with all the amenities needed. The meeting
27 rooms and conference rooms are utilized by many of the citizen groups from the
28 community.

29
30 It has been fifteen years since the new police department was opened and now
31 timely to evaluate the building for replacement of worn areas, such as but not
32 limited to carpet, flooring, lighting, painting, gym equipment and locker rooms.
33 An upgrade to the security camera system is also needed. The police department
34 is empty during most of the evening and early morning hours when units are on
35 patrol. The cameras in place produce blurry images in comparison to modern
36 imaging and do not produce usable distance images.

37
38 The area previously occupied by dispatch is currently utilized by the historical
39 society. There is a parking shortage for users of the police department on the
40 days the historical society is open, usually Thursdays. As of July, 2018, it is likely
41 the historical society will be relocating to the Spurwink School.

1 A possible new user of the space is the technology department, which currently
2 is housed on the second floor, town hall. The technology department is certified
3 by the state to work on the police department secured computers. The security
4 of the police department facility would be an advantageous location to house the
5 municipal computer servers.

6
7 *Personnel*

8
9 The police department has 17 full-time positions and provides 24/7 coverage. All
10 police officers are emergency medical technician (EMT) certified and are the first
11 responders in medical emergencies. Beginning in September, 2018, a full time
12 School Resource Officer will be added to proactively avoid or minimize potential
13 school violence situations. The police department currently shares an animal
14 control officer with the South Portland Police Department. In the next five years,
15 the department will need to explore adding a full-time detective position.

16
17 In July 2009, the town council decided to join a consolidated dispatch system
18 with the Cities of Portland and South Portland. Dispatching services are now
19 located in the Portland Police Department and combined with Portland and
20 South Portland emergency services. All E-911 calls go to Portland and are
21 dispatched from their dispatch center. Non-emergency calls and walk in
22 customers are handled by a clerk at the Cape Elizabeth Police Department
23 between the hours of 8 am and 4 pm seven days a week. During the other hours
24 of operation, the non-emergency calls are handled by Portland Dispatch and
25 walk in customers must use a telephone in the lobby for service. Average police
26 department response time for emergency calls is 3-4 minutes.

27
28 Lastly, in the next 2 years, staffing turnover in the department will begin as
29 many officers are reaching retirement age. This department should plan to be
30 competitive in seeking the best people to come and work here. Starting wages
31 will need to be competitive with the surrounding area. The facility should be
32 modern and attractive, equipment should also be modern and in top condition,
33 and leaders should make clear that the department's 24/7 service is valued and
34 supported.

35
36 Fire

37
38 *Buildings and Equipment*

39
40 The department operates out of two stations. The main station is the Town
41 Center Fire Station, located on Ocean House Rd, where engine two, the WETeam,
42 and the ambulances are housed. The Town Center Fire Station was converted
43 from a public works facility in 2002. Bedroom facilities were added for

1 ambulance personnel in 2015. The building is adequate for current needs, but
 2 additional bedrooms will need to be added if 24 hour staffing is expanded.

3
 4 The Cape Cottage Fire Station is located on Shore Rd near the South Portland
 5 municipal boundary. The station garage area was built in the 1930's and is a
 6 cramped area housing today's fire trucks. An office area was added in the 1950's.
 7 This building, although located in the most densely populated area of the town,
 8 probably cannot meet the future needs of the department. The town has had
 9 ongoing discussions with the City of South Portland to possibly construct an
 10 addition to the City of South Portland Willard Fire Station located less than 1
 11 mile away in order to house the Cape Cottage Fire Station trucks.

12
 13 The fire companies operate three pumper trucks, one ladder truck and a forestry
 14 truck. The rescue operates two ambulances. The WETeam operates a van (2005)
 15 to carry WETeam equipment and a boat and truck to tow the boat. All of these
 16 vehicles are on a replacement schedule but may need to be replaced sooner due
 17 to increased use. Our newest truck is a 2004 and our oldest is a 1993 model. Fire
 18 trucks have grown more complex and expensive.

19
 20
 21
 22
 23
 24
 25 **Fire Department Equipment Schedule FY 2018***

26

Equipment	Age	Cost	Replacement Year
Ladder truck*	25	1,250,000	2019
Ambulance	15	250,000	2019
Automatic Stretcher lift		25,000	2020
SCBA Cylinders	10	30,000	2022
Engine 2	19	\$625,000	2023
Engine 3 Pumper*		600,000	2020
*Ladder truck replacement to include pump so Engine 3 pumper will not be replaced in 2020.			

27
 28

1 The average response time for the ambulance from dispatch to on scene is 6
2 minutes. The average response time for the first fire truck is 12 minutes. The
3 difference is due to 24/7 staffing for the ambulance.

4
5 *Personnel*

6
7 The fire chief is the only full-time staff in the fire department, and supervises
8 firefighters, rescue personnel and the WETeam, a water extrication team. The fire
9 department consists of two paid, on-call fire companies, a paid on-call water
10 extrication team and a fire police unit. On call personnel are paid for responding
11 to calls and for participating in training, which is mandatory. The department
12 had 60 on-call volunteers in 2005 and 30 in 2016. The ambulance is staffed with
13 with per-diem EMS coverage 24 hours a day. Membership in the fire, rescue and
14 WETeam, however, is motivated by a spirit of volunteerism and community
15 rather than by the modest pay levels.

16
17 The increase in the number of ambulance calls, from 490 calls in 2011 to 720 calls
18 in 2016 created a heavy burden on volunteers and a resulting decline in the
19 number of responders. In 2011, the town council decided to add 24 hour, per
20 diem paid paramedic staffing for the rescue.

21
22 As with most volunteer fire departments, the fire department is challenged with
23 declining numbers of people joining the department. This is compounded by the
24 aging of the remaining volunteers. Most Cape Elizabeth neighborhoods do not
25 have residents that become members of the fire department. Fourteen of the 18
26 Cape Cottage Station firefighters are residents of South Portland. Many of these
27 volunteers grew up in Cape Elizabeth but are unable to afford housing in town.
28 As call volume increases, there are fewer member responding to calls, echoing
29 the pattern of the rescue staffing. Like the rescue, the town will need to consider
30 adding 24 hour staffing for fire protection.

31
32 The WETeam is a specialty team that handles water and rock rescue calls. They
33 have 24 members and handle 16-20 calls a year. The WETeam provides services
34 to other communities and is an example of regional cost sharing, as Cape
35 Elizabeth relies on specialty teams from other towns, such as the South Portland
36 hazardous materials team.

37
38 The town has also constituted a fire/police unit, made up of volunteers who
39 provide traffic control during emergencies.

40
41 Emergency Management

1 Emergency management operates primarily out of the town center fire station,
2 and the emergency operators center is located in the former dispatch portion of
3 the building. Emergency management operations can expand into the existing
4 meeting room space of the fire station, as needed, as well as utilize other meeting
5 spaces located in the town center. The part-time emergency management
6 director works closely with the fire, police and public works departments. The
7 emergency management director attends monthly Cumberland County
8 Emergency Management Association meetings and opens the operations center
9 during major storm and other events. With the integration of emergency
10 management within the fire department, there is adequate capacity in existing
11 facilities for the next 10 years.

12 Library

13 *Building*

14
15 In 2016, the town completed renovation and expansion of the Thomas Memorial
16 Library. This involved removing the connector that linked the two buildings (the
17 1849 Spurwink School and the 1912 Pond Cove School) that made up the library.
18 The Pond Cove School building was renovated and incorporated into a new
19 construction expansion. The Spurwink School building is no longer part of the
20 library.
21

22
23 The new library has 16,000 square feet, increased from 13,250 in the former
24 library, spread over two floors and a split-level entry lobby. All major
25 mechanical, HVAC, and other building support systems were updated as part of
26 the building project. The parking lot was redesigned and expanded. On most
27 days available parking is sufficient, however when the library is hosting special
28 or very popular events, the parking is inadequate.
29

30
31 In addition to space for material collections, public computers, and staff
32 workspaces, the new library has several programmatic spaces for use by the
33 library and members of the community. The largest is the 100 seat Community
34 Room. This space is used for a wide range of library and community programs,
35 including storytimes, lectures, craft programs, concerts and many more. The
36 space has an integrated sound system, projector and large screen tv. It can be
37 divided into two smaller rooms in a 60/40 split. There is a conference room
38 which can accommodate 15 and has a large screen tv. Adjacent to the
39 community and conference rooms is a public kitchen, equipped with a large sink,
40 microwave and refrigerator. There is an art gallery with space on two walls and
41 a five unit display case. There is a small media lab equipped with a green screen
42 wall. There are four smaller study rooms which are frequently utilized by
43 individuals or groups up to four. The library also makes use of outdoor spaces

1 adjacent to the library. There is a children’s garden just outside of the Children’s
2 Room that is designed for youth programs and child self exploration. On the
3 Scott Dyer Road side of the library, is a brick patio which is frequently used as a
4 stage area for outdoor concerts and other events.

5
6 The spaces described above currently meet the needs of the library’s programs
7 and services. The building project made very efficient use of space. While that is
8 a very positive aspect of the new building, finding space to introduce new
9 programs, services, or collections in the future could pose a challenge.

10 *Personnel*

11
12
13 The library has a full-time director, five other full-time staff, and six permanent
14 part-time staff, for an FTE of nine. The director and two of the full-time staff
15 positions require a master’s of library and information science.

16 *Services and Programs*

17
18
19 The library is open six days a week (Monday - Saturday) for a total of 55 hours.

20
21 Collections of books, DVDs, audiobooks, magazines/newspapers remain a focal
22 point of the library even in the digital age. Physical collection size is expected to
23 remain level; electronic books have not and are not forecasted to replace the
24 popularity of the print book. At the end of FY 2017, the library had 49,344
25 volumes. In that year, the library added 2,925 items (books and A/V materials).
26 This is offset by the removal of items that are no longer of interest, no longer
27 current, or damaged/worn out. The library offers access to 10,432 ebooks and
28 downloadable audiobooks through participation in a statewide consortia.

29
30 Use of the library’s collections, services, and programs has seen an increase with
31 the new building. This level of use and engagement is expected to continue.
32 What follows is a snapshot of use in FY 2017. There are 5,698 Cape residents
33 with library cards, 62% of the population. Over 144,000 items were checked out,
34 averaging 485 items each day the library was open. There is a strong interlibrary
35 loan service with the library processing 37,840 incoming and outgoing items.
36 The library offered 683 programs, attended by 10,711 people.

37 Portland Head Light

38
39
40 The town operates the Portland Head Light Museum and Gift Shop on 2 acres of
41 land adjacent to Fort Williams Park. Portland Head Light opened in 1991. It is
42 staffed by a full-time director, part-time museum and shop assistants, and
43 approximately 40 volunteers.

1
2 Located on a rocky promontory overlooking the Atlantic Ocean, the building
3 requires annual maintenance, which is funded with gift shop and museum
4 admission proceeds. The town expects to continue the current maintenance
5 routine, funded with annual revenues. The museum and lighthouse are two of
6 the last municipal buildings (other than equipment storage buildings) that do not
7 have a sprinkler system. Sales revenue for FY 2016 was \$562,577 plus \$59,174 in
8 museum admissions and \$5,125 in other receipts for total revenue of \$626,876.
9 All revenues are deposited in a separate enterprise fund and used to fund
10 Portland Head Light activities.

11
12 Community Services

13
14 See the Open Space and Recreation Chapter

15
16 Utilities

17
18 *Water*

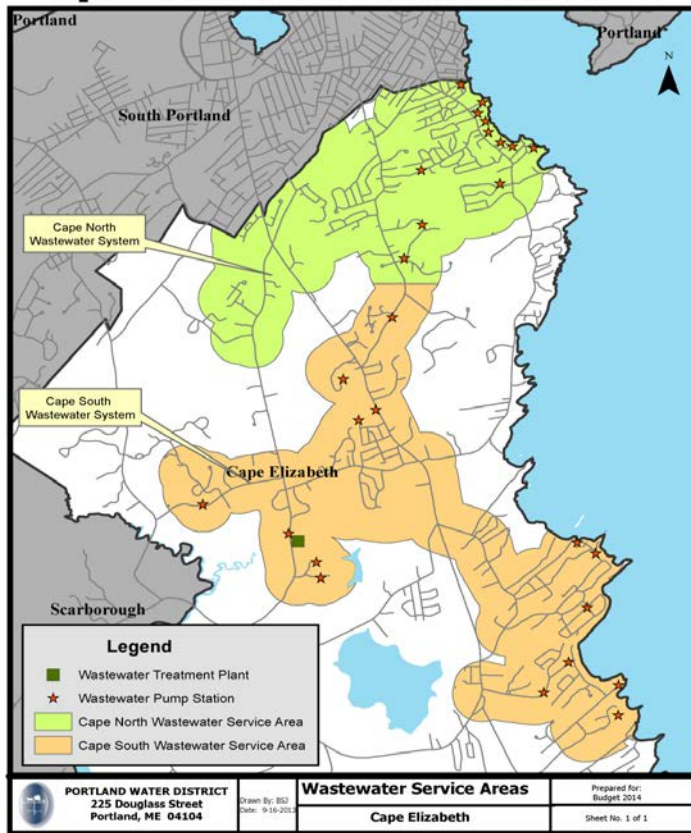
19
20 [Waiting for Portland Water District, latest contact 10-15-2018]

21
22 *Sanitary Waste*

23
24 The Town has worked cooperatively with the Portland Water District (PWD)
25 since 1975 to manage its sanitary sewer system. Their charter authorizes the
26 District to provide wastewater treatment and collection system-interceptors
27 service to the town. The town maintains most of the collection system but has
28 contracted with PWD to maintain 27 pump stations and 18.8 miles of pipe. The
29 Cape Elizabeth Wastewater System is divided into two general areas, North and
30 South. Flow generated in the northern area is ultimately pumped to South
31 Portland for treatment while flow generated in South Cape is treated at the Cape
32 Elizabeth Wastewater Treatment Facility (WWTF) located on Spurwink Ave.

33

Cape Elizabeth Wastewater Service Area



Summary of Services Provided:

Treatment:

Cape South 0.52 million gallons/day

Cape North 0.715 million gallons/day (by South Portland's plant)

Collection System:

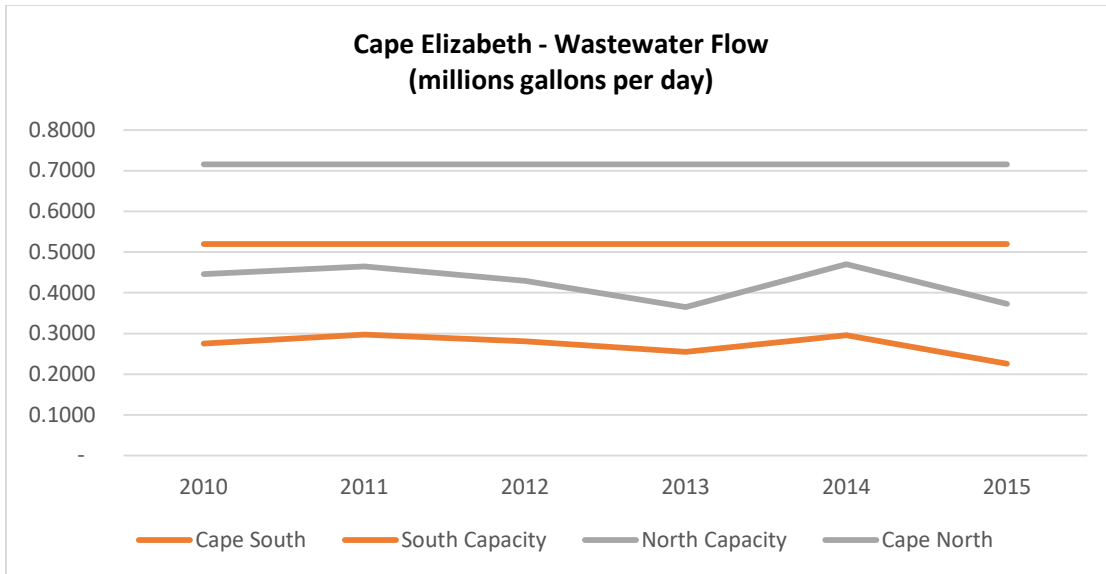
27 Pump Stations with 18.8 miles of pipe

1

2 *Source: Portland Water District, 11-1-2017*

3

4 The Cape Elizabeth facility is designed to treat
 5 520,000 gallons per day. PWD owns 715,400 gallons
 6 per day of capacity at South Portland's WWTF. The
 7 peak flow capacity of the Cape Elizabeth treatment
 8 plant was increased in 2011 to manage high flows during wet weather. This
 9 system has performed as designed during several "record" rain events and has
 10 continued to perform well during normal operation. The plant is currently
 11 operated in a way that provides some nitrogen removal. In 2016, the flow in the
 12 Northern area averaged 0.415 mgd and the South Cape flow to the treatment
 13 plan averaged 0.242mgd.



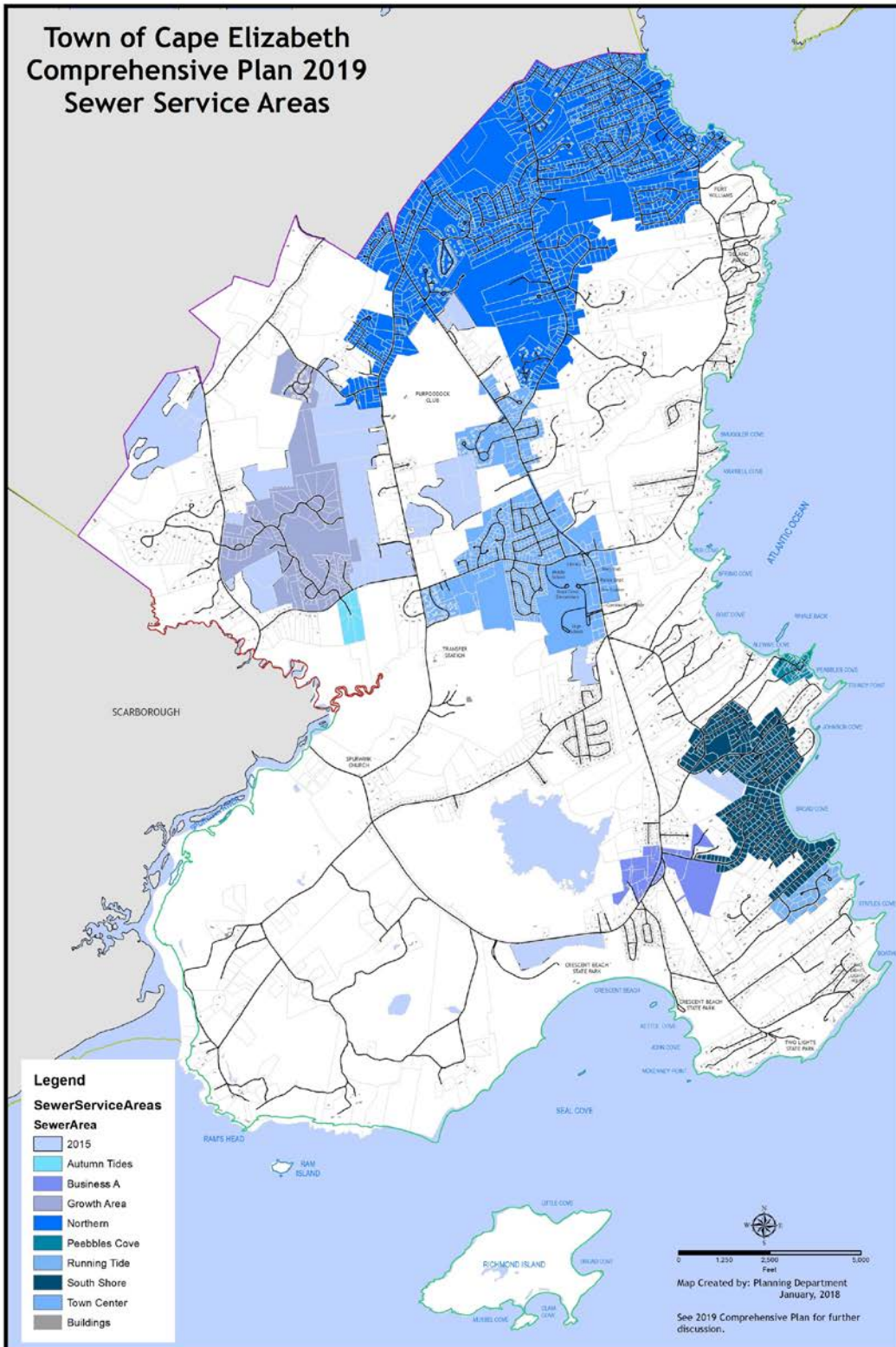
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2 *Source: Portland Water District 11-1-2017*

3 In 2018, the Portland Water District will be assessing the Town of Cape Elizabeth
 4 \$1,539,840, which is 4.8% higher than the 2017 assessment. The proposed 2018
 5 operating expense and capital budgets are \$1,547,830 and \$2,030,000 respectively.
 6 The operating expense budget increased \$72,409 or 4.9%. The 2018 workplan
 7 includes the following:

- 8 • The Town will continue to implement many of the recommendations
 9 of their inflow/infiltration assessment in the Ottawa Rd area. PWD
 10 will also review the performance of the Ottawa Rd pump station and
 11 the design of a future upgrade. While the ability to increase capacity
 12 will be considered, site limitations and the capacity of the
 13 downstream sewer system will likely limit any capacity increases.
 14 (estimated cost \$350,000)
- 15 • Design of the Little John (Family field) Pump Station will begin in
 16 2018. (Total upgrade cost \$900,000)
- 17 • As recommended by the completed treatment feasibility study, design of
 18 the UV disinfection treatment system will begin in 2018. This project is currently
 19 being considered alongside several other possible projects at the plant. The UV
 20 system will likely address many of the issues and challenges associated with the
 21 needed upgrade of the remote dechlorination system at the Peabbles Cove Pump
 22 Station. (est. cost \$850,000)
- 23
- 24

Town of Cape Elizabeth Comprehensive Plan 2019 Sewer Service Areas



1 Land that is not located in a Sewer Service Area (see map above), must provide
2 for sanitary waste disposal using a subsurface wastewater disposal system.
3 Connections to the public sewerage system and changes to the Sewer Service
4 Area map are regulated under the Sewer Ordinance. In 2015, the town
5 incorporated RB and BB zoned land into the Sewer Service area, based on a
6 recommendation from the 2007 Comprehensive Plan. Connecting new
7 development to public sewer is considered an environmental, municipal
8 infrastructure and growth management benefit.

9
10 Public Sewer Extension

11 The last significant extension of public sewer was approved by the voters in the
12 1980's. At that time, neighborhoods with a subsurface wastewater system failure
13 rate of less than 35% were not connected to public sewer. New sewer line
14 extensions have been made to new neighborhoods, such as Cross Hill and
15 Eastman Meadows, at the cost of the project developer. Efforts to include existing
16 abutters in new project, sewer line extensions have allowed some existing homes
17 the welcome option to connect to public sewer as aging subsurface wastewater
18 disposal systems fail. The town made minor sewer extensions from Broad Cove
19 Rd to the BA District on Ocean House Rd and in the Town Center to the former
20 Community Center located at 1226 Shore Rd.

21 Most of the subsurface wastewater systems that were functioning in the 1980's
22 are now candidates for replacement. The town should evaluate the need and
23 benefits for expanding public sewer into existing compact neighborhoods. At a
24 minimum, the evaluation should consider the age of existing subsurface
25 wastewater systems, difficulty in replacing those systems, cost and potential
26 revenue generated of installing public sewer and environmental benefits.
27 Potential areas to study, but not be limited to, are:

- 28 •Hampton Rd neighborhood north of Great Pond
- 29 •Southern end of the BA District on Ocean House Rd extending south and
30 southwest to the Inn by the Sea and possibly including the Richmond Terrace
31 neighborhood area
- 32 •Shore Rd north of Pond Cove

33 All of the above neighborhoods are made up of undersized, nonconforming lots.
34 The size of the lots often severely constrain relocating systems. These
35 neighborhoods are also located in close proximity to water resources. Moderately
36 failing systems may not be detected by casual inspections but may still have
37 environmental impacts.

1 Subsurface wastewater disposal is regulated by local ordinance and the State of
2 Maine Subsurface Waste Water Disposal Rules. As part of the town's NPDES II
3 stormwater permit (see stormwater below), the Code Enforcement Officer
4 performed visual inspections of subsurface wastewater disposal systems in 2017.
5 No malfunctioning septic systems were identified. Some public comment has
6 emphasized enforcement and inspections of subsurface wastewater disposal
7 systems in lieu of expansion of the public sewerage system. In practice, unless
8 there is a catastrophic system failure that breaks the surface, subsurface
9 wastewater system inspections typically do not identify moderate or intermittent
10 failures that can still degrade the environment. No issues have been identified
11 with the disposal of septic tank waste.

12

13 *Storm water*

14

15 Cape Elizabeth has an extensive storm water infrastructure system. It includes a
16 combination of sub-surface systems, drainage inlets, detention facilities, culverts
17 and outfall pipes. Currently, the town has over 900 catch basins that convey
18 storm water runoff independently from the sanitary sewer network.

19

20 Much of the town's storm water system has been upgraded in the last 20 years.
21 Many systems were done in conjunction with the road and sanitary rehabilitation
22 projects noted above, but there have also been some standalone projects that
23 were engineered for the sole purpose of addressing storm water issues and/or
24 problem areas. Two projects were done on Shore Road in the area between Tides
25 Edge Road and Pond Cove. These alleviated historical flooding issues on private
26 property and washouts along that section of Shore Road. Additional storm water
27 infrastructure was also installed as part of our Ottawa road CSO (combined
28 sewer overflow) project, which was done in two phases from 2015-2016.

29

30 Cape Elizabeth has been designated a NPDES II community under federal
31 government storm water rules. In the spirit of regionalized cooperation, the town
32 is a partner in the interlocal storm-water working group (ISWG) that is working
33 to comply with the federal requirements. This group is comprised of 13
34 municipalities and other entities to address storm-water management in a
35 collective fashion. The ISWG has partnered with such entities as the Department
36 of Environmental Protection, the Casco Bay Estuary Partnership and the
37 Cumberland County Soil & Water Conservation District to develop a 5 year
38 storm-water management plan. Cape Elizabeth is currently implementing its
39 third 5-year permit.

40

41 As part of its permit requirements, the town has upgraded existing storm water
42 ordinance provisions to require adequate expansion of storm water
43 infrastructure as development occurs. The town has updated its storm water

1 requirements under Site Plan review in 2017. It also reorganized storm water
2 regulations into a new Chapter 25, Storm Water, which is comprised of Storm
3 water and Non-Storm water Control and Post Construction Storm water
4 Management.

5
6 *Trees*

7
8 The stewardship of the town's tree maintenance and planting program falls
9 under the tree warden, who is appointed by the public works director. It is a
10 daunting task for one individual to manage given the expansiveness of our
11 diverse urban forest. Spread out over many of our public ways and public lands
12 are trees of different species and maturity levels.

13
14 Oaks, maples and other hardwoods make up a majority of the inventory. They
15 provide valuable canopies on many of our roads and neighborhoods, such as
16 Fowler Road, Old Ocean House Road and the Oakhurst neighborhood. There are
17 also two significant oak preserves in Fort Williams Park. The oaks and maples in
18 certain areas of town have fallen victim to a significant winter moth infestation.
19 Removal of trees mortally damaged by winter moth is likely to exceed \$12,000
20 per year. The moths have ravaged areas in the southern part of town and are
21 encroaching in other neighborhoods off from Mitchell Road and Fort Williams
22 Park. Mitigation options are limited and this infestation could have a significant
23 impact on the community if it continues.

24
25 Town regulations require that street trees be planted in new subdivisions. The
26 approved street tree species list was updated in 2016 to emphasize native,
27 disease resistant tree species. New oak and maple tree species have been
28 removed from the approved species list at this time in an effort to diversify the
29 community forest.

30
31 *Electric*

32
33 Central Maine Power provides electrical service to Cape Elizabeth. A substation
34 is located on 395 Spurwink Ave. The substation has approximately 40% of
35 capacity remaining, which is expected to be adequate for the ten year planning
36 period. Large demand power projects are evaluated as they are proposed.

37
38 Three phase power is available on the following roads, from which 1 phase
39 power extends:

- 40
41 •Ocean House Rd
42 •Spurwink Ave
43 •Scott Dyer Rd

- 1 •Fowler Rd
- 2 •Two Lights Rd

3

4 No needed improvements to the electrical infrastructure have been identified.
5 Electrical circuits under periodic loading evaluations and are actively managed
6 as new customers come online.

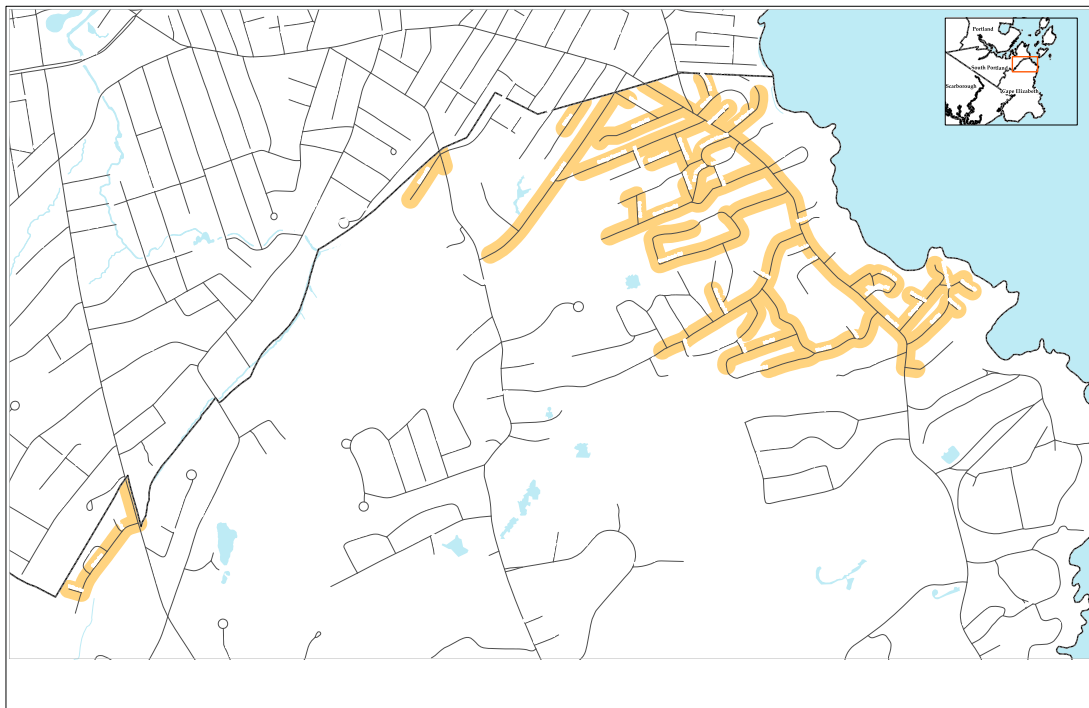
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8 *Gas*

9

10 Unitil provides natural gas supply for portions of Cape Elizabeth. Unitil manages
11 the operations and maintenance of the distribution system. There are no known
12 gas leaks and the general condition of the system is good. Capacity is adjusted as
13 needed based on customer interest and cost estimates to expand the system are
14 prepared as requests are submitted. The most recent expansion request was
15 submitted by the town in 2013 for a 12,000' gas main extension on Ocean House
16 Rd to the school and municipal buildings. No commitment to proceed with the
17 expansion was made.

18



19

20 *Source: GIS and CAD Manager, Unitil*

21

22 *Public Cable*

23

24 Town residents may choose from multiple providers, including Spectrum (Time
25 Warner), for public cable services.

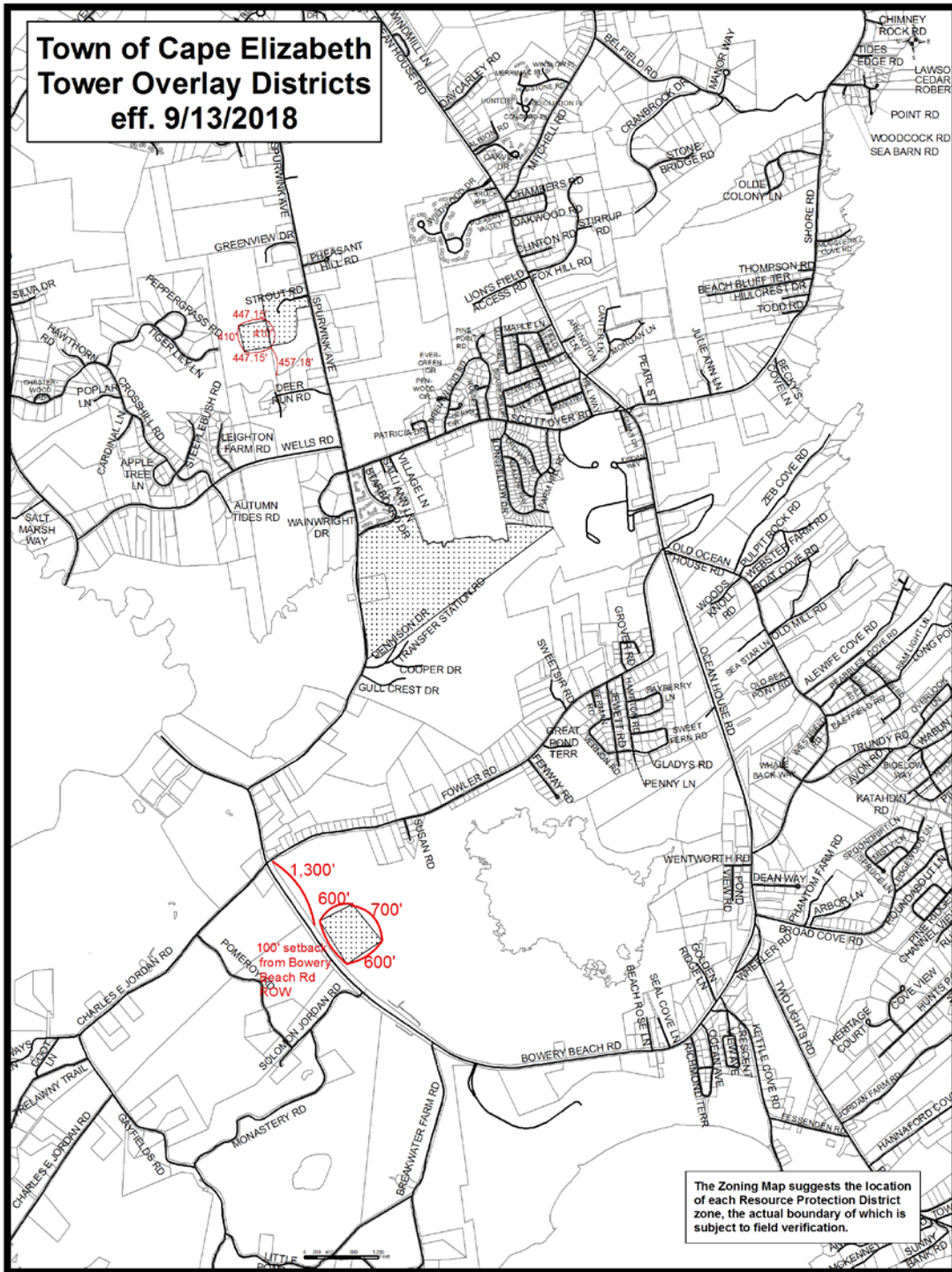
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Wireless telecommunications

Like most of the country, there has been a shift from landlines to cell phones by Cape Elizabeth residents. For the last few years, the town council has identified improved cell phone coverage as a goal in response to complaints from residents in areas with inadequate or no coverage.

To accommodate telecommunication infrastructure, the town council created a tower overlay district in the zoning ordinance which allows for construction of commercial telecommunication towers. Tower overlay districts are located on Strout Rd, Wells Rd Bowery Beach Rd, and Dennison Drive.

An existing water tower located on Avon Rd also supports telecommunication equipment as an "alternative tower structure." With this existing and soon to be online infrastructure however, coverage gaps still remain, primarily along the south and southeastern waterfront and the northeast corner near Fort Williams Park.



1
2

1 The technology is constantly changing both to improve coverage and capacity as
2 wireless technology becomes a bigger part of daily life. Technological changes
3 may make it possible to improve coverage without erecting new towers in
4 underserved areas. The town may want to be prepared to adapt existing
5 regulations as needed to take advantage of technological innovations that
6 expand coverage. For example, small cell installations may be a viable option for
7 improving coverage along the coastline. Adequate wireless service has been
8 identified as crucial to the Cape Elizabeth economy. See the Economy chapter for
9 more information on the local economy.

10
11 Health Care

12
13 Cape Elizabeth is fortunate to be in close proximity to the best health care in the
14 state, represented by Maine Medical Center and Mercy Hospital, both in the City
15 of Portland. Locally, a variety of doctors and dentists operate practices in
16 locations such as the town center and the Spurwink Medical Building on
17 Spurwink Ave. Veterinarian services are also available on Ocean House Rd north
18 of the town center. At the local government level, however, the town has limited
19 public health officer capabilities to respond to health emergencies.

20
21 Riverside Cemetery

22
23 Riverside Memorial Cemetery was developed in the early part of the 19th century
24 as a one acre rural cemetery associated with the Spurwink Meeting House. It was
25 expanded in the late 1800's and again in the early part of the 20th century. The
26 town assumed control of the property in 1945 at which time 26 acres were added
27 to the original one acre site.

28
29 Burial rights are intended for Cape Elizabeth residents and non-resident
30 taxpayers. Sale of lots to non-residents and former long term residents are
31 considered by the riverside cemetery committee. Private sale of lots is prohibited.

32
33 *Management and growth*

34
35 The riverside cemetery committee advises the town council in updating the rules
36 and regulations and fee structure in order to achieve the goals of the master plan,
37 maintain financial stability and ensure good practices. The cemetery is managed
38 to preserve its rural character as a rural burial ground and not a destination
39 recreation area.

40
41 Planning efforts for the cemetery have developed over time including plans in
42 1952 and 1982. Expansion followed the May 1993 master plan and updated plan
43 in December 2011. The remaining portion of Phase 5, originally identified in the

1 1993 Master Plan, is the last section to plot/build out on the current site with no
2 more capacity available.

3
4 The 2011 Master Plan Update projected a sell out by 2025 provided the average
5 lot sales of 63 remained constant. The recommendation was *if* the town wished to
6 continue to provide the service, planning should begin by 2015.

7
8 New calculations in FY 2011 – FY 2017 forecast a downward trend of lot sales to
9 an average of 36 per year. An aging population, however, may move this trend
10 upward. Fewer lots and choice of the location within the cemetery may
11 accelerate sales. Based on the current average annual sales and inventory the
12 projected sell out is 15 years or 2032. Phase 5 will add an additional 265 lots
13 recalculating the sell out to 2037. The town should take the following steps to
14 plan for additional burial capacity.

- 15
16 •Plot/build out the remainder of phase 5 in 5-7 years.
- 17
18 •Monitor lots sales and burials. Track trends in the number of lot sales and
19 burials, and type of burials (cremation or full size).
- 20
21 •Monitor the financial stability of the cemetery fund.
- 22
23 •Plan for a comprehensive review of the future of this service. This dialogue
24 should start 10 years ahead of the estimated sell out to evaluate alternatives,
25 which may include offering burial service in another location, and/or
26 expanding capacity at Riverside Cemetery with niche walls, as identified in
27 the 2011 Master Plan Update.

28
29 The operation, maintenance and responsibility of a municipal cemetery is
30 everlasting. Whether to continue this service at another location is an important
31 decision; a comprehensive review is essential.

32
33 *Resources: The Public Facilities chapter was assembled with assistance from the*
34 *superintendent of schools, business manager, facilities manager, public works director,*
35 *police chief, fire chief, library director, town clerk, director of the museum at portland*
36 *head light and the emergency management director.*

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41
42 **Public Facilities and Services Goals**
43

1 **Goal 1: The town shall continue to *maintain* existing buildings and**
2 **infrastructure in recognition of its value as public assets and a principal way**
3 **of delivering services to residents.**

4
5 Recommendations:

- 6
7 29. Continually assess, renovate and update buildings constructed within the
8 last 20 years that are now due for moderate level maintenance.
9

10 **Goal 2: The Town shall assess the *capacity* of municipal buildings and**
11 **services and take action to meet future needs.**

12
13 Recommendations:

- 14
15 30. Review the staffing levels and anticipated staff turnover at the police
16 department and create a succession plan.
17
18 31. Evaluate the fire department on call volunteer membership levels, assess
19 growth in emergency calls, and capacity needs in the future.
20
21 32. Conduct a long-term burial services study that evaluates alternatives and
22 recommends a strategy for accommodating future needs. The study
23 should address the following:
24
25 • Should the town continue to offer the service of a cemetery in another
26 location?
27 • Where would a new cemetery be located?
28 • What would be the size of a new cemetery?
29 • How would a new cemetery be funded?
30 • What impact would there be to the public works department for the
31 maintenance and burials of an additional location?
32 • Would the rules and regulations mirror that of Riverside Memorial
33 Cemetery?
34 • *If it is determined to add another location, when would the new*
35 *cemetery be established?*
36
37 33. Fund invasive species and climate change response, such as responses to
38 winter moths.
39
40 34. Conduct a sewer extension study and fund capital improvements to
41 extend public sewer to existing compact neighborhoods. Neighborhoods
42 to be evaluated include: (i) the neighborhoods near Great Pond, (ii) the

1 Business A District on Ocean House Rd, and (iii) other built areas that
2 meet the analyses criteria to be developed.

3
4 **Goal 3: The town shall *modernize* existing facilities and policies to meet the**
5 **future expectations of town residents.**

6
7 Recommendations:

- 8
9 35. Evaluate options for reuse of the police station dispatch area if the
10 historical society relocates.
11
12 36. Develop and implement a wireless telecommunication strategy that
13 augments the town's broad band coverage to include all homes,
14 businesses, and municipal buildings, and that recognizes the imperative
15 for internet access. The strategy and direction will be developed with
16 citizen and business involvement and the implementation will be guided
17 by experts, citizens, and businesses.
18
19 37. Review the Spurwink School reuse report and fund repurpose of the
20 building for public use.
21
22 38. Develop a plan to increase recycling to meet or surpass state goals.

23
24 **Goal 4: The town shall maintain and modernize the school campus buildings**
25 **to promote quality public education, security and appeal to potential new**
26 **residents.**

27
28 Recommendations

- 29
30 39. Facilitate the formation of a committee composed of all stakeholders to
31 study the School Facilities plan. Implement a plan to make strategic
32 investments to repair and modernize aging school buildings and grounds
33 designed to maximize student learning and safety.
34

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FISCAL CAPACITY and CAPITAL INVESTMENT PLAN

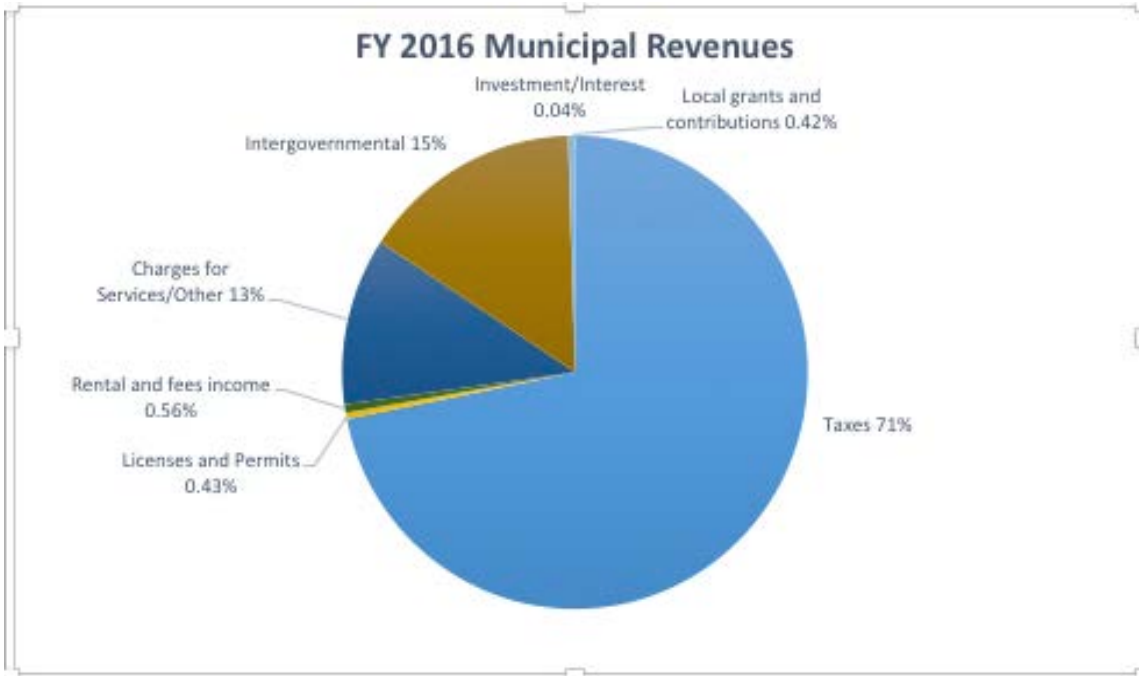
Key Findings

- The town maintains a 99%+ tax collection rate and an AA1 bond rating.
- Almost 3/4 of revenue is generated from property and other taxes.
- Education accounts for over 1/2 of town expenses.
- Most capital improvements (65%) are funded from the general fund, followed by funding (20%) from new debt issuance.
- From 2007-2016, overall debt has declined over 25% from \$26 million to \$15.5 million.
- The town should plan for a property reevaluation in the next 2-3 years.

Cape Elizabeth prides itself as a community with sound financial practices. The annual tax collection rate exceeds 99%. The town conducts an annual audit and maintains an AA1 bond rating, which has made it possible to save interest costs on municipal bonds.

Revenue

The FY 2016 Budget for the Town of Cape Elizabeth was \$ 38,667,662. Seventy-one percent of that budget amount was raised from property and other taxes. Fifteen percent was provided by intergovernmental transfers, followed by 13% for charges for services. Small portions of revenue (less than 1% each) are derived from licenses and permits, rental and fees income, grants and contributions and investment income/interest. Below is a summary of revenue sources.



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Source: Town of Cape Elizabeth, Maine Annual Report, 2016

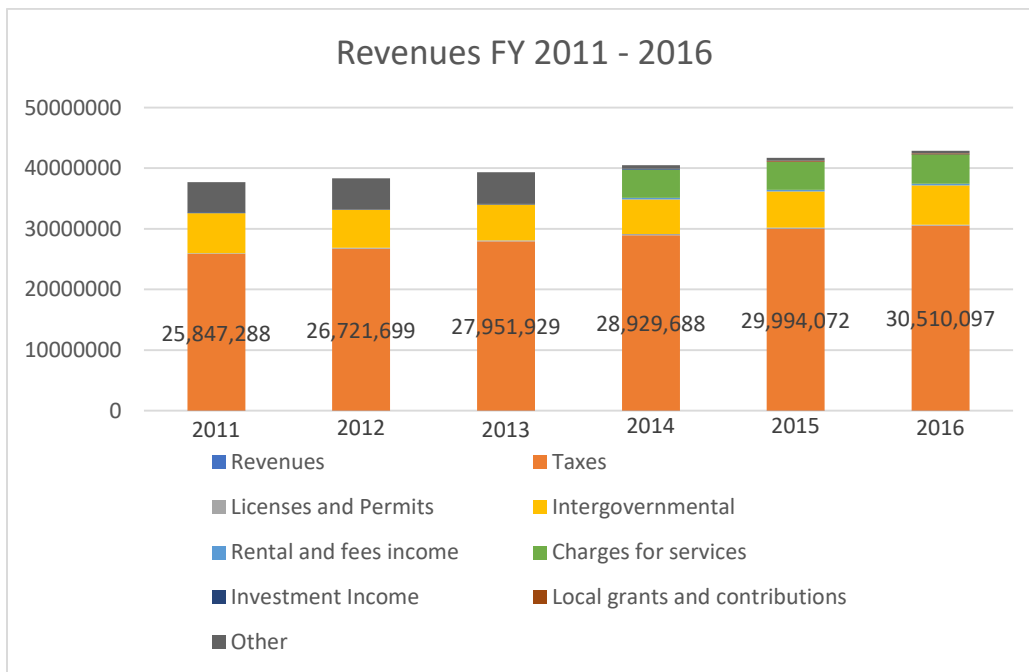
The chart below provides 6 years of revenue history. Like this year, the bulk of town revenue is raised from taxes and this trend is expected to continue. Intergovernmental transfers, primary state aid to education, is the second largest source of revenue and fluctuations have an immediate impact on the budget and tax rate. Income from Charges for services has little actual impact on the budget as most of this revenue is then passed on to the Portland Water District as an assessment. License and permit income varies dependent on growth or contraction in the national economy. Investment income represents less than 1% of the budget and is trending toward a smaller revenue source.

Municipal Revenue Sources 2011-2016

Revenues	2011	2012	2013	2014	2015	2016
Taxes	25,847,288	26,721,699	27,951,929	28,929,688	29,994,072	30,510,097
Licenses and Permits	128,899	140,616	154,583	192,108	201,491	182,400
Intergovernmental	6,628,295	6,238,168	5,894,287	5,747,737	5,983,156	6,480,306
Rental and fees income				220,215	234,814	240,432
Charges for services				4,667,831	4,633,923	4,860,210
Investment Income	156,228	58,320	122,110	134,669	52,501	18,565
Local grants and contributions					153,703	179,950
Other	4,952,499	5,150,902	5,217,386	607,264	454,968	423,423
TOTAL	37,713,209	38,309,705	39,340,295	40,499,512	41,708,628	42,895,383

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Source: Town of Cape Elizabeth, Maine Annual Report, 2016



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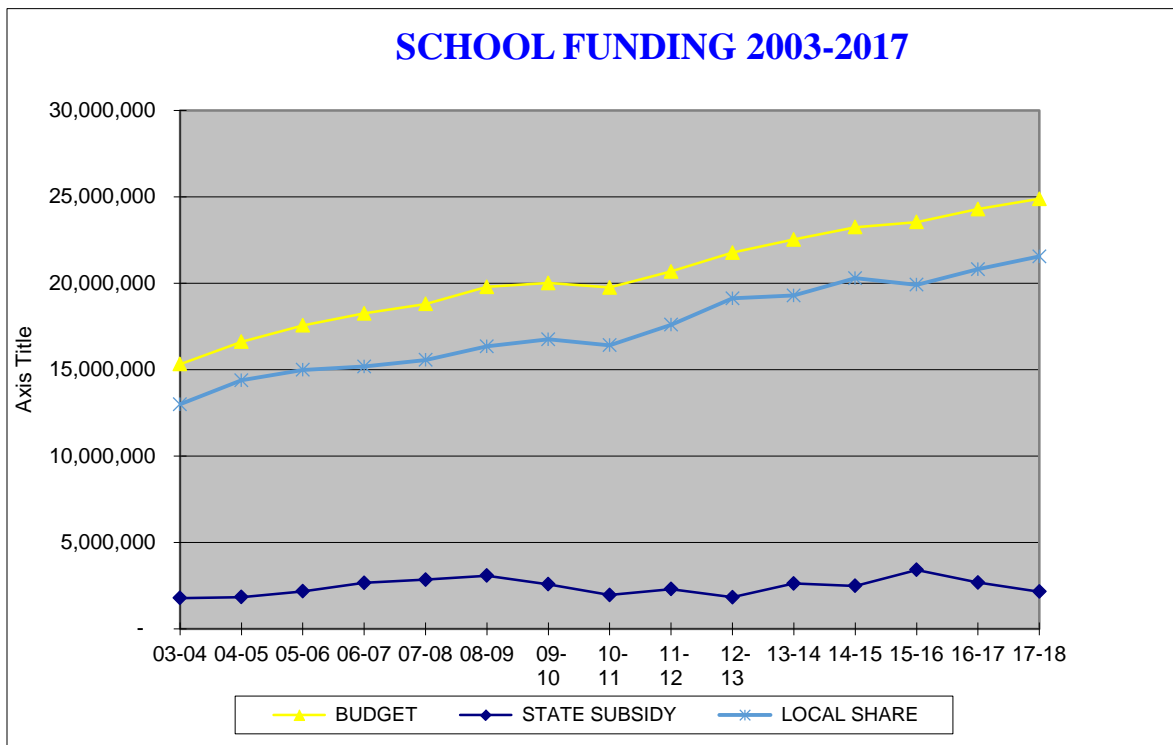
The State of Maine annually provides funding to municipalities to subsidize education costs. A state funding formula is used to calculate the subsidy provided and the amount of funding fluctuates based on student population, municipal property valuation, and other factors. State aid to Cape Elizabeth, in the last 10 years, has ranged from a high of \$3.4 million (2015) to a low of \$1.8 million (2012). This has represented between 15.5% to 8.4% of the annual school budget. Based on past fluctuations, this revenue source may increase or decrease in the future, but is more likely to decrease when the trend of a shrinking student population is factored in.

<u>YEAR</u>	<u>BUDGET</u>	<u>% Change</u>	<u>STATE</u> <u>SUBSIDY</u>	<u>% Change</u>	<u>LOCAL</u> <u>SHARE</u>	<u>% Change</u>	<u>State</u> <u>Subsidy</u> <u>% budget</u>
03-04	15,315,320	2.7%	1,777,360	-13.2%	12,992,733	5.4%	11.6%
04-05	16,605,861	8.4%	1,831,434	3.0%	14,373,698	10.6%	11.0%
05-06	17,554,204	5.7%	2,168,585	18.4%	14,975,364	4.2%	12.4%
06-07	18,244,294	3.9%	2,655,082	22.4%	15,176,732	1.3%	14.6%
07-08	18,791,623	3.0%	2,836,183	6.8%	15,557,137	2.5%	15.1%
08-09	19,787,579	5.3%	3,075,610	8.4%	16,341,767	5.0%	15.5%
09-10	20,005,086	1.1%	2,571,272	-16.4%	16,746,004	2.5%	12.9%
10-11	19,751,801	-1.3%	1,953,465	-24.0%	16,405,166	-2.0%	9.9%
11-12	20,672,166	4.7%	2,297,953	17.6%	17,593,689	7.2%	11.1%
12-13	21,765,817	5.3%	1,826,645	-20.5%	19,122,172	8.7%	8.4%
13-14	22,528,078	3.50%	2,617,411	43.3%	19,282,667	0.8%	11.6%
14-15	23,240,174	3.2%	2,482,037	-5.2%	20,285,637	5.2%	10.7%
15-16	23,536,649	1.3%	3,403,683	37.1%	19,909,466	-1.9%	14.5%
16-17	* 24,287,545	3.2%	2,673,547	-21.5%	20,805,682	4.5%	11.0%
17-18	* 24,879,013	2.4%	2,144,186	-19.8%	21,548,910	3.6%	8.6%

*There was a change in procedures in FY 2016-2017 and FY 2017-2018 to record the Town reimbursement as revenue instead of as a reduction to expenditures which overstated the school expenditures when reported to the Department of Education.

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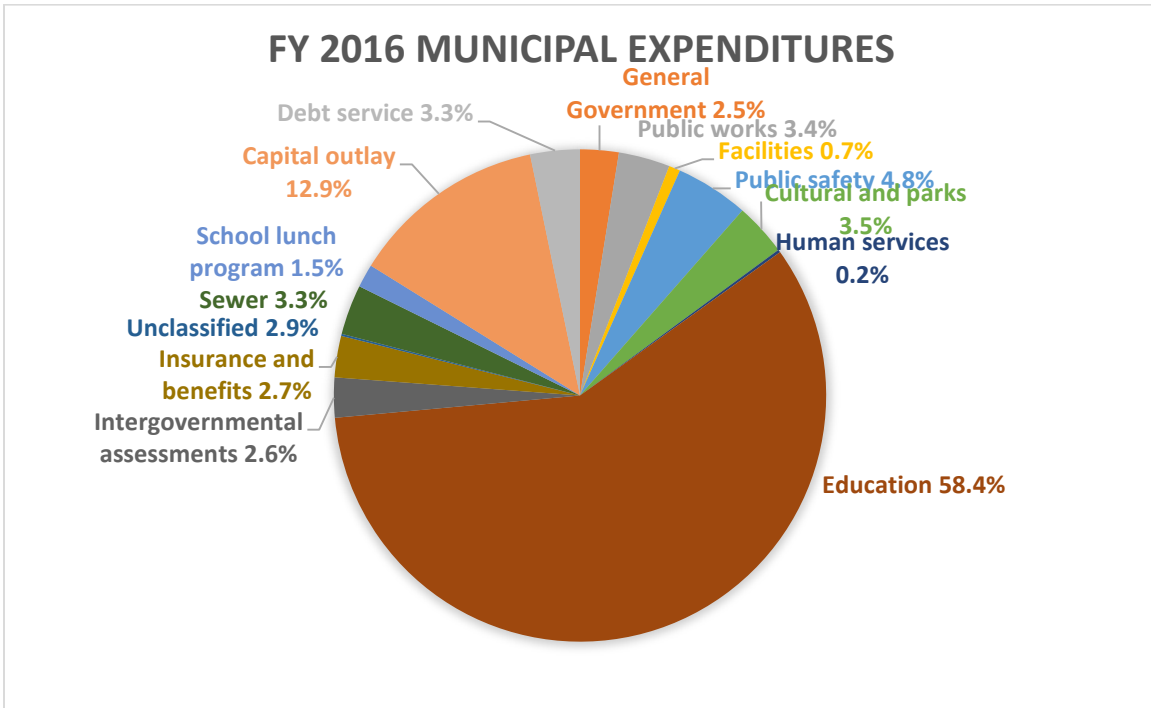
Source: Town of Cape Elizabeth School Department



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Expenditures

1 Like most suburban communities, the largest municipal expense is public
 2 education. In FY 2016, 58.4% of municipal revenues was spent on education,
 3 followed by almost 13% on capital improvements. The police department is
 4 largest funded town department (4.8%), followed by the public works
 5 department (3.4%).
 6



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9 *Source: Town of Cape Elizabeth, Maine Annual Report, 2016*

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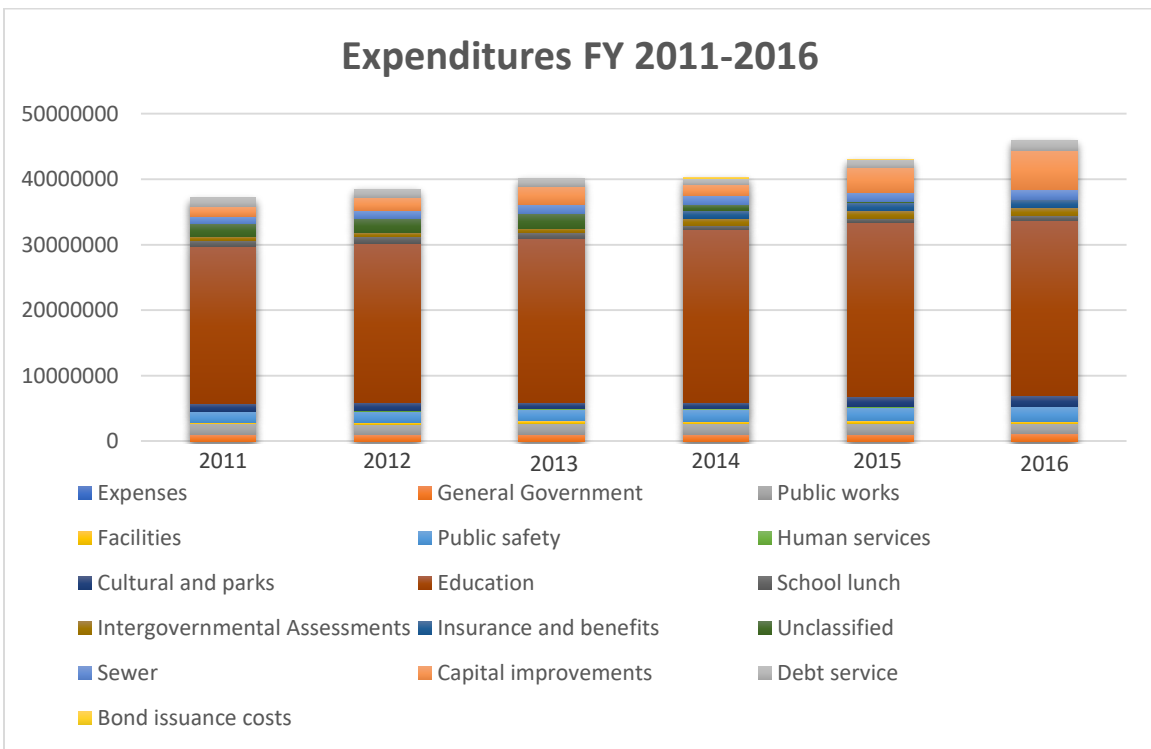
11 The chart below provides 6 years of expenditure history. Education consistently
 12 is the largest expense for the town and this trend is expected to continue. Capital
 13 improvements remain the second largest expense and varies depending on
 14 scheduling, grant opportunities and approval of large capital projects, such as
 15 the reconstruction of Hill Way. Cape Elizabeth is a mature suburb and much of
 16 its infrastructure is coming due for replacement, so continuing investment in
 17 capital improvements is expected. Intergovernmental assessments appear to
 18 have doubled over the last 6 years. Most of this expense, however, is the
 19 collection of sewer fees by the town, which are then transferred to the Portland
 20 Water District. Some expenses, such as cultural and parks, have increased as the
 21 town has developed new revenue sources. One example of this are the bus fees
 22 and rental leases in Fort Williams Park, the income from which has been invested
 23 in park capital improvements.

24

Expenses	2011	2012	2013	2014	2015	2016
General Government	963,702	965,257	1,055,123	1,000,340	1,099,424	1,162,182
Public works	1,681,078	1,643,224	1,723,157	1,696,555	1,678,117	1,548,041
Facilities	241,459	291,201	334,992	357,636	355,912	342,480
Public safety	1,674,776	1,725,819	1,782,052	1,820,458	2,081,178	2,207,623
Human services	52,482	46,245	58,466	61,539	61,511	83,591
Cultural and parks	1,130,800	1,281,201	943,137	957,257	1,517,518	1,586,437
Education	24,004,036	24,316,858	25,019,569	26,470,425	26,677,562	26,816,147
School lunch	968,416	1,013,039	1,019,311	640,813	620,153	702,672
Intergovernmental Assessments	571,477	596,544	630,350	1,082,835	1,130,272	1,203,042
Insurance and benefits				1,093,038	1,208,523	1,246,828
Unclassified	1,913,676	2,151,037	2,166,373	926,719	220,044	62,823
Sewer	1,204,064	1,251,089	1,495,047	1,387,301	1,411,108	1,505,188
Capital improvements	1,414,562	1,954,783	2,755,968	1,715,618	3,722,267	5,919,646
Debt service	1,354,015	1,243,078	1,149,570	940,266	1,200,809	1,492,927
Bond issuance costs				97,565	12,750	0
TOTAL	37,174,543	38,479,375	40,133,115	40,248,365	42,997,148	45,879,627

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Source: Town of Cape Elizabeth, Maine Annual Report, 2016



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7 Capital Investment Program (CIP)

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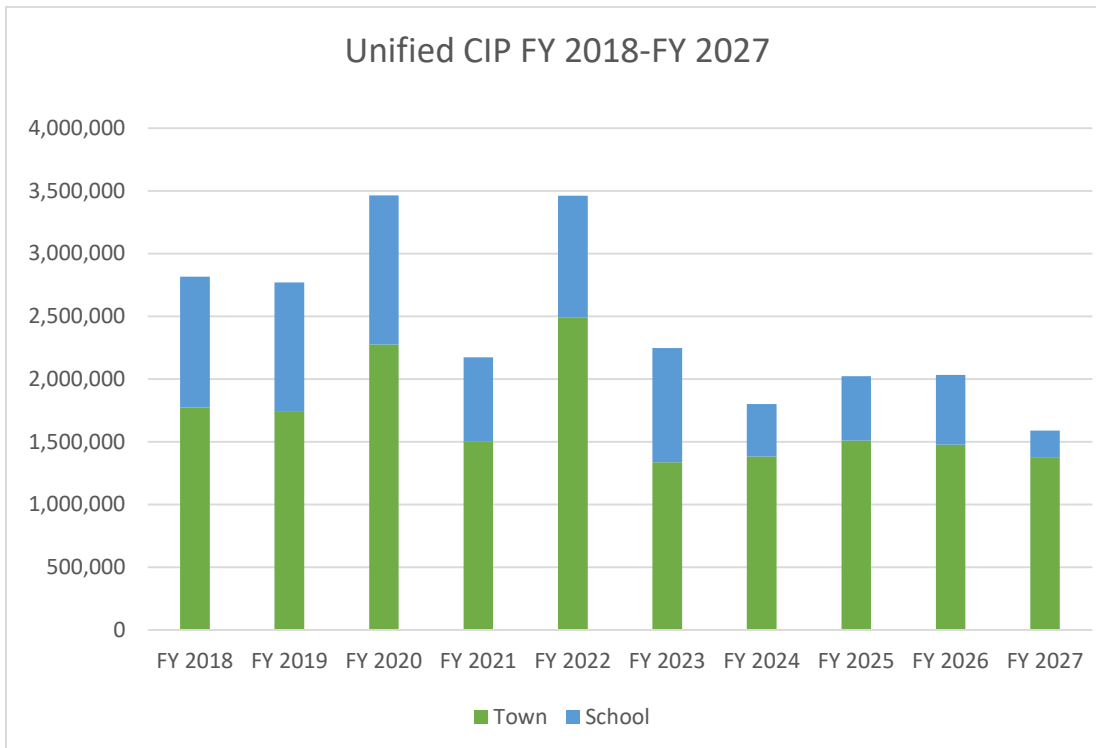
9 In contrast to annual expenses, capital improvements are large item expenditures
10 such as library expansion, school roofs or a fire truck or durable equipment. If

1 capital improvement items are clustered into a single year, they create spikes in
 2 spending and tax increases to the detriment of the town budget. For this reason,
 3 capital investment planning strives to not schedule many large projects in a
 4 single year.

5
 6 In FY 2018, the Town Council funded \$1,773,500 in capital improvements, which
 7 represents 4.6% percent of the total FY 2017 budget. The town and the school
 8 department each conduct capital investment planning. Below is a summary of
 9 projected capital investment expenditures for the next 10 years. Actual capital
 10 investment funds are annually approved as part of the budget process.

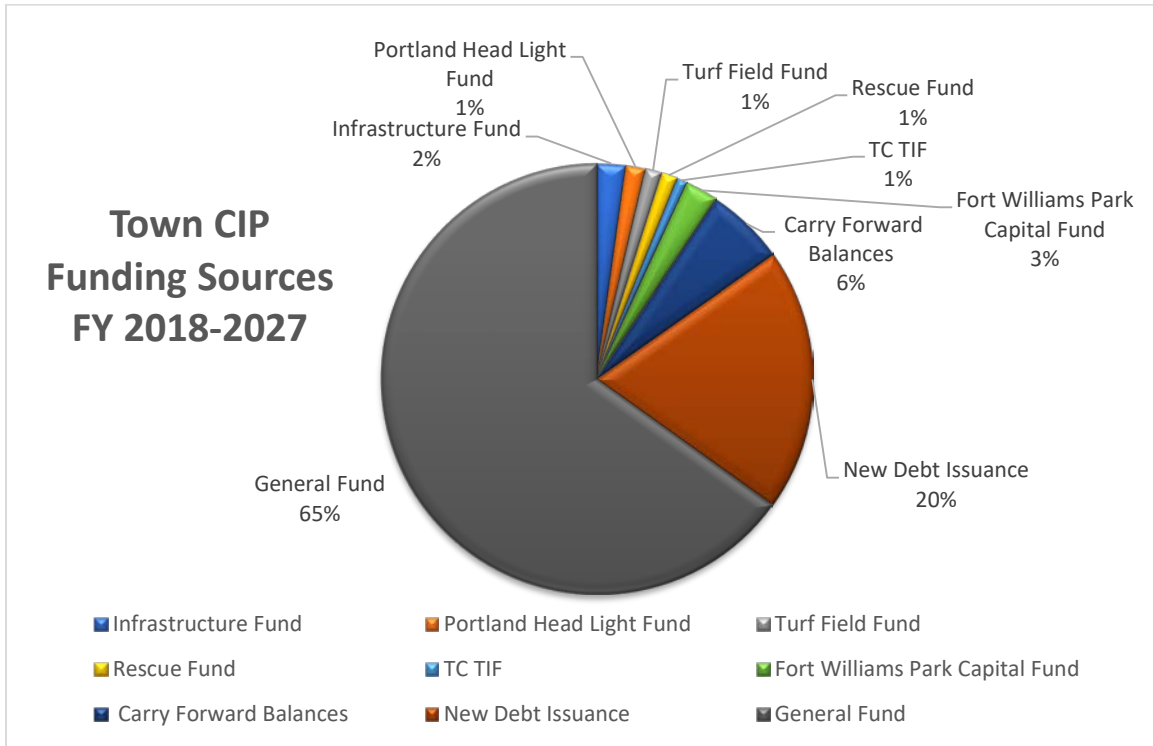
	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Town	1,773,600	1,745,000	2,275,000	1,500,000	2,491,000	1,337,000	1,382,000	1,509,000	1,476,000	1,377,000
School	1,041,800	1,024,200	1,189,170	673,600	969,900	909,500	419,150	512,650	557,800	211,900
TOTAL	2,815,400	2,769,200	3,464,170	2,173,600	3,460,900	2,246,500	1,801,150	2,021,650	2,033,800	1,588,900

12
 13
 14 *Source: Town Capital Stewardship Plan FY2018-2027, Fiscal Year 2018 Capital*
 15 *Improvement Planning Summary 12-20-2016.*



18
 19
 20
 21 The majority of capital investments are funded through annual appropriations.
 22 Major projects, such as the Thomas Memorial Library renovation, Recycling

1 Center upgrades and school renovations are typically funded through borrowing
 2 by issuing municipal bonds. The town also manages several special purpose
 3 funds established to pay for construction and/or maintenance of facilities such as
 4 Portland Head Light and the Hannaford athletic field.
 5
 6



7
 8 *Source: Capital Stewardship Plan FY 2018-2027*
 9

10
 11 *Town Center Tax Increment Financing District*

12
 13 See Economy Chapter

14
 15 *Debt*

16
 17 Under state statute (MRS 30-A, Sec. 5701), municipal debt is limited to 15% of
 18 estimated actual valuation. The town has a current capacity of over \$260 million
 19 in borrowing before this statutory limit is reached.

20
 21 **2016 Computation of Legal Debt Margin**
 22

Total estimated actual valuation	\$1,840,800,000
Maximum statutory debt (15%)	\$276,120,000
Actual debt	\$15,569,641
Capacity for additional debt	\$260,550,359

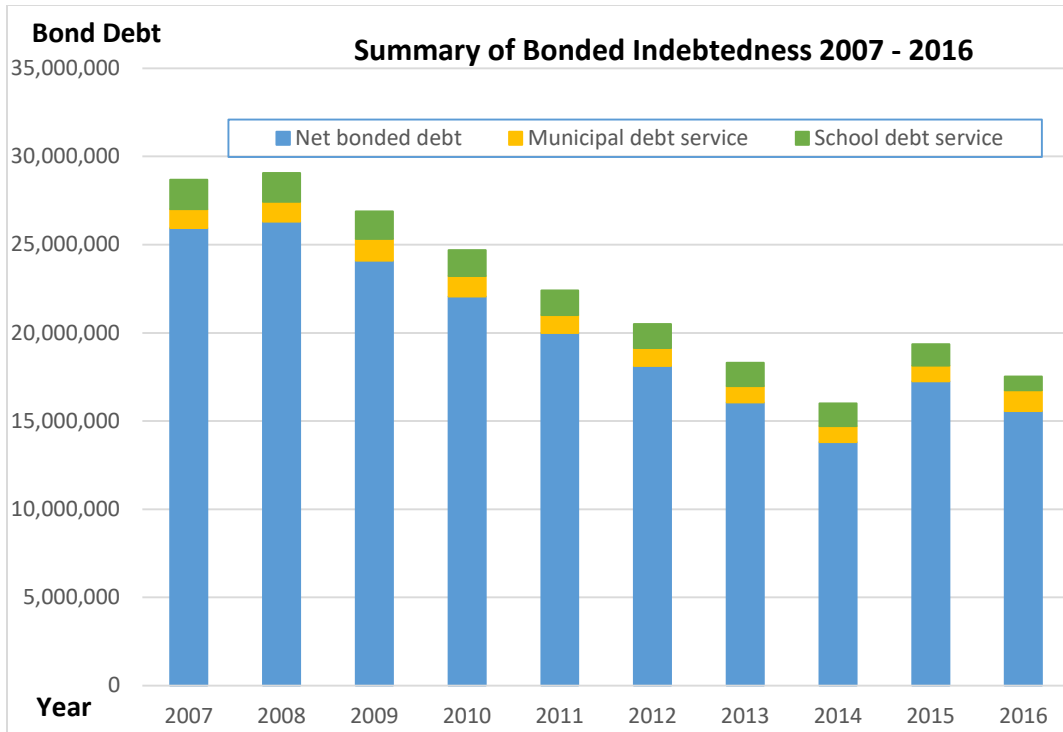
Source: Annual Report for 2016, Town of Cape Elizabeth

Municipal bonded indebtedness accounted for 5.59% of municipal expenditures in 2016. Debt payments fluctuate yearly as old bonds are paid, retired and new debt is incurred. For example, as shown on the table below, debt increased in 2015 when the town renovated and expanded the Thomas Memorial Library. From 2007 to 2016, overall debt has declined over a quarter from a high of almost \$26 million in 2007 to \$15.5 million in 2016. In order to minimize spikes in tax rates due to bonding, the town has timed funding new capital investments to coincide with retirement of old debt. When possible, the town should take advantage of low interest rates to make capital improvements both to minimize debt and maximize the amount of capital investments to be made.

Summary of Bonded Indebtedness 2007-2016

Year	Assessed Value	Net bonded debt	Ratio of debt to assessed value	Debt per capita	Municipal debt service	School debt service
2016	1,682,854,800	15,569,641	0.93%	1,727	1,181,063	764,318
2015	1,668,734,900	17,247,295	1.03%	1,913	887,347	1,227,675
2014	1,659,003,000	13,807,003	0.83%	1,532	905,703	1,288,591
2013	1,652,729,000	16,053,817	0.97%	1,781	930,007	1,323,403
2012	1,653,038,500	18,122,786	1.10%	2,010	1,023,515	1,357,916
2011	1,349,502,300	19,998,958	1.48%	2,218	1,011,252	1,391,680
2010	1,334,803,100	22,067,420	1.65%	2,434	1,158,985	1,468,285
2009	1,323,193,700	24,093,100	1.82%	2,657	1,234,894	1,565,811
2008	1,311,683,600	26,297,891	2.00%	2,900	1,141,552	1,620,233
2007	1,296,346,014	25,939,635	2.00%	2,861	1,069,754	1,670,233

Source: Annual Report for 2016, Town of Cape Elizabeth



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Tax Rate

Historic Tax Rates

The tax rate in FY 2017 was \$18.00 per thousand dollars of property value. Below is a summary of tax rates from FY 2007 - FY2017. Note that a reevaluation was conducted in 2011.

Year	mil rate	Taxable Valuation
2007	\$ 16.46	\$ 1,306,507,000
2008	\$ 17.44	\$ 1,319,023,300
2009	\$ 17.54	\$ 1,323,193,700
2010	\$ 17.86	\$ 1,343,498,400
2011	\$ 15.18	\$ 1,653,038,500
2012	\$ 15.84	\$ 1,646,537,200
2013	\$ 16.28	\$ 1,652,255,600
2014	\$ 16.80	\$ 1,661,816,800
2015	\$ 16.88	\$ 1,682,854,800
2016	\$ 17.54	\$ 1,688,806,100
2017	\$ 18.00	\$ 1,729,021,400

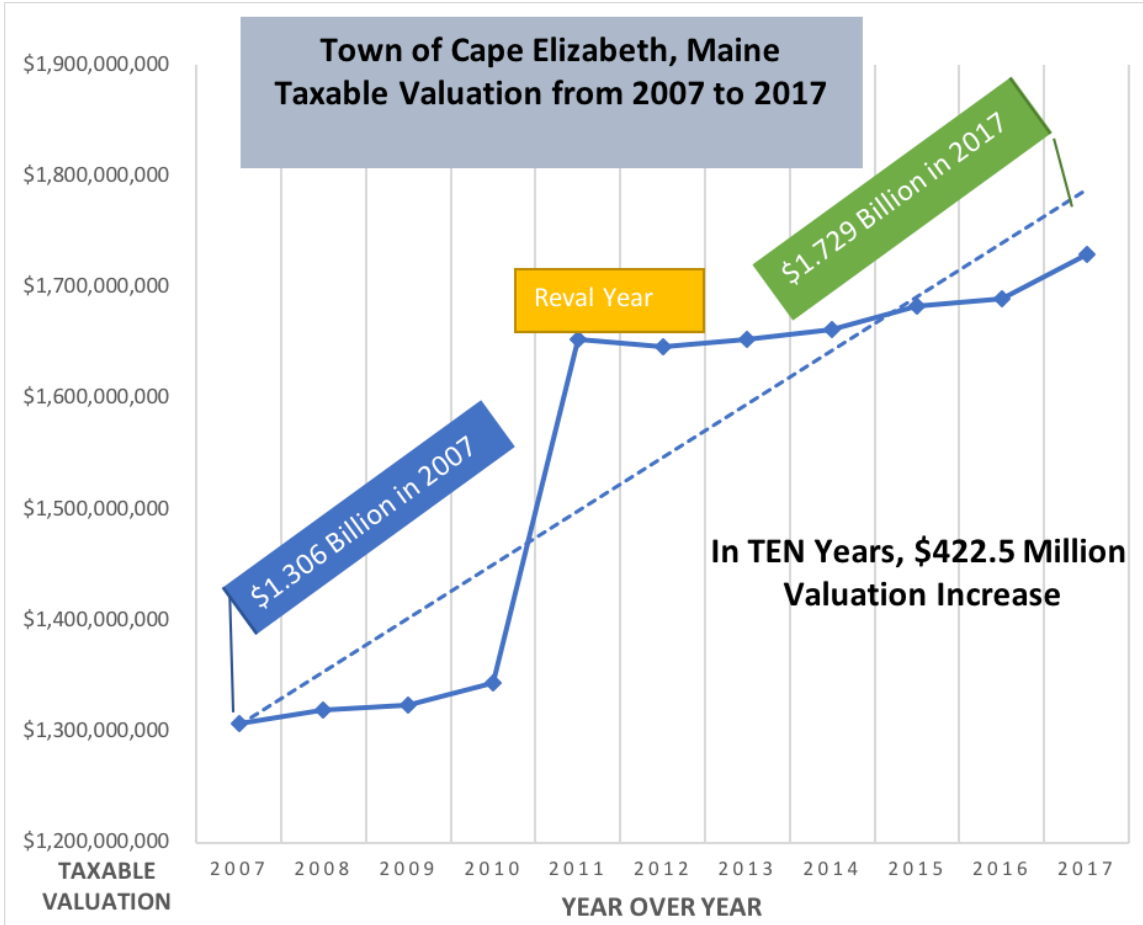
Source: Town of Cape Elizabeth records

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In the 2017 Comprehensive Plan public opinion survey, the most common reason given for why a resident might choose to move out of town is property taxes. Thirty-nine percent indicated that the cost of property taxes is a major reason for why they might choose to move out of the town, and an additional 29% said it was a minor reason. Closely linked to the amount of property taxes due, the second most common reason given was the cost of housing. Thirty-two percent of residents said that the cost of housing is a major reason for why they might choose to move out of town and an additional 28% said it was a minor reason.

The amount of revenue generated by the property tax is influenced by the value of property as well as by the tax rate. The community property value in Cape Elizabeth has increased from 2007 to 2017. Some of this increase is due to the modest amount of additional development. Community property value has also increased as a function of the increased values in the real estate market. In order to capture this market value increase, the town will need to conduct a reevaluation of property values within the next 2-3 years. The reevaluation is conducted for the purpose of equalizing values of property in comparison to each other. The chart below depicts changes in community property value due to growth and, during the 2011 reevaluation, real estate market increases.



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Source: Town of Cape Elizabeth Assessing Office
Tax Rates in Comparable Communities

Like most communities, Cape Elizabeth endeavors to balance minimal tax increases with municipal services. Residents often reference other communities when they request desired services or lower taxes. When attempting to balance needs and costs, it may be useful to look at the services provided in municipalities with similar full valuations. To make an equivalent comparison, the full value of the tax base in the community if all properties were valued at 100% of their value is presented below. If a community is assessing taxes when it is known that the assessed values are less than 100%, then the tax rate must be adjusted to 100% to make an equivalent comparison. A full value tax rate is the tax rate if all properties are assessed at 100% of value.

Below is a table comparing the tax rates and total town valuation for comparison communities.

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Calendar Year 2015 Full value Comparison Communities

Municipality	Full Valuation	Full Value Tax Rate
South Portland	3,580,100,000	16.70
Scarborough	3,667,300,000	14.82
Falmouth	2,141,950,000	14.00
Yarmouth	1,438,950,000	17.32
Cape Elizabeth	1,723,250,000	14.93
Cumberland	1,099,350,000	18.63

Source: State of Maine, Maine Revenue Services

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It should also be noted that the comparison communities have a larger non-residential tax base contributing to the overall municipal budget than Cape Elizabeth. In Cape Elizabeth, 2% of the tax base is commercial, much less than in the comparison communities. In the 2017 comprehensive plan public opinion survey, residents support additional commercial development in commercial zones, and do not support expanding or adding commercial zones.

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Fiscal Capacity and Capital Investment Goals

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Goal 1: The town shall continue to fund the Capital Improvement Plan in a manner to efficiently and cost effectively provide public infrastructure, buildings and equipment.

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Recommendations:

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- 40. Improve coordination to adopt a unified town/school capital investment plan.
- 41. Periodically review bonded debt to balance appropriate indebtedness and funding for public capital investments.

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Goal 2: The town shall continue to balance residents' request for services with residents' request to minimize property taxes.

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Recommendations:

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- 42. Fund and execute a reevaluation of all property within the next 2-3 years.

- 1 43. Continue to evaluate opportunities to generate new revenue streams to
- 2 fund capital investments.
- 3
- 4

Public Works										
Paving & Drainage Improvements	220,000	525,000	225,000	560,000	575,000	600,000	650,000	675,000	700,000	725,000
Hill Way & Scott Dyer Roadway Imp.	665,000									
Scott Dyer Roadway Imp. - Phase 2			880,000							
Sidewalk Rep. & Ped. Improvements	50,000	50,000	50,000	50,000	50,000	50,000	55,000	55,000	60,000	60,000
Full-Size Dump Truck Replacement			180,000	185,000			175,000	55,000		205,000
Med. Size Dump Truck Replacement					60,000					
Utility Truck Replacement	50,000									
Pickup Truck Replacement			47,000	42,000	45,000					
Trailer Replacement									200,000	
Front End Loader Replacement		235,000						220,000		
Loader Backhoe Replacement						155,000				
Skid Steer Loader Replacement		50,000								
Street Sweeper Replacement	215,000									
Forklift Replacement				20,000						
Utility Vehicle Replacement								28,000		
Air Compressor Replacement			18,000							
Radio Repeater Replacement	6,500									
Rotary Mower Replacement	13,000	30,000						32,000		
Large Area Rotary Mower Rep.						110,000				
Fuel Management System Rep.	-									
HS Tennis Court Coatings					32,000					
HS Track Shim & Coatings					35,000					
MS Baseball Field Irrigation System	18,500									
FWP Tennis Court Coatings					15,000					
Hannaford Field Turf Replacement			500,000							
Police										
Cruiser Replacement	35,000	70,000	35,000	70,000	35,000	70,000	35,000	70,000	35,000	70,000
Police Computers Replacement		5,000	8,000	8,000	5,000			8,000		4,000
Radios Replacement		8,000		8,000			8,000		20,000	
Tactical Bullet Proof Vests					6,000					6,000
Handguns									15,000	
Fire										
Ambulance Replacement		225,000								
Ladder One Replacement					950,000					
Self Contained Breathing Apparatus Bottle Repl							40,000			
Administration										
Computer Replacements	35,000	35,000	35,000	35,000	35,000	35,000	35,000	35,000	35,000	35,000
Miscellaneous Council Studies		25,000	17,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Telephone System					35,000					
Miscellaneous									105,000	44,000
TOTAL	1,773,500	1,745,000	2,275,000	1,500,000	2,491,000	1,337,000	1,382,000	1,509,000	1,476,000	1,377,000
Funded by Infrastructure Fund	200,000	100,000	-		100,000					
Funded by Portland Head Light Fund	32,500	12,000	72,000	19,000	14,000	90,000	7,000	28,000		
Funded from Turf Field Fund			225,000							
Funded by Rescue Fund		225,000								
Funded by PACIS Grant	150,000									
Funded by Fort Williams Park Capital Fund	77,700	77,000	16,000	28,000	48,000	15,000	55,000	24,000	124,000	
Funded by Carry Forward Balances	313,400	281,000		278,000	119,000			105,000		
Funded by New Debt Issuance			880,000		1,010,000					
Funded by General Fund	1,000,000	1,050,000	1,082,000	1,175,000	1,200,000	1,232,000	1,320,000	1,352,000	1,352,000	1,377,000
	1,773,600	1,745,000	2,275,000	1,500,000	2,491,000	1,337,000	1,382,000	1,509,000	1,476,000	1,377,000

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Cape Elizabeth Facilities and Transportation
Middle school

Dec-16

Location	Expenditure	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10 over 10 years	TOTAL
M5	Interior painting	\$2,800	\$1,100	\$2,000	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500	\$4,200	\$0	\$47,500
M5	Exterior Painting	\$1,500	\$1,500	\$6,500	\$8,000	\$5,100	\$7,800	\$7,800	\$4,200	\$4,200	\$0	\$51,000
M5	Hallway sectional carpet	\$48,000	\$25,000	\$19,500	\$8,500	\$15,000	\$45,000	\$45,000	\$45,000	\$45,000	\$0	\$287,500
M5	Duct cleaning	\$48,000										\$48,000
M5	Oil pump replacement											\$10,200
M5	Ht Locker room upgrades											\$19,000
M5	Main office carpet replacement											\$19,000
M5	Guidance carpet replacement											\$19,000
M5	Interior Lighting upgrades (efficiency)/ Classroom	\$26,250	\$26,250	\$26,250	\$26,250	\$26,250	\$26,250	\$26,250	\$26,250	\$26,250	\$0	\$262,500
M5	Exterior lighting upgrades (efficiency)	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$0	\$250,000
M5	Classroom electrical upgrades		\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$0	\$320,000
M5	Gymnasium lighting upgrades		\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$0	\$195,000
M5	Fire Detection system replacement											\$45,000
M5	Gymnasium floor replacement											\$45,000
M5	Cafeteria layout study	\$0	\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$19,500	\$0	\$195,000
M5	CAH upgrades	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$0	\$125,000
M5	Restroom flooring replacement			\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$0	\$225,000
M5	restroom upgrades (staff-water closets-boys)			\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$0	\$225,000
M5	Heating plant replacement											\$19,500
M5	HVAC (main office)(classrooms split)											\$19,500
M5	Calling support system (1330 building)											\$19,500
M5	Generator installation							\$32,200	\$32,200	\$32,200	\$0	\$96,600
\$190,000												
M5	Roof replacement	\$180,000	\$0	\$0	\$175,000	\$0	\$175,000	\$0	\$175,000	\$0	\$0	\$730,000
M5	Sound proofing maibors space	\$140,000	\$485,000	\$485,000	\$227,600	\$227,600	\$227,600	\$227,600	\$227,600	\$227,600	\$0	\$2,276,000
M5	Camera/cord/security	\$8,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$8,000
M5	Roof top unit (HRV, RTU, AHU)											\$8,000
M5	Security upgrades/ cameras (moved to Operations)					\$457,000	\$457,000	\$457,000	\$457,000	\$457,000	\$0	\$4,570,000
M5	Water proofing interior/interior	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
M5	Asbestos flooring removal	\$5,700	\$5,700	\$5,700	\$5,700	\$5,700	\$5,700	\$5,700	\$5,700	\$5,700	\$0	\$57,000
M5	Backwork water proofing	\$4,200	\$4,200	\$4,200	\$4,200	\$4,200	\$4,200	\$4,200	\$4,200	\$4,200	\$0	\$42,000
M5	ADA elevator upgrades					\$1,750	\$1,750	\$1,750	\$1,750	\$1,750	\$0	\$17,500
M5	Interior air handler replacement					\$62,000	\$62,000	\$62,000	\$62,000	\$62,000	\$0	\$620,000
M5	Hallway VCT floor replacement	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$0	\$300,000
M5	Main lift replacement	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500	\$0	\$85,000
M5	Window replacement program											\$11,000
M5	Exterior door replacement program											\$4,700
M5	Phone and intercom upgrades			\$11,000	\$11,000	\$11,000	\$11,000	\$11,000	\$11,000	\$11,000	\$0	\$110,000
M5	1930's building front columns											\$11,000
M5	Main lift replacement											\$11,000
M5	3rd floor expansion joint repair											\$11,000
M5	Gymnasium floor replacement											\$11,000
M5	Stage curtain replacement											\$11,000
M5	Main office renovations											\$11,000
M5	Fiber cabling upgrades											\$11,000
\$26,200												
M5	GRAND TOTAL	\$410,700	\$711,700	\$531,500	\$846,700	\$591,050	\$1,087,750	\$826,800	\$1,293,550	\$962,800	\$963,200	\$11,022,150
												\$716,700
												\$1,838,850

Cape Elizabeth Facilities and Transportation
Pond Cove

Dec-16

Location	Expenditure	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10 r 10 years	TOTAL
PC	Interior painting	\$3,000	\$3,500	\$6,200	\$22,000	\$5,800	\$4,500	\$2,800	\$9,800	\$4,200	\$18,500	\$41,800
PC	Exterior Painting	\$2,200	\$2,500	\$6,500	\$8,000	\$5,100	\$0	\$0	\$0	\$0	\$25,000	\$41,800
PC	Carpet replacement											
PC	Duct cleaning											
PC	Interior Lighting upgrades (efficiency) Classroom	\$5,200	\$6,000	\$12,700	\$0	\$17,800	\$0	\$0	\$0	\$0	\$0	\$41,800
PC	Exterior lighting upgrades (efficiency)				\$26,400	\$87,500						\$113,900
PC	Classroom electrical upgrades	\$25,000				\$35,000		\$45,000				\$105,000
PC	Gymnasium lighting upgrades			\$16,520								\$16,520
PC	Fire Detection system replacement											
PC	Gymnasium floor replacement											
PC	Bathroom flooring replacement	\$0	\$25,000	\$16,520	\$26,400	\$35,000	\$169,500	\$0	\$45,000	\$0	\$0	\$404,920
PC	restroom upgrades (stalls-water closets-levs)			\$16,800	\$17,800							\$34,600
PC	Ductless split Main office, principal, Ap office	\$0	\$0	\$16,800	\$17,800	\$0	\$0	\$0	\$0	\$0	\$0	\$34,600
PC	Ductless split library printer room											
PC	Playground replacement	\$11,000	\$360,000		\$12,500	\$175,000		\$31,200				\$549,700
PC	Door awning roof replacement (playground side)	\$6,500										\$6,500
PC	Roof replacement	\$17,500	\$360,000	\$0	\$12,500	\$0	\$175,000	\$0	\$31,200	\$0	\$0	\$946,200
PC	Camera/card/security			\$398,600		\$331,800						\$730,400
PC	Roof top unit (HRV, RTU, AHU)	\$0	\$0	\$398,600	\$0	\$331,800	\$0	\$0	\$0	\$0	\$0	\$730,400
PC	Security upgrades/ cameras (moved to Operations)							\$85,000				\$85,000
PC	Water proofing interior/exterior											
PC	Asbestos flooring removal	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
PC	Brickwork water proofing	\$3,200		\$5,500	\$8,500							\$17,200
PC	ADA elevator upgrades			\$4,200		\$3,750		\$8,750		\$5,800		\$22,500
PC	Interior air handler replacement							\$62,000				\$62,000
PC	Hallway VCT floor replacement								\$112,000			\$112,000
PC	Window replacement program	\$18,500		\$23,500	\$24,500							\$66,500
PC	Exterior door replacement program	\$4,800			\$12,500							\$17,300
PC	Phone and intercom upgrades			\$5,000						\$0		\$5,000
MS	Main office renovations							\$22,500				\$22,500
MS	Fiber cabling upgrades	\$18,900										\$18,900
	GRAND TOTAL	\$41,600	\$417,500	\$448,820	\$90,700	\$388,450	\$377,500	\$21,250	\$84,500	\$117,800	\$0	\$2,952,200
								\$21,250	\$160,700	\$117,800	\$0	\$784,700
												\$2,830,120

1 NATURAL RESOURCES

2
3 **Key Findings**

- 4
- 5 •Over thirty percent of Cape Elizabeth is located in Resource Protection districts.
- 6
- 7 •Threats to wetlands in Cape Elizabeth have been reduced by local regulations.
- 8
- 9 •Invasive plants threaten local flora and fauna and invasive insects are altering
- 10 the Cape Elizabeth community forest and transmitting tick borne disease.
- 11
- 12 •97% of Cape Elizabeth residents support protecting environmental quality.
- 13
- 14 •96% of Cape Elizabeth residents support protecting and preserving wetlands,
- 15 ponds, and woods.

16

17

18 Protecting the natural environment is the highest priority for residents in the

19 2019 comprehensive plan.* Ninety-seven percent of residents strongly (80%) or

20 moderately (17%) support efforts to protect environmental quality. Ninety-six

21 percent of residents strongly (73%) or moderately (23%) support efforts to protect

22 and preserve wetlands, ponds and wooded areas. Cape Elizabeth adopted

23 stringent local wetland regulations in 1990 that remain the state model for

24 communities that value environmental protection. These regulations both restrict

25 activities and mandate natural buffers adjacent to wetlands and water bodies and

26 complement the town's open space preservation efforts.

27

28 *2017 Comprehensive Plan Public Opinion Survey

29

30 Wetlands

31

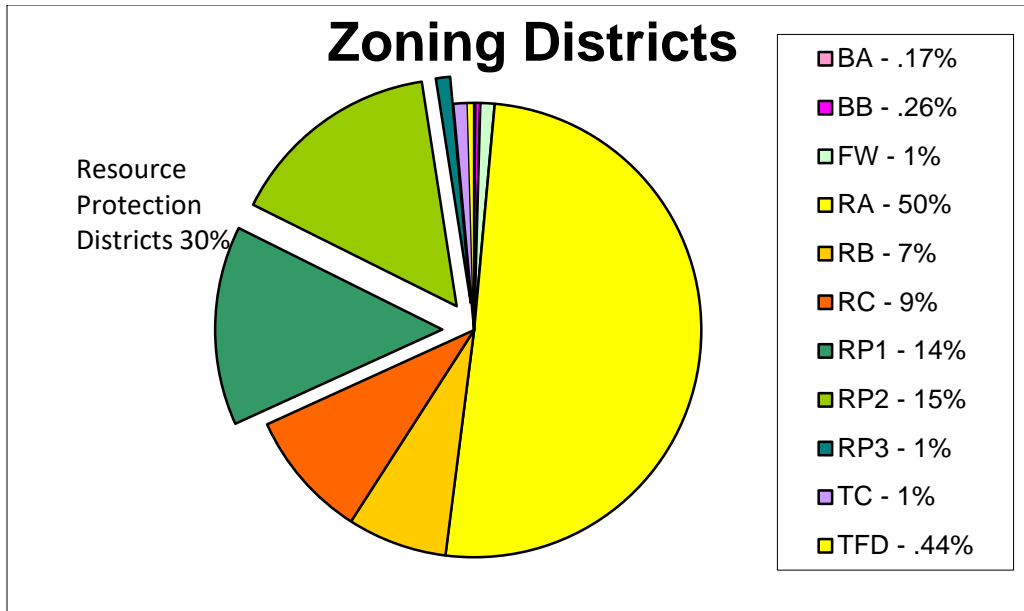
32 Thirty percent of the town is located in Resource Protection Districts. Most

33 activities in wetlands are prohibited or require a local resource protection permit.

34 The resource protection permit standards of review were adopted in 1990 and

35 might benefit from updating to more explicitly prioritize avoidance and

36 minimization of wetland alterations.



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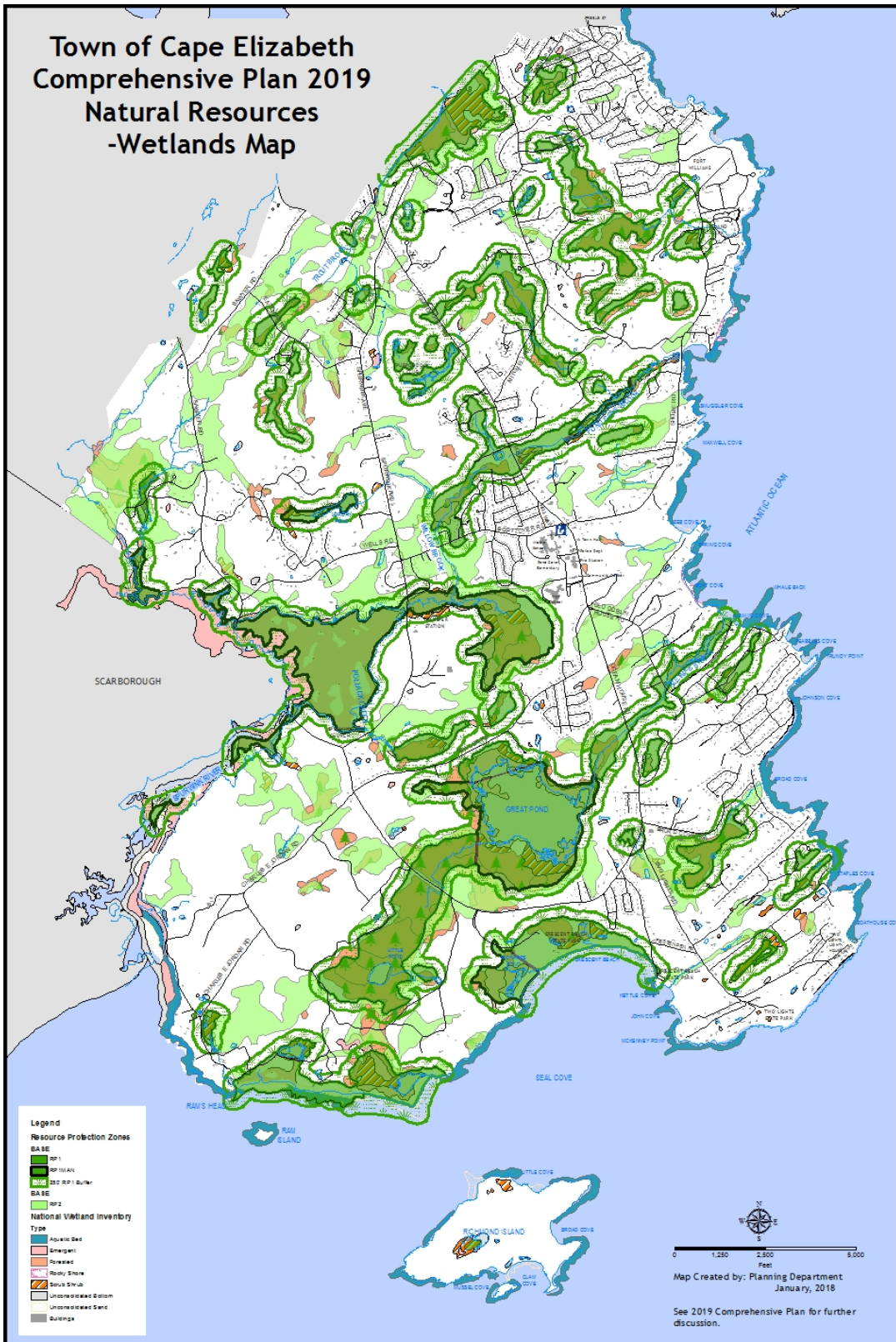
The Resource Protection 1 District (RP1) includes all wetlands with very poorly drained soils or obligate wetland vegetation of at least 1 acre in size. The RP1 District is complemented by the Resource Protection 1 Buffer District (RP1 Buffer), which imposes a buffer of 250' around wetlands of 2 or more acres in size, and a 100' buffer around wetlands from 1 acre up to 2 acres. Activities in the RP1 District and Buffer are severely limited. For example, no *new* road or driveway construction is allowed. Approximately 14% of the town is located in the RP1 (not including the RP1 Buffer).

The Resource Protection 2 District (RP2) includes wetlands of less than 1 acre in size with very poorly drained soils or obligate wetland vegetation, plus wetlands of any size with poorly drained soils and facultative wetland vegetation. Some activities are allowed in this district with a permit from the planning board. Permit applicants must demonstrate that there is no reasonable alternative to the wetland alteration, that the minimal amount of wetland alteration is proposed, and that performance standards prohibiting flooding and erosion are met. There is no mandatory buffer from RP2 wetlands, but the planning board is authorized by ordinance and requires buffers as part of permit issuance. Approximately 15% of the town is in the RP2 District.

The Resource Protection 3 (RP3) District is land located in the 100 year floodplain. Development is generally prohibited in these areas, although infrastructure is allowed with a permit from the planning board. Mapping of this district tends to overstate the area in locations where rocky coastline is present. Approximately 1% of the town is in the RP3 District.

- 1 Wetlands are located throughout town and range from classic salt water marshes
- 2 to forested wetlands and wet meadows. The map below combines the types of
- 3 wetlands mapped by the Department of Inland Fisheries and Wildlife (IFW),
- 4 depicted in non-green colors, and the wetlands protected by local regulations,

Town of Cape Elizabeth Comprehensive Plan 2019 Natural Resources -Wetlands Map



1 depicted in green. The map indicates that practically all IFW wetlands are
2 mapped as protected. Areas not identified by IFW are also protected by local
3 regulation. In addition, the town regulates wetlands based on plant, soil and
4 hydrology criteria and requires field confirmation of mapping, so wetlands that
5 have not been mapped are still protected.

6
7 The most significant wetland complex is located in the center of town and
8 extends west to join the Spurwink Marsh, and then into Scarborough. Further
9 south, Great Pond, the largest fresh water body in town, is surrounded by
10 wetlands that extend southwest to Little Pond and its surrounding wetlands.
11 Significant wetlands exceeding ten acres in size are also located on the southern
12 end of town adjacent to Crescent Beach and on the Sprague property, and on the
13 northern end of Spurwink Ave extending into South Portland.

14
15 Both the Spurwink Marsh and Great Pond wetlands have been rated high value
16 for wildlife habitat by the Maine Department of Inland Fisheries and Wildlife.

17
18 Threats to wetlands in Cape Elizabeth have been greatly reduced by local
19 wetland regulations that are more restrictive than state wetland protection.
20 Unlike state regulation, when up to 4,300 sq. ft of wetland may be altered with
21 minimal permitting, no alteration of these areas is exempt from local review.
22 Consequently, what limited growth occurs in Cape Elizabeth is directed away
23 from wetland areas.

24
25 The effectiveness of this approach may be demonstrated by the annual Wetland
26 Loss Tracking Reports compiled by the DEP. The table below demonstrates that
27 Cape Elizabeth is altering far less wetland areas than its suburban counterparts
28 in the Greater Portland Region. Note also that wetland alterations of less than
29 4,300 sq. ft. would not be included in the table below, but still requires review in
30 Cape Elizabeth under local regulations.

31
32 **Wetland Loss Report**
33 (2002, 2005 and 2017)

34
35 Acres of wetland filled

36 <u>Town</u>	<u>2002</u>	<u>2005</u>	<u>2017</u>
37			
38 Cape Elizabeth	.84	0.0	0.0
39 Cumberland	2.85	n/a	0.0
40 Falmouth	8.55	1.74	0.18
41 Freeport	5.21	.45	0.25
42 Gorham	5.26	12.7	1.05
43 South Portland	6.18	0.3	0.12

1	Scarborough	9.75	4.06	1.78
2	Yarmouth	1.32	0.13	0.23

3

4 *Source: Maine Department of Environmental Protection*

5

6 Vernal pools are natural, temporary bodies of water that occur in shallow
7 depressions and have no inlet and no viable populations of predatory fish. They
8 typically fill with water during the spring or fall, and may dry out during the
9 summer. Significant vernal pools provide breeding habitat for wood frogs,
10 spotted salamanders, blue-spotted salamanders, and fairy shrimp, as well as
11 habitat for other plant and animal species. Because the vernal pool depression
12 typically includes hydric soils, any alteration to vernal pools is regulated by the
13 Cape Elizabeth wetland regulations. Vernal pools have been identified during
14 development reviews, and buffers have been created to preserve the area around
15 a vernal pool utilizing the existing local wetland regulations.

16

17 Opportunities to convert existing uses adjacent to wetlands from septic systems
18 to public sewer may also be appropriate. In 2009, the town adopted amendments
19 to the Business A District that allowed the wetland buffer to be reduced from
20 250' to 100' if the septic system was replaced with a public sewer connection. In
21 the Business A District located on Ocean House Rd, a nonconforming
22 commercial area had already removed buffer up to 100' away from the nearby
23 RP1 wetland and those businesses were served by septic systems located within
24 250' of the wetland. The adopted changes created an incentive for businesses to
25 connect to public sewer. (See the Public Facilities and Services Chapter for more
26 discussion on sewers.)

27

28 Plant Habitats

29

30 State mapping indicates that Cape Elizabeth includes wildlife habitat for inland
31 birds, rare animals, shorebird feeding areas, and deer wintering areas. Not
32 surprisingly, as shown on the map below, much of the animal habitat areas
33 coincide with wetland areas protected by local regulations.

34

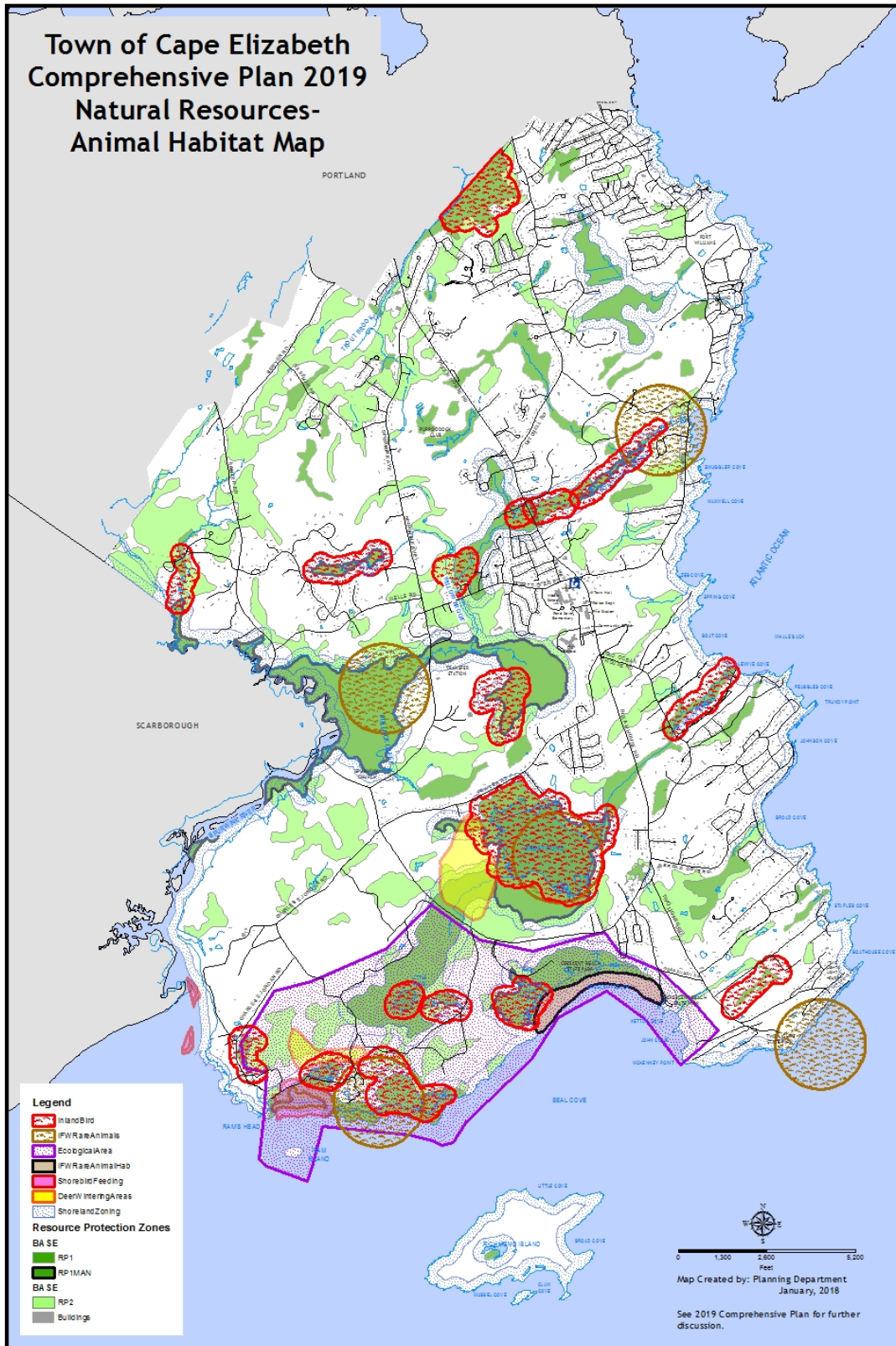
35 The Great Pond area supports both inland bird habitat, rare animal habitat and a
36 mapped deer wintering area. The Spurwink Marsh is also mapped for inland
37 bird and rare animal habitat. Both these areas also include substantial
38 permanently protection open space owned by the Town of Cape Elizabeth and
39 the Cape Elizabeth Land Trust (CELT).

40

41 In contrast, the southwestern corner of town is a significant ecological area and
42 privately owned by the Sprague Corporation. The Pond Cove Brook corridor,
43 located west of Shore Rd, also is a significant wildlife habitat area. Much of the

1 land south of the brook has been conserved through efforts of CELT and the
2 Town of Cape Elizabeth. (For a map of open space areas, see the Open Space and
3 Recreation Chapter.)
4
5 The New England Cottontail has been identified as a rare animal with habitat in
6 Cape Elizabeth. The town is managing 15 acres of town owned land located in
7 the area of Sawyer Road jointly with 12 acres owned by the U. S. Fish and
8 Wildlife Service as a New England Cottontail habitat. (See Winnick Woods
9 Master Plan)
10

Town of Cape Elizabeth Comprehensive Plan 2019 Natural Resources- Animal Habitat Map



Legend

- Island Bird
- IPR Rare Animals
- Ecological Area
- IPR Rare Animal Hab
- Shorebird Feeding
- Deer Wintering Areas
- Shoreland Zoning

Resource Protection Zones

- RP1
- RP-1/MIAN
- BA SE
- RP2
- Buildings



See 2019 Comprehensive Plan for further discussion.

1 One of the challenges to animal habitat is the breaking up of large tracts into
2 smaller or isolated parcels with dramatically less value as habitat. The experience
3 with new development in Cape Elizabeth, however, is that wildlife corridors
4 have been continued and preservation areas expanded as adjacent land is
5 developed.

6
7 Most new development in Cape Elizabeth utilizes cluster development
8 provisions that prioritize preservation of large parcels and corridors over buffer
9 strips. The Land Use Amendments package, adopted in 2015, implemented
10 recommendations from the 2007 Comprehensive Plan. Notable is the increase in
11 the minimum open space area preserved from 40% to 45% and more stringent
12 standards require preservation of blocks of open space over narrow strips. New
13 neighborhoods with large intact open spaces include Cross Hill, Blueberry Ridge,
14 Eastman Meadows and Cottage Brook. These developments not only
15 permanently protected open space, but also connected to previously preserved
16 land.

17 18 Plant Habitats

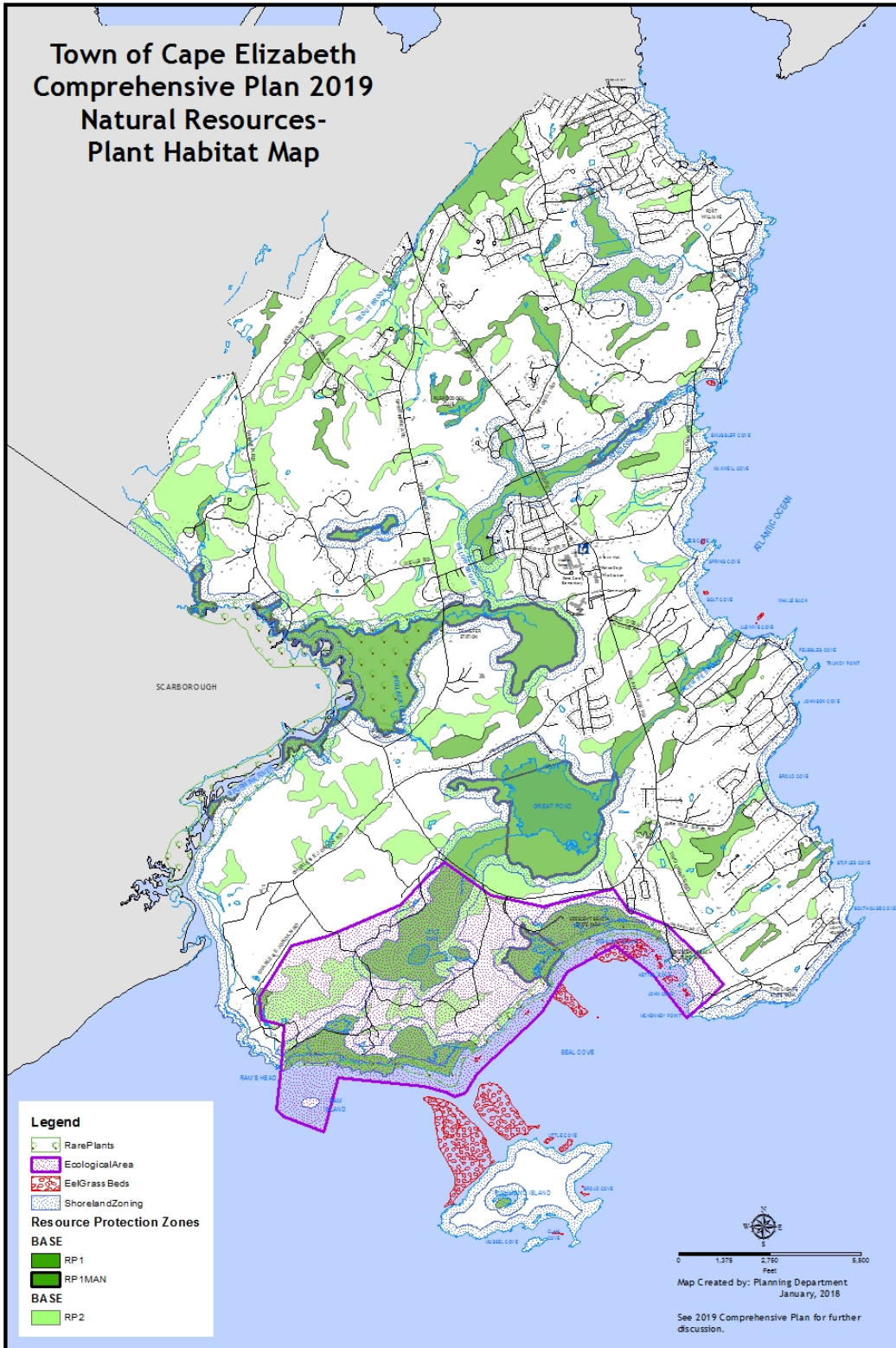
19
20 The map below depicts significant overlap between locally protected wetlands
21 and areas identified as significant plant habitats.

22
23 Rare plants in Cape Elizabeth include Sea-beach sedge, Beach plum, Dune
24 grassland, Pitch pine dune woodland and Eel grass beds. The ecological area
25 located at southwestern corner of the town, located on privately held Sprague
26 Corporation land, is an important plant habitat.

27
28 The ecological focus area is "intended to draw attention to these truly special
29 places in hopes of building awareness and garnering support for land
30 conservation by landowners, municipalities, and local land trusts." Beginning
31 with Habitat Natural Resource Cooccurrence map (The map is non-regulatory
32 and intended for planning purposes only).

33
34 In 1999, the Sprague Corporation obtained town approval for a subdivision plan
35 of 1800 acres. This master plan created lots to accommodate the next 2
36 generations of family members. Lots were clustered, resulting in vast tracks of
37 land remaining undeveloped for decades. In 2018, most of these lots remain
38 undeveloped, and no changes to the master plan have been proposed. Changes
39 require unanimous consent of the corporation board and are therefore unlikely.
40 The eastern edge of the ecological area includes Crescent Beach State Park. While
41 there is little public preserved land in the ecological area, the Sprague
42 Corporation has been effective as a private landowner in land preservation.
43

Town of Cape Elizabeth
 Comprehensive Plan 2019
 Natural Resources-
 Plant Habitat Map



1 Invasive species

2
3 In the past decade, Cape Elizabeth has experienced both invasive plant and
4 animal species impacts. Invasive plants, such as the black swallowwort, oriental
5 bittersweet, Japanese knotweed and Japanese barberry outcompete native
6 species found in the town's forests and fields. Invasive plants impact not only the
7 native flora, but also the native fauna that depend on native plants. Similarly,
8 invasive insects, such as the winter moth and hemlock wooly adelgid, are
9 altering Cape's community forest (See Public Facilities and Services Chapter for a
10 summary of the Tree Warden's efforts to combat winter moth). Invasives are also
11 posing a significant risk to humans by transmitting tick-borne diseases such as
12 Lyme and anaplasmosis.

13
14 The town has had some success when focusing a response to invasives. The
15 invasive purple loosestrife plant was taking over open fields when the Rachel
16 Carson Wildlife Refuge pioneered a program to offer beetles that feed on the
17 loosestrife. The Cape Elizabeth Conservation Commission partnered with the
18 Wildlife refuge to distribute beetles in several locations, such as the corner of
19 Scott Dyer Rd and Spurwink Ave. This multi-year effort significantly reversed
20 the spread of purple loosestrife. The development of the Fort Williams
21 Arboretum was inspired by drastic changes in vegetation in the park as natives
22 were crowded out by invasive plants. (See Recreation and Open Space Chapter
23 for more information on Fort Williams Park) Today, the town is engaging
24 community members in banding trees to save them from winter moth
25 deforestation. Given the forecast for climate change, invasive species will
26 continue to be a challenge for the town.

27
28 Pesticides

29
30 The town has evaluated its use of pesticides on athletic fields and significantly
31 reduced pesticide use to a minimal level that also allows for maintenance to a
32 standard the community expects. Pesticides and fertilizers are widely used by
33 private property owners in the community. The town council has discussed
34 pesticide use generally and agreed that the town should support public
35 education about the appropriate use of pesticides. The Cumberland County Soil
36 and Water Conservation District promotes a Healthy Yardscaping program
37 | which includes tips on how to avoid pesticide use.

38
39 Coastal Islands

40
41 Richmond Island (226 acres) and Ram Island (3 acres) are located off the
42 southern coast of Cape Elizabeth. Both are owned by the Sprague Corporation
43 and both are subject to Shoreland Zoning. Neither island has year round

1 occupancy. Richmond Island has a lodge, keeper's quarters and boat dock.
2 Camping is allowed with the permission of the Sprague Corporation.

3
4 The Sprague Master Plan, which lays out the extent of development of
5 corporation land expected for the next 40 years, was granted subdivision
6 approval by the Town and does not include development of either island.

7 Coastal Resources

8
9 With its peninsular characteristics, Cape Elizabeth has 22 miles of coastline. Most
10 of the eastern coastline is rocky and rising 30' and more above the waters of the
11 Atlantic Ocean. Exceptions to this are the small Cliff House Beach (located on the
12 northeastern border with South Portland at Seaview Ave), Fort Williams Park
13 beach and private beaches located in between. Alewife Brook is another location
14 where the land adjacent to the sea is low lying and sandy.

15
16 The southern coastline, west of Two Lights State Park, is predominantly sand.

17 18 Sand Dunes

19
20 Sand dunes (estimated 28 acres) are located on the southern coast of Cape
21 Elizabeth at Crescent Beach and coastline to the west. Both are protected under
22 local Resource Protection regulations that do not allow development of the
23 dunes and establish a 100' buffer from new development.

24 25 Coastal Hazard Areas

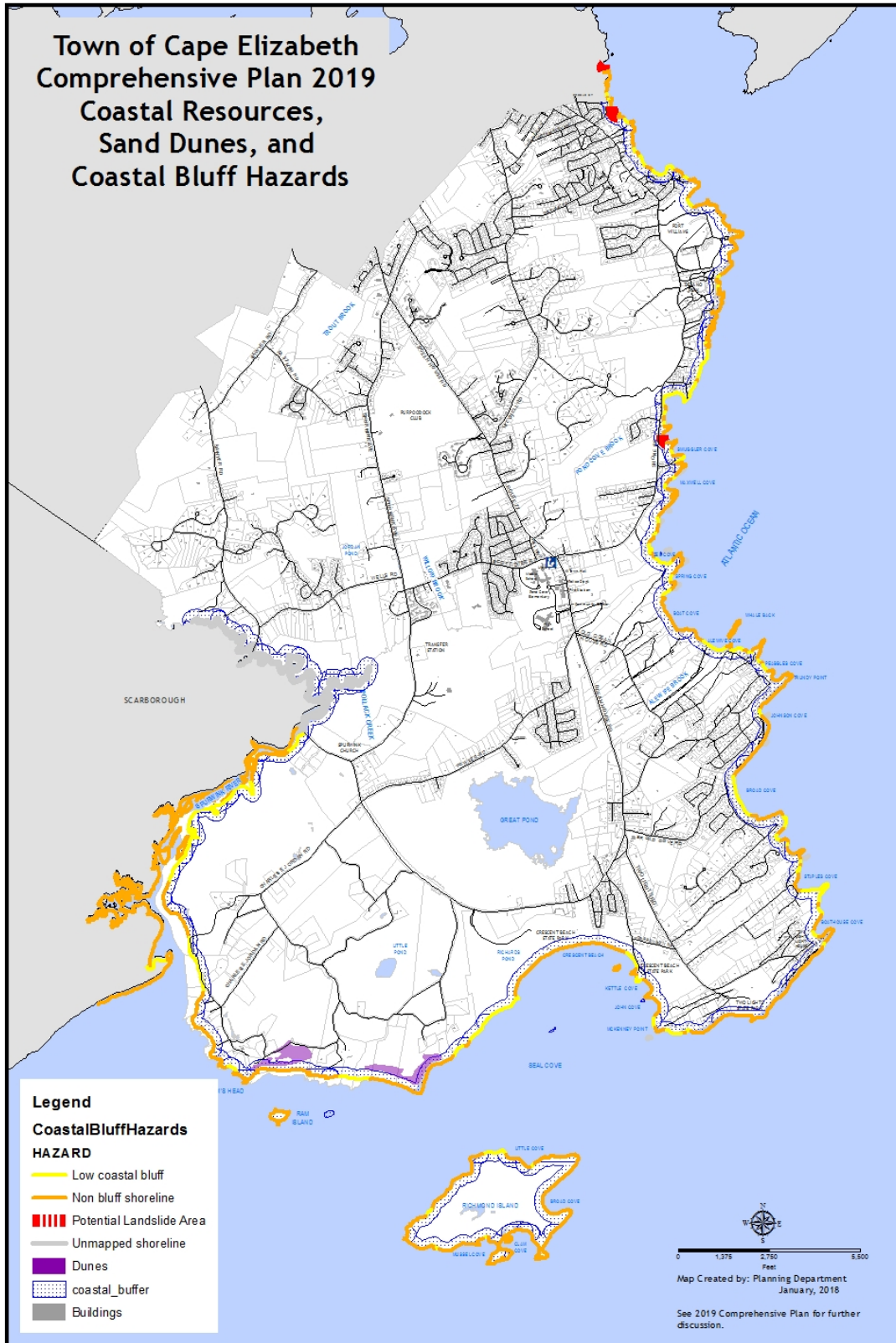
26
27 The Maine Geological Survey has mapped coastal hazard areas where landslides
28 have occurred or may potentially occur. Most of Cape Elizabeth's coastline is
29 rocky. Two of the sandy coastline areas have been identified as a potential
30 landslide area. These areas are located at Pond Cove, adjacent to Shore Rd, and
31 Cliff House Beach, at Seaview Ave. Both areas are owned in whole or in part by
32 either the Town of Cape Elizabeth or the Cape Elizabeth Land Trust. Public
33 access to these areas is allowed, but new construction is restricted by existing
34 regulations.

35 36 Floodplains

37
38 Inland, the one hundred year floodplain in Cape Elizabeth closely follows the
39 large wetlands already prohibited from development by local wetland
40 regulations. These areas include the Spurwink Marsh, Great Pond, Crescent
41 Beach and the wetland on the Cape/South Portland boundary off Spurwink Ave.
42 The town also regulates these areas with a Floodplain Management Ordinance
43 consistent with Federal regulations.

1
2

Town of Cape Elizabeth Comprehensive Plan 2019 Coastal Resources, Sand Dunes, and Coastal Bluff Hazards



1 The map below depicts what is commonly called the 100-year floodplain (also
2 called the Special Flood Hazard Area) as the A, AE, AO and VE zones. The VE
3 zone features potential flooding due to velocity wave action. Even accounting for
4 expectations of sea level rise and climate change, which will produce more
5 severe and more frequent storms, most of the town will not be vulnerable due to
6 its rocky coastline. The exception is the Alewife Brook area, which includes a
7 neighborhood enclave on small lots which has flooded in the past and will be
8 more vulnerable in the future. Along the southern sandy coastline, Crescent
9 Beach State Park and the Sprague Corporation may also experience climate
10 change impacts. Fortunately, most of this coastline is undeveloped and new
11 construction must comply with the new normal high water line requirements,
12 which added 3' vertical feet from the point where minimum setbacks must be
13 measured.

14

15 The Federal Emergency Management Agency (FEMA) is nearing the end of a
16 multi-year effort to update the floodplain maps in this area. Town staff and
17 residents have attending meetings and reviewed draft maps. FEMA now
18 estimates that the maps will be finalized in early 2019, at which time the town
19 will need to undertake a process to adopt the maps.

20

21 Scenic Areas

22

23 The Town of Cape Elizabeth conducted an inventory, mapping and assessment
24 of scenic areas in 1989 (See 1989 Visual Resources Assessment). Several scenic
25 views and vistas were identified and prioritized. In 1997, scenic overlay districts
26 were drafted to restrict infringement on these areas from new development. The
27 districts were reduced in size twice, and ultimately not adopted due to concerns
28 regarding interference with private property rights. Without the restrictions,
29 many, if not most, of the views remain protected through the residual effects of
30 the local Resource Protection regulations, Shoreland Zoning and conservation
31 restrictions on key parcels.

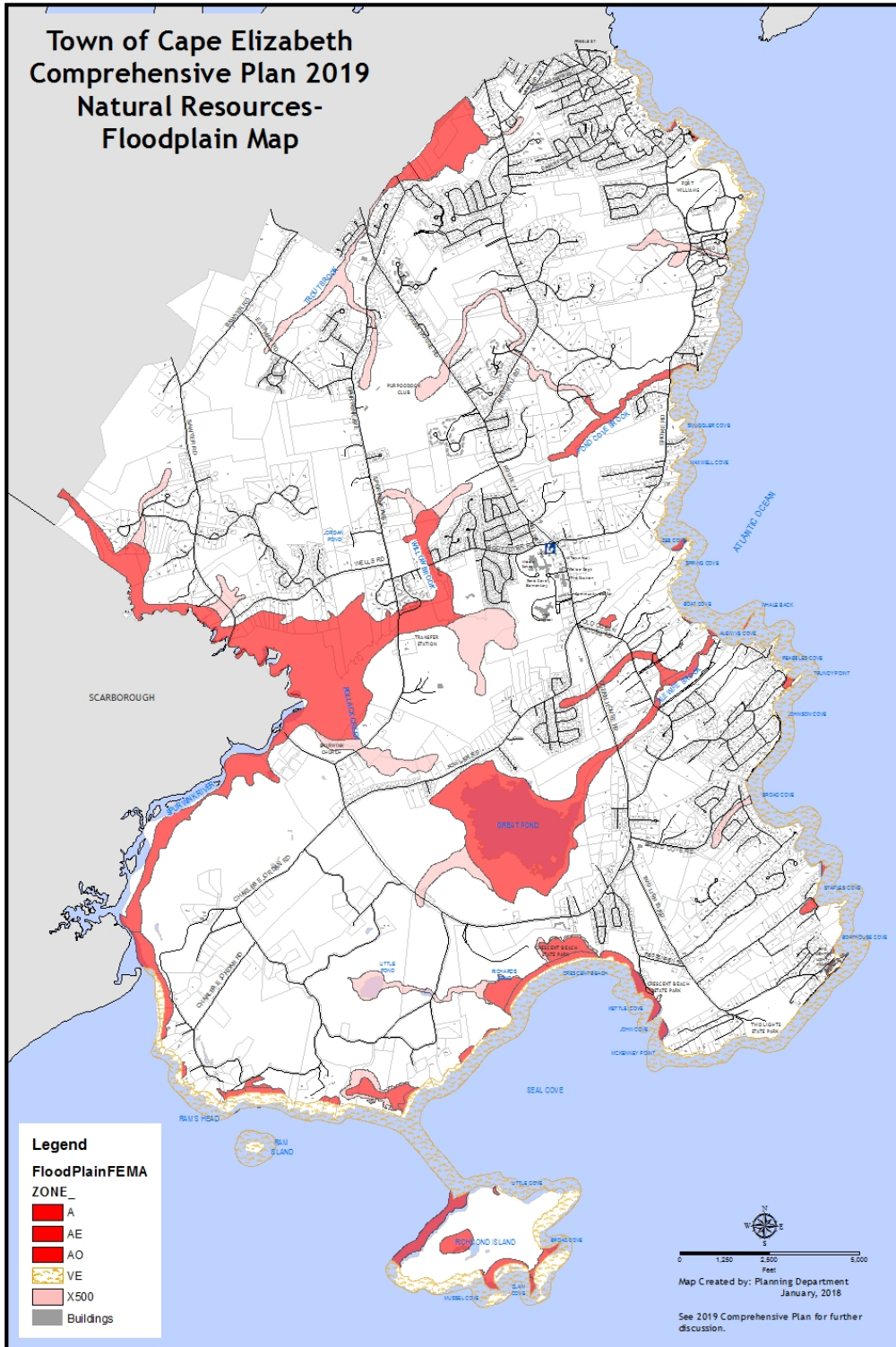
32

33 The number one rated view is the Spurwink Marsh. Due the wide open nature of
34 the marsh, some threat to the view remains despite the large amount of the
35 marsh that is owned by the Town (150 acres). The marsh is somewhat like a bowl
36 and "edges" of the bowl are privately owned. As these parcels are developed as
37 home lots, the scenic vista of the marsh is affected.

38

39

**Town of Cape Elizabeth
Comprehensive Plan 2019
Natural Resources-
Floodplain Map**



1 **Natural Resources Goals**

2
3 **Goal 1: The town should retain its current regulatory structure that effectively**
4 **protects natural resources.**

5
6 Recommendations:

7
8 44. Retain the current, stringent Resource Protection Regulations, Shoreland
9 Zoning, Floodplain Management Ordinance, and cluster development
10 requirements.

11
12 45. Review and update the Resource Protection Permit standards to
13 emphasize avoidance and minimization of wetland alterations.

14
15 46. Adopt the updated FEMA floodplain maps.

16
17 **Goal 2: The town should be prepared to respond to evolving environmental**
18 **conditions that may stress natural resources.**

19
20 Recommendations:

21
22 47. Utilize resources and community volunteers to respond to changing
23 environmental conditions that stress natural resources, including but not
24 limited to invasive plants and animals.

25
26 48. Encourage residents to minimize pesticide use and take advantage of
27 programs such as the Cumberland County Soil and Water Conservation
28 District (CCSWCD) Healthy Yardscaping initiative.

29

AGRICULTURE AND FORESTRY

Key Findings

- Farms include an increasing diversity of sizes and products.
 - There are existing programs in place to assist with the tax burden on agricultural land.
 - Programs, organizations, policies and approaches exist in the town to preserve farmland.
 - From 2006-2018, the amount of land devoted to farming has decreased.
 - The number of residents who identify as employed in Natural Resources (including farming) grew from 22 to 66.
-

When Cape Elizabeth and what is now South Portland mutually agreed to split at the turn of the 20th century, a key factor in the decision was Cape Elizabeth's desire to eschew the modern trappings of commercial development, expensive utilities and infrastructure in favor of its traditional farming and fishing identity. Over one hundred years later, Cape Elizabeth has embraced modern living and taken its place as a desirable suburb of the City of Portland but is also maintaining its commitment to local farming.

History of farming

Highlights of Cape Elizabeth's farming history, provided by the Cape Farm Alliance, include:

- In 1875, the Scarborough/Cape Elizabeth Farmers Association was formed. The association held a fair every fall for about 30 years at Nutter's Field, Pleasant Hill, Scarborough.
- In 1880, cabbage from Cape Elizabeth sold for \$10/ton and was considered the best in the state. Cabbage was grown on the mainland and on Richmond's Island.
- In the early 1900's, peas became a major crop to supplement cabbage. More produce was sent by ship, and later by train, to Boston.

1
2 •In 1934, the first tractor was purchased by Stewart Jordan. Horses were still the
3 standard hauler of plows into the 1940's.

4
5 •Around 1940, there were between forty and fifty farms in operation in Cape
6 Elizabeth.

7
8 •In the 1950's, iceberg lettuce became a major product. 300 to 400 acres were
9 planted in lettuce, on the town's approximately 20 farms. It was not unusual to
10 ship 2,000 crates of lettuce per day to the Boston market.

11
12 •By the 1960's, about ten farms remained in operation.

13
14 •Since 2008, there has been an increase and diversity of farms established.

15 16 Farms

17
18 According to the 2015 American Community Survey, 66 residents, comprising
19 1.4% of the labor force, identify their primary occupation as Natural Resources
20 (fishing, farming or forestry). The 2000 U.S Census reported 22 residents with
21 Natural Resources as the primary occupation. Not included are an estimated 20
22 seasonal farm workers. The growth in farming jobs is likely due to the
23 establishment of new farms from 2006-2018.

24
25 A town inventory of farms, which range from growing traditional vegetable and
26 flower crops to raising animals for sale and horse farms, indicate that
27 approximately 1,000 acres of land are devoted to farming. Total number of acres
28 are approximate and often includes land for homesteads. Particularly on the
29 Sprague Corporation property, acreage devoted to farming, horse stabling, and
30 haying is approximate. From 2006 to 2018, the amount of land devoted to
31 farming may have decreased by 130 acres. During this time period, the Sullivan
32 farm was developed into Eastman Meadows and a portion of the Maxwell Farm
33 has been approved as 46 unit condominium/apartment development called
34 Maxwell Woods. Several new small or specialty farms have been established.

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Cape Elizabeth Farms 2006-2018¹

Cape Elizabeth Farms 2018					
Farm	Location	Crop	Farm Stand*	Acreage 2006**	Acreage 2018**
Alewife's Brook Farm	83 Old Ocean House	MarketGarden/lobster	Y	50	50
Alexander	403 Mitchell Rd	Horses		15	15
Bothel-Berg Farm	125 Scott Dyer Rd	Horses		9.6	9.6
Bowery Beach Farm	Bowery Beach Rd	herbs/flowers		-	1
Breezy Hill Farm	102 Two Lights Rd	flowers		-	0.5
Cape Ledge Stables	39 Ocean House Rd	Horses		8.4	6.4
Cranky Rooster Farm and Madeline's Holsteins	3 Young Ln	chickens/duck/horse/sheep,cows		-	3
Down Home Farm	2 Harvest Ln	cows/pigs/chickens		-	2.5
Dun-Roamin' Farm	1068 Sawyer Rd	Flowers/woodlot	Y	63	63
E. Jordan	93 Wells Rd	ducks/geese		4	0
Fox Run Farm	94 Ocean House Rd	Blueberries	PYO	13.5	13.5
Green Spark Farm	316 Fowler Rd	Market Garden	Y	-	15
Imelda's Garden	165 Spurwink Ave	Vegetables/herbs/eggs		-	0.3
L&A Farm	1 Davis Point Ln	Market Garden		20	20
Maxwell Point Vineyards	31 Hannaford Cove Rd	grapes		-	15
Maxwell's Farm	Two Lights Rd/Bowery Beach Rd	Strawberries/market garden	PYO	155	34
Maxwell's Farm	Spurwink Ave	Woodlot/mixed		100	85
Old Farm Christmas Tree Place	1148 Sawyer Rd	Tree farm	Y	47.5	47.5
Old Ocean House Farm & Origins Fruit	114 Old Ocean House Rd	Fruit trees, flowers and berries		-	9.3
Shady Oak Farm	30 Fowler Rd	Horses		22	22
Sprague Corporation	1 Ram Island Farm Rd	Hay/cropland		266	100
Sprague Corporation (leased)	1 Ram Island Farm Rd	misc		56	
Spurwink Farm	50 Charles E. Jordan Rd	horses/cattle		102	280
Sullivan (leased)	Eastman Rd	market garden		28	0
The Farm(Norman Jordan)	359 Ocean House Rd	Market Garden	Y	1.5	1.5
Turkey Hill Farm	122 Old Ocean House Rd	Market Garden		30	30
William H. Jordan Farm	21 Wells Rd	Market Garden/soil products/restaurant	Y	194	194
TOTAL				1148.5	1018.1

*Y=farm stand on property, PYO=Pick your own seasonally offered

**All acreage amounts are approximate and may include home lot and land not in production

Source: Cape Farm Alliance website, Town Records

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¹Farm inventory based on the Zoning Ordinance definition of Agriculture: The employment of land for the primary purpose of raising, harvesting, and selling crops, or feeding (including grazing), breeding, managing, selling or producing livestock, poultry, fur-bearing animals or honeybees, or by dairying and the sale of dairy products, by any other horticultural, floricultural, or viticultural use, by animal husbandry, or by any combination thereof. It also includes the employment of the land for the primary purpose of stabling or training equines including, but not limited to, providing riding lessons, training clinics and schooling shows. Agriculture does not include forest management or timber harvesting activities and may be conducted by non-profit entities.

1 Community Gardens

2
3 The first community garden was established at Gull Crest in the spring of 2002.
4 Sited next to the playing fields and the open land with walking trails, the organic
5 garden offers a fenced in area with hoses available for each plot. Individual plots
6 measure 12' X 12'. Gardeners pay a small fee that covers expenses for purchasing
7 compost and other necessary plant supplements along with the use of shared
8 tools and equipment. The gardeners maintain their own plots and share in other
9 necessary tasks to maintain the garden area.

10
11 From the beginning, several plots were set aside to raise food for donation to
12 food pantries as part of the Maine Harvest for Hunger managed by the
13 Cumberland County Cooperative Extension program. The gardeners volunteer
14 to maintain these plots and harvest the produce. Some gardeners donate extra
15 produce from their own plots. In 2017, almost 500 pounds of produce was
16 donated to Judy's Pantry in Cape Elizabeth.

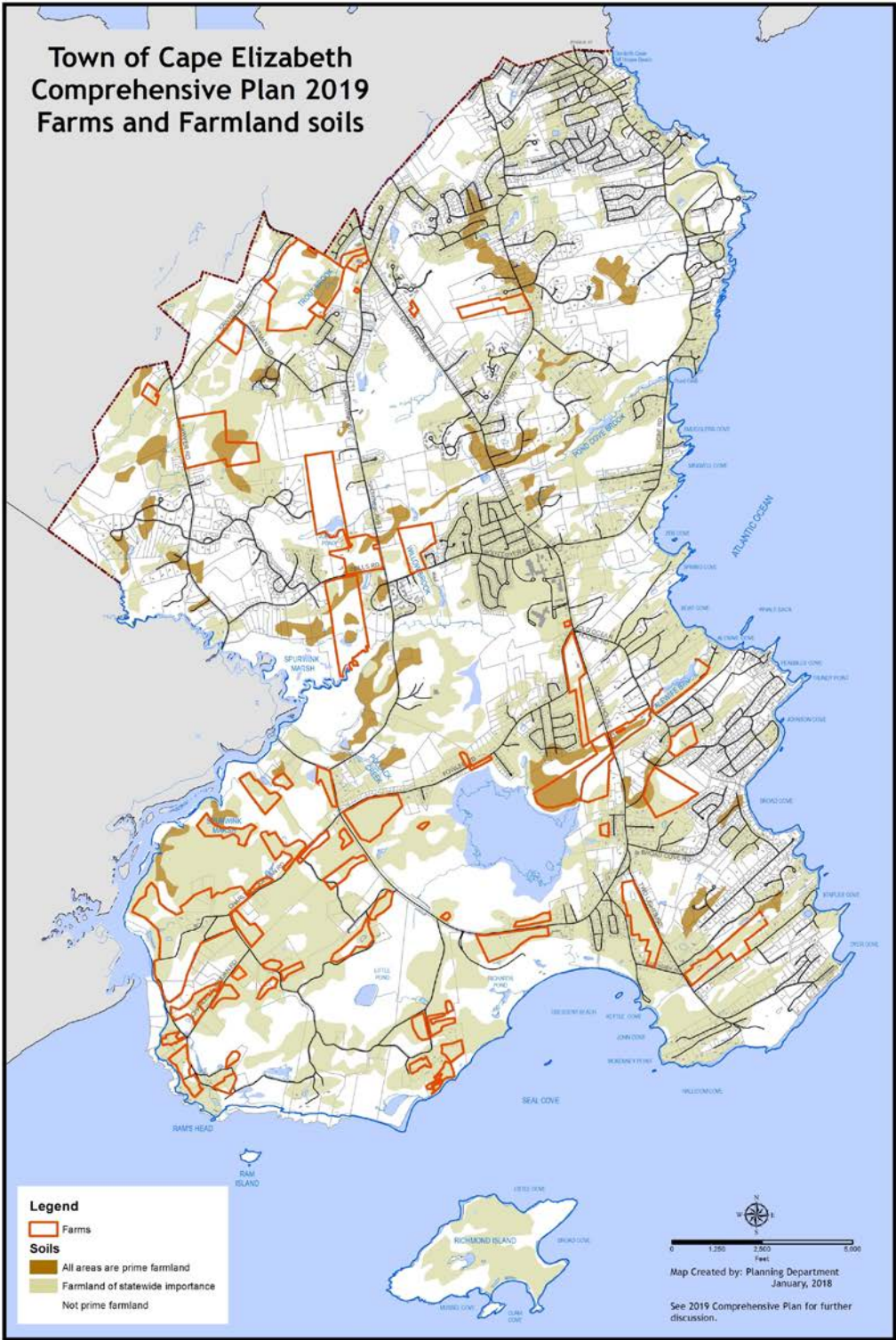
17
18 Currently, there are 40 plots with three plots set aside for the Maine Harvest for
19 Hunger program. Some gardeners have two plots so there's a total of 26 people
20 at the Gull Crest garden.

21
22 Since there was a long waiting list to get a plot, a second community garden was
23 established in 2009 on farm land belonging to the Maxwell family on Spurwink
24 Ave (located north of 175 Spurwink Ave). The organic operation is very similar
25 to the original Gull Crest garden except the plots are larger, 15' X 15'. There are
26 54 plots with two set aside for the Maine Harvest for Hunger program and one
27 plot for the adjoining day care program to use with the children. Several people
28 share a plot, so there is a total of 55 gardeners. The Maxwell community garden
29 also contributed just under 500 pounds in 2017 to Judy's Pantry.

30
31 Agricultural Soils

32
33 The Farms and Farmland soils map shows the location of existing farms and
34 their relationship to prime farmland soils and farmland soils of statewide
35 importance. Prime farmland soils are located on the following farms: William H.
36 Jordan Farm, Maxwell Farm, Old Farm Christmas Tree Place, Alewife's Brook
37 Farm, and Turkey Hill Farm. Much of the town's prime farmland soils are
38 located immediately upland of wetland protection areas and protected by local
39 resource protection zoning. Some of the prime farmland soils have been
40 developed as single family residential subdivisions, including Elizabeth Farms,
41 the Highlands at Broad Cove, Wainwright Circle, Autumn Tides and the Dyer
42 Pond Subdivision.

Town of Cape Elizabeth Comprehensive Plan 2019 Farms and Farmland soils



1 Conservation land, Farm open space and Tree growth programs

2
3 The State of Maine has established several programs, intended to advance public
4 policy objectives, that provide for a reduction in the value of land for the purpose
5 of taxation. Farmland and Open Space are state programs that provides for a
6 reduction in the value of land for purposes of taxation. The reduction creates a
7 financial incentive for land owners to maintain their land as farmland or open
8 space. The amount of the financial incentive ranges from a 20% reduction to a
9 90% reduction, based on the degree of restrictions that the land owner agrees to
10 impose on the land.

11
12 Tree Growth is a state program where property owners are provided a financial
13 incentive to maintain land as woodland (minimum 10 acres to be eligible).
14 Hardwood, softwood and mixed wooded lots are mapped out by a registered
15 forester. These differing types of trees are assigned a per acre value by the Maine
16 Forestry Service annually. Tree Growth plans must be recertified every 10 years
17 by a licensed forester to remain in the program. Reductions in the total valuation
18 of the woodland are available based on the degree of restrictions the land owner
19 agrees to impose on the land.

20
21 The chart below summarizes the enrollment in the property valuation reduction
22 programs. A total of 2,650 acres of land, or 28% of the land area of the town, is
23 enrolled the programs. This is an increase from the 20% enrolled in 2006.
24

2018 Property Value Reduction Programs		
Program	Acres enrolled	Number of parcels
Conservation Land	1139.58	51
Farm Open Space	307.8	22
Tree Growth - Hard wood	251.24	28
Tree Growth - Mixed wood	494.02	26
Tree Growth - Soft wood	458.1	27

25 *Source: Town of Cape Elizabeth Assessing Office*

26
27
28
29 In 2006, all the land enrolled in the farm and open space program (23 acres) was
30 held by the Sprague Corporation. More property owners are now participating in
31 the program. As the largest land owner (20% of the town) in Cape Elizabeth, the
32 Sprague Corporation remains the major participant in the programs. There are
33 59 parcels enrolled in the tree growth program and all but 8 of them are owned
34 by the Sprague Corporation. Because of the articles of incorporation, master
35 planning and subdivision approval recorded for the bulk of the corporation

1 property, it is unlikely that the current Sprague Corporation management
2 strategies will change in the future.

3
4
5 The state programs are described in the following bulletins:

- 6
- 7 • Tree Growth – see ME Revenue Services Bulletin #19, reference 36
8 M.R.S.A. §§571 - 584-A.
- 9 • Farmland – see ME Revenue Services Bulletin #20, reference 36 M.R.S.A.
10 §§ 1101 - 1121.
- 11 • Open Space – see ME Revenue Services Bulletin #21, reference 36 M.R.S.A.
12 §§ 1101-1121.

13
14 Future Open Space Preservation Committee (FOSP)

15
16 In 2012, the town council appointed an 11-member committee and charged it
17 with a series of tasks to quantify open space needs and thoroughly examine ways
18 to meet those needs. The Future Open Space Preservation Committee (FOSP)
19 issued a report with 19 recommendations. As part of its work, the committee
20 reviewed the availability and use of property valuation relief programs.
21 Specifically, the committee discussed ways to provide property tax relief to
22 farmers. The committee learned that, after accounting for land associated with a
23 home, the remaining land on farms is taxed at a very low value. There is little
24 opportunity to meaningfully reduce the property tax burden on farmers any
25 further. The committee also learned that farmers tend to avoid the state property
26 valuation relief programs because the programs include restrictions on property
27 enrolled.

28
29 The FOSP committee considered and ultimately did not recommend the
30 following:

- 31
- 32 • Promoting Economic Viability of Agriculture Fund (PEVA). This is a
33 potential new program established in the local budget intended to
34 enhance the economics of farming in Cape. Existing farms may apply
35 annually for a grant equal to the property tax they pay on the excess land
36 used for farming. See attached sample spreadsheet.

37
38 Benefits: This program is targeted to existing farms and provides a grant
39 with no reporting requirements to farmers.

40
41 Limitations: The grant program relies on an approved list of existing
42 farms. FOSP used a farm list provided by the Cape Farm Alliance. Some
43 land that could potentially be considered a farm was not on the list, often

1 because the private property owner did not want to be on a list. When the
2 Comprehensive Plan Committee assembled a list of farms, issues about
3 what can be considered a farm arose. Should areas that have previously
4 been farmed but not currently cultivated (outside of a normal resting field
5 rotation) be included? If so, how long should a field not in active
6 cultivation be farmland? Should “prime farmland soils” or “soils of state
7 significance” be included? All of these questions would become
8 significant and have to be equitably addressed as a basis for refund of
9 taxes. It will also proportionally increase the overall town tax rate to pay
10 for the fund, which is what happens to fund any town service.

11 *Source: 2012 FOSP Report*

12
13 The FOSP committee was also asked to review growth areas, commonly included
14 in the RB Zoning District. The planning board conducted that review as part of
15 the Land Use amendments package. Overall, there is very little farm land
16 included in the RB zone, and the RB zone is actually considered beneficial for
17 farms because it provides opportunities to generate revenue from the most
18 minimal amount of land and maximizes open space preservation. (2012 FOSP
19 Report)

20 21 Threats and Opportunities

22
23 As noted above, farms also continue to supply the land that results in new
24 development. The Sullivan farm on Eastman Rd became Eastman Meadows, a 46
25 unit condominium development. A portion of the Maxwell Farm (19 acres) has
26 been approved as Maxwell Woods, a 46 unit condominium/apartment
27 development).

28
29 Mirroring the population demographics of the town, the town's largest land
30 owners are aging. The above developments, as well as the new Hill Way project
31 in the town center, were precipitated when property ownership changed
32 following the death or estate planning of the prior owners.

33
34 Farms are surviving where a new generation steps forward. Sometimes, the next
35 generation in the farming family takes over. In other examples, such as the Down
36 Home Farm and Green Spark Farm, new young farmers are partnering up with
37 established farms.

38
39 Farms are thriving when farmers are adapting past practices to take advantage of
40 new markets. Established farms are often tilling fewer acres but producing crops
41 with potentially greater value. Farm markets, both onsite at the farm and in the
42 region, are used to sell products. Some farms have established community
43 supported agriculture (CSA) programs. Production of farm compatible products,

1 such as earth materials, are offered to create additional revenue. In Cape
2 Elizabeth, the farming community has organized into the Cape Farm Alliance, a
3 volunteer organization of farmers and farm supporters.

4
5 The Cape Farm Alliance has identified land use regulations, including habitat
6 preservation requirements, as a concern for farmers. For example, habitat
7 concerns that constrain a farmer from withdrawing water from existing streams
8 for irrigation may be problematic.

9
10 Measures to Promote Farms and Woodlands

11
12 The current Zoning Ordinance includes provisions for clustering of development
13 and preservation of adjacent woodlands and working farmland. The town
14 approved its first agricultural easement on an existing farm field to satisfy an
15 open space requirement in 2017.

16
17 TDR, the transfer of development rights from a “sending” parcel of land to a
18 “receiving” parcel of land, is also authorized in the Zoning Ordinance. TDR
19 would allow, for example, a farmer to earn money by selling the right to develop
20 his/her land, while retaining ownership of the land for farming by permanently
21 prohibiting, by deed, the opportunity to develop the land. The Cape Elizabeth
22 TDR provisions identify active farmlands and woodlands as “sending” areas so
23 that land owners have the opportunity to raise funds without selling the land. In
24 2015, the town updated its open space requirements to include a 1/3 bonus of
25 density for TDR transfers from active farm fields. Fish and farm market stand
26 regulations allow temporary standards and permanent stands (with Site Plan
27 Review) in all zoning districts.

28
29 In 2010, the town adopted a package of agricultural amendments that increased
30 flexibility in the uses allowed on farms. The amendments were recommended in
31 the 2007 Comprehensive Plan, drafted by the Cape Farm Alliance, and
32 augmented by the town to create an "agriculture related use" category. Activities
33 related to farming can be allowed as long as the principal use remains farming.
34 Farmers have used this provision to augment their revenue. One example is "The
35 Well," a seasonal farm to table restaurant located on Wells Rd. The town's
36 adoption of a Special Event Overlay District (2015) also primarily benefits farms
37 who wish to host events.

38
39
40
41 **Agriculture and Forestry Goal**
42

1 **Goal 1: The town shall promote agriculture with farm-friendly policies to**
2 **continue the town's desire to maintain our rich tradition and heritage of farms,**
3 **open space, and private property rights.**

4
5 Recommendations

6
7 49. Continue the farm-friendly regulatory structure, including but not limited
8 to allowing agriculture related uses, the TDR agricultural bonus and
9 agricultural land preservation as part of open space zoning developments.

10
11 50. Expand partnership opportunities between farmers and local government,
12 such as the serving local food in the schools and managing solid waste
13 composting programs.

14
15 51. Educate farmers and woodland owners of the full benefits available under
16 the State tax relief programs.

17
18 52. Promote community gardens and agriculture related programming in the
19 public school system.
20

1 MARINE RESOURCES

2
3
4 **Key Findings**

- 5
- 6 •88% of survey respondents said proximity to the ocean is a major reason why
- 7 they choose to live in Cape Elizabeth.
- 8
- 9 •Commercial fishing continues to be a vital part of the Cape heritage and public
- 10 access to marine waters must be maintained.
- 11
- 12 •When recreational boat permits increase, potential conflicts for water access
- 13 with commercial fisherman also increase.
- 14
- 15 •The town's strict regulations should be maintained to protect marine wildlife
- 16 habitat. (See recommendation #44 in the Natural Resources chapter)

17
18
19 The Town of Cape Elizabeth is surrounded on two sides by the Atlantic Ocean,
20 beginning at the Town’s northeast municipal boundary with the City of South
21 Portland and extends along the Town’s easterly and southerly coastline
22 terminating at the Spurwink River. The Spurwink River then establishes the
23 Town’s westerly municipal boundary with the Town of Scarborough.

24
25 The residents of Cape Elizabeth value shoreline activities and consider
26 accessibility to the Town’s marine resources important. When asked why they
27 chose to live in Cape Elizabeth, 88% of survey* respondents said proximity to the
28 ocean is a major reason (second only to respondents who chose "quality of life").
29 A wide variety of users enjoy activities such as picnicking, sunbathing, and
30 sightseeing to more strenuous activities such as walking, swimming, kayaking,
31 paddle boarding/ sailboarding, surfing, and scuba diving. This resource is also
32 used for recreational boating and fishing. Marine resources are essential to the
33 livelihood of the Town’s commercial fishing and aquaculture industry.

34
35 Tourism is also an essential element of the Cape Elizabeth shoreline. The Town
36 owns and maintains Fort Williams Park which with its approximately 5,700 feet
37 of coastline access and an iconic lighthouse is a destination for residents and
38 visitors alike. (See Recreation and Open Space chapter for a discussion of Fort
39 Williams).

40
41 *2017 Comprehensive Plan Public Opinion Survey

42
43 Kettle Cove

1
2 The most significant public access point to marine waters for fishing is Kettle
3 Cove State Park, which hosts a commercial fishing boat ramp. Kettle Cove State
4 Park encompasses approximately 67 acres of coastal area with approximately
5 4,400 linear feet of shoreline. This park is accessed from Kettle Cove Road and
6 includes a 67+/- space paved parking lot for users of the park. The park features
7 public beach access and commercial boat launches, a sandy beach area, and
8 supports a variety of coastal activities and wildlife habitat. Despite its open
9 exposure and often rough seas, a large mooring field is positioned here. The
10 town's commercial fishing fleet and the town's water extraction team (WETeam)
11 also use Boat Cove within the state park limits for boat launching in marine
12 emergency response situations.

13

14 Harbor Management and Moorings

15

16 The following map depicts the many coves along the mostly rocky coast of Cape
17 Elizabeth. The Town of Cape Elizabeth does not contain any structural wharfs or
18 piers to host marinas or launch boats. Additionally, there are no formal channels
19 associated with the Cape Elizabeth coastline or harbors so there is no need for
20 dredging in the waters of Cape Elizabeth. Commercial fishermen have
21 historically held moorings at Kettle Cove, but some commercial fishermen also
22 hold moorings off Crescent Beach. Moorings along the coves on the eastern shore
23 are exclusively recreational and a majority are accessed from nearby private
24 properties.

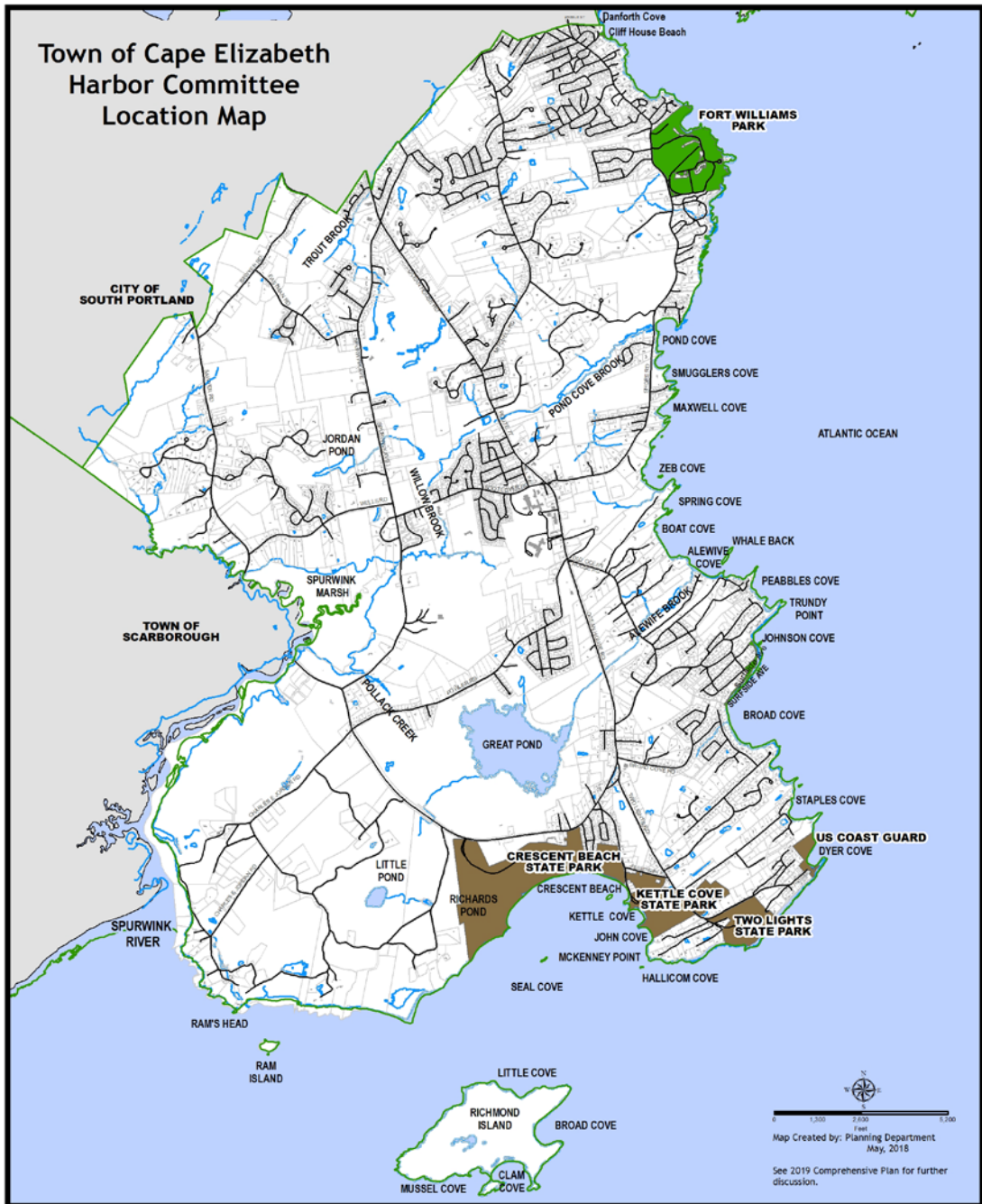
25

26 Currently, the town conducts the administrative duties of the harbormaster
27 position through its staff within the police department and provides a
28 harbormaster presence on the water by sharing its harbormaster with the
29 adjacent Town of Scarborough. While the Town of Scarborough employs the
30 bulk of the harbormaster's time, this arrangement allows for the Town of Cape
31 Elizabeth to have a certified enforcement officer with full arrest powers through
32 the Maine Criminal Justice Academy. The harbormaster has access to several
33 boats and being well-versed in marine law is able to respond appropriately to
34 possible criminal and emergency situations. The Town of Scarborough also
35 provides the harbormaster with an equipped response vehicle that can be used
36 on calls in Cape Elizabeth.

37

38 By staffing the current harbormaster position in this fashion, the town has greatly
39 improved both the functionality and the professionalism of the harbormaster
40 role. Past harbormasters were not formally trained in law enforcement and were
41 required to use their own boats to conduct their work. Further, past
42 harbormasters operated with little supervision and provided very little
43 documentation of their activities. By professionalizing the harbormaster position,

- 1 the town now has greater control of the ongoing harbor activities and is in a
- 2 much better position to respond to issues as they occur.
- 3



- 1
- 2 See the Recreation and Open Space Chapter for a complete inventory of public
- 3 access points.
- 4
- 5

1 The Town of Cape Elizabeth administers moorings with its police department
 2 and its part-time harbormaster. According to town records, there were 59
 3 registered moorings in 2017. By comparison, the 2007 Comprehensive Plan listed
 4 104 registered moorings in 2006. The registered moorings generated \$3,000 in
 5 revenue in 2017. Mooring revenue over the past five-year period has averaged
 6 \$3,260 annually a low of \$2,250 in 2015 and a high of \$5,100 in 2016. The variation
 7 in revenue is likely due to fluctuations in the actual year in which mooring fees
 8 were collected versus variations in the actual number of moorings. The number
 9 of moorings by location were as follows:
 10

Cape Elizabeth Moorings by Location

LOCATION	2017 MOORINGS	2006 MOORINGS	CHANGE
Alewife Cove	3	7	-4
Broad Cove	1	1	0
Cliff House Beach	3	3	0
Crescent Beach	14	32	-18
Kettle Cove	13	15	-2
Maiden Cove	10	19	-9
Ram Island	1	1	0
Staples Cove	5	9	-4
Pond Cove	1	1	0
Trundy Point	3	10	-7
Zeb Cove	5	6	-1
TOTAL	59	104	-45

Source: Cape Elizabeth Police Department

11
 12
 13 The number of moorings appears to have been significantly reduced over the
 14 past decade. There are a number of factors which may be involved with this
 15 situation. According to the town’s police department, Maiden Cove is the only
 16 cove in town with a mooring waiting list, currently at five. Rather than this
 17 location being less popular for moorings, it is likely that the cove was historically
 18 too crowded so fewer moorings are now allowed. Likewise, the Crescent Beach
 19 area was once considered to be over-crowded so a reduction of moorings
 20 allowed in this location is also entirely likely.

21
 22 Many recreational mooring locations are accessed entirely by nearby private
 23 residential properties. Therefore, the replacement use of these moorings is
 24 restricted from the overall general public due to accessibility limitations. When
 25 past moorings are released, they can only be reactivated by people with access to
 26 the cove which may not readily occur.
 27

1 Other possible theories for the reduction in moorings include that some
 2 moorings in the past may not have been actually in use, but had been continually
 3 carried on the mooring location list. Another possibility is that the past
 4 documentation was not accurately kept which has led to some discrepancies.
 5 Now that the harbormaster position has been elevated, and police department is
 6 now actively involved in the record keeping process, the mooring information
 7 will be much more reliable in the future.

8
 9 Beach Permits

10
 11 The town also administers beach permits through its police department and
 12 offers day, pleasure, and commercial passes to the Kettle Cove/Crescent Beach
 13 area where boats and other marine equipment can be launched. Day permits
 14 with a fee of \$5 are issued to non-residents and seasonal pleasure permits with a
 15 cost of \$25 are issued to residents. Pleasure permits and commercial permits are
 16 free to those that have moorings as this is the area where all of the town
 17 commercial fishing fleet is moored. For those without moorings, commercial
 18 permits are issued with a fee of \$25 for a resident and \$60 for a non-resident.

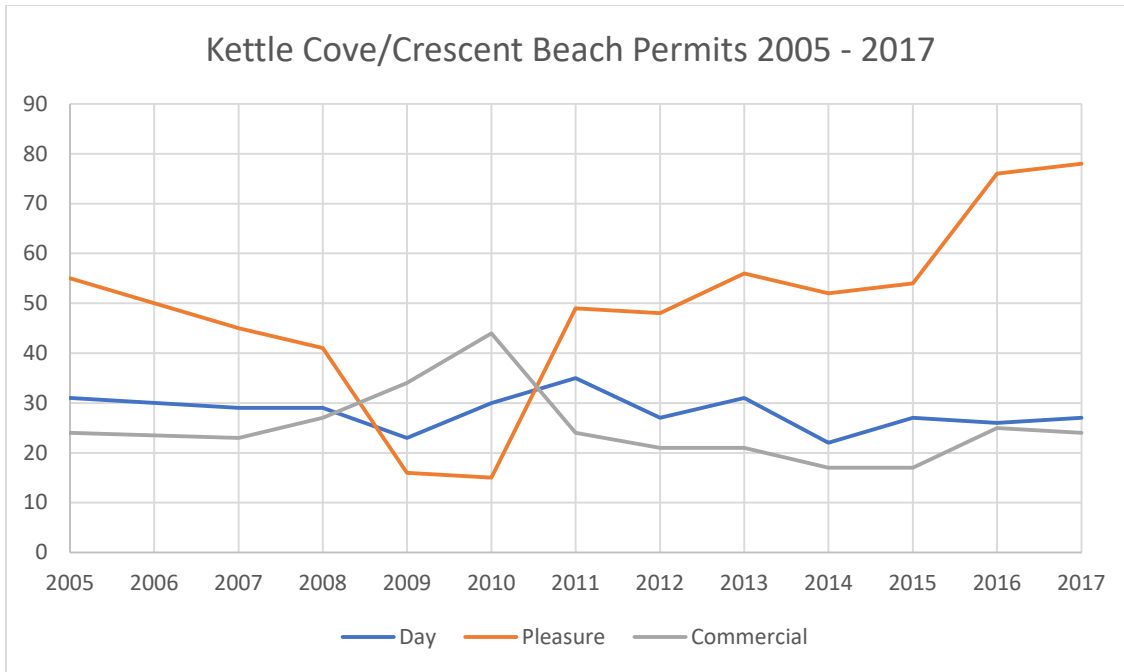
19
 20 As can be seen in the permit table below, the number of commercial permits is
 21 down 20 from its decade high peak in 2010, but exactly the same as when the last
 22 comprehensive plan reporting was done in 2005. Meanwhile, the number of day
 23 passes has remained relatively stable over this period. The number of pleasure
 24 permits have risen dramatically over the past two years, however, so the total
 25 number of passes issued for the 2016 and 2017 years are 20% higher than the next
 26 highest level over the past 10 years and 16% higher than was reported in 2005.
 27

Kettle Cove/Crescent Beach Permits 2005-2017

YEAR	DAY	PLEASURE	COMMERCIAL	TOTAL
2005 (from CP)	31	55	24	110
2007	29	45	23	97
2008	29	41	27	97
2009	23	16	34	73
2010	30	15	44	89
2011	35	49	24	108
2012	27	48	21	96
2013	31	56	21	108
2014	22	52	17	91
2015	27	54	17	98
2016	26	76	25	127
2017	27	78	24	129

Source: Cape Elizabeth Police Department

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It appears that the day passes have remained relatively stable throughout the years, however, the number of pleasure and commercial permits have fluctuated. During the period of the economic recession years of 2009 and 2010, it is reasonable that the pleasure permits would have dropped significantly to reflect the times. Now that the economy has improved, the number of pleasure permits has risen accordingly.

The number of commercial permits have varied, but are at the same level as in 2005. The fluctuations may be associated with fishermen using Portland Harbor as a base and the changing conditions of the local fishing industry in southern Maine. Regardless, it appears that the Town of Cape Elizabeth’s commercial fishing fleet continues to be sustainable.

Commercial fishing

Native Americans and Europeans were drawn to Cape Elizabeth to harvest fish, and that tradition continues today. The Maine Department of Marine Resources has historically tracked marine licensure information for various communities throughout the State. Six commercial fishing vessels, ranging in size from 16' to 38' in length are registered in Cape Elizabeth. A review of the changes in licensure levels from 2005 to 2016 indicated that the total number of permits have remained essentially steady.

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Marine Fish and Shellfish Licenses, 2016 and 2005

TYPE OF LICENSE	2016	2005	CHANGE
Commercial Fishing Crew (CFC)	8	8	0
Commercial Fishing Single (CFS)	6	2	4
Commercial Shellfish (CS)	1	0	1
Commercial Shellfish Under 18 (CSU)	1		1
Elver Dip Net (E0)	1		1
Lobster/Crab +70 (LCO)	1	6	-5
Lobster/Crab Apprentice (LA)	1	1	0
Lobster/Crab Class 1 (LC1)	19	20	-1
Lobster/Crab Class 2 (LC2)	16	28	-12
Lobster/Crab Class 2+70 (LC2O)	1		1
Lobster/Crab Class 3 (LC3)	8	6	2
Lobster/Crab Non Commercial (LNC)	44	35	13
Lobster/Crab student (LCS)	6	14	-8
Recreational Saltwater Fishing Operator (SWRO)	2		2
Recreational Saltwater Registry (SWR)	3		3
Scallop Diver with Tender (SDT)	1	1	0
Scallop Dragger (SD)	2	3	-1
Scallop Non Commercial (NCS)	1	3	-2
Seaweed (SW)	3	1	2
Total	125	128	-3

Source: State of Maine, Department of Marine Resources

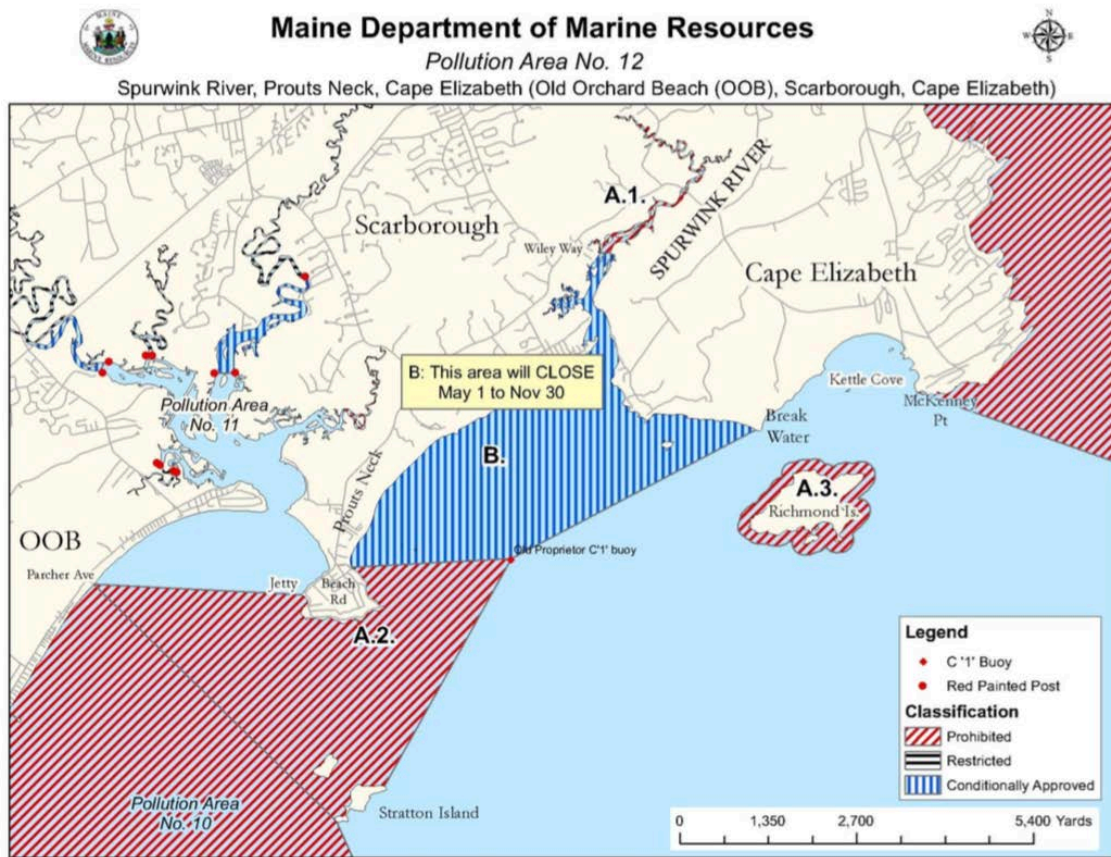
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Current state regulations make it difficult to gain a new lobster/crab license, due to the limited entry system restrictions in both of the two zones that straddle Cape Elizabeth. New licenses are issued by zone and can be issued only as existing licenses (and trap tags) are retired. A new license ratio of 1:5 applies to the Cape Elizabeth zones, or alternately stated, 1 new license is issued for every 4,000 tags retired. Full-time students under 23 years old may obtain a student license (limited to 150 traps). If a student license holder completes the apprentice program (mandatory of all potential license holders) before the holder becomes 18 years old, the student is eligible to obtain a commercial license immediately. All other license applicants must join a waiting list. While the drop in commercial licenses is a trend that is reflective across nearby states, Cape Elizabeth has been able to sustain a working waterfront.

Aquaculture

1 Aquaculture is a fast growing industry on a global scale and the thousands of
2 miles of Maine's coastline are no exception. Most of this expansion has been in
3 the areas of shellfish and macro algae culture: sectors that boast both economic
4 and ecological benefits to coastal communities. The waters around Cape
5 Elizabeth do present opportunities for the culture of some cold water shellfish
6 and algal species, however, there are considerable obstacles to both leasing and
7 farm viability.

8
9 The geographical features that provide Cape with its breath-taking scenery also
10 leave its coastline fully exposed to unfavorable marine weather conditions. Most
11 common gear types and culture methods would not be feasible in rough, open
12 waters. Additionally, due to failing water quality standards, Cape's eastern shore
13 is not eligible for aquaculture activities.



15
16 *Source: State of Maine, Department of Marine Resources, Shellfish Harvesting Area*
17 *Classification, April 27, 2015.*

18
19 In those areas to the south that may prove viable for culture, a lease must be
20 granted by the state and executed in conjunction with both an Army Corps of
21 Engineers permit and a performance bond. The application process involves
22 approval from multiple state agencies, the harbor master, and riparian land

1 owners, and in most cases must not interfere with existing commercial marine
 2 activities.

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 7
 8 The State of Maine has issued the following aquaculture permits for waters off
 9 the coast of Cape Elizabeth.

10 **Aquaculture Licenses in Cape Elizabeth waters**

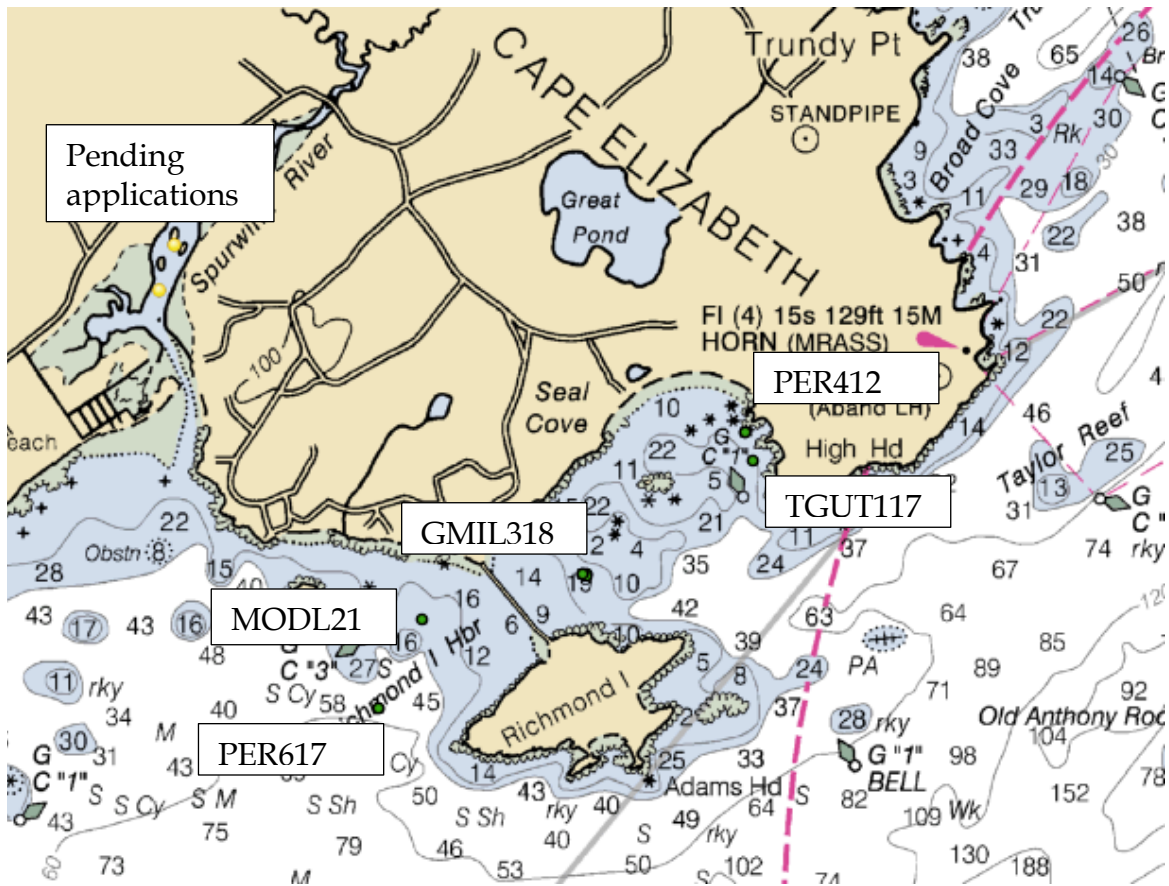
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Site ID	Name	Species	Purpose	Width	Length	No	Gear Type	Assistants
PER412	Nathaniel Perry	Oyster (<i>Crassostrea virginica</i>)	Commercial	20	20	2	and/or cages of oyster bags on bottom	Ed Perry, Ben Perry, Jake Hall
TGUT117	Todd Gutner	American/Eastern Oyster (<i>Crassostrea virginica</i>)	Commercial	8	50	1	shellfish tray racks and overwintering cages, soft bags, semi rigid bags, and or floating	Greg Miller, Patrick Miller, Andrew Miller
GMIL318	Greg Miller	American/Eastern Oyster (<i>Crassostrea virginica</i>)	Commercial	8	50	6	shellfish tray racks and overwintering cages, soft bags, semi rigid bags, and or floating trays	Todd Gutner, Patrick Miller, Andrew Miller
MODL217	Matthew Odlin	American/Eastern Oyster (<i>Crassostrea</i>)	Commercial	3	130	1	shellfish tray racks and overwintering cages,	David Soroka, Matt Anderson
PER617*	Nathaniel Perry	American/Eastern Oyster (<i>Crassostrea</i>)	Commercial	1	290	2	Lantern nets and/or pearl nets and scallop	Edward Perry, Ben Perry, Matt Moretti

*Transfer permit required when moving stock from outside of LPA Health Zone. Specific biotoxin testing requirements at the cost of the grower are associated with any scallop product adductor muscle.

13
 14
 15 Aquaculture licenses have been issued in the following areas:
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 17



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Most licenses are subtidal, which means that the site is underwater during mean low tide. If the site is not underwater, then it is considered within the intertidal zone. Towns that wish to expand aquaculture in intertidal areas may establish a municipal aquaculture program. Areas are then typically "pre-approved" for small town aquaculture leases, in accordance with state and federal regulation. Cape Elizabeth has not adopted a Shellfish Ordinance, so licensing is handled by the State of Maine.

When aquaculture activities are underway, there is a need for convenient all-tide access with space for a trailer. Land activities that pollute adjacent waters can result in closure of shellfish flats and longer periods of depuration for shellfish before it can be sold for human consumption.

Water Dependent Support Facilities

Cape Elizabeth has limited infrastructure supporting water dependent uses. All facets of mooring management and boat access has been comprehensively reviewed by the harbors committee, which completed its report in April, 2018.

1 In 2017, the Cape Elizabeth Town Council created the harbors committee which
2 is an ad hoc committee organized to investigate among other charges, solutions
3 to the functional situation in the Kettle Cove/Crescent Beach area. One of the
4 main issues that the harbors committee studied is the limited area available for
5 commercial fishermen to use the boat launch area of Boat Cove, located within
6 the Kettle Cove State Park property controlled by the State of Maine. While the
7 state prioritizes the exclusive use of this boat launch area to the commercial fleet
8 and the town's WETeam, recreational users sometimes encroach upon this area
9 which creates operational and safety issues diminishing the functional ability of
10 the intended users of the launch to effectively use this area.

11
12 The commercial fleet relies on this launch area to gain access to the ocean to not
13 only launch boats, but also to transfer gear and bring in their catch to transport to
14 markets. While limited use of the nearby sandy beach area of Kettle Cove is
15 sometimes made by commercial fishermen at non-peak periods of recreational
16 use of the beach, these instances are rare and the nearby beach is not a suitable or
17 reliable option for the commercial fleet.

18
19 Likewise, the Town of Cape Elizabeth WETeam relies on Boat Cove as its only
20 suitable launch site in Cape Elizabeth. While the WETeam can use the nearby
21 sandy beach area of Kettle Cove under ideal situations, the Boat Cove launch site
22 is the only reliable area for the WETeam's use due to limitations often created by
23 tide and surf conditions. The restricted gravel parking area of Boat Cove, along
24 with its limited suitable launch area, further exacerbate any recreational use of
25 these facilities.

26
27 Another issue related to the Kettle Cove/Crescent Beach area is the conditions
28 related to the launch area promoted for the public. This public access is currently
29 located along a narrow gap between two portions of the Crescent Beach land
30 holdings by the State of Maine. It is located to the north of the state's Kettle Cove
31 parking lot and is accessed by a gap in the boulders which line the west side of
32 Kettle Cove Road.

33
34 The relatively steep public use ramp is maintained by the town and often
35 requires the replacement of gravel caused by the loss of material to wave action
36 due to the ramp's open exposure to the ocean. The launch's proximity to
37 residences across Kettle Cove Road often creates conflicts with the neighborhood
38 residents when users prolong the unloading of equipment and the launching of
39 recreational crafts or use the launch area inappropriately.

40
41 Further, an open drainage course which crosses the beach area nearby to the
42 northwest of the launch site often temporarily erodes a channel which cannot be
43 passed over by most recreational vehicles. This situation creates a very restricted

1 area near the launch site for users and prevents the access of the much wider and
2 protected sections of Crescent Beach to the west.

3
4 Boat Ramp improvements

5
6 The April 2018 Harbors Committee Report to the Town Council, the local Cape
7 Elizabeth Fishermen’s Alliance (CEFA), and residents of the town have proposed
8 a relocation of the existing town public beach access to a historical boat
9 launching area further to the northwest off of Kettle Cove Road. The use of the
10 boat launch was curtailed many years ago due to improper activities and access
11 to the area is now currently restricted by a series of large boulders placed by the
12 state along the west side of Kettle Cove Road. It is believed that the gravel placed
13 for the original launch area is predominately still in place and is now overgrown
14 with vegetation.

15
16 State of Maine representatives indicated that the state would endorse the effort to
17 move the public vehicle beach access and would not impede its progress,
18 however, any improvements to reuse it would need to be funded by the town.
19 Further, the improvements would need to be engineered and properly permitted.
20 To do so, there would need to be a comprehensive agreement between the state
21 and the town that stipulates each party’s responsibilities. That agreement would
22 then need to be followed by an easement which would allow the town to
23 construct and maintain the improvements as well as operate the boat launch.

24
25 If this change were pursued, the existing boat launch could be utilized as a
26 pedestrian-only access point to that section of Crescent Beach and vehicular use
27 of the current launch would then be prohibited. The town should devise a means
28 through stairs, vehicle barriers, and signage to clearly demonstrate the location
29 of the access and its purpose in providing pedestrian access to the beach area. In
30 doing so, the rights of the public to access and enjoy the beach area would be
31 clearly identified and enhanced by providing a safe, year-round means to readily
32 access the beach by foot.

33
34 The clear separation of uses and proper signage stipulating these uses would
35 resolve much of the conflict within the Kettle Cove/Crescent Beach area. By
36 providing an improved public beach access and launching capabilities, the public



EXHIBIT 1: KETTLE COVE/
CRESCENT BEACH ACCESS PLAN

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users would be more inclined to use the more accessible public area and less apt to attempt to use the more restrictive Boat Cove launch area, which should be limited to commercial users and the town's WETeam. By moving the public vehicle beach access area to the northwest, conflicts with the drainage channel would be mitigated. In addition, the new public beach access location would create a buffer between boat launch activities and the nearby residential homes along Kettle Cove Road.

1
2 Finally, while the town recognizes that the state currently does not intend to
3 restrict either the commercial fishing fleet or the town's WETeam from using the
4 launch area at Boat Cove, there is no definitive easement in place with those
5 access rights being clearly documented and recorded. Recognizing the disastrous
6 effect that a restriction or limitation of use would place on the town's commercial
7 fishing community and its water related emergency response abilities, the town
8 should negotiate with the state to obtain a recorded easement for the continued
9 and unabated rights of its commercial fleet and WETeam to utilize the Boat Cove
10 launch area.

11 High Value Plant and Animal Habitat

12
13
14 According to the Maine Department of Inland Fisheries & Wildlife provided
15 mapping, the shoreline of Cape Elizabeth offers high value plant and animal
16 habitat. Beginning in the northern portion of the town at Danforth Cove and then
17 along the shoreline of Fort Williams Park is located habitat for harlequin duck,
18 which is a threatened species. Fort Williams Park also offers habitat for the
19 endangered new england cottontail rabbit.

20
21 Moving further to the south beyond Broad Cove, past Trundy Point and around
22 Dyer Cove, and then along the southern shoreline associated with Two Lights
23 State Park and Kettle Cove State Park are areas of habitat for harlequin duck and
24 large swaths of the new england cottontail rabbit habitat.

25
26 Once along the coastline of Crescent Beach on the southerly shore, shorebird
27 habitat extends for the endangered piping plover. A pitch pine dune woodland
28 natural community is located westerly of the Crescent Beach State park parking
29 lot. Further to the west extending toward the Spurwink River are dune grassland
30 natural communities, additional piping plover habitat, and a pocket of habitat
31 for the endangered beach plum species.

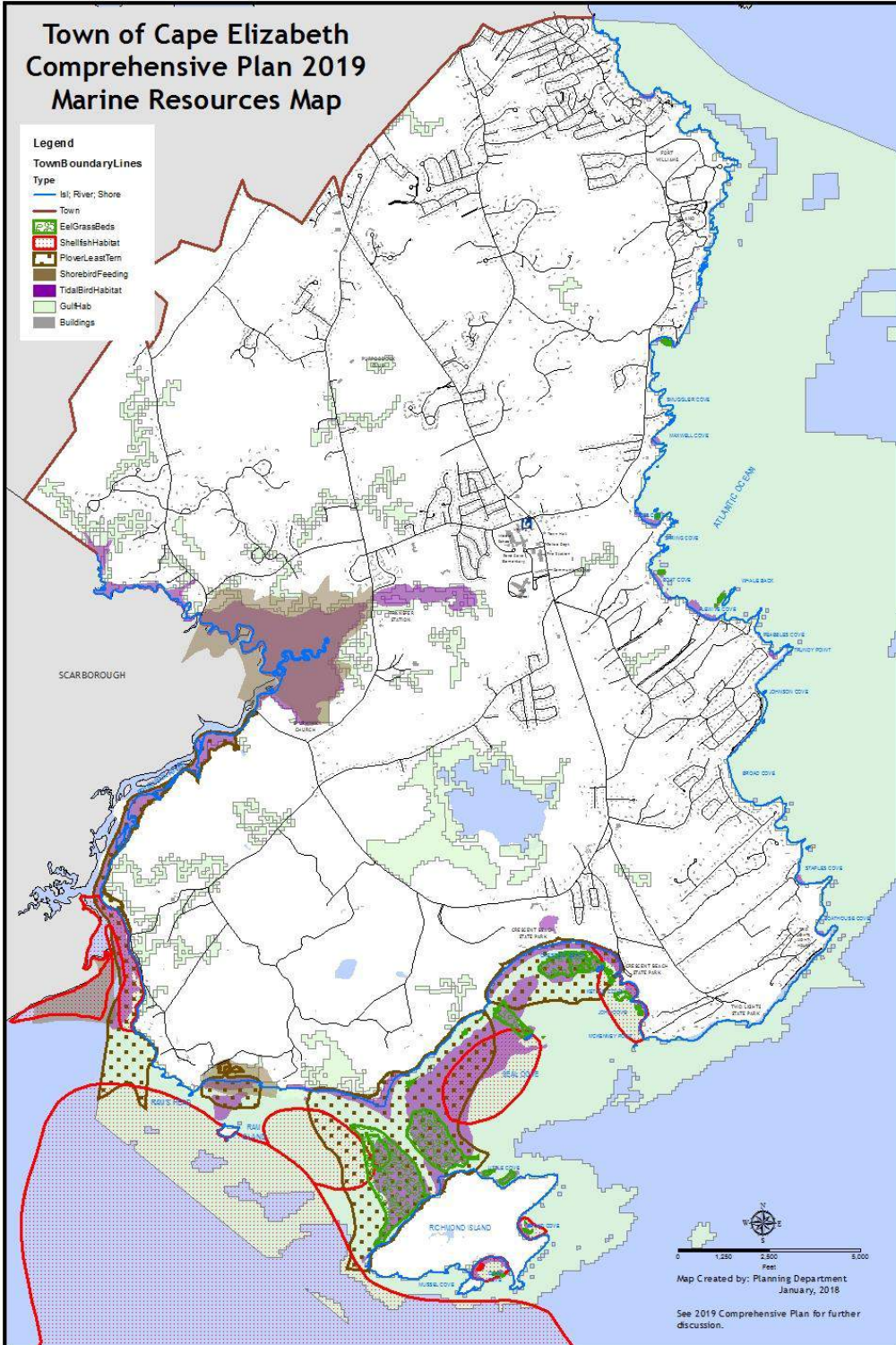
32
33 There is limited activity for shellfish harvesting along the coastal areas associated
34 with the Spurwink River, however, most of these activities predominately occur
35 on the Town of Scarborough side of the river. There is very little private or public
36 development near the areas associated with this shellfish harvesting, so
37 development activities currently do not impact this area, nor is it anticipated to
38 be a factor in the future as any potential development in these areas would be
39 closely regulated by both the municipalities of Scarborough and Cape Elizabeth.

40
41 Clearly, the shoreline of Cape Elizabeth, particularly in the southwesterly area,
42 offers essential habitat of considerable value. Contributing to the ability of these
43 habitats to thrive is the sparse development in this portion of town and the

1 town's stringent wetland and coastline zoning which further protects plant and
2 animal habitats from impacts of development. The Town's municipal Shoreland
3 Zoning regulations have been found consistent by the Maine Department of
4 Environmental Protection (DEP) with the state mandatory shoreland zoning
5

Town of Cape Elizabeth Comprehensive Plan 2019 Marine Resources Map

- Legend**
- TownBoundaryLines**
- Type
- IsL, River, Shore
 - Town
 - EelGrassBeds
 - ShellfishHabitat
 - PloverLeastTern
 - ShorebirdFeeding
 - TideBirdHabitat
 - GulfHab
 - Buildings



1 regulations and the local wetland regulations are considered a model for local
2 level resource protection.

3
4 **Marine Resources Goals**
5

6 **Goal 1: The town shall protect and enhance exclusive commercial fishing boat**
7 **access at the designated commercial fishing boat access at Kettle Cove.**

8
9 Recommendations:

10
11 53. Restrict parking and use of the turnaround area near the commercial boat
12 launch to the exclusive use of the commercial fishing fleet and the
13 WETeam. Signage, enforcement and education efforts shall be used to
14 implement this restriction.

15
16 54. Obtain from the State of Maine an easement for the uninterrupted use of
17 Boat Cove by the Town’s commercial fishermen and WETeam.

18
19 55. Study opportunities for the town to expand involvement, such as but not
20 limited to possible creation of a shellfish or local fisheries committee, to
21 promote commercial fishing.
22

23 **Goal 2: The town shall advocate for and support construction of improved**
24 **recreational boat access facilities at Kettle Cove.**

25
26 Recommendations:

27
28 56. Obtain an easement from the State of Maine that would allow the town to
29 construct and maintain the improvements and then operate the new
30 public vehicle beach access site at the historical location accessed from
31 Kettle Cove Rd.
32

33 57. Plan, design, permit, construct, maintain, and operate the new public
34 vehicle beach access area while repurposing the existing beach access area
35 to provide safe pedestrian-only access to Crescent Beach.
36

37 **Goal 3: The town shall encourage and participate in a coordinated**
38 **management of the Kettle Cove/Crescent Beach area with parties including the**
39 **State of Maine, town police department, and shared harbormaster with the**
40 **Town of Scarborough.**

41
42 Recommendations:
43

- 1 58. Continue collaboration between the town's police department and the
2 State of Maine in providing enforcement in the Kettle Cove/Crescent
3 Beach area.
4
- 5 59. Continue to share the harbormaster with the Town of Scarborough.
6
- 7 60. Encourage the State of Maine to share and promote their management
8 goals and priorities for the Crescent Beach, Kettle Cove, and Two Lights
9 State Park and schedule periodic management coordination meetings.
10
- 11 61. Incorporate the June 2015 "Cape Elizabeth Sea Level Rising Vulnerability
12 Assessment" report as prepared by the Greater Portland Council of
13 Governments in all water access improvements.
14
- 15 62. Expand the mooring section posted on the town website to include
16 information on current conditions, policies, and links to mooring maps so
17 that users can access information on specific mooring locations and permit
18 status.
19
- 20 63. Incorporate into town council practice a review of shoreline and harbors
21 related issues a minimum of once every 10 years.
22

1 WATER RESOURCES
2
3

4
5 **Key Findings**
6

7 •Local Resource Protection Zoning, Shoreland Zoning and the Great Pond
8 Watershed Overlay District provide rigorous protection of the town's water
9 resources. (See recommendation #47 in the Natural Resources chapter)

10
11 •Trout Brook, the Spurwink River, and Alewife Brook/Peabbles Cove waterway
12 corridor merit attention to improve water quality.

13
14 •Overall, the town's rocky coastline and modern Normal High Water Line
15 definition contribute to resiliency as sea level rise/climate change advances.
16

17
18
19 The land mass of Cape Elizabeth resembles a peninsula with ocean front to the
20 east and south and riverfront along the western boundary of the town. Most of
21 the fresh water resources are wetlands (discussed in the Natural Resources
22 Chapter), but several fresh water bodies also exist.

23
24 Drainage areas
25

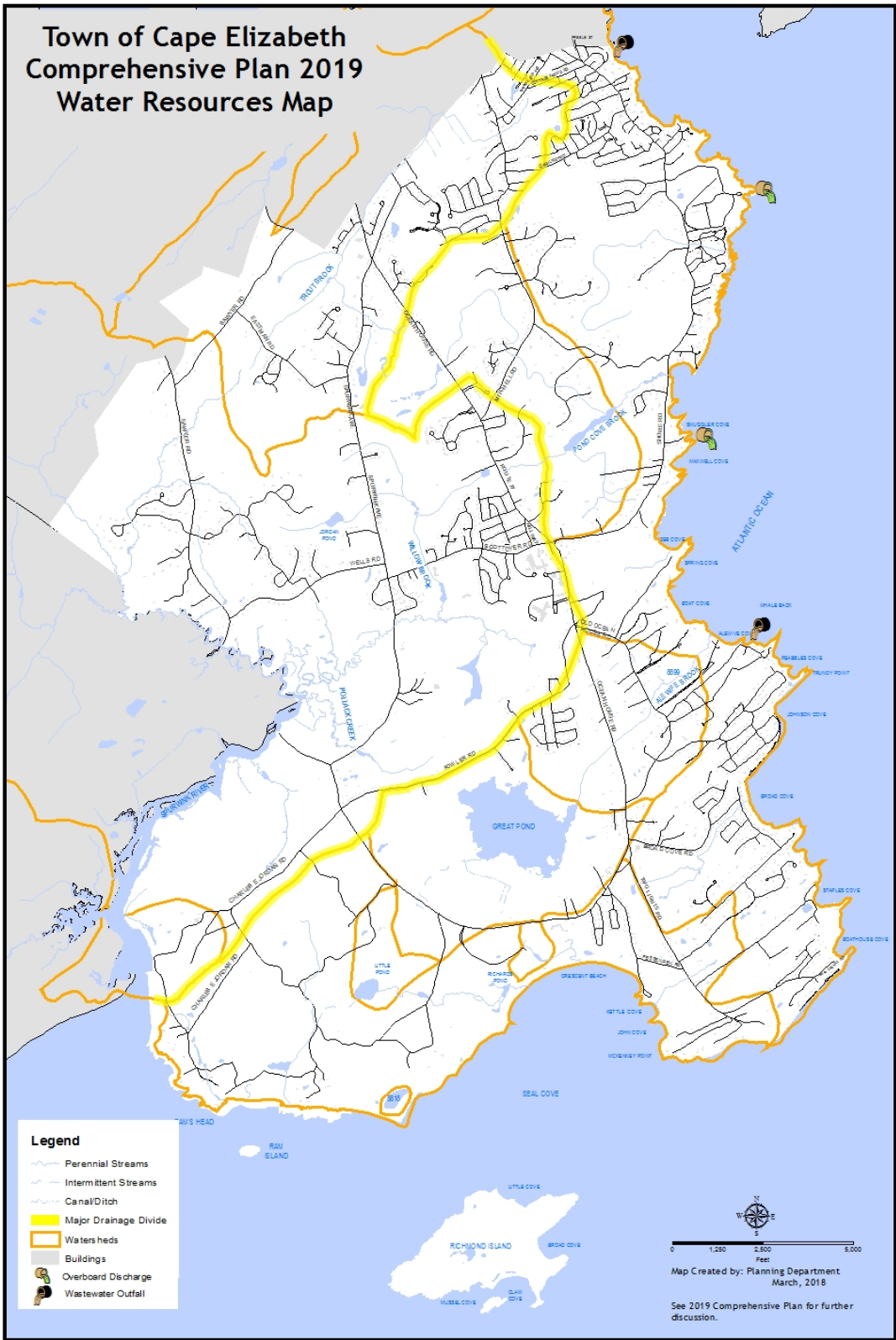
26 The Town of Cape Elizabeth has essentially 11 drainage basins. The Town
27 generally slopes to the south, the coastline and the Spurwink Marsh. The major
28 drainage divide separates the eastern side of Cape Elizabeth, which drains into
29 the Casco Bay Estuary, from the western side, which drains into the Saco Bay
30 Estuary. The largest watershed drains into the Spurwink Marsh and extends
31 from the northwest to the mouth of the Spurwink River (Saco Bay Estuary). The
32 second largest basin extends from the northern boundary south to the southeast
33 corner along the coastline (Casco Bay Estuary).
34

35 Estuarine and Coastal Waters
36

37 Maine has three classes for the management of estuarine and marine waters: SA,
38 SB, and SC. SA waters are managed for high water quality with limited human
39 interference allowed. No direct discharges of pollutants, including those from
40 finfish aquaculture, are allowed in SA waters. SB waters are general-purpose
41 waters and are managed to attain good quality water. Well-treated discharges of
42 pollutants that have ample dilution are allowed. SC waters are managed for the
43 lowest water quality, but they must be fishable and swimmable as well as

- 1 maintain the structure and function of the biological community. Well-treated
- 2 discharges of pollutants are allowed in SC waters. Each class is managed for
- 3 designated uses and each has dissolved oxygen, bacteria and aquatic life
- 4 standards. *Source: www.maine.gov/dep/water/coastal/index.html*

Town of Cape Elizabeth Comprehensive Plan 2019 Water Resources Map



Legend

- Perennial Streams
- Intermittent Streams
- Canal/Ditch
- Major Drainage Divide
- Watersheds
- Buildings
- Overboard Discharge
- Wastewater Outfall



Map Created by: Planning Department
March, 2018

See 2019 Comprehensive Plan for further discussion.

1 As described above, the Cape Elizabeth coastline is part of two estuaries. The
 2 southern estuary extends from Biddeford Pool, Biddeford to Dyer Point (Two
 3 Lights), Cape Elizabeth (DEP Waterbody ID 811). The state water quality rating
 4 for this segment is SA/SB and the last water quality sampling was done in 2011.
 5 This rating is due to water quality impairment from bacteria requiring a Total
 6 Maximum Daily Load Report (TMDL). The TMDL Report estimates the total
 7 maximum daily load of pollutants and maximum targets to restore water quality,
 8 as well as provide a basis for regulatory programs. The following impaired
 9 waters findings have been made by the State of Maine.

10
 11 **Category 5-B-1(a): Estuarine and Marine Waters Impaired for Bacteria Only -**
 12 **TMDL Required**

DEP Waterbody ID	DMR Pollution Area	Segment description	Segment Size (acres)	Segment Class	Last Year Sampled	Cause	Shellfish Harvest Closure Status
811	12	Spurwink River, Prouts Neck (Old Orchard Beach, Scarborough, Cape Elizabeth)	85	SA	Current	Elevated fecal indicators	Conditionally Approved
811	12	Spurwink River, Prouts Neck (Old Orchard Beach, Scarborough, Cape Elizabeth)	5,231	SB	Current	Elevated fecal indicators	Prohibited except Conditionally Approved from Prouts Neck to McKenney Point

13
 14
 15 *Source: 2016 Integrated Water Quality Report, Maine Department of Environmental*
 16 *Protection*

17
 18 The Town of Scarborough is working with the DEP as a result of water quality
 19 sampling with positive results for optical brighteners on the west bank of the
 20 Spurwink River. Because the land on the Cape Elizabeth side of the Spurwink
 21 River is mostly undeveloped, it is unlikely that activities in Cape Elizabeth are
 22 contributing to bacteria levels, but any conclusions should await the results of
 23 the TMDL.

24
 25 The northern estuary extends from Dyer Point (Two Lights), Cape Elizabeth to
 26 Parker Point (west bank of Royal R.), Yarmouth (DEP Waterbody ID 804). The
 27 state water quality rating for this segment is SA/SB/SC and the last water
 28 quality sampling was done in 2012. This rating is due to water quality
 29 impairment from bacteria requiring a TMDL. The following impaired waters
 30 findings have been made by the State of Maine.

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Category 5-B-1(a): Estuarine and Marine Waters Impaired for Bacteria Only - TMDL Required

DEP Waterbody ID	DMR Pollution Area	Segment description	Segment Size (acres)	Segment Class	Last Year Sampled	Cause	Shellfish Harvest Closure Status
804	13	Western Casco Bay and Islands (Cape Elizabeth, South Portland, Portland, Falmouth, Long Island, Great Chebeague Island)	841	SA	Current	Elevated fecal indicators	Prohibited
804	13	Western Casco Bay and Islands (Cape Elizabeth, South Portland, Portland, Falmouth, Long Island, Great Chebeague Island)	34,467	SB	Current	Elevated fecal indicators	Prohibited except Conditionally Approved from Waites Landing (Falmouth) to Falmouth Landing, incl. The Brothers
804	13	Western Casco Bay and Islands (Cape Elizabeth, South Portland, Portland, Falmouth, Long Island, Great Chebeague Island)	3,984	SC	Current	Elevated fecal indicators	Prohibited

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Source: 2016 Integrated Water Quality Report, Maine Department of Environmental Protection

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The Friends of Casco Bay organization has been conducting water quality monitoring at over 37 sites around Casco Bay, including at Peabbles Cove. The monitoring site is located adjacent to the municipal wastewater outfall. Water quality at this monitoring point is rated poor, or within the bottom 31% of monitoring sites. Poor water quality is due to acidification and not high nitrogen levels.

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The site at the southern end of Casco Bay looks pristine, but it exhibits some of the poorest water quality in the Bay. Stormcast seaweed washes into this small cove. During daylight hours, as seaweeds photosynthesize, they release oxygen into the water, but at night the process is reversed, the plants absorb oxygen from the water. This site is located near the Cape Elizabeth Sewage Treatment Plant discharge, as well, so nature and humans may contribute to the poor water quality at this site. It is one of the few sampling stations where our water quality monitors have to wade

1 in to collect water samples. *Source: Interactive Health Index, Friends of*
2 *Casco Bay, 2016.*

3

4 A sewer transmission pipe located adjacent to Long Point Ln had previously
5 suffered several breaks, resulting in untreated sewage discharging into a nearby
6 wetland which outlets into Peabbles Cove. The Portland Water District replaced
7 the pipe in 2016 and ongoing water quality monitoring may show some
8 improvement.

9

10 The town has taken advantage of opportunities to improve water quality. See
11 the Public Facilities and Services Chapter for a discussion of stormwater.

12

13 The town has an ongoing relationship with the Casco Bay Estuary Partnership
14 (CBEP) to improve stormwater quality. Projects have included two stormwater
15 management plans for the Town Center, one of which is now funded for
16 implementation by the Town Center TIF (See Economy Chapter). The town has
17 also received a culvert assessment grant from the Municipal Planning Assistance
18 Program to evaluate 16 culverts for maintenance, capacity and habitat impacts.
19 Partners in the project include the Wells National Estuarine Research Reserve
20 (WNERR), the Nature Conservancy (TNC), CBEP, and the United States
21 Department of the Interior Fish and Wildlife Service (USFW).

22

23 No data are available regarding the water quality of the Spurwink Marsh. The
24 bulk of the marsh is owned by the Town of Cape Elizabeth and, in Scarborough,
25 by the Rachel Carson Wildlife Refuge. Upland of the marsh, shoreland zoning
26 and Resource Protection Buffers virtually preclude any development near the
27 marsh. No immediate threats to the marsh are identified.

28

29 Overboard and Wastewater discharges

30

31 There are currently four overboard and wastewater discharges permitted in
32 Cape Elizabeth. Three of the discharges are operated for public facilities and one
33 is a grandfathered private residence.

34

Overboard and Wastewater Discharge Permits				
Permit #	Name	Gallons Per Day	Discharge location and classification	Renewal Date
(WDL)#W009027	Ottawa Rd Pump Station	Unspecified	Atlantic Ocean (Danford Cove), Class SB	2019
(WDL)#W006751	Publicly owned Treatment works	Unspecified	Peabbles Cove, Class SB	2021
(WDL)#W003157*	Portland Head Light and Museum	500	Casco Bay, Class SB	2021
(WDL)#001474	Toye residential wastewater discharge	300	Smugglers Cove, Class SB	2019

1 *Also requires a MEPDES permit because the discharge is by a public entity

2 Source: Maine Department of Environmental Protection

3

4 All current permits are required to comply with licensing requirements, which
 5 include that the discharge not lower the water quality of the receiving waters.
 6 Public sewer is not available in the locations with limited gallon per day
 7 discharge. The remaining discharges are from public wastewater treatment
 8 plants.

9

10 Water Bodies

11

12 Most of the data available about local ponds has been generated by the town and
 13 then added to the state data base. Cape Elizabeth ponds are classified GPA,
 14 which is defined by statute (38 M.R.S.A. Section 465-A). Class GPA waters are of
 15 a quality suitable for drinking after disinfection, recreation, fishing, industrial
 16 process, cooling water supply, hydroelectric power generation, navigation and
 17 habitat for fish and other aquatic life. Trophic state shall be stable or decreasing,
 18 subject to natural fluctuations and E coli levels from human origin shall not
 19 exceed a geometric mean of 29 per 100 milliliters or an instantaneous level of 194
 20 per 100 milliliters. The table below summarizes the state data collected for Cape
 21 Elizabeth ponds.

22

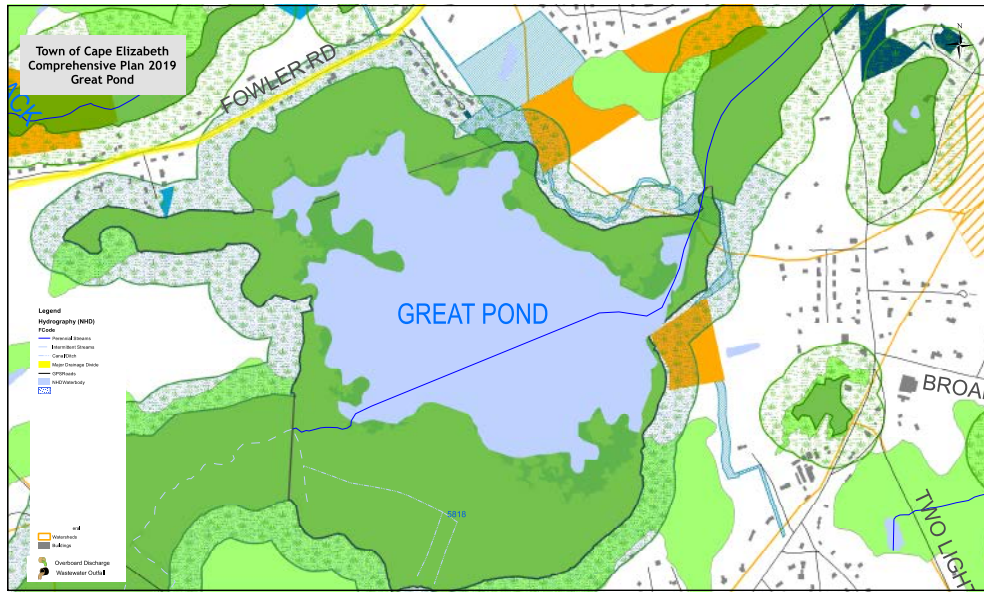
Maine Lakes Geography Morphometry										
Name	Code	Area (acres)	Peri-meter (miles)	Max Depth (feet)	Total Drainage area (sq miles)	Flushing Rate (times/yr)	Trophic Category	Water Quality Statement	Invasive Plant	Fishery Management
Great Pond	5648	171	2.6	5	1	2.08	Moderate productivity	Below average	None known	Warmwater
Little Pond	5646	0.3	0.4	-	0.14	3.14	-	n/a	None known	n/a
Richards Pond	8901	1	0.2	-	0.23	-	-	n/a	None known	n/a
Unnamed pond	5818	4	0.4	-	-	-	-	-	-	-
Unnamed pond	8899	4	0.5	-	1.65	-	-	-	-	-
Jordan Pond	5820	3	0.3	-	-	-	-	-	-	-

Sources: MDEP, MDIFW, GIS coverages. Compilers P. Vaux, J. Entwood, updated through 1-24-2018

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The largest fresh water body in town is Great Pond, located in the southern half of Cape Elizabeth, at a size of 171 acres. The pond is shallow (maximum depth 5 feet) and surrounded by wetlands. The pond is rated high value for wildlife habitat. Expected fish species include the American eel, Brown bullhead, Chain pickerel, Golden shiner, Largemouth bass, and Yellow perch. There is no evidence of chinese mystery snail and no invasive aquatic plants identified, although invasive aquatic plants are mapped in the nearby Pleasant Hill Pond in Scarborough (eastern corner).

Much of the abutting area is undeveloped. Roughly one half of the shoreline of Great Pond is owned by the Sprague Corporation and is not developed. There are two single-family residential neighborhoods located north of the pond that are served by individual subsurface disposal systems. Periodic water quality tests show that the water quality of Great Pond remains good.



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Great Pond Water Town Water Quality Testing

DATE	1980	1996	1998	2004
WATER CLARITY	1.2	1.6	1.54	1.35
NATURAL COLOR (Measured in Standard Cobalt Units)		> 100 SPU	>100 SPU	120-130 SPU
CHLOROPHYLL-A		3.2 ppb	7.04 ppb	7.9 ppb
PH		ph 6.92	ph 6.82	ph 6.5
TOTAL ALKALINITY			9mg/l	7 mg/l
TOTAL PHOSPHORUS		26 ppb (.5 meters depth) 28 ppb (1.5 meters depth)	33 ppb	28 ppb
FECAL COLIFORM (E. coli levels <25)		LOCATIONS GP1: 43 GP2: 76 GP3: 39 GP4: 22	LOCATIONS ID 1 6 ID 2 4 ID 3 4 ID 4 4 ID 5 11 ID 6 3 ID 7 8 ID 8 1	

1 *Source: 1996, 1998, and 2004 Water Quality Monitoring and Assessment Reports by*
2 *Lake and Watershed Resource Management Associates, Turner, Maine*

3
4 The general conclusion drawn from this data is that there have been no dramatic
5 changes to the water quality of Great Pond. Absent any evidence of water quality
6 degradation, regular water quality monitoring of Great Pond is not conducted. A
7 discussion of the individual test parameters follows.

8
9 A low Water Clarity number, such as those for Great Pond, could be an indirect
10 indicator of algal growth. Algal growth can occur naturally but is often an
11 indicator of pollution entering a water body and acting as nutrients to algae.
12 With excessive nutrients, algae grow faster than a fish population can consume it
13 and at the same time use up the oxygen in the water that the fish also need to
14 survive. In the case of Great Pond, however, it is the naturally occurring color of
15 the lake that is producing a low water clarity measurement.

16
17 Natural Color is measured to determine if high readings in other tests are due to
18 naturally occurring characteristics or the result of recent changes to the pond.
19 Color varies widely in Maine lakes and Great Pond has high levels of color. This
20 is due to the humic acid leaching from the adjacent wetlands, giving the water
21 the appearance of tea or coffee. While low water clarity may indicate significant
22 algal growth, high natural color actually limits algal growth because light
23 penetration into the water, needed for algal growth, is reduced. Color levels in
24 excess of 25 SPU result in significant reduction in light penetration.

25
26 Phosphorus is also sampled to measure potential algae production. While the
27 phosphorus levels in Great Pond are relatively high compared to other Maine
28 lakes, the levels are likely due to the high color levels.

29
30 Chlorophyll-a is a pigment in algal cells. Increasing levels of Chlorophyll-a in
31 Great Pond indicate higher levels of biological production, however, this may be
32 a typical condition for Great Pond.

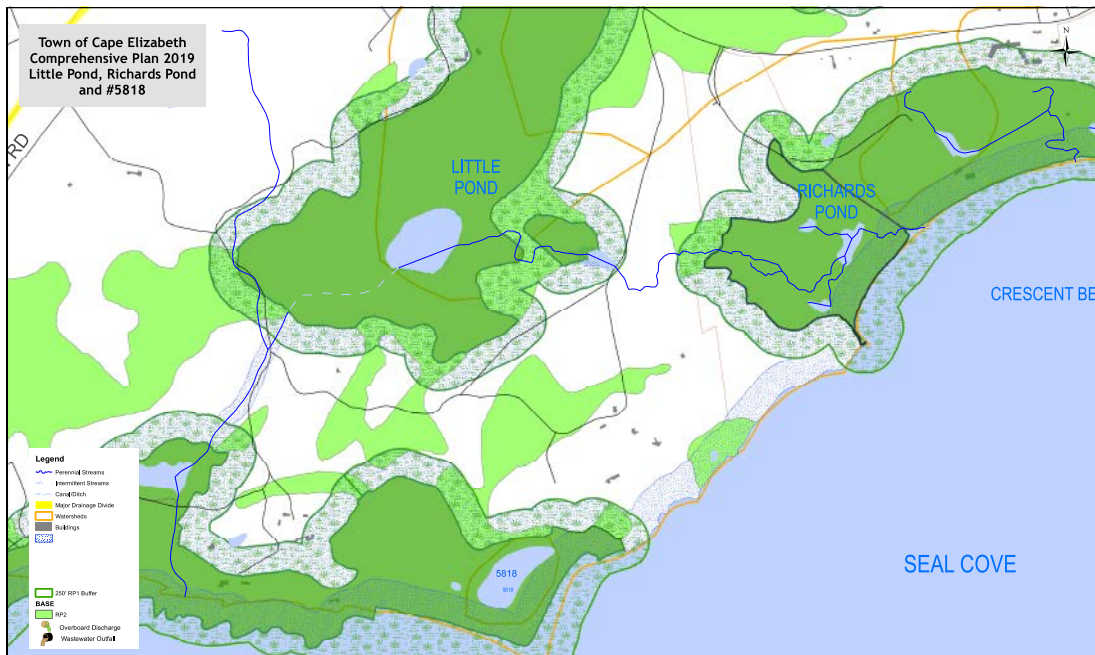
33
34 Total Alkalinity and pH are measured to further indicate biological productivity.
35 Great Pond's measurement is consistent with most Maine lakes.

36
37 Fecal coliform tests for fecal contamination. It should be noted that fecal coliform
38 levels can be influenced by wildlife and Great Pond supports a wide range of
39 wildlife. The testing does not indicate if the current levels of fecal coliform
40 originate from wildlife or possible human contamination. The most recent tests
41 show fecal coliform at well below maximum acceptable levels.

1 Great Pond is a popular spot for fishing, canoeing and ice skating in the winter.
2 Public access to the pond is available on foot from Route 77 to the southeastern
3 end of the pond and from the north from Fenway Rd. Both access points are
4 pedestrian trails with parking available along Fenway Rd or Route 77.
5

6 The Fenway Rd access leads to a sandy area used as a boat launch. Boat racks are
7 located near the boat launch. The boat racks are permitted by the Sprague
8 Corporation with an easement granted to the town, which manages the boat rack
9 program. Starting in April, 2010, boat rack storage for 32 canoes and kayaks has
10 been offered seasonally. Boats are no longer chained to trees adjacent to the
11 pond, preserving natural vegetation near the pond edge.
12

13 Little Pond, at a modest 0.3 acres in size, is located southwest of Great Pond on
14 the Sprague Corporation land. No depth measurement for the pond is available.
15 The pond is completely surrounded by private property and not accessible to the
16 public. According to the Maine Department of Inland Fisheries and Wildlife, fish
17 are present in Little Pond. The entire area surrounding the pond is undeveloped.

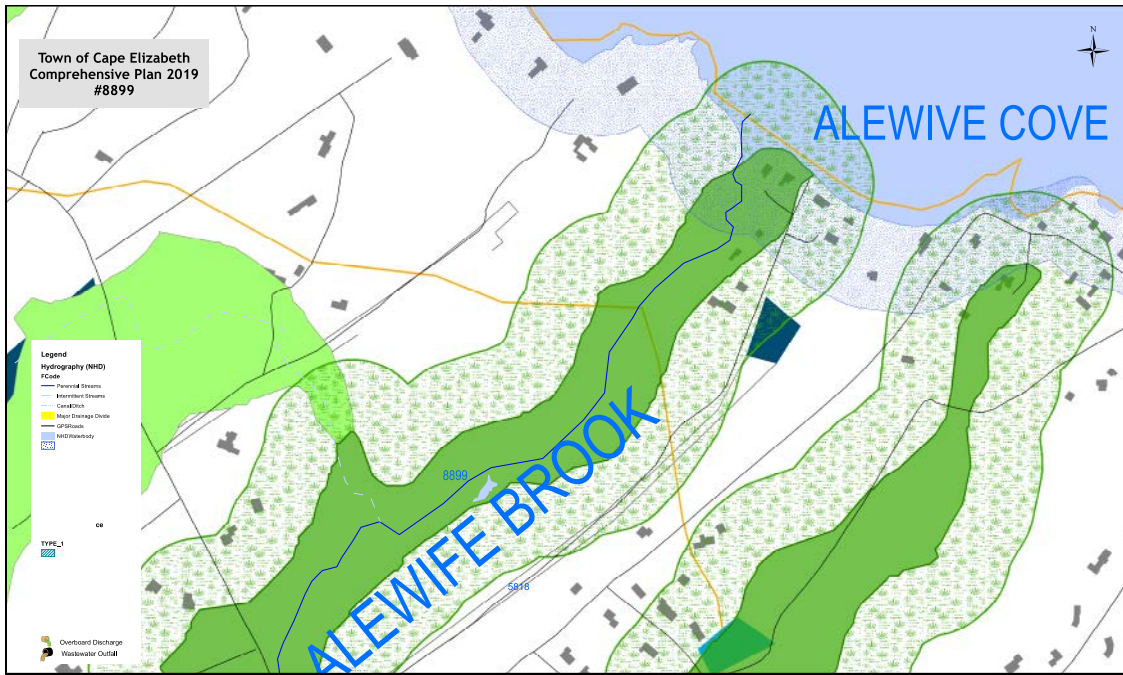


18 Moving south from Little Pond is an unnamed pond with the state lake code
19 5818. This 4 acre pond is located on the Sprague Corporation land. Based on the
20 recorded Master Plan for the Sprague Corporation, the land around the pond
21 will remain predominantly undeveloped.
22
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24

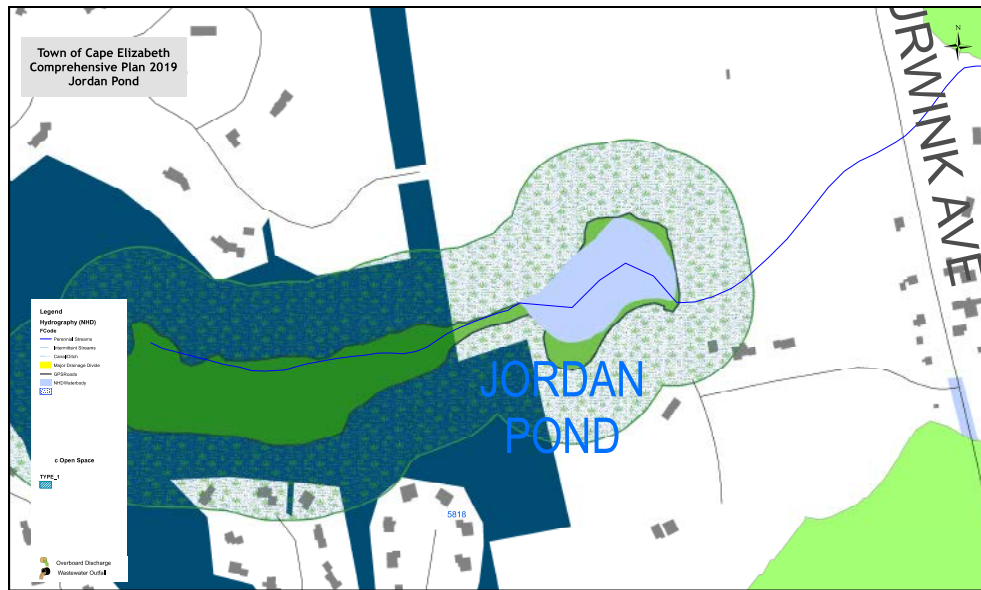
1 Moving east, Richards Pond is part of Crescent Beach State Park and also part of
2 the Sprague Corporation lands. Richards Pond is 1 acre in size and also
3 surrounded by land that is expected to remain undeveloped.

4
5 Moving north along the coast and in the Alewife Brook wetland complex is
6 unnamed pond 8899. This pond is 4 acres in size. The northern boundary of the
7 pond is adjacent to private conservation land. Near the coast, the pond abuts a
8 residential neighborhood. The southern boundary of the pond abuts agricultural
9 land.

10



11
12
13 Jordan Pond, with a state lake code of 5820, is located north of Wells Rd on the
14 Jordan farm. The pond is 3 acres in size and town owned conservation land is
15 located west and southwest of the pond.

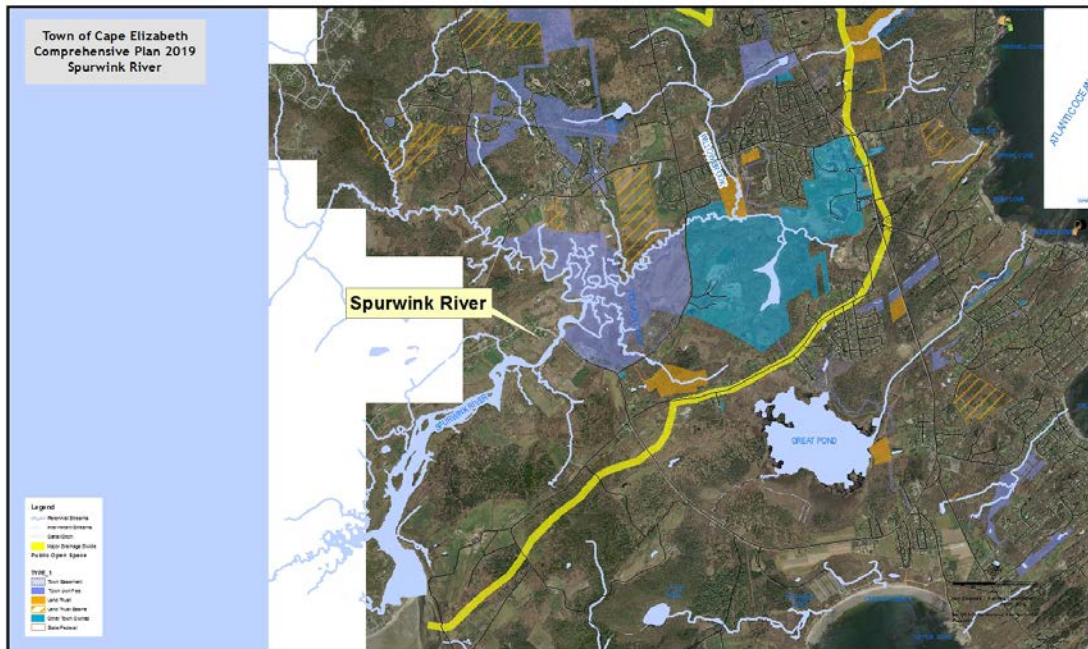


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Several smaller ponds are scattered throughout the Town and almost all are adjacent to wetlands. Several ponds are remnants of Cape Elizabeth’s farming past, originally created as irrigation ponds, but now are picturesque additions to the landscape and functional components of the area’s drainage.

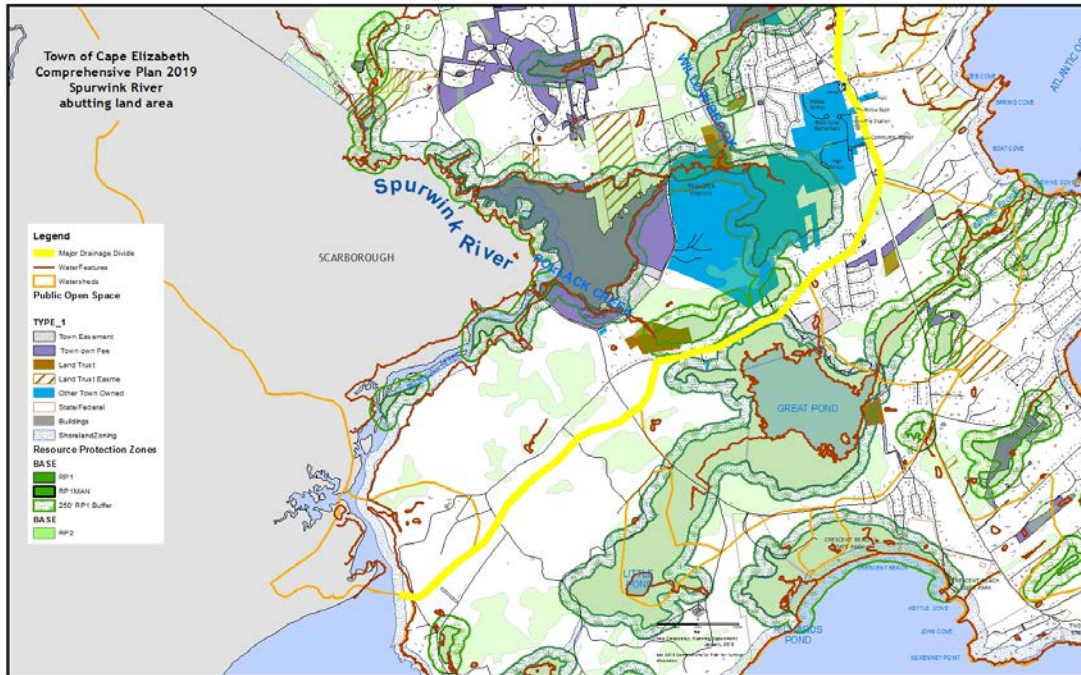
Rivers and Streams

9
10 The most significant river in Cape Elizabeth is the Spurwink River, which is the
11 western boundary of the Town. It drains south and through the Spurwink
12 Marsh.



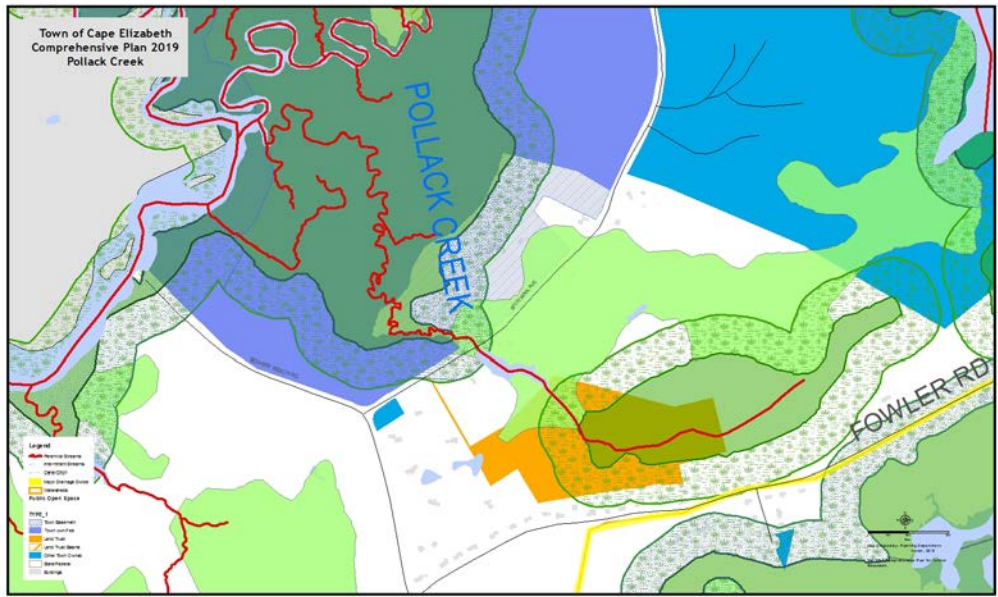
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The Spurwink River estuary has an impaired state water quality rating discussed above (See Estuaries). Most of the Cape Elizabeth and Scarborough sides of the river are sparsely developed. As depicted on the map below, the Sprague Corporation and the Town of Cape Elizabeth own almost all of the land immediately abutting the river in Cape Elizabeth, predominantly saltwater marsh. The map depicts Resource Protection Zoning in shades of green. Publicly owned and preserved land is show in all other colors. All of the banks of the river are protected by Shoreland Zoning, and most of the marsh is publicly owned and protected by Resource Protection Districts.

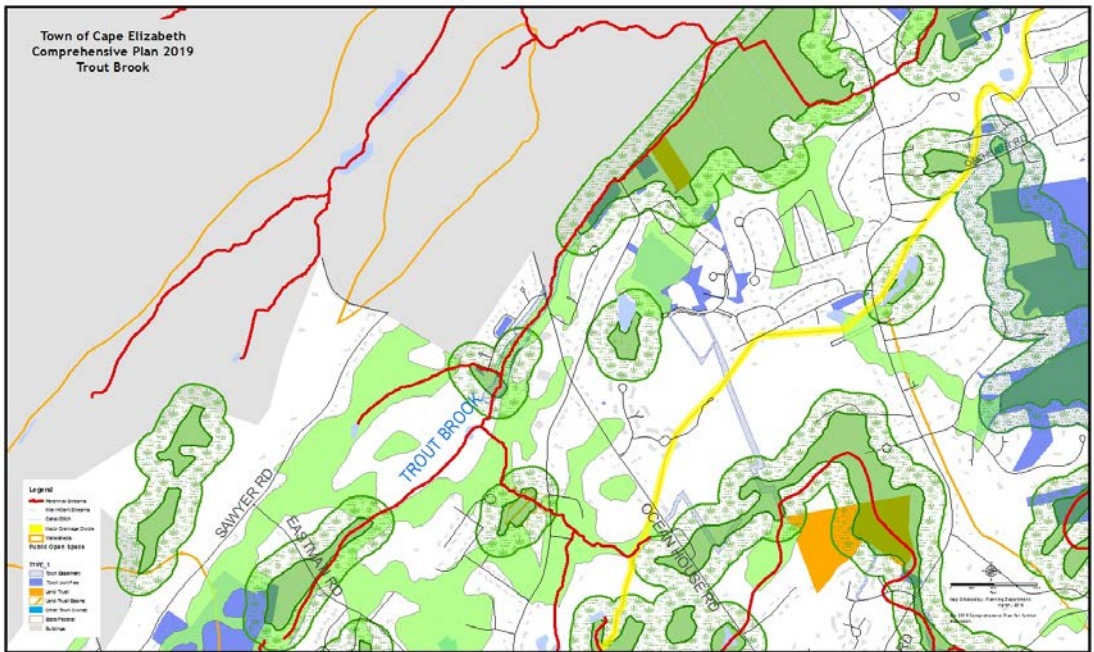


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Pollack Creek is located northwest of the Spurwink Church (intersection of Spurwink Ave and Bowery Beach Rd). Additional information about the creek has been developed as part of the replacement of a pedestrian bridge connecting greenbelt trails on its northern and southern banks. Pollack Creek is tidally influenced almost to the Spurwink Ave crossing, and naturally vegetated on both banks. Much of the abutting land to the creek is protected as conservation land.



1
 2 Trout Brook is located along the northeastern Cape Elizabeth/South Portland
 3 boundary, where most of the abutting land is densely developed. The state water
 4 quality classification for Trout Brook is Class C. Trout Brook has been identified
 5 as an urban impaired watershed. The impairment code 4A has been assigned,
 6 with impairment of benthic-macroinvertebrates bioassessments (streams) and
 7 habitat assessment (streams).



8
 9

1 Because of its status as an urban impaired watershed, Trout Brook has benefited
 2 from several planning efforts jointly undertaken by the City of South Portland
 3 and the Town of Cape Elizabeth. Assessments have included a watershed
 4 assessment in 2003, Watershed based management plan in 2012, a Phase I 319
 5 implementation grant in 2012 and a Phase II 319 implementation grant in 2016.

6
 7 The town established a Community Fee Utilization Plan (CFUP) for the Trout
 8 Brook watershed in 2014 following Maine Department of Environmental
 9 Protection (DEP) approval. The CFUP allows the town to collect state mandated
 10 fees from new development to be applied to watershed improvements. The town
 11 collected \$25,000 from the Eastman Meadows development. The fees were used
 12 as a cash match for the \$180,000 watershed improvement grant (Phase II 319
 13 Implementation grant referenced above). The grant included water quality
 14 testing and improvements to improve the water quality of runoff entering the
 15 brook. Stabilization of the brook banks near Route 77, treatment of runoff from
 16 an abutting parking lot and agricultural uses were some of the efforts funded by
 17 the grant. The 2016 final report concluded that "over 1 ton of sediment, 51
 18 pounds of phosphorus and 550 pounds of nitrogen is no longer flowing into
 19 Trout Brook annually due to the BMP's installed at five abatement sites."

20
 21 Alewife Brook is the outlet for Great Pond and drains eastward to the Atlantic
 22 Ocean. The state water quality classification for Alewife Brook is Class B. Almost
 23 the entire "corridor" of Alewife Brook is bounded by wetlands and consequently
 24 not developed. The section of the brook located between Route 77 and Old Ocean
 25 House Rd is adjacent to a working farm. Alewife Brook has been mapped as a
 26 marsh migration corridor (Source: *Casco Bay Estuary Partnership 2013*). The Brook
 27 is also documented to contain Snapping turtles (Source: *Alewife Brook River
 28 Herring Monitoring 2016, Casco Bay Estuary Partnership*), Pickerel (Source: *Alewife
 29 Brook River Herring Monitoring 2015, Casco Bay Estuary Partnership*), American Eel
 30 (Source; *Fish Passage Monitoring Report Spring 2009 from the Maine Department of
 31 Transportation*), Rainbow Smelt (Source: *Final Report: Alewife Brook Reconnaissance-
 32 Level Connectivity Assessment, Stantec, 2016*), and its namesake Alewives (detailed
 33 below).

34
 35 **Alewife Brook Alewife counts***

Year	2009	2015	2016	2017
Count	57	32	41	20**

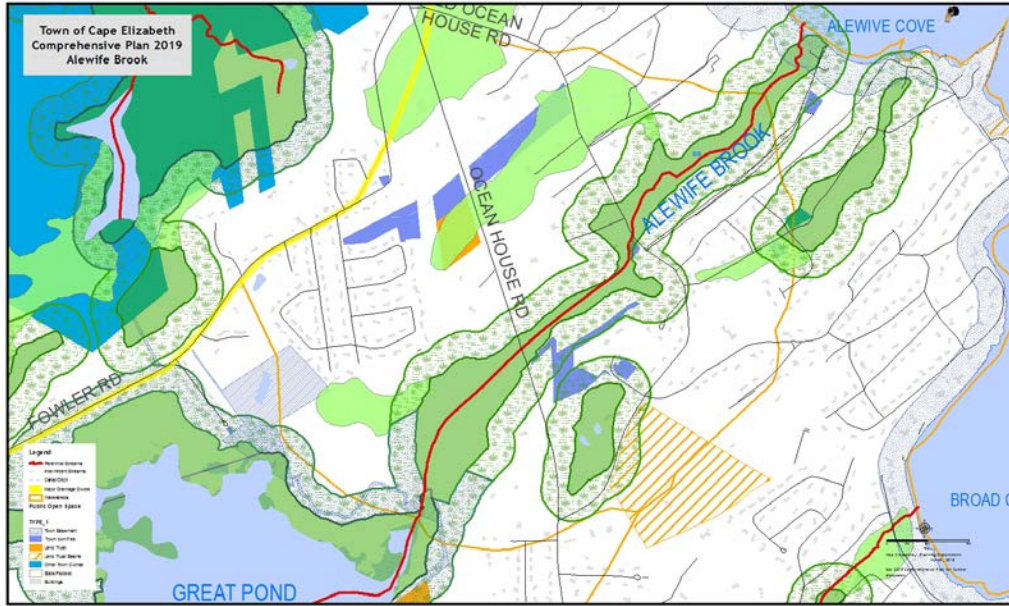
36 *Source: Alewife Brook River Herring Monitoring 2015-2017 from the Casco Bay Estuary*
 37 *Partnership, Fish Passage Monitoring Report Spring 2009 from the Maine Department*
 38 *of Transportation*

39 * These counts should not be used to estimate run size / population

40 ** Monitoring halted early in the run

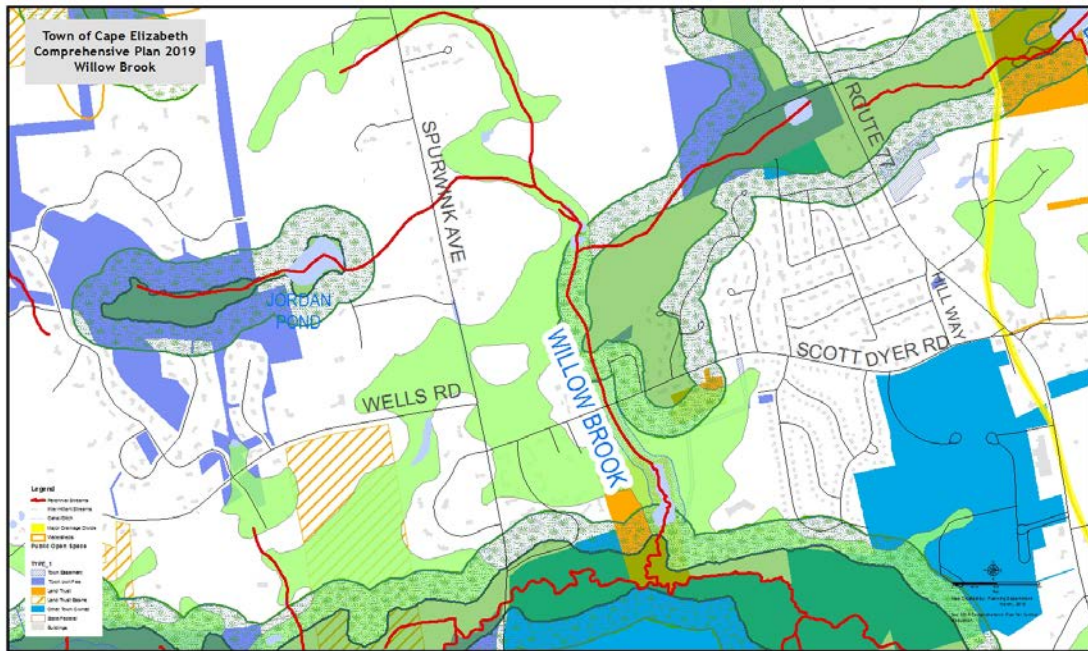
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There is a rock dam across Alewife Brook located between Old Ocean House Rd and the Atlantic Ocean. The dam may need maintenance to avoid functioning as a barrier during alewife runs. It is protected by a combination of Shoreland Zoning and Resource Protection District restrictions. The brook is also part of the Special Flood Hazard area (See Natural Resources Chapter).

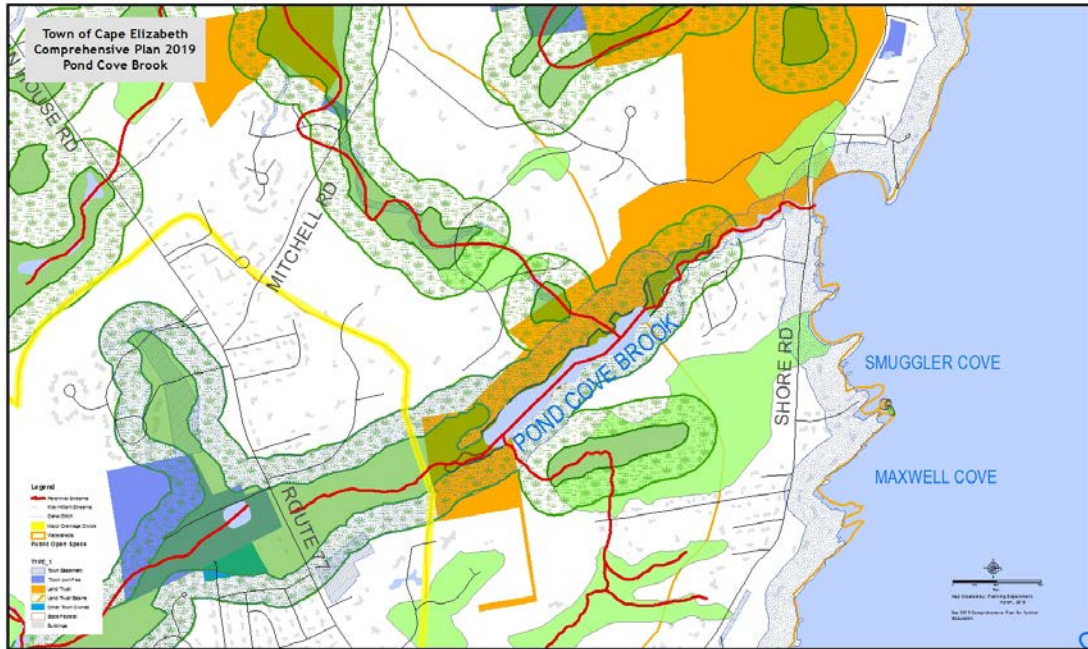


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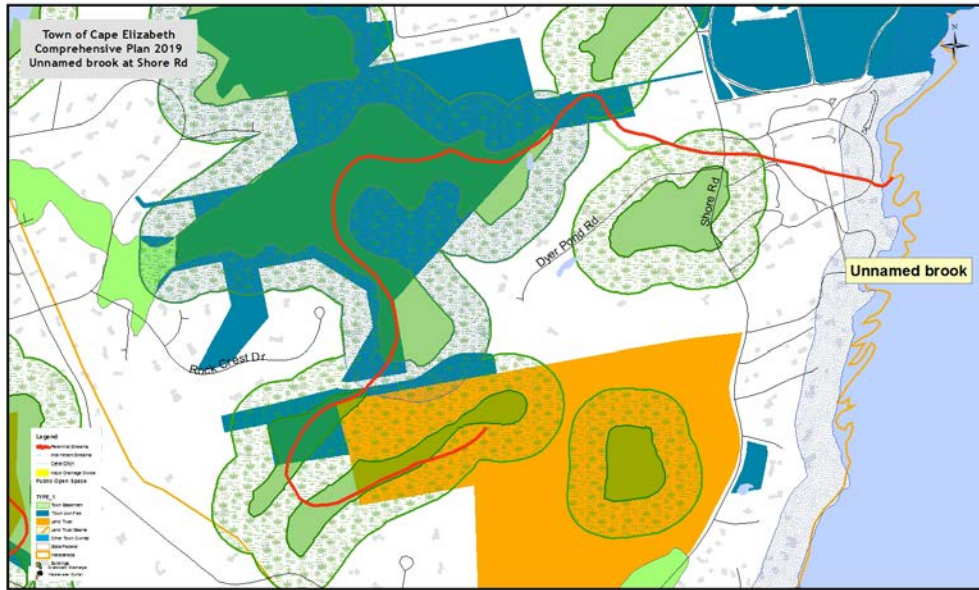
Willow Brook is located on the western end of Scott Dyer Rd. The brook extends from wetlands located behind Lions Field (off Ocean House Rd) southward, crossing Scott Dyer Rd and outletting into the Spurwink River. The state water quality classification for Willow Brook is Class B. The northern end of Willow Brook abuts a neighborhood on the east side. Some additional development abuts the brook south of Scott Dyer Rd, but much of the abutting land is undeveloped.



1
 2 Pond Cove Brook is located equidistant between southern ends of Shore Rd and
 3 Mitchell Rd and is part of a wetland and stream complex that outlets to the
 4 Atlantic Ocean at Pond Cove. The state water quality classification for Pond
 5 Cove Brook is Class B. Significant amounts of this Pond Cove Watershed remain
 6 undeveloped. The Cape Elizabeth Land Trust, with funding support from the
 7 Town of Cape Elizabeth and the Land for Maine's Future Fund, has put much of
 8 the watershed into conservation.
 9



1
 2 Further north between Shore Rd and Mitchell Rd, in the area of Dyer Pond, is an
 3 unnamed brook that drains through the Delano Park neighborhood before
 4 outletting to the Atlantic Ocean. The headwaters of this brook are located in
 5 permanently protected town open space. As part of the Dyer Pond subdivision
 6 approval, the brook was fitted with a weir to control flows and flooding of the
 7 Delano Park neighborhood downstream. The town maintains the weir and
 8 downstream flooding has not occurred with the development of the subdivision.
 9



1
 2 All of the above streams support fish according to the Maine Department of
 3 Inland Fisheries and Wildlife.

4
 5 Aquifers

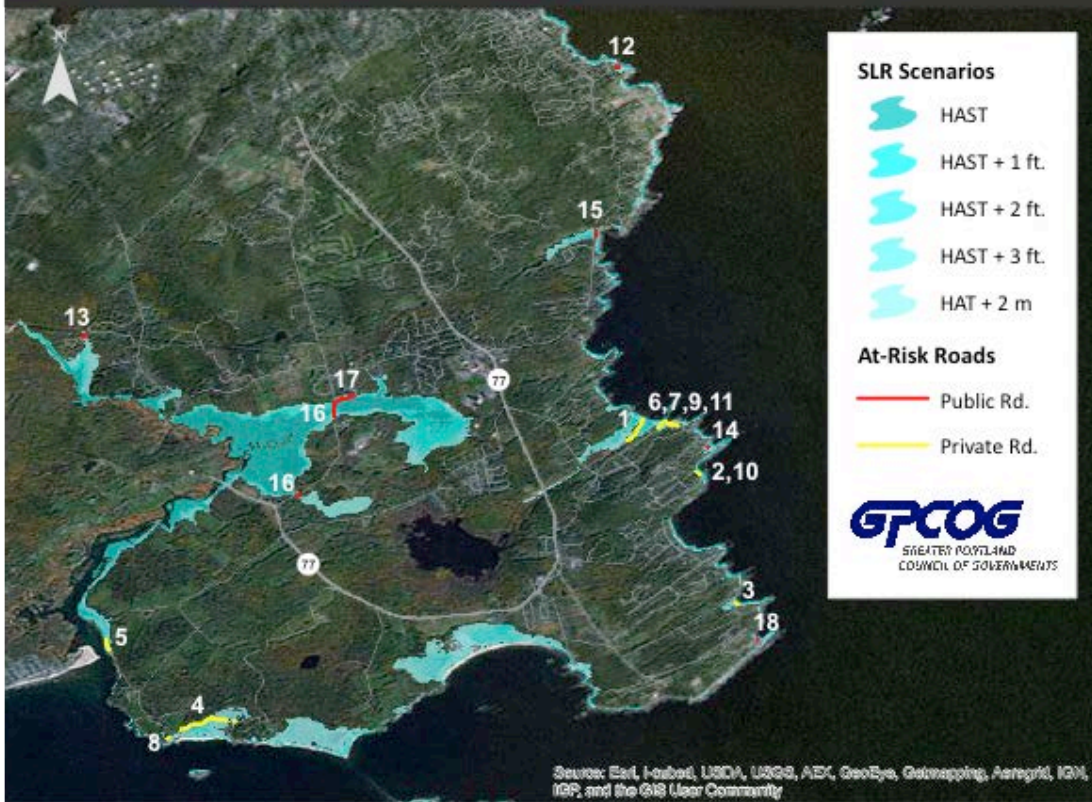
6
 7 No significant gravel aquifers are located in Cape Elizabeth.

8
 9 Regulatory Protection

10
 11 The Town of Cape Elizabeth has adopted Shoreland Zoning protection that has
 12 most recently been deemed consistent with State Mandatory Shoreland Zoning
 13 requirements on October 20, 2009. This includes a 250' shoreland overlay district
 14 along the coastline (Atlantic Ocean), rivers, and ponds, and a 75' shoreland
 15 overlay district along major streams.

16
 17 In 2014, the town adopted a new "normal high water" definition intended to
 18 make the town more resilient to sea level rise. The map below predicts areas of
 19 inundation assuming up to 2 meters of sea level rise above Highest Astronomical
 20 Tide. Based on sea level rise predictions, the town added 3 vertical feet to the
 21 point where minimum shoreland zoning setbacks must be measured.

CAPE ELIZABETH | SEA LEVEL RISE ROAD INUNDATION SCENARIOS



Label	Street Name	Road Class	HAT + 2m	HAST + 3ft.	HAST + 2ft.	HAST + 1ft.	HAST + 0ft.	Risk	Priority
1	Alewife Cove Rd.	Private	1,015 ft.	625	31	0	0	Medium	Low
2	Algonquin Rd.	Private	15	0	0	0	0	Low	Low
3	Cunner Ln.	Private	102	0	0	0	0	Low	Low
4	Little Pond Ln.	Private	1,513	0	0	0	0	Low	Low
5	Lower River Rd.	Private	493	463	69	0	0	Medium	Low
6	Peabbles Cove Rd.	Private	327	0	0	0	0	Low	Low
7	Ram Light Ln.	Private	104	0	0	0	0	Low	Low
8	Rams Head Rd.	Private	23	0	0	0	0	Low	Low
9	Shipwreck Cove Rd.	Private	357	0	0	0	0	Low	Low
10	Surf Side Ave.	Private	26	0	0	0	0	Low	Low
11	Tucker Ln.	Private	37	0	0	0	0	Low	Low
12	Garden Ln.	Local	182	182	0	0	0	Low	Low
13	Park Cir.	Local	57	0	0	0	0	Low	Low
14	Reef Rd.	Local	60	0	0	0	0	Low	Low
15	Shore Rd.	Local	272	0	0	0	0	Medium	High
16	Spurwink Ave.	Local	740	335	204	21	0	High	High
17	Starboard Dr.	Local	577	431	118	0	0	Medium	Medium
18	Two Lights Rd.	Local	8	0	0	0	0	Low	Low
--	Totals	--	4,892 ft.	2,036 ft.	422 ft.	21 ft.	0 ft.	--	--


SLR-Sea Level Rise / HAT-Highest Annual Tide / HAST-Highest Astronomical Tide / SLR data provided by Maine Geological Survey / "Risk" and "Priority" columns are highly subjective and should be treated as such / Map created by GPCOG, January, 2015.

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1 As shown on the chart below, this increases the town's resiliency to the range of
2 the 25-50 year storm.
3

Portland Storm Surges, 1912-2012
(coinciding with mean high water or greater)

Interval (yrs)	Surge at MHW (ft)
1 (100 %)	1.1
5 (20%)	2
10 (10 %)	2.4
25 (4 %)	2.9
50 (2 %)	3.3
100 (1 %)	3.7



4
5
6 The town has adopted local wetland regulations that establish 100' - 250' wide
7 buffers around water bodies of at least 1 acre in size. Finally, Great Pond is
8 protected with a Great Pond Watershed Overlay District, which minimizes the
9 amount of area that can be stripped of vegetation at one time. These regulations
10 work together to create natural vegetated buffers to protect water resources.

11
12 There is limited water quality data available for water bodies in Cape Elizabeth.
13 As growth continues, buffering requirements adjacent to water resources require
14 that new development must be set back from water resources. The buffers also
15 protect water resources by filtering storm water before it enters water bodies and
16 streams.

Water Resources Goals

17
18
19
20
21 **Goal 1: The town should promote compliance, initiate, and partner with**
22 **others on assessment projects to improve existing water quality.**

Recommendations:

- 23
24
25
26 64. Maintain compliance with overboard discharge and wastewater discharge
27 permitting.
28

- 1 65. Partner with the Town of Scarborough on water quality sampling,
2 strategies, and implementation of the TMDL report to improve the water
3 quality of the Spurwink River Estuary.
4
- 5 66. Continue, in partnership with the City of South Portland, implementation
6 of the Trout Brook Management Plan.
7
- 8 67. Perform a comprehensive assessment of the Alewife Brook/Peabbles
9 Cove water complex. The assessment, at a minimum, should include
10 water quality testing of the brook, evaluation of siltation impacts on the
11 brook, more in-depth assessment of Peabbles Cove water quality,
12 evaluation of alewives migration, and an infrastructure assessment of the
13 existing dam.
14
- 15 68. Establish a town water quality monitoring program for significant water
16 bodies that includes a consistent set of testing parameters and centrally
17 located data compilation to facilitate rapid identification of water quality
18 impairment.
19
- 20 69. Assign names to significant unnamed water bodies and streams.
21

1 HISTORIC AND ARCHAEOLOGICAL RESOURCES
2
3

4 **Key Findings**
5

- 6 • The town values its history.
 - 7
 - 8 • The town should maintain its cooperative relationship with the Cape Elizabeth Historical Preservation Society (CEHPS).
 - 9
 - 10
 - 11 • There is no support for adoption of a historic preservation ordinance at this
 - 12 time.
 - 13
-

14
15 Historic Settlement Pattern
16

17 The first settlement in Cape Elizabeth was a trading post established on
18 Richmond Island in 1627 by Walter Bagnall. Mr. Bagnall was killed by Native
19 Americans in 1631, apparently in response to his poor treatment of the natives
20 he encountered. Governor Winthrop of Massachusetts characterized Mr. Bagnall
21 as “a wicked fellow” who “had much wronged the Indians.”
22

23 Richmond Island remained a settlement and was established as a fishing and
24 trading station by John Winter in 1632. The fishing station was successful and in
25 1637, the first vessel built on Richmond Island, a 30 ton bark named the
26 Richmond, was launched. John Winter’s daughter, Sara, later married the
27 Reverend Robert Jordan, an Anglican clergyman from England. Descendants of
28 Sara and Robert settled in Cape Elizabeth and members of that family still farm
29 in Cape Elizabeth and serve as community leaders.
30

31 From 1675-1715, the area went through a cycle of settlement and evacuation due
32 to wars with Native Americans and an attack by pirates. In 1718, the
33 Massachusetts General Court established the boundaries of Falmouth, which
34 included Cape Elizabeth. In 1765, Cape Elizabeth was incorporated as a separate
35 district. Cape Elizabeth was named after Princess Elizabeth, the sister of King
36 Charles I of England. In 1775, Cape Elizabeth was incorporated as a town.
37

38 Fishing and farming were the main occupations for the town through the 1800s.
39 Farms were established throughout the town and some still survive today.
40 Farming evolved from subsistence crops in the 1700s to money crops in the
41 1800s as the City of Portland grew.
42

1 In addition to fishing the waters of Cape Elizabeth, many Cape residents also
2 participated in the shipbuilding occurring in the Knightville and Ferry Village
3 areas (now located in South Portland). In the winters, Cape Elizabeth men, in a
4 few cases accompanied by their wives and families, sailed with lumber and fish
5 to the Caribbean Islands and brought back rum and sugar. Letters from Cuba to
6 relatives in Cape Elizabeth indicate that several families worked in Cuba for
7 part of the year.

8
9 As the City of Portland's shipping trade grew, navigational aids were needed to
10 guide vessels into Portland Harbor. In 1791, the first lighthouse constructed by
11 the federal government was built at Portland Head in Cape Elizabeth. Following
12 in 1811, the first lighthouse at Two Lights (as it was named years later) was
13 constructed. In 1827, this lighthouse was torn down and two lighthouse towers
14 were erected between Dyer and Staples Coves.

15
16 Cape Elizabeth's close proximity to Portland made it desirable as a summer
17 cottage community and spurred the first planned developments. Delano Park
18 was the first recorded subdivision in 1855 and includes several examples of
19 shingle style architecture designed by John Calvin Stevens.

20
21 At the same time that the northeastern corner of Cape Elizabeth experienced
22 residential development, land assembly was underway establishing Fort
23 Williams. The first 14 acres of what is now Fort Williams was purchased in 1872
24 and a total of 90 acres were assembled over the next 25 years. Fort Williams was
25 fully manned during WWI and provided harbor defense during WWII. The
26 west light at Two Lights was reconstructed as an observation tower and a
27 battery intended to provide harbor defense was also constructed in 1944.

28
29 From 1775 to 1895, the town of Cape Elizabeth included the areas now known as
30 Cape Elizabeth and the current City of South Portland. Within the area now
31 known as South Portland was clustered the majority of the infrastructure (roads,
32 sewer, municipal buildings) and more modernization was on the way. Cape
33 Elizabeth residents, however, were farther from the City of Portland and
34 unwilling to pay for additional infrastructure improvements or abandon their
35 rural lifestyle. In 1895, Cape Elizabeth and South Portland split into two
36 municipalities.

37
38 Subdivision development concentrated along the Cape Elizabeth/South
39 Portland border and along the coastline until the middle 1900s. Elizabeth Park is
40 the first non-coastal neighborhood, built in the center of town as shipworker
41 housing in the 1940s. In the 1950s and 1960s, the greatest increases in town
42 population occurred as the Great Pond (north side), Broad Cove, Brentwood,

1 Two Lights and other neighborhoods were built. Some of these neighborhoods
2 illustrate significant development of inland areas.

3

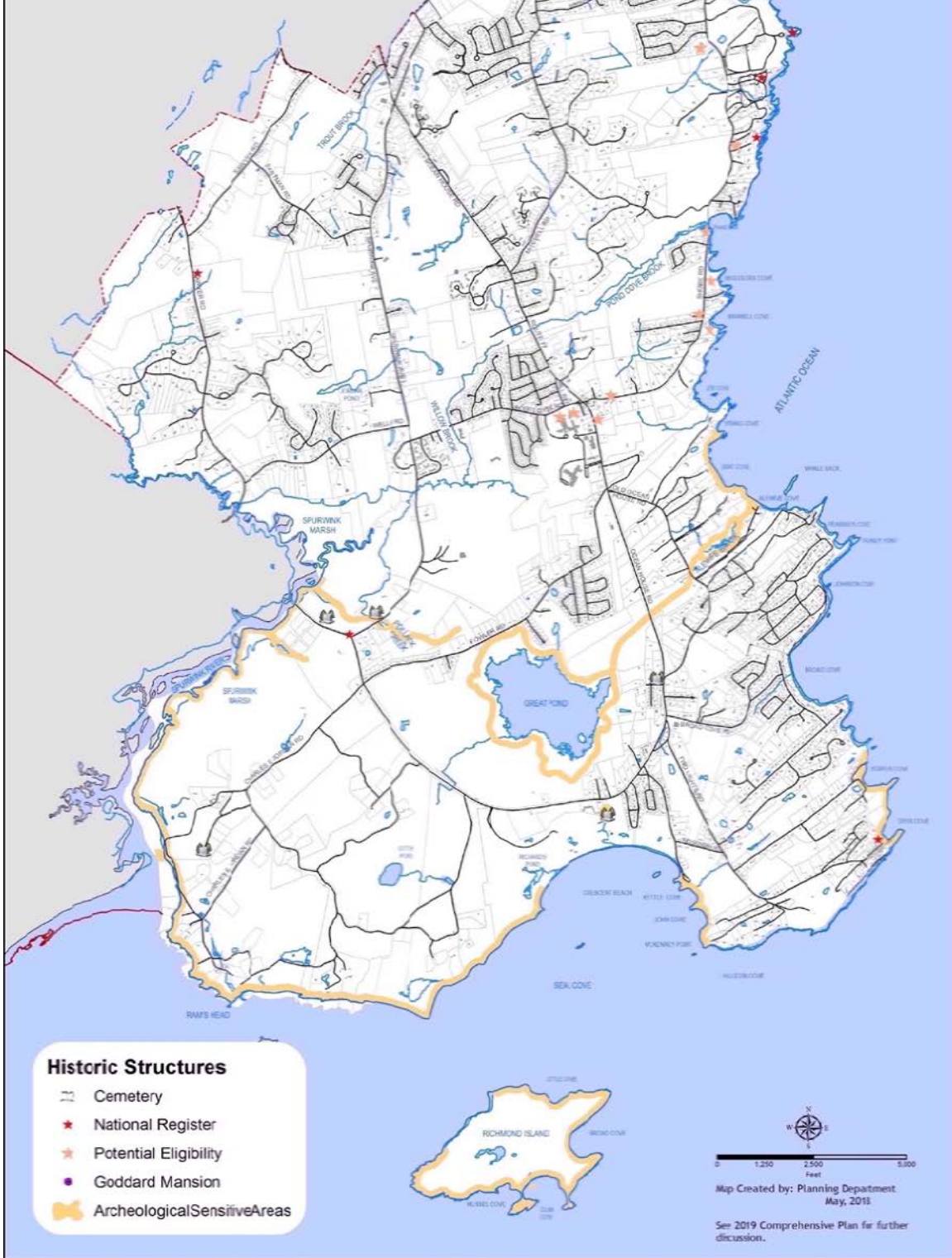
4 While these neighborhoods greatly added to the population base, the lots
5 themselves were relatively modest in size at less than ½ acre. The development
6 of the 1980s, however, jolted the town with the large amount of land (due to
7 both the number of new lots and the increased size of the lots) converted for
8 development. The amount of development has continued at a slow pace since
9 the 1980's.

10

11 As Cape Elizabeth has continued to develop, recurring themes of rural
12 character, preservation of farmland, and ties to the water, themes that are rooted
13 in the earliest history of the town, continue to influence policy debates.

14

Town of Cape Elizabeth Comprehensive Plan 2019 Historic & Archaeologic Resources



1 Historic and Archeological Resources

2
3 The Maine Historic Preservation Commission (MHPC) has provided the
4 following information on historical resources located in Cape Elizabeth. If a
5 town has been professionally surveyed for prehistoric or historic archaeological
6 sites, sites may be shown as 1/2 km squares. The 1/2 km scale is a compromise,
7 providing some location information but not allowing someone who might
8 want to loot a site to walk exactly to the location. (*Source: Maine Historic*
9 *Preservation Commission Archaeological Sites: Guidelines for Growth Management*
10 *Planning, January 2013*)

11
12 *Prehistoric Archaeological Sites*

13
14 Prehistoric archaeological sites are areas with potential Native American
15 historic value that predate European arrival. Based on the documented conflicts
16 in Cape Elizabeth between Native Americans and early European settlers, it is
17 likely that prehistoric sites, such as camp or village locations, are located in
18 Cape Elizabeth. MHPC reports that 16 prehistoric sites are known in Cape
19 Elizabeth, an increase from the 12 identified in 2006. The majority are located on
20 the shoreline of salt water, with a few associated with nearshore marshes.
21 Professional archaeological reconnaissance survey has concentrated on the east-
22 facing shoreline and around Crescent Beach, and on Ram Island. As part of the
23 installation of a pedestrian bridge project at Pollack Brook, Phase I
24 archaeological survey test pits were dug in 2017 on the south side of Pollack
25 Brook with no artifacts found. (*Source: Pollack Brook Greenbelt Trail Bridge*
26 *Replacement and Trail Extension Project, Archaeological Phase I Survey, Northeast*
27 *Archaeological Research Center, Inc., December 7, 2017*)

28
29 MHPC recommends that reconnaissance archaeological survey is needed
30 around Great Pond, Alewife Brook, the Spurwink River and the southwestern
31 shore of the town. No mapped information is available for Cape Elizabeth at
32 this time.

33
34 *Historic Archaeological Sites*

35
36 Historic archaeological sites are mostly European-American and after written
37 historic records began in about 1600. Based on early settlement activity, it is
38 likely that historic sites such as cellar holes from houses, foundations for farm
39 buildings, wharves and boat yards, and shipwrecks are located in Cape
40 Elizabeth. In 2006, 5 historic archaeological sites and 77 shipwrecks, for a total of
41 82 sites were identified. In 2016, the following 86 historical archaeological sites
42 are documented for the town by MHPC. Except for the Dominicus Jordan
43 homesite, all additional sites are shipwrecks.

1
2

Maine Historic Preservation Commission Town of Cape Elizabeth Historic Site					
Site Name	Sitenum	Site Type	Periods of Significance	National Register Status	Town
Richmond's Island	ME 076-001	fishing station	1627 - 1675+	undetermined	Cape Elizabeth
Spurwink Settlement	ME 076-002	settlement	1636 - 1676	undetermined	Cape Elizabeth
Parrot Point	ME 076-003	contact	c. 1600 - c.1700	undetermined	Cape Elizabeth
Annie C. McGuire	ME 076-004	wreck, vessel	December 24, 1886	undetermined	Cape Elizabeth
Oakey L. Alexander	ME 076-005	wreck, vessel	3-Mar-47	undetermined	Cape Elizabeth
"Australia"	ME 076-006	wreck, schooner	January 28, 1885		Cape Elizabeth
Novadoc	ME 076-007	wreck, screw	3-Mar-47	undetermined	Cape Elizabeth
Lochinvar	ME 076-008	wreck, schooner	October 15, 1932. (October 4?)	undetermined	Cape Elizabeth
William L. Elkins	ME 076-009	wreck, schooner	December 6, 1915.	undetermined	Cape Elizabeth
Wabash	ME 076-010	wreck, schooner	March 13, 1920.	undetermined	Cape Elizabeth
Sarah C. Smith	ME 076-011	wreck, schooner	July 8, 1905.	undetermined	Cape Elizabeth
Pochasset	ME 076-012	wreck, schooner	21-Nov-20	undetermined	Cape Elizabeth
Piedmont ("Potomac")	ME 076-013	wreck, screw	June 6, 1865	undetermined	Cape Elizabeth
Nellie Bowers	ME 076-014	wreck, schooner	February 25, 1888	undetermined	Cape Elizabeth
John Cadwallader	ME 076-015	wreck, schooner	18-Nov-10	undetermined	Cape Elizabeth
'James Young'	ME 076-016	wreck, schooner			Cape Elizabeth
Helen	ME 076-017	wreck, schooner	March 4, 1891	undetermined	Cape Elizabeth
George W. Cushing	ME 076-018	wreck, schooner	December 27, 1888	undetermined	Cape Elizabeth
Francis Goodnow	ME 076-019	wreck, schooner	April 29, 1923 (Apr. 28?)	undetermined	Cape Elizabeth
Fiherman	ME 076-020	wreck, schooner	22-Jan-07	undetermined	Cape Elizabeth
Empress	ME 076-021	wreck, schooner	8-Jan-12	undetermined	Cape Elizabeth

1

Donna T. Briggs	ME 076-022	wreck, schooner	5-Sep-16	undetermined	Cape Elizabeth
Bay State	ME 076-023	wreck, side-wheeler	23-Sep-16	undetermined	Cape Elizabeth
Battery 201 and Fire Control Tower	ME 076-024	military, battery	1942 - 1945	undetermined	Cape Elizabeth
City of Rockland	ME 076-025	wreck, vessel	1904	undetermined	Cape Elizabeth
Laura Jane	ME 076-026	wreck, vessel	1866	undetermined	Cape Elizabeth
Jessica Ann	ME 076-027	wreck, trawler	Feb. 20, 2000	undetermined	Cape Elizabeth
Bohemian	ME 076-028	wreck, steam bark	February 22, 1864	undetermined	Cape Elizabeth
Nellie	ME 076-029	wreck, brig	May 7, 1864	undetermined	Cape Elizabeth
Herman F. Kimball	ME 076-030	wreck, schooner	5-Sep-18	undetermined	Cape Elizabeth
S-21	ME 076-031	wreck, submarine	After September 14, 1942 (date during war uncertain) [1945]	undetermined	Cape Elizabeth
Abigail	ME 076-032	wreck, schooner	1858	undetermined	Cape Elizabeth
Alton A.	ME 076-033	wreck, dragger	4-Dec-72	undetermined	Cape Elizabeth
Andarte	ME 076-034	wreck, dragger	19-Feb-60	undetermined	Cape Elizabeth
Annie and Mary	ME 076-035	wreck, dragger	8-Aug-39	undetermined	Cape Elizabeth
M. G. Morgan	ME 076-036	wreck, schooner	Registry closed October 17, 1938.	undetermined	Cape Elizabeth
Catherine Beals	ME 076-037	wreck, schooner	October 14, 1866	undetermined	Cape Elizabeth
Cora B. Lillian (Cora and Lillian?)	ME 076-038	wreck, schooner	8-Dec-02	undetermined	Cape Elizabeth
Emily	ME 076-039	wreck, schooner	September 8, 1869	undetermined	Cape Elizabeth

2

Etna	ME 076-040	wreck, schooner	January 1, 1884	undetermined	Cape Elizabeth
Fannie Belle	ME 076-041	wreck, schooner, dragger	8-Nov-48	undetermined	Cape Elizabeth
G. B. B. Morse (or G+B Morse)	ME 076-042	wreck, schooner	March 19, 1884	undetermined	Cape Elizabeth
Glenrosa	ME 076-043	wreck, barkentine	22-Sep-02	undetermined	Cape Elizabeth
Harriet Newell	ME 076-044	wreck, schooner	March 25, 1876	undetermined	Cape Elizabeth
Idaho	ME 076-045	wreck, schooner	January 1872	undetermined	Cape Elizabeth
James Barbour	ME 076-046	wreck, schooner	18-Nov-23	undetermined	Cape Elizabeth
Jessie MacGregor	ME 076-047	wreck, barkentine	11-Aug-01	undetermined	Cape Elizabeth
Kate Aubrey	ME 076-048	wreck, schooner	1868	undetermined	Cape Elizabeth
K. P.	ME 076-049	wreck, steamer, seining	13-Aug-24	undetermined	Cape Elizabeth
Little Fanny	ME 076-050	wreck, schooner	March 1, 1875	undetermined	Cape Elizabeth
Marine Merchant	ME 076-051	wreck, ship Liberty	Apr-61	undetermined	Cape Elizabeth
Heather Bell	ME 076-052	wreck, vessel	December 1897	undetermined	Cape Elizabeth
Middlesex	ME 076-053	wreck, steam collier	18-May-22	undetermined	Cape Elizabeth
Pamela D.	ME 076-054	wreck, trawler	16-Apr-81	undetermined	Cape Elizabeth
Resolution	ME 076-055	wreck, sloop	October 24, 1811	undetermined	Cape Elizabeth
Sarah	ME 076-056	wreck, schooner	August 1871	undetermined	Cape Elizabeth
Susan	ME 076-057	wreck, schooner	1861	undetermined	Cape Elizabeth
St. Patrick	ME 076-058	wreck, trawler	31-Jul-73	undetermined	Cape Elizabeth
Tasmania	ME 076-059	wreck, bark	March 19, 1857	undetermined	Cape Elizabeth
Wendall Burpee	ME 076-060	wreck, schooner	7-Apr-01	undetermined	Cape Elizabeth
unnamed vessel	ME 076-061	wreck, schooner	October 29, 1836	undetermined	Cape Elizabeth

unnamed vessel	ME 076-062	wreck, schooner	September 8, 1869	undetermined	Cape Elizabeth
unnamed vessel	ME 076-063	wreck, schooner	September 8, 1869	undetermined	Cape Elizabeth
unnamed vessel	ME 076-064	wreck, bark	March 1865	undetermined	Cape Elizabeth
P.E. 56 "Eagle 56"	ME 076-065	wreck, Eagle boat	23-Apr-45	undetermined	Cape Elizabeth
Charles	ME 076-066	wreck, schooner	sank July 12, 1807	undetermined	Cape Elizabeth
Nancy	ME 076-067	wreck, schooner	1780	undetermined	Cape Elizabeth
Pinta	ME 076-068	wreck, gas screw	Feb-40	undetermined	Cape Elizabeth
Eastern Queen	ME 076-069	wreck, schooner	Oct-00	undetermined	Cape Elizabeth
Apollo	ME 076-070	wreck, brig	April 7, 1804	undetermined	Cape Elizabeth
C. B. Harrington	ME 076-071	wreck, gas screw	1871-1913, 1945	undetermined	Cape Elizabeth
Nellie F. Wotton	ME 076-072	wreck, gas screw	19897-1916	undetermined	Cape Elizabeth
Nordest	ME 076-073	wreck, gas screw	1949-1962	undetermined	Cape Elizabeth
Sandy Pt.	ME 076-074	wreck, schooner	1899	undetermined	Cape Elizabeth
Southwind III	ME 076-075	wreck, gas yacht	1906-1925	undetermined	Cape Elizabeth
Gypsie Queen	ME 076-076	wreck, schooner	1879-1913	undetermined	Cape Elizabeth
Mary Alice	ME 076-077	wreck, schooner	1869	undetermined	Cape Elizabeth
Nellie Florence	ME 076-078	wreck, schooner	1888	undetermined	Cape Elizabeth
Fortuna	ME 076-079	wreck, schooner	1894-1907	undetermined	Cape Elizabeth
Mary S.	ME 076-080	wreck, schooner	1929-1949	undetermined	Cape Elizabeth
N.J. Miller	ME 076-081	wreck, schooner	Abandoned at sea at Cape Elizabeth on August 31, 1872.	undetermined	Cape Elizabeth
Safford Homestead	ME 076-082	domestic	mid to late 19th century	undetermined	Cape Elizabeth

Dominicus Jordan	ME 076-083	domestic	1680-1703	undetermined	Cape Elizabeth
Acadia	ME 076-084	wreck, gas screw	September, 1940	undetermined	Cape Elizabeth
Vidia M. Brigham	ME 076-085	wreck, schooner	11-Nov-04	undetermined	Cape Elizabeth
Racine	ME 076-086	wreck, schooner	July 30, 1890	undetermined	Cape Elizabeth

Source: Maine Historic Preservation Commission, 2016

MHPC reports that no comprehensive professional historic archeological survey has been conducted to date in Cape Elizabeth. MHPC recommends that further archaeological survey should focus on the identification of potentially significant resources associated with the town's maritime, agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 17th and 18th centuries.

Historic Buildings/Structures/Objects

Cape Elizabeth has seven sites that are listed on the National Register of Historic Places, which is administered by the Department of the Interior. Listing requires nomination of a site and finding that one or more of the criteria has been met. Once a property is listed, any alteration of the site *using federal funds* must comply with historic preservation guidelines. One site has been added since the 2007 comprehensive plan. The following sites are listed on the National Register:

- Spurwink Congregational Church, Spurwink Ave (R06-8)
- Portland Head Light, Capt. Strout Circle (U48-2)
- C.A. Brown Cottage, 109 Delano Park (U07-13)
- Two Lights, Two Lights Rd (U15-54)
- Beckett's Castle, Singles Rd (U08-7)
- Dyer Hutchinson Farm, 1148 Sawyer Rd (R04-54)
- Lion's Clubhouse, 1 Wheeler Rd (U18-11)

MHPC reports, based on preliminary architectural survey data, that the following properties may be eligible for listing in the National Register:

- 997, 1107, 1151, 1221, 1062, 1134, and 1160 Shore Road
- Town Hall, Ocean Avenue
- Thomas Memorial Library, Scott Dyer Road
- Cape Elizabeth Middle School, Scott Dyer Road

Cemeteries

1
2 The Historic and Archaeologic Resources map depicts four cemeteries. Two are
3 associated with houses of worship and two are private.
4
5

6 In 2017, the town
7 completed a phase 1,
8 prehistoric
9 archaeological survey
10 on both sides of
11 Pollack Creek west of
12 Spurwink Ave. During
13 that survey, it became
14 clear that there is an
15 extensive cemetery
16 located on the north
17 bank. There is a small
18 Jordan family cemetery
19 located near the point
20 with the Spurwink Marsh
21 that includes several
22 traditional upright
23 headstones.
24
25



Phase 1, Prehistoric Archaeological Survey at
Pollack Creek, 2017.



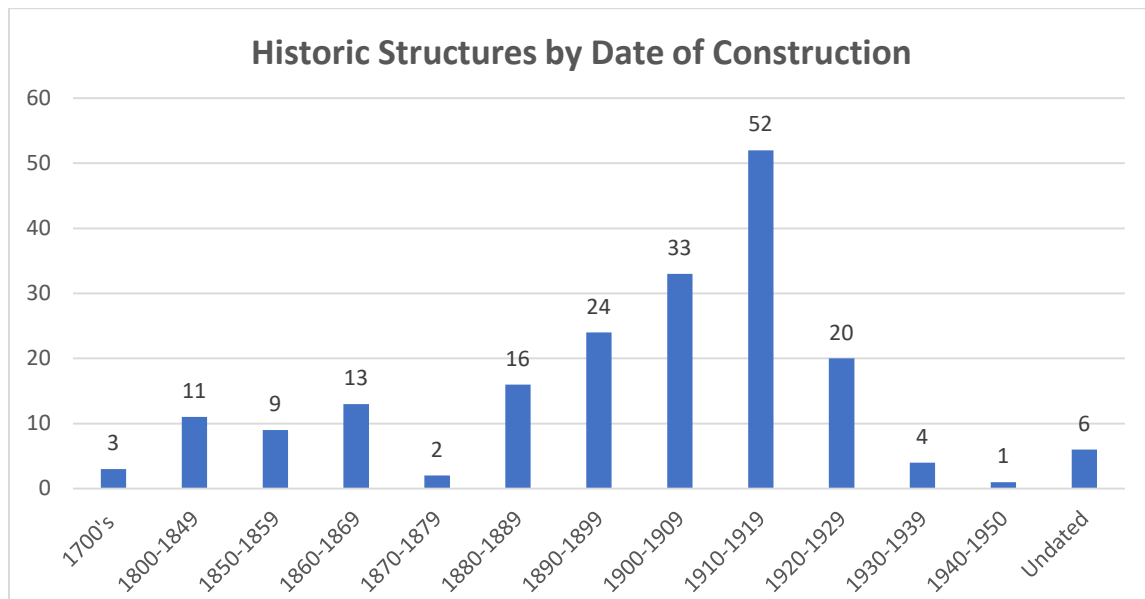
26 Closer to Spurwink Ave,
27 there is a second and
28 larger cemetery of 35+
29 markers that dates to the
30 late 1700's. The markers
31 are slate, and only one has
32 any readable marking,
33 dating to 1794. No other
34 markers appear to have
35 any inscriptions. At the
36 conclusion of the Pollack
37 Bridge project, the town
38 will evaluate how to
39 appropriately mark this
40 cemetery.
41
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Pollack Creek Cemetery, 1794 headstone

Historic Structures Survey

In 1999, the Town of Cape Elizabeth commissioned Barba Architecture and Preservation, certified historic preservation consultants, to conduct a town-wide analysis of possible historic structures. Using National Register criteria, an initial survey of 750 structures was reviewed and categorized as significant, contributing, or non-contributing. One hundred and ninety-five structures were identified as significant and a brief summary of each structure’s historic character was prepared. Structures spanned 3 centuries and ranged from early colonial settlement homes to post-modern. Below is a chart displaying structures by age.

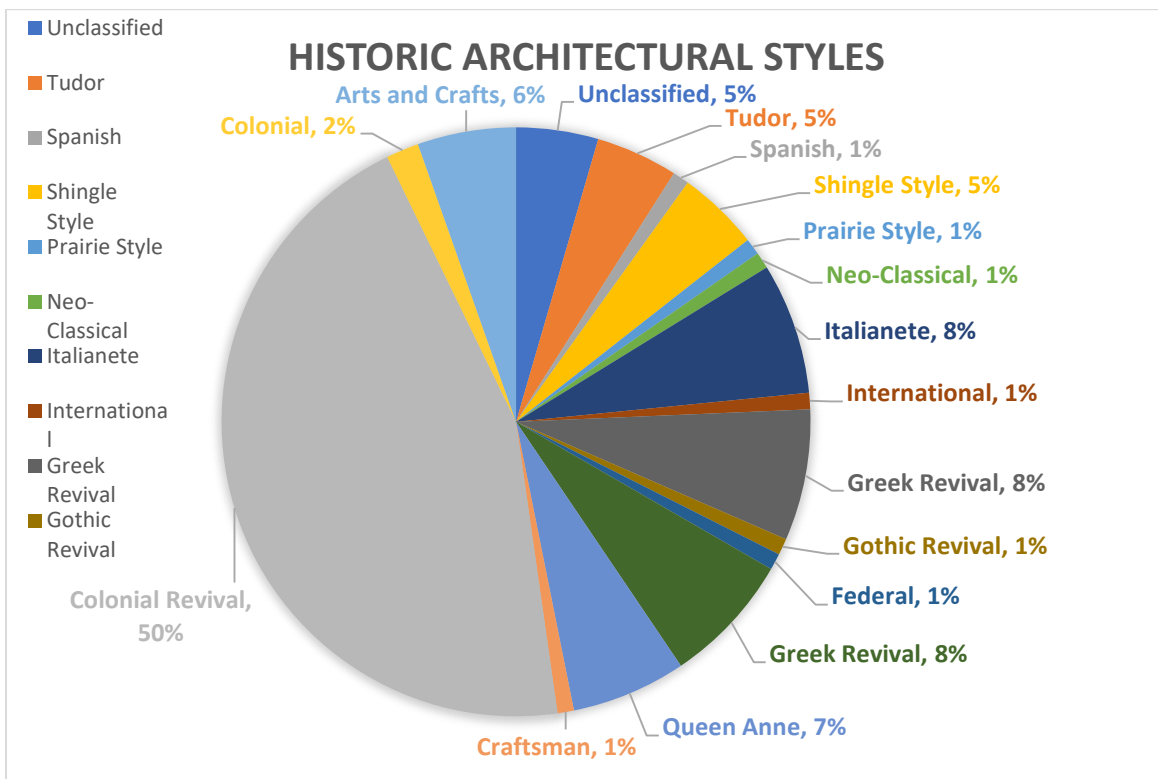


25
26
27
28

Source: *Historic Structures Survey, Town of Cape Elizabeth, 1999*

1 Although fifty percent of the structures were classified as colonial revival, the
 2 town also includes an impressive range of styles. Below is a chart showing the
 3 distribution of styles.

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24

Source: *Historic Structures Survey, Town of Cape Elizabeth, 1999*

Local historical publications

The Cape Elizabeth Historical Preservation Society (CEHPS, see below) both stores and generates local historical publications. The most popular local history is Cape Elizabeth, Past to Present, (2nd edition). A Culinary History of Cape Elizabeth, Maine is the most recent publication. Archaeological surveys by the Jordan Family and the George Cleeves Association are also noteworthy.

1 Threats to and Preservation of Historic Resources

2
3 Following the completion of the Historic Structures Survey, the town drafted a
4 Historic Preservation Ordinance. After an extensive public comment process
5 including public forums, an opinion survey, historic structure survey posting on
6 the website and public hearings, the town chose not to adopt a historic
7 preservation ordinance and eliminated private properties from the demolition
8 delay provisions in the Zoning Ordinance.

9
10 To date, the town is unwilling to restrict private property rights by mandating
11 preservation of historic buildings. The town has advocated a position that
12 private property owners can be relied upon “to do the right thing” and that the
13 town should undertake efforts that promote voluntary preservation of historic
14 structures.

15
16 Some of the most important local historic structures, such as Portland Head
17 Light and the Spurwink Church, are listed on the National Register and further
18 protected through municipal ownership. The Cape Courier, a local newspaper,
19 regularly prints articles about town history.

20
21 The town continues to experience "tear downs" of existing structures to make
22 way for modern construction. (See Existing Land Use Chapter)

23
24 Cape Elizabeth Historical Preservation Society

25
26 The Cape Elizabeth Historical Preservation Society (CEHPS), an independent,
27 private, non-profit organization, stores and preserves historical town records
28 and articles, as well as performs historical research. The Town of Cape Elizabeth
29 provides annual funding of \$500 to CEHPS.

30
31 In 2006, CEHPS occupied 380 sq. ft. of space in the basement of the Thomas
32 Memorial Library. Historical records were stored in a climate controlled area
33 and storage was at 90% of capacity. Workspace to research records was limited
34 and no display space was available.

35
36 In 2015, in conjunction with the remodel and expansion of the Thomas Memorial
37 Library, CEHPS was moved into the former dispatch space in the Public Safety
38 Building. With an estimated 680 sq. ft., more space is available for research and
39 storage.

40
41 The Thomas Memorial Library expansion resulted in vacating the adjacent
42 Spurwink School. The town surveyed residents, who support keeping the
43 Spurwink School in public use. The town established a Spurwink School Reuse

1 Committee to evaluate repurposing the building. Proposals were solicited and
 2 reviewed, and cost estimates for building renovation prepared. During the
 3 process, some proposals were subsequently withdrawn, but the CEHPS remains
 4 interested in moving into the building. In July, 2018, the town council
 5 authorized the town manager to enter into discussions for a lease arrangement
 6 of the Spurwink School with CEHPS.

7
 8 Local Regulations
 9

10 The Cape Elizabeth Zoning Ordinance includes Section 19-8-6, Archaeological
 11 and Historic Resources, which is intended to prevent the disturbance of sites
 12 with potential or identified archaeological significance until their importance is
 13 documented. There is also a demolition delay waiting period of 45 days for the
 14 following structures.
 15

The following buildings and structures are identified as historic resources and are subject to the provisions of Sec. 19-8-6, Archaeological and Historic Resources		
Map/Lot	Structure	Street Address
R03-59	N. Dyer (Superintendent's House)	Two Lights State Park
R03-59	World War II Bunker	Two Lights State Park
R03-59	World War II Observation Tower	Two Lights State Park
R06-8	Spurwink Meeting House	533 Spurwink Avenue
U11-17	Town Hall	320 Ocean House Road
U21-12	Thomas Memorial Library	6 Scott Dyer Road
U21-12	Middle School	Scott Dyer Road
U21-2	Community Center	343 Ocean House Road
U48-1	Goddard Mansion	Fort Williams
U48-1	Field Officers Quarters	Fort Williams
U48-1	Bachelor Officers Quarters	Fort Williams
U48-1	Militia Storehouse	Fort Williams
U48-1	Gun Shed	Fort Williams
U48-1	Portland Head Light	Fort Williams

16
 17 *Source: Town of Cape Elizabeth Zoning Ordinance, Appendix C*
 18

19 As noted above, Fort Williams Park includes several historic structures. (See the
 20 Recreation and Open Space chapter regarding Fort Williams Park.) In the
 21 Subdivision Ordinance, information on historic areas on or adjacent to a
 22 proposed subdivision must be submitted. A subdivision standard of review
 23 requires historic spots must be preserved as part of the subdivision, whenever
 24 practical.
 25

26 **Historic and Archeological Resources Goal**
 27

1 **Goal 1: The town shall preserve, to the extent feasible, local historical**
2 **resources.**

3

4 Recommendations:

5

6 70. Consider opportunities to expand space for the Cape Elizabeth Historical
7 Preservation Society, such as but not limited to, repurposing of the
8 Spurwink School.

9

10 71. Retain existing local ordinance provisions that require evaluation of
11 archaeological resources as part of new development.

12

13

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5
6 **EXISTING LAND USE**
7

8
9 **Key Findings**

- 10
11 •65% of the town is zoned residential district.
12
13 •30% percent of the town is zoned resource protection.
14
15 •2% of the town is zoned commercial.
16
17 •From 2008 to 2017, 160 new homes, excluding teardowns, were constructed,
18 resulting in an average of 16 homes per year.
19
20 •The rate of residential development has declined as the amount of buildable
21 land continues to shrink.
-

22
23
24 Land Use Regulations
25

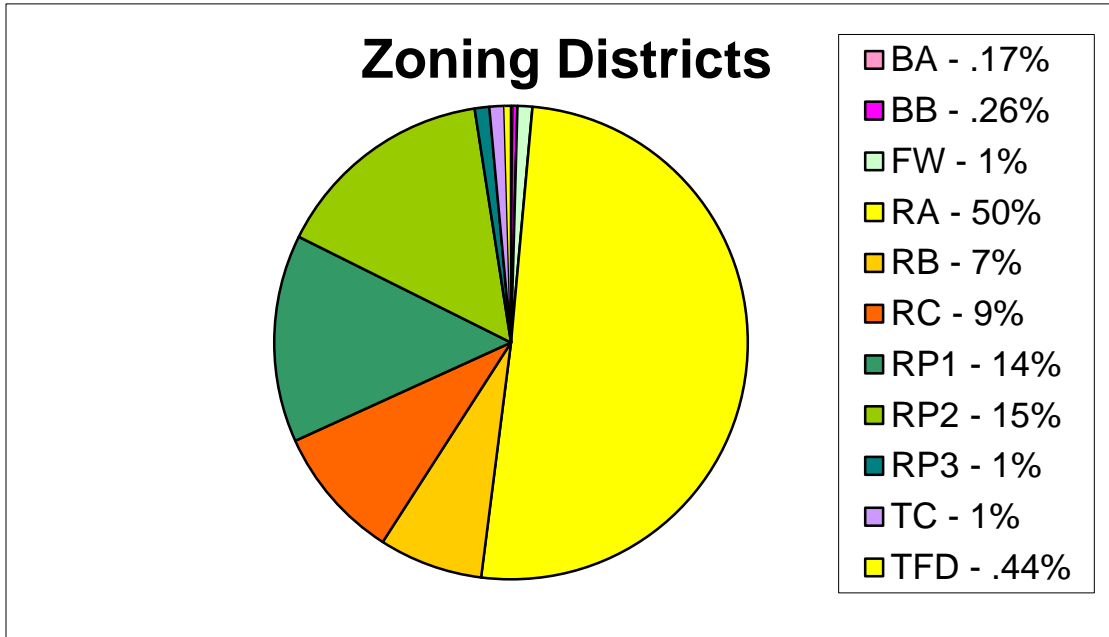
26 The Town of Cape Elizabeth has regulated land use by zoning ordinance since
27 1938. The current zoning ordinance has been deemed consistent with the current
28 comprehensive plan and includes Shoreland Zoning regulations that the Maine
29 Department of Environmental Protection has found consistent with mandatory
30 shoreland zoning. The zoning ordinance includes the following districts:

- 31
32 •Residence A (RA)
33 •Residence B (RB)
34 •Residence C (RC)
35 •Town Center (TC)
36 •Business A (BA)
37 •Business B (BB)
38 •Business C (BC)
39 •Fort Williams Park (FWP)
40 •Resource Protection 1 (RP1)
41 •Resource Protection 1 Buffer Overlay (RP1 buffer)
42 •Resource Protection 2 (RP2)
43 •Resource Protection 3 (RP3)

- 1 •Town Farm (TF)
- 2 •Shoreland Performance Overlay
- 3 •Great Pond Watershed Overlay
- 4 •Tower Overlay
- 5 •Special Event Facility Overlay

7 The portions of the town assigned to each zoning district are represented in the
 8 following pie chart.

9



10

11

12 Approximately 50% of the town is located in the low-density RA District. The RB
 13 District, a designated growth area, comprises 7%. The RC District, a compact
 14 residential district and infill growth area, comprises another 9%. A total of 65%
 15 of the town is located in residential districts.

16

17 The next largest block of zoning districts is the Resource Protection Districts. The
 18 RP1 District, which is the most restrictive zoning district, comprises
 19 approximately 14%. Combined with the RP2 District (15%) and RP3 District (1%),
 20 almost 1/3 of the town is located in resource protection districts (30%).

21

22 The commercial districts, which include the TC, BA, BB, and BC, account for less
 23 than 2% of the town land area.

24

25 Two prominent town open spaces, Fort Williams Park and the Town Farm, each
 26 have a specialty zoning district and together account for less than 1.5% of the
 27 town land area.

28

1 The chart below summarizes the dimensional requirements for residential
 2 development by district. It should be noted that the town has embraced cluster
 3 development, which emphasizes preservation of open space, since the 1980's.
 4 The chart includes reduced lot sizes allowed when lots are clustered and 40% -
 5 45% of the land area in new development is set aside as permanently protected
 6 open space. Additional density is also allowed when public sewer is provided.
 7

Dimensional requirements in Zoning Districts for residential uses							
Zoning District	Min lot size	Rd frontage	Side Setback	Rear Setback	Clustered Minimum Lot Size	Clustered/ sewered Minimum lot size	Minimum lot size Multiplex
RA	80,000 sq. ft.	125'	30'	30'	30,000 sq. ft.	30,000 sq. ft.	10 acres
RB	80,000 sq. ft.	125'	30'	30'	20,000 sq. ft.	10,000 sq. ft.	10 acres
RC	20,000 sq. ft.	100'	20'	20'	n/a	7,500 sq. ft.	5 acres
Town Center	7,500 sq. ft.	50'	15'	15'			0
BA	15,000 sq. ft.	0'	25'	25'			0

8
9

10 The Zoning Ordinance is the workhorse of land use regulations. In addition to
 11 establishing and regulating zoning districts, Site Plan review regulations are
 12 located in the Zoning Ordinance. Any non-residential structure triggers site plan
 13 review. The Site Plan Review regulations were reorganized and updated in 2016.
 14 Transfer of Development rights provisions are also included in the Zoning
 15 Ordinance, and have been revised in 2015 to create density bonus for sending
 16 growth away from farm fields.

17

18 The Zoning Ordinance includes special purpose performance standards for the
 19 following activities:

20

- 21 •Earth materials removal
- 22 •Archaeological and historic resources
- 23 •Great Pond watershed
- 24 •Home day care and day care facility
- 25 •Boat Repair
- 26 •Agriculture
- 27 •Tower and antenna
- 28 •Wind energy system
- 29 •Short term rental
- 30 •Special event facility

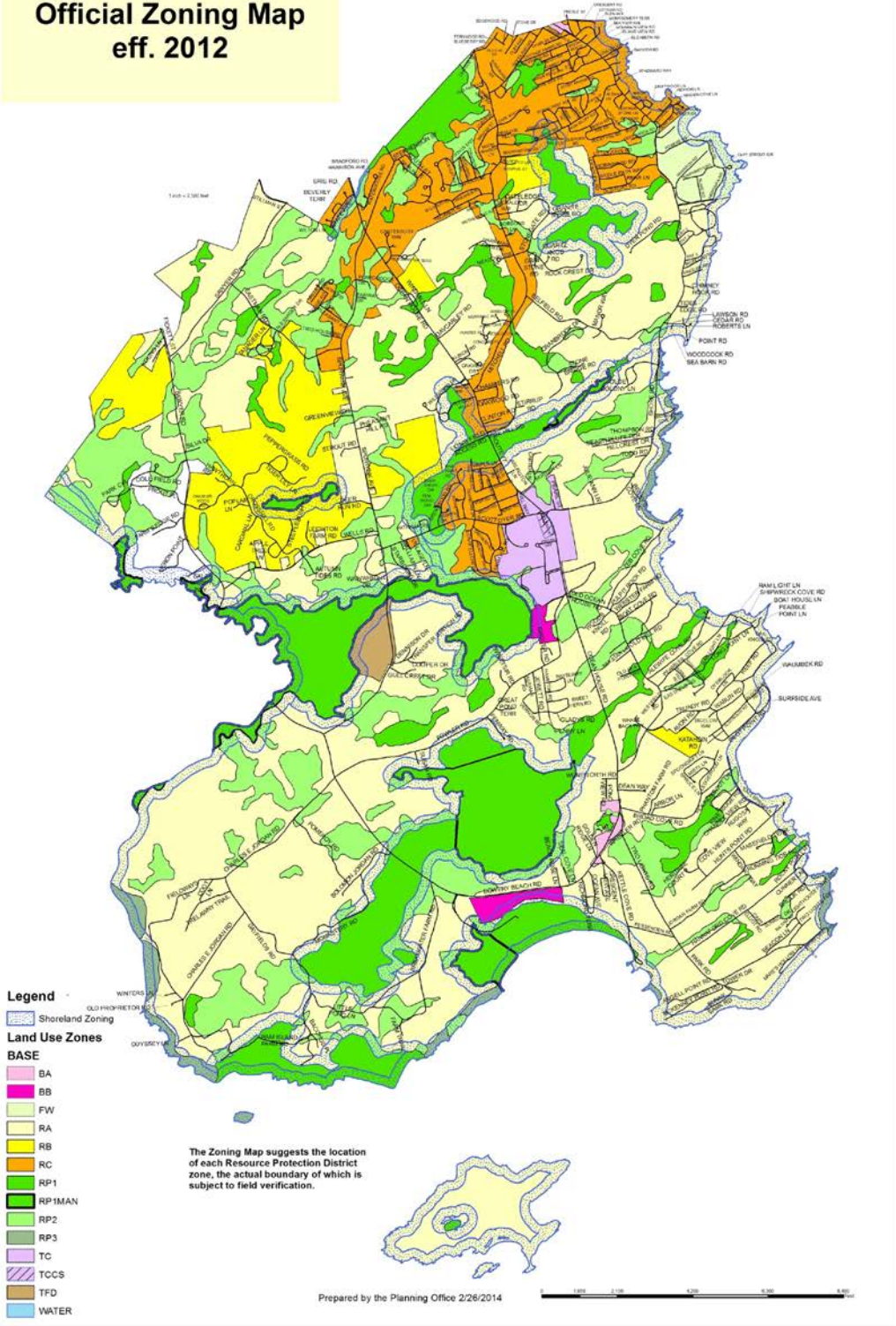
31

32 Performance standards have been used, mostly in concert with site plan review,
 33 to manage land uses by establishing use specific standards. Often, the standards
 34 provide for non-residential activities in residential districts.

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In addition to the Zoning Ordinance, land use regulations include the Subdivision Ordinance (overhauled in 2015 as one of the 2007 Comprehensive Plan recommendations) and Floodplain regulations (Article 6-6 of the Town Code of Ordinances).

Town of Cape Elizabeth Official Zoning Map eff. 2012



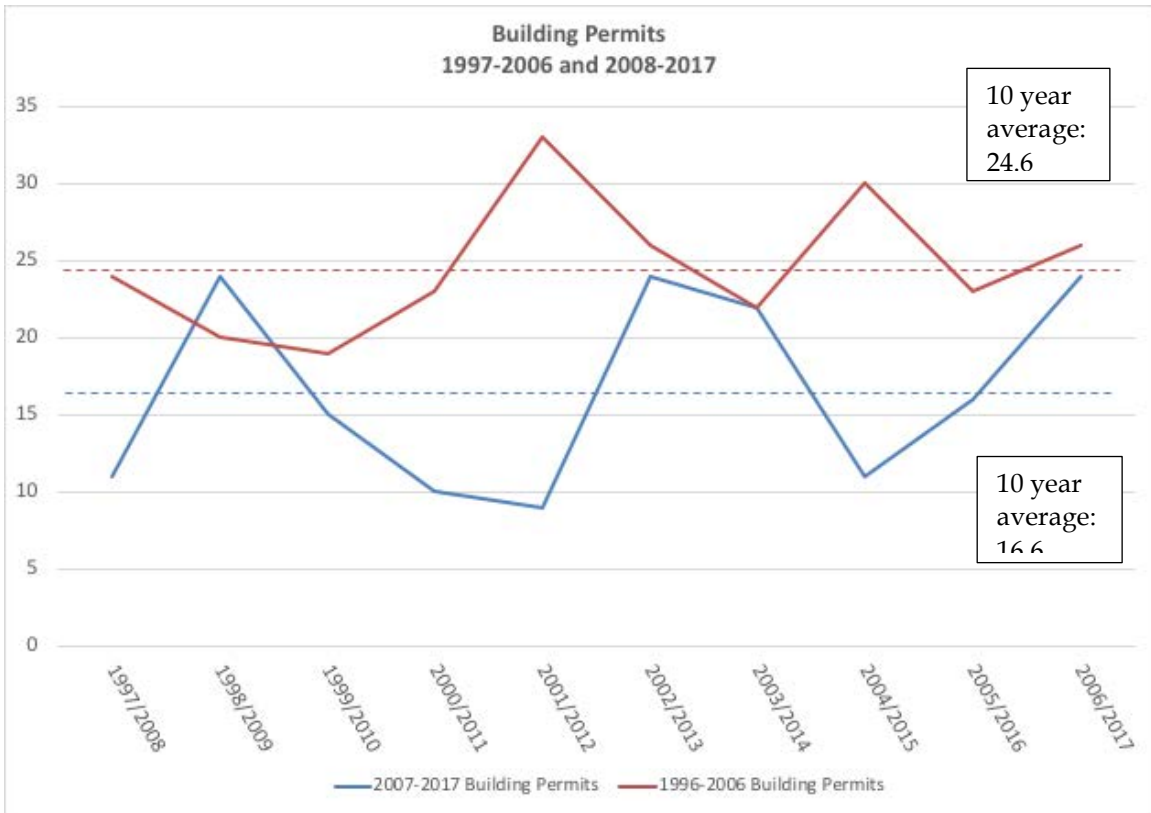
1 Development from 2008 - 2017

2

3 Analysis of development trends in the previous 10 years is required by the State
4 comprehensive plan rule and is also useful in predicting future trends. From
5 2008-2017, a total of 194 dwelling units were constructed, resulting in an average
6 of 19.4 homes per year.

7

8 Of the 196 homes, 34 were replacements for existing structures that were
9 removed to construct a new home (teardown). It may be interesting to note that
10 the 2007 Comprehensive Plan identified teardowns as a growing trend, which
11 has been the case. Because teardowns are replacing existing homes, it is
12 reasonable to remove them from the new homes constructed total, resulting in
13 160 new homes. This is an adjusted average of 16 homes per year from 2008-2017.
14



15

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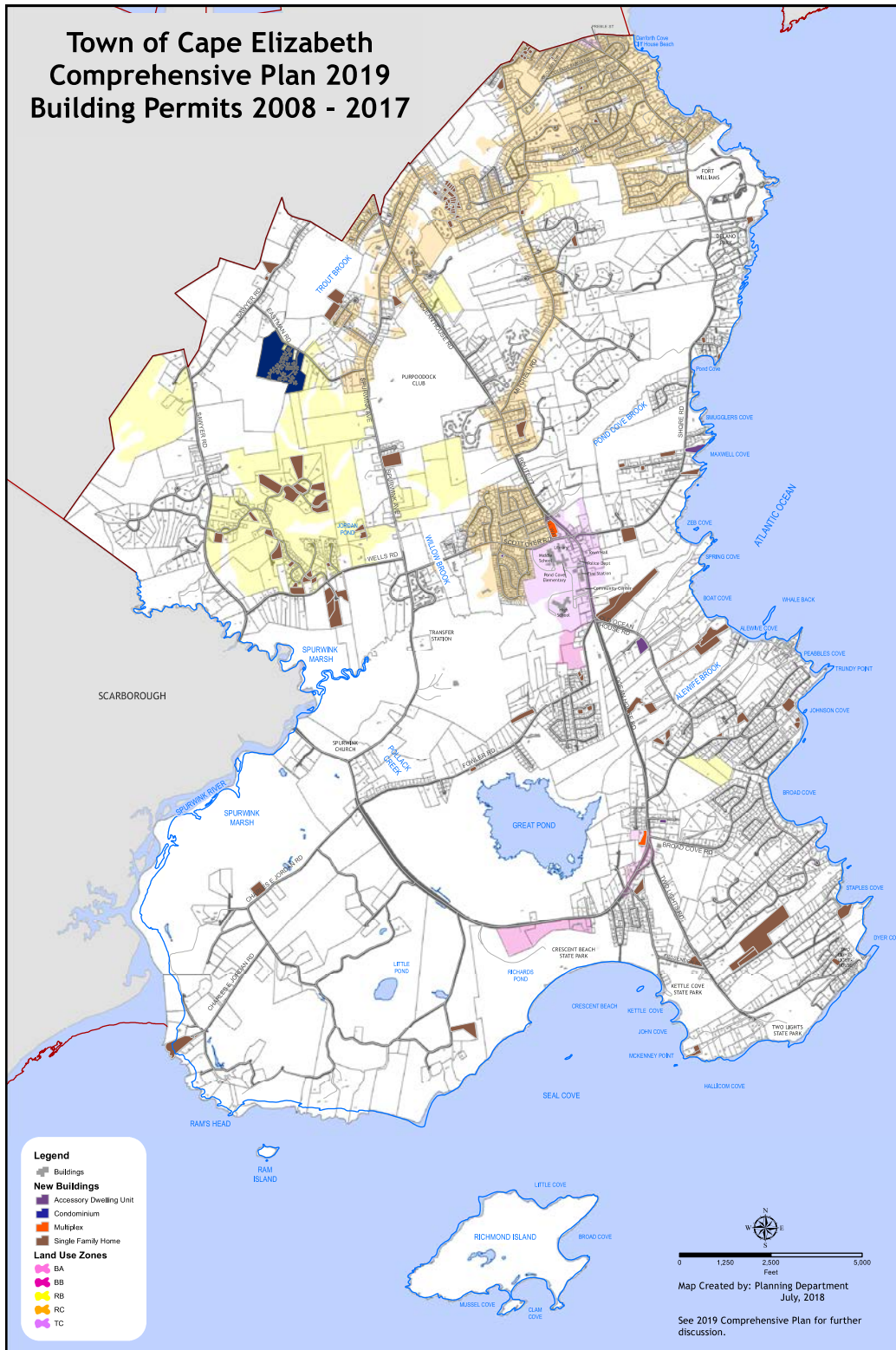
Source: Town of Cape Elizabeth Code Enforcement Office Building Permits

17

18 When compared with the 10-year planning period associated with the 2007
19 Comprehensive Plan, the rate of growth in Cape Elizabeth has declined an
20 average of 8 homes per year. This is reasonable as the amount of buildable land
21 continues to shrink, combined with the amount of land that is unbuildable due to
22 natural resource constraints, and the 2008 recession.

23

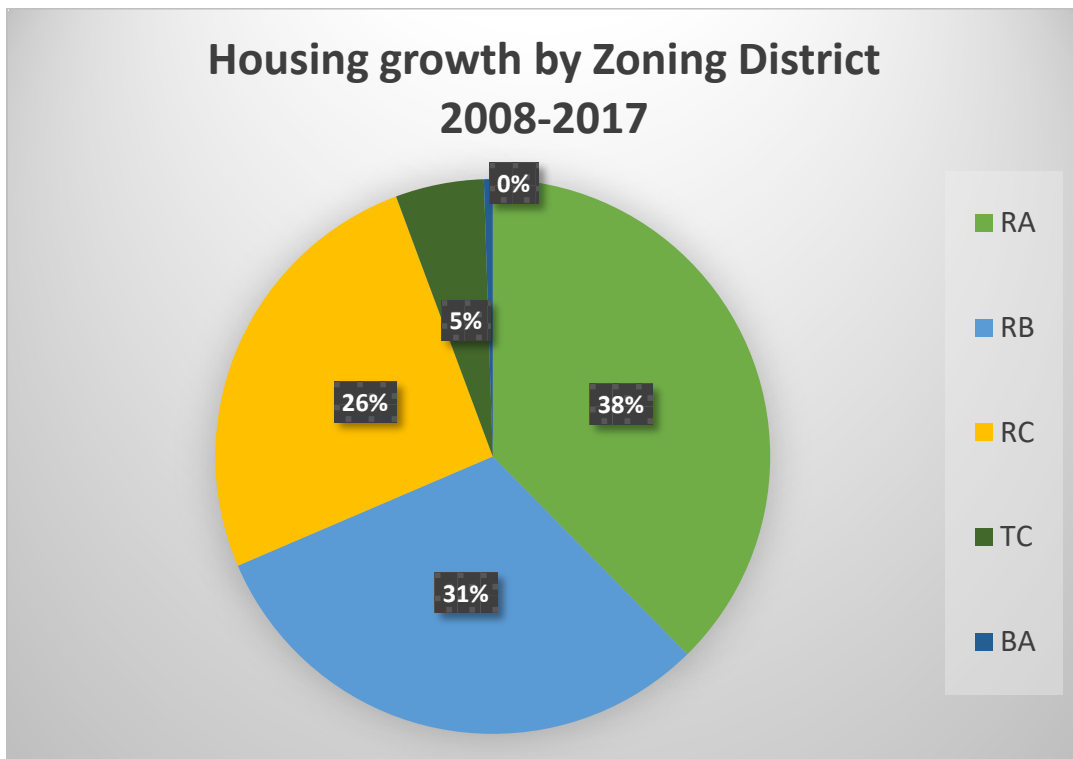
Town of Cape Elizabeth Comprehensive Plan 2019 Building Permits 2008 - 2017



1 Where Growth occurs

2
3 So, where is new development locating in relation to zoning districts/growth
4 and rural areas? When new development occurs, existing regulations direct new
5 development to growth areas as much as possible while still respecting private
6 property rights. Designated growth areas are the RB district, the RC district, the
7 Town Center and BA districts. The Building Permit map depicts new growth by
8 lot. The map shows rural areas as white background. The growth areas (RB, RC,
9 TC, BA) are shaded.

10
11 During the ten year planning period (2008-2017), 62% of new residential
12 development occurred in the RB, RC and TC districts. This compares to
13 approximately 60% of new development located in these districts from 1998-
14 2006. The RA District, considered the town's rural area, experienced 38% of new
15 development from 2008-2017. Therefore, current land use regulations are
16 successfully directing the majority of new development into designated growth
17 areas, however, over 1/3 of new development is located in rural areas.
18
19



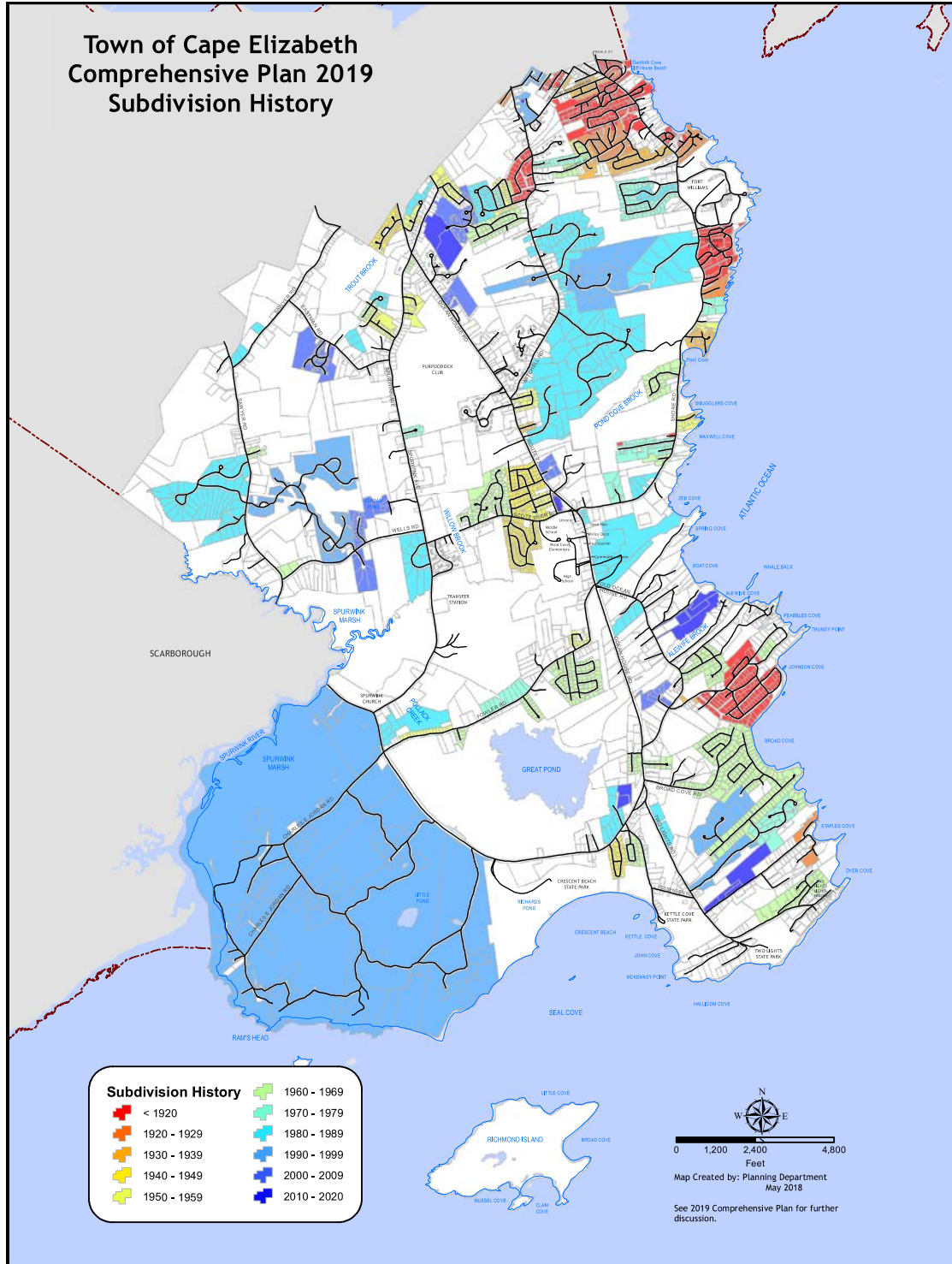
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21 *Source: Town of Cape Elizabeth Code Enforcement Office Building Permits*

22
23 How is development occurring?

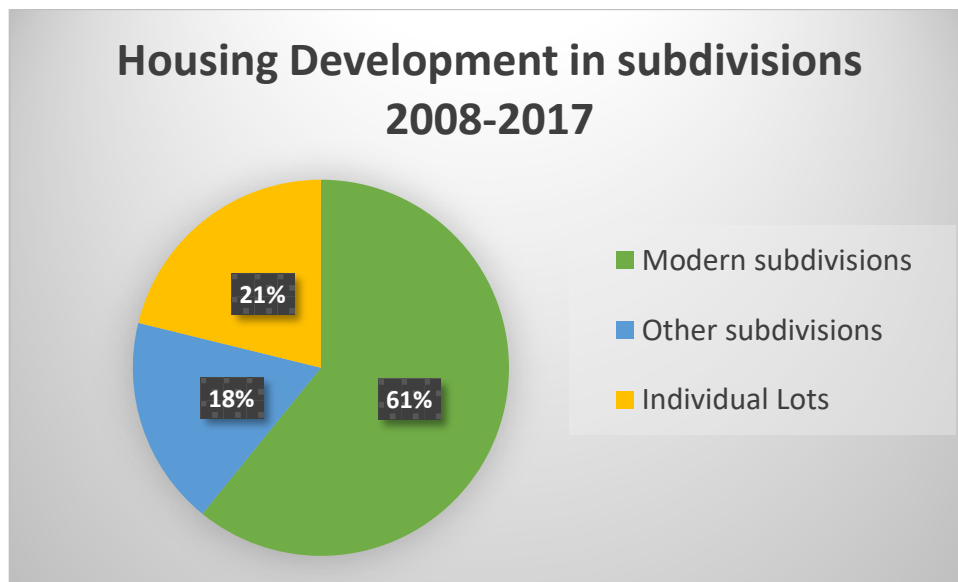
24

1 Virtually all Cape Elizabeth neighborhoods are the product of subdivisions. The
2 map below depicts subdivisions dating back to the beginning of the 1900's, when
3 Cape Elizabeth was a desirable summer vacation home spot for Portland
4 residents.
5
6

Town of Cape Elizabeth Comprehensive Plan 2019 Subdivision History



1 Consistent with development trends for the past century, most new residential
2 homes are constructed on subdivision lots. About 1/5 of new homes (21%) are
3 constructed on lots that have been created without a subdivision review process.
4 There is also an indication that more development on "infill" lots is occurring,
5 suggested by the amount of new construction (18%) on lots created more than 20
6 years ago. Directing new development to existing infill lots is a recommendation
7 of the 2007 Comprehensive Plan. As the inventory of infill lots is used up, it is
8 reasonable to expect more pressure to create new subdivisions and lot splits.
9 (Modern subdivisions include Cross Hill, Hamlin St, Whaleback Ridge, Leighton
10 Farms, Autumn Tides, Blueberry Ridge, Eastman Meadows, Cottage Brook and
11 Hill Way).
12



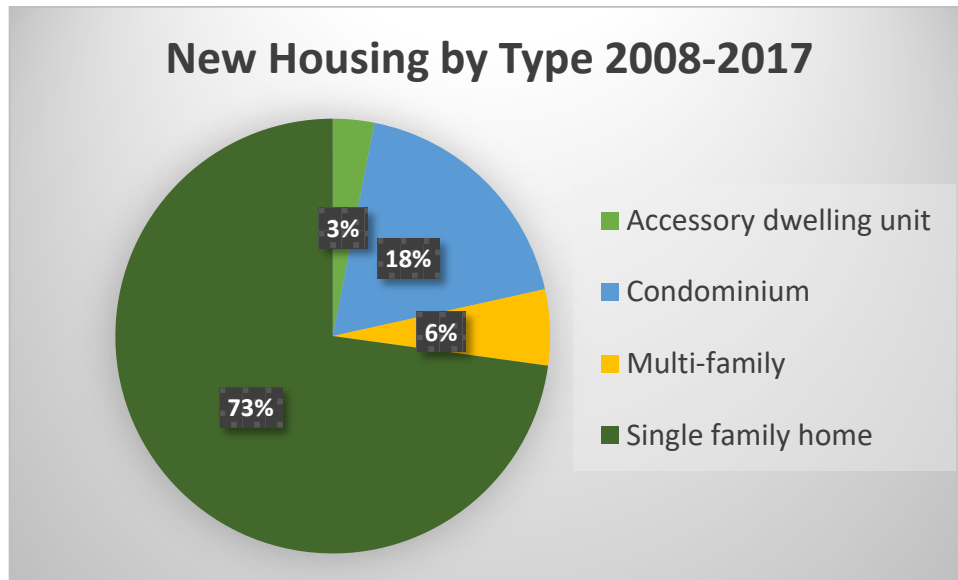
13
14 *Source: Town of Cape Elizabeth Code Enforcement Office building permits*
15

16 Any trend to increase lots splits outside of the subdivision review process should
17 be concerning. The town has rigorous subdivision review regulations that
18 produce neighborhoods with permanently protected open space (most accessible
19 to public), properly constructed town roads that provide adequate emergency
20 access and utilities that protect public health, safety and welfare. Neighborhoods
21 created through subdivision review tend to yield more valuable property and
22 also include some affordable housing.

23
24 What kind of development is constructed?
25

26 Almost all new construction in Cape Elizabeth is residential housing. Most of
27 that housing is single family homes (73%). During the recent planning period,
28 some diversification of the housing stock has occurred, which is a
29 recommendation of the 2007 Comprehensive Plan.

1



2

3

Source: Town of Cape Elizabeth Code Enforcement Office Building Permits

4

5

The 2007 Comprehensive Plan noted that demographic changes, mostly the growth of the 55+ age group, suggested that some increase in multiplex housing would best meet the needs of Cape's residents. Residential housing developers responded with multiplex housing developments such as Eastman Meadows and Cottage Brook. This contrasts with fewer than 20 multiplex units constructed in the 1990-2006 period. Going forward, the town should again assess what type of housing best reflects the needs of town residents and encourage new development to represent those needs and goals.

13

14

Expected New Growth

15

16

The State Comprehensive Plan rule requires communities to estimate the minimum amount of land needed to accommodate projected new development for the next 10 years. Creating a growth projection should not be confused with establishing a goal to achieve a minimum amount of new development. A growth projection is a planning tool intended to help a community manage the development that would otherwise occur, in a manner that preserves community character to the extent possible. For example, the same number of new homes may be accommodated on a compact parcel served by public sewer and include permanently preserved open space than on a much larger parcel where new homes are scattered across a landscape highly valued by the community.

26

27

To recap, adjusted (not counting teardowns) growth from 2008-2017 averaged 16 dwelling units per year. This is a decrease of 8 units per year from the previous planning period. It is reasonable to assume that the annual average will continue

28

29

1 to decline, but by how much? Cape Elizabeth will continue to be a desirable
2 place to live, and pressure will continue for more housing. If we assume that the
3 average growth rate will decline by 50% of the last ten year drop, a proposed
4 annual development rate of 12 units per year may be used to project future
5 growth. This results in a projected growth of 120 new dwelling units from 2019-
6 2028 (not including teardowns).

7
8 Where will these dwelling units be built? Is there enough room to accommodate
9 expected new growth in the existing growth areas or will the town need to
10 identify new growth areas? A build-out analysis of existing vacant land has been
11 completed to evaluate how new growth may be accommodated.

12
13 Excluded from the land area calculation are all built lots that are less than twice
14 the minimum size for the zoning district in which they are located. Also
15 excluded are wetlands as depicted on the Official Zoning Map, floodplains, and
16 open space owned by the town, the land trust or state or federal government.

17
18 Of the remaining land, a development efficiency was used to predict the number
19 of dwellings that might be accommodated on the lot. Land in the RC and RB has
20 a higher "efficiency" than land in the RA. Overall, the analysis was geared to
21 generate a more conservative estimate of how much land is actually developable.

22
23 The build-out analysis indicates that over 1000 new housing units could
24 potentially be accommodated on the remaining undeveloped land in Cape
25 Elizabeth. If the Sprague Corporation and Purpoodock Club are removed from
26 the calculation, build out is estimated at 700 new housing units. Approximately
27 40% of the land in the RA District may have capacity for more development,
28 followed by 38% in the RB District, 17% in the RC District and 5% in the Town
29 Center District (residential units). The growth area (RB, RC, TC and BA) has
30 more than adequate capacity to absorb estimated new development over the next
31 10 years.

32
33 If new development is distributed in proportion to the 2008-2017 period, then the
34 following land area may be needed to accommodate development through 2028.

35
36 **Estimated Growth and Land Area to be developed 2019-2028**
37

Planning Period	New dwelling units	Percentage/ number of homes located in Growth areas	Land used for new development (acres)	Percentage/ number of homes located in Rural areas	Land used for new development (acres)
2008-2017	160	62%		38%	
2019-2028	120	74	65	46	200

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These numbers are "order of magnitude" estimates and subject to the decisions of private property owners. It should be noted that the bulk of new development is expected to be located in growth areas but *three times* more land will potentially be developed in the rural areas to accommodate one-third of the total anticipated growth. These estimates are based on current zoning district minimum lot size requirements. The town may want to consider additional measures to shift development from rural to growth areas. For example, capital improvement projects are funded without regard to growth areas. The town may want to consider making capital investments in growth areas to influence development location.

Commercial (non-residential development)

Commercial development in Cape Elizabeth is limited and that trend is generally expected to continue. In 2017, Cape Elizabeth had approximately 201,000 sq. ft. of commercial space. From 2008-2017, 19,000 sq. ft. of commercial space has been added, less than 10% of the total commercial development.

About 13,000 sq. ft. of commercial space was added in the Town Center, which is consistent with current planning and zoning. The results of the 2017 Comprehensive Plan public opinion survey also show public support for commercial development in the Town Center. From 2008-2017, the C-Salt Market and Cape Chiropractic buildings were completed. One project was a lot redevelopment and a second was new construction on one of the rare undeveloped lots in the Town Center. Commercial development in the BA Districts is almost exclusively limited to redevelopment of existing lots. In the commercial districts, residential multifamily development is encouraged on the upper floors, while the first floor is reserved by ordinance for commercial activities.

In the BB district, major new construction is represented by replacement of existing hotel rooms by the Inn by the Sea.

1 Less than 2% of the land area of the town is zoned for commercial development.
2 Some commercial activities, such day care and special event facilities, are
3 allowed in residential districts. There is great sensitivity to locating any
4 commercial activity in a residential district, however, and consequently very
5 little commercial development in residential districts is expected. Any future
6 commercial development is expected to be accommodated within existing
7 commercial districts and major growth is not expected.

8

9 (See the Economy Chapter for a full discussion of commercial development).

10

11

12

13

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15

16

1 RECREATION AND OPEN SPACE

2
3 **Key Findings**

- 4
- 5 •The Town of Cape Elizabeth and CELT open space holdings increased 240 acres
- 6 or 22% from 2006-2017.
- 7
- 8 •Residents will likely resist initiatives that do not protect any existing parks,
- 9 outdoor recreational areas and trails.*
- 10
- 11 •There is majority support for raising funds to support Fort Williams.
- 12

13 *2017 Comprehensive Plan Public Opinion Survey

14

15 Residents rank town parks, open space and trails as the highest rated local

16 services.* The town has a long history of funding (\$2 million+) the purchase of

17 land for open space preservation and recreation. The town budget includes a

18 Land acquisition fund and has supplemented this fund with bonding to

19 purchase or partner to purchase land and easements. In 1985, the town’s efforts

20 were supplemented with the establishment of the Cape Elizabeth Land Trust

21 (CELT), which has partnered with the town numerous times to preserve open

22 space. Cape Elizabeth will continue to use this multifaceted approach when

23 pursuing the preservation of unique or significant open space land parcels in

24 Cape Elizabeth.

25

26 *2017 Comprehensive Plan Public Opinion Survey

27

28 Major Open Space

29

30 The Town of Cape Elizabeth holds, in fee and easement, 990 acres of land

31 managed for public open space, and increase of 159 acres since 2006. In addition,

32 the Cape Elizabeth Land Trust manages 647 acres where public access is allowed,

33 which includes 252 acres of easements on land owned by the town. Town and

34 CELT open space totals approximately 1,424 acres. This is an increase of 354

35 acres since 2006, or an increase of 33%. The community standard of open space

36 (acres of public access open space/1,000 population) has increased from 118

37 acres in 2006 to 156 acres in 2017. This does not include 361 acres of land owned

38 by the State of Maine and the U.S. Government available for open space and

39 recreation. Public open space has increased through purchase of land for

40 preservation and acquisition of land through development review.

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Community Open Space Standard

	1993	2006	2017
Population	8854 (US Census 1990)	9068 (US Census 2000)	9157 (ACS 2015)
Total Open Space (Town and CELT in acres)	22.5	1070	1424
Percentage of town (based on 15 sq. miles)	0.2%	11.0%	15.0%
Community Standard (acres of open space/1,000 population)	2.5 acres/1,000	118 acres/1,000	156 acres/1,000

10
11 *Source: Town and Cape Elizabeth Land Trust records*

12
13 A comprehensive inventory of town open space is included in the Management
14 of Greenbelt and Open Space Plan, adopted in 2012, and included by reference in
15 this comprehensive plan. The management plan symbolizes a maturing of the
16 town's open space program to invest resources in management of existing open
17 space equally with acquisition. The financial resources invested in open space,
18 coupled with its management efforts, highlights the town's stature as a
19 responsible conservation partner.

20
21 The management plan, prepared by the conservation commission and adopted
22 by the town council, formalizes policies for activities on public open space. Open
23 space parcels are grouped into 8 subregions, which facilitates managing trail
24 corridors. An open space activities chart was created as a quick reference.
25 Activities allowed were established based on the "management group" each open
26 space was assigned (Activities prohibited by deed are automatically excluded).
27 Management groups are summarized below.

28
29 Group 1: These are lots dominated by significant environmental features such as
30 wetlands and water bodies. The primary benefit of these lots is as habitat for
31 wildlife and buffering adjacent neighborhoods. The town's intent is to leave this
32 land in its natural state. A trail might be proposed at some point, especially as a
33 linkage to the greenbelt trail network, however pedestrian activity is not
34 encouraged at this time.

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Group 2: Few public improvements are found on lots in this group. The lots are primarily wooded and casual access by the public is anticipated, but trails may or may be present.

Group 3: Most of these lots are small and often isolated from the greenbelt network. Nevertheless, they are valued by the adjacent neighborhood as a natural open space or a gathering space for neighborhood-based events. For this reason, these lots are important, even though they often do not directly connect to the greenbelt trail network at this time.

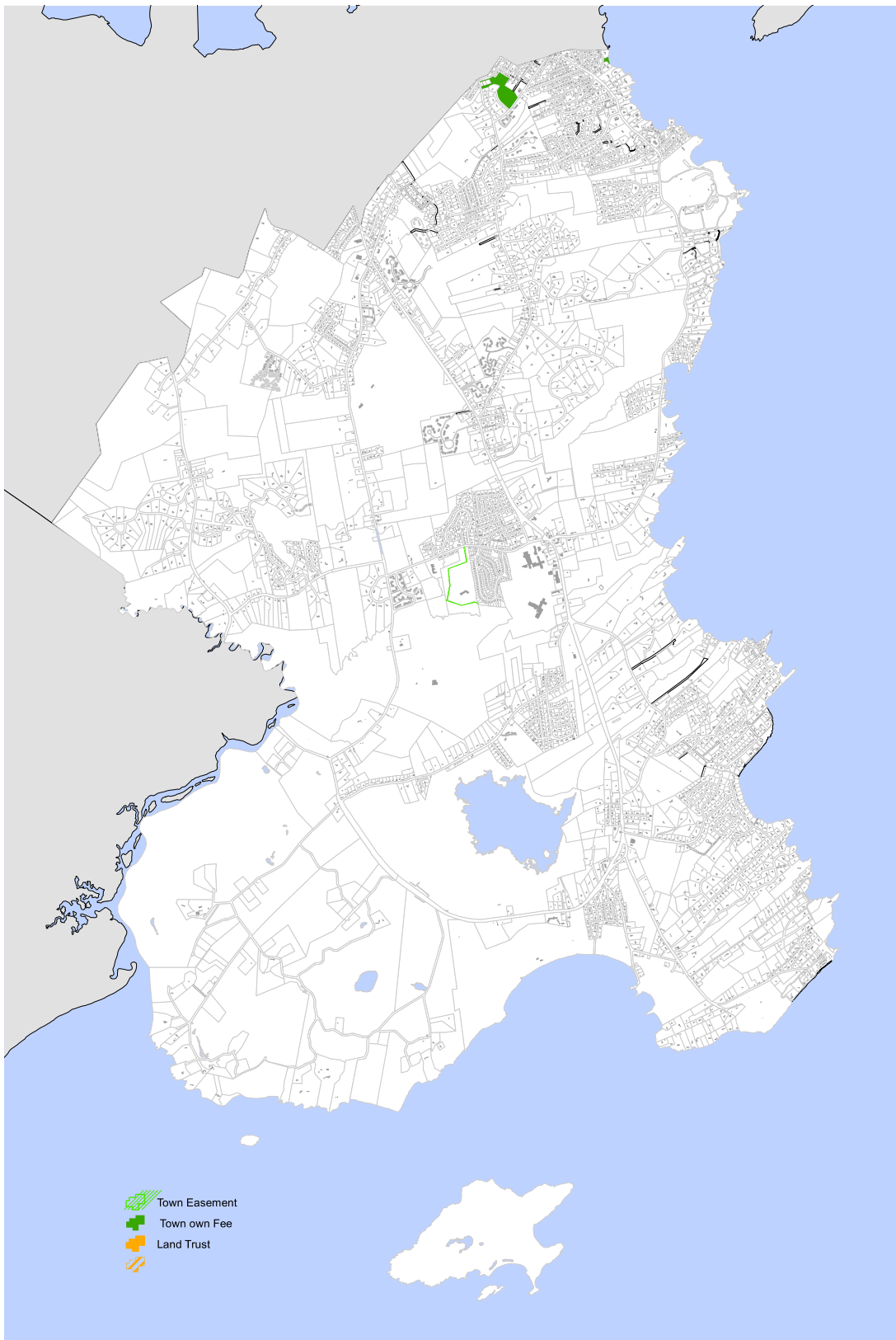
Group 4: Lots in this group have an abundance of trails. In some cases, the lot's sole purpose is to provide a trail link.

Group 5: This group is made up of the premier town open spaces, for the most part the largest lots which host a multiple of uses in addition to open space. Many of these lots offer parking for visitors who live out of walking range.

The following chart lists town owned/easement open space. The most significant open spaces are on the Primary list, and the remaining land on the Secondary list. Open space is grouped by subregion.

PRIMARY OPEN SPACES The spaces below generally are the largest town open space areas offering a wider range of uses and facilities or are located in significant natural areas where public access is desired	Size (in acres)	Location	Map-Lot	Year Acquired	Management Group
Northeast Area					
Dyer Woods	5.4	Woodland/Mitchell/ Blueberry Rd	U43-17-20	2004	2/4
Cliff House Beach	0.3	Seaview Ave	U2-63	1961	3
Stonegate Area					
Fort Williams (4)(7)	97.2	Shore Rd	U48-2, 2	1964, 1993	5
Stonegate Trails	86.6	Stonegate	U6-18, U6-18C, U51-9, U57-18	1984, 1986, 1994	5
Robinson Woods II Public Access Esmt	1.9	Shore Rd	R2-1	2012	5
Loveitt Woods	18.0	Sherwood Forest	R1-2	2007, 2013	5
Loveitt north access	0.9	Glenden Rd	U4-99K	2016	
Loveitt north easement	0.02	Glenden Rd	U4-99F	2017	
Plaisted Park (5)	3.5	Shore Rd	U6-89, U6-89A	1975	5
Interior Area					
Canterbury License	41.0	Columbus Rd	U29-66	2016	
Cottage Brook	12.6	Aster Ln	U49-59A	2014	4
Lions Field (5)	25.0	Ocean House Rd	U24-1	1972	5
Columbus Lot	1.0	Columbus Rd	U32-6	1972	3
Great Pond Area					
Broad Cove Trails	20.6	Pine Ridge Rd	U36-84, 93-104	1994, 1991	4
Great Pond Condos Easement	9.5	Fenway Rd	R6-28-999	1984	4
Great Pond Sprague Easements (7)	6.6	Fenway Rd	R6-29	1983, 2009	4
Great Pond Fenway Connector (7)	0.1	Fenway Rd	U44-35	2002	4
Great Pond Golden Ridge Ped Esmt	0.4	Golden Ridge Ln	U17-50	2005	4
Great Pond Jordan Pedestrian Esmt	0.5	Fenway Rd	R3-2A	2009	4
Two Lights Pond Pedestrian Esmt	1.7	Two Lights Rd	U37-5-3	1988	4
Two Lights Pillsbury Pedestrian Esmt	0.1	Two Lights Rd	U39-4-1	2002	4
Two Lights St. Bart's Easement	1.7	Two Lights Rd	U37-4-1	1999	4
Two Lights Sullivan Pedestrian Esmt	0.2	72 Two Lights Rd	U39-3	2002	4
Whaleback Trails	5.2	Whaleback Way	R3-17A	2001	4
Gull Crest Area					
Gull Crest	177.0	Cooper Dr	R5-10	1998	5
Gull Crest Fowler Rd Conn Ped Esmt	0.2	Fowler Rd	U44-31	2003	4
School Campus (6)	64.8	Scott Dyer Rd	U21-12	1930, 1954, 1985	5
Marsh Area					
Cross Hill Trails	105.0	Cross Hill Rd	U58-1-2, U58-34, 35, 36, U59-35, 36, 37, U60-21	2000, 2007	4
Eastman Meadows	10.0	Cross Hill	R4-18-49	2011	4
Leighton Farms Trails	6.8	Wells/Leighton Farms Rd	R5-32	2003	4
Spurwink Marsh DOI Easement	16.5	Spurwink Ave	R5-13	1981	4
Town Farm	150.0	Spurwink Ave	R5-11	1800's	5
Winnick Woods	71.0	Sawyer Rd	R4-49B	1995	5

SECONDARY OPEN SPACES The spaces below generally are small and are valued by the adjoining neighborhood or public use is severely constrained by the natural physical characteristics of the lot	Size (in acres)	Location	Map-Lot	Year Acquired	Management Group
Northeast Area					
Abaco Lot	0.4	Abaco Dr	U33-74-14	2001	3
Abaco Pedestrian Easement	0.2	2 Abaco Dr	U33-74-9	1999	3
Baker Lot	0.2	Ocean View Rd	U3-92	1977	3
Dyer Woods Pedestrian Easements	0.0	Fernwood Rd	U34-1-6	2004	3
Holan Lots	3.1	Forest Rd/Ocean View Rd	U3-92, U3-94, U3-97, U3-98, U3-100, U3-110, U3-111	1970, 1977, 1970, 1957, 1975, 1977	1
Ivie Rd lot	0.1	Ivie Rd	U4-22	1958	1
Stonybrook Lot	0.2	Stonybrook Rd	U3-125	1976	3
Stonegate Area					
Arlington Lane Easement	3.0	Arlington Ln	U23-1-999	2003	1
Cranbrook Easement	6.8	Pond Cove Brook	U30-22, U30-25, U30-36, U30-35, U30-37, U30-50, U30-52, U30-49, U30-45,	1980	1
Shore Road Pond	1.1	Shore Rd	U8-10D	1979	1
Coastal Area					
Alewife Brook Lot	0.3	Old Ocean House Rd	R03-2	2004	3
Alewife Cove Lot(no road access)	0.5	Alewife Cove Rd	R3-3A-10	1976	1
Davis Woods	7.3	Old Ocean House Rd	R2-13, 13A	1963	2
Eastfield Lot	0.4	Eastfield Rd	U42-1-29	1995	1
Trout Brook Area					
Ferne Peddy Lots	3.7	North St	U29-38, U29-29, 29A		1
Queen Acres/State Ave	0.7	State Ave	U28-33B	1972, 1980	3
Rice Lot	0.2	Spurwink Ave	U29-31B	2013	2
Interior Area					
Bothel Pedestrian Easement	1.4	Ocean House Rd	U26-6B	2009	2
Canterbury Easement	0.8	Columbus Rd	U29-66-999	1982	1
Canterbury Tank House Lot	0.03	Ocean House Rd	U29-67	1976	1
Hobstone Pedestrian Easement	0.04	Hobstone	U30-100	1982	4
McAuley Lot	0.5	McAuley Rd	U49-4	1984	3
Patricia Lot	0.5	Patricia Dr	U35-25A	1970	1
Tarbox Triangle	0.2	Ocean House Rd	U23-4	1976	3
Wildwood Easement	7.5	Wildwood	U24-9	1981	2
Great Pond Area					
Broad Cove Lot	8.3	Jordan Farm Rd	U55-7	1991	1
McKenney Point Lot	0.1	McKenney Point Rd	U41-9	1969	3
Gull Crest Area					
Fowler Rd Corner lot	0.2	Fowler Rd	U20-7C	1983	3
Hannaford Lot	0.8	Hampton Rd	U19-6B	1968	1
Longfellow Lot	0.2	Longfellow Dr	U21-64	1946	3
Scott Dyer Rd Connector Easement	0.8	Scott Dyer Rd	R5-2	1999	4
Marsh Area					
Autumn Tides Lot	0.5	Wells/ Autumn Tides Rd	R5-33	2005	3
Eastman Meadows Ped/Pkg Easements	0.6	Eastman Rd	R4-18-999	2011	4
Park Circle	1.1	Park Circle	U54-9B	1989	3



1 The most significant municipal open space areas are Fort Williams Park and
2 Portland Head Light (98 acres), the Town Farm (150 acres), Gull Crest (120 acres),
3 the Cross Hill Trail system (102 acres), Winnick Woods (71 acres), and Robinson
4 Woods (146 acres), which is owned by CELT. State parks include Two Lights
5 State Park (42 acres, 2,200 linear feet of coastline), Crescent Beach State Park (212
6 acres, 4,400 linear feet of coastline) and Kettle Cove State Park (67 acres, 4,400
7 linear feet of coastline). The U.S. Coast Guard (8 acres) also owns waterfront land
8 at the end of Two Lights Rd.

9

10 *Fort Williams Park*

11

12 The most significant town open space is Fort Williams Park. It encompasses 98
13 acres of stunning waterfront views of the Atlantic Ocean, rocky coastline, a small
14 beach, and Portland Head Light, probably the most photographed lighthouse in
15 the world. The main focus of the park is Portland Head Light, an automated
16 lighthouse originally commissioned by the nation's first president, George
17 Washington. The town operates a museum and gift shop associated with the
18 lighthouse. Other park features include historic batteries, athletic fields,
19 arboretum, a cliff walk and other walkways, tennis courts and two event
20 facilities, the picnic shelter and the beach shelter. The town also rents out office
21 space in the "officers row" buildings.

22

23 The park includes several historic structures (See Historic and Archaeological
24 Resources Chapter for list). Historic elements have been managed as integral
25 elements of the park. Historic structures on the National Register of Historic
26 Places should continue to be preserved. Other historic elements should be
27 evaluated and managed consistent with the overall management goals for the
28 park. Arboretum gardens have been established at Battery Hobart, the Cliff Walk
29 and the Children's Garden.

30



1
 2 Fort Williams was a military fort until 1961, when it was purchased by the Town
 3 of Cape Elizabeth from the U.S. Government. The Fort Williams Park Committee,
 4 a 7-member volunteer committee, advises the town council on policies and
 5 activities programmed for the park. The committee periodically prepares a Fort
 6 Williams Park Master Plan, which features infrastructure improvements. The last
 7 plan was done in 2011 and will need to be updated in the next 2-3 years. The
 8 most recent Fort Williams Master Plan is incorporated as a component of the
 9 comprehensive plan.

10
 11 A private, non-profit foundation, the Friends of Fort Williams Park, has also been
 12 formed as a fund-raising partner. The foundation coordinates with the town on
 13 environmental restoration and educational projects in Fort Williams Park. To
 14 date, the foundation has raised and spent over 1 million dollars to complete the
 15 Children's Garden, Lighthouse View and Cliffside landscape projects. Ten more
 16 sites have been identified for improvements.

17
 18 Fort Williams Park is a popular destination not just for the abutting
 19 neighborhoods and town residents, but also for visitors from the region, state,

1 nation and internationally. Cruise ships that dock in Portland Harbor result in
2 significantly more visitors to the park (demonstrated by spikes in gift shop sales).
3 Tour bus companies also deliver visitors to the park. The town conducted a
4 speed and volume study on November 16, 2017. The following volume counts
5 were collected.

6
7
8 **Fort Williams Park Traffic Counts, 2017**

Sat. 9/23/17	Sun. 9/24/17	Mon. 9/25/17	Tues. 9/26/17	Wed. 9/27/17	Thur. 9/28/17	Fri. 9/29/17
2,711	2,481	1,628	1,609	1,558	1,442	1,499

9
10 *Source: VHB Speed and Volume Data Collection, November 16, 2017.*

11
12 Typical programmed events include Little League baseball, softball and t-ball,
13 the Cape Elizabeth High School graduation ceremony, and Family Fun Day.
14 Events such as the Beach to Beacon Race, Making Strides Against Breast Cancer
15 5K walk, and the Taste of the Nation (No Hungry Kid campaign) are also held at
16 Fort Williams Park. The park is a popular venue for private family events, some
17 of which reserve the Picnic Shelter, Ship Cove Platform, Gazebo or Band Stand.

18
19 Some of the park's infrastructure dates back to its days as a military fort. With
20 the last master plan, the town has made major investments to replace
21 deteriorated infrastructure and modernize features such as parking lots to
22 accommodate its new use as a public recreation area. One update that has not
23 been completed is the installation of a public sewer line connection from Shore
24 Rd to support public restrooms.

25
26 In order to finance necessary improvements, the town established a fee for tour
27 buses to visit the park and also annually leases out space to food vendors. A
28 portion of the gift shop sales are designated for park maintenance.

29
30 In the last few years, town residents have begun to question if the volume of
31 non-resident visitors to the park are reducing park enjoyment and access by
32 residents. Increased use is also resulting in park maintenance costs that perhaps
33 should be more equitably shared between visitors and municipal taxpayers.

34
35 At the March 12, 2018 meeting the town council adopted the following vision for
36 Fort Williams Park:

37
38 The town's vision for Fort Williams Park is to provide a safe, high
39 quality space for Cape Elizabeth citizens and visitors to enjoy. We
40 will protect and maintain access to the park's historic elements and
41 natural beauty for this and all future generations, and optimize the

1 town's stewardship by managing the park through financially and
2 ecologically sustainable practices.

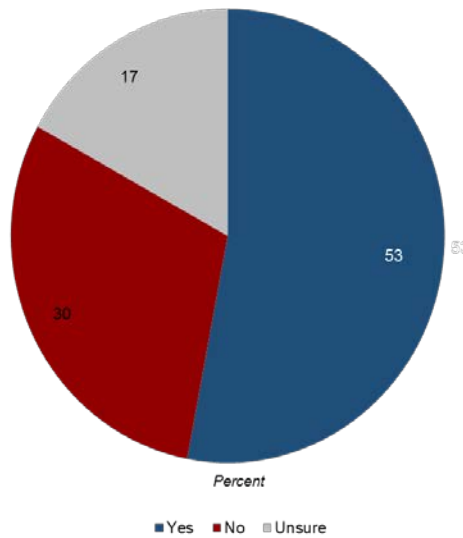
3

4 A subcommittee of the Fort Williams Park Committee has also submitted
5 recommendations for changes to the revenue generating measures in the park.
6 The town council will be considering those recommendations in 2018/2019. The
7 town has repeatedly considered instituting a parking fee, which has failed to win
8 majority support in past nonbinding referendum votes. The town council will be
9 considering a pay/display parking fee system in 2019. The 2017 Comprehensive
10 Plan Public Opinion Survey queried residents about revenue generation in Fort
11 William. Fifty-three percent of survey respondents support utilizing Fort
12 Williams Park to generate funds and thirty percent oppose, with seventeen
13 percent unsure.

14

15 **The Town should utilize Fort Williams Park to generate funds?**

16



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

15

17

18

19 *Other major open spaces*

20

21 Gull Crest (120 acres) is a facility that includes a sewer treatment plant, the
22 Public Works Facility, the recycling center, athletic fields, a community garden
23 and greenbelt trails. Use of Gull Crest is increasing since access to the school
24 complex and the rest of the town was established with the construction of a
25 pedestrian bridge across the Spurwink River. Large tracts of additional land,

1 including the Town Farm across the street, are available to provide additional
2 open space capacity.

3
4 Across Spurwink Ave from Gull Crest is the Town Farm, a 150 acre parcel
5 including much of the Spurwink Marsh. The land was originally donated to the
6 town by Thomas Jordan in approximately 1835 "for the benefit of the poor." In
7 the 1994, the town "purchased" the land as open space and used the purchase
8 price to create the "Thomas Jordan fund" to benefit the poor. The upland portion
9 of the property provides expansive views of the marsh, and is popular for
10 walking, skiing and snowmobiling. In 2000, a 50 year conservation easement was
11 donated to CELT.

12
13 Winnick Woods is a 71 acre lot located in the northwest part of town. The land
14 was donated to the town with conservation restrictions that limit land uses to
15 passive activities. The Winnick Woods Master Plan lays out a trail system that
16 creates loops within the property and connects it to abutting town lands and the
17 greenbelt trail system.

18
19 The Cross Hill open space (120 acres) is a network of trails that connects to the
20 south of Winnick Woods. Winnick Woods and Cross Hill are managed as a
21 single trail corridor. All of the Cross Hill trail system has been assembled from
22 open space required from the Cross Hill, Leighton Farms and Eastman Meadows
23 developments.

24
25 Robinson Woods is a 100+ acre preserve located on the west side of Shore Rd and
26 owned by CELT. It is a mix of woods and meadow with public trails.

27
28 The town is fortunate to be the home of 3 state parks that provide most of the
29 public access to the waterfront.

30
31 Two Lights State Park (42 acres) offers approximately 2,200 linear feet of
32 coastline. This park opened in 1961 and features a rocky coastline with sweeping
33 views of ships entering the Portland Harbor and the Atlantic Ocean. The park
34 includes a network of paths crossing through forested lands and along seaside
35 rock ledges. Popular activities include walking, sightseeing, picnicking, and
36 sunbathing.

37
38 Crescent Beach State Park (212 acres) was opened in 1966. As part of the 212
39 acres, the State leases approximately 100 acres from the adjacent Sprague
40 Corporation. This park area is accessed publicly from its main entrance to its
41 ample parking area off of Bowery Beach Road (Route 77). Beachgoers frequent
42 the beach area and recreational boat and other marine related recreational
43 equipment can be launched from this beach area as well. The park's sandy beach

1 extends approximately 4,400 linear feet in a crescent shape that connects to the
2 east with Kettle Cove State Park lands. In addition to picnicking, sunbathing and
3 swimming, the park offers walking trails and opportunities for fishing, kayaking,
4 and paddle boarding/sailboarding.

5 Kettle Cove State Park (67 acres) includes approximately 4,400 linear feet of
6 shoreline. This park is accessed from Kettle Cove Road and includes a 67+/-
7 space paved parking lot for users of the park. The park features public beach
8 access and commercial boat launches, a sandy beach area, and supports a variety
9 of coastal activities and wildlife habitat. The town's commercial fishing fleet and
10 the town's Water Extraction Team (WETeam) use Boat Cove within the state
11 park limits for boat launching in marine emergency response situations.

12 The federal government through the U.S Coast Guard controls the access to the
13 ocean from the lands associated with Dyer Cove at its facility (8 acres) at the end
14 of Two Lights Road in the southeastern portion of the Town. The Coast Guard
15 allows the public to access the rocky beach via a gravel parking lot beyond the
16 paved roadway.

17

18 Greenbelt Trails

19

20 As noted above, greenbelt trails are highly valued by town residents. The town's
21 first Greenbelt Plan was prepared in 1973. The goal of the plan was to create a
22 green walkway from Fort Williams Park, located on the northeast shore of town,
23 to Crescent Beach State Park, located on the southern end. The Greenbelt Plan
24 was updated in 1989, 2001, and 2013, and with each plan, the greenbelt expanded
25 throughout the town. The current Greenbelt Plan, incorporated by reference into
26 this comprehensive plan, has the following vision:

27

28 **Greenbelt Vision:** Our vision is one in which the Town of Cape
29 Elizabeth preserves open space, maintains the town's rural
30 character, preserves wildlife habitat, and creates opportunities for
31 residents to enjoy a town wide greenbelt trail system which
32 connects open space. This plan is a guide to the realization of that
33 vision.

34

35 The plan includes an equally broad concept of a "greenbelt trail."

36

37 **Greenbelt Trail:** A nature path, sidewalk, boardwalk, bridge or
38 other facility established on properties for which the town has
39 public access rights. For the most part, trails are located in
40 undeveloped areas, but may also be within neighborhoods,
41 especially when creating a connection between the neighborhood

1 and undeveloped areas. Trails are designed primarily for
2 pedestrian and non-motorized vehicle use, although horses and
3 snowmobiles are allowed on certain designated trails. Only trails
4 for which there are legal public access rights are considered part of
5 the Cape Elizabeth Greenbelt.
6

7 The 2013 Greenbelt Plan includes 23 trail "links," where potential trails may be
8 expanded, subject to the willing cooperation of private property owners where
9 trails may be located on private property.
10

11 Seven existing trails are currently located on paper streets, which are
12 conveniently located to connect neighborhoods to the greater greenbelt network.
13 In 2016, the town accepted or extended its paper street rights in 25 paper streets,
14 in whole or part to preserve the opportunity for greenbelt trails. The town is
15 currently engaged in litigation regarding possible public access rights on
16 waterfront paper streets known as Surfside Ave and Atlantic Place in the Shore
17 Acres neighborhood.
18

19 Trail use is extensive across several user groups and ages. This is due in part to
20 the town's effort in building new trails, posting signage for trails, publishing a
21 trails map, and posting trail maps on the town website. The town's management
22 plan, referenced above, has been effective in minimizing user conflicts by clearly
23 identifying uses allowed on town open space and establishing clear policies for
24 trail users.
25

26 The town has an estimated 24 miles of public access trails located on town land,
27 CELT property, and state and federal lands. Over 18 miles of these trails are
28 managed by the Cape Elizabeth Conservation Committee on behalf of the Town
29 of Cape Elizabeth.
30

Cape Elizabeth Greenbelt Trails			
Number	Name	Length in miles	Ownership
1	Stonegate	1.2	Town
2	Hobstone Woods	0.75	Land Trust
3	Broad Cove	0.4	Town
4	Great Pond	1.5	Joint
5	Town Center	0.8	Joint
6	Runaway Farm	0.4	Land Trust
7	Spurwink	1.4	Town
8	Dyer-Hutchinson Farm	0.8	Land Trust
9	Gull Crest	18.3	Town
10	Cross Hill	2.3	Town
11	Robinson Woods	3	Land Trust
12	Two Lights	0.5	Town
13	Winnick Woods	0.8	Town
14	Whaleback	0.3	Town
15	Leighton Farms	0.4	Town
16	Dyer Woods	0.75	Town
17	Turkey Hill	0.5	Land Trust
18	Scott Dyer	0.4	Town
19	Canterbury	1.5	Town (license)
20	Great Pond Preserve II	0.5	CELT

Source: Town of Cape Elizabeth records, 2018

Since the first Greenbelt Plan was prepared in 1973, the town has pursued a goal of creating a greenbelt trail that extends from Fort Williams Park to Crescent Beach. The Town of Cape Elizabeth and the Cape Elizabeth Land Trust (CELT) have both worked to preserve land and acquire public access rights to establish what is now called the Cross Town Trail.

The Cross Town Trail is actually several trails that have been nurtured over decades. Of the 7.5 miles that make up the Cross Town Trail, 4.1 miles are on land or easements held by the Town of Cape Elizabeth. CELT hosts 1.3 miles of trails. CELT and the Town jointly host another 1.1 miles of trails. The final 1.1 miles are located on town roads.

The Cross Town Trail is located on publicly owned land, land owned by CELT, and on private lands where property owners have provided rights for public access. The incremental development of the Cape Elizabeth greenbelt is exemplified in the Cross Town Trail. Almost 40% of the trail length has been acquired by purchase of property or easements. Approximately 32% has been acquired through development review by the planning board, with advice from the conservation committee. About 5% has been acquired through the generous

1 donation of land or easements by Cape Elizabeth property owners and about
2 17% is located on public roads.

3 4 Local Regulations

5
6 Over one third of Town of Cape Elizabeth open space, 350 acres, has been
7 obtained through planning board review of new development. This is the result
8 of a decades long practice where the town requires that new development set
9 aside permanently preserved open space. Currently, this standard is
10 accomplished through aggressive clustering of new development which requires
11 that 40%/45% of gross land area be set aside as open space. Clustering is
12 mandatory in the Residence B District and optional in the Residence A and
13 Residence C District. Almost all new residential development is clustered.

14
15 In the few developments where clustering is not used, an open space impact fee
16 standard requires that a portion of land be set aside for open space or a fee be
17 paid, at the discretion of the planning board. The current open space fee is \$6,729
18 per lot/unit. These regulations should preserve the current ratio of open space
19 per household.

20
21 As an offshoot of the implementation of the 2007 Comprehensive Plan, the town
22 established the Future Open Space Preservation Committee (FOSP) in 2012. The
23 committee was charged with a series of tasks to quantify town open space needs
24 and thoroughly examine ways to meet those needs. One task was to develop an
25 "open space" definition, which follows:

26
27 **Open space:** Land and water areas, either public or private,
28 maintained in an essentially undeveloped state (which may include
29 athletic fields) for use as active or passive recreation, wildlife
30 habitat, agriculture, or preservation.

31
32 The committee's work included a fiscal analysis of open space preservation and a
33 public opinion survey. Based on the fiscal analysis, FOSP "recommended that
34 open space preservation is a strongly valued community goal and should
35 continue. This fiscal analysis, however, does not support the preservation of
36 open space purely from an avoidance of costs by the town at this time." FOSP
37 also recommended that a that "the Town Council implement a Pennies for Open
38 Space policy to fund the land acquisition fund." This has been reflected in the
39 municipal budget since 2013.

40
41 In 2013, as an outcome of the management plan described above, the town
42 adopted Chapter 18, Article V, Open Space Management, which codifies open
43 space management policies.

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Formal Recreational Facilities

The town manages several athletic fields throughout the town and also operates a community pool located at the high school. Athletic fields are listed below.

Location/Name	Facility
Fort Williams	1 Multipurpose field 2 Little League fields 1 Little League T-ball 3 Tennis Courts Preschool playground
Gull Crest	2 multipurpose fields (plus 1 approved but not constructed)
Lions Field	2 Little League fields (plus 1 approved but not constructed)
Plaisted Park	1 Little League field
School Campus	Holman baseball field Capano softball field 1 multipurpose field Hannaford Turf field Rey Moulton baseball field 6 Tennis courts 3 Playgrounds Track Basketball court

Cape Elizabeth youth are heavily involved in a wide range of organized sports, including T-ball, baseball, softball, soccer, lacrosse, golf, basketball, swimming, nordic skiing, field hockey, track, cross country running, football, hockey, and tennis. In addition, for many sports, there are multiple teams at different age levels, as well as school sponsored and privately supported teams, such as travel soccer.

The field needs of most teams are accommodated primarily within the town, although the hockey and nordic skiing teams rely on out of town facilities. The

1 nordic skiing team uses a trail specifically designed for nordic skiing in Gull
 2 Crest.

3
 4
 5 Community Services

6
 7 The community services department is located in the Town Center and offers a
 8 full range of services in a building renovated in 2002. The department was
 9 shifted from the school department and created as a town department in 2013.
 10 The community services committee is a 7-member volunteer board that provides
 11 input on department programming.

12
 13 Approximately 400-500 people are in the community services building every
 14 day. Below is a summary of the program and participation in community service
 15 programs, including the pool and fitness center, for FY 2018.

16
 17 **Community Service Programs and Participation, FY 2018**

18

Adult Education	Programs per year	Registrations per year
General Enrichment	200	4000
Senior citizen Programs	51	1100
Youth Recreation Program	Programs per year	Registrations per year
Saturday Skill Builders	40	1600
After School Enrichment	165	3300
Preschool Programs	24	240
Teen Programs	16	210
Summer Programs	Programs	Participants
Preschool Camp	7 weeks	145
Middle School Camp	7 weeks	185
Day Camp	7 weeks	665
Athletic, Dance, Enrichment Camps	43	350
Richards Community Pool & Fitness Center		Registrations per month
Fitness Center Day passes		216
Memberships (pool & fitness)		830 per year
Adult Swims		1500
Open Swims		335
Instructional Pool Programs - Adults		329
Instruction Pool Programs - Youth		230
Pool Parties		90 per year

1 *Source: Town of Cape Elizabeth Community Services Department*

2
3 The community services department is expanding programs for the youngest
4 and oldest residents. The Cape Care program, consisting of preschool and before
5 and aftercare programs, has grown to near full capacity. There are presently have
6 25 students in the preschool, 17-22 students in the beforecare program and 50-60
7 students in the aftercare program. The aftercare program is at full capacity due to
8 space limitations. With the growth of the preschool, the department now offers
9 additional programming for this age group. Swim lessons, dance and yoga are
10 offered during the preschool day. A new playground was built in 2017 to
11 accommodate the growing program. This playground is located at the high
12 school and is available for others to utilize when not being used during program
13 hours.

14
15 Expansion of senior offerings is possible with the purchase of a 14-passenger
16 mini-bus. The department offers day trips at a reasonable rate, often sharing
17 these trips with other local recreation departments. The department no longer
18 has to work around the school's daily transportation schedule and the former
19 van-for-hire option added cost to seniors. A future need may be to hire or make
20 available a driver to offer transportation for daily needs, such as grocery
21 shopping, banking or appointments in the South Portland/Portland area.

22
23 Overall, the participation rate in community services programs continues to
24 grow. The lower level/garage area of the Community Center was renovated to
25 accommodate a large spin bike and stretching area. The location now holds 40
26 spin bikes, one of the largest spin bike offerings in the Portland area.

27 28 Public Access to the Water

29
30 Cape Elizabeth is a community surrounded by water on three sides. To the east
31 and south is the Atlantic Ocean and to the west is the Spurwink River. In
32 addition, the largest fresh water body in town, Great Pond, is located near the
33 geographic center of town. Public access is available to all these water bodies.

34
35 The most dramatic municipal access to the Atlantic Ocean is at Fort Williams
36 Park, which includes a small beach and waterfront trail. The following areas
37 provide waterfront access to the public. All areas are shown on the open space
38 map. The chart below summarizes water access on town land. In addition, there
39 is ocean access from the US Coast Guard property located at the end of Two
40 Lights Rd (est. 1,330' of coastline), at Two Lights State Park (2,200' coastline),
41 Crescent Beach State Park (4,400' of coastline) and Kettle Cove State Park (4,440'
42 coastline).

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A portion of Crescent Beach is leased (est. 100 acres) from the Sprague Corporation. The state and town should endeavor to permanently keep the entire state park publicly accessible.



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The remaining waterfront is held in private ownership. Some private waterfront areas, however, are visible from public ways or otherwise accessible to the public. For example, The Lobster Shack Restaurant, located on a rocky point of land in the southeastern corner of the town, also provides dramatic water view from its picnic area, and is a popular area for tourists. Residents indicated in the telephone survey that adequate public access to the water is available. Due to the slow growth rate, no increase in waterfront access is anticipated.

1 Fresh water access to two points on Great Pond, including a boat launch, is
2 available through easements owned by the town and the land trust. Access to the
3 Spurwink River can be obtained through the Town Farm, however, boat access is
4 much more practical just over the municipal boundary in Scarborough off Route
5 77.

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Summary of Public Access to the Waterfront

Open Space Name	Size (acres)	Oceanfront (feet)	River frontage	Pond frontage
Dyer Woods	5.4	N	N	Y
Cliff House Beach	0.3	186	N	N
Fort Williams	97.2	5703	N	Y
Stonegate	86.6	N	N	Y
Robinson Woods	145	325	N	Y
Broad Cove	20.6	N	N	Y
Great Pond (Condo easement)	9.5	N	N	Y
Great Pond (Sprague easement)	6.6	N	N	Y
Two Lights (St. Bart's easement)	1.7	N	N	Y
Gull Crest	177	N	Y	Y
Cross Hill	105	N	N	Y
Spurwink Marsh (DOI easement)	16.5	N	Y	N
Town Farm	150	N	Y	N
Winnick Woods	71	N	N	Y
Coast Guard	9.52	2501	N	N
Two Lights State Park	42	2228	N	N
Kettle Cove State Park	57	4377	N	Y
Crescent Beach State Park	187	4378	N	N
Trundy Point	2.38	1306	N	N
TOTAL	1190.3	21,004	3	12
Percentage of Waterfront Town Acres	12%			
Percentage of Public Ocean front land	6%	22%		
Percentage of Town/CELT ocean front land		8%		
Percentage of greenbelt trails that traverse private property				18%
Percentage of greenbelt trails adjacent to private property				35%
Total Percentage of greenbelt trails traverse/adjacent private property				53%

Source: Town records

Private Open Space

Use of private open space, particularly trail access, has been declining as land is sold and/or developed.

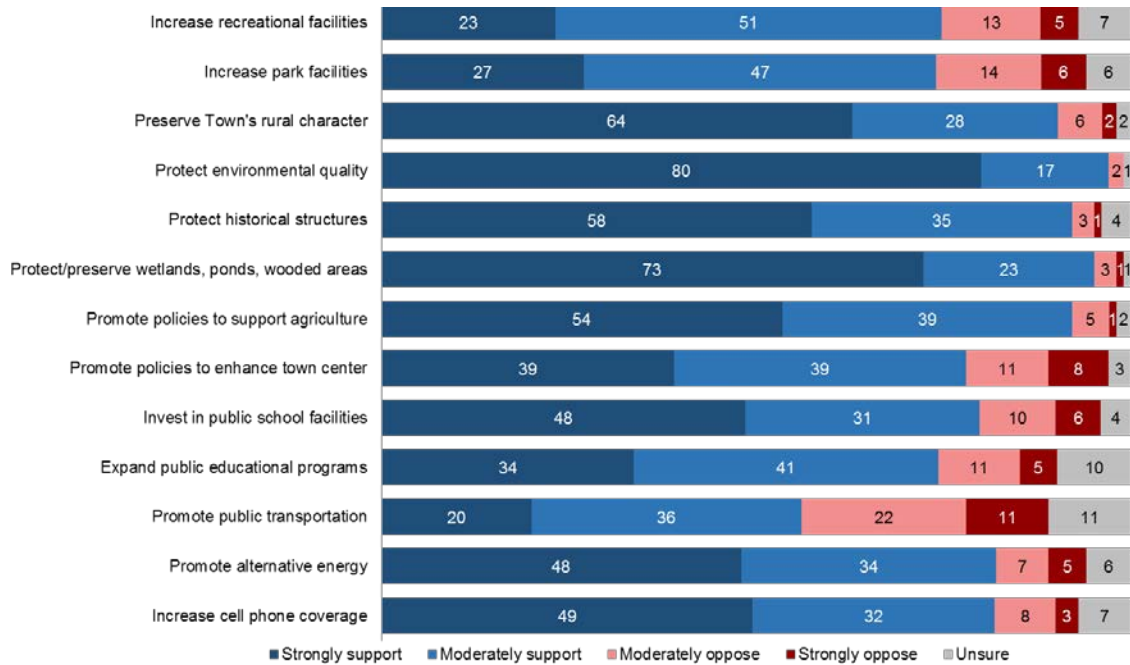
The Sprague Corporation is the town's largest land owner with over 2,100 acres or 20% of the town. Most of this acreage is undeveloped and managed as field or forest land. In 1999, the Sprague Corporation prepared a master plan that included the creation of a 62 lot subdivision that delineated the expected build-out for the next 40 years. The lots were laid out in clusters and the majority of land area will remain open space. Except for the Great Pond trail easement, there are no deeded public access rights on Sprague Corporation land. The Sprague Corporation does allow limited public access to Richmond Island by permit.

1 The Purpoodock Club operates a private, 219 acre golf course with clubhouse
 2 and restaurant located between Ocean House Rd and Spurwink Ave. The club
 3 allows informal public access for skiing during the winter months.

4
 5 Municipal funding for open space
 6

7 While residents are very satisfied with park and recreation facilities, there is less
 8 robust support for funding to increase park and recreational facilities. Compared
 9 to other areas with higher levels of support, seventy-four percent in total
 10 strongly support (27%) or moderately support (47%) efforts to increase park
 11 facilities. Comparatively, seventy-four percent in total strongly support (23%) or
 12 moderately support (51%) efforts to increase recreational facilities. (2017
 13 Comprehensive Plan Public Opinion Survey)

14
 15 **Ten-Year Plan:**
 16



17 Among: All Respondents

18 Note: Figures may not sum to 100% due to rounding

14

19 This is consistent with results of the Future Open Space Preservation Committee
 20 survey (FOSP) in 2013.

21
 22 The town has an impressive history of funding land purchases for open space, in
 23 partnership with CELT and as an independent purchase. The town has also been
 24 flexible in how land purchases have been funded. Funding sources have
 25 included general taxation, capital improvement funding, municipal bond issues
 26 and impact fees. The municipal budget includes a standing land acquisition

1 fund, to which the town has recommitted to an annual appropriation based on a
2 penny (or more) added to the tax rate at the end of the budget process. It is the
3 town's experience that residents are more supportive of open space funding
4 when a specific property is under consideration than when a general appeal for a
5 municipal land bond is considered. For this reason, prior suggestions to fund a
6 general open space bond has not been supported.

7
8 **Recreation and Open Space Goals**

9
10 **Goal 1: The amount of publicly accessible open space should be increased in**
11 **order to preserve the current local standard of open space of 151 acres per 1,000**
12 **population.**

13
14 Recommendations:

15
16 72. Retain town regulations that promote open space preservation and
17 management.

18
19 73. Continue to fund unique opportunities to preserve open space using
20 methods including but not limited to annual contributions to the land
21 acquisition fund, proceeds from land sales, general taxation, municipal
22 bonding and partnerships with other governmental and private entities.
23 Municipal funding should be contingent upon permanent public
24 ownership, such as a public access easement, and public access rights.

25
26 74. Strengthen the management program for the use of Fort Williams Park to
27 prioritize the enjoyment by residents and balance the burden on
28 municipal taxpayers, including increasing revenues from non-resident
29 visitors.

30
31 75. Maintain a dialogue with major landowners regarding their future plans
32 and discuss methods for preserving significant open space for recreation.

33
34 **Goal 2: The town shall support the high level of resident participation in**
35 **Community Services Programs and the high quality of the town's recreational**
36 **facilities.**

37
38 Recommendation:

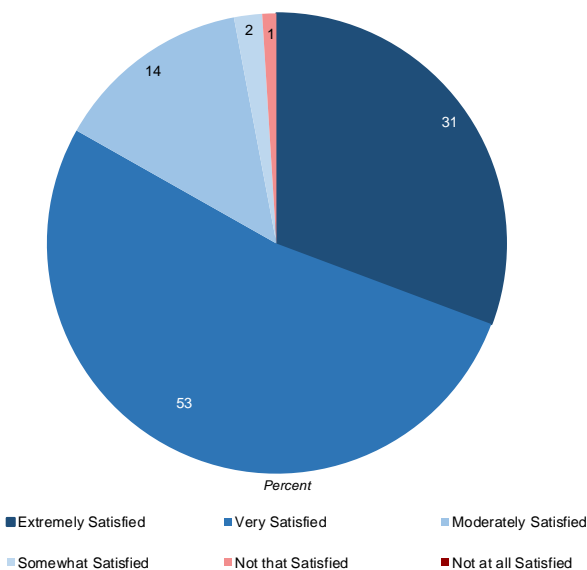
39
40 76. Continue to evaluate and adapt Community Service programming to meet
41 the needs of the changing Cape Elizabeth population.

FUTURE LAND USE PLAN

Key Trends

- New construction of residential housing will continue to decrease.
- To insure quality digital coverage, we need to be responsive to citizen demands and the opportunities of modern technology.

The 2017 Comprehensive Plan Public Opinion Survey asked residents to rate their overall level of satisfaction living in Cape Elizabeth. Respondents indicated high levels of satisfaction (84% are extremely or very satisfied).



ndents

7

In an open ended question asking about other reasons for moving out of town, 69% of survey participants provided a response. Popular responses included *development, taxes, lack of diversity, and local politics.*

Future Land Use Plan

The state goal for a community future land use plan is "to encourage orderly growth and development in appropriate areas, while protecting rural character, making efficient use of public services, and preventing development sprawl." Not all development is considered "sprawl." "Development sprawl" can be

1 described as low-density development located some distance from existing
2 development and infrastructure.

3
4 Cape Elizabeth's comprehensive plan and ordinances are intended to protect
5 critical natural resources, preserve open space and preserve private property
6 rights while managing a modest pace of development. When development
7 occurs, impacts on natural resources are minimized, and open space preservation
8 opportunities are maximized. Land use policy guides new development toward
9 growth areas, and directs growth to occur in a compact manner. Some growth is
10 expected to occur outside growth areas. Natural resource protections continue to
11 apply and open space preservation is required.

12
13 The future land use plan divides the town into growth areas, rural areas and
14 critical natural resource areas, as described further below.

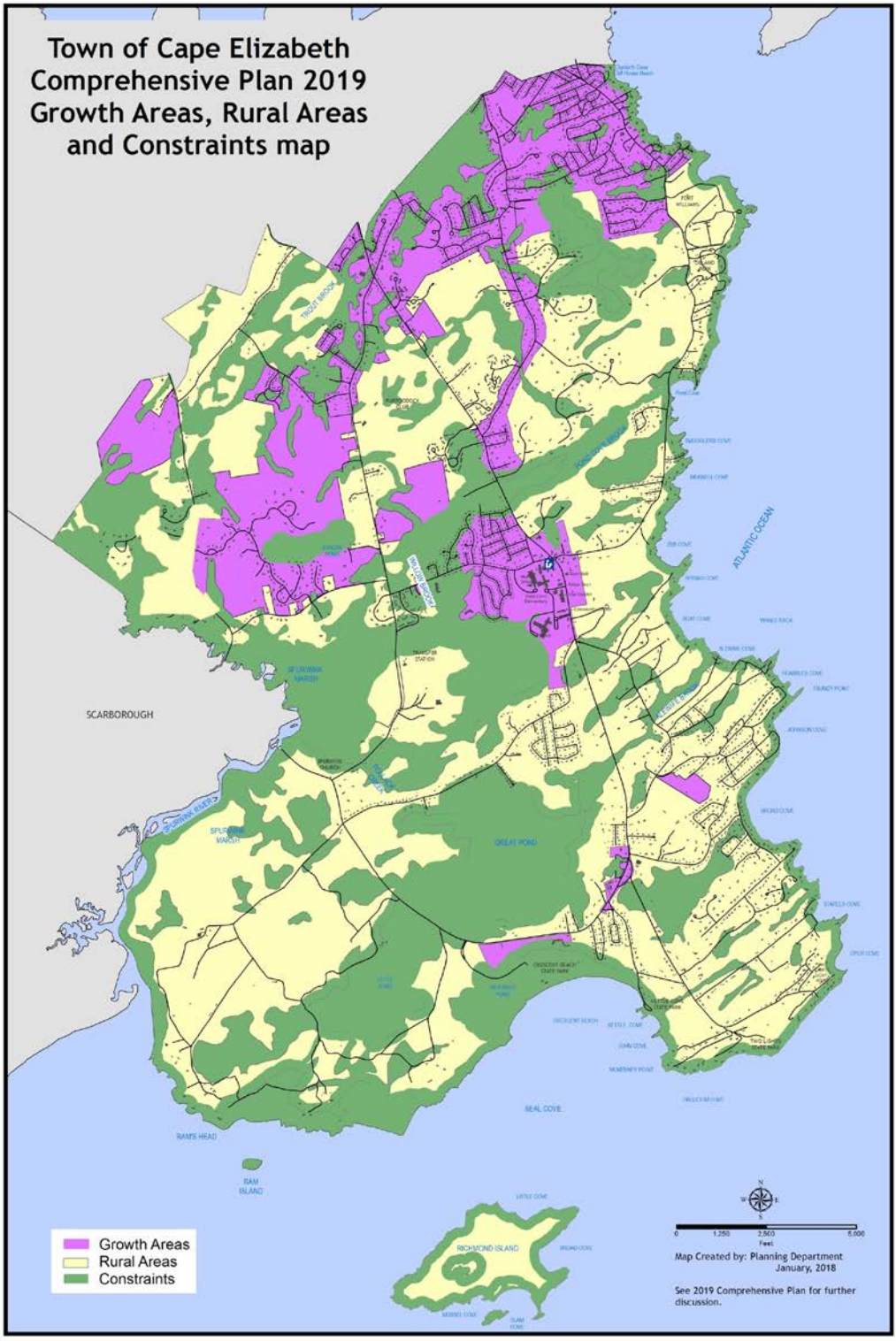
15
16 *Growth Areas*

17
18 The town designates the Residence C, Residence B, Town Center and Business A
19 Districts as growth areas. The growth area includes the majority of developed
20 neighborhoods, transportation network, and infrastructure.

21
22 The RC district represents the bulk of developed residential neighborhoods.
23 Public water is available throughout the district and public sewer is available for
24 almost all of the district. The RC District includes most of the oldest
25 neighborhoods. Critical natural resources, predominantly wetlands, are in
26 designated Resource Protection Districts and are therefore not included in the RC
27 District.

28
29 The RB District represents the principal area for new residential development to
30 be located. The RB districts were created in 1997 to implement the growth area
31 recommendations of the 1993 Comprehensive Plan. The growth areas retained
32 sufficient capacity to absorb expected growth when the 2007 Comprehensive
33 Plan was adopted, so no new growth areas were designated. The build-out
34 analysis conducted for this comprehensive plan indicates that there remains
35 sufficient capacity in the existing RB districts to absorb anticipated growth
36 through 2028.

37



1 The Town Center and BA Districts are the principal commercial development
2 areas, and may also host multi-family residential development. The Town Center
3 includes 4 vacant parcels, plus existing properties that may be suitable for
4 redevelopment. The BA Districts, neighborhood business districts, have only 1
5 vacant parcel, but there are redevelopment opportunities. These business
6 districts are included in the sewer service area and most of the districts currently
7 have public sewer infrastructure. The Town Center and BA district regulations
8 have also been updated to manage growth consistent with community character.

9
10 *Rural Areas*

11
12 The designated rural areas of the town are the RA District, the natural resource
13 districts and specialty districts. The RA District includes some developed
14 neighborhoods, but many areas have limited or no public sewer. Consequently,
15 minimum lot sizes are larger in the RA District, both for traditional and cluster
16 developments. The RA District includes many farms, and much of the town's
17 permanently protected open space.

18
19 The Resource Protection Districts (RP1, RP1 Buffer, RP2, RP3) strictly limit any
20 new development. When new development is proposed near a resource
21 protection district, regulations work to push development away from natural
22 resources. For example, the RP1 buffer may be reduced from 250' to 100' if the
23 proposed development is in a "densely developed area." To qualify as "densely
24 developed," the new structure must be within 250' of 6 or more existing principal
25 structures. This incentive encourages new development to locate closer to
26 existing development, rather than closer to critical natural resources.

27
28 *Transitional areas*

29
30 The town designates areas adjacent to developed areas, which are otherwise not
31 located in a growth area, as a transitional area. In these areas, some development
32 may be absorbed while minimizing impacts on community character. No
33 significant working farms, wood lots, properties in state tree growth and farm
34 and open space tax programs, prime agricultural soils and forestry soils,
35 unfragmented habitat or marine resources shall be considered transitional areas.
36 Development in transitional areas must comply with land use regulations that
37 include buffering requirements.

38
39 *Critical Natural Resources*

40
41 The town's depiction and protection of natural areas are discussed in the Natural
42 Resources, Water Resources and Marine Resources Chapters.

1 *Municipal Growth-Related Capital Investment*

2
3 When defining growth areas, the state requires that "the Future Land Use Plan
4 must designate as growth area those lands into which the community intends to
5 direct a minimum of 75% of dollars for municipal growth-related capital
6 investments made during the planning period." Investments are defined as
7 follows:

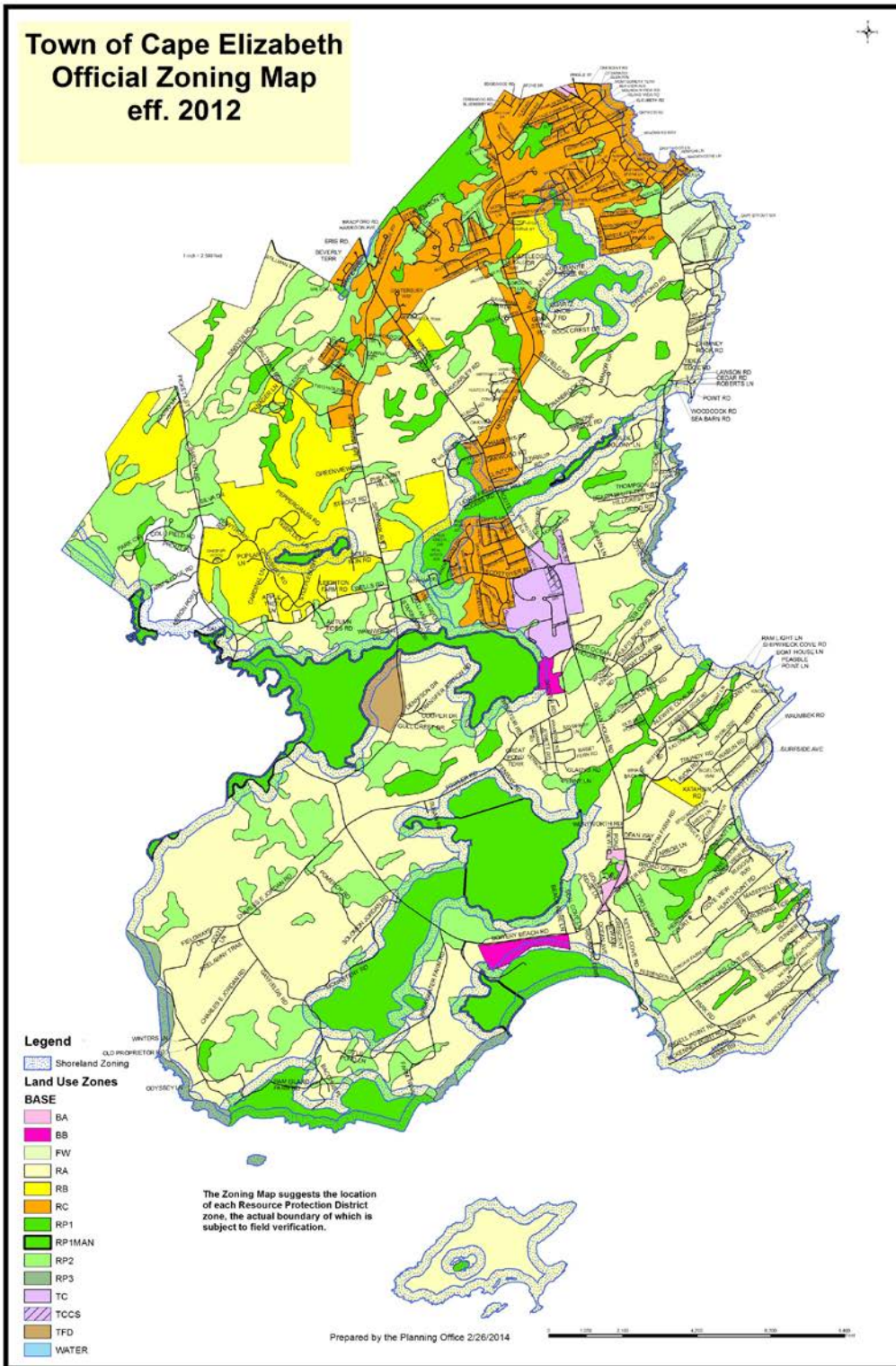
8
9 **Municipal growth-related capital investment:** "Municipal growth-related
10 capital investment" means investment by the municipality in the
11 following projects, even if privately-owned, using municipal, county,
12 state, federal, or other public funds, in the form of a purchase, lease, grant,
13 loan, loan guarantee, credit, tax credit, or other financial assistance:

- 14 (1) Construction of new transportation infrastructure or capacity;
- 15 (2) Construction or acquisition of newly constructed multifamily rental
16 or affordable housing;
- 17 (3) Development of industrial or business parks;
- 18 (4) Construction or extension of sewer, water, or other utility lines;
- 19 (5) Construction of public, quasi-public, or private service
20 infrastructure, facilities, and community buildings; or
- 21 (6) Construction or expansion of municipal office buildings, municipal
22 educational facilities, and other quasi-public facilities and other
23 civic buildings that serve public clients and customers.

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Municipal growth-related capital investment does not include investment
in the following: mobile equipment, the operation or maintenance of a
municipal facility or program; maintenance of existing transportation
infrastructure without significantly expanding capacity; or municipal
revenue sharing.

Almost all of the town's capital improvement investments are replacement of
existing, aging infrastructure. Because the growth areas are also the bulk of the
developed areas of town, most capital improvements are located in the
designated growth areas.

Town of Cape Elizabeth Official Zoning Map eff. 2012



1 *Land Use Districts*

2
3 Below is a summary of the existing zoning districts. Since the adoption of the
4 2007 Comprehensive Plan, the town has substantially updated the land use
5 regulations through implementation of comprehensive plan recommendations.
6 Five major packages of amendments have been adopted, including the Shoreland
7 Zoning update, Business A Districts Overhaul, Agricultural Amendments,
8 Subdivision Ordinance Overhaul and the Land Use Amendments Package. With
9 the existing growth rate expected to continue to decline, combined with an
10 existing package of rigorous land use regulations, no major changes to the
11 zoning districts is proposed. The existing zoning regulations are well aligned
12 with the community vision. Some adjustments are included in the Goals and
13 Recommendation section at the end of this chapter.

14
15 **Residence A District**

16
17 How the district relates to the community vision: The Residence A District
18 includes lands that are outside of the built-up areas of Cape Elizabeth, lands to
19 which public sewer lines are not expected to be extended in the near future, and
20 large tracts suitable for farming, woodland production, and wildlife habitat. The
21 purpose of this district is to allow residential development that is compatible
22 with the character, scenic value, and traditional uses of rural lands and that does
23 not impose an undue burden on the provision of municipal services.

24
25 Natural opportunities and constraints: Comprising 50% of the town, the RA
26 District incorporates most of the land areas that lend the town its rural character.
27 Preservation of these open spaces goes hand in hand with the town's community
28 values. Conversely, new development in some portions of the RA District, such
29 as upland of the Spurwink Marsh, can have an outsized impact on community
30 character.

31
32 Types and intensity of proposed land uses: The minimum lot size for a single
33 family house lot is 80,000 sq. ft. Lots within Open Space Zoning Subdivisions
34 may be a minimum of 36,500 sq. ft. Manufactured housing, multiplex housing
35 and eldercare facilities may also be located in the RA District.

36
37 Resource related uses include any use permitted in a resource protection district,
38 agriculture, keeping of livestock, removal of topsoil and timber harvesting.

39
40 Nonresidential uses may include home day care, farm and fish market, boat
41 repair facility golf course and related activities, wind energy systems, bed and
42 breakfasts, short term rentals and day camps.

1 Uses accessory to principal uses and principal uses similar to allowed uses or
2 otherwise compatible with the RA District's relationship to the community vision
3 may also be appropriate.

4
5 Compatibility of proposed uses to current uses: Proposed uses are very
6 compatible with current uses.

7
8 Capital investments needed to support proposed land uses: The proposed uses
9 closely track existing uses, so no new capital investments are identified, other
10 than replacement of aging infrastructure.

11 **Residence B District**

12
13
14 How the district relates to the community vision: The Residence B District is
15 differentiated from the Residence A District in that subdivisions and multiplex
16 housing in Residence B are required to be laid out according to the principles of
17 open space zoning, as described in Sec. 19-7-2, Open Space Zoning. The
18 Residence B District includes lands outside of the build-up parts of Town where
19 the Comprehensive Plan indicates growth can and should be accommodated as a
20 result of soils suitable for individual or common septic systems or the extension
21 of public sewer lines. The purpose of this district is to allow a significant portion
22 of the Town's anticipated residential growth to occur in these areas, in a manner
23 that preserves the character of rural lands, promotes healthy neighborhoods,
24 offers flexibility in design, and minimizes the costs of municipal services.

25
26 Natural opportunities and constraints: The RB District includes some of the land
27 with the best capacity for development. Comprising just 7% of the town, the RB
28 District is able to absorb most residential development on compact lots, relieving
29 pressure to develop the RA District. New development has taken advantage of
30 opportunities to extend public sewer, making development in the RB as efficient
31 as possible.

32
33 Types and intensity of proposed land uses: The minimum lot size for a single
34 family house lot is 80,000 sq. ft. If subdivision review is triggered, new
35 developments must be designed in accordance with the Open Space Zoning
36 provisions. These provisions mandate clustering and preservation of 40%-45%
37 open space. Higher density is allowed if public sewer is provided. Manufactured
38 housing, multiplex housing and eldercare facilities may also be located in the RB
39 District.

40
41 Resource related uses include any use permitted in a resource protection district,
42 agriculture, keeping of livestock, removal of topsoil and timber harvesting.

43

1 Nonresidential uses may include home day care, farm and fish market, boat
2 repair facility golf course and related activities, wind energy systems, bed and
3 breakfasts, short term rentals and day camps.

4
5 Uses accessory to principal uses and principal uses similar to allowed uses or
6 otherwise compatible with the RA District's relationship to the community vision
7 may also be appropriate.

8
9 Compatibility of proposed uses to current uses: The RB District includes 10+ acre
10 parcels suitable for development. The Cross Hill neighborhood was the first
11 development constructed in an open space zoning design.

12
13 Capital investments needed to support proposed land uses: Extension of public
14 sewer has been a significant and important infrastructure investment. Per the
15 town Sewer Ordinance, sewer extensions have been funded by the developer.

16 17 **Residence C District**

18
19 How the district relates to the community vision: The Residence C District
20 includes lands that are within the built-up areas of Cape Elizabeth, are sewerred
21 or can be easily served by public sewer, are identified in the Comprehensive Plan
22 as part of the Town's growth areas, are not presently in agricultural or woodland
23 uses, and are not considered to be valuable, large-scale open space with valued
24 scenery or wildlife habitat. The purpose of the district is to provide for areas of
25 compact development that can foster cohesive neighborhoods that are close to
26 community services.

27
28 Natural opportunities and constraints: The RC District includes infill lots with
29 frontage on roads that have both public sewer and public water. The compact
30 neighborhoods in the RC District have made possible the large open areas in the
31 RA District as town population grew.

32
33 Types and intensity of proposed land uses: The minimum lot size for a single
34 family house lot is 20,000 sq. ft. Lots within Open Space Zoning Subdivisions
35 may be a minimum of 7,500 sq. ft. Manufactured housing, manufactured housing
36 parks, multiplex housing, eldercare facilities and rooming or boarding homes
37 may also be located in the RC District.

38
39 Resource related uses include any use permitted in a resource protection district,
40 agriculture, keeping of livestock, removal of topsoil and timber harvesting.

41

1 Nonresidential uses may include home day care, farm and fish market, boat
2 repair facility golf course and related activities, wind energy systems, bed and
3 breakfasts, short term rentals and day camps.

4
5 Uses accessory to principal uses and principal uses similar to allowed uses or
6 otherwise compatible with the RA District's relationship to the community vision
7 may also be appropriate.

8
9 Compatibility of proposed uses to current uses: The RC District is a mix of single
10 family and multiplex housing which has been compatible, often due to the
11 creation of open space and greenbelt trail networks with unlimited public access.

12
13 Capital investments needed to support proposed land uses: The proposed uses
14 closely track existing uses, so no new capital investments are identified, other
15 than replacement of aging infrastructure.

16 **Town Center District**

17
18
19 How the district relates to the community vision: The purpose of this district is to
20 encourage an identifiable Town Center that includes a village feeling, mixed
21 retail and residential uses to serve residents, an environment inviting to
22 pedestrians, a common meeting place, visual cohesiveness and enrichment and
23 linkages to the Town's open space and nearby school campus. The Town Center
24 district boundaries reflect the prevalence of public buildings and commercial
25 uses and the historic compactness of development. The Town Center District
26 requirements are tailored to the unique characteristics of the Cape Elizabeth
27 Town Center.

28
29 In the center of the Town Center District, there exists a unique compactness of
30 development exemplified by smaller lot sizes and existing structures with
31 compatible space and bulk massing. A core subdistrict has been created for this
32 area with unique Town Center Core Subdistrict standards.

33
34 Natural opportunities and constraints: The Town Center is constrained by its
35 small size and lack of vacant parcels. At the same time, this constraint supports
36 development of a compact commercial area rather than strip commercial
37 development. The town has adopted design standards that require new
38 development to be consistent with the pedestrian friendly village vision for the
39 town center. The town also adopted a tax increment financing district in 2014
40 that will partially fund stormwater and sidewalk improvements. The lack of
41 vacant parcels also may encourage redevelopment of existing properties which
42 have become dated and would benefit from reinvestment.

43

1 Types and intensity of proposed land uses: Permitted uses are organized to
2 preserve commercial space in the town center. Single family home lots are
3 allowed, but at a minimum size of 80,000 sq. ft., the largest minimum lot size
4 required elsewhere in town. Multi-family units are encouraged, but only on the
5 upper floors of mixed use buildings. A lot with multi-family units must be a
6 minimum of 7,500 sq. ft. and the maximum density allowed is 1 unit/3,000 sq. ft.
7 Rooming or boarding homes are also allowed.

8
9 Commercial uses consistent with a town village are allowed as follows: banking,
10 professional and business office, personal service, village retail shop, veterinarian
11 (not including boarding of animals), medical clinic, restaurant with up to 75
12 seats, gas station with not more than 2 fueling islands, repair garage, institutional
13 use, day care facility, cottage industry manufacturing, wind energy system, and
14 short term rental. Uses accessory to principal uses and principal uses similar to
15 allowed uses or otherwise compatible with the Town Center District's
16 relationship to the community vision may also be appropriate.

17
18 Compatibility of proposed uses to current uses: Current uses are generally
19 compatible with proposed uses. For more information on the Town Center Plan,
20 see the Economy Chapter.

21
22 Capital investments needed to support proposed land uses: A principal goal of
23 the Town Center District is to create a pedestrian-friendly village feel. Sidewalks
24 are proposed throughout the Town Center and capital improvements are
25 planned, including federal transportation grant funding to be available in 2020,
26 to expand the sidewalk network.

27 28 **Business A District**

29
30 How the district relates to the community vision: The Business A District is
31 comprised of neighborhood business districts in which the business uses are
32 geared to the needs of nearby residents rather than a large scale, regional
33 destination center. The district requirements seek to promote (i) business
34 vitality, (ii) pedestrian connectivity between the business district and the
35 adjacent residential areas, (iii) a mix of commercial and housing uses, (iv) high
36 quality design that is pedestrian friendly, compatible with, and protects the
37 integrity of the adjacent residential neighborhood, and (v) an efficient use of the
38 land within the district for business uses. The Business A district regulations
39 recognize that the BA District in the Shore Road area and the BA District in the
40 Ocean House Road area are individually distinctive and may require different
41 treatments, which are specified herein.

1 Natural opportunities and constraints: Both Business A Districts are constrained
2 by their small size. At the same time, this constraint supports a compact business
3 district that connects to the adjacent residential neighborhoods.

4
5 Types and intensity of proposed land uses: Permitted uses are organized to
6 preserve commercial space. Only existing single family homes are allowed.
7 Multi-family units are encouraged, but only on the upper floors of mixed use
8 buildings. A lot with multi-family units must be a minimum of 15,000 sq. ft. and
9 the maximum density allowed is 1 unit/7,500 sq. ft. Rooming or boarding homes
10 and bed and breakfasts are also allowed.

11
12 Commercial uses consistent with a neighborhood business district are allowed as
13 follows: banking, professional and business office, personal service, village retail
14 shop, veterinarian (not including boarding of animals), medical clinic, restaurant
15 with up to 100 seats, gas station with not more than 2 fuel dispensers, repair
16 garage (limited to 2 bays), institutional use, day care facility, cottage industry
17 manufacturing, bed and breakfast, boat repair facility, wind energy system, and
18 short term rental. Limitations on the hours of operation for restaurants are
19 established to promote compatibility with adjacent neighborhoods. Uses
20 accessory to principal uses and principal uses similar to allowed uses or
21 otherwise compatible with the Town Center District's relationship to the
22 community vision may also be appropriate.

23
24 Compatibility of proposed uses to current uses: Current uses are generally
25 compatible with proposed uses.

26
27 Capital investments needed to support proposed land uses: Both BA Districts
28 promote pedestrian connectivity and site plan regulations require that sidewalks
29 or pedestrian pathways be constructed along the road frontage of new
30 development. Funding to complete pedestrian networks may be needed. In
31 addition, public sewer is only partially available in the Ocean House Rd BA
32 District. Extending the sewer to the southern end of the district should be
33 considered.

34 35 **Business B District**

36
37 How the district relates to the community vision: The purpose of the Business
38 District B is to recognize locations where moderate intensity, non-retail
39 commercial uses have developed in close proximity to residential areas. The
40 district both regulates the commercial uses and restricts new commercial uses
41 from expanding into residential areas.

1 Natural opportunities and constraints: The Business B district is limited to the
2 area of the Inn by the Sea, a decades old seaside resort, the adjacent field and an
3 earthworks facility adjacent to the Town Center. These districts are constrained
4 by their limited area and abutting residential neighborhoods. The BB District
5 provides the town with a way to accommodate non-village type business uses, if
6 desired.

7
8 Types and intensity of proposed land uses: Only existing single family homes are
9 allowed, and eldercare facilities. Resource related uses are allowed.

10 Nonresidential uses include fish and farm markets, athletic or recreational
11 facility, earthwork contractor, wind energy system and day camp. Uses accessory
12 to principal uses and principal uses similar to allowed uses or otherwise
13 compatible with the BB District's relationship to the community vision may also
14 be appropriate.

15
16 Compatibility of proposed uses to current uses: Current uses are generally
17 compatible with proposed uses.

18
19 Capital investments needed to support proposed land uses: The Inn by the Sea
20 operates on a private subsurface wastewater disposal system and is located
21 immediately upland of Crescent Beach State Park. Ongoing water quality
22 monitoring indicates the system is functioning. Nevertheless, the Inn is not far
23 from the southern end of the Ocean House Rd BA District. If public sewer is
24 extended in the BA District, further extension to the Inn should be considered. A
25 recently abandoned water line located in this area of Route 77 may be
26 repurposed to provide a public sewer connection.

27
28 Significant truck traffic originates from the BB District next to the Town Center.
29 Extension of a sidewalk on Fowler Rd may be appropriate to provide safe
30 pedestrian movement between the Town Center/School campus and the
31 neighborhoods located to the south of the BB District.

32 **Business C District**

34
35 How the district relates to the community vision: The purpose of the Business
36 District C is to provide a flexible mechanism for locating nonpolluting, job-
37 creating enterprises within the Town. It is intended that this mechanism will
38 allow for the location of proposed enterprises on sites that have the capacity to
39 support them, and that are tailored to their needs in a manner that promotes the
40 public welfare.

41
42 Natural opportunities and constraints: The BC District has been created in the
43 Zoning Ordinance but no area has been zoned at this time.

1
2 Types and intensity of proposed land uses: Only nonresidential uses are allowed,
3 specifically business or professional office, government office, research
4 laboratory, and light manufacturing.

5
6 Compatibility of proposed uses to current uses: Not applicable at this time.

7
8 Capital investments needed to support proposed land uses: Not applicable at
9 this time.

10 11 **Fort Williams Park District**

12
13 How the district relates to the community vision: The Fort Williams Park District
14 (FWP) consists of the ninety-six (96) acre municipally owned tract known as Fort
15 Williams Park and Portland Head Light. Fort Williams is a unique community
16 resource which has irreplaceable scenic, natural, and historical qualities. The
17 purpose of the FWP District is to assure that this resource is dedicated primarily
18 to park, recreational and cultural uses which preserve, enhance, and are fully
19 compatible with its unique qualities and are within the financial resources of the
20 Town. The district is intended to carry out the policies of the Town as expressed
21 in The Master Plan of Fort Williams Park dated November 1990, as it may be
22 amended by the Town Council from time to time.

23
24 Natural opportunities and constraints: The Fort Williams Park District is one of
25 multiple tools the Town of Cape Elizabeth uses to manage the park and provide
26 predictability for park users. The FWP District excludes many uses that would be
27 incompatible with a public park.

28
29 Types and intensity of proposed land uses: The proposed uses are identified in
30 the Fort Williams Master Plan, a living document which is periodically revised
31 and updated by the town. The park includes historic buildings which are
32 preserved in part by renting space in them to compatible uses. The park is also a
33 popular venue for special events.

34
35 Compatibility of proposed uses to current uses: Because uses in the park are
36 periodically "reset" by the master plan process, and the park is owned by the
37 Town of Cape Elizabeth, compatible and conflicting uses may be adjusted
38 through management.

39
40 Capital investments needed to support proposed land uses: The master plan
41 process identifies needed improvements. The town is completing the most recent
42 plan's capital improvement recommendations. The town has also implemented
43 revenue generating policies that are funding needed improvements.

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Resource Protection Districts

How the district relates to the community vision: The wetlands and floodplains of the Town are fragile natural resources which provide wildlife habitat, pollution control, storage and passage of flood waters, aquifer recharge, erosion control, education, scientific study, recreation, and open space. Nationally, considerable wetland acreage has been lost or impaired by drainage, dredging, filling, excavating, building, pollution, and other activities inconsistent with the natural uses of such areas. Therefore, it is the policy of the Town to ensure that wetlands and floodplains are protected from detrimental impacts and that wetland and floodplain alteration activities do not threaten public safety, welfare or cause nuisances, or negatively alter natural wetland ecology. To protect these natural resources, four (4) Resource Protection Districts are designated based upon their natural resource value and vulnerability.

Resource Protection 1 – Critical Wetland District (RP1-CW) includes areas that deserve the highest protection from filling, draining and other adverse activities due to their particular environmental or hydrological importance, sensitivity to alterations or special characteristics.

Resource Protection 1 – Critical Wetland Buffer Overlay District (RP1-CW Buffer Overlay) includes areas that require regulation due to their proximity to Resource Protection 1 – Critical Wetland Districts, and function to protect wetland values including but not limited to wildlife habitat, pollution abatement, and erosion control are designated Resource Protection 1 – Critical Wetland Buffer Overlay District (RP1-CW Buffer Overlay). The RP1-CW Buffer Overlay District is an overlay zone and is located adjacent to Resource Protection 1 – Critical Wetland Districts.

Resource Protection 2 – Wetland Protection District (RP2-WP) includes areas that require regulation due to the sensitivity to development or to their general wetland qualities.

Resource Protection 3 – Floodplain District (RP3-F) includes areas that require regulation due to their sensitivity to development that would adversely affect water quality, productive habitat, biological ecosystems or natural values.

Natural opportunities and constraints: The resource protection districts have constrained development by vigorously promoting a policy of resource alteration

1 avoidance and minimization. The resource areas also complement and integrate
2 with the town's preservation of open space.

3
4 Types and intensity of proposed land uses: Within the RP1 District, most
5 alterations are prohibited. Alterations are allowed with a permit for aquaculture,
6 fences, wildlife management shelters, observation decks and shelters, minor
7 recreational structures, catwalks and footbridges, public utilities, existing road
8 reconstruction, official vegetated playing fields, damming, and agriculture. Uses
9 permitted without a permit include limited expansions of nonconforming
10 structures, forest management activities, timber harvesting, conservation of soil,
11 water, vegetation, fish, shellfish, and wildlife, wilderness area, wildlife preserve
12 and refuges, education and scientific research and nature trails, shellfishing and
13 trapping, non-intensive recreational activities, maintenance of existing golf
14 course, waterholes, municipal skating ponds and existing agricultural ponds,
15 maintenance of stormwater detention basins, grooming of existing residential
16 lawns, fire prevention activities, replacement septic systems, service drop to
17 allowed use, individual campsite, home occupation and home business.

18
19 Within the RP2 District, most activities allowed in the RP1 District are allowed
20 with or without a permit. Activities not allowed include parking facility,
21 commercial structure, industrial structure, governmental/institutional structure,
22 conversion to year-round, private septic disposal system, campground and
23 polluting.

24
25 Within the RP3 District, most activities allowed in the above RP districts are
26 allowed with or without a permit. Activities not allowed include damming,
27 filling, draining, excavating, mining or drilling, one and two family dwellings,
28 multiplex housing or multi-family dwelling unit, commercial structure,
29 industrial structure, governmental/institutional structure, conversion to year-
30 round, private septic disposal system, campground and polluting.

31
32 Compatibility of proposed uses to current uses: The RP districts were adopted in
33 their basic current form in 1990. There are many structures which are
34 nonconforming to the setbacks and special nonconforming provisions that allow
35 limited expansions are in place.

36
37 Capital investments needed to support proposed land uses: The purpose of the
38 RP districts is to preserve the estimated 30% of the town which are wetlands.
39 Capital improvements to further wetland protection goals are ongoing and
40 include stormwater improvements, and separation of combined sewer overflows.
41 Some neighborhoods should be transitioned from private subsurface wastewater
42 disposal systems to public sewer to protect adjacent wetlands.

43

1 **Town Farm District**

2

3 How the district relates to the community vision: The Town Farm District (TF)
4 includes the area west of Spurwink Avenue formerly known as the "Poor Farm"
5 and an area extending from Spurwink Ave 100' to the east. The Town Farm
6 District is intended to preserve the upland portion of the Town Farm. The
7 historic boundaries of the Town Poor Farm also include the Spurwink Marsh,
8 extending to Sawyer Rd.

9

10 The land is undeveloped open space comprised of rolling fields, treed ridge lines,
11 the Spurwink River and Spurwink Marsh. The purpose of this district is to
12 recognize and protect the special nature of the Town Farm as an area
13 representing historic, cultural, scenic, natural, and open space qualities which
14 should continue. The Town Farm embodies rural character and is integral and
15 essential to the Town and the Greenbelt. The scenic significance of the Town
16 Farm is discussed in more detail in a town report entitled an Assessment of the
17 Visual Resources of Cape Elizabeth, Maine, dated February 1989. The Town
18 Farm District is created to preserve these features for the benefit of the public.

19

20 Natural opportunities and constraints: The Town Farm District is one of the tools
21 the Town of Cape Elizabeth uses to manage this public open space and provide
22 predictability for the public. The TF District excludes many uses that would be
23 incompatible with a public open space.

24

25 Types and intensity of proposed land uses: Permitted uses include agriculture,
26 vegetation management, mowing, tree maintenance, brush clearing, and
27 nonresidential uses such as informal recreation, education and scientific research,
28 nature trails, catwalks and footbridges and snowmobile touring.

29

30 Compatibility of proposed uses to current uses: The current use of the Town
31 Farm is consistent with the district.

32

33 Capital investments needed to support proposed land uses: Managed as a
34 natural landscape, no capital needs are identified.

35

36 *Overlay Districts*

37

38 In addition to the base zoning districts, the town has established several
39 "overlay" districts. These districts sit on top of the "base" zoning, and the
40 requirements of both the base and overlay district apply. The overlay districts are
41 used to establish site specific land use requirements that would not be
42 appropriate to apply town-wide. For example, the Shoreland Performance
43 Overlay District implements state required mandatory shoreland zoning for

1 waterfront and sensitive environmental resource areas. The Tower Overlay
2 District is an example where provision is made for needed telecommunication
3 infrastructure in appropriate locations.

4
5 **Shoreland Performance Overlay District**

6
7 How the district relates to the community vision: In order to maintain safe and
8 healthful conditions; to prevent and control water pollution; to protect spawning
9 grounds of fish, aquatic life, bird and other wildlife habitat; to protect
10 archaeological and historic resources; to protect freshwater and coastal wetlands;
11 to control building sites, placement of structures and land uses; to conserve shore
12 cover; to protect visual, as well as actual, points of access to inland and coastal
13 waters; to conserve natural beauty and open space; and to anticipate and
14 respond to the impact of development in Shoreland areas, all land use activities
15 within the Shoreland Performance Overlay District shall conform to the
16 applicable land use standards in Sec. 19-8-2, Shoreland Performance Standards.
17 This district is established in accordance with the provisions of 38 M.R.S.A. §435
18 et seq.

19
20 Natural opportunities and constraints: The Shoreland Performance Overlay
21 District is required by state law. It has been used by the town to improve
22 resilience when the normal high water line definition was revised in 2015 to add
23 3 vertical feet to shoreline setbacks.

24
25 Types and intensity of proposed land uses: The Shoreland Performance Overlay
26 District is an overlay zone. As such, any use that is permitted in the underlying
27 zoning district is permitted in the Shoreland Performance Overlay District,
28 except as specifically provided in Sec. 19-6-11.D, Prohibited Uses. Any permitted
29 use shall comply with the standards of Sec. 19-8-2, Shoreland Performance
30 Standards. New single family home construction is allowed, on a minimum
31 30,000 sq. ft. lot. The following uses are prohibited: auto washing facility, auto or
32 other land vehicle service and/or repair operation, including body shop,
33 chemical and bacteriological laboratory, storage of chemicals, including
34 herbicides, pesticides or fertilizers other than amounts normally associated with
35 individual households or farms, commercial painting, wood preserving and
36 furniture stripping, dry cleaning establishment, electronic circuit assembly,
37 laundromat, unless connected to a sanitary sewer, metal plating, finishing or
38 polishing, petroleum or petroleum product storage and/or sale, except storage
39 on the same property as use occurs and except for storage and sales associated
40 with marinas, photographic processing, and printing.

41
42 Compatibility of proposed uses to current uses: Much of the Cape Elizabeth
43 coastline was developed before mandatory state shoreland zoning was adopted

1 in 1972. The lack of commercial activities within the community minimizes
2 nonconforming activities in the shoreland zone. The most common
3 nonconforming activities are residential structures located within the 75' setback
4 and tilled agricultural fields.

5
6 Capital investments needed to support proposed land uses: Similar to the
7 Resource Protection Districts, the town invests in infrastructure replacement that
8 reduces discharges to water bodies.

9
10 **Great Pond Watershed Overlay District**

11
12 How the district relates to the community vision: The Great Pond Watershed
13 Overlay District is created to protect and improve the water quality of Great
14 Pond by limiting the runoff of nutrients such as phosphorous.

15
16 The Great Pond Watershed Overlay District applies to all land within the
17 watershed of Great Pond being all of the land area that drains to Great Pond as
18 depicted on the Great Pond Watershed Map.

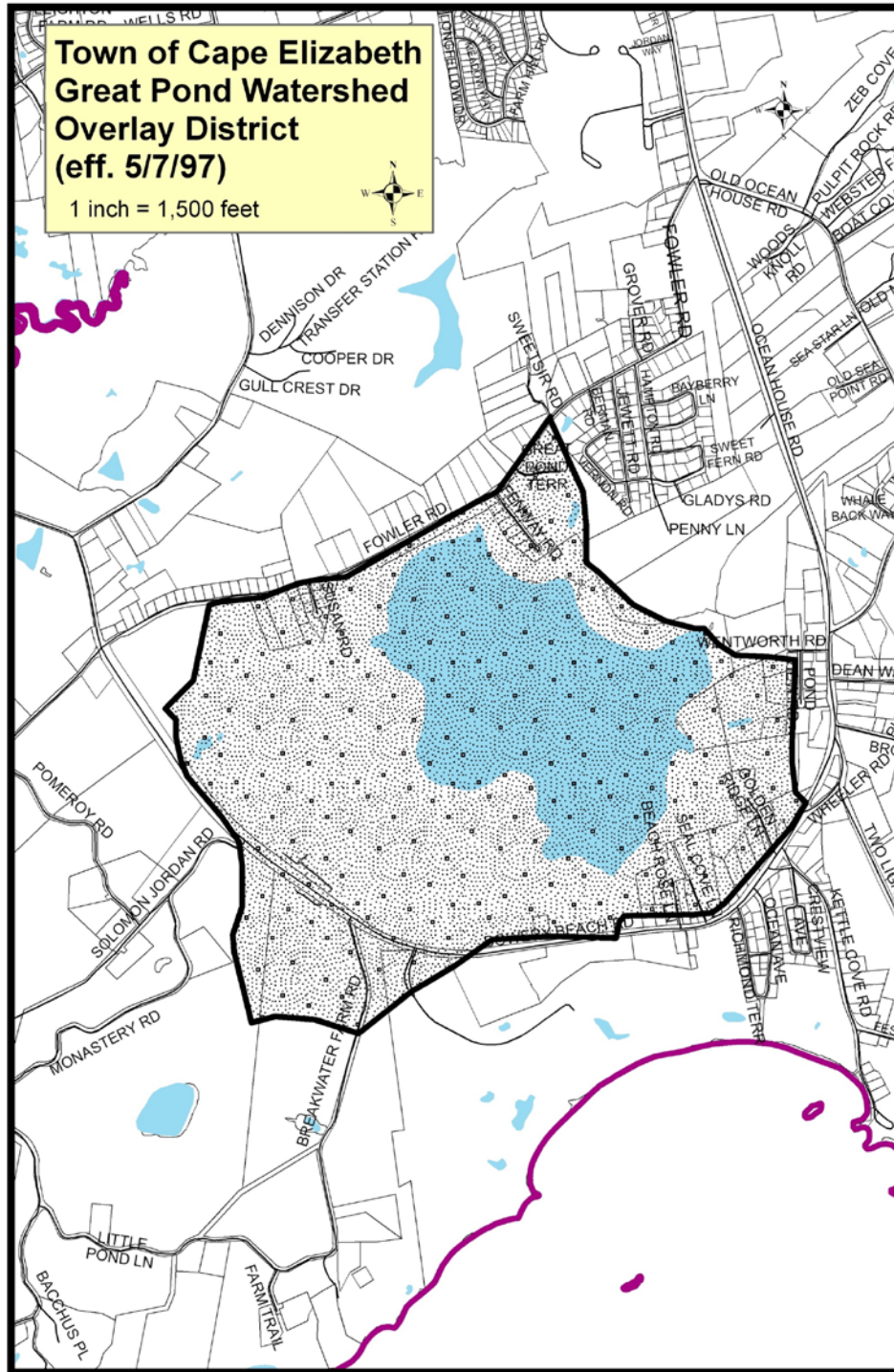
19
20 Natural opportunities and constraints: The district provides an opportunity to
21 reduce or eliminate water quality impacts to Great Pond.

22
23 Types and intensity of proposed land uses: The Great Pond Watershed Overlay
24 District is an overlay zone. As such, any use that is permitted in the underlying
25 zoning district is permitted in the Great Pond Watershed Overlay District. Any
26 permitted use shall comply with the standards of Sec. 19-8-7, Great Pond
27 Watershed Performance Standards.

28
29 Compatibility of proposed uses to current uses: The performance standards of
30 the district are achievable for the uses, which are almost exclusively residential
31 housing.

32
33 Capital investments needed to support proposed land uses: The Resource
34 Protection Districts establish buffers that, coupled with the overlay district
35 performance standards, should avoid the need for capital improvements to
36 protect the water quality of Great Pond. Nevertheless, there are residential
37 neighborhoods upland of Great Pond that should be evaluated for transition
38 from subsurface wastewater disposal systems to public sewer.

39



Prepared by the Planning Office 6/2/09

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1 **Tower Overlay District**

2

3 How the district relates to the community vision: The purpose of this district is to
4 respond to the communication policies embodied in the 1996 Federal
5 Telecommunications Act by establishing predictable and balanced regulations,
6 within the confines of permissible local regulation, for the siting and screening of
7 towers and antennas in order to accommodate the growth of telecommunications
8 within the Town while protecting the public against adverse impacts.

9

10 Natural opportunities and constraints: This district provides the town with the
11 opportunity to customize tower locations to both provide a necessary utility to
12 residents and minimize impacts to community character. Establishing tower
13 overlay districts in some topographically high locations has been problematic
14 when there is adjacent residential development.

15

16 Types and intensity of proposed land uses: The Tower Overlay District is an
17 overlay zone. As such, any use that is permitted in the underlying zoning
18 district is permitted in the Tower Overlay District. In addition, notwithstanding
19 the underlying zone, the following uses are also permitted:

20

21 Towers providing commercial, amateur and governmental wireless
22 telecommunication services.

23 Antennas providing commercial, amateur, and governmental wireless
24 telecommunication services.

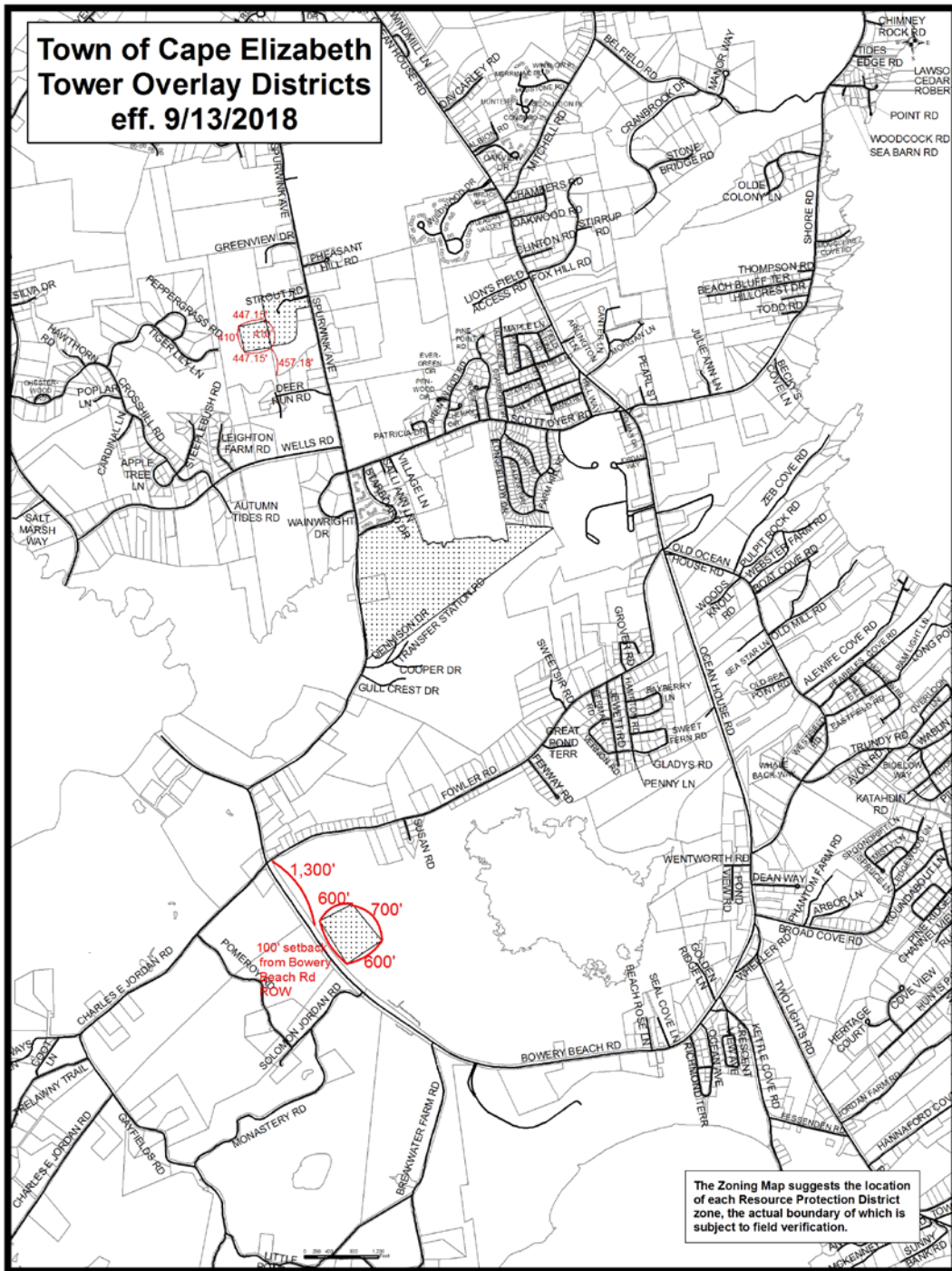
25

26 Compatibility of proposed uses to current uses: The town has struggled to locate
27 tower overlay districts in areas near residential development. Towers by nature
28 should be located at topographical high points to maximize function and
29 minimize the number of towers needed.

30

31 Capital investments needed to support proposed land uses: Tower construction
32 has been privately funded.

33



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1 **Special Event Facility Overlay District**

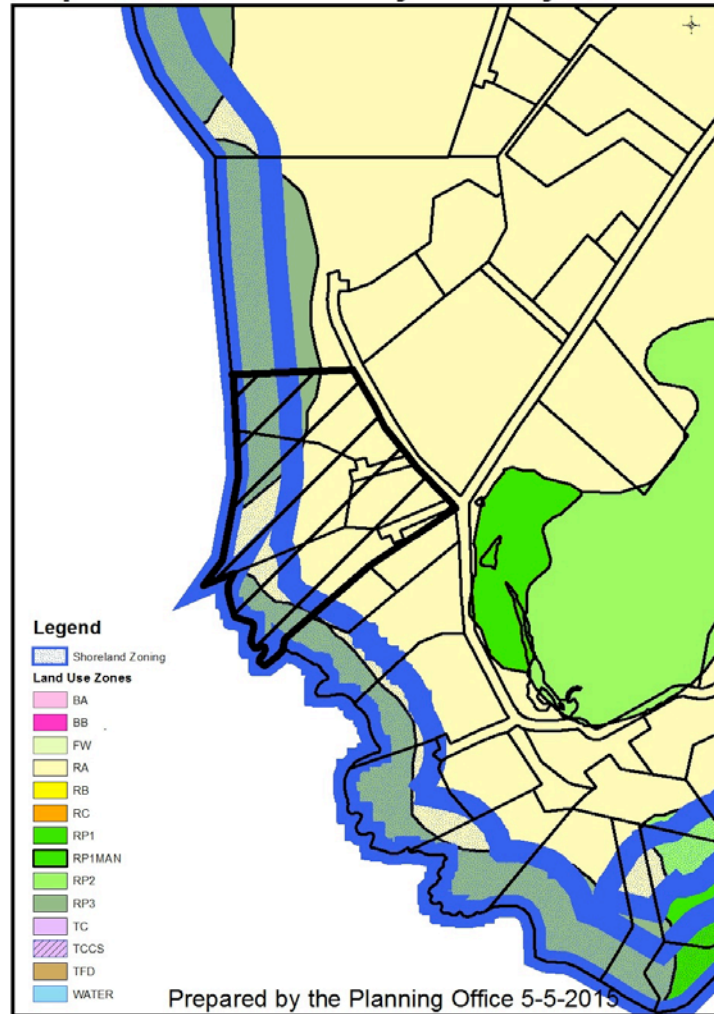
2
3 How the district relates to the community vision: The purpose of this district is to
4 allow appropriately scaled, hospitality venues on large properties in the
5 residential zoning districts (RA, RB, RC) where there is a buffer from abutting
6 neighbors. Cape Elizabeth has historically been an attractive destination for
7 visitors. Landowners have made their property available seasonally for private
8 special events both to share the picturesque beauty of the Cape Elizabeth coast
9 and to generate revenue. When relatively isolated, these events are consistent
10 with the town’s residential character, but must also be managed to protect the
11 public health, safety and welfare of town residents and event guests and staff.
12

13 Natural opportunities and constraints: This district allows the town to recognize
14 traditional tourism activities and incorporate them into modern regulation.
15

16 Types and intensity of proposed land uses: The Special Event Facility Overlay
17 District is an overlay zone that may be applied over the Residence A, Residence
18 B, and Residence C base zoning districts. As such, any use that is permitted in
19 the underlying zoning district is permitted in the Special Event Overlay District.
20 In addition, notwithstanding the underlying zone, the following use is also
21 permitted: Special Event Facility
22

23 Compatibility of proposed uses to current uses: The overlay district tool allows
24 the town to locate facilities so that conflicts with current uses is minimized.
25

26 Capital investments needed to support proposed land uses: No capital
27 investments are identified.
28



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Future Development Trends

The Existing Land Use chapter includes an analysis of growth trends and concludes that the amount of new development in Cape Elizabeth will continue to decline. This is due primarily to the large quantity of land (30%+) unsuitable for development due to critical natural resource constraints and the relatively small amount of land remaining that may be suitable for development. (Land considered "suitable for development" is generally land that is not a critical natural resource, is not already developed, and not restricted from development due to conservation restrictions or unique ownership structure.)

Assuming that development in the next 10 years will decline at a rate of 50% from the last ten year period (see Existing Land Use chapter), a gross estimate of 120 new dwelling units may be constructed in Cape Elizabeth over the next 10 years.

1 The Future Land Use Plan is consistent with this trend of declining growth. The
2 growth area has adequate capacity to absorb the expected growth. Some
3 residential growth may occur in the upper floors of new construction in the
4 commercial districts, further reducing development pressure in the residential
5 areas of town. The town remains committed to stringent critical natural resource
6 protection and open space preservation, which are represented in the existing
7 land use regulations.

8
9 The 2007 Comprehensive Plan estimated upwards of 300 new dwellings during a
10 period when an adjusted total of new dwellings 160 were constructed. If growth
11 trends reverse and more development than projected occurs, the town still has
12 capacity in its growth areas to absorb a market surge. The build-out analysis
13 conducted for this comprehensive plan indicates that upwards of 1,000
14 additional dwelling units can be accommodated with existing zoning and natural
15 resource constraints.

16 17 Low Growth Impacts

18
19 As growth declines to a trickle, the town may need to prepare for the potential
20 impacts. Below are three issues to consider.

21 22 *Affordable Housing*

23
24 With the decreasing amount of new housing expected, the supply of housing will
25 be only minimally increased. This will exacerbate the existing lack of affordable
26 housing. The town assessor reports that the average home sale price for Cape
27 Elizabeth in 2017 is about \$500,000. The lack of affordable housing is impacting a
28 significant portion of resident seniors, who cannot transition out of single family
29 homes because there are no affordable options within the town. Young families,
30 most of whom cannot afford a new home, also do not have available to them
31 existing family homes owned by seniors. A major consequence is the decrease in
32 school age children, resulting in falling enrollment in the highly rated Cape
33 Elizabeth schools. A lack of affordable workforce housing will also impact
34 municipal workforce hiring and volunteer based services.

35 36 *Demographics*

37
38 A low growth rate will depress the opportunity for new people to join the
39 community. The percentage of the population age 65 and older continues grow
40 and this trend will likely intensify with fewer new residents. A result will be a
41 change in the character of the community. This may be reflected not only in
42 falling school enrollment, but also a greater swing in seasonal population, and
43 housing owned by non-residents.

1
2 *Municipal Costs*
3

4 Each year, a small amount of new value (from development) is added and
5 mitigates the rise in the tax rate. With less new value added, funding the same
6 level of services will require higher tax rates. At some point, pressure may build
7 to curb budget growth to mitigate increases in the tax rate. Demographic changes
8 described above may also create pressure to shift municipal services.
9

10
11 **Future Land Use Plan Goals**
12

13 **Goal 1: The town shall continue to administer and update a comprehensive**
14 **Zoning Ordinance, Site Plan Regulations, Subdivision Ordinance, Floodplain**
15 **regulations and other related provisions that manage development consistent**
16 **with the Future Land Use Plan. The town should incorporate the future land**
17 **use plan into capital improvement funding decisions.**
18

19 Recommendations:
20

- 21 77. Continue to administer and amend land use regulations in accordance
22 with the Future Land Use Plan.
23
- 24 78. Manage an efficient development review and permit procedure process,
25 including tracking new development in the community by type and
26 location, and consider streamlined procedures for development located in
27 growth areas.
28
- 29 79. Review the regulation of existing, nonconforming lots (infill lots) and
30 recommend ordinance revisions that allow nonconforming lots a
31 reasonable opportunity to be built upon and/or buildings expanded to
32 meet the needs of modern households while also protecting the character
33 of neighborhoods.
34
- 35 80. Undertake a Housing Diversity Study that evaluates current housing
36 costs, needs, impacts on services and other relevant elements and
37 recommends actions to create more affordable opportunities for seniors to
38 downsize, and for young adults and young families to move to Cape
39 Elizabeth. At a minimum, options to evaluate should include incentives to
40 create permanently affordable housing and municipal purchase of land
41 for construction of affordable housing.
42

- 1 81. Initiate a charter change to require a super majority vote of the town
2 council to dispose of municipal real property. (See the Recreation and
3 Open Space Chapter)
4
5 82. Ensure adequate training and support for the Code Enforcement Officer.
6
7 83. Streamline administrative tracking of short-term rental activity by
8 requiring a permit, without expanding existing regulatory requirements,
9 for operating a homestay or short-term rental of two weeks per year or
10 less.

11
12
13
14
15

16 **Goal 2: The town should position itself to be ready for energy technology**
17 **innovations.**

18

19 Recommendations:

20

- 21 84. Incorporate renewable energy into town facility capital investments and
22 educate the public about the benefits of renewable energy.

23

- 24 85. Install an electric vehicle charging station.

25

26

1 REGIONAL COORDINATION
2 PROGRAM
3

4
5 **Key Findings**
6

- 7 •The town has a history of regional cooperation with other communities, in
8 order to provide high quality municipal services and promote the health of the
9 region.
 - 10
 - 11 •It is time for the town to go to the next level in regional sharing of services.
12
-

13
14 As one of the founding members of the Greater Portland Council of
15 Governments (GPCOG), the Town of Cape Elizabeth has enthusiastically
16 embraced regional projects for decades. Cooperative agreements and
17 infrastructure sharing are also common practice with the abutting municipalities,
18 the City of South Portland and the Town of Scarborough. The state
19 comprehensive plan rule requires the following elements in a regional
20 coordination program:

21
22 Pursuant to 30-A M.R.S.A. §4326(4), a regional coordination
23 program must be pursued with other communities (or LURC if the
24 community abuts land under its jurisdiction) to manage shared
25 resources and facilities, including but not limited to lakes, rivers,
26 aquifers, and transportation facilities. The plan must identify any
27 shared resources and facilities, describe any conflicts with
28 neighboring communities’ policies and strategies pertaining to
29 shared resources and facilities and describe what approaches the
30 community will take to coordinate management of shared
31 resources and facilities. In addition, the plan must include a
32 summary of regional coordination efforts from all applicable topic
33 areas.
34

35 Summary of Regional Efforts
36

37 The following is a summary of regional coordination efforts which are discussed
38 in more detail in the applicable plan chapter.
39

40 *Economy*
41

42 The town participates in the following regional economic development
43 organizations: Portland Regional Chamber of Commerce, Greater Portland

1 Convention and Visitors Bureau, Greater Portland Economic Development
2 Corporation (GPEDC), the Greater Portland Council of Governments (GPCOG),
3 and Cumberland County Community Development Block Grant Municipal
4 Oversight Committee.

5
6 The Business A District on Shore Rd is the only commercial zone abutting
7 another municipality, in this case the City of South Portland. The Business A
8 district is a neighborhood business district with uses and regulations intended to
9 be compatible with adjacent neighborhoods. The neighborhoods abutting this
10 district, both in Cape Elizabeth and South Portland, are very similar in character.
11 The cooperation between Cape Elizabeth and South Portland in this area is
12 exemplified in the renovation of 535 Shore Rd, a property and building located in
13 both municipalities. Code enforcement staff from both municipalities jointly met
14 to sort out the nonconforming status of the property in both communities and
15 the property has been renovated as office space with multi-family units on the
16 second floor.

17
18 *Transportation*

19
20 The town is a member of the Portland Area Comprehensive Transportation
21 System (PACTS). The town manager, public works director and town planner
22 are members, respectively, of the policy committee, technical committee and
23 planning committee, as well as adhoc PACTS committees such as the Destination
24 2040 Committee and the TIP (transportation investment program) committee. As
25 a member of PACTS, the town works with member communities to distribute
26 over 7 million dollars for regional transportation improvements every 2 years.

27
28 *Public Facilities and Services*

29
30 The Cape Elizabeth School department is a member of the Greater Sebago
31 Education Alliance Regional Service Center, an interlocal agreement with
32 Brunswick, Gorham, Scarborough, Portland, South Portland, Westbrook, RSU14,
33 MSAD 6 and RSU 15. This regional association will facilitate increasing
34 efficiencies and collaborative opportunities and increase state subsidies from
35 \$46/student to \$96/student (estimated \$72,772.00 revenue increase).

36
37 The school department is currently sharing a Director of School Nutrition with
38 the Town of Scarborough School Department. Cape Elizabeth High School
39 (CEHS) is one of twelve regional schools which accesses the Portland Arts and
40 Technology High School (PATHS). This association allows a growing number of
41 Cape Elizabeth students to augment their curriculum with a variety of career and
42 technical education. CEHS also offers three dual enrollment classes with
43 Southern Maine Community College.

1
2 There are also several high school sports and clubs which combine students from
3 Cape Elizabeth, South Portland, and Portland into joint community teams, such
4 as; girls crew, girls hockey, sailing, and Ultimate Frisbee. Bus transportation
5 costs are shared with teams from other schools when possible.
6

7 For the past three years, CEHS and South Portland High School have conducted
8 a career fair for all students in grade 10. TEDx events held at CEHS have also
9 extended invitations to attend to neighboring schools.
10

11
12 The Cape Elizabeth and South Portland Public Works Directors cooperate with
13 snow removal on dead end roads that begin in one community and end in
14 another for efficiency and public safety. Cape Elizabeth is a founding member of
15 ECOMaine, a regional solid waste to energy facility.
16

17 In July 2009, the town joined a consolidated dispatch system with the cities of
18 Portland and South Portland. The town also shares an Animal Control Officer
19 with the City of South Portland. The Police Department also participates as a
20 member of the Regional Forensic Crime Lab.
21

22 The Fire Department has mutual aid agreements with nearby communities in the
23 region. The town has also participated in ongoing discussions with the City of
24 South Portland regarding options to merge the functions of the Willard Fire
25 Station in South Portland and the Cape Cottage Fire Station in Cape Elizabeth.
26 The town also supports the WETeam, a specialty team that handles water
27 extrication and rock rescue calls for the region. Another example of regional
28 cooperation using specialty teams is the Hazardous materials team which is
29 hosted in South Portland.
30

31 The town's emergency management director, which is a part-time position,
32 attends monthly Cumberland County Emergency Management Association
33 meetings.
34

35 The Thomas Memorial Library program offerings include access to 10,000 ebooks
36 and downloadable audiobooks through participation in a statewide consortia.
37 The library also processed over 37,000 interlibrary loan items in 2017.
38

39 One of the most significant regional agreements is the town's contract with the
40 City of South Portland to handle flows from the northern Cape Elizabeth
41 wastewater system to the South Portland sewer treatment plant. The town
42 contracts with the Portland Water District, a public utility, to manage the
43 southern Cape Elizabeth sewer treatment plant and its public water hydrants.

1
2 When the town was designated a NPDES II community under federal
3 regulations, it joined a dozen other communities to create the Interlocal storm-
4 water working group (ISWG). ISWG partners with entities such as the
5 Department of Environmental Protection, Casco Bay Estuary Partnership and the
6 Cumberland County Soil & Water Conservation District to develop and
7 implement a 5-year storm-water management plan.
8

9 *Natural Resources*

10
11 Over one-third of the town land mass is estimated to be wetland. Out of
12 necessity, Cape Elizabeth has been a leader in local resource protection
13 regulation. The Spurwink Marsh extends westward from Cape Elizabeth into the
14 Town of Scarborough. The marsh creates a natural barrier that limits land use
15 coordination with the Town of Scarborough. Sawyer Rd crosses the marsh from
16 Cape Elizabeth in the north to Scarborough in the south. Both communities are
17 participating in a study of the hydraulics surrounding Sawyer Rd, which
18 routinely floods.
19

20 The second largest marsh, Sawyer Marsh, is located along Cape Elizabeth's
21 northern border with the City of South Portland. Cape Elizabeth's stringent
22 wetland regulations were a consideration when the City of South Portland
23 strengthened their wetland regulations and established a wetland mitigation
24 fund. State mandatory shoreland zoning requirements have minimized any
25 inconsistency in managing these resources, so there have not been any conflicts.
26

27 Winnick Woods is a 71 acre property located on Sawyer Rd which was donated
28 to the town for open space preservation. The Winnick Woods master plan
29 designates 15 acres on the northwest corner of the property as shrubland habitat.
30 The United States Fish and Wildlife Service (USFWS) owns an abutting 10 acres
31 and the town has partnered with USFWS to jointly manage the properties as
32 habitat for the new england cottontail and other shrubland habitat species.
33

34 When the Federal Emergency Management Agency (FEMA) submitted new
35 floodplain mapping, Cape Elizabeth joined Portland, South Portland and
36 Falmouth to retain a consultant to do better quality modeling which was then
37 submitted to FEMA. Most of that data has been incorporated into the FEMA
38 maps now under final review.
39

40 *Agriculture*
41

1 Cape Elizabeth hosts 2 community gardens. Five plots are set aside to grow food
2 for the Maine Harvest for Hunger program managed by the Cumberland County
3 Cooperative Extension program.

4
5 *Marine Resources*

6
7 The town has partnered with the town of Scarborough to share a Harbormaster.

8
9 *Water Resources*

10
11 Trout Brook establishes a portion of the municipal boundary between Cape
12 Elizabeth and South Portland. Both communities have partnered to create a
13 management plan for Trout Brook in order to address its classification as an
14 urban impaired stream.

15
16 *Land Use*

17
18 Except for the previously mentioned Business A District on Shore Rd, the entire
19 boundary of Cape Elizabeth and South Portland is zoned residential. Cape
20 Elizabeth regulations tend to require slightly less density and more open space.
21 The portion of Cape Elizabeth bordering Scarborough is predominantly marsh,
22 river, or remote undeveloped land with no history of land use policy conflicts.

23
24
25 Future Regional Coordination

26
27 Past practice has been for the town to seek out opportunities to partner with
28 other communities when there is mutual benefit. As the needs of partners
29 change, old arrangements are discontinued and new agreements are formed. For
30 example, the town shared an assessor with Scarborough from 2015-2017. When
31 the assessor became the Cape Elizabeth town manager, both communities
32 decided that a shared position would no longer meet their needs. Within the
33 year, a new partnership sharing a harbor master began.

34
35 These partnering opportunities are facilitated by town staff as part of ongoing
36 communications with colleagues in other communities. This approach will
37 continue. In addition, the town council, and other committees as appropriate,
38 will direct staff to make inquiries and meet with other town councils as needed.
39 It is reasonable to expect that regional delivery of services will increase.

40
41
42 **Regional Coordination Goals**

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Goal 1: The town shall aggressively pursue regional coordination opportunities with other communities to manage shared resources and facilities, including but not limited to lakes, rivers, aquifers, school education programs and facilities, and transportation facilities.

Recommendations:

86. Evaluate the needs of the fire station services in Cape Elizabeth, with a focus on if the Cape Cottage Fire station is needed, and look to other towns to share resources based on ISO (International Organization for Standardization) standards.

87. Pursue opportunities to partner with other communities to provide public services in an efficient, cost-effective and comprehensive manner. Particular attention should be paid to public safety, public education, public works, including sewer maintenance, and library services.

1
2 **IMPLEMENTATION PLAN**
3
4

5 Responsibility and authority for implementation of the comprehensive plan shall
6 rest with the town council. The town council may assign tasks to implement the
7 plan as it deems appropriate. This approach resulted in implementation of over
8 75% of the recommendations in the previous 2 comprehensive plans.
9

10 This plan identifies entities to which the town council may delegate tasks to
11 initiate implementation. The following chart lists the recommendations included
12 in the plan and suggests associated entities that may assist with implementation.
13 This plan is intended to cover a 10-year period. For this reason, the chart also
14 assigns priority for implementation as follows:
15

Priority	Time Frame
High	1-3 years
Medium	3-6 years
Low	6-10 years
Ongoing	Currently underway and should continue

16
17
18
19
20
21
22
23 Each recommendation is assigned a unique number to facilitate clarity in public
24 participation. The town shall periodically (at least every 5 years) evaluate
25 progress in implementing the plan.
26

28	Evaluate reducing the minimum lot size for existing, nonconforming lots to allow construction on infill lots of less than 10,000 sq. ft. in size that will be served by public sewer and water and will comply with the Mandatory Affordable Housing provisions for low-income housing.	L	X															
Number /Chapter	Recommendation H - High Priority: 1-3 years M - Medium Priority: 3 - 6 years Low Priority: 6 -10 years Ongoing: Now and for duration of the plan	Priority Ranking: L O -	Town Council	Planning Board	School Board	Conservation Committee	Fort Williams Park Comm	Recycling Committee	Riverside Cemetary Comm	CEHPS	Town Staff	Other						
Public Facilities and Services																		
29	Continually assess, renovate and update buildings constructed within the last 20 years that are now due for moderate level maintenance.	O									X							
30	Review the staffing levels and anticipated staff turnover at the police department and create a succession plan.	L									X							
31	Evaluate the fire department on call volunteer membership levels, assess growth in emergency calls, and capacity needs in the future.	H	X															
32	Conduct a long-term burial services study that evaluates alternatives and recommends a strategy for accommodating future needs.	L							X									
33	Fund invasive species and climate change response, such as responses to winter moths.	M	X															
34	Conduct a sewer extension study and fund capital improvements to extend public sewer to existing compact neighborhoods. Neighborhoods to be evaluated include: (i) the neighborhoods near Great Pond, (ii) the Business A District on Ocean House Rd, and (iii) other built areas that meet the analyses criteria to be developed.	M	X															
35	Evaluate options for reuse of the police station dispatch area if the historical society relocates.	O	X															
36	Develop and implement a wireless telecommunication strategy that augments the town's broad band coverage to include all homes, businesses and municipal buildings and that recognizes the imperative for internet access. The strategy and direction will be developed with citizen and business involvement and the implementation will be guided by experts, citizens, and businesses.	H	X															
37	Review the Spurwink School reuse report and fund repurpose of the building for public use.	O	X							X								
38	Develop a plan to increase recycling to meet or surpass state goal	L						X										
39	Facilitate the formation of a committee composed of all stakeholders to study the School Facilities plan. Implement a plan to make strategic investments to repair and modernize aging school buildings and grounds designed to maximize student learning and safety.	O			X													
Fiscal Capacity and Capital Investment																		
40	Improve coordination to adopt a unified town/school capital investment plan.	H	X		X													
41	Periodically review bonded debt to balance appropriate indebtedness and funding for public capital investments.	O	X															
42	Fund and execute a reevaluation of all property within the next 2-3 years.	M									X							
43	Continue to evaluate opportunities to generate new revenue streams to fund capital investments.	O	X															
Natural Resources																		
44	Retain the current, stringent Resource Protection Regulations, Shoreland Zoning, Floodplain Management Ordinance, Great Pond Overlay District and cluster development requirements	O	X															
45	Review and update the Resource Protection Permit standards to emphasize avoidance and minimization of wetland alterations.	M		X														
46	Adopt the updated FEMA floodplain maps	H	X															
47	Utilize resources and community volunteers to respond to changing environmental conditions that stress natural resources, including but not limited to invasive plants and animals.	O	X															
48	Encourage residents to minimize pesticide use and take advantage of programs such as the Cumberland County Soil and Water Conservation District (CCSWCD) Healthy Yardscaping initiative.	M				X												
Agriculture and Forestry																		

Cape Elizabeth 2019
Comprehensive Plan Committee
Survey of Community Residents

Submitted to:

The Town of Cape Elizabeth, Maine
2019 Comprehensive Plan Committee

Submitted by:

RKM Research and Communications, Inc.

December 6, 2017

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Appendix A: Graphic Presentation

Project Summary

Situation Analysis

The primary goal of the research is to provide the Cape Elizabeth 2019 Comprehensive Plan Committee with systematic information that can be used to assist in the development of a Ten-Year Plan for the Town of Cape Elizabeth, Maine. More specifically, the research aims to:

1. Identify the reasons why residents choose to live in Cape Elizabeth.
2. Evaluate residents' satisfaction with living in Cape Elizabeth.
3. Determine how residents rate the quality of local services.
4. Identify residents' views toward residential development.
5. Identify residents' views toward commercial development.
6. Identify residents' planning priorities for the future.

Methodology

The results of this survey are based on an online survey commissioned by the Town of Cape Elizabeth, ME. The survey was administered by RKM Research and Communications, Inc., September 29, – October 20, 2017. The survey was programmed through Qualtrics survey software. Postcards were sent via mail to residents of Cape Elizabeth, ME with a website link for accessing the survey. A link to access the survey was also located on the Town of Cape Elizabeth's town website.

A total of 783 records were completed through the online survey platform. Of the 783 completed surveys, 367 were completed using the link on the postcard and 416 were completed through the link on the Town's website.

Cape Elizabeth Residents

Most Cape Elizabeth residents own the place where which they live.

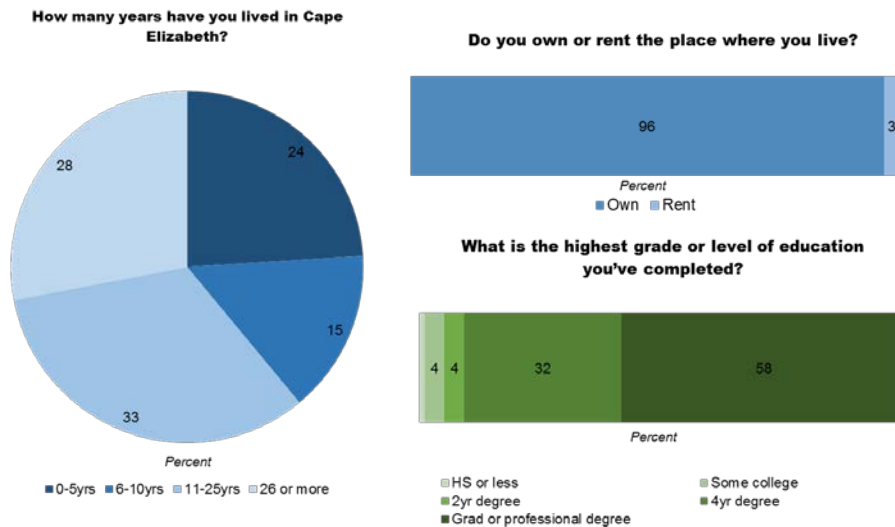
Residents were asked if they own or rent the place where they live in the Town of Cape Elizabeth. The vast majority of Cape Elizabeth residents reported that they *own* the place where they live (96%). Only three percent of residents reported that they *rent* the place where they live.

Residents were also asked how many years they have lived in Cape Elizabeth. Twenty-eight percent of residents have lived in Cape Elizabeth for more than 25 years, and an additional 33 percent have lived in the Town for 11-25 years. Although 61 percent of residents have been in Town for more than 10 years, nearly one-fourth (24%) are relative newcomers, living in Town for 5 years or less.

Town residents tend to be highly educated. Ninety percent of residents graduated from a 4-year college or university. Fifty-eight percent of residences have a graduate or professional degree.

Residents were asked to identify their gender, 57 percent of respondents identified as *female* and 41 percent *male*. In addition, residents were asked their age. Twenty-six percent of residents are *above the age of 65*. Similarly, 25 percent are *between the ages of 55 and 64*, 24 percent are *between the ages of 45 and 54* and 18 percent are *between the ages of 35 and 44*. Only four percent reported being *under the age of 35*.

Cape Elizabeth Residents



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

2

Reasons for Choosing Cape Elizabeth

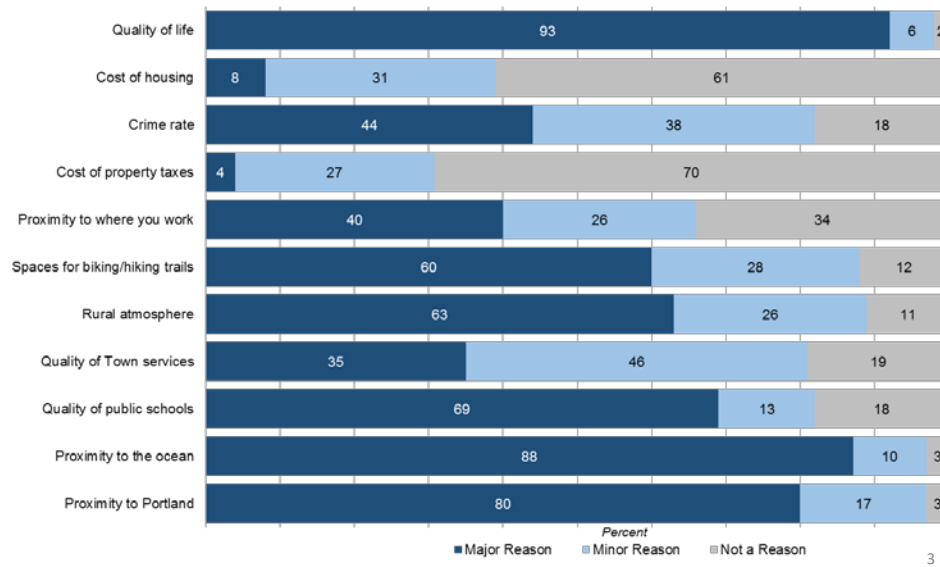
Residents indicated that quality of life is a major reason for choosing to live in Cape Elizabeth.

Residents were asked to indicate whether certain community characteristics are a *major reason*, *minor reason* or *not a reason* for choosing to live in Cape Elizabeth. Residents were most likely to report that quality of life is a *major reason* for choosing to live in the Town (93%). Residents were also likely to indicate that proximity to the ocean (88%), proximity to Portland (80%), the quality of public schools (69%) and the Town’s rural atmosphere (63%) are *major reasons* for choosing to live in Cape Elizabeth.

Fewer residents were likely to indicate that the Town’s spaces for biking and hiking trails (60%), the crime rate (44%), the proximity to where they work (40%) or the quality of Town services (35%) are *major reasons* for choosing to live in Cape Elizabeth.

The cost of housing (61%) and the cost of property taxes (70%) are widely reported as not being reasons for choosing to live in Cape Elizabeth.

Reasons for Choosing to Live in Cape Elizabeth:



Cape Elizabeth residents expressed other reasons for living in the Town.

Cape Elizabeth residents were asked, in an open-ended question format, if there are any other reasons for living in Cape Elizabeth. Fifty-four percent of residents provided a response to this question. A word cloud was created as a graphic representation of residents' open-ended responses. Popular responses include those mentioning a *sense of community, proximity to desired locations / people, a good place to raise a family* and the *beauty* of the Town.

Other Reasons for Choosing to live in Cape Elizabeth:



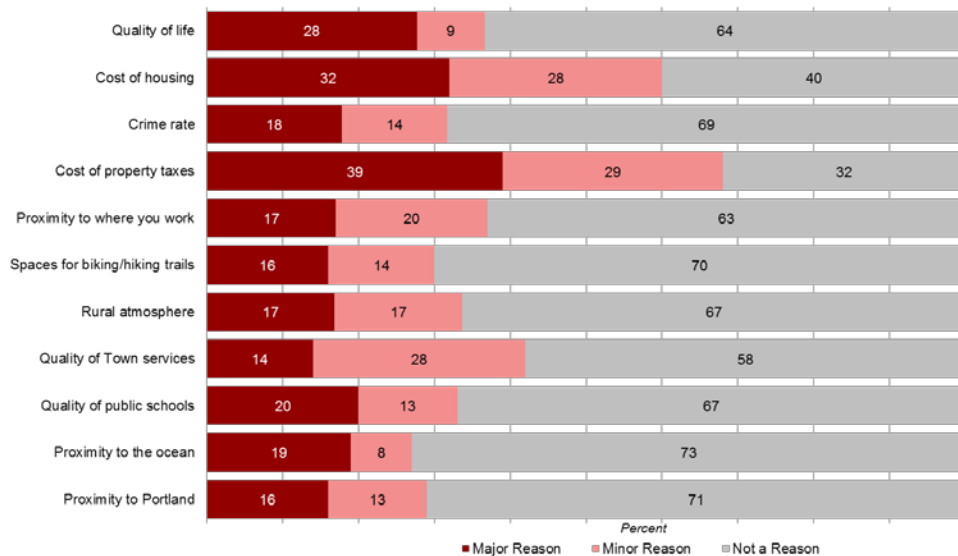
Among: 54% of respondents

Cape Elizabeth residents are likely to cite the cost of property taxes as a reason for why they might choose to move out of the Town.

Residents were asked to indicate whether certain community characteristics are a *major reason*, *minor reason* or *not a reason* for why they might consider moving out of Cape Elizabeth. Thirty-nine percent indicated that the cost of property taxes is a *major reason* for why they might choose to move out of the Town, and an additional 29 percent said it was a *minor reason*. Thirty-two percent of residents said that the cost of housing is a *major reason* for why they might choose to move out of the Town, and an additional 28 percent said it was a *minor reason*.

Apart from the cost of property taxes and the cost of housing, each of the other reasons under investigation were considered possible reasons for moving out of Cape Elizabeth. Residents were least likely to say that proximity to Portland (29%) or proximity to the ocean (27%) are a *major* or *minor reason* for why they might choose to move out of the Town.

Reasons for Possibly Choosing to Move out of Cape Elizabeth:



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

Cape Elizabeth residents expressed other reasons for considering moving out of Town.

Cape Elizabeth residents were asked, in an open-ended format, if there are any other reasons for considering moving out of Town. Sixty-nine percent of residents provided a response to this question. A word cloud was created as a graphic representation of residents' open-ended responses. Popular responses include those mentioning *development, taxes, lack of diversity and local politics.*

Other Reasons for Considering Moving out of Cape Elizabeth:



Among: 69% of respondents

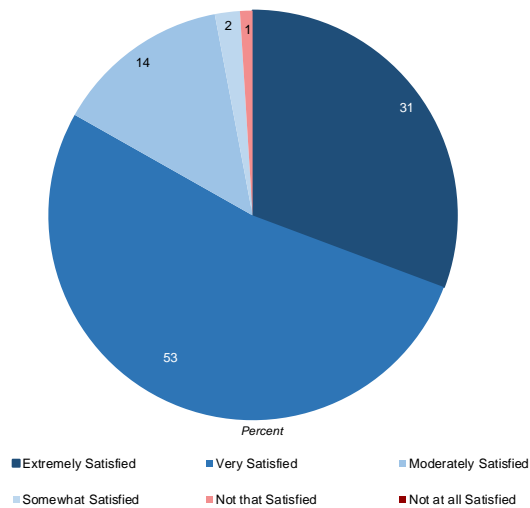
6

Satisfaction with Life in Cape Elizabeth

Overall, residents expressed satisfaction with life in Cape Elizabeth.

Residents were asked to rate their overall level of satisfaction living in Cape Elizabeth. The results indicate that most residents expressed high levels of satisfaction. Thirty-one percent of residents reported that they are *extremely satisfied*, and an additional 53 percent reported that they are *very satisfied*. Only two percent reported being *somewhat satisfied*, while less than one percent of residents reported being *not satisfied*.

Satisfaction with Life in Cape Elizabeth:



ndents

7

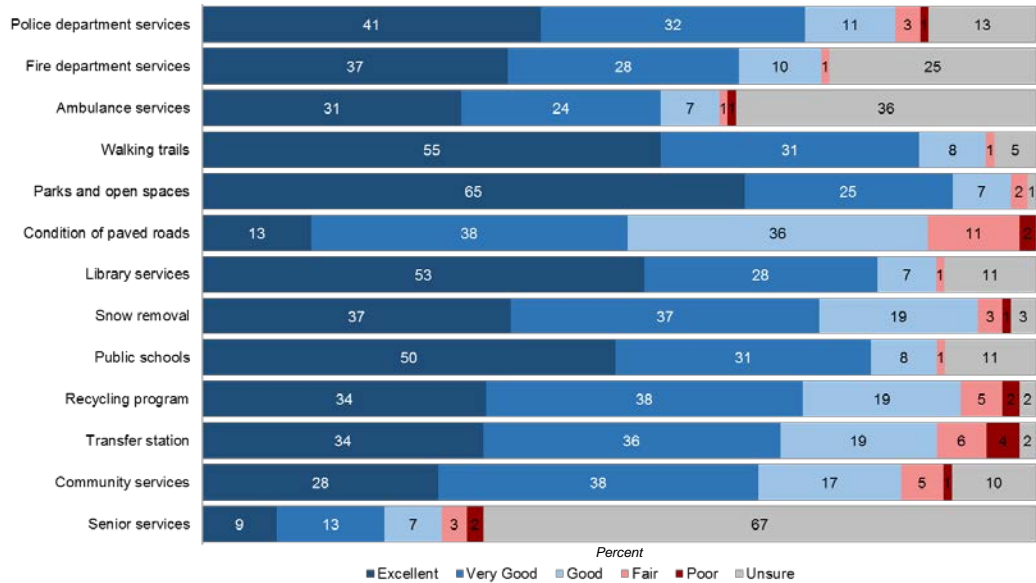
Cape Elizabeth residents rated many of the Town's local services highly.

Residents were then asked to rate the quality of the local services provided by the Town of Cape Elizabeth. Services that received the highest proportion of *excellent* or *very good* ratings include the Town's parks and open spaces (90%), walking trails (86%), library services (81%) and the quality of public schools (81%).

Cape Elizabeth residents also rated snow removal services (74%), police department services (73%), the Town's recycling program (72%), the transfer station (70%), community services (66%) and fire department services (65%) as *excellent* or *very good*.

The condition of paved roads received the highest proportion of *poor* (2%) or *fair* (11%) ratings. Notably, the majority (67%) of residents were *unsure* how to rate the quality of senior services in Cape Elizabeth,

Rate the Overall Quality of Each of the Following Local Services in Cape Elizabeth?



Amona: All Respondents

Note: Figures may not sum to 100% due to rounding

Cape Elizabeth residents expressed what they like most about living in Town.

Cape Elizabeth residents were asked in an open-ended format to, in their own words, say what they like most about living in Cape Elizabeth. Ninety-two percent of residents provided a response to this question. A word cloud was created as a graphic representation of residents' open-ended responses. Popular responses include those mentioning the *ocean*, *proximity to locations / people*, *the rural nature of the Town*, and *the natural beauty of the Town*.

Cape Elizabeth residents were also asked to identify, in their own words, what they like least about living in Town. Again, ninety-two percent of residents provided a response to this question. A word cloud was created as a graphic representation of residents' open-ended responses. Popular responses include those mentioning *property taxes*, *development*, *local politics*, and *public attitudes*.

Satisfaction with Life in Cape Elizabeth:

In your own words, what do you like MOST about living in Cape Elizabeth?



In your own words, what do you like LEAST about living in Cape Elizabeth?



Among: All Respondents

Residential Development

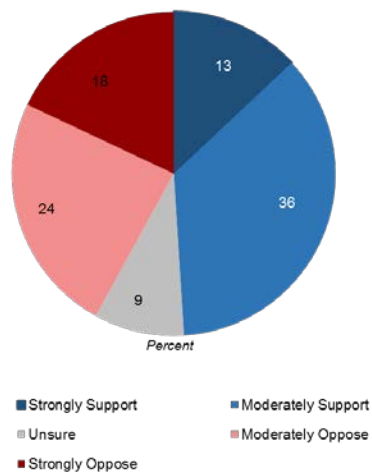
Supporters of new residential development slightly outnumber opponents.

Residents were asked whether they generally support or oppose new residential housing development in the Town of Cape Elizabeth. Overall, forty-nine percent of residents *strongly* (13%) or *moderately* (36%) support new residential development, while forty-two percent of residents *strongly* (18%) or *moderately* (24%) oppose new residential development in the Town. Nine percent of residents did not express an opinion either way.

Anyone who did not report being strongly opposed to new residential development was asked what types of new housing they would like to see in Cape Elizabeth. The most popularly supported type of new housing is *single family homes*. Thirty-three percent of residents would support new *condominium or town house* development. Smaller minorities would support new *apartments* (19%) or *multi-family homes* (17%). Few residents would support *seasonal residencies* (4%), *manufactured homes* (4%) or *mobile homes* (1%).

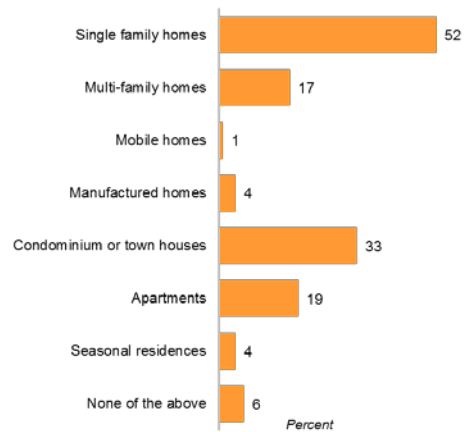
Residential Development:

Position on Residential Development?



Among: All Respondents

Type of Residential Development You Could Support? (82%)



Note: Figures may not sum to 100% due to rounding

The majority of Cape Elizabeth residents think there is not an adequate amount of moderate income housing in the Town.

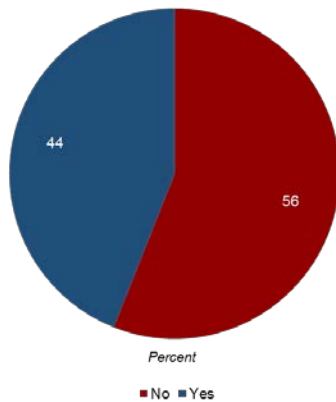
Residents were asked whether they think there is an adequate amount of moderate income housing in Cape Elizabeth. The majority of residents (56%) reported that they *do not think* there is an adequate amount of moderate income housing in the Town. Forty-four percent of residents reported that there *is* an adequate amount of moderate income housing in Cape Elizabeth.

As expected, renters (83%) are much more likely to report that there is *not an adequate amount* of moderate income housing available in Cape Elizabeth than homeowners (56%).

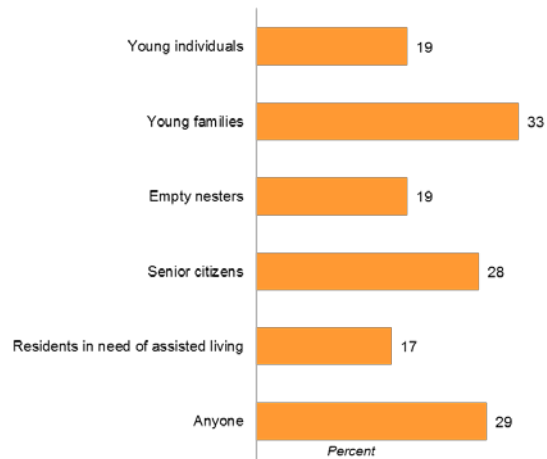
Residents who reported that they do not think there is adequate amount of moderate income housing were asked what groups are more deserving of moderate income housing. Thirty-three percent of these residents would support providing moderate income housing to *young families*, followed closely by *senior citizens* (28%). Similar proportions of residents would support providing moderate income housing for *young individuals* (19%), *empty-nesters* (19%) and residents in need of *assisted living* (17%). Still, there is a somewhat broad, egalitarian perception that there should be more moderate income house for *anyone* (29%).

Residential Development:

Do you think there is adequate moderate income housing in Cape Elizabeth?



Who would you like to provide moderate income housing for? | (56%)



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

Commercial Development

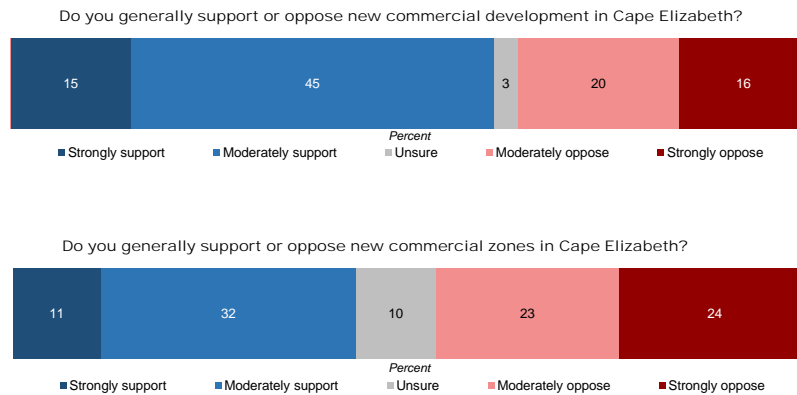
There is stronger support for commercial development than new residential development.

Residents were asked whether they generally support or oppose new commercial development in the Town of Cape Elizabeth. Sixty percent of residents reported that they *strongly* (15%) or *moderately* (45%) support new commercial development, while far fewer (36%) *moderately* (20%) or *strongly* (16%) oppose new commercial development. Only three percent of residents are *unsure* how they feel about new commercial development.

There is less support for establishing designated commercial zones. Overall, Forty-three percent of residents said that they *strongly* (11%) or *moderately* (32%) support new commercial zones, while forty-seven percent of residents *strongly* (24%) or *moderately* (23%) oppose new commercial zones in Cape Elizabeth. Ten percent of residents said that they are *unsure*.

These results suggest that a majority of Town residents generally support new commercial development, but either oppose or are confused by the idea of restricting new commercial development to specific zones.

Commercial Development:



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

11

Small retail spaces and small bakeries or coffee shops are among the types of commercial businesses Cape Elizabeth residents would like to see most.

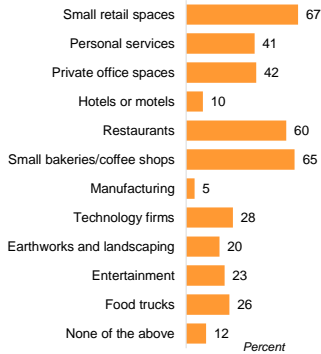
Residents were asked what types of new commercial businesses they would like to see in Cape Elizabeth, if any. The greatest potential demand for new businesses include *small retail stores (67%), small bakeries and/or coffee shops (65%) and restaurants (60%)*. All three of these types of businesses would be supported by nearly two-thirds of Town residents.

There is moderately strong support for private office spaces (42%) and business that offer personal services (41%).

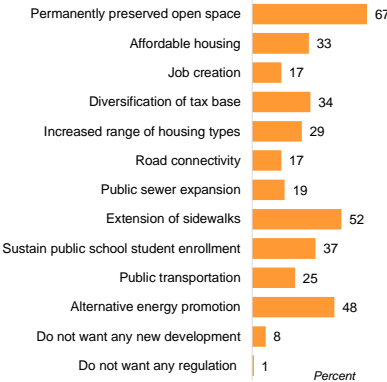
There is modest support for *technology firms (28%), food trucks (26%), entertainment businesses (23%) and landscaping businesses (20%)*. There is limited support for *hotels or motels (10%) or manufacturing (5%)*.

Commercial Development:

What types of new commercial businesses would you like to see in Cape Elizabeth, if any?



Which of the following would you want included in any new development in Cape Elizabeth?



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

Cape Elizabeth residents would want permanently preserved open space included in any new development in the Town.

Residents were asked what they would want included in any new development in Cape Elizabeth. The majority of residents (67%) reported they would want *permanently preserved open spaces* included in any new development in Cape Elizabeth. A majority also reported that they would want to see *extensions of sidewalks* (52%).

Other popular components associated with new development include plans to promote *alternative energy* (48%), efforts to *sustain public school student enrollment* (37%), a more diverse *tax base* (34%), more *affordable housing* (33%) and an increase in the range of *housing types* (29%).

Only eight percent of residents report outright that they do not want any new development in Town.

Ten-Year Plan

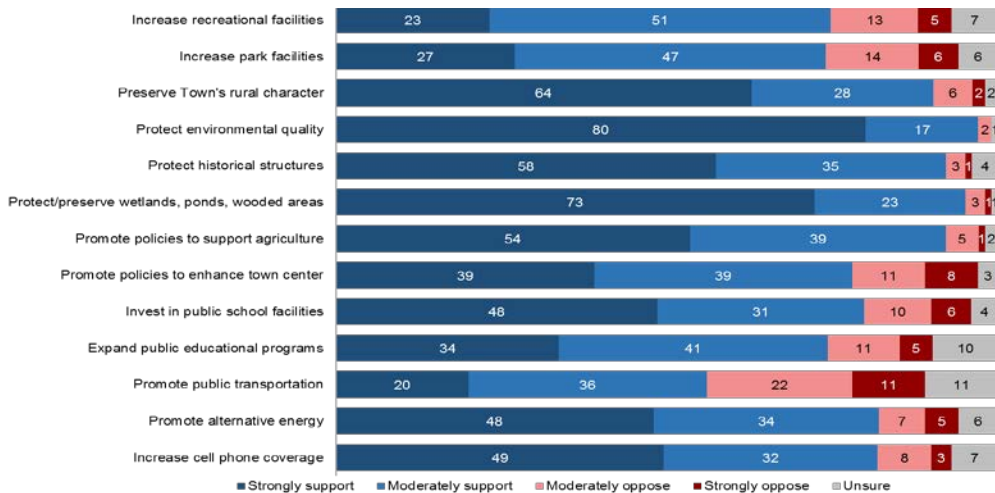
Protecting the natural environment top the list of priorities for a new 10-Year Plan.

Residents were asked if they support or oppose a variety of different initiatives that could be part of a new 10-year plan for the Town of Cape Elizabeth. Protecting the quality of the natural environment top the list of community values. Ninety-seven percent of residents *strongly* (80%) or *moderately* (17%) support efforts to protect environmental quality. Ninety-six percent of residents *strongly* (73%) or *moderately* (23%) support efforts to protect and preserve wetlands, ponds and wooded areas. Ninety-two percent of residents *strongly* (64%) or *moderately* (28%) support efforts to preserve the Town's rural character.

Ninety-three percent of residents *strongly* (58%) or *moderately* (35%) support efforts to protect historical structures, and 93 percent *strongly* (54%) or *moderately* (39%) support policies to sustain and promote agriculture.

Eighty-one percent of residents *strongly* (49%) or *moderately* (32%) support efforts to increase cell phone coverage in Town. Eighty-two percent *strongly* (48%) or *moderately* (34%) support efforts to promote alternative energy. Seventy-nine percent of residents *strongly* (48%) or *moderately* (31%) support efforts to invest in public school facilities. Fewer residents feel strongly (34%) about efforts to invest in public educational programs.

Ten-Year Plan:



Amona: All Respondents

Note: Figures may not sum to 100% due to rounding

14

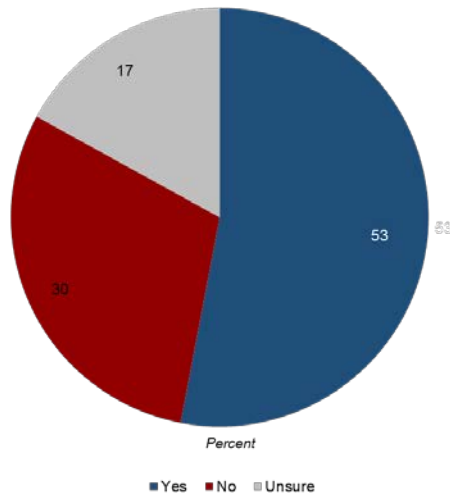
There is less robust support for increasing park and recreational facilities, and public transportation.

Seventy-four percent of residents strongly (27%) or moderately (47%) support efforts to increase park facilities, and seventy-four percent strongly (23%) or moderately (51%) support efforts to increase recreational facilities. Finally, only 56 percent of residents strongly (20%) or moderately (36%) support efforts to promote public transportation.

The majority of Cape Elizabeth residents think Fort Williams Park should be used to generate funds for the Town.

Residents were asked if they think that the Town of Cape Elizabeth should utilize Fort Williams Park to generate funds for the Town. The majority of residents reported that the Town *should* (53%) use Fort Williams Park to generate funds for the Town. Only 30 percent of residents think that the Town *should not* use Fort Williams Park to generate funds for general municipal purposes.

___The Town should utilize Fort Williams Park to generate funds?



Among: All Respondents

Note: Figures may not sum to 100% due to rounding

Residents shared additional comments with the Comprehensive Plan Committee.

Cape Elizabeth residents were asked, in an open-ended format, if they have any additional comments they would like to share with the Comprehensive Plan Committee. Sixty-four percent of residents provided a response to this question. A word cloud was created as a graphic representation of residents' open-ended responses. Popular responses include those mentioning *use Fort Williams to generate income, Thank you for the work on the Committee, preserve parks and beaches and keep the rural atmosphere of the Town.*

Do you have any additional comments you would like to share with the Committee?



Among: 64% of all respondents

Summary of Key Findings

Life in Cape Elizabeth

- Residents choose to live in Cape Elizabeth because it offers a high quality of life, principally associated with its small-town rural character, enhanced by its location on the Atlantic Ocean. High quality schools and close proximity to Portland make it livable for higher income working families.
- The two biggest complaints residents express about living in Cape Elizabeth are the high cost of property taxes and the high cost of housing. Still, these appear to be tolerable costs of living in Town, as 84 percent of residents are either *extremely* (31%) or *very* (53%) *satisfied* with living in Cape Elizabeth.

Quality of Life

- The majority of Town residents are highly satisfied with opportunities to enjoy the outdoors through parks, recreational facilities and walking trails. They are also highly protective of open spaces, the historic / rural character of the Town and its farming and agricultural heritage. Any future development that compromised or encroached upon these valued aspects of Town life would likely upset the majority of Town residents.
- Residents generally express high levels of satisfaction with Town services. The only area that is rated lower than the others under investigation is the condition of paved roads.

Residential Development

- More residents support new residential development (49%) than oppose it (42%). There is much greater support for the development of single family homes, condominium and town houses than there is for apartments, multi-family homes, manufactures or mobile homes. These results generally suggest that residents would prefer new residential development that maintains the upper-scale nature of the Town.

Commercial Development

- There is solid majority support (60%) for new commercial development in Town. Residents do not express support for commercial development restricted to commercial zones.
- Support for commercial development is largely restricted to small businesses, including small retailers, restaurants, bakeries, coffee shops and private office spaces.

New Development

- Support for any type of new residential or commercial development presupposes that the Town redoubles its efforts to permanently preserve open spaces.
- Many residents would prefer any new residential or commercial development include the extension of sidewalks and the promotion of alternative energy.

Ten-Year Plan

- A new 10-year plan for the Town of Cape Elizabeth should focus principally on what residents value most today, which is the preservation of environmental quality, protecting wetlands, ponds and wooded areas, farms and agricultural activity and protecting the Town's rural character.
- Residents would likely resist any initiatives that did not protect any existing parks, outdoor recreational areas and trails. But the need to expand parks, recreational areas and trails is not a priority. In fact, expanding these outdoor facilities is ranked much lower than most other areas under investigation, with the sole exception of promoting public transportation.
- Actionable initiatives for a new 10-year plan appear to include: 1) investing in public school facilities; 2) increasing cell phone coverage; 3) promoting alternative energy; and 4) promoting policies to enhance the Town center.
- There is also majority support for using Fort Williams to raise funds for the Town.

Appendix A: Graphic Presentation

Appendix 2

Public Participation Outreach

This is the first press release issued by the 2019 Comprehensive Plan Committee.

For Immediate Release – January 12, 2017

Work on Comprehensive Plan 2019 Commences

The Comprehensive Plan 2019 Committee met for the first time on January 11, 2017. Charged by the Town Council to update the 2007 Comprehensive Plan, the committee consists of five appointed members of the public, two Town Council representatives, one Planning Board representative and one School Board representative. The committee elected Timothy Thompson committee chair and Elizabeth Goodspeed vice chair. The first topic of discussion was public participation in the planning process. All committee members expressed the desire for active engagement of a broad swath of Cape Elizabeth residents.

Comprehensive Plan Committee meetings are scheduled for the second Wednesday of the month at 7pm in the Jordan Conference Room. The public is encouraged to attend. All minutes and materials are posted online at <https://www.capeelizabeth.com>.

Photo caption: Committee members at January 12th meeting shown left to right: Harvey Rosenfeld, Peter Curry, Sara Lennon, Timothy Thompson, Steven Rees, Penny Jordan, Elizabeth Goodspeed, Susannah Measelle Hubbs. Not pictured: Victoria Volent.



Cape Elizabeth Strawberry Fest
Comprehensive Plan Table
June 24, 2017

The wordle below summarizes the comments written by attendees at the Cape Elizabeth Strawberry Fest to complete the statement, "I wish our town had ..."



I wish our town had...



Online Public Forum

The 2019 Comprehensive Plan Committee posted questions on the town website asking for comments on each plan chapter generally and a more specific aspect of the chapter. Significant public comment was received in the first 6 months of the online forum, but then tapered to few or no comments for the questions posted. The online questions are listed below. Also included are summaries from the questions which generated significant responses.

1. What do you love about Cape Elizabeth?
2. What opportunities for the town do you identify in the Population Chapter?
3. In thinking about Cape over the next 20 years, what are the most pressing challenges we will need to work on?
4. What opportunities for the town do you identify in the Economy Chapter?
5. What actions should the town consider to promote job creation in Cape Elizabeth?
6. What opportunities for the town do you identify in the Housing Chapter?
7. What actions, including funding, should the town consider to improve cell phone coverage, internet service and/or broadband access?
8. Should the town encourage a diversity of housing types designed to reflect and enhance existing community character while accommodating new and aging residents?
9. What opportunities for the town do you identify in the Transportation Chapter?
10. When would it be appropriate for the town to underwrite housing costs in order to increase its diversity?
11. Do you support a public bus stop in the town center? If so, should the town subsidize public transportation?
12. What actions should the town take to increase affordable housing in Cape Elizabeth?
13. What opportunities for the town do you identify for Public Facilities and Services?
14. The town currently offers composting of yard waste, leaves and backyard composting drop off at the Recycling Center and will begin a food waste composting program in the Spring, which reduces town solid waste costs. Do you participate in composting? Why or why not?
15. What opportunities for the town do you identify for fiscal capacity and municipal capital improvements?
16. Would you support increasing town indebtedness to 2007 levels (about \$10 million increase) to invest in capital improvements?

17. Given the capacity available in the treatment plants, should the town consider expanding public sewer infrastructure to existing compact residential neighborhoods currently using subsurface wastewater disposal systems?
18. What opportunities for the town do you identify in the Natural Resources Chapter?
19. What opportunities for the town do you identify in the Water Resources Chapter?
20. What opportunities for the town do you identify in the Agricultural and Forest Resources Chapter?
21. What opportunities for the town do you identify in the Recreation and Open Space Chapter?
22. What opportunities for the town do you identify in the Marine Resources Chapter?
23. What opportunities for the town do you identify in the Existing Land Use Chapter?
24. What opportunities for the town do you identify in the Future Land Use Chapter?
25. What opportunities for the town do you identify in the Regional Coordination Chapter?
26. The draft comprehensive plan is available, what do you like? What do you feel is missing? What might we do to make it more accessible?

Question: What opportunities for the town do you identify in the Economy Chapter



Most Commented facts from the Economy Chapter:

- 90% of Cape Residents commute out of Town for employment.
- Population of residents working from home increased from by 5% between 2000 and 2015.

Issues Identified:

- Need to strictly limit future commercial expansion.
- Need to expand commercial opportunities in a carefully controlled manner in clearly defined areas.
- Cape Elizabeth is a bedroom community, with a peaceful, serene, pastoral environment and should remain so.
- Importance of proximity to employment and service centers of South Portland and Portland.
- Lack of public transportation and sidewalks.
- Need to maintain current level of commercial services.
- Inadequate wireless infrastructure.
- Threats to commercial fishing and fledgling aquaculture industries.

Ideas:

- Retain current physical attributes (rural, green, pastoral etc.) while allowing some expansion of small commercial endeavors within carefully controlled areas.
- Upgrade Pond Cove commercial center and allow some expansion.
- Don't change anything.
- Provide public transportation and enhance pedestrian facilities.
- Expand commercial fishing and aquaculture opportunities in Kettle Cove area.

Question: What actions should the town consider to promote job creation in Cape Elizabeth?



Most Commented facts from Jobs Discussion:

The most frequent comment was the need to build an infrastructure within Cape Elizabeth that provides internet bandwidth and cell phone coverage which is competitive with any/all other cities/towns that depend on fast, uninterrupted internet service in all areas. Secondly, a desire to create a dense town center with a variety of services (retail, small business, basic services, etc.) that encourages foot traffic by providing attractive and connected walkways. However, comments were made for and against the “need” to promote job creation in Cape Elizabeth.

Issues Identified:

The lack of complete internet and cell phone coverage for the entire town appears to be the biggest issue raised. In order to support small businesses and individuals who work remotely and/or work from within their homes, competitive internet and cell coverage is paramount. Additionally, as the town’s population is projected to have a greater number of aging citizens, the ability to enable at-home businesses might better serve those who are more likely to work from home. Furthermore, it was pointed out that Cape Elizabeth is currently not set up in a way that allows citizens to meet all their needs within the town limits nor would they be able to access them (if they existed) without private transportation methods. Lastly, the question was raised as to what might (if anything) draw young working adults without children to choose to live in Cape Elizabeth? Does the town want to foster a town that would be attractive to younger citizens and/or retirees that want to live within a town that has more diverse services? Would a more dense town center with various small businesses provide adequate tax revenues for the schools to warrant altering the rural nature of the town?

Lastly, the need for building walkways that connect more neighborhoods to one another and to a more vibrant town center have also been identified. Comments made point to a desire to providing walkways that connect major neighborhoods and keep them safe from auto traffic.

A need to understand the relationship between our town’s low mil rate (in comparison to other comparable towns in Maine) and our schools higher cost per pupil (in comparison to other towns).

Ideas:

Municipal broadband initiative; Provide education to all citizens, especially those 50 years and older, on how to work from home; Provide co-working professional space that enables small business owners a place to work and/network with others within the town; Survey recent CEHS graduates to find out where they live now and why they chose to live where they do.

Question: What Opportunities for the town do you identify in the Transportation Chapter?



Most Commented facts from the Transportation Chapter:

Question about the traffic volume decrease shown in the data.

Does the local road classification system match the town’s Traffic Calming Policy?

Issues Identified:

Sidewalks, sidewalks, sidewalks.....further out from town center on feeder roads, especially Mitchell Road

Linking walkability to desirability of various neighborhoods

Traffic calming

Sidewalks calm traffic but also narrow roads which may make it more difficult for bicyclists

Plan focused on historical use of cars, that may change drastically over the next 20 years.

Connectivity of roads can improve traffic volume on feeder roads, lack of connectivity increases trips on those same roads.

Ideas:

Not so many ideas or discussion of costs of sidewalks throughout the town.

Question: What actions should the town take to increase affordable housing in Cape Elizabeth?



Most commented facts from the discussion:

Trying to define what is our town center area, how much building potential there is, and whether citizens would favor more density close to the center or spread out through infill lots throughout town. Other comments included what families/age groups are most likely to take advantage of affordable housing and what the implications for school funding and services might be. A side conversation involved the relationship between public transportation and location of affordable housing, plus whether that would be widely used by Cape citizens.

Issues identified:

Discussion focused on need for new, affordable housing, where it would best be located, and what the benefits and negative consequences might be. Issues seem to be: how feasible is it to encourage affordable housing, concentrating development for efficiency of land use and services, proximity to town center, convenience for seniors. On the other hand, people expressed concern that development in the or near the center might destroy the rural character and small-town feel that attracted people to Cape. Some discussion of public transportation and disagreement on whether that's a priority for the town. The participants seemed interested in considering Cape's relationship to Portland—are we a suburb, a separate entity, in danger of becoming an extension of the city, etc.

Some interesting ideas:

Provide incentives for parking facilities under the buildings, and disincentives for adjacent surface parking.

If you allow infill, adding apartments to existing single-family homes, and/or subdividing large houses to make multi-family residences, that would go a long way to increasing affordable housing.

Let housing changes in Portland play out before taking on any more development in Cape. The plea for diversity and affordability is laudable, but not timely.

Question: What opportunities for the town do you find in the Fiscal Capacity Chapter?



Issues Identified:

- Fees for Fort Williams
- Timing of bonds for Schools and other projects
- Development/Redevelopment
- Raising Revenues (not through property tax)
- State reductions in school funding

Ideas:

- Redevelop the IGA Strip mall
- Use town savings to smooth over increases in mill rate
- Bag fees at transfer station
- Fees/No fees at Fort Williams
- Condo/Townhouse development

Small Group Community Presentations


The following presentation was made by committee members and staff to community groups to introduce them to the comprehensive planning process.

12/3/18



Agenda

- Comprehensive Planning 101
- Population Chapter Summary
- How you can get involved?



12/3/18 Cape Elizabeth Comprehensive Plan 2019 2

Comprehensive Planning 101

- Engages the public in discussions about who we are as a community and who we want to be
- Creates a vision for a community to move into the future
- Develops a road map for how to get there, providing guidance to governing bodies and the public for moving forward

12/3/18 Cape Elizabeth Comprehensive Plan 2019 3

Comprehensive Planning 101

- Reasons for developing a comprehensive plan:
 - Legal protection for your ordinances
 - Necessary to enact zoning, impact fees, and growth ordinances
 - Consistent comprehensive plans allow
 - Preferred status for many state grants
 - Guide state capital investment towards growth areas
 - Provide communities clear guidance in order to integrate spending and policies to meet community goals.

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Comprehensive Plans in Maine

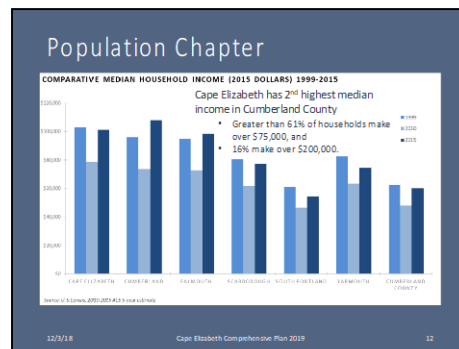
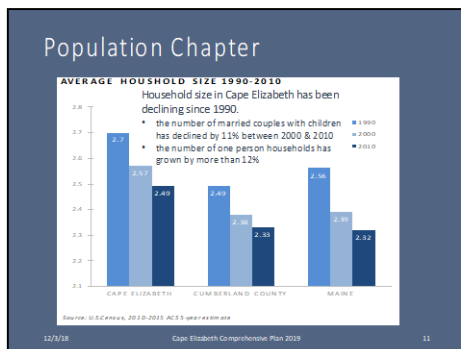
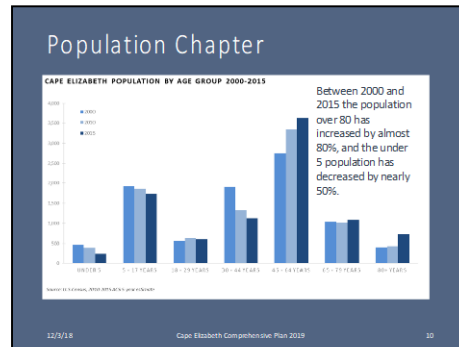
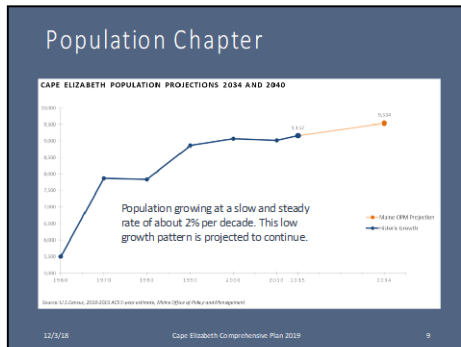
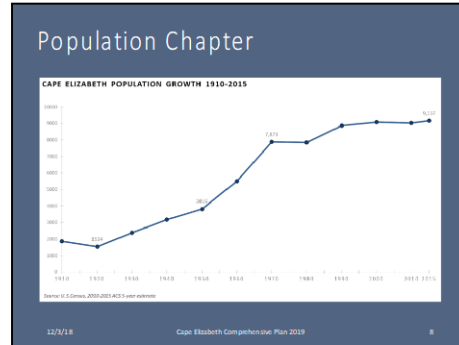
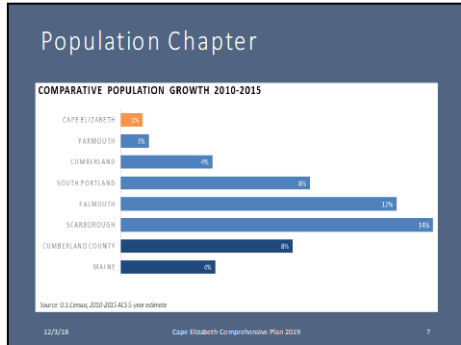
- Planning to Plan (selecting a committee and determining needs to complete work)
- Developing a Vision
- Public Participation Plan
- Inventories and Analyses
- Goals and Policies
- Implementation Plan

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Inventories & Analysis

- Natural Resources
- Water Resources
- Historic & Archaeological Resources
- Agriculture and Forestry Resources
- Marine Resources
- Local and Regional Economy
- Population and Demographics
- Housing
- Land Use Patterns
- Transportation
- Recreation & Open Space
- Public Facilities & Services
- Fiscal Capacity

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How can you get involved?

- Check the town website....on the home page: Hot Topics: Comprehensive Plan 2019 or
 - https://www.capeelizabeth.com/government/bds_commissions/ad_hoc/comprehensive_plan_2019/home.html
 - Join discussion group to read drafts and discuss chapters.
- Look for public forums in the next few months
- Committee meetings are open to public



12/3/18

Cape Elizabeth Comprehensive Plan 2019

13

Condominium Resident Survey (Responses due September 22, 2017)

The Town of Cape Elizabeth Comprehensive Plan Committee is gathering information as it develops a plan to guide the town for the next 10 years. The committee would like to learn more about how condominiums are meeting the needs of Cape residents. Please complete the quick survey that follows. All responses will remain anonymous.

Total mailed: 336, 196 returns. 58% response rate

1. Do you currently live in a condominium located in Cape Elizabeth?

Yes 171 No 14 (Skip to question 8) Other 1

2. Is the condominium your primary residence?

Yes 171 No 23

3. How long have you lived at your current address? Average 10 years

4. Prior to moving to your current address, did you live in Cape Elizabeth?

Yes 75 (39%) (Skip to question 6) No 119 (61%)

5. If you answered No to question 4, in what town did you previously live?

Other location	Number	Percentage of non-Cape
Comparison Communities*	38	32%
New England states	26	22%
Outside New England	26	22%
Other Cumberland County towns	19	16%
Outside Cumberland County, Maine	13	11%

*Cumberland, Falmouth, Scarborough, South Portland, Yarmouth

6. How much did the following influence your choice to live in a condominium?

	Very Important	Somewhat Important	Not at all Important
Downsizing	53%	23%	24%
Ease of maintenance	80%	16%	4%
Personal Health limitations	13%	36%	56%
Quality of structure	68%	29%	31%
Affordable cost	60%	32%	8%
Market availability	51%	34%	15%
Other _____			

7. How much of the following influenced your choice to live in Cape Elizabeth?

	Very Important	Somewhat Important	Not at all Important
Hometown	23%	17%	60%

Close to family	38%	24%	38%
Town Open space	49%	33%	18%
Quality of construction	46%	24%	30%
Proximity to shopping/services	57%	36%	7%
Proximity to Portland	70%	25%	5%
Other _____			

First Public Forum - January 25, 2018

Featuring the Population and Demographics, Economy, Transportation, and Housing chapters



Comprehensive Plan
Public Forum

Please join the Comprehensive Plan Committee for some popcorn on

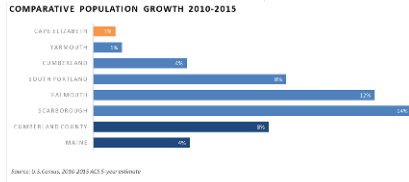
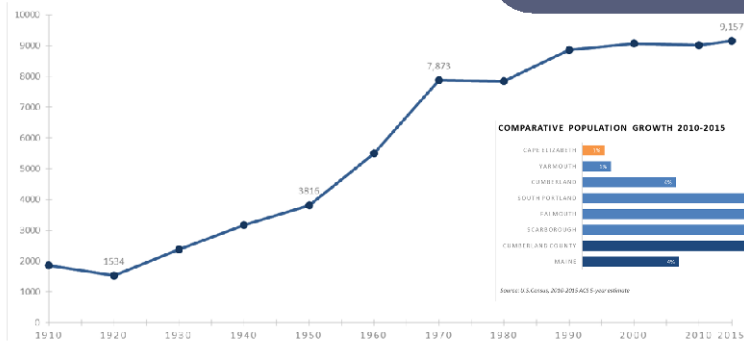
Thursday, January 25th
7:00-9:00 p.m.
Town Hall

The committee is inviting the public to its first public forum to talk about what is important to you in a plan and the first efforts the committee has made in beginning the draft. This is an opportunity to have some fun on a cold January night, with popcorn, keypad polling, and small group discussions.

There will also be an opportunity to ask questions about what to expect as the comprehensive plan takes shape in 2018. We look forward to hearing your ideas and your questions.

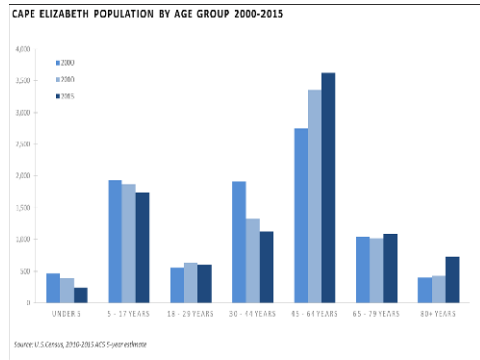


Town of Cape Elizabeth Chapter Comprehensive Plan 2017



Understanding population growth and trends is essential to planning for the future and ensuring that the community has adequate services and resources. As a nation, our population is growing slowly; however, there are often population waves such as the baby boomers and millennials where there is an especially large cohort. These age structure trends are often observed at the local level and have implications for community planning.

Since 1990, our population growth has been slow and steady, averaging 2.3% per decade. From 2000 (population 9,068) to 2010 (population 9,015), the population actually decreased by 53 individuals. From 2010 to 2015, Cape Elizabeth added 142 new residents. (Source, 2000 and 2010 U.S. Census)

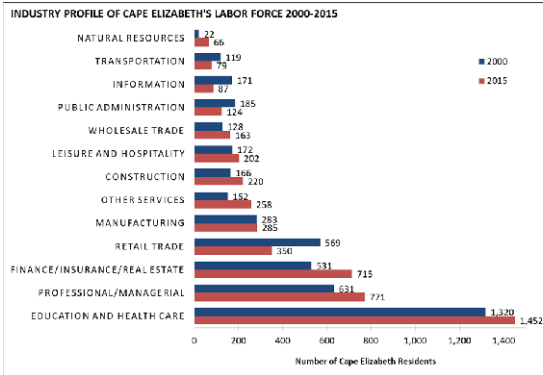


Issues and Implications

- While the number of year-round residents remains stable, seasonal housing units are on the rise. Between 1990 and 2010, there were 101 new seasonal units, bringing the total to 193.
- Cape Elizabeth's population is aging more rapidly than the rest of Cumberland County. Between 2000 and 2015 the population over 80 has increased by almost 80%, and the under 5 population has decreased by nearly 50%.
- While the household sizes in Cape Elizabeth remain larger than the state and county average, they have been declining since 1990. From 2000 to 2010, the number of married couples with children has declined by 11%, while the number of one person households has grown by more than 12%.



Town of Cape Elizabeth Economy Chapter Comprehensive Plan 2019

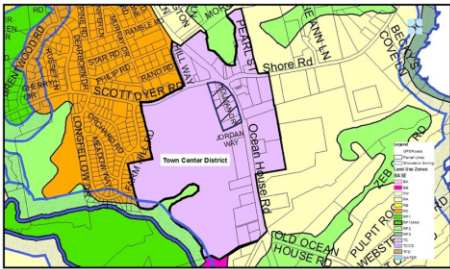


Key Features

- As of 2014, over 90% of Cape Elizabeth residents in the labor force worked out of Town.
- Over 60% of the Town's labor force has a managerial or professional occupation, compared to just 35% statewide (2015).
- Cape Elizabeth hosts 1,261 jobs and over 300g businesses, representing about 1% of the employment in Cumberland County (2014).
- The fastest growing employment sector in Cape Elizabeth is professional and business services, adding 41 jobs between 2005 and 2015n
- Education and health care accounted for more than half of all jobs in Cape Elizabeth, while retail accounted for less than 3% of jobs (2014).
- In 2014 about 35% of Cape Elizabeth's retail sales came from restaurants, and another 21% came from lodging.

Overview

Cape Elizabeth has historically been a bedroom community within the Greater Portland labor market. The majority of the Town's labor force commutes to Portland or South Portland, and many have high paying professional jobs. Employment within the Town itself has always been quite limited, with the majority of its jobs in the retail, tourism, and health and education fields. While there have been some modest efforts to expand the tax base, Cape Elizabeth will likely remain primarily residential and is not expected to become a business center for the region.



Issues & Implications

- With breathtaking coastline, lighthouses and other amenities, it is likely that Cape Elizabeth will continue to grow as an appealing destination for visitors. The town may want to comprehensively evaluate likely tourism trends and impacts more proactively.
- The 2014 Town Center Master Plan adopted by the Town Council, calls for "an identifiable, vibrant town center that includes mixed retail uses for residents and visitors, a safe and inviting pedestrian and bicycle environment, a common meeting place, visual vitality, and linkages to the Town's open space and nearby residential neighborhoods." The town should consider moving forward with implementation of this plan.
- From 2002 to 2014, the number of jobs in Cape Elizabeth increased by 2%. This is higher than the rate of job growth in Maine overall, but less than other mature communities such as Cumberland and Falmouth, with 51% growth and 23% growth respectively. The town may want to consider the rate of job growth in the future.



Town of Cape Elizabeth Transportation Chapter Comprehensive Plan 2019

Key Features

- Traffic volumes in Cape Elizabeth reached a peak in the 1990s and have generally declined over the past 15 years, with some road segments seeing declines exceeding 25% of 2002 volumes.
- Just over 90% of Cape Elizabeth residents commute outside of the town for work, with 61% driving to Portland, South Portland, or Westbrook.
- The Town’s recently adopted complete streets policy will help create a safer, cost effective, equitable, and fully accessible transportation network that

Overview

The automobile represents the primary means of getting around in Cape Elizabeth. All fixed route transit systems, including air, bus, rail, and ferry, originate in Portland, and none of them passes within the Town’s borders. An emerging network of trails, sidewalks, and bikeways provide infrastructure for walking and bicycling.



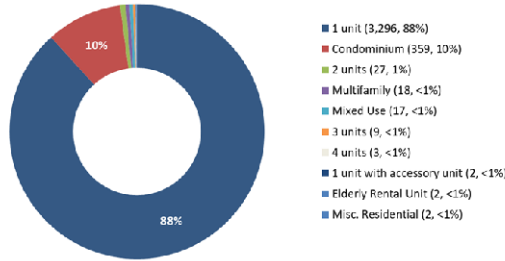
Issues and Implications

- Cape has a limited network of Bicycle and Sidewalk access. The town should undertake a process to identify the highest priorities for sidewalk and bikeway extensions.
- Incorporate the Complete Streets Policy as a routine element of street improvement projects.
- Evaluate the need, desire and local financial support for expanding public transit options in Cape Elizabeth.



Town of Cape Elizabeth Housing Chapter Comprehensive Plan 2019

CAPE ELIZABETH HOUSING TYPE 2017



Source: 2017 Cape Elizabeth Assessing Data

According to Cape Elizabeth's assessing database, single family homes represent about 88% of all housing units. Condominiums are the second most dominant, representing 10% of the town's housing stock. Two-family units represent 1% of the housing stock, and all other housing types combined account for the remaining 1% of housing units.

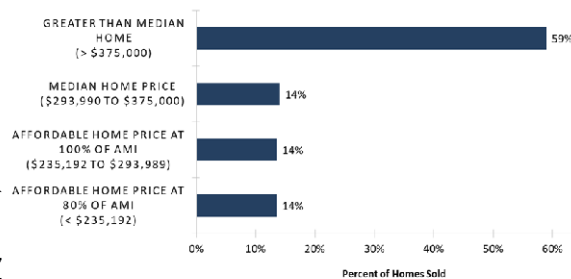
In 2010, Cape Elizabeth had 3,963 housing units. From 2000 to 2010, the housing stock in Cape Elizabeth increased by 6%, or 239 units. Compared to similar neighboring communities, housing in Cape Elizabeth grew at a relatively slow rate in the first decade of the 2000s.

Assessing data show that there are currently only 390 vacant parcels zoned for residential development, so there may not be much room in Cape Elizabeth for this pattern of single family housing growth to continue.

Key Findings

- Single family homes represent nearly 90% of the town's housing stock, and condos, 10%.
- Roughly 1/3 of Cape Elizabeth households are paying more than 30% of their income for housing.
- Between 2003 and 2013 the median home price in Cape Elizabeth increased by nearly 40%, compared to just over 20% for Cumberland County and many surrounding communities.

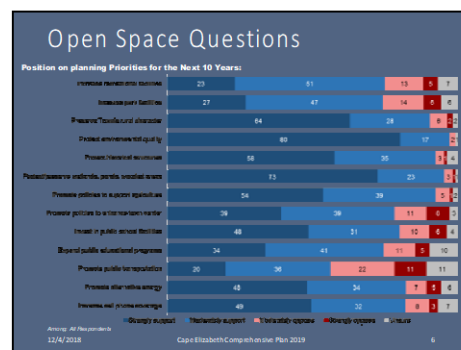
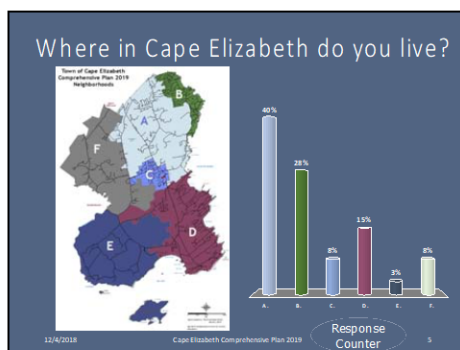
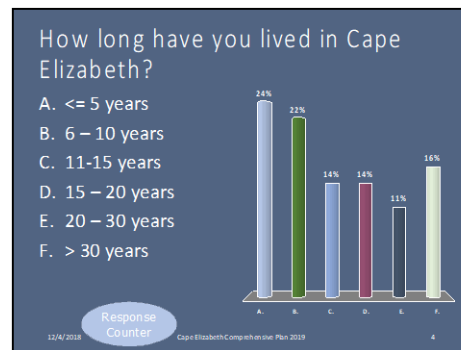
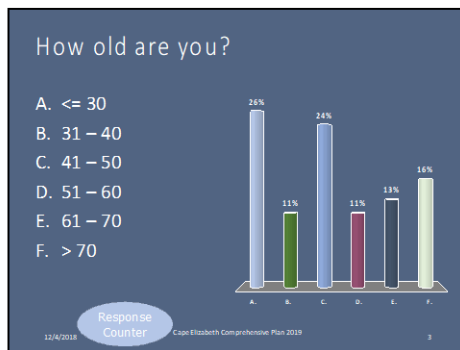
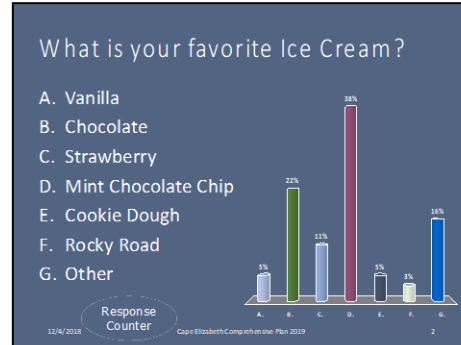
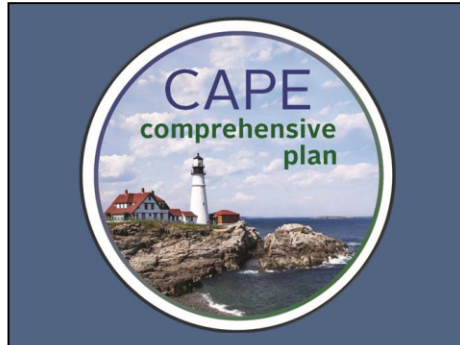
CAPE ELIZABETH 2016 HOME SALES



Source: Cape Elizabeth Assessor's Data

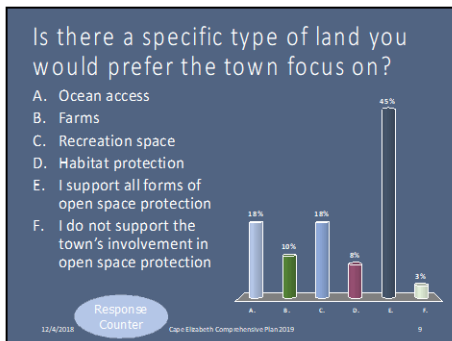
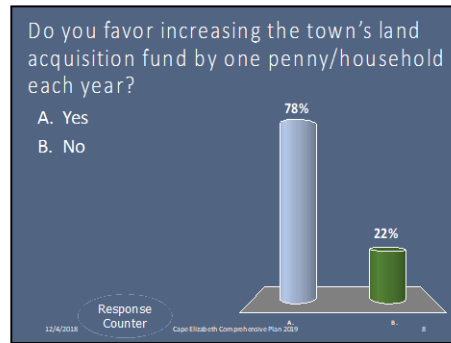
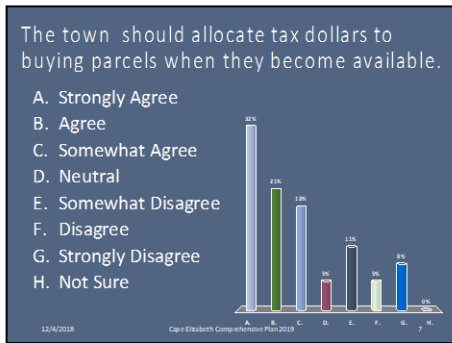
Issues and Implications

- More than three quarters of the total housing stock was owner occupied in 2010, decreasing from 81% owner-occupied in 1990 to 77% in 2010. What might this trend mean for the town?
- In 2010, about 21% of seniors lived alone. From 2000 to 2010 this number increased by 11%, from 347 to 385. Does this trend indicate a need for smaller, single story homes?
- Under the Town's affordable housing program, 14 affordable housing homes have been created and 2 more are expected. The small number of permanently affordable homes is directly the result of the town's overall slow growth rate. Is this rule working or does it need modifications?



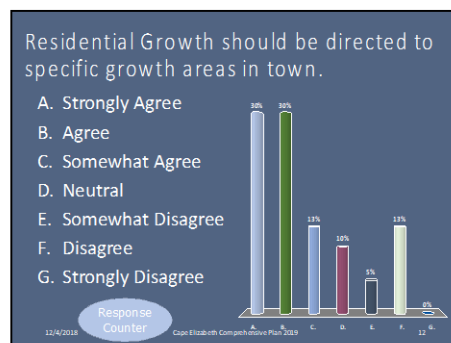
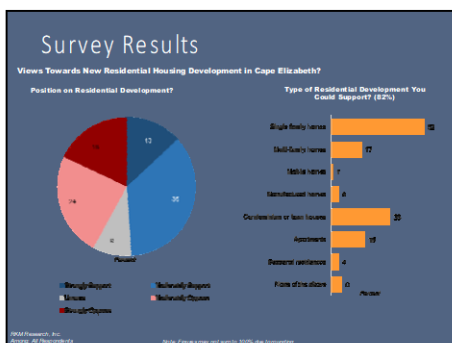
Keypad polling

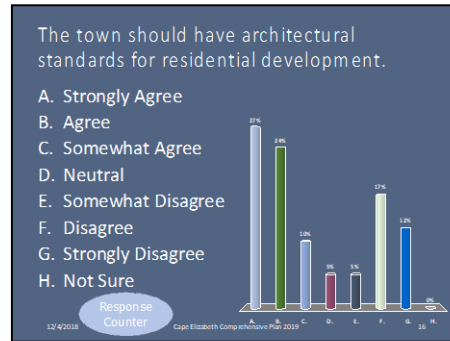
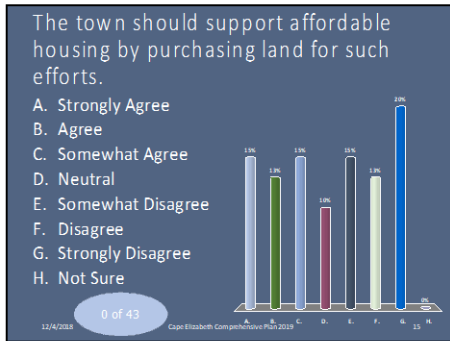
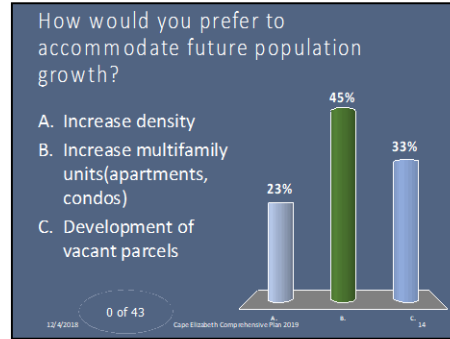
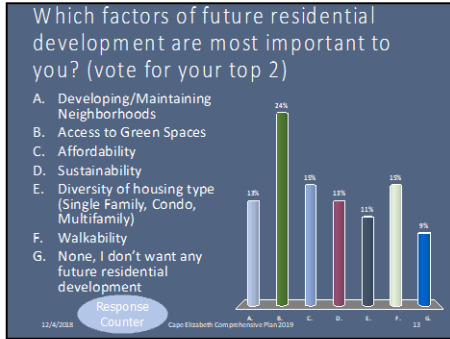
12/4/2018



Residential Development

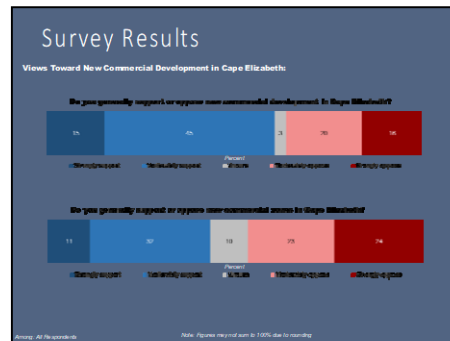
12/4/2018 Cape Elizabeth Comprehensive Plan 2019

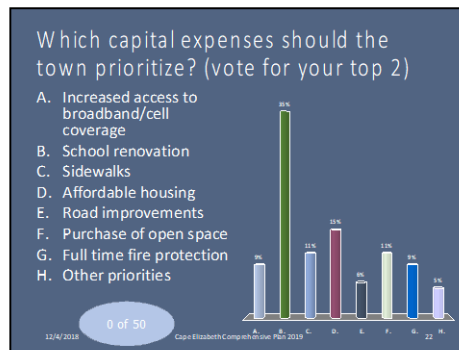
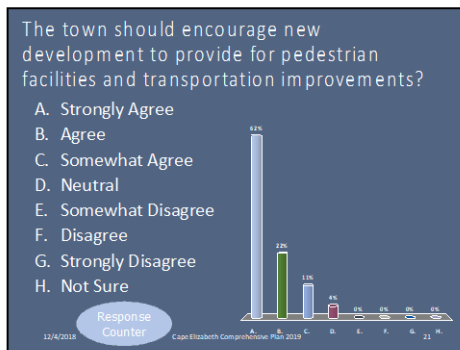
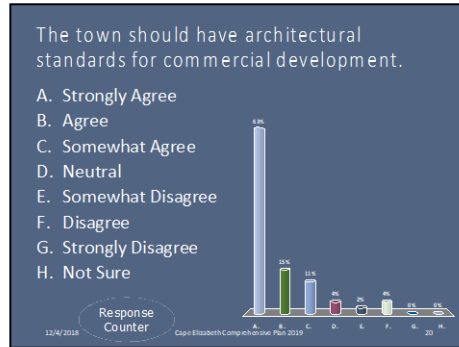
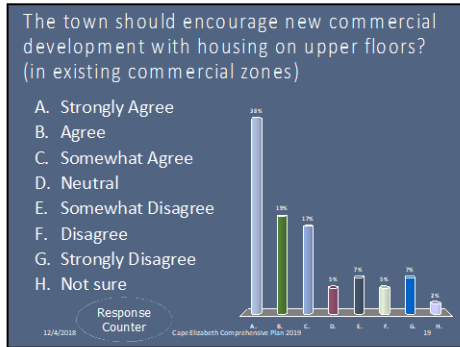




Commercial Development Questions

12/4/2018 Cape Elizabeth Comprehensive Plan 2019 17





**Summary of Small Group Notes
Public Meeting 1-25-18**

1. Residential

- More affordable housing needed (5)
- More housing for young families (5)
- More less expensive condos/townhouses (2)
- More Smaller houses (3)
- More medium size houses
- Study needed to determine wants and needs of aging population
- Clustered developments and smart growth (2)
- Walkable communities needed (2)
- Restrictions on home sizes
- Renovate older stock
- Housing above commercial spaces
- Prefer infill development over homes scattered across town
- Need more residents
- Schools, park land, and recreation are attractors
- Local community transportation (3)
(shuttle, community service bus, uber system)

2. Commercial

- More development in town center (3)
- More spaces for teens – teen center, etc. (2)
- Diner
- Restaurants
- More retail
- No chain stores
- More small businesses (2)
- Need stable businesses
- Enhance greenbelt with map and better signage
- Farm stand collective/Co-op
- Shared office space/Incubator (2)
- Traditional/agriculture/fishing/aquaculture
- Fort Williams: Charge non-residents (2)
- Sidewalks on Mitchell (3)
- Sidewalks on Fowler (2)
- Sidewalks on Spurwink
- Sidewalks on Ocean House
- More Federal and state grant money for sidewalks
- Better cell service in Broad Cove (2)
- Better cell service on Oakhurst
- Better Cell service on Shore Acres
- Cell towers at Two Lights, Fort Williams, Shore Road
- Generate revenue from cell towers
- Community Broadband system
- Town-wide fiber optic system

Second Public Forum - June 6, 2018

Featuring the Public Facilities and Services, Fiscal Capacity and Capital Improvements, Natural Resources, Water Resources, Agricultural and Forestry Resources, Historical and Archaeological Resources, and Recreation and Open Space Chapters



Comprehensive Plan Public Forum June 6th, 7:00 p.m.

Have you wondered how the Cape Elizabeth comprehensive plan has been shaping up? Would you like to catch up on its progress? Perhaps share your vision for the town in the next 10 years? We want to hear from you.

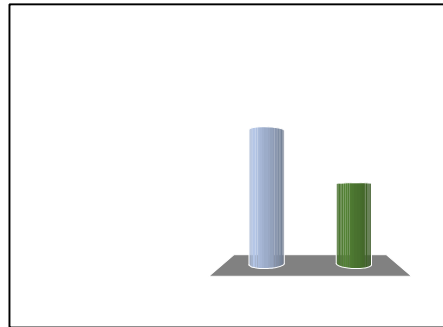
Consider attending the public forum scheduled for **Wednesday, June 6th**, from 7:00 p.m. - 9:00 p.m. in the Cape Elizabeth town hall. The forum will again include crowd-pleasing keypad polling.

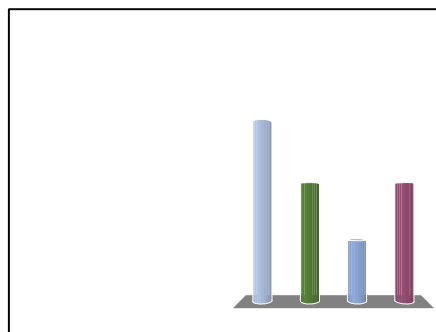
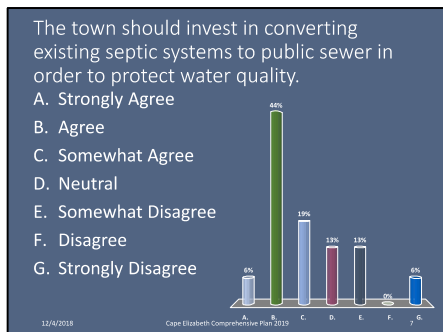
The forum will include discussion about land use changes over the next 10 years. It will feature a summary of the work on Public Facilities and Services, Fiscal Capacity and Capital Improvements, Natural Resources, Water Resources, Agricultural and Forestry Resources, Historical and Archaeological Resources and Recreation and Open Space.

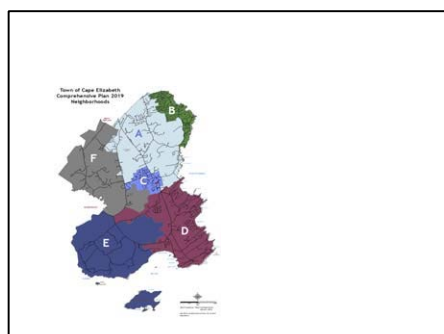
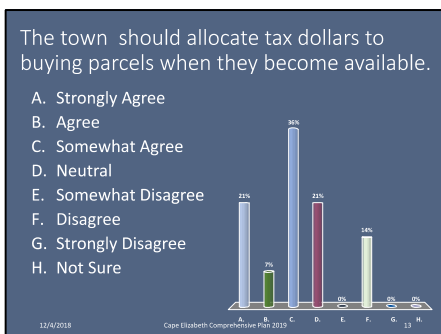
A complete draft of the plan should be completed by the end of 2018. Draft materials may be viewed on the town website, www.capeelizabeth.org

Keypad Polling

12/4/2018








**Small Group Discussion Meeting Notes
Public Forum 2
June 6, 2018**

Recreation & Open Space

- The town should continue to purchase land to reserve for open space but it should depend on the type of land and where the land is located
- Purchasing land that is already adjacent to open space is preferable
- Having a fund separate from the general fund in order to purchase land is best
- Purchasing land of historical or cultural significance is important (i.e. Fort Williams)
- The town needs to have a fund to ensure part of Fort Williams is not carved up and sold
- Any funds generated at Fort Williams should remain in a fund separate from the general fund, with its sole purpose being to fund the needs of the park
- All people should pay to park at Fort Williams
- People without a town dump sticker should pay to park at Fort Williams
- Increase current fees at Fort Williams
- Have more events with entry fees
- Add more parking
- Restrict one area of parking to only town members
- Farmland and shoreland should be protected from development
- Some pay to display thing at Fort Williams?
- Add small playgrounds, community gardens, and pickle ball courts to open spaces
- Have separate trails for snowmobiles and skiers
- Add trails around condos
- Look into permanent protection of all town land

Third Public Forum - October 30, 2018
Featuring the Existing Land Use, Future Land Use Plan, Regional Coordination
and Implementation Plan Chapters

Town of Cape Elizabeth Comprehensive Plan 2019



You are invited!
October 30, 2018
Public Workshop

Public Workshop

Tuesday, October 30, 2018

At 7:00 pm

For more information:
<http://bit.ly/CECompPlan2019>

Or contact:
Maureen O'Meara
Town Planner
799-0115
maureen.omeara@capeelizabeth.org

Why Should I Attend?

The Cape Elizabeth Comprehensive Plan process is entering the final phase. Join us for our third and final workshop to review the Plan recommendations and the Future Land Use Chapter.

- ***What issues drive you to participate?***
- ***How should the town regulate land use?***
- ***What types of housing do we want to see?***
- ***How can the town protect existing open space?***

Your input is essential to ensure that the plan represents all the citizens of Cape Elizabeth.

The ad above was published in the Cape Courier.



Town of Cape Elizabeth Land Use Chapter Comprehensive Plan 2019

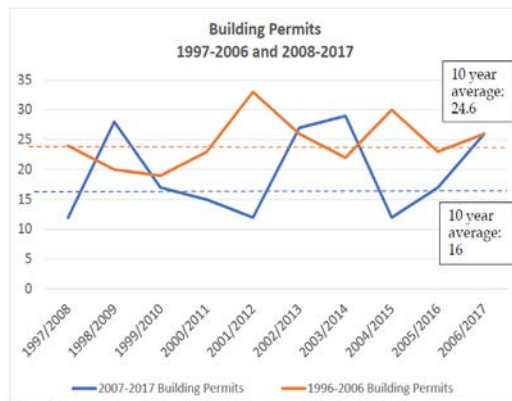
Key Features

- 65% of the town is zoned residential district.
- 30% percent of the town is zoned resource protection.
- 2% of the town is zoned commercial.
- From 2008 to 2017, 160 new homes, excluding teardowns, were constructed, resulting in an average of 16 homes per year.
- The rate of residential development has declined as the amount of buildable land continues to shrink.

Overview

The Town of Cape Elizabeth has regulated land use by zoning ordinance since 1938. The current zoning ordinance has been deemed consistent with the current comprehensive plan and includes Shoreland Zoning regulations that the Maine Department of Environmental Protection has found consistent with mandatory shoreland zoning.

The Zoning Ordinance is the workhorse of land use regulations. In addition to establishing and regulating zoning districts, Site Plan review regulations are located in the Zoning Ordinance. Any non-residential structure triggers site plan review. The Site Plan Review regulations were reorganized and updated in 2016. Transfer of Development rights provisions are also included in the Zoning Ordinance, and have been revised in 2015 to create density bonus for sending growth away from farm fields.



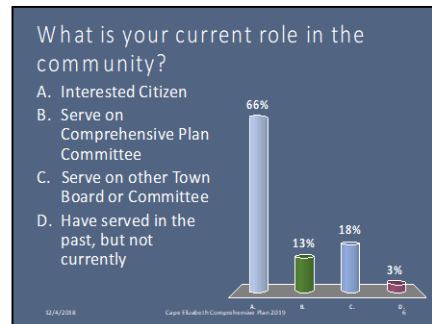
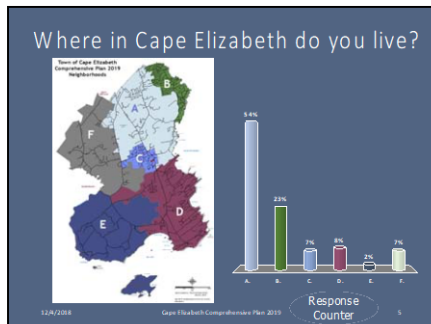
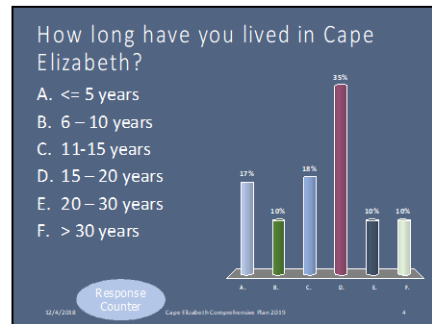
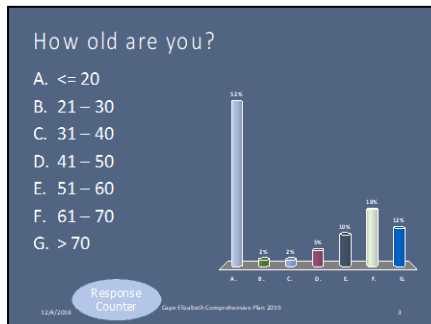
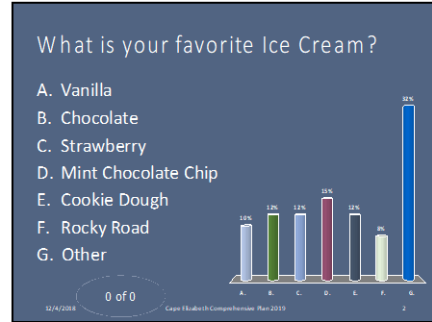
Source: Town of Cape Elizabeth Code Enforcement Office Building Permits

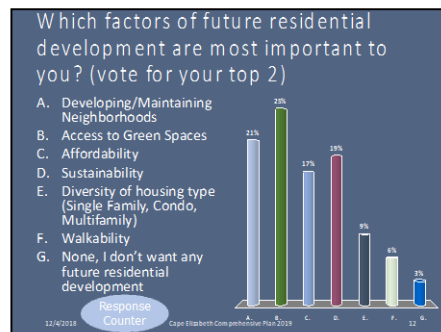
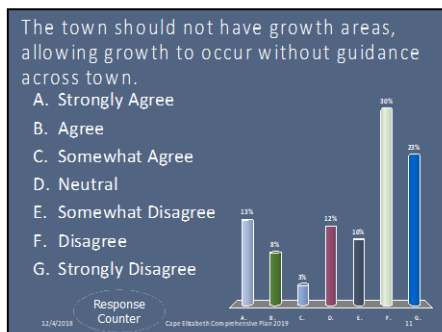
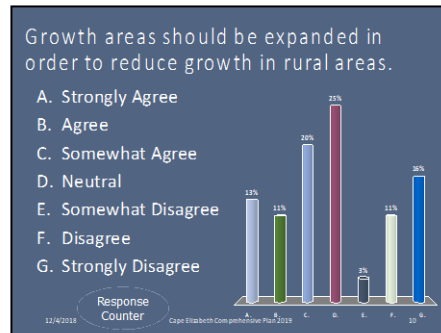
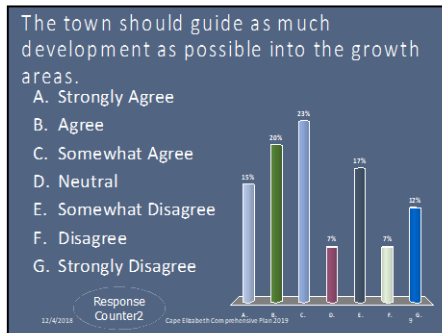
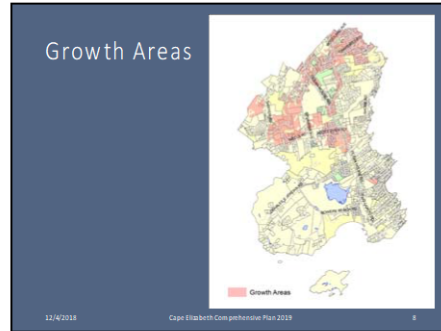
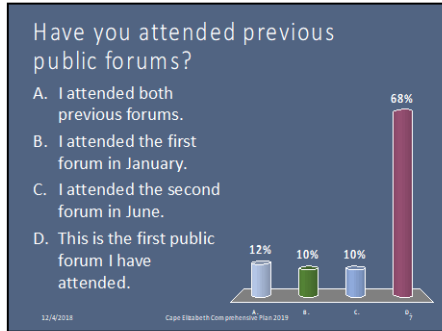
Issues & Implications

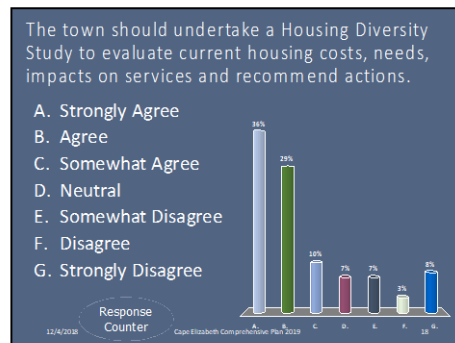
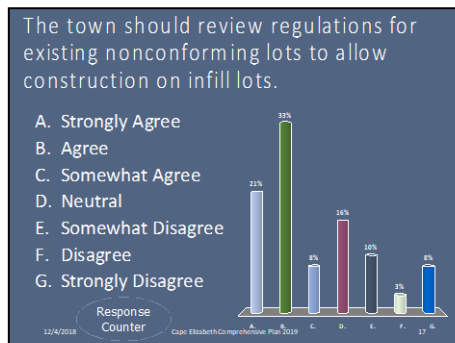
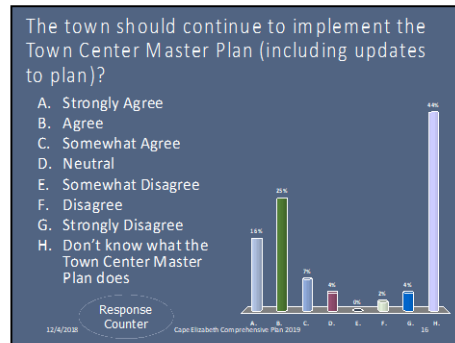
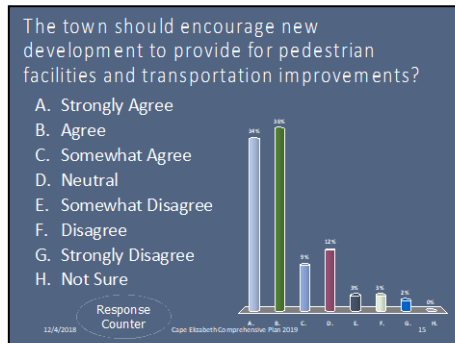
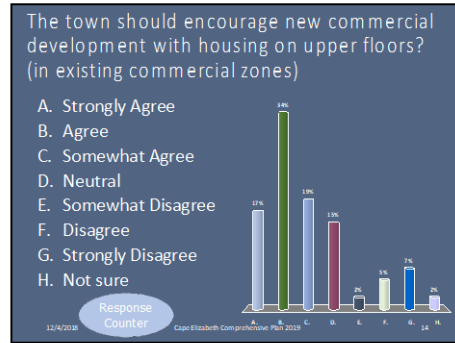
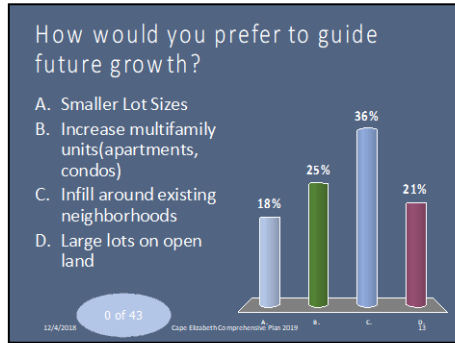
- The 2014 Town Center Master Plan adopted by the Town Council, calls for “an identifiable, vibrant town center that includes mixed retail uses for residents and visitors, a safe and inviting pedestrian and bicycle environment, a common meeting place, visual vitality, and linkages to the Town’s open space and nearby residential neighborhoods.” The town should consider moving forward with implementation of this plan.
- The existing designated growth areas, Zones RB, RC, and TC have the capacity to absorb anticipated growth in the future. What are the consequences of growth being directed to the growth areas? What if growth is not directed to the growth areas?

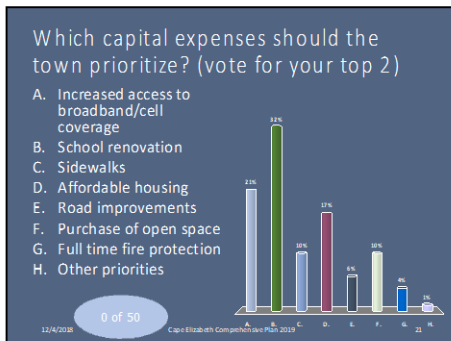
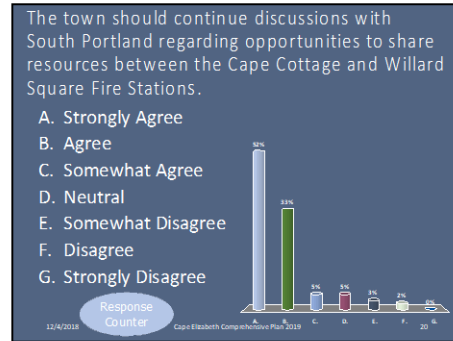
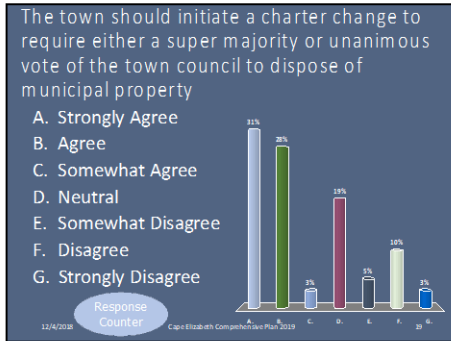
Keypad polling

12/4/2018









Cape Elizabeth Comp Plan Forum
10-30-18
Notes from Discussion Groups

Green space development that does not intersect with private yards
Green space with better buffering
Make trails feel more woodsy
Are "green" and "open space" interchangeable?
Need a definition of Open Space in regulations
FOSP committee definitions
Farm land preservation if really farmed

Aging population
Aging town runs the risk of people losing interest in vibrant schools
Find ways to support older community members to stay in Cape

Create housing options for younger adults, especially in town center
More smaller homes
Affordability will need to be multiplex; multi family condos
Expand affordable housing availability in subdivisions
Encourage mixed housing (Common first floor, residence on second)
Adjust zoning to allow for smaller homes on in-fill
Investigate reducing square footage of lots for condo conversion of large houses

Students would like a more appealing town center with places for kids to congregate
Need more sidewalks
Town center and business districts could be bigger
Hill Way Development is a good thing in town center
Fill current town center and business districts before expanding the current commercial districts
More smaller boutiques, restaurants, coffee shops would fit in current center

Concern about finite development left - only a few hundred lots
Infill is great concept; some will be great, but others compromise feel of neighborhood
Specific strict regulation for infill lots
What can we do to make it easier to develop in-fill?
In-fill lots should be evaluated on a case by case basis

Tax base is on residential housing
Property values fluctuate
What can we do to help people start businesses in Cape?

Have public forums at beginning stages of development process
Public comment about subdivisions is allowed too late in the process
Want more interaction and earlier

Recommendation Priorities:

- #1: Strengthen management program of Fort Williams to reduce tax burden
- #78: Municipal funding should be contingent upon permanent public ownership
- #82: Low Priority: Ensure citizen input is invited and heard early in process
- #83: High priority: Review regulation of infill lots, but needs review and specifics

- #84: High Priority: Undertake a Housing Diversity Study
- #85: High Priority- Require super majority or unanimous vote to dispose of municipal property
- #88: High Priority: Incorporate renewable energy
- #89: Medium Priority: Electric vehicle charging station
- #90: High Priority: Discussions to share fire station resources with South Portland
- #91: High Priority: Partner with other communities to provide public services