

The Downs' Project Goals and Development Characteristics Consistent and Supportive of the Scarborough Comprehensive Plan (Both 2006 Plan and the Draft 2018 Plan)

The proposed masterplan in the Crossroads Planned Development (CPD) located at the Scarborough Downs property, known as The Downs, includes and is consistent with many of the goals and elements included in the Town's Comprehensive Plan. Below are a number of items specifically identified by section and page number that reference the compatibility of the proposed development and The Plan. These include TIF financing and other creative financing mechanisms, land use, housing, transportation, recreation and other characteristics that combined make this proposed project an exceptional example of the type of development that Scarborough is striving for.

The following are key excerpts from the current 2006 Comprehensive Plan that remains in effect:

II. Guiding Principles

11. The Scarborough Downs area and the Running Hill area present opportunities to create mixed-use centers for the community. The Town should cooperate with property owners in these areas to establish visionary development plans for each area.

See 2006 Comp. Plan, Ch. 6: Future Land Use Plan, Sec. 6-3, pgs. 53-54.

Other Projects Necessary to Accommodate Projected Growth

2. Infrastructure Expansion Within Designated

Growth Areas – The Future Land Use Plan envisions that infrastructure will need to be provided to facilitate development in the Running Hill Road area and in the Crossroads area. In addition, the extension of infrastructure into the Gorham Road area west of the Turnpike may also be necessary. While the private development community will be responsible for all or most of these costs, the Town may need to facilitate the funding of these improvements through the use of TIF's or impact fees.

See 2006 Comp. Plan, Ch. 8: Capital Investment Strategy, Secs. 8-2, 8-3 pgs. 123-124.

Objective B.1. Economic growth will account for at least 25% of the Town's increase in assessed valuation while maintaining the essential character of the community.

Action B.1.b. Work with property owners, developers, the Scarborough Sanitary District, and the Portland Water District to provide appropriate infrastructure to serve economic growth within these areas. The Town should continue to use outside funding through grants and the Tax Increment Financing (TIFs) and impact fees to fund the extension or expansion of needed infrastructure including roads, sewers, and water.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. B. Local Economy, pgs. 21-22.

Tax Increment Financing

Tax Increment Financing (TIF) is a tool used by communities to promote economic development. Since 1977, the State of Maine has allowed communities to exclude the added valuation of economic development projects from the community's assessed valuation, so long as the increased property taxes garnered from the new development are used for economic development purposes. This allows the community to maintain its level of intergovernmental funding (much of which is based on the wealth, or assessed valuation, of the community).

See 2006 Comp. Plan. Update of the Comprehensive Plan, TIF, Section 11 pgs. 256

Inventory: Route 1 Corridor - Issues and Implications

3. Scarborough has essentially run-out of space for industrial development and will need to plan where future industrial space will be developed, if at all.

5. The future of Scarborough Downs as a harness racing recreation center is far from certain. There is redevelopment interest in the facility, but its potential redevelopment is limited by a lack of public sewer utilities. If this property were to become available for redevelopment, it is currently zoned B-2. Is this zoning appropriate? Is unsewered development appropriate for this area? If sewer development is more appropriate, should the developer pay the up-front cost to expand the utility or should the Town seek an alternative strategy to pay the up-front costs for utility expansion and recoup its investment over time.

7. The provision of public utilities, especially public sewer, can be effective ways to promote economic development. In the past, the Town has used utility extensions to promote development. Are there new areas to which future utility extensions should be planned?

See 2006 Comp. Plan, Inventory Section: Local Economy, Sec. 2, pg. 156

Action I.1.e. The Town should work with the landowners in and around the Crossroads Mixed Use Development District of the Future Land Use Plan as well as PACTS to explore the concept of establishing an east-west connector road between the Haigis Parkway and Gorham Road (Route 114). Such a connector has the potential to link vital commercial and mixed use areas at the heart of our community, while also dispersing traffic and supplementing the traffic burdens on Route One and Payne Road.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. I. Transportation, pg. 46.

Issues and Implications

Scarborough has begun using alternative revenues sources as a tool to help offset the infrastructure costs of new development.

See 2006 Comp. Plan. Update of the Comprehensive Plan, Section 11 pgs. 259

Action B.4.b. Financial incentives or other assistance from the Town should be targeted to businesses or developments that will attract businesses that are likely to

result in a significant share of new jobs being “high-quality”. “High quality” means, on average, livable wage jobs that pay at least the hourly wage or salary equivalent needed to result in an annual gross income that is equal to 185% of the current Federal Poverty Guideline for a three person household as determined by the U.S. Department of Health and Human Services.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. B. Local Economy, pg.23.

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

4. Provision and extension of public sewerage and water should be encouraged and facilitated within the designated growth areas of the community but the extension of public sewerage should not be allowed in solely residential areas west of the Maine Turnpike.

5. The majority of new residential development, and virtually all nonresidential development (except natural resource based activities and local uses intended to serve the 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.

9. Office, research, and institutional uses should be encouraged to locate in Scarborough. A variety of locations should be provided to accommodate this type of development including Haigis Parkway, the northern end of Route One, and within other mixed-use and industrial areas described in this plan.

10. Growth of other types of economic activities, including light industrial uses, should be encouraged and an adequate supply of land provided that is designated for these types of uses.

12. Achieving a roughly 75% residential/25% commercial valuation base is a goal of this Comprehensive Plan Update.

See 2006 Comp. Plan, Ch. 6: Future Land Use Plan, Sec. 6-3, pgs. 53-54.

Land Use

The area around Scarborough Downs is a potential opportunity for the Town.

See 2006 Comp. Plan, Ch. 4: Implications for the Future of Scarborough, Sec. 4-2 Land Use, p. 17.

Objective F.4. Encourage the development of multiplex and multifamily housing in mixed use and commercial areas within the designated “growth area.”

The construction of both multiplex housing and multifamily housing can broaden the range of housing available in Scarborough and potentially increase the supply of affordable housing. The Future Land Use Plan identifies areas where this type of residential development may be appropriate in mixed-use or commercial areas. Smaller units as part of multi-unit housing may have different impacts on the community than single-family homes. To facilitate the development of multi-unit housing, the Town's density requirements should reflect the differing implications of different size housing units.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. F. Land Use, pg. 37.

Objective A.2. Encourage growth in areas with access to adequate public facilities.

Action A.2.b. Growth areas should be in and around existing developed areas served by public utilities. They should be in proximity to public facilities with a focus on infill development and a concentration of development in and around our town centers, regional centers and existing residential areas (see Future Land Use Plan).

Action A.2.c. Residential dwellings and uses should be integrated in many of our existing non-residential areas served by water and sewer and in close proximity to public facilities and services to facilitate mixed use areas increasing the efficiency of land uses and public facilities (see Future Land Use Plan).

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. A. Population, p. 20.

Housing

Objective H.2. Assure that at least ten percent of new housing units created in Scarborough are affordable.

To meet the need for an expanded supply of affordable housing, the community will need to continue to work with the private and not-for profit sectors to facilitate affordable housing construction.

Action H.2.c. The Town should allow for the construction of multifamily housing as discussed in Objective H.1. In revising the zoning requirements for multiplex and multifamily housing in mixed-use and commercial growth areas, the Town should incorporate provisions that tie the allowed maximum density to the size and impacts of the dwelling unit as discussed in the Land Use policy objectives.

Action H.2.d. The Town should pursue alternatives to encourage private developers to incorporate affordable housing into residential developments.

Action H.2.g. The Town should review, and revise if necessary, the building permit cap to assure that it does not create unreasonable barriers to the development of affordable housing particularly multiplex and multifamily affordable housing.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. H. Housing, pgs. 41-42.

L. Performance Targets to Evaluate Our Progress

These targets will enable the Town to periodically review progress in implementing the Update so the plan and/or implementation can be adjusted if necessary.

1. At least 75% of new dwelling units built in any five-year period are located within areas designated as “Growth Areas” in the Future Land Use Plan.
2. At least 10% of new housing units built in Scarborough, when averaged over a five year period, are affordable to low or moderate income households as defined by the Town.
3. At least 10% of new housing units built in Scarborough, when averaged over a five year period, are in housing types other than traditional single-family homes.
4. At least 25% of the total assessed valuation resulting from new development in any five-year period is derived from non-residential property.
5. Where land has been earmarked for nonresidential development, amendments to the Sanitary District’s service area and boundary are accomplished concurrently with land use district amendments such as the Running Hill Road Mixed Use area, the Gorham Road area, the Holmes Road Light Industrial area and the Crossroads Mixed Use area to allow for the extension of sewers to serve these areas Road Light Industrial area and the Crossroads Mixed Use area to allow for the extension of sewers to serve these areas.
6. At least 25% of new building projects, both municipal and commercial, employ “green building” elements by 2011.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. 5-31, pgs. 49-50.

Objective A.3. Maintain a diverse population.

Action A.3.a. Allow and encourage a range of senior housing opportunities within our growth areas.

Action A.3.b. Allow apartment-style and attached housing units in both our mixed use districts and higher density residential districts (see Future Land Use Plan).

Action A.4.b. Allow a range of housing types in our growth and limited growth areas to facilitate housing choices for residents of all incomes and ages (see Future Land Use Plan).

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. A. Population, p. 20.

Transportation

The Town will need to review these recommendations and formulate a transportation plan for addressing this issue. While many of the identified projects are system-wide improvements or are intended to address current deficiencies, there are a number of areas where transportation improvements are likely to be necessary to accommodate anticipated development. These include the Dunstan area, Oak Hill, the Crossroads area (especially if a Haigis Parkway/Gorham Road connector is developed) and the Running Hill Road area. The nature and extent of the improvements will somewhat be

a function of the proposed development. Funding for these projects will likely include a mix of sources including developer funding, state and local funds, and a municipal share in some projects. Use of impact fees or TIFs to fund part of the cost of these improvements may be desirable.

See 2006 Comp. Plan, Ch. 8: Capital Investment Strategy, Secs. 8-2, 8-3 pgs. 123-124.

Objective I.4. Implement and improve transportation in Scarborough in an organized, efficient and cost effective manner.

Action I.4.c. In order to implement a transportation plan and fund the necessary transportation improvements, the Town should institute creative improvement programs that incorporate partnerships and cost sharing. In creating these programs the Town should explore the use of impact fees, including regional impact fees on a “traffic-shed” basis, tax increment financing districts, PACTS and MDOT funding, and other sources to be determined.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. I. Transportation, pg. 46.

Objective I.1. Maintain and enhance the utility and capacity of our existing road network and major intersections.

Action I.1.b. Existing intersections and road corridors that are at, or nearing, capacity should be improved to satisfy current demand as well as to accommodate the infill development and redevelopment proposed for our existing town centers and growth areas in accordance with the Future Land Use Plan. Intersection and road improvements in our growth areas should be accomplished through creative improvement programs that incorporate partnerships and cost sharing.

Action I.1.f. The Town should work with our abutting communities to coordinate and collaborate on regional transportation initiatives. These transportation initiatives should include improving existing regional road systems and vehicular movement between communities and within our region, as well as to plan for alternative modes of transportation, such as increased bus service.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. I. Transportation, pgs. 43-44.

Objective I.2. Expand and enhance our pedestrian and bicycle facilities, providing provisions for reduced dependence on the automobile for transportation, connections throughout the community and additional recreational trails.

Action I.2.c. Development standards should be established for the growth areas of the Future Land Use Plan to ensure pedestrian amenities are consistently incorporated in new development and redevelopment within our commercial, mixed use and higher density areas. Walk-ability and pedestrian environments are a primary component of the vision for much of the town’s growth areas.

Objective I.3. Plan for and enhance our means of mass transit and alternatives for commuters.

Action I.3.a. The Town should work with our neighboring communities, particularly to the north and south, to expand the opportunities and areas in Scarborough served by the regional bus services.

Action I.3.b. Given the Future Land Use Plan's call for an additional mix of uses, housing types and additional density in our growth areas, increases in the Shuttle Bus service to and from Saco and Old Orchard Beach should be considered as these areas develop.

Recreation/Municipal Facilities

Objective J.3. Set aside or acquire future lands for municipal needs in strategic locations to ensure adequate capacity for the growth and expansion of municipal facilities beyond the current five-year capital improvement program.

Action J.3.b. Acquire, conserve or reserve properties and land area to accommodate future municipal facilities.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. J. Public Facilities, pg. 47.

Recreation Resources

Demand on our municipally-owned recreation facilities is very high, especially on those facilities that are used by the Community Services Department for organized activities. Our town's rapid growth in the last 20 years combined with increased levels of participation at all age levels has burdened our recreation facilities. Despite adding four new parks in the last decade and making existing parks more efficient (for example, adding lights to extend play into the evening), the demand for recreation space still outpaces the supply of space. Programming for senior and adult activities is severely limited. Demand for programs for these demographics is highest during the day – the very time when most of the space used for indoor activities (for example the schools and municipal building) is occupied. This lack of space severely limits the number of community services and activities that are provided for senior and adult residents.

See 2006 Comp. Plan. Historic, Recreation, and Cultural Resources: Sec. 5, pg. 192

Public Facilities: Issues and Implications

The Municipal Building is at capacity. As population growth continues, the need for additional town services might require that the Municipal Building is expanded or the offices in the building are reorganized.

See 2006 Comp. Plan. Update of the Comprehensive Plan, Public Facilities, Section 10, pgs. 24

Objective F.6. Reduce the impact of development on the environment through the use of "green building" technology

Action F.6.b. The Town should encourage private developers to incorporate appropriate "green building" technology in their projects.

See 2006 Comp. Plan, Ch. 5: Policy Objectives and Actions, Sec. F. Land Use, pg. 38.