TOWN
of

SCARBOROUGH

• MAINE •

COMPREHENSIVE PLAN

◄ Adopted by Town Council — June 30, 2021 ►

SCARBOROUGH
INCORPORATED
1658
MAINE

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SPECIAL THANKS TO…

CYNDY TAYLOR FOR USE OF HER OFFICE SPACE DURING THE COMMUNITY CHARRETTE
RESIDENTS AND BUSINESS OWNERS WHO PARTICIPATED IN THE PLANNING PROCESS
ALL COMMITTEE MEMBERS WHO PROVIDED VALUABLE FEEDBACK ON THEIR SPECIFIC EXPERTISE

CONSULTANT TEAM

LEAD – TOWN PLANNING AND URBAN DESIGN COLLABORATIVE, LLC (TPUDC)
SUB-CONSULTANTS – CITY EXPLAINED, TND ENGINEERING, COLLABORATIVE COMMUNITIES,
GREATER PORTLAND COUNCIL OF GOVERNMENTS

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INTRODUCTION 07

- ## What is the Scarborough Comprehensive Plan?
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In 2017, Town officials kicked off the Scarborough Comprehensive Plan Update, a community-wide initiative. This Plan represents the official blueprint for long-term, responsible change in Scarborough, supported by a strong commitment by the Long Range Planning Committee to include residents, business owners, property owners, local interest groups, and elected officials throughout the planning process.

WHAT IS THE SCARBOROUGH COMPREHENSIVE PLAN?

The Comprehensive Plan outlines a vision for the future of Scarborough. Guided by principles, the plan analyzes existing conditions and emerging trends, illustrates a plan for future development and conservation, provides the Town with strategies for sustainability, and recommends steps to implement the plan. It serves as the foundation for public policy and land use decisions for the future, and provides an ongoing framework for public investment and private development.

The long-term horizon for the Plan keeps the document somewhat general. However, the broad range of issues and Town services addressed makes it a blueprint for a smart, sustainable future that reflects the priorities, values, and needs of Scarborough residents. It safeguards the town's history and sense of place while meeting the future goals of Scarborough's residents.

Data was collected and reported for the Town consistent with the intent of rules and requirements as set forth in the Growth Management Act (30-A M.R.S.A. §§ 4312 - 4350) and Chapter 208: Comprehensive Plan Review Criteria Rule.

PLAN BACKGROUND

The town has a well-established history of developing plans that guide growth in the community. The 2021 Comprehensive Plan continues in this tradition by identifying fiscally and environmentally appropriate areas for future growth and investment. The 2021 Plan follows many of the land use trends identified in previous plans, guiding development to areas with existing services and facilities.

The primary focus of the 2006 Plan, and the subsequent implementation of that Plan, was to manage growth. Over the course of the years the Town has implemented many of the land use recommendations through updates of the town's land use Ordinances. As this plan was being developed, the town was just beginning to see the impacts of those changes through development and re-development of the town's designated growth areas. The general land use and zoning framework from 2006 remains at the heart of this Plan. The 2021 Plan replaces the 2006 Plan at the time of adoption.

The 2021 Plan identifies issues and challenges that have emerged since 2006 including coastal resiliency, housing choices and affordability, energy, and new transportation options.

This plan is written in a way that demonstrates how decisions and policies in one arena will affect the town in other arenas. For example, if more homes and jobs are in places already served by transportation and water infrastructure, that will help save tax payers money, while also relieving growth pressure on rural areas. This plan is built on the understanding that land use, housing, fiscal, transportation, and environmental goals can only be met when thought about together. In other words, comprehensive planning must anticipate how these areas inter-relate and impact one another.

WHY PLAN?

The Town of Scarborough is a wonderful place to live, work, and visit. Scarborough residents value its rural character and small town charm, while enjoying the stunning coastal environment and many recreational opportunities. Scarborough's beaches and extensive marsh areas also draw thousands of visitors every year.

Scarborough is facing some challenges going forward. The number of visitors in the summer coupled with the limited connectivity of the road network creates heavy traffic at times. The suburban and sprawling way Scarborough has developed increases this traffic generation, creates negative impacts on environmentally valuable and sensitive features, and is more costly to provide with municipal services than traditional development types.

Wise land use choices moving into the future can balance additional growth, preservation of community characteristics, and protection of natural resources.

With the understanding that every town has a finite amount of land, it is critical to understand how land is used today and what could possibly happen in the future. As the Development Status Map shows, more than half of the land is fully developed or is in protected open space and is unlikely to change. However, almost 20.5% of all land in Town is either undeveloped (7.5%) or redevelopable (13%).

Undeveloped/redevelopable land already contains buildings, but also has significant additional capacity under zoning. In some cases, these parcels were identified by Town staff as specifically targeted for redevelopment. While it often takes time for redevelopable land to be fully capitalized, vacant land is subject to change at any moment.

This leads to an important question: What happens next to the undeveloped and redevelopable land in the future? This portion of the Town represents a critical opportunity.

Designating areas where development and redevelopment should occur is an essential role for the Town and at the heart of any comprehensive plan. Directing investment to existing neighborhoods, villages and corridors will allow Scarborough to preserve important natural, agricultural and scenic open spaces. Further targeting growth to places where investment has already been made in municipal services will create additional tax revenue to help pay for the long term maintenance of those services.

Photo Credits: SEDCO and Scarborough
Community Chamber of Commerce.

HOW TO USE THE PLAN

The Scarborough Comprehensive Plan provides a blueprint for future land development based on community values and input, informed by best practices.

The next section of this plan describes the community's vision for Scarborough's future, lays out the major strategies for reaching that vision, and articulates the guiding principles that the town values. A description of the public process for developing the plan follows.

The middle of the plan provides a brief history of the town followed by a lot of detailed information about Scarborough today. This "State of Affairs" section sets the stage for the recommendations of the Plan, which come in three sections. The first is the framework for the Plan, which designates places in Scarborough for future development and priority places for conservation. The next section provides detailed recommendations for maintaining and improving the quality of life in Scarborough. And the last section is an action plan with timeframes and resources.

Included in this Plan are some big ideas that would bring about transformative change. It is important to understand that not everything in this Plan will happen at once, or happen at all. Public resources are limited and there is more desire for investments than resources allow. Some things will happen quickly, while other ideas will take years or decades to come to fruition. Ultimately, the success of this Plan will be measured by its implementation and The Driving Success chapter of this Plan (pages 154-177) provides the foundation of an implementation plan.

It will take the entire community, working with our elected and appointed officials, to make this community vision a reality. We are in this together and together have tremendous capacity to foster community strength and bonding through respectful and thoughtful civic engagement.
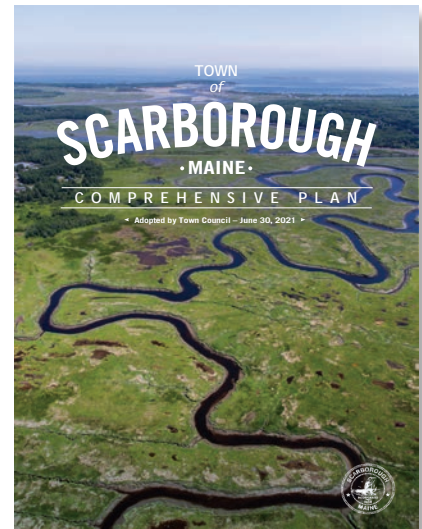
Residents can stay involved as the Plan is implemented, by staying informed through the website (scarboroughmaine.org) and the online videos of all council meetings.

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Map 1: Development Status

Legend

- Water
- Protected Open Space Areas
- Civic Areas
- Limited Growth Areas
- Developed Areas
- Redevelopable Areas
- Undeveloped Areas

N
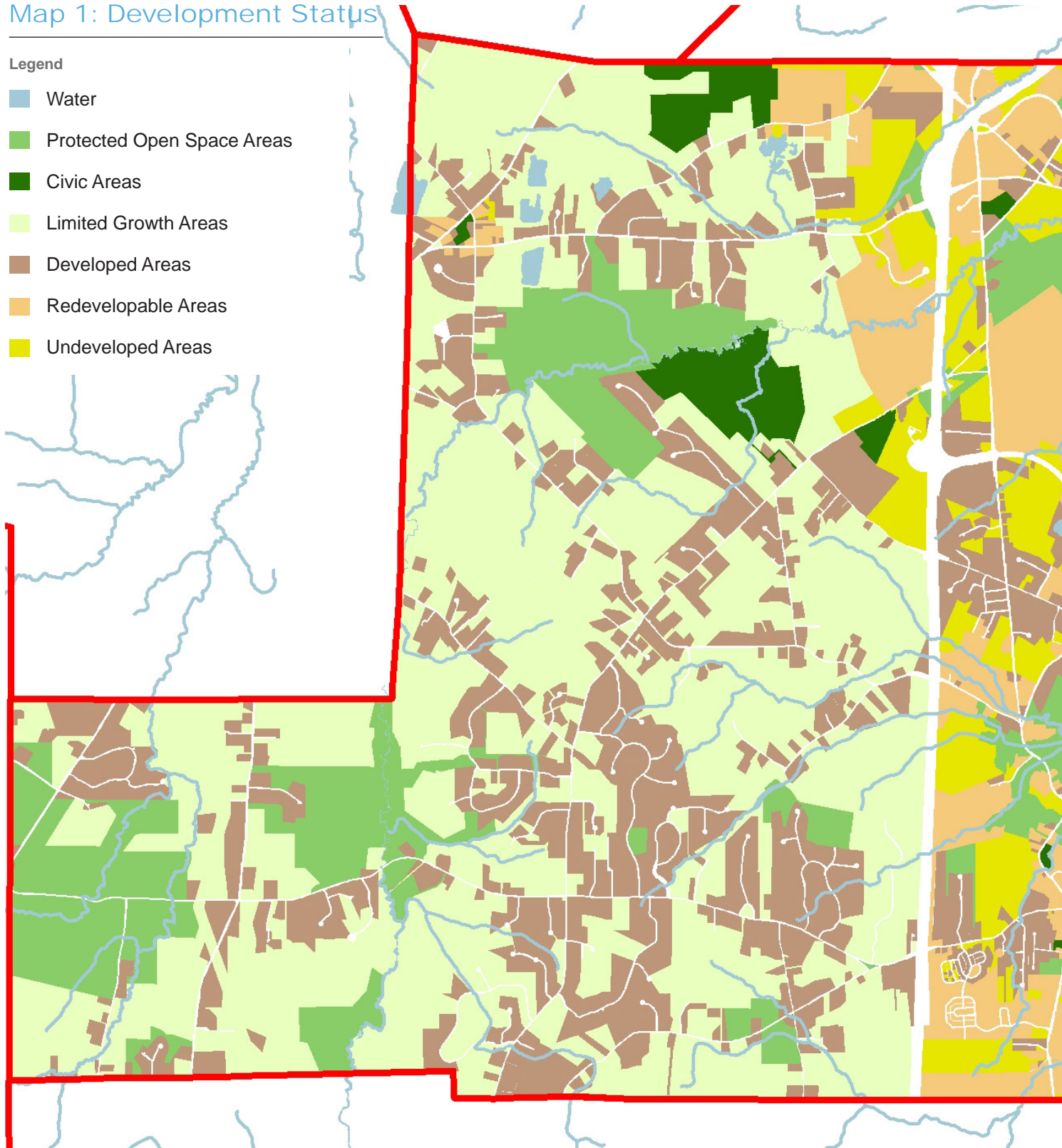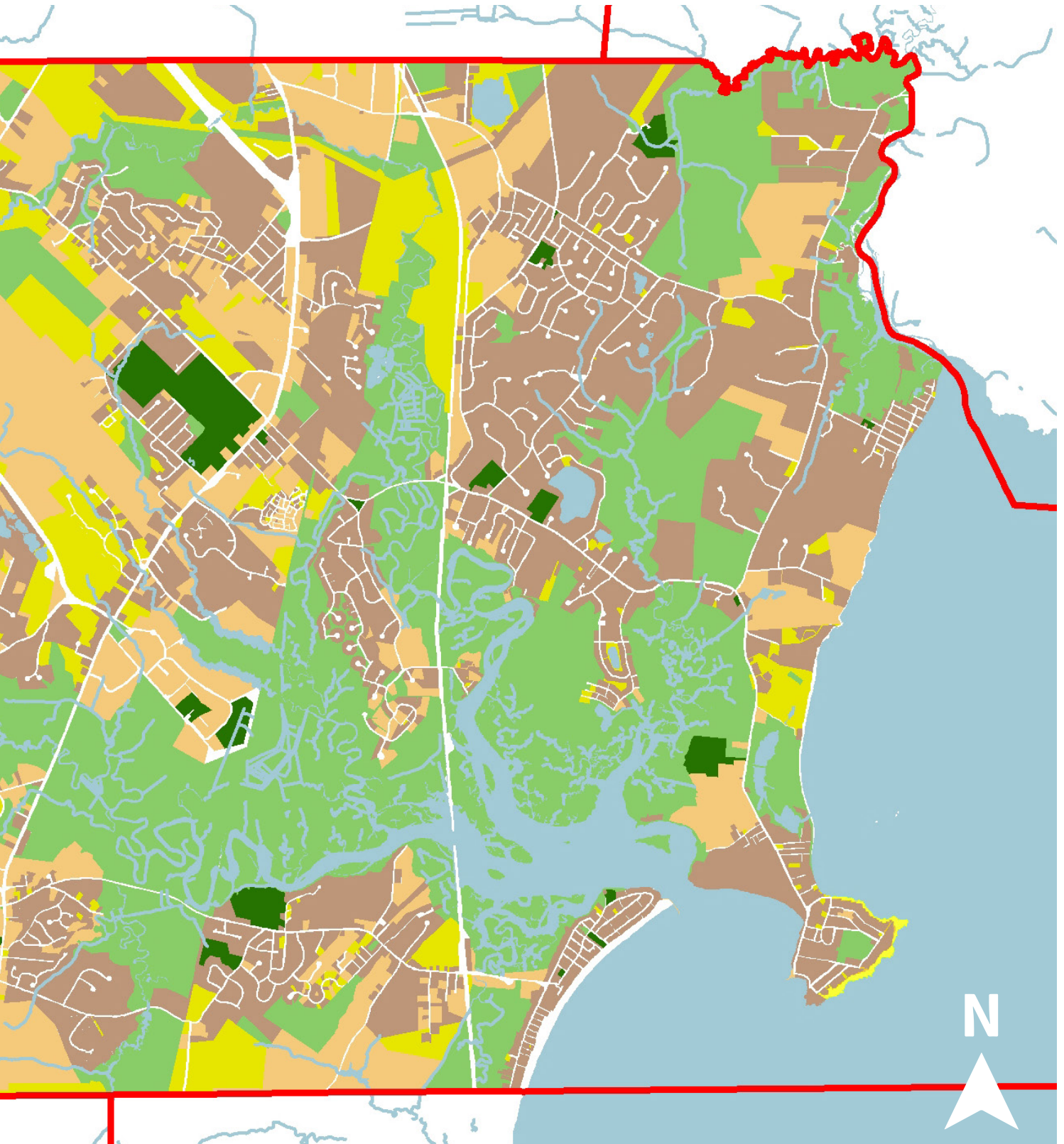
COMMUNITY VISION

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The Community Vision includes five vision statements, strategies, guiding principles and a land use strategy. Together these chart the way forward for Scarborough. These principles were generated during the update of the Scarborough Comprehensive Plan public engagement process, especially during the community charrette. These principles are meant to set priorities and inform the policy and investment decisions of local leaders.

VISION AND STRATEGIES

Building on the 2006 Scarborough Comprehensive Plan, this Plan's vision is that the Town of Scarborough preserves its identity, while targeting development in a way that provides economic opportunities, protects the natural environment and improves the high quality of life of all residents.

This 2021 Comprehensive Plan focuses on sustainable development — measured by environmental steward-ship, economic prosperity, and an equitable distribution of community resources— that reflects the community's unique characteristics and local values. To achieve this the Plan is guided by the vision statements below.

Vision Statements

- **The Scarborough Marsh is central to the Town's identity**, creating a special awareness by our residents of the importance of all of the Town's natural resources. Future land use will follow a pattern of development that is sensitive to protecting our beaches, dunes, rivers, open spaces, farmlands, and other elements that comprise our unique ecosystem.

- **Future land use patterns will create opportunities** for the efficient delivery of municipal services and infrastructure, resulting in fiscal sustainability.

- **Our ordinances will support the diversity and characteristics** of existing and emerging neighborhoods, centers and open spaces.

- **Scarborough's economy will support a broad assortment of businesses** that provides stability for the tax base, respects natural resources, and supports opportunities for residents.

- **Scarborough's transportation network will support current and future land uses** that create efficiencies which reduce the impact of traffic on residents and businesses.

The town continues to experience growth in both residential and commercial sectors which helps sustain the vibrancy of Scarborough, but if not directed could unduly enable the type of sprawling development citizens have identified they wish to curtail. At the heart of the Comprehensive Plan is the Plan Framework which provides the following strategies to direct growth and preservation efforts in a manner that is aimed at curbing sprawling development and sustaining the overall identity of the community. These strategies are explained below.

Strategy Statements

- Outlying areas of the community west of the Maine Turnpike where it is more difficult to provide public services, that lack public utilities such as sewer and water, that have significant natural resource and habitat value, and that may support natural resource industries should continue to be considered rural areas. Within these areas, development should be at a scale that retains the rural character and in a pattern that protects natural resources and connects open spaces.

- Significant natural resources, agricultural land, and open space should be protected, and an interconnected network of "public" open space developed where feasible.

- Provision and extension of public sewer and water should be encouraged and facilitated within the designated growth areas of the community.

- The majority of new residential development, and virtually all non-residential development (except natural resource-based activities and local uses intended to serve the immediate vicinity), should be located within the growth areas of the community. To accomplish this, the Town should encourage a higher density/intensity of use within these growth areas.

- The identity and livability of Scarborough's established neighborhoods should be enhanced. Residential and very limited non-residential development should be accommodated within these neighborhoods but should be of an appropriate scale and design to minimize the impacts on the existing neighborhood.

- Businesses are an essential part of the community and will continue to contribute a significant portion of our tax base. Opportunities to integrate business clusters as well as a mix of regional and local services should be encouraged through the growth areas.

- Future zoning changes will be adopted as necessary to implement the vision and strategies set forth in the Plan.

Throughout this Plan there are recommendations and next steps that support these vision and strategy statements related to issues such as traffic, housing, jobs, town finances and services, environmental protection, infrastructure, climate resiliency, marine resources, etc. The Driving Success section at the end of the plan compiles all the action items woven through the Plan and ties them back to the vision statements.

GUIDING PRINCIPLES

This Plan should stand the test of time. As such, it is guided by principles. Consultants worked with key stakeholders and residents to identify a set of Guiding Principles critical to the current and future quality of life in Scarborough.

These principles embody the values expressed by the community during the public engagement process.

WELCOMING

STEWARDSHIP

BOLD

B

AUTHENTIC

ENGAGED

GUIDING
PRINCIPLES

HEALTHY

FISCALLY SUSTAINABLE

CONNECTED

VIBRANT

Look for the Guiding Principles symbols throughout the Plan.

Welcoming
Ensure a great quality of life for residents of all social, cultural and economic backgrounds by providing strong, livable neighborhoods where residents can build relationships in a safe, attractive, and healthy environment.

Stewardship
Operate in a manner that conserves and safeguards natural resources, becoming a model of environmental stewardship and managing the Town's resources wisely to support present and future generations.

Authentic
Capture the distinctive sense of place and community identity that is uniquely Scarborough, preserving the rich history and diversity of places that are interesting and beautiful.

Healthy
Maintain a healthy community with parks, beaches, natural areas, public spaces, and facilities that provide a range of amenities and experiences via a safe, inviting, and connected system.

Vibrant
Provide healthy and sustainable residential and business environments by actively investing in efficient infrastructure and service delivery options in order to build a community that is attractive to residents, employers, and their workers.

Connected
Build a safe, efficient, and reliable transportation system that encourages active mobility while balancing all modes of transportation during all seasons, offers strong linkages between neighborhoods and villages, and incorporates a network of complete streets.

Fiscally Sustainable
Deliver excellent municipal facilities and services to our entire community in a fiscally sustainable manner to minimize the impacts and costs for tax payers.

Engaged
Cultivate community and civic responsibility by promoting citizen engagement where all are able to be involved in determining the future of Scarborough.

Bold
Lead with purpose and take proactive steps to plan the future of the community.

THE PUBLIC PROCESS | 20

Over the course of 18 months, the Town offered an array of engagement opportunities, using a number of creative techniques to reach a broad cross-section of Scarborough and spread the word about the project. In today's busy world, where there is no one way to reach people, Scarborough went above and beyond.

This Comprehensive Plan update stands on the foundation established by the community in the 2006 Comprehensive Plan. The key to this Comprehensive Plan is YOU, the community of Scarborough. The Long Range Planning Committee, working with our consultant team and Town leadership, developed a process to ensure that this version of the Town's Comprehensive Plan was built upon public participation and collaboration.

The Hub

If the Comprehensive Plan process is an evolving wheel of information and participation then the Long-Range Planning Committee (LRPC) was the hub. Through this process the LRPC's primary responsibilities included:

- oversight of the planning process

- facilitation of the community outreach process

- review of draft materials

- serving as a clearinghouse of information and data sources, and

- coordination with key stakeholders, officials, and the community.

In the winter of 2016, the LRPC began thinking about finding dynamic and creative ways to engage the public and generate interest. To accomplish this goal, the LRPC worked with Staff and the consulting team to design the following process.

The Kick-off

In May 2017, the LRPC held the project kick-off event. An estimated 90 community members attended to hear about the project, meet our consultants, learn about the process, and provide initial feedback that helped craft future activities. This event served to generate interest for the community charrette and, based on public input, served as the impetus for the Imagine the Future meetings.

Imagine the Future

Building off what was heard and learned at the Kick-off event, during the summer of 2017 the public was invited to a series of neighborhood meetings dubbed "Imagine the Future." These meetings were scheduled in neighborhoods around town as well as with various committees and community organizations to talk about life in Scarborough, share what makes Scarborough a special place, and identify challenges to be addressed. An estimated 112 individuals participated in these events. Results from the meetings were documented and shared with our consulting team to shape the process and Plan.

Community Charrette

For four days in September 2017, the Town of Scarborough was home to Planapalooza™, our consultant's trademark name for the community charrette. Over 200 community members joined staff, officials, members of the LRPC, and our consulting team during these events.

The community charrette was an intensive community planning and design process that provided an open forum for the public to meet and share their local knowledge. Participants joined, and often led, conversations surrounding issues related to land use, transportation, natural resources, parks and open spaces, bikeways, trails, public facilities and services, economic development, as well as community growth, development, design, housing, and community identity.

The community charrette enabled our community to share in big ideas and generate a vision which established the driving goals and principles within this document.

This four-day event began with a hands-on community planning activity held at Scarborough High School. After a short introduction to the comprehensive planning process, the consulting team facilitated a working session in which the participants were asked to "get to work" and brainstorm their ideas while working with base maps of our town. Citizen planners were asked to identify areas they loved in town, as well as areas for opportunities and those of concern. Working in small groups, ideas were drawn, highlighted, and annotated on the maps. At the end of the work session, each group reported out their big ideas and key elements to the entire group. Similarities heard in the reporting by each small group highlighted how many ideas people hold in common, helping the design team to understand the community's priorities.

The second and third days of the community charrette were held in an open office space across the street from Town Hall. These days included specialty meetings on topics such as transportation, housing, natural resources, and more. These days also included public open house sessions where Town staff, officials, and the consulting team were available to meet with the community members at a time that worked best for their schedule. During all this activity and open communication, the design team worked quickly to process the community input and develop plan alternatives for

key areas of town, and identify strategies for moving forward with ideas big and small.

Based on all the input received throughout the community charrette, including the hands-on design exercises, specialty meetings, community comment cards, and open house drop-in discussions, a final presentation closed out the event. The presentation was the consulting team's opportunity to reflect back to the community what they heard, provide concepts and ideas for moving forward, and, most importantly, hear back from the attendees to ensure all who wished had the opportunity to participate.

Photos of the community charrette are on the following page.

Online Engagement

Beginning in the Spring of 2017, through the adoption of the Plan, the Town maintained an active online presence designed to enable real-time public input and disseminate information. The project website posted documents, reviewed events from the community charrette, and gathered public input through discussion boards, map-based exercises, and more. The Town's Facebook page also provided general project information and updates on the work in progress.
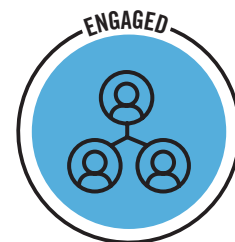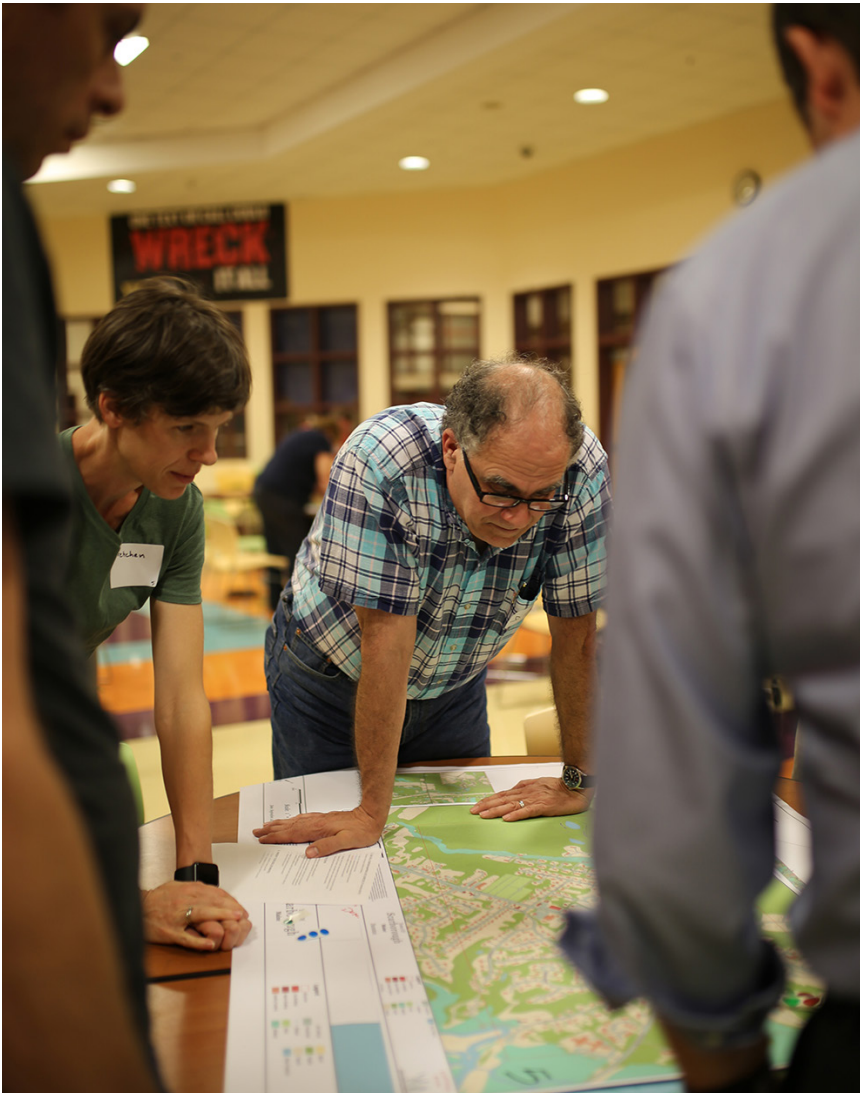
Community Survey

In addition to the online activities for feedback, the Town printed a survey in the local paper to solicit comments on the elements of the draft plan. Respondents could tear out the survey from the paper and return it to various boxes around town. The survey could also be filled out on the project website. The Town received 564 responses, including extensive comments. The survey results are displayed in the graphics on the following pages.

And More…

Project communication was also provided through the Town's e-newsletter, during Council and other Town committee meetings, traditional news articles, and direct communication with stakeholders.

Plan Adoption

The LRPC led a thorough and deliberate public review of the Plan once it was drafted. Many of the same public outreach tools, such as online engagement and neighborhood meetings, were utilized to continue the public discussion before final adoption of this document.
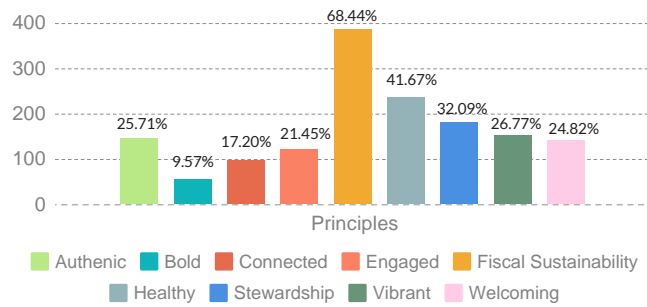
Comprehensive Plan Survey Results

All RESPONSES: 564

Principle	Count
AUTHENTIC	145
BOLD	54
CONNECTED	97
ENGAGED	121
FISCAL SUSTAINABILITY	386
HEALTHY	235
STEWARDSHIP	181
VIBRANT	151
WELCOMING	140

Q1. Nine Guiding Principles emerged from discussions at Planapalooza. The Town would like to know which three (3) principles are most important to you over the next 10 to 20 years. Please check the three principles which most resonate with you.

Principles chart:
- Authenic 25.71%
- Bold 9.57%
- Connected 17.20%
- Engaged 21.45%
- Fiscal Sustainability 68.44%
- Healthy 41.67%
- Stewardship 32.09%
- Vibrant 26.77%
- Welcoming 24.82%

Legend: Authenic, Bold, Connected, Engaged, Fiscal Sustainability, Healthy, Stewardship, Vibrant, Welcoming

Q2. Based on input at Planapalooza, traffic is a major concern for residents. Please choose whether or not you agree with the following ideas regarding traffic along Route 1.

Provide alternative routes for pass-through commuters, avoiding congested areas of Town.
- 49.07%
- 31.23%
- 15.43%
- 4.28%

Results — Agree, Maybe, Disagree, No Opinion
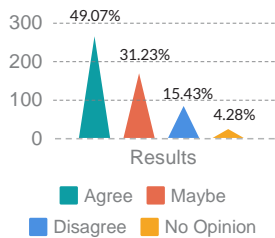
Improve intersections to accommodate the heaviest traffic flows, focusing on the needs of the pass-through commuter.
- 38.65%
- 32.27%
- 24.77%
- 4.32%

Results — Agree, Maybe, Disagree, No Opinion
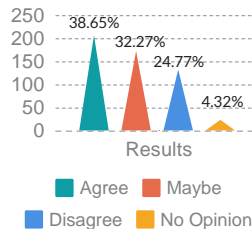
Improve traffic for moderate flows, somewhat inconveniencing pass-through traffic.
- 31.44%
- 36.36%
- 25.95%
- 6.25%

Results — Agree, Maybe, Disagree, No Opinion
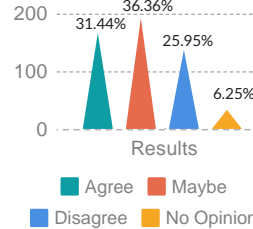
Slow traffic down to promote walkability in the village areas, emphasizing local needs over pass-through commuter needs.
- 35.03%
- 24.29%
- 36.72%
- 3.95%

Results — Agree, Maybe, Disagree, No Opinion
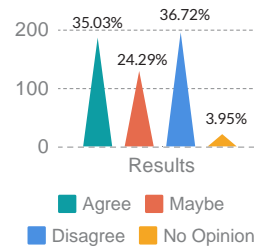
Q3. At Planapalooza, participants identified the diversity(location, style and price) in our neighborhoods as a strength. Please indicate your level of agreement with the following strategies:

Ensure that a variety of housing types can be built within the community.
- Agree (48.79%)
- Maybe (26.72%)
- Disagree (20.22%)
- No Opinion (4.27%)
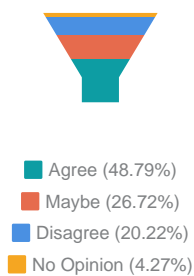
Encourage development of housing in a variety of price ranges.
- Agree (49.91%)
- Maybe (25.79%)
- Disagree (21.31%)
- No Opinion (2.99%)
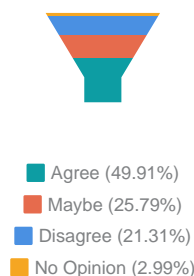
Encourage housing attractive to all.
- Agree (63.69%)
- Maybe (21.60%)
- Disagree (11.92%)
- No Opinion (2.79%)
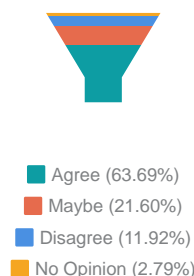
Allow higher density in some areas to increase affordability and conserve land.
- Agree (38.43%)
- Maybe (28.54%)
- Disagree (32.28%)
- No Opinion (0.75%)
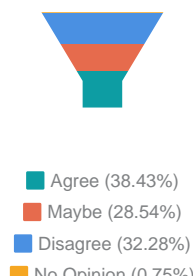
Promote walkability through a series of connected sidewalks and trails.
- Agree (62.64%)
- Maybe (23.98%)
- Disagree (12.08%)
- No Opinion (1.30%)

ENGAGED
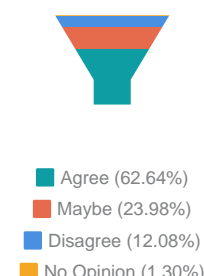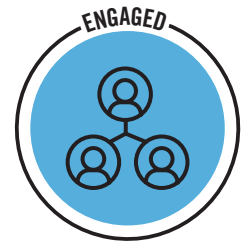
Q4. At Planapalooza, participants identified the importance of maintaining and fostering a sense of community identity within Scarborough. Please indicate your level of agreement with the following strategies:

Preserve the remaining historic resources of value to the community.

Provide for vibrant and diverse activity centers that draw the community together, providing areas to meet, work, shop, dine and socialize.

Develop a community center facility, attracting all ages to a central location.

Allow development patterns that build upon distinctive characteristics of existing neighborhoods and villages.

Preserve: Agree 65.24%, Maybe 26.95%, Disagree 4.28%, No Opinion 3.53%

Provide: Agree 43.10%, Maybe 33.02%, Disagree 21.08%, No Opinion 2.80%

Develop: Agree 39.77%, Maybe 27.20%, Disagree 31.52%, No Opinion 1.50%

Allow: Agree 37.87%, Maybe 40.11%, Disagree 12.31%, No Opinion 9.70%

Legend: Agree, Maybe, Disagree, No Opinion

Q5. Planapalooza participants identified the protection of the natural resource base as a fundamental to the future of Scarborough. Please identify your level of agreement with the following strategies.

Preserve elements of the Town's rural character and significant vistas.

- Agree (81.37%)
- Maybe (15.87%)
- Disagree (2.03%)
- No Opinion (0.74%)

Protect the Scarborough Marsh's ecosystem through the preservation of water courses and undeveloped blocks of land that are significant to wild life habitat and low impact recreation opportunities.

- Agree (86.40%)
- Maybe (11.21%)
- Disagree (1.84%)
- No Opinion (0.55%)

Communicate the importance and value of the Town's resource base to residents, students, businesses and visitors.

- Agree (60.57%)
- Maybe (25.90%)
- Disagree (6.86%)
- No Opinion (6.67%)

Engage in resiliency planning related to increased rainfalls and rising sea levels.

- Agree (54.02%)
- Maybe (28.60%)
- Disagree (11.78%)
- No Opinion (5.61%)

To preserve rural character, continue to allow development in areas which take advantage of existing infrastructure, even though the ecosystems in these areas may be more fragile and may require additional controls and regulations to be implemented.

- Agree (23.26%)
- Maybe (37.90%)
- Disagree (34.33%)
- No Opinion (4.50%)

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Online Engagement

SCARBOROUGH ENGAGED.ORG

126 REGISTERED

3,512 VISIT

f

9,760 REACHED

16.6% CLICKS

KICK-OFF
MEETINGS

MAY 22-23, 2017

90 PARTICIPANTS *(ESTIMATED)*

IMAGINE THE FUTURE MEETINGS

112 PARTICIPANTS *(Estimated)*

1 **Conservation Groups**
08/10/2017

2 **Library Board**
08/10/2017

3 **North Scarborough**
08/15/2017

4 **Higgins Beach**
08/15/2017

5 **Pine Point Meeting**
08/17/2017

6 **Oak Hill Neighborhood**
08/24/2017

7 **Kiwanis Club**
08/25/2017

8 **Boards and Committees**
09/14/2017

COMMUNITY CHARRETTE OPENING NIGHT

SEPTEMBER 25, 2017

54 PARTICIPANTS

Specialty Meetings

Sept. 26th 2017

57 PARTICIPANTS

OPEN STUDIO

SEPTEMBER 26-28, 2017

50 Walk-ins *(Estimated)*

17 Participants Signed In

CLOSING NIGHT

52 PARTICIPANTS

SEPTEMBER 28, 2017

TOWN HISTORY | 31

The Sokokis Indians lived in what we now call Scarborough, but they called it Owascoag, "land of much grass," because of the extensive salt marsh. Scarborough's salt marsh and rivers served as boundaries separating settlements.

European Settlement

During the early periods of European exploration and settlement, Scarborough was accessed and explored from the sea. Water-based transportation oriented settlers to the ocean and, as they ventured inland, around rivers and creeks. Water provided a means of moving people and materials as well as serving as a basis for communication.

Water also furnished sources of power where adequate grades allowed moving water to drive water wheels for mills. The areas around the mills became the first "nodes" of settlement. Due to a lack of good land routes, Scarborough became a town of separate villages, each with its own church and school.

Travel that began as foot trails evolved and became organized into roadways as settlement patterns were established and nodes were connected.

Even though incorporated as a town in 1658, the original villages from these early settlements continue to define parts of the town, now known as Dunstan, Oak Hill, Pine Point, North Scarborough, etc.

The 19th Century

The 1857 map of Scarborough on the next page shows the settlement before the Civil War and with the then-recent introduction of the railroad as the only mechanical form of land transportation. The historic road pattern reflects the underlying topography and geography of the Town.

The "bicycle craze" struck most of the US and beyond in the late 19th century, including Scarborough. In those days, the streets and roads were shared by everyone. Roads were usually not paved, with some being of "corduroy" construction across wetlands and shoreline areas. These routes used logs, sometimes covered with gravel, to provide the structural support for wagons and others to travel over wet areas.

While Scarborough had a variety of modes, they all traveled at the same speed. Horse drawn coaches could travel at faster speeds that could be dangerous to others, but these were rare and made enough noise to warn other people using the road.

Well into the early 1900s, salt hay was a source of income for owners of marshland. To increase yield and profits, large-scale diking was introduced by the late 1800s. Diking and development of roads and rail lines across the marsh negatively impacted the marsh, destroying soils and natural vegetation and resulted in hay on the marsh. Marshland gave way to inland pastures and expanding agricultural development. The U.S. Fish and Wildlife Service reported that Maine has lost 20% of its wetlands to development in the last two centuries.

Bicyclists at the Checkley Hotel

Source: http://scarboroughhistoricalsociety.org/page/9/

Map of Cumberland County Maine

Source: http://scarboroughhistoricalsociety.org/page/9/

Trolley at Dunstan Scarborough

The picture of a Scarborough road in the 1890s shows the shared and informal nature of the travel space, with a few bicycles parked on the left side.

The 20th Century

Of course, transportation inventions continued. Significant changes arrived with the 20th century and the introduction of the automobile. Early automobiles quickly became a dominant element on most of the early roads. They scared horses and other livestock, they were comparatively and unpredictably noisy, and were considered dangerously fast. Several early locations imposed speed limits that required these motor vehicles to travel at no more than human and animal speeds, with early speed limits varying between 4 and 8 miles per hour, a speed range roughly equivalent to adult walking and running.

The 1950s brought rapid growth in Scarborough as veterans returned home, married, and built houses. Over the years the population grew. As people moved to town to fill jobs created by commercial growth, housing developments sprang up, large retailers like Wal-Mart and Sam's Club moved to town, Maine Medical Center broke ground for a complex of medical offices and lab, and the town built new support services for the burgeoning population.[1]

Open-space preservation was recognized early on as critical to protect Scarborough's natural resources. In 1977, eight citizens concerned with population growth and its impact on Scarborough's natural heritage created the Owascoag Land Conservation Trust (today's Scarborough Land Conservation Trust). They and the Friends of the Scarborough Marsh partnered to safeguard the Town's open space, marshland, and nature trails for future generations.[2] Today, the Maine Farmland Trust continues to honor Scarborough's deep history as one of Maine's great agricultural areas by actively working to ensure the conservation of quality farmland in an aggressively developing area of the state.[3]

Over the past thirty years, Scarborough has grown rapidly and has become increasingly suburban in nature. This growth has been characterized by spread out residential development that has placed significant pressure on the Town to maintain and expand expensive infrastructure systems. The lower the density of development, the greater the cost to service and maintain infrastructure. Scarborough is no longer the small town it was in the mid-1900s and is now one of the fastest growing communities in Maine.

BOLD

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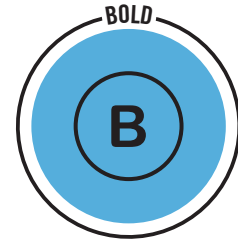
A 1903 Ford in Scarborough

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1. Maine Memory Network, "Scarborough: They Called it Owascoag", by Mary B. Pickard
2. www.scarboroughlandtrust.org/about/our-history
3. www.mainefarmlandtrust.org

These graphics show development in 1925 compared to 2010. The red dots represent structures.
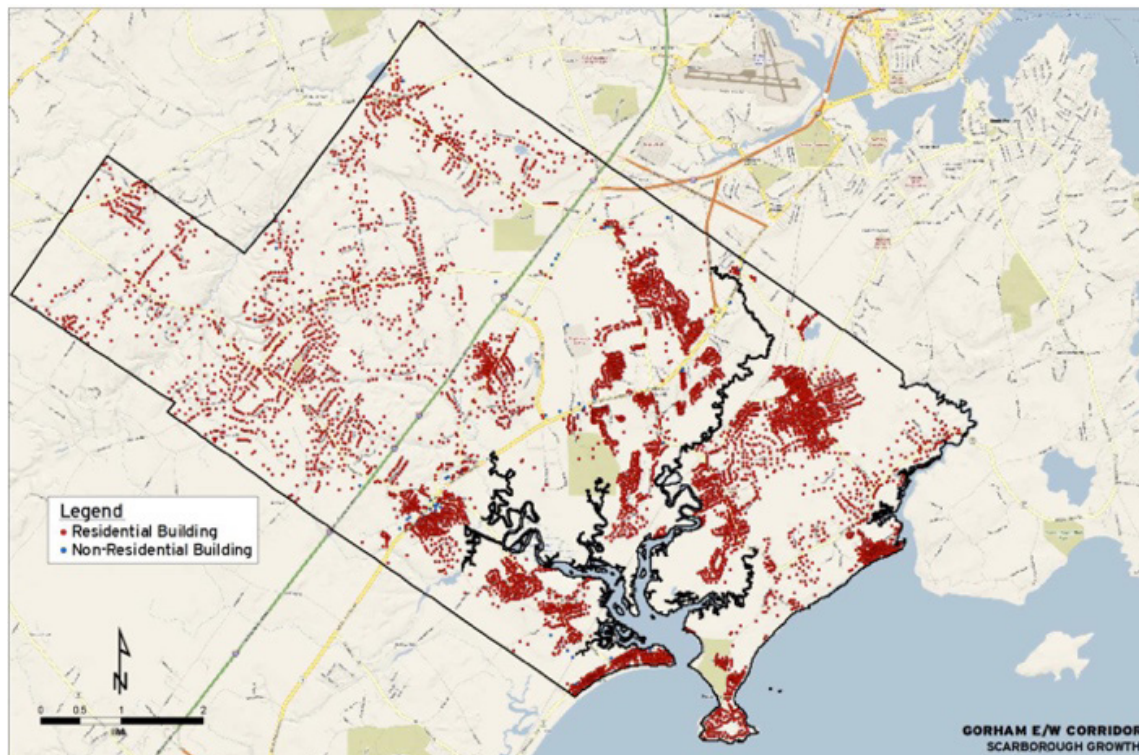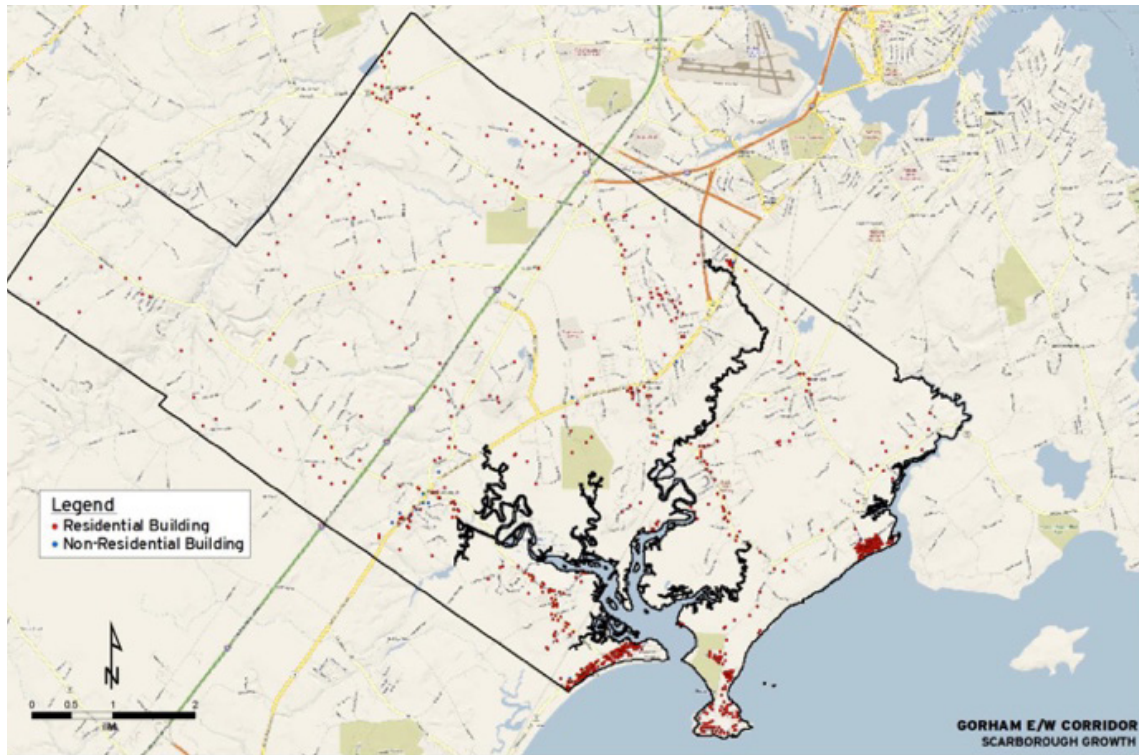
THE STATE OF AFFAIRS | 37

- Demographics
- Built Environment
- Town Facilities and Services
- Natural Environment
- Government Finance

This section defines existing conditions, emerging trends, and priority issues raised by the community. The technical analysis, insights, and recurring themes lay the foundation for the Plan framework and recommendations in the upcoming sections.

DEMOGRAPHICS

Population Overview

Scarborough's population increased by over 2,000 residents over the last nine years, pushing the Town's population to 20,991 people in 2019, according to the latest population estimates provided by the US Census Bureau. Scarborough is now the eighth most populous community in the State of Maine.

Based on the 2019 population estimate, the Town of Scarborough increased 11.0% over the last nine years. This rate of increase translates into an annual growth rate of 1.2% for the nine years. On average, the Town has added 232 new residents each year for the nine-year time period.

While population increases averaged at 1.2% over the nine years, the change has been greater over the last few years, with an increase of 3% between 2018 and 2019.

The 2020 Census counts have not been released at this point, however a simple projection based on the rate of increase for the 2018-2019 period, would yield a population of 21,621. Using the 9-year annual average increase would yield a slightly lower projection of 21,235. For simplification, we will project the 2020 population at the midpoint between these two projections - 21,428.

The attractiveness of Scarborough to new residents is nothing new. Scarborough's population more than doubled during the post-World War II time period, from 1940 to 1960. Between 1960 and 1980, population increased 77% to 11,347 residents. By 2000, the population reached 16,970.

Photo Credit: Dave Cleveland under contract to Town of Scarborough

Photo Credit: Dave Cleveland, Maine Imaging, for SEDCO

NOTE on Sources: It's important to note that there are multiple sources for population estimates, each with different estimates. Even within the Census Bureau, there are multiple estimation programs. For 2019, the population estimate of 20,991 is from the US Census Bureau's Annual Estimate of Population, Vintage Series for Minor Civil Divisions. This series provides the population estimate only. Another series, The American Community Survey (ACS), provides the socio-economic data such as income, housing units, family types, households etc. This survey data is produced annually but is based on five years' worth of survey data. The "ACS" data is used in the next section which describes the characteristics of the population. The ACS does provide a population estimate, which is slightly lower than the US Census Bureau's estimate series. (20,146).

To put this level of population increase in context, the chart to the right shows population increases in Scarborough by decade.

Scarborough's population increase should be no surprise based on the town's favorable location and amenities. Scarborough's natural landscape shaped by the Scarborough Marsh and the rivers contributing to the marsh create stunning vistas. Coastal access is plentiful with four beaches open to the public.

Transportation access is another large factor in Scarborough's attractiveness to residents. With the addition of the I-295-Connector, Scarborough is 10 minutes to downtown Portland, making for a short commute to the State's biggest job market. Scarborough enjoys direct access to the Maine Turnpike, providing easy commuting south to York County and north to the Lewiston-Auburn market. Other features attracting residents to Scarborough include a quality school system and a growing employer base, providing residents with more opportunities to work and live in the same community.

One additional factor in Scarborough's population increases over the last decade has been the resurgence of the City of Portland as an attractive and livable city. Portland's national and international reputation as a center of creativity for the food industry cluster, arts and bioscience attracts both businesses and residents to the region, while Scarborough assets attract people and businesses to their home within the region.

Population in Scarborough
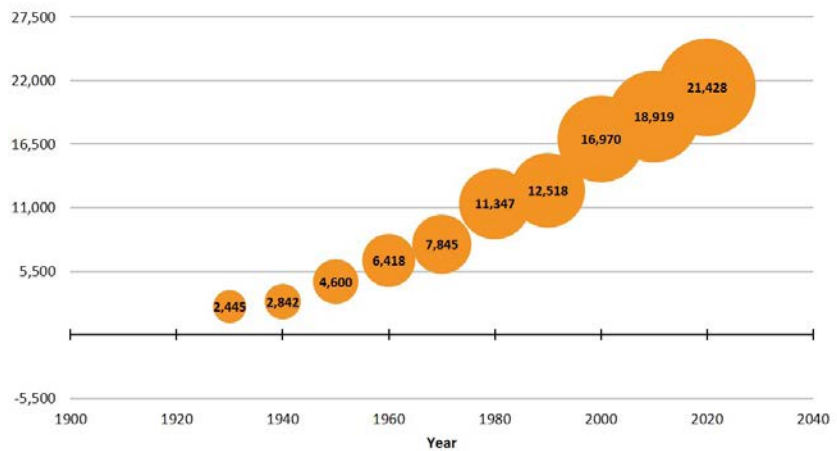
Rate of Population Increase by Decade in Scarborough

Year	Rate
1940	17%
1950	62%
1960	40%
1970	22%
1980	45%
1990	10%
2000	36%
2010	12%
2020	13%

39
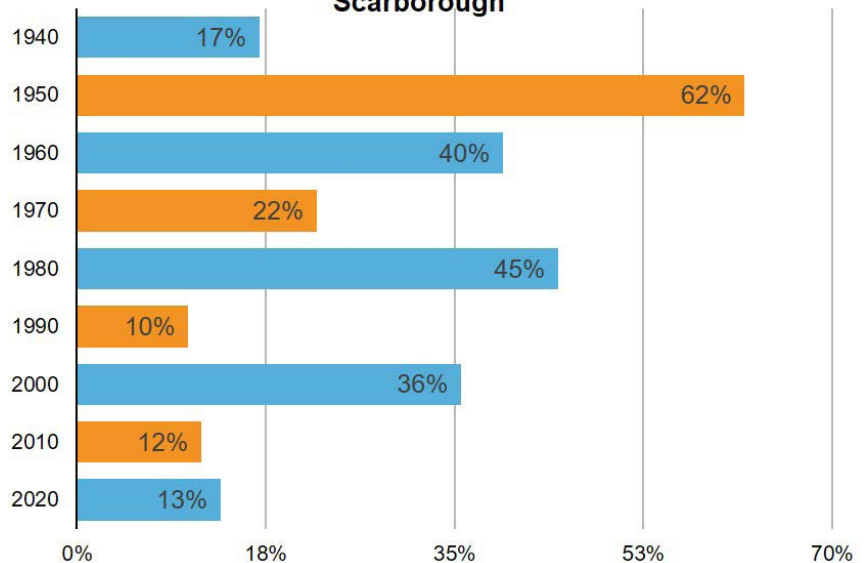
Within Cumberland County, Scarborough's population increased by 2,086 people between 2010 and 2019, representing 15.4% of Cumberland County's total population increase. Other communities adding more than 1,000 new residents during this time period in Cumberland County include Falmouth, Gorham, Westbrook and Windham.

In terms of a percent increase over the past nine years, Scarborough increased 11%. The Town of Cumberland increased at a faster rate than Scarborough at 13.8%.

Falmouth increased 10.1% during this period, while Gorham and Windham increased between 9% and 10%.

The 2020 population projection shows the town at 13.3% over the ten-year period. This rate outpaces the previous decade (2000 to 2010) which increased by 11.5%. However, the decades covering the 1940's, 1950's, 1960's, 1970's and 1990's outpaced the period between 2010 and 2020.

Portland, with 66,215 residents in 2019, is, by far, the largest community in Cumberland County and in the State. The next largest community in Cumberland county

is South Portland with 25,532, with Scarborough taking the number three spot away from Brunswick in 2019. These population totals are from the 2019 Census population estimation series and represent the official estimates from the Census Bureau.

WELCOMING

% Increase in Population 2010-2019: Selected Communities

Community	% Increase
NORTH YARMOUTH	7.9%
FREEPORT	8.7%
WESTBROOK	8.9%
WINDHAM	9.1%
GORHAM	9.9%
FALMOUTH	10.1%
SCARBOROUGH	11.0%
CUMBERLAND	13.8%
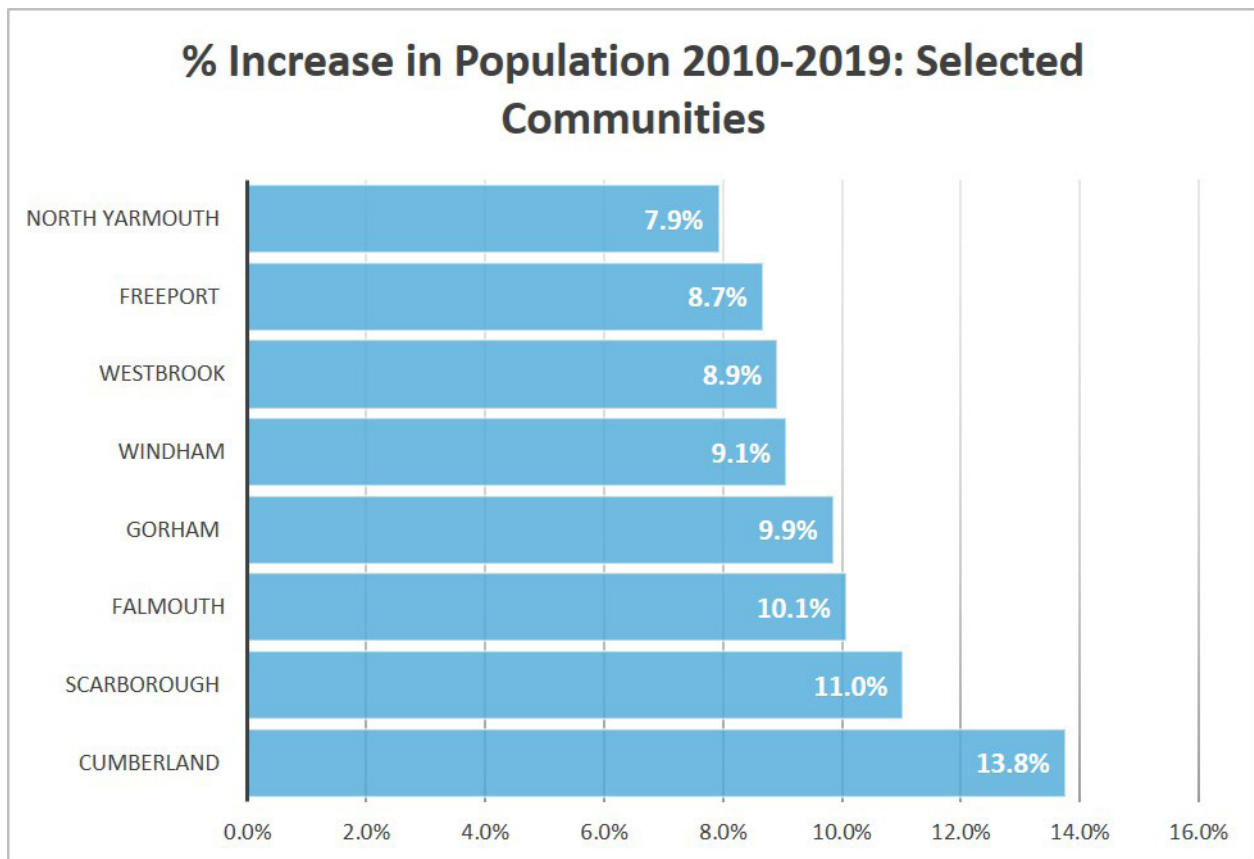
Age

While an increase in population plays a major role in determining the needs of a community, the dynamics of aging within that population is also a critical indicator of community needs.

Age is often talked about in terms of the characteristics of generations such as the Baby Boomers or Millennials. Baby Boomers have been in the spotlight for more than fifty years - describing the generation of people born between 1946 and 1964. (Ages 55-73 in 2019). The post-World War

II Boomers have been the largest single generation for decades, but nationally, they lost their number one spot to the Millennials in 2019. Millennials, (ages 23 to 38 in 2019), now number 72.1 million nationally, compared to 71.6 million Baby Boomers. Generation X (ages 39 to 54) number 65.2 million. At their peak, Boomers were 78.8 million strong in 1999. (Source: Pew Research Center, April 28,2020 FactTank)

Following on the heels of the Millennials is Generation Z. According to Pew Research, which

POPULATION 65+ IN SCARBOROUGH

22.1%
2019

16.6%
2010
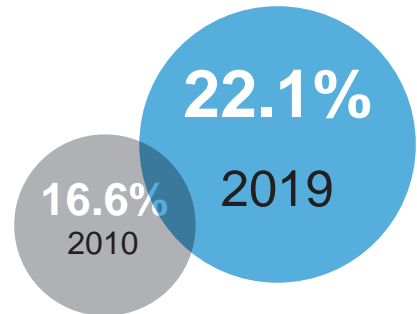
The generations defined

GENERATION AGE IN 2019

Born 1997-2012

Born 1981-96

Born 1965-80

Born 1946-64

Born 1928-45

1920   1940   1960   1980   2000   2020

Generation Z
ages 7-22*

Millennials
ages 23-38

Generation X
ages 39-54

Boomers
ages 55-73

Silent
ages 74-91
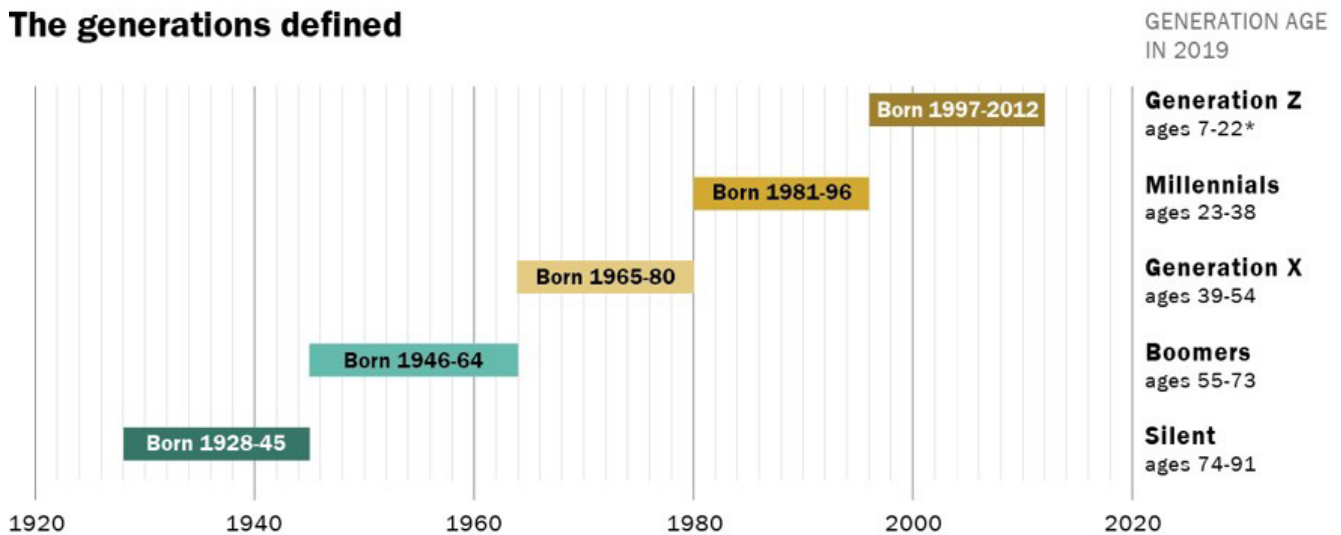
*No chronological endpoint has been set for this group. For this analysis, Generation Z is defined as those ages 7 to 22 in 2019.

PEW RESEARCH CENTER

Note: the only generation which is universally defined with specific beginning and ending birth dates is the Baby Boom generation. They are defined by the Census Bureau. For this reason, we are using the Pew Foundation's research on age demographics as our source to define other generations. Information on their definitions can be found at https://www.pewresearch.org/fact-tank/2019/01/17/where-millennials-end-and-generation-z-begins/

includes those born after 1996. The oldest of Generation Z will be 24 in 2021. Generation Z, sometimes referred to as "Zoomers", is the most racially and ethnically diverse generation and is the first generation to grow up with smartphones as part of everyday life. The generation following "Z" is still evolving – some are calling this Generation Alpha. The cutoff between Generation Z and the next generation is shown in the chart below as 2012, but that dividing line is in flux. As demographic trends emerge for the new generation, a generally agreed upon cut off will emerge.

In Scarborough, Baby Boomers still dominate. Boomers comprise an estimated 5,199 residents,

while Millennials come in at 2,660. Like every community in Maine, Scarborough's baby boom population is marching through the age groups and is heading toward peak retirement years.

The 65 and older age group is increasing in both absolute numbers and in percentage of total population. Between 2010 and 2019, those 65 and older increased from 16.6% in 2010 to 22.1% by 2019. In contrast, the number of residents under the age of 18, dropped from 24.3% of the population to 21.1%.

In numbers, residents 65 and older added 1,343 people to their ranks. Children aged 0 to 17 decreased by 284 from 2010 to 2019. Based

on the ACS population estimate of 20,146 for 2019, there were 4,444 residents aged 65 and over and 4,251 residents aged 0 to 17.

Those aged 65 and older in Scarborough now out-number children under 18 in 2019.

Population growth in the 65 and older population will continue to increase organically as our existing population ages and with anticipated in-migration. The needs of seniors may be amplified by continued growth in market rate housing which caters to senior demographics and in complete care residential communities and facilities.

Scarborough Population Changes by Age Group as % of Total Population

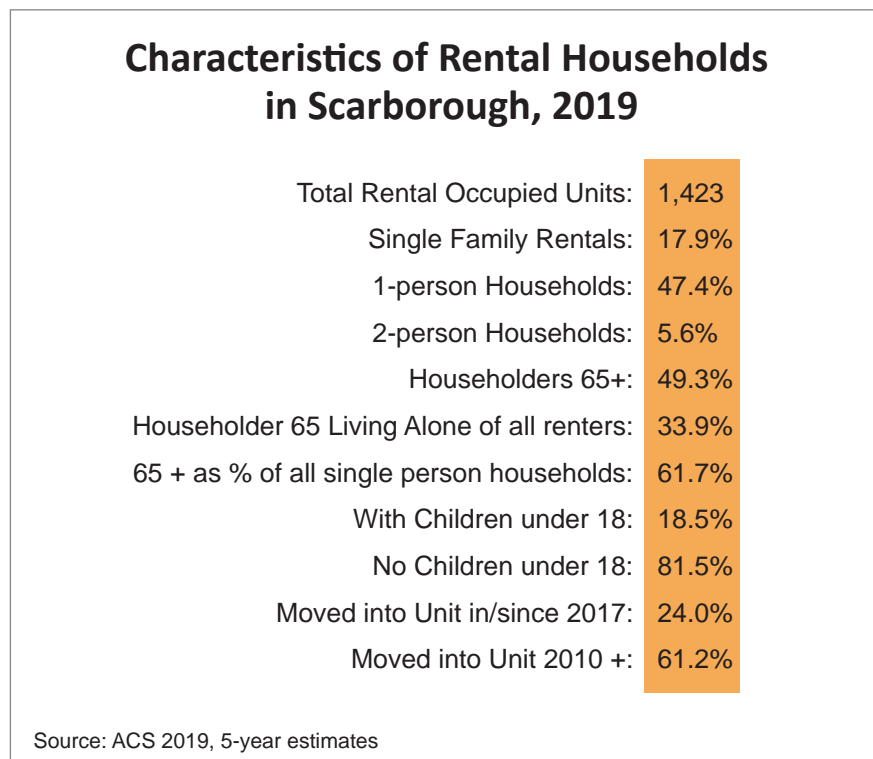| Age Group	2019	2015	2010
0 to 17	21.1%	22.3%	24.3%
18-24	5.7%	6.1%	4.9%
25-34	7.3%	8.7%	8.3%
35-54	28.8%	29.9%	30.5%
55-64	15.1%	13.6%	15.2%
65+	22.1%	19.3%	16.6%
85 Plus	3.6%	2.5%	2.0%
Median Age	48.1	44.7	43.8

ACS 2010, 2015, 2019

Households

While population changes are important to understand in planning for the future, the way in which people live in communities is equally important. The US Census Bureau, through the American Community Survey, provides detailed information on the characteristics of households at the community level.

In 2019, the Census Bureau estimates that there are 8,101 households in Scarborough, up 704 households since 2010. Households represent and are equal to occupied housing units. In Scarborough, 2.44 people live in each household, on average. A household can range from a one-person household to a large family.

Within Scarborough, there are a total of 9,233 housing units as of July 2019, according to the American Community Survey. The total number of housing units increased by 827 units between 2010 and 2019. The difference between households and total housing units is the number of vacant units and the number of units held for seasonal use. These two categories make up the difference between 8,101 households and 9,233 total units.

For comparison purposes, the Town's assessing records showed 9,484 units as of April 1, 2019. By April 2020, housing units listed on the Assessing records numbered just over 10,000 units.

When looking at the types of households within Scarborough, we see that single person household (persons living alone)

Types of Households in Scarborough

1-Person Households

25%

Other Family Households

39%

5%

Non-Family Households (Unrelated Individuals)

31%

Family Households With Children <18

Characteristics of Rental Households in Scarborough, 2019

Total Rental Occupied Units:	1,423
Single Family Rentals:	17.9%
1-person Households:	47.4%
2-person Households:	5.6%
Householders 65+:	49.3%
Householder 65 Living Alone of all renters:	33.9%
65 + as % of all single person households:	61.7%
With Children under 18:	18.5%
No Children under 18:	81.5%
Moved into Unit in/since 2017:	24.0%
Moved into Unit 2010 +:	61.2%

Source: ACS 2019, 5-year estimates

increased their share of total households from 23% in 2010 to 25% in 2019. Households with children under 18 decreased in their share of total occupied housing units from 34% of total households in 2010 to 30.8% in 2019. The following chart illustrates the types of households within Scarborough in 2019.

Within Scarborough 82.4% of the 8,101 occupied housing units are owned. The vast majority of these owner-occupied units (88.8%) are single family detached units. Of the 17.6% of occupied units that are rented, 17.9% are single family detached units.

Of the renter occupied housing units. 47.4% of them are occupied by one person, while one-person households comprise only 20.1% of owner-occupied units. Some 14% of all households are

occupied by folks 65 and older and living alone. Seniors living alone comprise 34% of all renters.

Families with children under 18 comprise 30.6% of all households, 18.5% of rental units and 33.2% of owner-occupied units.

Race and Ethnicity

Within Scarborough, minority populations have increased from 1,319 residents to 1,620 residents since 2019. The non-white population increased from 7.2% of the total population to 8.0%. The table below shows the changes in population by race in Scarborough.

The Census Bureau treats those of Hispanic origin separately from race, since you may identify as white, black or any combination of races as well as being of Hispanic

Origin. Within Scarborough, 366 residents identify as being of Hispanic origin, an increase of 103 people since 2010.

Income

Scarborough ranks as the fifth wealthiest community in Cumberland County using the indicator of median household income in 2019. Cape Elizabeth, Falmouth, North Yarmouth, and Cumberland have incomes higher than Scarborough.

The medium annual household income in 2019 in Scarborough was $94,905. The American Community Survey also provides median family income ($118,911) and median income for non-families ($50,444). Non-Family income tends to be lower than family income, due to the prevalence

RACE IN SCARBOROUGH

Race	2010	% of Total	2019	% of Total
White	17,318	92.9%	18,526	92.0%
Black or African American	205	1.1%	57	0.3%
American Indian and Alaska Native	42	0.2%	34	0.2%
Asian	711	3.8%	998	5.0%
Native Hawaiian and Other Pacific Islanders	-	0.0%	-	0.0%
Other Race	120	0.6%	14	0.1%
2 or more Races	241	1.4%	517	2.8%
Total	18,637	100%	20,146	100%

of single person households. Family household income is often associated with multiple earners. The household income takes into account all households, including single person households and households with non-related individuals.

In 2010, the median household income was $74,886, suggesting that household income increased 26.7% over nine years. The rate of inflation for this same period was 17.2%, therefore households in Scarborough have experienced real gains in their income levels. Just over 16% of all households in Scarborough earn $200,000 or more annually in 2019.

While Scarborough is a relatively wealthy community when compared to other communities in Maine, there are folks who struggle. Nearly 900 people in Scarborough lived below the poverty level in 2019, representing about 4.5% of the population. Just over 5% of residents 65 and over lived below the poverty level in Scarborough.

Householders 65 and older earn approximately 60% of the median Household income, which is equivalent to $56,624. There are 2,697 households headed by residents 65 and older, or 33.3% of all households.

Another dissection of income in Scarborough is by those households with a mortgage and those households with no mortgage. For owner occupied housing units, about 31% of the households have no mortgage. The balance of households (69%) has at least one mortgage. The median income of those households with no mortgage are about 46% of those who have a current mortgage. Housing values were not significantly different between those with a mortgage, ($379,800 median housing value) and those without a mortgage ($343,200 median housing value).

Geographic Mobility

In 2019, 2,203 residents moved within the last year, representing 11% of the total population 1 year and older. Of the 2,203 residents living in a different house, 71 moved to another home in Scarborough. Taking moves within Scarborough into account, 2,132 residents were new to Scarborough in 2019.

Looking back to 2010, the same turnover of population existed. These numbers suggest that in any given year 10% to 11% of the population is new to Scarborough.

Most of the new residents (54%) in 2019 are moving from other communities in Cumberland County. Some 516 new residents moved here from Portland. Of these new residents, 32% are 65 and older.

The new population is not the same as the total increase in population. In any given year, there may be 2,000 new residents in Scarborough, but the growth rate has been 1.2% for each of the nine years since 2010. The difference is the number of folks who have moved out of Scarborough during the same period.

Given the significant proportion of the population that is relatively new to Scarborough, it is critical to understand how new residents assimilate into the community. Helping new residents to identify with the town is and will continue to be an important part of building the future of Scarborough.

Median Household Income

$94,905

Tenure by Type of Unit: Scarborough 2019

	Occupied		Owner Occupied		Renter Occupied		Total Units	
	Units	% of Units	Units	% of Units	Units	% of Units	Units	% of Units
1, detached (Single Family)	6,186	76.4%	5,931	88.8%	255	17.9%	7,011	75.9%
1, attached	508	6.3%	341	5.1%	167	11.7%	508	5.5%
2 units per building	189	2.3%	91	1.4%	98	6.9%	228	2.5 or%
3 or more units per building	930	11.5%	100	1.5%	830	58.3%	1,181	12.8%
Other types of units	288	3.6%	215	3.2%	73	5.1%	305	3.3%

Source: 2017 Data

Housing Affordability

Like many coastal communities in southern Maine, housing sales prices and rents continue to increase in Scarborough.

According to information compiled by MaineHousing, 47.5% of existing households in Scarborough would be unable to afford a home at today's prices. The current median income of Scarborough is 82% of what is required to afford the median priced house.

Out of 331 homes sold in 2020, only 83 were sold at a price that MaineHousing determined to be affordable to Scarborough families.

Rental affordability is decreasing in Scarborough according to MaineHousing. The median rent for a two-bedroom (with utilities) increased from $1,242 in 2017 to $2,179 in 2020. The increase in rent is likely influenced by new apartments developed over the last few years, as opposed to a significant rent increases for existing units. To afford the current median rent of a two-bedroom unit in Scarborough, the household would need an income of $87,177.

Income Requirements to Afford Housing in Scarborough

Sales $127,744

Rents $87,177
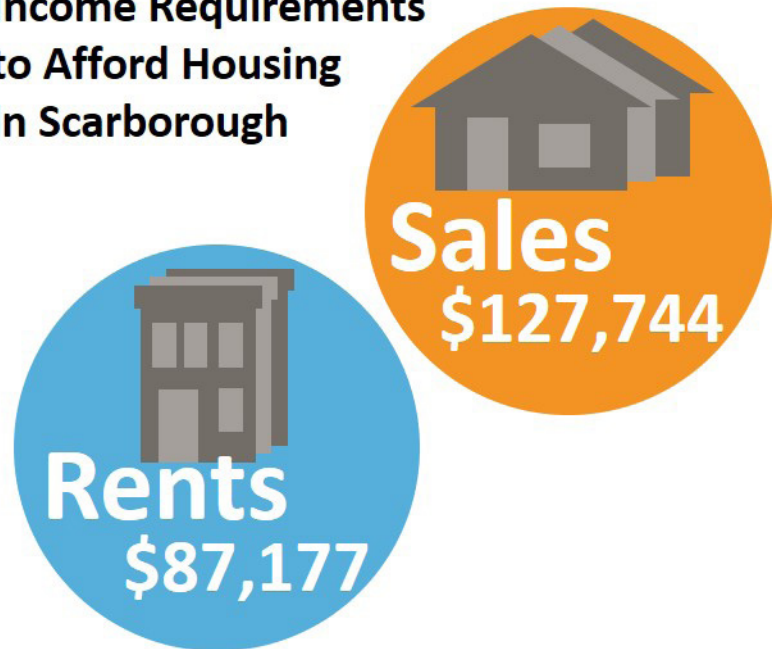
Economy

Scarborough's economic base is strong and diversified. Business is drawn to Scarborough for many of the same reasons that people are drawn to the community - great location and abundant amenities.

Scarborough's major employers include the Hannaford Corporate headquarters, Abbott, Maine Health, Cabelas, and the US Postal Service Distribution Center. Each of the employers comes from a different industrial sector, providing a level of diversification for the community.

Since 2010, major new employers include Martin's Point Health Care, and over 100,000 square feet of new retail space at Scarborough Gallery. Along with new large employers, small to mid-sized companies like Fluid Imaging are also choosing Scarborough as their new home.

Job Growth

One of the standard measurements of economic success is job increases. In 2019, Scarborough businesses provided 16,183 jobs. Businesses added 1,883 new wage and salary jobs between 2010 and 2019, which is slightly less than the total number of new residents added for the same period (2,086 people).

Wage and salary jobs refer to the Maine Department of Labor's Covered Employment Series. This series includes companies which are required to pay unemployment insurance. This data series does not include the self-employed or contract workers, which require additional data sources to estimate.

The chart below shows the growth in jobs located in Scarborough since 2001, indicating that the town is now an employment center within the region. There are .77 jobs in Scarborough per resident.

While population increased 11% over the last nine years, wage and salary jobs increased 13.2%. The data also tracks establishments and wages. Establishments refer to business locations. A single company, like Hannaford, may have many establishments throughout the state. This series indicates that we've had an increase of 165 new businesses in Scarborough from 2010 to 2019, resulting in a healthy increase of 16.6%.

Average weekly wages are up 21.7%, while the total wages generated by jobs in Scarborough over the last nine years is up 37.8%

AVERAGE ANNUAL EMPLOYMENT:
WAGE AND SALARY JOBS LOCATED IN SCARBOROUGH
2001-2019
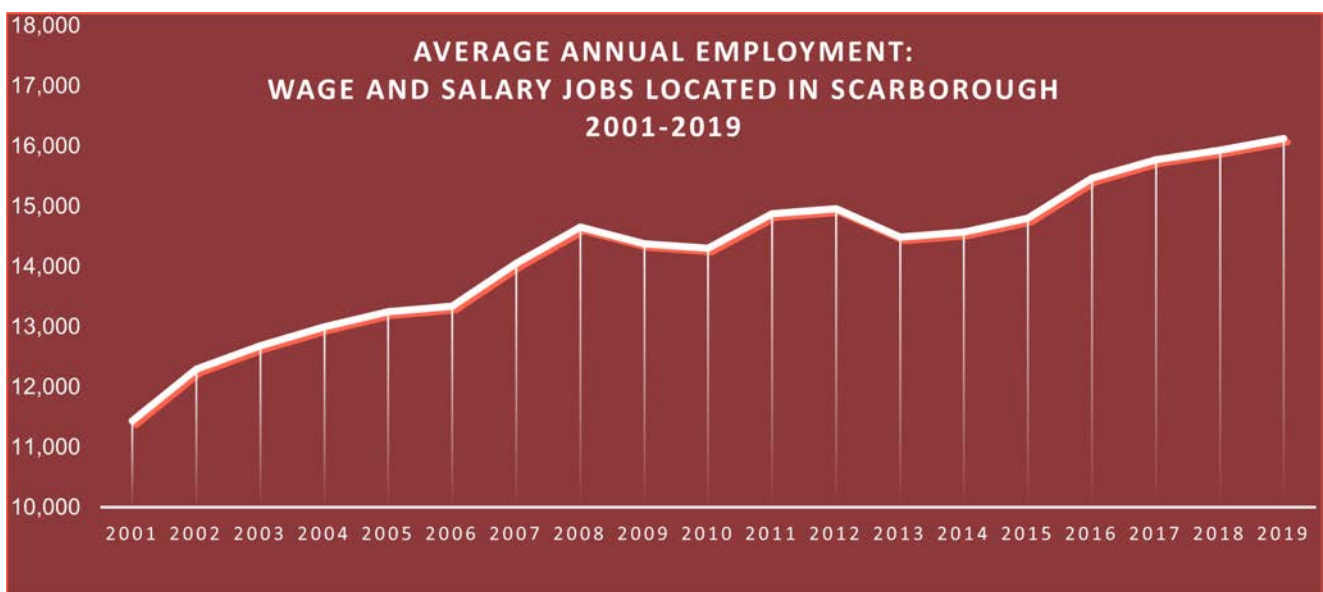
Currently health care is the largest component of the 2019 economy with 20.9% of total jobs and 21.6% of total wages. The economic cluster of health care businesses has increased as a percentage of total employment between 2010 and 2019, going from 19.3% of jobs in 2010 to 20.9%. The health care jobs are from multiple companies, but the decision of Maine Health to redevelop the former K-Mart site into a campus was a huge factor in Scarborough's growing health care market. Another 100,000 square feet of space is under construction at the campus and will result in additional health care jobs in Scarborough over the next few years.

Wage & Salary Employment in Scarborough - Annual 2001-2019

	Total (All Ownership & All Industries)			
	Establishments	**Ave Employment**	**Total Wages**	**Ave Weekly Wages**
Annual 2001	782	11,433	$ 406,401,982	$ 684
Annual 2002	778	12,298	$ 449,540,077	$ 703
Annual 2003	806	12,683	$ 475,780,542	$ 721
Annual 2004	848	13,002	$ 497,735,959	$ 736
Annual 2005	860	13,254	$ 522,840,727	$ 759
Annual 2006	896	13,346	$ 544,636,590	$ 785
Annual 2007	941	14,052	$ 598,918,690	$ 820
Annual 2008	951	14,658	$ 615,175,627	$ 807
Annual 2009	986	14,382	$ 608,676,379	$ 814
Annual 2010	992	14,300	$ 610,216,433	$ 821
Annual 2011	1,003	14,874	$ 648,440,740	$ 838
Annual 2012	1,024	14,958	$ 607,353,185	$ 781
Annual 2013	1,027	14,491	$ 595,203,221	$ 790
Annual 2014	1,053	14,577	$ 610,787,134	$ 806
Annual 2015	1,101	14,805	$ 633,773,052	$ 823
Annual 2016	1,132	15,469	$ 716,769,990	$ 891
Annual 2017	1,159	15,778	$ 755,848,654	$ 921
Annual 2018	1,145	15,946	$ 794,434,519	$ 958
Annual 2019	1,157	16,183	$ 840,822,283	$ 999

Source: Maine Department of Labor, Labor Statistics

The second largest sector of jobs falls in the retail category, but unlike health care, retail is declining as a share of total employment. In 2010, retail represented 17.6% of the wage and salary jobs in Scarborough. By 2019, retail represented 15.4% of jobs. Despite the fact that we've added more than 100,000 square feet of new retail space in Scarborough, the number of jobs remains roughly the same - 2,512 retail jobs in 2010, 2,492 retail jobs in 2019. Another important element of the retail jobs is the fact that retail's total wages comprise only 9.9% of total wages. This discrepancy between number of jobs and total wages tracks with the relatively lower wages and part time employment associated with retail as compared to other industries.

Manufacturing makes up only 6.6% of total jobs, but employment growth in the sector has been robust. A significant portion of this growth is related to Abbott Labs (formerly Alere), a bioscience firm that specializes in medical devices and point of service testing kits. Strong growth in the biomedical cluster region wide as well as in Scarborough, is one of the reasons this industry is considered a marketing target for the State, the region and for Scarborough. Aided by growing medical disciplines offered by the University of New England, the presence of the Maine Health Campus including the Maine Medical Center Research Institute, bioscience is an industry with promise.

9-Year Increase (2010-2019)

Jobs	1,883	13.2%
Establishments	165	16.6%
Ave Weekly Wages	$178	21.7%
Total Annual wages	$230,605,850	37.8%

1 Year Increase (2018-2019)

Jobs	237	4.5%
Establishments	12	1.0%
Ave Weekly Wages	$41	4.2%
Total Annual wages	$46,387,764	5.5%

Components of Economy

Health Care Jobs	20.9%
Health Care Total Wages	21.6%
Retail Jobs	15.4%
Retail Total Wages	9.9%
Construction Jobs	8.2%
Construction Total Wages	9.5%
Management of Companies & Enterprises Jobs	5.8%
Management of Companies & Enterprises Total Wages	11.4%
Accommodation & Food Services Jobs	8.9%
Accommodation & Food Services Total Wages	3.9%
Manufacturing Jobs	6.6%
Manufacturing Total Wages	7.3%

While wage and salary jobs make up the majority of jobs in Scarborough, there are other sources.

First there are independent contractors who are not counted in this data series. Some industries have traditionally had a significant number of their workers in this category. Hair salons are one example of the type of business that relies on independent contractors. Many salons include stylists who rent their booths, rather than being on an established payroll.

Other types of jobs that are not included is anyone who is considered self-employed.

The Economic Census helps in estimating the potential effect of the non-employee businesses. In 2012, there were 1,625 businesses in Scarborough with no paid employees. These are companies that may be sole proprietors, where the owner is the only person working at the firm. On average, each of these businesses earned $74,323 in sales receipts. In 2012 there were twice as many non-employee firms as firms with employees. The Economic Census is performed every five years. The 2017 Census had not released community data at this point in time.

The Economic Census also gives us information on women-owned businesses. In 2012, women owned 28.6% of all businesses, but only 12.5% of wage and salary establishments. For non-employee businesses, women own 36.3% of firms.

Using some national statistics, Scarborough is home to 660 to 745 business owners. Some of these business owners may have

National Entrepreneurship Rates by Age

	% of Pop Owning Businesses	Scarborough Population	Potential Business Owners
20-34	2.78%	2,133	59
35-44	7.08%	2,325	165
45-54	8.15%	3,474	283
55-64	7.84%	3,036	238
Total Age 20-64	6.02%	10,968	660-745

Maine Entrepreneurship Rates

Potential new businesses based on Scarborough's population

77

.37%
Rate of new entrepreneurs in 2019

(% of population that starts a new business)

Source: The Kauffman Index 2019 (National and State Trends)

their business here, but others have their companies based in other communities. When thinking of the future, business owners living in Scarborough with businesses in other communities, may be more willing to consider Scarborough during any relocation efforts. Identifying and reaching out to those companies could be a source of potential new businesses to the town.

In 2019, the Maine based statistics indicate that a potential 77 new businesses were started in 2019 in Scarborough.

The Census Bureau's American Community Survey (ACS) also asks questions about working from home and the self-employed. In 2019, 9.3% of Scarborough workers worked from home. This includes some self-employed and some people working from home who work for other companies.

In terms of the self-employed in 2019, the ACS reports that 6.6% of workers worked in their own incorporated business, while an additional 7% of workers were self-employed in businesses that were not incorporated. There is no cross tabulation of how many of these resident workers who are self-employed had their businesses in Scarborough.

Occupations

Within the civilian employed population, 21.3% of Scarborough's workers are in management, business and finance occupations. Computer, engineering and science occupations are held by 6.5% of the workforce living in Scarborough. Health care practitioners including doctors and technicians make up 12% of our workforce.

Office and administrative support occupations employ 11.1% of Scarborough workers, while sales make up another 14.2% of the workforce.

Labor Force, Unemployment and Educational Attainment

Through 2019, Maine, Cumberland County and Scarborough experienced record low unemployment rates, creating challenges to employers in finding workers. In periods of low unemployment rates, the lack of labor supply can hamper the ability of firms to fill current positions, as well as affect potential business expansion.

In 2019, the labor force in Scarborough averaged 11,206 workers over the course of the year. The number of residents unemployed within the labor force averaged 288.

For Scarborough, the unemployment rate in 2019, hovered from a high 3.0% in March to a low of 1.9% in August. The following chart shows the number of unemployed in Scarborough from 1990 to January 2020. Our peak number of unemployed during this period occurred during the Great Recession with 670 unemployed.

Scarborough's workforce is well educated which contributes to the town's ability to attract employers. Nearly 98% of the population 25

Occupations of Scarborough Resident Workers

OCCUPATION	Workers	% of Total
Management, business, and financial occupations	2,309	21.3%
Computer, engineering, and science occupations	705	6.5%
Education, legal, community service, arts, and media occupations	1,137	10.5%
Healthcare practitioners and technical occupations	1,297	12.0%
Healthcare support occupations	165	1.5%
Protective service occupations	247	2.3%
Food preparation and serving related occupations	438	4.0%
Building and grounds cleaning and maintenance occupations	321	3.0%
Personal care and service occupations	241	2.2%
Sales and related occupations	1,537	14.2%
Office and administrative support occupations	1,199	11.1%
Farming, fishing, and forestry occupations	44	0.4%
Construction and extraction occupations	268	2.5%
Installation, maintenance, and repair occupations	207	1.9%
Production occupations	204	1.9%
Transportation occupations	342	3.2%
Material moving occupations	167	1.5%
Total	10,828	100.0%

Number of Unemployed in Scarborough: 1990-2020
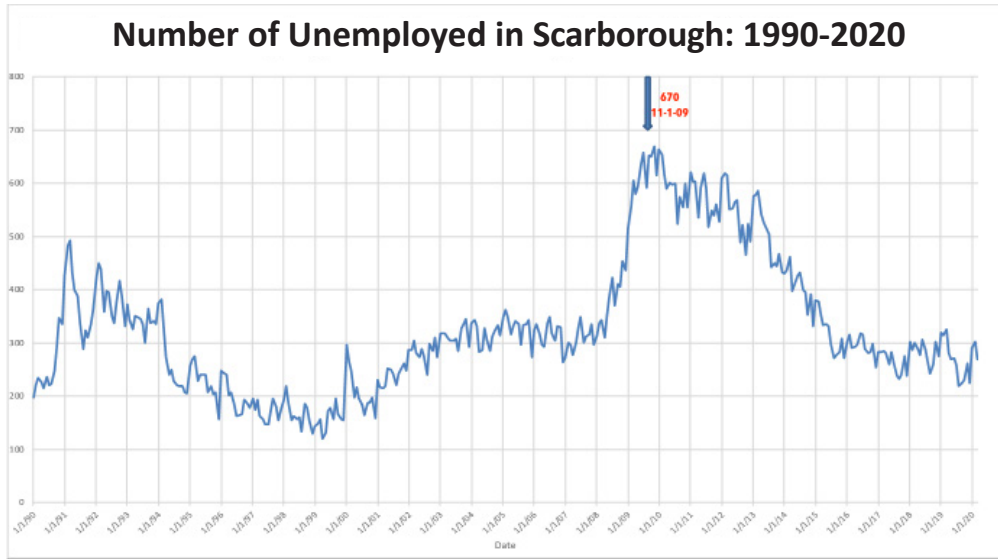
years of age and over had a high school degree or higher.

Post high school education is at very high levels. From associates degrees to bachelor's to graduate or professional degrees, more than 63% of the residents have post-secondary degrees.

This level of educational attainment is reflected in the occupations of Scarborough workers. As discussed in the previous section, Scarborough residents are employed in a wide range of occupations that require advanced education such as management, business, science and engineering.

EDUCATIONAL ATTAINMENT IN SCARBOROUGH

ACS 2019	
Percent high school graduate or higher	97.6%
Percent bachelor's degree or higher	54.5%
Associates Degree	8.6%
Bachelor's Degree	35.7%
Graduate or Professional degree	18.8%
MEDIAN EARNINGS IN THE PAST 12 MONTHS	
Population 25 years and over with earnings	$51,401
Less than high school graduate	$41,938
High school graduate (includes equivalency)	$33,070
Some college or associate degree	$41,545
Bachelor's degree	$64,549
Graduate Degree	$79,925
POVERTY RATE FOR THE POPULATION 25 YEARS AND OVER FOR WHOM POVERTY STATUS IS DETERMINED BY EDUCATIONAL ATTAINMENT LEVEL	
Less than high school graduate	8.1%
High school graduate (includes equivalency)	8.0%
Some college or associate degree	5.7%
Bachelor's degree or higher	2.3%

Commuting to Work

As Scarborough continues to foster growth in its local economy, one of the potential benefits is reduced commute times. With more jobs, there are more opportunities for residents to live and work in Scarborough.

In 2019, the labor force of workers 16 and older included 10,574 residents in Scarborough. Of these workers, 33.2% or 3,511 residents live and work in Scarborough. The number of workers living and working in Scarborough increased significantly from 2010 when only 24.7% of residents worked in Scarborough.

Just under 7.3% of workers worked from home in 2010. By 2019, the number of workers working from home increased to 9.3%.

In 2010 the average commute time to work was just over 20 minutes. By 2019, the average commute time decreased to 18.8 minutes.

COMMUTING DATA

Characteristic of Commuters	2019	2015	2010
Workers 16 years and over	10,574	9,955	9,736
Drove alone	81.8%	85.1%	85.4%
Worked at home	9.3%	5.3%	7.3%
Worked in minor civil division of residence	33.2%	28.7%	24.7%
Mean travel time to work (minutes)	18.8	19.4	20.2
Worked in Portland	42.9%	47.5%	46.5%

Source: ACS 2019, 2015, 2010
Note: workers represent those workers where place of work could be determined

COMMUTING TO WORK

81.8%	7.3%	0.2%	0.2%	0.5%	0.6%	9.3%
Driving Alone	Carpooling	Using Transit	Walking	Bicycling	Taxicab, motorcycle, or other means	Working at Home
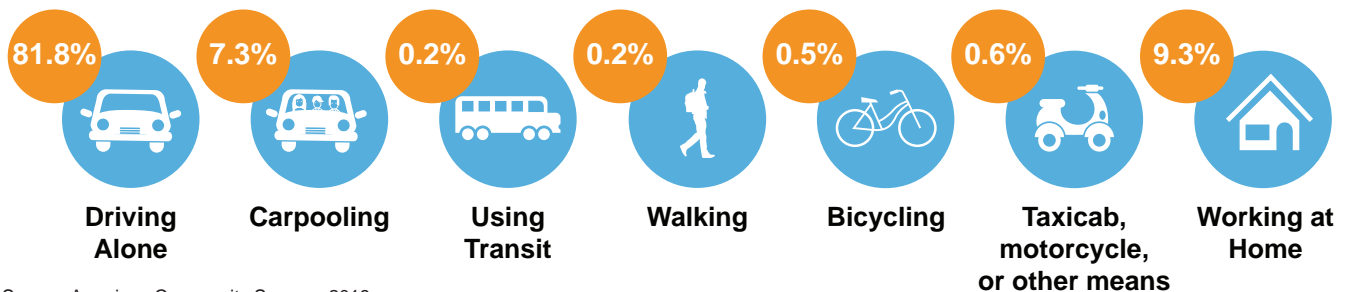
Source: American Community Survey - 2019

53

Retail Sales

The Town of Scarborough generated approximately $37.8 million in taxes for the State of Maine in 2019, from a total of $641.6 million in taxable retail sales.

Between 2010 and 2019, retail sales increased just over 55% in Scarborough. The largest portion of the Town's retail sales is generated from general sales including household goods, clothing and other personal goods. Representing 10.5% of Cumberland County's total retail sales, Scarborough's retail landscape includes big box stores like Sam's Club, Wal-Mart and Lowes, along with small specialty retailers like Lois's, The Cheese Iron, Suburban Home Outfitters and Lamey Wellehan.

In terms of sales by category, Restaurant and Lodging make up 14% of total sales. General merchandise is the largest category and includes items that you would find in large department stores, such as clothing, furniture, shoes, electronics and other home furnishing. Food stores include everything from a small corner store to a large grocery store.

While retail sales are strong in Scarborough, it should be noted that the benefits from the retail sales tax is indirect. Communities in Maine do not have the authority to impose local option taxes. Taxes are collected and retained by the State. To benefit directly from retail sales, communities must rely on revenue sharing from the state. Communities do benefit directly from property taxes on retail properties.

Many states allow communities to collect what are known as local option taxes. In Scarborough, 1% of sales would yield $6.4 million in new tax revenues.
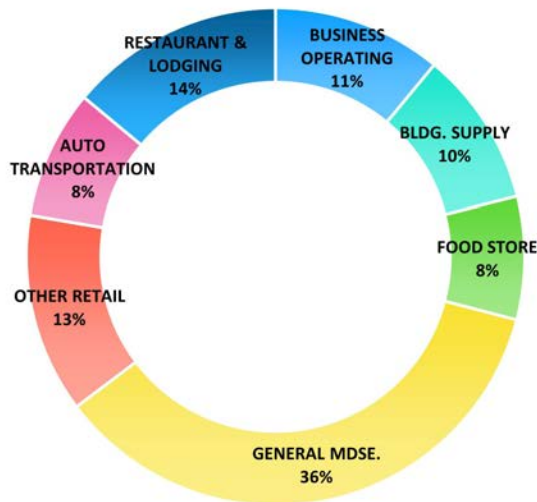
Housing Sales

To illustrate the current demand for housing in Scarborough, we need look no further than housing sales since 2010. The number of single-family housing units sold increased 78% since 2010, growing from 197 units sold during 2010 to 352 units sold in 2019. The median sales price of the single-family homes sold in Scarborough increased 31% between 2010 and 2019, topping out at $417,500 for the median 2019 sales price.

In 2020, housing prices increased from $417,000 in 2019 to $480,000, an increase of 15% in one year. The days on the market until sale was 26 days with the average sales price being 100% of the asking price.

This strong demand continues to drive up the price of housing in Scarborough, flagging affordability as an issue for the Comprehensive Plan update.

Sales by Category in Scarborough: 2019

RESTAURANT & LODGING 14%
BUSINESS OPERATING 11%
BLDG. SUPPLY 10%
AUTO TRANSPORTATION 8%
FOOD STORE 8%
OTHER RETAIL 13%
GENERAL MDSE. 36%

Source: State of Maine: Maine Revenue Services, Office of Tax Policy

SEDCO and Scarborough Community Chamber of Commerce.

The Impact of COVID-19

The impact of a world-wide pandemic during the last months of a comprehensive planning process complicates the economic analysis upon which the plan is based.

The comprehensive plan is long range. Are the pandemic impacts on the economy short or long term? Are there permanent structural changes to the economy? What percentage of the work force will remain at home? How will working from home change the local demands on retailers and restaurants? Has the demand for goods and services changed either in the types of goods needed or in the way we purchase them? Has the Pandemic affected the number of people without adequate shelter?

These are all questions that will affect the local economy in Scarborough. At this moment in time, the Scarborough Comprehensive Plan assumes that the local economy is fundamentally sound. However, the COVID-19 impact is significant statewide and at the town level. We are not immune to job loss, company closures and unemployment. In addition, if work from home is permanent and significant, there may be changes in traffic flow, local demand and, potentially, infrastructure needs.

Following the national, state and local trends on our demographics and our economy will be critical to understanding long term impacts. This plan acknowledges the need for clear and consistent monitoring of key indicators that put short term and long-term impacts into the context of municipal impacts.

UNEMPLOYMENT RATES:

11%

2.4%

3.8%
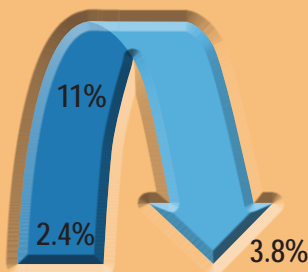
Since March 2020, Scarborough's unemployment rate rose from a low of 2.4% in March to a high of 11.0% in April to 3.8% in December. We clearly felt the largest impact on our resident employment in mid to late spring – before the federal stimulus plans helped local and regional employers rehire staff. In April 1,137 Scarborough residents were unemployed. By December the number was down to 406. The COVID-19 impact displaced nearly twice the amount of Scarborough residents than the Great Recession. The good news is that the unemployment rate is falling.

JOBS:

At this point, we have data on 2020 Wage and Salary jobs through the second quarter of 2020. This quarter (April through June) will no doubt have the most dramatic impact on jobs in Scarborough. In quarter 1 of 2020, Scarborough gained 230 jobs since the first quarter of 2019. In the second quarter of 2020, the number of jobs in Scarborough were down 1,558 between quarter one 2020 and quarter two 2020. Looking at quarter two 2019 to quarter two 2020, the Town was down 1,975 jobs over the 12-month period. The total number of jobs for Quarter 2 of 2020 was 14,299, the lowest second quarter employment level since 2010. We expect the third quarter to have better numbers. They will likely show the recovery of some of the job losses, though not all.

-1,975
JOBS
Q2 2019-
Q2 2020

THE K-SHAPED RECOVERY:

Like the nation, Scarborough is experiencing what the national experts are calling the "K" recovery. This description suggests that during the pandemic and the recovery from the pandemic, we have many businesses that held their own and even increased. In Scarborough, examples would be Hannaford and Abbott. Hannaford, as an essential business, responded to the needs to the community and extended services consistent with pandemic needs. Abbott, involved in the production of COVID-19 testing kits, nearly tripled their workforce in Scarborough in 2020. Other companies, most notably in the hospitality business took severe losses. Hospitality employment dropped 42% between second quarter 2019 to 2020 – a loss of 636 jobs.

BUILT ENVIRONMENT

Scarborough has developed in a primarily suburban pattern, with a variety of villages and neighborhoods spread over approximately 54 square miles. The southeast portion of the Town is characterized by its Atlantic coastline, numerous beaches, and the Scarborough Marsh. The Nonesuch River and other waterways branch out through much of the Town east of Route 1, where extensive wetlands have resulted in a low degree of connectivity of the street network. Other parts of the Town developed on rural, farming fields and along a rural street network and comprise mainly single-family residential neighborhoods in a suburban development pattern.

Scarborough's irregular street grid has contributed to its sprawling development patterns. The town is challenged by a lack of connectivity. This is exacerbated by the number of cul-de-sacs and dead ends in residential neighborhoods. This road layout has contributed to vehicular dependence, added cost to provide services, and resulted in traffic congestion on the major thoroughfares. This is not just a transportation issue, but an issue that impacts the municipal budget and quality of life. Focusing future growth in walkable, connected centers would improve connectivity and provide safer options for people who walk or bike. Reducing the number of cars congesting Scarborough's roadways would reduce traffic and improve quality of life.
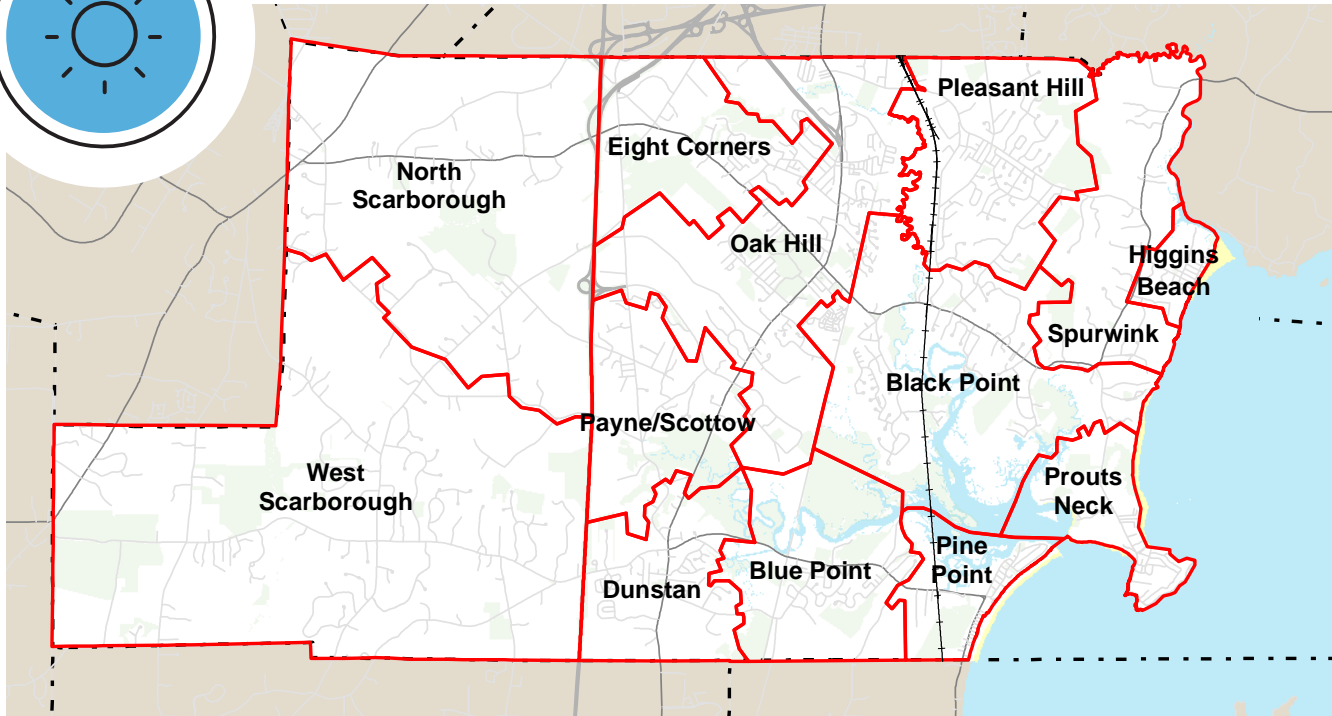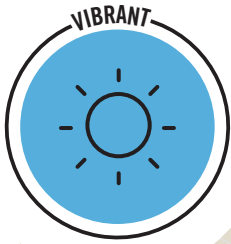
The above map shows commonly referenced neighborhoods.

Scarborough's Villages

Scarborough is comprised of multiple village centers, rather than a central downtown. Outside of these centers, development is primarily low-density residential with some industrial parks and large commercial and retail buildings.

Pine Point and Higgins Beach

Two of the villages, Pine Point and Higgins Beach, are located along the coast. These are small destination villages, providing a few dining, retail, and service options to residents of, and visitors to, Scarborough's beach communities. To give an example of the disconnected nature of the villages, while Pine Point and Higgins Beach are only about

three miles apart as the crow flies, it can take almost thirty minutes to drive between the two, as it requires traveling back inland to Route 1 in order to circumvent the marshes. Both villages are at risk for flooding damage in the case of a major coastal storm and future development and public investment will need to plan accordingly, as discussed later in this Plan. Though Higgins Beach and Pine Point share similarities of beach front communities, they differ in terms of scale of development and mix of activities, which is important to consider in any planning context.

North Scarborough

The third village, North Scarborough, is, as the name suggests, in the far northern corner of Town and includes a handful of small

businesses. North Scarborough provides a few basic services to the residents in this relatively low-density part of Town and is convenient to Interstate 95. The Conservation and Growth Map re-categorizes this village as a Village. North Scarborough is located in the congested Route 22 and 114 "overlap area," with a mix of commercial and residential land uses on this busy road. Travel delay is experienced regularly during peak travel times.

As identified during the Gorham East-West Corridor Feasibility Study process, relief from congestion is desired, but not to the detriment of the existing neighborhood fabric. Any future connections to the I-95 through this portion of Scarborough should be sensitive to the impacts on the community. Future non-residential

development should be geographically limited to reduce impacts of strip commercial development. With these issues resolved, residents are interested in hamlet-style development in North Scarborough.

Eight Corners

Eight Corners is an area near the intersection of I-95 and I-295 with several big-box national retailers and a few local small businesses. While there is no "village" feel currently, there are significant areas that, if redeveloped, could provide transportation connectivity and access to the larger public transit network. While this won't happen quickly, the recent rezoning along the Gorham Road segment towards the Nonesuch could be a step towards a transit-oriented pattern of development for this area.

Dunstan and Oak Hill

The two more centrally-located villages, Dunstan and Oak Hill, are located at major intersections. Dunstan can be characterized as a suburban commercial center with a gas station and a couple of small retailers and restaurants, but without a cohesive identity. Oak Hill is located near the physical center of Town, at the intersection of Route 1, Black Point Road, and Gorham Road. Most of Scarborough's residents and visitors pass through this intersection regularly, if not daily, as they travel from the coast to I-95 or from parts of Scarborough into Portland. Oak Hill provides most of the Town's municipal services, and includes Town Hall, Scarborough's High School, Middle School, and Wentworth (elementary) School, the post office, as well as the Hannaford shopping center and numerous other businesses. While not considered "downtown," Oak Hill is commonly thought of as the center of activity in Scarborough. Through the community charrette process, Dunstan and Oak Hill were re-categorized as Community Activity Centers, where future development and redevelopment should be concentrated because of the presence of existing infrastructure and services. Furthermore, the portion of Route 1 that connects these two centers should be a more walkable, bikeable corridor, supported by good design.

Scarborough Downs

The community charrette process also recognized Scarborough Downs as one of the most under-utilized properties in Scarborough. With its proximity to Oak Hill and the town's main arterials, Scarborough Downs has the potential to be redeveloped at a higher intensity than the Community Activity Centers. It has been categorized as a Regional Activity Center.

See the call out box on the following page for more information about Scarborough Downs.

The Downs
in Scarborough

Background:

During the Town-wide charrette, participants identified the Scarborough Downs property as an area of opportunity. Located in the center of town, this approximately 500-acre parcel was largely undeveloped and under one ownership. The zoning district, which is unique to the property (Crossroads Planned Development District), provides a purpose statement which identifies the overall characteristics desired by the community for this large parcel. The zoning was derived from the 2006 Comprehensive Plan which described the potential of the property for town center style development.

During the course of this comprehensive plan's process, local developers purchased the property and began to develop a master plan based on the communities objectives outlined in the zoning district. The approved master plan for the site lays out an infrastructure plan that supports a mixed-use development with residential, retail, office and production spaces. As the project develops, a series of smaller, detailed master plans are being developed.

A Credit Enhancement Agreement between the developers and the Town provides financial assistance in the form of reimbursed property taxes to pay for a portion of the infrastructure costs. The project, now known as The Downs, is well underway with residential development and production spaces either built or in progress. With the redevelopment of the site comes the opportunity to develop a main street concept that is described in "A Downtown for Scarborough," a planning document that outlines the potential for Oak Hill and The Downs to evolve into a center of commerce and community.

TIF/CEA

In November 2018, the Town created a State-approved Downtown Tax Increment Financing District (TIF) which covers the Downs, the municipal campus and much of Oak Hill. The district allows the Town to reinvest a portion of property taxes derived from new development in the area to support economic development objectives.

As allowed under State provisions for TIF districts, the Town entered into an agreement with the developers of the Downs to reimburse a portion of tax revenues generated by new development at The Downs. Reimbursements occur only when development has occurred and property taxes are paid. These revenues will be used to help finance the cost of needed infrastructure. The details of the agreement are set forth in what's known as a Credit Enhancement Agreement (CEA) and lasts for a period of 30 years.

The CEA between The Downs and the Town outlines very specific performance standards to ensure that the property develops in a way that meets the needs of the Town.

Potential Development

Residential — Approximately 2,000 Total Units. Mix of Single Family, Duplex, Multi-family & Senior

Commercial — Just over 1 Million Total SF. Mix of Office, Retail, Lodging, Senior Care & Commercial Sports

Manu-facturing — Approximately 775,000 Total SF. Mix of Research, and Production Space

Status: April 2020

As of April 1, 2020, Improvements on the ground included 30 single family residences, 48 condo units, 48 apartments and 12 assisted living units. An additional 23 single family units, 24 multi-family units and 77 senior affordable units have been approved, but not yet built. Just over 87,400 square feet of non residential development was either permitted or complete. An additional 86,600 square feet has been approved but not permitted. In year 2 of the 20 year project, this level of development represents approximately 13% of residential and 10% of commercial projected development.

Rural Areas

Outside of Scarborough's Activity Centers, Villages, and corridors, the Town is comprised of a number of established low-density residential neighborhoods, farms and rural residential areas, and natural resource protection areas. The existing farms and open spaces are significant features which support the rural character of the community. The Town should continue to actively help preserve and maintain these properties where practical. Some residential neighborhoods are within walking distance of an Activity Center or Village, but the majority are automobile dependent. Scarborough's existing residential neighborhoods are mostly built out, but there are opportunities for context-sensitive infill, better vehicular connectivity, and improved pedestrian and bicycle facilities. With future development focused on the Regional and Community Activity Centers, these neighborhoods should retain their existing characteristics.

In limited areas where pre-existing (grandfathered, non-conforming) lots have a cohesive and high quality development pattern, opportunities to right size neighborhood zoning should be considered. Any such activity should be careful not to expand the areas or impact conservation areas, but enable infill development consistent with the neighborhood.

Like many communities in northern New England, Scarborough struggles with ways to keep large tracts of land open for farming and forestry, protect key natural habitats and water quality, and maintain its rural character.

Photo Credit: Jenn Day

Natural Resources

It is essential to preserve and enhance natural areas, including the marshes, beaches, wetlands, rivers, streams, forest and fields. Making connections with nature by incorporating topography, vegetation, and water into the design of the built environment will help enhance and reinforce the connection with the natural coastal environment. Scarborough's residents have myriad opportunities when it comes to actively interacting with nature, from hiking and biking to surfing, kayaking and canoeing. More passive activities can include viewing a sunrise over the Atlantic or a sunset across a marsh, enjoying coastal breezes through open car or bedroom windows, spotting birds and other wildlife along the river, and gazing at the stars on a clear night. The Town should work to preserve these important connections to nature while finding new ways to connect people with the surrounding environment and natural resources. Building placement should consider scenic views where possible.

The activity centers of Oak Hill and Dunstan are already built near waterways that directly influence the Marsh. Those watersheds have already been identified as impaired or threatened. Future development will need to attempt to alleviate and reduce these impacts on the natural environment. Better stormwater management, for example, can help reduce runoff into the water bodies.

Enhancing the Town's developed areas will capitalize on existing infrastructure investments while maintaining the existing, relatively undisturbed, natural areas in other parts of the town. Compact growth in places that make sense can enhance the natural functions of Scarborough's ecosystems. Conversely, sprawling growth can disturb more of the natural resources in town. Monitoring the pace of development will help the town understand, manage, and mitigate impacts to natural areas and resources.

STEWARDSHIP

Photo Credit: Dave Cleveland, Maine Imaging, for SEDCO

2019 Agriculture and Tree Growth Quick Facts

Tree Growth: 1,232 acres

Farmland Program
Farmland: 291 acres
Woodland: 398 acres
Total Acres in Farmland Tax Credit Program: 689 acres

Open Space Program: 358 acres

**Source: https://www.maine.gov/revenue/sites/maine.gov.revenue/files/
inline-files/2019mvrstats.pdf**

The State's Comprehensive Data set including Beginning With Habitat data was used to identify significant wildlife habitats, riparian habitats, and rare, threatened, endangered or essential habitats.

Town of Scarborough Significant Wildlife Habitats

Legend:
- Significant Vernal Pools
- Brook Trout Habitat
- Deer Wintering Areas
- Shorebird Areas
- Protected Waterfowl Habitat

Town of Scarborough
Riparian Habitats

Wetlands   Shellfish Growing Areas   Public Wells

Riparian Habitat   Aquifers

Town of Scarborough
Rare, Threatened, Endangered, or Essential Habitat

Rare, Threatened, or Endangered Wildlife Habitat   Rare or Exemplary Natural Community

Rare Plant Location   Piping Plover-Least Tern Nesting Habitat

Historic Resources

Recognizing Scarborough's extensive history from when it was incorporated in 1658, the Town Council created the Historic Preservation Implementation Committee (HPIC) in 2015 to help identify and preserve the town's historic sites and properties. As development trends continue, the HPIC, along with the well established Scarborough Historic Society, will continue to join with others to preserve the remembrance of significant people, places and events in an effort to preserve the historic quality of the town for future generations.

There are currently eight sites registered on the National Register of Historic Places (NRHP). The Town Council has identified, in the Zoning Ordinance, 48 historic parcels. During the life of this Comprehensive Plan and beyond, it can be expected that the properties on the NRHP and the town's Historic listings will be subject to change.

After the successful preservation and relocation of the Danish Village Arch, as of April of 2018,

the HPIC is facilitating the preservation of the largely original and highly endangered one room school house on Holmes Road. With the assistance of the town and its residents, the committee will continue to work on the list of 48 historic sites, involve citizens in the maintenance and restoration of historic cemeteries, research and guide a signage program and to offer guidance for the preservation of historic properties.

It will be important for the town to remain attentive to areas of historic importance that may become endangered, build relationships with property owners, encourage residents to be actively engaged and to remain flexible in order to maintain and enhance the richness of Scarborough's history.

Winslow Homer's Studio

Richard Hunnewell House

Portland Railroad Company

Old Scarborough High School

Steps to Maintain Scarborough's Characteristics

Understanding the characteristics of Scarborough's villages, hamlets, and residential neighborhoods is the first step toward determining what kinds of future development are appropriate in which parts of the town. The revitalization of Activity Centers, corridors, and neighborhoods should enhance the distinct features of those specific areas. Buildings and civic spaces should contribute to the identity and characteristics of their location, through placement, form, and design.

The second step toward contextually appropriate development is identifying areas where patterns should be preserved.

The third step is creating building and lot standards, and design and architecture guidelines that are context-sensitive and specific to each area. An example of this approach is the Form-Based Code developed for Higgins Beach. Form-based coding can ensure contextually appropriate development in Scarborough's other Villages and Community Activity Centers.

The fourth step is monitoring the impacts of development. By reviewing and analyzing development trends the town can manage the pace of growth and impacts of development and prepare appropriate responses to promote sustainable development.

Guiding the Future Built Environment

Because Scarborough is such a desirable place to live, work, and recreate, future growth pressure is inevitable. Strategies and policies focused on the built environment can help conserve and enhance the aspects of Town that make it so special to residents and visitors, while having a meaningful impact on the quality of life of those who live there. Planning related to land use, housing, transportation, public facilities, and the natural environment should recognize the interconnections between these goals, decisions, and policies. Considered holistically, comprehensive planning can have a positive impact on physical health and well-being, access to opportunities, increased safety, and overall placemaking.

A welcoming Town of Scarborough will provide all residents, regardless of age, income, or demographics, with a variety of places to live, work, gather and interact with one another, access to daily needs and services, and multiple safe and accessible options to travel between all of the above. These elements should be provided in a way that is attractive, sustainable, equitable, and respectful of the natural environment. The built environment, including buildings, streets, and civic spaces, should also be resilient. A more resilient built environment can adapt to changing demographics, economy and climate, and can better recover from natural and other disasters.

When placemaking – building communities around places for people to gather – is at the center of a community's efforts for revitalization, connections between people and the places they share are strengthened. Paying particular attention to a place's physical identity, as well as its cultural and social uniqueness, better defines a place and supports its ongoing evolution. Development that is centered around people creates place of lasting value.

The decisions the Town makes regarding its built environment have widespread and varying impacts at a variety of scales. The facing page shows a few examples of potential developments and their impacts.

BOLD

B
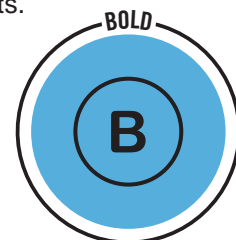
- Scarborough's residential growth over the past four to five decades has been predominately low-density rural and suburban developments. These homes are attractive and provide a quality of life that many of our residents enjoy. However, continuation of this pattern could affect rural landscapes and agricultural functionality of portions of the community. Any new zoning provisions that attempt to help preserve farms and working landscapes should take into consideration the myriad of types and scales of farming activities. Small farms on small lots can contribute to the preservation of the rural identity that Scarborough residents value. Lot and performance standards should reflect the diversity of farms and working landscapes.

- In mixed-use, civic service centers, a single-use commercial building without the proper ratio of window and door openings can be an unpleasant place to work, since many of the employees are unable to see outside, and customers are unable to see in. Alternatively, a well-designed mixed-use building with a commercial storefront and an appropriate number of properly scaled windows, allows pedestrians a clear look into the shop, while office workers on the upper floor can enjoy a view out onto the street. In addition to being a more pleasant place to shop and work, the opportunity for cross-ventilation might even make this building more energy efficient.

- A sprawling new single-family residential development might eliminate valuable wildlife habitat and add to traffic congestion. Alternatively, a cluster of infill townhomes in an existing center may provide much-needed housing for Scarborough's workforce, improve the pedestrian experience by filling in a gap in the streetscape, and enhance the economic viability of the businesses within the center by increasing the number of residents able to walk to those businesses.

- A conventional suburban business with a parking lot separating it from the street can feel unsafe and uninviting to pedestrians, and requires the owner to rely on signage to tell passersby what kind of business it is. On the other hand, a more traditional-style downtown business with parking in the rear and shopfronts along the sidewalk creates a much more attractive streetscape and a welcoming pedestrian experience.

Travel Patterns

Commuters

Daily work trips to and from Scarborough peak on weekdays from 7:00 a.m. to 9:00 a.m. and from 3:30 p.m. to 6:00 p.m. As of 2017, the majority of those who live in Scarborough don't work in Scarborough (almost 7,000 depart each day), and the majority of the workers in Scarborough come from elsewhere (over 12,000). A significant minority, less than 2,000, are commuting within Scarborough.

Aside from commuter trips, a good portion of daily trips derive from the pattern in which the Town has grown, with residential uses distributed through town and commercial destinations clustered in high traffic corridors.

The traffic patterns create challenges as businesses choose locations based largely on the amount of passing traffic. These businesses in turn draw customers and cars in addition to the "pass-by" traffic that was already on the roadway prior to the new development. This creates even more of a motor-vehicle oriented business environment.

As in many coastal towns in Maine, beachgoers contribute to traffic, especially on beautiful warm summer days. Seasonal changes, including during holiday shopping season, also impact the traffic patterns in the Payne Road area near the South Portland border. To help address this issue, the Town is looking at Adaptive Traffic Signal Systems for major intersections and corridors that are greatly impacted by the fluctuation of beachgoers.

Traffic Volumes (2016)

Source: VDOT

Annual Average Daily Traffic
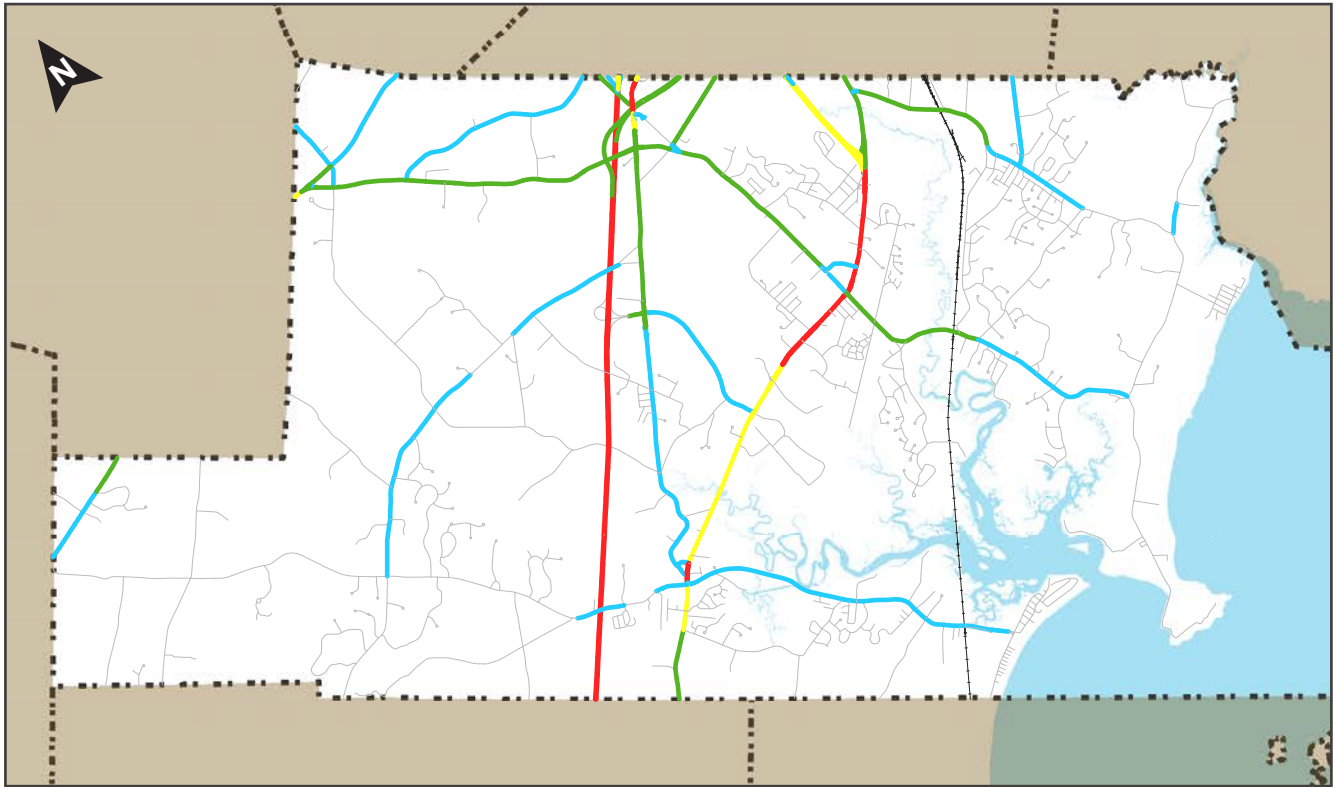
——	> 25,000 AADT
——	17,500 to 25,000 AADT
——	10,000 to 17,500 AADT
——	5,000 to 10,000 AADT
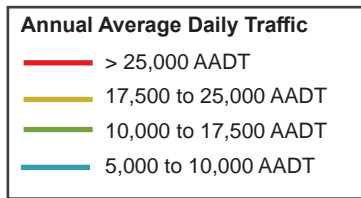
Higher traffic volumes are found primarily on the interstate and on the east side of the turnpike. Traffic volumes along Route 1 have not consistently risen in recent years due to the economic recession of 2008, which reduced traffic impacts throughout the region.

Roadway Patterns

Most of Scarborough's residential growth in the past few decades has been single-family developments. This trend has resulted in most new roads in the town being built in subdivisions. As seen in the map below, many of these subdivisions do not connect with neighboring properties.
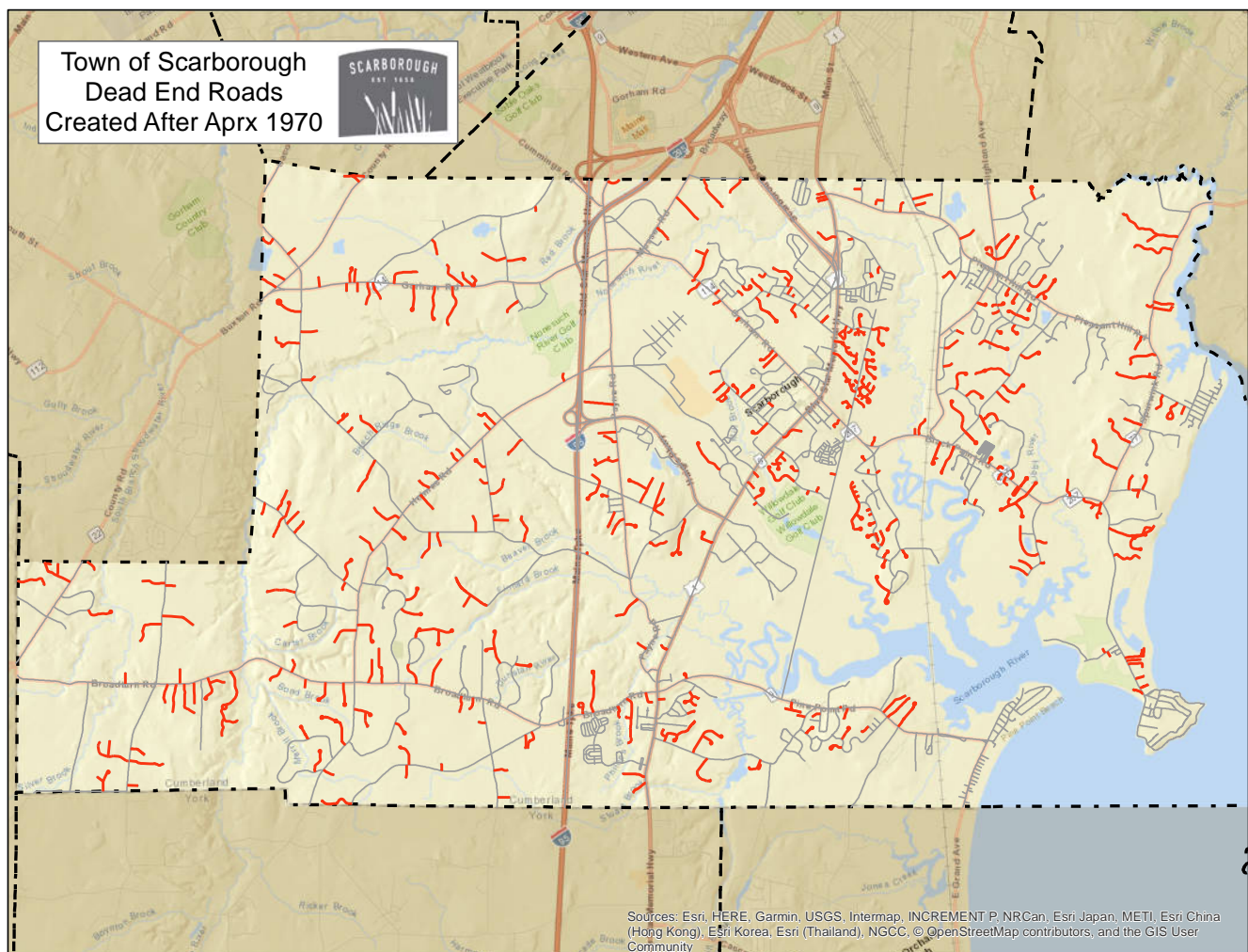
The result is many dead-end streets and small clusters of connecting streets that funnel traffic to the major roads.

This pattern is often sought out by some home buyers who feel the dead-end street or cul-de-sac provides safety that a connected street does not. Design requirements for subdivision streets generally prevent any alternative street pattern.

Good neighborhood design with connected streets can produce less automobile travel. Studies comparing "traditional" neighborhoods having direct street connections to suburban subdivisions

with curvilinear street patterns and cul-de-sacs found that daily vehicle miles traveled (VMT) could be as much as 50 percent lower, and CO emissions more than 40 percent lower than conventional subdivision design.

From a public policy perspective, connected streets provide numerous benefits. First, they conserve resources for construction and maintenance. When streets are connected, the number of ways to

Town of Scarborough
Dead End Roads
Created After Aprx 1970

Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, © OpenStreetMap contributors, and the GIS User Community

route along them increases. The diagram below shows the increase in route options from a cul-de-sac pattern to a simple traditional 4 X 4 street grid.

These additional connections and routes are available to all users of those roads or streets: drivers, pedestrians, bicyclists school buses, and, importantly, emergency vehicles. These options are nice features in good weather and may be life-saving during storm conditions.

In addition, by affording multiple route options, the motor vehicle traffic can be dispersed along many routes as opposed to being channeled into few roads.

While straight street segments are shown for simple graphics, the streets and connections may be curvilinear to follow local topography: the importance is the connection, not the particular alignment.
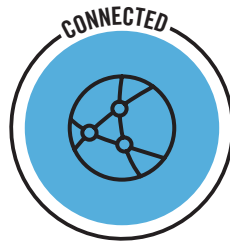
CONNECTED

Connected Streets

Connected streets have many benefits including:

- Providing a multitude of routes between and among destinations
- Dispersing traffic
- Providing more interesting routes for pedestrians
- Enhancing emergency vehicle response times and options
- Reducing burden on taxpayers for the costs of maintenance and operations

How Connected Streets Work

ONE ROUTE: A to B

70 ROUTES: C to D
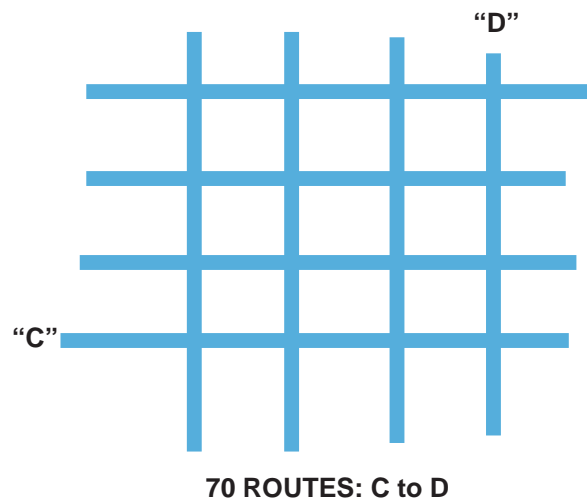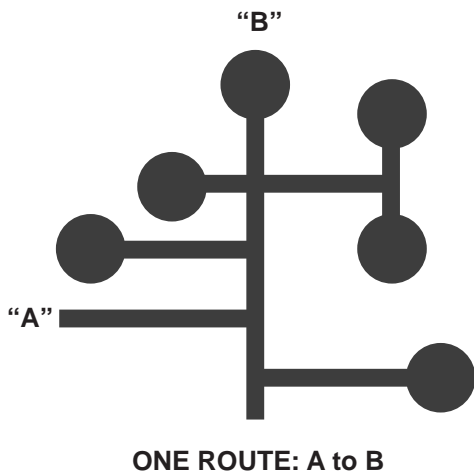
Street and Road Design

Streets are among the most important and most used public spaces and should be designed to consider all the people who use them. A context-directed street design responds to the divergent needs of pedestrians, bicyclists, transit riders, and motor vehicles of many types. It also considers the natural environment and the street's relationship to adjacent and future land uses.

Seniors, children, and others who cannot drive are disenfranchised by any environment that is dominated by cars or not served by public transit. Unfortunately, this is the case in most conventional suburban design developments.

Travel coordination between drivers and non-drivers also places demands on the drivers who must modify their schedules to transport the non-drivers.

Streets that balance moving vehicles with the safety of bicyclists and pedestrians equally value all users of the public street space. Walkability increases, as does actual walking, which in turn improves the health of neighborhood residents. The U.S. Surgeon General's Office estimated that in 1999, 61% of US adults were obese and that daily walking would be a great aid to reducing that percentage and improving overall health.

More recently, the Surgeon General has been promoting its "Step It UP!" program with numerous online resources to encourage walking and walkable communities.

Municipal streets are engineered to a particular "design speed" – the speed at which a reasonable person instinctively drives based on key design features such as visibility and the width of lanes. In general, the wider the lane, the faster drivers go. Transportation experts suggest that the actual design speed of most streets is usually higher than the posted speed limit, leading to drivers feel comfortable speeding.

Low volume streets can function well with a shared space of much less width (often 14'-18', depending on context) than is typical. This increases safety for all and reduces speeding and municipal costs, including snow removal.

Scarborough's Street Acceptance Ordinance (Chapter 701) provides a series of requirements for new roads and streets to be considered by the Town for acceptance and ongoing maintenance. This ordinance allows, but does not require, sidewalks. It requires design speeds of 25 and 30 mph for streets and roads. In practice, it is not unusual to have motor vehicles traveling 5 mph or more above the limit without being considered "speeders" subject to enforcement.

Photos Credit: Rick Chellman

HEALTHY

People walking typically feel discomfort and danger near vehicles traveling at much more than 20 mph. The preceding photo, taken along Route 1 for this plan, was not from a location that was at all comfortable for the photographer, even though a shoulder is present. Separating the sidewalk from the vehicle travel lane with the use of planted areas or parked cars are great options for increasing the safety of pedestrians as well as their sense of security. The higher the speed, the more separation there should be.

When a motor vehicle strikes a pedestrian, there is a direct correlation between the speed of the vehicle and the severity of the pedestrian's injuries. If the motor vehicle is going 35-36 mph or faster, there is a high likelihood of a pedestrian fatality or permanently disabling injury.

In the event of a collision at 20 mph or slower, however, the pedestrian almost always survives with minor injuries only.

Vehicle Impact Speed vs. Pedestrian Injury
(Initial Impact Only)

Usually Fatal

Small Injuries

AIS Severity (6=fatal)

Impact Speed (mph)
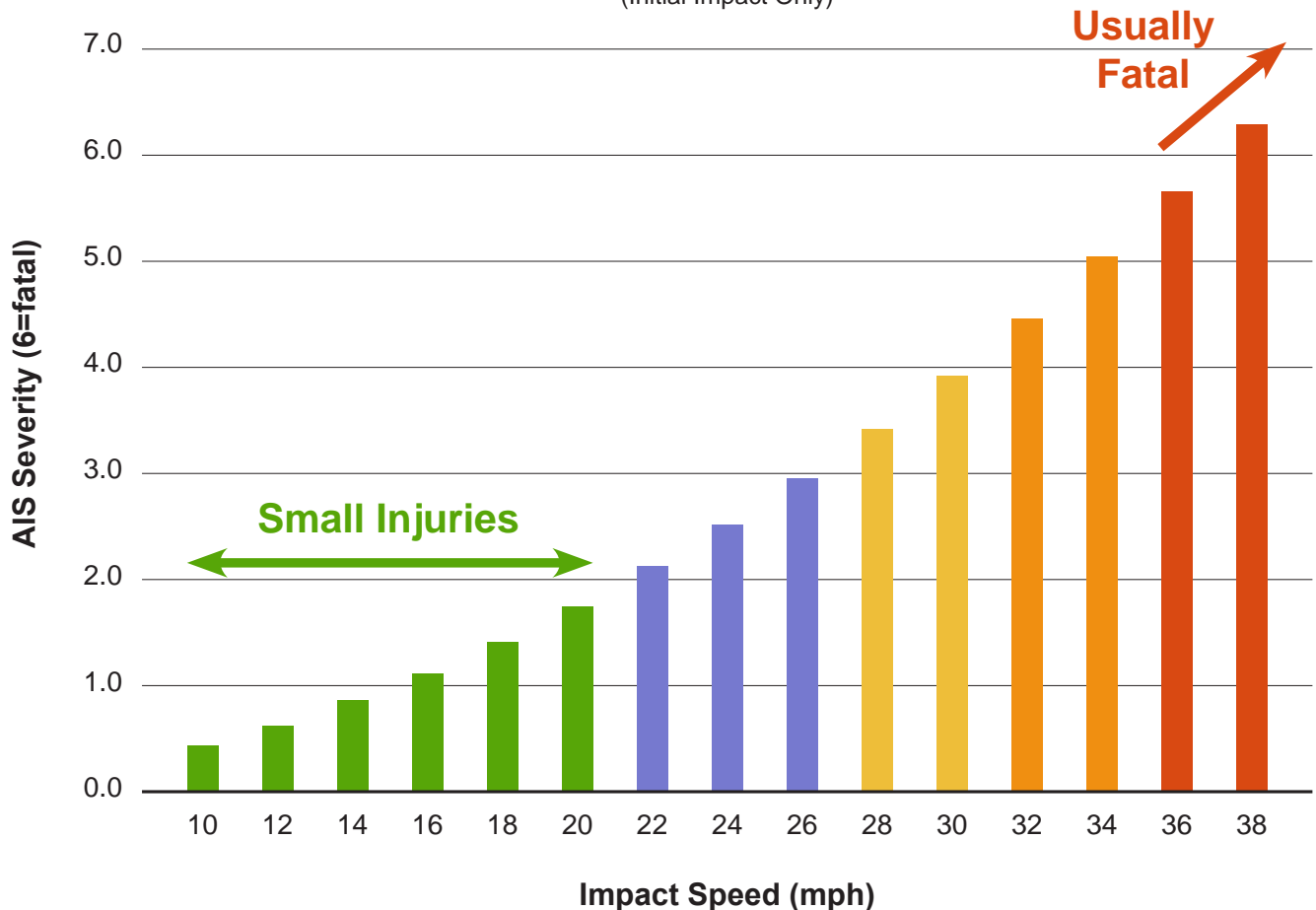
TOWN FACILITIES AND SERVICES

Community facilities and services provided in the Town of Scarborough support the day-to-day operations of the Town. The type, location, and capacity of infrastructure in the community – its service delivery – is critical in order for the Town to offer a high quality of life to residents. Monitoring infrastructure investments and the pace of development in relation to future growth depicted on the Growth and Conservation Map will be critical to the Town, as infrastructure investments have tremendous effects on the type, location, pattern and intensity of development that will (or will not) occur in Scarborough.

A description of community facilities and services provided in the Town follows, including those provided by outside partners that residents, businesses, and visitors use to meet their daily needs. Growth management tools, such as impact fees and the Growth Management Ordinance, will be important resources for the town when considering these services.

Police

The Scarborough Police Department is responsible for working in partnership with the community to enhance the quality of life in the town. The department is led by an appointed chief of police and includes administration, police services, communications, social services navigator, marine resources and animal control.

The Police Department Administration is responsible for the overall administration of the department and includes the Police Chief, two Deputy Chiefs, one Lieutenant, one Administrative Coordinator and an Administrative Assistant.

Police Services is responsible for law enforcement and investigative services. There are seven sergeants, 22 patrol officers, four detectives, two school resource officers, one community resource officer, one marine resource officer, one animal control officer and one social services navigator. Our Social Services Navigator is a trained mental health and social worker embedded within the department to provide intervention,

education, outreach and case management to the citizens. We have partnered with the Town of Cape Elizabeth to share our marine services. We have also partnered with the City of Westbrook to share our animal control services. In 2019 the department handled 35,819 police calls for police services, made 9859 traffic stops, drove almost 350,000 miles and made 538 arrests.

The Communication Division is responsible for receiving all business public safety calls for both Scarborough and the town of Old Orchard Beach. It also processes all 911 calls for towns of

Scarborough, Old Orchard Beach and Buxton. The Communication Division dispatches police, fire and rescue for Scarborough and Old Orchard Beach. The division has 13 full time dispatchers, one part time dispatcher, one data specialist, one crime analyst and received 15,138 emergency 911 calls in 2019. Note that due to the Covid 19 pandemic the numbers used were 2019 events, so as not to distort previous data.

Source: www.scarboroughmaine.org/departments/police

Fire and EMS

The Fire Department is led by an appointed Fire Chief overseeing five divisions: Administration, Fire Suppression, Fire Prevention, Emergency Medical Services, and Emergency Management.

In 2020, the Fire Suppression and EMS divisions responded to 1,355 fire calls, 2,308 EMS calls, and 168 vehicle accidents. They handled a total of 4,231 calls – an average of 11.6 calls per day.

The Fire Prevention Division is responsible for the department's proactive fire prevention activities. This includes conducting life safety inspections on every commercial occupancy and multi-tenant occupancies with three or more units on an annual basis. All high hazard occupancies, such as schools and daycares, are inspected monthly.

The Emergency Management Division is responsible for Town-wide emergency planning and coordination during natural and man-made disasters.

In addition to calling for a new and larger police and fire facility (which was recently completed), the Long Range Municipal Facilities Plan also advises on a number of fire stations.

The North Scarborough Fire Station is Scarborough's most remote fire barn and provides response to not only northwestern Scarborough, but also areas of Gorham and Westbrook. For over 30 years the Town has shared the station with the Town of Gorham. While the Town of Scarborough owns the building, the Town of Gorham shares the cost of utilities and provides one of the apparatus stationed there. Crews and apparatus respond to calls within a geographic area encompassing both south Gorham and North and West Scarborough without regard to municipal boundaries. Call members that respond from the station belong to both departments and are compensated based on the origin of the call.

Source: scarboroughmaine.org/departments/fire-rescue

Given the geography of this station and the growth in the area, an expansion is likely needed in the next five to fifteen years. In preparation for this potential expanded demand, the Town owns the adjacent house lot at 14 Saco Street, which is ¾ of an acre. This property coupled with the existing fire barn and site is forecasted to be adequate for a likely expansion of about 7,000 square feet and associated access and parking. In terms of funding, there is potential for a municipal partnership with our mutual aid communities of Gorham and Westbrook. An expansion at this station could reduce facility needs in these two communities.

The Dunstan Fire Station was last expanded in 1998 and is experiencing limitation on bedrooms and vehicle bay space given the existing and future growth of personnel and apparatus. An expansion will likely be necessary in ten or more years. Unlike the North Scarborough Fire Station, the property this facility is located on is constrained in size and provides limited area for expansion. Given this, and the need for expanding horizontally to provide more vehicle bay space, land acquisition may be necessary.

The Town has also engaged in discussion with the Saco FD about the potential for sharing the station and staff.

An additional fire station to serve the West Scarborough portion of the community may be called for in fifteen to twenty-five years. This is an area that has a significant number of rural residential neighborhoods and lacks a local fire station Currently it is the most remote area for emergency response in the community. The Town now depends on a mutual aid agreement with the Town of Buxton to help meet the needs of the area. The Town of Buxton's Bar Mills station will respond automatically to reported building fires in the area.

Growth has slowed in this portion of Town, and the establishment of a fire station, which may not be cost effective, should be evaluated.

Source: scarboroughrotary.org/Page/touch-a-truck

Schools

Scarborough has three primary schools serving students at the K-2 grade level: Blue Point, Eight Corners, and Pleasant Hill. The total enrollment was approximately 651 students in October 2019. The primary school population is predicted to rise significantly by 2025-2026.

These three primary schools are small, deteriorating, and difficult to run in a cost-effective manner. The schools all have combined cafeterias and gyms, limited kitchen space, and inadequate meeting space. In addition, the schools lack security vestibules and surrounding driveways for security and emergency services. The schools have a combined twelve modular classrooms.

Wentworth School serves approximately 664 students in grades 3-5. The school opened in 2014 and has a staff of approximately 108, including 48 teachers. The school is in good condition and not in need of major upgrades or renovations.

Scarborough Middle School, located at 21 Quentin Drive, served over 696 students in grades 6, 7, and 8 in October 2019. The staff of approximately 107 includes 57 teachers. The school is over 20 years old and is overcrowded, with 12 modular classrooms that are detached from the main school and present security issues. In 2015, there were five "floating teachers" without classrooms due to lack of space. The cafeteria, kitchen, and library are all significantly smaller than Department of Education recommendations. Hallways are narrow, and parking and parent drop-off systems are inadequate.

Scarborough High School serves 988 students in grades 9 through 12. The faculty is comprised of over 100 teachers and specialists qualified in specific disciplines and content areas. The school is in good condition and not in need of major upgrades or renovations.

The Scarborough Schools Long Range Facilities Plan outlines a number of options for the schools:

The first option is to only address the most urgent problems as they arise at the primary and middle schools and to keep them open at minimal cost.

The second option is to renovate the existing facilities to improve energy efficiency and sustainability.

The remaining options all involve new construction. The possibilities include replacing modular buildings with permanent construction, creating a new, consolidated primary school building, renovating and expanding Scarborough Middle School, and expanding the Wentworth School to accommodate the addition of the 6th grade. Providing high quality schools and facilities is a significant part of the municipal budget and the town should continue to monitor the relationship of residential growth to school enrollment accordingly.

Photo Credit: Dave Cleveland, Maine Imaging, for SEDCO
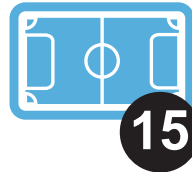

Source: scarboroughschools.org

Parks and Open Spaces

In 2016, the Community Services Department maintained more than 130 acres of trails and open space. This included 13 baseball/softball fields, 15 rectangular fields for youth and adult leagues, an outdoor track, an outdoor ice rink, eight community gardens, five playgrounds, six tennis courts, three basketball courts, seven trails, and seven parks. Scarborough hosts a portion of the 65-mile, multi-use Eastern Trail, an amenity of statewide significance. A recently completed fundraising campaign will fund construction of the trail in Scarborough to close an important gap in the off-road route. The map on the following page shows parks and trails and the areas that are within walking access of each.

The Community Services Department also offers recreational and educational programs to youth and adults throughout the year. These include a variety of sports camps, as well as theatre and arts camps. The Town has one of the largest in-house programs for soccer, indoor soccer, and basketball in the state.

A multi-purpose community center that could accommodate athletic facilities such as a pool, gym, and exercise rooms, as well as space for seniors and other age and interest groups, has been identified as a need. The center could also house the Community Services Department administration, which is currently using an overcrowded space at Town Hall. A partnership with a private organization(s) may help facilitate the construction of such a facility.

HEALTHY

Rectangular Fields

15

Baseball Fields

13

Outdoor Track

1

Outdoor Ice Rink

1

Community Gardens

8

Playgrounds

5

Tennis Courts

6

Basketball Courts

3

Trails

7

Parks

7

Map 2: Parks and their Pedestrian Sheds

Legend

○ Parks

Areas within a five minute walk(quarter mile) of a park

Areas within a 10 minute walk(half mile) of a park

Eight Corners School

Warren

Larrabee Farm

Springbrook Park

Broadturn Farm

Fuller Farm

Sewell Woods Preserve

STEWARDSHIP

HEALTHY

Spurwink River
Fishing Pier

Willey Park

Pleasant
Hill School

Pleasant Hill
Preserve

n Woods

Scarborough
Middle
School

Wentworth
School

Scarborough
High School

Libby
River Farm

Higgins Beach

Memorial Park

Black
Point Park

SEDCO Field

Libby
River Farm
Trailhead

Clay Pits
Boat Launch

Winnocks
Neck Landing

Old Neck
Landing

Scarborough
Beach

Seavey
Landing

Scarborough
Marsh Audubon
Center

Blue Point
School

Scarborough River
Wildlife Sanctuary

Blue Point Preserve

Co-Op
Parking/Boat
Launch

Ferry Beach

Eastern Trail
Trailhead

Peterson
Sports
Complex

Blue Point
Park

Pine Point
Beach(Hurd
Park)

Strawberry
Ocean
View Park

SEDCO

The Town Council created the Scarborough Economic Development Corporation (SEDCO) nearly 35 years ago as a separate organization to foster economic development in Scarborough.

The organization is run by a board of directors, appointed by the Town Council. SEDCO's mission is to develop, support, and promote sustainable economic development practices leading to a healthy, diverse, and resilient local economy for the Scarborough community. SEDCO accomplishes its mission by:

• Supporting the Town's fiscal health through the promotion of a diversified and growing business community,

• Promoting economic policies and seeking opportunities that preserve and/or improve the quality of life and work in Scarborough

• Valuing, promoting, and respecting Scarborough's natural resources through sound development policies

• Engaging the community (businesses and residents) in planning for the Town's economic health

• Being open to innovation and creativity and being adaptive to change

• Promoting and fostering the best and highest use of commercial properties.

• Understanding the holistic nature of economic development and its impacts on the health of the community.

SEDCO's core activities include the development of economic policies and programs which support the Town's Comprehensive Plan. They assist in the attraction, establishment, retention, and expansion of businesses within the town limits. The staff maintains and grows a comprehensive intelligence system for use by both the private and public sectors. They assess the economic competitiveness of the Town and they cultivate a network of local, regional, state, federal, and international resources to assist local businesses and municipal officials.

The Public Library

The Scarborough Public Library's Trustees define the mission of the library as providing access to a broad and deep collection and high quality services that promote lifelong learning in a welcoming, community-centered facility.

The Scarborough Public Library, like more than half of those in the state, operates as a private, non-profit, tax-exempt corporation. A Board of Trustees made up of 14 residents (including one appointed member of the Town Council and the Vice President of the Friends of the Library) is responsible for policy, planning, and fiscal control of the corporation.

Funds to operate the library come primarily, but not exclusively, from the town. Each year, a library budget is presented to the Town Council using the same procedures and undergoing the same scrutiny required of town departments. Following an informal procedure established in 1934, and operating under a memorandum

of understanding, municipal officials and library trustees cooperate in providing library services without charge to residents of the community.

The current library building opened in 1990 and was originally intended to serve the needs of the town for a limited time with the understanding that as Scarborough grew, the Library would eventually need to expand.

The one floor building of 12,000 square feet is a blend of the various architectural styles prevalent in the community. It is fully equipped with an ethernet backbone and a high-speed T1 connection to the Internet that combine to provide instant access to information at any time. Twenty-one computers with Internet access and various software programs are available for public use. Two Early Literacy computers for children pre-school to age 8—complete with software—are popular additions to the youth services area.

Since 1990, the library's role has expanded to include providing access to technology, extensive cultural and educational programming, and community meeting space. The Library has adapted over time to perform of these functions and more in a facility not designed for them.

To address the demands of a growing community and the evolving role of the library, the Trustees are evaluating a possible facility expansion. The goal of any library expansion is to update the current Library to more adequately meet today's needs and provide flexibility for the future.

Stormwater Management

The Town's Planning and Public Works Departments work cooperatively on ways to best manage drainage and stormwater within the community. The stormwater management duties of the departments include:

- Review and approval of water quantity and quality stormwater design for new or re-development

- Coordination with the Maine Department of Environmental Protection (DEP) on stormwater design review, permit approval and compliance

- Administration and compliance with the stormwater and water pollution elimination requirements of the Federal Clean Water Act (known as NPDES)

- Maintenance, cleaning, inventory and condition assessment of public storm drain infrastructure

- Planning, design, permitting, and construction of improvements, retrofits, repairs, and replacement of public storm drain infrastructure

- Maintenance, retrofit, repairs or improvements of all town-owned stormwater management facilities

- Stormwater and watershed planning, including exploring new stormwater approaches, standards and stormwater planning on a watershed basis

- Management and oversight of the Compensation Fee Utilization Plan for Red Brook Watershed

The Town has been working with Maine DEP and the Cumberland County Soil and Water Conservation District on the implementation of the 2011 Watershed Management Plan for Red Brook, which is one of two watersheds that are classified as "urban impaired". Additional efforts are needed to implement this management plan as well as establish more local stormwater standards, customized to Scarborough's needs and goals.

In 2017 the Town completed a watershed management plan for Phillips Brook. The watershed covers 653 acres (1.02 square miles) in the Dunstan Corner area of Scarborough and includes the 2.77-mile Phillips Brook. Phillips Brook has been assessed by the Maine Department of Environmental Protection (DEP) as not meeting water quality standards for aquatic life and aquatic habitat use, and has been listed on the 303(d) list of impaired waters. The impairment of Phillips Brook has been attributed to stormwater runoff from impervious surfaces, undersized stormwater infrastructure, and development in the lower watershed that has encroached on the stream channel, floodplain, and wetlands areas. The Town seeks to implement the locally-supported watershed-based management plan that outlines actions needed to improve Phillips Brook's water quality and aquatic habitat.

The Town, along with local partners, has begun focusing on two other watersheds that appear on the DEP's Threatened Streams list: Mill Brook and Willowdale Brook. By beginning work within these watersheds early, there is a better chance of preserving and improving the health of these streams.

STEWARDSHIP

Photo Credit: Dave Cleveland under contract to Town of Scarborough

83

Wastewater

Created in 1969, The Scarborough Sanitary District is a separate organization governed by an elected board of directors. This district has authority over all wastewater collection and treatment for the Town of Scarborough. The Sanitary District wastewater treatment facility (WWTF) is capable of treating an average of 2.5 million gallons per day (mgd) of raw sewage. It uses a process called "activated sludge" to treat wastewater. In this process, microorganisms are used to remove waste products from the discharge stream.

The Scarborough Sanitary District over the last several years has upgraded the wastewater treatment facility's capacity from 1.8 million gallons a day (MGD) to 2.5 MGD and upgraded and/or rebuilt all of its 23 pump stations.

As of 2016, the District owns and operates approximately 68.4 miles of gravity sewer, 23.5 miles of force mains, 2,025 manholes, 23 pump stations, and the WWTF. In addition to the District owned infrastructure, there are approximately 6.1 miles of private gravity sewer lines, 6.6 miles of private force mains, and 34 private/association pump stations connected to the District's system.

In 2016, the District provided wastewater collection and treatment services to 5,154 accounts, 4,729 residential and 425 commercial. The District also serves an additional 396 customers who utilize the wastewater treatment facility to discharge waste pumped out from septic tanks.

Solid Waste and Recycling

The Town's Sanitation Division provides oversight for solid waste disposal and recycling. Collection of municipal solid waste (MSW), recycling, and food waste is contracted to PineTree Waste. In addition, the Town manages programs for the collection of special waste, such as hazardous waste and electronic waste.

All MSW, recycling, and food waste goes to ecomaine, a non-profit waste management company owned and operated by 20 municipalities in southern Maine, including Scarborough. ecomaine's waste-to-energy plant was built in 1988 and provided two major benefits: 1) use of municipal waste as fuel to generate and sell electricity for the financial health of the organization, and 2) reduction in the volume of trash by 90 percent. Recycling was added in 1990 and single-stream recycling was added in 2007.

In 2016, there were 6,595 collection stops. 5,800 tons of solid waste and 2,600 tons of recyclables were collected. The Town's recycling rate was 31%.

In 2020,

6,595
Collection Stops

5,700
Tons of Solid Waste

2,100
Tons of Recyclables
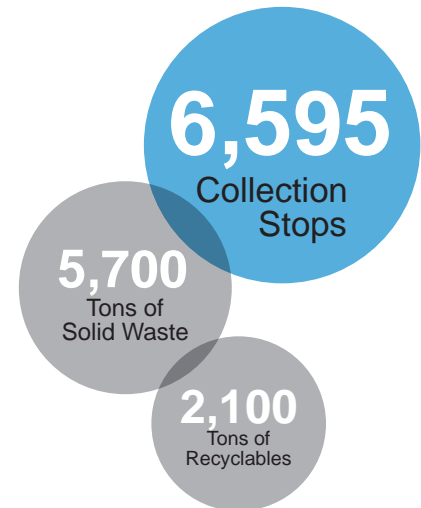
27%
Recycling Rate

Thinking About Resilience: Energy and Agriculture

In May 2017, 260 Scarborough homes in Pleasant Hill began participating in ecomaine's first curbside food waste recycling program. Food waste is collected each week, de-packaged and anaerobically digested to produce sustainable power, organic farm fertilizer and cow bedding for the Maine family dairy farm, Stonyvale Farm. The removed food waste packaging is taken back to ecomaine's facility to be burned for energy. The pilot ended shortly after it began, however efforts such as these are important to think about long term solutions to waste management issues.

Water Service

The Town is covered by both the Portland Water District and the Maine Water Company. The Portland Water District serves the majority of the community which is supplied by public water. The Portland Water District maintains a 1,000-mile network of water mains ranging from 60 inches to 2 inches, pump stations, and reservoirs that bring water from Sebago Lake. Roughly 25 million gallons of water is kept in storage. This helps maintain proper pressure, and it allows for a water reserve in case of an emergency, like a fire or a flood.

The Portland Water District's Sebago Lake Water Treatment Facility began treating water in February 1994 using ozone. Ozone is a powerful disinfectant that kills potentially harmful microorganisms and is 99.99% effective against viruses and Giardia. Treatment includes screening, ozonation, UV light treatment, chlorination, and corrosion control. Also as a result of a citizen referendum, fluoride is added to the water at the plant to promote dental health.

The District regularly monitors and tests the water for over 90 substances, and it meets or surpasses all federal Safe Drinking Water Act standards. Their laboratory is able to perform 40 different analyses. Water quality experts annually collect nearly 6,000 samples and perform 16,000 analyses throughout the system, from Sebago Lake to the tap. In addition, temperature, pH, turbidity, chlorine residual, ammonia/monochloramine and ozone residual concentrations are monitored via on-line meters located at the plant.

The Pine Point area of Scarborough is served by the Maine Water Company. The Saco River is the source of water for this system and is considered one of the cleanest major rivers in Maine. The Maine Water Company routinely tests the water for more than 90 potential contaminants and parameters that could affect its quality.

NATURAL ENVIRONMENT

Development Patterns

As demonstrated in the *Demographics* section of this Plan, Scarborough continues to have a significant rate of residential growth. While the number of households and population are each increasing, the number of people living in each household is shrinking. New development requires infrastructure investment and Town provided services like sewage treatment, police and fire protection, and schooling and busing for children. The pattern of Scarborough's growth is creating higher stress on infrastructure and municipal resources than may otherwise be necessary.[1] This is among the reasons it is important for the town to evaluate the pace of growth.

The growing number of households is adding pre-existing development that is negatively impacting Scarborough's natural water systems.

Tidal wetlands are at risk because shoreline development in Scarborough is preventing the natural migration of water inland. Not only does losing coastal wetlands harm coastal ecosystems, it removes an important line of defense against coastal flooding.

The existing development patterns have created barriers to landward migration of coastal marshes, beaches, and other intertidal natural communities. Expanding buffers will help mitigate flood risks.

Groundwater and Soil

Groundwater is subsurface water that fills the spaces between particles of rock and soil. Aquifers are where large quantities of groundwater collect into voids and are capable of yielding significant amounts of water to wells. Western Scarborough residents (west of the Turnpike) still primarily rely on aquifer-fed wells. According to residents surveyed as part of the planning process, many wells are experiencing dramatic water decreases. The Town has mapped its aquifers and created the Aquifer Protection Overlay District, a zoning ordinance aimed at protecting the quality of the aquifer by managing land-use activity and development above the groundwater.

Because Scarborough's natural geographic barriers are forcing growth westward, soil typology should be further mapped. Sand and gravel are generally the most productive soil typology for aquifer recharge, while clay allows for the lowest recharge rates.[2] Accurate mapping of soil typology and the relationship to the interconnected ground, surface, wetland, and rain water systems will help the Town make well-informed decisions about future westward growth and open space preservation. As the Town manages future development, both aquifer location and soil typology should inform on-site water management requirements, and the ability of open space areas to contribute to the aquifer systems' recharge rates. Soil typology will also have an impact on water and sewer delivery system placement, design, and costs.
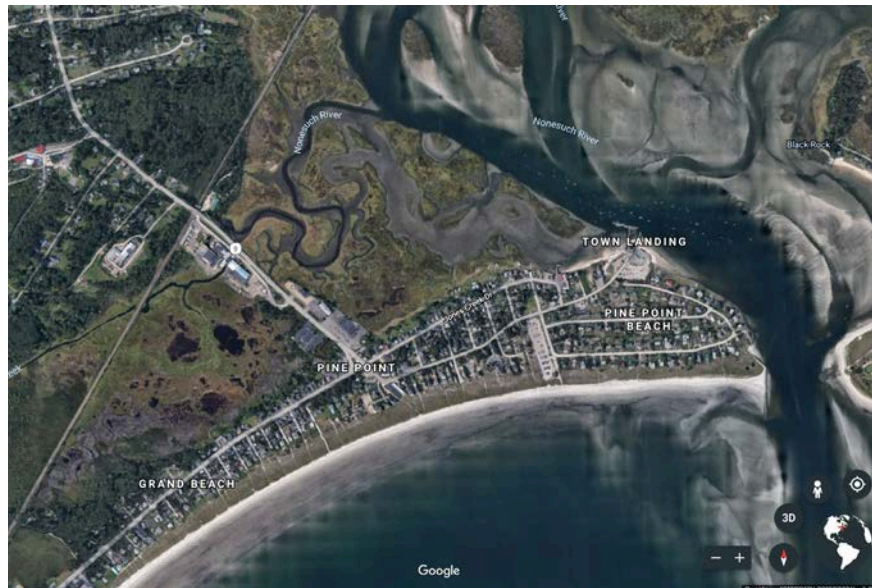
Natural marsh migration has been impacted by development. Photo credit: Google Earth

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1. www.scarboroughlandtrust.org/economics-of-land-conservation
2. www.water.usgs.gov/edu/watercyclegwstorage

Clay soil locations and aquifer capacities will be key determinants in the Town's ability to support agriculture. Conserving historic farms and open-space will support watershed health. The Maine Farmland Trust has spent over $15M in farmland preservation and redevelopment and is an excellent partner in ensuring the long-term health of the watershed.

While groundwater resources are impacted by soil permeability and hardscape development, precious groundwater resources are also at risk of contamination from improperly functioning wastewater disposal systems and improper use of agricultural chemicals and fertilizers in untreated stormwater runoff.[1]

Increasing Risks

"Most of what we call natural disasters (tornadoes, droughts, hurricanes) are indeed natural, though human contributions may increase their likelihood or intensity. But they aren't disasters – they're hazards. If a hurricane slams into land where no one lives, it isn't a disaster; it's weather. A disaster is when a natural hazard meets a human population. And often, that intersection is far from natural."[2]

Currently numerous residents, businesses and critical infrastructure are in locations with increasing threats due to climate change. The Town of Scarborough is included in Cumberland County's Hazard Mitigation Plan (HMP).

The HMP is most effective when implemented as part of a comprehensive, long-term mitigation plan. This Plan also identifies additional risks that should be included in future HMP versions. Mitigation plans are key to breaking the cycle of disaster damage, reconstruction, and repeated damage. Additionally, a FEMA-approved hazard mitigation plan is a condition for receiving certain types of disaster assistance, including funding for mitigation projects. The HMP lists the top hazards in terms of frequency of occurrence, level of impact, and percent of the county at risk as (1) flooding, (2) severe winter storms, and (3) severe summer storms. Aquifer drought isn't listed, but because of the impacts aquifer depletion will continue to have on existing and future development, it should well be included.

Maine's climate is changing, and according to the EPA, the state has warmed about three degrees Fahrenheit since 1900. Spring is arriving earlier and bringing more precipitation, heavy rainstorms are more frequent, and summers are hotter and drier. In the Northeast, average annual precipitation from extremely heavy storms has increased 70 percent since 1958 (HMP). Rising temperatures melt snow earlier in spring and increase evaporation, and thereby dry the soil during summer and fall. So, flooding is likely to be worse during winter and spring, and droughts worse during summer and fall.

Warming ocean water temperatures are causing sea levels to rise at increasing rates. These conditions are also impacting marine life, causing changes to the ecosystems that many residents depend on for their livelihood and recreational enjoyment.

Sea Level Rise

According to the United States National Oceanic and Atmospheric Administration (NOAA), the mean sea level rise (SLR) trend varies from a low of 1.1' to a high of 8.7' in by 2100. The chart below depicts the prevailing science and suggests that though the exact amount of SLR is uncertain, Scarborough needs to be prepared for impacts. The scenarios laid out in the chart provide planning guidance when considering the costs and expected time horizon of a particular investment. And while 2100 may seem many years away, the incremental rise of the sea will increase Scarborough's risks associated the impacts of other more common and seemingly less threatening events, particularly when coupled with flooding events described below.

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1. Scarborough Town Ordinance #405: Section VII.F. Aquifer Protection Overlay District
2. Popular Science; There's Actually No Such Thing as a Natural Disaster; Kendra Pierre-Louis 10-2-2017

Flooding

Most of Scarborough's non-storm related flooding is localized and related to extreme tides that are tied to lunar cycles, culminating in our highest annual tides commonly known as "King Tides." Coupled with the rising seas described above and overall changing climate patterns, which are increasing flooding from precipitation events, these floods will become more regular and the impacts will become even more acute.

GAUGE	Scenarios by 2100 (feet, NOAA 2017, 50% CI)					
	Low	Low-Intermediate	Intermediate	Intermediate-High	High	Extreme
PORTLAND	1.1	1.5	3.8	6.0	8.7	10.8
BAR HARBO	1.3	1.7	4.0	6.2	9.0	11.0
EASTPORT	1.2	1.6	3.9	6.0	8.8	10.9
AVERAGE	1.2	1.6	3.9	6.1	8.8	10.9

When a tidal flooding event coincides with a storm event, such as a nor'easter, Scarborough will experience even greater coastal flooding as offshore winds and waves push the waters inland. This flooding is called a storm surge and is defined as the abnormal rise of water generated by a storm, over and above the predicted tides. Flooding from storm surges depends on many factors, such as the track, intensity, size, and wind speed of the storm and is capable of putting residents at risk and causing millions of dollars worth of property damages.

The SLOSH (Sea, Lake, and Overland Surges from Hurricanes) model is a numerical model used by the National Weather Service to compute storm surge data. It displays surge flooding (inundation) scenarios for various hurricane wind categories during high tide. These maps make it clear that storm surge is not just a beachfront problem, with the risk of storm surge extending many miles inland in some areas. As evidence, the storm surge from the 2007 Patriots Day Storm could be the expected daily high tide level after 2' of sea level rise.

In the past 20 years, Maine has averaged a federal disaster declaration every 2 years because of severe winter storms. Although hurricanes get a lot of attention due to their impact on popular coastal destinations, their size often pales in comparison to mid-latitude cyclones,
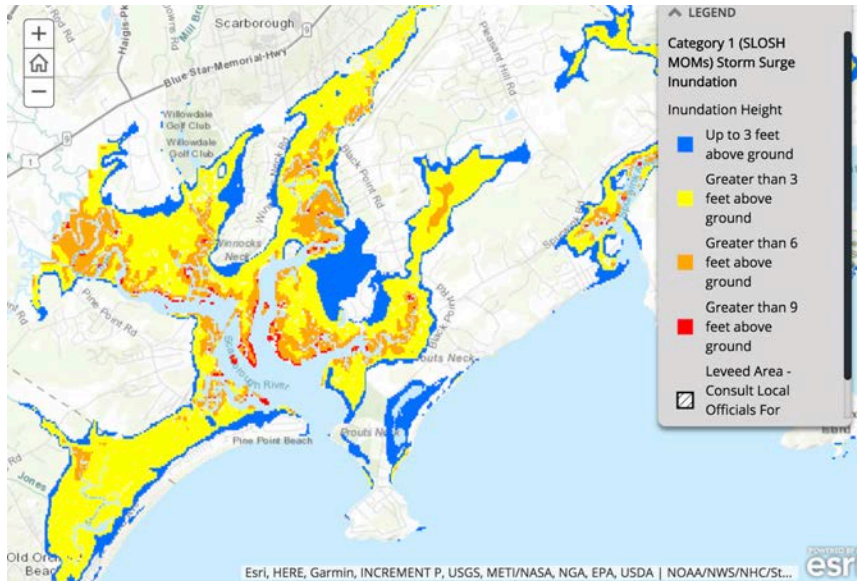

Photo courtesy of the Town of Scarborough

Flooding in Scarborough during king tide

NOAA National Storm Surge Hazard Maps for Category 1 hurricane (64-82mph winds) storm surge impacts to Scarborough. Colors reflect inundation heights measured in feet

SLOSH model for Category 2 hurricane (83-95mph winds) storm surge impacts to Scarborough. Colors reflect inundation heights measured in feet.
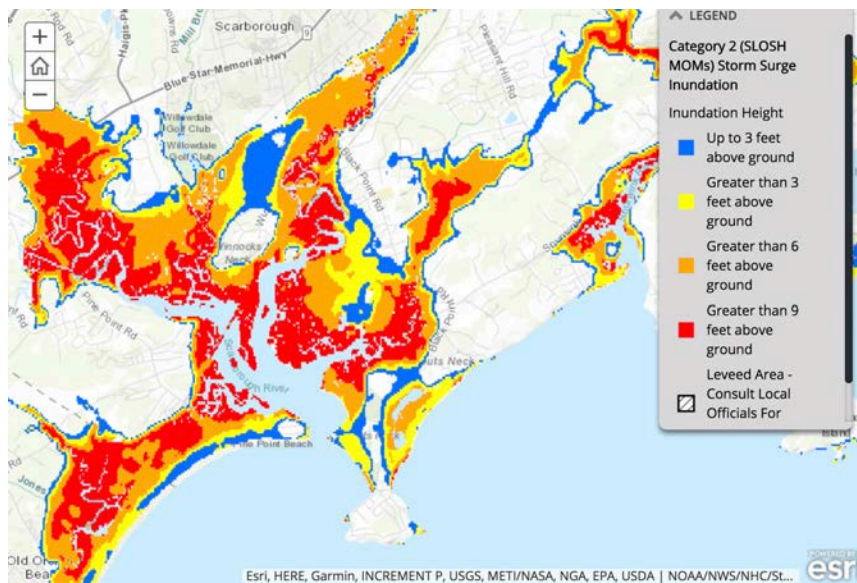
or nor'easters.

Nor'easters batter New England year after year, causing billions of dollars of damage. The region will experience 20-40 nor'easters annually October-April, and at least two of these events will be severe. They are notorious for producing heavy snow, ice, massive amounts of precipitation, storm surge, severe winds, and large waves.

In addition to storm surge, the ice and wind that accompanies nor'easters poses a serious threat to Scarborough's electric grid. Overhead powerlines are at risk to fail under the weight of ice or from tree limbs falling because of ice buildup. Residents who participated in the planning process said that they experience numerous power outages during extreme ice-events and rely heavily on personally owned generators during these events.

Regardless of the type of event that causes the flooding, inundated roads will continue to pose a serious threat to the Town's residents, businesses, vacationers, and infrastructure. The 2014 Road Infrastructure Assessment (RIA) report, generated by the Saco Bay Sea Level Adaptation Working Group (SLAWG), identified and assessed the potential impacts of several different scenarios of sea level rise or storm surge on both public and private roads within the Saco Bay region. This data is integral in developing and updating evacuation plans, capital improvements plans, and land use regulations to minimize the risk to private and public property from the increasing risks associated

with more common flooding events affecting Scarborough.

The multitude of threats to the built environment caused by cyclical events like tidal flooding and nor'easters will need to inform energy security planning, construction and storage codes and standards where future development is allowed to occur and how to deal with the inevitable destruction that will result from a large-scale event. Creating a plan for how to expand coastal conservation and how and where to rebuild after a catastrophic event are best prepared prior to an event.

As mentioned, mitigation strategies for these flood events can't be limited to the built environment. Coastal inhabitants often dismiss tidal surge and nor'easter events as low-risk. The likelihood of Scarborough experiencing a multi-factor convergence event is increasing because of climate change. This increases serious risks to residents that haven't properly prepared.

The Town will need to increase public awareness about the true risks associated with these increasingly severe weather events. Residents need to know the evacuation zones, receive guidance on how to plan, where to go, and how to get there. Evacuation route way-finding is an important tool for instructing the public to evacuate.

The Cumberland County Hazard Mitigation Plan (HMP) was revised and approved by FEMA in March 2017 as part of a FEMA five-year update cycle. As part of this process, Scarborough's emergency manager, public works and other Town departments worked together to determine the most needed projects.

The HMP includes FEMA's defined flood risk zones. These zones are depicted on a community's Flood Insurance Rate Map (FIRM), commonly referred to as a "flood map". Each zone reflects the type of flooding and severity of risk in the area, is based on historical flood data and helps determine flood insurance rates. The current adopted maps do not take into account sea level rise or use recent models on climate change, but are important for residents and property owners to review.

King tide flooding along Route 1.

Photo credit: Town of Scarborough

Left: Highly volatile gas tankers being stored in high hazard area adjacent to the marsh. Right: Propane tanks installed within feet of the marsh can become a deadly threat to people and property during flood events.

Scarborough received updated Preliminary Flood Insurance Rate Maps (PFIRMs) from FEMA in April 2017. These new maps will impact future development building code requirements in high-hazard zones as well as flood insurance requirements with premiums based on risk. Many Scarborough properties not previously in a Special Flood Hazard Area (SFHA) may now be in the SFHA because of this remapping.

Property values may also be affected which would affect both the home owner and the Town's property tax revenues. According to a 2008 Journal of Risk Insurance article, homes located in the SFHA can lower the average property value by 7.8%. With a property tax rate of $16.49 per $1,000 of assessed value, this could result in millions in tax revenue reductions.

Every property owner should view the maps to see if any changes have occurred that would affect their property. FIRM and PFIRM maps are available for viewing at the Planning and Code Enforcement Office or online through the Town's website.

Image A: Current FIRMS
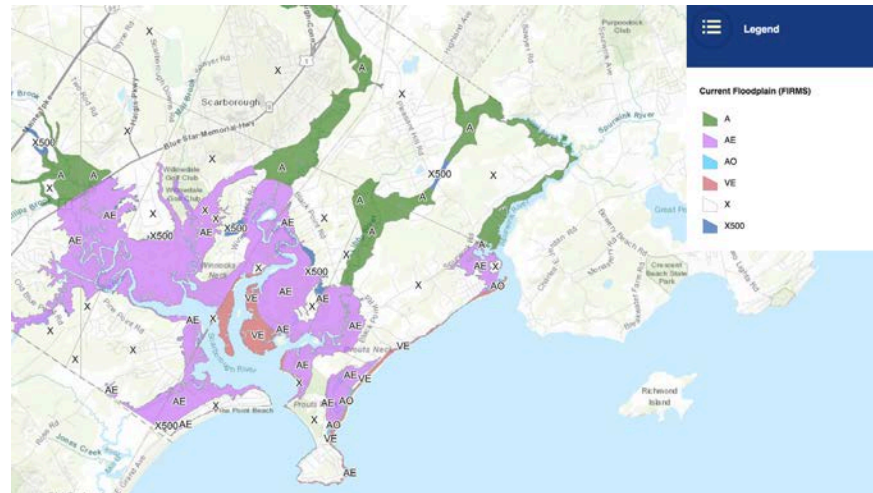
Image B: PFIRM 2017
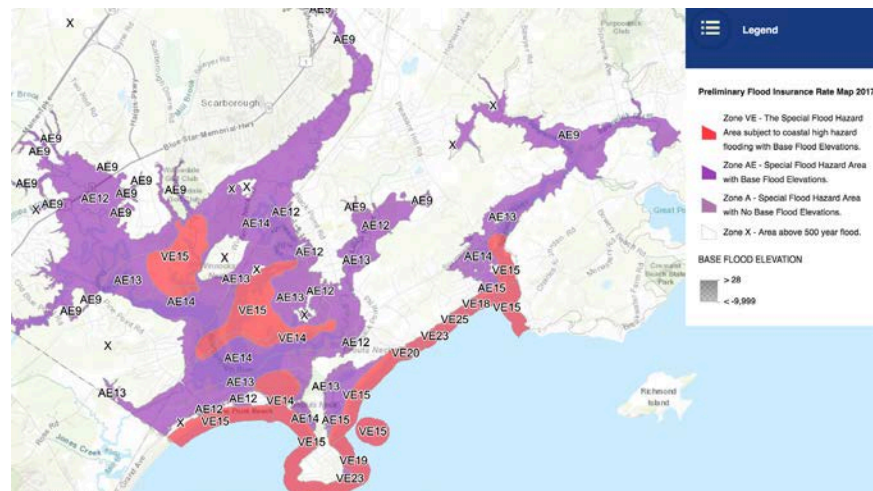
Thinking About Resilience: Insurance Premiums

Scarborough participates in the National Flood Insurance Program (NFIP), a Federal program managed by FEMA which allows property owners in participating communities to buy insurance to protect against flood losses. The NFIP offers a voluntary incentive program called the Community Rating System (CRS). The CRS rewards participating communities that establish and document floodplain management activities that exceed the minimum NFIP requirements by discounting insurance premiums to reflect the reduced flood risks. As the Town continues to use citizen- and business-generated taxes to fund projects that reduce flood risks, the CRS could provide a structure that would allow residents to realize flood insurance premiums savings built off of these investments.

Houses sandwiched in between the marsh and ocean.

Photo credit Google Earth

Visitor Impact

Tourism is big part of the Maine economy and growing and will have a huge impact on the natural systems, local economy and future growth patterns. According to statistics from the Maine Office of Tourism, roughly 36.7 million tourists visited Maine in 2017, which is about 8.8 million more than in 2012. 1.8 million of these visitors stated that they visited attractions in Scarborough, like the Scarborough Marsh Audubon Center. Future land planning and development patterns that protect these natural assets are integral to ensuring vibrant future economic growth.

The ocean, marsh, and rivers are spectacular amenities, valued by residents and attracting millions of tourists per year, but are also a fragile ecosystem. The Scarborough Marsh is the largest salt marsh in Maine and considered by the State to be the most significant of Maine's coastal Focus Areas, which are unique concentrations of at-risk species and habitats considered areas of statewide ecological significance. The 3,200-acre saltwater marsh filters pollution from the water and provides food and shelter for numerous species of birds, fish, mammals, and shellfish.[1] There are five rivers that meander through town and four of them aggregate to create the Scarborough Marsh. The Nonesuch River is the largest source of fresh water for the Scarborough Marsh and has previously been identified by the Town as a conservation priority. Scarborough also has the longest stretch of sand beach in Maine, which is at risk from erosion and sea level rise as identified on the previous pages.

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1. www.scarboroughlandtrust.org/about/amazing-scarborough/

GOVERNMENT FINANCE

Existing Revenue Sources and Funding Mechanisms

Generally, a local government's capital and operating responsibilities are financed by taxes and other fixed or restricted revenue sources. The local revenue structure is a function of the applicable state law, size, geography, government structure, land use, and services provided. Typical sources of revenue include: local taxes, fees, and miscellaneous receipts; revenue transfers from federal and state government sources; and grants or in-kind donations from non-profit or private parties.

Revenues may increase or decrease from year to year because of economic conditions, changing property values, changing tax rates, or severity of delinquent tax bills.

Several revenue sources and funding mechanisms are available to the Town of Scarborough to finance the planning, purchase, construction or maintenance of public infrastructure and facilities needed to serve future development. This section describes revenue sources and funding mechanisms used today to implement projects in the planning jurisdiction. These monies may be in existence at the time the project is implemented, used to pay down debt on borrowed monies, or sought through appropriate processes regulated by the State of Maine.

In the past, at least 20% of the Town's revenues were intergovernmental, with the majority of these coming from the State. However, state revenues to the town have diminished over the years. While there has been talk from Augusta of increased state revenue sharing to municipalities, this has not yet come to fruition. Increased revenue sharing could reduce the amount of town revenues that need to be generated by property taxes.

Property Tax Revenues

A property tax or millage rate is an ad valorem tax on the value of a property, usually levied on real estate. The Town's tax rate for fiscal year 2019-20 was $14.70 per thousand with a municipal valuation of $4,696,461,415. A revaluation was performed over the last two years, resulting in a drop in the property tax rate from $16.49 to $14.70. Property tax revenues made up just under 70% of the year's revenues.

Tax Rate for fiscal year
2019-2020

$14.70

per thousand

MUNICIPAL VALUATION OF
$4,696,461,415

State Revenues to Town

As required by the Constitution of Maine, Article IV, Part 3, Section 23, the Treasurer of State must reimburse each municipality 50% of the property tax revenue loss suffered by that municipality during the previous calendar year as a result of statutory property tax exemptions or credits enacted after April 1, 1978. Fully exempt property tax may include real estate or personal property owned by governmental entities, school systems, and other institutions.

Partially exempt property tax relates to the following categories:

Homestead Exemption - The homestead exemption provides a reduction of up to $25,000 in the value of your home for property tax purposes. To qualify, you must be a permanent resident of Maine, the home must be your permanent residence, you must have owned a home in Maine for the twelve months prior to applying and an application must be filed on or before April 1 with the municipality where the property is located. The exemption applies to any residential property that is assessed as real property. For instance, a mobile home located on a rented lot may qualify for the exemption.

Veteran Exemption - A veteran who served during a recognized war period and is 62 years or older; or, is receiving 100% disability as a Veteran; or, became 100% disabled while serving, is eligible for $6,000.

Paraplegic Veteran - A veteran who received a federal grant for a specially adapted housing unit may receive $50,000.

Blind Exemption - An individual who is determined to be legally blind receives $4,000.

Business Equipment Tax Exemption (BETE) – The BETE is a 100% property tax exemption for eligible property first subject to tax in Maine on or after 4/1/08. Qualified property includes:

- Personal property that furthers a particular trade or business activity. (The property must be devoted to business activity.)
- Parts, additions, and accessories
- Construction in progress
- Inventory parts

State General Purpose Aid to Education

The Maine Department of Education provides partial funding to support local school districts through a formula called Essential Programs and Services, or EPS. The formula allots around $1 billion of state aid each year based primarily on student enrollment and property valuations as a shortcut measure of each community's ability to pay for education locally.

Scarborough is in the fortunate position of being a relatively prosperous town in Maine. The valuation per resident and median income are among the highest in the state. Unfortunately, since the level of General Purpose Aid funding has not kept pace with rising costs of education in recent years, this means that Scarborough's share of the available state funding has decreased dramatically. In fact, Scarborough is now a minimum receiver community under the state subsidy program for schools. Scarborough's state subsidy was $7,069,801 in FY2009 and $2,150,151 in FY2018, a decrease of 69.6% over nine years. Currently, only 7.8% of the approved budget for Scarborough schools is being funded by the state.

Education Revenues

The Town of Scarborough also receives some additional school-related funding. Some of this funding is from state/federal sources for school nutrition and adult learning classes. Students also contribute toward the breakfast and lunch program and for adult learning through registration fees.

Tax Increment Financing and Credit Enhancement Agreements

Tax Increment Financing (TIF) is a flexible finance tool used by municipalities to leverage new property taxes generated by a specific project or projects within a defined geographic district. Any portion of the new taxes may be used to finance public or private projects for a defined period of time up to 30 years.

The Program is locally-driven: the municipality, town, or city defines the district and chooses how much of the new taxes will be dedicated to public and private projects over what period of time, with the whole package requiring local approval. A municipality may provide payments of TIF revenue to a developer/property owner through a Credit Enhancement Agreement (CEA).

Scarborough strategically uses the Tax Increment Financing District tool to promote economic development. In general, the Town's use of TIF districts focuses on public infrastructure improvements such as sewer extensions or road infrastructure.

The Town currently has two active economic development TIF districts (381 acres) and one downtown TIF District (955 acres). Under the State's rules for economic development TIFs, Scarborough may have up to 1,728 acres designated in economic development TIF districts. Downtown TIFs do not count against the allowed acreage.

All of the Town's existing districts have associated credit enhancement agreements that reimburse the developer for costs associated with necessary public improvements.

The Haigis Parkway TIF and associated credit enhancement agreement made it possible for a major shopping center to be built at one of the gateways into Scarborough. The Town invested in the extension of major infrastructure (water, sewer, natural gas) to this designated growth area specified in the Town's 2006 Comprehensive Plan. The Credit Enhancement Agreement repays the developer of Gateway Shoppes (which includes Cabela's) for roadway and other infrastructure improvements. The investment paved the way for Cabela's, as well as Horizon Solutions and Salt Pump Climbing Co. This TIF runs through 2028.

The BOR TIF was the catalyst for the redevelopment of an old production facility for Konica. The TIF was used to offset infrastructure near the site. This site brought the building back to productive use and now houses small and large medical offices. The largest tenant in the building is Coastal Women's Health. The building has been completely rehabbed and serves as a gateway into Scarborough.

In 2019, the Town approved a 30-year "Downtown TIF District," which covers Oak Hill and most of the former Scarborough Downs property. The district includes a Credit Enhancement Agreement for infrastructure at The Downs. The current downtown district also captures 3% of new revenues for town purposes.

Excise Tax Revenues

Excise tax is an annual tax that must be paid prior to registering a vehicle. Except for a few statutory exemptions, all vehicles registered in the State of Maine are subject to the excise tax. Excise tax is defined by Maine law as a tax levied annually for the privilege of operating a motor vehicle or camper trailer on the public ways. Excise tax is paid at the local town office where the owner of the vehicle resides.

The amount of tax is determined by two things: the age of the vehicle and the Manufacturer's suggested retail price ("MSRP").

The Town has an estimated $5,600,000 in excise revenues. These revenues help to fund the Town's Revenue Office and the Public Work's road maintenance operations.

Other Municipal Revenues

Aside from property taxes, Scarborough collects a variety of fees, fines, and other revenues including: program, permit, and license fees, and collected fines. Examples of some of the more substantial fees collected are: excise taxes (noted above), building permit fees, franchise fees ($219,000 anticipated for 2020), beach parking ($380,000 for 2020), summer camp ($300,000 for 2020), and rescue billing revenues ($1,250,000 for 2020).

Other fees include development impact fees, such as the town's school and traffic impact fees and recreational fees. Impact fees are payments required by local governments of new development for the purpose of providing new or expanded public capital facilities required to serve that development. The town's impact fees require cash payments in advance of the completion of development, are based on a calculation derived from the nature and size of the development, and are used to finance improvements offsite of the development.

General Obligation Bonds

Some expenditures are better shared with future users of the investment. A school building or a fire truck are both expensive items that serve current and future residents of the Town. Financing expenditures allows the Town to share the cost of an investment with all of the people that will benefit. Many investments are not included as part of the annual budget decided by the Town Council but are instead put before the voters. Recent examples of this are the new Wentworth School and the Public Safety Building. In addition, Scarborough voters have approved four land bond referendum measures to support acquisition of open space.

Presently capital improvements in excess of $400,000 need voter approval. Some exceptions to this threshold exist, such as road improvements.

General obligation bonds are secured by the "full faith, credit and taxing powers" of the issuing government. They legally obligate the local government to levy taxes on all assessable property within the jurisdiction at a rate necessary to meet the debt service payments of the bonds.

In Accordance with the Town of Scarborough's Debt Management and Fiscal Policy, Adopted March 21, 2012, the Town of Scarborough shall not incur debt, for specified purposes in excess of certain percentages of the Town of Scarborough's State Valuation.

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PLAN FRAMEWORK 98

- Strategies for Conservation and Growth
- The Conservation and Growth Map

Scarborough residents understand that planning for the future will result in a stronger local economy, greater sustainability, and a better quality of life for current and future residents, as well as continued attractiveness for visitors. The Conservation and Growth Map is the town-wide framework for investing in areas supported by existing infrastructure, retrofitting areas for redevelopment, and protecting open space and natural resources such as the marsh. The identified growth areas include places for infill and redevelopment. A number of these growth areas are illustrated in detail to show how development could occur in a way that reflects the goals and values of the community.

BOLD
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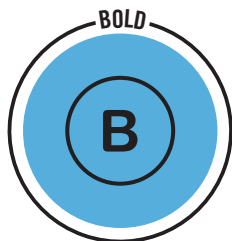
STRATEGIES FOR CONSERVATION AND GROWTH

Scarborough residents value our stunning marshes, beaches and rural landscapes. The town has long expressed the desire to preserve these tremendous and unique assets. This Plan provides a framework for managed growth with a focus on conserving natural assets to enhance quality of life for residents and support the economy, business climate, tax base, and the fiscal sustainability of the Town. The fundamentals of this Conservation and Growth Map were drawn from the 2006 Comprehensive Plan Future Land Use Plan. The community overwhelmingly supports the idea of preserving Scarborough's natural environment and rural character while recognizing the need for targeting future development to traditional centers like Scarborough Downs, Oak Hill, and Dunstan that have supporting infrastructure or growth capacity.

This Plan and the Conservation and Growth Map aim to follow these land use strategies:

Strategy 1 Outlying areas of the community west of the Maine Turnpike where it is more difficult to provide public services, that lack public utilities such as sewer and water, that have significant natural resource and habitat value, and that may support natural resource industries should continue to be considered rural areas. Within these areas, development should be at a scale that retains the rural character and in a pattern that protects natural resources and connects open spaces.

Strategy 2 Significant natural resources, agricultural land, and open space should be protected and an interconnected network of public open space developed where feasible.

Strategy 3 Provision and extension of public sewer and water should be encouraged and facilitated within the designated growth areas of the community.

Strategy 4 The majority of new residential development, and virtually all non-residential development (except natural resource based activities and local uses intended to serve the immediate vicinity), should be located within the growth areas of the community. To accomplish this, the Town should encourage higher density/intensity of use within these growth areas.

Strategy 5 The identity and livability of Scarborough's established, moderately dense neighborhoods should be enhanced. Residential and very limited non-residential development should be accommodated within these neighborhoods but should be of an appropriate scale and design to minimize the impacts on the existing neighborhood.

Strategy 6 Businesses are an essential part of the community and will continue to pay a significant portion of our local property taxes. Opportunities to integrate business clusters as well as a mix of regional and local services should be encouraged through the growth areas.

Strategy 7 Future zoning changes will be adapted as necessary to implement the vision and strategies set forth in the Plan.

THE CONSERVATION AND GROWTH MAP

The Conservation and Growth Map graphically illustrates how the Town's land use policies apply to the physical landscape of the community and where and how conservation and growth is to be accommodated.

Input from participants at the Listening Sessions and the community charrette meetings supported the concept of a conservation and growth approach, focusing on conservation first and then on development of the existing centers of activity like Oak Hill and Dunstan. Managed growth in these places can include new housing and commercial activity to create more lively and walkable environments. This approach reaffirms the community's feeling that development should be targeted to certain places to help ensure the preservation of sensitive areas and open land.

The Conservation and Growth Map will guide revisions to the Town's zoning ordinance to assure that the land use regulations are consistent with the vision set forth in this Plan. By managing the Town's conservation and growth areas, intentional and informed decisions can be made about the appropriate location and pace of development and how to most efficiently spend municipal dollars on infrastructure improvements that will be consistent with the Comprehensive Plan.

Organization of the Map

The Conservation and Growth Map organizes the community into areas prioritized for varying degrees of land conservation, including both permanently protected and recreational open spaces, existing developed neighborhoods, and growth areas that support existing and proposed walkable, complete town centers.

These areas, as described in the following pages, set out conservation priorities and inform the intensity and the aesthetic of new development. The boundaries of the areas shown are imperfect and are intended only to reflect the general pattern of desired future growth. The parameters and exact boundaries of each area will be thoroughly reviewed and considered during implementation of this plan.

The identified Growth and Limited Growth Areas serve to meet the State requirements for establishing a Designated Growth Area. Following these overarching designations, future land use and infrastructure investments decisions can be made that are specific to the particular characteristics of each area. No two 'activity' centers are alike, neither are any of the 'villages' alike. Within some, there may be areas that are already built-out

and cannot accommodate further commercial or residential growth. However, there may still be an opportunity for public infrastructure investments. Each area is unique and future decisions will continue to recognize the intrinsic values of and conditions of each neighborhood.

Community input will remain a critical and necessary component of any future policy decisions.

The Map is not a zoning map. It is intended to show, in a general sense, the desired amount of conservation and the pattern and location of future development or redevelopment. The boundaries are approximate and intended as general guidelines for future land use decisions.

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Conservation & Growth Map
Growth Area

- Low to Moderate Density Non-Res
- Low to Moderate Density Res
- Corridor Transformation
- Village
- Regional Activity Center
- Community Activity Center

Limited Growth Areas

- Conservation and Open Space
- Rural Residential

GALLERY BLVD

SPRING ST

MUSSEY RD

Eight Corners

HUNNEWELL RD

MAPLE AVE

PORTLAND
FARMS RD

US ROUTE 1

OROUGH
NS RD

**Regional
Activity
Center**

HANNAFORD
DR

MUNICIPAL DR

SAWYER RD

Oak Hill

HAGGS PKWY

SCOTTOW HILL RD

LINCOLN AVE

SOUTHGATE
RD

WASHINGTON AVE

MANSON LIBBY RD

CHAMBERLAIN RD

HIGHLAND AVE

PLEASANT HILL RD

FOGG RD

SPURWINK RD

OCEAN AVE

Higgins Beach

Black Point

BLACK POINT RD

WINNOCKS NECK RD

Dunstan

PINE POINT RD

OLD BLUE POINT RD

MILLIKEN
MILLS RD

ROSS RD

EAST GRAND AVE

JONES
CREEK DR

KING ST

Pine Point

CONSERVATION AND OPEN SPACE AREA

These areas, protected from development in perpetuity, include areas under environmental protection by law or regulation as well as land acquired for conservation through purchase or by easement. These include surface waterbodies, protected wetlands and marshes, protected habitat, riparian corridors, purchased open space, conservation easements, wildlife transportation corridors, and areas residual to conservation subdivisions. This area includes the Town's current Resource Protection Areas as well as the lands subject to the protections listed above.
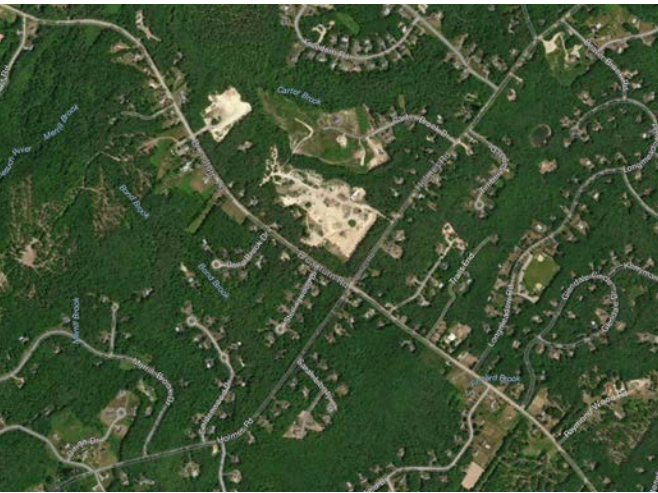
RURAL RESIDENTIAL AREA

The area remains a rural area with limited development. The remaining agriculture land is preserved in cooperation with the landowners. Existing natural areas and preserved land are connected through a network of open spaces including a greenway along the Nonesuch River. The residential development that does occur is low density and is well designed, maintains the rural character of the area, and provides buffers along significant natural resources.

LOW TO MODERATE DENSITY RESIDENTIAL

These areas continue to be residential neighborhoods. The characteristics and identity of existing neighborhoods is maintained. Infill development is of a scale and form that is compatible with the existing pattern of development. The availability and quality of the public infrastructure, including pedestrian and bicycle facilities and green spaces, are upgraded as a result of the development and implementation of neighborhood plans. Interconnected streets and a mix of housing types (single-family, duplexes, townhouses) are encouraged.

LOW TO MODERATE DENSITY NON-RESIDENTIAL

These areas are commercial and industrial suburban patterns, but still contain some underutilized parcels. They were developed in a conventional, auto-oriented suburban pattern and are not expected to change except for some incremental improvements as businesses come and go. New development, redevelopment, or the reuse of existing land and buildings is encouraged to better meet the local goal of achieving more walkable and bikeable corridors and neighborhoods.
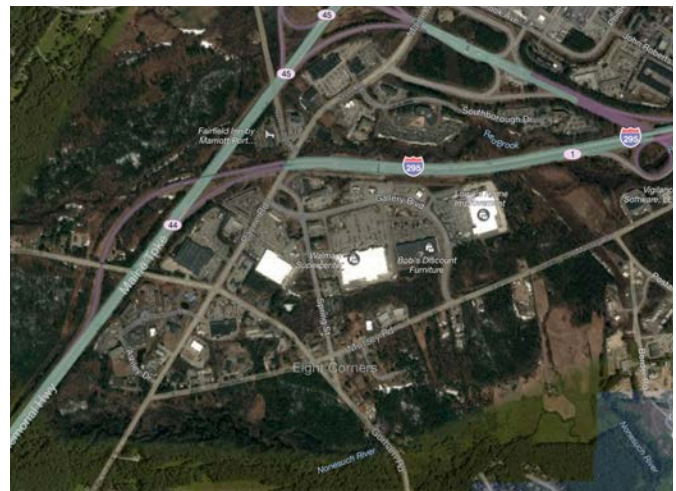
REGIONAL ACTIVITY CENTER

Scarborough Downs has been identified as a potential development site that provides tremendous opportunity to create an authentic and complete town center within Scarborough that could have regional draw – a mixed-use and walkable area where people live, shop, work, and play. This would be the most intensely developed area of the town. The Regional Activity Center includes the Scarborough Downs property as well as other parcels generally within a one-mile radius. This radius of possible development includes the Haigis Parkway properties where infrastructure has already been provided with easy access to I-95.
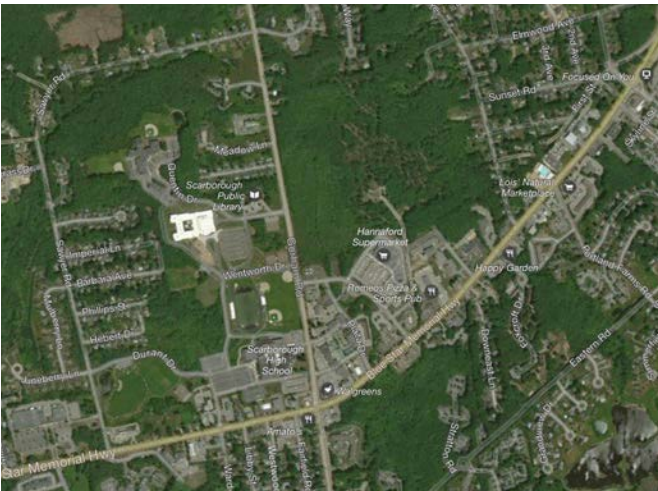
COMMUNITY ACTIVITY CENTER

These centers are the Oak Hill and Dunstan areas and are mostly or fully built-out. These centers have vacant or underutilized land with opportunities for redevelopment of some parcels. Additional growth and development in these areas is desirable due to the presence of existing infrastructure and services. The plan envisions that most residential and non-residential development over the next ten years will occur in these growth areas, along with the Regional Activity Center. These Community Activity Centers include parcels within a half-mile radius, generally.

CORRIDOR TRANSFORMATION

This area includes all parcels between Dunstan and Oak Hill with frontage on Route 1 and will continue to evolve as a mixed-use commercial district. Connecting the two community activity centers and the Route 1 corridor requires managing and calming traffic, encouraging development patterns that support increased walkability, and providing more pedestrian and bicyclist amenities connecting to the area neighborhoods. Development patterns should orient towards a public transit system around a reliable and regular transit system, so that transit will become more viable as densities in the Activity Centers increase and non-vehicular connections to the existing neighborhoods are enhanced.
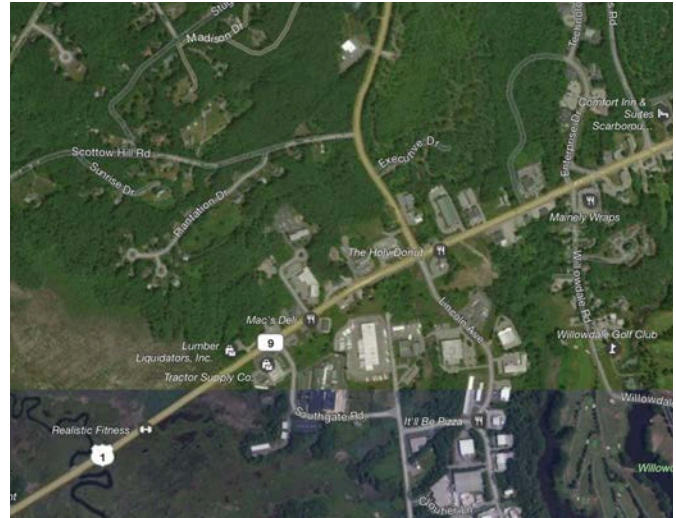
VILLAGES

The Village areas are predominately residential neighborhoods that include a limited mix of uses providing a range of services. Each Village is unique and has its own diversity of uses and services. Such services will be maintained at a level consistent with the overall pattern of development. For example, Higgins Beach has limited capacity for expanded development and services, while North Scarborough faces commuter traffic challenges that may be mitigated in conjunction with a future connector to the Turnpike.
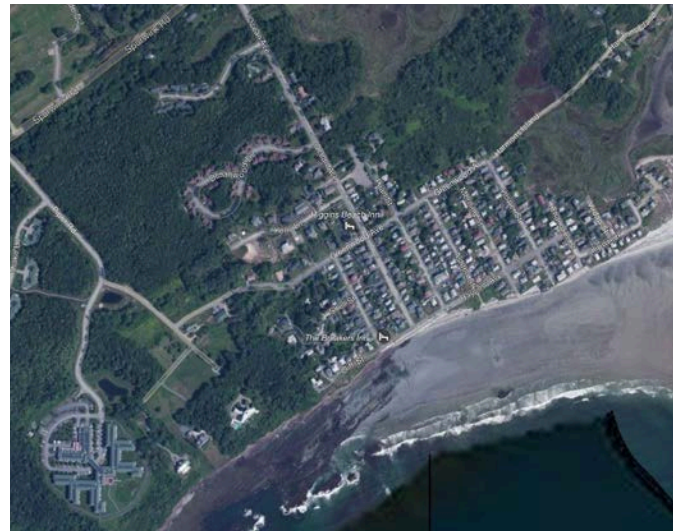
LIVABLE & RESILIENT SCARBOROUGH

- Community and Neighborhood Design
- Home Affordability and Availability
- Complete Streets and Mobility
- Energy, Resources, and Climate
- Economy and Jobs
- Fiscal Sustainability
- Leveraging Investments
- Infrastructure Capacity
- Active Living
- Arts and Community
- Thinking of the Region

This plan has a particular focus on resilience. Resilience allows us to thrive when faced with sudden shocks or sustained stresses. A community's ability to flourish in the face of new challenges requires understanding interdependencies so we can make choices that reduce risk and make recovery easier.

COMMUNITY AND NEIGHBORHOOD DESIGN

Over the past four decades, planners and urban designers have been studying the most-loved cities, towns, and village centers around the world to learn what makes them so adaptable, vibrant, and livable. What they have discovered is a set of fundamental characteristics that most-loved places possess. These characteristics fit with Scarborough's land use goals for creating attractive and distinctive growth centers that will entice investment and development while preserving the rural, neighborhood characteristics of other areas of town. These principles are generally geared towards development within the town growth and activity centers.

The elements of good community design include walkability, connectivity, mixed-use, development intensity, proper scale, and careful consideration of parking locations. Each is described in more detail here, along with recommendations for improvements specific to Scarborough.
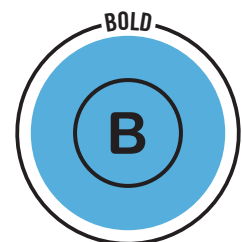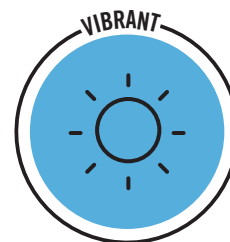
Increase Walkability

The term "walkability" is used to describe an environment where there is a balance between many modes of transportation, and most importantly, an environment in which people feel comfortable walking. In Scarborough, the numerous water bodies, winter climate, sprawling development patterns, and lack of interconnected pedestrian facilities can make it difficult to travel by foot in some areas.

There are three fundamental elements of walkability, often referred to as "The 3 D's": Distance, Destination, and Design. When each of these elements is addressed, people are more likely to walk.

Destination
People will tend to walk more if they have somewhere meaningful to go. Meaningful destinations include civic spaces, schools, and commercial areas like town centers where daily or weekly shopping needs can be met. Often these destinations, when centrally located, become the "heart" of the community. Scarborough is a very large town, so its "centers" are spread across 54 square miles. Most of the Town's residents do not live within walking distance of its village centers, so care should be taken when developing or redeveloping neighborhoods to provide walkable amenities to as many residents as possible. Furthermore, opportunities to connect neighborhoods and open spaces via a network of trails would be valuable to those suburban and rural neighborhoods, allowing residents to walk to enjoy nature, as so many do today, as well as create opportunities for social connections.

Distance
As a rule of thumb, the average pedestrian is willing to walk up to one quarter of a mile (1,320 feet), or roughly five minutes, to a destination. This quarter-mile walk, typically from home to a meaningful destination, is called a "pedestrian shed." For most Americans, trips requiring more than a five-minute walk will typically be made in a car rather than by walking. As with the "Destination" principle, providing more centers and/or meaningful destinations that are accessible to more residents is key to enhancing walkability. The Town should consider adding trails, sidewalks, and bike paths that connect these destinations to more residents.

Design
An interesting streetscape, as well as both perceived and actual pedestrian safety and comfort, are critical for a walkable environment. Typically, narrow driving lanes, street trees, sidewalks, and on-street parking all act as effective psychological cues, helping to slow automobiles and, in turn, enhance pedestrian comfort. The design elements of the buildings themselves also provide visual interest and diversity of experience along the way. In Scarborough, different locations provide varying levels of comfort for walking. In some areas of town, there is a lack of cohesive streetscape and proper pedestrian facilities, including safe crossings, that detracts from walkability. As the town centers evolve and infill, care should be taken to enhance the pedestrian experience using the elements described above, keeping in mind the needs of an aging population that may require the use of mobility devices.

Improve Connectivity

Connectivity means that streets should be connected to other streets where feasible to maximize the number of routes to and from a destination. By avoiding dead ends and cul-de-sacs and creating an interconnected street network, drivers, cyclists, and pedestrians, as well as emergency services, can choose from multiple route options. Greater connectivity reduces congestion by allowing traffic to disperse among the many ways to get from point A to point B. It also enhances functionality of major intersections and limits costly improvements. A well-connected street network that includes fewer miles of road (by the reduction of cul-de-sacs) provides lower costs, both from the original construction but also from future maintenance.

Scarborough recognizes that it has many existing subdivisions and neighborhoods in the town's limited growth areas without interconnected streets. These conditions are unlikely to change due to either natural constraints or existing patterns of development and private property ownership.

Scarborough's wetlands, marshes, streams, and rivers make an interconnected network of streets more difficult to achieve, aggravating traffic on the few major roads through Town. Participants in the Scarborough community charrette discussed connectivity in terms of increasing pedestrian and cyclist access throughout the community, along streets, sidewalks, paths, and trails. To encourage locals and visitors to move around by foot, seamless and easily-accessed connections are necessary.

Increase Mix of Uses

Whenever possible, activity centers should include a mix of commercial (retail, restaurants and offices), residential, recreational, and civic uses. This mix should be well-balanced, incorporating both vertical and horizontal mixed-use within the area and the building. An ideal mix allows residents and visitors to meet all of their daily needs within a short walking distance. When this occurs, the number of automobile trips per household is substantially reduced. This mix of uses is optimized when commercial establishments have residential dwelling units above to help promote active streets. The Regional Activity Center, Community Activity Centers, and some Villages identified on the Conservation and Growth Map offer opportunities for added integration of various uses.

Support Development Intensity

Developing in a more compact pattern in growth areas, where multi-story, mixed-use buildings are located closely together, is environmentally sustainable and supports neighborhoods that offer a high quality of life. Developing in areas already served by infrastructure reduces the costs associated with development – including the costs that would typically be passed on to taxpayers for expanding municipal services. The studies on the following page show that compact, mixed-use development is more fiscally sustainable – over time, it generates more tax revenue to a Town than it demands in infrastructure costs.

Density can also minimize air and water pollution and produce reductions in energy consumption and CO2 emissions both directly and indirectly. Concentrating on areas that are already connected to other development centers and neighborhoods, or have the potential to be, helps reduce Vehicle Miles Traveled (VMTs) by enabling more people to walk or bike to work or to run errands. Dense communities can offer more choices and opportunities when it comes to housing, services, and social interactions.

In Scarborough, several of the growth areas present opportunities for added development intensity so that the natural environment and open spaces in the less dense areas of the community can be better preserved.

Intensity of development is not necessarily increasing density. Rather it is a description of how land is used. By avoiding environmentally

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Working definitions for density and building intensity:

Density is the number of units– people, dwellings, square feet of building, etc.– in a given land area. The amount of development per acre permitted on a parcel under the applicable zoning, commonly measured as dwelling units per acre.

Intensity is how development is laid out on a parcel. Intensity describes physical indicators related to how much built area- building mass, development cover- there is on the parcel.

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sensitive or hazardous areas, developed areas will be more resilient, and natural resources and wildlife habitat will be protected. Finding a balance between this desired growth pattern and the environmental impacts development can have on the marsh and other natural resources is essential for Scarborough as several areas in Town – Scarborough Downs, Oak Hill, and Dunstan – already have impaired watersheds.

Continuing to monitor the impacts of growth will help the town measure the impacts on both the municipal budget and the natural resources. With this information the town will be able to make informed land use and development decisions.

LONG MEADOW NEIGHBORHOOD

ACRES:	199.07
ASSESSED VALUE:	$24,876,100
VALUE PER ACRE:	$124,961

PLEASANT HILLS NEIGHBORHOOD

ACRES:	192.61
ASSESSED VALUE:	$96,370,400
VALUE PER ACRE:	$500,339

EASTERN VILLAGE NEIGHBORHOOD

ACRES:	18.32
ASSESSED VALUE:	$23,234,600
VALUE PER ACRE:	$1,268,264

WAL-MART

ACRES:	26.38
ASSESSED VALUE:	$20,465,200
VALUE PER ACRE:	$775,784

BESSEY SQUARE

ACRES:	1.85
ASSESSED VALUE:	$2,002,400
VALUE PER ACRE:	$1,082,378

We can study how to maximize the "return on investment" that a Town makes in its infrastructure by first calculating the taxable value per acre of different land use types (below). We then compare it to the lifetime cost of maintaining infrastructure and municipal services. Mixed-use downtowns and denser community nodes and neighborhoods perform best.

Promote Compatible Scale and Design

Scale refers to the size of buildings and their relationship to their occupants, nearby pedestrians, and the other buildings around them. The term human-scale refers to a size that feels comfortable to people. Both short and tall buildings can be human-scale, and having variation is important. The proportions of doors and windows, the height of each story, the architectural details, and the way a building relates proportionally to the spaces that surround it where people walk and gather all impact whether a building has a scale that feels right to a person. In the design of walkable places, it is important to create a sense of enclosure and human scale by locating buildings close to the street and minimizing large expanses of asphalt that can make a pedestrian feel exposed and out of place. The most important aspect of creating appropriately scaled buildings is the design of the first floor exterior and how it relates to the sidewalk and adjacent pedestrian areas.

The buildings in Scarborough, unlike those in neighboring Portland, do not vary widely in scale, with the exception of large civic and municipal buildings and a few big box stores. While there is less concern about compatibilities of scale than there may be in a larger town or city, it is still an important consideration. Some participants in the community charrette voiced concerns about at least one recently constructed building that seemed out of scale for its neighborhood.

It is important that new or redeveloped buildings demonstrate a relationship to the prevailing scale, form, and proportion of surrounding buildings to avoid overwhelming or dominating the existing development pattern of the area. However, the positioning of buildings on the lot, the location of parking, and other attributes will need to change from what is currently there today, to avoid more suburban style development. Additionally, in order for new development or redevelopment projects to occur, a certain density and height of buildings will be necessary to make the projects financially viable.

Good building design, façade articulation, and varying cornice lines can create the appearance of a collection of smaller, more intimate buildings. Incorporating offsets or projections on the façade allow for breaks in the rhythm of the structure, reducing its visual impact on the surroundings. These design strategies, along with a reasonable approach to height and careful consideration of compatibility with the adjacent neighborhood can lead to an excellent outcome, not a one-size fits all solution, that accomplishes everyone's goals, from those excited about some additional intensity to those concerned about the impacts of growth.

Enhance Parking Design

Visible parking lots in front of and beside buildings have a detrimental effect on people's willingness to walk. If a pedestrian has to walk past large gaps in the streetscape, especially parking lots, they lose the comforting sense of enclosure and visual interest, making them less likely to walk the route. In order to enhance the pedestrian experience, parking should be wrapped with or hidden behind buildings to screen the parking and allow activation of the street or civic space. Town standards now require parking at the side or rear of buildings in most areas. The potential future redevelopment of growth areas provides opportunities to hide parking behind new buildings that front on the streets. Public parking should provide wayfinding and smart parking technologies to maximize their efficiency and ease of use and should also accommodate bicycles.

Increase Sustainable Design Practices

Sustainable land use means responsible decisions at the scale of the region, the town, the neighborhood – and also individual sites with their structures and landscaping.

Low impact design (LID) aims to work with the natural world rather than against it. When applied to stormwater management, LID mimics a site's original hydrology as it is developed. Stormwater is managed on-site to keep the rate and volume of stormwater leaving the site and reaching local water bodies the same as it was pre-development. LID methods complement, and sometimes replace, traditional stormwater management systems, which historically emphasize moving stormwater offsite with curbs, pipes, ditches, and ponds. Scarborough, with its impaired streams and extensive marshes, should use LID to reduce polluting stormwater runoff. These methods could play a valuable role in balancing additional development in infrastructure-rich centers with protection of their watersheds.

LID practices also often prove to be attractive amenities to a neighborhood, and communities often use them to increase property values.

Their use may reduce the overall cost of stormwater management, encouraging rain to soak into the ground where it falls instead of directing water to retention ponds and other man-made facilities. When soaking quickly into the ground, there are fewer opportunities for water to collect pollutants and reach nearby waters or the marsh. LIDs could also help Scarborough achieve stormwater regulatory requirements under the Clean Water Act.

Here are some examples of LID stormwater techniques that Scarborough could put into place.

Rain gardens can play an important role capturing rainwater to reduce urban runoff. They are usually located near the street or in a shallow depression where runoff can be diverted into them. Native perennial plants are recommended in rain gardens with hardwood mulch to reduce weeds. Proper design, installation, and maintenance are important.

Sometimes known as "vertical rain gardens," trees offer multiple benefits, including managing stormwater runoff. When planted properly, trees can capture rainwater and runoff. The rainwater benefits the trees and there is reduced runoff going into lakes, rivers and streams.

There are several onsite systems available to collect rainwater, ranging from a simple rain barrel to an extensive underground collection system. Scarborough residents could collect rainwater on their own properties to use for yard watering and other outdoor uses. This practice also helps with water conservation.

Green roofs filter, absorb, and detain rainfall. Their specialized soil and plants reduce runoff by holding back and slowing down water that would otherwise flow into the storm drains. The Town could encourage or incentivize green roofs on new buildings.
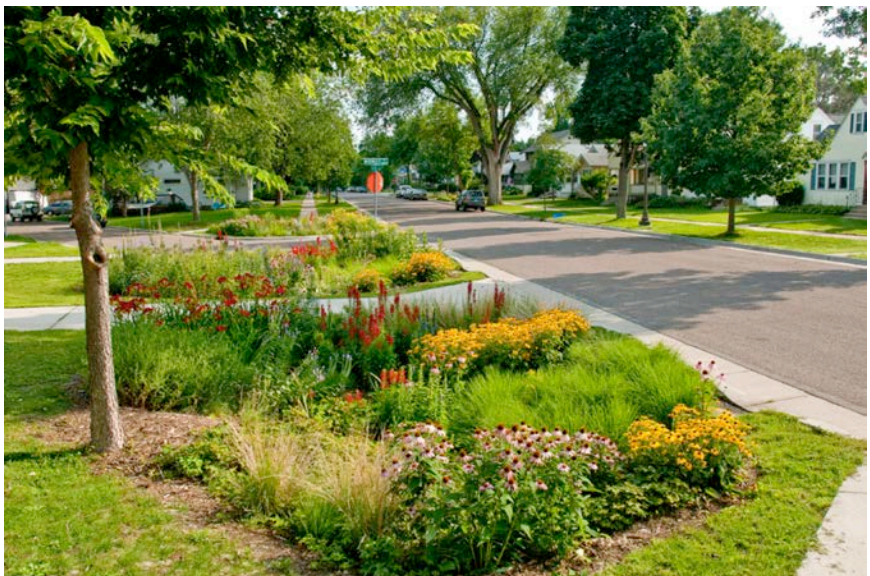
Permeable pavement (pavers, porous concrete, or porous asphalt) allows rainwater to pass through instead of running off it. This is recognized by the EPA as a Best Management Practice (BMP) for stormwater and can remove pollutants that would otherwise wash directly into rivers and lakes. Pervious pavement is ideal for parking lots, sidewalks, and road shoulders. The University of New Hampshire has been testing pervious pavement for years. It has proven effective in colder climates.

How we construct buildings has profound effects, both positive and negative, on the natural environment, as well as the people who inhabit them every day. While there are many different definitions of green buildings out there, green buildings perform on energy and water use, indoor environmental quality, materials and a building's impact on its site. Green buildings are designed to the reduce overall impact on environment and human health by:

1. Reducing trash, pollution and degradation of environment.

2. Efficiently using energy, water and other resources.

3. Protecting occupant health and improving productivity.

Scarborough, through the work of its Sustainability Committee, should determine a threshold, incentives, and criteria for requiring and/or encouraging building practices that achieve national LEED (Leadership in Energy and Environmental Design) standards or certification, or an equivalent standard, and update its zoning regulations to reflect such incentives or requirements.

Focus on Centers and Corridors

In order to achieve the seven principles of good planning for Scarborough's built environment, the focus should be on preserving stable residential neighborhoods while enhancing the Town's centers and corridors. Centers, particularly those identified as Regional Activity Centers and Community Activity Centers, should provide a range of commercial activity, personal and health-related services, employment opportunities, a variety of housing types, and civic amenities. Smaller centers may provide the same mix of elements, but at a smaller scale and intensity. All centers should include gathering places for people to meet, socialize, and hold events. These places should be easily accessible and provide necessary services and amenities, such as restrooms.

The roadways that connect Scarborough's Activity Centers and Villages are as important as the centers themselves. While it isn't appropriate for them to be developed with the same intensity, care should still be taken to make the Town's major connective roadways safe, walkable, and multi-modal. Future transportation investments should prioritize complete streets that connect residents to Scarborough's centers.

One of the most effective ways to ensure a quality built environment is through emphasizing the form and design of buildings and other elements, rather than separation of uses (as in conventional, Euclidean zoning). This approach to zoning and coding encourages mixed-use development that is sensitive to context and compatibility. It allows for the preservation of rural areas, open spaces, and established low-density neighborhoods, while encouraging the development and redevelopment of higher density urban areas.

Form-based zoning can be applied Town-wide or in specific areas. Scarborough has taken steps toward enhancing the zoning in the Community Activity Centers (Dunstan and Oak Hill) and the Regional Activity Center (Scarborough Downs) since the last Comprehensive Plan update. These changes are considered hybrid-form-based zoning as they include minimum and maximum setbacks, design standards, parking standards, and discussion of further enhancements. Opportunities to simplify the town's ordinances to refine the number of defined uses into broader category types, grouped by impacts and intensities, will enable more organic and nimble commercial and mixed use development.

Consider adopting performance-based zoning standards specific to certain land use activities.

Source: www.visitmaine.com

The Town's Role in Community and Neighborhood Design

The Town's role is to set guidelines and policies that will guide future development to growth areas – not conservation areas – while also providing necessary public facilities and infrastructure. This Plan seeks to preserve and enhance the qualities of Scarborough's built environment by ensuring that the scale and pattern of development remains harmonious with existing conditions, The Town must periodically review its policies, ordinances, and standards, including impact fees, Growth Management Ordinance, and traffic reports, to identify impediments to desired types of development. This review should also consider whether resulting development will continue or mitigate the negative impacts of past auto-oriented development. The Town should take steps to ensure that the public realm is safe and accessible for all, regardless of how people move through it.

Balance Targeted Growth and the Natural Environment

Concentrating most new development in designated growth areas is environmentally responsible. According to the U.S. Environmental Protection Agency, "compact development that is guided by smart growth principles can minimize air and water pollution, reduce greenhouse gas emissions, and preserve natural lands."[1]. The opposite, building in sprawling patterns, has a detrimental impact on scenic and environmentally valuable and/or sensitive land. However, Scarborough must also carefully balance the fact that the historic growth areas (Regional and Community Centers), which continue to be the most

appropriate areas for additional growth, are located within watersheds that are designated either Urban Impaired or Threatened. This merits careful attention at the watershed scale , and may result in use of stormwater LIDs throughout the watershed, for example. But environmental protection should not be a reason to reduce development allowances in the growth areas. By directing growth to these areas we take advantage of historic development patterns and existing infrastructure, and protect other watersheds that are not impaired by development and preserve the existing community characteristics of those areas.

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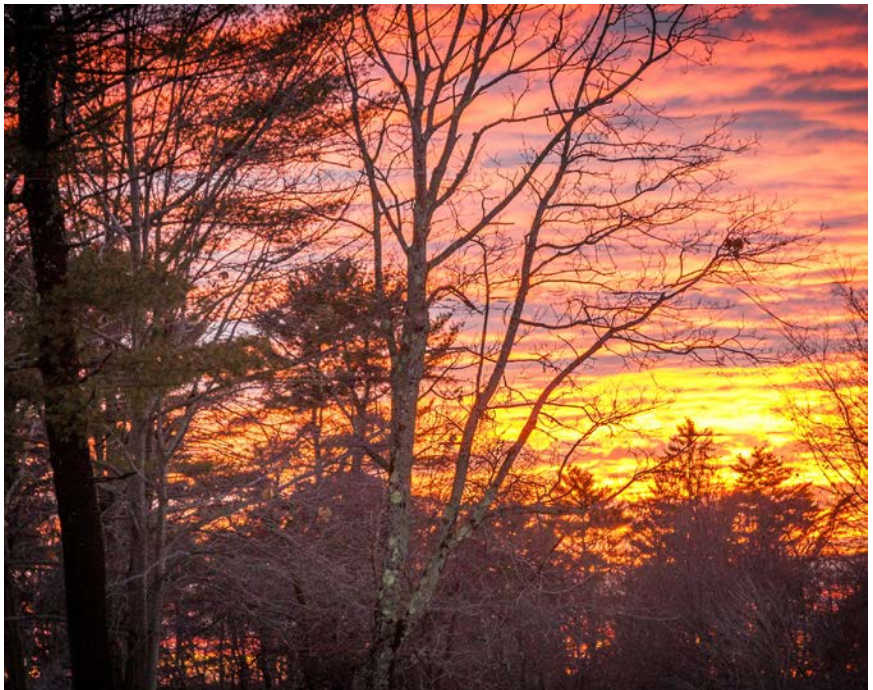
1. www.epa.gov/smartgrowth/about-smart-growth

HOME AFFORDABILITY AND AVAILABILITY

Since the adoption of the 2006 Comprehensive Plan, the Town has taken proactive steps facilitating the development of affordable housing and broader housing choices within the community. Evidence can be seen in the multi-family developments that have been and are under construction in the past few years. However, as presented in the State of Affairs section, the price of housing continues to outpace purchasing power for families earning the area median income (AMI). A family would need to earn $134,000 per year, far above the median household income of $83,306, to afford a home at the current median sale price of just above $400,000. As part of this Comprehensive Plan update, the Scarborough Housing Alliance reviewed the applicable vision and policies established in the 2006 Plan and found that the objectives described are still relevant. The Town's vision for the future prioritizes housing that meets the needs of a wide range of household types (traditional families, younger households and singles, empty-nesters, retirees and pre-retirees, elderly, etc.) with a broad range of incomes.

Because the private sector constructs most of the built environment, except for public facilities and infrastructure, the development community will play a crucial role in providing solutions to meet the needs and desires of the community. Many of the housing goals established in this Comprehensive Plan can be met through private development, but it will require focus by the Town to enable and encourage desirable housing development at a manageable pace. Scarborough should continue to pursue partnerships between the private, public, and not-for-profit sectors to provide more housing choices in Scarborough. The Town should also continue to support the work of the Scarborough Housing Alliance, whose purpose is to work together to develop and recommend a local affordable housing agenda to the Town Council and implement local affordable housing programs under the Council's guidance. The Town should also look to streamline and simplify policies and incentives related to housing development in order to attract new developers to Scarborough.

Increase Housing Affordability

Many people who work in Scarborough do not live in Scarborough. This may be because they can not afford to do so. Providing opportunities for affordable housing will support a diverse community and enable housing choices to live and work in the community for Scarborough wage earners of all levels. In order to help Scarborough and the Housing Alliance achieve its goal of assuring that at least 10% of all new housing units are affordable, the Town should continue to find opportunities to take an active role in participating or facilitating the creation of affordable housing. The Town has identified, and in some cases implemented, several changes in regulations and policy, including:

- Adopting density bonuses as an incentive for developments to include affordable housing. With the adoption of a payment-in-lieu option, the Town has seen a significant uptick in developers utilizing this incentive. The funds collected through the in-lieu fee provisions can be used to increase the availability of affordable housing beyond what could have been provided under the standard density bonus provision. The Town should consider pursuing other funding sources and identifying potential affordable housing projects. The current in-lieu fees were established based on 2007 land values. The Town should explore opportunities to increase the fees commensurate with increases in land values over the past decade.

- Developing its first inclusionary zoning district, Crossroads, in which 10% of all residential units are required to be affordable. The Town should expand the inclusionary zoning requirements to other growth areas and identify opportunities to require developments in low-growth or rural areas to contribute to the Town's affordable housing goals.

- Providing town-owned land. The affordable single-family Carpenter Court subdivision, in the Dunstan area of town, was made possible by making Town-owned land available to Habitat for Humanity. The Town assisted with plan development and key infrastructure improvements, including the necessary sewer line extension. The Town should explore similar future opportunities.

Scarborough should make efforts to ensure that affordable housing is well designed to meet the criteria for a successful built environment as described in this chapter, is incorporated into mixed-use areas that also include market rate housing, and is generally indistinguishable from the latter.

The Town should develop incentives to developers to produce units affordable to residents earning less than 80% of the area median income.

Affordable Housing

Support Diverse Housing Choices

Most of Scarborough's housing stock is single-family detached homes (over 75%), but the types of housing offered are becoming more diverse as a result of changing trends in market demand. The senior population continues to grow. With that growth comes an increased need for higher density housing, often with smaller yards, common maintenance agreements, and shared facilities. In addition, young professionals and couples are moving to Scarborough who may not be ready for single-family homeownership. They may also prefer to live in walkable centers, rather than in detached suburban neighborhoods. Apartments, condominiums, townhomes, and other smaller, higher-density housing types should be provided in and around Activity Centers, and as part of mixed-use developments.

These housing types will provide attractive options for small families, empty nesters, seniors, and individuals. If built to affordable housing standards, they will also provide viable choices for a larger percentage of the Scarborough workforce. The Town has already updated its mixed-use and higher density residential zones to enable a greater variety of housing types and densities and should continue to explore ways to encourage and/or incentivize them. Keeping single-family housing affordable in the Town is also key to allowing young families and professionals to change their living situation once the need arises and/or when they chose to do so. The Town should revisit regulations to ensure that various types of housing options are allowed throughout the community; continuing to direct most residential growth to the Community and Regional Activity Centers.

The Town should explore ways to create more diversity of housing options within neighborhoods, thereby allowing residents to stay in the same areas as their housing needs and wants change over time. Accessory dwelling units (ADUs) are a great way to provide smaller, more affordable housing options within single-family or mixed-use neighborhoods. The Town already allows for ADUs, but limits the number of occupants of the ADU to two, which restricts their availability to individuals, couples, or other family pairs. The Town should assess current provisions related to the number of occupants of ADUs.

The Town should consider continuing to differentiate the number of residential permits that can be issued in the designated Growth and Limited Growth areas. In addition, explore opportunities to simplify the GMO by differentiating the number of permits from the annual allocation that can be used for single family homes and multi-family homes.

Support the Growing Senior Population

One of the fastest growing age co-horts in Scarborough today is 55 to 64 year olds, typically indicative of families with children that have left home or are just about to. In the coming decades, this group will demand more senior-focused services, infrastructure, and hous-ing. Currently, there are a number of suitable age-in-place housing options for seniors, but the need will remain. Many seniors prefer to remain in their homes rather than move to isolated age-restricted developments or assisted living facilities, which can also be un-affordable to seniors on a fixed income.

The Town can help seniors remain in their homes by supporting community assistance programs and organizations that provide transportation services for the se-niors who need assistance getting to doctor's appointments, social events, and the grocery store.

Concentrate Housing within Mixed-Use Areas

When considering locations for affordable and workforce housing, the Town should prioritize areas that are walkable to key Activity Centers like Oak Hill and Dunstan. While Foster Farms is relatively close to Dunstan, the auto-centric nature of Broadturn Road and lack of pedestrian or bike facili-ties mean that residents of this lower-income neighborhood still must rely heavily on their vehicles to get from place to place. Pro-viding affordable housing options in areas that are accessible to services, amenities, and public transportation can better meet the needs of residents in lower income brackets.

The Town should revisit allowed development densities and allowed uses in the Community and Regional Activity Centers to ensure that a mix of uses can be developed and accommodated with future new development or redevelopment.

Source:www.scarboroughterrace.com

Source:www.atriaseniorliving.com

WELCOMING

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COMPLETE STREETS AND MOBILITY

Improve Network Design

Modifying the existing roadway network during infill development will help reduce the dependence on arterial roadways. This is one way to address congestion issues, which to date have been studied using conventional traffic engineering approaches. Such infill network designs are another tool the Town of Scarborough should add to its toolbox. These types of infill projects would most likely occur in commercial or industrial areas, since adjustments to residential neighborhood circulation patterns may prove more challenging. In areas where the roadway network creates circuitous paths for walkers and bikers, the Town should continue to implement bicycle- and pedestrian-only connections. The figure below illustrates an example of network infill.

Rather than allowing developers to decide the roadway system, the Town of Scarborough should be deliberate in the development of a new network. A perfectly square grid is not required – curvilinear streets can still be effective if the connectivity is still achieved. The Town can limit its future cost liabilities by only accepting new roadways that connect well into the wider network, or at least have the potential to do so.

The Town should consider requiring street connectivity when new development is being proposed during the development review process.

Before

After

—— Existing Roadway
—— Infill Connection
– – – Infill Non-motorized Connection

CONNECTED
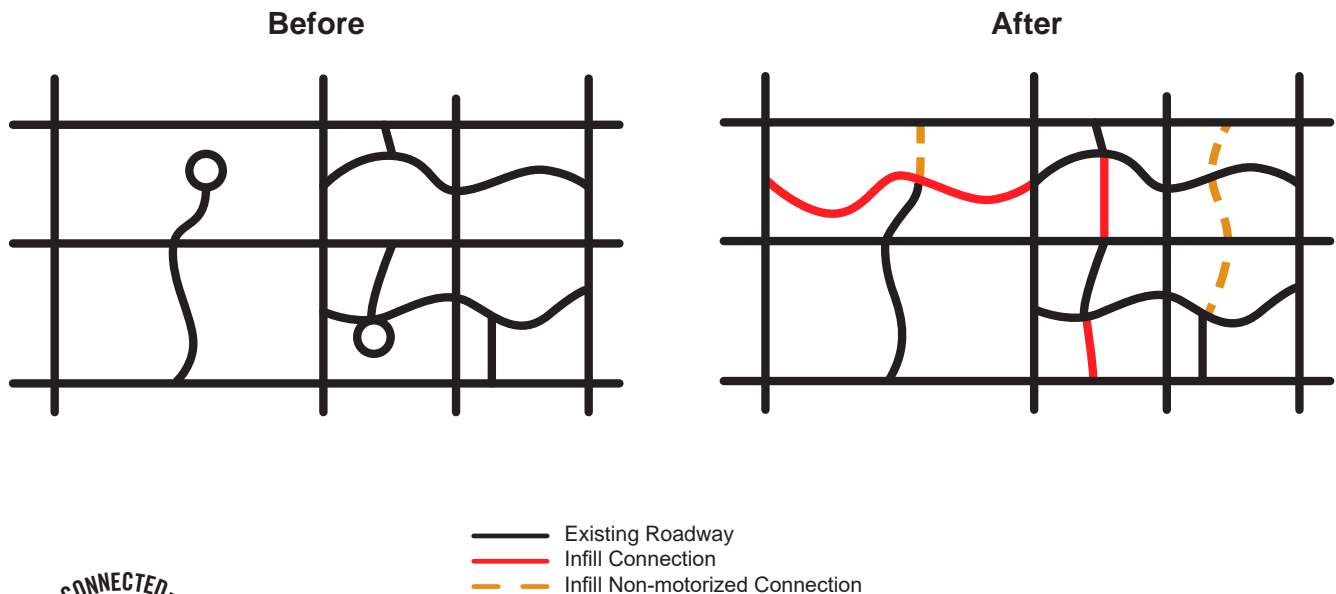
Create a Multi-Modal Network

Finding balance between the mobility of vehicles along the Town's road network and the safety and availability of amenities for pedestrians and cyclists has long been an objective of the Town. With the adoption of the Scarborough Complete Streets Policy in 2016, the Town is well on its way to reaching this goal. In fact, several projects have been completed since the last Comprehensive Plan was adopted. When planning for improvements, elements such as utility pole location, ADA accessibility, and driveway crossings are examples of elements that need careful consideration to accommodate non-motorists in the transportation network.

The Town should consider the following actions:

- Continue to implement the Complete Streets Policy adopted by the Town in 2016 when considering new roads/streets or upgrades to existing infrastructure.

- Refine the Town's Complete Streets policy to establish design parameters based on the context of the street; considerations vary for rural, suburban, in-town, etc. streets.

- Amend the Scarborough Street Acceptance Ordinance to include some new steps to be taken into consideration when streets and roads are designed and when significant maintenance or upgrades are considered. These steps are in concert with the Town's adopted Complete Streets Policy and will help to expeditiously turn such goals into realities.

Vehicle-Oriented Design Approach

Traffic Volume + Area Type (urban, rural) + Role in Network

↓

Functional Classification

↓

Traffic Projections/Growth Factors

↓

Design Speed + Design Vehicle

↓

Alignment + Vehicle Lanes + Intersections + Roadside

↓

Pedestrians/Bicycles
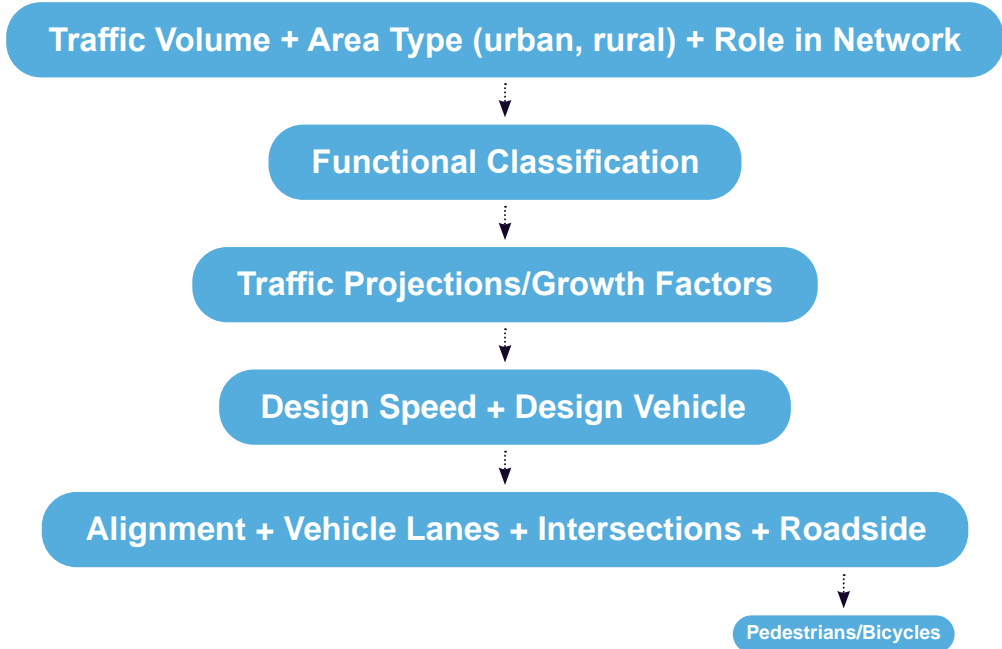
Scarborough Roads for All Modes
A Design Approach for All Users

Pedestrians   Bicycles   Automobiles   Buses   Trucks/freight

↓   ↓   ↓   ↓   ↓

Cross Section (Includes Roadside) + Intersections + Alignment
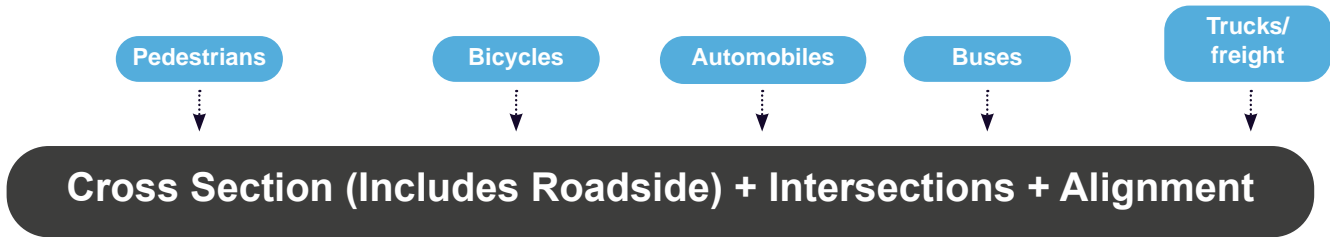
Institute Shared Parking

Parking should be a shared resource. This reduces the amount of land consumed by parking, which in turn reduces construction and maintenance costs as well as environmental impacts from runoff management and snow removal.

Shared parking can create an environment where customers can literally park once and then patronize several locations without driving between and among nearby land uses, as happens today around Oak Hill and elsewhere in town.

Shared parking can also act in a manner similar to connected streets in reducing traffic along connecting thoroughfares such as Route 1. This effect is partially created by linking adjacent parking areas with off-street connections, but greater effects may also be realized with redevelopment or new development that creates common parking areas.

This Photoshop reorganization of one corner of Oak Hill (below) shows how shared parking could work. Shared parking can also create the possibility of actual streets around the parking areas and in front of the buildings – more

like a one-sided Main Street. This could then provide a better environment for pedestrians and bicyclists than presently exists in the same area.

Enhancing walkability is therefore important within private development projects as well as along public roads so that the two may better interconnect and be mutually supportive.

The Town should develop new parking standards to be adopted as part of the zoning regulations to allow for sharing of parking resources when proposing a new development.
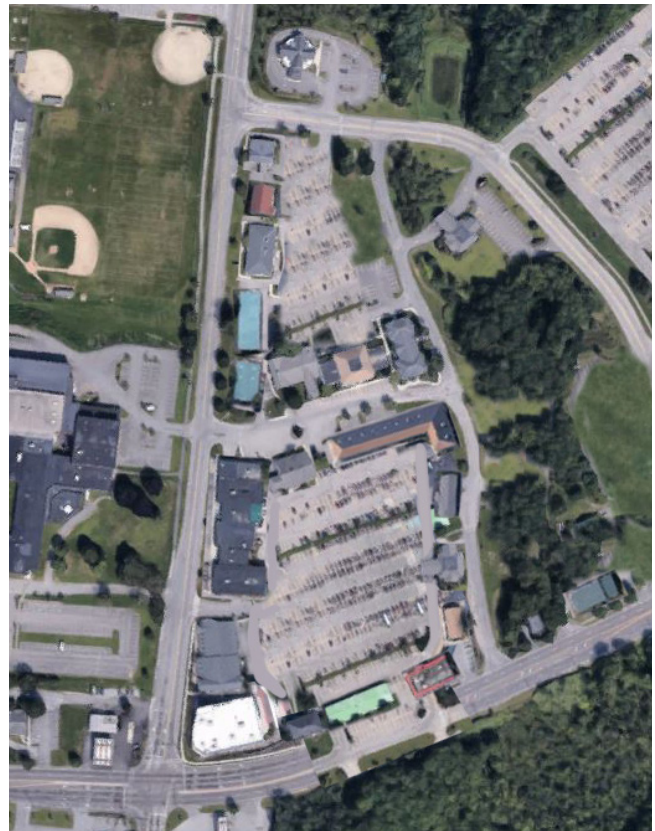
To illustrate the concept of shared parking, the images below show Oak Hill today (left) and Oak Hill with the same buildings located with a shared parking concept (right).

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Enhance Transit Access

The Town's goal of continuing to develop in walkable nodes will create opportunities for transit service as patrons who can walk to transit are much more likely to use it. This is true whether that transit is bus, rail-based, or some other new (or old) form. In addition, this provides better access to transit for residents who do not drive, whether elderly, disabled, or purposefully car-free.

Neighborhoods and nodes that are more walkable, bikeable, and dense than large-lot suburban subdivisions are all transit-supportive design measures. Ideally, some new neighborhoods and nodes can incorporate all of these features but even simply making places more walkable and bikeable will support any form of future transit (or smart car type of service) while also promoting healthy exercise. The Town's desire to increasing connectivity of neighborhoods and villages through off-road trail connections could also provide tremendous help in adding accessibility to transit stops. Specific connections to the Eastern Trail would enable residents to connect to transit as well as other regional destinations.

The Town should continue to work with the region's transit providers to increase the availability of transit options for Scarborough residents and visitors alike.

Source: gpcog.org/portland-metro-increases-cng-bus-fleet/

ENERGY, RESOURCES, AND CLIMATE

Resilience and resource efficiency measures identified for this Comprehensive Plan will improve the Town's ability to respond and recover quickly from natural disasters, and reduce vulnerabilities to future disasters using conservation, community design, and engineering technology solutions. Good stewardship of natural areas, especially the marsh and other water bodies, and forward-thinking about building resilient communities and supporting infrastructure should also help Scarborough adapt to changing climate conditions or extreme weather events.

The Town's commitment to resilience and resource efficiency starts with implementation of the strategies and partnerships

identified in the Cumberland County Hazard Mitigation Plan and in coordination with the State of Maine's climate action plan, "Maine Won't Wait". At this time, the Scarborough Fire Department oversees emergency preparedness activities for the Town, which should continue to include other departments in pre-disaster planning activities. The goal of these efforts should be to make the community more resilient and resource-efficient by using the preferred development types, patterns, locations and intensities depicted in the Growth and Conservation Map, and by using infrastructure strategies (natural and man-made systems) that provide multiple lines of defense against hazardous events.

Generally speaking, the Town should promote resilience and resource efficiency measures through encouragement, incentives, regulation, and leading by example. Reviewing the State's climate action plan can help to inform local decisions. The topics below identify early targets for improving readiness and addressing environmental and infrastructure vulnerabilities in Scarborough. A Pre-Disaster Mitigation Plan for Scarborough developed after adoption of the Comprehensive Plan should evaluate the overall capability of the Town to reduce or eliminate vulnerabilities to natural hazards and outline a coordinated mitigation strategy for pre-disaster planning and disaster response (complementing the work completed for the state-wide and county-wide initiatives before).

Consider a Zero Waste Initiative

The Town currently contracts with PineTree Waste for single stream, curbside recycling in residential neighborhoods. The program is very popular throughout the community and participation is high at this time. A zero waste initiative in Scarborough – promoting reduction, reuse, recycling, and composting – could strengthen the Town's leadership for waste reduction in the region, and help brand the community as forward-thinking with the likes of Burlington, VT and Austin, TX.

Methods to divert waste from the landfill could include aggregate recovery, a 'drop and swap' program, various recycling programs, and food and landscape waste composting initiatives. Town officials should study the merits of a zero waste initiative for Scarborough in terms of environmental, social, and economic benefits, and visit other cities throughout the U.S. with successful programs underway to learn more.

The Town should study the feasibility of implementing a zero waste initiative in Scarborough, and act on reasonable findings and recommendations from the

study in future years. Continuously improve recycling program by decreasing contamination, increasing recycling rate, and increasing food diversion rate.

Increase Energy Conservation and Efficiency

While successful energy conservation strategies are largely dependent on the participation of individual citizens, the Town of Scarborough can play a critical role by developing programs and policies that promote the concepts of energy conservation.

Long-term energy conservation is most effectively achieved through sustainable development practices. The strong connection between energy conservation and land use makes careful consideration of energy-related issues an essential component of the comprehensive plan. While the availability and affordability of energy has a significant impact on development, local land use patterns and growth trends also significantly impact energy usage.

The Town will use ordinances and guidance policies to strive for higher energy efficiency developments. Through implementation of the Town's Energy Plan, projects will become more efficient. Scarborough can promote energy conservation and efficiency through methods of encouragement, incentives, regulation and leading by example. Government operations and buildings should be models for resource efficiency and renewable sources, and provisions should be made in local rules and policies to promote renewable energy options for homes and businesses in the area. Reinvestment in existing areas of the Town – either through infill development or redevelopment – can also be more energy efficient compared to low-density, sprawling development patterns.

The Town will implement its Energy Plan and the Sustainability Committee will work on updates to the Plan as new information becomes available. Explore the possibility of updating zoning regulations that allow and/or incentivize sources of renewable energy to be installed on buildings and/or properties.

STEWARDSHIP

Thinking About Resilience: Power Generation

Scarborough is simultaneously working to reduce the risk to its power grid from flooding and ice, while also approaching its energy use in a sustainable way. Above ground powerlines are frequently impacted during storms, leading to power outages. Power outages during winter months are especially dangerous due to the risk of exposure to freezing conditions. Since only a small portion of the Town residents have back-up generators, the Town is looking for ways to help its residents be more resilient through power/heat diversification through the use of solar power, heat pumps, better insulation, and the use of wood stove inserts and propane for heat and cooking needs. To support this mission, the Scarborough Sustainability Committee researches energy programs, projects, and policies that support conservation and alternative energy use. The Committee is increasingly focused on metrics and benchmarking to drive future energy decisions.

Resilient Infrastructure

Southern Maine experiences extreme weather changes throughout the year, from warm/hot summers to extremely cold, windy winters. Drastic changes in seasonal conditions may increase stress and shock on built infrastructure like stormwater, water, and sewer systems; road networks; and bridges. This may increase maintenance and rehabilitation costs for existing infrastructure, damage private property, disrupt services, or inconvenience residents and business owners. Continuing to plan and build new infrastructure – including construction, operation, maintenance, and rehabilitation – for all four seasons will reduce the financial vulnerability of the Town.

The Town should complete an Infrastructure Investment Strategy Study that evaluates construction, operation, maintenance and rehabilitation costs for infrastructure in terms of resilience and resource efficiency. Adopt recommendations from the Study in a formal Five-Year Capital Improvements Plan for the Town.

Sea Level Rise and Adaptation

Since 2010, the Town of Scarborough has been involved in numerous efforts regarding identifying the vulnerability of infrastructure and resources to impacts of coastal storms and potential future sea level rise. Most of these efforts have been completed as part of the Saco Bay Sea Level Adaptation Working Group (SLAWG) which includes the Town along with the neighboring Town of Old Orchard Beach and the cities of Saco and Biddeford.

Scarborough has much at risk. SLAWG studies identified that, should a storm with waves and water levels equal to or greater than the February Blizzard of 1978 hit again, around 5.3 miles of public and private roads could be inundated during the peak storm tide. And in fact, the recent blizzard (Winter Storm Grayson) that hit on January 4, 2018 resulted in one of the highest water levels since 1978, and caused significant beach erosion and coastal flooding at five roads in Town, causing damages and travel delays. Should sea level rise by two feet, which may occur by 2050, up to 4.8 miles of public and private roads could be inundated simply during the higher tides of the year.

Photo credit: Google Earth

Residential development in low-lying coastal flood zones is at risk of damage from storm surge and sea level rise.

These scenarios could have significant impacts on emergency access, school bus routes, and daily travel. Another SLAWG study, presented to the Town in 2011, found that Scarborough has over 1000 structures located in the mapped FEMA 100-year floodplain, almost as many as the other three SLAWG communities combined. Finally, other work by SLAWG and the State of Maine through a NOAA Project of Special Merit found that sea level rise could significantly change the make-up of the existing Scarborough marsh, which is the largest contiguous marsh system in Maine. These impacts included loss of existing marsh and significant conversion of the species that dominate the marsh surface. Some of these referenced documents are available to view on the Commission's website.

Timeline

1995
EPA produces "Anticipatory Planning for Sea-Level Rise Along the Coast of Maine" report.

1997 - 2005
A series of scholarly articles are written assessing Maine's tidal marsh resilience to sea-level rise.

2006 - 2007
Maine Geological Survey publishes reports that investigates impacts of one to three feet of sea-level rise.

2008
NOAA funds the development of the Coastal Hazard and Resiliency Tools (CHRT) which creates partnerships between the Maine Department of Agriculture, Conservation and Forestry, the Maine Department of Marine Resources Coastal Program, the Maine Geological Survey, and regional planning organizations.

2009
The Saco Bay working group is created and applies for and is awarded a Regional Challenge Grant from the Maine State Planning Office.

2010
Sea Level Adaptation Working Group (SLAWG) is created to review CHRT projects and develop an action plan for how to estimate regional vulnerabilities, identify and address such regional vulnerabilities, and provide implementation strategies for regional solutions. SLAWG publishes "Sea Level Rise and Potential Impacts by the Year 2100," which establishes nine goals and 12 implementation strategies to complete by 2011.

2011
SLAWG updates the Vulnerability Assessment Report and identifies properties, infrastructure, and natural areas vulnerable to storms and sea level rise and establishes projected damage estimates for properties and infrastructure.

2015
SLAWG publishes a Road Infrastructure Assessment Report identifying and assessing potential impacts of sea level rise or storm surge on both public and private roads within the Saco Bay region.

In order to help guide the Town's efforts on coastal resiliency, over the past few years, the Conservation Commission worked closely with the Planning Department and the Town's Sustainability Coordinator to engage with different Town departments in identifying issues related to flooding and sea level rise. The Commission engaged the following departments as part of a cooperative process: Public Works; Public Safety (Police and Fire); Community Services; Planning and Zoning; and Coastal Waters and Harbor Advisory Committee.

Based on these discussions, the following recommendations have been developed:

- Maintain a working knowledge on the latest scenarios for flooding and potential future sea level rise consistent with reporting from the latest US National Climate Assessment;

- Establish and codify thresholds and standards for considering existing and future potential flood conditions when building or rebuilding at-risk public infrastructure (including culverts, roads, bridges, piers and waterfront-dependent infrastructure) and large CIPs;

- Establish a post-storm debris management plan;·

- Establish a mandatory evacuation ordinance;

- Establish a full-time shared emergency management coordinator for the Town;

- Establish a standardized practice for passing along institutional knowledge within Town department staff;

- Establish a standardized protocol for emergency-response related relationships with private contractors, etc. (not just "personal connections");

- Encourage Town Council to recommend state-wide real estate disclosure requirements for flood and erosion hazards;

- Consider best available flood and erosion hazard information when planning development in the coastal area of the Town

- Investigate the liability of adapting public infrastructure in terms of impacts to private properties;

- Investigate establishment of evacuation centers that are not at school facilities;

- Investigate more closely the potential economic impacts of both nuisance and storm flooding on the community;

- Investigate the cost-benefit of specific adaptation strategies for coastal communities (e.g., Pine Point);

- Increase public education and outreach on coastal hazards, flooding and sea level rise (including workshops, articles, evacuation plans, "to go" kits, etc.)

- Allocate funds and join the Federal Emergency Management Agency's Community Rating System (CRS) Program;

- Complete the Maine Flood Resilience Checklist every Comprehensive Plan cycle and use results to further understand the Town's level of preparedness and status of resiliency efforts.

These recommendations will help define actionable measures, minimize risk, and increase resiliency of the Town.

Protect Marine Resources

Scarborough is a community that is fortunate to have marine resources that allow both commercial and recreational use. We have the heritage of a place where people can live, work, and play on our beautiful coastline and where both residents and visitors have access to it. Long sandy beaches, working harbors, and marshlands are distinctive and vital educational, economic, and recreational resources. Residents need to take proactive measures to ensure marine resources will continue to provide benefits for decades to come. Increasing population, climate change and other environmental factors have placed pressures on all marine resources. Dredging is needed to maintain the harbor. Development must be monitored and managed to preserve and improve water quality. And, recreational activity needs to be managed carefully to protect marine species and balance competing demands.

Scarborough's coastline experiences naturally changing conditions, from significant erosion at Higgins Beach to sand deposits in the mouth of the Scarborough River. These are long-term issues that require significant investment of time and resources to study and develop viable solutions. The Town will work with state and federal agencies, particularly the Army Corps of Engineers, to determine plans and explore available funding sources. Efforts will continue to support local committees, such as the Shellfish Committee and Coastal Waters and Harbor Advisory Committee, in their work to preserve our valuable resources for current and future residents.

We will maintain a balance among existing uses through continued attention to the condition of the commercial moorings, boat ramps, and access along the Scarborough River, the Marsh, and at beaches. The town will continue to protect our fragile coastal resources and wildlife habitats through periodic review and consistent enforcement of our shore land, wetlands, and sand dune regulations.

Marine environments in Scarborough, including hundreds of acres of clam flats, provide valuable habitat for marine species, many of which are harvested by local commercial and recreational fishermen. As an example, Scarborough has approximately 200 acres of clam-flats which produced 329,624 pounds of soft-shell clams for a value of $737,597 and an average price of $2.38 per pound in 2020. The Town should identify, reduce, and eliminate sources of pollution caused by runoff, harvesting and other marine resources activities including increased recreational use. Overboard discharges, oil and gasoline spills, dog and horse waste left on beaches, and even unsafe travel on the water ways must be addressed. As the environment changes and invasive species like the green crab become prominent in the ecosystem, the Town should partner with research and educational organizations to mitigate their presence and encourage conservation activities.

Lobstering and clamming are the major types of fishing carried on in our town. Many businesses rely on marine resources including wholesale and retail sale of fresh fish for take home and on premise in restaurants specializing in seafood fare. In addition, a new start up oyster harvesting operation

Marine Resources Licenses

LICENSE NAME	Quantity
Commercial Fishing (Single or Crew)	8
Commercial Shellfish*	46
Recreational Shellfish*	374
Elver	9
Lobster/Crab Class 1, 2, 3	31
Lobster/Crab Other	26
Recreational Saltwater Fishing Operator (SWRO)	3
Recreational Saltwater Registry (SWR)	3
Scallop Diver	2
Scallop Non-Commercial	2
Sea Urchin	1
Seaweed Supp	1
TOTAL	506

began in 2015 which was recently sold to an existing operator in mid-coast Maine. Aquaculture permits have been awarded for oysters in the Nonesuch River and are a potential growth area for harvesting. Other successful commercial businesses have started and expanded at Pine Point for lobster, urchin, and seafood processing. The Pine Point Co-Op was sold in 2019. The new owners have maintained a wholesale and retail seafood operation which purchases from local harvesters and have improved facilities including a restaurant and the addition of a lobster storage tank.

Exploring innovative and emerging markets will help to maintain the commercial viability of the resource and promote sustained economic value for our marine fishermen. It is possible that

harvesting activities may also be expanded by conservation, restoration and seeding initiatives as well as the introduction of other animal and plant marine species. Preservation of this fragile ecosystem will depend on our careful planning, prioritizing, and stewardship.

The financial reserves generated by commercial marine activities and recreational use must be reported regularly and appropriated properly. The Coastal Waters and Working Waterfront Reserve Account needs to be restored, updated by Town Staff, and reviewed regularly by the Coastal Waters and Harbors and Shellfish Conservation Committees and augmented as necessary by the Town Council. Current revenues generated by use of the Town Landing, pier and adjacent parking

need to be identified and directed toward periodic investments in capital improvements, operations maintenance, such as ramp repairs, to ensure access points will remain open and available to all users. New revenue sources such as paid parking, launch fees and the use and maintenance of the pier and equipment for nonresident commercial and public use, must also be explored.

The Town should continue its commitment to preserve, and where possible, expand points of public access to the marine environment for recreational and/ or commercial use, while respecting private ownership rights and privileges of residents and the public. We will utilize our existing marine resources responsibly and preserve them for the benefit and enjoyment of residents and visitors alike.

Scarborough Marine Access Points, 2021

Water Body
Town Boundary
Roads

Spurwink River Landing

Scarborough Marsh Nature Center

Clay Pits Boat Landing

Winnocks Neck Landing

Dunstan Landing

Seavey Landing

Old Neck Boat Landing

Baileys Lobster Pound

Scarborough Town Landing & Co-Op

Ferry Beach Boat Ramp
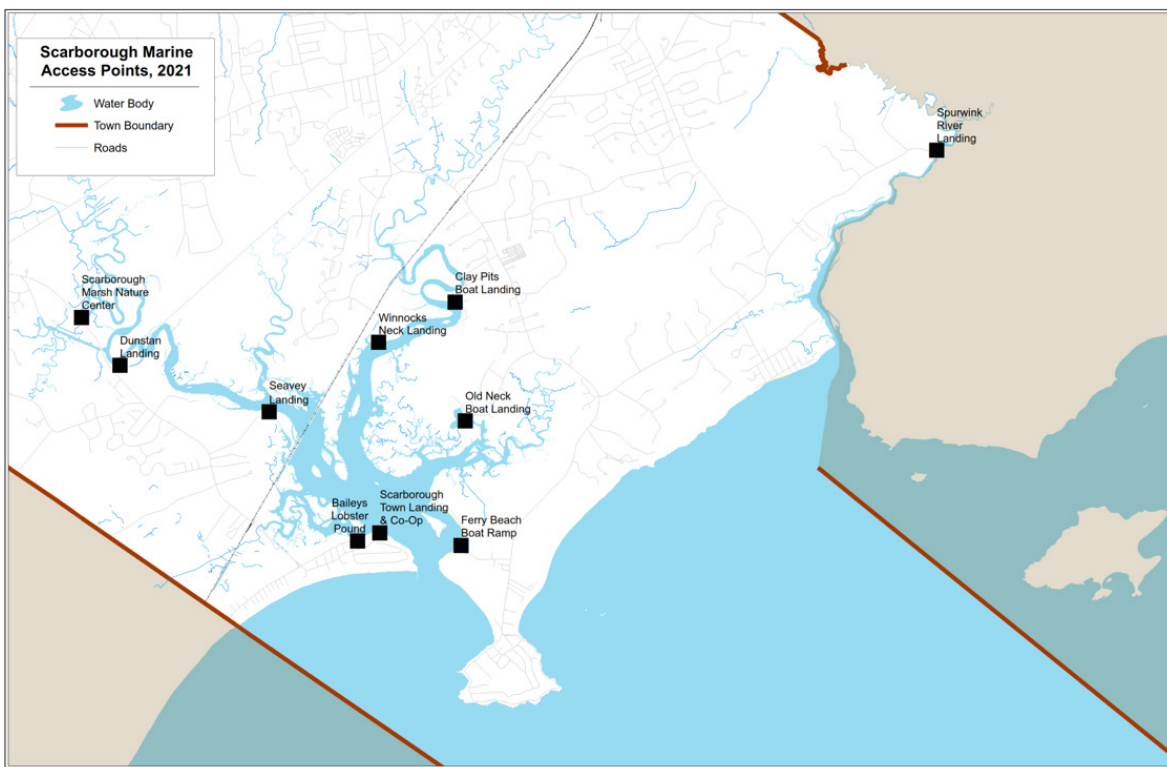
ECONOMY AND JOBS

Scarborough is home to an expanding and diversified local economy. Economic development has been driven by local expansions, new business formation and attraction of new and relocating firms.

The growing life sciences cluster of industries has been a key to our recent success, with health care, research and medical devices. Maine Health has a significant presence in the town with a campus style development including the Maine Medical Center Research Institute, a surgical center and a growing number of doctors' officers. Maine Health continues to invest in the campus with more expansions planned.

Abbott Labs in the Scarborough Industrial Park is known for their expertise in medical devices and point of service testing kits for medical offices. They continue to grow and expand in both their physical plant and the number of employees.

Martin's Point Health Care opened a new center on Route One in Scarborough and is an example of attracting a new business to the town.

Scarborough is also benefiting from the growing food production cluster with start-ups like Casco Bay Creamery. This company produces butter and cream cheese for the gourmet market from their manufacturing facility in Scarborough. This company recently won the Gorham Savings Bank Launch Pad competition, receiving a grant of $50,000 to purchase a packaging machine.

Both life sciences and food production are economic clusters supported by state and regional programs. Partnering with other communities, the region and the state on national and international attraction programs can help the community continue to benefit from growth in these areas.

The three pillars of economic development are start-ups, expanding local businesses and attraction of new firms. Scarborough will need to support policies and investments that continue to support all levels of business development.

Businesses are focused on their employees. This focus on talent is due in part to the labor shortage and the recognition that our knowledge-based economy depends on a skilled workforce. Generational attitudes also factor in a company's ability to recruit and retain employees. Workers are seeking a greater

work-life-world balance – taking into account work environment, work amenities, access to quality housing within reasonable travel distances, and the environmental impact a company has on the world.

Companies are responding to these needs. Towns looking to attract and retain modern companies will need to understand these changing demands. Companies want to locate where the action is. They want their employees to be able to have lunch, run errands and access outdoor spaces. They also need a range of housing types that provide employees an opportunity to live near where they work.

Businesses are attracted to well rounded, well managed communities. The Town should continue to invest in the community and continue to develop quality services.

Mixed use developments will ensure spaces which provide the amenities that businesses seek for their employees.

Start-ups and the rise of the "Gig" economy must also be considered in the Town's approach to economic development. The Gig economy refers to the growing number of workers that are paid by the "gig" – a specific task or contract rather than a traditional job with a company.

The rate of entrepreneurship is strong in Maine and will continue to depend on local state and regional resources to provide access to information, capital and a supportive culture. At the local level, a supportive culture can be created by having a resource for local entrepreneurs to contact

and to help navigate the waters of a business startup, whether that be connections to resources, capital or help with development questions. For the gig workers, the rise of co-working spaces and hubs of activity are key support mechanisms. The town can help by encouraging the delivery of co-working spaces in the private sector and supporting the central placemaking activities that are encouraged by our land use ordinances. The Town should also ensure that regulations on home occupations are supportive for start-ups and micro-businesses.

The following additional recommendations will support economic development:

• Continue Strong Business Communication. Track and

identify issues and opportunities in the business community through a strong communication program. Through SEDCO, the Town will continue to work with the Scarborough Community Chamber of Commerce and Scarborough Buy Local to support effective communication with the business community.

• Maintain the Economic Vision by continuing to review and update the Town's Economic Development Vision, produced jointly by the Scarborough Community Chamber of Commerce and SEDCO. The Vision can identify more specific tools and strategies to effectively cultivate

entrepreneurship, business retention and attraction.

- Continue to Evaluate and Refine Scarborough's Business Attraction Program. Identify and attract emerging industries that meet the needs of Scarborough's resources and values. This program must also take into consideration the changing needs and desires of businesses, finding the intersection between business needs, environmental constraints and community values.

- Continue Developing an Intelligence System for Decision Makers. Offer a business resource center, which can connect all levels of businesses to any available local, regional, state or federal sources of assistance. SEDCO should continue to develop data needed by both elected officials and businesses to support economic development decision making.

- Develop Key Performance Indicators for Economic Development and monitor them on a regular basis, through infographics and dashboards.

- Monitor Access to Capital by working with local banks and other service providers to identify barriers to loan programs for businesses at all levels.

- Involve Natural Resource Based Organizations in Economic Development Planning

- Incorporate our natural resource assets into our business attraction strategies. Work with these organizations to assist them in identifying their economic significance and on identifying continued opportunities for attracting low impact/high value visitors to the area.

- Involve Students in Career Exploration with Local Businesses

- Continue to work with the schools to explore ways for businesses to be involved in the schools through youth

entrepreneur programs, exploring career development and identifying opportunities for internships and local mentors.

- Refine and Protect Scarborough's Image and Brand

- Continue to explore and refine Scarborough's image as a coastal community and as the home of the Scarborough Marsh. The current use of the Marsh logo is effective, but more can be done. Development of a tagline that incorporates a business theme with the coastal images could be effective.

- Evaluate Digital Platforms to Reach a National/International Audience

- Use digital marketing platforms to market nationally and internationally. Evaluating such programs to find the best fit for Scarborough in terms of costs, exposure to targeted industries and effectiveness will expand our attraction program.

- Continue to Make Use of State Programs for Tax Increment Financing

- Continue to use the State's TIF program strategically to support economic development where appropriate.

FISCAL SUSTAINABILITY

Continue to Maintain a Balanced Budget

The Town of Scarborough should keep a structurally-balanced budget for the Town each year that does not borrow large sums of money from fund reserves or through bonding to cover regular operating or maintenance expenses.

The Town should continue to prepare budget documents in partnership with the Town Council Finance Committee, and include technical staff and community input during the budget process to evaluate project ideas, prioritize improvements, and build support for shared recommendations. Continue to monitor Town indebtedness with the goal of reducing the amount of bonding and/or borrowing to pay for capital needs.

Protect the Town's Long-Term Financial Stability

Growth and development in Scarborough generates wealth – namely ad valorem tax (local) and sales tax (state) revenues – that is used by the State of Maine and the Town to fund certain infrastructure investments, provide services, and support day-to-day administrative needs. The type, location, pattern, pace, and intensity of development envisioned throughout the community directly affect the amount of wealth anticipated for the Town. The pace of development, monitoring current conditions and planning for different scenarios in the future will help Scarborough stay on a good path of long-term financial stability while providing the resources needed to sustain a high quality-of-life for Town residents and business owners.

Generally speaking, the financial outlook for the new Comprehensive Plan appears to be positive in terms of potential revenue and government spending due to an efficient development pattern, as shown on the Growth and Conservation map.

The Town can encourage the walkable, mixed-use development patterns presented on the Growth and Conservation Map which are expected to increase ad valorem tax revenues and minimize infrastructure costs compared to the low-density, decentralized development patterns.

The Town should consider opportunities for local option taxes where appropriate.

LEVERAGING INVESTMENTS

Formally Adopt an Infrastructure Investment Strategy

All future land use decisions in the Town should maximize market potential in key growth areas on the Growth and Conservation Map while leveraging and maximizing the Town's investment in infrastructure. This will be done, in part, by preparing an Infrastructure and Investment Strategy for Town services – police, fire, parks and recreation, public works, and stormwater – that captures recommendations for encouraging the appropriate mix, timing, and distribution of development in the community and for maximizing the efficiency of infrastructure and services.

Important projects identified in the Infrastructure and Investment Strategy should be programmed in the Town's capital budget prepared in accordance with the Capital Planning Policy. Information presented for each capital project in the document should include anticipated expenditures, revenues, and an implementation schedule. The Infrastructure and Investment Strategy should follow a traditional public planning process, and be updated regularly to inform the Town's budget process.

Additional recommendations include:

- Prepare an Investment Strategy which identifies highly-valued, high-quality, cost efficient and economical services and infrastructure

- Balance the town's ability to provide services and infrastructure investment with our ability to pay

- Periodically assess the preferences of residents and businesses for highly-valued town services and investments to inform planning decisions

- The Town's Growth Management Ordinance should be reviewed to ensure that the regulations are adequately addressing the needs of the community

Capitalize on Strategic Partnerships

Different stakeholders in Scarborough – Town government, state and regional agencies, developers, investors, business owners, neighborhoods, etc. – have a shared responsibility for implementing the vision and guiding principles in the Comprehensive Plan. This group is stronger when working together to identify, prioritize, and fund capital improvements in the community Leveraging their individual investments in the Town will maximize benefits for all.

Town officials should look for opportunities to "connect the dots" with their community partners when implementing improvements in the community and:

- Coordinate individual private sector projects to meet shared Town goals

- Contribute to upsizing certain infrastructure beyond the needs of an individual project to serve larger community needs

- Sync individual project schedules to minimize disruptions in the community

- Look for economies-of-scale with multiple projects to build infrastructure more efficiently

- Coordinate design details of several individual projects to reinforce a common brand and sense of place unique to Scarborough

- Consider how Town and private investments – street improvements, utilities, public spaces, lighting, landscaping, art, etc. – might leverage other investments on private property in terms of building use, scale, placement, materials, and interactions with the Town.

INFRASTRUCTURE CAPACITY

Act on opportunities to use public school facilities more efficiently and catch up on much needed improvements

Town Council should continue working with the Board of Education to provide high-quality, cost-efficient education for families in Scarborough while continuing to earn support from the community for future investments in the school system.

With less state and federal money available for local education, many municipalities struggle to address and accommodate ever-increasing school budgets. These budget increases translate to a rise in local property taxes, increasing the cost of living for some residents already struggling financially to remain in their communities. Good

communication is critical between school officials, municipal officials, and residents to find solutions for limited financial resources to cover costs associated with other municipal services. Schools and municipal officials need to find ways to address these communication challenges, and proactively plan for innovative ways to address these budget increases.

Several options for expanding or enhancing primary and middle schools in the Town are summarized in the Scarborough Schools Long Range Facilities Plan. The different options should be evaluated against the

vision, guiding principles, and recommendations developed for the Town's Comprehensive Plan, and prioritized before a public budget is presented for vote that includes school expansion or renovation.

The Town should evaluate the options provided in the Scarborough Schools Long Range Facilities Plan for improving school facilities in the Town against the new Comprehensive Plan and summarize the results as part of the information provided to citizens before a vote on school expansion or renovation.

Support Initiatives to Expand the Scarborough Public Library

The Scarborough Public Library will continue to be a resource as the Town grows, and the services provided should expand to meet the needs of its patrons. The current location of the Library, at 48

Gorham Rd, has been determined by engineering and architectural consultants to provide sufficient room to expand the existing facilities. The plan layout and design continues to be reviewed by the Library board. appears to provide room to expand the existing facilities and is currently under review by the Library board. Any proposed expansion should take into consideration community meeting

space, job-readiness training, youth and adult programs, technology experiences, etc. that keep up with current needs and emerging trends.

The Town can continue to advance plans underway for an expanded library campus, refining conceptual designs and testing budget estimates needed to inform the public prior to a referendum.

Ensure Public Safety Services Keep Pace with Future Growth

The Town invested in a new public safety building, which opened in 2020. The new facility was built with growth in mind and should serve the community well into the future. However, understanding the impact of growth on services, equipment and facilities, particularly those delivered in specific areas of town, should be considered as the Growth and Conservation areas build out.

As we look at the impact of growth on Public safety, the Town will need to focus on efficiencies, including the potential consolidation opportunities with other communities.

Finally, in this area as well as others the Town should strive to balance our ability to provide sufficient services with our ability to afford and fund them. These services should reflect the preferences of our citizens and be highly valued, of high quality, cost efficient and economical.

Additional recommendations include:

- Study the impact of growth on public safety services and facilities to ensure that the town understands the level of investment associated with the buildout of the Growth and Conservation Map.

- Review and evaluate life safety codes related to both commercial and residential activities to ensure adequate provisions are in place given the varying development patterns and types throughout the community.

- Explore potential for a municipal partnership with our mutual aid communities of Gorham and Westbrook, to increase the efficiencies in both services and costs to all three communities.

Improve Stormwater Conditions

The Town of Scarborough is working locally and with their state and regional partners to improve stormwater conditions in four different watershed basins: Red Brook, Phillips Brook, Mill Brook, and Willowdale Brook. Their efforts are focused on stormwater runoff from impervious surfaces, undersized stormwater infrastructure, and development in the lower watersheds that is encroaching on stream channels, floodplains, and wetlands areas. The stages of implementation vary in each of the watershed basins, but the end goal of improving conditions for managing the quantity and quality of stormwater runoff and improving conditions for aquatic habitats is the same.

Additional recommendations include:

- Continue work to adopt local stormwater management rules and requirements in the Town's Zoning and Subdivision Ordinances for the Red Brook and Phillips Brook water basins, and work with state and regional partners to develop watershed management plans for the Mill Brook and Willowdale water basins.

- Treat stormwater management as an opportunity to increase the amount of continuous greenspace throughout the community, improve property values, create scenic views, manage flood events, and attract wildlife. Stormwater standards, best management practices, contractor requirements, perimeter controls, etc. should all be addressed in Town policies, rules, and requirements for improved stormwater conditions. A discussion of site design practices follows in the "Community and Neighborhood Design" section.

New Scarborough Community Center

A multi-purpose community center that could accommodate athletic facilities – such as a pool, gym, and exercise rooms – as well as space for seniors and other age and interest groups is a significant need for the community. A partnership with a private organization or the potential to co-locate facilities in a public school building or on public school property could help mitigate the costs of building a new facility, or at least expedite the completion date to meet current and future demands identified for the community.

Additional recommendations include:

• Identify a preferred program and needed resources for a new community center, including conceptual designs and preliminary budget estimates needed to inform the public prior to a referendum (if needed).

• Gauge the interest for a public-private partnership that could minimize construction costs and shorten completion time of a new community center.

High-Speed Broadband Internet

In today's idea-based economy, where creativity and innovation are often valued more than experience and seniority, a new type of business environment has taken shape. The internet and other technologies have minimized old ways of doing business based on the physical office, time spent at your desk, and a long commute. Information technology infrastructure – and specifically high-speed, high-quality internet service – is essential for Scarborough if it wants to recruit high-tech businesses, the creative people they target as employees, and a growing group of entrepreneurs that strengthen a community.

The Town should evaluate options for bringing extreme high-speed broadband internet to Scarborough, whether by partnership with a private provider or through investments in a municipally-funded network. Target areas of the Town that will support near-term economic recruitment initiatives for technology firms, advanced manufacturing, and university-related industries.
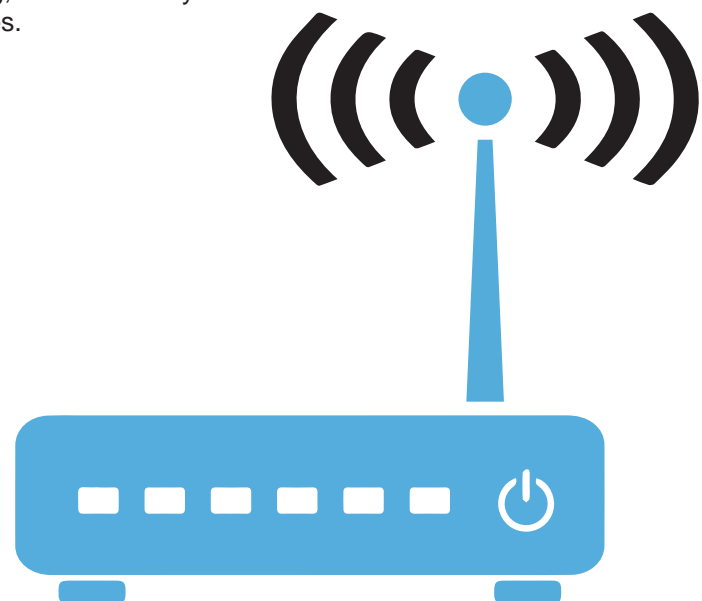
ACTIVE LIVING

Scarborough's open spaces vary in size and purpose, including parks, playgrounds, active playing fields, trails, natural areas like the marsh and beaches, community gardens, and public school grounds. The sports complexes include playgrounds and playing fields for kids and adult leagues alike. Our open spaces include areas as diverse as the Eastern Trail and several beaches around the community. In addition to providing public access to active and passive recreational opportunities, opens spaces also provide opportunities for increased public health, cultural events, plant and animal habitat, and valuable stormwater infrastructure.

Continuing to preserve open spaces and improve connections between them is integral to the health and well-being of residents, visitors, and ecosystems. The Town's public spaces are central to its ability to foster neighborhood vitality, sense of community, recreational opportunities, environmental health, arts and cultural programming, economic development, and local mobility. A walkable, bikeable, and accessible network of open spaces is an invaluable element of an equitable, healthy, and vibrant future.

Develop an Open Space Plan in partnership with local civic organizations to address the following:

• Sustain and build our system of parks, trails, and open spaces to enhance our quality of life, protect our environment, and promote the economic well-being of our remarkable town by the sea

• Provide high-quality, well-designed, well-maintained, safe, and integrated parks, trails, public open spaces, and recreational opportunities accessible to all residents

• Strengthen connections between open spaces

• Develop new, and strengthen existing, accessibility and management of the town beaches and the Marsh

• Ensure sound capital planning, adequate funding, and staffing for recreation and open space

• Promote engaged citizen stewardship

• Preserve the intrinsic values of the park and open space system, including historic resources, vistas, healthy ecosystem functions, and biological diversity

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Master Planning for Parks

While this Comprehensive Plan update begins to identify park amenities and possible future needs, there is a need to develop a specific Master Plan for the town's parks and open spaces. The Parks Master Plan would include an in-depth assessment of the community's needs and plan park investments to meet these needs.

The National Parks and Recreation Association (NRPA) has long provided standards for assessing community park and recreational needs and guiding land acquisition and development of new amenities. (Park amenities are the built elements within a park or open space that support various forms of recreation.) NRPA has released a new tool, NARPA Parks Metrics, that is more closely attuned to the varying needs of communities of different sizes and in different regions.

Scarborough's culture, location, and park system are all unique. Yet some communities nationwide share similar traits with Scarborough. Using NARPA Park Metrics, similar communities can see how they compare to one another and become better informed about areas where they are meeting the mark or lagging behind.

For example, Scarborough community members have identified the need for a local swimming pool. The new tool allows the Town to compare options for new facilities with what comparable communities have invested in. With the high cost of such infrastructure, it is essential that future parks and amenities be carefully planned and evaluated to ensure that community needs are met while costs are kept to a manageable and sustainable level.

The Town should consider developing a Parks Master Plan using national tools and standards as guidance. Use NARPA Park Metrics to examine options for new parks and amenities and whether they respond well to the needs of the community or neighborhood. The Town should continue to partner with the Scarborough Land Trust, Friends of Scarborough Marsh, and others to manage and preserve existing parks and open spaces.

Source: scarboroughmaine.org/departments/community-services

Enhance Trail Network

Continuing to enhance the Scarborough pedestrian and multi-modal network while looking for new opportunities to provide additional recreational trails throughout Town could help provide much-needed interconnectivity between neighborhoods. A fully-developed trail network would also provide a safe alternative for residents wanting to keep an active lifestyle. Using not only sidewalks, but a well planned network of trails, could provide off-street alternatives for people to get around the community. The Town has recently been working on closing the gap of the Eastern Trail, providing a continuous connection all the way to Portland.

The Town should continue to develop trails where possible to better connect destinations and neighborhoods, while also creating opportunities for residents to stay active.

A - Broadturn Farm
B - Fuller Farm Preserve
C - Jennie & Isaac E. Willey Recreation Areas
D - Libby River Farm Preserve
E - Pleasant Hill Preserve
F - Scarborough River Wildlife Sanctuary
G - Sewell Woods Preserves
H - Warren Woods
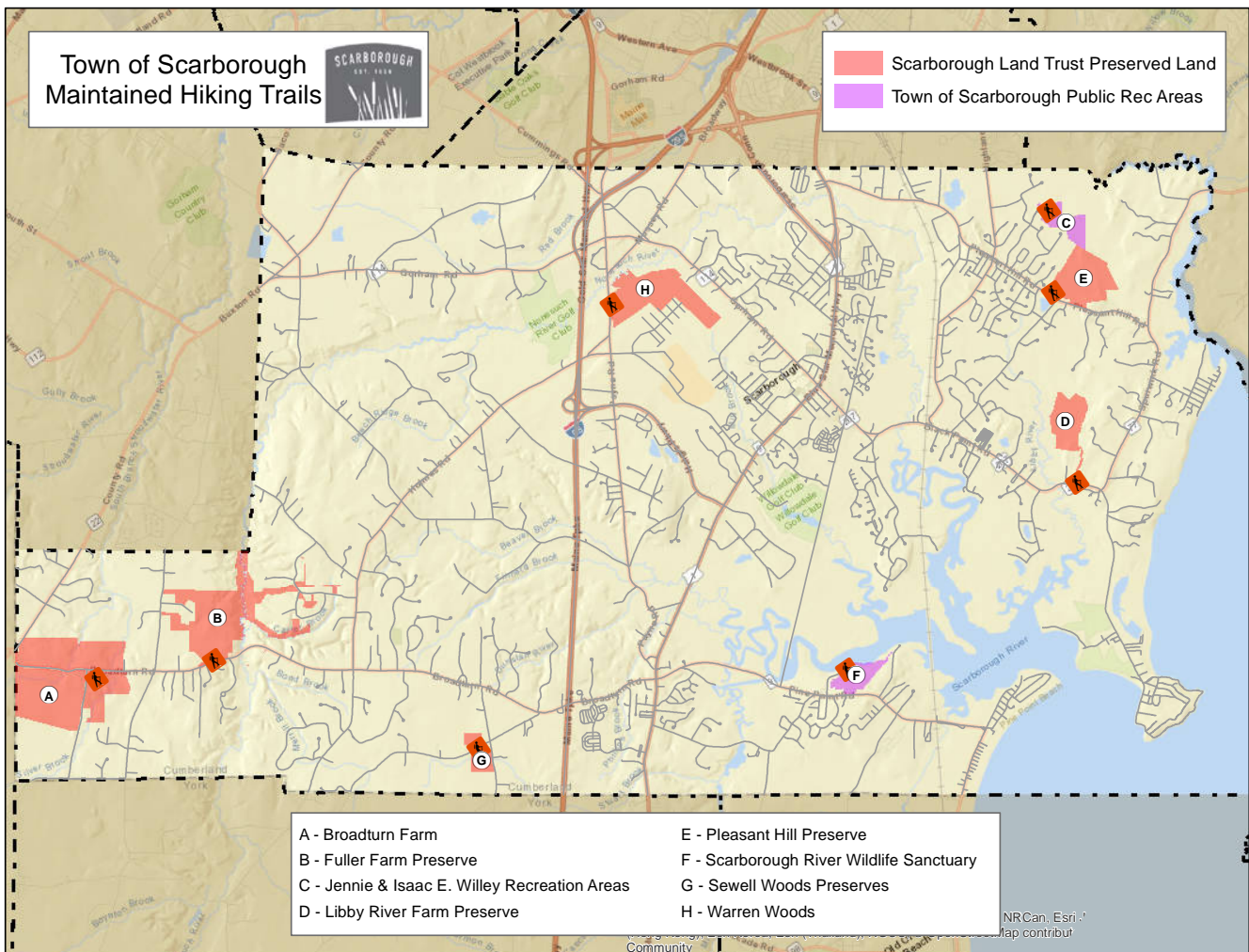
ARTS AND COMMUNITY

History, culture, and the arts are one way we humans define, challenge, and make ourselves distinct. An active arts community and a unique local culture can be helpful to achieving a high "quality of life" and attracting residents, visitors, and businesses to Scarborough. Perhaps most importantly, a strong cultural identity empowers a community by nurturing self-respect and self-esteem, enhancing cultural sensitivity, and more broadly including all members of a community.

Many of the region's galleries and museums are located in Portland.

However, there are plenty of opportunities for residents to express their creativity and make their own art, including classes provided by organizations for both kids and adults. Involvement in the arts provides children (and adults alike) opportunities to develop their creativity, social skills, goal achievement, communication, and self-esteem.

A number of festivals and performing arts events take place in Scarborough every year, offering a range of entertainment opportunities to residents and visitors alike. Some of Scarborough's most well-loved and attended events include Concerts in the Park, Summerfest, and Winterfest. The Town is fortunate to collaborate with organizations such as the Chamber of Commerce to help facilitate these events which not only tend to the general enjoyment of our residents, but help foster community and enduring civic relationships.

The Town should continue to support these performances and celebrations while exploring additional opportunities for unique events that showcase the history and culture of Scarborough.

THINKING OF THE REGION

Scarborough is located just south of Portland, the state's largest community. As part of the Greater Portland Metropolitan Region, Scarborough has had strong relationships with several adjacent communities and is regularly involved in coordination and projects that cover mutual matters. Scarborough is connected to other regional markets by I-95. It shares a border with Old Orchard Beach, Saco, Buxton, Gorham, Westbrook, South Portland, and Cape Elizabeth. The existing road network connects these communities together and I-95 bisects Scarborough, providing a direct connection to Portland and to Portsmouth NH to the south.

The Greater Portland Council of Government (GPCOG) has identified several regional priorities for which municipalities have expressed the need for better coordination. Most of these issues were also identified by Scarborough stakeholders during the planning process for the Comprehensive Plan update and regional coordination will be key to help alleviate their impact and find solutions. Here are some of the priorities that the Town should pursue with its regional partners.

Housing

The need for more affordable and diverse housing options to keep young people in the state and allow seniors to "age in place" has been discussed at length during the Scarborough Comprehensive Plan process. Having more diverse and affordable housing options is critical to the region's economic success and will assist businesses in attracting qualified workers.

Scarborough should continue to work with regional partners such as GPCOG and the county to identify locations and funding sources for the provision of more affordable and diverse housing.

Transit

The region needs to expand its public transportation network and increase its frequency of service. Transit networks should continue to focus on improving access to underserved populations and expanding access for all residents to job and educational opportunities. Transit expansion is key to sustainable economic growth, attracting more young people to the region, and minimizing expensive infrastructure improvements that are primarily aimed at addressing impacts from single occupancy vehicles. Considering the high cost of an efficient transit system, a regional approach makes much more sense. When considering regional transit, communities should remember that population density determines the feasibility of transit service frequency. Less dense neighborhoods will generally receive less frequent coverage.

The Town should work with surrounding communities and regional transit providers to continue to expand transit routes to reach the largest population possible while keeping the costs down. Identify areas within the region where more density of population could be added, enough to provide transit on a regular basis.

Source: milesonthembta.com/2016/08/portland-metro-5-maine-mall.html

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Stormwater Management

Untreated stormwater can pollute surface and groundwater and negatively impact our natural resources, which are a key asset to our economy. Federal, state, and local regulations are complicated and expensive for communities to address, yet Southern Maine has been successful in its regional approaches to dealing with these issues through such programs as the Interlocal Stormwater Working Group (ISWG).

The region should continue to devote resources to support these essential collaborations, and consider expanding their reach beyond current MS4 permit communities.

Waste Management

Waste management staffing, equipment, and facilities are a significant expense for municipalities that provide these services to their residents. The town participates in a regional approach to such services to reduce costs. The program is very popular throughout the community and participation is high at this time. Several programs are available to help further divert waste from the landfill and reduce costs, such as a zero waste initiative – promoting reduction, reuse, recycling, and composting.

The Town should study various initiatives for waste management in terms of environmental, social, and economic benefits, that could strengthen the Town's leadership for waste reduction in the region, and help brand the community as forward-thinking.

Thinking About Resilience: EVs and VMTs

In May 2014, the Greater Portland Council on Governments offered Scarborough officials the opportunity to try out a variety of electric vehicles (EVs) which led to the Town leasing several electric cars and constructing a series of strategically located electric charging stations. EVs operate efficiently and with no air pollution (although whether generation of their charging power involves pollution or fossil fuel should also be considered).

Sharing and Consolidation of Municipal Services

Rising property taxes and less federal and state resources are spurring elected officials to explore the idea of consolidating certain municipal services in order to streamline costs, reduce duplication of services, and improve coordination and enable more efficient distribution of resources. As a home rule state, Maine's cities and towns are fiercely independent, but sharing ideas and best practices is common sense, and essential to saving money and building regional resources more efficiently.

Individual municipalities too often do not have the capabilities and/or resources to deal with major issues like climate change, climate adaptation, sea level rise, or watershed protection, because these challenges go beyond a locality's boundaries. A more regional approach to dealing with these issues will encourage more efficient use of financial and staff resources.

Scarborough is involved in several regional programs coordinated by GPCOG, including the Metro Regional Coalition, the Cumberland County Town Managers Meetings, the Public Works Directors Meetings, and PACTS committees, which help to facilitate an exchange of ideas throughout the region.

Recommendations include:

- Scarborough is already part of groups such as the SLAWG and should continue its participation in such organizations.

- Share lessons learned in areas such as ordinance and municipal policy development, recruiting and training municipal staff, and adoption of technology and cyber-security.

- Support a regional Data Center at GPCOG. This centralized clearinghouse of regional data and planning resources improves the alignment of local planning efforts with regional goals, and encourages more collaboration among neighboring communities, and supports leveraging public-private partnerships and federal grant funding.

- Share best practices to increase energy efficiency and utilize collective purchasing mechanisms, such as GPCOG's Cooperative Purchasing program, to work collectively to reduce the cost to municipalities and promote more responsible and sustainable municipal practices.

- Continue to evaluate additional revenue tools for the municipality, including working with Maine Municipal Association on evaluating local option taxes and increases in Revenue Sharing

Photo Credit: Jenn Day

DRIVING SUCCESS 154

Implementing the Town's Comprehensive Plan depends greatly on the ability of property owners, developers, Town staff, elected officials, and the general public to work together for a common purpose. This document organizes projects, activities, action items, and "next steps" for Scarborough to meet its economic and quality-of-life goals while informing future Town investments and decision-making.

The Town will monitor and evaluate progress in implementing the recommendations in this Plan. Successful implementation of the Plan will require ongoing oversight and responsibility. While it is ultimately the responsibility of Town Council to set priorities and adopt plans, successful implementation will require coordination between the Town Council and the town's committees, boards, staff, property owners and residents, as well as civic leadership groups.

The Town Council guides and monitors the process. The Long Range Planning Committee's charge is to oversee the implementation of the Plan and to suggest amendments to the zoning ordinance and other land use regulations to guide the growth and development of Scarborough. The LRPC functions as the central clearinghouse to help facilitate the work of the diverse array of partners and to measure success towards the aims of this Plan. Other town committees, departments, and groups will take the lead where appropriate and provide input on their specific area of interest and expertise.

The 'recommendations' laid out on the following pages identify a structure of an action plan for implementation. It does not require all projects or recommendations be completed in sequence. Instead, it promotes flexibility and partnership opportunities between the Town and other stakeholders for implementing the future vision in phases, consistent with the pace of land development, emerging regional initiatives, or available funding. The priorities, resources and actions outlined provide a rough framework, recognizing that priorities will be further refined and discussed as the community moves forward. The information that follows summarizes key components of the Town's action plan.

ARTICULATING A VISION

The Comprehensive Plan has described many actionable items to help the town realize the Vision and Strategy statements presented at the beginning of the Plan. Below these elements have been pulled together and related back to one of the core Vision statements of the Plan. While some of these may have fit well in multiple Vision statements the list below is aimed at providing a synopsis of the town's next steps. For greater understanding and depth of understanding the element should be read in context as part of any further process.

These actions are further identified on page 164 in the structure of an action plan for implementation. Each action is highlighted by a general description, a sense of priority, and an evaluation of resources needed to implement. Priorities will be further refined and discussed as the community moves forward.

VISION 1: The Scarborough Marsh is central to the Town's identity, creating a special awareness by our residents of the importance of all of the Town's natural resources, therefore future land use will follow a pattern of development that is sensitive to protecting our beaches, dunes, rivers, open spaces, farmlands, and other elements that comprise our unique ecosystem.

Guide future land use by the Conservation & Growth Map

Recommendations:

1. Outlying areas of the community west of the Maine Turnpike where it is more difficult to provide public services, that lack public utilities such as sewer and water, that have significant natural resource and habitat value, and that may support natural resource industries should continue to be considered rural areas. Within these areas, development should be at a scale that retains the rural character and in a pattern that protects natural resources and connects open spaces.

2. Significant natural resources, agricultural land, and open space should be protected, and an interconnected network of "public" open space developed where feasible.

3. Provision and extension of public sewer and water should be encouraged and facilitated within the designated growth areas of the community.

4. The majority of new residential development, and virtually all non-residential development (except natural resource-based activities and local uses intended to serve the immediate vicinity), should be located within the growth areas of the community. To accomplish this, the Town should encourage higher density/intensity of use within these growth areas.

5. The identity and livability of Scarborough's established neighborhoods should be enhanced. Residential and very limited non-residential development should be accommodated within these neighborhoods but should be of an appropriate scale and design to minimize the impacts on the existing neighborhood.

6. Businesses are an essential part of the community and will continue to contribute a significant portion of our tax base. Opportunities to integrate business clusters as well as a mix of regional and local services should be encouraged through the growth areas.

7. Future zoning changes will be adopted as necessary to implement the vision and strategies set forth in the Plan.

Balance Targeted Growth and the Natural Environment

Recommendations:

1. Set guidelines and policies that will guide future development to growth areas – not conservation areas – while also providing necessary public facilities and infrastructure.

2. Continue to grow in the Regional and Community Centers while mitigating impacts through effective Stormwater management technologies.

3. Protect healthy watersheds by directing growth to current growth areas.

4. The Town should continue to preserve and maintain existing farms and open spaces.

5. The Town should work to preserve important connections to nature while finding new ways to connect people with the surrounding environment and natural resources.

6. Building placement should consider scenic views where possible.

7. The Town will develop and implement locally supported watershed-based management plans.

8. Periodically review polices, ordinances and standards, including Growth Management Ordinance and traffic reports, to identify impediments to desired types of development.

Increase Sustainable Design Practices Onsite

Recommendations:

1. Scarborough, through the work of its Sustainability Committee, should determine a threshold, incentives, and criteria for requiring and/or encouraging building practices that achieve national LEED (Leadership in Energy and Environmental Design) standards or certification, or an equivalent standard.

Increase Energy Conservation and Efficiency

Recommendations:

1. The Town will implement its Energy Plan and the Sustainability Committee will work on updates to the Plan as new information becomes available.

2. Explore the possibility of updating zoning regulations to include allowance and/or incentivize sources of renewable energy to be installed on buildings and/or properties.

Improve Stormwater Conditions

Recommendations:

1. Continue work to adopt local stormwater management rules and requirements in the Town's Zoning and Subdivision Ordinances for the Red Brook and Phillips Brook water basins.

2. Work with state and regional partners to develop watershed management plans for the Mill Brook and Willowdale water basins.

3. Treat stormwater management as an opportunity to increase the amount of continuous greenspace throughout the community, improve property values, create scenic views, manage flood events, and attract wildlife.

4. Stormwater standards, best management practices, contractor requirements, perimeter controls, etc. should all be addressed in Town policies, rules, and requirements for improved stormwater conditions.

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Address Sea Level Rise Vulnerabilities

Recommendations:

1. Create a plan for how to expand coastal conservation and define how and where rebuilding after a catastrophic event occurs prior to an event occurring.

2. Maintain a working knowledge on the latest scenarios for flooding and potential future sea level rise consistent with reporting from the latest US National Climate Assessment.

3. Establish and codify thresholds and standards for considering existing and future potential flood conditions when building or rebuilding at-risk public infrastructure (including culverts, roads, bridges, piers and waterfront-dependent infrastructure) and large CIPs.

4. Establish a post-storm debris management plan.

5. Establish a mandatory evacuation ordinance.

6. Establish a full-time shared emergency management coordinator for the Town.

7. Establish a standardized practice for passing along institutional knowledge within Town department staff.

8. Establish a standardized protocol for emergency-response related relationships with private contractors, etc. (not just "personal connections").

9. Encourage Town Council to recommend state-wide real estate disclosure requirements for flood and erosion hazards.

10. Consider best available flood and erosion hazard information when planning development in the coastal area of Town.

11. Investigate the liability of adapting public infrastructure in terms of impacts to private properties.

12. Investigate establishment of evacuation centers that are not at school facilities.

13. Investigate more closely the potential economic impacts of both nuisance and storm flooding on the community.

14. Investigate the cost-benefit of specific adaptation strategies for coastal communities (e.g., Pine Point).

15. Increase public education and outreach on coastal hazards, flooding and sea level rise (including workshops, articles, evacuation plans, "to go" kits, etc.).

16. Allocate funds and join the Federal Emergency Management Agency's Community Rating System (CRS) Program.

17. Complete the Maine Flood Resilience Checklist every Comprehensive Plan cycle and use results to further understand the Town's level of preparedness and status of resiliency efforts.

VISION 2: Future land use patterns will create opportunities for the efficient delivery of municipal services and infrastructure, resulting in fiscal sustainability.

Protect the Town's Long-Term Financial Stability

Recommendations:

1. Develop land-use policies which support the Town's financial stability.

2. Foster walkable, mixed-use development patterns presented on the Growth and Conservation Map which increase tax revenues and minimize infrastructure costs compared to the low-density, decentralized development patterns recommended in the previous comprehensive plan.

3. Continue to evaluate additional revenue tools for the municipality, including working with Maine Municipal Association on local option taxes and increases in Revenue Sharing. Implied – not specifically articulated.

4. The Town's Growth Management Ordinance should be reviewed to ensure the regulations are adequately addressing the needs of the community.

Maximize the Town's Investments by Focusing on Growth Areas

Recommendations:

1. Prepare an Infrastructure and Investment Strategy for Town services – police, fire, parks and recreation, public works, and stormwater – that captures recommendations for encouraging the appropriate mix, timing, and distribution of development in the community (especially east and west of the Turnpike) and for maximizing the efficiency of infrastructure and services.

2. Adopt recommendations from the strategy in the Town's Capital Budget prepared in accordance with the Capital Improvement Policy.

3. The Town's Growth Management Ordinance should be reviewed to ensure the regulations are adequately addressing the needs of the community.

Improve Resiliency of Infrastructure

Recommendations:

1. Include a resilience and resource efficiency evaluation of construction, operation, maintenance and rehabilitation costs of infrastructure in any investment strategy.

2. Adopt recommendations from the Study in a formal Five-Year Capital Improvements Plan for the Town.

3. Restore the coastal waters reserve account and report regularly on dollars generated by commercial marine activities and recreational use. Explore new revenue sources to ensure access points remain open to all users.

Continue to Maintain a Balanced Budget

Recommendations:

1. Continue to prepare Town budget documents in partnership with the Town Council Finance Committee

2. Include technical staff and community input during the budget process to evaluate project ideas, prioritize improvements, and build support for shared recommendations.

Capitalize on Strategic Partnerships

Recommendations:

1. Convene a professional and community leaders committee to regularly discuss public and private infrastructure projects in the Town.

2. Coordinate individual private sector projects to meet shared Town goals.

3. Contribute to upsizing certain infrastructure beyond the needs of an individual project to serve larger community needs.

4. Sync individual project schedules to minimize disruptions in the community.

5. Look for economies-of-scale with multiple projects to build infrastructure more efficiently.

6. Coordinate design details of several individual projects to reinforce a common brand and sense of place unique to Scarborough.

7. Consider how Town and private investments – street improvements, utilities, public spaces, lighting, landscaping, art, etc. – might leverage other investments on private property in terms of building use, scale, placement, materials, and interactions with the public realm.

Ensure Public Safety Services to Keep Pace with Future Growth

Recommendations:

1. Study the impact of growth on public safety services and facilities to ensure that the town understands the level of investment associated with the build-out of the Growth and Conservation Map.

2. Review and evaluate life safety codes related to both commercial and residential activities to ensure adequate provisions are in place given the varying development patterns and types throughout the community.

3. Explore potential for a municipal partnership with our mutual aid communities of Gorham and Westbrook, as an expansion at this station could reduce facility needs in these two communities.

Improve Recycling Program

Recommendations:

1. Study the feasibility of implementing a zero waste initiative in Scarborough, and act on reasonable findings and recommendations from the study in future years.

2. Continuously improve recycling program by decreasing contamination, increasing recycling rate, and increasing food diversion rate.

Plan for a Scarborough Community Center

Recommendations:

1. Identify a preferred program and needed resources for a new community center, including conceptual designs and preliminary budget estimates needed to inform the public prior to a referendum (if needed).

2. Gauge interest for a public-private partnership that could minimize construction costs and shorten completion time of a new community center.

Ensure Availability of Competitive High-Speed Broadband Service

Recommendations:

1. Evaluate options for bringing extreme high-speed broadband internet to Scarborough.

2. Consider partnerships with private providers as well as investments in a municipally-funded network.

3. Target areas of the Town that will support near-term economic recruitment initiatives for technology firms, advanced manufacturing, and university-related industries.

Use Public School Facilities Efficiently and Catch Up Needed improvements

Recommendations:

1. Evaluate the options provided in the Scarborough Schools Long Range Facilities Plan for improving school facilities in the Town against the new Comprehensive Plan

2. Summarize the results as part of the information provided to citizens before a vote on school expansion or renovation.

Support Initiatives to Expand the Scarborough Public Library

Recommendations:

1. Continue to advance the plans underway for an expanded library including refinement of conceptual designs and testing budget estimates to inform the public prior to a referendum

2. As plans for the Library expansion proceed, the library trustees should continue to carefully evaluate the impact upon the Library of continued growth in Scarborough as well as developments in library science to assure that the proposed library expansion will meet the needs of the community in the years ahead.

VISION 3: Our ordinances will support the diversity and characteristics of existing and emerging neighborhoods, centers and open spaces.

Simplify Zoning Ordinance

Recommendations:

1. Ensure that development ordinances encourage attractive mixed-use centers in order to attract new businesses

2. Refine the number of defined uses into broader category types, grouped by impacts and intensities for a more organic and nimbler commercial and mixed-use development.

3. Review Town policies, ordinances, and standards, including the GMO, to ensure there are no impediments to desired types of development.

4. Take steps to ensure that the public realm is safe and accessible for all, regardless of how people move through it.

5. In limited areas where pre-existing (grandfathered, non-conforming) lots have a cohesive and high-quality development pattern, opportunities to right size neighborhood zoning should be considered.

Improve Home Affordability and Availability

Recommendations:

1. The Town should also look to streamline and simplify policies and incentives related to housing development in order to attract new developers to Scarborough

2. Revisit the Town's zoning regulations to ensure that various types of housing options are allowed throughout the community; continuing to direct most residential growth to the Community and Regional Activity Centers.

3. Continue to differentiate the number of residential permits that can be issued in the low growth areas.

4. Explore opportunities to differentiate the number of permits from the annual allocation that can be used for single family homes and multi-family homes.

5. The Town should explore opportunities to increase the established in-lieu fees commensurate with increases in land values over the past decade.

6. The Town should expand the inclusionary zoning requirements to other growth areas and identify opportunities to require developments in low-growth or rural areas to contribute to the Town's affordable housing goals.

7. The Town should develop incentives to developers to produce units affordable to residents earning less than 80% of the area median income.

8. The Town should explore future opportunities to make town owned land and key infrastructure improvements available to organizations like Habitat for humanity to develop affordable housing.

9. Scarborough ordinances should ensure that affordable housing is well designed and incorporated into mixed-use areas that include market rate housing that is indistinguishable from the latter.

10. Revisit allowed development densities and allowed uses in the Community and Regional Activity Centers to ensure that a mix of uses can be developed and accommodated with future new development or redevelopment.

11. Support senior housing opportunities

12. Allow accessory dwellings

13. Concentrate housing within Mixed Use Area

Support Active Living

Recommendations:

1. Sustain and build our system of parks, trails, and open spaces to enhance our quality of life, protect our environment, and promote the economic well-being of our remarkable town by the sea.

2. Provide high-quality, well-designed, well-maintained, safe, and integrated parks, trails, public open spaces, and recreational opportunities accessible to all residents.

3. Strengthen connections between open spaces.

4. Increase new, and strengthen existing, accessibility and management of the town beaches and the Marsh.

5. Ensure sound capital planning, adequate funding, and staffing for recreation and open space.

6. Promote engaged citizen stewardship.

7. Preserve the intrinsic values of the park and open space system, including historic resources, vistas, healthy ecosystem functions, and biological diversity.

8. Meaningfully program our public spaces.

9. Develop a Parks Master Plan using national tools and standards as guidance.

10. Use NARPA Park Metrics to examine options for new parks and amenities and whether they respond well to the needs of the community or neighborhood.

11. The Town should continue to partner with the Scarborough Land Trust, Friends of Scarborough Marsh, and others to manage and preserve existing parks and open spaces.

12. Continue to develop trails where possible to better connect destinations and neighborhoods, while also creating opportunities for residents to stay active.

13. The Town should also pursue, when feasible, additional points of public access to the marine environment for recreational and/ or commercial use, while seeking enhancements to existing facilities such as parking lots, boat launches, restrooms, showers, and changing rooms.

Cultivate a Strong Sense of Community Identity Through History, Culture and Arts

Recommendations:

1. Create opportunities for both children and adults to be involved in creating and experiencing art.

2. Support community festivals and events throughout the year that bring the community together.

3. Work with local organizations to develop and host such events.

4. The town should remain attentive to areas of historic importance that may become endangered, build relationships with property owners, encourage residents to be actively engaged and to remain flexible in order to maintain and enhance the richness of Scarborough's history.

VISION 4: Scarborough's economy will support a broad assortment of businesses that provides stability for the tax base, respects natural resources, and supports opportunities for residents.

Foster a healthy and sustainable local economy

Recommendations:

1. Ensure that land use regulations encourage attractive mixed-use centers that provide a complement of services that help companies attract and maintain workers.

2. Support a robust communication system with local businesses to solicit input and feedback on Town actions that affect the cost and ease of doing business in Scarborough.

3. Continue to develop branding, including a possible tagline, around Scarborough's natural resources to use in business attractions programs.

4. Continue to review and update the Town's Economic Development Vision, jointly produced by SEDCO and the Scarborough Community Chamber of Commerce.

5. Attract private sector investment (expansions, relocations and new business formation) by investing in quality services and infrastructure.

6. Continue to develop a business intelligence system which provides resources for both the public and private sectors

7. Develop Key Performance Indicators in an easy to monitor system.

8. Foster entrepreneurship and business formation by monitoring access to capital from both private and public sources.

9. Support micro businesses by developing or attracting a co-working facility.

10. Evaluate and simplify current home occupation requirements.

11. Foster relationships between the business community and Scarborough schools to provide career exploration opportunities for students as well as internships and local mentors.

12. Work with natural resource-based organizations to assist them in identifying their economic significance and on identifying continued opportunities for attracting low impact/high value visitors to the area.

13. Ensure an adequate labor force for local businesses by encouraging a variety of housing options.

14. Continue to Evaluate and Refine Scarborough's Business Attraction Program, including focus on targeted industries.

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15. Participate in regional and state marketing programs that focus on targeted industries

16. Evaluate digital platforms to reach national and international business prospects.

17. Continue to use the state's TIF program strategically to support Town economic development objectives.

18. Town should partner with research and educational organizations to support efforts to mitigate invasive species presences on the native species.

19. Find innovative and emerging markets for invasive marine species will help to maintain the commercial viability of the resource and promote sustained economic value for our fishermen.

VISION 5: Scarborough's transportation network will support current and future land uses that create efficiencies which reduce the impact of traffic on residents and businesses.

Increase Walkability

Recommendations:

1. The portion of Route 1 that connects Dunstan and Oak Hill should be redeveloped as more walkable, bikeable corridors incorporating the same character enhancing principles of good design.

2. Connect Oak Hill and the Downs into a viable downtown as described in "A Downtown for Scarborough", adopted November 2018.

Improve Connectivity

Recommendations:

1. Improving connectivity and providing safe transportation alternatives throughout the Town is imperative to reducing the number of cars congesting Scarborough's roadways, and creating happier, healthier residents.

2. Create a Multi-Modal Network by prioritizing Complete Street Interventions that Connect Residents to Centers.

3. Continue to implement the Complete Streets Policy adopted by the Town in 2016 when considering new roads/streets or upgrades to existing infrastructure.

4. Refine the Town's Compete Streets policy to establish design parameters based on the context of the street; considerations vary for rural, suburban, in-town, etc. streets.

5. Improve network design by requiring street connectivity when new development is being proposed during the development review process.

6. Amend the Scarborough Street Acceptance Ordinance to include some new steps to be taken into consideration when streets and roads are designed and when significant maintenance or upgrades are considered. These steps are in concert with the Town's adopted Complete Streets Policy and will help to expeditiously turn such goals into realities.

7. Institute Shared Parking by developing new parking standards to be adopted as part of the zoning regulations to allow for sharing of parking resources when proposing a new development.

8. Enhance Transit Access by continuing to work with the region's transit providers to increase the availability of transit options for Scarborough residents and visitors alike.

9. Reimagine Route 1 as a multi-modal corridor, incorporating the same character-enhancing principles of good design.

PROJECTS, PLANS, POLICIES, AND INITIATIVES

New or amended projects, plans, policies, and initiatives are recommended throughout this Comprehensive Plan to fulfill the community's vision for growth and quality of life. A brief summary of these items follows:

Town Plans and Policies

In order to implement many of the recommendations in this document, revisions need to be made to the local zoning regulations, as well as supporting policies and ordinances. Additional plans and studies for specific sites or issues will be needed to support their implementation, such as sea level rise, traffic demand, and beach erosion studies.

Town Initiatives

New initiatives led by the Town will address a wide range of topics important to promoting economic development and improving the quality of life for residents. These initiatives are a critical opportunity to build local capacity by involving active and new members of the community in seeing through the recommendations of this Plan.

Capital Projects

Capital projects identified for the Town address existing deficiencies and/or anticipated future year needs. Implementation of projects recommended in this Comprehensive Plan provides additional capacity to serve the magnitude and timing of development depicted on the Conservation and Growth Map.

Capital Improvement Plan and Resource Allocation

With adoption of this Comprehensive Plan, Town officials should allocate municipal resources with specific recommended outcomes in mind that meet the goals of this Plan. These expenditures are critical to advancing the goals of the Plan and preparing Scarborough for a prosperous future.

The Town's Capital Improvement Plan (CIP) guides future funding, schedule, and construction of capital improvements so that necessary infrastructure is in place consistent with demand. It distributes expensive projects over time, helping decision-makers coordinate improvements for greater efficiency and assess short-term financing requirements in the context of long-term fiscal needs and constraints. A well-coordinated and regularly-updated CIP document protects the community from abrupt tax increases.

Projects in the Capital Improvements Plan should focus on short-term and long-term investments identified in this Comprehensive Plan. Other projects recommended from year to year should "buy results" that citizens value.

Setting Targets

As each vision is implemented, appropriate targets will be developed.

ACTION PLAN FOR IMPLEMENTATION

The priorities, resources and actions described in the table are designed to provide a rough implementation framework. Priorities will be further refined and discussed as the community moves forward with specific steps. Time will be reflected by 'in process' (items with an end date); 'on-going' (items the town works on perpetually); 'near-term' (1- 5 years); 'long-term' (5+ years). The scale of '∗' , '∗∗' or '∗∗∗' stars will be used to express the evaluation of resources, which include costs, time, material, or any combination thereof. Some items are represented by a range of resources, indicating multiple tasks with different resource levels.

VISION 1:

The Scarborough Marsh is central to the Town's identity, creating a special awareness by our residents of the importance of all of the Town's natural resources, therefore future land use will follow a pattern of development that is sensitive to protecting our beaches, dunes, rivers, open spaces, farmlands, and other elements that comprise our unique ecosystem.

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
Guide future land use by the Conservation & Growth Map	1	17, 100	Outlying areas of the community west of the Maine Turnpike where it is more difficult to provide public services, that lack public utilities such as sewer and water, that have significant natural resource and habitat value, and that may support natural resource industries should continue to be considered rural areas. Within these areas, development should be at a scale that retains the rural character and in a pattern that protects natural resources and connects open spaces.	Review Zoning	Near-Term	∗
	2	17, 100	Protect natural resources, agricultural land and open space, develop interconnected network of public spaces	Review Zoning and Land Acquisition	On-Going	∗ to ∗∗∗
	3	17, 100	Provision and extension of public sewer and water should be encouraged and facilitated within the designated growth areas of the community.	Infrastructure Planning	On-Going	∗∗∗
	4	17, 100	The majority of new residential development, and virtually all non-residential development (except natural resource-based activities and local uses intended to serve the immediate vicinity), should be located within the growth areas of the community. To accomplish this, the Town should encourage higher density/intensity of use within these growth areas.	Review Zoning	Near-Term	∗∗
	5	17, 100	The identity and livability of Scarborough's established neighborhoods should be enhanced. Residential and very limited non-residential development should be accommodated within these neighborhoods but should be of an appropriate scale and design to minimize the impacts on the existing neighborhood.	Review Zoning	Near-Term	∗∗
	6	17, 100	Businesses are an essential part of the community and will continue to contribute a significant portion of our tax base. Opportunities to integrate business clusters as well as a mix of regional and local services should be encouraged through the growth areas.	Economic Development Planning	On-Going	∗

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	7	17, 100	Future zoning changes will be adopted as necessary to implement the vision and strategies set forth in the Plan.	Review Zoning	On-Going	* to ***
Balance Targeted Growth & the Natural Environment	1	119	Set guidelines and policies that will guide future development to growth areas – not conservation areas – while also providing necessary public facilities and infrastructure.	Review Zoning	Near-Term	* to ***
	2	119	Continue to grow in the Regional and Community Centers even though they are located in watersheds that are impaired or threatened through effective Stormwater management technologies.	Review Development Regulations	Near-Term	** to ***
	3	119	Protect healthy watersheds by directing growth to current growth areas.	Review Zoning	On-Going	** to ***
	4	60	The Town should continue to preserve and maintain existing farms and open spaces.	Work with land Use Preservation Partners	On-Going	** to ***
	5	62	The Town should work to preserve important connections to nature while finding new ways to connect people with the surrounding environment and natural resources.	Open Space Planning	Near-Term	* to ***
	6	62	Building placement should consider scenic views where possible.	Review Development Regulations & Open Space Planning	Near-Term	***
	7	145	The Town will develop and implement locally supported watershed-based management plans	Watershed Planning	On-Going	***
	8	119	Periodically review polices, ordinances and standards, including Growth Management Ordinance, impact fees and traffic reports, to identify impediments to desired types of development.	Review Development Regulations	On-Going	**
Increase Sustainable Design Practices Onsite	1	117	Scarborough, through the work of its Sustainability Committee, should determine a threshold, incentives, and criteria for requiring and/or encouraging building practices that achieve national LEED (Leadership in Energy and Environmental Design) standards or certification, or an equivalent standard.	Review Building Code	Near-Term	** to ***
Increase Energy Conservation and Efficiency	1	130	The Town will implement its Energy Plan and the Sustainability Committee will work on updates to the Plan as new information becomes available.	Energy Planning	Near-Term	** to ***
	2	130	Explore the possibility of updating zoning regulations to include allowance and/or incentivize sources of renewable energy to be installed on buildings and/or properties.	Review Zoning	Near-Term	** to ***
Improve Stormwater Conditions	1	145	Continue work to adopt local stormwater management rules and requirements in the Town's Zoning and Subdivision Ordinances for the Red Brook and Phillips Brook water basins	Review Development Regulations	In Process	***

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	2	145	Work with state and regional partners to develop watershed management plans for the Mill Brook and Willowdale water basins.	Watershed Management	Near-Term	***
	3	145	Treat stormwater management as an opportunity to increase the amount of continuous green space throughout the community, improve property values, create scenic views, manage flood events, and attract wildlife.	Review Development Regulations	Near-Term	** to ***
	4	145	Stormwater standards, best management practices, contractor requirements, perimeter controls, etc. should all be addressed in Town policies, rules, and requirements for improved stormwater conditions.	Review Development Regulations	Near-Term	* to ***
Address Sea Level Rise Vulnerabilities	1	90	Create a plan for how to expand coastal conservation and define how and where rebuilding after a catastrophic event occurs prior to an event occurring.	Resiliency Planning	Long-Term	***
	2	133	Maintain a working knowledge on the latest scenarios for flooding and potential future sea level rise consistent with reporting from the latest US National Climate Assessment.	Hazard Mitigation Planning	In Process	*
	3	133	Establish and codify thresholds and standards for considering existing and future potential flood conditions when building or rebuilding at-risk public infrastructure (including culverts, roads, bridges, piers and waterfront-dependent infrastructure) and large CIPs.	Resiliency Planning	In Process	* to ***
	4	133	Establish a post-storm debris management plan.	Hazard Mitigation Planning	In-Process	* to **
	5	133	Establish a mandatory evacuation ordinance.	Hazard Mitigation Planning	Long-Term	***
	6	133	Establish a full-time shared emergency management coordinator for the Town.	Hazard Mitigation Planning	Long-Term	***
	7	133	Establish a standardized practice for passing along institutional knowledge within Town department staff.	Hazard Mitigation Planning	On-Going	* to **
	8	133	Establish a standardized protocol for emergency-response related relationships with private contractors, etc. (not just "personal connections").	Hazard Mitigation Planning	In Process	* to ***
	9	133	Encourage Town Council to recommend state-wide real estate disclosure requirements for flood and erosion hazards.	Hazard Mitigation Planning	Near-Term	***
	10	133	Consider best available flood and erosion hazard information when planning development in the coastal area of Town.	Hazard Mitigation Planning	On-Going	*
	11	133	Investigate the liability of adapting public infrastructure in terms of impacts to private properties.	Resiliency Planning	In Process	***
	12	133	Investigate establishment of evacuation centers that are not at school facilities.	Hazard Mitigation Planning	Near-Term	**

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	13	133	Investigate more closely the potential economic impacts of both nuisance and storm flooding on the community.	Resiliency Planning	Near-Term	***
	14	133	Investigate the cost-benefit of specific adaptation strategies for coastal communities (e.g., Pine Point).	Resiliency Planning	Near-Term	* to ***
	15	133	Increase public education and outreach on coastal hazards, flooding and sea level rise (including workshops, articles, evacuation plans, "to go" kits, etc.).	Hazard Mitigation Planning	Near-Term	* to ***
	16	133	Allocate funds and join the Federal Emergency Management Agency's Community Rating System (CRS) Program.	Hazard Mitigation Planning	Long-Term	***
	17	133	Complete the Maine Flood Resilience Checklist every Comprehensive Plan cycle and use results to further understand the Town's level of preparedness and status of resiliency efforts.	Resiliency Planning	In Process	**

VISION 2:

Future land use patterns will create opportunities for the efficient delivery of municipal services and infrastructure, resulting in fiscal sustainability.

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
Protect the Town's Long-Term Financial Stability	1	142	Foster walkable, mixed-use development patterns presented on the Growth and Conservation Map which increase tax revenues and minimize infrastructure costs compared to the low-density, decentralized development patterns recommended in the previous comprehensive plan.	Review Development Regulations & Infrastructure Planning	On-Going	** to ***
	2	153	Continue to evaluate additional revenue tools for the municipality, including working with Maine Municipal Association on local option taxes and increases in Revenue Sharing.	Financial Planning	On-Going	**
Maximize the Town's Investments by Focusing on Growth Areas	1	143	Prepare an Infrastructure and Investment Strategy for Town services – police, fire, parks and recreation, public works, and stormwater – that captures recommendations for encouraging the appropriate mix, timing, and distribution of development in the community (especially east and west of the Turnpike) and for maximizing the efficiency of infrastructure and services	Capital Planning	Long-Term	** to ***
	2	143	Adopt recommendations from the Study in the Town's Capital Budget prepared in accordance with the Capital Improvement Policy.	Capital Planning	Near-Term	** to ***
	3	143	The Town's Growth Management Ordinance should be reviewed to ensure the regulations are adequately addressing the needs of the community.	Review Development Regulations	On-Going	**

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
Improve Resiliency of Infrastructure	1	131	Complete an Infrastructure Investment Strategy Study for the Town that evaluates construction, operation, maintenance and rehabilitation costs for infrastructure in terms of resilience and resource efficiency.	Capital Planning	Long-Term	** to ***
	2	131	Adopt recommendations from the Study in a formal Five-Year Capital Improvements Plan for the Town.	Capital Planning	Long-Term	** to ***
	3	135	Restore the coastal waters reserve account and report regularly on dollars generated by commercial marine activities and recreational use. Explore new revenue sources to ensure access points remain open to all users.	Infrastructure Planning	Near-Term	** to ***
Continue to Maintain a Balanced Budget	1	142	Continue to prepare Town budget documents in partnership with the Town Council Finance Committee and monitor town indebtedness with goal of reducing bonding/borrowing to pay for capital needs.	Financial Planning	On-Going	* to ***
	2	142	Include technical staff and community input during the budget process to evaluate project ideas, prioritize improvements, and build support for shared recommendations.	Financial Planning	On-Going	* to ***
Capitalize on Strategic Partnerships	1	143	Coordinate individual private sector projects to meet shared Town goals.	Capital Planning	Near-Term	**
	2	143	Contribute to upsizing certain infrastructure beyond the needs of an individual project to serve larger community needs.	Infrastructure Planning	On-Going	** to ***
	3	143	Sync individual project schedules to minimize disruptions in the community.	Infrastructure Planning	On-Going	** to ***
	4	143	Look for economies-of-scale with multiple projects to build infrastructure more efficiently.	Infrastructure Planning & Capital Planning	On-Going	** to ***
	5	143	Coordinate design details of several individual projects to reinforce a common brand and sense of place unique to Scarborough.	Infrastructure Planning & Capital Planning	On-Going	** to ***
	6	143	Consider how Town and private investments – street improvements, utilities, public spaces, lighting, landscaping, art, etc. – might leverage other investments on private property in terms of building use, scale, placement, materials, and interactions with the public realm.	Infrastructure Planning & Capital Planning	On-Going	** to ***
Ensure public safety services keep pace with future growth	1	145	Study the impact of growth on public safety services and facilities to ensure that the town understands the level of investment associated with the buildout of the Growth and Conservation Map.	Facilities & Capital Planning	Long-Term	** to ***
	2	145	Review and evaluate life safety codes related to both commercial and residential activities to ensure adequate provisions are in place given the varying development patterns and types throughout the community.	Review Building Codes	Near-Term	**

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	3	145	Explore potential for a municipal partnership with our mutual aid communities of Gorham and Westbrook, as an expansion at this station could reduce facility needs in these two communities.	Facilities & Capital Planning	Long-Term	***
Improve Recycling Program	1	129	Study the feasibility of implementing a zero waste initiative in Scarborough, and act on reasonable findings and recommendations from the study in future years.	Sustainability Planning	Near-Term	* to **
	2	129	Continuously improve recycling program by decreasing contamination, increasing recycling rate, and increasing food diversion rate.	Sustainability Planning	On-Going	* to **
Plan for a Scarborough Community Center	1	146	Identify a preferred program and needed resources for a new community center, including conceptual designs and preliminary budget estimates needed to inform the public prior to a referendum (if needed).	Facilities & Capital Planning	Long-Term	***
	2	146	Gauge the interest for a public-private partnership that could minimize construction costs and shorten completion time of a new community center.	Facilities & Capital Planning	Long-Term	***
Ensure Availability of Competitive High-Speed Broadband Service	1	146	Evaluate options for bringing extreme high-speed broadband internet to Scarborough.	Infrastructure Planning	Near-Term	**
	2	146	Consider partnerships with private providers as well as investments in a municipally funded network.	Infrastructure Planning	Near-Term	***
	3	146	Target areas of the Town that will support near-term economic recruitment initiatives for technology firms, advanced manufacturing, and university-related industries.	Economic Development Planning	Near-Term	*
Use Public School Facilities Efficiently & Catch Up Needed Improvements	1	144	Evaluate the options provided in the Scarborough Schools Long Range Facilities Plan for improving school facilities in the Town against the new Comprehensive Plan	Facilities Planning	Near-Term	* to **
	2	144	Summarize the results as part of the information provided to citizens before a vote on school expansion or renovation.	Facilities Planning	Near-Term	**
Support Initiatives to Expand the Scarborough Public Library	1	144	Continue to advance the plans underway for an expanded library campus, refining conceptual designs and testing budget estimates needed to inform the public prior to a referendum.	Facilities Planning	In Process	***

VISION 3:
Our ordinances will support the diversity and characteristics of existing and emerging neighborhoods, centers and open spaces.

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
Simplify Zoning Ordinance	1	137	Ensure that development ordinances encourage attractive mixed-use centers in order to attract new businesses	Review Development Regulations	Near-Term	* to **
	2	118	Refine the number of defined uses into broader category types, grouped by impacts and intensities for a more organic and nimbler commercial and mixed-use development.	Review Development Regulations	Near-Term	***
	3	119	Review Town policies, ordinances, and standards, including the GMO, to ensure there are no impediments to desired types of development.	Review Development Regulations	Near-Term	**
	4	119	Take steps to ensure that the public realm is safe and accessible for all, regardless of how people move through it.	Review Development Regulations	On-Going	* to ***
	5	60	In limited areas where pre-existing (grandfathered, non-conforming) lots have a cohesive and high-quality development pattern, opportunities to right size neighborhood zoning should be considered.	Review Development Regulations	Near-Term	**
Improve Home Affordability & Availability	1	120	The Town should streamline and simplify policies and incentives related to housing development in order to attract new developers to Scarborough	Review Development Regulations	Near-Term	**
	2	122	Review its policies, ordinances, and standards, including impact fee, Growth Management Ordinance and traffic reports to identify there are no impediments to desired types of development.	Review Zoning	Near-Term	**
	3	122	Continue to differentiate the number of residential permits that can be issued in the low growth areas.	Review Development Regulations	On-Going	**
	4	122	Explore opportunities to differentiate the number of permits from the annual allocation that can be used for single family homes and multi-family homes	Review Development Regulations	Near-Term	**
	5	121	The Town should explore opportunities to increase the established in-lieu fees commensurate with increases in land values over the past decade.	Review Development Regulations	Long-Term	**
	6	121	The Town should expand the inclusionary zoning requirements to other growth areas and identify opportunities to require developments in low-growth or rural areas to contribute to the Town's affordable housing goals.	Land Use Planning & Development Regulations	Near-Term	***

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	7	121	The Town should develop incentives to developers to produce units affordable to residents earning less than 80% of the area median income.	Review Development Regulations	Near-Term	** to ***
	8	121	The Town should explore future opportunities to make town-owned land and key infrastructure improvements available to organizations like Habitat for Humanity to develop affordable housing.	Capital Planning	On-Going	* to ***
	9	121	Scarborough ordinances should ensure that affordable housing is well designed and incorporated into mixed-use areas that include market rate housing that is indistinguishable from the latter.	Review Development Regulations	Near-Term	**
	10	123	Revisit allowed development densities and allowed uses in the Community and Regional Activity Centers to ensure that a mix of uses can be developed and accommodated with future new development or redevelopment.	Land Use Planning	Near-Term	***
	11	123	Support senior housing opportunities	Review Development Regulations	On-Going	* to ***
	12	122	Review occupancy restrictions for accessory dwellings	Land Use Planning & Review Development Regulations	On-Going	**
	13	123	Concentrate housing within mixed-use areas.	Land Use Planning & Review Development Regulations	On-Going	* to **
Support Active Living	1	147	Sustain and build our system of parks, trails, and open spaces to enhance our quality of life, protect our environment, and promote the economic well-being of our remarkable town by the sea	Parks & Open Space Planning	On-Going	* to ***
	2	147	Provide high-quality, well-designed, well-maintained, safe, and integrated parks, trails, public open spaces, and recreational opportunities accessible to all residents	Parks & Open Space Planning	On-Going	* to ***
	3	147	Strengthen connections between open spaces	Parks & Open Space Planning	On-Going	* to ***
	4	147	Develop new, and strengthen existing, accessibility and management of the Town beaches and the Marsh	Parks & Open Space Planning	On-Going	* to ***
	5	147	Ensure sound capital planning, adequate funding, and staffing for recreation and open space	Parks & Open Space Planning	On-Going	* to ***
	6	147	Promote engaged citizen stewardship	Parks & Open Space Planning	On-Going	* to **
	7	147	Preserve the intrinsic values of the park and open space system, including historic resources, vistas, healthy ecosystem functions, and biological diversity	Parks & Open Space Planning	On-Going	* to ***

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Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	8	148	Develop a Parks Master Plan using national tools and standards as guidance.	Parks & Open Space Planning	Near-Term	***
	9	148	Use NRPA Parks Metrics to examine options for new parks and amenities and whether they respond well to the needs of the community or neighborhood.	Parks & Open Space Planning	Near-Term	***
	10	148	The Town should continue to partner with the Scarborough Land Trust, Friends of Scarborough Marsh, and others to manage and preserve existing parks and open spaces.	Parks & Open Space Planning	On-Going	* to ***
	11	149	Continue to develop trails where possible to better connect destinations and neighborhoods, while also creating opportunities for residents to stay active.	Parks & Open Space Planning	On-Going	* to ***
	12	134	The Town should also pursue, when feasible, additional points of public access to the marine environment for recreational and/ or commercial use, while seeking enhancements to existing facilities such as parking lots, boat launches, restrooms, showers, and changing rooms.	Parks & Open Space Planning	On-Going	***
Cultivate a Strong Sense of Community Identity Through History, Culture and Arts	1	150	Create opportunities for both children and adults to be involved in creating and experiencing art.	Community Services Programming	Near-Term	**
	2	150	Support community festivals and events throughout the year that bring the community together.	Community Services Programming	On-Going	** to ***
	3	150	Work with local organizations to develop and host such events	Community Services Programming	On-Going	** to ***
	4	63	The town should remain attentive to areas of historic settlement that may become endangered, build relationships with property owners, encourage residents to be actively engaged and to remain flexible in order to maintain and enhance the richness of Scarborough's history.	Historic Preservation	On-Going	** to ***

VISION 4:

Scarborough's economy will support a broad assortment of businesses that provides stability for the tax base, respects the Town's natural resources, and that supports opportunities for residents.

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
Foster a healthy and sustainable local economy	1	137	Ensure that land use regulations encourage attractive mixed-use centers that provide a complement of services that help companies attract and maintain workers.	Review Land Use Regulation	On-Going	* to ***
	2	137	Support a robust communication system with local businesses to solicit input and feedback on Town actions that affect the cost and ease of doing business in Scarborough.	Economic Development Planning	Near-Term	**
	3	139	Continue to develop branding, including a possible tagline, around Scarborough's natural resources to use in business attractions programs.	Economic Development Planning	In Process	***
	4	137	Continue to review and update the Town's Economic Development Vision, jointly produced by SEDCO and the Scarborough Community Chamber of Commerce.	Economic Development Planning	In Process	**
	5	136	Attract private sector investment (expansions, relocations and new business formation) by investing in quality services and infrastructure.	Economic Development Planning	On-Going	***
	6	138	Continue to develop a business intelligence system which provides resources for both the public and private sectors	Economic Development Planning	On-Going	**
	7	138	Develop Key Performance Indicators in an easy to monitor system.	Economic Development Planning	Near-Term	*
	8	138	Foster entrepreneurship and business formation by monitoring access to capital from both private and public sources.	Economic Development Planning	On-Going	**
	9	137	Support micro businesses by developing or attracting a co-working facility.	Economic Development Planning	Near-Term	**
	10	137	Evaluate and simplify current home occupation requirements.	Economic Development Planning & Land Use Regulations	Near-Term	**
	11	138	Foster relationships between the business community and Scarborough schools to provide career exploration opportunities for students as well as internships and local mentors.	Economic Development Planning & Community Building	On-Going	**

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	12	138	Work with natural resource-based organizations to assist them in identifying their economic significance and on identifying continued opportunities for attracting low impact/high value visitors to the area.	Economic Development Planning	Near-Term	**
	13	136	Ensure an adequate labor force for local businesses by encouraging a variety of housing options.	Economic Development Planning/ Development Regulations	On-Going	***
	14	138	Continue to evaluate and refine Scarborough's Business Attraction Program, including focus on targeted industries.	Economic Development Planning	On-Going	**
	15	136	Participate in regional and state marketing programs that focus on targeted industries	Economic Development Planning	On-Going	**
	16	139	Evaluate digital platforms to reach national and international business prospects.	Economic Development Planning	On-Going	**
	17	96, 139	Continue to use the state's TIF program strategically to support Town economic development objectives.	Economic Development Planning	On-Going	** to ***
	18	134	Town should partner with research and educational organizations to support efforts to mitigate invasive species presences on the native species.	Marine Resource Planning	Near-Term	** to ***
	19	135	Find innovative and emerging markets for invasive marine species will help to maintain the commercial viability of the resource and promote sustained economic value for our fishermen.	Economic Development & Marine Resource Planning	Near-Term	** to ***

VISION 5: Scarborough's transportation network will support current and future land uses that create efficiencies which reduce the impact of traffic on residents and businesses.

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
Improve Connectivity	1	58	Connect Oak Hill and the Downs into a viable downtown as described in "A Downtown for Scarborough", adopted November 2018.	Review Development Regulations & Infrastructure Planning	On-Going	* to ***
	2	56	Improving connectivity and providing safe transportation alternatives throughout the Town is imperative to reducing the number of cars congesting Scarborough's roadways, and creating happier, healthier residents	Transportation Planning, Review Development Regulations, & Infrastructure Planning	On-Going	* to ***

Category	Rec #	Page	Recommendation	Action	Time Frame	Resources
	3	125	Create a Multi-Modal Network by prioritizing Complete Street Interventions that Connect Residents to Centers	Transportation Planning, Review Development Regulations, & Infrastructure Planning	On-Going	* to ***
	4	125	Continue to implement the Complete Streets Policy adopted by the Town in 2016 when considering new roads/streets or upgrades to existing infrastructure.	Transportation Planning, Review Development Regulations, & Infrastructure Planning	On-Going	* to ***
	5	125	Refine the Town's Complete Streets policy to establish design parameters based on the context of the street; considerations vary for rural, suburban, in-town, etc. streets.	Transportation Planning	Near-Term	***
	6	124	Improve network design by requiring street connectivity when new development is being proposed during the development review process.	Transportation Planning, Review Development Regulations, & Infrastructure Planning	On-Going	***
	7	125	Amend the Scarborough Street Acceptance Ordinance to include some new steps to be taken into consideration when streets and roads are designed and when significant maintenance or upgrades are considered. These steps are in concert with the Town's adopted Complete Streets Policy and will help to expeditiously turn such goals into realities.	Transportation Planning & Review Development Regulations	Near-Term	**
	8	127	Institute shared parking by developing new parking standards to be adopted as part of the zoning regulations to allow for sharing of parking resources when proposing a new development.	Transportation Planning & Review Development Regulations	Long-Term	***
	9	128	Enhance transit access by continuing to work with the region's transit providers to increase the availability of transit options for Scarborough residents and visitors alike.	Transportation Planning	On-Going	***