

AGENDA
SCARBOROUGH TOWN COUNCIL
TOWN COUNCIL WORKSHOP - EASTERN TRAIL UPDATE - 6:30 P.M.
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.

NO NEW BUSINESS SHALL BE TAKEN UP AFTER 10:00 P.M.

Item 1. Call to Order.

Item 2. Pledge of Allegiance.

Item 3. Roll Call.

Order No. 16-006. Act on the request for an executive session pursuant to Title 1, of the M.R.S.A. §405(6)(C) regarding a personnel matter relating to the Town Manager’s Evaluation.

Item 4. Workshop on Eastern Trail.

Item 5. General Public Comments.*

Item 6. Minutes: January 6, 2016 – Regular Meeting.

Item 7. Adjustment to the Agenda.

Item 8. Items to be signed: a. Treasurer’s Warrants.

***Procedure for Addressing Council** [Posted in Chambers.]

Order No. 15-094, 7:00 p.m. Public hearing and second reading on the proposed amendment to Chapter 405 - the Zoning Ordinance of the Town of Scarborough, Maine – Section XVIII. Town and Village Centers District - Subsection C. Permitted Uses, Conventional and Planned Developments Residential Uses.

Order No. 15-100, 7:00 p.m. Public hearing and second reading on the proposed amendments to Chapter 405 – the Zoning Ordinance, Section IX. Performance Standards. Subsection O. Solar Energy Systems.

Order No. 16-007, 7:00 p.m. Public hearing and action on the new request for a Food Handlers License and Innkeepers License from YUG Hospitality LLC, d/b/a Millbrook Motel/ Best Value Inn, located at 321 US Route One.

OLD BUSINESS:

Order No. 16-008. Act on the request to approve names posted to the various Town Committees/Boards, as recommended by the Appointments Committee.

NEW BUSINESS:

Order No. 16-009. Act on the request to adopt the Complete Streets Policy, as recommended by the Transportation Committee.

Order No. 16-010. Act on the request to adopt the 2016 Town Council Goals.

Item 9. Non Action Items.

Item 10. Standing and Special Committee Reports and Liaison Reports.

Item 11. Town Manager Report.

Item 12. Council Member Comments.

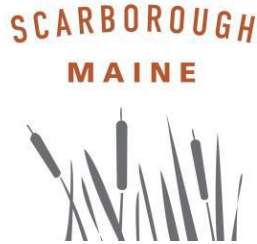
Item 13. Adjournment.

**AGENDA
SCARBOROUGH TOWN COUNCIL
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.**

Order No. 16-006. Move approval on the request for an executive session pursuant to Title 1, of the M.R.S.A. §405(6)(C) regarding a personnel matter relating to the Town Manager's Evaluation.

AGENDA
SCARBOROUGH TOWN COUNCIL
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.

Order No. 15-094. Move approval of the second reading on the proposed amendment to Chapter 405 - the Zoning Ordinance of the Town of Scarborough, Maine – Section XVIII. Town and Village Centers District - Subsection C. Permitted Uses, Conventional and Planned Developments Residential Uses.



To: Town Councilors and Tom Hall, Town Manager
From: Long Range Planning Committee and Dan Bacon, Planning Director
CC: Scarborough Housing Alliance
Date: October 17, 2015

**Proposed Multi-Family Housing Amendment
Town and Village Centers District (TVC)**

As a key policy in the Comprehensive Plan, as well as a past Town Council goal and general efforts by the Town's Housing Alliance, the Town has been working to provide a wider range of housing choices in Scarborough. This is in terms of not only housing costs and affordability, but also housing types – such as two-family, multi-family, and townhouse style housing in addition to the single-family housing that has been the dominant trend for decades in Scarborough.

These policy goals have been bearing fruit over the past few years, as a variety of developments have included mixed housing (like Eastern Village and Dunstan Crossing that include single-family, two-family and townhouse units) or are specifically multi-family (like Avesta's project at 577 Route One, Burnham Village Phase 2 off Broadturn Rd, and the Griffin Rd and Bellavita elderly housing projects). These new and different projects have also been dictated by demographic and market forces, as both the baby boomers and the millennials in many cases are gravitating away from conventional single-family subdivisions and toward these mixed housing neighborhoods or various forms of multi-family housing (elderly, townhouses, apartments, condos etc) for reasons such as age, income, and lifestyle.

With experience working on these projects, we've found our zoning has been fairly responsive and accommodating to these housing trends, styles and goals, but it is always important to take time and analyze our zoning standards with a critical eye. Recently, the Long Range Planning Committee has done this and is recommending a modest change on how multi-family housing is regulated in our Town and Village Centers (TVC) Districts.

Currently the TVC District allows multi-family housing with a variety of standards that limit the size, height and number of units per building. These include a building footprint limit of

10,000 square feet; a height limit of 3 stories and 45 feet; a residential density of 5 to 8 units per acre (depending if bonuses are used); and a maximum of twelve (12) units per building. These standards are structured to ensure multi-family buildings are in scale with the character of the TVC zoned areas (Oak Hill and Dunstan) and reflect a more village or suburban form.

As we examine these standards and limitations, its staff's and LRPC's perspective that the twelve unit per building limit is without effect in regulating building scale and form, and may unnecessarily be prohibiting some 1 and 2 bedroom multi-family projects from occurring. In terms of building size, height, parking and number of occupants etc., a three story building with a 10,000 square foot footprint could likely accommodate twelve (12) 2 and 3 bedroom units or perhaps twenty (20) 1 and 2 bedroom units and contain a similar number of overall occupants (i.e. density) and require a similar number of parking spaces and the like. And in terms of trying to provide a wider range of housing choices and price points, enabling more 1 and 2 bedroom units in a multi-family setting can further these goals without changing the standards in the zoning that regulate scale, form and character.

To this end, the LRPC offers the attached zoning amendment that deletes the current limitation of twelve (12) dwelling units per building under the multi-family housing use category, while maintaining all the other standards in the zone.

We look forward to presenting and discussing this further with the Town Council. Thank you.

Proposed Amendment to the Zoning Ordinance Regarding Multi-Family Housing in the Town and Village Center District (TVC)

BE IT HEREBY ORDAINED by the Town Council of the Town of Scarborough, Maine, in Town Council assembled, that the following amendment to the Zoning Ordinance of the Town of Scarborough, Maine, be and hereby are adopted:

Amend SECTION XVIII. TOWN AND VILLAGE CENTERS DISTRICT subsection C. as follows (additions are underlined; deletions are struck through):

C. PERMITTED USES, CONVENTIONAL AND PLANNED DEVELOPMENTS RESIDENTIAL USES

The following residential uses are permitted in both conventional and planned developments:

1. Multifamily dwellings, ~~limited to no more than twelve (12) dwelling units per building~~
2. Multiplex dwellings
3. Townhouses, limited to no more than eight (8) dwelling units per building
4. Senior housing

MIXED USES

The following mixed uses are permitted in both conventional and planned developments:

5. Dwelling units in a mixed use building, ~~limited to no more than eight (8) dwelling units per building~~. Permitted residential uses mixed with special exception uses requires special exception approval by the Zoning Board of Appeals under Section IV(I) of this Ordinance.

SCARBOROUGH

MAINE



To: Town Council Members and Tom Hall, Town Manager
From: Dan Bacon, Planning Director
Subject: Indicators by Housing Type and Size
Date: December 18, 2015

As was asked at First Reading for the amendments concerning the proposed multi-family housing amendments (in the TVC District), the Council was interested in additional information on the indicators, characteristics and impacts associated with different types and sizes of residential housing.

To this end, the following industry indicators can inform the needs and impacts of different types of housing based on their type (single-family, multi-family, detached, attached etc.); number of bedrooms; size and the like. These fairly basic categories are vehicle trip generation; sewage loading; estimated number of residents in the units; and our parking requirements.

Here is a summary of that data using a 3-4 bedroom single-family home as the norm or base:

1. Design sewage load per the Maine Subsurface Wastewater Disposal Rules

Dwelling Type and Bedrooms	Wastewater – gallons per day
Single-family home with 3-4 bedrooms	270-360 (avg 315) gpd
Single-family home with 5 bedrooms	450 gpd (143% of base)
1 bedroom unit in multifamily	120 gpd (38% of base)
2 bedroom unit in multifamily	180 gpd (57% of base)
3 bedroom unit in multifamily	270 gpd (86% of base)

2. Number of occupants per unit per Maine State Planning Handbook

Dwelling Type and Bedrooms	Average number of people/ dwelling
Single-family home with 3-4 bedrooms	2.80 people
Single-family home with 5 bedrooms	3.08 people (110% of base)

Single-family home with 2 bedrooms	1.58 people (56% of base)
1 bedroom unit in multifamily/attached	1.17 people (42% of base)
2 bedroom unit in multifamily/attached	1.85 (66% of base)
3 bedroom unit in multifamily/attached	2.14 (76% of base)

3. Average number of workday vehicle trips per ITE Trip Generation manual and various published interpretations

Dwelling Type	Daily Vehicle Trips
Average single-family detached home	10.0 trips
Townhouse condo unit	6.6 trips (66% of base)
Unit in low-rise apartment building	4.0-6.6 trips (40-66% of base)
Unit in retirement community	3.3.trips (33% of base)

4. Off-street parking requirements in our Zoning Ordinance

Dwelling Unit Type	Parking Space Requirements
Single-family home	2 spaces / dwelling
Two-family home	2 spaces / dwelling
Multi-family unit w/ 1 bedroom	1.5 spaces / dwelling
Multi-family unit w/ 2+ bedrooms	2 spaces / dwelling
Accessory unit (1 bedroom)	1 space / dwelling

We these statistics and indicators, it's informative that smaller multi-family dwelling units with 1 to 2 bedrooms exhibit roughly half the impact (or have half the infrastructure needs) of larger residential units. This appears to reaffirm the Town's current treatment of 1 bedroom dwelling units (limited to 750 SF) as 0.5 a dwelling unit (for residential density purposes) in our higher density residential and mixed use zoning districts. We think it also helps demonstrate that a multi-family building can have twice the number of 1 bedroom units and be roughly equal in terms of impact and infrastructure needs as that of a building with 3 bedroom units. (For example a building with say twenty 1 bedroom units would have roughly the same number of residents and infrastructure demands as a building with ten 3 bedroom units).

We hope this is good background information and can help inform decisions around different housing in our zoning as well as understanding the impacts and implications of it.

**PORTION OF PLANNING BOARD MINUTES FROM
THE JANUARY 11, 2016 MEETING – PERTAINING MULTIFAMILY DWELLINGS**

5. The Planning Board will conduct a public hearing to receive input regarding the proposed amendments to Chapter 405 - the Zoning Ordinance Section XVIII.A, Town and Village Centers District, related to multifamily dwellings.

Mr. Bacon explained to the Board that the current TVC District allows multi-family housing with a building footprint of 10,000 square feet, height of 3 stories and 45 feet and a residential density of 5 to 8 units per acre with a maximum of 12 units per building. Mr. Bacon stated that these limit of 12 units per building may be prohibiting 1 to 2 bedroom multi-family projects from occurring. While currently 12, 2 to 3 bedroom units could be built within the size and scale so couldn't possible 20, 1 to 2 bedroom units. This amendment would provide greater flexibility for smaller units in multi-family buildings while ensuring the building size and scale remains in line with other buildings in the TVC District.

Mr. Fellows opened the public hearing.

Eliot Chamberlain, 8 Nottingham Drive, explained to the Board that all other requirements would still need to be met by the developer, such as setbacks, number of parking spaces, height and squared footage. Mr. Chamberlain stated that he is greatly in favor of the proposed change.

Mr. Fellows closed the public hearing.

Ms. Auglis stated it was a simple change and she was very much in favor for it.

Mrs. Saunders questioned if it is the goal to attract more Avesta type housing/senior housing. To the question Mr. Fellows stated that it is a general desire to broaden the range of housing types and price points in Scarborough.

Mr. Beeley, Mr. Mazer, Mr. Wood and Mr. McGee we all in favor of the item.

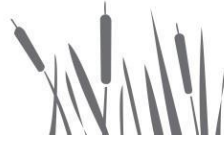
Mr. Fellows stated the Board showed favorable support and a positive recommendation would be made to the Council.

**AGENDA
SCARBOROUGH TOWN COUNCIL
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.**

Order No. 15-100. Move approval of the second reading on the proposed amendments to Chapter 405 – the Zoning Ordinance, Section IX. Performance Standards. Subsection O. Solar Energy Systems.

SCARBOROUGH

MAINE



To: Town Councilors and Tom Hall, Town Manager

From: Long Range Planning Committee and Dan Bacon, Planning Director

CC: Scarborough Energy Committee

Date: December 9, 2015

Zoning Amendments to enable Solar Panels in Common Space

As the use of renewable energy gained momentum in '08 and '09, the Town of Scarborough passed comprehensive allowances in our Zoning Ordinance to enable the use of solar and wind power technologies within both residential and commercial zones. The amendments at the time were intended to make it clear that homes and businesses are permitted to generate their own electricity, hot water or heating with solar panels or wind turbines. As part of these allowances and standards, wind turbines were permitted both on individual properties as well as in "common open space" within residential subdivisions to enable the turbines to be sited on common land and provide energy for use by the homes within the subdivision. Both roof and ground mounted solar panels were permitted on individual properties, but unlike wind power, locating them on common open space wasn't included.

Now, as solar power is seemingly become a preferred, and cost effective and reliable source of energy, there is more interest in installing solar arrays within common open space to generate energy for the homes within a subdivision. In fact, the Habitat for Humanity project on Broadturn Rd. is planning such an arrangement. Given this interest, the Long Range Planning Committee has worked to craft the attached zoning amendment.

As drafted, solar panels would be allowed within common open space of residential subdivisions, subject to the following expectations:

- The solar panels need to meet some basic size limitations;
- The location of the panels shall be reviewed by the Planning Board and shall avoid impacting wetlands and other open space goals;
- The number of panels shall be based on the forecasted energy needs of the subdivision (i.e. the energy generation needs to be geared for the neighborhood use and consumption and not result in a commercial solar farm)

The Long Range Planning Committee believes these amendments are beneficial and can play a role in further enabling renewable, alternative energy sources as well as energy independence.

Proposed Amendment to the Zoning Ordinance Regarding Solar Energy Systems in Common Open Space

BE IT HEREBY ORDAINED by the Town Council of the Town of Scarborough, Maine, in Town Council assembled, that the following amendment to the Zoning Ordinance of the Town of Scarborough, Maine, be and hereby are adopted:

Amend SECTION IX. PERFORMANCE STANDARDS subsection O. as follows (additions are underlined; deletions are struck through):

O. PERFORMANCE STANDARDS – SOLAR ENERGY SYSTEMS

Solar energy systems are considered accessory uses and structures in all residential, mixed use, commercial and industrial districts in the Town of Scarborough. The Code Enforcement Officer may issue a building permit for the installation of a solar energy system provided the following performance standards are met. Solar energy systems include photovoltaic, solar hot water, and solar space heating.

1. Roof and Building Mounted Solar Energy Systems -

- a. Roof mounted solar energy systems shall conform to the maximum building height restrictions within the district in which it is located;
- b. The solar energy systems shall be designed, sized and installed to only generate electricity, hot water, or heat for the building(s) located on the same lot. This standard is not intended to prohibit the transfer of excess energy to the power grid.
- c. Electrical, plumbing and/or building permits from Code Enforcement shall be required.

2. Ground Mounted Solar Energy Systems (Solar Arrays) -

- a. The maximum height of a ground mounted solar energy systems shall be a twenty (20) feet. The height of a ground mounted solar energy system shall be measured from the ground level at the base of the solar energy system to ~~the-its~~ highest point, ~~of the solar energy system or including~~ the system's pedestal.
- b. Ground mounted solar energy systems shall conform to the yard requirements of the applicable zoning district or be setback a distance equal to the total height of the system, whichever is greater.
- c. Electrical wiring and connections from the solar energy system to the building(s) they serve shall be underground.
- d. The solar energy systems shall be designed, sized and installed to only generate electricity, hot water or heat for the building(s) located on the same lot. This standard is not intended to prohibit the transfer of excess energy to the power grid.
- e. Electrical, plumbing, and/or building permits from Code Enforcement shall be required.

3. Solar Energy Systems within Common Open Space – To the extent permitted by applicable state and/or federal laws, solar energy systems may be allowed by the Planning

Dated December 10, 2015

Board within the common open space of a residential subdivision subject to the following requirements:

- a. The solar energy systems within common open space shall comply with the performance standards 2.a., 2.c., and 2.e. of the subsection above.
- b. If proposed within a conservation subdivision required under Section VII.A. of this Ordinance, the installation of solar energy systems, and any necessary associated improvements, shall avoid impacting wetlands within the subdivision open space areas.
- c. The location and number of solar energy systems shall be determined by the Planning Board and shall be based on the forecasted energy consumption of the dwellings and uses within the subdivision as well as the site's ability to accommodate these systems without impacting the other purposes of the common open space.

Amend SECTION VIIA.CONSERVATION SUBDIVISION DESIGN subsection F.7.as follows (additions are underlined; deletions are struck through):

7. Open space lands, required pursuant to Section VIIA(B)(1), may be designed to conserve wetlands and other natural resources, while also accommodating agricultural or recreational uses and activities or solar or wind energy systems as allowed for under Section IX. The Planning Board shall have the flexibility to allow a combination of open space functions so long as these functions and uses are in conformance with all of the above performance standards in Section VIIA(F)(1) through (6).

Amend SECTION VII. subsection B.10.as follows (additions are underlined; deletions are struck through):

10. Residual open space accumulated by modifying space and bulk requirements within the allowable density limits shall be usable for active or passive recreation, neighborhood gathering places, or other outdoor living purposes and for preserving large trees, tree groves, woods, ponds, streams, glens, rock outcrops, native plant life and wildlife cover. In addition, open space can be used for solar or wind energy systems as allowed for under Section IX. The use of any open space may be further limited or controlled at the time of final plat approval where necessary to protect adjacent properties or uses.

Amend SECTION XVC, subsection B.6.as follows (additions are underlined; deletions are struck through):

6. At least 10% of the net residential acreage of a development shall be allocated as village green space for active and passive recreation. This village green space may consist of neighborhood parks, community greens, commons, linear greenways, courtyards, landscaped boulevards and the like. The village green space shall be integral to the development and shall be sited in a central

Dated December 10, 2015

location available and desirable for use by the residents of the development. In addition, green space or common land can be used for solar or wind energy systems as allowed for under Section IX.

Amend SECTION XVB, subsection B.5.as follows (additions are underlined; deletions are struck through):

5. Between 10 - 20% of the net residential area of a subdivision shall be allocated as designated open space accessible to all residential units. The open space shall consist of both village green space and surrounding open space for conservation. The village green space may consist of neighborhood parks, community greens, commons, linear greenways, courtyards, landscaped boulevards and the like. The surrounding open space shall be connected and contiguous where feasible, and shall be restricted for conservation and recreation in perpetuity. This open space may contain recreation areas, ball fields, recreation trails, and the like. It shall function as protection for natural resources, buffers to adjacent incompatible uses, forested, natural distinctions between this zoning district and adjacent less dense zoning districts, and linkages to neighboring green spaces or recreational amenities. . In addition, this common green space or open pace can be used for solar or wind energy systems as allowed for under Section IX. The final open space percentage within the 10 - 20% range shall be determined by the Planning Board.

SCARBOROUGH

MAINE



To: Town Council Members and Tom Hall, Town Manager
From: Dan Bacon, Planning Director
Subject: Comprehensive Plan Policies and Actions – Solar Energy and Green Building
Date: December 18, 2015

At your 1st Reading regarding the proposed amendments to allow solar panels in common open space the Council asked to see whether there is a recommendation or “objective” supporting this amendment in the Comprehensive Plan. To follow up on this, I reviewed the Comprehensive Plan and found in a few different places references, objectives and actions encouraging alternative energy, energy conservation and green building techniques. I believe this zoning initiative is consistent and supported by the Comprehensive Plan under all of these categories, and most particularly under Objective F.6. of the Land Use section of the Plan provided below. It is also worth noting that the Comprehensive Plan of 2006 pre-dated the robust trend toward solar power over the past 5-7 years. So in all likelihood solar would be a more prominent item in the Plan if it were more recently adopted.

2006 Update of the Comprehensive Plan – Chapter 5, Section F. Land Use

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

The application of “green building” technology offers the potential to reduce the impact of development on the community. This approach focuses on reducing the energy use of the project and minimizing its external impacts through limiting paved areas, actively managing stormwater runoff, and similar techniques.

Action F.6.a. Since this is an emerging area, the Town should identify appropriate standards or codes for “green buildings” that are appropriate for Scarborough. These standards should serve as the base for the following actions.

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

Action F.6.c. The Town should review its various codes and ordinances to be sure that they do not create obstacles to the practical application of green building approaches and revise these codes if necessary.

Action F.6.d. The Town should use “green building” technology in municipal and school projects when appropriate.

Action F.6.e. In implementing zoning changes to carry out the Future Land Use Plan, the Town should provide incentives such as expedited development review, reduced parking requirements or impervious area requirements or modified stormwater management requirements for projects that use “green building” technology.

**PORTION OF PLANNING BOARD MINUTES FROM
THE JANUARY 11, 2016 MEETING – PERTAINING SOLAR ENERGY SYSTEMS**

4. The Planning Board will conduct a public hearing to receive input regarding the proposed amendments to Chapter 405 – the Zoning Ordinance of the Town of Scarborough, Maine – Section IX. Performance Standards, subsection O. Solar Energy Systems.*

Mr. Bacon stated that this is an initiative to broaden allowances for alternative energy in Scarborough. Mr. Bacon stated that in 2008-2009 there was an update to allow for solar panels on homes. Also wind turbines as alternative energy for residential homes and for wind turbines to be placed in common spaces and open spaces of residential subdivisions. Solar arrays however were not included in the update in common spaces and open spaces to provide energy to the homes in the subdivisions. Mr. Bacon stated that Habitat for Humanity had recently approached the LRPC to review the ordinance and possibly update it to reflect solar arrays in common space and open spaces. Their current project off Broadturn Road could benefit from such a change and the LRPC felt this allowance would be beneficial town wide.

Mr. Fellows opened the public hearing, there was no public comments on the item. Mr. Fellows closed the public hearing.

Mr. Wood asked if allowed in common spaces and open spaces would it reduce and or eliminate what the Board would gain as open space for the Town. To the question Mr. Bacon stated it would depend on the size of the open space, the number of homes served and the arrangement of the solar arrays. Mr. Wood also asked that the Board be provided a formula for forecasting energy consumption. To the question Mr. Bacon stated one could be generated.

Mr. McGee questioned parts of the language but stated it is a good move.

Mr. Mazer questioned the height of 20 feet. To the question Mr. Bacon responded that is normal in today's standards, with a base of 10 feet and angled 10 foot solar arrays. Mr. Mazer stated this is a good move.

Mr. Auglis felt this would bring the ordinance up to date and meet future needs.

Mr. Beeley stated it is a good move and brings solar in line with wind.

Mr. Fellows stated the Board showed favorable support and a positive recommendation would be made to the Council.

**AGENDA
SCARBOROUGH TOWN COUNCIL
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.**

Order No. 16-007. Move approval on the new request for a Food Handlers License and Innkeepers License from YUG Hospitality LLC, d/b/a Millbrook Motel/ Best Value Inn, located at 321 US Route One.

Town of Scarborough, Maine

Town Clerk's Office

259 US ROUTE ONE

PO BOX 360

SCARBOROUGH, MAINE • 04070-0360

TO: Town Council Members

FROM: Yolande P. Justice, Town Clerk

DATE: January 15, 2016

RE: **Request for a Food Handlers License and Innkeepers License**

The following applicant is seeking approval on a new request for a Food Handlers License and an Innkeepers License:

- YUG Hospitality LLC, d/b/a Millbrook Motel/ Best Value Inn, located at 321 US Route One.

The completed application is on file with Clerk's Office and there are no outstanding issues and it is recommended that this license be approved.

**AGENDA
SCARBOROUGH TOWN COUNCIL
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.**

Order No. 16-008. Move approval on the request to approve names posted to the various Town Committees/Boards, as recommended by the Appointments Committee:

Shellfish Conservation Commission

Appoint Paul Erickson as a full voting member, term to expire in 2018
Re-Appoint Erica Downs as a full voting member, term to expire in 2018
Appoint Dwayne O’Roak as the 1st Alternate, term to expire in 2018

Zoning Board of Appeals

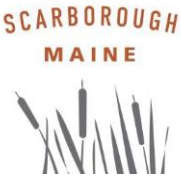
Appoint Karen Shupe as 2nd Alternate, term to expire in 2018

Housing Alliance

Appoint Eric Boucher as a full voting member, term to expire in 2018

**AGENDA
SCARBOROUGH TOWN COUNCIL
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.**

Order No. 16-009. Move approval on the request to adopt the Complete Streets Policy, as recommended by the Transportation Committee.



SCARBOROUGH COMPLETE STREETS POLICY

Recommended by the Town of Scarborough Transportation Committee

Dated January 11, 2016

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

This Complete Streets Policy supports the goals outlined in the town's comprehensive plan, the Town-wide Transportation Study, and various neighborhood plans by creating a safer, cost effective, equitable, and fully accessible transportation network that supports walkable, attractive, business friendly neighborhoods. It also contributes to the town's livability goals by encouraging energy and environmental sustainability.

2. Project Considerations.

Early consideration of all modes for all users will be important to the success of this policy. Those planning and designing projects that affect public streets will give due consideration to all roadway users from the very start of planning and design work. This will apply to all roadway projects, including those involving new construction, reconstruction, repaving/ rehabilitation or roadway retrofits. Roadway retrofits may include changes in the allocation of the right-of-way and pavement space on an existing roadway, such as changes to the number and use of lanes, changes in lane widths, and/or the addition or reconfiguration of on-street parking.

When applying for and reviewing projects for funding purposes regardless of funding source, Complete Street practices and principles will be included, as appropriate and reasonable, for all projects that affect the public right-of-way.

3. Exceptions.

Bicyclist and pedestrian transportation users shall be included in street construction, re-construction, re-paving, and re-habilitation projects, except under one or more of the following conditions:



- a. A project involves only ordinary maintenance activities designed to keep assets in serviceable condition, such as mowing, cleaning, sweeping, spot repair, concrete joint repair, or pothole filling, overlay paving projects or when interim measures are implemented on temporary detour routes.
- b. The Town Staff determines there is insufficient space to safely accommodate new facilities and a parallel or nearby facility provides a reasonable level of similar accessibility to destinations.
- c. The Town Staff determines there are relatively high safety risks.
- d. The Town Staff or Town Council exempts a project due to the excessive and disproportionate cost of establishing a bikeway, walkway or transit enhancement as part of a project in relation to the anticipated number of users.
- e. As part of its Development Review process the Planning Board may waive sidewalk requirements based upon its formal, structured waiver provisions.
- f. The Town Engineer, Public Works Director and Planning Staff collectively determine that the construction is not practically feasible or cost-effective because of significant or adverse environmental impacts to historic resources, streams, flood plains, remnants of native vegetation, wetlands, steep slopes or other critical areas, or due to impacts on neighboring land uses, including impact from right of way acquisition.
- g. The project involves a roadway that bicyclists and/or pedestrians are prohibited by law or the roadway falls outside an established existing bus transit route or where it is reasonably determined a future bus transit route will not occur.

4. Network. Complete streets are planned, designed, maintained and operated to enable safe, convenient, appealing and continuous travel networks for all users. The goal is to formalize the planning, design, operation, and maintenance of streets so that pedestrians, bicyclists, motorists and bus riders of all ages and abilities are able to safely move from destination to destination along and across the street network. Complete Streets can be achieved through network level improvements, through integration into single location projects, or incrementally, though a series of small improvements or maintenance activities.

Transportation improvements will include facilities and amenities, as appropriate, that are recognized as contributing to Complete Streets, which may include pavement markings and signs; street and sidewalk lighting; sidewalks and pedestrian safety improvements such as medians/pedestrian refuges, curb extensions and crosswalk improvements; improvements that provide ADA (Americans with Disabilities Act) compliant and full accessibility such as curb ramps and accessible pedestrian signals; transit accommodations including bus shelters and improved pedestrian access to transit stops and centers; bicycle detection at intersections and bicycle accommodations including, shared use lanes, paved shoulders, wide travel lanes or bike lanes as appropriate; bicycle parking; and street trees, landscaping, street furniture and adequate drainage facilities, including opportunities for 'green' stormwater management facilities and practices.



6. All Agencies and All Roads. The design of new, rehabilitated or reconstructed facilities should anticipate likely future demand for bicycling, walking, transit and motorist use and should not preclude the provision of future improvements.

The Town of Scarborough will coordinate and collaborate with other transportation agencies including PACTS and the Maine DOT, and other users of the public right-of-way, such as utilities and public transportation providers, to ensure that the principles and practices of Complete Streets are embedded within their planning, design, construction, and maintenance activities.

7. Design Standards and Guidelines. The Planning Office shall update, develop and adopt inter-departmental policies, urban design guidelines, zoning and performance standards and other guidelines as applicable, using resources identifying best practices in urban design and street design, construction, operations and maintenance. These resources may include, but are not limited to: the AASHTO Green Book; AASHTO Guide for the Planning, Designing and Operating Pedestrian Facilities; AASHTO Guide for the Development of Bicycle Facilities; ITE Designing Walkable Urban Thoroughfares: A Context Sensitive Approach; NACTO Urban Bikeway Design Guide; Manual on Uniform Traffic Control Devices; US Access Board Public Right-of-Way Accessibility Guidelines; and the PACTS Regional Bicycle and Pedestrian Facility Design Guidance for the PACTS Metropolitan Planning Area.

When fulfilling this Complete Streets policy the town will generally follow the design manuals, standards and guidelines above, as applicable, but should not be precluded from considering innovative or non-traditional design options where a comparable level of safety for users is present or provided.

8. Community Context. It will be important to the success of the Scarborough Complete Streets Policy to ensure that the project development process includes early consideration of the land use and transportation context of the project, the identification of gaps or deficiencies in the network for various user groups that could be addressed by the project, and an assessment of the tradeoffs to balance the needs of all users. The context factors that should be given high priority include the following:

- a. Whether the corridor provides a primary access to one or more significant destinations such as a community or regional park or recreational area, a school, a shopping/commercial area, a local transportation center or other multimodal center, or an employment center.
- b. Whether the corridor provides access across a natural or man-made barrier such as a river or freeway.
- c. Whether the corridor is in an area where a relatively high number of users of non-motorized transportation modes can be anticipated.
- d. Whether a road corridor provides, or could provide, continuity or connectivity links for an existing trail or path network
- e. Whether nearby and/or parallel routes provide a similar Level of Service, convenience and connectivity already exists.



9. Performance Measures. The town will define performance measures to track the progress of implementation of this policy. Such measures shall include, but not be limited to: improvements in safety for all roadway users; increased capacity and connectivity for all modes of transportation; usage (such as mode share) of biking, walking and transit; miles of bicycle and pedestrian facilities; and attainment of ADA compliance. Such measures shall be incorporated into relevant plans, manuals, policies, processes and programs. The Planning Department shall work with the state and other agencies such as the regional planning organization (GPCOG) to track such performance measures, as appropriate.

10. Implementation. The Town will develop implementation strategies that will include, but are not limited to:

a. Restructuring Policies and Procedures

- Evaluate and revise manuals and practices.
- Develop project checklists for the incorporation of Complete Streets elements into projects, plans and other activities affecting streets and the public-right-of way.
- Work with governmental agencies such as PACTS and the Maine DOT to encourage incorporation of the Town’s Complete Street Policy into transportation projects under their jurisdiction.

b. Developing Design Policies and Guidelines

- Develop and adopt street network plans.
- Develop Level/Quality of Service indicators for motor vehicle, pedestrian, bicycling and transit facilities and services.

c. Providing Training

- Continue education of staff and public officials on the principles and practices of Complete Streets.

d. Improving and Updating Performance Measures

- Identify performance goals and targets.
- Develop tracking measures such as safety, facility use and modal shifts to gauge success.

COMPLETE STREETS:

FUNDAMENTALS

The streets of our cities & towns are an important part of our communities. They allow children to get to school & parents to get to work. They bring together neighbors & draw visitors to neighborhood stores. These streets ought to be designed for everyone – whether young or old, on foot or on bicycle, in a car or in a bus – but too often they are designed only for speeding cars or creeping traffic jams.

Now, in communities across the country, a movement is growing to **complete the streets**. States, cities, & towns are asking their planners & engineers to build roads that are **safer, more accessible, & easier for everyone**. In the process, they are creating better communities for people to live, play, work, & shop.

What are Complete Streets?

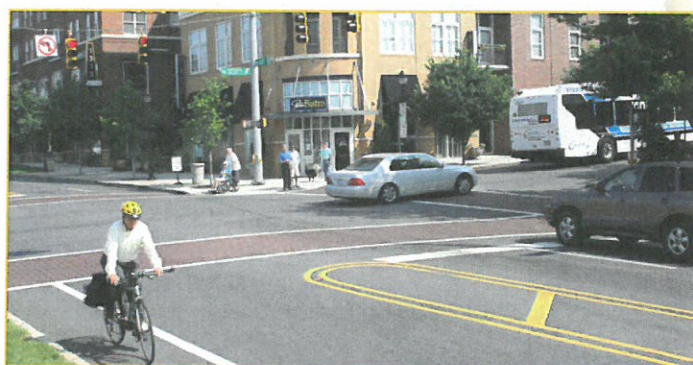
Complete Streets are streets for everyone. They are designed & operated to enable safe access for all users. Pedestrians, bicyclists, motorists, & public transportation users of all ages & abilities are able to safely move along & across a complete street. Complete Streets make it easy to cross the street, walk to shops, & bicycle to work. They allow buses to run on time & make it safe for people to walk to & from train stations.

What do Complete Streets policies do?

Creating complete streets means transportation agencies change their approach to community roads. By adopting a Complete Streets policy, communities direct their transportation planners & engineers to routinely design & operate the entire right of way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project will make the street network better & safer for drivers, transit users, pedestrians, & bicyclists – making your town a better place to live. The National Complete Streets Coalition has identified the elements of an ideal Complete Streets policy to help you write one for your town: www.completestreets.org/elements

What does a “complete” street look like?

There is no singular design prescription for Complete Streets; each one is unique & responds to its community context. A complete street may include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable & accessible public transportation stops, frequent & safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, & more. A complete street in a rural area will look quite different from a complete street in an urban area, but both are designed to balance safety & convenience for everyone using the road: www.completestreets.org/manytypes



Charlotte, NC Department of Transportation

Why do we need Complete Streets policies?

Incomplete streets – those designed with only cars in mind – **limit transportation choices** by making walking, bicycling, & taking public transportation inconvenient, unattractive, & too often, dangerous. Changing policy so that our transportation system routinely includes the needs of people on foot, public transportation, & bicycles means that walking, riding bikes, & riding buses & trains will be **safer & easier**. People of all ages & abilities will have more options when traveling to work, to school, to the grocery store, & to visit family.

Making these travel choices more convenient, attractive, & safe means people do not need to rely solely on automobiles. They can replace congestion-clogged trips in their cars with swift bus rides or heart-healthy bicycle trips. Complete Streets **improve the efficiency & capacity** of existing roads too, by moving people in the same amount of space – just think of all the people who can fit on a bus or streetcar versus the same amount of people each driving their own car. Getting more productivity out of the existing road & public transportation systems is vital to **reducing congestion**.

Complete Streets are particularly prudent when communities are tightening their budgets & looking to ensure long-term benefits from investments. A well-balanced transportation budget can incorporate Complete Streets projects with little to no additional funding, accomplished through re-prioritizing projects & allocating funds to projects that improve overall mobility. Many of the ways to create more complete roadways are **low cost, fast to implement, & high impact**. Building more sidewalks & striping bike lanes has been shown to create more jobs than traditional car-focused transportation projects.

National Complete Streets Coalition

1707 L St NW, Suite 250 • Washington, DC 20036

202.955.5543 • info@completestreets.org

www.completestreets.org



What are some of the benefits of Complete Streets?

Complete streets can offer many benefits in all communities, regardless of size or location. The National Complete Streets Coalition has developed a number of fact sheets: www.completestreets.org/factsheets

Complete Streets improve safety. A Federal Highways Administration safety review found that streets designed with sidewalks, raised medians, better bus stop placement, traffic-calming measures, & treatments for disabled travelers improve pedestrian safety. Some features, such as medians, improve safety for all users: they enable pedestrians to cross busy roads in two stages, reduce left-turning motorist crashes to zero, & improve bicycle safety.

Complete streets encourage walking & bicycling for health. The Centers for Disease Control & Prevention recently named adoption of Complete Streets policies as a recommended strategy to prevent obesity. One study found that 43% of people with safe places to walk within 10 minutes of home met recommended activity levels; among individuals without safe place to walk, just 27% were active enough. Easy access to transit can also contribute to healthy physical activity: nearly one third of transit users meet the Surgeon General's recommendations for minimum daily exercise through their daily travels.



Don Burden, Walkable and Livable Communities Institute



Don Burden, Walkable and Livable Communities Institute

Complete Streets can lower transportation costs for families. Americans spent an average of 18 cents of every dollar on transportation, with the poorest fifth of families spending more than double that figure. In fact, most families spend far more on transportation than on food. When residents have the opportunity to walk, bike, or take transit, they have more control over their expenses by replacing car trips with these inexpensive options. Taking public transportation, for example, saves individuals \$9,581 each year.

Complete Streets foster strong communities. Complete streets play an important role in livable communities, where all people – regardless of age, ability or mode of transportation – feel safe & welcome on the streets. A safe walking & bicycling environment is an essential part of improving public transportation & creating friendly, walkable communities. A recent study found that people who live in walkable communities are more likely to be socially engaged & trusting than residents of less walkable neighborhoods. Additionally, they reported being in better health & happier more often.

How can I get a Complete Streets policy adopted in my community?

Advocating for Complete Streets means working with your neighbors & local policymakers, including elected officials & government staff. Ways to start the conversation include talking about:

- schools that have no sidewalks out front,
- bus stops that are not accessible for people in wheelchairs,
- missing crosswalks by the grocery store,
- no safe routes to bicycle to work, &
- other particularly problematic & unsafe streets.

Work together to identify ways to make these places safer & more attractive & present your ideas to others. Make your case & show examples of what your streets could like.

The National Complete Streets Coalition's website has many resources to help. Modify & use the introductory presentation in your community, show it at PTA & neighborhood association meetings & to your local chamber of commerce. The website also has information on finding other local advocates, developing a good policy, & effectively implementing that policy. Check them out at www.completestreets.org



The National Complete Streets Coalition offers **interactive full-day workshops** led by national experts to help communities establish a common vision for their streets; develop a Complete Streets policy that builds on local expertise; & implement Complete Streets policies by identifying ways to change the transportation decision-making process: www.completestreets.org/workshops

Need transportation planning & engineering professionals who are ready to help design & construct complete streets? Our Complete Streets Partner firms can offer the expertise & dedication you need: www.completestreets.org/help

National Complete Streets Coalition Steering Committee:

AARP • Active Living by Design • Alliance for Biking & Walking • America Bikes • America Walks • American Council of the Blind • American Planning Association • American Public Transportation Association • American Society of Landscape Architects • Association of Pedestrian and Bicycle Professionals • City of Boulder • Institute of Transportation Engineers • League of American Bicyclists • National Association of Area Agencies on Aging • National Association of City Transportation Officials • National Association of REALTORS • National Center for Bicycling and Walking • Ryan Snyder Associates • Safe Route to School National Partnership • Smart Growth America • SvR Design Company • Transportation for America

Complete Streets for Scarborough



Streets with all users in mind



Vision & Purpose

- ***Mobility & Independence for All Ages***
- ***Transportation Choice***
- ***Active Lifestyles & Quality of Life***
- ***Well-Connected Network***
- ***Congestion Relief***



Context Sensitive

- *Town Centers*
- *Village Residential*
- *Suburban*
- *Rural*

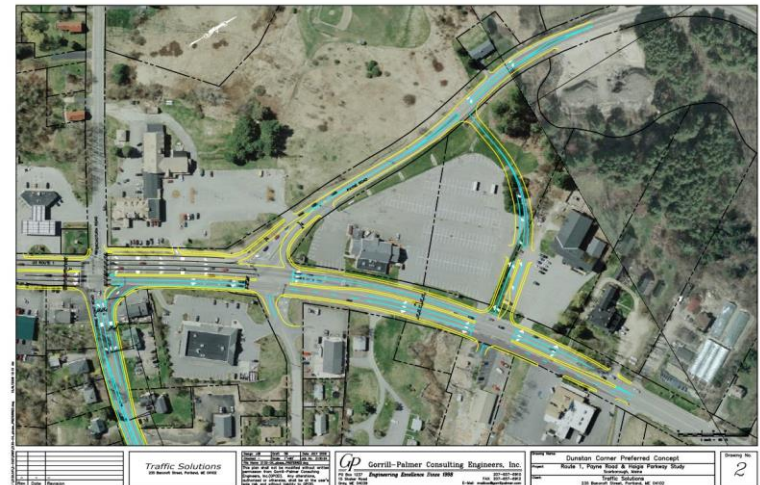


Recent Efforts

- *New Sidewalks - Black Pt, Pine Pt, Route 1*



- *Dunstan Corner - vehicular improvements, sidewalks, x-walks, future bus shelters*

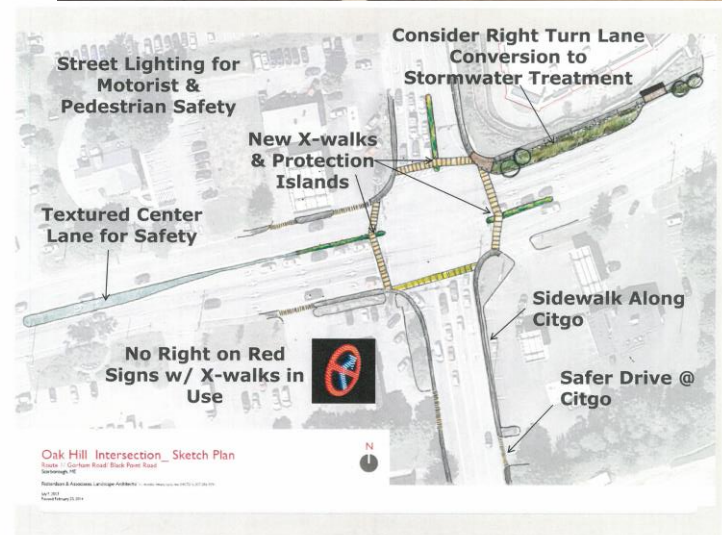


Recent Efforts

- Pleasant Hill Rd - shoulders, bike path, context sensitive road width



- Oak Hill pedestrian & safety improvements (late spring '16)



Deficiencies & Needs

- *Gorham Rd*
- *Pine Point / East Grand Ave*
- *Network Planning - Oak Hill & Dunstan*
- *Transit Accommodations*
- *Consistency*



Complete Streets Policy

- *Policy statement & vision for Scarborough*
- *Would apply to road projects - CIPs, rehabs, retrofits, new developments etc.*
- *Promotes Road Network Planning & Interconnections*
- *Sensitive to Road / Land Use Context*

Complete & Connected Streets = More Livable Scarborough

- *Transportation choices & independence*
- *Reduce congestion*
- *Health & safety improvements*
- *Community connections*

**AGENDA
SCARBOROUGH TOWN COUNCIL
WEDNESDAY – JANUARY 20, 2016
REGULAR MEETING – 6:00 P.M.**

Order No. 16-010. Move approval on the request to adopt the 2016 Town Council Goals.

2016 Town Council Goals

Process: The Town Council engaged a professional facilitator to assist in the establishment of goals for the 2016. The prerequisite for a “goal” was established that it must meet all of the following criteria:

- The goal serves our Mission
- Significant progress can be made in one year
- Progress can be measured (through metrics, milestones, or observables)
- The goal is within our control

All goals were selected by consensus. The process included the identification of expected Outcomes and specific Action items to maximize attainment:

OUTCOMES: How we know when goal is achieved, what it looks like, measures

ACTIONS: Specific steps to achieve goals

For those items that failed to satisfy the established criteria for a goal or for which there was not a consensus, the Town Council also identified “Initiatives” as important matters that deserve attention. Lastly, “Other Issues” were identified from individual Councilors during telephone conversations.

GOALS

Improve Internal Communications

OUTCOMES:

- No surprises
- Improve trust
- Subjective survey has smaller range. Greater agreement on council effectiveness.
- More communication between all individual councilors
- More robust and inclusive discussion around issues and at council table
- Strive for broad agreement on issues
- More respect for differences
- Progress towards goals is achieved
- Established and agreed-upon communication protocols

ACTIONS:

- Council self-evaluates progress vs goals, at least annually
- Regular check-ins/evaluation/discussion re council effectiveness
- 1:1 meetings between councilors
- Flesh out ‘norms & practices’ from Retreat

Improve External Communications

OUTCOMES:

- Less controversy around council decisions (less contentious public comment & fewer negative comments from public)
- Understand community needs, services, values
- Pass budget on 1st vote
- Community goals for council based on their input
- More transparency
- More public ownership and support of council decisions
- Connectivity between Committees and more public awareness of Committees

ACTIONS:

- Determine response protocol when a councilor receives an email or letter
- Name a TC “quarterback”
- Community dialogue
- More mention of ‘positives’ in town
- Article or column appearing in Leader 1/mo regarding an issue of interest to the public
- Use Surveys to gauge community regarding
 - Progress
 - Needs
 - Services
 - Goals
- Increase opportunities for dialogue with community
- Increase interaction with the community. Examples::
 - Council members at business openings
 - Council members as school volunteers
 - Keep fellow councilors informed of community contact

Further enhance financial management; budget process

OUTCOMES:

- Pass budget on 1st vote
- Incremental improvement in service delivery
- Responsible/realistic budgets
- Sustainable tax rate increases
- Have agreed-to metrics for budget performance
- Favorable comparison with other communities as benchmarks
- Ultimately, eliminate the need for the budget to go to a vote

ACTIONS:

- Determine and agree upon metrics to measure budget performance
 - Benchmarking with other communities
 - Identify and review best practices from other communities
- Strive for tax impact to be consistently around or below 3%
- Focus on 'trends' via metrics/dashboards
- Budget presentation:
 - Combine revenues
 - More accurate projection of property valuation increase
- Continue community budget forum with measurable response and feedback on public input

INITIATIVES AND OTHER ISSUES

- Historic preservation
- Affordable Housing
- Senior services/ Aging in Place
- Strategic Planning for the town: 5 - 10 year timeframe
- Business Development
- Broadband internet
- Build on the positives from the Retreat and Goals Workshop
- Ordinances
- Parking